



The Use of the Central Emergency Response Fund in Protracted Emergencies

The Democratic Republic of the Congo and Somalia Case Studies

CERF Secretariat
13 April 2011¹

I. Introduction

At its second Geneva meeting on 2 and 3 November 2010, the Advisory Group (AG) of the Central Emergency Response Fund (CERF) requested the CERF secretariat to “undertake an analysis of the use of the Fund in protracted crises, focusing on the utilization of funds in the Democratic Republic of Congo, the largest recipient of CERF funding.” This paper will analyse funding allocations, primarily from the rapid response (RR) window, to two countries that have received significant support from CERF over the years: The Democratic Republic of the Congo (DRC) and Somalia.

II. The Democratic Republic of the Congo

Humanitarian Context and Appeals

The DRC continues to be confronted by a large-scale humanitarian crisis even though the majority of the country remains stable and relations with neighbouring countries have improved in recent years. The crisis is primarily the result of armed conflict and violence that persists in the northeast of the country. Conflicts are caused by struggle for control over natural resources and access to territory, interethnic tensions, and the activities of armed Congolese and foreign groups in the context of generalized poverty and weak state institutions. Armed groups have perpetrated rape, murder, forced recruitment and pillaging against civilians, and these severe abuses are the primary cause of internal displacement and the resulting humanitarian crisis. As of late 2010, 400,000 Congolese had sought refuge in neighbouring countries in addition to more than 1.7 million Congolese who were displaced internally.

The 2011 Humanitarian Action Plan for the DRC lists funding requirements totalling \$719 million dollars. It follows similar appeals for \$827 million in 2010, \$946 million in 2009 and \$736 million in 2008.

Country-Based Pooled Fund

Established in 2006, the Democratic Republic of the Congo Pooled Fund (DRCPPF) is a Common Humanitarian Fund (CHF), under the oversight of the Humanitarian Coordinator (HC), which aims to support the timely allocation and disbursement of donor resources to the most critical humanitarian needs in the DRC.

The DRCPPF is intended to improve humanitarian outcomes by providing committed funds earlier than those provided under bilateral funding arrangements. In doing so, the DRCPPF strengthens the planning and coordination process at the country-level, ties the funding allocation to the Action Plan, broadens participation in the Action Plan, channels funds towards the most urgent needs and ensures that funds are available for rapid response in unforeseen circumstances.

¹ This document is an update of the 25 March version and contains additional information on the allocation of CERF funds from the underfunded window to DRC and Somalia.

The DRCPF has received \$580 million in donor contributions and disbursed \$535 million to participating organizations to date.

CERF Allocations 2006 - 2010

DRC is the largest recipient of CERF funding, having received more than \$190 million to date. The majority of CERF funds allocated to the DRC have been through the underfunded window with a total of \$158 million since 2006. The remaining \$33 million have been rapid response grants provided in the 2007 – 2010 period.

DRC	2006	2007	2008	2009	2010	Total per Window
RR	\$0	\$5,000,000	\$3,000,022	\$19,966,972	\$5,090,973	\$33,057,967
UFE	\$38,000,000	\$47,506,578	\$38,106,996	\$10,461,001	\$24,035,653	\$158,110,228
Total per Year	\$38,000,000	\$52,506,578	\$41,107,018	\$30,427,973	\$29,126,626	\$191,168,195

While this analysis will mainly focus on the usage of CERF rapid response grants in protracted crisis, it is also relevant to highlight the significant impact allocations from the CERF underfunded window have had on humanitarian response. The DRC is by far the largest recipient of CERF underfunded grants to date, and the timing of these allocations have allowed the Humanitarian Coordinator to undertake a joint prioritisation and allocation process with funding from the DRC Common Humanitarian Fund (CHF). This has increased overall coordination of funding flows and ensured that the two funding instruments collectively target the most critical elements of the Humanitarian Action Plan.

Overview of CERF Rapid Response Applications 2007 - 2010

The table below provides details on CERF rapid response submissions from the DRC to CERF since 2007, outlining the background for the requests and the type of activities supported with CERF funding.

