

COMMISSION DECISION

on the financing of a Regional Drought Decision (RDD) from the budget of the European Communities in the

GREATER HORN OF AFRICA

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 aid¹, and in particular Articles 2, 4 and 15(2) thereof,

Whereas:

- (1) The arid areas of the Greater Horn of Africa countries (Djibouti, Eritrea, Ethiopia, Kenya, Somalia, Sudan and Uganda) are affected by recurrent severe droughts putting in danger the coping mechanisms of the most vulnerable communities living there.
- (2) Response to drought in the affected countries of the Greater Horn of Africa is inadequate and insufficient attention is paid to drought preparedness, promoting resilience and protecting livelihoods. It is estimated that over 14 million nomadic, semi-nomadic pastoralists and agro-pastoralists are at risk from drought in the Greater Horn of Africa.
- (3) High population growth, climate change, environmental degradation and lack of long-term development have created a chronic dependency on outside assistance for increasing numbers of pastoralist drop-outs. Resulting high malnutrition rates have provided ideal conditions for a dramatic rapid deterioration of the humanitarian situation during periods of reduced rainfall.
- (4) Increasing levels of conflict for resources are causing loss of lives and injuries on a daily basis. Insurgencies, be it open or simmering, are not surprisingly concentrated in the pastoralist areas of the Greater Horn of Africa with cross-border raids creating increasing international tension in a hugely volatile region.
- (5) This continuing insecurity in the region is leading to vast swathes of territories with risks of water and browse becoming inaccessible, in turn causing further tensions amongst pastoralist populations as they search for limited resources to sustain their livelihoods.
- (6) There is a need for regional consistency and harmonisation of drought response in the form of preparedness in the Greater Horn of Africa, coupled with improved coordination of humanitarian intervention.
- (7) In order to facilitate the phasing out of humanitarian aid, the concept of Linking Relief, Rehabilitation and Development (LRRD) should increasingly be practised in reality

¹ OJ L 163, 2.7.1996, p. 1-6
[ECHO/HF/BUD/2008/01000](#)

making Governments increasingly responsible to address the chronic root causes of conflict and food insecurity related problems in their respective regions.

- (8) It is estimated that an amount of EUR **30,000,000** from budget line 23 02 01 of the general budget of the European Communities is necessary to provide humanitarian assistance to nomadic and semi nomadic pastoralists and agro-pastoralists of the Greater Horn of Africa, taking into account the available budget, other donors' important contributions and other factors.
- (9) The present Decision constitutes a financing Decision within the meaning of Article 75 of the Financial Regulation (EC, Euratom) No 1605/2002², Article 90 of the detailed rules for the implementation of the Financial Regulation determined by Regulation (EC, Euratom) No 2342/2002³, and Article 15 of the internal rules on the implementation of the general budget of the European Communities⁴.
- (10) In accordance with Article 17 (3) of Regulation (EC) No.1257/96, the Humanitarian Aid Committee gave a favourable opinion on 24 January 2008.

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 30,000,000 for humanitarian aid operations for this Regional Drought Decision for most vulnerable communities, namely nomadic and semi-nomadic pastoralists and agro-pastoralists, in countries of the Greater Horn of Africa by using line 23 02 01 of the 2008 general budget of the European Communities.
2. In accordance with Article 2 and 4 of Council Regulation No.1257/96, the humanitarian operations shall be implemented in the pursuance of the following specific objectives:
 - To contribute to alleviating the impact of recurrent drought cycles on targeted vulnerable local communities through improved response and preparedness activities.
 - To improve the methodology, coordination and technical supervision of partners' operations and advocacy in the drought affected areas of the Greater Horn of Africa.

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

Article 2

2 OJ L 248, 16.9.2002, p.1. Regulation as last amended by Regulation (EC, Euratom) No 1995/2006, OJ L 390, 30.12.2006, p.1. and by Regulation (EC, Euratom) No 1525/2007 of 17 December 2007, OJ L 343 of 27.12.2007, p. 9.

3 OJ L 357, 31.12.2002, , p.1 Regulation as last amended by Commission Regulation (EC Euratom) No.478/2007, OJ L 111 of 28.4.2007, P. 13.

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

Without prejudice to the use of the contingency reserve, 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 **18** months, starting on **1 January 2008**.
2. Expenditure under this Decision shall be eligible from **1 January 2008**.
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 or by joint management with international organisations.
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.

Article 5

1. The amount of EUR **30,000,000** shall be conditional upon the necessary funds being available under the 2008 general budget of the European Communities.
2. 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

Principal objective: To save lives, alleviate human suffering and pave the way for longer-term development actions by reducing vulnerability and by strengthening capacity to respond to recurrent droughts in the affected areas of the Greater Horn of Africa countries (Djibouti, Eritrea, Ethiopia, Kenya, Somalia, Sudan and Uganda).	
Specific objectives	Amount per specific objective (EUR)
To contribute to alleviating the impact of recurrent drought cycles on targeted vulnerable local communities through improved response and preparedness activities.	24,000,000
To improve the methodology, coordination and technical supervision of partners' operations and advocacy in the drought affected areas of the Greater Horn of Africa.	3,000,000
Reserve	3,000,000
TOTAL	30,000,000



Humanitarian Aid Decision

23 02 01

Title: **Regional Drought Decision (RDD) for the Greater Horn of Africa.**

Location of operation: **GREATER HORN OF AFRICA (GHA)** ⁵

Amount of Decision: **EUR 30,000,000**

Decision reference number: **ECHO/-HF/BUD/2008/01000**

Explanatory Memorandum

1 - Rationale, needs and target population

1.1. - Rationale:

The post-Tsunami era has resulted in climate change, food security and disaster risk reduction becoming stated European Union priorities⁶ in least developed countries. All are inextricably linked to the principal hazard facing millions of increasing numbers of nomadic pastoral populations in the Greater Horn of Africa, drought. Tackling recurrent droughts in the region through the disaster risk reduction prism by combining timely response with a broad community-based preparedness approach, is being put forward as the most viable strategy by researchers and the humanitarian community at large⁷. The Humanitarian Policy Group (HPG)⁸ has recently publicly referred to the, "*downward spiral of vulnerability, shocks and decreasing livelihood assets*" in the GHA and that, "*emergency interventions*

5 The affected regions of the GHA are the whole of Djibouti, the whole of Eritrea, Southern and Eastern Ethiopia, Northern Kenya, the whole of Somalia, Southern and Eastern Sudan and Northern Uganda. Sudan already receives considerable funds and is included should any deterioration in the situation lead to additional funds being required.

6 The European Council, March 2007. Communication from the Commission to the Council and the European Parliament, "Building a Global Climate Change Alliance between the EU and poor developing countries most vulnerable to climate change" dated 18.09.2007 [COM(2007) 540 final].

7 DG ECHO and Stakeholders' Meeting on humanitarian responses in the GHA held in Nairobi, 13-14 September 2007.

8 The Humanitarian Policy Group (HPG) from the Overseas Development Institute (ODI) is one of the world's leading teams of independent researchers and information professionals working on humanitarian issues. It is dedicated to improving humanitarian policy and practice through a combination of high-quality analysis, dialogue and debate.

*often only try to save lives, but have not increased the resilience of populations.*⁹ In the interests of improving humanitarian policy and practice, they advocate that life-saving initiatives should be placed in a wider context of protection of livelihoods and promotion of resilience. This effectively means that high quality responses should be activated within recurrent drought cycles, and be flanked by mechanisms which help prepare and support pastoral communities to plan local activities accordingly. The result is that their vulnerability is diminished and they therefore cope better when droughts occur.

