



EN

THIS ACTION IS FUNDED BY THE EUROPEAN UNION

ANNEX

of the Commission Decision on the financing of an individual measure in favour of the
Federal Republic of Somalia

Action Document for Support to COVID-19 Response Plan - Delivery of Health, Water and Sanitation Services for Internally Displaced Persons (IDPs) and vulnerable groups in Somalia

1. Title/basic act/ CRIS number	Support to COVID-19 Response Plan - Delivery of Health, Water and Sanitation Services for Internally Displaced Persons (IDPs) and vulnerable groups in Somalia CRIS number: SO/FED/042-774 financed under the 11 th European Development Fund (EDF)	
2. Zone benefiting from the action/location	Sub-Saharan region, Somalia The action shall be carried out at the following location: Mogadishu, Benadir Region	
3. Programming document	National Indicative Programme (NIP) 2014-2020 for Somalia	
4. Sustainable Development Goals (SDGs)	Main SDG targeted:SDG 3: Good Health and Well Being Other significant SDG(s) SDG 5: Gender Equality, SDG 6: Clean Water and Sanitation, SDG 10: Reduced Inequalities	
5. Sector of intervention/ thematic area	Health, Water and Sanitation	DEV. Assistance: YES ¹
6. Amounts concerned	Total estimated cost: EUR 5 850 000 Total amount of EDF contribution: EUR 5 850 000	
7. Aid modality and implementation modality	Project Modality Indirect management with United Nations Human Settlement Programme (UN Habitat)	
8 a) DAC code(s)	12250 – Infectious disease control 14030 – Basic drinking water supply and basic sanitation	
8 b) Main Delivery Channel	UN Habitat– 41120	

¹ Official Development Assistance is administered with the promotion of the economic development and welfare of developing countries as its main objective

9. Markers (from CRIS DAC form)	General policy objective	Not targeted	Significant objective	Principal objective
	Participation development/good governance		X	<input type="checkbox"/>
	Aid to environment	X	<input type="checkbox"/>	<input type="checkbox"/>
	Gender equality and Women's and Girl's Empowerment	<input type="checkbox"/>	X	<input type="checkbox"/>
	Trade Development	X	<input type="checkbox"/>	<input type="checkbox"/>
	Reproductive, Maternal, New born and child health	<input type="checkbox"/>	X	<input type="checkbox"/>
	Disaster Risk Reduction	<input type="checkbox"/>	X	<input type="checkbox"/>
	Inclusion of persons with disabilities	<input type="checkbox"/>	X	<input type="checkbox"/>
	Nutrition	<input type="checkbox"/>	X	<input type="checkbox"/>
	RIO Convention markers	Not targeted	Significant objective	Principal objective
	Biological diversity	X	<input type="checkbox"/>	<input type="checkbox"/>
	Combat desertification	X	<input type="checkbox"/>	<input type="checkbox"/>
	Climate change mitigation	X	<input type="checkbox"/>	<input type="checkbox"/>
	Climate change adaptation	X	<input type="checkbox"/>	<input type="checkbox"/>
10. Internal markers	Policy objectives	Not targeted	Significant objective	Principal objective
	Digitalisation	X		
	Migration		X	
	COVID response			X

1 BACKGROUND AND CONTEXT DESCRIPTION

1.1 Context and problem description

Somali Authorities have established a COVID-19 Response Plan and Task Force to improve public health management, preparedness and rapid response, which requires a robust collective effort through a comprehensive government approach in partnership with international and local actors. In line with the '*Socio-Economic Impact and Required Response for COVID-19*' at Federal level and the *Coronavirus (COVID-19) Management strategy* at Benadir Regional Authority (BRA), the EU response to the effects of the COVID-19 crisis calls for a new action in support of Internally Displaced Persons (IDPs) and people living in the most vulnerable situations in Mogadishu.

At the timing of writing (26 April 2020), Somalia's ministry of health reported 436 confirmed cases (10 recoveries and 23 deaths), and it is rapidly progressing into community transmission, particularly in and around Mogadishu. Calls by individuals to the hotline numbers set up by the national government for COVID-19 information, suggest that community transmission may already be happening at a larger scale than is confirmed. The country has endured over three decades of protracted conflict, which, in addition to terrorism,

environmental factors, one of the highest levels of gender inequality², highest maternal³ and child⁴ mortality, HIV infection as a public health threat⁵ and lack of resources, limit the ability of Somali Authorities and the wider population to mitigate the spread and effects of COVID-19.

