

# EMERGENCY APPEAL



International Federation of Red Cross and Red Crescent Societies  
Fédération Internationale des Sociétés de la Croix-Rouge et du Croissant-Rouge  
Federación Internacional de Sociedades de la Cruz Roja y de la Media Luna Roja  
الاتحاد الدولي لجمعيات الصليب الأحمر والهلال الأحمر

## BURKINA FASO, MALI, MAURITANIA AND NIGER: FOOD INSECURITY

Emergency Appeal no.  
05EA015  
22 July, 2005

*The Federation's mission is to improve the lives of vulnerable people by mobilizing the power of humanity. It is the world's largest humanitarian organization and its millions of volunteers are active in over 181 countries.*

### In Brief

**THIS EMERGENCY APPEAL SEEKS CHF 18,243,483 (USD 14,211,607 OR EUR 11,642,754) IN CASH, KIND, OR SERVICES TO ASSIST 44,400 FAMILIES (SOME 222,000 BENEFICIARIES) FOR SIX MONTHS.<sup>1</sup>** [click here to go directly to the attached budget](#); [click here to view a map of the area](#)

**CHF 280,000 HAS BEEN ALLOCATED FROM THE FEDERATION'S DISASTER RELIEF EMERGENCY FUND (DREF); UNEARMARKED FUNDS TO REPAY DREF ARE NEEDED.**

*For further information specifically related to this operation please contact:*

- *In Niger: Langdon Greenhalgh, Dakar Regional Delegation Sahel Operation Team leader, Email [ifrcsn44@ifrc.org](mailto:ifrcsn44@ifrc.org); Phone: 227 73 26 41, Mobile phone: +227.40.50. 02*
- *In Senegal: Alasan Senghore, Federation Head of Regional Delegation for West and Central Africa, Dakar; Email: [ifrcsn21@ifrc.org](mailto:ifrcsn21@ifrc.org); Phone: +221.869.3641; Fax 22. 860.2002.*
- *In Geneva: Madeleine Lundberg, Federation Regional Officer for West and Central Africa, Africa Dept; Email [madeleine.lundberg@ifrc.org](mailto:madeleine.lundberg@ifrc.org) ; Phone +41.22.730.43.35 ; Fax 41.22.733.03.95*
- *Roy Probert, Media and Public Relations Officer; Phone: +41 22 730 4296; email: [roy.probert@ifrc.org](mailto:roy.probert@ifrc.org)*

<sup>1</sup> For more about the national societies responding to this crisis, please click on the links below.

Red Cross Society of Niger - <http://www.ifrc.org/where/country/cn6.asp?countryid=127>

Mauritanian Red Crescent - <http://www.ifrc.org/where/country/cn6.asp?countryid=114>

Mali Red Cross - <http://www.ifrc.org/where/country/cn6.asp?countryid=112>

Burkinabe Red Cross Society -: <http://www.ifrc.org/where/country/cn6.asp?countryid=181>

*Please also reference the prior reports associated with this operation:*

- *Food Insecurity; Minor Emergency no. 05ME022, issued 15 July 2005, available at: [http://www.ifrc.org/cgi/pdf\\_appeals.pl?05/05ME022.pdf](http://www.ifrc.org/cgi/pdf_appeals.pl?05/05ME022.pdf)*
- *West Africa: Food Insecurity; Information Bulletin, issued 1 April 2005; available at:*
- *West Africa: Locust Invasion; Information Bulletin no. 1 and 2, available at: ([http://www.ifrc.org/cgi/pdf\\_appeals.pl?rpts04/wa041010.pdf](http://www.ifrc.org/cgi/pdf_appeals.pl?rpts04/wa041010.pdf)) or ([http://www.ifrc.org/cgi/pdf\\_appeals.pl?rpts04/wa041110.pdf](http://www.ifrc.org/cgi/pdf_appeals.pl?rpts04/wa041110.pdf))*

