



Management Plan 2015

Directorate-General Humanitarian Aid and
Civil Protection – ECHO



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PART 1. MISSION STATEMENT

The mission of the Directorate General for Humanitarian aid and Civil Protection (ECHO) is to help save and preserve life, prevent and alleviate human suffering and safeguard the integrity and human dignity of populations affected by natural disasters and man-made crises.

Overall crisis management is now clearly attributed to the Commissioner and ECHO hosts and runs the 24/7 Emergency Response Co-ordination Centre (ERCC) which enables coordination of all relevant services as well as Member States. The ERCC is also the first entry point for any call of assistance under the Solidarity Clause. To ensure rapid and effective delivery of EU relief assistance, ECHO can moreover deploy directly as appropriately humanitarian aid and civil protection.

ECHO provides humanitarian assistance to the most vulnerable victims of disasters in the immediate aftermath and also in situations of complex and protracted crisis. This assistance is based on the principles of humanity, neutrality, impartiality and independence, as set out in the European Consensus on Humanitarian Aid, and is implemented in partnership with international organisations and humanitarian NGOs. As of 2015 the 'EU Aid Volunteers initiative' will be operational to contribute to this effort.

ECHO also strongly supports the central and overall coordinating role of the United Nations in promoting a coherent international response to humanitarian crises and helps make the EU voice heard in international fora on humanitarian aid.

In the field of civil protection, ECHO works closely with Member States' civil protection authorities to improve disaster prevention, preparedness and response. With the frequency and complexity of disasters increasing both globally and inside the EU, ECHO aims to ensure robust coordination and planning of EU civil protection operations, making maximum use of available expertise and resources and ensuring full complementarity with EU Humanitarian Aid. At the same time, ECHO pursues effective prevention and preparedness policies with the Member States, thus ensuring a balance between Member States' responsibilities and European solidarity.

ECHO also facilitates the cooperation between the 31 States participating in the Civil Protection Mechanism and Financial Instrument (the 28 EU Member States, Norway, Iceland and Former Yugoslav Republic of Macedonia) in order to improve the effectiveness of systems for preventing and protecting against natural, technological or man-made disasters in Europe.

Day by day, ECHO mobilises help for people in need across the world. This help and assistance is a fundamental expression of the European value of solidarity with people in need, as endorsed and underpinned by the legal bases for both humanitarian aid and civil protection enshrined in articles 196 and 214 of the Treaty on the Functioning of the European Union.

PART 2. THIS YEAR'S CHALLENGES

Global trends are unambiguous: humanitarian challenges grow and become more complex. The increasing global vulnerabilities lead to more devastating humanitarian catastrophes. Endemic internal conflicts are increasing, many of which are ideologically highly charged, involving elements of conventional war and terrorism.

At the end of 2013, 51 million people were displaced – more than ever before¹! For example, the estimated number of Syrian refugees in neighbouring countries and the larger region has reached 3 million. Currently, about 102 million people are estimated to be in need of humanitarian assistance, compared to 81 million in December 2013². In mid-2014, the world had to deal with four L3 disasters, the highest UN categorisation of crises: South Sudan, Central African Republic, Syria and Iraq. The Ebola epidemic in West African countries has reached unprecedented levels with far-reaching implications on the humanitarian, development, health, economic and security fronts. The conflict in the eastern region of Ukraine has taken a dramatic toll on civilians.

While needs are exploding, funding is not. Given the budgetary constraints, overall EU funding will remain stable over the coming years. In budgetary terms, it will be important that payment credits are matching commitment credits, reflecting the exceptional nature of humanitarian assistance.

While an effective response will always be crucial, there has to be more focus on prevention and preparedness. The Commission will further promote the resilience of populations to better withstand the effects of shocks and stress.

In line with President Juncker's mission letter to Commissioner Stylianides, the Commission will focus on the following core challenges:

Humanitarian assistance

EU Humanitarian Aid will continue to focus on supporting those mostly in need following sudden onset, protracted and forgotten crises. Based on the results of its integrated (humanitarian and food) needs assessment, the Commission plans the main humanitarian interventions for 2015 in Africa (mainly in South Sudan, Sudan, Central African Republic, Chad, Mali, the Democratic Republic of Congo, the Sahel Region, the Horn of Africa and the three West African countries mostly affected by the Ebola epidemic), and, equally, in the Middle East. The protracted conflict in Syria which has caused a humanitarian crisis of an unprecedented scale and has extended to Iraq is likely to continue to generate massive needs. The humanitarian response to this complex crisis of a regional dimension will therefore continue to put a heavy strain on aid budgets. The EU Ebola response capacity will also be reinforced in close coordination with internal and external stakeholders.

For 2015, ECHO will focus particularly on systemic issues related to resilience and disaster risk management as well as enhanced aid effectiveness. Improving aid effectiveness is crucial and will be supported through further operationalization of policies, with the introduction of markers (the Gender and Age Marker as well as the novel Resilience Marker) and Key Result Indicators, which are built into ECHO project cycle management in order to integrate policy and quality considerations into

¹ UNHCR, Annual Report 2013, June 2014

² OCHA, Global Humanitarian Overview, August 2014

project design and implementation. In 2015, specific attention will be devoted to improving feedback loops and strengthening accountability to beneficiaries.

In 2015, ECHO will also integrate resilience as a driver for quality and aid effectiveness of its humanitarian response and development assistance. Closer co-operation within Commission services and with the EEAS will be pursued. Resilience will be systematically included as an element in the Humanitarian Implementation Plans (HIPs). Better coordination between development and humanitarian objectives and interventions will be pursued, based on a common analysis of risks and vulnerabilities. The resilience approach must bring sustainable benefits to the most vulnerable populations and households, taking into account the diversity of needs of women, children, men and the elderly, who may suffer from multiple factors of vulnerability, including those coming from the climate change. In line with its experience and added value, the Commission will in particular contribute to the action at community level.

