



## **Humanitarian Aid Decision** **11<sup>th</sup> European Development Fund (EDF)**

Title: Commission decision financing humanitarian actions in Mali and neighbouring countries Burkina Faso and Mauritania from the 11<sup>th</sup> European Development Fund (EDF)

Description: Humanitarian assistance for conflict affected people in Northern Mali and for Malian refugees in Burkina Faso and Mauritania

Location of action: Mali, Burkina Faso, Mauritania

Amount of Decision: EUR 5 000 000

Decision reference number: ECHO/-WF/EDF/2015/02000

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### **Supporting document**

## **1 Humanitarian context, needs and risks**

### **1.1 Situation and context**

Mali faces an extremely complex humanitarian situation. A succession of food crises in the last decade significantly weakened the livelihoods of the poorest families and the situation has been further aggravated by the conflict that started with a coup in 2012 and which involved Government forces, separatist groups and radical Islamist militias.

After a long period of negotiations, a peace agreement was finally signed on May 15 and June 20, 2015 bringing hope for peace and prosperity. Regrettably the implementation of the Accord has been overall very slow and, so far, it has not brought concrete peace dividends for the most vulnerable. Since the signature of the Accord, several violations of the ceasefire agreement have taken place as well as violent clashes between communities. The number of security incidents in the country is strongly increasing, with more and more humanitarian actors being targeted.

Humanitarian needs remain very high in Mali, due to continuing violence, and they are not expected to decrease in 2016. The number of Malian refugees outside the country is estimated at 141 000. The number of voluntary returns decreased significantly since 2014 and in general, the conditions are still not favourable for a sustainable return.

## **1.2 Identified humanitarian needs**

The conflict in Mali is compounded with the ongoing food and nutrition crisis which affects the entire Sahel region. The different shocks have affected the means of existence and resilience of the population.

The results of the "Cadre Harmonisé, November 2015" deem that during the period of June, July and August 2016, 2 098 000 persons will be food insecure (phase 2) and 294 000 in need of emergency food assistance (phase 3 – 5). More than 50 % of the 294 000 live in the northern regions Mopti, Timbuktu, Gao and Kidal. The food security situation in Northern Mali remains more fragile due to the insecurity and the related constraints posed on trading. Prices of basic food supplies in local markets are comparatively higher than in the rest of the country.

The precarious food security situation is confirmed by the high levels of acute malnutrition in the country. The 2015 national SMART nutrition survey concludes that the nutrition situation in Mali remains critical, with a national Global Acute Malnutrition rate of 12.4 % and a Severe Acute Malnutrition rate of 2.8%. It means that about 709 000 children under five suffer from acute malnutrition. Gao, Timbuktu and Kidal are the regions which are the most affected.

The fragile situation prevents basic services from being restored in Northern Mali. As a result, 1.5 million people still depend on international humanitarian assistance, especially in order to get access to primary and secondary health services.

An estimated 61 920 people (IOM Sep 17, 2015) are still internally displaced in Mali, two third of which are in the northern regions.

Both IDP's and host communities are in need of support, including food assistance.

Neighbouring countries continue to host 141 000 Malian refugees: 34 000 in Burkina Faso, 50 000 in Mauritania (UNHCR Oct 31, 2015) and 57 000 in Niger (UNHCR New Stories Nov 10, 2015 54 000 + 3 000 waiting for registration).

In Burkina Faso, 34 000 Malian refugees still need humanitarian assistance. The actual situation in Mali does not allow these refugees to return home and therefore a multi-sectorial response and continuation of providing adequate services remain needed in 2016. Special attention should also be given to the refugees living outside the camps.

In Mauritania, most of the refugees are in Mberra camp, near the Malian border. The under-nutrition rate was at 9.9 in October 2014, coming from 20 % in July 2012. MAS went from 5.9 % to 0.8 %. A new survey will take place in December 2015. Although the figures of under-nutrition are decreasing over the years, fund shortages could have a disastrous impact on food security in Mberra camp as it happened in the past, warned WFP Executive Director last October. According to the UNHCR needs include protection activities, care and maintenance interventions, the promotion of self-reliance and the maintaining of peaceful coexistence between the refugees and host communities. Care and maintenance activities, including the strengthening of access to shelter and non-food items, energy, and water and sanitation amount to some USD 6 million.

The needs of the Malian refugees in Niger will be covered through the Humanitarian Implementation Plan 2016 for West Africa.

