



World Food Programme

Memorandum

Proforma for requesting an IRA allocation for preparedness activities

To: Chief, Organization Budgeting Service (RMBB)	Date: 18/12/2017
Through: Denise Brown Director of Emergencies, OSE	
From: Abdou Dieng Regional Director RBD	

Subject: Request for funds allocation from the Immediate Response Account (IRA) for Special Preparedness activities in the Sahel region

PART 1: INFORMATION NOTE

RATIONALE:

1. The Sahel region is marked by growing insecurity, rapid population growth, economic instability, under-investment in social services, persisting poverty, irregular migration, and expanding drylands. The countries which make up the region are linked not only through a shared vulnerability to climate degradation, but also cross-border seasonal livelihood migration patterns, trade, and politico/security-induced cross-border displacements.
2. The Sahel is particularly vulnerable to extreme climate variations. Every year pockets of the region are confronted by production deficits as a result of irregular rainfall patterns, and historical trends show the region faces drought every three years and a major drought every five to ten years. The most recent major drought in 2012 left more than 18 million people facing hunger and one million children at risk of dying of malnutrition. The question is not if another major drought will take place, but when it will take place.
3. Indications suggest the 2017 rainy season will allow for some improved household food stocks in the region, but vulnerable households will suffer the 2018 lean season as many areas within the region face consecutive years of erratic rainfall – including repeated pastoral deficits. Market monitoring in the region suggests a more concerning outlook: in the post-harvest period when prices are typically at their lowest, cereal and other food product prices remain significantly high.

cc:
Regional Director, [Regional Bureau],
Chief, OSEP
Director, OSZ
Chief, RMBP
Chief, RMBB

4. A decentralized analysis shows that within the region, important areas will face an early and long lean season. A very early and difficult pastoral lean season is expected in Burkina Faso, Chad, Mali, Niger, Senegal, and particularly in Mauritania; pastoral deficits will in turn impact agro households as competition over limited resources increases. In Mauritania, increased and early migration to more productive areas of Mauritania and across to Mali and Senegal will contribute to an early deterioration of agro-pastoral conditions. In Niger an increase in tensions and conflict between pastoral and agro-communities is already being reported. Meanwhile in Chad, the entire Sahelien belt is anticipated to be in Phase 3 food insecurity by the lean season and nutrition trends for the last two lean seasons show increasingly alarming rates of both acute and chronic malnutrition. Meanwhile in Burkina Faso, market monitoring reports average cereal prices are 11 percent higher than the average past five years.
5. In Mali, implementation of the peace agreement is regularly delayed by renewed fighting, and general elections scheduled for early 2018 suggest a high probability for increased conflict in the months to come. Around Lake Chad, growing insecurity continues to disrupt trade flows and cross-border pastoral movements, and contributes to punctual and protracted displacements. As of November 2017, more than 760,000 people are registered by UNHCR as being in internal displacement or are refugees from Mali, Nigeria or CAR and hosted in Burkina Faso, Chad, Mali, Mauritania, and Niger; these numbers are on top of the protracted refugee crises hosted in the Sahel (including Sudanese refugees in Chad). Increasing security incidents in Burkina Faso and Mali, and persistent insecurity in northern Nigeria, suggest the number of punctual displacements could further increase.
6. In Mali, insecurity in the northern regions consistently presents an access challenge both for delivery of assistance as well as for context monitoring. Meanwhile in Burkina Faso, targeted attacks are on the rise in particular in the Sahel region, affecting the delivery of basic services and concerns for safe movement of WFP staff; in September armed groups attacked the police station at Mentao refugee camp (hosting Malian refugees); and since January more than 517 schools have been disrupted. Since the 2012 crisis, WFP, governments and partners have put in place stronger regional coordination frameworks for common analysis and response planning on food and nutrition security, invested in resilience building (though funding levels have not been at the scale required), integrated malnutrition prevention strategies and nutrition monitoring, increased frequency and variety of data collection tools, and strengthened response preparedness including WFP's supply chain.
7. At the same time, ongoing efforts to develop national responses for the upcoming difficult lean season is bringing to light real-time residual gaps, both internal to WFP and external, including: capturing pastoral populations in early warning and response planning, maintaining operational continuity and analysis where insecurity hinders access, and maintaining emergency capacity alongside resilience-building efforts to be able to rapidly scale-up in response to sudden or slow onset crises.
8. Lessons from the 2012 major Sahel drought and from the El Niño-induced drought in Southern Africa (2016-2017) underscore the importance of a coherent strategy for preparedness and response to common threats. When national governments raise different alarms, and when the government and WFP's response readiness is uneven across countries, it is the most vulnerable who suffer.
9. Being unprepared to respond to the 2018 lean season, and more widely to a major Sahel shock, could risk WFP being too late to prevent morbidity and mortality, and expose WFP to high reputational risk vis-à-vis donors, governments, and partners.

