

HUMANITARIAN IMPLEMENTATION PLAN (HIP)

West Africa¹

AMOUNT: EUR 106 850 000

The present Humanitarian Implementation Plan (HIP) was prepared on the basis of financing decision ECHO/WWD/BUD/2019/01000 (Worldwide Decision) and the related General Guidelines for Operational Priorities on Humanitarian Aid (Operational Priorities). The purpose of the HIP and its annex is to serve as a communication tool for DG ECHO²'s partners and to assist in the preparation of their proposals. The provisions of the Worldwide Decision and the General Conditions of the Agreement with the European Commission shall take precedence over the provisions in this document.

This HIP covers mainly Burkina Faso, Mali, Mauritania, Niger and Nigeria. It may also respond to sudden or slow-onset new emergencies in Benin, Cape Verde, Cote d'Ivoire, Gambia, Ghana, Guinea, Guinea Bissau, Liberia, Senegal, Sierra Leone and Togo, if important unmet humanitarian needs emerge.

0. MAJOR CHANGES SINCE PREVIOUS VERSION OF THE HIP

Third modification as of 17/05/2019

Increase of funds: The humanitarian situation in Burkina Faso, Mali and Niger is rapidly deteriorating. The expansion of the armed conflicts is affecting new regions and leading to increased forced displacement: between January and May, about 200 000 new displacements have been registered in the three countries. Violence causes immediate difficulties in accessing fields, markets and has a negative impact on the functioning and access to basic social services: more than 2 000 schools have been closed in the three countries as a direct consequence of the conflicts.

More than 2.4 million people will require emergency food assistance in Burkina Faso, Mali and Niger during the next lean season, with more than 1 million people located in the Liptako Gourma area alone (representing 10% of the population in this area). 670 000 children under five are estimated to require emergency malnutrition lifesaving treatment in these three countries.

DG ECHO's humanitarian response need reinforcements in the following sectors: RRM, multi sectoral assistance to forced displacement, health and nutrition, humanitarian access, civ-mil coordination, food aid, targeting the areas affected by the conflict. An amount of EUR 13 000 000 is added to the HIP.

¹ For the purpose of this Humanitarian Implementation Plan, the countries concerned are Benin, Burkina Faso, Cape Verde, Cote d'Ivoire, Gambia, Ghana, Guinea, Guinea Bissau, Liberia, Mali, Mauritania, Niger, Nigeria, Senegal, Sierra Leone and Togo.

² Directorate-General for European Civil Protection and Humanitarian Aid Operations (ECHO)

Second modification as of 06/03/2019.

Administrative modification. The objective is to modify the breakdown and internal allocation per country and per action to reflect the selected proposals. An amount of EUR 1 000 000 is transferred from the Mali allocation for disaster risk reduction and preparedness (“action c”) to the allocation for Nigeria. Adaptation of allocations per country for manmade crisis and natural disasters (“action a”) are detailed in the Technical Annex of this revised version of the HIP. The overall amounts per action and the total amount for the 2019 HIP remain unchanged.

First modification as of 19/12/2018.

Administrative modification. The breakdown per country is adapted in order to allocate an indicative envelope of EUR 5 500 000 which could be used to fund regional proposals for activities in several eligible countries under this HIP. The total amount of this 2019 West Africa HIP remains unchanged. The details of the budgetary allocation transfers are available in the Technical Annex. This modification does not affect the total amount of this 2019 West Africa HIP or any other part of it.

1. CONTEXT

Humanitarian challenges in the region

West Africa is the poorest region in the world. Out of the twenty least developed countries of the Human Development Index (HDI), ten are in West Africa. The population of West Africa, estimated at 382 million people, faces large-scale extreme poverty, galloping demographic growth, rising insecurity, conflict and resulting displacement, fragility, the impact of climate change, natural hazards, and epidemic. As a result, humanitarian needs are on the rise. There is a continued level of extreme vulnerability, without a real prospect of improvement in the short or medium-term. Approximately 16.8 million³ people are in immediate need of humanitarian assistance in the five countries mainly covered by this HIP (Burkina Faso, Mali, Mauritania, Niger and Nigeria).

Two major regional crises affect West Africa: the Lake Chad crisis (affecting Northeast Nigeria, Niger, Chad and Cameroon⁴, with the forced displacement of over 2.5 million people) and the Mali regional crisis (affecting Northern and Central Mali, Burkina Faso, Mauritania and Niger and considered a forgotten humanitarian crisis).

Severe Acute Malnutrition and food insecurity remain a major concern in all West African countries, leading to high levels of child and maternal mortality. An estimated 1 003 000 children under five die in the Sahel every year, 45 % of them due to maternal and child undernutrition (Child Mortality Estimates 2016, UNICEF Global Data Base, State of the World Children, 2017). The Sahel food and nutrition crisis is also a forgotten humanitarian crisis.

