



European Commission
DIRECTORATE GENERAL FOR HUMANITARIAN AID
AND CIVIL PROTECTION
(DG ECHO)

Operational Guidance for funding proposals
In DJIBOUTI, 2013

This Operational guidance is prepared in relation to the Humanitarian Implementation Plan for the Horn of Africa 2013 and specifically for Djibouti.

1. RATIONALE

The concept note aims to draw the outline of the ECHO strategy and operational recommendations for Djibouti-2013, providing a common ground from the ECHO-RSO experts involved as technical advisors.

Djibouti suffers from a lack of reliable statistics, mainly due to an inconsistent reporting system. Across sectors throughout Djibouti, data collection is either inexistent or insufficient. There is too little attention given to the understanding of key drivers of poverty, chronic food insecurity and malnutrition.

The humanitarian and development organizations based in Djibouti are experiencing numerous challenges that are undermining their performance in the implementation of the projects/programmes. Recently, the UN agencies and INGOs were not able to engage the Government to collect and analyse in a systematic manner a comprehensive nutrition survey at national level, including the underlying causes of malnutrition. The attempt of ECHO-Djibouti to support UNICEF in a partnership with WHO and WFP, in collaboration with the Ministry of Health, to conduct a SMART survey by the end of 2012 could be a pull-factor in a critical time in which the Government is drawing a Social Protection strategy and an action plan for the first time ever.

2. STRATEGY - DJIBOUTI 2013

In line with the framework of the HIP 2013 for the Horn of Africa, the strategic objective of the DG ECHO in Djibouti is **"to support the most vulnerable population affected by undernutrition and food insecurity with the aim of saving lives, while implementing more sustainable solutions towards resilience building"**.

This operational guidance focuses on 3 priority programmatic areas:

- **Refugee population** in the camps;
- Most vulnerable households in **rural and peri-urban areas**;
- Enhance **emergency preparedness** mechanisms at community level to build the resilience of the most vulnerable to natural and man-made crisis.

Given all uncertainties for 2013 and lack of updated reliable data, DG ECHO strategy remains flexible and subject to changes if the evolution of the humanitarian situation and further information requires.

The operational guidance and the sector policies apply in respect to the rules set out in the Framework Partnership Agreement (FPA/ FAFA) -

http://ec.europa.eu/echo/partners/humanitarian_aid/fpa_en.htm

http://ec.europa.eu/echo/partners/humanitarian_aid/fafa_en.htm

The guidance complements DG ECHO factsheets, policies and sectoral guidelines including:

- Food Assistance: http://ec.europa.eu/echo/policies/food_assistance_en.htm
- Cash and voucher: http://ec.europa.eu/echo/policies/sectoral/cash_en.htm
- Protection: http://ec.europa.eu/echo/policies/sectoral/protection_en.htm
- Children in Conflict: http://ec.europa.eu/echo/policies/sectoral/children_en.htm
- Emergency medical assistance:
http://ec.europa.eu/echo/policies/sectoral/health_en.htm
- Civil –military coordination:
http://ec.europa.eu/echo/policies/sectoral/civil_military_en.htm
- Water and sanitation: http://ec.europa.eu/echo/policies/sectoral/wash_en.htm
- Visibility guidelines toolkit:
http://ec.europa.eu/echo/partners/humanitarian_aid/visibility_en.htm and [visual identity](#)

- http://ec.europa.eu/echo/media/identity_en.htm.
- The new EU communication on resilience:
http://ec.europa.eu/echo/policies/resilience/resilience_en.htm

These also complement existing sectoral and international standards such as SPHERE, LEGS, WHO (MAM), UNICEF etc. etc. as well as guidance from national and global clusters.

