



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

**Title:** Commission decision financing humanitarian actions in the Greater Horn of Africa region for the most vulnerable populations directly or indirectly affected by events linked to the El Niño phenomenon from the 11<sup>th</sup> European Development Fund (EDF).

**Description:** Ensure an appropriate humanitarian response and resilience support for the most vulnerable populations in the Greater Horn of Africa region, directly or indirectly affected by events linked to the El Niño phenomenon

**Location of action:** The Greater Horn of Africa region<sup>1</sup>

**Amount of Decision:** EUR 78 000 000

**Decision reference number:** ECHO/-HF/EDF/2015/01000

### **Supporting document**

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

### **1.1 Situation and context**

Since March 2015, increasing evidence has pointed towards 2015 becoming a year when the El Niño weather conditions have a particularly strong impact on vulnerable populations around the globe. In the Greater Horn of Africa region, the humanitarian consequences of El Niño - particularly severe food insecurity - are now confirmed. This year's El Niño phenomenon is considered among the strongest since records began in the region.

The spring and summer rains have largely failed over wide parts of the Greater Horn of Africa, leading to situations of drought. Negative impacts on crop and livestock productivity, and therefore on food and nutrition security have already emerged in northern Ethiopia, northern Somalia and Djibouti. Due to the localised nature of the El Niño impact, both further drought and excessive rainfall can be expected in different parts of the same countries. Large-scale flooding has still to be experienced, but is expected before the end of the year in riverine and coastal areas, particularly in Somalia and Kenya.

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<sup>1</sup> For the purpose of this document, Greater Horn of Africa covers the following countries: Djibouti, Ethiopia, Eritrea, Somalia, Kenya, Sudan and Uganda. South Sudan is not included as it does not qualify for EDF funding.

Over 13 million people are currently food insecure in the Greater Horn of Africa region and the situation keeps worsening. The worst-hit country so far is Ethiopia, reporting an increase in the number of food insecure people from 2.9 million in January 2015 to 8.2 million in October.

However, the peak strength of this El Niño is expected between October 2015 and January 2016 and coincides with the short rainfall season in most countries in the region. By early and mid-2016, up to 3.5 million people are expected to be affected by floods and at least 22 million people will be food insecure<sup>2</sup>. The sharpest increase in food insecurity is foreseen in Ethiopia, where the number of food insecure people is expected to increase to at least 15 million by the end of the year, and in other countries of the GhoA where the agricultural and pastoralist annual cycles will be disrupted. In addition, many areas within Ethiopia, Sudan, Kenya and Somalia are prone to flooding, flash flooding and mud slides. Excessive rainfall could trigger outbreaks of waterborne and vector borne diseases. The risk of an increased burden on livestock because of disease outbreaks would also increase.

It is estimated that at least USD 450 million are required to ensure enough preparedness and response to the El Niño affected people in the region. This comes on top of the existing Humanitarian Response Plans in the region, which have a collective funding gap of around USD 2.8 billion<sup>3</sup>.

While no conclusive action has been taken at regional level so far, the government of Ethiopia is rolling out emergency actions both at national and local level and a disaster preparedness and response road map has been developed. In Somalia, the Humanitarian Country Team has developed an El Niño contingency plan, whilst the government's capacity to deliver services and provide disaster response remains very limited. In Kenya, the national contingency plan has been updated and the Kenyan Red Cross has the capacity to deliver the needed response. In Uganda, the government has issued a national El Niño preparedness and contingency plan. For Djibouti, no information on preparedness measures is available. In Sudan, some actors have started to plan a response, but the Food Security Cluster has adopted no contingency plan. Future activities should include strengthening of needs analysis, and preparation and response in food assistance / nutrition sectors during the most critical months of the lean season

Governments, international agencies and NGOs are racing against the clock to respond as well as further prepare for the consequences of the El Niño. Immediate life-saving activities in all sectors such as food, nutrition, health, water, sanitation and hygiene, non-food items as well as emergency shelter are to be given priority. Given the trend of continued increasing levels of food insecurity throughout the year and in early 2016, the early prepositioning and stockpiling of foods, drugs and non-food items is also key. Warnings need to trigger early actions if the international community does not want to be - once more following the 2011 drought - accused of being too late with assistance, allowing for avoidable suffering to continue before intervening.

