

**COMMISSION DECISION**  
**of**  
**on the financing of humanitarian operations from the general budget of the European Communities in**  
**Yemen**

**THE COMMISSION OF THE EUROPEAN COMMUNITIES,**

Having regard to the Treaty establishing the European Community,  
Having regard to Council Regulation (EC) No.1257/96 of 20 June 1996 concerning humanitarian aid <sup>1</sup>, and in particular Article 14 thereof:

Whereas:

- (1) Yemen, one of the poorest countries in the world, is extremely vulnerable to external and internal shocks, be they natural or man-made
- (2) Yemen is facing a flux of refugees escaping from the Horn of Africa, the 20,000 most vulnerable of which require assistance. Among them, 10,000 are hosted in the only existing refugee camp which is reaching its maximum capacity and is lacking shelter, water and sanitation, non-food items and basic health and education services.
- (3) Although the main needs in the poorest rural areas of Yemen are of a structural nature and should be addressed by development tools, water and sanitation remains an issue of concern, especially with regards to the sustainability of previous water and sanitation interventions targeting 56.500 vulnerable people in remote rural areas;
- (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) It is estimated that an amount of **EUR 990.000** from budget line **23 02 01** of the general budget of the European Union is necessary to provide humanitarian assistance to over **76.500 people**, taking into account the available budget, other donors-contributions and other factors;
- (6) The present Decision constitutes a financing Decision within the meaning of Article 75 of the Financial Regulation (EC, Euratom) No 1605/2002<sup>2</sup>, Article 90 of the detailed rules for the implementation of the Financial Regulation determined by Regulation (EC, Euratom) No 2342/2002<sup>3</sup>, and Article 15 of the internal rules on the implementation of the general budget of the European Communities<sup>3</sup>.

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1- OJ L 163, 2.7.1996, p. 1-6

3- OJ L 357, 31.12.2002, p. 1. as last amended by Council Regulation (EC, Euratom) No 1995/2006, OJ L 390, 30.12.2006, p.1

4- Commission Decision of 21.2.2007, C/2007/513

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 990,000 for humanitarian aid operations **Humanitarian aid to the most vulnerable refugee and local populations in Yemen** by using line 23 02 01 of the 2007 general budget of the European Communities.
2. In accordance with Article 2 of Council Regulation No.1257/96, the humanitarian operations shall be implemented in the pursuance of the following specific objectives:
  - 1) **To provide humanitarian assistance to vulnerable refugees from the Horn of Africa**
  - 2) **To ensure the sustainability of access to basic water and sanitation to vulnerable populations in remote rural areas of Yemen.**

The amounts allocated to each of these specific objectives are listed in the annex to this decision.

*Article 2*

**The Commission may**, where this is justified by the humanitarian situation, re-allocate the funding levels established for one of the specific objectives set out in Article 1(2) to another objective mentioned therein, provided that the re-allocated amount represents less than 20% of the global amount covered by this Decision and does not exceed EUR 2,000,000.

*Article 3*

1. The duration for the implementation of this decision shall be for a maximum period of 12 months, starting on **1<sup>st</sup> May 2007**.
2. Expenditure under this Decision shall be eligible from **1<sup>st</sup> May 2007**.
3. If the operations envisaged in this Decision are suspended owing to force *majeure* or comparable circumstances, the period of suspension shall not be taken into account for the calculation of the duration of the implementation of this Decision.

*Article 4*

1. The Commission shall implement the budget by direct centralised management.
2. The actions supported by this decision will be implemented by humanitarian aid organisations that are signatories to the Framework Partnership Agreements (FPA) or the EC/UN Financial Administrative Framework Agreement (FAFA).

3. Taking account the specificities of humanitarian aid, the nature of the activities to be undertaken, the specific location constraints and the level of urgency, the activities covered by this decision may be financed in full in accordance with Article 253 of the Implementing Rules of the Financial Regulation. This means that in case of co-financing, the possible rate of co-financing can go up to 99% if needed.

*Article 5*

This Decision will take effect on the date of its adoption.

Done at Brussels,

For the Commission  
Member of the Commission

## Annex: Breakdown of allocations by specific objectives

<b>Principal objective: To improve the humanitarian situation of vulnerable refugees from Horn of Africa and of most vulnerable rural communities in Yemen.</b>	
<b>Specific objectives</b>	<b>Amount per specific objective (EUR)</b>
To provide humanitarian assistance to vulnerable refugees from the Horn of Africa	800,000
To ensure the sustainability of access to basic water and sanitation to vulnerable populations in remote rural areas of Yemen	190,000
<b>TOTAL</b>	<b>990,000</b>



## Humanitarian Aid Decision

**23 02 01**

Title: **Humanitarian aid to the most vulnerable refugee and local populations in Yemen**

Location of operation: **Yemen**

Amount of Decision: **EUR 990,000**

Decision reference number: **ECHO/YEM/BUD/2007/01000**

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### **Explanatory Memorandum**

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

##### 1.1. - Rationale :

Yemen suffered for many years from the consequences of the civil war which opposed North and South of the country until 1994. The country has had difficulty to recover and its efforts have been hampered both by the persistence, until to-day, of tensions and violence between factions and clans and by successive natural disasters including epidemics and flooding to which the country is particularly prone.