The Commission will be a key stakeholder of the EU's new comprehensive approach to conflict and crisis. This approach will systematically bring together all relevant domains of EU external action. In terms of the humanitarian aid, the Commission will follow the "In-but-Out" approach: humanitarians are "in" as a constructive partner, but also "out", since humanitarian aid has to be purely needs-based and in line with the humanitarian principles.

Disaster Risk Reduction (DRR) - including the DIPECHO programme - remains a crucial component of the Commission's resilience and Disaster Risk Management approach and should complement it. DIPECHO interventions will be used as a strategic tool to develop resilience approaches within our humanitarian action and to build national and local capacities for resilience.

The launch of the 'EU Aid Volunteers initiative'

Following adoption of the Regulation 375/2014 and the implementing rules of the 'EU Aid Volunteers initiative', 2015 will be the first year of implementation of this new programme with a total budget of EUR 147.9 million for the period until 2020. The activities to be implemented in 2015 include the launch of the certification process of sending and hosting organisations, a call for proposals for capacity building and technical assistance projects for these organisations, a first call for proposals for deployment of volunteers and information and awareness raising actions to mark the launch of the programme. The Commission has delegated certain tasks related to the operational management of this initiative to the Executive Agency EACEA, thus ECHO has become a parent DG of the Agency and is part of the Agency's Steering Committee, leading to significant preparatory work to brief the Agency and an obligation to oversee and monitor its implementation work.

The entry into force of the new Civil Protection legislation

- In the field of civil protection, ECHO will face challenges related to the rapid implementation of the new legislation and of the Solidarity Clause. The policy dialogue will focus on the implementation by the EU institutions of the Solidarity Clause and the Council Integrated Political Crisis Response arrangements (IPCR), with the objective to ensure maximum protection of the EU citizens, while adopting cost-effective approaches.
- An important element is the implementation of the European Emergency Response Capacity (EERC) in the form of a voluntary pool of response capacities that Member States pre-commit for EU missions. The establishment of the voluntary pool will allow for enhanced planning of rapid response actions on the basis of scenarios and new response plans, pre-commitment of response assets to a voluntary pool and provide a basis for the identification of response capacity gaps and flexible stand-by arrangements for extraordinary situations. Quality criteria and a certification process are being established for a number of response capacities to assure a high degree of

quality and interoperability. As can be seen in the case of Ebola, for which specialised evacuation planes are needed as well as specific foreign medical teams, in the future for every particular emergency, rapid action will be required to accommodate the specialised response capacities under the voluntary pool.

The consolidation of the role of ERCC as EU coordination hub for crisis response and coordination

The Commissioner for Humanitarian Aid is equally responsible for Crisis Management. In this respect, for example, his appointment as EU Ebola coordinator confers a serious additional inter-institutional and resource intensive responsibility for crisis management of a major complex crisis. In order to help fulfil such responsibilities, the 24/7 Emergency Response Co-ordination Centre, established in May 2013, will have to further consolidate its de facto role of focal point in crisis management, not only co-ordinating the Commission's (and EEAS') response to crises, both within and outside the European Union, but also acting as a reference hub for EU Member States and key international organisations. This includes the implementation of its role as the central 24/7 contact point for the activation of the Solidarity Clause and, depending on the results of the on-going discussion in the Council, of the of the IPCR.

Matching objectives with resources to ensure effectiveness and efficiency

Financial resources

Significant problems arose in 2013 and the situation further deteriorated in 2014 as a result of the lack of available payment appropriations to honour payment obligations according to the usual schedules and due dates. The AOD, in full respect of the principle of sound financial management, put forward requests for budget reinforcements and took ad-hoc mitigation measures to manage the insufficient level of payment appropriations whilst ensuring the continuity of operations. These mitigating measures included the reduction in pre-financing rates and the postponement of final payments in order to continue to pursue ECHO's operational objectives. This problem became potentially critical for some of the smaller NGO partners of ECHO, and jeopardized the long standing reliability and credibility of ECHO as a humanitarian reference donor, with the associated reputational damage vis-à-vis ECHO's stakeholders.

This issue results from the mismatch between commitment and payment appropriations in both the initial budget and for most of the reinforcements received during 2012 and 2013. This is critical in the case of humanitarian actions, which are characterized by a very short project cycle. The budget 2015 has now been adopted with payment appropriations and commitment appropriations at almost the same level. At the same time, the reinforcements in payments towards the end of 2014 have significantly reduced the backlog of unpaid bills, which is now in the order of EUR 135 million. Therefore, although the payments deficit has not been entirely solved, (and on current projections 2015 will close with a backlog of unpaid bills not dissimilar to 2014) the new budgetary context has allowed it to stabilise. This means ECHO can implement the 2015 planning with limited conservative measures e.g. reduced pre-financing rates, and avoid the "staged" approach (i.e. implementation in two phases), which created substantial operational and administrative problems in 2014. In order to fill the remaining gap, reinforcements will be needed during the year to ensure that ECHO's operational objectives and its mandate can be fulfilled. However, in order not to further escalate the deficit, ECHO will be able to make use of only half of the current 2015 EUR 303 million Emergency Aid Reserve (EAR) in 2015 – as was also the case in 2014 – given that the level of EAR payment credits are at half the level of commitment credits.

Human resources

Over the past 5 years, ECHO has significantly expanded its activities growing from a DG centred on humanitarian interventions — encompassing civil protection activities as from 2010 — towards a global player for both development and coordination of policies in both areas. At the same time, there has been a significant increase in its volume of operational activities together with greater complexity and political sensitivity.

To accompany this development, ECHO has taken the necessary steps, both in terms of recruitment and in terms of internal training, to diversify and adapt the workforce to new requirements and ensure that the necessary profiles of competencies and knowledge are available.

Staff commitment towards the mandates of the DG has always been particularly high. At the end of 2013, ECHO was awarded the "Balanced workplace" label confirming the willingness of the management to create and maintain a motivating work environment.

