



EUROPEAN COMMISSION  
HUMANITARIAN AID OFFICE (ECHO)

**Humanitarian Aid Decision**  
F9 (FED9)

Title: Humanitarian Aid for victims of climatic hazard in Kenya

Location of operation: KENYA

Amount of decision: 3,850,000 Euro

Decision reference number: ECHO/KEN/EDF/2004/01000

**Explanatory Memorandum**

**1 - Rationale, needs and target population:**

1.1. - Rationale:

Northern and Eastern Kenya is subject to climatic changes resulting in cycles of flooding and drought. Rain failure in the Arid and Semi Arid lands (ASAL) which represents 80 percent of Kenya is cyclical, and unpredictable in terms of frequency, magnitude and acuteness of the effects. This together with the demographic pressure (estimated at 3.3 – 3.7% in the pastoral areas of Kenya) on limited resources and a deteriorating economic base, has resulted in a slow but steady erosion of livelihoods and coping capacity of the populations. The mainly pastoralist population in these areas are particularly vulnerable, due to previous marginalisation and little time to recover from the previous drought cycle (1998-2001), and the very limited development of the carrying capacity of the land.

Following the previous sustained drought (1998-2001) in many of these areas, and ECHO's intervention, in 2004 a second 5-year phase of the World Bank (WB) funded 60 M\$ 'Arid Lands Resources Management Project (ALRMP)' was launched to address long-term fundamental development issues including the problem of the carrying capacity of the land. In addition, a 'Drought Contingency Fund' is being established with the Government of Kenya (GoK), WB and other donors, including EC, to provide crisis mitigation. In the meantime, however, a new drought crisis has arisen.

Following the poor 2003 short rains and 2004 long rains, a new drought, with its initial epicentre on Turkana led the President of Kenya to declare an emergency on 14/7/04. Livestock dependent pastoralists and agro-pastoralists are particularly affected by this new drought. Over 60% of the 12 million pastoralist and agro-pastoralist population in the Arid and Semi-Arid Lands are below the poverty line, and thus highly vulnerable. Rain failure has serious social and economic implications for these populations. Rain failure affects the livestock production by limiting the availability of forage and water, whereby livestock is entirely dependent on natural pasture. When all or a large number of animals die, the

pastoralists lose their livelihoods which are not readily replaceable. It takes four years to recover from a one third drop and eleven years from two thirds drop in cattle herd size. For goats these figures are 1.5 years and 3.5 years respectively<sup>1</sup>.

Currently, northern Kenya is the most affected part of the Country. Due to the rain failure, the state of the already vulnerable population continues to deteriorate rapidly in terms of malnutrition rates, water stress and livelihood declines with some of the indicators already above emergency thresholds. Although the underlying problem requires a structural, long term solution, immediate short term emergency needs must be addressed to contain the situation.

Consequently, while longer term problems are being addressed, and crisis mitigation structures are being established, and a significant local response is underway, the scale of the rapid deterioration and rising acute humanitarian needs resulting from the present drought require additional short-term humanitarian assistance. Such assistance will be provided in a way that would not be prejudicial, but rather complementary, to ongoing development assistance. This will also best facilitate an effective exit strategy.

## 1.2. - Identified needs:

While the drought is increasingly affecting North and North Eastern Provinces, Turkana has been the epicentre, where the bulk of the emergency response has been focused to date. What has been the case in Turkana over the past few months is increasingly happening in other arid and semi-arid areas as the drought effects spread, requiring additional resources for an expanded humanitarian response.

In Turkana, crude mortality rates (CMR), February – March 2004, ranged between 1.5 to 2.1/10,000/day including violent deaths (violent death is mainly due to fighting for reduced water and pasture resources). Under 5 mortality rates ranged between 2 and 2.6/10,000/day depending on the different zones. Standard international benchmarks for emergency humanitarian intervention are CMR of 1/10,000/day for general population, or 2/10,000 for under 5 year olds. Nutritional surveys (February 2004) in Turkana and Marsabit indicated high rates of acute malnutrition (ranging from 20 – 35%)<sup>2</sup> amongst young children. The standard international benchmark for emergency intervention is 10 – 15 % global acute malnutrition (GAM).

In the Rift Valley, Eastern- and North Eastern Provinces, drought stress has caused premature drying of most of the open water sources, setting off abnormal seasonal migrations in search of pasture and water, with increasing reliance on sub-surface water sources. Both livestock and human beings are concentrating around these few remaining water sources especially boreholes, shallow wells and river dams. With the drastic reduction in water sources, and as livestock congregate at watering points, fear of a rapid spread of highly contagious livestock diseases (Foot and Mouth, Contagious Bovine Pleura Pneumonia etc.) is becoming real.