The government document ‘*Socio-Economic Impact and Required Response for COVID-19*’ notes that an outbreak of COVID-19 may pose a threat to the IDP population⁶, who are already living in extremely vulnerable situations as a result of displacement and multiple shocks. Furthermore, the IDPs face a high degree of food insecurity and high rates of malnutrition. In addition, IDPs that also fall under other vulnerable situations, such as those living in urban poverty, women, girls and minority clans, inter alia, face compounding setbacks that exacerbate their susceptibility to COVID-19 and its impacts. Even though the entire country is challenged by the COVID-19 outbreak, the analysis of the pandemic abroad shows that cities, and areas with high degree of concentration of people, are probably the most vulnerable and risky areas. Consequently, the World Health Organization (WHO) and the Ministry of Health recommend to prioritize the Mogadishu extended area - the Benadir area - with a view to prevent the spread and to assure a high impact of prevention measures early on. This area, as stated by UN-Somalia, has inadequate water, sanitation and hygiene facilities putting vulnerable urban and peri-urban households at a higher risk of the disease outbreak. In addition, water sanitation and hygiene facilities in and around Mogadishu have been areas of increased sexual and physical violence against women and girls⁷.

2 RISKS AND ASSUMPTIONS

Risks	Risk level (H/M/L)	Mitigating measures
Global Pandemic – COVID-19 represents an operational risk, particularly for logistics that will cause delays for implementation of response programmes, and possible additional shocks to communities already living in vulnerable situations.	High	The implementing partner will work with the Benadir Regional Administration which has access and a response plan/strategy in place to support communities living in vulnerable situations.
Insecurity - Presents a considerable operational risk for the EU and implementing partners in delivering	High	The security situation will be closely monitored.

² 2012 Somali Gender Inequality Index stood at 0.776 out of a total of 1 for complete gender inequality. Somalia was the 4th country in terms of gender inequality.

³ Access to health services is low with highest maternal mortality rate 1600 per 100.000 live births.

⁴ According to OHCHR, 1 out every 10 Somali children died before seeing his or her first birthday.

⁵ OHCHR (2016) Compilation prepared by the Office of United Nations High Commissioner for Human Rights

⁶ Somalia's IDP population is estimated at 2.6 million by UNHCR

⁷ OHCHR (2016) Compilation prepared by the Office of United Nations High Commissioner for Human Rights.

programmes in Somalia.		
Fiduciary - risk of leakage or fiscal mismanagement.	High	<p>Close monitoring by the implementing partners and external monitoring are foreseen. Moreover, WB and EU supported reforms continue to gradually improve financial governance and transparency Somali authorities at federal and state level.</p> <p>A capacity assessment and capacity building programme is included, that will comprise measures to improve the transparency, accountability and participation mechanism of BRA.</p>
Lack of participation and involvement of women.	High	<p>A robust gender mainstreaming throughout the action will ensure the voice of women are included in response planning.</p> <p>Awareness campaigns will be adapted to the different target audiences (women, men and young people).</p>
Natural disasters - Climate Change, droughts and floods, represent further operational risks, and possible additional shocks to communities already living in vulnerable situations.	High	The Federal Government supported by donors is currently working on a 5 year National Water Resource Strategic Plan aiming to mitigate effects of risk and turn it into an opportunity for the citizens.
Neglect of valuable work that can be done by civil society (example: capacity building awareness-raising).	Low	The proposed action will encourage opportunities (where possible and relevant) to work with and empower the civil society organisations active in the health, Water, Sanitation and Hygiene (WASH) and gender-based violence (GBV) sectors.
Assumptions		
<p>The key assumptions are:</p> <ol style="list-style-type: none"> 1. Somali Authorities implement effective COVID-19 emergency response plans and economic stimulus packages supported by the WB, EU & other donors to mitigate adverse effects. 2. Continuation of the peace and state building processes resulting in stabilisation of areas. 3. Increased institutional and political collaboration between the different levels of government (Federal, State, District and Municipal). 4. Somali authorities continue to improve financial governance, transparency and accountability and refrain from detrimental interventions or legislation. 		