In the context of the new Commission, ECHO's mandates and priorities were confirmed with an increased emphasis on its role in crisis management that will further exacerbate the need for immediate response capacity. On the basis of the effective management of human resources ensured by ECHO over the last years, the DG considers the allocation of additional resources as well as the gradual achievement of a better balance between officials and external resources to be the most critical issues for the coming years (2015-2017) in order to successfully meet the challenges linked to its mandate.

In light of the above and in view of the longer term challenges of ECHO has identified the following 6 Key Performance Indicators (KPIs).

The first set of 4 KPIs covers the most crucial aspects of our policy performance and would provide insights into ECHO's most significant achievements. They reflect the main activities and objectives of ECHO, namely the delivery of assistance, the capacity building, the deployment of EU volunteers and the civil protection activities:

1. % of projects meeting quality standards in food, nutrition, health, shelter and water / sanitation / hygiene intervention sectors;
2. N° of vulnerable countries with country resilience priorities in place;
3. Number of EU Aid Volunteers deployed;
4. Average speed of interventions under the EU Civil Protection Mechanism (from the acceptance of the offer to deployment).

In addition, 2 KPIs are selected with respect to the achievement of ECHO's internal control objectives to assess and evidence the reasonable assurance given on the use of the assigned resources:

1. Multi-annual Residual Error Rate;
2. % of key deliverables implemented from the ECHO Business Process Review

PART 3. GENERAL OBJECTIVES OF THE POLICY

The objective of EU's humanitarian aid is to provide ad hoc assistance and relief and protection for vulnerable people in third countries who are victims of natural or man-made disasters, in order to meet the humanitarian needs resulting from these different situations, and improve the survival chances of children and adults affected by or vulnerable to these disasters and crises.

The Union Civil Protection Mechanism aims at facilitating co-operation in civil protection assistance interventions in the event of major emergencies that may require urgent response actions and by supporting and complementing Member States' actions to prepare for and prevent disasters, with the overall objective of increasing public authorities ability to prevent, prepare for and respond to natural and man-made disasters in a coordinated, effective and efficient way.

By the very nature of its mandate, the ECHO operational interventions – being humanitarian aid or civil protection – are short term and responsive to needs. These interventions are supported and complemented by disaster risk reduction and resilience-building activities which feature a strategic approach taking into account medium to long-term visions. Its core objective « *to save and preserve life* » does not change over time. ECHO assists victims of unforeseeable new and long-lasting crises. Besides the financial component, which enables ECHO to carry out the **humanitarian operations** in the field through its partners, ECHO is active in promoting various policies and initiatives at multiple levels, inside the EU and in the international context. The European Commission's priorities in the area of policies developed and implemented by ECHO centre around the following major building blocks:

- Improving aid effectiveness, in particular through: i) actions at EU level (including by translating commitments of the European Consensus on Humanitarian Aid into action and implementing the proposed EU Aid Volunteers regulation); ii) actions at the international level (such as supporting the UN-led efforts to strengthen multilateral humanitarian system, cooperation with non-DAC donors and preparing pro-actively the World Humanitarian Summit in 2016), including close cooperation with EU Member States, and iii) actions aimed at improving sector/thematic policy quality and guidance (development and dissemination of guidance on thematic and cross-cutting issues, coordination with military and other security policy actors, as well as support for education in emergencies/conflict, among others). For the major sectors of humanitarian interventions, i.e. food assistance and nutrition, health, WASH (water, sanitation and hygiene) and shelter. These will continue to be rolled out in the field, together with guidance on cross-cutting issues such as gender (gender and age marker), DRR, protection and children;
- Enhancing response to emergencies and crisis management: the use of the full potential offered by the ERCC's capacities, the implementation of the new EU civil protection legislation, as well as the existing field network of experts and offices, will be crucial in achieving this objective. Co-operation with the UN will continue, including the possibility for UN agencies to appeal directly to the UCPM. For civil protection, there is a dedicated budget for training, exercises and exchanges of experts in the European neighbourhood. In addition, the new legislation allows for fully EU-funded preparedness missions with European experts anywhere in the world where crucial needs are identified.
- Resilience, i.e. the ability of vulnerable households and communities to withstand, adapt and quickly recover from shock and stresses, including disaster risk reduction (DRR): resilience-

building are streamlined and integrated as a priority in EU programming (humanitarian/development, EU/Member States) in order to maximize the added value of the EU's external assistance to the most vulnerable. The Commission strategically link up resilience, DRR and DIPECHO programmes to increase overall effectiveness, and pursue the implementation of the Resilience Action Plan. The DIPECHO interventions are used as a strategic tool to develop resilience opportunities within our humanitarian action and build national and local capacities.

- Furthermore the EU goes on developing a cross-sectoral EU Disaster Risk Management framework which promotes a holistic approach for all natural and man-made risks throughout all sectors. This work is based on risk assessments and planning, improving data and the knowledge base, sharing of good practices including through peer reviews, development of minimum standards for disaster prevention and integrating disaster risk management into other EU policies such as climate adaptation, cohesion policy, development, environmental impact assessment, the internal security strategy as well as research, health, nuclear safety and insurance initiatives to build resilience to disasters.
- The EU also promotes resilience and disaster risk management in international fora, including through the development of Sustainable Development Goals. The Commission will continue to work with EU Member States in order to help shape an ambitious revision to the UN Hyogo Framework for Action 2005-2015 leading up to the World Conference in Sendai, Japan, in March 2015. The positioning will build on the achievements of a range of internal and external EU policies (disaster risk management, sustainable environmental protection, internal security, climate change adaptation, humanitarian aid and development) and be based on key principles, endorsed by the Council, such as better governance and accountability, a focus on results, strengthening the contribution of disaster risk management to sustainable growth, develop a comprehensive framework factoring in conflict and fragility and ensure coherence with the international agenda.

