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COMMISSION OF THE EUROPEAN COMMUNITIES

Brussels
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COMMISSION DECISION

of

**on the financing of humanitarian operations from the general budget of the European
Communities in the Greater Horn of Africa**

(ECHO/-HF/BUD/2009/01000)

COMMISSION DECISION

of

on the financing of a humanitarian operations from the general budget of the European Communities in the Greater Horn of Africa¹

(ECHO/-HF/BUD/2009/01000)

THE COMMISSION OF THE EUROPEAN COMMUNITIES,

Having regard to the Treaty establishing the European Community,

Having regard to Council Regulation (EC, Euratom) No.1257/96 of 20 June 1996 concerning humanitarian aid ², and in particular **Articles 2, 4** and Article 15(2) thereof:

Whereas:

- (1) The population of the arid and semi-arid areas of the Greater Horn of Africa is severely affected by the third year of a consecutive drought and persistent hazards being either man made (conflicts) or natural;
- (2) The consecutive rain failures in the central part of Horn of Africa are coming in a critical moment hindering the recovery process of the population which is already extremely vulnerable to recurrent droughts and human and livestock diseases outbreaks;
- (3) The combination of important population increase with environmental degradation, and lack of long-term development has lead to unsustainable pressure on scarce natural resources, mainly water and rangeland, and lead to an increasing level of conflicts for resources, causing frequent loss of lives and injuries among pastoralists population and creating rising tensions in this already hugely volatile region;
- (4) A great number of the pastoralist populations in the arid lands are living in a chronic dependency on outside assistance and lacking access to basic services. This is resulting in high malnutrition rates, high rates of children morbidity and mortality and increasing number of pastoralist drop-outs. The existing high malnutrition rates provide ideal conditions for a dramatic rapid deterioration of the humanitarian situation during periods of reduced rainfall;

¹ The affected regions of the Greater Horn of Africa are the whole of Djibouti, the whole of Eritrea, Southern and Eastern Ethiopia, Northern Kenya, the whole of Somalia and Northern Uganda.

² OJ L 163, 2.7.1996, p. 1.

- (5) Response to a recurrent drought in the affected countries of the Horn of Africa is inadequate, and insufficient attention is paid to drought preparedness, promoting resilience and protecting livelihoods.
- (6) It is estimated that over 12 million nomadic, semi-nomadic pastoralists and agro-pastoralists are at risk from drought in the arid and semi-arid areas of the Horn of Africa;
- (7) There is a need for a consolidation of the actions preparing for drought hazards and mitigating drought effects to date, and a further regional harmonisation of drought response in form of preparedness in the Horn of Africa, coupled with improved coordination of humanitarian interventions;
- (8) To reach populations in need aid should be channelled through Non-Governmental Organisations (NGOs), and International Organisations including United Nations (UN) agencies; therefore the European Commission should implement the budget by direct centralised management or by joint management.
- (9) For the purposes of this Decision, the "Greater Horn of Africa" countries involved are Djibouti, Eritrea, Ethiopia, Kenya, Uganda and Somalia;
- (10) An assessment of the humanitarian situation leads to the conclusion that humanitarian aid Actions should be financed by the Community for a period of 12 months;
- (11) It is estimated that an amount of EUR 10,000,000 from budget article 23 02 01 of the 2009 general budget of the European Communities is necessary to provide humanitarian assistance to over 12,000,000 people affected by the drought, taking into account the available budget, other donors' contributions and other factors. Although as a general rule Actions funded by this Decision should be co-financed, the Authorising Officer, in accordance with Article 253 of the Implementing Rules of the Financial Regulation, may agree to the full financing of Actions;
- (12) The present Decision constitutes a financing Decision within the meaning of Article 75 of the Financial Regulation (EC, Euratom) No 1605/2002³, Article 90 of the detailed rules for the implementation of the Financial Regulation determined by Regulation (EC, Euratom) No 2342/2002⁴, and Article 15 of the internal rules on the implementation of the general budget of the European Communities⁵.
- (13) In accordance with Article 17 (3) of Regulation (EC) No.1257/96, the Humanitarian Aid Committee gave a favourable opinion on 26 March 2009.

³ OJ L 248, 16.9.2002, p.1.

⁴ OJ L 357, 31.12.2002, , p.1.

⁵ Commission Decision of 5.3.2008, C/2008/773

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 10,000,000 for humanitarian aid Actions Regional Drought Decision for the Greater Horn of Africa by using budget article 23 02 01 of the 2009 general budget of the European Communities.
2. In accordance with Articles 2 and 4 of Council Regulation No.1257/96, the humanitarian Actions under this Decision shall be implemented in the pursuance of the following specific objectives:
 - To contribute to alleviating the impact of the current drought and frequent drought cycles on targeted vulnerable local communities.

An amount of EUR 9,000,000 is allocated to this specific objective.

- To coordinate partners' operations and increase advocacy on drought risk reduction in the drought affected areas of the Greater Horn of Africa.

An amount of EUR1,000,000 is allocated to this specific objective.

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 the other 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 July 2009.
2. Expenditure under this Decision shall be eligible from 1 July 2009.
3. If the Actions 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. Actions supported by this Decision will be implemented either by non-profit-making organisations which fulfil the eligibility and suitability criteria established in Article 7 of Council Regulation (EC) No. 1257/96 or International organisations.

