

HUMANITARIAN IMPLEMENTATION PLAN (HIP) 2014**HORN OF AFRICA¹**

The activities proposed hereafter are still subject to the adoption of the financing decision ECHO/WWD/ BUD/2014/01000

AMOUNT: EUR 84 000 000

1. CONTEXT

The displacement crisis in the region is both acute and protracted. As a direct consequence of two decades of instability, about 1.3 million **refugees**, mainly from Somalia but also from Sudan, South Sudan and Eritrea, have fled the consequences of recurrent droughts coupled with **clashes and armed conflict** to find refuge in neighbouring countries particularly in Ethiopia and Kenya. In addition, almost 1.5 million people are **internally displaced** in Somalia and Ethiopia.

The region is also regularly exposed to **natural disasters** such as droughts, floods, landslides, epidemics outbreaks such as Acute Watery Diarrhoea, Malaria, Meningitis, Measles (and Ebola haemorrhagic fever in Uganda) as well as diseases affecting livestock. In 2013 the region has been affected by yellow fever and a worrying polio outbreak, setting back global eradication efforts.

Since the 2010-2011 severe **food and nutrition crisis** in the region, which led to the declaration of famine in Somalia², the overall food security situation has improved as a result of sufficient rainfall, decent harvests and significant international assistance. However, unprecedented levels of vulnerability, especially in the arid and semi-arid lands, slowing down the recovery and recurrent droughts coupled with still unaddressed structural development challenges and conflicts have undermined the effects of long term development.

Recurrent shocks coupled with still unaddressed structural development challenges and conflicts have many negative consequences such as internal population displacements, destruction of livelihood assets, erosion of coping mechanisms, extreme poverty, food insecurity and under-nutrition, occasionally resulting in violence.

Therefore, **building the resilience**³ of vulnerable communities in the Horn of Africa to inevitable future shocks is of paramount importance. It is in line with the commitments taken through the EU Communication on Resilience⁴, which aims at tackling the underlying key risks and address the structural causes of vulnerability and with the SHARE initiative (Supporting Horn of Africa Resilience).

ECHO's Integrated Analysis Framework for 2013-2014 identified high humanitarian needs in Kenya, Ethiopia, Somalia and Djibouti. The vulnerability of the population

¹ Horn of Africa for this HIP covers: Eritrea, Ethiopia, Djibouti, Kenya, Somalia and Uganda.

² With 258 000 excess deaths in Somalia, according to the FSNAU and FEWSNET study released in May 2013

³ Resilience is the ability of an individual, a household, a community, a country or a region to withstand, to adapt, and to quickly recover from stresses and shocks.

⁴ Communication COM (2012) 586 "The EU approach to resilience: learning from food security crises"

affected by the crises is assessed to be very high in most of the targeted groups. The total population of the four countries where ECHO is mainly involved stands at 133.1 million, out of which about 8.5 million are in need of humanitarian assistance: 3.5 million in Ethiopia, 1.6 million in Kenya, 3.7 million in Somalia and over 125 000 in Djibouti. Out of a total of 187 countries in the Human Development Index⁵, Kenya ranks 145, Djibouti 164, Eritrea 181, Ethiopia 173 and Uganda 161. There is no existing data for Somalia.

2. HUMANITARIAN NEEDS

1) Affected people/ potential beneficiaries:

The Horn of Africa populations are affected by both **man-made** and **natural disasters** including **epidemics**.

In view of these vulnerabilities, the **main sub-categories** of affected people and therefore potential beneficiaries are:

Displaced populations

▪ Refugees

Kenya is hosting more than **574 000** refugees⁶ mainly from Somalia (495 000). Around 402 000 Somali refugees are living in the Dadaab camps in North-Eastern Kenya. Kakuma camp, Northern Kenya, hosts 122 000 refugees both from Somalia (around 82 000) and 40 000 South Sudanese, overstretching its capacity of 100 000 people. A significant number of urban refugees is also part of the overall caseload.

Ethiopia is host to a population of more than **423 000**⁷ refugees composed of mainly Somalis (242 000), Eritreans (77 000), South Sudanese (67 000) and Sudanese (32 000). Most refugees live in 18 camps located in five different regions (Tigray (4), Afar (2), Somali (8), Gambella (1) and Benishangul Gumuz (3)). The high proportion of unaccompanied minors who arrive as refugees from Eritrea (and often continue via Sudan through Egypt towards the Middle East) is a particular high priority problem in need of solid action. In view of the continue influx of refugees, it is expected that before the end of the year 2013 two or three additional camps will have to be opened.