The UNDP 2005 Human Development Report ranks Yemen 151st from 177 countries on its Human Development Index, in regression from 2004 when it ranked 149<sup>th</sup>. 40% of the 19.7 million inhabitants live in absolute poverty. Yemen is by far the poorest country in the wider Middle East, with a Gross Domestic Product of USD 660 per capita. According to the Global Need Assessment index Yemen is ranked 54<sup>th</sup> of 139 countries (level 2 on Vulnerability and level 2 in Crisis index).

The Development Plan for Poverty Reduction 2006-2010 (DPPR) of the Yemeni government identifies high population growth, water shortages, high unemployment, low human resources development and fragile infrastructures as Yemen's major challenges. In this document, the Government commits itself to pursue social, political and economic reforms to strength democratisation, to improve governance and citizens' participation in development processes and to enhance people's standards of living. The London conference held in November 2006 generated USD 4.7 billion to help Yemen's development, raising expectations for the development cooperation prospects for Yemen.

The growing donor interest for Yemen and the internal political developments should not hide the vulnerabilities of Yemen and its exposure to humanitarian shocks, both natural and man-made.

Yemen is a semi-arid to arid country, which struggles with regular droughts and regular occurrences of floods. Rainfall is the major source of water supply but has been insufficient to renew resources whereas the needs of the expanding population are putting unsustainable pressure on the depleting aquifers. The situation is particularly critical in remote rural areas, where the majority of the population lives.

The disaster context in Yemen is mainly linked with natural, man-made and mixed disasters. According to the International Disaster Database (2005), an average of 105,250 people per year have been affected by disasters and killed on average more than 80 persons per year.

Internal insecurity is still a characteristic of Yemen, with the situation in the Northern governorate of Sa'ada being a particular source of concern for the humanitarian community. There is an ongoing conflict between the central government and local tribes, with relatively short periods of intensive fighting followed by long spells of negotiations and relative peace. The latest spell of fighting resumed on January 2007 and is still ongoing to this date.

Finally, Yemen has traditionally constituted an exit route for refugees and migrants leaving the war-torn and impoverished Horn of Africa, notably Somalia. Yemen grants "prime facie" refugee status to Somalis and does not have national refugee legislation or an asylum policy/institution to deal with the Refugees issues. The main factors impacting on the influx of refugees are: the situation in Somalia and other countries in the Horn, the attitude to refugees and IDPs within the Horn, as well as the actual feasibility to cross the straight of Aden (the activity of naval patrols in the Straight of Aden can also act as an impediment to the influx of refugees).

#### 1.2. - Identified needs :

The main needs of the Yemeni population, notably the most vulnerable poor that have been previously targeted with EC humanitarian assistance fall in the scope of development assistance that needs to be extended to the most remote rural areas. An assessment undertaken by Directorate General for Humanitarian Aid (DG ECHO) in January 2007, has led to the conclusion that new humanitarian interventions in the health and water and sanitation sectors are not the appropriate tool to respond to the structural problems facing Yemen.

Although DG ECHO's assessment concluded that no new humanitarian interventions in favour of rural communities in Yemen were deemed necessary or appropriate, it did recommend to consolidate prior water and sanitation interventions in order to ensure self-

sustainability, by providing retraining of the water committees, as well as provision of spare parts and minor rehabilitation where necessary.

The needs of the population affected by fighting between Government troops and Shiite insurgents in the conflict areas in the North-West of Yemen are difficult to apprehend, due to lack of access by humanitarian actors in this conflict. The latest round of fighting at the end of January 2007 has resulted in approximately 3,000 IDPs, mostly into Saad'a city, who are mostly hosted with families, in schools... The International Committee of the Red Cross-Red Crescent (ICRC) is providing some assistance through the Yemeni Red Crescent Society. Two European NGO's did a rapid needs assessment end March 2007. Their report, although identifying humanitarian needs, does not give evidence that an appropriate answer from DG ECHO can be provided in the present circumstances. However, the situation will continue to be closely monitored for the case that an answer from DG ECHO would become relevant.

