

HUMANITARIAN IMPLEMENTATION PLAN (HIP) 2015

HORN OF AFRICA¹

AMOUNT: EUR 93 000 000

0. MAJOR CHANGE SINCE THE PREVIOUS VERSION OF THE HIP

Fourth modification as of 16/12/2015

A shift between the specific objectives of the Financing Decision is necessary in order to adapt to the current humanitarian situation, which results in the following new breakdown of the HIP budget, namely EUR 80 050 000 under Man-made crises and EUR 12 950 000 under Natural disasters.

Third modification as of 15/10/2015

Ethiopia is experiencing severe droughts due to under performance of two consecutive rainy seasons. As a consequence, the people in need of emergency assistance increased from 2.9 million to 4.5 million as per the revised Humanitarian Requirements Document (HRD - appeal) published in August 2015 by the Government. On 13 October, The Government of Ethiopia announced that the number of people in need of relief assistance had increased to 8.2 million. The continued El Niño phenomenon is expected to further increase the caseload over the next 3 – 6 months. It is urgent to respond to the on-going crisis, but also take preparedness measures to further mitigate the impact.

In some locations the malnutrition situation is showing above emergency thresholds, requiring urgent response in order to save lives. The livestock, which is the main livelihood resources and means of survival for the majority of the pastoralist population, is dying or in very bad conditions. In almost all cropping areas dependent on the rainy seasons, an average of over 70% crop failure is reported. Food resources in the country have dwindled, the emergency reserves are depleted and food needs to be imported and replenished.

Factoring in the previous shortfalls with adjusted needs, the 2015 humanitarian requirements were adjusted to US\$ 596 400 000 required to provide assistance to 8.2 million people. The financing gap for the revised HRD stands at some 60% representing US\$ 340 million.

As a first response, **EUR 1 000 000** are now mobilised to replenish in priority the Emergency Response Mechanism in Ethiopia to respond to the unmet basic needs of the local population such as access to safe water, nutrition and food assistance.

Second modification as of 10/07/2015

The regional spill-over of the conflict situation in Yemen has been affecting Djibouti and Somalia resulting in an influx of refugees and returnees into both countries. Both in Djibouti and Somalia, local capacities are stretched to the limits.

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

Returns to Somalia are putting at risk an already very fragile situation and scarce basic services. So far 18 496 people have arrived in Somalia from Yemen, including 16 690 Somalis (1/3 former refugees) and 1 668 Yemeni refugees. The reception centres in both Somaliland and Puntland have a limited capacity and partners are reporting that majority of returnees are joining existing IDP camps in South Central Somalia. The expected 43 000 population of concern up to September 2015 coming from Yemen will not receive adequate assistance and will therefore constitute an additional burden to the country and exhaust the already shrinking absorption capacity of ECHO partners. Both Somaliland and Puntland authorities have already warned that they cannot cope with their own means and have been urging for an enhanced international support.

In Djibouti, arrivals from Yemen have taken place on a regular basis since the beginning of the events in Yemen. Between 26 March and 10 June, 18 129 people have arrived in the country by air and sea. Yemeni refugees in Djibouti are granted prima facie status. Once registered by UNHCR, Yemeni refugees are taken to Markazy Camp site in Obock. Main gaps in the response are the limited access to water and basic services. Such influx represents a heavy burden for a small country like Djibouti with limited resources. More refugees are expected to arrive to Djibouti.

Additional funding for these two countries would be allocated in priority to respond to the unmet basic needs of the returnees/refugees such as registration, protection, shelters, water, hygiene and sanitation, as well as health services, non-food items, nutrition and food assistance.

Mandated international organisations as well as international non-governmental organisations (INGO) already present in the areas of response would be the obvious partners for ECHO to implement and/or scale-up the necessary assistance.

Moreover, in Kenya, the food security situation of the refugees is strongly deteriorating. WFP is struggling to raise US\$39.4 million to cover food pipeline shortfalls through January 2016, of which US\$12.4 million is urgently required to avoid a critical food gap in August and September resulting in a 30 per cent ration cut. ECHO should contribute to reinforcing the food security of refugees in Kenya by supporting e-vouchers solutions.