## 1.2 Identified humanitarian needs

The hardest-hit drought areas in **Ethiopia** are currently the eastern Afar and southern Somali regions. Water supplies are also unusually low in central and eastern Oromo regions. Hundreds of thousands of livestock are reported dead and levels of severe acute malnutrition

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<sup>2</sup> OCHA 23 October 2015 report

<sup>3</sup> OCHA 23 October 2015 report

are well beyond emergency thresholds. Tens of thousands of people have been displaced in search of food, water, pasture and livelihood opportunities, and the number of affected people has already reached levels of the 2011 drought Alarming figures of 40 – 69% of Global Acute Malnutrition rates and 9-20% Severe Acute Malnutrition rates are already recorded in certain areas of Ethiopia. Information coming from seriously affected areas indicates that the mortality among children under the age of five is on the rise and aggravated by epidemics such as measles and sub-standard access to health. The government has already allocated USD 192 million and 220 000 metric tons of food to alleviate the ongoing crisis. Several donors, have mobilised additional funding to respond. However, the government-led Humanitarian Requirement Document remains almost 50% under-funded to the end of 2015, representing USD 301 million. The projected needs for the first quarter of 2016 are estimated at USD 260 million.

**Somalia** regularly faces recurrent droughts and floods in different areas of the country, causing widespread food insecurity – now further aggravated by El Niño. Out of an estimated population of 12 million, about 3.2 million people are in need of life saving and livelihoods' support. It is estimated that the drought conditions caused by the El Niño have affected more than 30 000 people so far. In addition, areas along river basins have already experienced heavy rains causing flash floods that have so far affected 55 000 people, of whom 18 000 have been displaced. Overall, 900 000 people countrywide are expected to be affected by the El Niño, and the Humanitarian Country Team has indicated that an initial USD 30 million are required to strengthen preparedness and immediate response until the end of 2015, with a further USD 35 million for potential full response.

Drier conditions are also affecting **Djibouti** and **Eritrea**.

In Djibouti, the total number of people affected is estimated to increase to 150 000 people of a total population of 800 000, by the end of 2015.

Whereas no official data is available for Eritrea, western lowlands and central highlands are the areas of Eritrea very likely to be affected by drought. However, in the case of Eritrea, funding will be made available only if independent needs assessment and implementation by the partners and unhindered monitoring of projects by partners and Commission humanitarian staff can be guaranteed. Should these conditions not be fulfilled, ECHO shall reorientate the foreseen funding to other countries of the Horn of Africa.

**Kenya** is likely to be the country in the Horn of Africa most heavily impacted by floods. OCHA estimates that some 2 million people are likely to be affected by floods and some 800 000 people displaced mainly in the western and coastal areas of the country. The Government-led Hunger Safety Net Programme (HSNP) is designed with a scalable component to address the additional needs of vulnerable families affected by new crises. It has been preventively activated for over 190 000 additional vulnerable families. The preparedness plan developed by the government is budgeted at €143 million. To date, county and national budgets have reportedly committed EUR 112 million, but funds have yet to be released. Consequently in most of the counties, the preparedness actions planned are yet to be operationalized and County authorities are appealing to UN agencies and NGOs for support.

In **Uganda**, more than 100 000 people are at risk of landslides in the Mount Elgon and Rwenzori sub-regions, of whom some 20 000 are expected to be displaced. An additional 350 000 individuals are expected to experience negative effects of El Niño. With its contingency plan covering 470 000 people, the government has budgeted EUR 12.2 million. This however excludes costs of recovery and reconstruction of damage and losses after El Niño.

