



Humanitarian Aid Decision 11th European Development Fund (EDF)

Title: Commission decision financing humanitarian actions in Central Africa from the 11th European Development Fund (EDF)

Description: Humanitarian assistance and resilience support for populations affected by events linked to the El Nino phenomenon

Location of action: Chad, Cameroon, Central African Republic

Amount of Decision: EUR 20 000 000

Decision reference number: ECHO/-CF/EDF/2015/01000

Supporting document

1 Humanitarian context, needs and risks

1.1 Situation and context

Cameroon, Chad and the Central African Republic (CAR) are prone to natural disasters such as floods and droughts, which are exacerbated by climate change. Prolonged dry spells and droughts have over time lead to significant crop losses and food crises, particularly severe in the Sahelian areas. In these countries, the El Nino phenomenon has recurrently created disruptions on an already narrow rainfall band that strictly determines the timing of farm operations.

For Chad, the model developed by the International Research Institute for Climate Prediction (IRI) shows that El Nino has been felt since 1972. Past episodes of El Nino (1972-1973, 1982-1983 1997-1998) had a significant impact on the local climate and severe negative consequences for agricultural production and food and nutrition security. In 2015, the months of April, May and June have had rainfall deficits which will surely affect negatively the crop production. Initial indications of the 2015 agricultural production are below the 5-year average (minus 10%). For a country with a vulnerability index of 3/3 that is simultaneously facing multiple refugee and internally displaced (IDPs) crises (the most recent in the sahelian Lake Chad area), failed harvests and soaring food prices are projected to bear heavy

consequences on the food security situation of local populations, with a potential impact also on political stability.

In Cameroon, advancing desertification and drought are reducing agricultural output over the years, weighing on global food security. For instance, drought linked to the 2007 El Niño led to a surge in food prices in 2008, generating social tensions. This phenomenon also put at risk essential economic sectors such as sugar, cotton (employing 1.2 million people) and cocoa industries. In the past El Niño furthermore provoked extreme weather events such as rains and floods, which exacerbated Cameroon's vulnerability to epidemic outbreaks, notably cholera (in 2010, 2011 and 2014, the northern regions of Cameroon experienced upsurges of cholera with high mortality rates). In northern Cameroon, which is located in the Sahelian belt and has the highest poverty rate in the country, past occurrences of El Niño led to increasing cereal deficits. The increase in temperatures in this area (between +0.2 and +0.4 according to UNDP, 2008) with a diminution of rainfalls have largely contributed to longer dry and lean seasons. Northern Cameroon is currently facing a refugee and IDP crisis due to attacks from the Islamic State in West Africa (ISWA), formerly known as Boko Haram. The latest World Food Programme (WFP) Emergency Food Security Assessment (EFSA) shows that 35.1% of families (1 household out of 5) is food insecure in this area.

In CAR, where the current political and security crisis is affecting the entire population of the country (4.6 million people, vulnerability index 3/3), global weather forecasts indicate a high probability of unusual hot/drier than normal climate moving southward in the upcoming months, due to the strong tendency for warmer and wetter conditions in neighboring countries (notably Chad and Cameroon). According to the latest information available (August, FAO/EC-JRC¹) a deficit of rain was observed during the month of June in the western and eastern parts of the country, which extended to northern areas as well over the month of July. In parallel, higher than average rainfalls were observed in central areas of the country. The tendency over May-July can be resumed as drier conditions on areas on the Chad-Cameroon belt and wetter conditions in central and eastern areas of CAR. The late start of the rainy season coupled with inadequate access to seeds and fields due to continued insecurity is expected to result in lower than average areas planted and thus lower than average harvest. Insecurity over the main supply routes is hampering imports. As a result, crop availability is expected to be insufficient to cover the population's consumption needs in 2016. Regions which have registered drier than usual conditions are among those with the highest levels of food insecurity. Any unusual meteorological trend or ad-hoc weather distortion caused by El Niño impacting on agricultural production will thus immediately and negatively impact the food and nutrition security and livelihoods of the most vulnerable populations in CAR.

