



Emergency response appeal for the Mali situation 2012



Donor Relations and Resource Mobilization Service
February 2012



Mauritania / Tuareg refugees from Mali who have been forced to flee fighting between rebel Tuareg groups and governmental forces in the Azawad region of northern Mali/ UNHCR / E. Villechalane / February 2012

CONTEXT

Population Data*

	Refugees in the country at 31/12/11	New arrivals from 17/1/12 to 22/2/12	Total	Contingency planning figure
Mauritania	1,200	23,000	24,200	30,000
Burkina Faso	1,200	16,300	17,500	25,000
Niger	307	24,000**	24,307	30,000
Total	2,707	63,300	66,007	85,000

* New arrival figures are based on government figures.

** In Niger the new arrivals are not yet separated by refugees and returning Nigeriens.

The Tuareg are a traditionally nomadic people who live in the semi-arid Sahel and arid Sahara in an area that overlaps Algeria, Burkina Faso, Mali, Niger, Nigeria and Libya.

Tuareg society is composed of a multitude of individual tribes with different languages and varying customs depending on location. In the 1960's, the traditional Tuareg territory was divided among a number of newly independent nations: Algeria, Burkina Faso, Libya, Mali, Morocco and Niger. After independence, the Tuareg felt largely left out of the new governments. Since this time, there have been several periods of displacement due to either conflict or drought.

A Tuareg insurgency in the spring of 1990 created a significant number of refugees in Algeria, Burkina Faso, Mauritania, Niger and Senegal.

A new *Mouvement National de Liberation de l'Azawad* (MNLA), formed in October 2011, has taken up the decades-old demand for independence by the tribe. Previous rebellions occurred in Mali and Niger in the 1960s, 1990s and early 2000, with resurgence from 2006-2009. The MNLA seeks autonomy for the tribe in the north of Mali, an area it calls the Azawad.

In January 2012, the MNLA rebels reportedly attacked three towns in northern Mali. These attacks represented the first significant Tuareg militant offensive in the country for three years, and marked the beginning of renewed armed operations by the MNLA.

Since 17 January, attacks have been taking place in three main regions in northern Mali: Gao, Kidal and Tombouctou. Cities located by the border with Niger; Menaka, Anderamboukane, Intillit, Tissit have all been affected by the fighting. The Malian cities of Léré and Niafounke, located at the border with Mauritania; and Aguelhok and Tessalit near Algeria have also been affected. The rebel strategy has been to attack government forces using small groups moving quickly between targets, creating panic among civilian populations. The conflict has also increased tensions between the different ethnic communities in the country.

So far, some 60,000 Malians are reported to have been internally displaced and over 65,000 have sought refuge in neighbouring countries, mostly in Mauritania, Niger and Burkina Faso. The refugees reported fleeing from the fighting between government forces and Tuareg combatants, from violence and retaliation by army troops, and in some locations, being victims of inter-community tensions and intimidation. As the displacement is likely to continue, UNHCR and its partners, including governments, UN agencies and NGOs, have been working together to develop an action

plan to respond to the needs of an expected 85,000 forcibly displaced people for a period of six months.

The additional financial requirements presented in this document amount to USD 35,598,786 million and will allow UNHCR to fulfil its mandate in cooperation with its partners. The Office will provide immediate protection and assistance to the refugees and, in the context of inter-agency arrangements, to Malian Tuaregs, who have been internally displaced due to the current turmoil.

For additional up-to-date information, please consult <http://data.unhcr.org/MaliSituation>

Mauritania

Between 25 January 2012 and mid-February 2012, some 23,000 people (5,000 families) have fled to the small town of Fassala in Mauritania as a result of the recent wave of violence in Mali. The refugee population is composed mainly of Tuaregs, the majority of whom are women and children and originating from Lere, Tombouctou, Niaki, Guargandou, Tenenkou and Goundam. The number of refugees crossing into Mauritania continues to increase, currently at an average rate of 1,000 people per day. At the beginning of the influx, the authorities identified a site in Fassala to accommodate and register the refugees. In consultation with UNHCR, the Mauritanian Government agreed to locate the camp further inland, some 50 kilometres from the border, to M'Bera near Bassikounou.

