

Humanitarian Aid Decision

F9 (FED9)

Title: Humanitarian assistance to populations affected by epidemics, malnutrition, climatic hazard, resettlement, and conflict

Location of operation: ETHIOPIA

Amount of decision: EUR 4,500,000

Decision reference number: ECHO/ETH/EDF/2005/01000

Explanatory Memorandum

1 - Rationale, needs and target population:

1.1. - Rationale:

Ethiopia ranks 170th out of 177 in the 2004 Human Development Index (HDI). More than 50 % of the population is chronically malnourished and only half of it has access to safe drinking water. With a population of 72 million, increasing by 2 million more each year, to be this vulnerable means that acute life-threatening problems arise rapidly and on a very large scale.

The low level of health coverage is a compounding factor for any type of epidemic disease such as meningitis, kala azar and especially malaria, which disease is now between 40-70 % resistant to traditional drugs and treatment. Against the background of a weak health system, these diseases rapidly acquire epidemic proportions, with little chance of timely and efficient MoH response to the needs. Particularly sensitive periods for surges in malaria are after the rains, which started early and were particularly heavy in certain areas this year, causing flooding in the Somali region in early May.

The Horn of Africa contains the largest population of pastoralists in the world, with Ethiopia ranking fifth in terms of the percentage of population who are pastoralists. Pastoralist communities in the region are mainly nomadic and dependent on livestock for their livelihood. The pastoralist livelihood system therefore depends essentially on water availability and access to pasture.

The recent succession of droughts has reduced drastically the availability of these essential items, creating a perfect breeding ground for conflictual relations between communities competing for the same limited resources. One dramatic consequence is the reduction of access to some perennial water points and pastureland due to the high – and even life threatening - risk for pastoralists and their herds. Violent conflicts involving pastoralists have become widespread throughout the pastoral areas. The quick succession of recurrences

of drought has meant that the various Ethiopian communities have not had time to recover from one event to the next.

The worst affected areas are mainly the north-eastern and eastern parts of the country, particularly Afar and the Somali part of Amhara region.

Furthermore, pastoralist communities are particularly vulnerable to climatic hazards. Climatic changes have led to food shortages and increased pressure on available pasture and water resources. Droughts have a long term impact on the coping systems of such communities, and the recent successive droughts have seriously eroded the asset base of the pastoralist livelihood. Some communities will not recover and will become poorer and more vulnerable.

In addition to the climatic factors, vulnerability is increased by inter-ethnic conflicts in Gambella, Afar, Oromiya, Hararghe, Somali regions, as well the ongoing tensions and unresolved issues along the border with Eritrea. In Gambella region, despite a seemingly stabilized situation, the strong presence of the Ethiopian Special Forces as well as the continuous quasi-inaccessibility, notably in the areas where the clashes occurred in 2003 and 2004, do not indicate appeasement. The Somali region is an area where inter-clan clashes have always occurred over grazing or water access, but this situation is greatly compounded by the renewed and scaled-up activity of armed groups (mainly the Ogaden National Liberation Front). The evolving regional context (nomination of a Somalia Transitional Federal Government, for example) also has obvious implications on the situation within the Somali region, with the prospect/possibility of Ethiopian troops taking part in an international stabilization force in Somalia.

Furthermore, during this national election year, political groups from amongst the Oromo, Amhara, Afar, and others, may become more vocal in trying to challenge the ruling party and government. The response from the Government side may be to involve the military in zealous (or over-zealous) political clean-up campaigns, and to detain opponents.

In the framework of the national programme of resettlement, more than 500,000 people are expected to be relocated in 2005 to new sites, where the minimum conditions for resettlement are often not met. The 2005 programme has already begun, and experience has shown that the long rainy season (June-Nov) will cut off the access to many sites, leaving settlers without any assistance for 4 or 5 months. This can only further aggravate the precarious living conditions, particularly for the most vulnerable segments of the population.

1.2. - Identified needs:

Health:

- *Epidemics*

As the mosquito vectors adapt to higher altitudes due to climate change, and as mosquitoes breeding areas have greatly increased over the past 3 years due to questionable national water harvesting policies, malarial areas and outbreak periods have both expanded. UNICEF/WHO anticipates 6.1 million malaria cases, with between 45,000 and 110,000 deaths over the 6 months malaria peak period.

Ethiopia is at the eastern end of the meningitis belt, with an epidemic of meningitis of a new type (W) having recently been declared in the neighbouring provinces of Sudan. Moreover, a

major cause of last year's emergency was the resettlement of populations with very low natural immunity to kala azar and malaria. This phenomenon may be seen again this year. The weak health system in the country is further compounding the problem. In Gashamo, for example, 1 nurse serves 14,000 people.