On 20 October 2006, the EC Communication an “EU political partnership for peace, security and development in the Horn of Africa” was adopted by the Commission. This partnership provides a political framework for concrete regional initiatives, and strives to address the root causes of instability in the region. The GHA is one of the poorest and most conflict prone regions in the world. The cycle of poverty and conflict which plagues the Horn has the potential to undermine the region and the EUs broad stability and development objectives, and to pose a threat to European Union security. This Regional Political Partnership is also a test case for the implementation of the overarching policy framework of the EU-Africa Strategy, which emphasises that *“issues such as peace and security, migration, interconnection or disaster management require primarily regional or continental responses”*¹⁰.

The regional management of water resources as an essential element for food security has been identified as one of the priority areas by the Horn of Africa countries to be addressed through technical cooperation under the Horn initiative¹¹. Water is one of the most valuable natural resources in the GHA, and impacts greatly on every aspect of economic development, and hence on peace and stability. Increasing water scarcity and the uneven distribution of water are serious potential conflict drivers in the GHA, especially with the growing impact of desertification and climate change. The Horn initiative partners plan to establish a regional water dialogue forum and to develop a series of priority actions to mitigate the effects of flooding, droughts and water shortage, which will serve as important conflict prevention mechanisms.

It is envisaged that the activities of the Horn initiative will build on DG ECHO's achievements in drought preparedness, and complement them by addressing water management as an essential element for food security on a regional policy level. The Horn initiative will strive to tackle the root causes of water related conflict and poverty in the GHA, by focusing on long term, structural, regional mechanisms.

In order to ensure complementarity between the possible future related activities of the Horn initiative¹¹ and DG ECHO, close cooperation between DGs ECHO, Development and the Europe Aid Cooperation Office, as well as the Delegations in the GHA is essential. Furthermore Delegations should also liaise with national governments in the GHA for the root causes of water related conflict and poverty to be addressed successfully. Article 8 political dialogue is one of the instruments which can be used to engage on these issues. In

⁹ As above: (Kate Longley & Mike Wekesa): Presentation: "Response to Drought in the Horn of Africa: An Overview of Best Practice".

¹⁰ "EU Strategy for Africa: Towards a Euro-African pact to accelerate Africa's development", Communication for the Council and the European Parliament, SEC (2005/1255), 12.10.2005

¹¹ For this purpose, a Joint Assessment Mission (JAM), comprising experts designated by these countries, has been established.. The technical cooperation activities proposed under the Horn of Africa Initiative are currently undergoing a political validation process by the Commission and the HoA Governments. For the moment, these proposals represent expert recommendations only.

addition, given the cross border nature of issues such as pastoralism, it is foreseen to address them on a regional policy level within the framework of the EC Horn of Africa Initiative.

Drought is a common occurrence caused by rainfall deficit and leads to a shortage of water and crises in vegetation cycles. For nomadic pastoralists of the GHA, drought is manifest in the reduction in water sources, increased numbers of herds around depleted, poor quality water points, and lack of available pasture for grazing ultimately leading to livestock population crashes. Pastoralists survive on the meat, blood and milk and the trade of livestock and their products. Livestock are the mainstay of pastoralist livelihoods and pastoralists have traditionally sought to manifest their wealth through the accumulation of large herds of livestock. A drought has a direct consequence on livestock health as reduced body condition decreases resistance to endemic diseases. As this becomes a protracted phenomenon when successive rains fail, the livestock die. Loss of livestock to a pastoralist is equivalent to a stock market crash and sends shockwaves through the whole community, eroding traditional coping mechanisms and causing - *inter alia* - the increasing phenomenon of "pastoralist drop-outs" in urban centres. As drought is now recurrent (shorter cycles of 2-3 years are now commonplace), there is little time for recovery to withstand the next drought, i.e. the accumulation by herders of same levels of livestock they had prior to the drought. As each recurrent drought cycle closes in, the gradual erosion of the economic base of nomadic pastoralism across countries and beyond borders is being witnessed. This situation is made worse by insecurity, deprivation, chronic illnesses, epidemics and declining asset levels (human, social, financial and physical).

The Drought Cycle Management (DCM) approach takes as a premise that drought, or years with less rain than usual, are understood as "normal" occurrences in the livelihood cycle of nomadic pastoralists and life-saving responses need to be articulated appropriately. The DCM methodology strengthens and promotes 1) the right response at the right phase of the drought cycle 2) community based knowledge in drought preparedness 3) local resilience and 4) Early Warning Systems (EWS). At the core of this is the vital role played by communities. Their knowledge is central to the timeliness and content of responses in the main sectors of this Decision, water, animal health, human health, preparedness and coordination. One example of community involvement is data collection for Early Warning Systems i.e.: registering rainfall at water points and feeding that information back to local authorities who in turn facilitate the flow of information to data compilers and to policy makers. Local authorities simultaneously build on information compiled through community representatives in the form of Water Users Associations (WUAs) and use it to develop contingency plans which can be readily activated at the different phases of the drought cycle as part of a resilience building aim.

A recent evaluation¹² of 2006-2007 DG ECHO-funded¹³ actions in the GHA highlights the need to have an impact on chronically high humanitarian indicators in the region, given the limitations of earlier relief efforts¹⁴. It strongly advocates for a preparedness type of response and the quick activation of timely responses. The inter-connectivity of the modern world means that real-time information flows can potentially occur in these remote regions provided the technological investments are made. This improved synchronicity in response and preparedness will mitigate against drought-related vulnerabilities and limit the risk of a dramatically rapid decline into real famine situations i.e. into virtual rapid onset disasters

¹² "Mid-Term Evaluation of DG ECHO Financed Actions in the GHA May-August 2007".

¹³ European Commission Humanitarian Aid Department – ECHO.

¹⁴ 1980, 1984, 1989, 1992, 1997, 2000, 2002, 2003 and 2006 have all been years suffering from a drought related crises of different magnitudes in the GRA.

during severe droughts. It will also reduce additional calls on external donors for help and resources.

This proposed Regional Drought Decision will continue to have a "trigger" effect sparking off higher intensity engagement from all actors in the development chain, including the services of the European Commission (EC), Member States, all levels of government and major international donors. DG ECHO will work with the latter to ensure that resources and follow up continue after its exit, including through the EC Horn initiative. For the time-being, however, the absence of effective donor engagement, conflict and problems of access results in increasing needs of a humanitarian nature which exerts a humanitarian response. Nonetheless, significant progress has been made to date: EC services have stepped up their efforts over the past years to work together and advocate before other donors, Member States and governments for an LRRD (Linking Relief, Rehabilitation and Development)¹⁵ strategy. This is partly due to the advocacy carried out by partners funded by DG ECHO over the past years, the valid role played by the ECHO field offices in the region and improved contacts between EC Services themselves.