In Djibouti, a total 22 234 refugees, the large majority of Somali origin, are currently registered.

Since January 2012, some 66 000 civilians from North Kivu (Democratic Republic of Congo) have fled to **Uganda**. **170 000** Congolese refugees in total are now registered in this country.

Due to pervasive instability in the region, the possibility of a new influx of refugees into the host countries in 2014 must be taken into consideration.

⁵ UNDP, HDI report 2013

⁶ UNHCR (The United Nations High Commissioner for Refugees-, July 2013 following verification process both in Dadaab and Kakuma, <http://data.unhcr.org/horn-of-africa/country.php?id=110>

⁷ UNHCR Refugee update 7/10/2013.

- **Internally Displaced Persons (IDPs)**

More than **1.1 million** people are displaced within the national borders of **Somalia**, with one third having sought refuge in the capital Mogadishu. This caseload represents 72% of people in acute livelihood and food crisis in Somalia. Population movements within South Somalia remain fluid, with small-scale new displacements and returns reported every month. In Mogadishu, IDPs living on private and public land remain at continuous risk of eviction the federal government's relocation plan, which depends on the provision of security and secure land use, remains a basis for dialogue but has not been implemented. **Somaliland and Puntland** host a large IDPs' caseload made of a mixture of protracted and recent IDPs, including pastoralist drop-out herders from the 2011 severe food crisis.

In **Ethiopia**, while figures remain uncertain, IOM⁸ recently estimated at **366 000** the number of internally displaced persons. Main causes of acute displacement are local conflicts and natural disasters (floods and landslides).

The needs of refugees and IDPs living in **protracted** situations are specific and go beyond the traditional basic humanitarian needs (food, water, shelter, health and nutrition, protection). Conditions in refugee camps/IDPs' settlements are frequently characterised by overcrowding and lack of social, livelihood and educational opportunities. In addition, the **urban** displaced people (both refugees and IDPs) fate raises specific protection issues such as documentation, registration, status determination in link with freedom of movement and social safety nets and benefits.

In line with the *do no harm approach*, **host communities** need to be systematically taken into account.

- **Returnees**

Kenya has recently shown a strong willingness to see the Somali refugees returning to their country of origin. This could lead to supplementary needs to accompany the process and potential supplementary needs in the country of origin.

While figures remain uncertain, more than **23 000** Somalis are currently reported to have returned from Kenya and to a much lesser extent from Ethiopia into **Somalia** in the first half of 2013. Nonetheless, security, basic services provision and state institutions in main areas of return, principally Lower and Middle Juba and Mogadishu, remain fragile and insufficient to absorb large-scale uncoordinated returns. There is a great risk that people would not be able to return to their place of origin and therefore face a secondary displacement in Somalia, becoming IDPs in their own country. Mass, uncoordinated returns could have a highly destabilising effect and would be unsustainable. Security, protection and land rights at the place of return or relocation are key factors to be considered.

⁸ International Organization for Migration

Food insecure / under-nourished people

The Horn of Africa is predominantly an agro-pastoral region. As the vast majority of agriculture and pasture are dependent on rain, precipitation plays a pivotal role in the region's welfare. The concept of pastoralism, as a result of under development, demographic pressure, cattle rustling, commercialisation, localised conflicts and repeated droughts, is changing with around half of the population in arid lands having dropped out of their traditional pastoral livelihood and herds concentrating more around the richer social classes. This population has mainly settled in urban and semi-urban areas often with limited opportunity to start new livelihoods. In addition to these ex-pastoralists are those that have not yet 'dropped-out', but have few livestock holdings and are highly vulnerable to drought.

In **Djibouti**, food insecurity has improved but persists in all rural pastoral areas. The estimated total of persons in need of humanitarian assistance in the country is around **125 000** people including the more than 22 000 refugees.

In **Kenya**, whilst the humanitarian situation of Kenyans in the Arid Lands has overall improved following three consecutive good rainy seasons, **1.1 million** people are still food insecure in these areas where acute malnutrition rates have historically been high.

In **Ethiopia**⁹, food insecurity is widespread and rates of acute malnutrition are often above the international thresholds that define an emergency. A total of **2.5 million** people were estimated to be in need of humanitarian food assistance for the first half of 2013 and **2.7 million**¹⁰ for the second half, in addition to people that are covered by the PSNP¹¹ and who will also need food assistance. Areas of the country still in critical need of humanitarian food assistance are currently part of North and East Afar, Eastern Amhara, South Eastern Tigray, West and East Haraghe, and Bale zones. SNNPR, Somali and Oromia regions remain stable but still of concern.