- *Acute morbidity and mortality due to malnutrition:*

In Afar, the poor condition of livestock has resulted in very poor milk production. Milk from their livestock is traditionally the main source of protein for the nomad pastoralists who make up the population of the area. Because of this, added to the scarcity of drinking water for human consumption, the nutritional status of the pastoralist population is rapidly degrading.

Increased general food distribution (WFP) will take place in the hardest hit areas of Afar's zones 1 & 4. This will most likely have to be complemented with targeted veterinary related livestock interventions. Population increases and progressive sedentariness of pastoralist populations have made the most traditional coping mechanism, the temporary migration to other, less affected, areas an increasingly declining option for pastoralists. Migration to Amhara and Tigray regions has been reported, leading to competition over scarce resources and tensions with communities following different livelihood patterns.

Finally, pockets of high levels of malnutrition – such as that reported by Concern in Wollo, Amhara region - would be addressed by life-saving therapeutic feeding interventions and complementary medical assistance.

- *Acute morbidity and mortality due to lack of water and water related diseases:*

In the pastoralist regions of Afar and Somali, surveys and reports carried out by individual agencies such as ACF, DPPC, UNICEF, ICRC, APDA indicate immediate and critical needs in the water sector, the most critical of which is water for both livestock and human consumption. Water tankering, emergency rehabilitation of existing water sources and wherever feasible, rapid development of new sources are required in order to prevent further deterioration of an already critical situation caused by recurrent lack of rain in the main pastoralist regions, compounded by longer than usual dry seasons.

In addition to the nutritional consequences of reduced water supply for humans and livestock, the quality of available water, as well as sanitation, has significant health implications. In Gashamo woreda, Somali Region, a SCF/UK survey shows a crude mortality rate for under 5 year olds (U5MR) of 4.87/10,000/day. By comparison, the international benchmark for emergency humanitarian interventions is > 2/10,000/day, and > 1/10,000/day for general population.

Livestock

Veterinary assistance to livestock would continue into the first period of the rains, as with the rains comes a population explosion of parasites attacking the weakened animals, as well as an increase of infectious diseases mainly due to the cold temperature linked with the rains.

Livestock feeding is becoming a critical issue with a direct severe impact on the mainly pastoralist population, who rely exclusively on livestock for their livelihood. Pastoralist and agro-pastoralist areas in Afar Region, and to some extent in areas of the Somali Region, were the first and hardest hit at the end of 2004 and during the first months of 2005, when thousands of heads of livestock died due to the lack of water and pasture. Assessments have

estimated cattle losses at 80 % in parts of zone 4 Afar Region (Afar Pastoralist Development Association APDA, Teru woreda Zone 4 Afar region). While diminishing pastures are the core problem, this also exacerbates the need for strategic water points for livestock to enable them to move from one island of pasture to another, and thus to survive, in turn sustaining the human population.

Resettlement

In 2003 and 2004, 119,000 households (about 672,000 people) were resettled in the framework of the controversial national resettlement programme. Under the 2005 phase of this programme, which has now been launched, it is planned to resettle 115,000 households (approx 650,000 people). Access to resettlement sites is still officially denied to most humanitarian agencies with the exception of UNICEF and UNOCHA. The conditions in which the resettlement occurs do not show any major improvements compared to 2003 and 2004. The scope of the needs - comparable to classic humanitarian 'displaced' populations, morbidity and mortality levels are rising alarmingly – largely depends on the level of preparation of the sites. Past experience has usually shown a low level of preparation, resulting in poor living conditions for newly arriving settlers and the instant creation of acute humanitarian needs in almost all sectors of activities (health, watsan).

Protection/Conflict prevention

Given the above-mentioned various inter-ethnic conflicts and other tensions in several different regions of the country, and the potentially destabilizing momentum that these can set in motion, close monitoring of their evolution, strong advocacy against their consequences, and persistent scrutiny of human rights and humanitarian standards are all absolutely essential.

As a result of increasing concern in the first few months of 2005 about a deterioration of the humanitarian situation in the country, a Flash Update to the 2005 Joint Humanitarian Appeal was issued on May 4th in response to an increase in the number of vulnerable people requiring both food and non-food assistance. In terms of food aid, the number of beneficiaries has increased from 3.1 million to 3.8 million, whilst there are increased requirements in non-food sectors, particularly health, nutrition and water and sanitation. According to the UN, there is currently a funding shortfall of US\$ 66 million for food aid, and of US\$ 105 million for non-food requirements.