### **1.3 Risk assessment and possible constraints**

Security has constantly deteriorated in the Sahel in the past five years and prospects for the future are not positive. The multiplication of terrorist groups as well as the continuing instability in Northern Mali has created a space for terrorist activities and this despite the Peace Accord of June 2015 and the cease fire agreements. Northern Mali but also Eastern Mauritania and Burkina Faso remain difficult places for humanitarian work and recent events (such as the tragic attack on the Radisson Blue Hotel in Bamako - Nov 20, 2015 and the attempted coup d'état in Burkina Faso – Sept, 2015) raised the security threat level for humanitarian workers in Northern Mali and in the Sahel countries in general.

## **2 Proposed ECHO<sup>1</sup> response**

### **2.1 Rationale**

The majority of ECHO's humanitarian assistance in Mali will be funded from the Humanitarian Implementation Plan 2016 for West Africa (MEUR 139). The funds under this Decision are complementary.

With this Decision it is foreseen to provide food assistance and livelihood support to the most vulnerable residential or returning households in Northern Mali suffering from a survival deficit. Livelihood support activities will target the most vulnerable farming households, pastoralists and small-business owners in Mopti, Gao, Timbuktu and Kidal and will help these households to generate an income to cover their needs and to become resilient. The aim is to give these households access to a balanced diet, to prevent the deterioration of their nutrition status and to rehabilitate the means of subsistence of the poorest.

The current Decision also aims to improve the access for the population of Northern Mali to quality hospital care. It will help the hospital facilities in Northern Mali to maintain the national standards of care.

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<sup>1</sup> European Commission's Directorate General for Humanitarian Aid and Civil Protection – ECHO

In 2015, DG ECHO responded in Mauritania with an envelope of MEUR 1.8 and in Burkina Faso with MEUR 1.0 to assist the Malian refugees dwelling in these respective countries.

Under this Decision and to cover the needs during the course of 2016, it is proposed to allocate again MEUR 1.8 for the Malian refugees in Mauritania and MEUR 1.0 for the Malian refugees in Burkina Faso. Indeed the conditions for a safe and dignified return of these refugees are not yet met.

Priority sectors will be protection, including continued registration, preventing and mitigating gender violence, food, health, water, sanitation and shelter for the in and outside camp refugees.

The Humanitarian Implementation Plan 2016 for West Africa covers the needs of the Malian refugees living in Niger.

## **2.2 Objectives**

- Principal objective: to improve the humanitarian situation of conflict affected people in Northern Mali and of the Malian refugees living in Burkina Faso and Mauritania
- Specific objective 1: Address the basic economic security needs of and assist hospital health care activities for conflict affected people in Northern Mali;
- Specific objective 2: Provide humanitarian assistance to Malian refugees in Burkina Faso and Mauritania

## **2.3 Components**

- Food assistance: the response package can contain conditional or unconditional cash and or vouchers, conditional or unconditional in-kind food assistance.
- Support for livestock production, veterinary health and herd protection;
- Distribution of seeds, tools and other agricultural inputs and provision of trainings;
- Promote livelihood and asset protection activities in general including support for small business owners;
- Health: support to existing hospital facilities in Gao and Kidal; through the upgrading of the infrastructure, the supply of medical kits, provision of training and financial incentives to staff and support to the Malian Ministry of Health.
- Address the needs of in and outside camp refugees in particular by providing food assistance, shelter, water and sanitation facilities, health services and protection.
- Community empowerment and self-reliance activities: contributing to the economic self-reliance of the refugees and their access to self-employment opportunities (e.g. craftwork business, herd management, milk production,...)

## **2.4 Complementarity and coordination with other EU services, donors and institutions**

(See table 3 in annex)

DG ECHO remains in permanent contact with DG DEVCO and EEAS to ensure a coordinated use of the EU aid instruments.

Under the 11<sup>th</sup> EDF an allocation of 615 million EUR is foreseen for Mali for the period 2014 - 2020. The National Indicative Program defined 4 priority sectors and notably, Peace consolidation and State reform, Rural Development and food security, Education and Infrastructure.

The European Commission has recently launched the Emergency Trust Fund for Stability and addressing root causes of irregular migration and displaced persons in Africa. A budget of 1.8 billion EUR is foreseen from the EU budget and the European Development Fund, combined with contributions from the EU Member States and other donors. The Trust Fund will benefit the whole Sahel region, the Lake Chad area, the Horn of Africa and the North of Africa. It will address the root causes of destabilisation, forced displacement and irregular migration, by promoting economic and equal opportunities, security and development.