Burkina Faso

The Tuareg community in southern Mali includes businessmen who have recently decided to take their families to safety in Burkina Faso, following the attacks on Tuareg in Bamako and Kati.

The refugees from Mali arriving in Burkina Faso are currently scattered in six sites, including Inabao, Gandafabou and Mentao, living among host communities. Malians have also made their way to the urban areas of Ouagadougou and Bobo-dioulasso. The armed conflict risks increasing the distress of the populations which already suffer from famine and the influx will further deteriorate the situation of limited food, water and sanitation in northern Burkina Faso. The Government of Burkina Faso has identified two sites where Malian refugees can be hosted: Goudebo, 15km from Dori, and Ingani, 138km from Ouagadougou. The Government has already declared that all those arriving from Mali will be granted refugee status on a *prima facie* basis.

Niger

Arrivals to Niger from Mali include both Malian refugees and nationals of Niger who have lived in Mali for more than 20 years. Some of the latter group may have obtained Malian nationality. The displaced are located both in camp-like settings and in host communities. The Government of Niger has identified a site in Ouallam, more than 100 km from the border, with an estimated capacity of 30,000 people. An additional site closer to the border, where there is cattle forage, may be considered as a second site for the refugees in the Mangaizé area who fled with their livestock and who do not want to move far from their areas of origin. As many refugees fled abruptly, they may cross back into Mali to gather their belongings. Many are without documents due to their hasty flight.

Arrivals of persons fleeing the conflict in Mali have been reported in the towns of Mangaizé, Chinégodar, Koutoubou, Yassan, Aballa and Ayorou, which are located in the departments of Ouallam, Tillabery, Filingue and Tera. These departments are part of the Tillabery region.

Niger currently faces two significant challenges: a severe drought since 2010 and the need for reintegration of some 265,000 nationals who returned to the country as a result of the Libyan crisis.

Because of the former, there has been a strong response from concerned UN agencies; thus an inter-agency coordination system is already in place. In view of the numerous returns from Libya, the Government has established the *Comité Ad Hoc*, which is chaired by the Prime Minister's office. The authorities are thoroughly engaged in the response mechanism, along with the UN and NGOs.

CHALLENGES

At the time of the influx, UNHCR had minimal staff in the countries affected, due to the limited size of the refugee operations and thus relied on rapid deployments from the Regional Office in Dakar and from the Emergency Roster. Other UN agencies have been generous in sharing their resources. Should the full contingency planning figures be reached, UNHCR will need to quickly reinforce its staffing, including creation of office and living spaces, keeping in mind the challenging security situation.

In Mauritania, the very remote character of the displacement area implies important logistics challenges, as it takes up to three days to reach it by road. Fassala is a district administrative center which is located at 270 km east of Nema, 70 km from Bassikounou and only 3 km from the border with Mali. The fear of isolated attacks or kidnapping remains high. Due to the large distance between the villages, an escort is required for all missions. Access roads are generally in poor condition.

In Niger, the security situation in the area of arrival, as well as in other areas of the country, is of paramount concern. With the reported presence of terrorist groups, military escort is required for all missions.



Niger / A Malian refugee woman rests in her makeshift shelter in Gaouadel, northern Niger. UNHCR / H.Caux / February 2012

NEEDS

Mauritania

Refugees cross the border with few resources. They remain vulnerable to protection risks and their basic needs are not covered. In addition to providing protection, immediate assistance is required in the following areas: food, nutrition, shelter, water and sanitation, non-food items (including blankets, sanitary kits and mosquito nets), health care and education.

Following the Government's agreement, the refugees will be relocated away from the border at Fassala to the newly identified site in M'Bera. UNHCR intends to establish an antenna presence in Bassikounou, close to M'Bera. However, due to the basic infrastructure of the town, considerable work and resources will be required.

Burkina Faso

The new arrivals are a mix of rural people, urban middle class and community leaders, mainly from the Tuareg ethnic group. The majority of the arrivals are expected to travel by road using the main crossing points of the Sahel region in the north. Some groups will be on foot. In view of this, actions are being put in place and border monitoring by UNHCR and partners will be initiated at the key entry points: Kolovos in the Kenedougou province, Faramana in the Houet Province, Yense in Yatenga province, Soum and Oudalan provinces. WFP has included refugees in the group of drought-affected beneficiaries.