PROPOSAL:

10. The IR-Prep proposal (**total USD 802,579**) aims to ensure readiness for today and build preparedness for tomorrow, specifically to:

- A) Address gaps in country readiness to track, assess and respond to immediate threats arising from recent agro/pastoral deficits and politico-security deteriorations, with deteriorations anticipated in the coming months.
 - B) Inform a comprehensive common preparedness plan for a major "Sahel Shock" [i.e. a large-scale regional drought layered with complexities of conflict], through in-depth assessment of WFP, partner and government response preparedness.
11. The proposal focuses on the five countries which compose the G5 Sahel, namely Burkina Faso, Chad, Mali, Mauritania, and Niger. The Shock Response preparedness assessment will also capture impacts of and effects on neighboring areas, including Senegal, to be integrated in the eventual Shock Response Plan.
12. Follow-on proposals will be submitted in early 2018 outlining country-specific preparedness actions required as identified through the Sahel Shock Response Preparedness analysis.

ACTIVITIES:

A) Augment country-readiness to track and respond to immediate threats

Actions described focus on specific countries (and regions within countries), but respond to issues which are common across the region: monitoring and responding in security-affected areas; capturing the specificities of pastoral communities in assessment and response; and reinforcing government and partner capacities to develop coordinated response planning for sudden and slow onset crises. The actions undertaken through this IR-Prep will support wider country preparedness and inform regional learning for the Sahel Shock Response Plan.

Residual preparedness gaps will be identified as part of the Sahel Shock Response preparedness assessment, and further IR-Prep funds may be requested in 2018.

A.1 Burkina Faso

IR-Prep funding is specifically requested to cover:

- Costs to implement an emergency food security assessment to assess the impact of the climate shock and compounding factors (insecurity, market prices) and inform evidence-based response planning.
- In line with the recommendations of the recent Emergency Preparedness and Response Mission and the Security Mission, IR-Prep funds are requested to immediately secure an armored vehicle to allow for continued safe staff movement in the security affected northern region.

Total request: USD 183,118

A.2 Chad

IR-Prep funding is specifically requested to cover:

- Limited HR costs to temporarily engage dedicated emergency expertise to support WFP and national partners to develop a nutrition scale-up and lean season response plan, to be integrated in government-owned national response.
- Costs to train frontline WFP, partner and government responders on emergency response, with specific attention to observed challenges: CBT readiness; geographic and households targeting; malnutrition prevention at scale; and real-time context monitoring.

Total request: USD 82,000 will cover a portion of the activities; parallel funds have been identified to cover remaining gap.

A.3 Mali

IR-Prep funding is specifically requested to cover:

- Costs to train WFP, government and partner staff in Bamako, Gao and Mopti on minimum emergency preparedness, rapid assessment tools, and coordination and implementation of emergency response. As part of the exercise, an action plan will be developed per region.
- Limited HR costs to temporarily engage dedicated emergency expertise to finalize WFP's rapid shock response strategy and its integration with the Rapid Response Mechanism operated by partners in the northern Mali (funded by ECHO and OFDA). The coordinator will also support the aforementioned emergency preparedness training actions in the North.
- Invest in WFP's rapid response readiness (in the North specifically, and more widely) by conducting a sectoral assessment for cash-based transfers and through training WFP, government and partner staff on CBT preparation and implementation in emergencies.
- Create a diverse database of primary informants to rapidly track and map crisis developments to guide contextual analysis and rapid response in difficult to access areas of Gao, Kidal, Mopti, Segou, and Timbuktu. Using a call centre and WFP's mVAM technology, informants will be able to call for free to alert on developments. Third party monitoring presents an opportunity to follow-up on alerts.

