



EUROPEAN COMMISSION

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COMMISSION DECISION

of

**on the financing of humanitarian actions in West Africa from the 10th European
Development Fund**

(ECHO/-WF/EDF/2010/01000)

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on the financing of humanitarian actions in West Africa from the 10th European Development Fund

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THE EUROPEAN COMMISSION,

Having regard to the Treaty on the Functioning of the European Union,

Having regard to the ACP-EC Partnership Agreement signed in Cotonou on 23 June 2000 and in particular Article 72 thereof,

Having regard to Council Regulation (EC) No 617/2007 of 14 May 2007 on the implementation of the 10th European Development Fund under the ACP-EC Partnership Agreement and in particular Articles 5.4 and 8 thereof¹

Whereas:

- (1) The food crisis in the Sahel is deepening with an increasing caseload of vulnerable people in need of urgent humanitarian assistance. It is now estimated that up to 10 million people in Niger and Chad alone require emergency assistance to survive through the current hungry period until the next harvest in November. Continued reports of levels of Global Acute malnutrition above the emergency threshold in the north east of Burkina Faso and in parts of the northern regions of Nigeria also give cause for alarm;
- (2) Both the governments of Niger and Chad have declared an emergency and asked for international assistance. For Niger alone the funding gap is estimated by the Government at EUR 91,000,000;
- (3) 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;
- (4) For the purposes of this Decision, the West African countries involved are Burkina Faso, Chad, Niger and Nigeria;
- (5) An assessment of the humanitarian situation leads to the conclusion that humanitarian aid actions should be financed by the European Union for a period of 18 months;
- (6) The use of the 10th European Development Fund is necessary as all the funds for African, Caribbean and Pacific (ACP) countries in the general budget are entirely allocated.

¹ OJ L152 of 13.06.2007, p.1.

- (7) It is estimated that a total amount of EUR 24,000,000 from the Allocations for Unforeseen Needs (B-envelopes) of the 10th European Development Fund in Burkina Faso (EUR 2,000,000), Chad (EUR 5,000,000), Niger (EUR 15,000,000) and Nigeria (EUR 2,000,000) is necessary to provide humanitarian assistance to populations affected by the food crisis in the Sahel zone of West Africa. Although as a general rule actions funded by this Decision should be co-financed, the Authorising Officer, in accordance with Article 103.3 of the Financial Regulation applicable to the 10th EDF², together with Article 253 of the Implementing Rules of the Financial Regulation applicable to the general budget of the European Union³, may agree to the full financing of actions;
- (8) In accordance with Article 11 (3) of Council Regulation (EC) No 617/2007 the EDF Committee gave a favourable opinion on 26 May 2010.

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 24,000,000 from the 10th European Development Fund for humanitarian aid actions in response to the food crisis in the Sahel zone in West Africa.
2. In accordance with Article 72 of the ACP-EU Partnership Agreement, the principal objective of this Decision is to provide humanitarian assistance to vulnerable populations affected by the food crisis in the Sahel zone of West Africa. The humanitarian aid actions shall be implemented in the pursuance of the following specific objective(s):
 - to improve the humanitarian situation of vulnerable people affected by the food crisis in Niger by providing multi-sector assistance
A total of EUR 15 000 000 is allocated to this specific objective.
 - to improve the humanitarian situation of vulnerable people affected by the food crisis in Chad by providing multi-sector assistance
A total of EUR 5 000 000 is allocated to this specific objective.
 - to improve the humanitarian situation of vulnerable people affected by the food crisis in Burkina Faso by providing multi-sector assistance
A total of EUR 2 000 000 is allocated to this specific objective.
 - to improve the humanitarian situation of vulnerable people affected by the food crisis in Nigeria by providing multi-sector assistance
A total of EUR 2 000 000 is allocated to this specific objective.

² OJ L 78 of 19.03.2008, p.1.

³ OJ L 357 of 31.12.2002, p.1.

Article 2

1. The period for the implementation of the Actions financed under this Decision shall start on 1 April 2010 and shall run for 18 months. Eligible expenditure shall be committed during the implementing period of the Decision.
2. If the implementation of individual actions is suspended owing to force majeure or other exceptional circumstances, the period of suspension shall not be taken into account in the implementing period of the Decision in respect of the Action suspended.
3. In accordance with the contractual provisions ruling the Agreements financed under this Decision, the Commission may consider eligible those costs arising and incurred after the end of the implementing period of the Action which are necessary for its winding-up.