3. OVERALL PRINCIPLES

A set of overall principles will guide DG ECHO support when addressing the needs of refugees and local communities in Djibouti:

- The **humanitarian principles** of neutrality, impartiality and independence, in line with the European Consensus of Humanitarian Aid, remain paramount for DG ECHO
- **Do-no-harm:** in order to minimize unintended and/or detrimental implications of inappropriately designed or poorly implemented actions, partners should as a minimum requirement respect the 'do-no-harm' principle.
- **Accountability:** partners should ensure the following:
 - Identification of beneficiaries and their needs using baseline surveys, KAP surveys, LOT Quality Assurance Sampling (LQAS) or beneficiary profiling;
 - Reporting on activities and **outcomes**, and the associated capacities to collect, analyse and verify information;
- **Mainstreaming of basic protection principles** in traditional assistance programmes is of paramount importance to DG ECHO. This approach is closely linked to the principle of 'do no harm', and also extends the commitment of safe and equal access to assistance as well as the need for special measures to ensure access for particularly vulnerable groups. All proposals **MUST** demonstrate integration of these principles, not only in section 5.3. of the Single Form, but also in its substantive sections, i.e. the logical framework, activity descriptions, etc.
- **Response Analysis:** All proposals should incorporate a well-articulated response analysis that builds on the needs assessment, and clearly informs the choice of response(s) and transfer modalities. NB: In particular, the choice of resource transfer modalities (cash, vouchers, in-kind etc.) is expected to be based on a sound analysis for both food assistance and livelihood support.
- **Improved quality of humanitarian response:** when a proposal refers to an action supported by DG ECHO in previous years, the proposal should be substantiated by results and **impact analysis** of previous interventions and relevant lessons learnt.
- **Strengthening sector / coordination mechanisms:** Partners should provide specific information on their active engagement in sector and inter-sector coordination: participation in coordination mechanisms at different levels, especially at district level in light of the coming devolution, not only in terms of meetings but also in terms of joint field assessments and engagement in technical groups.
- **Multi-sectoral approaches:** Whenever possible, integrated approaches with multi- or cross-sectoral programming of responses are encouraged to maximize impact, synergies and cost-effectiveness. Partners are requested to provide information on how their actions are integrated (or how they aim to integrate with others) with other actors present in the same area. To be noted that proposals to ECHO do not have to be multi sectoral, but that the approach should be sought for through complementarity with funds from other donors or other partners active in the area.
- Partners are encouraged to **mainstream Disaster Risk Reduction**. It is essential that every action is properly informed by a thorough analysis of the needs and

understanding of the priority risks faced by the targeted beneficiaries, including an identification of the groups most likely to be severely affected, the reason why and their relative coping capacity. This risk informed programming, across sectors, should (i) include options for a range of activities at different stages of the drought cycle; (ii) consider contingency amounts for additional or expanded activities that may be required during the drought; (iii) insure that project staff have the skills and training required to implement both development and humanitarian activities as circumstances dictate; and (iv) insure that information from specialised external or internal early warning systems is incorporated into programme decision-making, even where the programme's focus is not working directly on response to hazards

- Actions should aim at supporting existing or emerging initiatives, aligning the short term activities towards medium and long term programme targeting the most vulnerable population, **strengthening resilience** mechanisms whenever the identified basics conditions are met. **LRRD** processes will continue to be supported, particularly in relation to a) increasing interest of development partners on nutrition issues; b) Integrating a disaster risk reduction approach and in particular a drought risk reduction approach for interventions targeting drought affected areas of Djibouti ; c) seeking for more sustainable solutions for refugees (innovative approach toward strengthening self-resilience, etc). In that regard, DG ECHO partners should indicate how they will increase ownership of local actors whenever possible: community mobilization, gradual transfer of responsibilities to country administration or relevant line ministries. Actions targeting resilience should align to national policies and other development instruments in place in Djibouti.

4. OPERATIONAL RECOMMENDATIONS FOR INTERVENTIONS IN 2013

DG ECHO response

Based on the current crisis in Djibouti, partially documented by secondary sources of information (i.e. UN-WFP EFSA/rural July 2012; SMART survey 2007 and 2010), the most vulnerable population is suffering from food and nutrition insecurity in the refugee camps, and in the rural and peri-urban areas. Due to the protracted nature of the ongoing crisis tailored actions designed in synergy with longer term development initiatives for vulnerable population affected by malnutrition and/ or acute food insecurity are encouraged.

The SMART survey conducted in December 2010 indicated a GAM rate of 10% with 1.2% SAM; this constituted an improvement from the 2007 SMART survey which reported a GAM rate of 17% with a 2.4% SAM. The recent WFP Emergency Food Security Assessment document a worsening of the acute food insecurity situation in rural areas of Djibouti.