Proposed actions are aligned with recent RB/HQ cross-functional emergency preparedness and CBT readiness missions.

Total request: USD 163,832 Additional resources will need to be identified to bridge the funding gap for planned CBT readiness activities.

A.4 Mauritania

IR-Prep funding is specifically requested to cover:

- Costs to conduct a department-level food security assessment; current assessments are at wilayaa level only (i.e. first administrative level). The assessment will be an opportunity to collect contact information to then develop a key informant database for follow-on remote assessment using mVAM [not covered in this proposal].
- Limited HR costs to temporarily engage dedicated emergency expertise to support WFP and national partners to develop a scale-up and contingency response plan.
- Limited HR costs for a temporary coordinator to support the government (and partners) to reinforce government-led food security and inter-sector coordination mechanisms.
- Costs to develop a seasonal livelihood plan in rain-deficit areas where Malian refugees are hosted; the aim is to develop a response plan but also to mitigate tensions between communities by bringing hosts and refugees together.

Total request: USD 210,000. Additional resources will need to be identified to bridge the funding gap.

A.5 Niger

IR-Prep funding is specifically requested to cover:

- Costs to conduct a Joint Rapid needs assessment with the Ministry of Livestock, FAO, FEWSNet, key pastoral organizations, and Early Warning to identify risks and consequences of consecutive pastoral shortfalls.

- Costs to develop a pastoral call alert system to strengthen the capacity of the Government to account for seasonality and mobility of pastoral households in national response plans and early warning systems.

Total request: USD 104,219 will cover a portion of the activities; parallel funds have been identified to cover remaining gap

B) Pre-invest in preparedness for an imminent regional Sahel Shock

In the Sahel, similar challenges are often met by disparate national, partner, and WFP preparedness and response capacities. The Sahel Shock Response Plan aims to build common understanding and standards for large-scale emergency preparedness, and will be designed with regional frameworks, national governments and partners, and centered around national governments.

To inform the eventual development of a Sahel Shock Response Plan, a series of actions are being undertaken to assess preparedness gaps, develop a major shock scenario, and bring together governments and partners towards a shared Action Plan.

Regional level funds have been identified to cover a portion of activities. IR-Prep funding is requested to cover the gaps for the "assessment," including:

- Limited travel costs to undertake cross-functional scoping missions to the G5 countries (+1 Senegal) to conduct a response preparedness assessment/gap analysis at the regional and country levels.
- And/or a regional workshop (February 2018) bringing together regional frameworks, national governments, and partners to build consensus around a Sahel Shock scenario and way forward.

Total request: USD 10,129

IRA AMOUNT REQUESTED: US\$ 802,579

DURATION OF THE ACTIVITY: 3 months

JUSTIFICATION:

13. The activities included in the IR-Prep proposal respond directly to identified gaps which are impeding WFP, partners and governments' readiness to appropriately plan for the scale-up response to important climate-induced production deficits, and to anticipate bottlenecks. The multi-layered complexities of the Sahel region also require new ways of working in areas affected by politico-security deteriorations, and investment in staff security.
14. In a region affected by chronic resource and capacity gaps, and where lead time to deliver international goods can take up to 6 months (or more in areas cut off by rains and insecurity), these investments are critical to ensure that WFP is in a position to plan and respond effectively and efficiently.
15. Preparedness gaps identified, and the different levels of response readiness observed across the region, underscore the need for a deeper analysis of response capacities (WFP, government, partners) and bottlenecks. A major shock is coming and the region must be prepared to respond.

PART 2: DETAILED BUDGET

Attached is the budget estimate using the standard SO Project Budget Plan Format.¹

	Value US\$	% overall Budget
Capacity Development and Augmentation (CD&A) costs	\$68,075	8%
Direct Support Costs (DSC)	\$685,222	85%
Total WFP direct project costs (US\$)	\$753,297	94%
Indirect Support Costs (ISC)	\$49,281	6%
TOTAL WFP COSTS	\$802,579	100%

¹ Limited parallel funds have been identified to cover the gap where IR-Prep allocations are not sufficient to meet the full cost of the activities outlined in the proposal. The budget provides an indicative breakdown of how funds will be used; Country and Regional Office may prioritize expenditures as required for implementation of the activities approved in this proposal, in line with any cost sharing opportunities identified.