
HUMANITARIAN IMPLEMENTATION PLAN (HIP)**MALI**

AMOUNT: EUR 33 000 000

0. MAJOR CHANGES SINCE PREVIOUS VERSION OF THE HIP

Since May 2014, the north of the country has relapsed into conflict. Contrary to what had been expected, Government services will not be fully re-established in the short-term, thus further aggravating the situation of 1.9 million food insecure people in country and preventing the expected return of 140 000 refugees from Burkina Faso, Mauritania and Niger, who are also in need of assistance. Despite problems of security and access, humanitarian agencies remain the only actors providing basic services such as food, water and healthcare in Northern Mali.

An additional amount of EUR 5 000 000 needs to be urgently allocated to ensure that food pipelines are rapidly and adequately mobilised. Increase access to health and water should be ensured in areas of new displaced population. Care and maintenance of refugees' camps should be maintained in Burkina Faso, Niger and Mauritania.

1. CONTEXT

In January 2012, fighting started again in northern Mali between Touareg secessionist groups re-armed as a result of the Libya crisis and regular Mali government forces. The defeat of the government forces and consequent military coup d'état in Bamako provided the opportunity for the insurgents fighting in the north to seize control over much of northern Mali and especially the main cities of Timbuktu, Gao and Kidal.

The fighting and attempts by extremist Islamist groups to impose strict Sharia rule in northern Mali has resulted in the displacement of over 430 000 persons either as Internally Displaced People (IDPs) or as refugees in neighbouring countries such as Mauritania, Burkina Faso and Niger.

On 11 January 2013, the international military operations in Northern Mali have chased extremist Islamist groups out of major cities. Since then, the operating environment remains complex and despite overall improved access for humanitarian organizations, the security situation remains volatile with regular reports of violent incidents, movements of armed men and tensions between communities. This context has an impact on humanitarian actors' deployment, which remains insufficient to ensure adequate coverage of humanitarian needs, including specific needs arising from population returns.

Nevertheless, some stability and global improvement could be expected in regards of recent positive steps. The Security Council resolution 2100 of 25 April 2013 establishes the United Nations Multidimensional Integrated Stabilization Mission in Mali (MINUSMA) which is officially deployed since July 1st 2013 to support political processes in Mali and carry out a number of security-related tasks.

The high-level conference organized in Brussels on 15 May 2013 by the Presidents of Mali, France and the European Commission was massively successful in attracting a very high-level of attendance and in generating substantial political and financial

commitments of over EUR 3 billion to help restore good governance, a functioning administration and basic services.

On 15th of August 2013, Ibrahim Boubacar Keita, former Prime Minister won Mali's presidency after official results were announced with an overwhelming score of 77.6% against 22.3% for his rival Soumaila Cisse. The newly elected President officially took office on September 4th.

Return of displaced people to their areas of origin has started although remaining limited. Unconfirmed data reports volume of returns of 137 422 people who would have returned to the regions of Gao and Timbuktu since May 2013. These estimated figures show a trend that need to be refined and confirmed, through further verification and crosschecking with data from neighbouring countries. A recent large scale survey pointed that 74% of internally displaced persons referred to the security situation as a condition for return. Last official update mentions 334 550 registered IDPs in Mali.

ECHO's Integrated Analysis Framework for 2013-14 identified high humanitarian needs in Mali. The vulnerability of the population affected by the crisis is assessed to be high.

Mali, ranking 175/187 in the Human Development Index (HDI) 2011, with a life expectancy at birth of 42 years, is a poor landlocked Sahel country. Malnutrition rates remain high throughout the year with a peak during the lean season. Global Acute Malnutrition (GAM) rates remain over the alert threshold of 10% with the rate for Severe Acute Malnutrition (SAM) at over 2% with regional peak at 3,4% in some regions (2010 and 2011 Standardized Monitoring Assessment of Relief and Transition (SMART) nutritional surveys.

