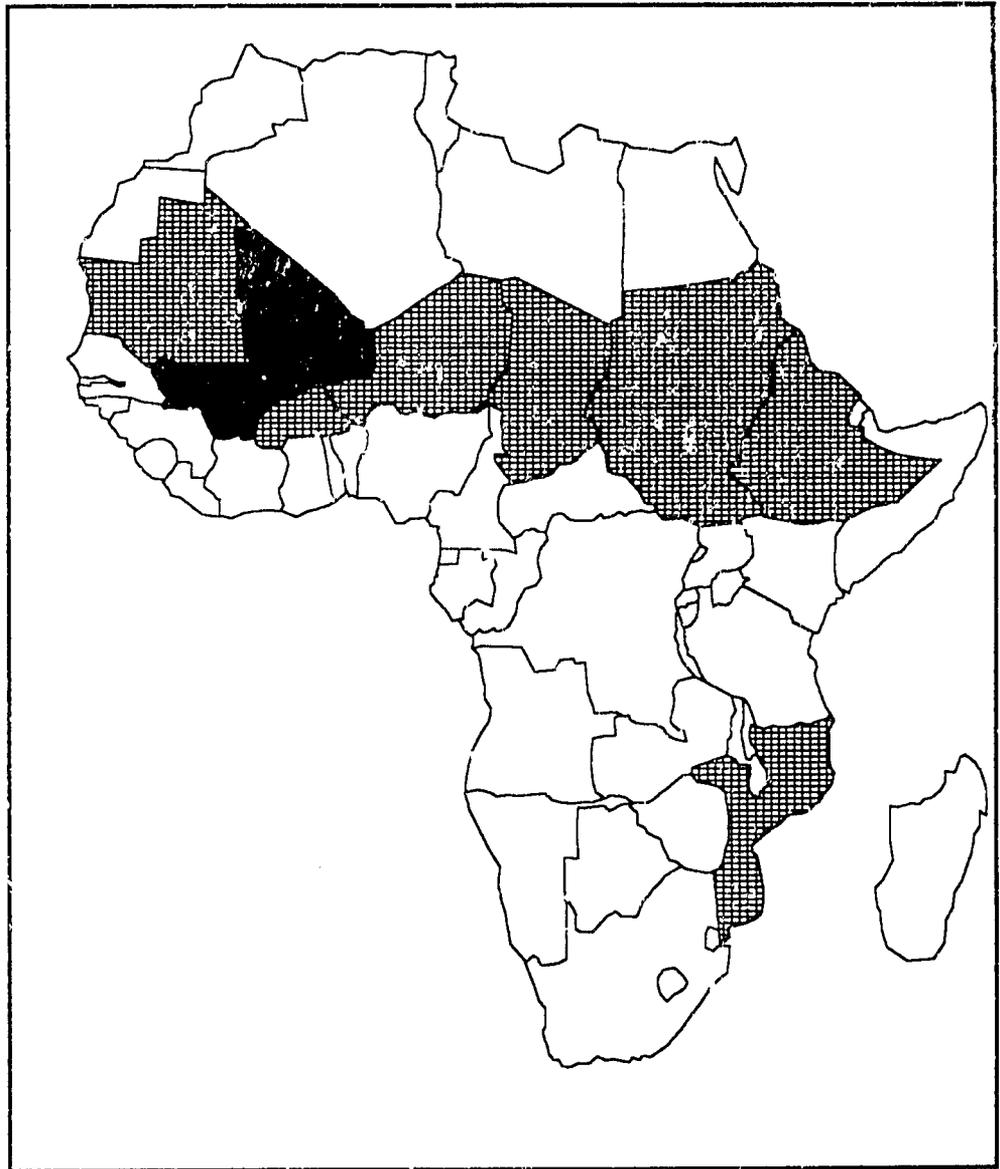


Report Number 13
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FEWS Country Report