*All International Federation assistance seeks to adhere to the [Code of Conduct](#) and is committed to the [Humanitarian Charter and Minimum Standards in Disaster Response](#) in delivering assistance to the most vulnerable. For support to or for further information concerning Federation programmes or operations in this or other countries, or for a full description of the national society profile, please access the Federation's website at <http://www.ifrc.org>*

*For longer-term programmes, please refer to the Federation's Annual Appeal.*

## **The situation**

In 2004 and 2005, countries in the Sahel region experienced the worst locust invasion since 20 years coupled with low rainfalls and drought which have left the region with a severe food crisis and malnutrition. Reports from MSF and other sources indicate that almost 8 million people are threatened by the crisis in Niger, Mali, Mauritania and Burkina Faso. Hundreds of children are dying (particularly in Niger) as a result of the crisis. Reports show a shortfall in cereal production in Niger of approximately 15% compared to the average annual production over the last 5 years or a grain deficit of about 225, 000 metric tonnes, where cereal deficit has reached 70-80 % in parts of the country.

In Niger, according to UN sources, 3.6 million of the 12 million inhabitants are directly affected by the food crisis. Tahoua and Maradi regions are classified by the Niger government as among the most vulnerable. The rate of severe malnutrition in the two regions has reached 3 respectively 7 % while the rate of moderate malnutrition is 30 to 40%<sup>2</sup>. It is estimated that at least 167,655 children in the Tahoua region and 37, 160 children in Maradi region are suffering from malnutrition. The total number of extremely vulnerable people has reached 72,564 people in Maradi region and 327, 401 people in Tahoua region. Twenty-six villages in Tahoua region have not yet planted so they need fast growing seeds such as groundnuts. With the rainy season that has now fully set in, a good harvest is expected. However, if the rains stop before 15 September, 2005, the 40-50% of the farmers who sowed late would have a low yield or the possibility of another crisis in 2006.

Present estimates for Niger are that 350,000 children suffer from acute malnutrition, of which 63,000 could be severe cases. MSF-France has been operational in Niger for four years, and during the first 6 months of 2005 has provided severe malnutrition treatment to some 12,000 children less than 5 years of age in Maradi in (with about 10,000 during the course of 2004). The Africa Muslim Agency (AMA) is also providing treatment of children suffering from severe malnutrition. MSF-France also treated more than 1,000 severely malnourished children in Tahoua region between 3 and 27 June, and AMA treated 400 malnourished children. Additionally, the two organisations also treated people with moderate malnutrition. Concern Universal and Action Against Hunger are preparing to establish mobile nutritional recuperation centres in the Tahoua districts, but there are enormous uncovered needs.

The severe acute malnutrition among children is in the WHO emergency level range. Generally, people have been eating less than normal even during the lean season, gathering leaves and berries and digging up anthills to find left-over pieces of millet.

The livestock fodder has subsequently been affected. An alarming number of cattle, horses and donkeys have died - carcasses are visible throughout the hardest hit parts of Niger and Mali. As animals are the main assets for pastoralists and higher sales increase their buying power, they sell them to make up for their decreased market value thereby depleting their herds to dangerous levels. Increased availability of fodder will help to break this negative cycle strengthening the animals, ensuring higher income returns on sold animals thereby increasing the amount of disposable income available to pastoralist for the purchase of food.

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<sup>2</sup>Federation consultant's report states that "whereas wasting (global acute malnutrition –GAM) is an indicator of an acute nutrition deficit, stunting (growth retardation) is a marker of longer-term chronic food insufficiency and more than 40% is considered very high by the WHO.

FEWS NET has published the following crisis indicators related to the crisis in Niger:

- Unprecedented high food prices.
- Scarcity of local foodstuffs.
- Scarcity of animal feed.
- Collapse of livestock prices.
- Exodus/migration of entire households to neighboring countries in search of new employment.
- Accelerated use of unsustainable survival strategies, liquidation of livestock, household assets and excessive felling of trees in fragile environments.
- Malnutrition rates continue to climb.