Building resilience for the most vulnerable communities to withstand future crises has been a priority since several years. The European Commission was a driving force in establishing the AGIR-Sahel initiative, which brings together all stakeholders around the pursuit of a "Zero Hunger Goal" for the Sahel over the next 20 years. The initiative aims to restore and strengthen livelihoods, social protection, health and nutrition, food production, incomes of vulnerable households and good governance in the food and nutrition sector. The Malian Government developed but has still to adopt and start implementing its resilience priority as part of its strategic development programme. In addition, specific support for transition towards resilience and economic recovery is currently being provided in post-conflict areas through the Instrument contributing to Stability and Peace (project "*Relance de l'Économie locale et appui aux collectivités dans le Nord du Mali*" contracted with LuxDevelopment for EUR 5 million).

## **2.5 Duration**

The duration for the implementation of the actions financed under this Decision shall run for 12 months.

If the implementation of the actions envisaged in this Decision is suspended due to force majeure or any comparable circumstance, the period of suspension will not be taken into account for the calculation of the duration of the humanitarian aid actions.

Depending on the evolution of the situation in the field, the Commission reserves the right to terminate the Agreements signed with the implementing humanitarian organisations where the suspension of activities is for a period of more than one third of the total planned duration of the action. In this respect, the procedure established in the general conditions of the specific agreement will be applied.

### **3 Evaluation**

Under Article 18 of Council Regulation (EC) No.1257/96 of 20 June 1996 concerning humanitarian aid the Commission is required to "regularly assess humanitarian aid actions financed by the Union in order to establish whether they have achieved their objectives and to produce guidelines for improving the effectiveness of subsequent actions." These evaluations are structured and organised in overarching and cross cutting issues forming part of ECHO's Annual Strategy such as child-related issues, the security of relief workers, respect for human rights, gender. Each year, an indicative Evaluation Programme is established after a consultative process. This programme is flexible and can be adapted to include evaluations not foreseen in the initial programme, in response to particular events or changing circumstances. More information can be obtained at:

[http://ec.europa.eu/echo/policies/evaluation/introduction\\_en.htm](http://ec.europa.eu/echo/policies/evaluation/introduction_en.htm).

### **4 Management Issues**

Humanitarian aid actions funded by the European Union are implemented by NGOs and the Red Cross National Societies on the basis of Framework Partnership Agreements (FPA), by Specialised Agencies of the Member States and by United Nations agencies based on the Financial Administrative Framework Agreement with the UN (FAFA) in conformity with Article 103.3 of the Financial Regulation applicable to the 10th EDF, together with Article 178 of the Rules of Application of the Financial Regulation applicable to the general budget of the European Union. These Framework agreements define the criteria for attributing grant agreements and contribution agreements and may be found at [http://ec.europa.eu/echo/about/actors/partners\\_en.htm](http://ec.europa.eu/echo/about/actors/partners_en.htm)

For NGOs, Specialised Agencies of the Member States, Red Cross National Societies and international organisations not complying with the requirements set up in the applicable EDF Financial Regulation for indirect management, actions will be managed by direct centralised management.

For international organisations identified as potential partners for implementing the Decision, actions will be managed under indirect management.

Individual grants are awarded on the basis of the criteria enumerated in Article 7.2 of the Humanitarian Aid Regulation, such as the technical and financial capacity, readiness and experience, and results of previous interventions.

### **5 Annexes**

*Annex 1 - Summary decision matrix (table)*

<b>Principal objective</b> To improve the humanitarian situation of conflict affected people in Northern Mali and of the Malian refugees living in Burkina Faso and Mauritania				
<b>Specific objectives</b>	<b>Allocated amount by specific objective (EUR)</b>	<b>Geographical area of operation</b>	<b>Activities</b>	<b>Potential partners<sup>2</sup></b>
Address the basic economic security needs of and assist hospital health care activities for conflict affected people in Northern Mali	2,200,000.00	Mali : Kidal, Gao, Timbuktu, Mopti	Food assistance, livelihood support activities, health	<u>Indirect management</u> ICRC-CICR
Provide humanitarian assistance to Malian refugees in Burkina Faso and Mauritania	2,800,000.00	Burkina Faso (EUR 1,000,000) Mauritania (EUR 1,800,000)	Food assistance, health, water and sanitation, shelter, protection	<u>Direct management</u> All NGO partners  <u>Indirect management</u> UNHCR WFP-PAM
Contingency reserve	0.00			
<b>TOTAL</b>	<b>5,000,000.00</b>			