Underdevelopment and geographic situation make land-locked Mali very exposed to climate change and external shocks such as high international food price. The food crises in 2005, 2008, 2010, 2012 and 2013 have severely eroded the resilience of the poorest population, representing more than 50% of rural population (source Household Economy Analysis). In this context DG ECHO¹ will maintain its strategic focus on reducing malnutrition rates and strengthening food and nutrition security and resilience throughout the Sahel through a separate 2014 Sahel HIP but actions to reduce and treat malnutrition in Mali (especially in the southern regions) will be implemented through this HIP together with specific humanitarian assistance to the victims of the political crisis in Mali.

2. HUMANITARIAN NEEDS

1) Affected people/ potential beneficiaries:

According to the Office of the United Nations High Commissioner for Refugees (UNHCR), 175 000 refugees have been registered in neighbouring countries and 340 000 IDPs have been registered throughout Mali.

Unconfirmed data reports important volume of returns of 137 422 persons to Timbuktu and Gao regions. UNHCR Mali has reported 8 227 refugees returning spontaneously to Gao, Timbuktu and Mopti regions. Such returns are mainly spontaneous and not always

¹ European Commission's Directorate General for Humanitarian Aid and Civil protection

registered at the departure point within Mali and in hosting countries (Burkina, Niger and Mauritania). A further follow up is still needed to compare such numbers with current data on registered refugees and IDPs to analyse profile of returns (permanent or go and see visits).

A recent large scale survey pointed that 74% of internally displaced persons referred to the security situation as a condition for return. In north regions, despite efforts of humanitarian actors, the provision of basic services such as health, water and education remains low and insufficient to cover needs of affected population, including returnees.

The preliminary results of the most recent needs assessments on food security (EFSA) raise alarm that over 1.35 million people living in the north are facing moderate or severe food insecurity.

According to the SMART 2012 survey results, 210 000 severely acute malnourished (SAM) children under age 5 and 450 000 moderately acute malnutrition (MAM) were expected for treatment in 2013. To date, 136 000 acutely malnourished children have been admitted to nutrition centres throughout the country which is one-fifth of the total expected number. A considerable scaling up of nutrition care is required in order to reach many more malnourished children, especially in the south of the country where the majority of Malians live.

2) Description of the most acute humanitarian needs

In Mali, humanitarian needs continue to remain very high while the operational capacity remains limited and insufficient to ensure adequate coverage of these needs, including specific needs arising from population returns.

The preliminary results of the needs assessments on food security (EFSA) done in July 2013 raise alarm that 1,35 million people living in the north are facing moderate or severe food insecurity and are in need of urgent support. Severe indebtedness levels of the poorest to ensure daily survival are reported to have a disastrous impact on people's food security. Low level of agricultural production and loss of cattle are also impacting on household economy and most vulnerable groups had to use negative coping mechanisms such as selling of land and assets.

The number of malnourished children that are admitted continues to rise although still far to meet the expected number of affected children. In August 2013, 136 301 malnourished children under five were admitted to Nutrition Rehabilitation Units across the country (114 192 from the Southern regions, 22 109 from the northern region) which represent 20% of the expected 660 000 malnourished children.

Thanks to the presence of humanitarian actors in northern Mali, the capacity of health centers to expand the provision of health care services is improving but still limited. In the northern region the return of health staff is still partial and free access to basic health services is mostly ensured through NGO support. While other districts are fairly assisted by humanitarian aid actors with DG ECHO support, health coverage is still insufficient notably in Timbuktu district (outside the city) due to limited capacity.

Although water supply improved in the main northern cities, most of the people rely on unprotected source and surface water. Returns of population are adding an additional pressure and could create additional hygiene related risks due to population concentration in areas with limited basic services and that are prone to epidemics. Cholera cases were reported in 2012 and 2013 in Gao region.

Protection field assessments stressed the huge percentage of traumatism in armed and bombed conflict zones especially among children and youth. 77 persons (mostly children) were injured since March 2013 by unexploded ordinances. Violence towards civilians (attacks on the roads and in villages) and existing tensions between communities continue to be reported and create a fragile protection environment. Monitoring of population movements and analysis of their profile remains to be strengthened as returns continue to increase and could lead to additional protection and assistance needs.