During a joint mission carried out by UN agencies, the Government and NGOs to the north, two former sites, Goudebo and Ingani, have been identified for new camps in the Sahel region of Burkina Faso. Armed elements will be separated from the population to make sure that the civilian character of the camps is fully respected. The main needs in this country are emergency response to provide life-saving assistance.

Niger

The majority of the arrivals are expected to travel by road through the entry points of Anderamboukane, and Koutougou. The profile of the population is mixed, including a nomadic component with a predominantly rural background, as well as those refugees from urban areas. The population in the area are herders from the ethnic groups of Songhai, Tuareg, Moor and Fulani. The immediate needs in Niger are to provide protection, including ensuring access to the territory, registration, the provision of emergency shelter, basic domestic items and access to essential services. The Government was the first to respond with 150MT of food and a site has been chosen in Ouallam, more than 100km from the border. Registration and site development are scheduled to begin shortly.

STRATEGY AND ACTIVITIES

Mauritania

As soon as the influx was reported, UNHCR deployed an assessment mission to Fassala at the border and is currently maintaining a presence there to monitor the situation in collaboration with the authorities. As an initial response, UNHCR purchased and distributed the equivalent of a 16-day food ration for 20,000 refugees. The Office also arranged for the transport of basic relief items

(blankets, sanitary kits, hygienic kits, mattresses, kitchen kits and mosquito nets), including contributions from UNICEF and UNFPA. In addition, 1,200 tents were airlifted to Mauritania from its stockpiles in Cameroon. Water-trucking, which was carried out by the authorities at the beginning of the influx, is now being undertaken by UNHCR. Medical services are currently being provided by the local health clinics. In stepping up its response, an emergency response team was deployed to reinforce the office in Mauritania. The team reached Bassikounou on 13 February 2012. A UNHCR site planner, who is part of the UNHCR emergency response team, is working with the Mauritanian authorities and local NGOs to prepare the camp in M'Bera. The UNHCR Representative in Mauritania, together with Islamic Relief, and accompanied by the Governor of Bassikounou, visited M'Bera on 15 February 2012. It was agreed to adopt 1 March 2012 as the target date to launch the operation of transporting the refugees from Fassala.

UNHCR is planning to protect and respond to the needs of 30,000 refugees over a period of six months. The Office's strategy is articulated around three main objectives:

- Providing protection to refugees, including through registration and profiling activities
- Responding to the refugees' basic needs, with the aim to improve their health and nutritional conditions, as well as provide them with shelter and NFIs
- Establishing a mechanism for camp coordination and management.

To this end, UNHCR will set up the camp and make sure protection concerns are taken into account when relocating the refugees. The Office will also organize the transport of the refugees from the site in Fassala to the camp in M'Bera and will establish a profiling mechanism that will allow the identification of the most vulnerable persons, including unaccompanied minors and victims of sexual violence. In this regard, the prevention and response to sexual and gender-based violence will be a priority for the Office. Upon arrival in the camp, refugees will be provided with shelter and non-food items. UNHCR will also ensure that the camp is managed and coordinated in a participatory way. Refugee committees and food distribution committees will be put in place.

West Africa

UNHCR's Regional Office in Dakar, Senegal, coordinates the programmes in Burkina Faso, Mali and Niger. A sectorial working group comprising various UN agencies and NGOs led by UNHCR will be put in place (Burkina Faso and Niger) to collaborate and coordinate provision of emergency relief assistance at the various entry points. UNHCR will ensure regular public information is disseminated

Burkina Faso

Registration activities will be implemented, in coordination with the Government of Burkina Faso, along with a screening mechanism to identify vulnerable individuals. Government officials will be trained on registration and key principles of international refugee protection. The safety of women and children and prevention of their exploitation will be prioritized by meeting their basic needs. Logistics capacity will be increased in order to meet the transport needs of refugees and NFI requirements. Emergency shelter will be provided at major entry points, as well as tents and plastic sheeting to those in designated camps. Basic infrastructure will also be established and pending more permanent solutions, potable water will be trucked to sites. Communal and family latrines will also be provided. Refugees and others fleeing from Mali will have access to basic emergency health and nutrition services at reception and transit centres. Existing community clinics in areas of arrival will be enhanced with basic drugs and vaccines, 'reproductive health and dignity kits', and medical

kits. Wet feeding will be available at reception and transit centers and regular food rations in designated camps.