The AGIR initiative (Global Alliance for Resilience Initiative in its French acronym), the 11th European Development Fund, the EUTF for Africa⁵ have contributed to enhancing

³ OCHA “Sahel Overview of Humanitarian Needs and Requirements 2018”

⁴ Chad and Cameroon are covered by the HIP Central Africa

⁵ European Union Trust Fund for stability and addressing root causes of irregular migration and displaced persons in Africa

resilience building in the region. Increasing fragility, continuing conflicts, lack of resources and competing priorities hamper however governments and partner's commitments towards resilience, vulnerability and poverty reduction.

Main vulnerability indicators per country

Country	Burkina Faso	Mali	Mauritania
Human Development Index (2016)	185/188	175/188	157/188
Overall INFORM Risk Index 2018	5.1	6.3	5.9
- Hazard and Exposure	3.8	6.1	5.0
- Vulnerability	5.7	6.0	5.9
- Lack of Coping Capacity	6.1	6.9	7.1
The INFORM Crisis index			
- Conflict Intensity score	0/3	3/3	0/3
- Natural Disasters index	0/3	0/3	3/3
Uprooted People index	0/3	0/3	2/3
Total population	18 646 000	18 900 000	4 300 000
- Of whom affected by crisis	789 000	5 200 000	830 000
- % of total population	4 %	27.5 %	19 %
Type of crises	Food and nutrition crisis, Mali regional crisis, natural hazards and epidemics	Mali regional crisis, food and nutrition crisis, natural hazards and epidemics	Food and nutrition crisis, Mali regional crisis, natural hazards and epidemics
Population in need of food assistance (WFP, 31 May 2018)	954 300	1 616 000 ⁶	538 400

Country	Niger	Nigeria
Human Development Index (2016)	187/188	152/188
Overall INFORM Risk Index 2018	6.9	6.6
- Hazard and Exposure	6.3	8.1
- Vulnerability	7.0	5.4
- Lack of Coping Capacity	7.6	6.5
The INFORM Crisis index		
- Conflict Intensity score	3/3	3/3
Natural Disasters index	3/3	0/3
- Uprooted people index	2/3	2/3
Total population	20 673 000	198 000 000
- Of whom affected by crisis	2 300 000	7 700 000
- % of total population	11 %	4 %
Type of crises	Lake Chad crisis, food and nutrition crisis, Mali regional crisis, natural hazards and epidemics	Lake Chad crisis, food and nutrition crisis, inter-communal violence in the Middle Belt, Cameroonian refugees, natural

⁶ Food Security Cluster data

		hazards and epidemics
Population in need of food assistance (WFP, 31 May 2018)	1 624 000	5 290 000

In Burkina Faso, increasing insecurity, rising forced displacement, the continued spill-over of the Mali conflict and the worst food crisis in the region since 2013 have entailed a serious deterioration of the humanitarian situation in the country. In 2018, over 954 300 people are in urgent need of emergency food assistance (+271 % compared to 2017). An estimated 277 000 children are at risk of Severe Acute Malnutrition. An increasing number of violent attacks on schools and state services is leading to a weakening delivery of basic state social services and markets and livelihood disruption in some areas of the country. Humanitarian access is hindered by prevailing insecurity in the border regions.

Mali has a total population of 18 900 000 of whom about 5 200 000 are directly affected by the crisis, i.e. 27.5 %. The humanitarian situation has been deteriorating, particularly in the conflicted-affected areas in North and Central Mali and the border areas with Burkina Faso and Niger. Peacekeeping and capacity building of the security sector, as well as counter- terrorism operations have been deployed in the country: MINUSMA, EUTM, EUCAP, G5 Sahel, and Barkhane. Inter-community clashes keep rising and result in more civilian casualties and protection needs. Access to basic social services is not improving in the North, while it has reduced sharply in Central Mali, particularly regarding health and education.

In Mauritania, there is a steep increase (+ 91 %) of food insecurity in 2018 (538 400 people affected) compared to 2017 due to the poor rainy season in 2017 affecting pasture and food production. It means that, in 2018, 13 % of the total population require emergency food assistance. The quality of the rainy season in 2018 will be crucial for the level of food insecurity in 2019.

Niger is one of the poorest countries in the world, and ranks 187 out of 188 countries in the Human Development Index. The country faces five major crises: acute food insecurity; Severe Acute Malnutrition; forced displacement due to conflict; epidemics; natural disasters, notably floods and droughts. Niger is yet to recover from previous crises: in 2018, 2.3 million people are in need of humanitarian assistance, a 21% increase from 2017. Nearly 1.6 million people are food insecure and an estimated 388 000 children under five are at risk of Severe Acute Malnutrition. Population movements and sporadic attacks continue to take place in the conflict affected Tillabéry, Tahoua and Diffa regions, with rapid deterioration at the Malian border.