3 COMPLEMENTARITY, SYNERGY AND DONOR COORDINATION

The EU launched a global comprehensive COVID-19 response plan that is also targeting Somalia⁸. The EU's tailored response plan for Somalia involves reorientation and adaptations in various programmes across different financial instruments. This comprises responding, on the one hand, to the immediate health crisis and strengthening health systems, and, on the other hand, mitigating the socio-economic impact. This also implies stronger cooperation between the Directorate-General for European Civil Protection and Humanitarian Aid Operations

(DG ECHO) and the Directorate-General for International Cooperation and Development (DG DEVCO) in their responses to short term and medium-long term challenges.

In this regard, this project will operate in synergy with the following programmes:

- The EU's support to WHO at global level (EUR 81 million)
- DG ECHO ongoing projects, in particular in the fields of health, WASH and logistics.
- EU support to health infrastructure (approximately EUR 3 million) from the Inclusive Local and Economic Development (ILED) programme. This may include refurbishing/constructing and equipping isolation and quarantine centres countrywide.
- The social protection component of ILED (EUR 26.5 million), focusing on vulnerable households is expected to mitigate the impact of COVID-19.
- Re-orientations within other ongoing programmes to support the implementation of specific actions in the Government's Response Plan, in particular awareness raising campaigns, investing in small health infrastructures and WASH services.
- The Regional Indicative Programme's response to the health and socio-economic impact of COVID-19 in the Intergovernmental Authority on Development (IGAD) region.
- The new project will aim to contribute to enhancing COVID-19 preparedness, response, and mitigation actions among IDPs and vulnerable groups in Mogadishu and it will also build on the on-going EU Trust Fund RE-INTEG project (RE-INTEG: Enhancing Somalia's responsiveness to the management and reintegration of mixed migration flows) in Mogadishu implemented by UN-Habitat.

The EU's budget support programme as well as other ongoing socio-economic development programmes will also be crucial to respond to the socio-economic impact of the crisis.

The Federal Government of Somalia, through the Ministry of Health (MoH) and, with the support of WHO, has introduced a number of measures and launched an updated Contingency Plan - ***National Preparedness and response Plan for Corona Virus Disease – COVID-19***.

The Federal Government also presented the ***Socio-economic Impact and required Response for COVID-19***, which recommends responses at fiscal, investment and private sector level and includes both health and emergency response activities.

At Federal level, the Prime Minister's Office is coordinating a specific committee on COVID-19, with a wide range of key partners (including professional and civil society associations) and the MoH is leading two additional technical committees. The MoH is also

⁸As framed by the Joint Communication to the European Parliament, the Council, the European Economic and Social Committee and the Committee of the Regions on the Global EU response to COVID-19, 8 April 2020.

the technical leader at country level and leading coordination efforts with the Benadir Regional Authority (BRA) and other Federal Members States.

Aligned with this effort, the BRA launched a ***Coronavirus (COVID 19) Management Strategy*** which is also aligned with the WHO, *Global Humanitarian Response Plan and COVID-19 Guide for Local Decision-Makers*. The present action is coherent with these strategic documents and covers many of the suggested areas of intervention.

The BRA strategy foresees establishing a **COVID-19 Task Force** to improve public health management, preparedness and response, which will be supported and complemented by this action. The BRA strategy adheres to the principle of *leaving no one behind*, and therefore also includes IDPs, urban poor and other people living in vulnerable situations, which is linked and coherent with the ongoing EU Trust Fund funded RE-INTEG project. The project is also aligned with the strategic document '***Somalia preparedness and Response Plan for IDPs and Vulnerable Communities –Coronavirus Disease 2019***', prepared by the Somali Durable Solutions Secretariat which is under the leadership of the Prime Minister's Office. The Durable Solutions Unit (DSU) – Ministry of Planning, Investments and Economic Development (MoPIED) was established in MoPIED and started its operations in January 2019.

A multi-layered approach to limiting and responding to COVID-19 is important for Mogadishu. Making the best of the available resources across the humanitarian and development nexus is paramount to safeguarding communities from both disease and economic repercussions.