In **Somalia**, **870 000** people are expected to remain acutely food insecure and in need of humanitarian assistance through 2014. 206 000 children under five are acutely malnourished, with 40,950 children severely malnourished and at risk of dying without treatment. In addition, **2.3 million** people are at risk of sliding back into crisis in absence of adequate assistance¹². The nutritional situation has remained in a critical phase in many parts of the country and this situation could quickly deteriorate if one of the main coping strategies and factors of resilience namely transfer of remittances from the Somali diaspora, was not available.

⁹ In both Ethiopia and Kenya, these figures do not take into account the refugee population who is also in need of food assistance.

¹⁰ Humanitarian Requirements Document (HRD) in August 2013, launched by the Government of Ethiopia

¹¹ Safety net programme – Productive Safety Net Programme

¹² FSNAU/Fewsnet Sept. 2013

In Uganda, acute food insecurity is increasing among poor and very poor households in agro-pastoral and pastoral zones in Karamoja during the peak of the lean period.

In Eritrea, due to access restrictions by the authorities, no data are available. However, it is estimated that the country produces only 60% of the food it needs and markets do not seem to be working properly. The two factors imply that a significant part of the population may be in need of food assistance.

2) Description of the most acute humanitarian needs (by sector)

The main needs identified by sector are:

Protection: Refugees, displaced population and returnees require special consideration in terms of protection throughout the region. In light of the pressure in favour of refugee and IDP returns as well as the relocation of IDPs, the voluntary and informed nature of any returns must be ensured. High incidence of sexual and gender based violence is reported among resident and displaced populations. Female and children-headed households are at particular risk of exploitation.

In Somalia, the civilian population continues to pay a high price for the ongoing warfare. Moreover, the unmediated access of those in needs to the assistance they require is constantly under threat, leading to a loss of dignity and potential protection abuses. In addition, in **Ethiopia**, the consequences of localised conflicts, as is the case in Central Ogaden and the North of Kenya/South of Ethiopia border area, also need special attention in terms of protection.

Camp coordination and management: The displacement of people as a result of conflicts, insecurity and climatic shocks is a regular occurrence. Most of the refugees are seeking refuge in camps, which results in a continued need to support camp coordination and management. Around 96% of the refugee population in Ethiopia live in camps and 90% in Kenya.

Shelter and NFIs: For refugees in camps or IDPs in settlements, the provision of shelters and Non-Food-Items (NFIs) is essential. The type of shelter assistance varies according to circumstances and conditions of the crises; those newly displaced may require immediate emergency shelter, whilst those remaining in displacement and those returning may require more significant support.

Food Security & Livelihoods: Cumulated stress on the livelihoods of vulnerable populations has sharply eroded the households' economic security. The food insecurity of most vulnerable communities is mainly caused by insufficient means to access food, animal disease outbreaks, displacement, insufficient social safety nets or a lack of food availability on some local markets. Despite increased coverage provided by safety net systems in **Ethiopia** and **Kenya** there is still a need for sustained relief food assistance and for a further transition to capture structurally food insecure households by safety nets. This has to be combined with increased asset protection and livelihood support considering household food and livelihood needs. The vulnerability of crisis-affected urban or urbanised populations must be taken into consideration within food security/livelihoods support

Nutrition: In the Horn of Africa, nutrition surveys have shown a general improvement of the situation compared to 2011, however, even without external shocks, malnutrition

rates in many places remain around emergency thresholds. There is a clear need to ensure that levels of moderate and severe acute under nutrition and micronutrient deficiencies are reduced through timely and well-coordinated humanitarian response focusing on both direct food and nutrition interventions and nutrition sensitive actions that help build the resilience of disaster affected communities. Integrated approaches, encompassing both WASH and health dimensions, should also be put in place. In this context, long-term interventions to address underlying structural causes of poverty should be carried out by development actors.

Health: In disasters' affected areas, the health systems are generally below international standards including for nutritional surveillance as well as for Mother and Child Healthcare. Moreover the region is prone to many epidemic outbreaks (such as Acute Watery Diarrhoea/ cholera, polio, yellow fever, meningitis, measles, and malaria). Additionally, the continued armed conflict in Somalia results in sustained demand for treatment of patients with weapon wounds and other traumas.