Finally, Yemen has traditionally been a host country for refugees from the horn of Africa, in particular Somalia. Yemen is a destination of choice for the Somalis, due their "prima facie" recognition as refugees, the large established Somali community, the employment opportunities in Saudi Arabia and other Gulf countries and the transit to other countries as far as Europe. There has been a constant inflow during the last 10 years, with peaks during periods of intense fighting in Somalia. According to the Government, there are several hundred thousands Somalis in total in Yemen. A common registration exercise by UNHCR and the Government of Yemen was conducted between December 2005 and 18 January 2007. Only 47,419 Somalis came forward to register (including the ones in Kharaz camp) and were properly documented, which is considered as a low turnout (considering that between 2004 and 2006, UNHCR counted 9,5424 people that arrived on the coast, which does not include people that came through entry points without being accounted for). Nevertheless, these are considered by UNHCR as the "working numbers" for the official Somali refugee population in Yemen.

Somalis arrive in boats operated by smugglers, under bad conditions that lead to several hundred deaths per year. There are several entry points all over the 2400 km long coast, but only few are well known and monitored by the authorities and UNHCR. It is therefore impossible to have an accurate idea on the number of Somalis that arrive in Yemen. UNHCR has established a reception centre at Mayfa near the coastal village of Bir Ali which is a popular entry point for smugglers. There are on average 1000 – 1500 arrivals per month in this centre. The refugees that usually arrive in bad conditions spent a few days and receive food, water and medical care. 70% of the arrivals request to be transferred to an urban area, where they join the existing Somali community, 30% request to be transferred to the Kharaz refugee camp, but most of them leave after the first food distribution.

All in all, less than 5% of the arrivals end up staying in Kharaz camp. The camp was established in 2000 in an isolated semi-arid area 165 km west of Aden, near the coast. There are very harsh climatic conditions (hot, dusty, windy), only 7 small villages near the camp with very scarce employment opportunities. Living conditions in the Kharaz camp are variable, depending on which part of the camp the refugees are living in. The camp population (8,793 refugees, 8,142 Somalis and 651 Ethiopians) is spread in 3 distinct areas: the permanent shelter area, the tented camp and the "bush" area (temporary shelter made of pieces of plastic, cardboard and fabric...) without close sanitation facilities. The campground offers a school (with insufficient classrooms and inadequate sanitation) and a health centre.

The main needs are shelter, water and sanitation, basic non-food items, and equipment and drugs for the health centre.

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

- The targeted refugee population consists of around 20,000 refugees, approximately half of which are in the Kharaz camp, and half in the reception area and in urban settlements.
- The target population for the water and sanitation activities consists of 56,400 vulnerable rural inhabitants in Lahz and Taiz governorates and Sokotra Island.

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

Risks in Yemen are mainly connected to the security situation. To date, the areas of intervention foreseen under this decision are secure and do not present any access problem. In contrast, the three Northern Governorates are hardly accessible to humanitarian operators and to foreigners in general, and can be considered insecure. A worsening and spreading of the conflict outside these governorates could hamper the work of humanitarian organisations.

Outside Yemen, a worsening of the situation in the Horn of Africa, notably Somalia and Eritrea/Ethiopia and the closure policy of neighbouring countries could lead to an increase in the number of refugees crossing the Gulf of Aden.

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

### 2.1. - Objectives :

Principal objective: **To improve the humanitarian situation of vulnerable refugees from Horn of Africa and of most vulnerable rural communities in Yemen.**

Specific objectives:

1. **To provide humanitarian assistance to vulnerable refugees from the Horn of Africa**
2. **To ensure the sustainability of access to basic water and sanitation to vulnerable populations in remote rural areas of Yemen**

### 2.2. - Components :

This decision intends to fund two main types of activities aimed at improving living conditions for the most vulnerable segments of the population in Yemen: improvement of shelter, water and sanitation, health and education conditions for refugees through UNHCR and water and sanitation in poorest remote areas of Yemen through NGOs.

### Water and sanitation

As part of DG ECHO's exit strategy from Yemen, it is deemed important to ensure self-sustainability to previous water and sanitation interventions in rural remote areas. By visiting locations of former water and sanitation projects, partners will identify those villages where a small additional support is needed notably to reinforce the capacity of the local water committees for operation and maintenance of the facilities.

## Multi-sector support to refugees from the Horn of Africa:

The proposed intervention aims at improving shelter and sanitation conditions for 300 most vulnerable refugee families, who are living both in the tent and in the so-called “bush” areas with too limited sanitation facilities. The intervention consisting in the provision of 300 shelters with individual latrines, will be a continuation of the UNHCR project funded by DG ECHO, under a 2004 funding decision, which helped to provide shelter to 225 families. This project was a success and should be extended to the rest of the camp. The intervention also foresees an improvement of the delivery of services in the camp: health, water and sanitation, education, basic non-food items and psychosocial support.