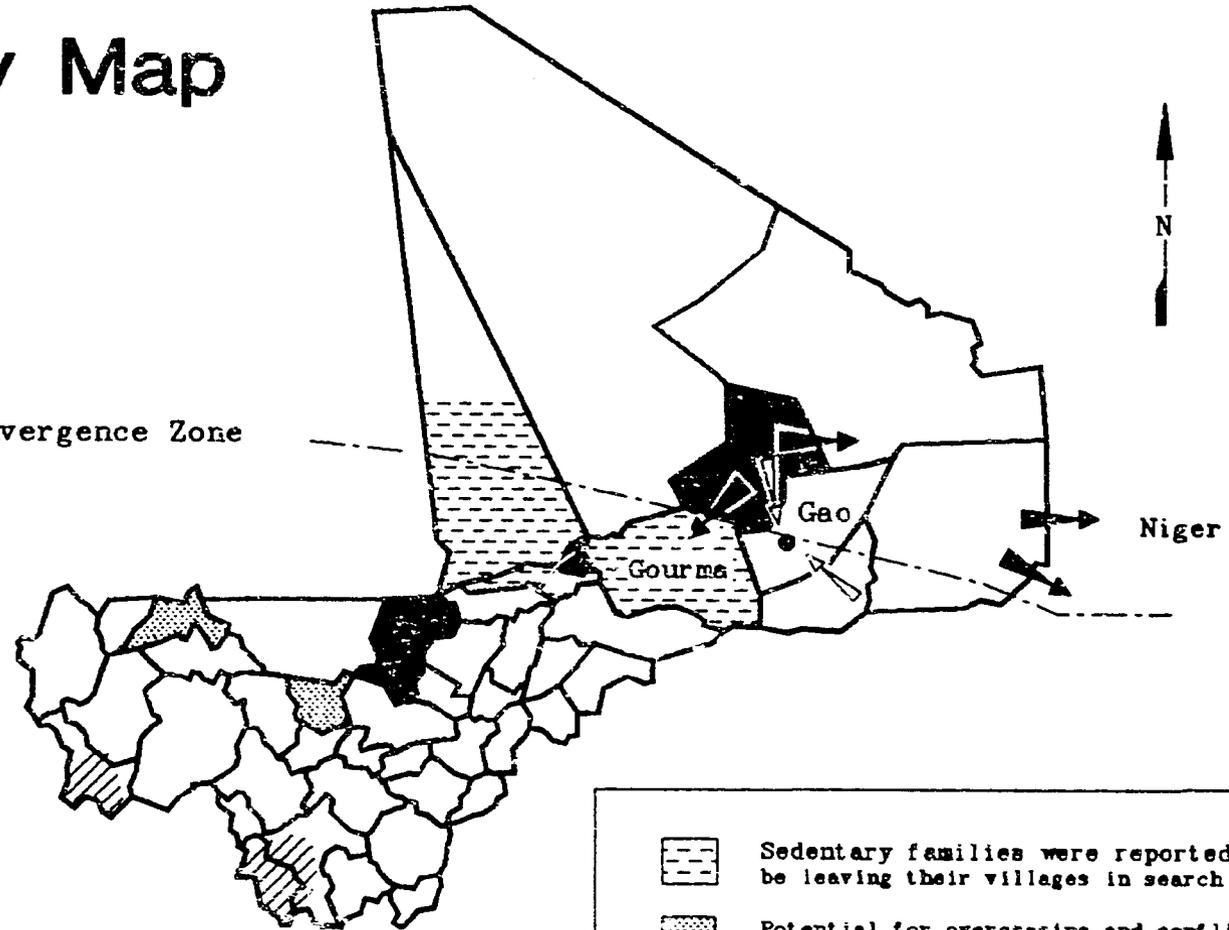
MALI



Africa Bureau
U.S. Agency
for International
Development

Summary Map

Intertropical Convergence Zone



➡ Movements of pastoral populations
➡ Movements of sedentary populations

-  Sedentary families were reported to be leaving their villages in search of food.
-  Potential for overgrazing and conflict.
-  Nutrition surveys show normal overall malnutrition levels, but high levels among children between 6 and 12 months
-  Cumulative rainfall is 50 mm below the thirty year average.

Famine Early Warning System Country Report

MALI

Rains Begin Slowly

Prepared for the
Africa Bureau of the
U.S. Agency for
International Development

Prepared by
Price, Williams & Associates, Inc.
July 1987

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INTRODUCTION

This is the thirteenth in a series of monthly country reports issued by the Famine Early Warning System (FEWS) on Mali. These reports are designed to provide decision-makers with current information and analysis on existing and potential nutritional emergency situations. Each situation identified is described in terms of geographical extent, the number of people involved, or at-risk, and the proximate causes insofar as they have been discerned. Information sources are cited in the text. Information has, whenever possible, been presented in the form of quantified data. When quantified data do not exist, qualitative data are used.