DG Development¹⁶ is leading inputs from other services on a Communication on disaster risk reduction. Under the 9th European Development Fund, (joint government and EC Country Strategy Papers and National Indicative Programmes) for example, the Northern Uganda Rehabilitation Programme (NUREP), led by the EC Delegation in Kampala and with the support of the Ugandan government, builds on, complements and supplants DG ECHO's interventions throughout the north and in particular in the North Eastern dry lands of Uganda. Likewise, the Drought Management Initiative (DMI) in Kenya directly absorbs previous DG ECHO funded drought related projects in the North-West of Kenya and will link up with the DFID (The UK's Department for International Development) funded cash-transfers piloted in this region while at the same time establishing a Drought Contingency Fund in the remaining dry parts of Kenya. This contributes to the reinforcement of the Early Warning System run by the Kenyan Government and the World Bank, known as the Arid Lands Resource Management Project (ALRMP). In Ethiopia, food security interventions run by the EC Delegation have been closely coordinated with DG ECHO-funded Action Against Hunger and COOPI (*Cooperazione Internazionale*) operations. In Djibouti, drought preparedness activities closely link in with those that UNICEF (the United Nations Children's Fund) implements in conjunction with the government. Strong cooperation will continue between DGs ECHO, DEV, AIDCO, EC Delegations, Governments and Donors to ensure maximum effectiveness on the ground of actions financed. For the RDD, this will occur at all stages of the planning process from identification to implementation of individual actions. LRRD will continue to be central to the programming of the 10th European Development Fund, and is currently manifest in humanitarian and development actions foreseen under this proposal. One of the priority areas of the technical cooperation component of the Horn initiative is regional water resource management as an essential element for food security. The expert proposals for activities planned under this initiative include the establishment of a regional water dialogue forum and the development of priority actions to mitigate the effects of

¹⁵ www.eur-lex.europa.eu Communication from the Commission to the Council and the European Parliament - Linking Relief, Rehabilitation and Development - An assessment /* COM/2001/0153 final */ "The pursuit of effective linkage is not simply a matter of ensuring a smooth transition from emergency to development assistance. It must be seen in a broader context, as part of an integrated approach towards preventing crises and disasters, in particular through disaster preparedness, as well as preventing and resolving conflicts and assuring a return to structural stability.This Communication must also be seen in the context of the overall efforts to increase the effectiveness of the Union's external action, including the reform of the Community's external assistance, and to improve the quality of development policy and of ECHO strategies."

¹⁶ DG Development works on reducing and ultimately eradicating poverty in the developing countries and promotes sustainable development, democracy, peace and security.

flooding, droughts and water shortage. These Horn initiative activities will be complementary to and build on the actions foreseen under this Decision. DG ECHO works through humanitarian organisations who build primarily local government knowledge, whereas the regional management of water resources as an essential element for food security will be addressed on a regional policy level under the Horn initiative. Given the important role of EC Delegations in implementation, it is envisaged to strengthen the programming of activities under this Decision at field level in future.

Other EC instruments such as the Food Security Budget Line will only focus on countries of the Horn of Africa (Somalia and Sudan) and thus not all the countries targeted by the RDD; the African Caribbean Pacific Water Facility, the Stability Instrument focuses on geographically different regions to the RDD although some of the activities could be the same. Contacts with the Joint Research Centre (JRC) service of the EC in the context of climate change have shown how valid the technical know-how can be.

1.2. - Identified needs :

Approximately 12 million pastoralists face an increased risk of morbidity and mortality in the GHA. The proposed Decision aims to reach all vulnerable pastoralists. However, not all of the identified needs can be addressed here. The present decision will concentrate on the following five major areas of need: water, animal health, human health, mainstreaming of community preparedness and coordination,¹⁷ expressed both through the specific and contextual indicators below. The identified needs are:

1) Water

- i. There is evidence of a constant decline of rainfall in the GHA.¹⁸ Scientific predictions are that these trends will continue as part of larger climate change patterns. This trend impacts especially on water availability, pasture, and general livelihood security. Daily water access in many regions of the GHA is less than 4 l/p/d¹⁹ with trekking distances for pastoralists and their herds often in excess of 20 km. In periods of peak drought the distances can become as high as 70 km, as a recent cross-border assessment carried out by COOPI in northern Kenya and southern Ethiopia has shown. Rising temperatures in the region are causing pasture and available browse to become depleted in addition to increased evaporation. Given that livestock rely on pasture and browse for fodder and water for drinking, the region is blighted by an endemic livelihoods crisis
- ii. Lack of rainfall also means low-level replenishment of the aquifer and a reduction in the availability of sub-surface water. The result is there are insufficient quantities of water available for either human or livestock consumption. Water tankering is used as a response in the early stages of drought and accepted as a normal way of life in the pastoralist regions of the GHA, even during 'good' times. While a certain amount is privately paid for, the bulk of this activity is externally funded and by default is expensive, unsustainable and creates dependencies. The existing, functioning rainwater catchments and underground wells are not refilling at the rate necessary to

¹⁷ The needs have been identified before and have been updated following the evaluation.

¹⁸ Presentation at Nairobi Stakeholders' Meeting (*cf. infra.*): "Rainfall trends: Marsabit Meteorological Station: 1935 – 2006".

¹⁹ Please note that the Sphere Standards for the necessary amount of water per person per day for drinking, cooking and personal and domestic hygiene is 15 litres minimum.

provide sufficient water for the populations in need. Communities lack the expertise and access to logistics, due to poor infrastructure and depleted household incomes, local authorities lack often the information to develop contingency funds and plans. This can lead to knee-jerk reactions to provide quick access to water, through methods which deplete the existing aquifers rather than protect them, such as the excessive drilling of boreholes which in the end does more harm than good. There is a need to give priority in rural areas to traditional methods of water provision, using low cost technologies which have a high impact and benefit from local inputs in terms of design and strategic positioning. More use is to be made out of rainwater harvesting techniques which are not optimally exploited in the region, rehabilitation of existing water points and water source-mapping. As is the case in North-East Kenya, underground water that is available is largely saline. The human health hazard of access to insufficient and poor quality water in urban settings should not be underestimated, especially in the current climate of congestion and more and more people dropping-out from pastoralism as a way of life. Large-scale sensitisation of communities on water treatment at household level needs to be encouraged and innovative techniques in water purification, applied.

- iii. Rangelands: There is a need to provide pastoralists with pasture and grazing lands. Access to rangelands needs improving and their overall number, increased. Therefore the construction and/or rehabilitation of water points along strategic livestock marketing routes will shorten the watering intervals and preserve the body condition of animals better. There is a need to integrate remote areas into the organised market and where possible, ensure that market information is disseminated widely.

2) Animal Health

- i. Animal vaccination coverage is low and given the high illiteracy rates in these regions, people lack education and knowledge about medicines for disease treatment. Therefore there is a need to understand communities' traditional treatments and gear up the training, supervision and drug administration capacities of Community Animal Health Networks (CAHWs). Better trained veterinary personnel and technical supervision by governments at central and local level is required. Livestock illnesses like Rift Valley Fever, although not specifically drought-related, can have devastating impacts on pastoralists' livelihoods if not contained at outbreak. Again; working around the parameters of conflict remains a challenge: staff who are well trained in disease detection, prevention and cure do not necessarily want to work in conflict areas; this in turn means a low level of presence in the local government trained vets in these areas.
- ii. Indicators suggest that the needs in this sector are high and need to be addressed: the TLU (Tropical Livestock Unit)/AAME (Adult African Male Equivalent) ratio provides a rapid indicator to the overall vulnerability of pastoralist societies. Anything below 3 TLU's per AAME brings a family to famine threshold and a family will not survive in the short term without substantial external support. In some of the poorest areas, like Turkana District in Kenya, the present ratio is 1.8 TLU's, thus placing the population there in permanent crisis, with large numbers dependent on permanent relief. Despite ongoing relief work, the food insecurity situation is alarming and the GAM (global acute malnutrition) rates are in excess of 20%. In Mandera district in North East Kenya, a 2007 survey found 30 % of GAM, revealing a situation on the

brink of a serious humanitarian disaster.²⁰ Livestock populations invariably succumb to ever more frequent '*livestock population crashes*' due to droughts and diseases from which it becomes ever more difficult to recover. During the last severe drought, 60-80% of the livestock was lost in Kenya alone in a district where 70% of the population is livestock dependent. Pastoralists thus lose their livelihood assets more and more frequently and do not recover to a level which allows them to be self-sustainable again. The consequences of such losses are destitution, greater vulnerability and increased population pressure on urban centres. NGOs such as Islamic Relief have noted the increased number of drop-outs in Mandera town. With public service provision in health and education at the bare minimum, there are few opportunities for people there to engage in alternative livelihood activities.