Close coordination will be ensured between the EU and the Humanitarian Country Team (HCT), sectoral coordination through the Cluster system (Health Cluster, WASH Cluster and IDP and Camp Management Cluster) and regular coordination has already been established with EU Member States. Coordination and consultation of IGAD will also be ensured. WHO is playing a crucial role in Somalia with technical support to the Ministry of Health, both at federal and member state level. The proposed action matches with the ***Coronavirus – COVID-19 - Country preparedness and Response Plan (CRRO) Humanitarian Component***, presented by the HCT in Somalia and the ***Global Humanitarian Response Plan COVID-19 United Nations Coordinated Appeal April – December 2020***, which highlights Somalia as one of the most vulnerable countries in the world, updating the response plan and prioritizing support for IDPs. This Global Appeal includes the specific appeal of UN Habitat, in part covered by this action.

4 DESCRIPTION OF THE ACTION

The objective of the action is to contribute to enhancing COVID-19 preparedness, response, and mitigation actions among IDPs and people living in the most vulnerable situations in Mogadishu. This will be based on previous and ongoing work on durable solutions under the EU Trust Fund funded *Enhancing Somalia's responsiveness to the management and reintegration of mixed migration flows (REINTEG) Programme*, enhancing the capacity of the Benadir Regional Administration/Mogadishu to deliver basic services in IDP settlements, in particular WASH, enable awareness-raising campaigns among the people living in the most vulnerable situations and affected communities and provide social transfers and rental subsidies to IDPs and urban poor. The proposed action aims at responding to the immediate needs of women and men, but with a vision to ensure long term sustainability and with interventions aiming at improving the living conditions and well-being of the most vulnerable in Mogadishu with a focus on displacement sites.

In addition, this action foresees third party monitoring of EDF projects to strengthen the performance, including their response to COVID-19.

Results chain			Indicator	Source of data
IMPACT	Impact (overall objective)	To mitigate the impact of the COVID-19 crisis among IDPs and people living in vulnerable situations in Mogadishu.	<i>Coronavirus incidence (time series; disaggregated by sex, and age).</i> <i>Number of persons benefitting from the Action (disaggregated by sex, age and type of vulnerable situation).</i>	MoH, WHO, BRA, UNHCR
OUTCOME(S)	Outcome 1 (specific objective)	1. Institutional capacity to respond to the COVID-19 crisis and implement mitigation and prevention measures are strengthened including gender-sensitive actions	<i>Number of COVID-19 mitigation measures adopted and implemented by BRA in response to COVID-19.</i> <i>Number of COVID-19 prevention measures adopted and implemented by BRA in response to COVID-19</i> <i>% of measures sensitive to gender.</i>	BRA Directives & Notices
	Outcome 2 (specific objective)	2. Access to Infection Prevention and Control (IPC), including IPC health facilities, WASH services is improved	<i>Number of beneficiaries receiving support (disaggregated by sex, age and type of vulnerable situation).</i>	Facilities registry
	Outcome 3 (specific objective)	3. Livelihoods, and economic self-reliance of people living in vulnerable situations are supported.	<i>Number of beneficiaries receiving livelihood support (disaggregated by sex, age, location and type of vulnerable situation).</i> <i>Number of beneficiaries receiving economic self-reliance support (disaggregated by sex, age, location and type of vulnerable situation).</i>	Project Reports
OUTPUT(S)	Outputs related to Outcome 1	1.1 Improved transparent, accountable and participatory coordination mechanisms within BRA to respond to	<i>Status of development of BRA's Emergency Operation Centre (EOC).</i> <i>Number of BRA EOC staff</i>	BRA Reports

Results chain			Indicator	Source of data
		COVID-19.	<i>trained.</i> <i>Number of mechanisms for a transparent, accountable and gender-sensitive response supported.</i> <i>Number of civil society organisations (CSOs) including women organisations, private sector and other key stakeholders consulted (disaggregated by type of organisation).</i>	
		1.2 Gender-Based violence (GBV) is integrated in the COVID-19 response protocols.	<i>Number of staff and frontline workers that have completed trainings on GBV risk mitigation and referrals for survivors (disaggregated by sex and position).</i> <i>Number of beneficiaries provided with prevention or response interventions to address gender-based violence (disaggregated by sex and age).</i>	BRA Reports
		1.3 Population is sensitised on COVID-19.	<i>Number of people reached with COVID-19 messaging on prevention and access to services (disaggregated by sex and age).</i>	BRA Reports
	Outputs related to Outcome 2	2.1 Increased access to clean and affordable drinking water.	<i>Number of WASH stations rehabilitated or constructed.</i> <i>Number of people accessing clean and affordable drinking water (disaggregated by sex, age and type of vulnerable situation).</i>	BRA Report, United Nations Children's Fund (UNICEF)