Use of the term "at-risk" to identify vulnerable populations is problematical since no generally agreed upon definition exists. Yet it is necessary to identify or "target" populations in-need or "at-risk" in order to determine appropriate forms and levels of intervention. Thus, FEWS reports will employ the term "at-risk" to mean...

...those persons lacking sufficient food, or resources to acquire sufficient food, to avert a nutritional crisis (i.e., a progressive deterioration in their health or nutritional condition below the status quo) and who, as a result, require specific intervention to avoid a life-threatening situation.

Perhaps of most importance to decisionmakers, the process underlying the deteriorating situation is highlighted by the FEWS effort, hopefully with enough specificity and forewarning to permit alternative intervention strategies to be examined and implemented. Food assistance strategies are key to famine avoidance. Other types of intervention, however, can be of major importance both in the short-term and in the long-run, including medical, transport, storage, economic development policy change, etc.

Where possible, estimates of food needs are included in the FEWS reports. It is important to understand, however, that no direct *a priori* relationship exists between numbers of persons at-risk and the quantity of food assistance that may be needed. This is because famines are the culmination of slow-onset disaster processes which can be extremely complex.

The food needs of individual populations at-risk depend upon when in the disaster process they are identified, and the extent of the cumulative impact on the individuals concerned. Furthermore, the amount of food assistance required, whether from internal or external sources, depends upon a great number of considerations. Thus the food needs estimates presented periodically in FEWS reports should not be interpreted to mean food aid needs, (e.g., as under PL 480 or other donor programs).

FEWS does not collect primary data. Rather, it receives information from various domestic U.S. and international agencies and private voluntary organizations, and from government agencies in the countries under study via in-country FEWS Public Health Advisors. The information is then examined, compiled and analyzed for its predictive potential. Without the ongoing cooperation of all these organizations, FEWS could not function.

FEWS is operated by AID's Office of Technical Resources in the Bureau for Africa (AFR/TR) in cooperation with numerous USG and other organizations. The FEWS Country Reports are working documents of AFR/TR and should not be construed as official pronouncements of the U.S. Agency for International Development.

SUMMARY

Many pastoralists and some agriculturalists in Mali's northern Cercles, particularly in Bourem and Ansongo, are moving in search of income, food, grazing land, and water. It is uncertain how much of the movement is normal. Poor and/or late rains may increase the number of such migrants, many of whom would otherwise probably return to a sedentary lifestyle. Recently, light, scattered rainfall has occurred throughout the southwest. Although rains were below the thirty-year average for May, the National Weather Service and the National Oceanic and Atmospheric Administration reported that the Intertropical Convergence Zone is progressing normally, and is in a position similar to this time in 1986. The slow start to the rainy season has not prevented farmers in the southwest from soil preparation. AGHRYMET*, as of May 20, was recommending that these farmers wait for heavier rains before planting.

Key Issues

- Large herds from Mauritania have been reported in Nioro and Banamba Cercles, where local herds are already facing water shortages. There is concern that overgrazing and conflicts over grazing rights may result.
- In Niono Central arrondissement, a socio-economic study revealed that most families in the settlements for displaced families buy their food on the market, but that their purchasing power is weak. Permanent settlement of the families, who are mostly Touaregs, is complicated by their unfamiliarity with both sedentary lifestyles and agricultural practices. In addition, the swampy nature of the terrain at the camps is leading to the spread of diseases otherwise unknown in a population accustomed to living in dry areas.

June Indicators

- Cereal price increases are likely to occur as the rainy season progresses and cereal stocks become depleted. The good 1986 harvest, and the surplus left over from 1985, however, should dampen the expected price increases, according to an April report by the Systeme d'Alerte Precoce (SAP). The majority of at-risk families purchase cereals through normal market channels and are, therefore, vulnerable to any cereal price hike.
- Recent nutrition surveys in Bourem and Dire Cercles and in the camp for displaced people in Niono show that the

* Centre Regional de Formation et D'Application en Agrometeorologie et Hydrologie Operationnelle.