The average time spent searching for water is currently 6 – 14 hours. In Marsabit, livestock cover 60 to 67 km between pastures and water points, and 30 to 75 km to reach the water points. In Moyale, the distance to water points for livestock is more than 30 km. Some

<sup>1</sup> UNEP and GoK, Devastating Drought in Kenya: Environmental impacts and responses December 2000

<sup>2</sup> In the WVK surveyed areas of Central and southern Turkana (Zone 1: Central, Kalokol, Kerio divisions and Zone 2: Lokichar, Lokori and Lomelo divisions) rates were 29.9% and 23.1% respectively. In OXFAM GB surveyed areas (North Western and North Eastern Zones of Turkana), the GAM rate was 34.4% and SAM was of 5.4% in the Eastern zone indicating a crisis situation, while the rate of the Western zone was 16.8%.

communities in Wajir and Marsabit have to trek between 40km and 140km (up to 4 days round trip) to collect water whilst remaining household members stay with cattle and small livestock in areas with pasture and browse. Pack animals are predominantly camels in Marsabit, and camels and donkeys in Wajir. Each camel is capable of transporting 80 litres of water per trip and donkeys 40 litres<sup>3</sup>. Demands on these pack animals are rapidly increasing while forage access for them is declining; as such these distances are unsustainable to ensure adequate consumption for household members and their livestock. Some boreholes are run for more than 20 hours per day. Such overtaxed boreholes increasingly run dry due to added pressure, and break down due to over utilization. This situation is anticipated to result in a life threatening crisis as populations will have no potable water, nor water for livestock and relief food preparation. Many of the drought affected areas also face the risks of disease outbreaks due to poor hygiene and sanitation practices as well as poor water quality. Outbreaks of diarrhoeal diseases have been reported in Marsabit and Turkana.

There is a marked decline in the security of pastoral livelihoods. Access to adequate forage has declined, triggering out-migration to neighbouring districts, and neighbouring countries such as Somalia<sup>4</sup>, south Sudan, Ethiopia and Uganda (Karamoja). Early signs of resource based tensions are already evident in some districts and between ethnic groupings straddling international borders. The major danger of this out migration is that livestock that have moved to Somalia may contract the so-called mild rinderpest and bring it back to Kenya on return. In Garissa, livestock body condition is currently at 2.5<sup>5</sup>, on a scale of 1 – 5, and is rapidly deteriorating. Terms of trade for pastoralists are declining<sup>6</sup>; prices for livestock have dropped from the baseline year price by 20% for camels, by 53% for small stock, and by 31% for cattle. Milk production in pastoralist households has dropped from the baseline year volume by 12% for camels, 62% for cattle and 50% for goats. Basic commodity prices have increased from the baseline year price by 25% for maize, 15% for sugar and 25% for milk<sup>7</sup>. Pastoralists' purchasing power therefore continues to decrease, worsening the food security situation. The net result will be depletion of the asset base, as most families dispose of their livestock to purchase the costly cereals. Child malnutrition rates are 37% in Wajir and 48% in Mandera District<sup>8</sup>. Other rapid assessment data and early warning reports in pastoral and agro pastoral areas continue to indicate deterioration in nutritional trends due to decreased household milk availability<sup>9</sup>, inadequate diet, high incidence of diseases and poor caring practices.

### 1.3. - Target population and regions concerned:

A general catchment population of 1.5 million pastoralists and agro-pastoralists in the arid and semi-arid areas of Kenya, primarily Northern and North Eastern Regions, of which an estimated 450,000 – 600,000 would be direct beneficiaries.

### 1.4. - Risk assessment and possible constraints:

<sup>3</sup> OXFAM GB Concept note to ECHO August 2004

<sup>4</sup> In Garissa about 60 - 80% of the total livestock have moved in the north, livestock from Gurufa area have moved to Sericho in Isiolo district; Livestock from Modogashe, Danyere and Benane divisions have moved into Garbatulla in Isiolo district; cattle from Jarjilla, Liboi and Dadaab divisions have crossed the boarder into Somalia while shoats and camels are concentrated at the boarder ranging from Liboi to Amuma and Hosungu in Jarjilla. In the South, cattle have moved to Ijara where the coastal showers were heavy but infested with Tse-Tse flies. Livestock from Sankuri, Balambala and Dentu of Dadaab division are concentrated in the central part of Shimbirey, Awliya and FAF kalala.<sup>4</sup>

<sup>5</sup> Body condition at 2.5, is described as 'lean, emaciated and at risk' by International Livestock Research Institute (ILRI)

<sup>6</sup> Poor pastoralist households derive between 27% and 37% of their food from livestock products and roughly 60% from market purchases. DSG Report – Rapid Drought Assessment Report, Garissa District.