Niger

UNHCR will monitor the access to the territory and provide for timely and safe movement of new arrivals away from border entry points. Protection activities will also consist of reception and registration with support to the Government, including the identification of vulnerable individuals, a focus on the safety of women and children and training of key officials on principles of asylum and international protection.

The Government has asked the support of the international community to provide equal assistance to both the Malian refugees and nationals of Niger who have fled to Niger. In parallel, UNHCR will support the local refugee-hosting locations to prevent exploitation by ensuring that their basic needs are met and peaceful co-existence promoted.

In order to ensure timely reception of NFIs, the logistics capacity should be improved. Hygiene items are procured locally, while other core items, including emergency shelter, are being released from the UNHCR global stockpile. Those fleeing Mali will have access to basic emergency assistance in both transit facilities and hosting sites and community clinics will be enhanced. Food needs will be met in coordination with the World Food Programme, which already plays a major role in drought relief.

Coordination

Mauritania

At the request of the Mauritanian authorities, UNHCR is coordinating the response to this humanitarian crisis. The authorities appointed a coordinator and a follow-up committee to work closely with UNHCR. UNHCR is also coordinating closely with its main operational partners: UNICEF and WFP. In this regard, a joint request for rapid funding has already been submitted to the Central Emergency Response Fund.

West Africa

UNHCR's Regional Office in Dakar, Senegal, will continue to monitor and support the situation and provide political analysis. In collaboration with other stakeholders (UNICEF, WFP, IOM, WHO, UNFPA, NGOs, and governments) the Office will undertake the overall operational coordination, through the establishment and convening of a periodic forum as necessary at Dakar, Burkina Faso and Niger levels.

Burkina Faso

UNHCR's government counterpart is the *Comité Nationale des Réfugiés*, under the umbrella of the Minister of Foreign Affairs. There is a weekly coordination meeting at the UNHCR office, including the Government, OCHA, UNICEF, WFP, WHO, ADRA, CICR, ECHO, MSF and Terre des Hommes. Joint assessment missions have been undertaken for the new situation.

Niger

UNHCR's counterpart is the *Comité Nationale des Réfugiés*, which falls under the umbrella of the Ministry of the Interior. The Prime Minister's Cabinet Advisor guides humanitarian affairs. The

Comité Ad Hoc for the returns from Libya also fall under the Prime Minister's (PM) responsibility, as well as the *Comité Mixte de Concertation* (CMC). The CMC is attended by the bilateral and multilateral donors, as well as the UN agencies. In addition, there is the *Cadre Restreint de Concertation*, also under the PM's office, and existing sector groups including Food, Security, Nutrition, Health, Water/Sanitation, Logistics/Telecommunications, Emergency and Education. Operational links have been established with the *Système d'Alerte Précoce* and other key departments in the area of protection, registration and assistance.

As a result of the drought, there is an existing inter-agency coordination system. Regarding the UN agencies, the Resident Coordinator is from UNDP, while the acting Humanitarian Coordinator is from UNICEF. OCHA plays the overall coordination role, with other UN agencies actively participating: FAO, UNDP, UNICEF, UNFPA, WHO and WFP.

UNHCR is also coordinating with operational partners, including the Government of Niger, UNICEF, WFP, ICRC and MSF Switzerland. Implementing partners are being identified.

Financial information

In Mauritania, UNHCR urgently requires funding to address the immediate needs of these newly arrived refugees, particularly for food, shelter, non-food items, water, sanitation and health, as well as protection. Based on an initial assessment and the most urgent needs for six months, UNHCR is appealing for USD 10,331,328 million which would allow the Office to work with the Government of Mauritania, the host community, and partners to establish a camp at M'Bera and relocate the refugees away from the border. This brings UNHCR's total requirements for operations in Mauritania to USD 18,109,694 million for 2012.

