

HEADING 4: Global Europe

Humanitarian aid

Lead DG: ECHO

I. Overview

What the programme is about?

The Humanitarian aid programme (HUMA) provides effective relief and protection to populations affected by natural or man-made disasters on the basis of needs. As the world's largest humanitarian aid donor, the EU and its Member States play a central role in tackling humanitarian challenges. HUMA provides aid to most vulnerable populations in countries in crisis, including 'forgotten' crises. In addition, the EU is committed to build capacity and resilience of vulnerable communities and has put in place a resilience action plan.

The humanitarian aid policy is based on the humanitarian principles, in line with Article 214 of the Treaty on the Functioning of the European Union. The Commission contributes actively to shaping humanitarian advocacy and policy development at the European and the global level, including through humanitarian fora such as the Good Humanitarian Donorship initiative, the Humanitarian Affairs Segment of the UN Economic and Social Council (Ecosoc), humanitarian events in the margins of the UN General Assembly, the UN Office for the Coordination of Humanitarian Affairs (OCHA) Donor Support Group, the International Committee of the Red Cross (ICRC) Donor Support Group, and the International Federation of Red Cross and Red Crescent Societies (IFRC) Donor Advisory Group. The Commission also holds regular strategic dialogues with its key humanitarian partners including the major UN operational agencies.

EU added value of the programme

Because of the financial weight of its humanitarian actions and its unique position, the EU encourages other humanitarian donors to implement effective and principled humanitarian aid strategies and has a comparative advantage in being able to intervene in politically sensitive situations more flexibly.

The EU is well positioned to rapidly complement EU Member States' bilateral contributions as required in response to crises. A share of the annual budget is pre-allocated to on-going crises (in some cases, the Commission being the only donor, namely in forgotten crisis) and for prevention/preparedness measures, while the rest is deployed to respond to new crises or deterioration of existing ones.

The Commission's strong field presence allows for a comprehensive understanding of the complex needs on the ground, and its neutrality provides greater flexibility and power to act on behalf of the most vulnerable. The Commission is valued by other donors for its technical know-how and capacity for coordination.

The aim of the humanitarian aid policy as defined in Article 214 of the TFEU 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.

Over the years, the EU has established itself as an important actor in humanitarian action both at global and field level. Its extensive network of humanitarian field experts based in countries in crisis is a key element in its comparative advantage as a donor. Providing rapid and flexible assistance both in the major crises and in so-called 'forgotten crises' has become a hallmark of the EU's profile as a donor.

Implementation mode

Directorate-General for European Civil Protection and Humanitarian Aid Operations (DG ECHO) is the lead DG for the programme implementation. The programme is implemented through indirect management by NGOs, UN agencies and other international organisations.

II. Programme Implementation Update

Implementation Status (2017-2019)

The implementation of the programme for humanitarian assistance is on track.

In 2019, the EU focused on the following areas, which are increasingly relevant in the current humanitarian context ⁽¹⁾: supporting education in emergencies, forced displacement, cash transfers, enhancing Protection and compliance with international humanitarian law (IHL), gender and age mainstreaming, preventing and responding to gender-based violence, persons with disabilities, resilience, the humanitarian-development-peace nexus as a cross-cutting priority, innovation, technology and big data,

⁽¹⁾ SWD(2017) 464 final

engagement with the private sector, food and nutrition assistance, environment, urban settings, social protection, and disaster risk reduction (DRR).

The General Guidelines for Operational Priorities for Humanitarian Aid (GGOPHA) ⁽²⁾ establish the priorities for the year on the basis of the assessment of foreseen humanitarian aid needs. The GGOPHA provide sufficient flexibility to adapt these priorities to new crises and evolving humanitarian aid needs. Between 15 % and 20 % of the budget is set aside as an operational reserve for unforeseen needs. In 2019, the EU provided EUR 2 billion in humanitarian aid (excluding EDF and externally assigned revenue) to the most vulnerable across more than 80 countries. When adding external assigned revenue from Member States committed for the Facility for Refugees in Turkey or operations in Central and West Africa and EDF appropriations (EUR 415.8 million), the EU, in 2019, managed a total amount of EUR 2.4 billion for humanitarian aid.

Key achievements

In 2019, the EU provided over EUR 2.4 billion (including EDF and externally assigned revenues) in aid to the most vulnerable across more than 80 countries, reaching over 177 ⁽³⁾ million beneficiaries 38 million of which resulting from DIPECHO actions in disaster prone regions ⁽⁴⁾.

In 2019, 45 % of the humanitarian budget went to most vulnerable countries ⁽⁵⁾ and an additional 37.6 % was allocated to forgotten crises (crises with little media attention and poor coverage) ⁽⁶⁾. 62 % of the contracts were issued within a very short timeframe (11 days). In addition, the Union is committed to build capacity and resilience of vulnerable communities and has put in place a resilience action plan for which 80 % of actions are on target.

The EU's principled and needs-based approach to humanitarian aid also includes addressing 'forgotten crises'. The EU was thus present in every significant humanitarian crisis in 2019 with a variety of adapted funding tools. In larger crises, the EU consistently responded to situations where other donors were not present and often played the role of coordinator and catalyst.