In addition to assisting the refugees in the Kharaz camp, it is envisaged to provide non food items to new arrivals at the reception centre, as well as to improve access to basic health care for refugees from the Basateen urban area.

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

The duration for the implementation of this Decision shall be 12 months. Humanitarian operations funded by this decision must be implemented within this period.

Expenditure under this Decision shall be eligible from 1<sup>st</sup> May 2007.

Start Date : 1<sup>st</sup> May 2007

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 Yemen**

Decision Number	Decision Type	2005 EUR	2006 EUR	2007 EUR
ECHO/YEM/BUD/2005/01000	Emergency	500,000		
ECHO/YEM/BUD/2005/02000	Non Emergency	2,500,000		
<b>Subtotal</b>		<b>3,000,000</b>	<b>0</b>	<b>0</b>
<b>Grand Total</b>		<b>3,000,000</b>		

Dated : 17 April 2007  
Source : HOPE

## 5 - Overview of donors' contributions

Donors in <b>Yemen</b> the last 12 months					
1. EU Members States (*)		2. European Commission		3. Others	
	EUR		EUR		EUR
		DG ECHO	0		
Austria		Other services			
Belgium					
Bulgaria					
Cyprus					
Czech republic					
Denmark					
Estonia					
Finland					
France	636,364				
Germany	250,000				
Greece					
Hungary					
Ireland					
Italy	1,000,000				
Latvia					
Lithuania					
Luxemburg					
Malta					
Netherlands					
Poland					
Portugal					
Romania					
Slovakia					
Slovenie					
Spain					
Sweden					
United kingdom					
Subtotal	1,886,364	Subtotal	0	Subtotal	0
		Grand total	1,886,364		

Dated : 17 April 2007

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

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

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

6.1. - Total amount of the decision: EUR 990,000

## 6.2. - Budget breakdown by specific objectives

<b>Principal objective:</b> <i>To improve the humanitarian situation of vulnerable refugees from Horn of Africa and of most vulnerable rural communities in Yemen.</i>				
<b>Specific objectives</b>	<b>Allocated amount by specific objective (EUR)</b>	<b>Geographical area of operation</b>	<b>Activities</b>	<b>Potential partners<sup>4</sup></b>
Specific objective 1: To provide humanitarian assistance to vulnerable refugees from the Horn of Africa	800,000	Yemen	Building of Shelter, latrines, class rooms, provide ambulance, medicine, psycho support, distribution of basic Non Food Items	UNHCR
Specific objective 2: To ensure the sustainability of access to basic water and sanitation to vulnerable populations in remote rural areas of Yemen	190,000	Yemen : a.o. Taïz governorate, Lahz governorate Waddi Massala, Sokotra Island	Follow up of former ECHO's project water committees : training, capacity building, provide spare parts	- DIA - TGH
<b>TOTAL:</b>	<b>990,000</b>			

<sup>4</sup> DIA, (FR), TRIANGLE Génération Humanitaire, (FR), UNITED NATIONS HIGH COMMISSIONER FOR REFUGEES - BELGIUM

## 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 DG 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://ec.europa.eu/echo/evaluation/index\\_en.htm](http://ec.europa.eu/echo/evaluation/index_en.htm).

## 8 - Budget Impact article 23 02 01

-	CE (EUR)
Initial Available Appropriations for 2007	485.000.000,00
Supplementary Budgets	-
Transfers	-
<b>Total Available Credits</b>	<b>485.000.000,00</b>
Total executed to date (by 16 April 2007)	354.155.694,95
Available remaining	130.844.305,05
<b>Total amount of the Decision</b>	<b>990,000</b>

## 9. MANAGEMENT ISSUES

Humanitarian aid actions funded by the Commission are implemented by NGOs, Specialised Agencies of the Member States, and the Red Cross organisations on the basis of Framework Partnership Agreements (FPA) and by United Nations agencies based on the EC/UN Financial and Administrative Framework Agreement (FAFA) in conformity with Article 163 of the Implementing Rules of the Financial Regulation. These Framework agreements define the criteria for attributing grant agreements and financing agreements in accordance with Article 90 of the Implementing Rules and may be found at [http://ec.europa.eu/echo/partners/index\\_en.htm](http://ec.europa.eu/echo/partners/index_en.htm).

Individual grants are awarded on the basis of the criteria enumerated in Article 7.2 of the Humanitarian Aid Regulation, such as the technical and financial capacity, readiness and experience, and results of previous interventions.