With regard to its **civil protection** mandate, ECHO encourages and facilitates the cooperation between the 31 States participating in the Civil Protection Mechanism in order to improve the effectiveness of systems for preventing and protecting against natural, technological or man-made disasters in Europe. Through the implementation of the Civil Protection Mechanism, it ensures better protection of people, the environment, property and cultural heritage in the event of disasters.

ECHO aims to achieve a high level of protection against disasters on the basis of a balanced approach covering disaster prevention, preparedness and response. In the field of prevention, ECHO focuses on fostering a culture of prevention and improving cooperation between civil protection and other relevant services, in particular in relation to risk assessment and risk management. ECHO also aims to enhance preparedness at MS and Union level, mainly through a comprehensive programme of trainings, exercises and exchange of good practices. The creation of a voluntary pool of pre-committed response capacities will further contribute to the development of a European capacity to respond rapidly and efficiently to disasters. Finally, through its Emergency Response Coordination Centre, ECHO is in a position to effectively coordinate Member States' response to requests for assistance and to bring individual offers of assistance together in a comprehensive and well-coordinated package of European assistance.

The successful achievement of general objectives is defined in relation to ECHO's capacity to swiftly provide assistance in crises and particularly those areas where the EU assistance is most needed. ECHO endeavours to identify objective indicators, which enable monitoring the achievement of its objectives at various policy levels, with the aim to provide management with key information on the impact and quality of assistance provided. This exercise is properly done, despite the objective

limitations due to the nature of the operations for which ECHO is responsible, combined with the heterogeneous type of interventions and the absence of multi-annual planning (due to the short term nature of its operations).

In line with best donor practices ECHO established General Guidelines on Operational Priorities for Humanitarian Aid (GGOPHA) for 2015, which set out both horizontal and operational priorities for achieving the above-mentioned objectives.

General objective 1: HUMANITARIAN ASSISTANCE		<input checked="" type="checkbox"/> Programme-based: Humanitarian Aid
For children and adults affected by or vulnerable to disasters or crises outside the EU to have improved chances of survival.		
Impact indicator 1: N°. of deaths due to natural disasters (Source: As recorded in the EM-DAT database³)		
Baseline: Annual Average 2010-2012	Milestones: Annual Average 2014- 2019 ⁴	Target: 2020
98 689	≤ 100 000	≤ 100 000
Impact indicator 2: N°. of countries ≥ 11⁵ in the EU's Global Vulnerability and Crisis (final) Index (Source: Global Vulnerability and Crisis (final) Index managed by the Commission)⁶		
Baseline: 2013	Milestones: Annual average 2015 - 2019	Target: 2020
19	≤ 15	≤ 14
Planned evaluations: ECHO has a rolling evaluation programme with a five-year duration that will cover the period of 2015–2019. The revision is subject of internal consultation and the new programme will be available mid-November. All geographical Humanitarian Aid evaluations (~15) during this period will address General objective 1. This will be done by assessing ECHO’s contribution to improving the situation of crisis affected people. The aim to measure ‘contribution’ reflects the limited influence of ECHO on the objective due to the many and significant external factors as explained below.		

³ Emergency Events Database, which is an external internationally recognised database managed by the Centre for Research on the Epidemiology of Disasters (CRED).

⁴ Estimate calculated based on the average annual deaths of the past 10 years.

⁵ The index 11 represents the degree of vulnerability in the EU's Global Vulnerability an Crisis Index.

⁶ The Global Vulnerability and Crisis Assessment⁶ categorises 140 developing countries on the basis of i) the existence of a recent crisis, or presence of a large number of refugees or internally displaced persons (IDPs), and ii) the degree of vulnerability of the country's population. In 2015 for the 2016 programming exercise GVCA will be replaced by InfoRM – Index for Risk Management – covering a broader set of indicators – this impact indicator will be replaced by No. of 'High Risk' Countries 2014: 48; 2015-19: 48; 2020 45.

General objective 2: CIVIL PROTECTION		<input checked="" type="checkbox"/> Programme-based: Union Civil Protection Mechanism
For public authorities to be able to prevent, prepare for and respond to natural and man-made disasters in a coordinated, effective and efficient way.		
Impact indicator 1: Impact indicator: Economic damage caused by natural disasters (Source: As recorded in the EM-DAT database)		
<i>Baseline: Annual Average 2011 -2013</i>	<i>Milestones: Annual average 2014-2019⁷</i>	<i>Target: 2020</i>
171 064 341 000 €	≤ 106 000 000 000 €	≤ 106 000 000 000 €
Planned evaluations: The evaluation of Civil Protection is based on specific legal base requirements, and the interim evaluation of the Union Civil Protection Mechanism will be launched in 2016. This evaluation will address General objective 2.		

Presentation of external factors:

In view of the volatile and unpredictable environment in which ECHO operates, there are many external factors which could affect the fulfilment of above mentioned objectives. Some of them are:

- The general political and economic stability both worldwide but also in specific areas where ECHO operates;
- The external environment with potential limited access to the theatre of operations due for example to armed conflicts, security risk, limitation by authorities etc;
- The number and scale of conflicts of disasters;
- Partners' presence and capacity to respond to on-going crisis, peaks in these and new emerging crisis, with acceptable quality and timeliness and in a principled way;
- Low-level uptake by communities/lack of engagement of authorities;
- Budgetary constraints mainly regarding the payment appropriations put at the Commission disposal;
- The partnership of other stakeholders like EU Member States, Governments, donors, International Organisations etc.

⁷ Estimate calculated on the average of annual economic damage of the past 10 years

PART 4. SPECIFIC OBJECTIVES FOR OPERATIONAL ABB ACTIVITIES

4.1 Humanitarian Aid

The aim of the humanitarian aid policy as defined in article 214 of the Treaty on the Functioning of the European Union and the Council Regulation 1297/96 is to provide ad hoc assistance, relief and protection to people in third countries who are victims of natural or man-made disasters, in order to meet the humanitarian needs resulting from these situations.