Despite Nigeria being the biggest economy in Africa and rapidly approaching upper middle income status, the combination of regional disparities, important inequalities and high fertility rates in the poorest areas of the country contribute to some very alarming key social indicators (such as life expectancy and adult literacy rate) and the highest number of extreme poor people in the continent.

The country is affected by five major crises: the Lake Chad conflict; the Sahel food and nutrition crisis; inter-communal violence in the Middle Belt; spill-over of the “Anglophone” crisis of Cameroon; and natural disasters and epidemics.

The Lake Chad crisis continues to generate massive humanitarian needs, and the number of displaced people is now as high as in 2016. Despite the fact that the food security situation has improved due to the massive scale up of assistance, more than 800 000

people still do not have access to humanitarian assistance in Borno State and are living in a particularly precarious situation, with alarming rates of Sever Acute Malnutrition.

DG ECHO's Integrated Analysis Framework for 2018 identified extreme humanitarian needs in Nigeria and high humanitarian needs in Burkina Faso, Mali, Mauritania and Niger. The vulnerability of the populations, affected by the crises of the covered regions, is very high.

2. HUMANITARIAN NEEDS

2.1 People in need of humanitarian assistance

2.1.1 People affected by conflicts, nutrition and food crises

2.1.1.1 People affected by on-going conflicts

The conflict in North and Central continues to fuel displacements in Mali and neighbouring Burkina Faso, Mauritania and Niger. Some 200 000 people have officially been displaced, the majority of whom are refugees (139 016). However, the number of IDPs is expected to be significantly higher than the 75 351 people officially reported, with dozens of thousands being displaced since the conflict inception and still lacking durable solutions. Many new IDPs fleeing increasingly frequent combat operations are often not accounted for in official reports. Perspectives for a sustainable return of IDPs or refugees are extremely limited in the near future, given the rising level of insecurity and shrinking access to basic services (especially health and education) in parts of North and Central Mali. In Niger, the deteriorating security situation and state of emergency along the border with Mali contribute to increase vulnerabilities of displaced and host populations – mainly women and children - in the regions of Tahoua and Tillabéry where access to basic services is already weak. About 58 000 Malian refugees still live in camps in a situation of protracted displacement. Military operations by all parties in conflict are likely to intensify and will trigger additional displacements and needs.

	Malian refugees in neighbouring countries*
Burkina Faso	24 392
Mauritania	56 672
Niger	57 952
Total	139 016

* CMP (Commission Mouvement de Populations) 9 August 2018 available on <https://mali.iom.int>

The conflict in the Lake Chad region has had a negative impact on the lives and livelihoods of 17.4 million of local population. The resulting humanitarian crisis remains among the largest in the world.

The most affected country covered by this HIP, is Nigeria with more than 1.9 million people displaced (mainly in the Northeastern states Borno, Yobe and Adamawa) and 7.7 million affected by the conflict and in need of humanitarian and protection assistance. The level of forced displacement is increasing as a result of military operations, arrival of Nigerians from neighbouring countries into situations of secondary displacement, as well as community clashes in Adamawa.

In Niger, due to groups associated with Boko Haram insecurity remains high in the Diffa region, where attacks on civilians, kidnappings and looting are still regularly recorded. Nearly 250 000 people have been displaced, and opportunities for return are very limited. Access to people in need, especially those living out of camps remains a challenge due to security constraints and limitations entailed by the state of emergency. Displaced populations are still heavily dependent on humanitarian assistance for their survival. The situation contributes to exacerbate tension between farmers and herders with regular violence recorded.

In addition, Nigeria faces the spill-over of the “Anglophone” crisis in Cameroon. According to UNHCR (June 2018), more than 21 000 people from Cameroon's Anglophone region have fled to Nigeria.

2.1.1.2 Children suffering from Severe Acute Malnutrition

3.4 million children under five suffer from Severe Acute Malnutrition (SAM) and face immediate risk of mortality in the five countries mainly covered by the HIP. Severe Acute Malnutrition is exceeding the emergency thresholds in several regions in Burkina Faso, Mali, Mauritania, Niger and Nigeria.

	Number of children under five suffering from Severe Acute Malnutrition*
Burkina Faso	277 000
Mali	274 000
Mauritania	68 000
Niger	388 000
Nigeria	2 415 000
Total	3 422 000

* UNICEF (worst-case scenario)

2.1.1.3 People affected by food crisis

During the peak of the lean season (June-August 2018) it is expected that more than 10 million people, in the five countries, are suffering from severe food insecurity.

