



**Emergency Humanitarian Aid Decision**  
**F9 (FED9)**

**Title:** Emergency Decision to strengthen the resilience of local populations in Kenya to the effects of the drought cycle on human and livestock health.

**Location of operation:** KENYA

**Amount of Decision:** EUR 5,050,000

**Decision reference number:** ECHO/KEN/EDF/2006/01000

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**Explanatory Memorandum**

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

1.1. - Rationale:

Following successive droughts and seasons of poor rainfall, the failure of the last short rains season from October to December in 2005 has led to a serious deterioration of the situation in the arid and semi-arid areas of Kenya. Northern, Eastern coastal and areas to the South of Nairobi are hardest hit. The prognosis is also far from positive with regards to the long rains period expected from April to June 2006. The information available gathered from the early warning systems<sup>1</sup> indicate that the region will be drier than normal during the long rains period. This will have serious consequences on an already extremely serious drought situation.

This failure of the short rains has already affected communities that are drought prone and food insecure in mainly pastoral areas to the East and North of the country that rely on them. The eastern coastal areas are also marginal and rely on the short rains period for their cereal production. To date, estimated crop losses range between 70-90 %. This loss impacts heavily on the livelihoods of pastoralist communities in the 25 districts of northern Kenya: it erodes their ability to make up the difference to cover their food security deficit through market trading. The pastoralists' food security system relies on livestock. It is rare to see such high numbers of dead cattle. Their deaths are due to lack of water, browse and pasture. FSAU (Food Security Assessment Unit) is estimating that up

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<sup>1</sup> UK Meteorological Office December 2005 Projected Precipitation March, April and May 2006.  
ECHO/KEN/EDF/2006/01000

to 70 % of the cattle in some areas may not make it through the drought. According to the World Food Programme (WFP) thousands more heads of livestock will succumb, if the effects of drought intensify over the coming months. Furthermore, the surplus crop areas have always been in the western highlands of Kenya. These rely on the long rains period from April to June. The harvest for this year (at the time of writing) is still 4 months away. If the long rains fail, there will be serious repercussions for the crop production of the country as a whole.

The aim of the current WFP intervention is to attempt to mitigate the deteriorating nutritional status of vulnerable households, as well as to contribute to the protection of pastoralist and agro-pastoralist livelihoods. The proposed intervention is to support the transportation of emergency food aid only, not to purchase it. While the commercial sector, despite high production, brings in very little maize or other food commodities to the drought affected areas, the GoK is nevertheless purchasing the surplus harvest and has allocated to date 60,000 MT to WFP's EMOP (Emergency Operation) for general food distribution. Undoubtedly, GoK own distribution system is far from effective, albeit such a process does benefit from political transparency. In the past, the maize harvest in the West was not used to the benefit of the drought affected areas targeted by food aid in the east.

According to the current food security needs assessment (which looks at national livelihoods profiles combined with poverty surveys) which determine the food gaps that cannot be met through market purchases, the food aid ration allocation is also estimated to be at 50 % and 75 % of the normal ration depending on the area, not yet at 100 %. Through the livelihood profiles, poverty data and food security assessments, the gap requirements for food aid have been estimated.

If the long rains are poor, WFP will likely need to continue feeding an estimated 3.5 million people for the whole of 2006. They have been feeding 1.4 million people since 2004. If the long rains fail completely, there is a greater possibility of a worse case scenario with livelihood erosion requiring a much larger intervention, and an increase in the food aid allocation.

The risk to human health is also high. Eastern Kenya bears testimony to some of the highest malnutrition rates ever recorded (up to 40 % in some hot spots). It has a chronic malnutrition rate of 20 % which is now, in some communities, thought to be normal. This is unacceptable. Significantly, mortality rates are not available due to the poor functioning of the health system in these parts of the country.