The EU's added value comes specifically in the form of:

- Its mission to save and preserve life;
- the acquired high levels of recognition as a reference donor and important contributor to humanitarian action;
- the leadership in ensuring that humanitarian aid allocations are needs based and that no humanitarian crisis is overlooked in the international humanitarian response;
- the leadership to boost other humanitarian donors to implement effective and principled humanitarian aid strategies;
- the comparative advantage in ability to intervene in politically sensitive situations more flexibly;
- the close relationship with the EU Member States;
- the network of recognised humanitarian experts deployed throughout the world;
- the fast, effective and flexible procedures in place to react smoothly and swiftly to any crisis;
- the coordination role of the ERCC as EU coordination hub for crisis response;
- the key role both in implementing and financing a resilience and disaster risk management approach;
- the positive image offered to the EU citizens.

Humanitarian Aid (23 02)

Financial resources (€) in commitment appropriations			Human resources		
Operational expenditure	Administrative expenditure (managed by the service)	Total	Establishment plan posts	Estimates of external personnel (in FTEs)	Total
919 742 000	16 988 447	922 573 141	109	43	152

Intervention Logic

. ECHO's budget is implemented directly ("direct management"), as well as indirectly ("indirect management") through international organisations.

ECHO endeavours to identify indicators, which enable monitoring the achievement of its objectives at various policy levels, with the aim to provide management with key information on the impact and quality of the assistance provided. This exercise is properly done, despite the objective limitations due to the nature of the operations for which ECHO is responsible, combined with the

heterogeneous type of interventions and the absence of multi-annual planning (due to the short term nature of its operations).

The general objective of Humanitarian Aid is to improve the chances of survival of people affected or vulnerable to disaster or crisis. To that end it must ensure its humanitarian aid response, is adequate i.e., needs-based, efficient and timely. It should also build and strengthen the capacity and resilience of affected communities. This is why the monitoring and performance/evaluation framework is directed to assess where the money goes, our ability to identify the humanitarian needs, the time to grant and the quality of the results achieved.

ECHO does not implement the distribution of humanitarian aid itself; it acts as a donor, and its funds (an annual budget of around 900 M€ in current prices) are channelled through individual agreements with partner organisations. Partners are:

- NGO organisations that have signed the Framework Partnership Agreement (FPA) which governs the relations with these NGO partners. The management mode applied is "direct management".
- UN agencies and International Organisations that have signed the i) the Financial and Administrative Framework Agreement (FAFA) for UN ii) an ad hoc FPA for International Organisations (ICRC, IFRC and International Organization for Migration). The management mode applied is "indirect management".

The FPA/FAFA as well as individual agreements govern the relations between ECHO and its partners, by defining roles and responsibilities in the implementation of EU-funded humanitarian operations. ECHO is however an "active donor": it has a strong presence in the field, works closely with partner organisations, and is fully involved in planning aspects and policy development in the area of humanitarian aid.

Programming and implementation is established annually on the basis of a multi-phased methodology, governed by the Integrated Analysis Framework (IAF), an internal needs based decision making process, which brings together the information and data requirements from different sources, including the Global vulnerability and crisis assessment (GVCA) the Forgotten Crisis Assessment (FCA) and the Food Insecurity Needs Assessment (FINAT) tools. This methodology ensures: i) a more integrated approach to the analysis of context, vulnerability and needs ii) quality of country analysis and transparency.

A share of the humanitarian budget (19.1 % in 2015) remains unallocated and put aside to address new crises or deterioration of existing crises during the year. Decisions on the mobilisation of this operational reserve to cover these new situations are based on specific assessment of the needs.

Monitoring is constant with day to day follow-up of projects by our experts in the field, visits of HQ officers to projects, selection and assessment of partners, project appraisal worksheet, audits of each partners every 2 to 4 years, review of partners reporting and around 6 evaluations a year focusing on major country operations, partners and thematic issues. A mid-term review is also ensured to identify any discrepancy with target and any potential change in the strategy.

Reporting is ensured through different layers such as the Annual Activity Report including Declaration of Assurance, the annual evaluation report and release of all individual evaluation reports, the yearly report on Audits, the ECHO Annual Reports on operations, the annual Strategy

document, information systems towards external stakeholders (such as EU Aid Explorer and Edris which include all financial information per country of operations).

Specific objectives and results indicators for ABB activity "Humanitarian Aid"

General Objective 1: Humanitarian Aid				
Specific objective 1: HUM. AID RESPONSE				<input checked="" type="checkbox"/> Programme-based: Humanitarian Aid
Provide needs based delivery of EU assistance to people faced with natural and manmade disasters and protracted crises.				
Result indicator 1: % of EU HA funds for specific crises spent in most vulnerable countries⁸ <i>(Source - 'Category 3 countries' in the Commission's Global Vulnerability and Crisis Assessment – as explained and described in the yearly Operational Priorities document of DG ECHO)</i>				
Baseline: 2013	Latest known result: 2014	Milestones		Target: 2020
		2016	2018	
50%	51%	≥ 53%	≥ 55%	≥ 56%
Result indicator 2: % of EU HA initial budget for specific crises spent in forgotten crises <i>(Source – 'Forgotten crises countries based on the Commission' Forgotten Crisis Assessment – as explained and described in the yearly Operational Priorities document of DG ECHO)</i>				
Baseline: 2013	Latest known result: 2014	Milestones		Target: 2020
		2016	2018	
18.3%	15%	≥ 18%	≥ 19%	≥ 20%
Result indicator 3: % of projects meeting quality standards in food, nutrition, health, shelter and water / sanitation / hygiene intervention sectors <i>(Source - ECHO's key results indicators introduced in project single form and monitored by ECHO)</i>				
Latest Known result: 2014	Milestones			2020
	2015	2017	2018	
66%	90%	92%	93%	95%
Result indicator 4: % of contracts issued under following targets for number of days elapsed from decision to contracting: Primary Emergency decision: 5 days; Emergency decision : 18 days; Other decisions : 56 days <i>(Source: ECHO benchmark report)</i>				
Baseline: 2013	Latest known result: 2014		Target: 2020	
78%	87%		≥ 95%	
Main outputs in 2015				