3. Taking account of 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

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

Done at Brussels

*For the Commission
Member of the Commission*



Humanitarian Aid Decision
23 02 01

Title: Regional Drought Decision for the Greater Horn of Africa

Location of Action: Greater Horn of Africa

Amount of Decision: EUR 10,000,000

Decision reference number: ECHO/-HF/BUD/2009/01000

Supporting Document

1 - Rationale, needs and target population.

1.1. - Rationale :

The population in the Greater Horn of Africa¹ (GHA) is severely affected by recurrent and persistent hazards being either man made (conflicts) or natural, the latter corresponding to rapidly recurrent droughts, to human and livestock disease outbreaks and to a lesser extent, to floods. These hazards are affecting a population vulnerable to shocks due to a combination of structural aspects and successive recent crisis.

The failure of the short rain season in the central part of the GHA region (eastern Kenya, western Ethiopia, southern Somalia and northern Eritrea have received between 25 to 75% of normal rains for the period²) is coming after several consecutive rainy season failures witnessed in Somalia (3 consecutive failures), in Ethiopia (3 consecutive failures) in Kenya (2 consecutive failures) and in Eritrea (2 consecutive failures). As a consequence, access to water and to pasture is then reducing further drastically, the animal health is deteriorating, creating conditions for humanitarian crisis in the region, such as the national food security disaster declared by the government of Kenya on 09/01/2009.

These consecutive rain failures are coming in a critical moment as the population living in the arid lands were in the recovery process from the past severe drought in the Horn of Africa. A

¹ The affected regions of the Greater Horn of Africa are the whole of Djibouti, the whole of Eritrea, Southern and Eastern Ethiopia, Northern Kenya, the whole of Somalia and Northern Uganda.

² Source: IGAD Climate Prediction and Applications Centre (ICPAC) report December 2008

number of reports³ indicate that the recovery process from the 2006 drought and the past rainy seasons poor rains is then extremely weak with vulnerabilities to climate shocks remaining very high.

The dry and pastoral lands in the Horn of Africa occupy over 70% of the region, ranging from 95% in Djibouti and Somalia to more than 80% in Kenya, 60% in Uganda and Ethiopia. Hosting approximately 40% of the total population in the GHA region, arid lands are drought prone areas.

The main livelihood system in these areas was in principle well adapted to arid lands conditions and has been consisting mainly in pastoral production (in which more than 50% of the gross revenue of the household comes from livestock and livestock related activities). A very important and steady population increase⁴ in these areas has changed however the situation of the overall population living in a very fragile environment, with livestock population numbers clearly regularly exceeding the required livestock carrying capacity of the local environment⁵ and situation worsened by conflicts over access to natural resource. There are little to no alternative in term of livelihood available as conditions are not met for a rain fed agriculture using traditional methods.

Lack of interest by central governments of countries in the GHA in addition to poor development policies made that development of access to basic services did not follow the population growth pattern. Arid lands in Uganda, in Northern Kenya but also in Ethiopia are ranked among the least developed administrative districts and regions in countries already poorly ranked by the Human Development Index (UNDP – ranking out of 179 countries): Kenya is ranked 144th, Djibouti 151st, Uganda 156th, Eritrea 164th and Ethiopia 169th. Somalia is not ranked.

Due to this poor access to basic services, children mortality is very high in the region, as demonstrated by the UNDP ranking⁶: Ethiopia is ranked 161st (under five mortality rate of 164 for 1.000 live birth) out of 177 countries, Eritrea 129th (under five mortality rate of 78), Uganda 151st, Djibouti 150th (under five mortality rate of 133) and Kenya 144th (under five mortality rate of 120). Somalia is not ranked.

The combination of important population increase with poor development has lead to unsustainable pressure on scarce natural resource, mainly water and rangeland. In the same time, one of the effects of the climate change in the GHA region is an overall marked reduction in rains, whose pattern becomes also more and more erratic and unpredictable. Overall normal rainfall recorded could then leave dry pockets of crucial importance if preventing normal migration of livestock to access pasture due to dry water points.

3 Famine Early Warning System Network (FEWSNET); reports from DG ECHO partners, national disaster management institutions: Disaster Prevention and Preparedness Bureau in Ethiopia – Somali state etc.

4 Karamoja district in Uganda is facing an average population growth rate of 7.2% (compared to 3.2% nationally in Uganda). The population of Ethiopia is growing at an annual rate of 2.5% (increased from 40.6 million in 1985 to over 80 million in 2008). In Marsabit and Moyale districts in Northern Kenya the population increased by 537% between 1962 and 2006.

5 The ratio TLU (Tropical Livestock Unit) / AAME (Adult African Male Equivalent)⁵ provides a rapid indicator to the livelihood vulnerability of pastoralist societies. This critical parameter has in all areas declined to below sustainability levels and in many cases has declined to emergency levels. An eminent pastoralist experts (S. Sandford) has calculated that the minimum sustainable ratio is 4 TLU/AAME. Anything below 3 TLU's brings a family to famine threshold and 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.