- iii. Coping strategies developed in the sector of animal health are being eroded. One of the most important traditional coping mechanisms for nomadic communities is the ability to move with herds to areas with better pasture and water during periods of stress. This opportunistic use of natural resources has been severely impeded. State boundaries have been created where there were none before; so have national parks/forest reserves that were once traditional dry season grazing grounds; irrigation schemes have impeded access to riverine grazing and water; unplanned, uncoordinated water development has created hundreds of sedentary communities further restricting mobility; agriculturalists have occupied huge swathes of best grazing grounds. Ethnic clashes escalate regularly over decreasing natural resources and nomads avoid large areas for fear of raids and conflict. Peace-building initiatives are more frequent and some have borne fruit, such as those between the Turkana and Pokot in North West Kenya. More needs to be done to mainstream such actions through humanitarian interventions given the escalating frequency of natural-resource related conflicts.
- iv. The lack of involvement from the policy level also hinders advancements. Governments in the region have very little if any safety nets or relevant policy in place to support pastoralist societies. Low marketability of livestock is all the more frequent. The lack of economic opportunities, like unfavourable terms-of-trade, also aggravates the situation. Pastoralists have for centuries bartered their livestock with produce from agriculturalists. The chronic nature of the crisis has reduced the terms of trade between communities to the detriment of the pastoralists, to such an extent that this once thriving trade provides little respite for the pastoralist communities. A ban on trading and exporting livestock due to animal diseases has enormous economic consequences. Such a ban is currently still active between Djibouti, the whole of Somalia on the one hand and Saudi Arabia on the other.

3) Human Health:

Animal and human health are closely interlinked. Livestock production is the life's blood of pastoral populations. Children in particular rely on milk for essential nutrients. GAM rates remain persistently high in all countries of the region at 15% or above, beyond emergency thresholds. Seasonal fluctuations in GAM rates indicate that improved livestock body condition can lead to a resultant improvement in nutrition. Nutritional crises among the under-5's seem to regularly reflect times of food-insecurity – before and during the rainy seasons and more profoundly during

²⁰ Commission Decision on the financing of humanitarian operations from the general budget of the European Communities in Kenya. : ECHO/KEN/BUD/2007/01000.
ECHO/HF/BUD/2008/01000

extended drought periods and in connection to flooding and live-stock disease, e.g. rift-valley fever. However, the overall decline in local resilience manifest in the vast array of water-borne and other disease morbidity rates that beset the populations is in part due to the penury and poor quality of water, insufficient and unbalanced rains, low immunisation cover, lack of primary health care, lack of drought preparedness and insecurity. In Eritrea, the average monthly incidence of diarrhoea is above 10,000 per 100,000; mortality indicators are high: the Maternal Mortality Ratio is estimated by the United Nations at 630 per 100,000 live births in some regions and is among the highest worldwide. In Somalia, the infant mortality rate is estimated at 96/1,000 live births; the under 5 mortality rate is 156/1000 live births; and there are only 0.4 doctors and 2.8 nurses per 100,000 persons. Coupled with these worrying health indicators, poor hygiene, limited access to education and high levels of illiteracy superimpose themselves on existing vulnerabilities.

4) Mainstreaming of community based drought preparedness activities into early responses

Community-based drought preparedness activities need to be bolstered more efficiently and appropriate strategies developed to respond to humanitarian needs. Being resilient means being better prepared for any shocks that may occur and preparedness is also a condition for greater resilience, which is about withstanding the inevitable shocks caused by drought. The early warning systems (EWS), a mechanism to inform all stakeholders about the first signs of a drought or a drought related disaster in order to respond quickly and be prepared, in pastoral areas are still very fragmented and support to the relevant disaster preparedness institutions at regional and district levels needs to be strengthened, and made more relevant and user friendly to the pastoralists whose livelihoods are at stake. The region covered by this funding decision is marked by important differences between the levels of credibility of the existing EWS in place. The credibility of EWS will depend mainly on the following factors for their success. First, on the quality of the information gathered through a constant monitoring of key vulnerability indicators, with a local system in place and replicated in the different regions. The conceptual support to EWS started in Ethiopia should be continued and lead to a model applicable across the region. Consistency and uniformity in the type of information gathered is lacking for the time being but would have to be ensured to allow a proper analysis under a regional perspective as well as a more local one. Pertinent indicators on fodder and water resources as well as on the body condition, evolution and value of livestock should better reflect the situation in pastoral areas. A more comprehensive perspective is lacking for the time being in the EWS and an essential aspect in that this issue regards the integration of the different stakeholders (communities, associations, local authorities, regional and national authorities), involving different sectors like livestock, water, but also health (increase in malnutrition, in diarrhoea) and education (decrease in school attendance). Second, the timely delivery of information and its quick, effective transmission to decision-makers for action is crucial. Experience shows, however, that the transmission part does not always meet the needs for a quick analysis, and that more flexibility is needed in this aspect for adequate inputs to decisions makers. Finally, people's capacity to analyse the information submitted and to take the appropriate decisions needs strengthening. The link between information available and actions taken is for the time being weak and will definitively need to be reinforced.

5) Coordination and technical supervision of partners' operations and Advocacy

- i. The Commission and the Food and Agriculture Organization of the United Nations (FAO) have been partners for a long time and it is necessary to strengthen this cooperation. . Its status confers FAO a privileged role in the collaboration with the technical departments of beneficiary countries in charge of natural resources, water, agriculture, livestock and fisheries. The institutional memory, the technical inputs and the experience of its own projects can significantly support the formulation and implementation of future projects as well as build on community knowledge and fill the gaps in local government capacities. Its representation in the GHA places it well to play a coordinating, advisory and supervisory role for NGOs operating under this Regional Drought Decision. Through its activities in the water and animal health sectors, together with rangelands, this Decision will pave the way for FAO to enlarge its own technical and institutional supportive role as an international development organisation.
- ii. Through all of the above this initiative will benefit from a better focus on achieving results in drought response, and in building the resilience of local populations to withstand recurrent droughts. A livestock census should be encouraged in order to get a better insight into numbers and distribution. This information should be shared with all stakeholders in order to improve their decision-making.
- iii. All in all, the success of this regional approach will depend on improved coordination, better coherence of interventions and intensive information-exchange amongst all stakeholders.
- iv. A well established and well functioning coordination system will involve bolstering the UN system so that it is supported in fulfilling its role in advocating for drought preparedness amongst humanitarian players and also globally. Currently, there is not enough done and the time is ripe for the preparedness type of response to figure prominently on the global agenda.

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. There are thought to be around 24 million pastoralists and agro-pastoralists in the region, and about half of them fall into the high and medium risk categories.