Article 3

1. As a general rule, Actions funded by this Decision should be co-financed.
The Authorising Officer by delegation, in accordance with Article 103.3 of the Financial Regulation applicable to the 10th EDF, together with Article 253 of the Implementing Rules of the Financial Regulation applicable to the general budget of the European Union, may agree to the full financing of actions when this will be necessary to achieve the objectives of this Decision and with due consideration to the nature of the activities to be undertaken, the availability of other donors and other relevant operational circumstances.
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 and International organisations.
3. The Commission shall implement the budget:
 - * either by direct centralised management, with Non-governmental Organisations;
 - * or by joint management with International Organisations that are signatories to the Framework Partnership Agreements (FPA) or to the Financial Administrative Framework Agreement (FAFA) with the UN and which were subject to the four pillar assessment in line with Article 29 of the Financial Regulation applicable to the 10th EDF.

Article 4

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

Done at Brussels,

For the Commission

Member of the Commission



**Humanitarian Aid Decision
EDF10 (FED 10)**

Title: Commission Decision on the financing of humanitarian Actions in West Africa from the 10th European Development Fund

Description: Humanitarian aid in response to the food crisis in the Sahel

Location of Action: West Africa

Amount of Decision: EUR 24,000,000

Decision reference number: ECHO/-WF/EDF/2010/01000

Supporting Document

1 - Rationale, needs and target population.

1.1. – Rationale

The food crisis in the Sahel region of West Africa is deepening with an increasing caseload of vulnerable people in need of urgent humanitarian assistance. It is now estimated that up to 10 million people in Niger and Chad alone require emergency assistance to survive through the current hungry period until the next harvest in November. Both the governments of Niger and Chad have declared an emergency and asked for international assistance. For Niger alone the funding gap is estimated by the Government at EUR 91 million¹. Acute malnutrition rates also continue to remain high (over the emergency threshold) in both Burkina Faso and in the northern regions of Nigeria and there is concern at the impact of continued high food prices and possible food scarcity in some areas on the most vulnerable populations.

Estimates of the shortfall in food production as a result of the erratic rains at the end of 2009 show a deficit of at least over 30% in Niger (and recent reports indicate that this may be a conservative figure) and over 34% in Chad. These estimates were validated at the recent

¹ Formal request to the European Union for emergency assistance (Note Verbal from the Embassy of the Republic of Niger, Brussels 29 March 2010). Reference is made to the government's 'Plan de Soutien' as presented to the international community in Niamey early March 2010.

CILSS/ ECOWAS² regional consultative meeting on the current food security and nutrition situation in the Sahel and West Africa region where a warning was issued on the extent of the crisis and on the millions of people that are severely affected by the food shortfalls. For the pastoralist communities in particular the situation has been aggravated by the enormous shortfall this agricultural season in the production of fodder (deficit of up to 70% or 16 million tons in Niger alone). This is having a dramatic impact on livelihoods and coping mechanisms. The traditional transhumance started very early and a massive destocking of herds has started with consequent lowering of meat prices and the value of animals. There is growing competition for rapidly reducing grazing lands and for scarce water points with the consequent risk of conflicts. Estimates of food production in Burkina Faso and in northern Nigeria show many pockets of deficit production but the scale is considered less than in Niger and Chad and existing stocks and government reserves are currently considered adequate to meet most of the food needs of the most vulnerable. DG ECHO³ action in these countries will concentrate in particular on the most vulnerable pastoralist communities.

A massive migration of families seeking casual labour opportunities has started. Schools in outlying areas are reported to be mostly empty and a large influx of needy rural families into urban areas is being recorded. Work opportunities are however very scarce and when available are poorly paid. Average daily wages are 20% down on normal years. This is linked both to the extra supply of available workers but also to the impact of the international economic crisis on the Sahel economies and the substantial diminution in the remittances sent home by expatriate workers.

The impact of the current food and fodder deficits has also to be placed in the context of continued high food prices in the Sahel region (+20% above the last 5-year average for key commodities) and the resulting inadequate access to adequate and appropriate foods for an increasing proportion of the most vulnerable population in some of the poorest countries in the world (Niger, Chad and Burkina Faso are ranked towards the bottom of the UN Human Development Index).