As an example of the EU's response to major crises, the Union continues to deliver life-saving assistance and support to millions of people across Syria. The EU's humanitarian assistance is carried out in a principled manner to fulfil the needs of the most vulnerable Syrians throughout the country. Aid is delivered from all humanitarian hubs, including across conflict lines and international border crossings. The assistance contributes to the vital delivery of food, medicine, water, and shelter for millions of Syrians directly affected and/or internally displaced by the conflict. In neighbouring Lebanon, EU funding has contributed to cash assistance for the most vulnerable refugees, secondary healthcare for life-saving cases, non-formal education and shelter – including water, hygiene and sanitation – to improve the living conditions of the vulnerable families most affected by the displacement. In Turkey and Jordan, the EU supports the most vulnerable refugees inter alia through cash assistance, as this is considered the most cost-efficient and dignified method. Furthermore, the Union contributes to the renewed Partnership Programmes ('compacts') with Lebanon and Jordan.

Education in Emergencies remained more than ever a flagship policy in 2019, 10 % of the budget was dedicated to it, and more than 2.5 million boys and girls benefited from it in over 50 countries. Moreover, the EU remained an active member of the 'Call to Action on Protection from Gender-based Violence in Emergencies and continued scaling up the use of cash transfers. In addition, the EU took specific measures in order to mainstream the needs of persons with disabilities across all EU-funded humanitarian actions.

The EU continued to invest in disaster preparedness as an essential means to strengthen national response systems in order to mitigate the impact of weather-induced disasters on humanitarian needs. A total of EUR 50 million financed 24 countries and 6 regional interventions across the globe in 2019. The benefits of such investments are immense as Mozambique's experience with cyclones Idai and Kenneth (March – April 2019) has shown. The drone unit of Mozambique's National Disaster Management Authority ⁽⁷⁾ played a critical role in the aftermath of both cyclones in collecting data through areal images. The data was essential for planning the emergency response and rescuing operations in some of the affected areas, which were completely inaccessible. The establishment of the unit was supported by the EU in the framework of two EU-funded disaster preparedness actions implemented by the World Food Programme, with the objective of strengthening the capacity of Mozambique's National Disaster Management Authority in the use of drones (UAVs) technology to support early warning, emergency response and early recovery efforts.

In the framework of its co-chairmanship with Switzerland of the Good Humanitarian Donorship (GHD) initiative (June 2018 – June 2020), the EU continued in 2019 to promote principled donor behaviour by steering donor discussions focused on four key priorities: reconciling counter-terrorism measures and principled humanitarian aid, promoting respect for international humanitarian law (IHL), innovative financing, as well as assessing the impact of the UN Development System reform rollout on the international

⁽²⁾ SWD(2017) 464 final

⁽³⁾ Number of beneficiaries of EU-funded humanitarian aid operations measured by number of interventions (i.e. one and the same natural person in need may have benefited from several humanitarian aid interventions depending on their needs).

⁽⁴⁾ These statistical data are based on the aggregation of the estimated number of 'action beneficiaries' as declared by the partners implementing humanitarian projects funded by DG ECHO. One single individual beneficiary in need of humanitarian assistance can benefit from more than one humanitarian action and from more than one project.

⁽⁵⁾ Based on the Index for Risk Management (INFORM), a tool for the comparative analysis of countries to identify their level of risk to humanitarian crisis and disaster.

⁽⁶⁾ As example: Algeria, Burkina Faso, Cameroon, Central America, Chad, Colombia, Mali, Mauritania, Niger, Pakistan, Philippines, Senegal, Sudan, Ukraine

⁽⁷⁾ Instituto Nacional de Gestão de Calamidades.

humanitarian response in the field. DG ECHO also co-chaired the International Committee of the Red Cross Donor Support Group (DSG) between June 2018 – June 2019. The two main priority themes were ‘digital transformation as part of humanitarian action’ and ‘how to preserve international humanitarian law and the humanitarian principles in a counter-terrorism environment’. In all relevant DSG meetings and missions (to Iraq and Ukraine), the EU took a significant role in steering the discussions, as well as providing input and recommendations to the work of the ICRC in line with the EU’s humanitarian policies.

Besides being co-convenor of the Grand Bargain’s work stream 5 on coordinated needs assessments, the EU joined the Facilitation Group (FG) of the Grand Bargain for one year (as of 1 October 2019).

In 2019, the EU continued guaranteeing fast and safe access to the field; ECHO Flights continued supporting Humanitarian Aid Transport Services by transporting more than 25,000 humanitarian aid workers and around 200 tons of cargo.

Additional examples of EU support in humanitarian crisis:

- The EU continued to deliver life-saving assistance and support to millions of people across Syria. The assistance contributed to the vital delivery of food, medicine, water, and shelter for millions of Syrians directly affected and/or internally displaced by the conflict. In neighbouring Lebanon, Turkey and Jordan, EU funding has supported the most vulnerable refugees through cash assistance, healthcare, non-formal education and shelter. Under the first and second tranche of the Facility for Refugees in Turkey (FRIT), the Commission has contracted about EUR 2.4 billion on humanitarian projects and supported around 1.7 million refugees, through 64 projects and 19 partner organisations working on basic needs, non-formal education, protection and health.
- In 2019, the EU has provided EUR 36 million in humanitarian assistance for the Rohingya refugee crisis, both in Bangladesh (Cox’s Bazar) and Myanmar, in the form of basic healthcare, water, sanitation, shelter, nutrition, education, protection, psychosocial support and disaster risk reduction.
- In response to the complex crisis in the Sahel, in 2019, the Commission covered emergency humanitarian needs in seven countries of the wider Sahel region (Burkina Faso, Mauritania, Mali, Chad, Niger, Nigeria and Cameroon). The Commission allocated over EUR 187 million (including more than EUR 141 million to the most vulnerable population in the G5 countries) to support interventions in the sectors of food assistance, health, nutrition, education, water and sanitation, protection, coordination and logistics.
- In Yemen, the Commission allocated EUR 115 million of vital assistance, including food, healthcare, education as well as water, shelter and hygiene kits to war-affected areas and displaced populations. It helped treat severely malnourished children, and to stop cholera epidemic and outbreak of measles and diphtheria. DG ECHO also supported the treatment of physiological and psychological shock and assisted disabled people with comprehensive rehabilitation services. Moreover, it supported the rehabilitation of classrooms allowing children back to school. In addition, it supported the United Nations Humanitarian Air Services (UNHAS).
- In Venezuela, a total of EUR 55 million was allocated by the Commission to support the affected population in Venezuela and in the wider Latin America region, mainly for the provision of health and nutrition, water and sanitation, protection, education in emergencies, as well as support to host communities. In order to ensure close follow up to operations, the Commission (DG ECHO) established an office in Caracas in May 2019.
- The Commission has played a critical role to support the response to the large scale and growing humanitarian crisis affecting Sudan, in the midst of a fragile political transition started in August 2019. Overall, 8.5 million people were in need in humanitarian assistance linked to unresolved conflicts, natural disasters, and a fast deteriorating economic crisis. The Commission mobilised EUR 55.7 million to support humanitarians to deliver food assistance, nutrition and health service, water and sanitation and protection.

Evaluation/Studies conducted

The time scope of the Humanitarian Aid Regulation (Council Regulation (EC) No 1257/96) is not limited to the duration of one Multi-annual Financial Framework. Evaluations could thus cover parts of two different MFF cycles. In addition, because of the ‘continuous’ nature of humanitarian operations, it is deemed that evaluation results have a validity for the medium term (3-5 years) unless actions have been substantially modified which also provides a basis for DG ECHO’s evaluation approach, by which basically all humanitarian interventions are evaluated over a five-year period. The comprehensive evaluation of European Union Humanitarian Aid (2012-2016) was finalised in 2017. The evaluation considered that EU funded actions were found to be overall cost-effective and positively contributing to saving lives, reducing morbidity and suffering as well as improving dignity of life of populations affected by disasters, and presented some areas of improvement that have been subsequently evaluated in evaluations of concrete actions.

Areas for improvement encompass developing, when appropriate, a more programmatic approach to the partnership between the EU as a donor and its humanitarian partners; increasing the involvement of local implementing partners in the delivery of EU-funded actions; scaling up successful innovative approaches and improved reporting; more systematic coherence and synergies between the EU humanitarian aid and civil protection activities; better communication of the rationale of the EU’s strategic directions; as well as continued emphasis on Linking Relief, Rehabilitation and Development (LRRD) and defining exit strategies.

As a response to the above findings, DG ECHO is, among other actions, 1) looking at ways of further facilitating a longer-term approach to the funding of operations where appropriate; 2) putting in place a framework that would allow for a more strategic or more programmatic relationship with key NGO partner organizations; 3) working on the elaboration of an overall strategy on localisation; 4) improving its communication of the underlying rationale for allocations internally and externally; and 5) working to establish a distinct longer-term reflection process on ECHO’s data collection needs, in the context notably of ECHO’s push for building further its evidence-based policy-making capacity.

The following humanitarian aid evaluations were finalised in 2019:

- Combined evaluation of the European Union’s humanitarian interventions in Central Africa, and of humanitarian coordination (2014-2018);
- Combined evaluation of the European Union’s humanitarian interventions in Afghanistan, and of the partnership with the Norwegian Refugee Council (2014-2018).

Evaluations are published on: http://ec.europa.eu/echo/funding-evaluations/evaluations_en

Forthcoming implementation

In 2020, the EU, through the Humanitarian Aid programme, will maintain its commitment to rapid and needs-based assistance with over 37 % of the initial budget allocated to crises in most vulnerable countries and over 15 % to forgotten crises ⁽⁸⁾. The remainder of the budget will be channelled to the victims of other major man-made and natural disasters. The programme will also continue to support vulnerable countries in establishing resilience priorities.

The 2020 initial budget is lower than the 2019 initial budget due to additional budget received in 2019 as part of the EU budget contribution of the Facility for Refugees in Turkey.

Activities are planned annually on the basis of the outcome of needs assessment exercises conducted every year. For 2020, the following activities/outputs are planned:

- 100 % of humanitarian aid budget implemented is needs-based;
- >15 % initial planned budget is spent in forgotten crises;
- At least 10 % of initial adopted budget allocated to Education in Emergencies;
- 35 % of aid provided through cash transfers modalities;
- Humanitarian aid is delivered rapidly, for instance, contracts are issued within short timelines (11 days).

Outlook for the 2021-2027 period

No specific proposal has been adopted by the Commission with respect to the basic act concerning humanitarian aid under the next MFF. Said basic act is not time-limited and does not contain provisions specifying the overall budgetary means (to be) made available under a given MFF. Against such a background, and as the basic act concerned has proven to allow an efficient and flexible management of EU-funded humanitarian aid operations by the Commission, the latter opted for not submitting an MFF-related revision proposal.