DRC Submissions to the CERF Rapid Response Window 2007 – 2010
<p><u>October 2007:</u> Funding was requested to support four projects aimed at providing assistance to IDPs displaced due to a flare-up in interethnic hostilities in North Kivu Province. While the crisis in the Kivu provinces was not new at the time, the conflict-induced displacement significantly deteriorated the existing emergency. The CERF ultimately provided \$5 million in support of WFP efforts to distribute food aid to the displaced population, UNICEF provision of child protection services and UNHCR coordination and management of camps.</p>
<p><u>August 2008:</u> Funding was requested to support the WFP Protracted Relief and Recovery Operation (PRRO) to address a pipeline break caused by skyrocketing food prices. The project was approved under CERF's 2008 special \$100 million food facility window.</p>
<p><u>May 2009, Submission 1:</u> Funding was requested to support five projects responding to the displacement of almost 200,000 people as a result of the Lord's Resistance Army (LRA) incursions into Upper and Lower Uele provinces. The request came on the heels of a special allocation from the DRC CHF that designated the Uele provinces as priority areas. Funding was specifically requested for projects aimed at distributing food aid, buying and distributing agricultural inputs, providing emergency transitional shelter and lending logistical support to common UN efforts. CERF ultimately approved five projects totalling \$9.9 million because the situation in the Uele provinces clearly represented a new emergency, albeit in a country that was plagued by ongoing crises in other regions.</p>

May 2009, Submission 2: \$3 million was requested from CERF to resume humanitarian air services in Eastern DRC which had been previously disrupted. The CERF contribution complemented a \$2.5 million special allocation from the DRC CHF.

July 2009: The DRC requested \$7 million to respond to priority needs in North Kivu province caused by Government of DRC and MONUC joint military operations in the area aimed at restoring peace and security. The application aimed to respond specifically to needs in Lubero and Walikale territories, which had been particularly affected. CERF's contribution of \$7 million complemented an earlier \$13 million allocation from the DRC CHF and a special appeal for \$38 million. While the crisis in the Kivus was not new, the significant deterioration of the humanitarian situation and chronic vulnerability met the criteria for CERF's RR window.

July 2010: \$5.1 million was requested in support of seven projects responding to humanitarian needs in Equateur province caused by recent interethnic hostilities and efforts by Government of DRC troops to secure the area from tribal militias. Funding was requested to provide aid in education, food security, health, logistics, non-food items, protection and water and sanitation sectors. The application met the eligibility criteria for CERF's RR window because it addressed new needs resulting from recent developments in areas with limited UN programmes.

Overview of CERF Underfunded Emergencies Applications 2007 - 2010

The table below provides details on CERF underfunded emergencies submissions from the DRC to CERF since 2007, outlining the background for the requests and the type of activities supported with CERF funding.

DRC Submissions to the CERF Underfunded Emergencies Window 2007 – 2010
<p>Third UFE Round, February 2007: The analysis preceding the UFE round revealed that the DRC appeal was 51 per cent funded, the fifth lowest funded appeal out of 16 appeals. DRC received an allocation of \$36 million which went towards 20 projects by FAO, UNFPA, UNHCR, UNICEF, WFP and WHO. Examples of activities funded include the strengthening of household food security in areas of population return, strengthening the prevention of and response to gender-based violence, improvement of reproductive health services, the treatment of childhood malnutrition, the return and reintegration of Congolese refugees, accelerated immunization campaigns, the provision of non-food items and shelter materials to returning IDPs as well as an emergency mine-risk education programme.</p>
<p>Fourth UFE Round, July 2007: The CAP analysis revealed that the DRC appeal was 35 per cent funded making it the fourth lowest funded out of 18 appeals. Under this round, DRC received an allocation of \$11 million. This went towards seven projects by UNFPA, UNICEF, WHO and UNHCR. The CERF supported the provision of emergency obstetric and neonatal care services, nutritional surveillance and treatment of acute malnutrition among children, return assistance to Congolese refugees, emergency multisectoral assistance to Congolese IDPs, child protection and the provision of water and sanitation services.</p>