Another factor is that in all of these countries, inadequate availability of and access to basic health services, potable water and poor health and nutrition practices are fuelling appalling health indicators and high levels of chronic and acute malnutrition. None of these countries are achieving the Millennium Development Goals (MDG) of reducing food insecurity, and infant and maternal mortality. In all of them, Global Acute Malnutrition (GAM) rates remain stubbornly high with in several areas peaks of well over the 15% emergency threshold being recorded. UNICEF estimate that 300,000 children under the age of five die each year in the Sahel from malnutrition and related causes.

On the positive side, current regional trade flows continue to be favourable for the moment for Niger in particular due to relatively strong local regional Franc CFA currency (linked to the EUR) compared to the Nigerian Naira. The relatively good cereals harvest in some West African countries (especially the coastal states) means that there is good local availability of

² CILSS (Comité permanent Inter-Etats de Lutte contre la Sécheresse dans le Sahel), ECOWAS (Economic community of West African States). Regional meeting on the food and nutrition situation in the Sahel and in West Africa held in Lomé (Togo) from 30 March to 1 April 2010; The meeting estimates the number of people in a critical state of vulnerability to be 2.7 million in Niger with a further 5.1 million in need of longer-term assistance and reports that 2 million people in Chad require emergency aid. (<http://www.food-security.net/actualites.php?id=1114>)

³ Directorate General for Humanitarian Aid and Civil Protection - ECHO

notably maize which is the replacement commodity of choice for millet. Reduced industrial demand for staple commodities in Nigeria following the global economic slow-down has also reduced demand. However, the extent of the potential impact of large scale malnutrition in northern Nigeria which has a very large population needs not to be underestimated.

The availability of such stocks provides an opportunity for countries in West Africa to transfer commodities such as maize from high surplus areas to neighbouring countries that are in deficit through loan or purchase agreements. For land-locked Niger this may be the only timely option left to redress the significant food deficits.

This context also indicates that an appropriate humanitarian aid approach should be to support cash or voucher interventions to the benefit of the most vulnerable populations in areas where produce is still available at reasonable prices on local markets through the commercial circuits. This is a cost-effective measure to improve access and availability to food and at the same time provide direct support to small food producers.

Imported cereals, albeit expensive, currently account for 80 to 90% of the cereals still available on markets in Niger in particular. A continued cross border flow of commodities is vital to ensure availability. But unfortunately there are signs that some governments intend to protect their own food security by blocking food exports. This was done by Burkina Faso and Mali in previous years. The risk that this poses to neighbouring countries with serious food deficits has been underlined in the recent OECD/ Club de Sahel network⁴ calls for a strict respect of the free flow of goods by the CILSS and ECOWAS countries and for a national and regional management food reserves, including lending arrangements to countries with a production deficit.

Based upon lessons learned from the 2005 Niger crisis, DG ECHO has implemented a Sahel strategy since 2007 which is built on 3 pillars:

1. Improving the knowledge base of the multi-sector causes of under-nutrition and measures to improve nutrition early warning systems,
2. Support for innovative, pilot and replicable activities to demonstrate that under-nutrition can be tackled successfully and sustainably,
3. Advocacy and awareness building to put under-nutrition higher up the agenda for priority action by government and development partners.

In the 3 years from 2007 to 2009, DG ECHO committed over EUR 70,000,000 to this strategy through a series of Global Plans. Considerable progress has been made both in responding to the caseload of children at risk of acute malnutrition and in promoting better understanding in development circles of the social and economic costs of malnutrition. The active presence of a large number of humanitarian agencies in the Sahel and especially in Niger has helped to reduce Global Acute Malnutrition (GAM) rates from the 19% levels found in Niger in 2005 to just over 10% in Niger in 2009. However, a combination of external shocks (high food prices and the economic crisis) and erratic rains in this agricultural season have created the need for a parallel approach with crisis response operations to be

⁴ Réunion du Réseau de Prévention des Crises Alimentaires (RPCA), OECD Paris, 9 April 2010. The meeting confirms the need for emergency aid to millions in Niger and Chad in particular and calls for an urgent meeting of the ECOWAS Ministers of Commerce, Agriculture and Social affairs for immediate regional action to manage and utilise national reserves (borrowing, purchase) and to strictly comply to the regional conventions of free flow of goods (<http://www.food-security.net/actualites.php?id=1114>).

funded under this decision implemented alongside the Sahel Global Plans. All of the funds that were initially allocated to the Sahel this year have already been completely earmarked to maintain and consolidate the progress made to date in the fight against malnutrition in the Sahel. Partners on the ground are rapidly up scaling their activities to respond to the increased caseload caused by the extra stresses this year. Projects to absorb all the funds requested in this decision have already been identified.