- a) 0.17 million people in Djibouti (whole territory);
- b) 1.4 million people in Eritrea (whole territory)
- c) 6 million in Ethiopia (Southern and Eastern)
- d) 4.8 million people in Kenya (Northern)
- e) 6.4 million people in Somalia (whole territory)
- f) 4.8 million people in Sudan (Southern and Eastern)
- g) 0.4 million people in Uganda (Northern)

It is estimated that, due to several factors, about 60% of pastoralists and agro-pastoralists of the region are in need of humanitarian assistance²¹. Even considering that the GHA countries are benefiting and will benefit in the future of other financing instruments of DG ECHO (both in the frame of the Humanitarian and the Food Aid budget lines), the main value added of this RDD will consist in the implementation of cross-border initiatives involving two or more countries of the GHA. These interventions will represent the majority of the RDD and it is evident that this approach will increase the efficiency, effectiveness and impact of the proposed actions, strengthening at the same time their coherence and complementarities. Pastoralism is also one of the key regional cross-cutting issues which the EU Regional Political Partnership for peace, security and development in the Horn of Africa focuses on. Pastoralism is a cross border issue and inadequate policies have in the past tolerated or stimulated violent conflict amongst pastoralists or between pastoralists and other segments of the population. The Partnership therefore plans to engage with this issue on a regional policy level.

1.4. - Risk assessment and possible constraints :

- Increased resources for the programme require timeliness of the project deliverables and close monitoring. Lessons learned from the abovementioned evaluation point to the need to promote local procurement when there is a good justification for doing so (vast distances covered by projects imply that it is more convenient to procure nearby through local suppliers rather than from capitals or urban centres; furthermore, speed of delivery in sufficient quantities is also often guaranteed through local suppliers) as far as possible, within the regulatory and contractual framework. What has also been gleaned so far from implementation is the importance of timeliness in providing deliverables. There is a need to better streamline procedures for procurement especially so that major works in water rehabilitation can take place before seasonal rains while at the same time small community managed and implemented structures in very remote areas can be constructed by small local contractors. Again, project planning will benefit from the prolonged timelines foreseen under this Decision.
- Regular monitoring of activities by humanitarian partners needs to take place; the logistical challenges of this should not be underestimated, especially in the vast areas with poor infrastructure that characterise the GHA. However, this should be countered by as frequent as possible field visits and by constant (even remote) control on project deliverables.
- Within the specific objective of coordination and technical supervision of technical partners' operations, the capacity of FAO to provide technical inputs on the broad scope of drought preparedness interventions needs to be improved and constant learning from partners experiences needs to be intensified and encouraged through FAO.
- Good coordination among the different donors will be essential for the success of the operations supported, in order, on the one hand, to create a positive synergy towards the reduction of the impact of the recurrent drought and, on the other hand, to implement complementary actions.
- One of the main constraints lies in the fact that the approach to be followed is new in terms of the ability to plan interventions adequately and involve community

²¹ "Mid-Term Evaluation of DG ECHO Financed Actions in the GHA May-August 2007"
ECHO-HF/BUD/2008/01000

participation. To succeed, the approach will have to involve local and national institutions, as well as many actors to be sustainable, particularly for the EWS and contingency planning components. Strong beneficiary and community participation is therefore essential and needs to be mainstreamed in all projects.

- Security and access to the communities will be a major constraint in the working with the beneficiaries and probably will be a key element in the selection of the communities by the partners and the regions of operation. This is of particular concern in large areas of central/south Somalia, the Ogaden region of Ethiopia and the Karamoja region of Uganda. DG ECHO experts and partners have confirmed the fragile situation in these regions, which could even worsen in the situation of a drought. Different access constraints, more of a political nature, affect Eritrea which is becoming increasingly isolated. All these considerations will be taken on board in programming. Through this decision it is hoped that conflict over natural resources will be reduced.
- The human factor and its potential can also play a major role in either exacerbating or mitigating the effects of drought on indigenous populations. Policies on dry land management, restriction on movement of nomadic pastoralists and land tenure have been largely unsuccessful; they hamper natural mobile herding systems, prevent the adequate sourcing of nutritious grazing lands for livestock, and contribute equally to a transformation in societal organisation and to a breakdown in traditional trading practices. They can also fuel conflicts and tensions. Furthermore, in pastoralist areas, governance issues have been overlooked and national legislative instruments fail to reflect the voice of pastoralists. There is currently no effective policy framework to deal with the economic regeneration of these dry lands. All this has contributed to the increasing marginalisation of nomadic pastoralism as an economic activity. Governments in the GHA are, however beginning to slowly recognise that they can no longer ignore the pastoral regions as the increasing numbers of “pastoral drop-outs” spilling out into towns and cities become more visible and thus recognized as a societal peril. This is notably so in Kenya and Uganda, where the forceful disarmament of pastoralists is ongoing; an exercise that is controversial in itself. Both governments are slowly beginning to acknowledge that there must be other ways of dealing with pastoralists in the border regions of Uganda and Kenya and this is where ECHO’s interventions can show more appropriate direction and become a stakeholder in the process of finding a solution.

2 - Objectives and components of the humanitarian intervention proposed

2.1. - Objectives:

Principal objective: To save lives, alleviate human suffering and pave the way for longer-term development actions by reducing vulnerability and by strengthening capacity to respond to recurrent droughts in the affected areas of the Greater Horn of Africa countries (Djibouti, Eritrea, Ethiopia, Kenya, Somalia, Sudan and Uganda).

Specific objectives: 1. To contribute to alleviating the impact of recurrent drought cycles on targeted vulnerable local communities through improved response and preparedness activities.

2. To improve the methodology, coordination and technical supervision of partners' operations and advocacy in the drought affected areas of the Greater Horn of Africa.

2.2. - Components:

1. *Water*

- i. Timely response: in the event of severe drought, water supply activities such as water tankering will be supported, emergency rehabilitations of strategic water points will be carried out and a last resort would also include the repairs of often complicated mechanical deep borehole systems. Water retention and conservation schemes, such as rainwater harvesting, will provide relief and better quality water to the affected populations and increase the ground water recharge. The challenge in the aftermath of drought will be to ensure that the lessons of the past are well integrated into responses such as ensuring the proper supervision of technical inputs. Linking responses to recurrent droughts will entail appropriate flanking measures are put in place that focus on community based preparedness, promoting local resilience and protecting livelihoods.
- ii. Community based drought preparedness: communities are the best source of information as they have a deep understanding of existing natural resources (water, grazing areas and fodder), they can recognise visible indicators of the different stages of the drought cycle. They have indigenous and traditional mechanisms for coping, like using the optimum watering intervals, having an average herd size, destocking the herds so they have less to water and browse, or sharing of access to water points equitably between clans and even across borders. The formation of community networks (WUAs) should be strengthened and their knowledge used to inform decisions on repairs and rehabilitations and the location of water points. Through these activities, new rangelands will become accessible and better prepared for longer use.²² The maintenance of critical water points (ex: setting up mobile teams for the fixing of pumping systems, setting up of a system for the supply of spare parts for the

²² Dealing with vegetation, rangeland projects are typically long term. However, especially considering the opportunity of collaboration with KARI, short term contributions under the proposed RDD can significantly contribute to actions for the longer term. Examples cover bush encroachment alleviation activities, over-seeding of degraded grazing lands and fodder storage.

maintenance of water systems, creation of contingency pumps and water systems, desilting of water catchments before the rains, support sustainability for the maintenance of the water point equipments) and placing water bladder tanks at strategic locations is a main activity. This activity will also include more innovative interventions such as support to traditional structures, i.e. ensuring the physical capacity of camel trains as pack animals used for traditional "water tankering". Communities if trained could help, through simple techniques such as the installation of rain gauges and thermometers in settlements. The emphasis will be on traditional systems such as shallow wells, rock catchments and related new techniques in this sphere such as sub-surface dams. Construction of new water facilities or rehabilitation of existing ones, possibly through cash-for-work projects, will include the necessary data collection to ensure proper management of the resource in the future: realisation of an environmental impact assessment, a systematic yield test at the end of the construction, etc.