	Population in phase 3-5
Burkina Faso*	954 300
Mali***	1 616 000
Mauritania*	538 400
Niger**	1 624 000
Nigeria*	5 290 000
Total	10 022 700

* Cadre Harmonisé March 2018

2.1.2 Populations affected by natural hazards and epidemics

The 382 million people living in West Africa are regularly affected by epidemics (for instance yellow fever, Lassa Fever, measles, cholera, meningitis), natural hazards (such as floods, landslides, droughts, and locust invasions).

2.2 Description of the most acute humanitarian needs

2.2.1 Humanitarian Assistance to populations affected by conflicts, nutrition and food crises

2.2.1.1 Humanitarian Assistance to people and populations affected by on-going armed conflicts

In Burkina Faso, 27 146 people have become internally displaced in the Sahel region of Burkina Faso in 2018, an increase of 400% as compared to last year. The increasing insecurity is also leading to cross-border displacement, with over 7 700 people being forcibly displaced from Burkina Faso towards Mali in 2018, while the spill-over of the Mali crisis to Burkina Faso also continues, with the total number of refugees from Mali in Burkina Faso now at more than 24 000 people.

The situation in North and Central Mali keeps deteriorating, with a sharp increase in violence and insecurity, including serious violations of international humanitarian law. In Central Mali, confrontations between radical armed groups and national and international military forces as well as inter-ethnic clashes are on the rise, while the North continues to be affected by confrontations between armed groups. This has led to multiple civilian casualties and displacements inside Mali and in border areas with Burkina Faso and Niger. Armed conflict affects both displaced populations and local communities. Needs are most acute in sectors such as protection, Education in Emergencies, food assistance, nutrition, health, shelter, WASH (water, sanitation, hygiene). Coordination and support to operations (air transport, security, etc.) are also key sectors in an increasingly constrained access environment. The Rapid Response Mechanism (RRM) is allowing humanitarian surveillance and timely coverage of the most essential needs for a rapidly growing number of people displaced by the conflict. The structural health system weakness is further exacerbated in areas affected by the conflict. Specific support is required for those affected by displacement to ensure access to basic services, such as food, water, protection and NFIs, as well as to prevent epidemics. Particular attention should be given to the most vulnerable, i.e. children, women and elders.

Mauritania is still hosting 56 600 Malian refugees in M'Bera camp. Spontaneous returns are very few, given the prevailing security situation and the limited access to basic services in Mali. This protracted refugee situation has put a further strain on the already scarce resources in the area, eroding furthermore the resilience capacity of host communities living around the camp.

In Niger, the Lake Chad and the Mali regional crises have led to the displacement of approximately 330 000 people. This situation is aggravated by inter-ethnic tensions and clashes that are on the rise. Insecurity and state of emergency strongly affect the

livelihood of the displaced and host population. Access to agricultural land, pastoral resources, markets as well as essential services like health, education, justice or other basic state services has been disrupted, entailing continued food insecurity, protection risks for the population and increased morbidity and mortality. Consequently, the most pressing needs are recorded in the food, nutrition, health, water and sanitation, protection, education and shelter sectors.

In Nigeria, the humanitarian crisis in Northeast Nigeria (Borno, Yobe and Adamawa States) continues to affect a large part of the population. More than 1.9 million people are internally displaced, an increase of more than 200 000 since 2017. Over 80 per cent of IDPs are in Borno State, the epicentre of the crisis, and over 60 percent are living in host communities, making it harder to access them with assistance and putting additional pressure on the already stretched resources of these communities. One in four IDPs are under five, and 79 per cent are women and children. Freedom of movement of the civilian population is still limited, and people living in urban centres of the central and northern parts of Borno state are not able to enter or exit beyond a small security perimeter defined by military authorities. These military restrictions as well as security threats continue to hamper the ability of affected populations to access basic services, livelihoods and safety. However, more than 1.5 million people have returned home since August 2015, indicating that conditions in some locations (mostly Yobe and Adamawa state, and some parts of Borno State) have improved. Moreover, the violence between herders and local farmers in the middle belt of Nigeria is of increasing concern. The clashes led to hundreds of people killed and hundreds of thousands of people displaced in 2018, particularly in Zamfara, Kaduna, Nasarawa, Plateau, Taraba and Benue states. The crisis in the Anglophone parts of Cameroon (covered by the HIP 2019 for Central Africa) led more than 20 000 people seeking refuge in Nigeria Cross River and Benue state.