This funding decision complements and builds on the two 2009 DG ECHO decisions to already allocate a total of EUR 13 million in an early response to the growing risk of a major food crisis in 2010. These funds permitted the launch of a series of early initiatives to mitigate the impact of the crisis. They have already been fully committed to support the actions of existing DG ECHO partners in the Sahel region as they up-scaled their operations to meet the growing extra caseload of children affected by acute malnutrition as a result of the poor harvests.

1.2. - Identified needs

DG ECHO identified the risk of a major food crisis in the Sahel towards the end of 2009 and requested an ad-hoc decision (ECHO/-WF/BUD/2009/04000) to allocate extra funds to meet the extra needs as a result of the crisis. These funds were additional to the 2009 DG ECHO Sahel Global Plan (ECHO/-WF/BUD/2009/01000) and were used to expand the treatment of children suffering from severe acute malnutrition and to support blanket food assistance operations targeted on the populations most at risk of moderate malnutrition. An important lesson learned from the 2005 Niger crisis was the much higher survival rate of children treated when diagnosed as being moderately malnourished and the cost-effectiveness of community and mobile treatment rather than inpatient facilities.

All of the currently allocated funds in the 2009 Sahel decisions and the 2010 Sahel Global Plan (ECHO/-WF/BUD/2010/01000) have been completely committed. Assistance provided includes support to the treatment of acute malnutrition, the targeting of most vulnerable households with cash interventions where pertinent and possible as well as the livelihoods support to agriculturalists and pastoralists.

The massive new increase in caseload far over and above the caseload targeted under the previous decisions now requires the allocation of extra funds. Many more vulnerable households have been pushed over the edge into crisis as a consequence of this conjuncture of erratic rains with consequent poor harvests in a context of continued high food prices and limited wage earning opportunities.

DG ECHO desks and field experts have been working with partners to assess the new needs and to propose an appropriate response. This has been carried out in very close coordination with all the partners especially the UN family and in consultation with other donors.

Countries

The recent government survey⁵ in **Burkina Faso** reported a deficit in agricultural production of 17% compared to the previous year and of 3% compared the previous 5 years. Of 45 provinces, sixteen are reportedly in deficit and three in equilibrium in the context of the

⁵ Ministère de l'agriculture de l'hydraulique et des ressources halieutiques, Résultats définitifs de la campagne agricole et de la situation alimentaire et nutritionnelle 2009/2010, février 2010.

consumption needs of the local population. An overall surplus of 79,000 MT has been reported. This would indicate that 47.5% of households are considered vulnerable and 19% are at high risk and in a precarious situation. On top of this especially in the north eastern Sahel region and in certain parts of the Central East region the pasturage situation and fodder production has been extremely poor putting an estimated 60% of the livestock there at risk and provoking unusually early pastoralist movements.

Chad is facing an impending food crisis. Low and erratic rainfall during the 2009-2010 cropping season has severely affected cereal production and negatively impacted the availability of pasture for livestock. A Crop and Food Supply Assessment Mission (CFSAM)⁶ in October 2009 estimated a cereal deficit for the 2009-2010 agricultural seasons of 35 percent below the five-year average, which translates into a net deficit of 637,000 MT.

Malnutrition rates in part of the affected areas are reported to be above the emergency threshold. A nutrition survey by Action Contre la Faim (ACF) in December 2009 in the Kanem and BEG regions concluded that children aged 6 to 59 months face critical rates of global acute malnutrition (GAM) of 26.9%, Severe Acute Malnutrition (SAM) rate is 4.5%. In view of the unfolding crisis, the Government of Chad, already facing a depleted food security stock and a limited response capacity, has requested the humanitarian community and the World Food Programme (WFP) to assist with an emergency intervention.