Water, sanitation and hygiene (WASH): Availability and access to safe water for drinking, hygiene and livestock is a major challenge in the arid and semi-arid lands and in IDP & refugee camps and settlements. Inadequate practices and lack of clean water have been identified as being one of the underlying causes of high mortality rates but also malnutrition rates. Access to water can also be a source of conflict between communities. There is need to improve the sanitation environment, to strengthen effective cholera alert and response mechanisms and to promote better hygiene among populations at risk.

Disaster Risk Reduction/Resilience: The 2011 drought showed that the overall level of preparedness of the communities, as well as of national & local institutions is not sufficient to cope with repeated shocks. Local coping mechanisms are being eroded and community resilience needs to be strengthened. Vulnerability analysis and early warning systems need to be improved and linked to the national and regional preparedness and response mechanisms and contingency plans. National stakeholders and their development partners need to be engaged to address the identified needs. Among all humanitarian and development actors, a better understanding, common analysis and clear vision is needed for these dry land communities. The same applies at regional level where improved coordination and documenting of best practices should now be implemented.

It remains imperative to ensure that disaster risk reduction and disaster preparedness are scaled-up and mainstreamed into humanitarian response and within the development agenda, increasing beneficiaries' resilience to future disasters.

Coordination and advocacy: Given the nature of the protracted complex emergencies, the recurrent natural disasters affecting the Horn of Africa and shrinking humanitarian space, concerted efforts on coordination and advocacy on principled actions need to be ensured. Systematic and timely needs assessments, data collection, analysis, presentation and dissemination, are necessary to lead to enhanced humanitarian coordination. Coordination and advocacy are particularly important for refugees in view of a potential voluntary repatriation when conditions will be conducive in Somalia and the need to find self-reliance solutions for those who cannot return. The same applies to IDPs.

Safety and security: the volatile and deteriorating operational environment for humanitarian actors calls for enhanced and coordinated safety and security awareness. This remains a pre-condition in order to operate in countries or regions classified as high risk.

Logistics: Humanitarian needs are dispersed across the region/countries, with often very-difficult to access areas due to geographical remoteness or insecurity. Such situations require reinforced support in terms of logistics and communications.

3. HUMANITARIAN RESPONSE

In the current situation, direct humanitarian assistance to vulnerable populations in **Somalia, Ethiopia, Kenya** and **Djibouti** has to be reinforced, emphasising emergency preparedness and response capacity within a Disaster Risk Reduction (DRR) approach, linking to medium and long term support to strengthen the population's resilience in the region. Greater investment needs to be made in preparedness to reduce the impact of recurrent droughts, floods, epidemic outbreaks and displacement or returns situations, and ensure timely response to early warning triggers.

Further work is needed to link with development efforts to build the longer term resilience of communities and longer term solutions for the displaced populations. Emphasis has to be placed on building capacities and reducing vulnerabilities to allow countries and communities to reduce risk and recover from recurrent shocks. Due to limited access and humanitarian space in **Eritrea**, providing direct humanitarian assistance remains a challenge in this country. DG ECHO will continue to monitor the situation and will be prepared to fund operations if needed provided there are possibilities for independent needs assessments and monitoring of humanitarian projects.

In **Uganda**, response to the Congolese refugee crisis will be tackled through the Regional Democratic Republic of Congo and refugees of the Great lakes HIP.

1) National / local response and involvement

The existing institutional response mechanisms at national and regional level have not been able to fully address the crises situations over the last years or the recovery needs and have not yet been able to significantly upgrade the resilience of affected communities.

In **Djibouti**, the overall local response is limited and has to be significantly complemented by external support to address all identified humanitarian needs.

In **Ethiopia**, the Productive Safety Net Programme (PSNP) provides a predictable mechanism to organise transfers in the form of food or cash to approximately 6 million chronically food insecure people mostly in return for participation to public works. It is largely carried out by the Government and mostly financed and supported by international donors. The Risk Financing Mechanism is a recent addition to the safety net, which allows its scaling-up in times of acute crises. The DRMFSS¹³ is also at the

¹³ Disaster Risk Management Food Security Sector under the Ministry of Agriculture

centre for coordination and implementation of crisis response and relief food distribution as well as resilience building initiatives, in close cooperation with the Ethiopian Humanitarian Country Team. On the 12th of July 2013, The Disaster Risk Management policy was approved¹⁴ by the Council of Ministers and the SPIF (Strategic Programme and Investment Framework) is being developed in close cooperation with IGAD¹⁵ and the external partners.

The ARRA (Administration for Refugees and Returnees affairs) remains in charge for all refugee affairs and coordinates the refugee related operations with UNHCR¹⁶.