2.2.1.2 Treatment and prevention of Severe Acute Malnutrition

Severe Acute Malnutrition is above the emergency thresholds (2 %) in several regions of Burkina Faso, Mali, Mauritania, Niger and Nigeria. While the capacities of national health systems to manage Severe Acute Malnutrition in the region have increased, overall, they remain limited and cannot always cope with the remaining high caseload without the support from NGO or UN agencies. Support is therefore still necessary to ensure quality health care services at scale to avoid further increase in child mortality. Access to maternal and child health care remains a major obstacle for poor households. Prevention of Severe Acute Malnutrition is equally lagging behind. There is a clear need for an integrated nutrition and health response, focusing on the key causes of morbidity and mortality as well as maternal health, considering that health centres are the entry point for children and women affected by malnutrition. Insufficient availability of and access to clean water combined with poor hygiene and feeding practices are aggravating malnutrition. Food and nutrition assistance should be scaled up urgently, in particular for children under five and pregnant and lactating women.

2.2.1.3 Food Assistance to very vulnerable populations affected by food crises

As shown under chapter 2.1.1.3, more than 10 million people in the five countries, are in need of emergency food assistance, especially during the lean season. Based on national estimates of affected populations provided by the Cadre Harmonisé analysis, the National Response Plan for Niger and the statistics of the Food Security Cluster for Mali, governments are expected to develop National Response Plans and implement them in

collaboration with the humanitarian and development actors. Overall, needs remain largely uncovered, contributing to the further erosion of households' livelihoods and capacities to withstand shocks year after year. Building their resilience to recurrent and severe shocks requires nationwide social protection measures, such as safety nets. In 2018, humanitarian food assistance remained critical to ensure a minimum urgent coverage of the most acute needs in every country of the region.

2.2.2 Enhance preparedness and capacities to respond to emergencies

The “World Risk Report Analysis and prospects 2017 – Welthungerhilfe, United Nations University, Medico International, Terre des hommes, CBM, Kindernothilfe” classifies West Africa amongst the world's regions with the highest risk. It specifies that those high-risk areas have a very high danger-exposure level due to the threat of natural disasters such as flooding, drought and or sea level rise, epidemics, coupled with high levels of vulnerability and lack of coping capacity. In order to save the lives and protect the livelihoods of vulnerable populations exposed to hazards, notably insecurity, droughts, , floods and epidemics, suitable and viable preparedness measures, rapid response mechanisms and early warning systems are required. Measures to reduce disaster risks, should be main streamed or specifically addressed in the humanitarian responses.

3. HUMANITARIAN RESPONSE

3.1 National / local response and involvement

All countries covered by this HIP coordinate their emergency responses through national multi-sector response plans. This said, the government's capacities remain very limited in all Sahel countries (delay of early warning alert, low or no food stocks and / or national response funds) and therefore are humanitarian interventions still needed to complement the governments' efforts.

In Burkina Faso, the increasing insecurity and rising terrorist threats are absorbing much of the government's political attention, while also putting pressure on national resources for other areas. The international community has been invited to support the response of the food crisis. For nutrition, there is a national commitment to respond to the nutrition crisis. However, the investments in nutrition by the government and through the EU health sector budget support do not cover the expected needs. The capacity of the Government to respond to crises continues to be low.

In Mali, the rise in violence and insecurity in the North and the Centre continues to have a negative impact on the deployment of the government of Mali and the United Nations Multidimensional Integrated Stabilization Mission in Mali (MINUSMA), leaving room for radical armed groups, militias and criminal groups to act freely and seize control over parts of the territory. The Malian government is still not able to restore access to basic services (health, education and water) in the Northern regions. In the Centre, access to basic services continues to shrink, notably in education and, more recently in health and nutrition, leaving the population increasingly dependent on humanitarian assistance. The capacities of Government services to respond to food and nutrition needs are dramatically low, more particularly in areas under the control of radical armed groups. The negative spiral of inter-community clashes, often instrumentalised, has reached a level of violence that renders the protection of civilians difficult. Assistance to internally

displaced people, be it in terms of relief or durable solutions appears to exceed government services' capacities.

In Mauritania, the preparedness and response capacities of the national government and the local authorities remain limited. National support to nutrition remains insufficient and is uneven spread over the country, with areas of low coverage. Progress on development programmes related to undernutrition and health are slow and unlikely to provide the expected effects by 2019. The level of response in M'Bera refugee camp is not up to scale.