In conclusion, the availability of cereals, water, and pasture looks wholly insufficient to meet the needs of today's population of people and livestock until September 2010. Without adequate livelihood support and a substantial social safety net, these areas are highly food insecure as of April 2010 until October, if the rains allow for reasonable harvests. As livestock/ lack of water and pasture has led to earlier and more erratic (out of the transhumance corridors) cattle movements, authorities report increasing social conflict between pastoralist and agriculturalist populations

The political context in **Niger** during this evolving severe food security and nutrition crisis has been a complicating factor in the initial needs assessment and mobilisation of resources. Under the previous government food and nutrition emergency needs were given a low priority. Nevertheless, a quick vulnerability assessment carried out by the previous government in December 2009⁷ concluded that 58.2% of the total population or about 7,800,000 people were to be considered vulnerable and in need of assistance, of whom 2,700,000 people or 20% of the population requiring immediate assistance whilst the loss of pasturage was calculated at 16,000,000 MT or 67 % of the country's needs.

The installation of a new regime after the 18 February 2010 coup appears to have opened up the Niger government's approach to food security and to discussion of the risk of crisis. A plan of action⁸ was presented by the government in early March which estimated the need for EUR 136 million of extra assistance based on the number of vulnerable people identified in the December survey. The proposed plan of action included; reinforcing national cereals stocks, cash for work, supplying cereals banks in communities in vulnerable areas, the subsidised sale of commodities, general free food distributions, distribution of seeds,

⁶ Joint Assessment by CILSS, FEWS NET, WFP, FAO and the Government of Chad in October 2009.

⁷ Enquête nationale rapide sur la situation alimentaire des ménages au Niger, INS-SAP, décembre 2009.

⁸ Dispositif national de prévention et de gestion des crises alimentaires (DNP-GCA); Requête de financement pour soutenir les populations vulnérables 2010, Niamey, 4 mars 2010.

provision of foodstuffs for livestock and a wide nutrition intervention through the Ministry of Health.

A new vulnerability assessment is planned for April to try and verify the situation and trends. The definitive 2009 agriculture production statistics⁹ have already been revised downwards from a surplus of 11,000 MT of cereals (December) to a shortfall of 410,000 MT on the basis of national consumption needs. But it should be noted that the actual cereals shortfall may well be far more important.

Despite the efforts undertaken early-on last year, including rapid mobilisation of funds and interventions by DG ECHO, the EU Delegation in Niger¹⁰ and several other important donors, time has again become of the essence to rapidly scale-up emergency assistance. Immediate additional measures, such as through this Decision, are required now to realise timely action in response to this growing crisis.

Reports from partners active in **northern Nigeria** and the conclusions of currently available studies indicate a worryingly large numbers of pockets of severe acute malnutrition with Global Acute Malnutrition rates far above the emergency threshold (over 20% in some regions with incidences of severe acute malnutrition rates SAM of over 10% in some areas). It has not yet been possible to carry out the overall nutritional surveys of the scale already done in the other three countries. Funding from this decision will permit such a nutritional survey to be carried out in the next months to clarify the food and nutritional security situation. It should be noted that there are currently only a limited number of humanitarian agencies working in northern Nigeria and access to care and treatment especially "ready to use therapeutic foods" (RUTF) is not widespread. A possible indicator of the potential scale of the problem is that humanitarian agencies operating in the south of Niger are reporting that up to 40% of the severe acute malnourished caseload registered in southern Niger is of children from northern Nigeria. It is unclear if this is because of traditional seasonal migration of Hausa pastoralist communities or caused by the limited availability of nutritional care in northern Nigeria. On the positive side, at this stage it is estimated that the stocks of food believed held by traders in northern Nigeria and the possibility of transfers from surplus areas should mitigate the risk of a large scale food insecurity crisis requiring a major humanitarian response.

1.3. - Target population and regions concerned

Target populations

The main intended beneficiaries are the new extra caseload of the most vulnerable populations that are not yet been covered by existing humanitarian operations. The Ministry of Health in Niger for instance has reported that the number of acutely malnourished children seeking treatment in the first quarter of 2010 has risen by 69% to 67,232 children compared to the same period last year¹¹. Priority will continue to be given to acutely malnourished children under 5 years of age and to pregnant and nursing women. The treatment of the severely malnourished remains the priority objective along with blanket distribution to those

⁹ Evaluation de la Campagne Agricole 2009/2010 et Résultats Définitifs, Niamey, février 2010.

¹⁰ The EU Delegation entered into detailed planning with the UN RC/HC and UN agencies in Niamey from November 2009, for the programming of 10 MEUR from the Food Facility (3 MEUR FAO, 5 MEUR UNICEF and 2 MEUR UNFPA) and of 10 MEUR from the B-Envelope (7 MEUR for WFP and 3 MEUR for FAO) in response to this crisis.