III. Programme key facts and performance framework

1. Financial programming

Legal Basis	Period of application	Reference Amount (EUR million)
Regulation No 1257/96, Regulation concerning humanitarian aid	2014 – 2020	

	Financial Programming (EUR million)							
	2014	2015	2016	2017	2018	2019	2020	Total Programme
Administrative support	9,0	9,1	8,8	9,0	9,4	9,2	9,6	64,1
Operational appropriations	1 072,7	1 087,8	1 375,3	1 271,0	1 408,1	1 957,2	1 092,2	9 264,4
Total	1 081,7	1 096,9	1 384,1	1 280,0	1 417,5	1 966,4	1 101,8	9 328,6

2. Implementation rates

	2019				2020			
	CA	Impl. Rate	PA	Impl. Rate	CA	Impl. Rate	PA	Impl. Rate
Voted appropriations	1 966,450	100,00 %	1 740,346	99,66 %	1 086,034	95,36 %	1 090,499	36,00 %

⁽⁸⁾ As example: Algeria, Burkina Faso, Cameroon, Central America, Chad, Colombia, Mali, Mauritania, Niger, Pakistan, Philippines, Senegal, Sudan, Ukraine

Authorised appropriations (*)	2 424,703	99,48 %	2 117,054	97,49 %	1 131,326	91,82 %	1 269,089	32,09 %
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(*) Authorised appropriations include voted appropriations, appropriations originating from assigned revenues (internal and external) as well as carried-over and reconstituted appropriations; the execution rate is calculated on 15 April 2020

3. Performance information

Programme performance

In line with Article 214 of the Treaty on the Functioning of the European Union and the Humanitarian Aid Regulation (1297/96), EU humanitarian aid performed well in 2019 in providing emergency assistance to people in need worldwide, particularly the most vulnerable, hit by man-made or natural disasters. Indeed, 177 million people benefited from EU's humanitarian aid interventions last year⁽⁹⁾. As the world's largest humanitarian aid donor, the EU and its Member States retained a central role in tackling humanitarian challenges worldwide, notably thanks to a close cooperation with the United Nations Office for the Coordination of Humanitarian Affairs (OCHA), United Nations agencies and other donors. This responded to the overall objectives and principles of the Union's external action as defined in Article 21 of the Treaty on European Union, including by respecting the principles of the United Nations Charter and international law. EU's humanitarian advocacy at international level also benefited the humanitarian community worldwide and indirectly people in need of humanitarian assistance, which resulted eventually in a more effective provision of humanitarian aid.

A key element explaining the success of EU humanitarian aid lies in the strong operational knowledge and technical expertise of the EU's unique network of humanitarian field offices spread over almost 40 countries. The EU can moreover take advantage of the comprehensive range of humanitarian partners (over 200 partner organisations, including United Nations agencies, the international segment of the Red Cross and Red Crescent movement, and non-governmental organisations) through which people in need can receive assistance even in the world's areas most difficult to reach. The EU also continued to play a leading role in the development of ambitious policy approaches; the 'Education in Emergencies' initiative is to be particularly highlighted in this respect as, in 2019 and for the first time, 10 % of the EU's humanitarian aid budget was dedicated to support actions in this field.

EU-funded humanitarian actions were fully needs-based as EU's humanitarian assistance went directly to people affected by disaster or conflict, irrespective of their origin, ethnic group, religion, sex, age, nationality or political affiliation, and was not guided by, or subject to, political considerations. As a result, the EU remained firm on acting on the sole basis of the international humanitarian principles of humanity, neutrality, impartiality and independence.

EU-funded humanitarian aid actions made an important contribution to the core objectives of saving lives, reducing morbidity and suffering, as well as improving dignity of life of the populations affected by disasters. They ensured a rapid response to crises as they developed and to new needs as they emerged. EU humanitarian aid was delivered while ensuring the necessary flexibility, adequate expertise, relevance, efficiency and cost-effectiveness. The scale of funding dedicated to humanitarian aid actions allowed the EU to have a meaningful impact on the ground, addressing the needs of a significant number of beneficiaries in a large number of countries, including in 14 countries considered as 'very high risk to disasters' in the INFORM Index⁽¹⁰⁾. Positive impact was also found in regions where funding allocations were more limited, thanks to the selection of projects with high leverage or multiplier effect potential. This was particularly true for 'forgotten crises', which received 37.58 % of the EU's humanitarian aid budget in 2019.

In addition, the EU furthered its commitment to build capacity and resilience of vulnerable or disaster-affected communities, in a targeted manner. This was done in complementarity with other EU instruments, as enshrined in the EU's Integrated Approach and in line with the humanitarian-development nexus. Thanks to the EU's disaster risk reduction and management (DRR/DRM) actions, local communities were able to react fast and efficiently when disasters occurred, thus helping to save many lives in regions prone to natural disasters and climate change. A crucial aspect underpinning the EU's positive results in fostering resilience is the progressive move towards cash-based assistance, as the Commission maintained its commitment to deliver 35 % of humanitarian assistance through cash transfers.

The above should not however hide the fact that delivering principled humanitarian assistance is at times uttermost difficult in certain protracted crises, where warring parties disregard on occasions humanitarian principles and interfere with the delivery of assistance in the field. Flagrant violations of international humanitarian law are of particular concern in this respect. Medical facilities and personnel have in effect been the subject of armed attacks; schools also happened to be hit. While the EU has repeatedly reaffirmed its firm commitment to upholding international humanitarian law⁽¹¹⁾, improved compliance in this area implies that recourse be had to political and other means beyond the remit of humanitarian aid assistance as such.

Tribute should also be paid to the versatility and adaptability of many of the EU humanitarian partners, who may have to face difficult logistical challenges when delivering assistance in hard-to-reach areas or other types of unexpected developments in the field that may hinder said delivery. It is particularly in such situations that the in-house expertise available to the Commission,

⁽⁹⁾ Number of beneficiaries of EU-funded humanitarian aid operations measured by number of interventions (i.e. one and the same natural person in need may have benefited from several humanitarian aid interventions depending on their needs).