Despite the need for improved needs assessments<sup>2</sup>, including for food aid interventions to be complimented with other interventions in such as health, water and sanitation, nutritional interventions and livestock support, the food aid component is considered essential as it is intended to supplement the nutritional intake of the population to bolster their resilience in the absence of other usual food security measures.

One of the main challenges is reaching the beneficiaries with food and other commodities due the logistical impediments of poor infrastructure and the financial ones of high costs. In its latest assessment, WFP estimates that 3.5 million beneficiaries in 25 districts are in

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<sup>2</sup> Directorate-General for Humanitarian Aid – ECHO (DG ECHO) has been contributing to WFP's SENAC (Strengthen Emergency Needs Assessment Capacity) since 2004. This covers an integration of the market component which will examine the role of the markets in emergencies through studies assessing cross border trade, national import capacity and open market based responses as well as non-food responses to food insecurity in emergencies. The first results are expected in the first or second trimester of 2006.

need of food aid, including 500,000 school children in drought affected areas. The present decision will complement the ongoing activities under the European Commission's drought related decisions of 06.02.2006 for the Horn of Africa (EUR 5 M) and of 15.12.2005 for Kenya (EUR 2 M). It is a short-term response to the food needs of a marginalized population in a current crisis and fills a vacuum in European Commission response.

## 1.2. - Identified needs :

### **Food Aid**

According to WFP, there is an estimated 3,500,000 people who require 369,525 MT of food aid between March 2006 and February 2007. Only 1,499 MT of food is expected to be in stock as a carryover after February 2006 distributions, making a shortfall of 395,026 MT, having a total value of USD 220,939,697. Since monthly food requirements exceed 30,000 MT, WFP is in urgent need of in-kind or cash resources to meet the requirements of the population in need.

In an important move, the Government of Kenya has donated 60,000 MT of home-grown maize to WFP. Furthermore, the KFSSG (Kenya Food Security Steering Group) is urging WFP and its donor partners, to provide cash resources to cover the associated costs (storage, logistics, and transportation) of in-kind GoK contributions or to consider local purchases of food. WFP faces several such logistical and financial challenges if it is to contribute to mitigating the effects of the drought. It should also bolster its presence in the more remote areas.

The situation could be further exacerbated by the failure of the coming late rains (late February – June). Climate forecasts from the European Space Agency and local meteorological departments all indicate that the long rains will be poorly distributed. The failure of the long rains will render even more precarious the livelihoods of the pastoralist communities and the farming households of eastern Kenya.

There is a need for a response by the international community to try to pre-empt the consequences of such failure. At the same time, there will be a need for greater attention to be paid to the ASAL districts and the longer-term needs of the population. The Commission is just about to launch a EUR 7.9m programme of assistance to dwellers of the arid and semi-arid lands of Kenya through the undertaking and dissemination of targeted research by the Kenya Agricultural Research Institute.

### **Nutrition:**

The region is host to whole communities who remain in a constant state of “knife edge” nutritional vulnerability and livelihood crisis. The slightest climatic shock to their fragile coping system sees Global Acute Malnutrition (GAM) levels as high as 40 %, as is currently suspected to be the case in North East Kenya (Mandera). The latest nutritional surveys undertaken in Kenya, in October 2005, indicate that Garissa measures a GAM rate of 18.6 %; Wajir measures 30.3 % GAM, and Tana River 18.5 % GAM<sup>4</sup>.

The situation in northern Kenya shows GAM rates of 20 % and above (15 % and above is usually considered to be the threshold level for any emergency intervention). However,

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<sup>4</sup> UNICEF Kenya, nutrition update December 2005

due to the chronic malnourished state of the communities and the nature of the situation, interventions are often only triggered as a reaction to much higher levels of malnutrition than would normally be the case.