Therefore, on the basis of the current level of needs (which is unlikely to decrease), additional **EUR 3 000 000** have been mobilised a) to scale-up and deliver life-saving assistance to the populations having fled to Somalia and Djibouti as result of the spill-over of the Yemen crisis and b) to contribute to the food security of the refugees in Kenya. In addition, a shift between the specific objectives of the financing Decision has been deemed necessary in order to adapt to the current humanitarian situation, which results in the following new breakdown of the HIP budget, namely EUR 78 730 000 under Man-made crises and EUR 13 270 000 under Natural disasters.

First modification as of 08/05/2015

The crisis in South Sudan has triggered the displacement of thousands of people in the neighbouring countries of Ethiopia (204 000), Kenya (45 800) and Uganda (147 300). In total, according to UNHCR, over 530 000 people have crossed into those three countries since 15 December 2013.

The influx of new refugees continues on a daily basis and comes on top of an already very dire situation in all the concerned countries which are already hosting hundreds of thousands of refugees, including South Sudanese. Ethiopia has become the largest refugee host country in Africa with over 682 000 refugees in 24 camps, 550 000 refugees still live in Kenya in 2 main camps and 400 000 are settled within the host communities in Uganda.

With no peace agreement in sight in South Sudan, UNHCR planning figures expect the number of South Sudanese refugees to increase throughout 2015 to reach, by the end of 2015, 340 000 in Ethiopia, 75 000 in Kenya and 210 000 in Uganda.

Refugees are granted prima facie status in all three countries. More than 80% of the new arrivals are women and children. Unaccompanied minors are very numerous and remain a major protection concern.

The 2015 Inter-agency Regional Refugee Response Plan is largely under-funded, up to 7% for Uganda and 9% for Ethiopia and Kenya. This appeal indicates the need for USD 810 million for a planned figure of 821 000 refugees. UNHCR supplementary appeal for the first 6 months of 2015 speaks about the needs for USD 365 million for the almost 500 000 current refugees in the four countries.

Additional funding in the neighbouring countries would be allocated in priority to respond to the unmet basic needs of the refugees such as protection, shelters, water and sanitation, health services, non-food items, nutrition and food assistance. In Ethiopia and Kenya additional land allocation for camps establishment is being negotiated to host an increasing number of South Sudanese refugees. The establishment of new camps will trigger the need for reinforced support.

Mandated international organisations as well as international non-governmental organisations (INGO) already present in the areas would be the obvious partners for ECHO to implement and/or scale-up the necessary response.

On the basis of the current level of needs (which is unlikely to decrease), additional **12 000 000 EUR** (4 500 000 EUR for Ethiopia, 2 500 000 for Kenya and 5 000 000 for Uganda) have been mobilised to scale-up and deliver life-saving assistance to the populations directly affected by the South Sudanese crisis having fled to these countries. Likewise, a shift between the specific objectives of the financing Decision has been deemed necessary in order to adapt to the current humanitarian situation, rendering 75 700 000 EUR under Man-made crises and 13 300 000 EUR under Natural disasters.

Special attention should be given in the Horn of Africa to the spill over effects of the overlapping crises especially South Sudan, Yemen, Kenya, Eritrea and Somalia. It could lead to further deterioration of the security situation in the region severely impacting the still fragile economic development and possibly triggering massive displacement flows with significant humanitarian needs. ECHO will monitor the situation very closely.

1. CONTEXT

The displacement crisis in the region is both acute and protracted. As a direct consequence of two decades of instability, about 1.7 million **refugees**, mainly from Somalia but also from South Sudan, Sudan, Democratic Republic of Congo and Eritrea

have fled the consequences of recurrent droughts coupled with other armed situations of violence, insecurity and lack of economic opportunities to find refuge in neighbouring countries, particularly in Ethiopia, Kenya and Uganda. In addition, about 1.5 million people are **internally displaced** in Somalia and Ethiopia; short-term and frequent internal displacements are also on the rise in Kenya.

