



COMMISSION OF THE EUROPEAN COMMUNITIES

Brussels
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COMMISSION DECISION

of

**on the financing of humanitarian Actions from the general budget of the European
Communities in Yemen (North)**

(ECHO/YEM/BUD/2009/01000)

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THE COMMISSION OF THE EUROPEAN COMMUNITIES,

Having regard to the Treaty establishing the European Community,
Having regard to Council Regulation (EC) No.1257/96 of 20 June 1996 concerning humanitarian aid ¹, and in particular Article 2 and Article 15(2) thereof:

Whereas:

- (1) The fighting occurred in May to July 2008 between the Government forces and the Believing Youth movement, which spread throughout the entire Sa'ada region and to neighbouring provinces, has caused, *inter alia*, large-scale population displacement; lost livelihoods; and extensive destruction or damage to private housing, farms and basic infrastructure. Severe food shortages have been observed in some communities affected by the hostilities.
- (2) By the end of October 2008, the population in the camps hosting IDPs in Sa'ada had declined from 14,000 to less than 7,000, which made it possible to close two of the six camps. Nevertheless, many displaced people are still staying with host families in Sa'ada town, as they cannot yet return to their home areas. Many of those who do return find their houses damaged or destroyed by the fighting and need emergency assistance to re-start their livelihoods.
- (3) It is necessary to provide assistance to the returnees as they have difficult access to food, clothes, medicine, school necessities for the children, shelter, water, farming and kitchen materials.
- (4) To reach populations in need, aid should be channelled through Non-Governmental Organisations (NGOs), or International Organisations including United Nations (UN) agencies. Therefore the European Commission should implement the budget by direct centralized management or by joint management.
- (5) 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.
- (6) It is estimated that an amount of EUR 1,000,000 from budget article 23 02 01 of the general budget of the European Communities is necessary to provide humanitarian assistance to over 50,000 persons (internally displaced people and returnees), taking

¹ OJ L 163, 2.7.1996, p. 1.

into account the available budget, other donors' contributions and other factors. Therefore the activities covered by this Decision may be financed in full in accordance with Article 253 of the Implementing Rules of the Financial Regulation.

- (7) 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.

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 1,000,000 for humanitarian aid assistance to victims of the conflict in North Yemen by using budget article 23 02 01 of the 2009 general budget of the European Communities.
2. In accordance with Article 2 of Council Regulation No.1257/96, the humanitarian Actions under this Decision shall be implemented in the pursuance of the following specific objective:

- to provide relief assistance to the population affected by the armed confrontations in North Yemen.

The full amount of EUR 1,000,000 is allocated to this specific objective.

Article 2

1. The duration for the implementation of this Decision shall be for a maximum period of 12 months, starting on 1 January 2009.
2. Expenditure under this Decision shall be eligible from 1 January 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 3

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

² OJ L 248, 16.9.2002, p.1.

³ OJ L 357, 31.12.2002, , p.1.

⁴ Commission Decision of 5.3.2008, C/2008/773

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 4

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: Humanitarian aid assistance to victims of the conflict in North Yemen

Location of Action: Yemen (North)

Amount of Decision: EUR 1,000,000

Decision reference number: ECHO/YEM/BUD/2009/01000

Supporting Document

1 - Rationale, needs and target population.

1.1. - Rationale :

Since 2004, there is an ongoing conflict in the Northern Governorate of Sa'ada⁵, located 240 km from the country capital, Sana'a, between the central government and local tribes, with periods of intensive fighting followed by long spells of negotiations and relative peace.

The rebellion is fuelled by local grievances over economic marginalisation, market access and the lack of infrastructure in Sa'ada governorate. The rebellion is led by the charismatic "Houthy" family who are Zaydis and practice a Shi'a Islam, prevalent in Northern Yemen highlands. Houthis followers (also referred as "Believing Youth") call for freedom of worship and social justice. They accuse the government of corruption and of meddling with the delicate religious balance between Zaydi Shi'a and Salafi Sunnis. They are alarmed by President Saleh's perceived support for Salafi groups aligned with Saudi-style Wahhabi Islam.

Despite positive hopes brought by the Qatari mediation in 2007 and in February 2008, this protracted crisis evolved into an open forgotten conflict following the bombing of Salman Mosque in Sa'ada city on 2 May 2008 which was followed by 3 months of intensive fighting which for the first time spread from the Northern governorate of

⁵ 700,000 people.

Sa'ada to as far as the Northern suburb of Yemeni capital Sana'a in an area named Bani Husheish.

In early August 2008, state-run media reported that rebel leader Abdel Malik al-Houthy had accepted the terms of President Saleh's offered cessation of hostilities. Rebels agreed to surrender their strategic mountain-top positions and hand over their heavy and medium weapons to the authorities. However, tensions and regular clashes have persisted on the ground and state authority is merely confined to the city of Sa'ada while several of surrounding districts as well as large portions of the main road Sana'a – Sa'ada remain under al-Houthy control. Local observers doubt that the cessation of hostilities will hold and suspect that parties to the conflict are rearming with a potential risk of renewed open conflict. The elections have now been postponed. EU is calling for a clear roadmap to move ahead towards a necessary political agreement between all parties.

At the peak of the hostilities, more than 14,000 people were living in six IDP camps in Sa'ada city and many more civilians fled their homes in conflict areas to other parts of Sa'ada province. In August, people started returning to their villages. Throughout the entire Sa'ada region and areas of neighbouring provinces, agricultural production was severely disrupted by the destruction of farmland and irrigation systems, and some areas of Sa'ada province suffered food shortages.