Fifth UFE Round, February 2008: The analysis revealed that the DRC appeal was 63% funded making it the 10th lowest funded out of 19 appeals. DRC received \$38 million under this round. Based on levels of funding in the 2007 Humanitarian Action Plan, DRC identified the water and sanitation, logistics, education and shelter/NFIs as urgent priorities. Funding was requested for 12 projects by UNICEF, FAO, WFP, UNHCR and UNMACC in the education, food security, health, logistics, NFIs, nutrition, protection as well as water and sanitation sectors. Activities included support to emergency education, the distribution of food aid, the provision of agricultural inputs to conflict-affected families, the distribution of shelter and NFI materials to returnees, the treatment of severe childhood malnutrition as well as the provision of water and sanitation services.

Eight UFE Round, August 2009: The CAP analysis revealed that the DRC appeal was 19 per cent funded making it the fourth lowest funded appeal out of 17. DRC received an allocation of \$10 million. The application came on the heels of joint FARDC and MONUC actions in the Kivu and incursions by the Lord's Resistance Army into Upper Huele Province. Targeting North and South Kivu as well as Upper Uele province, DRC requested funding for nine projects by UNHCR, WFP, WHO, FAO, IOM and UNICEF. Based on recent needs and funding assessments, projects were to address priority needs in the food security, logistics, protection, health, nutrition, water and sanitation as well as NFI sectors. Specifically, projects proposed to support 10,000 displaced households and host families through the provision of agricultural inputs, ensure access to free basic primary health care for 90,000 displaced people in conflict-affected areas, the provision of common humanitarian transport services, the provision of safe water and NFIs to 60,000 displaced households, provide food assistance to 20,000 malnourished children as well as pregnant and lactating women and the establishment of a system for the treatment of malnourished children.

Ninth UFE Round, February 2010: The analysis revealed that the DRC appeal was 63 per cent funded making it the sixth lowest funded out of 16 appeals. An allocation of \$16 million was made to DRC under this round. Funds were requested for 12 projects by six UN agencies, namely FAO, UNHCR, WFP, WHO, UNICEF and UNFPA. Faced with a humanitarian situation characterized by both ongoing military operations and generalized insecurity in several areas of the East, the application targeted areas affected by conflict and displacement and those facing chronic vulnerabilities. Specifically, projects aimed to support the food production of 30,000 families through the distribution of seeds and tools, register and profile the displaced living in camps, providing shelter materials to those displaced by conflict, provide common humanitarian air services, improve access to and quality of neonatal health care as well as maternal care, support the organization of accelerated vaccination campaigns, offer emergency education to displaced children, treat malnourished children and respond to urgent water and sanitation needs among the displaced population.

10th UFE Round, August 2010: The analysis revealed that the DRC appeal was 29 per cent funded making it the sixth lowest funded out of 18 appeals. Under this round, DRC received an allocation of \$8 million which went towards 10 projects by FAO, IOM, UNHCR, WFP, WHO, UNICEF and UNFPA. The projects focused on addressing humanitarian needs in the conflict-affected Kivu provinces as well as the Uele districts of Orientale province where the LRA continued to be active. Projects were aimed at assisting 6,500 families affected by military operations through the provision of agricultural inputs, offering a minimum package of reproductive health services, the distribution of shelter materials and NFIs to those displaced by conflict in the Kivu provinces, monitoring and responding to child protection concerns as well as improving access to primary school education in camps, treating malnourishment among children, improving common logistical services, and improving primary health care and the treatment of obstetric emergencies.

III. Somalia

Humanitarian Context and Appeals

It has now been 22 years since the beginning of the Somalia crisis. During this period, Somalia has lacked a central government and has been embroiled in civil war. However, humanitarian partners have been present with coordinated humanitarian assistance and advocacy, helping to save countless lives. Two million people are in need of humanitarian assistance, including the urban poor, pastoralists yet to recover from six seasons of drought, riverine populations affected by floods, and IDPs numbering 1.46 million people – one of the largest IDP populations in the world. IDPs in Somalia live in some of the worst conditions worldwide, and humanitarian organizations face severe constraints including regular interference in their operations by armed groups.