On top of this already very substantial number of refugees and internal displacements, the crisis in South Sudan has triggered the displacement of over 350 000² people who have sought refuge in Ethiopia, Uganda and Kenya since 15 December 2013. The refugees are still in majority women, children and unaccompanied minors who are in need of immediate life-saving assistance (food, water, health and nutrition, shelters and protection). The influx of refugees continues and the UN Regional Refugee Response Plan (RRRP) foresees that up to one million refugees could have reached the neighbouring countries by the end of 2014.

Frequent **natural disasters**, such as floods, landslides and recurrent droughts, coupled with still unaddressed structural development challenges also contribute to population displacements, destruction of livelihood assets, erosion of coping mechanisms, extreme poverty, food insecurity, under-nutrition, and lack of access to safe water. All these might trigger further violence and conflict. The region is also regularly exposed to **epidemic** outbreaks such as Cholera, Malaria, Meningitis, Measles, Yellow Fever, Hepatitis E, and Ebola haemorrhagic fever in Uganda, as well as diseases affecting livestock. In 2013 and 2014 the region has been affected by a worrying ongoing polio outbreak, setting back global eradication efforts.

Since the 2010-2011 severe **food and nutrition crisis** in the region and the declaration of famine in Somalia³, the recurrent food and nutrition crisis continues to cause high levels of vulnerability, especially in the arid and semi-arid lands, slowing down the recovery of the affected populations. In 2014, the region again experienced late and below average rainfall affecting crop production and the livelihoods of the most vulnerable people. In Somalia, the Government has issued in July a declaration of drought in 6 regions. Alarming signals are also reported in Kenya, Ethiopia and Djibouti.

ECHO⁴'s Integrated Analysis Framework for 2014-2015 identified strong humanitarian needs in Djibouti, Ethiopia, Kenya, Somalia and Uganda while in Eritrea, lack of access and unavailability of data make it impossible for ECHO to assess the needs. The vulnerability of the populations affected by the crises is assessed to be very high in most of the targeted groups. The total population of the five countries where ECHO is mainly involved stands at 170.1 million, out of which over 8.8 million are in immediate need of humanitarian assistance: 125 000 in Djibouti, 3.5 million in Ethiopia, 1.6 million in Kenya, over 3 million in Somalia and 600 000 in Uganda. Out of a total of 187 countries in the Human Development Index⁵, Djibouti ranks 170, Eritrea 182, Ethiopia 173, Kenya 147 and Uganda 164. There is no existing data for Somalia.

² <http://data.unhcr.org/SouthSudan/country.php?id=65>

³ With 258 000 deaths in Somalia, according to the FSNAU and FEWSNET study released in May 2013.

⁴ Directorate-General for Humanitarian Aid and Civil Protection (ECHO)

⁵ UNDP, HDI report 2014

Furthermore, **building the resilience**⁶ of vulnerable communities in the Horn of Africa to inevitable future shocks is of paramount importance with a view to tackling the underlying key risks and address the structural causes of vulnerability.

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**⁷

Kenya is hosting more than **575 000** refugees mainly from Somalia 426 000 and South Sudan 82 000. Around 340 000 Somali refugees are living in the Dadaab camps in North-Eastern Kenya. Kakuma camp, also in Northern Kenya, hosts approximately 170 000 refugees, mainly from South Sudan and Somalia, overstretching its capacity of 150 000 people. The influx from South Sudan is continuing. A vast proportion of those refugees have been in Kenya for decades officially unable to work and to travel outside the camps. Those who sought a better life in urban centres (especially Somalis) were targeted in 2014 following a relocation order and after a security operation by the Kenya Police. Thousands have been relocated to the camps increasing the caseload of new arrivals.