In Niger, the nascent safety net and nutrition treatment scale-up offer opportunities for shock-responsive nationally-led response systems but there is need to support and develop them further for them to effectively respond to shocks and crises. National capacity to address food crisis is steadily improving with a large contribution from EU and other donors. Health system capacities remain limited and poorly capable of dealing with small or large influx of patients in a context where risks of movements of populations, epidemics and Severe Acute Malnutrition are increasing. The capacity of Niger's authorities and institutions to respond to the needs of conflict affected populations in the Diffa, Tillabéry and Tahoua regions remains weak but political will to deal with humanitarian crisis is slightly improving. Niger therefore remains highly dependent on humanitarian assistance to respond to recurrent seasonal food and nutrition crises and forced displacement in conflict-affected areas.

In Nigeria, the emergency assistance provided by the government National Emergency Management Agency (NEMA) is far from being sufficient to meet the magnitude of needs. Several governmental bodies are involved in the response, including NEMA and the Presidential Committee on the Northeast Initiative, under a coordination platform chaired by the Ministry of budget and national planning.

3.2 International Humanitarian Response

The "2018 Sahel Overview of Humanitarian Needs and Requirements" gives following summary of the international humanitarian response:

	Burkina Faso	Mali	Mauritania	Niger	Nigeria
People in Need	789 000	5 200 000	830 000	2 300 000	7 700 000
People targeted	702 000	2 900 000	617 000	1 800 000	6 100 000
Requirements in million USD	90.3	329.6	116.0	338.3	1 047.8
% of funding by the end of August 2018	44 %	32 %	43 %	40 %	49 %

3.3 Constraints and DG ECHO response capacity in terms of access, partners' presence and capacity and absorption capacity

The conflict affected-areas (especially Northeast Nigeria, North and Central Mali with spill-over to Northern Burkina Faso) are characterised by a multiplication of armed groups, a volatile security situation and an overall limited knowledge and respect of International Humanitarian Law (IHL). Humanitarian organizations are increasingly subject to criminality in areas with low or no governmental presence, which hampers the general effectiveness of aid implementation. Partners' implementation capacity tends to be challenging in conflict settings. Within the framework of limited financial means and based on the most critical needs, DG ECHO supports partner with the capacity to respond to sudden-onset forced displacement and food and nutrition crises. Partner capacity in addressing containment of epidemics, flood response and natural disaster preparedness remains generally limited.

3.4 Envisaged DG ECHO response and expected results of humanitarian aid interventions

3.4.1 Support to populations affected by conflicts, nutrition and food crises

3.4.1.1 Support to conflict-affected population

The acute needs of populations affected by conflict (internally displaced, refugees, returnees, host and local) in Burkina Faso, Mali, Mauritania, Niger and Nigeria, will be addressed in the identified priority sectors further developed in the Technical Annex. Priority sectors include food assistance, emergency health, nutrition, emergency WASH, shelter and non-food items, protection, education in emergencies and coordination and logistics. Sudden movements of populations (returns included) may be addressed through a multi-sectoral support, including Rapid Response Mechanisms. The response will be adapted to the evolving needs and responses provided by humanitarian and development actors in support of national governments, as first duty bearers. In a scenario where regular and localized crises may still appear within a stabilized context, including returns, the response will be adapted in full coordination with the humanitarian mechanism and in complementarity with the interventions financed by the EUTF for Africa as well as development actors. The resilience building, early recovery and self-reliance of populations affected by conflict may be supported within the remit of the humanitarian mandate, where the intervention has a clear added value, is time-bound and takes into account other considerations related to developmental approaches, mainstreaming Disaster Risk Reduction and promoting a multi-annual approach where and when appropriate.

DG ECHO may help enhance partner capacity for an improved and more efficient delivery of humanitarian services, particularly in contexts where access is limited (e.g. humanitarian air and logistic operations, coordination mechanisms, security management).

3.4.1.2 Reduction of excessive morbidity and mortality of children under five related to Severe Acute Malnutrition

Acute nutrition needs will be addressed to reduce excessive morbidity and mortality of children under five, related to Severe Acute Malnutrition in areas where the emergency

threshold for acute malnutrition has been exceeded and / or where national capacities are insufficient and / or in high-risk areas. The treatment should offer early diagnosis, treatment of SAM and a minimum package of health services and priority accompanying measures for children and mothers, preferably through existing health systems. Strategies should promote multi annual approaches and should support response capacities addressing peaks in high-risk areas. Support could be provided to local, national or regional Rapid Response Mechanisms in order to provide nutrition supplies to the most vulnerable populations during acute nutrition crises.

DG ECHO will focus its assistance on priority needs, whilst ensuring capacity diagnosis and differentiated approaches in order to foster the transition from humanitarian into development actions. Where appropriate, short-term substitution to local systems could be considered when significant gaps have been identified, but including a clear exit strategy.