Further analysis is required to better document the drivers of this deteriorating situation in rural areas, to further understand how this deteriorating food security situation translate in the health and nutrition status of affected population. **More understanding of the food and nutrition situation in urban and peri urban areas is also critically needed to complement ECHO's strategy in Djibouti.**

➤ **4.1 - Refugee population in the camps**

As of end September 2012 the official number of refugees in Ali Addeh and Holl Holl camps was of 17,872, coming mainly from Somalia. Depending on the situation in South central Somalia, new refugees could continue arriving in the country.

With regard to the refugees, priority will be given to essential services in Ali-Addeh and Holl-Holl camps through the provision of multi-sectoral assistance, with a focus on life-saving services. Needs of particularly vulnerable groups, such as new arrivals, and strengthening of the protection of refugees and asylum seekers are to be considered.

Regular nutritional surveillance/rapid assessments that provide comparable information on seasonal/annual trends will continue to be prioritised. Collected nutrition (including access to safe water) information should be followed by a thorough analysis and should feed into contingency planning – intentions which should be demonstrated by the partner already at proposal stage. The methodology applied and validation process of such assessments must be consistent, broadly accepted and reliable.

Life-saving humanitarian response - Health, Wash and Food and Nutrition Security

- Integrated approach of the WASH services (Hygiene, Sanitation and Water Supply) with an emphasis on the monitoring of the service supplied (resources available and follow up, level of supplies, coverage and services used, quality of the services delivered and uses by the beneficiaries).
- Provision of a package of primary and life-saving secondary health care services with a special emphasis on quality of commodities from procurement (for drugs see also the ECHO FPA procedures) to storage and dispensing.
- Access to health and nutritional interventions (supported by DG ECHO) should remain free of charge
- Provision of a package of HINI (High Impact Nutritional Interventions), which prioritises support and services to children under five years, pregnant and lactating mothers. Quality of nutritional products needs to be closely followed-up.
- In-kind food assistance can be considered to respond to lifesaving actions responding to food insecurity. Responses may include relief food assistance.
- For Cash-based transfers (including vouchers) a sound situation analysis including a mandatory market study and risk assessment should provide the justification. Particular attention should be given to conditions and criteria for both conditional and unconditional cash transfers.

➤ **4.2 - Most vulnerable households in rural and peri-urban areas**

WFP conducted an Emergency Food Security Assessment (EFSA) in May 2012 in rural areas of the 5 regions of the country. The EFSA estimates that 38,800 people (49% of rural population) are severely food insecure, and an additional 22,100 people (28% of rural population) are classified as moderately food insecure.

In the peri-urban areas, WFP estimate that 26,600 (30,000 in CAP 2012 Mid Year Review) persons, mainly in Djibouti Ville, are food insecure.

Saving lives will imply a focus on management of acute malnutrition while ensuring adequate access to food as well as a minimal access to basic services (health, WASH) for the most vulnerable groups to prevent further deterioration of their nutritional and health status.

Regular nutritional surveillance/rapid assessments that provide comparable information on seasonal/annual trends will continue to be prioritised. Collected nutrition (including access to safe water) information should be followed by a thorough analysis and should feed into contingency planning – intentions which should be demonstrated by the partner already at proposal stage. The methodology applied and validation process of such assessments must be consistent, broadly accepted and reliable.

4.2.1) Life-saving humanitarian response. (Interventions focusing on reduction of the burden of undernutrition).

- **Management of acute undernutrition**
 - Decision for funding will be guided by observations indicating gaps in the current system for management of acute malnutrition as well as concrete indications of emergency nutritional needs