In Mali, the inter-agency cluster system is under consideration for activation for the internal displacement. For this current appeal, UNHCR's needs will be for increased staffing and support to enhanced protection activities. In Niger there is a UN Consolidated Appeal (CAP). This current UNHCR appeal is in addition to the requirements in the original CAP. The CAP is presently under revision to include the new influx as well as in anticipation of changing aspects of the drought situation. UNHCR's requirements will be included in this CAP revision. A funding application to the CERF in Niger is being compiled that will address the needs of refugees, as well as the needs of returnees from Niger to be addressed by other agencies. UNHCR's requirements for Burkina Faso, Mali and Niger in this appeal total USD 25,267,458 million, bringing the total requirements for operations in these countries in 2012 to USD 75,666,117 million.

The additional needs for the Mali Situation included in this supplementary budget currently stand at USD 35,598,786 million, bringing the total budgetary requirements for the Mali Situation in 2012 to USD 93,775,811 million.

**Revised financial requirements for the West Africa Regional Office
(additional requirements for Burkina Faso, Niger, Mali and Senegal) 2012**

Objective	2012 ExCom approved budget RO SENEGAL	Subtotal SB Burkina Faso, Niger, Mali and Senegal *	Total revised budget (USD)
<i>Fair protection processes and documentation</i>			
Access to asylum procedures			
Reception conditions	538,761	712,500	1,251,261
Civil status documentation	651,241		651,241
Registration and profiling	792,706	865,000	1,657,706
Family reunification	116,508		116,508
Identification Statelessness	86,157		86,157
Status determination	880,028		880,028
Individual documentation	1,907,389		1,907,389
Subtotal	4,972,790	1,577,500	6,550,290
<i>Favourable protection environment</i>			
Access to territory	307,744	915,000	1,222,744
National administrative framework	320,650		320,650
Cooperation with partners			
Environmental protection			
Prevention of displacement		100,000	100,000
<i>Non-refoulement</i>			
Intl. & Regional Instruments	802,000		802,000
Law and Policy	675,947		675,947
Legal remedies and assistance	243,955		243,955
Public Attitudes towards PoC	64,050		64,050
Subtotal	2,414,345	1,015,000	3,429,346
<i>Security from violence and exploitation</i>			
Access to legal remedies		75,000	75,000
Non-arbitrary detention			
Community security management systems			
Effects of armed conflict			
Law enforcement		130,000	130,000
Protection of children	5,142,588	370,000	5,512,588
Gender-based violence	1,477,224	370,000	1,847,224
Impact on host communities			
Subtotal	6,619,812	945,000	7,564,812
<i>Basic needs and services</i>			
Health	2,750,181	1,660,000	4,410,181
Education	3,623,859		3,623,859
Basic domestic and hygiene items	275,735	1,100,000	1,375,735
HIV/ AIDS response	1,183,240	312,000	1,495,240
Services for groups with specific needs	1,295,380	270,000	1,565,380
Shelter and infrastructure	1,284,812	9,447,300	10,732,112
Sanitation	766,595	845,000	1,611,595
Water	974,121	1,145,000	2,119,121
Nutrition		520,000	520,000
Food security	1,063,974	97,273	1,161,247
Energy	150,409		150,409
Subtotal	13,368,304	15,396,573	28,764,878
<i>Community empowerment and self-management</i>			
Community self-management and equal representation			
Camp management and coordination		530,000	530,000
Self-reliance and livelihoods	4,742,277		4,742,277
Participatory assessment and community mobilization	956,979	158,352	1,115,331
Peaceful Co-Existence	293,302		293,302
Natural Resource & Environment	165,915		165,915
Subtotal	6,158,473	688,352	6,846,825