The 2011 Somalia Consolidated Appeals Process (CAP) calls for \$529 million in donor funding. This represents a reduction over previous years' appeals of \$596 million called for in 2010, \$851 million in 2009 and \$662 million in 2008.

Country-Based Pooled Fund

On 29 June 2010, Somalia upgraded the existing Humanitarian Response Fund (HRF) to a larger and more strategic CHF. Similar to other CHFs, it is a pooled funding mechanism, under the overall authority of the HC, that is intended to support national NGOs, international NGOs and UN agencies providing humanitarian assistance to people in need in a strategic and timely manner. The CHF has two main objectives: 1. To strategically fund assessed humanitarian action in Somalia to improve the timeliness and coherence of the humanitarian response, and 2. To support priority clusters and regional priorities in accordance with identified needs. The previous HRF has been incorporated into the CHF as an additional rapid response disbursement modality.

As of writing, the Somalia CHF has received \$58 million in donor contributions and disbursed \$26 million to participating organizations.

CERF Allocations 2006 - 2010

Somalia is the third largest recipient of CERF funding, receiving \$104 million by end of 2010, of which \$11 million was from the underfunded window and \$94 million was from the rapid response window. This also makes Somalia the second largest recipient of CERF rapid response funding after Sudan.

Somalia	2006	2007	2008	2009	2010	Total per Window
RR	\$16,609,055	\$14,664,775	\$11,721,943	\$17,314,469	\$33,219,558	\$93,529,800
UFE	\$0	\$1,000,000	\$0	\$9,999,999	\$0	\$10,999,999
Total per Year	\$16,609,055	\$15,664,775	\$11,721,943	\$27,314,468	\$33,219,558	\$104,529,799

Overview of CERF Rapid Response Applications 2007 - 2010

The table below provides details on CERF rapid response submissions from Somalia to CERF since 2007, outlining the background for the requests and the type of activities supported with CERF funding.

Somalia Submissions to the CERF Rapid Response Window 2007 - 2010

May 2007: WHO Somalia requested, via the Humanitarian Coordinator (HC), \$1.7 million to support two projects responding to outbreaks of acute watery diarrhoea (AWD) and providing basic health care services to IDPs. The application was preceded by heavy fighting in Mogadishu between the Transitional Federal Government/Ethiopian Forces and insurgents, which caused residents to flee the capital to peripheral areas. In addition, flooding led to a sharp increase in water-borne diseases and AWD in particular. CERF funded the two projects at the requested amount.

September 2007: The HC requested \$14 million from CERF to support eight projects in the food, WASH, health, nutrition, emergency education, child protection, shelter and NFIs, and livelihoods sectors. The application was submitted in response to increasing humanitarian needs after the poor harvest due to lower than average rainfalls, damaged irrigation infrastructure and increasing numbers of IDPs fleeing fighting in Mogadishu. The Somalia Humanitarian Response Fund (HRF) provided an allocation, but was unable to cover the full amount required to address the most urgent needs. The CERF Secretariat recommended the application for approval because the situation represented a significant deterioration in an ongoing emergency.

May 2008: The HC requested \$11.8 million from the CERF Secretariat to support projects addressing the humanitarian consequences of rising food insecurity. Based on an analysis by FAO's Food Security Analysis Unit, the number of people requiring assistance had increased from 1.6 million to 2.6 million, which was significantly higher than the requirements foreseen in the 2008 CAP. The increased caseload stemmed from additional internal displacement as well as the inclusion of impoverished populations faced with successive failure of rains, already high food prices as part of the 2008 food/fuel crisis and insecurity. CERF ultimately provided \$5 million in support of a joint UNDP/FAO food and cash for work project and a UNICEF child nutrition intervention. Projects by WFP and UNHCR for food aid and camp coordination and management were ultimately withdrawn by the requesting agencies.

September 2008: The HC requested \$2.9 million to support a WFP project aimed at enabling relief operations in south and central Somalia by improving the security environment in these areas and reducing humanitarian staff vulnerabilities through mitigating critical risks faced on the ground. Specifically, CERF funds increased capabilities to conduct timely relocations, medical evacuations, and security risk assessments in areas of concern while establishing medical stabilization centres, creating capabilities for night landing and acquiring personal security-related equipment for all UN staff. The application closely followed a sharply deteriorating security environment for humanitarian staff in southern and central Somalia, including systematic attacks on aid workers. The project was funded as a necessary common service to enable the delivery of humanitarian aid.