- Interventions should aim for setting up/building capacity of sustainable (government led) interventions; surge capacity/mechanisms to deal with sudden increases in number of beneficiaries should be identified and implemented
- The community based approach for management of acute malnutrition (CMAM) is recommended. While a particular emphasis on reinforcement of the community aspects/systems is possibly needed, a more in depth analysis of the health system (and discussion with the MoH) should help in making the integration (of management of under-nutrition) successful.
- Efforts should be made to specifically integrate IYCN in CMAM programmes as a long term strategy in addressing aspects related to care giving practices that have a greater nutrition impact on children less than two years.
- **Food and Nutrition Security - Prevention of Undernutrition**
 - Focus on lifesaving and asset protecting activities in areas that are affected by exogenous shocks and those directly affected by conflict
 - DG ECHO support to seasonal in-kind food assistance can be considered to respond to lifesaving actions responding to new displacements or to severe, transitory food insecurity due to natural disasters. Responses may include relief food assistance as well as therapeutic and supplementary feeding.
 - ECHO will continue advocating for further linkages between food assistance interventions and nutrition outcomes and programmes. Partners applying for ECHO funding should highlight such linkages within their proposed actions or with other actions funded/implemented by other partners/donors.
 - For Cash-based transfers (including vouchers) a sound situation analysis including a mandatory market study and risk assessment should provide the justification. Particular attention should be given to conditions and criteria for both conditional and unconditional cash transfers.
- **Mainstreaming of the WASH related needs**
 - WASH related strategies should be envisaged as a strengthening component of the nutrition and food assistance interventions;
 - WASH related activities may focus on strengthening the institutional health care related facilities. Interventions focused on the WASH service as themselves should be envisaged as part of a food/NUT/health intervention wherever lack of access to WASH service has proven to be a core factor of acute under nutrition.

4.2.2) Support recovery and increase resilience through protection of livelihoods

- Short-term FSL (Food Security and Livelihoods) interventions should adopt a community-based approach in terms of defining viable options to effectively help increase resilience among the most vulnerable. This includes the identification of critical needs as prioritized by the communities, and the transfer of appropriate knowledge and resources.
- Short term food security and livelihood support (such as distribution of livelihood inputs and services) may be supported, principally to strengthen essential coping capacities and resilience. This should be done on the basis of defined and documented needs, while taking into account impact evaluations of previous activities. Modalities (in-kind or cash/ voucher based) should be based on a sound response analysis.
- Innovative approaches to assisting the most vulnerable population are especially encouraged whenever the minimum conditions are met to synergize the short-term actions to medium and long term development programs.

➤ 4.3 - Enhance emergency preparedness mechanisms at community level to build the resilience of the most vulnerable to natural and man-made crisis

ECHO will support specific actions for Emergency Preparedness and Response (EP&R) matching Djibouti's institutional capacity.

Djibouti currently lacks a clearly defined leader for disaster risk management and ambiguities between the roles of line ministries in this regard persist in spite of the 2006 establishment of the Executive Secretariat for Risk and Disaster Management. Actions considered under this heading include:

- (i) enhance emergency response capacity of humanitarian actors;
- (ii) support the development of contingency plans by all stakeholders;
- (iii) provide the critical early warning information/ early action in key sectors (WASH, Health, Nutrition, Food assistance, Food security, etc.).

5. COMMUNICATION AND VISIBILITY

Providing visibility for the European Commission is not an option, it is a contractual obligation in the context of humanitarian projects financed by the European taxpayer.

Making ECHO's funding visible ensures that work is understood and supported and enhances accountability towards beneficiaries, communities and relevant authorities.

As a rule of thumb the partner must add the visual identity of the European Commission Humanitarian Aid on infrastructure and documentation wherever their own logo is being displayed in the field or elsewhere. ECHO is however encouraging partners with internal communication capacity to be more creative and strategic when it comes to communication actions.

Strategic communication entails highlighting or at least, acknowledging, the European Commission as the donor in media interviews, press releases, or any other situation where the partner communicates about a funded project. In addition to providing technical support through the Regional Information Office in Nairobi, ECHO staff can provide sound bites and quotes for multimedia products produced by partners.

The Commission recognises that factors such as lack of security or local political sensitivities may curtail activities in some crisis zones. In extreme cases, it may be necessary to avoid visibility in the field. **In such circumstances, a case-by-case exemption (derogation) should be formally agreed in advance with ECHO.**

ECHO now has a stricter approach on visibility, information and communication in the reporting phase. Partners should include, with the final report for liquidation, supporting documents such as photos of stickers on vehicles and signboards, photos of "branded" visibility items (T-shirts, caps etc.), copies of press releases and press cuttings, etc.

More information can be found in the visibility toolkit
http://ec.europa.eu/echo/partners/humanitarian_aid/visibility_en.htm

Or contact the Regional Information team in Nairobi:
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