Ethiopia is host to a population of more than **630 000** refugees composed of mainly South Sudanese (247 000), Somali (245 000), Eritreans (99 000), and Sudanese (35 000). Most refugees live in 24 camps located in five different regions. The high proportion of unaccompanied minors who arrive as refugees from Eritrea (and often continue via Sudan through Egypt towards the Middle East as well as Europe) is a particular high priority problem. Another concern is also the high proportion of women, children and unaccompanied minors crossing from South Sudan and in need of immediate basic life-saving assistance. In view of the continued influx of refugees, it is expected that before the end of the year 2014 additional camps will have to be opened.

Djibouti is hosting about **20 000** refugees, the majority of Somali origin.

Eritrea hosts about **3 500** refugees, mainly of Somali origin.

Uganda is hosting some **400 000** refugees. Among them, 170 000 Congolese refugees in total are now registered in this country and since December 2013, some 120 000 refugees from South Sudan have sought refuge in Uganda following the conflict in neighbouring South Sudan. The influx is on-going.

⁶ 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.

⁷ All refugees figures from UNHCR (The United Nations High Commissioner for Refugees).

▪ Internally Displaced Persons (IDPs)

There are 1.1 million internally displaced people in **Somalia**. One third of them are surviving in Mogadishu, and longer-term solutions are needed for those who wish to either return home or to settle permanently in their current location. This IDP caseload represents 62% of people in acute livelihood and food crisis in the country. A substantial population displacement (72,700 according to UNHCR) has taken place in Southern Somalia following the Government-led military offensive against insurgents, and renewed clan fighting. In Mogadishu, Kismayo and other cities, IDPs living on private and public land remain at continuous risk of eviction. Urban IDPs in Mogadishu and Kismayo are now in IPC⁸ 4, despite reasonable humanitarian access; this situation requires urgent and sustained action. **Somaliland** and **Puntland** host a large IDP caseload made of a mixture of protracted and recent IDPs, including pastoralists who lost their livestock assets in 2011.

In **Ethiopia**, while figures can vary, during the quarter April to June 2014, the total number of internally displaced individuals (protracted and new) was approximately 375 000⁹. The majority were protracted cases mainly caused by inter-clan/cross-border conflict, flooding, fire, heavy rain or by the effects of a volcanic eruption. individuals). The new caseloads were around 50 000 individuals caused by conflict (in Oromia and Somali regions), storm and flooding (in Somali Region). Inter-clan/cross border conflicts were mainly triggered by competition over resources, access rights to land and property, and natural resources such as water and grazing rights for animals. This lead to a loss of human/animal life, crops, and household assets.

In **Kenya**, recurrent emergencies occur due to localised violence between different tribes/clans resulting in displacement of populations. This violence is based on political disputes exacerbated by the on-going devolution process or/and competition for resources in the ASALs like at the border with Ethiopia. In addition, yearly flooding or storms result in temporary displacements.

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/IDP settlements are frequently characterised by overcrowding and lack of social, livelihood and educational opportunities. In addition, the fate of **urban** displaced people (both refugees and IDPs) raises specific protection issues such as documentation, registration, status determination linking to freedom of movement and social safety nets and benefits. **Host communities** need to be systematically taken into account.

▪ Voluntary and Forced Returns

Kenya has shown a strong willingness to see the Somali refugees returning to their country of origin. A tri-partite agreement between UNHCR, the Government of Kenya and Federal Government of Somalia was signed in 2014 where a pilot scheme to support

⁸ Integrated Food Security Phase Classification (IPC).

⁹ International Organization for Migration, figures are compiled based on the Internal Displacement Monitoring Report (IDMR), April-June 2014.

spontaneous voluntary, informed and safe return of Somali nationals to Somalia was developed. Meanwhile inside Kenya, the police are reportedly carrying out arbitrary arrests, harassment, extortion and ill-treatment of Somali refugees outside the camps. An urban refugee directive has led to Somali refugees being forcefully relocated to the camps.