- iii. Promoting local resilience includes activities such as: increasing access to a greater number of water points, water source mapping, informing decisions on strategic positioning of water points, strengthening greater involvement of local government in contingency planning and funds for drought response. Conflict alleviation through mainstreaming conflict sensitivity will be supported. Another activity includes the improvement of access to unused rangelands through the construction of appropriate water points in careful consideration of environmental and/or security related issues. Improved sanitation, together with water purification, will receive support wherever it is considered a viable option, although, because of the mobile nature of pastoralism, sanitation remains a challenge in rural areas. The construction of water catchments in areas identified as having good grazing but without adequate water, will ensure utilisation of this precious resource for an extended period of time. The exact locations of these catchments will be included and regularly updated in the information systems and mapping. In terms of maintaining access to water in long lasting dry periods, particular attention and support will be given to the management of water. Existing regional and/or national policy, rules and legislation will be integrated in the realisation of the water facilities. Attention will also be paid to their maintenance: capacity building of local institutions, associations, careful selection of the equipment to ensure proper availability of spare parts, etc. Support will be provided to formulate and define rapid response plans of action as signs of alert of drought evolve.
- iv. Early Warning Systems: considerable progress begun in some countries will be continued. Support to the relevant Disaster Prevention and Preparedness (DPP) institutions at regional and district levels will be strengthened, and made more relevant and user friendly to the pastoralists whose livelihoods are at stake. The communities will be trained to collect data from water points to be transmitted onwards to EWS. Support is to be given to local institutions through capacity building, leading also to a harmonization of methodology for data collection, and information systems across the region. Drought related or common disease outbreaks, such as Rift Valley Fever, are to be dealt with in timely fashion, preventing loss of livestock for pastoralists. Existing EWS need support to become more livelihoods-based and draw on indicators relating to matters of pastoralist concern, such as weather patterns, livestock body condition and market prices. Communities and partners will work together to ensure that timely measures are taken to ensure that the effects of drought are mitigated. Support to consistent approaches both in methodology of surveys and in data collection throughout the region will be provided,

leading to improved consistency in response. It is proposed to provide support to existing local institutions with a view to defining common indicators throughout the region showing the levels of alert: for this greater investment is needed in methodologies and data collection. It is envisaged to strengthen the appropriate two-way flow of information between government departments and targeted pastoralists so that the response time to drought situations is reduced and there is less mortality and morbidity. The active role of communities is therefore crucial as they can often suggest better ways of handling the crisis than most outsiders, and also own the system and take care of it and carry it on, even if donors have left. Projects in the region will benefit from improved analysis, community feedback as well as partial automation of information analysis, reporting and dissemination of information, which are all increasingly made possible by the improved technologies. Pastoralists will continue to become actively engaged in feeding data back to the institution best placed to ensure a rapid response to the peaks in the drought cycle and to the appropriate level. This has been a recurrent weakness of EWS in the past and is to be urgently addressed.

2. *Animal Health*

- i. Timely response: Issues of destocking and restocking of herds even before the peak of the drought or vaccinations before diseases become widespread are crucial and will be supported. Engagement of the private sector could be helpful in aiding in the supply of drugs for livestock. The NGO, Practical Action, currently works under ECHO-funding in cross-border areas of Kenya, Sudan and Uganda, on the establishment of a sustainable drug supply to support the CAHWs and to modify stocks during drought through linking private drug traders with CAHWs and teaching CAHWs to set up reserve stocks of drugs. Having provided successful, this initiative should be expanded.
- ii. Community-based drought preparedness: community based knowledge needs to be bolstered and the sustainability of networks (CAHWs) enhanced. This approach should also be extended to new areas but with a stronger supervision by veterinary departments and their role enhanced as an EWS. Pastoralists continue to lose livestock due to opportunistic diseases which can be prevented if pastoralists had access to the right drugs and skilled CAHWs. The livestock would also be in good health and thus better able to withstand droughts, thus reducing losses. Pharmacies ensuring constant supply of disease treatment are provided at strategic locations. Local authorities are engaged and their capacities built where necessary.
- iii. Promoting local resilience: the resilience of livestock is closely interlinked with the resilience of the pastoralists and a diverse array of measures can be taken to promote local resilience in the animal health sphere. These range from paying greater attention to the handling of drugs and providing adequate protection means for delivering mass treatments. Better knowledge of livestock quantities throughout the drought cycle could be achieved through support to a census of livestock populations in project regions using the comparatively cheap and efficient technique of aerial quadrates as well as greater involvement of research institutes such as KARI (Kenya Agricultural Research Institute). Constructing and/or rehabilitating water points along strategic livestock marketing routes will have the added benefit of shortening the watering intervals and better preserve the body condition of animals. Where appropriate, because of the number of "black spots" that prevent passage during rains, local

manpower should be utilised through cash for work initiatives – to open up communication to remote places. Dealing with vegetation, rangeland projects are typically long term. However, especially considering the opportunity of collaboration with KARI, short term contributions under the proposed Regional Drought Decision can significantly contribute to actions for the longer term (bush encroachment alleviation activities, over-seeding of degraded grazing lands and fodder storage).

- iv. EWS: should be harmonised so they feed into the needs of pastoralist regions and are to become more livestock related.

3. *Human Health*

- i. Timely response: There is a need to gather information on the functionality and focus of health information systems across the region and ensure that early warning systems permit rapid responses in areas where the situation is deteriorating rapidly. Response in emergency situations is crucial in order to save the lives of the population, but the activities should not be a band-aid solution only. Water-borne diseases like cholera, dysentery or schistosomiasis need consideration. For clinics and dispensaries, clean, sufficient water will be made available. Timely vaccinations of children are an important part of responding to health related needs.
- ii. Community-based drought preparedness: Involvement of community participation in early disease detection and treatment will be supported. Communities are limited, however, as to what treatment they can provide. A two-pronged approach covering response and preparedness is envisaged: the provision and curative and preventative medicines on the one hand and capacity building in the health system to detect and treat malnutrition, on the other. Campaigns providing the population with information on safe water and human health will be supported. This will help the population to be better prepared for disease outbreaks when drought occurs. .
- iii. Promoting local resilience: In order to ensure that local resilience towards droughts is promoted, communities are to be prepared to cope with the impact on human health of drought. Expert opinion²³ suggests that nutritional crises must be tackled simultaneously via water and sanitation, primary health care and drought-preparedness interventions in order to combat malnutrition. . In most cases, medical problems are the causes or consequences of malnutrition and are thus intertwined. Essential, minimal medical coverage is needed to address high malnutrition in the region. Ensuring immunisations, epidemic outbreak prevention and appropriate responses need to be encouraged. Support to and reinforcement of existing health structures in delivering primary health care (including mother and child health care) in the most deficient areas, will contribute significantly to the achievement of this component. As for veterinary personnel, recruiting and sustaining qualified doctors and nurses in the project areas is a major problem and should be addressed whenever possible.
- iv. EWS: *As above*. In addition:

The five elements of an effective EWS should be taken into account and are described as follows:

²³ ECHO Regional Support Office, Human Health Section – Nairobi.
ECHO/HF/BUD/2008/01000

- Prior knowledge of the risks faced by communities. Risks arise from both the hazards and the vulnerabilities that are present – what are the patterns and trends in these factors?
- Technical monitoring and warning service for these risks. Is there a sound scientific basis for predicting the risks faced? Are the right things being monitored? Can accurate warnings be generated in timely fashion?
- Dissemination of understandable warnings to those at risk. Do the warnings get to those at risk? Do people understand them? Do they contain useful information that enables proper responses?
- Knowledge and preparedness to act. Do communities understand their risks? Do they respect the warning service? Do they know how to react?
- Where relevant apply lessons learned from the emergency study of PEWS (Pastoralist Early Warning Systems) in the (Western) Sahel.