6 UNDP Human Development Report 2007/2008

As a consequence of the very high vulnerability to climate shocks described above, drought hazards turn more frequently into disastrous events, which are also becoming more and more frequent: statistics show an higher frequency of events from a drought event in average every 8 to 10 years in the GHA during the second half of the 20th century to a drought every 2 to 3 years nowadays. The growth in vulnerable population figures increases on its turn the impact of droughts, which became more important than before. The livestock population can be drastically reduced during severe drought: in 2006, it is estimated that pastoralists in different regions of Kenya have lost between 60 to 80% of their livestock.

The higher pressure on natural resources due to recurrent prolonged dry spells, population increase and poor access to basic services has been fuelling tensions between communities over access to these resources, leading thus to further reduction in traditional migratory movement. The latter is however the main coping mechanism to drought event as pastoralists will move their livestock into search of grazing areas and water points. Administrative boundaries have been created where there were none before; national parks/forest reserves have been created which were once traditional dry season grazing grounds; irrigation schemes have impeded access to riverine grazing and water; unplanned and uncoordinated water development has created hundreds of sedentary communities further restricting mobility; agriculturalists have occupied huge swathes of best grazing grounds while escalating ethnic clashes for ever decreasing natural resources have left large areas unoccupied out of fear for raids.

Numbers of resultant resource driven conflicts are steeply rising, often fanned by political interests. Many go unreported, but it is conservatively estimated that for 2005 the average daily death rate in the pastoralist regions of the GHA as a result of clashes for resources, is estimated at 20 -25 people with countless injuries (*ICRC 2005, excluding Darfur casualties*). These local conflicts over livestock and natural resources come in addition to more global ones which are affecting the Horn of Africa region and leading to massive population displacements both internally and to neighbouring countries. Enduring armed conflict in Somalia, civil conflict in the Somali region of Ethiopia, civil unrest due to a disarmament process in Karamoja, Uganda and violent clan clashes in North East Kenya among others lead to population displacements which are creating localized extra pressure on scarce natural resources.

In addition to the regional aspects of increased tensions and armed conflicts affecting the local population in a period of consecutive rains failure in a fragile environment; 2008 has seen also a major food price crisis which has severely affected the household economy of the same population. The World Bank has estimated that the inflation rate in Ethiopia in September 2008 reached 59.7%; in Somalia prices increased by almost an average of 200% for rice during the first half of 2008 and remained at record high levels⁷. In Nairobi (Kenya), the price of maize increased by 80% in 2008, the price of bean increased by almost 30% ,while in Djibouti, the cost of expenditure basket for poor household increased by 50% over the last year⁸. In Uganda, the cost of the staple food (maize and beans) rose by 50% in the first half of 2008⁹. Similar observations have been made in Eritrea, country which produces globally only 60%, in very good production years, of its food requirements cereal prices have increase by 60% to 230 % between January and September 2008 (source: WFP).

7 Source: Food Security Analysis Unit – Somalia (FSAU)

8 Source: Famine Early Warning Systems Network (FEWSNET)

9 Source: World Food Programme /IFPRI

This extra burden affected a population already very vulnerable in terms of economy¹⁰ and had direct consequences on coping mechanisms for the population in rural areas affected by drought: it reduced the possibility of income generation through temporary migration to urban areas during the drought period and reduced support capacity from relatives living in urban settlements compared to the previous years.

The situation of the population living in arid lands of the Greater Horn of Africa reaches a critical level: affected by negative effects of conflicts, population movement, consequence of high food prices and climatic hazards, the coping capacities of this population have been seriously eroded during the last year leaving then this population with little alternative than extreme coping mechanisms and high dependence on external and humanitarian aid to survive recurrent shocks such a drought.

Traditional – recurrent humanitarian responses to drought events have proved to suffer from serious deficiencies, ranging from a very late response compared to the onset of the event, to poor accuracy in matching the needs of the population¹¹. Adequate responses to drought should include specific actions protecting both lives and livelihood in a timely manner.

In front of this situation, DG ECHO¹² has taken a proactive strategy in order to address the identified gaps in the recurrent humanitarian responses to drought in the GHA region, involving in particular key regional stakeholders (UN agencies and NGOs with a regional approach) but also longer term development donors such as EC Delegations in drought management.

The involvement of regional stakeholders into drought cycle management starts to have positive effects:

- drought management pilot programmes at community level are used to draw lessons and outputs are disseminated¹³, raising the profile of needs related to drought management in the region and leading to initial increased involvement by international donors to support drought risk reduction actions;
- institutions working on emergency response and development programme, like FAO, start to integrate drought risk reduction aspects into development food security programme targeting arid lands, using outputs from drought risk reduction actions.

Regional actors and stakeholders not directly supported by the DG ECHO Regional Drought Decision are also becoming active in drought management, like UNOCHA who has created specific communication tools on pastoralist population in the Greater Horn of Africa.

The Drought Management Initiative (DMI) put in place by the EC Delegation in Kenya and the Northern Uganda Rehabilitation Programme (NUREP) put in place by the EC delegation in Uganda are both good example of a close collaboration to link relief, rehabilitation and development within the European Commission, and start to tackle drought hazards in specific regions with longer term funding.