Compared to Niger, Mali, Burkina Faso, and Mauritania are not yet as affected, but are also reaching an alarming situation: Some 20% of the population in Mali is affected from food insecurity, and 26% of people in Mauritania are still suffering the effect of last year's locust invasion. In Burkina Faso, the government estimates that some 500,000 people need food assistance. The Government of these countries have appealed to the international community for assistance. However, the level of response has been low so far.

Given the situation described above, and the response so far, the Federation is launching this Emergency Appeal on a somewhat preliminary basis, to complement efforts in the four countries currently underway. It is understood that the operation will be revised in the following days and weeks to adjust to the evolving situation (operational adjustments to be conveyed in the form of standard Operations Updates, or a revised appeal if needed), together with revised budgets.

### **Red Cross and Red Crescent action**

The Federation's Regional Delegation for West and Central Africa in Dakar has closely monitored the situation since the locust invasions in August 2004<sup>3</sup>. Through several assessment and support missions to the concerned countries, the Delegation has been assisting the national societies in disseminating early warnings of up-coming food insecurity both to communities as well as government, national and international organisations.

The Regional Delegation's disaster management team has carried out assessment and support missions to the concerned countries in the past weeks, with the following results:

- DREF funds have been provided to the Niger, Burkina Faso, and Mali Red Cross to start operations, including: the reestablishment of collapsed logistics capacity (repair of trucks, vehicles, communication systems), purchase and distribution of seeds, per-diem for volunteers carrying out food distributions, training of volunteers on distribution, and providing basic equipment;
- Agreements signed with WFP and FAO are being implemented for distribution of food and seeds. The Burkinabe Red Cross, for example, is already distributing food provided by WFP to 50,000 people;
- Intervention areas have been identified considering the highest vulnerability and gaps regarding other agencies. In Niger: Maradi and Tahoua; in Burkina Faso: Soum, Seno, and Oudalan; in Mali: Timbuktu, Goudam, and Nara);
- Medical assistance in Niger to the district health office in Tahoua for distribution to the various health centres in the district;
- Setting-up basic logistic and administrative systems for larger-scale operations for this Emergency Appeal.

A 4-member Federation team - consisting of a Sahel operation team leader, two Regional Disaster Response Team (RDRT) members, and one medical doctor from the Federation's Abidjan office - is in Niger, and the deployment of additional RDRT members and delegates is in process. PNS are requested to send fully-funded candidates or provide funds to support other qualified candidates.

PNS are providing support in various ways:

- The Norwegian Red Cross has carried out an assessment mission in Niger to evaluate logistics needs.

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<sup>3</sup> West Africa: Locust Invasion, Information Bulletin no. 1 ([http://www.ifrc.org/cgi/pdf\\_appeals.pl?rpts04/wa041010.pdf](http://www.ifrc.org/cgi/pdf_appeals.pl?rpts04/wa041010.pdf)) and Information Bulletin no. 2 ([http://www.ifrc.org/cgi/pdf\\_appeals.pl?rpts04/wa041110.pdf](http://www.ifrc.org/cgi/pdf_appeals.pl?rpts04/wa041110.pdf))

- The French Red Cross is providing assistance to Niger and the Mauritania Red Crescent.
- The Spanish Red Cross is developing programmes with the Niger and Mali Red Cross:
- The Qatar Red Crescent has medical teams in Niger.
- The Red Crescent Society of the Islamic Republic of Iran has donated food to the Mali Red Cross.

## **The needs**

The findings of the Federation's assessment mission reveal a serious deficit in food and livestock as well as significant price hikes on food items. The already overwhelming needs in some of the affected countries, the weak or non existence logistics, and lack of experienced human resources are beginning to affect the national societies. Some of the major concerns are transportation of relief items and volunteers/staff as well as proper computer and telecommunication equipment at headquarters and branches. Consequently, the most urgent need is to strengthen the capacities of the Federation Regional Delegation and Sahel field operation and national societies on logistics, administration, and human resources to coordinate, fine-tune, and implement the proposed interventions.