⁸ Milestones and targets have been changed compared to 2014 to better reflect the latest known results and the changing mix of countries considered as vulnerable

Worldwide Decision (WWD) 2015 – January 2015

General Guidelines On Priorities for Humanitarian Aid (GGOPHA) 2016 – November 2015

Humanitarian Implementation Plan (HIP) 2016 – November 2015

Geographical repartition of initial HA programming (BL 23 02 01):

- Africa: EUR 364.5 million (47%)
- Middle East and Mediterranean: EUR 176.5 million (23%)
- Asia and Pacific: EUR 107.3 million (14%)
- Latin America and Caribbean: EUR 31.5 million (4%)
- Complementary operations: EUR 89.7 million (12%)

Top 3 countries/region of intervention according to HA initial programming (BL 23 02 01):

- Syria: EUR 100 million
- Sudan/South Sudan: EUR 80 million
- Sahel: EUR 57 million

Output indicator 1: N° of beneficiaries of ECHO operations

(Source: Hope database – owned and managed by DG ECHO)

Baseline: 2012	Milestones: 2013-2019	Target: 2020
122 million	> 122 million each year	125 Million

Planned evaluations: All geographical Humanitarian Aid evaluations (~15) during 2015-2019 will address Specific objective 1. This will be done by assessing to what extent ECHO is providing a timely delivery of the right aid to the right people, i.e. that the real needs are targeted in the best way.

Presentation of external factors:

➤ Results indicators 1 and 2 (budget allocation of HA funds):

- Humanitarian access, including security of humanitarian staff. This may result in the need for mitigating measures and special monitoring frameworks or ultimately the suspension of operations in inaccessible areas
- Partners' presence and capacity to respond to on-going crisis, peaks in these and new emerging crisis, with acceptable quality and timeliness and in a principled way
- Unforeseen conflicts/natural disasters/threat
- Low-level uptake by communities/lack of engagement of authorities
- Lack of technical capacity in the host country
- Access restrictions due to: administrative obstacles; prohibitive customs duties/repeal of licences or work permits/ suppression of MoU/procurement restrictions/unfavourable currency exchanges /lack of VAT exemption for NGOs/poor logistics and infrastructure etc.; political decisions culminating in for example the suspension of DG ECHO partners by authorities or repeal of (renewable) authorisations to work in a given area or placing the emphasis on other geographical locations outside the project remit
- Aid diversion.

The humanitarian response to the following crises might be negatively influenced by access, security and aid diversion issues: Syria, Iraq, Yemen, Palestine, Somalia, Northern Mali (access and security) Cameroon (security in Boko Haram threatened areas), the Central African Republic (security and access), the Democratic Republic of Congo (security), Sudan (access), and Ukraine (access), Afghanistan, Pakistan and Colombia (access, security) while the attitude of the national/local authorities towards the humanitarian community, including in terms of administrative constraints imposed, could jeopardise the delivery of aid in South Sudan, Sudan, Turkey, Lebanon, Jordan,

Bangladesh, Myanmar and Pakistan.

➤ Result indicator 3 (quality of projects):

The percentage of 66% for 2014 refers to all ECHO projects, as the data reporting currently does not yet support an analysis of only the projects in sectors where KRIs exist. If the development of data warehouse respects the plans, this should be possible for 2015, but the indicator might have to be adapted slightly.

➤ Result indicator 4 (issuance of contracts):

The external factor which may affect negatively the achievement of our objectives is the availability of payment appropriations for 2015.

General Objective 1: Humanitarian Assistance			
Specific objective 2: RESILIENCE			<input checked="" type="checkbox"/> Programme-based: Humanitarian Aid
Build the capacity and resilience of vulnerable or disaster affected communities.			
Result indicator 1: N° of vulnerable countries with country resilience priorities in place <i>(Source: EU Del, MIPs, CSPs)</i>			
Baseline: 2013	Latest known result: 2014	Milestone: 2016	Target: 2020
New: N/A	3	10	20
Result indicator 2: % of actions 'on track' of Resilience Action Plan. <i>(Source: Transition Interservice Working Group on Resilience)</i>			
Baseline: 2013	Latest known result: 2014	Milestone: 2016	Target: 2020
New: N/A	80%	80%	90%
Main outputs in 2015			
<ul style="list-style-type: none"> - Resilience Marker integrated in ECHO project cycle - EU Resilience Compendium - Dipecho (DIP) budget for 2015 (23 02 02): 37,3 M€ - Geographical repartition of initial DIP programming (BL 23 02 02): <ul style="list-style-type: none"> - Asia and Pacific: EUR 15 296 000 (41%) - Latin America and Caribbean: EUR 22 000 000 (59%) 			
Output indicator 1: % of ECHO funded operations in which Disaster Risk Reduction has been mainstreamed ⁹ <i>(Source: ECHO DRR metrics – E-single form)</i>			
Baseline: 2013	Milestones: 2014-2019		Target: 2020
40%	≥ 45%		≥ 50%

⁹ The MP 2014 milestones and targets have been increased to reflect the growing importance of the DRR in ECHO operations

Planned evaluations: All geographical Humanitarian Aid evaluations (~15) during 2015-2019 will address Specific objective 2, assessing the sustainability of humanitarian assistance, DRR actions and in some cases explicitly resilience as such.

Presentation of external factors:

The resilience agenda is a joint ECHO/DEVCO agenda supported by Member States that implies establishing working partnerships with other stakeholders: national governments, other donors, civil society organisations; international organisations. The Commission can play a federating role but will not alone be able to achieve the expected results in terms of building resilience of the most vulnerable.