Due to inadequately functioning health care services or social infrastructure, the quality of data collected is always questionable, i.e. mortality rates and disease prevalence. However, the understanding of the situation and its effects on the present level of destitution after the cumulative effects of three years of drought leaves little room for doubt. GAM is a “late indicator”, as opposed to an early warning indicator and there will be a need for therapeutic feeding combined with targeted supplementary and food security support. This support would encourage the linkage of WFP and GoK food aid distributions to the various therapeutic and supplementary feeding programmes, and the school feeding programme. The co-ordination level needs to be improved.

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

The majority of the beneficiaries to be targeted through this decision are nomadic and semi nomadic pastoralists and agro-pastoralists.

It is estimated that 3.5 million people are affected in the region.

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

It is important to note that the current drought situation is usually more prevalent in and around the end of March/April, before the long rains. The affected communities still have several more months of hardship ahead of them. In addition, over time, other more borderline marginal areas will be getting worse, and will become critical, further south. The areas further to the North will face more difficulties. There is a fear that the long rains due late February – June 2006 may not arrive. Should they fail, it could become a serious catastrophe.

With a view to enhancing the production of home-grown maize and limiting disruption to national markets, all activities under this Decision should be implemented by the end of June 2006. Any late food deliveries could seriously hamper national production and market trends which DG ECHO would like to avoid through this current decision.

With the roads being poorly maintained, flights being few and irregular, and the communities often inhabiting remote areas, the logistical challenges will be high. It is likely that the in-country logistics costs will also be correspondingly high. According to the KFSSG (*cf infra*) preliminary historical trend analysis attests to the fact that high malnutrition rates are due to a combination of food and non-food challenges; the latter covers the need for investment in infrastructure, health, water and sanitation as well as the protection of livelihoods. There has been little social, developmental or economic support to the affected regions. Pastoral communities and their livestock have been devoid of any sustained support. There are now some initiatives that are trying to address some of these structural issues; however these have not yet been fully engaged or established. The current crisis remains dependent, for the time-being, on emergency interventions.

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

### 2.1. - Objectives:

Principal objective: **To mitigate the effects of current drought on vulnerable pastoral and agro-pastoral communities in Kenya.**

Specific objectives:

**- To contribute support for immediate provision of food aid to alleviate the pressure on vulnerable local communities.**

### 2.2. - Components:

#### **Food Aid:**

Support will focus on the provision of targeted food aid relief and logistical support targeting vulnerable drought affected communities.

#### **Nutrition/Health:**

Support will need to be focused on expanding therapeutic and supplementary feeding activities targeting vulnerable groups notably women and under 5 children in key targeted areas.

## **3 - Duration expected for actions in the proposed Decision:**

The duration of humanitarian aid operations shall be 6 months.

The expenditure under the current decision is eligible from 2<sup>nd</sup> January 2006.

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 humanitarian aid operations.

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.

#### 4 - Previous interventions/Decisions of the Commission within the context of the current crisis

List of previous DG ECHO operations in <b>KENYA</b>				
Decision Number	Decision Type	2004 EUR	2005 EUR	2006 EUR
ECHO/KEN/EDF/2004/01000	Non Emergency	3,850,000		
ECHO/KEN/BUD/2005/01000	Non Emergency		2,000,000	
ECHO/-HF/BUD/2006/01000 (*)				3,000,000
	Subtotal	3,850,000	2,000,000	3,000,000
	Grand Total			8,850,000

Dated : 14/02/2006

Source : HOPE

(\*) EUR 5 M Decision which covers Kenya, as well as Somalia, Ethiopia and Djibouti. An estimated EUR 3 M of which will be spent in Kenya.