## **Capacity of the National Societies**

All the national societies have difficulties in finding qualified and experienced human resources to properly manage the planned operations. However, they have DM staff and volunteers with experiences in similar operations in the past.

The Red Cross of Niger has trained volunteers in all the localities with possibilities of partnership with WFP and FAO. The Red Cross of Burkina Faso and Mali are lacking logistics capacities, notably trucks and vehicles to ensure transportation and distribution of food and seeds. Against this background, it is evident that the national societies need assistance in logistics and human resources to enable them to respond to the situation and provide assistance to the vulnerable people.

## **Capacity of the Federation**

The Federation has two qualified DM delegates and other personnel in West and Central Africa who were deployed for an initial assessment in the affected countries. With the collaboration of its traditional partners and the UN agencies, the Federation need additional resources to continue its largely scale up and to mobilize both material and human resources as well as monitoring and evaluation staff to help the concerned national societies respond to the needs. Federation presence in the affected countries will also focus on strengthening the capacities of the national societies to ensure longer term programming linked to the planned operation.

## **Coordination**

The Federation is working closely with UN agencies (WFP, FAO, OCHA, WHO, and UNICEF) and other organizations to respond to this food crisis. The national societies of the affected countries are in close contact with their governments monitoring the impact of the situation. For example, the government of Niger has established a crisis management body ("The Food Crisis Prevention and Mitigation Mechanism", or Dispositif National de Prevention et de Gestion des Crises Alimentaire - DNP-GCA), which meets bi-weekly. WFP acts as the lead donor agency. This body in turn has a secretariat and executive body, the Food Crisis Cell (Cellule de Crise Alimentaire - CCA), which is in charge of the day-to-day running of the response. The CCA in turn receives information from another established government body, the Early Warning system (Systeme d'Alerte Precoce - SAP) to collect information, plan and coordinate the response to the current situation. The Federation is already supporting the affected national societies to implement some of the activities as suggested by the assessment team and favors a Movement-coordinated approach in responding to the needs.

The French Red Cross is currently setting up two or more supplementary feeding centres (SFCs) in Zinder and Agades, targeting moderate malnutrition and their families with a comprehensive social mobilisation programme in cooperation with the Niger Red Cross. The Spanish Red Cross and the Federation plan to open a total of six SFCs in Tahoua and Maradi districts, and in cooperation with the Niger Red Cross along the same model. The Qatar Red Crescent (QRC) are not operational themselves, but have set up SFCs in cooperation with and through the Red Cross Society of Niger and the African Muslim Agency.

The Norwegian Red Cross carried out a logistics assessment in Niger (available upon request), and based on this intends to support the operation by providing transport capacity (in the form of a transport support package, or TSP), under Federation coordination, tailored to meet the need for transport from regional logistical centres to remote areas where humanitarian agencies and / or the government of Niger will carry out programmes. The intention is to transport as much food and other relief items as required as possible in the shortest possible time to rural areas on agreed priorities of need. The Norwegian Red Cross is seeking funding from the Norwegian government to provide the operation with 70 trucks and additional light vehicles, as well as a transport support team for the operation in Niger.

In Burkina Faso and Mali, agreements are ongoing with WFP and FAO. WFP has two trucks in Niger and will provide long-distance supply to the main regional towns through rented commercial transport. UNICEF is aiming to do the same, but is geared towards providing S/TFCs with nutritional food items. FAO will also use commercially available transport for easy-reach long distance supply.

Organizations working in the region also include Oxfam, MSF-France, Save the Children, Africare, CARE, and Catholic Relief Services, African Muslim Agency, Action Against Hunger, and Concern.

The Red Cross and Red Crescent Movement has set-up internal mechanisms to coordinate Movement efforts, increase efficiency, share respective competences and experiences as well as to create synergies in the operations.