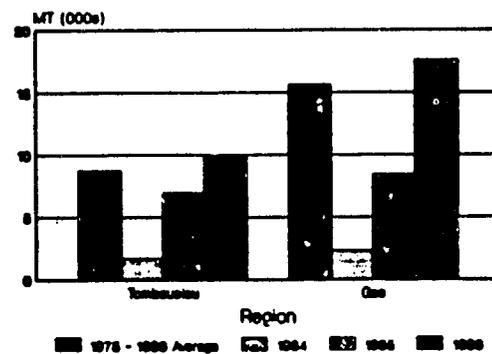
overall rates of malnutrition** are approximately 10%; this is normal for Mali. Malnutrition rates among children between 6 and 12 months, however, are unusually high.

AGRICULTURE

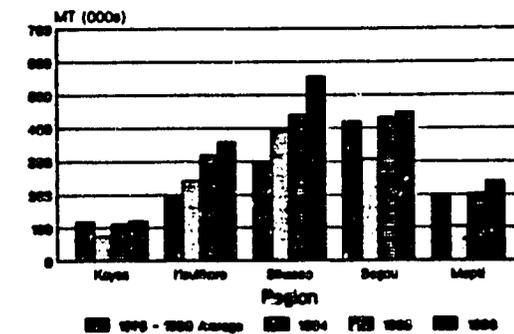
Although gross national cereal production in 1986 (1.781 million MT) was a record, many of the northern cercles are currently vulnerable to cereal shortages. In Gao and Tombouctou Regions, where agriculture is much less important than pastoralism, 1986 paddy rice production exceeded both 1985 production levels and the ten year average (Figure 1A). Nevertheless, production is

insufficient to feed the local population, and the National Committee for Aid to Victims of the Drought (CNAVS) Multi-Donor Committee has targeted most of the cercles in these two regions for free food distribution (Map 2). Of these cercles, Bourem and Ansongo Cercles in Gao Region (combined population 106,000) are most at-risk. In Kayes, Mopti, Koulikoro, and Segou Regions, where cereal production exceeded 1984 and 1985 production levels, as well as the 1975 - 1985 average (Figure 1B), the CNAVS Multi-Donor Committee targeted several Cercles for free food distribution as

A) Paddy Rice Production Comparison by Year



B) Major Grains Regional Production Comparison by Year

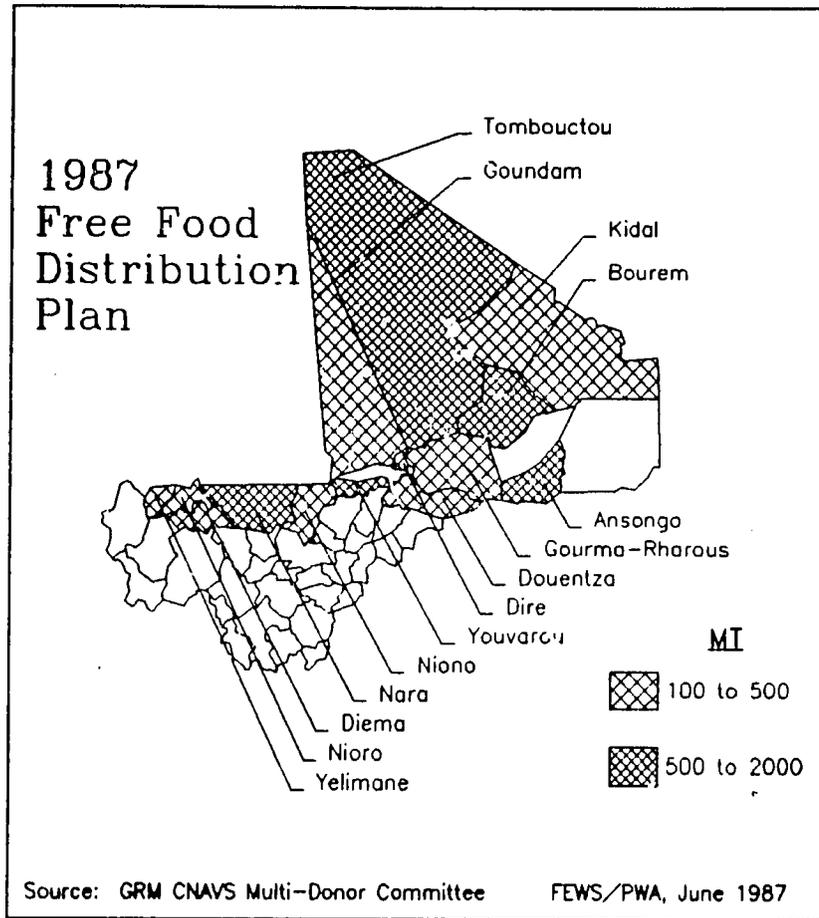


Source: CNAVS/PACDM

well. That these areas were not able to meet local cereal needs in a relatively good year (1986) may indicate a chronic inability to do so.