<sup>7</sup> CARE Kenya Concept paper for response to Food insecurity in kenya

<sup>8</sup> ARLMP, Drought monitoring bulletin, July 2004

<sup>9</sup> Long rains assessment 2004, Consolidated Interagency Report, KFFSG, June 2004;

The main constraints are insecurity, and logistics due to poor road conditions. Further, the mobile nature of pastoralists, as a coping mechanism in the face of such crises, has to be taken into account in addressing the beneficiaries.

## **2- Objectives and components of the humanitarian intervention proposed:**

### 2.1. – Objectives:

Principal objective :

To address acute life-threatening needs.

Specific objective :

To save lives through the provision of curative medical assistance combined with causal remedies, such as essential water and nutritional supply.

### 2.2. - Components:

Curative health.

Support to health services, including mobile clinics and nutritional assistance, to increase capacity to cover an additional 100,000 consultations.

Causal remedies.

These are applied where short term emergency measures can be effective in addressing causes, thus reducing the extent of emergency curative care required. For example, in pastoralist areas it can be difficult to address needs effectively simply through curative assistance due to the mobile nature of the populations, and malnutrition can be addressed in a way more appropriate, sustainable and effective. This is achieved through ensuring a core ratio of livestock to pastoralists to ensure the staple milk supply. 60 % of the adult diet, and 80% of the under 18 diet is provided through this milk supply. Maintaining this through livestock support not only has the advantage of maintaining core assets which can be built up after the crisis, but is very significantly cheaper, more appropriate to local custom, and more sustainable than trying to support an increasing destitute population in a dependency culture on therapeutic and supplementary nutritional milk products. To achieve this requires emergency support primarily for additional veterinary assistance, and to ensure essential water supply. Thus livestock mortality would be contained at < 20 % (against a baseline of 5 %), with an estimated 1,500,000 animals treated/vaccinated, and essential water supply for livestock ensured through rehabilitation and maintenance of an estimated 100 strategic water sources; essential water supply for human consumption of an additional 5 litres/day would be secured for an estimated 120,000 people (against a baseline of 2 litres/person/day) through rehabilitation of 80 water sources.



Donors in <b>KENYA</b> the last 12 months					
1. EU Members States (*)		2. European Commission		3. Others	
	EUR		EUR		EUR
Austria	0	ECHO	0	OFDA <sup>1</sup>	2,465,638
Belgium	0	Other services	-	USAID - FFP <sup>1</sup>	14,794,058
Denmark	403,769			Govt. of Kenya <sup>1</sup>	9,995,987
Finland	200,000			World Bank <sup>1</sup>	1,856,078
France <sup>1</sup>	821,830				
Germany	2,110,000				
Greece	0				
Ireland	545,000				
Italy	0				
Luxembourg	0				
Netherlands	0				
Portugal	0				
Spain	0				
Sweden	107,750				
United Kingdom <sup>1</sup>	7,381,927				
Subtotal	11,570,276	Subtotal	0	Subtotal	29,111,761
		Grand total	40,682,037		

Dated : 01/09/2004

(\*) Source : ECHO 14 Points reporting for Members States. <https://hac.cec.eu.int>  
Empty cells means either no information is available or no contribution.

<sup>1</sup> : source ECHO Nairobi office (exchange rates used are those of xe.com 1/9/04) : Summary of reaction of International community and Government of Kenya : The Kenya 2004 Flash Appeal of a total of USD 96,936,756 (of which USD 81,287,429 is for Food requirements) was launched to cover 6 months from August 2004 to January 2005. Food requirements are already well supported, total requested is 166,000 MT estimated food requirement (1.8 million people for general food distribution plus 0.5 million children for school feeding). Of these requirements: 26,000 MT to be covered by USAID-FFP (value, incl. ITSH: 18 MUSD); 45,000 MT donated by Government of Kenya (physical management and distribution cost still to be covered by WFP, value 12 MUSD cash); 1 MUSD support to WFP by France. DFID contribution: 5 M GBP. GoK further contributions: 13 M KSH for general relief (Parliament and Government donations), 180 Million KSH from WB Funding on loan for livestock off-take and other measures. OFDA up to 3 MUSD for non-food interventions.