The increased involvement of national authorities, of regional institutions and international donors into drought cycle management is however in its initial phases and has not yet reduced

10 53% of the population lives below poverty line in rural Somalia, 82% of the population in Karamoja (Uganda) lives below the poverty line, in Kenya 52% of the population lives with less than 2 USD/day and in Ethiopia 77.8% of the population lives with less than 2 USD/day.

11 Source: Overseas Development Institute

12 DG ECHO – Directorate General for Humanitarian Aid - ECHO

13 Ex: UNISDR report Building Disaster Resilient Communities: Good practices and lessons learnt - 2007

significantly the vulnerability to hazards and climatic shocks of the local population living in arid lands of the Greater Horn of Africa.

Efforts put in place by DG ECHO partners in the region since mid 2006 have participated in modifying humanitarian response to drought in the region in order to improve its timing (earlier response) and effectiveness (responses matching the needs of the beneficiaries); understanding better issues at stake regarding the need to mitigate the impact of drought to the assets of the local population.

Previous humanitarian actions in the region have resulted in increased access to water in arid areas, but localized and still leaving critical grazing areas inaccessible; have increased ownership by local communities, have also started to improve livestock health through community animal health workers networks. Coordination efforts have created positive synergies among the different humanitarian stakeholders in some but not all regions.

However, effective management of natural resource in migratory routes to improve access to water and pasture in time of drought, but also local disaster management components such as contingency planning design and application or early warning systems, have to be strengthened further to reinforce the resilience of the local population to drought events.

While a positive momentum starts to be created by combined efforts on implementation of a drought cycle management approach in the Greater Horn of Africa, pilot actions on drought management linked with advocacy and dissemination should be still pursued further so that the attention by regional actors to drought management could be transformed into effective strategies and policies to be implemented by development actors, the latter constituting a benchmark for an exit strategy by DG ECHO.

1.2. - Identified needs :

Approximately 12 million people living in arid land areas of the GHA face an increased risk of morbidity and mortality. The proposed Decision aims to address certain identified needs of the vulnerable, drought affected population living in arid areas. The present Decision will focus on the following five major areas of need: water and pasture, animal health and livelihood, human health and nutrition, mainstreaming of community preparedness, coordination and advocacy. The identified needs are:

1) Water and pasture.

Access to water in arid lands in the Greater Horn of Africa is mainly dependent on surface water storage systems (water pans, berkads) and few boreholes.

The last rains have stopped abruptly across the region and while intensity was high, causing local severe flooding and damaging existing infrastructures, the duration was well below average: within most areas the rains stopped at least three weeks before what would be considered as 'normal'. The replenishment of water sources is then extremely uneven, varying from very poor (water availability reduced by 25% to 75%¹⁴) to normal. In some regions (Ex. Marsabit and Kajiado in Kenya), water trucking has already started when this situation is not seen before March in average. In the best case of normal rainfalls in terms of quantity, the

14 IGAD Climate Prediction and Applications Centre (ICPAC)

shorter rain period led to create a longer dry period when water drawn usually during the rainy season has not been replenished.

Recovery of pasture is recognized to be very poor with many years of continued overgrazing beginning to show an exponential increase in impact as far as total environmental degradation is concerned. Rains could not then have had their full positive impact as grazing areas are globally reducing in surface.

The mix of localized heavy rains and short duration has a very negative impact on the rain fed agriculture activities, but also and in particular on the capacity of herders to move their livestock in search for pasture and water. Grazing areas may become inaccessible because of lack of water availability, leading to long distance to cross to reach new grazing areas. Increased pressure on fewer resources will also increase the tensions between communities, with a negative consequence by preventing further livestock movement.

Support is then needed in term of water supply to allow access to water for the population living in arid lands. Areas with population completely lacking of water for survival and recognized migratory routes should be targeted in priority in order to allow traditional herds movement to continue and access grazing areas. This would then help in reducing need for change of livelihood and sedentarisation of pastoralist that would lead to accelerated environmental degradation

2) Animal Health and livelihood support

The cumulative impact of now two to three seasons of poor performing rains on the recovery of animal herds, i.e. the backbone of pastoralist livelihoods is highly worrying. As an illustration, it is estimated that close to half of Somali's cattle herd perished during summer 2008 due to the prolonged dry spell (source: WFP). Similar situation has been observed in Northern Kenya, Central Somalia.

Outbreak of a highly virulent disease PPR (Peste des Petits Ruminants) in Kenya and Uganda has killed important number of small livestock (estimation of 500.000 animals' deaths in Kenya - Turkana district and Uganda, with 50.000 goats and sheeps dead in Karamoja alone). This is particularly important as the livestock herd composition has be altered dramatically over the last few decades and changed from cattle to sheep and goat.

Already weakened by successive dry spells, animal herds in the pastoralist areas in the Greater Horn of Africa have then reduced in size and saw their health conditions deteriorating. The size of the herds has however a major impact on the capacity to recover from adverse hazards (a higher quantity of animals will allow better possibilities to rebuild quickly a herd).

Important livestock movement will take place as herders will look for water and pasture. Should the drought persist, this movement will lead to higher concentration of livestock on fewer locations as water availability will decrease.