In 2013 the Kingdom of Saudi Arabia (KSA) started to deport migrant workers including 150 000 Ethiopians and 38 000 Somalis back to their countries of origin. In April 2014, Kenya started to detain and forcibly return undocumented Somalis living in Kenya to Mogadishu¹⁰.

The UNHCR-led Return Consortium (RC) in Somalia has been temporarily suspended during the peak of the African Union Mission in Somalia (AMISOM)/Somali National Armed Forces (SNAF) military offensive due to security concerns but the interest in voluntary return could lead more returns of IDP families mainly to the South Central regions by December 2014. After phase one of the offensive, there is renewed effort to resume the implementation of the pilot project for support to spontaneous returns of 10 000 Somali refugees from Daadab camp to Southern Somalia. However these plans may quickly be jeopardized depending on the second phase of the offensive and how it is conducted. It is important to keep in mind that 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. Uncoordinated mass 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.

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 "drop-out" 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 and nutrition insecurity persists in all rural pastoral and some urban areas. Recurrent drought in the region has made life particularly difficult for Djibouti's pastoralists who have lost up to 70 percent of their livestock. The estimated total of persons in need of food and nutrition assistance in the country is more than **100 000**

¹⁰ Deportation of Somalis to Somalia from Kenya, have temporarily been suspended in June 2014. Source: IOM Somalia Situation Report 10, July 2014.

people. Furthermore, approximately 20 000 refugees in Hol Hol and Ali Sabieh camps rely on external food assistance.

In **Kenya**, 2014 has seen depressed rains throughout the country and worrying signs of drought in parts of the country. Cumulative March to May long rains were generally below average over most parts of the country. In addition, insecurity and associated disruptions to market access and income-earning opportunities are likely to further compound the effects of the poor season in parts of Wajir, Mandera, Turkana, and East Pokot, Baringo with households falling into a Crisis (IPC Phase 3) by September 2014 and resulting in a significant deterioration in GAM levels in the mentioned areas. In total, **1.3 million** people are food insecure in these areas.

In **Ethiopia**¹¹, food insecurity is widespread and rates of acute malnutrition are often above the international thresholds that define an emergency. Fewsnets/IPC classification is II-III. Based on an assessment conducted at the beginning of the year¹², it was initially estimated that **2.7 million** people require emergency relief food assistance in 2014. This figure will however be revised upwards, as recently published data show that the situation is deteriorating in many parts of the country. Apart from these people requiring emergency relief food assistance, additional people who are chronically food insecure receive food or cash assistance within the PSNP programme¹³. Areas of the country still in critical need of humanitarian food assistance are Arsi, West and East Haraghe, East Showa, part of Bale and Borana, Gode and Shebelle zones and Afar. The first alert reports are currently arriving. In addition to this, the spread of Desert locust has affected multiple Regional States.

In **Somalia**, previous slight improvements in the overall food security and nutrition situation since the end of the 2011/2012 famine have stalled. The poor Deyr 2013/2014 and the Gu 2014 rains have led to a worsening of the situation until at least the end of 2014. The number of people in acute food insecurity has risen to **above 1 million** for the first time since 2012, and food security is deteriorating to IPC III and IV in several areas, including Mogadishu. Malnutrition rates are already reaching critical and very critical levels in several areas. 218 000 children under five are acutely malnourished, with 45 800 children severely malnourished and at risk of dying without treatment. In addition, **2.1 million** people are at risk of sliding back into crisis in absence of adequate assistance¹⁴. This situation could quickly further deteriorate if one of the main coping strategies and factors of resilience namely transfer of remittances from the Somali diaspora, was not available.

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.

¹¹ In both Ethiopia and Kenya, these figures do not take into account the refugee population who is also in need of food assistance.

¹² Humanitarian Requirements Document (HRD) in January 2014, launched by the Government of Ethiopia.

¹³ Safety net programme – Productive Safety Net Programme. In the planned reviewed PSNP, the total number of people needing food assistance will rise to approximately 9 million people, absorbing part of the chronic caseload currently covered by the HRD.