In **Sudan** dry conditions from July caused delays in planting, with production in the rain-fed areas expected to be below average. According to estimates the total cultivated area is about 25% to 50% less than average, which negatively affects food availability and prices for the country as a whole. Despite improved rains in August and September, a meaningful recovery in crop and pastures conditions is unlikely. This will lead to deteriorating livestock body conditions, disruptions and changes to seasonal livestock migration patterns, and increase the risk of crop destruction by livestock and resource-based conflicts in eastern, central and western Sudan. It is reported that among pastoralists, distress sales of animals are beginning to take place, depriving households of their sole sustainable source of livelihood. FAO has launched an Appeal for US\$ 6 million to help the 125 000 most vulnerable farming and pastoralist families to survive drought.

Bearing in mind the direct effect the El Niño is having on the level of food insecurity of the most vulnerable populations of the Greater Horn of Africa region and the subsequent nutrition and health impact, it is important to note the correlation and high likelihood of also impacting the **forced displaced peoples** of the region. Currently, the region hosts around 2.4 million refugees and 6.6 million Internally Displaced Persons who are, at the least, also indirectly facing the consequences of El Niño<sup>4</sup>. The current crisis will also influence the stability of the region, with possible local conflicts emerging as a direct consequence of the food insecurity.

### 1.3 Risk assessment and possible constraints

**Restricted access**, due to insecurity, administrative requirements such as in Ethiopia, Somalia, Sudan and Kenya, or due to local difficulties and/or ethnic tensions, remains a major constraint in the region and affects both the deployment of personnel and the shipment of humanitarian goods.

**Security** remains a major problem for humanitarian operations. Particularly in Somalia, roadblocks and checkpoints hamper aid delivery. Al-Shabaab controlled areas lead to further displacement as people attempt to leave in order to access humanitarian assistance.

Preserving **humanitarian space** implies that the delivery of humanitarian assistance must be based on independently assessed and verified needs. It must be targeted to those in greatest need regardless of who they are, and delivered in an impartial, independent manner with no political conditionality in line with the humanitarian principles.

**Logistical challenges** such as severe weather (floods), long distances, or high costs of transportation are present but vary from one region to another.

Even though the Greater Horn of Africa is still benefitting from the presence of numerous implementing **partners and donors**, there is a clear decrease in the allocation of humanitarian funding to the region over the last couple of years, which can only have an impact on the ability of partners to implement sound humanitarian strategies.

Although efforts already made by the **region's governments** are in some cases, such as in Ethiopia, unprecedented in the country's history, there is a clear need for international donors to support these efforts.

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<sup>4</sup> These figures include South Sudan that is not eligible under the EDF decision

## 2 Proposed EU humanitarian aid response

### 2.1 Rationale

ECHO's response to the El Niño-triggered drought and/or floods in the Greater Horn of Africa has so far included increasing the appropriate envelopes of emergency response as far as possible within the 2015 Humanitarian Implementation Plans (HIPs). The 2016 HIPs for the different countries in the region identify the potential impact of El Niño on the humanitarian situation, already affected by conflict, natural disasters and food insecurity. However, the resources identified within the 2016 HIPs do not allow a significant response to the increasing foreseen impact of El Niño.

ECHO has been working closely with EU Delegations, Member States and humanitarian partners, to adapt humanitarian and development programmes for early disbursement and mobilisation of contingency budgets. Close monitoring of the food security situation is continuously undertaken in all affected countries. Coordination at headquarters level with Member States, main UN agencies and other donors has started and will take place regularly until the effects of El Niño subside.

However, considering the scale and complexity of the response, **additional funding is urgently required to:**

- **Scale-up the emergency response** in order to avoid a further deterioration of the situation (excess mortality), notably in terms of food, nutrition, WASH, health and shelter, including by improving early response mechanisms.
- **Enhance preparedness** for a steep increase of food insecurity and other potential humanitarian consequences, scaling up logistic capacity, pre-positioning and replenishment of supplies (pipeline breaks are to be expected for many core relief operations if additional funds are not mobilised rapidly).
- **Ensure integration of disaster risk reduction and resilience building** components in view of fostering long-term development solutions to the crisis.