Animal health will become a critical factor to avoid explosive outbreaks in high animal concentration areas and in order to allow the livestock to travel as long distance as possible. The very low degree of education among the pastoralist population is leading to lack of knowledge about medicines for disease treatment. Existing animal health care systems such as Community Animal Health Workers should then be supported so that disease surveillance system and treatment capacities could be maintained.

Livestock representing the wealth of the herders, the deterioration of the health condition will have two major impacts: lower value for selling in exchange of water, of grain and higher death rate. Support should then be provided to pastorals so that they could extract as much value as possible from their livestock in order to keep their livelihood activities in conditions good enough to be able to recover quickly from drought.

3) Human Health and nutrition:

The poor recovery of animal herds reported is leading to low conception rates, reducing the quantity of lactating animals, and then the availability of milk. This already has an impact on nutrition rates as it comes in addition to poor performance in crop production due to combined effects of low rains in some areas, heavy rains in others and in particular in key harvesting areas leading to a high risk of significant post harvest losses in Kenya, but also Ethiopia (source: WFP).

Early indications of humanitarian stakeholders in the region show that malnutrition rates remain very high in a period where they should be decreasing, while initial food security assessments in Ethiopia but also in Kenya, Uganda, Somalia and Eritrea indicate high proportion of food insecure population: At least 37% of the population highly vulnerable to food insecurity in Eritrea (source: WFP), 1.4 million people already targeted by WFP in Kenya in rural poor areas affected by drought while 3.2 million people living in drought areas are highly food insecure (source: FEWSNET), 12 to 13 million people in Ethiopia are in need of external food assistance, be it through emergency food assistance or through the Productive Safety Net Programme and in Uganda WFP estimates that 0.9 million people will be in need of food assistance from early 2009 in Karamoja alone.

Drought manifesting itself by an acute lack of water availability, fewer functional water points will create higher concentration of population and then higher risk for water related diseases outbreaks while the high concentration of population weakened by the impact of drought could create adequate conditions for outbreaks of communicable diseases. Such outbreaks will affect particularly also children under five years old, and consequently a further increase in malnutrition rates, even though usually already very high in the region, can be expected.

Health education should be strengthened, early detection of human outbreaks and integration of local actions into the overall malnutrition activities should be reinforced to reduce the risk of large outbreaks and to allow quick reaction if needed.

4) Mainstreaming of community based drought preparedness activities

Natural hazards such as drought, floods and outbreaks are highly recurrent in the Horn of Africa and are often leading to major disasters, particularly as far as drought is concerned, both in terms of extension of the areas affected and in terms of high proportion of the population affected.

Even if efforts have been made to set up national and decentralized bodies for disaster management, (Ex: Disaster Prevention and Preparedness Bureau in regional states of Ethiopia; or the District Steering Groups in Kenya) and to design programmes targeting arid lands (Ex: Arid Land Projects in Kenya, Pastoralist Livelihood Initiative in Ethiopia), the resilience to drought of communities living in arid lands remains very low. This is due mainly to lack of effective community organisation in term of disaster management, contingency

planning not properly designed or applied, ineffective early warning systems (poor collection and/or transmission of information), lack of accurate mapping of the natural resources (water, fodder) but also unresolved conflict between communities, hindering use of productive grazing areas and preventing free movement of herds. Local disaster management components need then to be strengthened to better prepare the communities to the negative impact of drought events, as the exposure to drought will continue increasing with the higher frequency of drought hazards. Lessons learnt from past humanitarian responses should be taken into consideration and humanitarian actions should integrate a disaster risk reduction approach in their action.

The underlying causes of the vulnerability of the local population to drought are, as described above, structural problems coped with conjectural difficulties (ex: conflicts, poor management of the natural resource). Support to adequate management of natural resources (mainly water and pasture) in time of drought should be maintained in order to facilitate conflict resolution between communities and to allowing the continuation of the main coping mechanism of the population living in arid lands, the migration with herds.

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

The humanitarian response to drought has repeatedly suffered from deficiencies, as highlighted by different lessons learnt exercises (studies by Department For International Development - DFID, Oxfam, Overseas Development Institute - ODI), consisting mainly in very late response and implementation of activities not corresponding to priorities of the beneficiaries. A shift in the humanitarian approach and response to drought had to be put in place and has still to be strengthened, requiring then extra efforts to create appropriate synergies (coordination) while learning lessons from activities for replication (technical support and supervision, identification of good practices).

Knowledge and expertise on arid lands is very much present in the region through long existing technical organisations and institutions (Ex: International Livestock Research Institute, Kenya Agricultural Research Institute, etc...) and should be better used in the definition as well as implementation of the activities to reduce the risk for drought in arid lands. There is however still little dissemination at global level of the knowledge accumulated in the region on drought management and too little application by development decision makers of the recommendations made by the technical stakeholders on drought risk reduction.

With a view to creating linkages between Relief, Rehabilitation and Development, such a knowledge collection and dissemination, reinforced by advocacy activities to appropriate stakeholders, would however have very positive multiplier effect so that development policies could better take into consideration drought risk reduction priorities.