** Malnutrition is defined as below 80% of the standard weight/height ratio.

Map 2: Mali



The cereal production estimates for most of the regions shown in Figure 1 (A and B) reveal a substantial drop during the 1984 drought. In that year, all of the regions except Koulikoro and Sikasso, where rainfall is normally heavier than in the other regions, experienced cereal production levels that were below the ten year average. This may indicate a particular vulnerability to drought in Gao, Tombouctou, Kayes, and Mopti Regions. Nevertheless, an analysis using regional cereal production data to assess zones of vulnerability, obviously misses much of the variation within regions. A conspicuous example of this is 1986 cereal production in Koulikoro. In this year, production met over 100% of needs at the regional level, but grain production in parts of Nara Cercle was so poor that the CNAVS Multi-Donor Committee targeted it for free food distribution. Without grain production data from smaller administrative units, identification of cereal shortages below the regional level is dependent primarily upon anecdotal

sources. Clearly, this lack of data increases the vulnerability of areas, like those in Nara currently receiving food aid, because their cereal shortfalls can easily be obscured as data is aggregated.

POPULATION MOVEMENTS

In the cercles of Menaka and Bourem in Gao Region and in Tombouctou and Goundam Cercles in Tombouctou Region, pastoralists and their herds of cattle are reported to be moving towards Niger, or to the more favorable areas of Gourma, in search of water and better grazing areas (Map 1). This is normal for this time of year because water and grazing land become progressively more scarce as the dry season continues. These movements are indicative of the land's tenuous capacity to sustain its residents. If the rains do not progress normally, populations moving to Niger and Gourma Cercle could become rapidly vulnerable, as receding pastures and water sources are more quickly exhausted by increasing concentrations of people.

Sedentary families are reported to be leaving their villages in the cercles of Goundam, Gourma-Rharous and Niafunke (Map 3) in search of food. It is unclear whether this is a normal pattern during the "periode de soudure" (the hungry season between planting and harvest). It is expected that some of these people will return to their village at the start of the rainy season.

According to SAP, new arrivals from Bourem and Ansongo are entering the camps for displaced people in Gao Town. This is a change of status, as the number of people in the camps had remained stable between February and May. Currently, 15,000 people are reported to be in the Gao Town camp, but this may be an underestimate.

GRASSHOPPERS

Preparations for the first phase of the 1987 grasshopper control campaign, which aims to treat 75,000 hectares (ha) by ground and 100,000 ha by air, have been underway since early March. Some 600 metric tons (MT) of propoxur, sufficient to treat 75,000 hectares by ground, are being pre-positioned, a farmers' training program to teach safe and proper handling of pesticides is underway, and a radio network is currently being established to facilitate field communication.

The phase II aerial treatment goal of 350,000 ha will require 225,000 liters of fenitrothion. Donors have committed 1,000 hours of air time for aircraft spraying operations. During this phase the French, Norwegian, and U.S. governments will provide helicopter surveillance.