1.2 Identified humanitarian needs

The population of Chad has experienced repeated food crises in recent years as a result of erratic climate patterns due to climate change. The Global Acute Malnutrition (GAM) rate is 12.4% in the Sahel belt, with six regions above the Severe Acute Malnutrition (SAM) emergency threshold (UNICEF SMART survey 2014). In 2015, according to the Cadre Harmonisé (CH)², 18% of the country's population (i.e. 2.4 million people) have been food insecure. The latest EFSA conducted by WFP in three regions of Chad has identified areas in the Kanem region bordering Lake Chad which have reached the dramatic rate of 70% food

¹ United Nations Food and Agriculture Organisation / European Commission Joint Research Centre

² Cadre Harmonisé analysis of March 2015 carried out by Ministry of Agriculture, SISAAP, CILSS. The classification is compatible with IPC (Integrated Food Security Phase Classification) v2.

insecurity. It is expected that the effects of El Nino will increase these numbers and intensify the severity of those already affected. Furthermore the closure of borders with Nigeria has disrupted local markets, with particularly negative effects on already vulnerable Sahelian regions. As poor households have to buy more than 87% of their food on the markets because of limited own production, further market inefficiency can only lead to a worsening of the food security and nutritional situation of the population. Other effects may possibly include social unrest and migration. The number of displaced people in Chad is approximately 500 000, with new influxes being continuously generated by the Boko Haram crisis. The newly displaced population is totally dependent on humanitarian assistance.

In Cameroon, nearly 80% of the population in the Far North is either poor or very poor, with limited access to basic services and essential food commodities. Chronic undernutrition among children under five has been alarming since 2013. In 2014-15, insecurity has further compounded the humanitarian consequences of structural weaknesses, leading to a deterioration in the nutritional status of children. The SMART-survey conducted in October 2015 shows that the Global Acute Malnutrition (GAM) rate (11.7%) approaches the emergency threshold (15%), and the Severe Acute Malnutrition (SAM) rate (2.2%) has already exceeded the emergency threshold (2%). This indicates that a much larger share of children has been exposed to poor caring practices, lack of hygiene, and other deprivation. The situation in the Far North could deteriorate further in the coming months due to insecurity, poor harvests and increased pressures caused by population displacement. Estimates of acute undernutrition in the Adamaoua region has also drastically increased over the past year, and the situation could continue to deteriorate in the absence of an adequate response. According to the results of the EFSA conducted by WFP in September 2015, 1.2 million people are food insecure in the Far North region of Cameroon, 4.3% of whom severely food insecure. This situation, caused by a prolonged lean season due to unfavorable rainfalls, is deteriorating as a consequence of the Boko Haram crisis.

In CAR, where the entire population is considered affected by the ongoing humanitarian crisis, 2.7 million people are estimated to be extremely vulnerable and requiring humanitarian assistance. 75% of the population relies on agriculture for food and income. The crisis has severely affected households' livelihood strategies and coping mechanisms. Crop production, although showing a modest improvement, is still 58% lower than the pre-crisis average and keeps being affected by insecurity, which limits access to fields³. Overall according to the latest IPC (April 2015), 1 280 000 people are in need of food assistance, 7% of the total population is in IPC phase 4 (347 756 people) and an estimated 15% in phase 3 (760 238). Widespread insecurity and conflict have impacted on transhumance trends and pastoralist livelihoods, increasing conflict potential with farmer communities. The effects of El Nino, compounding the consequences of existing security constraints, massive population displacement and major logistic hindrances, will further hamper local agricultural production, ultimately resulting in even higher needs for food assistance and livelihood support for the affected populations.

1.3 Risk assessment and possible constraints

None of the three countries experiences outright denial of access. However, security and logistic constraints do hamper access, notably the rainy season and poor road conditions may render the provision of assistance more difficult, especially in remote areas.

³ GIEWS Country Brief, June 2015 - <http://www.fao.org/giews/countrybrief/country.jsp?code=CAF>

In Chad, there is an adequate number of international NGOs and UN agencies with sufficient absorption and delivery capacity. Locally, due to the deteriorating security in the Lake Chad area, the implementation of actions might be hampered, temporarily shifted to remote control mode or entrusted to local NGOs.

In Cameroon, limited resources available to face high chronic vulnerabilities, in a context of weak national/local capacities, represent a major challenge. Insecurity has caused the shrinking of the humanitarian space in the Far North region. Presence and capacity of humanitarian actors remains limited. Recently, security constraints have pushed some of them to adopt forms of remote project management.