In **Kenya**, the local emergency response is mainly implemented by the Kenyan Red Cross Society. The Government of Kenya and the National Disaster Operations Centre do respond to small to medium scale crises mainly with in-kind food aid. The National Drought Management Authority and the National Drought and Disaster Contingency Fund aim at building resilience to drought and disasters, rapidly reacting to early signs of drought and rapidly responding to the aftermath of disasters. The recently elected devolved County Governments will have a direct impact on the level of services that such local authorities can deliver.

In the case of **Somalia**, local capacities are very limited. The capacity of the Somali Disaster Management Agency (SODMA) of the Somali Federal Government does not extend beyond the capital Mogadishu. The Somaliland (NERAD) and Puntland (HADMA) disaster management agencies have limited but growing capacity. Local NGO capacity is fragmented. The Red Crescent Society is present in most regions. Support from the diaspora in the form of remittances and direct support to basic services provides a critical safety net but is neither predictable nor easy to quantify.

2) International Humanitarian Response

Donors' engagement to address the crises in the region has been considerable but the attention on other high level crises in the world has slowly contributed to make the Horn of Africa humanitarian crises less and less visible. Many donors, both traditional and non-traditional, are nevertheless still present and contribute to the funding of humanitarian assistance.

In 2013, **Consolidated Appeal Processes (CAP)** are in place in Somalia (3 year CAP), Kenya (no CAP for 2014) and Djibouti, with a cluster system only in Somalia. International response in Ethiopia is organised in the framework of a Government-led (DRMFSS) process, the **Humanitarian Requirement Document (HRD)**, reflecting the updated humanitarian needs every six months. Refugees are not covered by the HRD. A cluster system is in place.

The four 2013 Appeals¹⁷/HRD for Kenya, Ethiopia, Somalia and Djibouti are amounting to a total of USD 2.365 billion. The Somalia CAP is 35% funded. In Kenya, the CAP

¹⁴ Still to be approved by the Parliament

¹⁵ IGAD is the Intergovernmental Authority on Development in Eastern Africa

¹⁶ United Nations High Commissioner for Refugees – UN Refugee agency

¹⁷ UNOCHA Financial Tracking Service <http://fts.unocha.org/>

2013 is funded at 46.1% while in Djibouti; it is only funded at 23%. In Ethiopia, the HRD is funded at 90% while the refugee programme is funded at 26%. It is important mentioning that 2013 is the last year of the CAP in Kenya.

On the resilience front, a **Global Alliance** on Resilience and Growth in the Horn of Africa made up of donors and major humanitarian/development players as well as IGAD has been created to coordinate short, medium and long term actions to promote resilience building in the region under the leadership of USAID. The European Union has been, and will continue, contributing to the Global Alliance through its SHARE programme (Supporting Horn of Africa resilience). In that respect, there is a need to continue strengthening the on-going coordination between the humanitarian and development donors. At EU institutions level, on top of humanitarian assistance within the HIPs, further funding will have to be found in the framework of the 11th European Development Funds (EDF) for the period 2014-2020.

3) Constraints and DG ECHO response capacity

Security, access and humanitarian space:

Restricted **access**, either due to insecurity, administrative requirements such as in Ethiopia and Kenya put in place by the authorities, local difficulties and refusal to operate such as in Somalia and Eritrea and/or socio-cultural factors is a major constraint in the region.

In the whole region, **security** remains a major constraint for humanitarian operations. An increase in attacks directly targeting aid workers is an extremely worrying trend, as is the level of pressure and obstruction from various parties that constrains the independence, impartiality and operating space for partners ("blurring of lines"). The situation is particularly worrying in South Central Somalia, and in the Kenya-Somalia-Ethiopia border regions and nearby refugee camps (notably Dadaab camps in Kenya and Dollo Ado in Ethiopia). Overall, security situation remains very volatile and other areas may be subject to security incidents and need to be closely monitored.

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.

Partners:

DG ECHO has an extensive network of partners in most of the countries of the Horn of Africa. It is not the case in Djibouti which further restrain the response capacity and in Eritrea where most of the partners have been requested to cease their operations in 2011.

Security concerns, the limited access opportunities and additional administrative hurdles, hamper the capacity of humanitarian agencies to deliver aid in a timely, effective and accountable manner. It is therefore not always easy to scale up humanitarian interventions in areas of greatest needs, not to mention the most insecure areas.

Lack of funding

As mentioned earlier, even though the 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 which can only have an impact on the ability of partners to implement sound humanitarian strategies.

There will be a need to re-focus on the priority needs and most vulnerable populations in line with a life-saving mandate. In addition, alternative and innovative ways of doing things should also be sought.