⁽¹⁰⁾ <https://drmkc.jrc.ec.europa.eu/inform-index>

⁽¹¹⁾ See in particular Council Conclusions on Humanitarian Assistance and International Humanitarian Law adopted on 25 November 2019 (14487/19)

when managing EU humanitarian aid funding, and interacting with the humanitarian partners in the field proves to be invaluable as it enables the Commission, in close liaison with its partners, to adjust actions in the field and adapt to evolving circumstances.

While being able to meet acute humanitarian needs on a short-term basis in a highly effective manner, EU humanitarian aid is however less well placed to address structural issues, in particular in the context of protracted crises, for which development actors would be best positioned to act. It however happens that development actors are not always in a position to take over. Such situations vindicate the need for developing further the humanitarian-development nexus so humanitarian aid actors can exit a context while being confident that longer-term structural assistance will be available.

General objectives

General Objective 1: 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 and relief and protection for 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.

Indicator 1: Number of deaths due to natural disasters								
Baseline	2014	2015	2016	2017	2018	2019	2020	Target
2010-2012	Milestones foreseen							2020
98 689	≤ 100 000	≤ 100 000	≤ 100 000	≤ 100 000	≤ 100 000	≤ 100 000	≤ 100 000	≤ 100 000
	Actual results							
	20 882	23 834	10 273	9 066	10 373	23 947		

Comment: It should be noted that a very important part of the annual results and evolution of this indicator depends on external factors (occurrence, frequency, severity and location of disasters) which are entirely beyond the control of the Commission. The specific contribution of EU humanitarian aid to the evolution of this indicator is difficult to assess.

Source: As recorded in the EM-DAT database

Indicator 2: Number of countries ranked very high risk to disasters in the INFORM Index								
Baseline	2014	2015	2016	2017	2018	2019	2020	Target
2013	Milestones foreseen							2020
12	≤ 11	≤ 11	≤ 14	≤ 14	≤ 13	≤ 13	≤ 12	≤ 12
	Actual results							
	13	13	13	11	15	14		

Comment: The index for Risk Management – INFORM is a global, open-source risk assessment for humanitarian crises and disasters. INFORM is a collaboration of the Inter-Agency Standing Committee Task Team for Preparedness and Resilience and the European Commission, developed in a partnership of 23 international and civil society organisations and governments. INFORM consolidates information about risk from different sources into a risk profile for every country, by assessing natural and human hazards and exposure, vulnerability and lack of coping capacity. INFORM categorises countries in five risk clusters: very high, high, medium, low and no risk. More on: www.inform-index.org. In 2017: Afghanistan, Central African Republic, Chad, Democratic Republic of Congo, Iraq, Niger, Somalia, South Sudan, Sudan, Syria, Yemen. It should be noted that a very important part of the annual results and evolution of this indicator depends on external factors (occurrence, frequency, severity and location of disasters) which are entirely beyond the control of the Commission. The specific contribution of EU humanitarian aid to the evolution of this indicator is difficult to assess.

Source: INFORM

Specific objectives

Specific Objective 1: Provide needs based delivery of EU assistance to people faced with natural and manmade disasters and protracted crises.

Indicator 1: % of non-emergency agreements signed in maximum 11 working days								
Baseline	2014	2015	2016	2017	2018	2019	2020	Target
2015	Milestones foreseen							2020
77 %			≥ 95 %	≥ 95 %	≥ 95 %	≥ 95 %	≥ 95 %	≥ 95 %
	Actual results							
		77 %	72 %	73 %	62 %	66 %		

Comment: This indicator evaluates procedures for non-emergency proposals. In 2018, DG ECHO required partners to provide assurance that they had the right systems in place to prevent and respond to Sexual Exploitation, Abuse and Harassment cases. This extra procedure delayed the contracting of non-emergency agreements.

Source: Hope database

Indicator 2: Total number of beneficiaries of Commission's interventions								
Baseline	2014	2015	2016	2017	2018	2019	2020	Target
2013	Milestones foreseen							2020
106	≥ 73	≥ 73	≥ 73	≥ 73	≥ 73	≥ 73	≥ 77	≥ 77
	Actual results							
	105	110	117	129	144	177		

Comment: Measured by the total number of humanitarian aid interventions (estimated by the number of 'action beneficiaries' as declared by the partners implementing humanitarian projects funded by DG ECHO). This indicator is based on the aggregation of the estimated number of 'action beneficiaries' as declared by the partners implementing humanitarian projects funded. One single individual beneficiary in need of humanitarian assistance can thus benefit from more than one humanitarian action and from more than one project. DG ECHO is engaged in methodological work and improving data collection aiming at a better estimate of the number of people assisted by EU humanitarian aid in different crises. It should be noted in this context that since 2014 the EU has increasingly been funding operations where multi-sector assistance is provided to beneficiaries (as opposed to a single action providing assistance only in a single sector, such as shelter, or food, or protection), often through recourse to multi-purpose cash interventions. These are becoming a major delivery mode for the EU's humanitarian interventions, with their proportion in the EU's overall humanitarian aid programme steadily rising in recent years (to account for 35 % of the total in 2017), where a single intervention thus replaces several sectorial interventions. This is the case, for example, for the Facility for Refugees in Turkey or large parts of the EU's assistance to refugees in other countries neighbouring Syria.