The coordination strategy for Niger stipulates that the Federation would be the Movement coordinator, with a Head of Operation in Niamey. The individual programmes will be run under direct supervision and management of the PNSs themselves. A preliminary plan of action, based on assessments done by the Federation and concerned national societies, has been proposed. However, the number of beneficiaries, locations, and regions may all need to be adjusted based on further needs assessments, information, emerging operational changes, and the operating environment.

## **The proposed operation**

### **Objectives and activities planned**

**Goal: Provide support to the affected Red Cross and Red Crescent national societies in order to decrease and further prevent vulnerability to food insecurity and malnutrition by immediately responding in the form of livelihood interventions for 44,400 families over a six month period.**

#### **Objectives:**

- **In Niger, Mali, Burkina Faso and Mauritania: distribute a monthly general food ration to 222,000 people (44,400 families).**
- **In Niger: provide emergency basic health services, including a nutritional programme (eg possibly supplementary feeding in the form of fortified foods and oil, and unimix) and community health for targeted vulnerable children <5 and their families - a total population of approximately 15,000 people.**
- **In Niger, Mali, Burkina Faso, and Mauritania: provide seeds or seed vouchers to 10,000 families in order to immediately ensure that the most vulnerable agriculturists have seeds in time for the current planting season.**
- **In Niger: provide reproductive livestock (approximately 5,000 pastoralists) with emergency feeding (i.e. distribution of fodder, fodder vouchers, or de-stocking) in the worst affected pastoral or agro-pastoral livelihood zone(s).**
- **Exploring the viability of providing cash distributions to 30,000 people (6,000 families) as required (to be implemented only as an emergency contingency).**
- **Immediately reinforce the logistical, administrative and telecommunications infrastructure of the national societies in the four different countries.**

The Federation will also provide support in monitoring potential population movements (there is some indication that this has already started to some degree) and start preliminary preparations in this event.

**Activities planned to reach these objectives:**

**Objective 1: General Food Distribution.**

- Immediate deployment of a Relief Emergency Response Unit (ERU) and RDRT relief staff.
- Training of relief teams (national society volunteers & staff) in beneficiary registration, international standards/best practices, use of Relief ERU tools, monitoring and evaluation, reporting and other basic distribution methods.
- Finalization of country agreements with WFP
- Identification of affected communities
- Beneficiary selection and registration
- Distributions are conducted in accordance with Relief ERU distribution standards specifically utilizing “Distribution with Dignity” programming practices.
- Monitoring and evaluation of distributions.

**Objective 2: Health and Nutrition.**

- In Niger, design and implement a project to provide basic health care including immunization and nutrition following a more in-depth assessment jointly with food security (utilizing the food basket calculator and distribution module).
- Support provided to the Niger Red Cross in the establishment of six mobile nutrition centres for the moderately malnourished. Includes vaccinations as feasible and follow-up with children recuperating from severe malnutrition.
- Set up a community health programme for case identification and follow up of malnourished children, train volunteers, and support social mobilization in close coordination with relief ERU activities.
- Education and awareness (i.e. HIV/AIDS, Malaria prevention, hygiene education) as necessary and depending on capacity of national society (already started in Burkina Faso).
- Consider a more comprehensive nutritional assessment with other partners, and define follow up monitoring.
- Link with relief ERU activities for beneficiary registration and basic distribution.
- Investigate and estimate potential short and medium-term water and sanitation needs, particularly for feeding, health, and possible population movements.

**Objective 3: Seeds**

- Identification of most appropriate form for distribution of seeds (direct distribution or vouchers) country-by-county
- Creation of seed or voucher distribution mechanisms and training of staff and volunteers.
- Monitoring and evaluation of seed distributions.

**Objective 4: Fodder**

- Identification of most appropriate form for distribution of fodder (direct distribution or vouchers) country-by-county.
- Creation of fodder or fodder voucher distribution mechanisms and training of staff and volunteers.
- Monitoring and evaluation of seed distributions.