In CAR, recent episodes of renewed violence demonstrate the extremely challenging operating environment. Security continues to be unpredictable - mainly on the axes, which implies important logistic constraints - criminality is widespread, humanitarian access is limited, and the protection situation is dramatic. In this extremely volatile context, the possibility to see new outbreaks of violence is high. Limited resources available to face high chronic vulnerabilities, in a context of weak national/local capacities, represent a major challenge.

In order to improve and foster a broader and regional coverage by humanitarian and development actors, DG ECHO contributes to the implementation of UNHAS operations in the three countries.

2 Proposed EU humanitarian aid response

2.1 Rationale

Chad is characterised by deep chronic poverty and structural underdevelopment; the Sahelian region is particularly vulnerable to weather-induced food insecurity. Livelihoods are agro-based or nomadic and dependent on cattle herds, which makes them extremely sensitive to climatic variations. Repetitive droughts erode the ability of local communities to fully recover from subsequent bad seasons, and the irregular rain pattern unables them to plan for harvest or find decent grazing land. The refugee influx is further increasing the fragility and vulnerability of populations to subsequent hazards, plunging them in a negative spiral. Prevailing socio-economic effects of the Boko Haram crisis in the Lake Chad basin and adjacent regions hinder exchange-based coping strategies. Linking humanitarian response with transition activities will be the cornerstone of the EU response to alleviate immediate suffering of the most affected populations and build their resilience. Activities will be focusing on humanitarian assistance to address food and nutrition insecurity and improved access to basic services. Specific resilience-building activities in the form of livelihood support and Disaster Risk Reduction (DRR) will be included.

In Cameroon, early season dryness in April and May 2015 has caused a delay in planting operations and negatively impacted on crop establishment. Average to above-average rainfall in the following months reduced moisture deficits; however, as of September, remote sensing analysis still indicated below-average vegetation conditions. In addition, in the Far North region, insecurity has severely disrupted agricultural activities and caused a reduction in the planted area. According to the EFSA carried out by WFP in June 2015, 60% of farmers in the region indicated major land access constraints on account of insecurity. To save the lives and protect the livelihoods of vulnerable populations exposed to natural hazards (notably droughts, floods and epidemics), suitable and viable preparedness measures, rapid response

mechanisms and early warning systems are needed. Hence, resilience-building is a key concern in this region, where very few resources are invested in DRR by national and local authorities. Increased food and nutrition needs in the Far North, North and Adamaoua regions will be addressed through timely and time-bound emergency response aimed to contain mortality, morbidity and malnutrition rates below emergency thresholds and support appropriate preparedness and prevention measures, in keeping with the objectives of DG ECHO's Sahel Plan⁴. Food and nutrition interventions will target the most vulnerable households and the individuals most at risk of undernutrition (children, pregnant and lactating mothers - PLW).

In CAR, the acute needs of resident and internally displaced populations will be addressed in the identified priority sectors, i.e. food assistance including market-based interventions and support to livelihoods, as appropriate; access to water and sanitation and to basic services will be supported as relevant. The intervention strategy will look at DRR mainstreaming where feasible. The response will be adjusted to the evolving needs, in a transition perspective and full coordination with the activities financed by the EUTF5 for CAR.

In all countries, emergency humanitarian consequences that arise from longer-term problems such as pressure on natural resources or socio-economic development, will be addressed on a transitional basis, where appropriate, in full coordination and complementarity with planned interventions by other instruments (EDF, IcSP6, EUTF CAR, EUTF Africa or other).

2.2 Objectives

- Principal objective:

— To improve the humanitarian situation of vulnerable people affected by events linked to the El Nino phenomenon in Chad, Cameroon and Central African Republic

- Specific objective:

— To cope with the immediate humanitarian consequences of El Nino, while strengthening the resilience of the most vulnerable populations

⁴ http://ec.europa.eu/echo/files/funding/decisions/2015/HIPs/west_africa_en.pdf

⁵ European Union Trust Fund (EUTF)

⁶ European Union Instrument contributing to Stability and Peace (IcSP)