ECHO interventions may include inter alia:

- Food distribution and prepositioning as well as cash-based transfers when appropriate
- Supplementary food for children and pregnant and lactating women
- Health screening and provision of necessary treatment for children
- Support to health structures for quality delivery
- Rehabilitation of water structures for safe drinking water
- Water trucking as a last resort
- Animal health care, animal feed provisioning
- Seed provision where appropriate, restocking of small ruminants
- Provision of shelter and NFIs

## 2.2 Objectives

Specific objective:

- To prevent excess mortality and morbidity among the population directly or indirectly affected by the events linked to the El Niño phenomenon in the Greater Horn of Africa by providing a coherent, life-saving, multi-sectoral response to the populations directly or indirectly affected by the the El Niño events while strengthening the resilience of the most vulnerable propulations.

## 2.3 Components

**Food assistance and livelihoods:** With poor access to food, food assistance is essential. While cash based programming should be strengthened when possible, international food procurement and mobilisation is strongly needed. Given that food procurement may take months to mobilise, stockpiling also needs to be taken into consideration and longer-term solutions based on livelihoods should be envisaged.

**Nutrition:** Because of high levels of malnutrition due to lack of food and poor access to safe drinking water, provision of supplementary food, complementing the food assistance, is immediately required. The number of children and pregnant and lactating mothers in need of nutritional support is increasing.

**Health:** Water consumption from contaminated streams, long distance travel to fetch water, concentration of large livestock herds, and flooding situations are all factors increasing the spread of disease. Funding of contingency plans for outbreaks and immediate upgrade of health services are required to keep the situation under control and to contain outbreaks.

**Water, sanitation and hygiene (WASH):** Water scarcity is a main reason for human and animal death in the context of a drought crisis. While water system rehabilitation should be prioritised when feasible, water-trucking and emergency water supply is also needed in certain areas. On top of waterborne diseases contributing to malnutrition, morbidity and mortality, below-standard sanitation and hygiene standards drastically increase the risk of disease outbreaks. Hygiene promotion needs to be increased.

**Shelter and Non-Food Items (NFIs):** The food insecurity, droughts and floods are forcing people to move and thus the provision of shelter and NFIs is essential.

**Disaster Risk Reduction:** Emergency preparedness and planning is of utmost importance to the overall response to this crisis, especially in light of limited resources. Further strengthening of the needs analysis and contingency planning is needed, especially in Sudan and Djibouti. Streamlining Disaster Risk Reduction measures will also allow increasing the resilience of individuals and local government and community based institutions alike.

**Protection:** special attention should be given to: the prevention and response to gender based violence, child and youth protection concerns including recruitment and family separation, violation of IHL, violence against the civilian population, access to those in need of assistance.

**Coordination, information management and advocacy:** Given the regional dimension of the crisis, the dramatic lack of funding, concerted efforts on coordination and advocacy need to be ensured at both national and regional levels. Systematic and timely needs assessments,

data collection, analysis, presentation and dissemination, are necessary to lead to enhanced humanitarian coordination and response.

**Safety and security:** the volatile and deteriorating operational environment for humanitarian actors calls for enhanced and coordinated safety and security awareness.

**Logistics:** Access restrictions due to the geography and remote location of some of the most vulnerable areas of the region pose considerable challenges. Robust logistics requirements are needed in particular for emergency food distribution and water supply in terms of transport, but also with regards to possible relocation measures.

## **2.4 Complementarity and coordination with other EU services, donors and institutions (see table 3 in annex)**

Several other EC/EU instruments are engaged through the EU Delegations in the Greater Horn of Africa in the framework of EDF funds, thematic programs, the Instrument Contributing to Peace and Stability and the newly created EU Trust Fund for Africa.