In neighbouring countries, the nutritional situation in several of the refugee camps continues to be a cause for concern even if efforts to improve food distributions and nutrition care for malnourished children are underway. In M'bera, with 74 000 people the largest Malian refugee camp set in an isolated and arid region of Mauritania, all families are yet to receive full food rations. Access to water and sanitation facilities also needs improving. Niger and Burkina Faso host a further 50 000 refugees each, many of whom have been relocated to camps further away from the border for security reasons. The refugees rely nearly entirely on humanitarian assistance to meet their basic needs.

Access to affected populations in Mali and neighbouring countries remain challenged by insecurity, remoteness and road conditions. Humanitarian space remains fragile and easily jeopardized in case of confusion with regards to humanitarian principles. In such context, maintaining humanitarian transport services remains essential and expressed by partners in the field as a key condition to preserve humanitarian space.

Coordination aspects will be essential to support in context of a complex emergency. The foreseen "integrated" UN mission may have a negative impact on the imperative respect of independence and impartiality of humanitarian assistance. Civilian-military coordination will continue to be effective.

3. HUMANITARIAN RESPONSE

1) National / local response and involvement

The Government of Mali has set up an Inter-Ministerial Committee for the coordination of humanitarian action and early recovery matters. This committee defined three main areas of focus: providing food assistance to the poor and very poor people, providing assistance for the returnees and enhancing efforts for the return of administrative infrastructures in the three northern regions.

2) International Humanitarian Response

The 2013 Consolidated Appeal for Mali which amount USD 477 million is 32% funded (i.e. USD 152 million).

In the North of Mali, deployment of humanitarian actors remains insufficient to ensure adequate coverage of humanitarian needs, including specific needs arising from

population returns. Return of displaced people to their areas of origin has accelerated although remaining limited. Assistance should continue to be established according to vulnerability index rather than focusing on IDP/returnee status that would de facto exclude vulnerable populations that have stayed in the north during the conflict. Low level of return of civil servants limits efforts done for the restoration of public services and transitional plans to development.

For instance, the return of health staff is still partial and free access to basic health services is mostly ensured through NGO. The treatment of Severe Acute Malnutrition is also included, with the support from UNICEF (United Nations Children's Fund) in terms of supply and equipment.

ICRC and WFP with implementing partners are implementing large scale food assistance to almost 1 million of the local population in the north. UNICEF in close collaboration with ICRC is supporting local water services (SOMAGEP) to restore water production capacity and distribution in order to provide water to the urban population.

In the south of the country, where the majority of Malians live, a considerable scaling up of nutrition care is required in order to increase volume of treatment of malnourished children. According to the SMART 2012 survey results, 660 000 acutely malnourished children under age 5 were expected for treatment in 2013 while one-fifth (136 000) have been admitted to nutrition centers.

3) Constraints and DG ECHO response capacity

Although gradually improving in main northern cities, the security situation remains volatile. Violent acts such as banditry, cattle rustling are regularly reported, as well as movements of armed men. The deployment of the Malian security forces and MINUSMA is still limited to the major towns and a few key locations. The security situation is particularly tense in the region of Kidal, stronghold of the MNLA rebel group, between Arab and Touareg communities.

The limited deployment of security forces and severe road conditions during the rainy season is restricting access to populations in needs. Access, which has partly improved for humanitarian actors – national and regional staffs – remains however unstable, creating challenges to further expanding humanitarian response. UN Aid Agencies still maintain a rather symbolic presence in Gao and Timbuktu.

The actual low level of return of civil servants limits efforts done for the restoration of public services and transitional plans to development.

4) Envisaged DG ECHO response and expected results of humanitarian aid interventions.

In 2014, DG ECHO will continue the activities undertaken under the previous HIP. The two pillar approach will keep focusing on:

- 1) Achieving sustainable reduction of malnutrition-related mortality among children under five over the full territory of Mali.
- 2) Continued support to the vulnerable population directly affected by the current conflict: in Mali and in neighboring countries.

Activities under the first pillar will be similar to activities foreseen in the Sahel HIP 2014. They will focus on achieving a sustainable reduction of malnutrition-related mortality among children under five over the full territory of Mali. The considerable credibility built up by the intensive work into expanding the knowledge base of the multi-sector causes of malnutrition in the Sahel and the effectiveness of the measures funded to prevent and treat acute malnutrition over the past years has given DG ECHO a leadership role in raising awareness and interest in the fight against malnutrition amongst policy makers and development. Funded actions will include the identification and treatment of the still massive caseload of severely malnourished children (mainly in the southern part of the country), measures to improve access to basic health care and measures to improve the stock pipelines for essential food, health and nutrition products. Operations will also contribute to strengthening resilience of the poorest populations in order to build nutrition and food security in Mali. Pilot projects, capitalization and advocacy work will focus on alleviating the root causes of the crises.