**Objective 5: Supplementary Feeding:** complete the nutritional survey and assessment as soon as possible.

**Objective 6: Cash.**

- Market analysis of the effectiveness of cash and the thresholds for utilization of a cash intervention.
- Sensitization of national societies and other key partners in potential implementation zones regarding usage of cash interventions.

- Establishment of systems (financial checks, appropriate amounts, logistics and participatory approaches) necessary to ensure success of cash interventions.
- Risk analysis as to the operational impact of this intervention.
- Establishment of beneficiary selection criteria and transparent communication of these criteria.
- Communications strategy to ensure transparency, accountability and reduce risks.

**Objective 7: Logistics, Administration and Telecommunications.**

- Immediate deployment of the Logistics ERU and RDRT logistics staff.
- Immediate mobilization of 70 M-6 trucks to Niger for use by the entire humanitarian community.
- Repair and maintenance of national society logistics resources as necessary.
- Procurement, warehousing, and transport of locally available food, seed and fodder.
- Creation and maintenance of main operation offices in Niger, with operational cells in Mali, Burkina Faso and Mauritania.
- Immediate deployment of Telecoms ERU and RDRT telecomm staff. Establishment of functioning telecommunication network to improve security and ensure communication channels between Niger, Mali, Burkina Faso, Mauritania, and Dakar Senegal (Federation's Regional Delegation).

**Monitoring, Evaluation, and Reporting**

This Emergency Appeal, as indicated above, is being launched on a preliminary basis, and will be adjusted or revised shortly. In keeping with the goals, objectives and activities set for this operation, the Federation will ensure constant standard financial and narrative reports, including a final report upon closure of this emergency programme.

The Federation envisages a real-time nutritional survey of the communities where Red Cross livelihood interventions are to be undertaken. This evaluation will preferably be conducted by Federation staff or consultants familiar with livelihood programming. Findings will be used to improve this operation's response and also serve as a baseline for future longer-term interventions.

Information obtained from the visual inspections and exit interviews (for distributions), nutritional assessments and other evaluations will be used to adjust the Federation Plan of Action and service delivery as necessary.

**Budget summary**

See Annex 1 for details.