- 4) Envisaged DG ECHO response and expected results of humanitarian aid interventions.

Actions supported by DG ECHO will target the most urgent needs of the most vulnerable segments of affected populations based on a strict application of vulnerability criteria. Interventions must be needs based and adherence to humanitarian principles in the interventions will be a pre-requisite for funding.

DG ECHO response in 2014 will be organised around the following main pillars of intervention:

1 – Emergency response, including DRR

The intervention strategy will address both the acute and protracted needs of affected populations.

Acute emergencies

DG ECHO will respond to new emergencies in case of external shocks linked, inter alia, to conflicts/clashes and natural disasters including epidemics. New emergencies can be the result of the deterioration of an existing situation. Wherever possible and relevant, emergency preparedness should be mainstreamed in the emergency responses.

The intervention strategy will be addressing essential needs in the sectors of protection, food assistance and livelihoods (whether through food aid or cash/vouchers systems as appropriate), nutrition, health, water, sanitation and hygiene, shelter and NFIs. This may also include coordination (including support to security programmes) and logistics support. Disaster Risk Reduction (DRR) will have to be, wherever feasible, mainstreamed into all emergency operations.

In the case of displacements, new arrivals will be closely monitored and rapid response capacity will be rapidly scaled up in the case of large scale movements. This could trigger in some cases opening of new camps and settlements. In all cases, interventions should take into consideration the host populations.

Protracted emergency situations

The essential needs of protracted refugees/IDPs are to be met, taking into consideration host and local populations and returnees.

For Protracted Refugee and IDP situations, specific response modalities, that go beyond care and maintenance and seek for increasing self-reliance, should be embedded into the proposals. Partners need also to develop sound and implementable strategies for Linking Relief, Rehabilitation and Development (LRRD) and seek for longer term commitment of development donors to find durable solutions for these populations including the urban/semi-urban poor.

Returns for IDPs as well as for refugees to their respective regions/countries of origin need to be coordinated and follow the same assistance strategies in order not to create further disparity. Any return must remain voluntary, informed and take place in safety and dignity. The specific case of relocation must be tackled with care and rights of people respected.

In all cases, firm guarantees are needed for peoples' security and protection, as well as for the provision of basic services to meet essential needs.

The essential needs of food insecure populations need also to be taken into account in order to avoid people sliding back into crisis in the absence of adequate assistance two years only after the significant crisis in the Horn of Africa which triggered a declaration of famine in Somalia.

2 – Resilience building, including DRR

Resilience is an approach to respond differently to crises by investing in a medium term period in areas highly vulnerable and targeting the most vulnerable populations in order to reduce future humanitarian needs.

The aim of this pillar is to address the structural factors underlying food insecurity and under-nutrition which affect year after year the same vulnerable areas and populations in the country. To this end a multi-sector approach must be put in place, focusing on highly vulnerable geographical areas and populations.

It is nevertheless important to mention that some pre-conditions are necessary to set-up a sound resilience agenda. The areas must notably be identified based on lessons learned from previous interventions and on the potential to create synergies with the existing development programmes. This specific focus will ensure that short-term humanitarian response is linked with and complements resilience building interventions by development actors. Thorough analysis of risks and vulnerabilities will be necessary with regard to (i) livelihood patterns and changes in the arid lands (ii) vulnerability in urban/semi-urban areas, depending on the context.

The innovative elements in the EU resilience building in the Horn lie in i) the geographical focus of interventions in areas of high vulnerability (IPC assessments and/or others) recurrently affected by drought through notably a multi-sector integrated response which can go beyond the usual 12 months project duration. ii) the enhanced coordination with UN and NGO partners working in a coordinated approach to ensure a more effective, cost-efficient and sustainable results iii) the medium term vision and commitment. Disaster Risk Reduction should be mainstreamed and a "crisis modifier" should be introduced in order to enable the partners to move from a resilience building mode to a rapid response mode for a specific period of time and to react timely and scale-

up the intervention by a flexibility given in the framework of the intervention or an increase of the budget when necessary and possible.

The resilience building strategy, strongly embedded into the EU- SHARE strategy and LRRD processes, will focus on strengthening communities' resilience to disasters via humanitarian and development action.

In this framework, the work engaged over the last couple of years on **Disaster Risk Reduction** in the region in strengthening the local response capacity (including the one of the local authorities), including disaster preparedness and recovery, should be continued. Targeted DRR interventions at country level will be supported within the overall resilience agenda for the given country while at regional level, projects may aim at providing a forum for exchange of good practices, common approaches and advocacy.