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 20 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) 0.8 million people in Uganda (Karamoja)

It is estimated that, due to several factors, about 60% of pastoralists and agro-pastoralists of the region are in need of humanitarian assistance. Even considering that the GHA countries are benefiting from humanitarian funding of DG ECHO¹⁵, the main value added of the Regional Drought Decision will consist in the continuation of the support to drought risk reduction combined with early responses and to the implementation of cross-border initiatives involving two or more countries of the GHA. These interventions will represent the majority of the RDD supported operations 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.

1.4. - Risk assessment and possible constraints :

- Security and access to the communities may be a major constraint in the working with the beneficiaries. This is of particular concern in large areas of Somalia, the Somali region of Ethiopia, parts of North East Kenya and the Karamoja region of Uganda. Different access constraints, more of a political nature, affect Eritrea which is becoming increasingly isolated.
- The logistical challenges of this should not be underestimated, especially in the vast areas with poor infrastructure that characterise the GHA, as they can impede timelines of the project deliverables.
- The capacity of FAO to provide technical inputs on the broad scope of drought preparedness interventions and to coordinate these interventions, if not maintained and improved can have a constraining effect on the coherence and complementarities of the drought response and preparedness actions.
- 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.
- The novelty of approach in terms of adequate planning of the interventions and involving community participation pose a challenge for success of the operations. To succeed and remain sustainable, the interventions will have to be based on strong community participation and involve local and national institutions, particularly as regards EWS and contingency planning components.
- Even if aiming at creating condition to link relief, rehabilitation and development, effective LRRD need a strong involvement from development actors. 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. Furthermore, in pastoralist areas, governance issues have been overlooked and national legislative instruments fail to reflect the voice of pastoralists. There is

15 In the frame of the EC Humanitarian and the Food Aid budget lines

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.

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 strengthening capacity to respond to recurrent droughts in the affected areas of the Greater Horn of Africa countries (Djibouti, Eritrea, Ethiopia, Kenya, Somalia and Uganda)

Specific objectives:

- To contribute to alleviating the impact of the current drought and frequent drought cycles on targeted vulnerable local communities.
- To coordinate partners' operations and increase advocacy on drought risk reduction in the drought affected areas of the Greater Horn of Africa.

2.2. - Components :

In front of the situation described in term of needs and the lessons learnt from past interventions, DG ECHO has changed its approach in the Horn of Africa in order to improve the quality of the humanitarian response to drought events so that it would match better the needs of the population affected by drought disasters: drought risk reduction is now considered as the core strategy for DG ECHO in the Horn of Africa, supporting continued and comprehensive actions to allow timely and effective humanitarian responses in order to reduce the impact of droughts on the main asset (livestock, agriculture) of the local population.

The approach promoted aims at contributing to the reduction of competition for access to natural resources, at supporting the most vulnerable population affected by recurrent hazards such as droughts in arid areas of the region, but also at integrating a disaster risk reduction approach into actions implemented in the Horn of Africa, being either short term or longer term. It will therefore participate into the EU strategy on the Horn of Africa¹⁶ and in particular its third pillar¹⁷.

The current decision completes therefore the actions already put in place by DG ECHO in the region: the population affected by high rates of malnutrition and high level of food insecurity are being supported through specific DG ECHO food assistance and emergency food security projects; while recurrent epidemics and outbreaks, population movement (EX: IDP camps, refugee camps, etc...) and the population affected by conflicts are being supported through projects funded under DG ECHO emergency decisions and global plans.

¹⁶ See Communication from the European Commission to the council and the European Parliament COM (2006) 601: Strategy for Africa: An EU regional political partnership for peace, security and development in the Horn of Africa

¹⁷ Improved policies and programmes to address competition in natural resources including development of regional food security strategies and reduce pastoralist related conflict, enhanced governance and co-operative management of freshwater resources.

1. *Water, sanitation and hygiene*

Water source mapping and natural resource mapping, water supply activities (including water trucking under specific conditions)¹⁸, emergency rehabilitations and spare parts supply, maintenance and reparation of borehole and critical water points, strategic positioning of new water points, strategic use of water bladder reservoirs, construction and rehabilitation of water points if possible using cash-for-work scheme.

Improved sanitation and water treatment in areas of high concentration of population

Support disaster risk reduction institutions in their approach to water management, community training, building capacity of local institutions, support existing early warning systems to become more effective, strengthening local governments' involvement, mainstreaming conflict sensitivity,

One of the aims of water supply activities as well as of the support to the communities will be to keep access to natural resources as open as possible. A specific attention will then be given in supporting activities building good relationship between communities in arid lands so that tensions erupting as a consequence of needed access to grazing areas and water points could be addressed in term of conflict risk reduction (preparedness, mitigation).

Lessons learnt to improve preparedness using in particular communities' knowledge,

2. *Animal health and short term livelihood support*

De-stocking and limited restocking, support drug supply systems (assessing the possibility to engage the private sector), support to possible well targeted vaccinations activities, support to livestock census.

Support and train community animal health workers; in particular for animal disease surveillance and treatment. Support to disease surveillance system.

Provision of inputs for small scale well adapted agricultural inputs for agro-pastoralist communities.