¹⁴ FSNAU/Fewsnets September 2014

In **Eritrea**, due to access restrictions by the authorities, limited data is available. However, it is estimated that the country produces at most 60% of the food it needs. Markets do not always work properly. The food gap is mainly bridged by government imports which are often marketed at subsidised prices. Nevertheless, many households are affected by food insecurity. These factors imply that a significant part of the population may be in need of food assistance as confirmed by INGOs present in the country. Moreover, some 2 000 Eritreans on average leave the country every month.

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

The main needs identified by sector are:

Protection: Displaced populations and people affected by fighting require special consideration in terms of protection throughout the region. In light of the political pressure in favour of refugee and IDP returns as well as the relocation of IDPs, legal protection and the voluntary and informed nature of returns in safety and dignity, as well as return and reintegration monitoring, 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. Child protection concerns, such as family separation, separated and unaccompanied minors must be addressed. Similarly, prevention and response to sexual and gender-based violence (SGBV) are of utmost importance.

In Somalia, the civilian population continues to pay a high price for the ongoing armed conflict. Conflict related violence and grave violations of children rights are alarming. Moreover, unhindered access of those in need of assistance is constantly under threat, leading to a loss of dignity and protection concerns. In addition, the AMISOM/SNAF) offensive and clan fighting have further increased displacements and added to the threats on the civilian population. In Ethiopia, the consequences of localised conflicts, such as in Central Ogaden and the North of Kenya/South of Ethiopia border area, also need special attention in terms of protection. So is the case of Eritrean refugees, particularly unaccompanied minors. Moreover, 80% of the refugees coming from South Sudan to Ethiopia, Kenya and Uganda are women and children, including unaccompanied minors, creating major protection concerns.

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. In Uganda, an out of camp policy is encouraging the government to allocate plots of lands to the refugees upon their arrival and to create settlements alongside the local communities with equal access to basic services when available.

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 according to adapted modalities.

Food Assistance, Food Security & Livelihoods: Cumulative stress on the livelihoods of vulnerable populations has sharply eroded household 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. In Somalia, access to food constitutes a major challenge, especially in the South Central regions; IDPs represent 62% of the population in acute food insecurity. 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, the previous general improvement of the nutrition situation compared to 2011 has stalled. Malnutrition rates remain above emergency thresholds in many regions and are on the rise due to successive poor rainy seasons. There is a clear need to ensure that levels of moderate and severe acute malnutrition 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 prone communities. Integrated approaches, encompassing both WASH and health dimensions, as well as supporting improved care and feeding practices should also be considered in the overall nutrition response. In this context, long-term interventions to address underlying structural causes of poverty should be carried out by development actors. Particularly vulnerable are the refugees and IDPs populations that will require continuous support.

Health: In disaster 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 Cholera, Polio, Yellow Fever, Hepatitis E, Meningitis, Measles and Malaria). In some parts of the region, very low vaccination coverage, high malnutrition rates, mass population movements and overcrowded IDP/refugee camps, sharply increase the risk of transmission of diseases. Additionally, the continued armed conflict in Somalia results in sustained demand for treatment of patients with weapon-related injuries and other traumas. The 2013 withdrawal of MSF from Somalia has left huge gaps in life-saving medical care, which to date have not been adequately filled.

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 hygiene and sanitation 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 implementation of barrier on the identified route of contamination by better hygiene among populations at risk. Response to other water borne or diarrheal disease such Hepatitis E or Typhoid should also be strengthen in terms of preparedness and response.

Disaster Risk Reduction/Resilience: The lessons learnt from the 2011 drought showed that the overall level of preparedness of communities, as well as of national & local institutions were not sufficient to cope with repeated shocks. Local coping mechanisms are regularly being eroded and community resilience still 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 dryland communities. The same applies at regional level where improved coordination and documenting of best practices should now be implemented.

It remains imperative to continue ensuring 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 and returnees.