Susan Johnson  
Director  
National Society and Field Support Division

Markku Niskala  
Secretary General

**[Budget below; click here to return to the title page and contact information.](#)**

**BUDGET SUMMARY**

APPEAL No. 05EA015

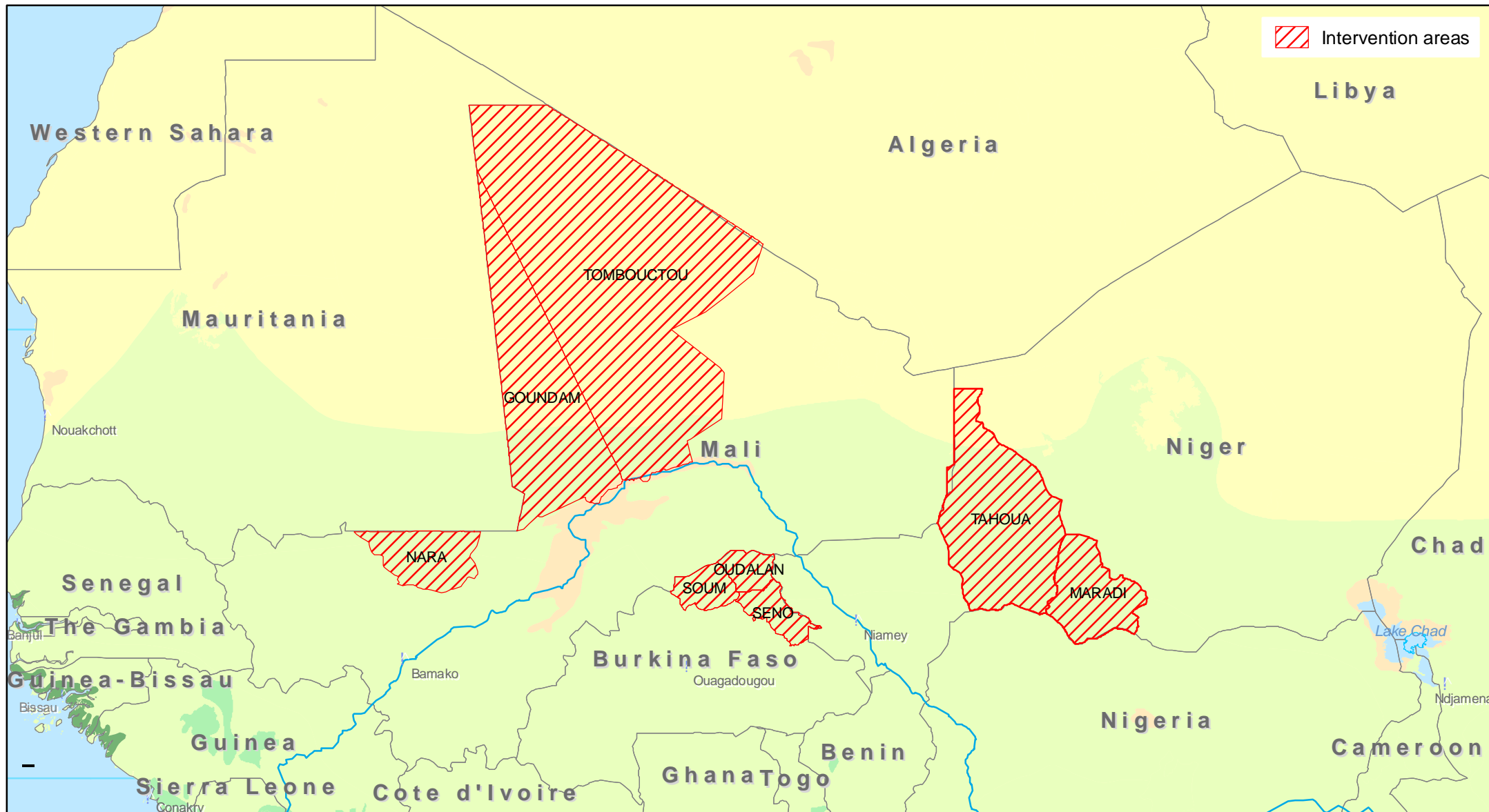
**Burkina Faso, Mali, Mauritania, Niger: food security**

TYPE	VALUE
<b>RELIEF NEEDS</b>	<b>IN CHF</b>
Shelter & constructions	100,000
Food & seeds	9,017,260
<b>TOTAL RELIEF NEEDS</b>	<b>9,117,260</b>
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<b><u>CAPITAL EQUIPMENT</u></b>	
Vehicles	2,528,807
Computers & telecom. equipment	1,125,330
Medical equipment	1,000,000
<b><u>PROGRAMME SUPPORT</u></b>	
Programme support (6.5% of total)	1,185,826
<b><u>TRANSPORT STORAGE &amp; VEHICLE COSTS</u></b>	
Distribution and storage	212,000
Transport and vehicle costs	262,500
<b><u>PERSONNEL</u></b>	
Expatriate staff	1,208,000
National, regional staff	555,260
consultants	50,000
Workshops & training	120,000
<b><u>ADMINISTRATIVE &amp; GENERAL SERVICES</u></b>	
Travel & related expenses	214,000
Information expenses	50,000
Administrative & general expenses	614,500
<b>TOTAL OPERATIONAL NEEDS</b>	<b>9,126,223</b>
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<b>TOTAL APPEAL CASH, KIND, SERVICES</b>	<b>18,243,483</b>
<hr/>	
<b>LESS AVAILABLE RESOURCES (-)</b>	<b>0</b>
<b>NET REQUEST</b>	<b>18,243,483</b>
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# Burkina Faso, Mali, Mauritania and Niger: Food insecurity



The maps used do not imply the expression of any opinion on the part of the International Federation of Red Cross and Red Crescent Societies or National Societies concerning the legal status of a territory or of its authorities.

Map data sources: ESRI