HEALTH AND NUTRITION

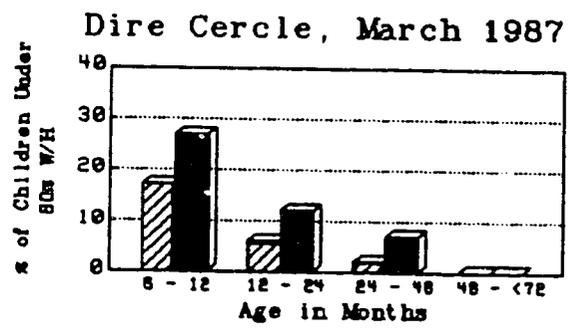
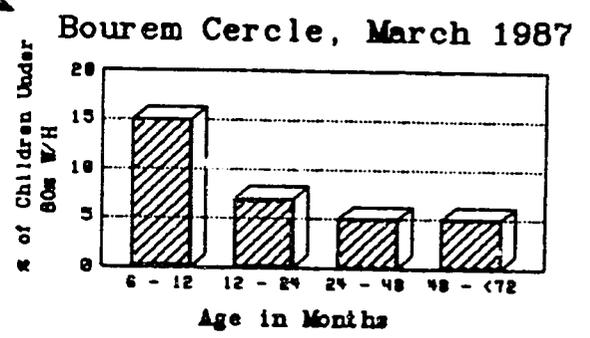
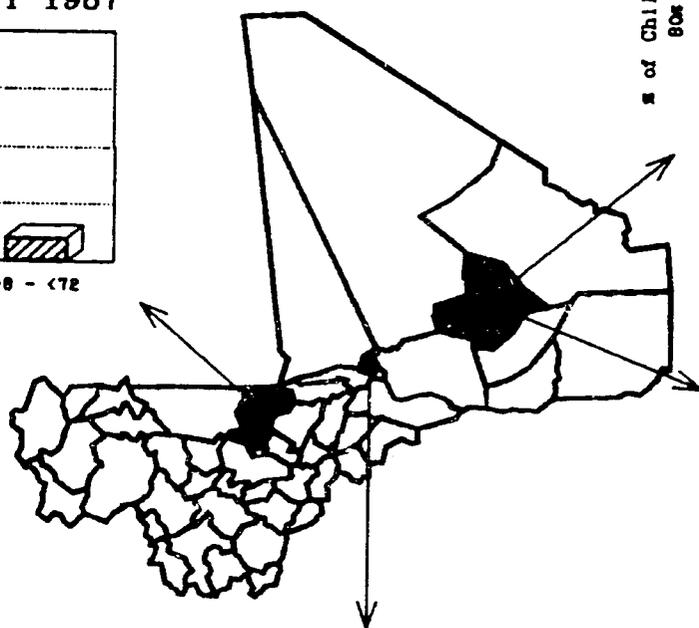
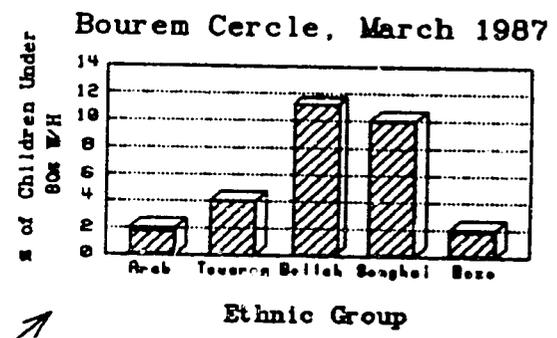
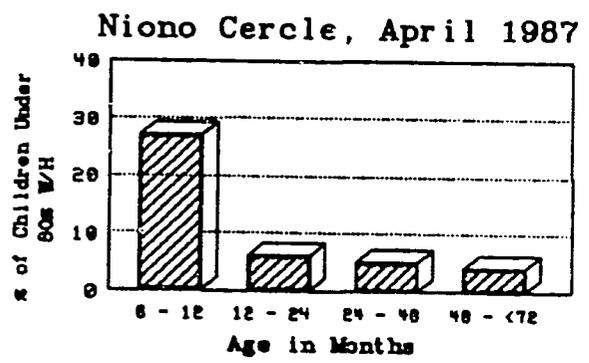
Three nutrition surveys carried out during the past three months, in Bourem and Dire Cercles, and at the camps for displaced people in Niono Central, found high rates of malnutrition among children between 6 and 12 months old (Figure 2). A "normal" malnutrition rate in these areas is approximately 10%. In Bourem and Niono Central, the malnutrition rates for children between 6 and 12 months were 15% and 27%, respectively. In Dire Cercle, the malnutrition rates for this age group were 27% among females and 17% among males. High malnutrition rates among children between 6 and 12 months old are unusual because they are still nursing and are generally considered less at-risk than their older siblings. Possible explanations are that mothers are malnourished and producing less milk, indicating that a more general food problem exists, or that more contaminated water is being used in supplemental formulas during the dry season because fewer water sources exist.

The malnutrition rates for the other segments of the populations surveyed show that the nutrition status is relatively good. The February/March UNICEF survey in Dire Cercle found a malnutrition rate of 3.6%, which is within the "normal" rate of 10%. The April SAP survey found a malnutrition rate of 11.1% in the camps for displaced populations in Niono Central. The UNICEF survey carried out in March in Bourem revealed an overall malnutrition rate of 7.6% below 80% weight for height. This rate is 6% lower than that found by SAP in November 1986.