¹¹ As reported by the Direction Nutrition at the nutrition cluster meeting in Niamey of 13 April 2010.

at risk of moderate malnutrition to try and prevent and reduce the caseload of severe malnutrition.

The regions in **Burkina Faso** most affected by poor cereals production are the Sahel (1,017,550 persons), Nord (1,234,506 persons) and Centre Nord (1,256,464 persons) as well as Gnagna (428,119 persons) in the East Region. Of these, the populations in the Sahel Region and some smaller adjacent zones, estimated at 1.9 million people, have become extremely vulnerable and require emergency response, including 380,000 children under the age of 5.

Emergency interventions currently being realised and planned include active support to health centres with the application of free financial access to healthcare for the children under 5 and pregnant and lactating women (PLW) as well as acute malnutrition care for the under 5's. Further support includes irrigated off-season food production for the most vulnerable households, support with small livestock rearing, preventive blanket feeding for children between 6 and 23 months old and the subsidised sale of staple foods as well as animal fodder.

A joint needs assessment conducted by the Government of **Chad**, the Food and Agriculture Organisation (FAO), FEWSNET and WFP in December 2009, estimates that over two million people have been affected by crop failure and drought in 2009; of this total, some 750,000 people are located in the west and central Sahel regions. The report estimates that 80,000 MT of cereals are needed to cover the needs of the affected population nationwide¹². UNICEF estimates that more than 100,000 children suffering from acute severe malnutrition will be in need of life saving treatment in Chad in 2010.

Additional drought affected persons in Ouaddai, Wadi Fira and Sila also include 255,000 Sudanese refugees, 188,000 internally displaced persons and 150,000 of the local population. A FAO/Government assessment mission reported that about 780,000 cows and over 400 camels have been lost in 2009 due to the drought. The situation in the northern Bet Region, with over 100,000 mostly nomadic inhabitants, is poorly documented due to insecurity, remoteness, etc. This region needs to be further surveyed and documented. An assessment mission is already scheduled.

In **Niger**, the UN revised CAP (Emergency Humanitarian Action Plan¹³) used the government's vulnerability study of December 2009 as the baseline in establishing the vulnerable population. In the food and nutrition security sector, the estimated caseload is 3,140,000 beneficiaries including 1,316,000 farmers and pastoralists, with 1,824,000 persons targeted for food-assistance and cash for work operations. It is estimated that there are 378,000 severely acutely malnourished (SAM) children under 5 years of age, a further 1.2 million children moderately acutely malnourished (MAM) and 345,000 pregnant and lactating women at risk of severe acute malnutrition. The regions of Diffa, Zinder (experiencing >15% GAM rates) and Tillabéry with a further estimate of one million people, or 8.3% of the rural population, are at most risk. The UN appeal calls for a total crisis response requirement of EUR 147 million with the shortfall currently calculated at around EUR 102 million. However it should be noted that these estimates are provisional and the need for additional resources should not be excluded. There is growing concern that the food production figures may be lower than currently estimated and that consequently the number of vulnerable people at high risk of severe food insecurity may be higher. There are also

¹² Mission conjointe du Gouvernement et les partenaires pour l'identification des zones à risque, le ciblage et évaluation des besoins des population affectées par la mauvaise campagne agricole 2009/2010, décembre 2009.

¹³ Emergency Humanitarian Action Plan: Food Crisis, Geneva, 2 April 2010.

serious operational and cash-flow problems with the implementation of the national policy to grant free financial access to healthcare for the children under 5 and pregnant and lactating women. This will require a pragmatic response to ensure healthcare for these most vulnerable groups during the crisis.

Estimates of target populations in **Nigeria** have not yet been completed as nutritional surveys of the scale and quality needed have not yet been carried out. However the potential caseload in northern Nigeria could be enormous. UNICEF estimates put the number of children at risk of acute malnutrition in northern Nigeria alone at over 800,000.

1.4. - Risk assessment and possible constraints :

In general, there is a risk that countries in the West Africa region worried about their own food security may start to obstruct cross border flows of staple commodities, thus reducing access for populations in high deficit areas to food and fuelling speculation and price increases. This happened in previous years.