3.4.1.3 Provision of adequate food assistance to the most vulnerable populations in areas in food and nutrition crises

DG ECHO's first priority is to provide food assistance (e.g. in-kind, cash-based transfers), targeting the households of the most vulnerable to acute food insecurity and the individuals most at risk of acute undernutrition. Support may be provided to local, national or regional Rapid Response Mechanisms in order to provide food assistance to the most vulnerable populations during severe food insecurity situations, using the most appropriate transfer modality and bases on a solid need analysis.

As a second priority, DG ECHO may help foster the resilience of the most vulnerable populations where a time-bound DG ECHO intervention is possible with a clear Humanitarian-Development Nexus approach. Partners have to improve a harmonized monitoring of vulnerability in their area of intervention and may be supported to enhance their capacities to deliver better and more efficient humanitarian services, particularly in contexts where access is limited (e.g. humanitarian air and logistics operations, coordination mechanisms, security management).

3.4.2 Strengthening of preparedness and capacity to respond to emergencies in high-risk areas

Disaster Risk Reduction should be main streamed in all humanitarian responses. Project proposals should include not only a needs analysis but also a risk analysis.

In 2019, an envelope will be available to enhance emergency preparedness and to reduce disaster risks in Burkina Faso, Mali, Mauritania, Niger and Nigeria. DG ECHO's support will focus on local, regional and national systems in order to increase their capacity to provide timely and quality information with a view to early warning and early action.

3.5 General considerations for all interventions

All humanitarian interventions funded by DG ECHO must take into consideration, together with other protection concerns, any risk of gender-based violence and develop and implement appropriate strategies to prevent such risks. Moreover, in line with its life-saving mandate, DG ECHO encourages the establishment of quality, comprehensive

and safe GBV (gender-based violence) response services since the onset of emergencies, in line with DG ECHO's 2013 Gender policy⁷.

The humanitarian response by ECHO Partners should "further strengthen the operational links between the complementary approaches of humanitarian aid, development cooperation and conflict prevention, in full respect of humanitarian principles and international humanitarian law" as provided for in the Nexus Council Conclusions⁸. In this sense, where feasible, systematic joint situational analyses should identify risks and assess the causes of fragility capacity to react and resilience at different levels. The complex nature of the conflicts in the region also requires a good understanding of the civil-military coordination guidelines.

4. NEXUS, COORDINATION AND TRANSITION

4.1 Other DG ECHO interventions

In case of sudden onset disasters or epidemics, and according to the needs, humanitarian actions could be financed through the instruments included in the Emergency Toolbox HIP.

Under the HIP West Africa 2018, concerned countries had following allocations:

	Burkina Faso	Mali	Mauritania	Niger	Nigeria
Initial allocation	4 595 000	16 550 000	4 905 000	23 650 000	34 500 000
External Assigned Revenues from UK's Department for International Development (DFID)	1 000 000	9 800 000	2 000 000	8 600 000	0
Additional allocation from Operational Reserve	5 500 000	9 000 000	4 500 000	0	0
Additional allocation from Emergency Aid Reserve	0	0	0	0	13 000 000
Total allocation by end June 2018	11 095 000	35 350 000	11 405 000	32 250 000	47 500 000

⁷ Gender-Age Marker Toolkit, DG ECHO, 2013 - http://ec.europa.eu/echo/files/policies/sectoral/gender_age_marker_toolkit.pdf; Gender and Age Sensitive Aid, DG ECHO, 2017 - http://ec.europa.eu/echo/what/humanitarian-aid/gender-sensitive-aid_en

⁸ Council Conclusions on operationalising the humanitarian-development nexus, <http://www.consilium.europa.eu/media/24010/nexus-st09383en17.pdf>

The 2018 allocations allowed:

In Burkina Faso, to respond to the basic needs of the populations affected by the increasing insecurity in border regions and to acute food and nutrition needs of the local populations.

In Mali, to provide a rapid multi-sectoral response to conflict-affected populations in Northern and Central Mali as well as specific health assistance, food and nutrition support to meet acute needs where they arise. To provide an early response to the agro-pastoral crisis and to strengthen emergency preparedness and response capacities. Education in Emergencies and Disaster Risk Reduction allocations have been made available.

In Mauritania, to provide an initial response to the food and nutrition crisis, to support the Malian refugees (food assistance, protection, Education in Emergencies) and to enhance disaster preparedness and response capacities.

In Niger, to meet the basic needs of the population affected by the Lake Chad and the Mali regional crises, to support the treatment of Severe Acute Malnutrition, to enhance the capacities of key technical services and institutions dealing with early warning and early responses to conflict-related needs and to respond to natural disasters.

In Nigeria, to provide an initial multi-sectoral response to conflict-affected populations in Borno, Adamawa and Yobe (including a contribution to the new Nexus package in the latter).