<i>Durable solutions</i>			
Integration	1,992,074		1,992,074
Resettlement	762,134		762,134
Solutions Strategy	901,272		901,272
Voluntary Return	6,020,300		6,020,300
Subtotal	9,675,780		9,675,780
<i>Leadership, coordination and partnerships</i>			
Partnership			
Public information		262,500	262,500
Donor relations	207,330		207,330
Camp management and coordination	95,915		95,915
Coordination and Partnerships	1,013,958		1,013,958
Emergency management	25,594		25,594
Subtotal	1,342,796	262,500	1,605,296
<i>Logistics and operations support</i>			
Logistics and supply	663,039	1,982,095	2,645,134
Programme management, coordination and support	2,683,571	3,400,438	6,084,009
Subtotal	3,346,610	5,382,533	8,729,143
<i>Headquarters and Regional Support</i>			
Cap. Skill Dev & Knowledge Mgn	345,751		345,751
Emrg Prep & Resp. Cap.	53,188		53,188
External Affairs	29,594		29,594
Fundraising, Rsrc Mobilization	32,465		32,465
Global Strategic Dir. & Mgmt.	216,782		216,782
Global Supply Management	146,782		146,782
Governance Bodies			-
ICT Management	127,970		127,970
Inter-agency & Strat. Relations	134,713		134,713
Media Relations & Public Affairs	217,435		217,435
Oversight	121,782		121,782
Performance Management	51,188		51,188
Protection Advice and Support	593,782		593,782
Resource Allocation & Fin Mgmt.	96,782		96,782
Security Management	102,376		102,376
Strategic HR. & Workforce Mgmt.	76,782		76,782
Technical advice and support	152,376		152,376
Subtotal	2,499,746		2,499,746
Total	50,398,657	25,267,458	75,666,117

* Includes 7 per cent support costs

Revised financial requirements for Mauritania 2012			
Objective	2012 ExCom approved budget (USD)	Total Additional requirements Pillar 1 (USD)	Total revised budget (USD)
<i>Fair protection processes and documentation</i>			
Access to asylum procedures	110,814		110,814
Reception conditions			-
Civil status documentation	96,531		96,531
Registration and profiling		193,489	193,489
Family reunification			
Level of individual documentation	196,647		196,647
Subtotal	403,992	193,489	597,481
<i>Favourable protection environment</i>			
Access to territory			-
National administrative framework			-
Cooperation with partners			-
Environmental protection			-
Prevention of displacement			-
Law and policy developed or strengthened	101,496		101,496
<i>Non-refoulement</i>			-
Subtotal	101,496	-	101,496
<i>Security from violence and exploitation</i>			
Access to legal remedies			-
Non-arbitrary detention			-
Community security management systems			-
Effects of armed conflict			-
Law enforcement			-
Protection of children	144,703		144,703
Gender-based violence			-
Protection from effects of armed conflict		386,980	386,980
Risk of GBV	123,733		123,733
Subtotal	268,436	386,980	655,416
<i>Basic needs and services</i>			
Health	196,062	257,986	454,048
Education	351,536		351,536
Basic domestic and hygiene items	68,641	1,203,508	1,272,149
HIV/ AIDS response			-
Services for groups with specific needs			-
Shelter and infrastructure	2,212,784	5,245,728	7,458,512
Sanitation	232,584	257,986	490,571
Water	577,005	257,986	834,991
Nutrition		1,199,639	1,199,639
Food security	73,254	-	73,254
Subtotal	3,711,866	8,422,834	12,134,700
<i>Community empowerment and self-management</i>			
Community self-management and equal representation			-
Community mobilization	33,004		33,004
Camp management and coordination		553,934	553,934
Self-reliance and livelihoods	662,009	-	662,009
Participatory assessment and community mobilization		128,994	128,994
Peaceful co-existence with local communities	40,019		40,019
Subtotal	735,032	682,928	1,417,960
<i>Durable solutions</i>			
Potential for voluntary return	1,143,667		1,143,667
Potential for resettlement	34,666		34,666
Potential for integration	85,640		85,640
Reintegration made more sustainable	441,416		441,416
Subtotal	1,705,389	-	1,705,389
<i>Leadership, coordination and partnerships</i>			
Partnership	106,541	97,519	204,060
Public information		19,349	19,349
Donor relations	118,027		118,027
Subtotal	224,568	116,868	341,436
<i>Logistics and operations support</i>			
Logistics and supply	240,977	528,228	769,205
Programme management, coordination and support	386,611		386,611
Subtotal	627,588	528,228	1,155,816
Total	7,778,366	10,331,328	18,109,694
* Includes 7 percent support costs			

As of 15th February 2012