Safety and security: the volatile and deteriorating operational environment for humanitarian actors calls for enhanced and coordinated safety and security awareness, as well as strictly neutral, impartial and independent action. 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 **Djibouti, Ethiopia, Kenya, Somalia and Uganda** 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, as well as displacement and 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. ECHO will continue to monitor the situation and will be prepared to fund operations if needed provided there are possibilities for independent needs assessments, action and monitoring of humanitarian projects.

In **Uganda**, the current HIP will cover the assistance to refugees.

1) National / local response and involvement

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

The Governments of the IGAD¹⁵ Member States agreed to work together on an initiative to 'End Drought Emergencies in the Horn of Africa' by building sustainable livelihoods. Development Partners welcomed the initiative and many have allocated additional funding to support the initiative. The initiative by IGAD and its Member States is being operationalized through the development of a number of key documents, notably the IGAD Regional Programme Framework (RPF) and the Country Programme Papers (CPPs).

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 mainly cash but also food to approximately 6 million chronically food insecure people mostly in return for participation to public works, planned to be expanded to cover up to 10 million people in the coming years. 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 DRMFSS¹⁶ plays also a role concerning 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.

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

In **Kenya**, the EU has made strong efforts to improve the governments' involvement in resilience efforts and emergency response. The National Drought Management Authority and the National Drought Contingency Fund aim at building resilience to drought, rapidly reacting to early signs of drought and rapidly responding to the aftermath of disasters. The County Governments have been empowered to deliver these services.

¹⁵ IGAD is the Intergovernmental Authority on Development in Eastern Africa.

¹⁶ Disaster Risk Management Food Security Sector under the Ministry of Agriculture.

Local emergency response is however 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.

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 under threat due to banking regulations in countries hosting large Somalia diaspora groups.

In **Uganda**, any emergency is under the direct supervision of the Office of the Prime Minister.

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 2014, **Strategic Response Plans (SRP, former CAPs)** are in place in Somalia (3 year SRP), and Djibouti, with a cluster system in Somalia. International response in Ethiopia is organised in the framework of a Government-led process, the **Humanitarian Requirement Document (HRD)**, which reflects the updated humanitarian needs. In 2014, the process became annual. Refugees are not covered by the HRD, while IDPs are. A cluster system is in place. The three 2014 Appeals¹⁷/HRD for Ethiopia, Somalia and Djibouti are amounting to about USD 1.4 billion. The Somalia SRP is 31,7% funded. In Ethiopia, the HRD is funded at 49% while the refugee programme is funded at 40% (although only for 31% for the appeal for South Sudan refugees). It is worth mentioning that there is no SRP in Kenya, Uganda and Eritrea.

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 facilitation of USAID. The European Union has been, and will continue, contributing to the Global Alliance through its SHARE¹⁸ programme (Supporting Horn of Africa Resilience). In that respect, there is a need to continue strengthening the on-going coordination between humanitarian and development donors.

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

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

3) Constraints and ECHO response capacity

Security, access and humanitarian space:

Restricted **access**, either due to insecurity and/or administrative requirements put in place by the authorities as well as context-specific difficulties are major constraints in the region.

In Somalia, the security situation remains complex and access to populations in need of humanitarian assistance is severely constrained in many regions. The AMISOM/SNAF military offensive has added to the access constraints, in particular due to the blocking of major supply routes and encirclement of areas captured by government forces. Clan conflict that has erupted following the change in administration has also led to increased displacement and needs while limiting access.

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 and access**, and dialogue with all parties needs to be pursued.

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.

Partners:

ECHO has an extensive partner network in most of the countries of the Horn of Africa. However, security concerns, the limited access opportunities and additional administrative hurdles such as obstacles to import equipment or recruit expatriate staff, as well as registration and taxation demands, hamper the capacity of humanitarian agencies to deliver aid in a timely, effective and accountable manner. As a consequence, despite efforts from ECHO and its partners, scaling up humanitarian interventions in areas of greatest needs is at times difficult.