2.3 Components

- Food assistance and livelihood support: applying the most adequate transfer modality for the specific context (e.g. in-kind, unconditional cash, conditional cash, vouchers, food for assets), basic agricultural inputs and techniques (including for instance resistant plants, fight against the proliferation of invasive plants), protection of livestock, income-generation activities
- Nutrition: prevention and treatment of severe acute malnutrition: e.g. provision of specific nutrition products, support to Community-based Management of Acute Malnutrition, nutrition surveys, promotion of nutrition education, promotion of infant and young child best feeding practices, improvement of food storage
- Water and sanitation: e.g. access to and transport of water, hygiene practices, improvement of basic sanitation facilities
- Disaster risk reduction: e.g. early warning systems, small-scale mitigation works (for instance grains storage, drought/flood protection techniques), increasing community preparedness

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

In Chad, donor coordination remains complex, all the more so since key players (USAID⁷, SIDA⁸) are not based in the country. The Strategic Response Plan (SRP) was 30% financed at mid-year (USD 572 000 000). Over the past 5 years, humanitarian appeals have been 55% funded, compared with 80% over the previous five years. In 2016, ECHO collaboration with DFID will be further strengthened. An LRRD strategy for nutrition and food security will be developed through joint humanitarian/development programming under the 11th EDF National Indicative Programme. Humanitarian and development interventions in nutrition sensitive activities (WASH, food security, Behaviour Change Communication) will also be coordinated.

In Cameroon, donor presence has increased in 2015. BPRM⁹ stepped up funding through NGOs in addition to its annual allowance to UNHCR. DFID START program aims at implementing long-term responses to the refugee crisis. DG ECHO collaboration with DFID in Cameroon will be further strengthened in 2016. France and German bilateral cooperation support UNHCR and UNICEF respectively. Action under the 11th EDF under preparation will be partly targeting the improvement of nutritional status and food security of vulnerable populations. Two IcSP measures target the situation in the Far North by improving the resilience of local communities. In 2016, complementarity and coordination between humanitarian and longer-term interventions financed by the European Union Trust Fund (EUTF) for stability in West Africa/Sahel and Lake Chad basin will also be sought in Chad and Cameroon.

In CAR, the EU remains committed to comprehensively address the crisis in all its dimensions, in full coordination with other actors. In 2014 alone, EUR 130 million have been

⁷ United States Agency for International Development (USAID)

⁸ The Swedish International Development Cooperation Agency (SIDA)

⁹ United States Bureau of Population, Refugees, and Migration (BPRM)

allocated to the CAR crisis and an additional EUR 119 million have been engaged through the 11th EDF. The IcSP complemented these with another EUR 20 million for reconciliation activities. In line with the LRRD approach, the EU Trust Fund Bekou committed EUR 108 million towards health, food security, gender, economic recovery and urban rehabilitation. As of November 2015, USD 286 million were allocated to humanitarian programming according to OCHA's FTS, covering only 47% of the SRP estimated needs. Besides the EU, the UK and the US are the main bilateral humanitarian donors to the CAR. The CERF and CHF remain important UN-managed instruments for humanitarian financing in 2015.

(See table 3 in annex)

2.5 Duration

The duration 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/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 17 of the Financial Regulation applicable to the 11th 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

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)

Principal objective: To improve the humanitarian situation of vulnerable people affected by events linked to the El Nino phenomenon in Chad, Cameroon and Central African Republic				
Specific objectives	Allocated amount by specific objective (EUR)	Geographical area of operation	Activities	Potential partners¹⁰
To cope with the immediate humanitarian consequences of El Nino, while strengthening the resilience of the most vulnerable populations	20,000,000	Chad (EUR 12,000,000) Cameroon (EUR 5,000,000) CAR (EUR 3,000,000)	Food assistance and livelihood support, nutrition, Water and sanitation, Disaster Risk Reduction	<u>Direct management</u> - All NGO partners <u>Indirect management</u> - ICRC-CICR - IOM - UNHCR - UNICEF - WFP-PAM - FAO
Contingency reserve	0			
TOTAL	20,000,000			

¹⁰ List of ECHO partners: http://ec.europa.eu/echo/files/partners/humanitarian_aid/fpa_partners.pdf