The March survey in Bourem coincided with the rice and gardens harvests, and with the distribution of 570 MT of cereals by the CNAVS. This may explain the reduction in malnutrition rates from the last survey. Group comparisons in Bourem show that malnutrition among sedentary populations, at 10.1%, is 5.6% higher than among nomads. Comparisons of malnutrition rates by ethnic groups reveals that the Bellah and the Songhai, with rates at 10.5% and 10.4%, respectively, are higher than other groups surveyed. The high rate is perhaps more easily explained for the Bellah, who generally have relatively few resources, but is more difficult to explain for the Songhai.

Results of these surveys led UNICEF to recommend that the ongoing program of Centers for Rehabilitation and Nutrition Education (CREN) in Bourem should introduce enriched porridge supplements for children still breastfeeding, and should distribute dry rations to those villages most at-risk. In Dire too, UNICEF recommended

Nutritional Status



FEWS/PWA, June 1987

▨ Male ■ Female

Source: UNICEF, March 1987; SAP, April 1987

Figure 2: Mali

that the existing activities of CREN be continued, particularly at the beginning of the "periode de soudure", when cereal stocks become depleted. In Niono Central, SAP recommends a general cereal distribution to 2,000 families at the beginning of the "periode de soudure", as well as technical assistance and allocation of land and seeds.

FOOD DISTRIBUTION

In December 1986, the Ministry of Territorial Administration and Development (now the Ministry of Interior) sent an official notice to the governors of the regions that a total of 3,200 MT of cereals should be made available in Kayes, Mopti, Tombouctou, Gao, and Koulikoro Regions for distribution aimed at populations most at-risk to food shortages. In February, a letter from the Presidency to the Ministry of Interior advised that all general food distribution should be suspended because targeted areas were not receiving their allotments and limited distribution centers were contributing to concentrations of displaced people. This did not apply to Food For Work projects or to supplementary feeding programs. Thus far, 1,357 MT have been distributed (Table 1).

Table 1: CNAVS Food Distribution

| Cercle | MT |
|----------|------|
| Diema | 10 |
| Nioro | 40 |
| Youvarou | 85 |
| Gao | 150 |
| Ansongo | 500 |
| Bourem | 282 |
| Kidal | 140 |
| Menaka | 150 |
| Total | 1357 |

Source: SAP, April 1987

If distribution problems can be worked out, SAP recommends that general food distributions continue in specific arrondissements in Bandiagara Cercle (181 MT), Douentza Cercle (315 MT), Youvarou and Niafunke Cercles (approximately 1,500 MT), and to the displaced populations in Niono (150 MT).

Norwegian Church Aid will be distributing a total of 2,000 MT of cereals in Gourma Rharous Cercle in the form of food aid, Food For Work, supplementary feeding, and school canteens. Saudi Arabia, working with the Red Crescent, is reported to be distributing 600 MT of

cereals in Gao region and 600 MT in Tombouctou Region. USAID has negotiated with the CNAVS to provide approximately 2,500 MT of CNAVS millet for distribution by World Vision, MSF, World Relief, and SECAMA.