**Annex 3 - Overview table of the humanitarian donor contributions**

<b>Donors in BURKINA FASO*MALI*MAURITANIA over the last 12 months</b>			
<b>1. EU Member States (*)</b>		<b>2. European Commission</b>	
	EUR		EUR
Belgium	9,179,733.00	DG ECHO	16,126,499.99
Denmark	2,112,804.48		
France	3,100,000.00		
Germany	4,625,000.00		
Ireland	775,281.00		
Italy	2,075,000.00		
Luxembourg	1,563,957.00		
Slovenia	30,000.00		
Spain	3,116,145.00		
Sweden	9,649,905.74		
<b>Subtotal</b>	<b>36,227,826.22</b>	<b>Subtotal</b>	<b>16,126,499.99</b>
<b>TOTAL</b>	<b>52,354,326.21</b>		

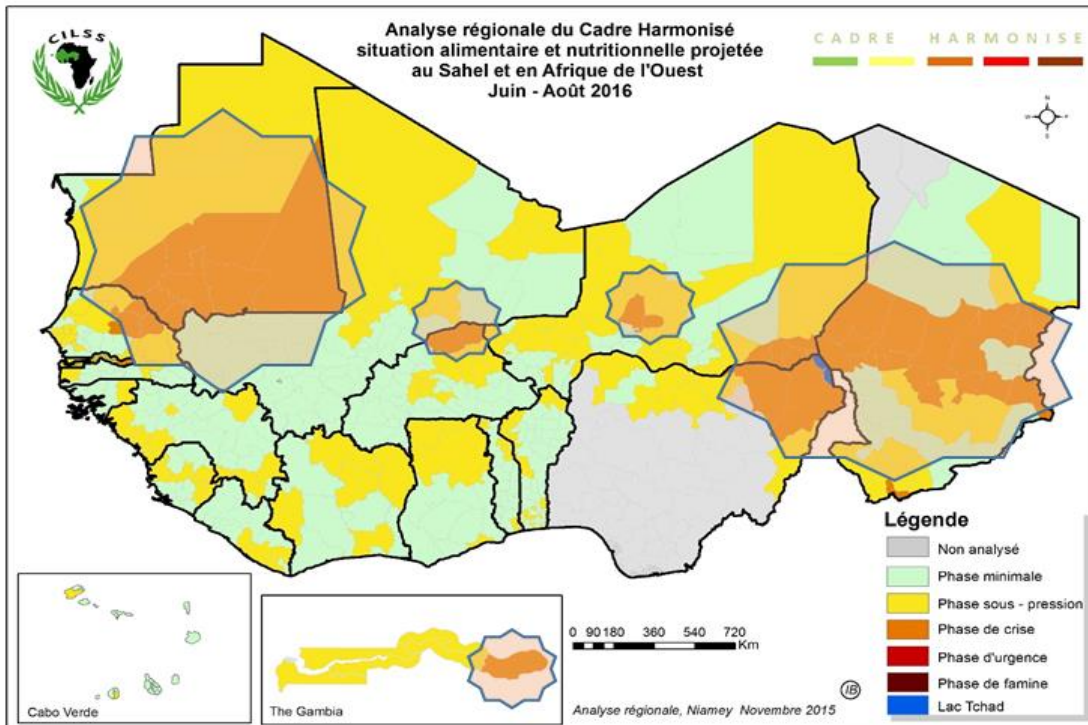
Date : 25/11/2015

(\*) Source : DG ECHO EDRIS reports. <https://webgate.ec.europa.eu/hac>

Empty cells : no information or no contribution.

## Annex 4 - Maps

# Juin-Août 2016



## Annex 5 - Statistics on humanitarian situation

### Mali

Total estimated population: +/- 17.8 million (DNP Data, Jun 26, 2015)

Surface: 1.2 million Km<sup>2</sup>

Human Development Index: 176/187 (UNDP 2014)

GDP per capita: \$ 1 642 (World Bank Jan 1, 2013)

Inform Index: 6.7 – Ranking 11/191 (Inform, 2015)

Corruption Perception Index: 115/174 (Transparency International, 2014)

ECHO contribution Mali 2015: 41.4 million EUR

11<sup>th</sup> EDF Allocation 615 million EUR (2014-2020)

People affected by moderate food insecurity in 2016: 2 098 000 (Cadre Harmonisé 2015)

People affected by severe food insecurity in 2016: 294 000 (Cadre Harmonisé 2015)

IDPs: 61,920 (IOM, Sep 17, 2015)

Refugees: 141 000 (UNHCR, Oct 31 2015 + UNHCR New Stories Nov 10, 2015)

Children under five affected by moderate acute malnutrition: 709 000 (SMART 2015)

Children under five affected by severe acute malnutrition: 180 000 (SMART 2015)