Source: INFORM

Unit of measure: Million beneficiaries

Indicator 3: % of HA funds spent in 'very high risk to disaster' countries								
Baseline	2014	2015	2016	2017	2018	2019	2020	Target
2013	Milestones foreseen							2020
50 %			≥ 53 %		≥ 55 %		≥ 56 %	≥ 56 %
	Actual results							
	51.0 %	52.5 %	53.4 %	52.7 %	45.0 %	40.0 %		

Indicator 4: % of projects in the health, nutrition, food, shelter and WASH sectors using standard output indicators ('Key Result Indicators')

Baseline	2014	2015	2016	2017	2018	2019	2020	Target
2013	Milestones foreseen							2020
		90.0 %		90.0 %	90.0 %		90.0 %	90.0 %
	Actual results							
	73.0 %	77.0 %	62.0 %	68.0 %	100.0 %	100.0 %		

Comment: Measured by the total number of humanitarian aid interventions (estimated by the number of 'action beneficiaries' as declared by the partners implementing humanitarian projects funded by DG ECHO)

This indicator is based on the aggregation of the estimated number of 'action beneficiaries' as declared by the partners implementing humanitarian projects funded. One single individual beneficiary in need of humanitarian assistance can thus benefit from more than one humanitarian action and from more than one project. DG ECHO is engaged in methodological work and improving data collection aiming at a better estimate of the number of people assisted by EU humanitarian aid in different crises. It should be noted in this context that since 2014 the EU has increasingly been funding operations where multi-sector assistance is provided to beneficiaries (as opposed to a single action providing assistance only in a single sector, such as shelter, or food, or protection), often through recourse to multi-purpose cash interventions. These are becoming a major delivery mode for the EU's humanitarian interventions, with their proportion in the EU's overall humanitarian aid programme steadily rising in recent years (to account for 35 % of the total in 2017), where a single intervention thus replaces several sectorial interventions. This is the case, for example, for the Facility for Refugees in Turkey or large parts of the EU's assistance to refugees in other countries neighbouring Syria.

Source: List of KRIs available at <https://myintracomm.ec.europa.eu/echo/partners/fpa/Documents/EN.pdf>

Indicator 5: % of EU HA initial budget for specific crises spent in forgotten crises								
Baseline	2014	2015	2016	2017	2018	2019	2020	Target
2013	Milestones foreseen							2020
15.6 %			≥ 18 %		≥ 15 %		≥ 15 %	≥ 15 %
	Actual results							
	16.5 %	16.7 %	17.2 %	15.8 %	33.9 %	37.6 %		

Comment: In 2017, the calculation methodology has been modified. While the percentage of the budget allocated to forgotten crises was previously calculated as a proportion of the HA initial budget including the operational reserves, it is now compared to the HA initial budget excluding the operation reserves. This amendment is necessary given that, throughout the year, based on needs assessments, the operational reserves can also be allocated to forgotten crises. Therefore the old method of calculation could potentially underestimate the percentage of the budget allocated to forgotten crises. The baseline and the actual results pre-2017 have been recalculated according to the new methodology. The milestones and targets have also been corrected and updated: the objective for the Commission is to provide a minimum of 15 % of its initial humanitarian aid budget to forgotten crises.

Source: Forgotten crises countries based on the Commission Forgotten Crises assessment – as explained and described in the yearly Operational Priorities document of DG ECHO.

Expenditure related outputs

Outputs	Budget line	Budget 2020 EUR million
HA funds for specific crises in most vulnerable countries	23 02 01	903
HA funds for forgotten crises	23 02 01	164
HA funds for other crises	23 02 01	575
Total		1 642

Outputs		Funds foreseen (F) and funds allocated (P)						
		2014	2015	2016	2017	2018	2019	2020
HA funds for specific crisis in most vulnerable countries	F	≥ 481	≥ 450	≥ 467	≥ 476	≥ 501	≥ 511	≥ 522
	P	511	769	867,5	752	962	915	
HA funds for forgotten crises (initial HA budget – EUR million excluding reserve 20 %)	F	≥ 129	≥ 106	≥ 128	≥ 129	≥ 138	≥ 141	≥ 149
	P	127	118	116	148	167		

* The results produced are higher than the foreseen, because of several reinforcements made through the Emergency Aid Reserve and internal transfers (Global Transfer and Art. 26.2).

Specific Objective 2: Build the capacity and resilience of vulnerable or disaster affected communities.

Indicator 1: Number of persons benefiting from DIPECHO actions in disaster prone regions

Baseline	2014	2015	2016	2017	2018	2019	2020	Target
2013	Milestones foreseen							2020
18	≥ 18	≥ 18	≥ 18	≥ 18	≥ 18	≥ 18	≥ 19	≥ 19
	Actual results							
	16	24	24	20	28	38		

Source: Hope database
Unit of measure: Million beneficiaries

Indicator 2: No of vulnerable countries with country resilience priorities in place

Baseline	2014	2015	2016	2017	2018	2019	2020	Target
2013	Milestones foreseen							2020
	3		10				20	20
	Actual results							
	7	9	11	17				

Comment: Obsolete indicator. DG ECHO and DG DEVCO stopped monitoring the resilience action plan as the priority of the Commission was put on operationalising the nexus approach as of 2017.
Source: EU Del, MIPs, CSPs

Indicator 3: % of actions ‘on track’ of Resilience Action Plan.