Account will also have to be taken of the long recovery period of large parts of the population in most affected areas as they will have consumed all their remaining assets and will be left with nothing. This means a close follow up to this year's main agricultural campaign with seeds and food assistance as well as an ongoing contingency planning and timely resource mobilisation in the event that the 2010 main rainy season may default as well.

A number of these countries are also to varying degrees affected by insecurity. The humanitarian space in northern Niger and in eastern Chad is very much restricted with high risk of harassment or kidnapping of aid workers.

The food crisis may also have political ramifications, leading to instability (food insecurity was an issue driving the recent putsch in Niger), pressure on authorities to protect populations and avert a crisis successfully and may become an issue in forthcoming elections. To this should be included the effect of likely additional price increases and their effect on the populations, continuing trends of population movements to urban centres and possible large concentrations of displaced persons caused by this crisis as well as the real potential of conflict between farmers and returning pastoralists during this year's crucial planting season.

2 - Objectives and components of the humanitarian intervention proposed:

2.1. - Objectives

Principal objective: to provide humanitarian assistance to vulnerable populations affected by the food crisis in the Sahel zone of West Africa.

Specific objectives:

1. to improve the humanitarian situation of vulnerable people affected by the food crisis in Niger by providing multi-sector assistance
2. to improve the humanitarian situation of vulnerable people affected by the food crisis in Chad by providing multi-sector assistance
3. to improve the humanitarian situation of vulnerable people affected by the food crisis in Burkina Faso by providing multi-sector assistance
4. to improve the humanitarian situation of vulnerable people affected by the food crisis in Nigeria by providing multi-sector assistance

2.2. - Components

Nutrition & Health

- Measures to stabilise the nutritional status of the most vulnerable populations (children under 5 years of age, pregnant and lactating women) through blanket supplementary feeding programmes.
- Scaling up of the screening and treatment of acute malnutrition of children in addition to advocacy for longer term initiatives to improve feeding and caring practices.
- Provision of subsidised (free) access to health services for emergency cases, nutrition and Mother and Child Health Care services for children under 5 years and pregnant and lactating women .
- Support for mobile health services for pastoralist populations.

Food security

- Provision of appropriate and effective short-term food assistance in support of existing communities' coping mechanisms and market systems, through direct cash support, voucher support schemes and cash-for-work activities to those most in need where still possible and appropriate.
- Urgent well-targeted and appropriate, improved, short cycle, provision of seeds in preparation of the 2010 main cereals agricultural season.
- Targeted food assistance during the cultivation and hunger gap period (May to October 2010).
- Specific needs of most vulnerable pastoralist and nomadic populations (including food and health for cattle) to be included in the design of the interventions.

Guiding principles

- An integrated approach supporting and working with the national authorities and the strengthening of coordination at central level and in the Regions and Districts will be encouraged with all partners.
- The strengthening of surveillance and monitoring, coordination and information sharing mechanisms (coverage of actual needs and adaptation of responses to new trends) will be encouraged especially through the government crisis management mechanisms and the UN.
- Action to tackle malnutrition in the Sahel in a sustainable way requires a strategic approach linking relief to rehabilitation to development (LRRD). This fundamental strategic goal underlies all DG ECHO action to fight malnutrition in the Sahel. Humanitarian operations for the Sahel are designed in consultation with the Commission's development aid services at headquarters and delegation levels to ensure an effective transition from short-term humanitarian operations such as those to be funded under this decision to longer-term development funding especially from the European Development Fund (EDF) allocations to the Sahel states. Considerable progress has been made over

the past 3 years in mainstreaming action to fight malnutrition into development policies and programmes. Most Sahel EDF programmes now contain references to the need to achieve nutritional security and with the renewed interest in the fight against malnutrition in government counterparts, it is expected that the next set of Sahel Country Strategy Papers for the next EDF will give a more prominent place to nutrition as a priority sector. It should be noted that resources from the Commission's Food Facility and the Food Security Thematic Programme have also been used successfully in the Sahel to provide longer-term and more predictable funding to DG ECHO partners previously funded under the DG ECHO Sahel Global Plans. DG ECHO's Sahel strategy focused on reduction of malnutrition and consequent child and maternal mortality directly complements the Commission's development aid strategy to assist the ACP states achieve the Millennium Development Goals (MDG) especially MDG 1 (eradicate extreme poverty and hunger), 4 (reduce by two-thirds the under 5 mortality rate) and 5 (improve maternal health and reduce by three-quarters the maternal mortality rate).