4.2. EU Aid Volunteers

The objective of the EU Aid Volunteers initiative is to contribute to strengthening the Union's capacity to provide needs-based humanitarian aid aimed at preserving life, preventing and alleviating human suffering and maintaining human dignity and to strengthening the capacity and resilience of vulnerable or disaster-affected communities in third countries, particularly by means of disaster preparedness, disaster risk reduction and by enhancing the link between relief, rehabilitation and development.

Most of the core added value mentioned under Humanitarian Aid caption above (4.1) is also valid for EU Aid Volunteers. In addition, the EU Aid Volunteer objective shall be attained through the added value of joint contributions of EU Aid Volunteers, expressing the Union's values and solidarity with people in need and visibly promoting a sense of European citizenship

EU Aid Volunteers (23 04)

Financial resources (€) in commitment appropriations			Human resources		
Operational expenditure	Administrative expenditure (managed by the service)	Total	Establishment plan posts	Estimates of external personnel (in FTEs)	Total
13 868 000	335 298	14 203 298	2	1	3

Intervention Logic

The EU Aid Volunteers intervention logic is in most of its aspects similar to that of Humanitarian Aid as it supports and complements it in Third Countries. The following elements should nevertheless be highlighted:

- the preparatory action for the EU Aid Volunteers programme is managed directly by the Commission (direct management).
- the EU Aid Volunteers programme (EUR 147.9 million for the 2014-2020 period) will be managed by an EU Executive Agency ("direct management"). It is foreseen that different elements of the programme (as proposed by the Commission) will be implemented through calls for proposals and calls for tenders. It is proposed that an annual work programme is adopted as a Commission Decision.

An ex-post-evaluation of the EU Aid Volunteers pilot project is ongoing in 2014, whereas a mid-term evaluation on results, impact and cost-effectiveness of the programme will take place in 2016 with a report in 2017. A final ex-post evaluation report for the 7 years financial periods is scheduled for 2021.

Specific objectives and results indicators for ABB activity "EU Aid Volunteers"

General Objective 1: Humanitarian Assistance						
Specific objective 3: EU AID VOLUNTEERS						<input checked="" type="checkbox"/> Programme-based: EU Aid Volunteers
Ensure deployment of EU volunteers and provide capacity building for volunteering						
Result Indicator 1 : Number of EU Aid Volunteers deployed or ready for deployment with the required qualifications (Source: Consolidation of implementing partner's reporting)						
Baseline: 2014	Milestones					Target: 2020
	2015	2016	2017	2018	2019	
70	≥ 400	≥ 490	≥ 580	≥ 690	≥ 820	≥ 980
Result Indicator 2 : Number of third country staff and volunteers participating in capacity building actions. (Source: Consolidation of implementing partner's reporting)						
Baseline: 2014	Milestones					Target: 2020
	2015	2016	2017	2018	2019	
1.450 ¹⁰	≥ 300	≥ 700	≥ 700	≥ 600	≥ 550	≥ 550
Main outputs in 2015						
2015 Main actions Publication of first calls for proposal for capacity building and call for tender for training provision - Publication of call for expression of interest for certification - Publication of first call for deployments and apprenticeship placements - Launch event for the initiative - Launch of online platform EUAV.						
Output indicator 1 : Training of volunteers and apprenticeship placements (Source: Consolidation of implementing partner's reporting)						

¹⁰ Capacity building and technical assistance for the participating organisations are front-loaded, i.e. they take place mainly at the beginning of the programme in order to allow organisations to get up so speed and participated in it (they need to be certified and for those who do not yet have the capacity we provide these cap building activities). Later in the programme the focus is on growing numbers of volunteers. This explains strong decrease in 2015 since preparatory work was mainly in 2013/2014 with a second batch in 2016/2017 due to slowly decrease afterwards. EUAV being a new activity for DG ECHO, milestones and targets have been changed compared to Management Plan 2014 in order to better reflect reality and increasing experience.

Baseline: 2014	Milestone: 2016	Target: 2020
NA - New	840	1.596
Planned evaluations: The evaluation of EU Aid Volunteers is based on specific legal base requirements, and an interim evaluation of the programme will be launched in 2016. This evaluation will address Specific objective 3.		

Presentation of external factors
 Factors beyond control of the Commission – Specific objective 3 Impact Indicator 1 – fewer candidates than expected passing the assessment to become volunteers; fewer hosting organisations than expected meeting the quality criteria to be accepted as hosting organisations

4.3. Union Civil Protection Mechanism

Based on the new Treaty Article 196 for civil protection policy, the aim of the Mechanism is to strengthen the cooperation between the Union and Member States and facilitate coordination in the field of civil protection in order to improve the effectiveness of systems for preventing, preparing for and responding to natural and man-made disasters.

The EU's added value, which covers risk-assessment, management and response, comes specifically in the form of:

- reducing the loss of human life, environmental, economic and material damage caused by disasters through an overall approach covering disaster prevention, preparedness and response;
- an improved understanding in Member States of disaster risks through cooperation on risk assessment and planning, and the gradual development of a European culture of disaster prevention;
- an improved preparedness for disasters through training, exercises, exchange of best practices and similar activities;
- improved coordination of the response to disasters by bringing together and facilitating Member States' offers of assistance; this includes increased cost-effectiveness through the pooling of assistance, the sharing of transport capacities, the identification of complementarities and the avoidance of duplication; also, a coherent, predictable and more visible response to disasters through the set-up of a European Emergency Response Capacity in the form of response capacities voluntarily pre-committed by Member States to a pool, ready to help everywhere in the EU and in third countries when needed.

Union Civil Protection Mechanism UCPM (23 03)

Financial resources (€) in commitment appropriations			Human resources		
Operational expenditure	Administrative expenditure (managed by the service)	Total	Establishment plan posts	Estimates of external personnel (in FTEs)	Total
46 192 000	6 370 668	52 562 668	28	29	57

Intervention Logic

The general objective of UCPM is to be able to prevent, prepare and respond to disasters in a coordinated, effective and efficient way. This is why the monitoring and performance/evaluation framework is directed to assess the level of protection, prevention and preparedness, the speed of intervention and the general Member States involvement achieved.