3. *Human health and nutrition*

Within the overall response to drought:

Short term water supply and sanitation for health structures

Short term and small scale response to water-borne and communicable diseases

¹⁸ Water trucking should be kept as an exceptional temporary support. Some conditions could be: 1- an emergency situation declared officially; 2- the presentation of an exit strategy before starting water trucking; 3- the presentation of evidences of acute water shortage (Ex: less than 5l/p/d for human consumption); 4- water trucking can be foreseen also to keep requirement for minimum livelihood (i.e minimum stock of animal alive) but only if accompanied by de-stocking activities; 5- it should be accompanied by investment in rehabilitation/improvement of water points to avoid dependency. It should target health structures

Support early disease detection and treatment as well as integration of actions into overall nutrition activities, including community participation.

Capacity building of the communities, preparing them to handle health impact of drought, support and strengthen existing health structures.

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

Strengthen and support FAO coordination efforts, improve the methodology, coordination and technical supervision of partners' operations; and strengthen advocacy and awareness raising to other stakeholders and decision makers in the drought affected areas of the Greater Horn of Africa

3 - Duration expected for Actions in the proposed Decision:

Building on the achievements of the previous regional drought funding decision, the duration for the implementation of this Decision shall be 12 months in order to allow a proper continuation of the actions support by DG ECHO under the current Regional Drought Decision in the Greater Horn of Africa and to consolidate the outputs before their analysis.

Humanitarian Actions funded by this Decision must be implemented within this period.

Expenditure under this Decision shall be eligible from 1 July 2009.

Start Date: 1 July 2009

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 Actions.

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 DJIBOUTI/ERITREA/ETHIOPIA/KENYA/SOMALIA/UGANDA

Decision Number	Decision Type	2007 EUR	2008 EUR	2009 EUR
ECHO/-AF/EDF/2007/01000 (*)	Non Emergency	0		
ECHO/-FA/BUD/2007/01000 (*)	Non Emergency	20,000,000		
ECHO/-FA/BUD/2007/02000 (*)	Non Emergency	11,000,000		
ECHO/ERI/BUD/2007/01000	Non Emergency	6,000,000		
ECHO/ETH/BUD/2007/01000	Non Emergency	5,000,000		
ECHO/KEN/BUD/2007/01000	Non Emergency	5,000,000		
ECHO/SOM/BUD/2007/01000	Emergency	4,000,000		
ECHO/SOM/BUD/2007/02000	Global Plan	10,000,000		
ECHO/UGA/BUD/2007/01000	Global Plan	13,000,000		
ECHO/UGA/BUD/2007/02000	Emergency	3,000,000		
ECHO/-FA/BUD/2008/01000 (*)	Non Emergency		39,134,160	
ECHO/-FA/BUD/2008/02000 (*)	Non Emergency		9,865,840	
ECHO/-FA/BUD/2008/03000 (*)	Emergency		40,600,000	
ECHO/-HF/BUD/2008/01000 (*)	Non Emergency		30,000,000	
ECHO/ERI/BUD/2008/01000	Non Emergency		4,000,000	
ECHO/ETH/BUD/2008/01000	Non Emergency		4,000,000	
ECHO/KEN/BUD/2008/01000 (*)	Emergency		5,500,000	
ECHO/SOM/BUD/2008/01000	Global Plan		13,000,000	
ECHO/SOM/BUD/2008/02000	Emergency		7,797,000	
ECHO/UGA/BUD/2008/01000	Global Plan		12,000,000	
ECHO/UGA/BUD/2008/02000	Non Emergency		2,000,000	
ECHO/KEN/BUD/2009/01000	Non Emergency			3,000,000
Subtotal		77,000,000	197,897,000	3,000,000
Grand Total		277,897,000		

Dated : 27 January 2009

Source : HOPE

(*) decisions with more than one country

5 - Overview of donors' contributions

Donors in DJIBOUTI/ERITREA/ETHIOPIA/KENYA/SOMALIA/UGANDA the last 12 months					
1. EU Members States (*)		2. European Commission		3. Others	
	EUR		EUR		EUR
Austria	1,864,000	DG ECHO	171,100,000		
Belgium	4,200,000	Other services	325,000,000		
Bulgaria					
Cyprus					
Czech republic	120,000				
Denmark	16,106,133				
Estonia	51,129				
Finland	7,500,000				
France	10,011,622				
Germany	19,099,128				
Greece	1,100,000				
Hungary					
Ireland	11,357,819				
Italy	19,125,300				
Latvia					
Lithuania					
Luxemburg	2,808,403				
Malta					
Netherlands	49,905,378				
Poland	30,000				
Portugal					
Romania					
Slovakia					
Slovenie					
Spain					
Sweden	25,787,881				
United kingdom	75,057,013				
Subtotal	244,123,806	Subtotal	171,100,000	Subtotal	0
		Grand total	415,223,806		

Dated : 27 January 2009

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

(**) Pro-rata of the 10th European Development Funds allocations (A and B envelopes) of the HoA countries for the period 2007-2013