Baseline	2014	2015	2016	2017	2018	2019	2020	Target
2013	Milestones foreseen							2020
	70 %		80 %				90 %	90 %
	Actual results							
	80 %	85 %	85 %	85 %				

Comment: Obsolete indicator. DG ECHO and DG DEVCO stopped monitoring the resilience action plan as the priority of the Commission was put on operationalising the nexus approach as of 2017.
Source: Transition Interservice Working Group on Resilience

Indicator 4: % of ECHO funded operations in which Disaster Risk Reduction has been mainstreamed

Baseline	2014	2015	2016	2017	2018	2019	2020	Target
2013	Milestones foreseen							2020
40 %	≥ 45 %	≥ 45 %	≥ 45 %	≥ 45 %	≥ 45 %	≥ 45 %	≥ 50 %	≥ 50 %
	Actual results							

	49 %	43 %	57 %	65 %	52 %	68 %		
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Source: ECHO DRR metrics – E-single form

Expenditure related outputs

Outputs	Budget line	Budget 2019 EUR million
Operational budget having a DRR component (DIPECHO + DRR mainstreamed in HA operations)	23 02 02 and 23 02 01 (part)	145

Outputs		Number of outputs foreseen (F) and produced (P)						
		2014	2015	2016	2017	2018	2019	2020
Operational funds including a DRR component (in EUR million)*	F	n/a new	≥ 137	≥ 138	≥ 140	≥ 142	≥ 145	≥ 146
Total produced	P	122	142	175	96	193	340	

* Objectives have been set at 15 % of initial HA funding

4. Contribution to Europe 2020 Strategy and mainstreaming of policies

Contribution to mainstreaming of climate action

Relevant objective/output

Relevant objective/output	Budget 2019	Budget 2020
Disaster preparedness activities funded through the Humanitarian Aid budget (budget line 23 02 02) aim to increase the resilience of local communities to withstand climate related disasters	50,0	50,0
Total	50,0	50,0

Programming climate action

2014-2018					2019-2020 estimates		Total
2014	2015	2016	2017	2018	2019	2020	
36,2	37,3	37,9	43,1	50,0	50,0	50,0	304,5

(*)The appropriations for the year 2014 have been reviewed to take account of the transfer to subsequent years of the allocations not used in 2014 (reprogramming exercise carried-out in 2015 in accordance with Article 19 of the Multiannual Financial Framework Regulation).

Gender mainstreaming

Several assessment parameters have been developed to ensure quality programming one of them being the Gender-Age Marker. The Commission is committed to ensuring that EU humanitarian aid takes into account the different needs and capacities of women and men of all ages.

The Gender-Age Marker is a tool that assesses to what extent humanitarian actions integrate gender and age considerations. The Gender-Age Marker uses a set of four criteria to assess how strongly humanitarian actions are adapted to and integrate gender and age considerations. The Gender-Age Marker represents a new generation of assessment tools and strengthening the integration of gender and age concerns is an organizational change process for partners that can take time. In the coming years, the EU will continue the targeted training of implementing partners, as well as the dissemination and further development of guidance and toolkits on the gender-age cross-cutting issues. The development of operational best practices will continue to be based on operational experience. Systematic monitoring of operational guidance implementation via feedback loops will be ensured taking into account the results of the assessment of the first three years of implementation.

A first assessment report on the Gender-Age Marker, covering 2014-2015, highlights the usefulness of the Marker and calls upon partners to continue investing in capacity building on gender and age. In 2015, 81 % of all EU humanitarian aid integrated gender and age considerations ‘strongly’ or ‘to a certain extent’. Preliminary data suggests that in 2016 and 2017, 89 % of all projects integrated gender and age to some extent. A second assessment report will be published in 2020.

In December 2019, the EU launched its first-ever e-learning on its Gender-Age Marker.

Furthermore, the EU continued to operationalise its approach to gender and gender-based violence in humanitarian crises outlined in the Staff Working Document ‘Gender: Different Needs, Adapted Assistance’, supporting prevention and responding to gender-based violence, including through targeted actions and capacity-building of humanitarian actors in this area.

In 2019, the EU continued to be an active member of the global initiative Call to Action on Protection from Gender-Based Violence in Emergencies (having previously led the initiative between June 2017 and December 2018). In 2019, an Enhanced Response Capacity project (UNFPA) that was started during this leadership culminated in the development of inter-agency standards on gender-based violence in emergencies and guidance on how to develop context-specific Call to Action Road Maps (from pilots in

Nigeria and Democratic Republic of the Congo). During 2018 and 2019, DG ECHO allocated approximately EUR 52 million to prevent and respond to sexual- and gender-based violence. In May 2019, the Commissioner for Crisis Management represented the European Union at an international conference on sexual- and gender-based violence in Oslo reiterating the EU's commitment and showcasing EU actions in this field.

5. Programme contribution to the Sustainable Development Goals

SDG 1 End poverty in all its forms everywhere

The provision of humanitarian aid to the most vulnerable, sometimes in the form of cash transfers for their basic needs, contributes to paving the way for national social safety nets and more structural poverty reduction national programmes.

SDG 2 End hunger, achieve food security and improved nutrition and promote sustainable agriculture

Humanitarian food and nutrition aid will continue to contribute to improved nutrition outcomes and food security by applying an integrated and multisectoral approach.

The fight against acute hunger and acute malnutrition (severe and moderate) is at the centre of humanitarian interventions aiming at reducing the excess mortality and morbidity caused by hunger and malnutrition. Nutrition interventions in emergencies respond to specific needs of targeted vulnerable groups (infants, young children and pregnant and lactating women), by addressing the immediate and underlying causes of malnutrition. Immediate access to food and free access to lifesaving healthcare respond to acute food and nutrition crises; water, sanitation and hygiene measures together with the provision of accessible health services (disease control measures) and safe environments play a dominant role in individual nutritional status.