General considerations for all interventions

In all interventions, the inclusion of the **most vulnerable and marginalised groups** must be properly and systematically addressed in all projects and sectors. DG ECHO will require partners to explain if they do not include these target groups. In that respect, all project proposals must demonstrate integration of **gender** and **age** in a coherent manner throughout the Single Form/reports, including in the needs assessment and risk analysis, the logical framework, description of activities and the gender-age marker section.

DG ECHO encourages responses based on cash, vouchers, or through the provision of services, based on a sound response analysis. The design of responses must be based on careful and concrete response-analysis deriving from solid assessments of needs, capacities, markets and transfer mechanisms as well as lessons learned from previous operations.

Effective coordination is essential. ECHO supports the **Inter-Agency Standing Committee's Transformative Agenda (ITA)** and encourages partners to demonstrate their engagement in implementing its objectives, to take part in coordination mechanisms (e.g. Humanitarian Country Team/Clusters) and to allocate resources to foster the ITA roll-out.

Partners will be expected to ensure full compliance with **visibility** requirements and to acknowledge the funding role of the EU/ECHO, as set out in the applicable contractual arrangements.

DG ECHO and its partners will continue to **advocate** at regional and international level, with other Commission services, European Institutions, Member States, other donor countries, recipient country authorities, regional organisations and non-state actors for:

- The respect of **International Humanitarian Law** and **humanitarian principles**,
- **Safe, voluntary and dignified return** of IDPs and refugees,
- Where durable solutions cannot be put in place, alternative solutions in the response to **Protracted Displacement situations**, where it is essential to acknowledge the current limits of care and maintenance programmes and to develop approaches aiming at increasing self-reliance and reducing the "dependency syndrome". **LRRD** mechanisms should be reinforced for this purpose.

- The promotion of initiatives aiming at improving **access, needs assessment** and **response capacities** in view of ensuring a timely response to new emergencies;
- Better **LRRD** with other EU services and development donors notably in view of ensuring the success of the **resilience** agenda and finding longer term solutions for the displaced people.

Expected results of humanitarian aid interventions:

- Conflict and disaster affected people's lives are saved and livelihoods protected in accordance with a dignified, timely, efficient and effective response strategy based on identified needs and humanitarian principles.
- Acute needs of displaced populations are covered and rights respected.
- Enhanced capacities, preparedness and resilience of communities to withstand shocks of both man-made and natural disasters.
- Complementarities and linkages between humanitarian aid and the development framework fostered.

Implementing modalities

Given the scale and complexity of the humanitarian crises in the Horn of Africa, partners are invited to consider implementation through **modalities** which could improve the overall impact, coordination and leverage of the assistance provided by the humanitarian community.

In this context, partners are encouraged to consider presenting **proposals covering their overall humanitarian portfolio** in a given country or region, and/or submitting **coordinated proposals** or a **joint proposal on behalf of a consortium**. This is particularly encouraged in the framework of the **resilience building** agenda which implies a **multi-sectoral approach** where partners would benefit from an advanced **coordination** which would imply notably a **common** logical framework.

Monitoring of the action during the lifetime of the project by both the Partner itself and DG ECHO's representatives is essential. In line with DG ECHO staff guidance note on remote management, DG ECHO does **not** consider **full remote control for a whole operation** as a sound option for projects it finances.

4. LRRD, COORDINATION AND TRANSITION

1) Other DG ECHO interventions

The **Epidemics HIP** may be drawn upon for the prevention of, and response to, outbreaks of epidemics in the Horn of Africa or one of the countries. The **Small-Scale Response** and **Disaster Relief Emergency Fund (DREF)** HIP may also provide funding options.

It has to be noted that the **Drought Preparedness** initiative that was launched in 2006 in the Horn of Africa is no longer covered under a separate instrument and that proposals focusing on DRR/resilience, should be presented in the framework of the **present HIP**.

In 2012, the **Nobel Peace Prize** was awarded to the European Union for its contribution over six decades to the advancement of peace and reconciliation, democracy and human rights in Europe. The prize money has been dedicated to children affected by conflict. In Ethiopia, ECHO, through Save The Children, supports educational and protection activities that will provide learning opportunities for boys and girls displaced due to conflict/drought in Somalia and living in Dollo Ado refugee camp.

DG ECHO provides support to the **Congolese Refugees in Uganda** through the 2014 HIP for DRC and the Great Lakes refugees.