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 10,000,000

6.2. - Budget breakdown by specific objectives

Principal objective: <i>To save lives, alleviate human suffering and pave the way for longer-term development actions by reducing vulnerability and strengthening capacity to respond to recurrent droughts in the affected areas of the Greater Horn of Arica countries (Djibouti, Eritrea, Ethiopia, Kenya, Somalia and Uganda)</i>				
Specific objective	Allocated amount by specific objective EUR)	Geographical area of operation	Activities	Potential partners
Specific objective 1: To contribute to alleviating the impact of the current drought and frequent drought cycles on targeted vulnerable local communities.	9,000,000	Greater Horn of Africa	<ul style="list-style-type: none"> • Water: Water sources and natural resource mapping, water supply activities; rehabilitations; maintenance and reparation of critical water points, strategic positioning of new water points, strategic use of water bladder reservoirs, construction and rehabilitation of water points if possible using cash-for-work scheme. Improved sanitation and water treatment in areas of high concentration of population..Support disaster risk reduction institutions • Animal Health: De-stocking and limited restocking, support drug supply systems, support to targeted vaccinations activities, support to live-stock census. Support and train community animal health workers; in particular for animal disease surveillance and treatment. Support to disease surveillance system. Provision of inputs for small scale well adapted agricultural inputs for agro-pastoralist communities. 	<ul style="list-style-type: none"> - ACF - FRA - ACH- ESP - ACTED - ACTIONAID - AVSI - CAFOD - CARE - UK - CARITAS - DEU - CHRISTIAN AID - UK - CONCERN WORLDWIDE - COOPI - CORDAID - CROIX-ROUGE - DNK - DANCHURCHAID - DNK - FAO - FIDA - GERMAN AGRO ACTION - GOAL - ICRC-CICR - IFRC-FICR - IRC - UK - ISLAMIC RELIEF - MEDAIR UK - MERLIN - MSF - ESP - MSF - NLD - OXFAM - UK - PA_05 - SAVE THE CHILDREN - UK - SOLIDARITES - UNICEF - VSF - BE - VSF G - WFP-PAM - WORLD VISION - UK - WORLD VISION DEU - WVN

Principal objective: <i>To save lives, alleviate human suffering and pave the way for longer-term development actions by reducing vulnerability and strengthening capacity to respond to recurrent droughts in the affected areas of the Greater Horn of Arica countries (Djibouti, Eritrea, Ethiopia, Kenya, Somalia and Uganda)</i>				
Specific objective	Allocated amount by specific objective (EUR)	Geographical area of operation	Activities	Potential partners¹⁹
			<ul style="list-style-type: none"> • Human Health: Short term water supply and sanitation for health structures. Short term and small scale response to water-borne and communicable diseases Support early disease detection and treatment as well as integration of actions into overall nutrition activities, including community participation. Capacity building of the communities, preparing them to handle health impact of drought, support and strengthen existing health structures. 	
Specific objective 2: To coordinate partners' operations and increase advocacy on drought risk reduction in the drought affected areas of the Greater Horn of Africa.	1,000,000	Greater Horn of Africa	<ul style="list-style-type: none"> • Strengthen and support FAO, improve the methodology, coordination and technical supervision of partners' operations and strengthen advocacy and awareness raising to other stakeholders. 	<ul style="list-style-type: none"> - FAO - OCHA - UNDP-PNUD - OXFAM UK
TOTAL:	10,000,000			

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ACCION CONTRA EL HAMBRE, (ESP), ACTION CONTRE LA FAIM, (FR), ACTIONAID, AGENCE D'AIDE A LA COOPERATION TECHNIQUE ET AU DEVELOPPEMENT, (FR), ARTSEN ZONDER GRENZEN (NLD), ASSOCIAZIONE VOLONTARI PER IL SERVIZIO INTERNAZIONALE (ITA), 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), DANCHURCHAD (DNK), DANSK RODE KORS, (DNK), DEUTSCHE WELTHUNGERHILFE e.V GERMAN AGRO ACTION (DEU), DEUTSCHER CARITASVERBAND e.V, (DEU), FEDERATION INTERNATIONALE DES SOCIETES DE LA CROIX-ROUGE ET DU CROISSANT ROUGE, FOLKEKIRKENS NODHJALP, (FKN), Fida International ry (Formerly: Finnish Free Foreign Mission/LKA), GOAL, (IRL), ISLAMIC RELIEF WORLDWIDE, International Rescue Committee UK, MEDAIR UK (GBR), MEDICAL EMERGENCY RELIEF INTERNATIONAL (GBR), MEDICOS SIN FRONTERAS (E), OXFAM (GB), PRACTICAL ACTION LIMITED, SOLIDARITES, (FR), Stichting World Vision Nederland, THE SAVE THE CHILDREN FUND (GBR), Tierärzte ohne Grenzen e.V (VSF G), UNICEF, UNITED NATIONS - FOOD AND AGRICULTURE ORGANIZATION, Vétérinaires Sans Frontières- Belgique - Dierenartsen Zonder Grenzen - Belgium, WORLD FOOD PROGRAM, WORLD VISION - UK, WORLD VISION (DEU)

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 Actions financed by the Community in order to establish whether they have achieved their objectives and to produce guidelines for improving the effectiveness of subsequent Actions." 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/policies/evaluation/introduction_en.htm.

8. 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/about/actors/partners_en.htm.

For International Organisations identified as potential partners for implementing the Decision, actions will be managed under joint management.

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.