Annex 2 - List of previous EU/Commission humanitarian aid decisions

List of previous EU/Commission humanitarian aid decisions operations in CHAD				
Decision Number	Decision Type	2014 EUR	2015 EUR	2016 EUR
ECHO/DRF/BUD/2014/92000*	HIP Small scale	200 000		
ECHO/DRF/BUD/2014/93000*	HIP Epidemics	250 000		
ECHO/TCD/BUD/2014/91000	HIP Chad	31 500 000		
ECHO/TCD/EDF/2014/01000	Ad hoc	10 000 000		
ECHO/-WF/BUD/2014/91000*	HIP WA	170 000		
ECHO/-AF/EDF/2015/01000*	Ad hoc		1 500 000	
ECHO/-AF/BUD/2015/92000*	HIP CCC		34 803 460	
ECHO/TCD/EDF/2015/01000	Ad hoc		6 500 000	
ECHO/DRF/BUD/2015/91000*	HIP Emergency toolbox		800 000	
	Subtotal	42 120 000	43 603 460	
	TOTAL		85 723 460	

Date : 07/11/2011

Source : HOPE

(*) decisions with more than one country

List of previous EU/Commission humanitarian aid decisions operations in CAMEROON				
Decision Number	Decision Type	2014 EUR	2015 EUR	2016 EUR
ECHO/-CF/EDF/2014/01000*	Ad hoc	6 000 000		
ECHO/CHD/BUD/2014/91000*	HIP Children of Peace	500 000		
ECHO/CMR/BUD/2014/91000	HIP Cameroon	3 000 000		
ECHO/DRF/BUD/2014/91000*	HIP DREF	120 000		
ECHO/-AF/BUD/2015/92000*	HIP CCC		8 000 000	
ECHO/CHD/BUD/2015/91000*	HIP Children of Peace		700 000	
ECHO/-AF/EDF/2015/01000*	Ad hoc		6 000 000	
	Subtotal	9 620 000	14 700 000	
	TOTAL		24 320 000	

Date : 07/11/2011

Source : HOPE

(*) decisions with more than one country

List of previous EU/Commission humanitarian aid decisions operations in CAR

		2014	2015	2016
Decision Number	Decision Type	EUR	EUR	EUR
ECHO/CAF/BUD/2014/91000	HIP CAR	22 500 000		
ECHO/CHD/BUD/2014/91000*	HIP Children of Peace	600 000		
ECHO/-CF/EDF/2014/01000	Ad hoc	10 000 000		
ECHO/-AF/BUD/2015/92000*	HIP CCC		23 000 000	
Subtotal		33 100 000	23 000 000	
TOTAL		56 100 000		

Date : 07/11/2011
Source : HOPE

(*) decisions with more than one country

Annex 3 - Overview table of the humanitarian donor contributions

Donors in Cameroon over the last 12 months			
1. EU Member States (*)		2. European Commission	
	EUR		EUR
Belgium		DG ECHO	14 700 000
Czech Republic			
Denmark	153 346,92		
Finland			
France	1 700 000		
Germany			
Ireland	310 000		
Italy	350 000		
Luxembourg			
Netherlands			
Spain			
Sweden	1 117 288,68		
United Kingdom	9 779 619,03		
Subtotal	13 410 254, 63	Subtotal	14 700 000
TOTAL	13 424 954, 63		

Date : 07/11/2011
(* Source : EDRIS. <https://webgate.ec.europa.eu/hac>
Empty cells : no information or no contribution.

Donors in Chad over the last 12 months			
1. EU Member States (*)		2. European Commission	
	EUR		EUR
Belgium	400 000	DG ECHO	43 603 460
Czech Republic			
Denmark	767 394,77		
Finland	400 000		
France	1 450 000		
Germany	4 000 000		
Ireland			
Italy			
Luxembourg	100 000		
Netherlands			
Spain			
Sweden	7 179 208,74		
United Kingdom			
Subtotal	57.900.063,51	Subtotal	43 603 460
TOTAL	101 503 523,51		

Date : 07/11/2011

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

Empty cells : no information or no contribution.

Donors in Central African Republic over the last 12 months			
1. EU Member States (*)		2. European Commission	
	EUR		EUR
Belgium	7 645 000	DG ECHO	23 000 000
Czech Republic	72 688		
Denmark	4 586 411		
Finland	3 100 000		
France	4 077 818		
Germany	5 500 000		
Ireland	4 337 222		
Italy	3 700 000		
Luxembourg	2 150 000		
Netherland	9 938 796		
Sweden	10 283 927		
United Kingdom	18 137 830		
Subtotal	73 629 692	Subtotal	23 000 000
TOTAL	96 629 692		

Date 04/11/2015

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

Empty cells : no information or no contribution.

Annex 4 – Maps