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

ECHO response in 2015 will be organised around the following main pillars of intervention:

1 – Emergency response

ECHO will respond to new emergencies in case of external shocks linked, inter alia, to conflicts/other situations of violence 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, nutrition, health, water, sanitation and hygiene, shelter and NFIs. This may also include coordination, humanitarian security platforms and logistics support.

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 for refugees and IDPs. In all cases, interventions should take into consideration the host populations.

2 - Protracted humanitarian situations

ECHO will support durable solutions. 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 whenever feasible. 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 in strict application of the law.

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.

3 – Resilience building, including DRR

ECHO addresses underlying factor of food insecurity and malnutrition through resilience building. 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 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. 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. Throughout the region, DRR should be mainstreamed in all Union-funded humanitarian aid action. It is indeed critical for ECHO to keep a strong emphasis on Emergency Preparedness and Response in its programming and demonstrate how it can contribute to building the resilience of communities to cope with emergencies.

4 – General considerations for all interventions

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.

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.

4. LRRD, COORDINATION AND TRANSITION

1) **Other** 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.

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. Since then, two additional rounds of funding have been put in place to support education and protection for children in emergency contexts.

2) Other services/donors availability

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. In all the countries of the region, the European Development Funds (EDF) is the main EU instrument to provide external development assistance. The 11th EDF will cover the period 2015 to 2020 with a strong focus on food security and resilience. Sectors of intervention have been identified and include key sectors for LRRD with 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 for engagement in fragile states adopted through the Busan process. Somalia has developed a Transition Compact adopted by all participating States during the New Deal for Somalia conference organised in Brussels in September 2013. Given its specificities and the nature of the humanitarian needs it remains of paramount importance in Somalia not to blur the lines between humanitarian, political and military interventions. The HIP could be complemented by a foreseen EUR 34 million development program whose aim is to improve resilience and increase adaptive capacities for rural and urban communities, in order to protect livelihoods over continuing shocks. Activities for this program focus on Somali pastoralist and agro-pastoralist, riverine and rain fed farmers and, urban poor to a) improve their livelihoods and economy and b) limit the risk of losing their livelihood assets and economics gain due to crisis.

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

In Somalia, the project "Stabilisation and recovery in newly accessible areas in South-Central Somalia" (to end in December 2014, budget EUR 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 Baidoa and Kismayo.

There are three Common Security and Defence Policy (CSDP) missions (military and civilian) present in the country. The EU Training Mission (EUTM Somalia) provides specialist training, advising and mentoring to help develop the Somali National Armed Forces. A CSDP capacity building mission, EUCAP Nestor, is supporting the development of Somalia's coastal police force and strengthen its judiciary. EUNAVFOR Operation ATALANTA is a naval counter piracy operation mandated to protect the World Food Program shipments and other vulnerable shipping against maritime piracy around the Horn of Africa.

An additional on-going Instrument contributing to Stability and Peace (IcSP) project (to end in December 2014; budget EUR 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**, one IcSP project will come to an end in October 2014 (budget of EUR 1 700 000) entitled “Support for the reception, reinsertion and reintegration of Benishangul Peoples Liberation Movement former combatants from Sudan back to Ethiopia” providing support to civilian measures related to the demobilisation and reintegration of former combatants into civil society.

The EU Delegation is implementing EUR 50 million under the EU-SHARE programme. This initial allocation is helping to build a more holistic approach that links humanitarian and development efforts, and complements the humanitarian action funded by ECHO in Ethiopia.

4) Exit scenarios

- 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 SHARE 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 ECHO’s exit strategies.
- ECHO will advocate for opportunities for Linking Relief, Rehabilitation and Development (LRRD) and will seek longer term commitment from development donors to fund programmes for self-reliance solutions for protracted refugees and returnees.
- 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, water provision schemes, nutrition and health services.
- The dependency of refugees, IDPs and returnees on external service delivery should be minimised and opportunities to increase the self-reliance and durable solutions should be seized in liaison with development actors (education, vocational training, livelihoods support, protection and basic services provision etc.).