4. Coordination and technical supervision of partners' operations and Advocacy

Where possible the role of FAO should be stepped up both in so far as its coordination and technical capacity roles go. Other Commission/DG ECHO interventions such as FAO's IPC (Integrated Food Security and Humanitarian Phase Classification) will be linked by this intervention. Regional donor coordination in terms of technical issues will be supported by this effort. Partners should be encouraged to increase their own technical supervisory role throughout the region. United Nations Office for Coordination of Humanitarian Affairs UN-OCHA, currently not widely engaged in the region enough in coordination of aid, needs to be at the very least associated with coordination mechanisms. The technicalities surrounding the livestock census need to be examined and where possible governments encouraged taking over the responsibility for this. DG ECHO will rely on the support of its dedicated technical assistance officers to further consolidate all elements of the strategy in place for the GHA and to support partners in project design and implementation.

Further recommendations from the mid-term evaluation will be followed through such as the increasingly important attention that needs to be paid to local implementing partners as an important link with such communities. The important role that communities can play in providing data and feeding this data into project proposals will need to be further elaborated upon in of the process of selection of partners for funding.

Concerning activities on advocacy, DG ECHO will support the UN system in advocating drought response and drought preparedness vis-à-vis all stakeholders at all levels, including the beneficiaries, the local and central governments in the GHA, local and international NGOs, the EC, as well as donors on the regional and global level. Visibility actions will be funded. Awareness-raising to enhance future response should be the overall aim of these activities. Advocacy is an integral part of DG ECHO's planned exit from the region once complementary activities are on stream.

3 - Duration expected for actions in the proposed decision:

The duration for the implementation of this decision shall be **18 months**. The timeframe needs to allow partners to address droughts and drought-related problems in their entirety and complexity. Furthermore, because the programme incorporates cross-border projects, the timeframe must be chosen in a realistic way so that partners have the necessary time to assess the context in all countries they are operating in and coordinate among each other. Lessons learned from the previous DG ECHO funded operations to previous droughts, as well as recommendations taken from a recent ECHO-funded evaluation of actions funded across the Horn of Africa, have shown that the specific slow-onset nature of drought requires a longer time to respond and ensure that the best quality results are achieved. Longer planning times are needed to decide on project inputs and to build community participation if the results achieved are to be sustainable. Years of neglect by development partners and conflict make this all the more challenging. Interventions funded can taper off into longer term actions more easily. In order to take the issue of LRRD seriously, also in protracted crises situations where development partners are often only marginally present, DG ECHO will aim to reduce the gap between humanitarian assistance and development.

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

Expenditure under this decision shall be eligible from 1 January 2008.

Starting date: 1 January 2008

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 implementation of this 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 Framework Partnership 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 **Djibouti/Eritrea/Ethiopia/Kenya/Sudan/Somalia/Uganda**

Decision Number	Decision Type	2005 EUR	2006 EUR	2007 EUR
ECHO/ERI/BUD/2005/01000	Non Emergency	4,000,000		
ECHO/ERI/EDF/2005/01000	Non Emergency	620,000		
ECHO/ERI/BUD/2006/01000	Non Emergency		6,000,000	
ECHO/ERI/BUD/2007/01000	Non Emergency			6,000,000
ECHO/ETH/EDF/2005/01000	Non Emergency	4,500,000		
ECHO/ETH/BUD/2006/01000	Non Emergency		3,000,000	
ECHO/ETH/EDF/2006/01000	Non Emergency		2,000,000	
ECHO/ETH/BUD/2007/01000	Non Emergency			5,000,000
ECHO/-FA/BUD/2007/01000 (Ethiopia)	Non Emergency			15,000,000
ECHO/KEN/BUD/2005/01000	Non Emergency	2,000,000		
ECHO/KEN/EDF/2006/01000	Emergency		5,050,000	
ECHO/KEN/BUD/2006/01000	Non Emergency		2,000,000	
ECHO/KEN/BUD/2006/02000	Non Emergency		2,000,000	
ECHO/KEN/BUD/2007/01000	Non Emergency			5,000,000
ECHO/-FA/BUD/2007/02000(Kenya)	Non Emergency			4,000,000
ECHO/SDN/BUD/2005/01000	Global Plan	20,000,000		
ECHO/SDN/BUD/2005/02000	Non Emergency	15,000,000		
ECHO/SDN/BUD/2005/03000	Non Emergency	8,000,000		
ECHO/SDN/BUD/2005/04000	Emergency	2,000,000		
ECHO/SDN/BUD/2006/01000	Global Plan		40,000,000	
ECHO/SDN/BUD/2006/02000 (*)	Non Emergency		40,000,000	
ECHO/SDN/BUD/2006/03000 (*)	Non Emergency		17,000,000	
ECHO/SOM/BUD/2005/01000	Global Plan	9,000,000		
ECHO/SOM/BUD/2006/01000	Global Plan		10,000,000	
ECHO/SOMBUD/2007/01000	Emergency			4,000,000
ECHO/SDN/BUD/2007/01000	Global Plan			45,000,000
ECHO/-FA/BUD/2007/01000 (Sudan)	Non Emergency			43,450,000
ECHO/-FA/BUD/2007/02000 (Sudan)	Non Emergency			22,000,000
ECHO/SOM/BUD/2007/02000	Global Plan			10,000,000
ECHO/-FA/BUD/2007/02000 (Somalia)	Non Emergency			4,000,000
ECHO/UGA/BUD/2005/01000	Global Plan	14,000,000		
ECHO/UGA/BUD/2006/01000	Global Plan		15,000,000	
ECHO/UGA/EDF/2006/01000	Non Emergency		4,000,000	
ECHO/UGA/BUD/2007/01000	Global Plan			13,000,000
ECHO/UGA/BUD/2007/02000 (**)	Emergency			3,000,000
ECHO/UGA/BUD/2007/03000 (**)	Non Emergency			2,000,000
ECHO/-FA/BUD/2007/01000 (Uganda)	Non Emergency			5,000,000
ECHO/-FA/BUD/2007/02000 (Uganda)	Non Emergency			3,000,000
ECHO/-HF/BUD/2006/01000 (*)	Emergency		5,000,000	
ECHO/-HF/BUD/2006/02000 (*)	Non Emergency		10,000,000	
Subtotal		79,120,000	161,050,000	189,450,000
Grand Total		429,620,000	429,620,000	

Dated : 12 October 2007

(*) decisions with more than one country (**) in pipeline.