In response to the consequences of the 2 May 2008 bombing and the beginning of the fights, DG ECHO mobilised EUR 1,000,000 to provide immediate relief assistance to the Internally Displaced People (IDP). This operation, which was implemented by ICRC, provided food rations and non food items to 39,000 IDP and returned people.

On the basis of the assessment made by ICRC end 2008, it appears that IDP's and returnees still need to be supported with food assistance and economic security operations.

1.2. - Identified needs :

A needs assessment conducted by ICRC indicates that most of the displaced persons had returned to their destroyed home during the last quarter of 2008. The population in the camps hosting internally displaced people in Sa'ada city had declined to less than 7,000 by the end of 2008, which made it possible to close two of the six existing camps.

In many cases, a family which returns to its place of origin will soon have to host several more returnee families (direct relatives or friends) whose houses have been destroyed. For some partially destroyed yet still habitable houses, tarpaulin can be used as groundsheet or to cover damaged walls. It is crucial that assistance be provided within the first few months after the return since it is during that time period that the vulnerability of the returnees is higher and that they face most of the problems to regain a level of self-sufficiency.

Returnees suffer from a lack of access to food, medicine, and do not have the necessary financial resources to repair their house and to purchase agricultural inputs.

1.3. - Target population and regions concerned :

The beneficiaries targeted by this financial decision is the population affected by the North Yemen (Sa'ada Governorate) conflict and composed of:

- displaced persons in Sa'ada camps and host families⁶
- host families of the IDP
- returnees⁷
- temporally re-settled (secondary displacement)

7,500 households, corresponding to more than 50,000 final beneficiaries, will be assisted

1.4. - Risk assessment and possible constraints :

The most serious constraints seen in the implementation of operations funded by this decision are the following:

- Deterioration of the security situation limits the access of Humanitarian Organisations.
- Resumption of hostilities hampers the work of humanitarian organisations.
- Access to vulnerable groups is restricted by the parties in conflict.

2 - Objectives and components of the humanitarian intervention proposed:

2.1. - Objectives :

Principal objective:

To save and preserve lives of the population affected by the conflict in Yemen

Specific objectives:

To provide relief assistance to the population affected by the armed confrontations in North Yemen.

2.2. - Components :

- Food assistance (food rations distribution) with short-term food security
- Livelihood support (cash for work project)
- Temporary shelter,
- Non food items: distribution of kitchen sets, hygiene and household kits;
- Distribution of agricultural inputs.

Any other integrated relief activity deemed necessary.

⁶ 1,095 IDP families / 7,665 individuals in Sa'ada tent camps and 6,178 IDP families / 43,246 individual IDPs in host families registered by WFP - Sa'ada update of 11.01.2009

⁷ 1,304 returnee families / 9,128 individuals registered by WFP – Sa'ada update of 11.01.2009

At the time of this decision preparation, DG ECHO has only identified ICRC as potential partner for the implementation of this decision. Funding of ICRC humanitarian action will be decided on the basis of the assessment of the project proposal presented by ICRC. Moreover, DG ECHO will continue to monitor the situation on the ground in order to ensure the most adequate response, including the inclusion of other Humanitarian Organisations should it be necessary for attaining the objective of this decision.

3 - Duration expected for Actions in the proposed Decision:

The duration for the implementation of this Decision shall be 12 months.

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

Expenditure under this Decision shall be eligible from 1 January 2009

Start Date : 1 January 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 YEMEN				
Decision Number	Decision Type	2007 EUR	2008 EUR	2009 EUR
ECHO/YEM/BUD/2007/01000	Non Emergency	990,000		
ECHO/YEM/BUD/2008/01000	Emergency		1,000,000	
ECHO/YEM/BUD/2008/02000	Emergency		600,000	
ECHO/YEM/BUD/2008/03000	Non Emergency		500,000	
	Subtotal	990,000	2,100,000	0
	Grand Total	3,090,000		

Dated : 12 February 2009
Source : HOPE

5 - Overview of donors' contributions

Donors in YEMEN the last 12 months					
1. EU Members States (*)		2. European Commission		3. Others	
	EUR		EUR		EUR
Austria		DG ECHO	2,100,000		
Belgium		Other services			
Bulgaria					
Cyprus					
Czech republic					
Denmark					
Estonia					
Finland					
France					
Germany	950,000				
Greece	50,000				
Hungary					
Ireland					
Italy	1,550,000				
Latvia					
Lithuania					
Luxemburg					
Malta					
Netherlands	2,000,240				
Poland					
Portugal					
Romania					
Slovakia					
Slovenie					
Spain					
Sweden	370,255				
United kingdom					
Subtotal	4,920,495	Subtotal	2,100,000	Subtotal	0
		Grand total	7,020,495		

Dated : 12 February 2009

(*) Source : DG ECHO 14 Points reporting for Members States. <https://webgate.ec.europa.eu/hac>
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 1,000,000

6.2. - Budget breakdown by specific objectives

Principal objective: <i>To save and preserve lives of the population affected by the conflict in Yemen</i>				
Specific objectives	Allocated amount by specific objective (EUR)	Geographical area of operation	Activities	Potential partners⁸
Specific objective 1: To provide relief assistance to the population affected by the armed confrontations in North Yemen.	1,000,000	North Yemen	Food assistance (Food and agricultural inputs distribution). Temporary Shelter Non food items distribution Livelihood support (cash for works)	- ICRC-CICR
TOTAL:	1,000,000			

⁸ COMITE INTERNATIONAL DE LA CROIX-ROUGE (CICR)

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.