## 5 - Other donors and donor co-ordination mechanisms.

Donors in <b>KENYA</b> the last 12 months					
1. EU Members States (*)		2. European Commission		3. Others	
	EUR		EUR		EUR
Austria		ECHO	3,250,000		
Belgium		Other services	17,000,000 (**)		
Cyprus					
Czech republic					
Denmark	3,085,628				
Estonia					
Finland	500,000				
France					
Germany	639,612				
Greece					
Hungary					
Ireland	227,000				
Italy					
Latvia					
Lithuania					
Luxemburg					
Malta					
Netherlands					
Poland					
Portugal					
Slovakia					
Slovenie					
Spain					
Sweden	1,467,426				
United kingdom					
Subtotal	5,919,666	Subtotal	20,250,000	Subtotal	0
		Grand total	26,169,666		

Dated : 14/02/2006

(\*) Source : ECHO 14 Points reporting for Members States. <https://hac.cec.eu.int>

(\*\*) DEV Commitments under 9<sup>th</sup> EDF.

Empty cells means either no information is available or no contribution.

### *Pledges following the declaration on 2<sup>nd</sup> January, 2006.*

#### **Kenya**

The GoK has pledged 60,000 MT of cereals in response to the drought.

For the first 6 months of the year, DfID are planning an allocation of up to £ 6.8 million pounds to the drought. To date £ 2.3 million has been allocated to WFP for the transport of food, £ 0.8 through UNICEF for emergency health and nutrition and £ 1.7 million through NGOs (Merlin, Oxfam and ACF) for health nutrition and cash for work. They are seeking to allocate an additional £ 2 million for water, but this has yet to be allocated.

Sweden has also pledged SEK 17,000,000 (EUR 1.8 million). 2 million SEK to UNICEF, 10 million SEK to WFP to assist with the associated costs of the transport of GoK food, and 5 million SEK to FAO.

USAID has already pledged USD 10 million wheat for maize swap. Kenya is traditionally short of wheat, but sufficiently stocked with maize. The negotiations are currently under way through WFP.

**6 - Amount of decision and distribution by specific objectives:**

6.1. - Total amount of the decision: EUR 5,050,000

**6.2. - Budget breakdown by specific objectives**

<b>Principal objective:</b> <i>To mitigate the effects of current drought on vulnerable pastoral and agro-pastoral communities in Kenya.</i>			
<b>Specific objectives</b>	<b>Allocated amount by specific objective (EUR)</b>	<b>Geographical area of operation</b>	<b>Potential partners<sup>5</sup></b>
Specific objective 1: To contribute support for immediate provision of food aid to alleviate the pressure on vulnerable local communities.	5,050,000	Northern, Eastern and Southern Kenya.	- UN - WFP-B - UN - WFP-PAM
TOTAL: 5,050,000			

<sup>5</sup> UN - WORLD FOOD PROGRAM - LIAISON OFFICE, UNITED NATIONS - WORLD FOOD PROGRAMME

**COMMISSION DECISION**  
**of**  
**on the financing of emergency humanitarian operations from the 9th 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 Articles 72 and 73 thereof,

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 Member States signed in Cotonou (Benin) on 23 June 2000, in particular, Article 25.

Whereas:

- (1) The Kenyan government declared a national disaster on 2<sup>nd</sup> January 2006 because of the drought affecting  $\frac{3}{4}$  of the country's territory.
- (2) Years of neglect leave the populations facing high vulnerability, loss of assets and livelihoods and a precarious health and nutritional situation.
- (3) The prognosis is bad and for the situation to worsen during the continuing dry season that is underway in Kenya.
- (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 6 months.
- (5) It is estimated that an amount of EUR 5,050,000 from the 9th European Development Fund is necessary to provide humanitarian assistance to populations directly affected by the drought.
- (6) The use of the 9th EDF is necessary as all the funds allocated for ACP countries in the general budget are entirely depleted.
- (7) The Commission will inform the EDF Committee set up by the Internal Agreement with ex post information according to the criteria laid down in Article 25.3 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 **5,050,000** from the 9th 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:

- **To contribute support for immediate provision of food aid to alleviate the pressure on vulnerable local communities.**

The total 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 **6** months from their starting date.

2. Expenditure under this Decision is eligible from **2nd January 2006**.

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 humanitarian aid operations.

*Article 3*

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

Done at Brussels,

For the Commission

Member of the Commission