4.2 Other concomitant EU interventions

The EDF is the main EU instrument to provide external development assistance in the region. The 11th EDF covers the period 2014 to 2020 with a strong focus on food security and resilience building in Burkina Faso, Mali, Mauritania and Niger. The 11th EDF also offers opportunities to reduce humanitarian needs by supporting the government's commitments towards the "Zero Hunger" objective in line with AGIR.

The EUTF for Africa continues to support countries in the Sahel and the Lake Chad region to achieve peace, security and development. A total amount of EUR 1.549 billion has been approved for projects in the Sahel and Lake Chad region (as of September 2018).

The Instrument contributing to Stability and Peace (IcSP) is engaged across West Africa and the Sahel region under its short-term component to contribute to the stability of the region. In particular, the instrument has been mobilized to support local authorities in countering violent extremism and terrorist threats (Cameroon, Niger, Nigeria) and to step up resilience of communities in particularly fragile areas (North Mali, Diffa region in Niger). The IcSP also supports interventions aiming at encouraging inter-community dialogue, social cohesion and conflict prevention, including along migratory roads. Close coordination is required to ensure the complementarity of actions funded under other EU instruments, including the EDF, the IcSP long-term and CSDP missions, such as EUCAP Sahel Niger and EUCAP Sahel Mali.

In Niger, DG ECHO and DG DEVCO⁹ have developed a joint approach to address the needs of the population affected by the conflict in Diffa aiming at enhancing complementarities and enhancing their response in the next 36 months, whilst keeping sufficient flexibility to address evolving needs (total envelope: EUR 20 million). EU support will provide immediate humanitarian assistance for the most vulnerable populations affected by the ongoing conflict, as well as for early recovery and restoration of basic services, such as health, education, water access, sanitation and hygiene, in areas of settlements and return. Furthermore, it will stimulate employment and livelihood opportunities, with a special focus on women, young people and vulnerable households.

DG DEVCO and DG ECHO are also jointly contributing to build up a national food and nutrition social protection system. Seasonal acute food needs are increasingly covered by the government with substantial EU budget support (EUR 243 million), allowing DG ECHO to focus on emergency food assistance to the most vulnerable population when existing capacities are overwhelmed. Strong collaboration and complementarity amongst funding instrument make it possible to better address acute and chronic food and nutrition vulnerability.

In Nigeria, DG ECHO and DG DEVCO have operationalized the joint humanitarian development framework and the nexus commitments. The initial EUR 133 million “Borno Package” has been expanded and now totals EUR 223.5 million, including funds from the 11th EDF and the EUTF for Africa. In addition, a EUR 30 million “Yobe Package” has been designed with a focus on livelihood and social protection.

4.3 Other donors availability

The World Bank increased its commitments towards the poorest people in West Africa, notably by supporting the set-up of institutionalized social safety nets. This instrument should help reduce the hunger burden in the long-term in the Sahel region. DG ECHO is following this initiative in the light of its own support given to seasonal safety nets. However, in conflict-affected countries, World Bank programmes cannot systematically be geographically and/or thematically connected to humanitarian assistance in view of building e.g. synergies toward humanitarian – development Nexus.

4.4 Exit scenarios

All the humanitarian interventions should aim at strengthening the resilience of communities affected by shocks as well as supporting the recovery processes. DG ECHO will engage with the relevant national authorities and regional organisations in the region, both at technical and policy levels. DG ECHO will continue addressing excessive child mortality in Western Africa, even though, sustainable reduction of acute malnutrition and food insecurity can only be achieved through commitment of relevant national and international actors to implement prevention and treatment interventions at scale. DG ECHO is concerned about the growing gap between the limited humanitarian funds available and the limited capacities of governments to respond to the needs of their vulnerable populations. Slow progress in LRRD/Nexus is also a matter of concern and should be addressed at different levels. DG ECHO and its partners will continue to

⁹ Directorate General for International Cooperation and Development

advocate and invest in capacity development for nutrition screening and treatment. DG ECHO will also promote the most efficient prevention interventions.

In conflict-affected areas and fragile countries, the conditions to reduce humanitarian presence, are not yet met. Close collaboration with DG DEVCO and other humanitarian and development donors is still necessary in all countries, especially when humanitarian support is limited, when needs persist and remain largely uncovered. In order to reduce the dependency of refugees, IDPs and returnees on external service delivery, DG ECHO will advocate for opportunities for LRRD/Nexus. DG ECHO will also seek longer-term commitments from development donors to fund programmes for self-reliance and durable solutions in protracted situations (vocational training, livelihoods support, basic services provision and education). All targeted Disaster Risk Reduction interventions will contain a roadmap determining transition from humanitarian to developmental and governmental interventions.