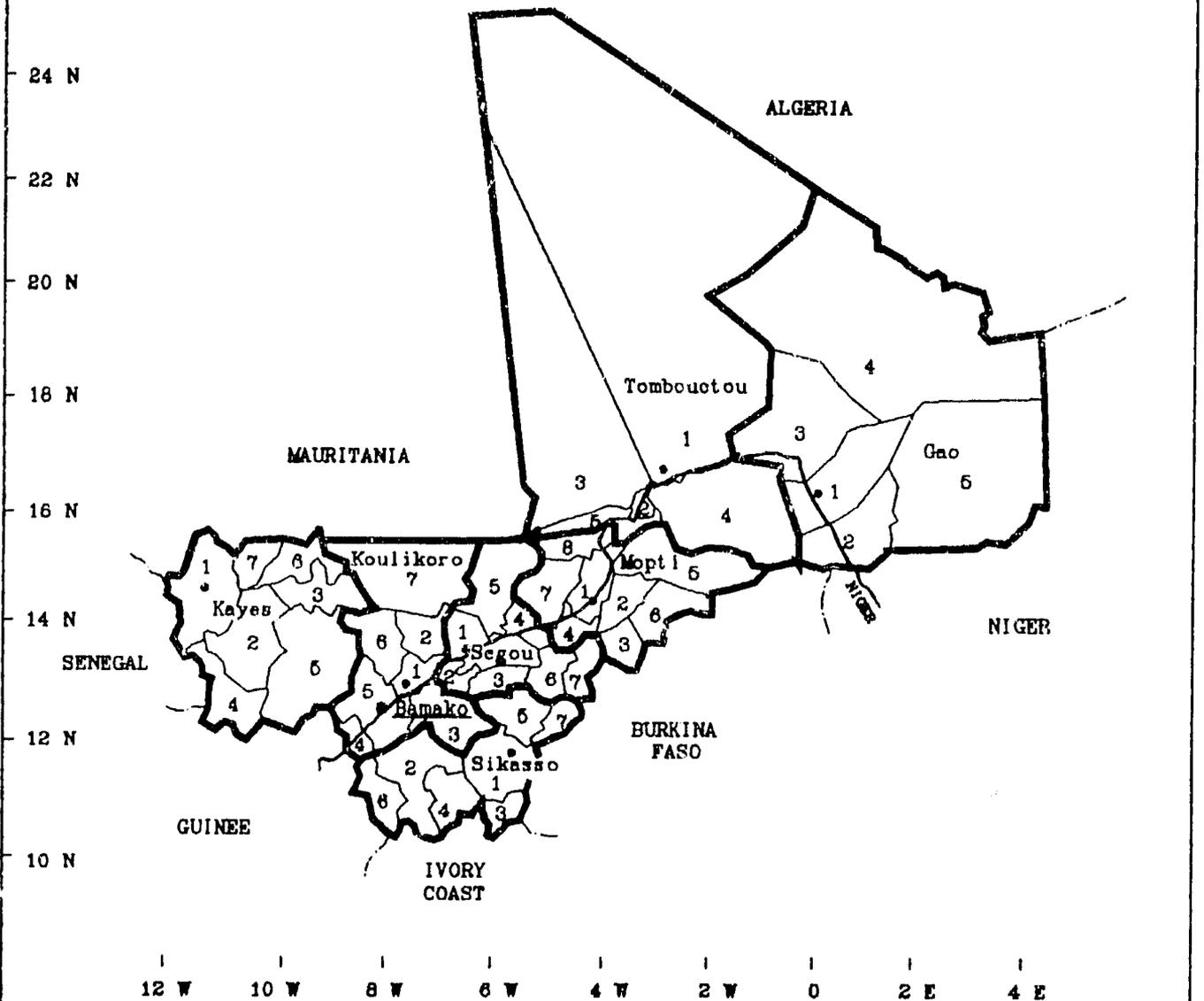
**OTHER EARLY
WARNING
INFORMATION**

Although future funding for the SAP is still unclear, several possibilities are being considered. The German Cooperation, with embassy backing, has sent a proposal to Bonn for approval which would provide 80 million FCFA^{***} for one year. The USAID mission has agreed, in principle, to provide 50 million FCFA for one year, but is waiting for other donors' positions regarding SAP to explore joint funding possibilities. The FED (European Fund for Development) bureau is also studying a proposal to fund SAP for three years beyond 1988.

^{***} The unit of currency for Mali (50 FCFA = 1 French Franc).

Map 3: Mali

Administrative Units: Regions & Cercles



REGIONS and CERCLES

- KAYES**
1. Kayes
 2. Bafoulabe
 3. Diema
 4. Kenieba
 5. Kita
 6. Nioro
 7. Yelimane

- KOULIKORO**
1. Koulikoro
 2. Bunamba
 3. Dioila
 4. Kangaba
 5. Kati
 6. Kolokani
 7. Nara

- SIKASSO**
1. Sikasso
 2. Bougouni
 2. Kadiolo
 4. Kolondieba
 5. Koutiala
 6. Yanfolila
 7. Yorosso

- SEGOU**
1. Segou
 2. Baraoueli
 3. Bla
 4. Macina
 5. Niono
 6. San
 7. Tominian

- MOPTI**
1. Mopti
 2. Bandiagara
 3. Bankass
 4. Djenne
 5. Douentza
 6. Koro
 7. Tenenkou
 8. Youvarou

- TOMBOUCTOU**
1. Tombouctou
 2. Dire
 3. Goundam
 4. Gourma-Rharous
 5. Niafunké

- GAO**
1. Gao
 2. Ansongo
 3. Bourch
 4. Kidal
 6. Menaka

Other Int'l Boundaries

Region Boundary

Cercle Boundary

● National Capital

• Regional Capital

200 km