2) Other services/donors availability

Several other EC/EU instruments are also engaged through the EU Delegations in the Horn of Africa in the framework of EDF funds and thematic programs.

The SHARE programme brings the LRRD agenda to the forefront and shape the link between humanitarian and development assistance and should better articulate the short humanitarian interventions to longer term development programme. DG ECHO involvement in the 11th EDF country and regional strategies works in this direction.

Increased interaction and coordination between/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.

Nonetheless, the specificity and needs-based nature of humanitarian action must be preserved to avoid blurring the lines with political and military action.

In all the countries of the region, the European Development Funds (EDF) is the main EU instrument to provide external development assistance. The 10th EDF (2008 – 2013) will be followed by the 11th EDF to cover the period 2014 to 2020.

Sectors of intervention have been identified and include key sectors for LLRD with DG ECHO such as food security, nutrition, agriculture/livestock, health and water, dependent on country priorities.

In Somalia, the European Union is at the forefront of the New Deal initiative in the framework of the Busan process and has come with a COMPACT adopted by all participating States during the Somali conference organised in Brussels on the 16 September 2013.

3) Other concomitant EU interventions (e.g. IfS)

There are currently the following IfS short term (crisis response) funded projects in the Horn of Africa:

Somalia: (1) The project "Stabilisation and recovery in newly accessible areas in South-Central Somalia" (to end in September 2014, budget €1 300 000) supports reconciliation, local development and good governance, by assisting central and local authorities to plan tangible activities related to restoring basic local

governance and delivery of essential services in the so-called 'newly accessible areas' of South-Central Somalia. The project also supports small-scale pilot projects aiming to deliver basic services to the population in some targeted locations. (2) The project "Demining - Creation of conditions for safe access and recovery in south central Somalia" (to end in December 2013; budget €13 000 000) facilitates relief and socio-economic recovery actions through improvement of human security and stability in Somalia by reducing the impact of explosive threats to the Somali population. An IfS identification mission in Somalia in June 2013 opened preliminary discussions on possible further IfS support for Somalia. An additional on-going IfS project (to end in July 2014; budget €2 100 000) contributes to increasing security of the **Kenyan** Dadaab complex for Somali refugees, through support for the provision of improved living conditions for the enlarged contingent of police officers, trainings for police officers and promoting a community policing network.

In **Ethiopia**, there are two on-going IfS projects: (1) "Recovery of essential rural productive capacities as affected by HoA drought crisis" (end June 2014, budget €13 750 000) enhancing the social and economic stability in the drought affected areas through supporting the recovery of livelihoods of the affected population and building their resiliency and (2) "Support for the reception, reinsertion and reintegration of Benishangul Peoples Liberation Movement former combatants from Sudan back to Ethiopia" (end in May 2014, budget €1 700 000) providing support to civilian measures related to the demobilisation and reintegration of former combatants into civil society.

4) Exit scenarios

- Considering:
 - the frequency, recurrence and intensity of natural disasters and consequent scale of impact on the food security and nutrition status of the populations living in the Horn of Africa;
 - the large scale and often protracted displacement crises in the region;
 - the protracted complex emergency in Somalia;
 - and the decreasing level of overall funding allocated to humanitarian crises in the region, a continued DG ECHO engagement in 2014 is required.
- Humanitarian interventions in all sectors must aim at strengthening the resilience of communities affected by shocks as well as support the foundations for recovery processes. The engagement of the respective governments and regional organisations, EU and the reinforced coordination amongst donors, in particular through the Global Alliance for Resilience and Growth, the EU SHARE¹⁸ and 11th EDF will also contribute to a joint LRRD strategy and build complementarities between actions in the region. This coordination will be essential for DG ECHO's exit strategies.
- The dependency of refugees on external service delivery should be minimised

¹⁸ Supporting Horn of Africa REsilience - joint DG DEVCO, DG ECHO, EEAS programme launched in March 2012 for the period 2012/2020 - http://ec.europa.eu/echo/policies/resilience/share_en.htm.

and opportunities to increase the self-reliance should be seized in liaison with development actors (education, vocational training, livelihoods support, EU Regional Protection Program), etc.).

- DG ECHO will advocate for opportunities for Linking Relief, Rehabilitation and Development (LRRD) and will seek longer term commitment from development donors to find programmes for self-reliance solutions for protracted refugees and returnees.
- DG ECHO will engage whenever possible and appropriate with the relevant national authorities in the region, both at technical and policy level, and will advocate for an increased allocation of domestic resources in order to cover crisis responses, as well as for an enhanced quality and access of basic services such as safety nets and health services.