Increased interaction and coordination between and among humanitarian and development donors is crucial to identify the gaps, complementarities and synergies for a more coherent and integrated external aid assistance. Regular Donor meetings and task forces are organised to coordinate strategies and implementation in the field.

ECHO is also working in close link and coordination with the other donors active in the region where several informal and formal coordination platforms have been in place for a long time. ECHO is also a member of Humanitarian Country Teams in several countries of the region.

In Ethiopia , the Instrument contributing to Stability and Peace will fund an exceptional assistance measure "*Support to Early Recovery and Socio-Economic Stability of the Drought Affected Population in Ethiopia*" with EUR 18 million. The measure aims to stabilise severely drought affected communities in response to the current El Niño crisis. Short- to medium-term stabilisation is sought by helping the most severely affected communities to preserve and restore their productive capacity and resilience to shocks. Activities will focus on priority needs for early recovery and rehabilitation through Cash for Work schemes, provision of crop and forage seeds and planting materials for the up-coming 2016 planting season, rehabilitation/reconstruction of water supply schemes, restocking of small ruminants, and support for animal health services. The measure will be implemented directly through consortia of partner NGOs in areas most severely affected by the El Nino-induced drought as classified (hotspot woredas) by the Government of Ethiopia.

Complementarity (and coordination when necessary) will be sought with the joint DEVCO/ECHO resilience clusters in the affected regions under the so-called RESET programme (REsilience Building in Ethiopia).

## **2.5 Duration**

The duration for the implementation of the actions financed under this Decision shall run for 18 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/funding-evaluations/evaluations\\_en](http://ec.europa.eu/echo/funding-evaluations/evaluations_en)

### **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 17 of the Financial Regulation applicable to the 11<sup>th</sup> 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/partnerships/humanitarian-partners\\_en](http://ec.europa.eu/echo/partnerships/humanitarian-partners_en)

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 management.

For international organisations identified as potential partners for implementing the Decision, actions will be managed under direct or 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 prevent excess mortality and morbidity among the population directly or indirectly affected by the events linked to the El Niño phenomenon in the Greater Horn of Africa				
<b>Specific objectives</b>	<b>Allocated amount by specific objective (EUR)</b>	<b>Geographical area of operation</b>	<b>Activities</b>	<b>Potential partners</b>
To provide a coherent, life-saving, multi-sectoral response to the populations directly or indirectly affected by the the El Niño events while strengthening the resilience of the most vulnerable propulations	78 000 000	Greater Horn of Africa (includes Djibouti, Eritrea, Ethiopia, Kenya Somalia, Sudan and Uganda)	Food assistance and livelihoods/ Nutrition/ Health/ Water, sanitation and hygiene (WASH)/ Shelter and Non-Food Items (NFIs)/ Disaster Risk Reduction/ Protection/ Coordination, information management and advocacy/ Safety and security/logistics	All ECHO partners
<b>TOTAL</b>	78 000 000			



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

<b>Donors in Djibouti, Eritrea, Ethiopia, Kenya, Somalia, Sudan and Uganda over the last 12 months</b>			
<b>1. EU Member States (*)</b>		<b>2. European Commission</b>	
	EUR		EUR
Austria	250 000.00	ECHO	125 000 000.00
Denmark	11 090 837.57		
Finland	16 412 500.00		
France	1 300 000.00		
Germany	38 110 732.10		
Ireland	6 035 393.00		
Italy	9 061 000.00		
Luxembourg	969 375.54		
Netherlands	4 500 000.00		
Sweden	43 268 286.10		
United Kingdom	38 559 872.27		
<b>Subtotal</b>	169 557 996.58	<b>Subtotal</b>	125 000 000.00
<b>TOTAL</b>	294 557 996.58		

Date : 12/11/2015

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

Empty cells : no information or no contribution.

Annex 4 - Maps