Climate change, conflicts and economic shocks increasingly influence food security and nutrition in fragile settings. More effective and efficient ways of providing humanitarian aid are important to test innovative approaches (e.g. cash transfers, simplified protocols, community-based management of acute malnutrition surge, anticipatory action systems) to make national systems more resilient and able to prepare for and respond to periodic crises.

For example, in Kenya, food assistance response following drought was coordinated to be aligned to the government response through shock responsive social protection. One of the partners developed a guide to ensure inclusion in the response linked to cash assistance, including trainings for staff.

DG ECHO funding for nutrition aims at providing lifesaving interventions to the most vulnerable populations. For example, severely malnourished children in Sudan are given therapeutic food in treatment centres; in Ethiopia, recurrent droughts make children much more at risk of acute malnutrition in the Somali region. Humanitarian support responds to the nutritional needs of these children in remote areas with no access to basic services. In Syria, children under 5 years of age and pregnant and lactating women disproportionately affected by the conflict are included in nutrition programmes and provided with treatment to severe acute malnutrition and comprehensive healthcare services.

SDG 3 Ensure healthy lives and promote well-being for all at all ages

The health humanitarian assistance aims at limiting excess preventable mortality, permanent disability and diseases associated with humanitarian crises. Lifesaving healthcare services are essential for the most vulnerable populations (children under 5 years old, women, displaced populations) affected by natural or manmade humanitarian crises. In fragile and heavily disrupted systems, humanitarian health funding contributes to the provision of primary healthcare (e.g. in cyclone-affected areas of Mozambique), vaccinations (e.g. during the ongoing Ebola outbreak in the Democratic Republic of Congo), access to medicines and medical devices. Emergency health response to outbreaks and building national capacities for preparedness is important to cope with increased relapse of epidemics.

Mental health and psychosocial support is an integral part of the humanitarian health assistance in case of sexual violence, mental disorders, trauma and high distress (e.g. for conflict-affected people in Ukraine, refugees in Uganda, internally displaced persons in South Sudan). Digitalisation and innovation in the health sector has prominently influenced also humanitarian interventions (e.g. electronic medical records, mobile apps for contact tracing).

SDG 4 Ensure inclusive and equitable quality education and promote lifelong learning opportunities for all

Providing safe and quality education to the most vulnerable children affected by emergencies is a priority of the programme, with funding for Education in Emergencies increasing yearly since 2012. In 2019, the EU invested EUR 165 million in education in emergencies-related activities. Projects focussed on facilitating access to inclusive and quality education by removing e.g. financial, administrative or protection barriers; protecting children on the way to and at school through linking up with child protection support and providing psycho-social support; advocating for the protection of education; supporting teachers; providing teaching and learning materials; investing in school infrastructure rehabilitation; and sensitising parents and communities about the importance of education. At the same time, the Commission published a Staff Working Document on Education in Emergencies in EU-Funded Humanitarian Aid Operations that provides the scope and objectives for actions under the wider policy framework set out in the 2018 Communication on Education in Emergencies and protracted Crises. The EU continues to be a strong advocate for Education in Emergencies on the international stage.

SDG 5 Achieve gender equality and empower all women and girls

The EU ensures that gender and age considerations are taken into account in all its humanitarian aid operations. To ensure an effective, quality response, humanitarian action should cater for the differentiated needs and capacities of women, girls, men and boys; and should contribute to the active participation of women and girls in humanitarian aid. Supporting the prevention and response to gender-based violence is considered as a life-saving humanitarian intervention and a priority. During 2018 and 2019, The EU allocated approximately EUR 52 million euro to prevent and respond to sexual- and gender-based violence. In December 2019, the EU launched its first-ever e-learning on its Gender-Age Marker, a tool for mainstreaming gender and age considerations in all EU-funded humanitarian aid projects.

SDG 6 Ensure availability and sustainable management of water and sanitation for all

The EU provides safe drinking water, sanitation and hygiene (WASH) support through its humanitarian aid operations to those in need during humanitarian crises and ensures that the most vulnerable have access to WASH. In 2019, the EU continued to be one of the largest donors to humanitarian WASH interventions, allocating around EUR 1,6 million to WASH projects (or projects with a WASH component). At the same time, collective efforts in the WASH sector have led to a 30-fold increase over the past decade.

The promotion of basic WASH services ('minimal WASH package') and multisector outcomes, as part of other 'stand-alone' sector service deliveries, such as health, nutrition, and shelter, remained the primary objective of the EU's WASH policy, especially in the framework of acute and chronic crises (e.g. WASH operations in South Sudan and in the Sahel zone). Additional to this, contribution to DRR/DP/Nexus strategies by anticipating severe water scarcity crisis, which have the potential to spark massive displacement (e.g. Afghanistan) through adapted responses (i.e. water contingency planning, climate adaptation, groundwater level monitoring) also characterised the EU's WASH assistance for 2019.

SDG 13 Take urgent action to combat climate change and its impacts

Through the Disaster Risk Reduction and Resilience actions, the EU supports local communities to be more resilient to shocks including those resulting from climate (such as the El Niño phenomenon), and to be better prepared in advance.

6. Information about financial instrument(s) and trust fund(s) financed by the Programme

The EU Emergency Trust Fund for Africa assists a band of countries across Africa, which are among the most fragile and affected by migration and draw the greatest benefit from this form of EU financial assistance. The contribution for 2019 amounts to EUR 10 million.