Source : HOPE

5 - Overview of donors' contributions

Donors in Djibouti/Eritrea/Ethiopia/Kenya/Sudan/Somalia/Uganda the last 12 months					
1. EU Members States (*)		2. European Commission		3. Others (**)	
	EUR		EUR		EUR
Austria	2,114,689	DG ECHO	202,450,000	DFID	570,301,704 ²⁴
Belgium	10,076,924	Other services		USAID	408,464,396 ²⁵
Bulgaria					
Cyprus					
Czech republic	383,494				
Denmark	10,562,520				
Estonia	63,912				
Finland	12,700,000				
France	7,066,677				
Germany	35,287,575				
Greece	400,000				
Hungary					
Ireland	20,105,581				
Italy	3,953,200				
Latvia					
Lithuania					
Luxemburg	2,883,492				
Malta					
Netherlands	67,608,575				
Poland					
Portugal	1,000,000				
Romania					
Slovakia					
Slovenia					
Spain	4,684,700				
Sweden	42,115,260				
United kingdom	112,713,637				
Subtotal	333,720,236	Subtotal	202,450,000	Subtotal	978,766,100
		Grand total	1,514,936,336		

Dated : 12 October 2007

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

(**) Source : <http://www.dfid.gov.uk/> and <http://www.usaid.gov/>

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

²⁴ The contribution of DFID for the year 2007/2008 was made in Pound Sterling. The exchange rate used in calculation was 1 British Pound = 1.43943 Euro. The countries included are: Eritrea, Ethiopia, Kenya, Uganda (amount used from 2006/2007 budget), Somalia (amount used from 2005/2006 budget) and Sudan (amount used is 1/5 of DFID's contribution over the last five years).

²⁵ The contribution of USAID for 2007 was made in US Dollar. The exchange rate used in calculation was 1 US Dollar = 0.69041 Euro. The countries included are: Djibouti, Ethiopia, Kenya, Somalia, Sudan and Uganda.

6 - Amount of decision and distribution by specific objectives:

6.1. - Total amount of the decision: EUR 30,000,000

6.2. - Budget breakdown by specific objectives

Principal objective: To save lives, alleviate human suffering and pave the way for longer-term development actions by reducing vulnerability and by strengthening capacity to respond to recurrent droughts in the affected areas of the Greater Horn of Africa countries (Djibouti, Eritrea, Ethiopia, Kenya, Somalia, Sudan and Uganda).				
Specific objectives	Allocated amount by specific objective (EUR)	Geographical area of operation	Activities	Potential partners ²⁶
Specific objective 1: To contribute to alleviating the impact of recurrent drought cycles on targeted vulnerable local communities through improved response and preparedness activities.	24,000,000	Greater Horn of Africa	<ul style="list-style-type: none"> - Timely response: <ul style="list-style-type: none"> • Water: water supply activities, emergency rehabilitations, deep borehole reparations, lessons learnt to improve preparedness • Animal Health: destocking and restocking, vaccinations and establishments of sustainable drug supply, engagement of private sector • Human Health: water for hospitals, emergency response to water-borne diseases, vaccinations - Community based drought preparedness: <ul style="list-style-type: none"> • Water: learning from communities' knowledge, strengthen formation of community networks, training communities, maintenance of critical water points, strategic ude of water bladder tanks, construction and rehabilitation of water points through cash-for-work • Animal Health: learning from communities' knowledge, train CAHWs 	<p>ACF, ACH, ACTED, ACTIONAID, ASFBELGIUM, AVSI, CAFOD, CARE – UK, DCV, CHRISTIAN AID – UK, CONCERN WORLDWIDE, COOPI, CORDAID, CR – DK, CRF, CUAMM, FKN / DCA, GERMAN AGRO ACTION, GOAL, ICRC-CICR, IFRC-FICR, IR & IRW, MEDAIR UK, MERLIN, OXFAM GB, Practical Action/ITDG , SC(UK), SOLIDARITES, UNDP-PNUD, UNICEF, VSF - DZG – Belgium, VSF G WFP-PAM, WVD, WVUK, WVN</p>

²⁶ ACCION CONTRA EL HAMBRE, (ESP), ACTION CONTRE LA FAIM, (FR), ACTIONAID (GBR), AGENCE D'AIDE A LA COOPERATION TECHNIQUE ET AU DEVELOPPEMENT, (FR), ASSOCIAZIONE VOLONTARI PER IL SERVIZIO INTERNAZIONALE (ITA), Aviation sans Frontières Belgique/Piloten zonder Grenzen België, CARE INTERNATIONAL UK , CATHOLIC AGENCY FOR OVERSEAS DEVELOPMENT (GBR), CATHOLIC ORGANISATION FOR RELIEF AND DEVELOPMENT AID (NLD), CHRISTIAN AID (GBR), COMITE INTERNATIONAL DE LA CROIX-ROUGE (CICR), CONCERN WORLDWIDE, (IRL), COOPERAZIONE INTERNAZIONALE (ITA), CROIX-ROUGE FRANCAISE, DANSK RODE KORS, (DNK), DEUTSCHE WELTHUNGERHILFE / GERMAN AGRO ACTION, (DEU), DEUTSCHER CARITASVERBAND e.V, (DEU), FEDERATION INTERNATIONALE DES SOCIETES DE LA CROIX-ROUGE ET DU CROISSANT ROUGE, FOLKEKIRKENS NODHJAELP, (DNK), GOAL, (IRL), Practical Action/INTERMEDIATE TECHNOLOGY DEVELOPMENT GROUP LTD, ISLAMIC RELIEF , MEDAIR UK (GBR), MEDICAL EMERGENCY RELIEF INTERNATIONAL (GBR), MEDICI CON L'AFRICA (ITA), OXFAM (GB), SOLIDARITES, (FR), Stichting World Vision Nederland (WVN), THE SAVE THE CHILDREN FUND (GBR), Tierärzte ohne Grenzen e.V.(VSF-G), UNICEF, UNITED NATIONS - FOOD AND AGRICULTURE ORGANIZATION, UNITED NATIONS DEVELOPMENT PROGRAMME, UNITED NATIONS, OFFICE FOR THE COORDINATION OF HUMANITARIAN AFFAIRS, Vétérinaires Sans Frontières- Belgique - Dierenartsen Zonder Grenzen - Belgium , WORLD FOOD PROGRAM, WORLD VISION, (DEU), WORLD VISION - UK

			<ul style="list-style-type: none"> • Human Health: community participation in early disease detection and treatment, capacity building - Promoting local resilience • Water: increasing access to water points and unused rangelands, water source mapping, strategic positioning of new water points, strengthening local governments' involvement, mainstreaming conflict sensitivity, improved sanitation and water purification • Animal Health: improve drug supply, support livestock census, construction and rehabilitation of water points and access roads through cash-for-work • Human Health: preparing communities to handle health impact of drought, combining these with water interventions and drought preparedness, support and strengthen existing health structures. - Strengthening of Early Warning Systems • Water: support DPP institutions, community training, building capacity of local institutions, support existing EWS to become more livelihoods-based • Animal Health: strengthen harmonization to pastoralists' and livestock's needs • Human Health: idem. 	
Specific objective 2: To improve the methodology, coordination and technical supervision of partners' operations and advocacy in the drought affected areas of the Greater Horn of Africa.	3,000,000	Greater Horn of Africa	<ul style="list-style-type: none"> - Coordination: strengthen and support FAO and UN OCHA, support partners to increase technical supervisory role, - Advocacy: strengthen all partners in advocacy and awareness raising 	<ul style="list-style-type: none"> - FAO - OCHA - UNDP-PNUD
Reserve	3,000,000			
TOTAL:	30,000,000			

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.

The above-mentioned mid-term evaluation was carried out from May-August 2007 and the recommendations made therein largely incorporated in this proposed decision.

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.

8 - Budget Impact article 23 02 01

Budget impact article 23 02 01	
	CE (EUR)
Initial available appropriations for 2008	499.095.000,00
Transfers Commission	-
Total available appropriations	499.095.000,00
Total executed to 09/11/2007	-
Available remaining	
Total amount of the Decision	30.000.000

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.

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.