Activities under the second pillar will cover those basic needs which are not covered by transitional plans to development financed by other donors. Thus a number of complementary transitional activities linking relief to development (LLRD) actions will be implemented in northern Mali to ensure continued food assistance and the rebuilding of livelihoods through safety nets and improved access to basic services like health, water and education for those most affected by the conflict.

Another axis of the second pillar will be support to measures to strengthen humanitarian access to northern regions (transport, demining, civilian-military coordination) as well as coordination and protection aspects for the affected population in Mali and in neighbouring countries.

In addition this pillar will also address the needs of displaced people: refugees in neighbouring countries and IDPs. Care and maintenance activities will be implemented in existing refugee camps with a specific focus on sectors which need to be improved in certain camps (water, shelter, food assistance, nutrition...). These activities will also take into consideration and improve the hosts communities' situation. Protection aspects as well as food security will also be addressed. DG ECHO will also take contingency measures to face the potential massive return of refugees and IDPs, while encouraging the voluntary return of these people.

Effective coordination is essential. ECHO supports the Inter-Agency Standing Committee's Transformative Agenda (ITA) and encourages partners to demonstrate their engagement in implementing its objectives, to take part in coordination mechanisms (e.g. Humanitarian Country Team/Clusters) and to allocate resources to foster the ITA roll-out.

Partners will be expected to ensure full compliance with **visibility** requirements and to acknowledge the funding role of the EU/ECHO, as set out in the applicable contractual arrangements.

4. LRRD, COORDINATION AND TRANSITION

1) Other DG ECHO interventions:

On September 2013, a EUR 23 million EDF Decision has been adopted to maintain access to basic services during the transitional period until the government of Mali restores public services. A number of transitional activities linking relief to

development action have been identified to ensure continued food assistance and the rebuilding of livelihoods and improved access to health, water and education for those most affected by the conflict in the northern regions of Mali.

2) Other services/donors availability:

DG DEVCO has made an initial commitment of EUR 225 million in a state building contract to assist the Government of Mali to help restore state authority, law, order and democracy and the delivery of basic services throughout Mali. Programs supporting the organization of elections, provision of water and sanitation and an irrigation project to fight food insecurity are equally part of a first package which was signed at the donors' conference of 15 May 2013, in Brussels. A second package of measures is currently being developed. This package includes, among others, a project for reconciliation (conflict resolution and peace promotion), the resumption for the works for the Timbuktu's road, and a justice project. Directly linked to food and nutrition security aspects, DG DEVCO is implementing a PASA Programme ("Programme d'Appui à la Sécurité Alimentaire") of EUR 10 million until December 2014 and one project with UNICEF to fight undernutrition in the north. An important support to WFP has been also developed through a project of EUR 15 million called Immediate and Long Term Solutions to Hunger in Food Insecure Areas in Mali (May 2012 – December 2014).

3) Other concomitant EU interventions:

DG ECHO remains in permanent contact with the European Commission's development aid services to ensure a coordinated use of EU aid instruments in the transition phase. In 2013, EUR 20 million has been allocated by the Instrument for Stability for short term stabilization and security actions.

4) Exit scenarios:

at this stage, the development of exit scenarios is premature. Some recent positive political steps may foster stability and improve the global situation. The reconciliation process and the restoration of basic services will encourage return of IDPs and refugees in their regions of origin. So far, conditions of return are not yet met due to limited access to basic services. Humanitarian presence remains necessary until government has deployed full capacity to start reconstruction. Regarding nutrition and food security nationwide, government of Mali is committed to prepare its national road maps (CRP) of AGIR Sahel to tackle immediate and root causes of food and nutrition insecurity. Through their projects and advocacy role, DG ECHO and its partners will continue to support the design of national policies and their implementations to ensure a rapid reduction of the burden of hunger in Mali.