Results chain			Indicator	Source of data
		2.2 Enhanced hygiene conditions	<i>Number of people provided with hygiene kits (disaggregated by gender and sex).</i>	BRA Reports
		2.3 Increased access to infection, prevention and control (IPC) facilities and provision of services for people living in vulnerable situations is supported.	<i>Number of people receiving specific care (Quarantine & Isolation), disaggregated by age group and sex, location and type of vulnerable situation).</i>	EOC Reports
	Outputs related to Outcome 3	3.1 People living in vulnerable situations' access to social protection is strengthened.	<i>Number of IDPs and people living in poverty in urban areas with cash transfers. (disaggregated by sex, age and type of vulnerable situation).</i>	BRA Reports

5 IMPLEMENTATION

5.1 Financing agreement

In order to implement this action, it is foreseen to conclude a financing agreement with the Federal Republic of Somalia.

5.2 Indicative implementation period

The indicative operational implementation period of this action, during which the activities will be carried out and the corresponding contracts and agreements implemented, is 36 months from the date of entry into force of the financing agreement.

Extensions of the implementation period may be agreed by the Commission's responsible authorising officer by amending this Decision and the relevant contracts and agreements.

5.3 Implementation modalities

The Commission will ensure that the EU appropriate rules and procedures for providing financing to third parties are respected, including review procedures, where appropriate, and compliance of the action with EU restrictive measures⁹.

⁹www.sanctionsmap.eu Please note that the sanctions map is an IT tool for identifying the sanctions regimes. The source of the sanctions stems from legal acts published in the Official Journal (OJ). In case of discrepancy between the published legal acts and the updates on the website it is the OJ version that prevails.

5.3.1 Indirect management with international organisation

This action may be implemented in indirect management with the United Nations Human Settlement Programme (UN Habitat), possibly together with other UN Agencies. This implementation entails all specific objectives of the action. The envisaged entity has been selected due to its experience in implementing the on-going EU Trust Fund REINTEG Programme, in the same area, with the same target beneficiaries. These underserved neighbourhoods are where communities are most at risk due to overcrowding and lack of basic services and medical facilities. The entity also has an established network of partners which will be used in the implementation of the project: Benadir Regional Administration, communities, and non-governmental organisations (NGOs).

If negotiations with the above-mentioned entity fail, part of this action may be implemented in indirect management with another UN agency. The implementation by this alternative entity would be justified because of the following criteria: experience and presence in the target area and in implementing similar activities; ability to quickly implement the action.

Exception to the non-retroactivity of costs

The Commission authorises that the costs incurred may be recognised as eligible as from 1 May 2020, because of the urgency nature of the response efforts required to undertake infection prevention and control in Mogadishu. The selected implementing partner already has established presence to commence activities in the area and negotiations are well advanced.

5.4 Scope of geographical eligibility for procurement and grants

The geographical eligibility in terms of place of establishment for participating in procurement and grant award procedures and in terms of origin of supplies purchased as established in the basic act and set out in the relevant contractual documents shall apply, subject to the following provisions.

The Commission's authorising officer responsible may extend the geographical eligibility on the basis of urgency or of unavailability of products and services in the markets of the countries concerned, or in other duly substantiated cases where the eligibility rules would make the realisation of this action impossible or exceedingly difficult.

5.5 Indicative budget

	EU contribution (amount in EUR)
5.3.1 Indirect management with UN Habitat (Objectives/outputs 1-3)	5 275 000
5.7 Monitoring	350 000
5.8 Evaluation and 5.9 Audit	175 000
5.10 Communication and visibility	50 000
Totals	5 850 000

5.6 Organisational set-up and responsibilities

The programme activities shall be implemented by UN Habitat or another UN Agency in partnership with Benadir Regional Administration, in coordination with the Federal Government of Somalia's Ministry of Planning, Investment and Economic Development.