Civil Protection management mode is mainly direct management but also indirect management with some UN bodies.

Prevention and preparedness actions are covered by an annual work programme adopted as a Commission Decision. Such activities are mostly implemented through calls for proposals and calls for tenders. After their publication, a selection process takes place and is translated into grant agreements and contracts. Grant agreements have a longer duration than for humanitarian aid (up to 24 months or up to 48 months in case of contracts if a renewal is agreed between the DG and a contractor).

Civil protection response is covered by a separate Commission financing decision. Activities are dependent on requests for assistance from countries affected by disaster, inside or outside Europe. As disasters are by definition unpredictable, they are not included in the annual work programme. Expenditure related to these activities, including on transport co-financing to Member States, is covered by specific contracts with experts or grant agreements with Member States. Transport co-financing can also be provided through an existing framework contract with a transport broker company.

Monitoring is constant with regular follow-up of projects, selection and assessment of partners, audits, review of partners, compliance assessments, reporting and evaluations. A yearly mid-term review is also ensured to identify any discrepancy with target and any potential change with the annual work programme. Output oriented systems are already in place to ensure monitoring and reporting on i) the implementation of the disaster prevention framework ii) the level of readiness for disasters iii) the speed, degree and adequacy of intervention.

An ex-post-evaluation of the Civil Protection legal instruments is ongoing in 2014, whereas an interim evaluation on results, impact and cost-effectiveness of the 7 years programme will take place in 2016 with a report in 2017. A final ex-post evaluation report for the financial periods is scheduled for 2021. Reporting is ensured through different layers such as the Annual Activity Report (including Declaration of Assurance), the annual evaluation report and release of all individual evaluation reports, the annual report on Audits. Above mentioned evaluation and a communication on the continued implementation of this Decision will be the main reports on results and achievements.

Specific objectives and results indicators for ABB activity "Union Civil Protection Mechanism"

General Objective 2: Civil Protection			
Specific objective 4: PREVENTION Achieve a high level of protection against disasters by preventing or reducing their potential effects, by fostering a culture of prevention and by improving cooperation between the civil protection and other relevant services.			<input checked="" type="checkbox"/> Programme-based: Union Civil Protection Mechanism
Result Indicator 1: Number of Member States that have made available to the Commission a summary of their risk assessments and an assessment of their risk management capability. <i>(Source: Communication and Information Resource Centre for Administrations, Businesses and Citizens (CIRCABC))</i>			
Baseline: 2014	Milestones ¹¹		Target: 2020
	2016	2018	
20 risk assessments	28 risk assessments	28 risk assessments and capability assessments	28
Planned evaluations: The evaluation of Civil Protection is based on specific legal base requirements, and the Interim Evaluation of the Union Civil Protection Mechanism will be launched in 2016. This evaluation will address Specific objective 4.			

Presentation of external factors
none

General Objective 2: Civil Protection			
Specific objective 5: PREPAREDNESS Enhance preparedness at Member States and Union level to respond to disasters			<input checked="" type="checkbox"/> Programme-based: Union Civil Protection Mechanism
Result Indicator 1: % of response capacities included in the voluntary pool in relation to the capacity goals. <i>(Source: Common Emergency Communication and Information System (CECIS))</i>			
Baseline: 2014	Milestones ¹²		Target: 2020
	2016	2018	
50%	≥ 50%	≥ 75%	100%

¹¹ Milestones results have been changed compared to 2014 to better reflect the faster advancing progress from Member States

¹² Milestones results have been changed compared to 2014 to better reflect the current state of progress

Result Indicator 2: N° of standard response units (modules) and other response capacities registered in the EU's Common Emergency Communication and Information System (CECIS).
(Source: Common Emergency Communication and Information System (CECIS))

Baseline: 2013	Latest known result: 2014	Milestones		Target: 2020
		2016	2018	
150	160	≥160	≥175	≥180

Planned evaluations: The evaluation of Civil Protection is based on specific legal base requirements, and the interim evaluation of the Union Civil Protection Mechanism will be launched in 2016. This evaluation will address Specific objective 5.

Presentation of external factors

Registration of assets to the voluntary pool as well as of modules and other response capacities in CECIS is dependent on Member States. In particular, the voluntary pool of assets is a new element established by the recently adopted Civil Protection legislation. Registration of assets to the voluntary pool has only been possible from October 2014 after the adoption of Implementing Rules to the new Civil Protection legislation.

General Objective 2: Civil Protection

Specific objective 6: RESPONSE

Facilitate a rapid and efficient response (deployment of EU MS in-kind assistance) in the event of disasters or imminent disasters.

Programme-based:
Union Civil Protection
Mechanism

Result Indicator 1: Average speed of interventions under the EU Civil Protection Mechanism (from the acceptance of the offer to deployment).

(Source: Common Emergency Communication and Information System (CECIS))

Baseline: 2013	Latest known result: 2014	Milestone: 2017	Target: 2020
≤36 hours	≤24 hours	≤18 hours	≤12 hours

Main outputs in 2015:

Budget line	Number of grant agreements:	Number of contracts	Number of administrative arrangements
23 03 01 01: Disaster prevention & preparedness within the Union	23-25	27-30	2-3
23 03 01 02: Disaster prevention & preparedness in Third	6	5	1-2

Countries			
23 03 02 01: Emergency response within the Union	Depending on emergencies and request for assistance received	1-2 for transport broker	N/A
23 03 02 02: Emergency response in Third Countries	Depending on emergencies and request for assistance received	1-2 for transport broker	N/A
Planned evaluations: The evaluation of Civil Protection is based on specific legal base requirements, and the interim evaluation of the Union Civil Protection Mechanism will be launched in 2016. This evaluation will address Specific objective 6.			

Presentation of external factors
The number of grant agreements, mainly on transport co-financing, depends on emergencies and requests for assistance received.