1.3. - Target population and regions concerned:

It is estimated that between 500,000 and 1,000,000 people, primarily in Amhara, Afar, Oromya and Somali Region, will directly benefit from interventions funded under this decision. Where high incidence of disease, such as malaria, affects other regions, and where an effective response is possible, these would also be included. The most acutely food insecure areas continue to be the pastoral areas of southern, southeastern, and northeastern Ethiopia, and the belg dependent areas of Amhara region (notably South and North Wello).

The proposed Protection Programme covers all the regions, and the entire population, of Ethiopia (est. 72,000,000). Protection resources secured through this decision will be allocated, geographically, according to the ICRC's analysis and prioritisation of the various needs, political tensions, and conflicts. A great deal of flexibility and adaptability needs to be applied to any protection strategy. In an election year, the internal political climate is likely

to be tense, with direct consequences in respect of the border issue with Eritrea as well as the usual territorial or ethnic zones of acute problems, Oromya/Somali, Somali/Afar, Gambella.

The target populations for this protection component would be those affected by conflict, compounded by natural disaster, primarily in Gambella, Afar, Oromiya, Hararghe, Somali and Southern Nations Nationalities People's Region (SNNPRS) regions. This would include an estimated up to 60,000 detainees, 10,000 IDPs and 30,000 most vulnerable in rural and pastoralist areas, especially Afar zone 3. (Source : ICRC)

The target population affected by drought and climatic hazards consists of pastoralist and agro pastoralist communities living in Afar and Somali region, an estimated population of 540.000. ECHO-funded interventions will be complementary to the food aid intervention, to which the EC is a major contributor through the food aid budget line, and will focus on livestock health and feeding, and emergency water supply.

The population targeted by interventions to improve health and tackle epidemic outbreaks is to be found in the most populated west side of the country, from north west Tigray to south east Oromya.

1.4. - Risk assessment and possible constraints:

Access to pastoralist areas, especially in Somali Region, is subject to security constraints due to inter-clan conflicts or rebel activities.

Access to some resettlement areas remains precarious due to logistic constraints, especially during the current rainy season, and some government restrictions.

The stalemate in finalising the resolution of the border dispute between Ethiopia and Eritrea could result in increased tensions, with constraints on humanitarian activities

2- Objectives and components of the humanitarian intervention proposed:

2.1. Objectives:

Principal objective : To assist populations with acute humanitarian needs as a consequence of successive climatic hazards, epidemics, and displacement

Specific objective(s) : To provide humanitarian aid to save and preserve lives of those populations that are endangered as a result of prolonged drought and internal conflicts through the provision of medical assistance, nutritional support, essential water supply and livestock support, and protection of the civilian population

2.2. - Components:

ECHO aims to intervene in a limited manner in respect of small-scale emergencies which are likely to occur during the lifetime of this decision. Experience in the country has shown that there is a magnitude of potential emergencies which, on the one hand, can rapidly strike pockets of the country and put populations at risk but which, on the other hand, can also be countered with limited interventions.

In order to address the identified needs, this decision will be focused on:

- health through the implementation of emergency interventions during epidemics; complementary support to health services to facilitate and strengthen emergency reactions for

the population during the epidemic phases ; provision of targeted feeding; activation of nutritional surveillance schemes and emergency medical assistance to displaced and resettled communities.

- drought response through veterinary support to pastoralist areas with livestock vaccination, treatment and targeted feeding; water/sanitation notably through emergency water supply, rehabilitation and improvement of water points; provision of water to ensure sufficient quantities, as well as ensuring water quality, and sanitation, to address morbidity and mortality due to water borne disease and general support to displaced and resettled communities.

- alleviating vulnerability due to resettlement through the provision of emergency general assistance (shelter, non-food items, water/sanitation, medical) to displaced and resettled communities during their reinstallation phase.

- protection, through support support for ICRC's nationwide Protection Programme, including protection visits, and related services, for political / civil detainees, and PoWs ; advocacy and lobbying for the respect, by all parties, of international humanitarian and human rights law; analysis of and response to the changing political and conflict environment, including relief support to general populations affected by conflict.

3 - Duration foreseen for actions within the framework of the proposed decision:

The duration for the implementation of this decision will be 12 months.

Humanitarian operations funded by this decision must be implemented within this period.

Expenditure under this Decision shall be eligible from 01 July 2005.

Start Date : 01 July 2005

If the implementation of the actions envisaged in this decision is suspended due to *force majeure* or any comparable circumstance, the period of suspension will not be taken into account for the calculation of the duration of the decision.