## 6 –Amount of decision and distribution by specific objectives:

6.1. - Total amount of the decision: 3,850,000 euro

## 6.2. - Budget breakdown by specific objective

<b>Principal objective: To address acute life-threatening needs.</b>				
<b>Specific objective</b>	<b>Allocated amount by specific objective (Euro)</b>	<b>Possible geographical area of operation</b>	<b>Activities</b>	<b>Potential partners<sup>10</sup></b>
Specific objective 1: To save lives through the provision of curative medical assistance combined with causal remedies, such as essential water and nutritional supply.	3,850,000	Primarily northern and north eastern Kenya	Mobile clinics, nutritional supplements, water source rehabilitation.	- CARE - UK - COOPI - CORDAID - UN - UNICEF - INT - OXFAM – GB - GAA
<b>TOTAL</b>	<b>3,850,000</b>			

**7 –Evaluation**

Under article 18 of Council Regulation (EC) No.1257/96 of 20 June 1996 concerning humanitarian aid the Commission is required to "regularly assess humanitarian aid operations financed by the Community in order to establish whether they have achieved their objectives and to produce guidelines for improving the effectiveness of subsequent operations." These evaluations are structured and organised in overarching and cross cutting issues forming part of ECHO's Annual Strategy such as child-related issues, the security of relief workers, respect for human rights, gender. Each year, an indicative Evaluation Programme is established after a consultative process. This programme is flexible and can be adapted to include evaluations not foreseen in the initial programme, in response to particular events or changing circumstances. More information can be obtained at:

[http://europa.eu.int/comm/echo/evaluation/index\\_en.htm](http://europa.eu.int/comm/echo/evaluation/index_en.htm).

<sup>10</sup> CARE INTERNATIONAL UK , COOPERAZIONE INTERNAZIONALE (ITA), CATHOLIC ORGANISATION FOR RELIEF AND DEVELOPMENT AID (NLD), UNICEF, OXFAM (GB), GERMAN AGRO ACTION (D)

## COMMISSION DECISION

of

**on the financing of humanitarian operations from the 9<sup>th</sup> European Development Fund  
in KENYA**

**THE COMMISSION OF THE EUROPEAN COMMUNITIES,**

Having regard to the Treaty establishing the European Community,

Having regard to the ACP-EC Partnership Agreement signed in Cotonou on 23 June 2000, in particular Article 72 thereof<sup>11</sup>,

Having regard to the Internal Agreement of 15 December 2000 on the Financing and Administration of the Community Aid under the Financial Protocol to the Partnership Agreement between the African, Caribbean and Pacific States and the European Community and its Members States signed in Cotonou (Benin) on 23 June 2000, in particular Articles 24(3) and 25 thereof<sup>12</sup>.

Whereas:

1. Drought is leading to increasing deterioration of the condition of pastoralist and agro-pastoralist populations in northern and eastern Kenya, with increasing acute humanitarian needs.
2. Curative health assistance, as well as essential water and nutritional supplies over the short-term, are required to ensure a life-saving response to the growing acute needs.
3. An assessment of the humanitarian situation leads to the conclusion that humanitarian aid operations should be financed by the Community for a period of 12 months.
4. In accordance with the objectives set out in Article 72 of the ACP-EC Partnership Agreement it is estimated that an amount of 3,850,000 euro from the 9<sup>th</sup> European Development Fund is necessary to provide humanitarian assistance to populations directly affected by the conflict.

HAS DECIDED AS FOLLOWS:

### *Article 1*

1. In accordance with the objectives and general principles of humanitarian aid, the Commission hereby approves a total amount of 3,850,000 euro from the 9<sup>th</sup> European Development Fund for humanitarian aid operations to assist vulnerable people directly affected by the drought in KENYA.
2. In accordance with Article 72 of the ACP-EC Partnership Agreement, the humanitarian operations shall be implemented in the pursuance of the following specific objective :

---

<sup>11</sup> OJ L317 of 15.12.2000, p.3

<sup>12</sup> OJ L317 of 15.12.2000, p.354



To save lives through the provision of curative medical assistance combined with causal remedies, such as essential water and nutritional supply.

The amount allocated to this objective is listed in the annex to this decision.

*Article 2*

1. The implementation of humanitarian aid operations funded by this decision shall have a maximum duration of 12 months, starting from 01/10/2004.
2. Expenditure under this decision is eligible from 01/10/2004.
3. If the operations envisaged in this decision are suspended due to *force majeure* or comparable circumstances, the period of suspension will not be taken into account for the calculation of the duration of the implementation of this Decision.

*Article 3*

This decision shall take effect on the date of its adoption.

Done at Brussels,

*For the Commission*

*Member of the Commission*