All procurement of works and acquisition of consulting services will be indirectly managed with UN Habitat or another UN Agency. A steering committee shall be set up to oversee and validate the overall direction, policy and implementation of the programme on the basis of the Logical Framework Matrix. It will be chaired by the Federal Government of Somalia and/or Benadir Regional Administration, the implementing partner will act as secretariat and the EU Delegation will participate with observer status. The steering committee shall meet bi-annually or quarterly.

As part of its prerogative of budget implementation and to safeguard the financial interests of the Union, the Commission may participate in the above governance structures set up for governing the implementation of the action.

5.7 Performance and Results Monitoring and Reporting

The day-to-day technical and financial monitoring of the implementation of this action will be a continuous process, and part of the implementing partner's responsibilities. To this aim, the implementing partner shall establish a permanent internal, technical and financial monitoring system, including gender and human rights expertise, for the action and elaborate regular progress reports (not less than annual) and final reports. Every report shall provide an accurate account of implementation of the action, difficulties encountered, changes introduced, as well as the degree of achievement of its results as measured by corresponding indicators disaggregated minimum by sex and age, using as reference the simplified Logframe matrix (for project modality) available in section 4 or the partner's strategy. It shall also assess how the action is contributing to the realization of human rights and the Agenda 2030, and contributing to gender equality, for which SDGs and GAP II¹⁰ indicators¹¹ will be privileged.

The Commission may undertake additional project monitoring visits both through its own staff and through independent consultants recruited directly by the Commission for independent monitoring reviews (or recruited by the responsible agent contracted by the Commission for implementing such reviews).

The Commission may undertake additional project monitoring visits of other EDF funded projects in Somalia not included in this action. The visits will be carried out through independent consultants recruited directly by the Commission for independent monitoring reviews.

¹⁰ SWD(2015)182 final of 21.9.2015

¹¹ Specifically, objective 9 'protection of all women and men of all ages from sexual and gender based violence in crisis situation' and objective 10 'Equal access to quality preventive, curative and rehabilitative physical and mental health care services for girls and women' but also objective 16 'equal access and control over clean, water (..) and equitable engagement in their management enjoyed by girls and women' and 17 'equal rights and ability for women to participate in policy and governance processes at all levels'.

5.8 Evaluation

Having regard to the importance of the action, a final evaluation will be carried out for this action or its components contracted by the Commission.

It will be carried out for accountability and learning purposes at various levels (including for policy revision), taking into account in particular the fact that this COVID-19 was not anticipated and has affected most countries socio-economy adversely.

The evaluation will be gender and human rights sensitive, assess gender equality and human rights results and the implementation of rights-based approach working principles (participation, non-discrimination, accountability and transparency).

The Commission shall inform the implementing partner at least one month in advance of the dates foreseen for the evaluation missions. The implementing partner shall collaborate efficiently and effectively with the evaluation experts, and inter alia provide them with all necessary information and documentation, as well as access to the project premises and activities.

The evaluation reports shall be shared with the partner country and other key stakeholders. The implementing partner and the Commission shall analyse the conclusions and recommendations of the evaluations and, where appropriate, in agreement with the partner country, jointly decide on the follow-up actions to be taken and any adjustments necessary, including, if indicated, the reorientation of the project.

Evaluation services may be contracted under a framework contract.

5.9 Audit

Without prejudice to the obligations applicable to contracts concluded for the implementation of this action, the Commission may, on the basis of a risk assessment, contract independent audits or expenditure verification assignments for one or several contracts or agreements.

It is foreseen that audit services may be contracted under a framework contract.

5.10 Communication and visibility

Communication and visibility of the EU is a legal obligation for all external actions funded by the EU.

This action shall contain communication and visibility measures which shall be based on a specific Communication and Visibility Plan of the Action, to be elaborated at the start of implementation.

For the purpose of enhancing the visibility of the EU and its contribution to this action, the Commission may sign or enter into joint declarations or statements, as part of its prerogative of budget implementation and to safeguard the financial interests of the Union.

In terms of legal obligations on communication and visibility, the measures shall be implemented by the Commission, the partner country, contractors, grant beneficiaries and/or entrusted entities. Appropriate contractual obligations shall be included in, respectively, the financing agreement, procurement and grant contracts, and delegation agreements.

The Communication and Visibility Requirements for European Union External Action (or any succeeding document) shall be used to establish the Communication and Visibility Plan of the Action and the appropriate contractual obligations.