Depending on the evolution of the situation in the field, the Commission reserves the right to terminate the agreements signed with the implementing humanitarian organisations where the suspension of activities is for a period of more than one third of the total planned duration of the action. In this respect the procedure established in the general conditions of the specific agreement will be applied.

As far as food aid/food security is concerned, the European Commission will support the WFP's EMOP Appeal for Ethiopia through a 2005 allocation of EUR 20 million, in addition to substantial allocations from the Food Security budget line to the Government of Ethiopia (EUR 30 million over 2 years) and to NGO's (EUR 10 million for 2005). Furthermore, EUR 60 million will be made available from the European Development Fund for the safety net programme, which aims to tackle chronic food insecurity.

6 –Amount of decision and distribution by specific objectives:

6.1. - Total amount of the decision: EUR 4,500,000n

6.2. - Budget breakdown by specific objectives

Principal objective: To assist populations with acute humanitarian needs as a consequence of successive climatic hazards, epidemics and displacement				
Specific objectives	Allocated amount by specific objective (EUR)	Possible geographical area of operation	Activities	Potential partners¹
Specific objective 1: - To provide humanitarian aid to save and preserve lives of those populations that are endangered as a result of prolonged drought and internal conflicts through the provision of medical assistance, nutritional support, essential water supply and livestock support, and protection of the civilian population	4,500,000	Afar region Amhara region Gambella region Oromiya region Somali region	- medical support in case of epidemics - provision of water and sanitation to contain acute incidents of water-related disease - direct nutritional support, nutritional surveillance and early warning schemes - provision of veterinary assistance to pastoralist communities - general emergency support to voluntarily and involuntarily displaced populations	- ACF - FRA - CONCERN WORLDWIDE - CROIX-ROUGE - CICR- ICRC - CH - MERLIN - MSF - CHE - MSF - NLD - OXFAM – GB - SAVE THE CHILDREN - UN - UNICEF - BEL
TOTAL	4,500,000			

¹ ACTION CONTRE LA FAIM, (FR), ARTSEN ZONDER GRENZEN (NLD), COMITE INTERNATIONAL DE LA CROIX-ROUGE (CICR), CONCERN WORLDWIDE, (IRL), MEDECINS SANS FRONTIERES (CHE), MEDICAL EMERGENCY RELIEF INTERNATIONAL (GBR), MERLIN, OXFAM (GBR), SAVE THE CHILDREN FUND (GBR), UNICEF

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.

COMMISSION DECISION

of

**on the financing of humanitarian operations from the 9th European Development Fund
in
ETHIOPIA**

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 72²,

Having regard to the Internal Agreement of 18 September 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.a and 25.1 thereof³.

Whereas:

1. Ethiopia experiences extreme poverty, chronic malnutrition, climatic hazard, a weak health service and acute life-threatening needs that are rapidly increasing;
2. Disease and acute malnutrition, especially in areas of population resettlement, and drought, continue to create life-threatening needs on a scale that exceeds local coping capacity, and are beyond international benchmarks for humanitarian assistance;
3. Malaria in particular is reaching epidemic levels which, combined with increasing resistance to conventional anti-malaria drugs, is increasing mortality to emergency levels, especially in areas of resettlement;
4. 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;
5. In accordance with the objectives set out in Article 72 of the ACP-EC Partnership Agreement and Article 25.1 of the Internal Agreement it is estimated that an amount of EUR 4,500,000 from the 9th European Development Fund is necessary to provide humanitarian assistance to populations directly affected by climatic hazard, epidemics and displacement;
6. The use of the 9th EDF funds is necessary as all the funds allocated for Africa in the General Budget are entirely depleted;

² OJ L317 of 15.12.2000, p.3

³ OJ L317 of 15.12.2000, p.354

7. The Commission has provided the EDF Fund Committee set up by the Internal Agreement with *ex ante* information according to the criteria laid down in Article 24.5 of the Internal Agreement.

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 EUR 4,500,000 from the 9th European Development Fund for humanitarian aid operations to assist vulnerable people directly affected by climatic hazards, epidemics and displacement in Ethiopia.
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(s):
 - To provide humanitarian aid to save and preserve lives of those populations that are endangered as a result of prolonged drought and internal conflicts through the provision of medical assistance, nutritional support, essential water supply and livestock support, and protection of the civilian population

The full amount of this decision is allocated to this objective.

Article 2

1. The implementation of humanitarian aid operations funded by this decision shall have a maximum duration of 12 months, starting from 01 July 2005.
2. Expenditure under this decision is eligible from 01 July 2005.
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