August 2009: The HC requested \$5.1 million to address immediate shelter and health needs of newly displaced people in the greater Mogadishu area, acute water shortages in southern and central Somalia and veterinary services in Gedo and Juba regions. The application was necessitated by deteriorating humanitarian conditions caused by fresh rounds of fighting and consequent displacement as accompanied by the most severe drought in a decade. The CERF secretariat endorsed the application.

October 2009: An additional \$12.2 million was requested from CERF to address humanitarian consequences resulting from further deterioration of the food security situation. An assessment in August 2009 by the Food Security and Nutrition Analysis Unit for Somalia revealed that the number of people in need of emergency assistance increased to 3.6 million. This included 1.4 million people affected by drought and insecurity in northern and central Somalia, 655,000 urban poor struggling with high food prices and 1.55 million IDPs who fled fighting in the South. The application came at a time when the Somalia CAP was only 54 per cent funded, with key sectors such as WASH, shelter and NFIs, health and agriculture being funded only between 12 per cent and 24 per cent. CERF funded the requested amount for a total of six projects supporting pastoralists (FAO), providing food aid (WFP), providing WASH assistance (UNICEF), responding to measles outbreaks (WHO), distributing NFIs (UNHCR) and improving the safety and security of aid workers (UNDSS).

December 2009: CERF received a submission from Somalia requesting \$33 million. The majority of funding, \$25 million, was requested to support WFP's food aid operation as the agency had no contributions for early 2010 at the time and was facing a critical pipeline break. The overall deterioration in the security environment had led to a marked reduction in funding for Somalia in a number of sectors. CERF ultimately funded five projects for a total of \$33 million. Financial support was given to an integrated cash-for-work and productive assets rehabilitation programme (FAO), food aid (WFP), child health days (UNICEF), child protection (UNICEF) and the provision of emergency NFIs.

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Somalia Submissions to the CERF Underfunded Emergencies Window 2007 - 2010
<p><u>Fourth UFE Round, July 2007:</u> The analysis revealed that the Somalia appeal was 66 per cent funded making it the third best funded out of 16 appeals. Therefore, a limited allocation of \$1 million was approved in response to which Somalia submitted a single project to the CERF. The intervention, a common security services project, aimed to improve the safety and security of the humanitarian community through the provision of appropriate office and accommodation facilities inside Somalia as well as the strengthening of interagency communication systems.</p>
<p><u>Seventh UFE Round, February 2009:</u> The funding analysis revealed that the Somalia appeal was 71 per cent funded making it the sixth lowest funded appeal out of 15. Under this round, Somalia received an allocation of \$10 million. Faced with a deteriorating access to food, water and sanitation facilities, the HC for Somalia requested that this amount go towards the funding of five projects by FAO, UNICEF, WFP and UNOPS. Specifically, these aimed to strengthen the livelihoods of pastoral communities, provide emergency nutrition care to malnourished children, offer water sanitation and hygiene assistance to people affected by conflict and natural disaster, offer common humanitarian air services and rehabilitate air strips to ensure the continued to delivery of aid.</p>

IV. Conclusion

The allocation profiles presented in this paper show that CERF rapid response grants for the DRC and Somalia have been used to respond to new emergencies and shocks within a complex protracted humanitarian crisis, or to help address time-sensitive needs caused by a sudden deterioration of the humanitarian situation. Through these allocations, the CERF rapid response window has provided critical support for humanitarian response activities not accommodated for within the regular planning and funding cycle of the two emergencies, and as such has demonstrated its added value and appropriateness within these contexts. As outlined above, over the course of the 2007-2010 period covered, the CERF has also made a number of allocations to the DRC and Somalia through its underfunded emergencies window. In line with the mandate of the underfunded grant component this was aimed to address critical underfunded elements of the regular humanitarian programmes in the two protracted crisis.