3 - Duration expected for Actions in the proposed Decision:

The duration for the implementation of this Decision shall be 18 months. A duration period of 18 months has been requested to cover the humanitarian needs of the beneficiaries for 2 hungry periods to cover not only their immediate needs but also help with livelihoods recovery and the strengthening of their coping mechanisms. 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 BURKINA FASO/NIGER/NIGERIA/CHAD

Decision Number	Decision Type	2008 EUR	2009 EUR	2010 EUR
ECHO/-FA/BUD/2008/01000 (*)	Non Emergency	8,685,000		
ECHO/-FA/BUD/2008/02000 (*)	Non Emergency	13,663,700		
ECHO/-WF/BUD/2008/02000 (*)	Non Emergency	3,599,664		
ECHO/-WF/BUD/2008/03000 (*)	Emergency	875,000		
ECHO/-WF/BUD/2008/04000 (*)	Non Emergency	1,230,000		
ECHO/DRF/BUD/2008/01000 (*)	Non Emergency	130,000		
ECHO/TCD/BUD/2008/01000	Global Plan	17,000,000		
ECHO/-WF/BUD/2009/01000 (*)	Global Plan		18,000,000	
ECHO/-WF/BUD/2009/03000 (*)	Emergency		3,000,000	
ECHO/-WF/BUD/2009/04000 (*)	Non Emergency		10,000,000	
ECHO/NER/EDF/2009/01000	Emergency		1,900,000	
ECHO/NGA/BUD/2009/01000	Emergency		1,550,000	
ECHO/TCD/BUD/2009/01000	Global Plan		32,000,000	
ECHO/TCD/EDF/2009/01000	Non Emergency		2,000,000	
ECHO/-WF/BUD/2010/01000 (*)	Global Plan			20,000,000
ECHO/TCD/BUD/2010/01000	Global Plan			28,000,000
Subtotal		45,183,364	68,450,000	48,000,000
Grand Total		161,633,364		

Dated : 20 April 2010

Source : HOPE

(*) decisions with more than one country

5 - Overview of donors' contributions

Donors in BURKINA FASO/NIGER/NIGERIA/CHAD the last 12 months					
1. EU Members States (*)		2. European Commission		3. Others	
	EUR		EUR		EUR
Austria	400,000	DG ECHO	50,499,940		
Belgium	4,985,936	Other services	29,200,000		
Bulgaria					
Cyprus					
Czech republic					
Denmark					
Estonia					
Finland	2,800,000				
France	4,575,000				
Germany	4,257,321				
Greece	50,000				
Hungary					
Ireland	3,072,000				
Italy	624,500				
Latvia					
Lithuania					
Luxemburg	3,008,999				
Malta					
Netherlands					
Poland					
Portugal					
Romania					
Slovakia					
Slovenie					
Spain					
Sweden	4,048,236				
United kingdom	20,384,626				
Subtotal	48,206,618	Subtotal	79,699,940	Subtotal	0
		Grand total	127,906,558		

Dated : 23 March 2010

(*) 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 24,000,000

6.2. - Budget breakdown by specific objectives

Principal objective Provide humanitarian assistance to vulnerable populations affected by the food crisis in the Sahel zone of West Africa				
Specific objectives	Allocated amount by specific objective (EUR)	Geographical area of operation	Activities	Potential partners¹⁴
to improve the humanitarian situation of vulnerable people affected by the food crisis in Niger by providing multi-sector assistance.	15,000,000	Entire country, in particular Tillabéry, Ouallam, Filingué, Keita, Abalak, Tchintabaraden, Mayahi, Tanout, Magaria, Aguie, Maradi, Mirriah, Gouré, Dosso, Tahoua, Niamey, Agadez, Diffa and Zinder.	Nutrition, Healthcare, Food-Assistance and Livelihoods support, Protection, Coordination and Logistics	<u>Direct centralised management</u> ACF-FR, ACH-ESP, ACTED, CARE-FR, CARITAS-BE, CARITAS-DEU, CHRISTIAN AID-UK, CONCERN WORLDWIDE, CROIX-ROUGE- AUT, CROIX-ROUGE-BE, CROIX-ROUGE-DEU, CROIX-ROUGE-DK, CROIX-ROUGE ESP, CROIX-ROUGE- FR, CROIX-ROUGE-NOR, HELP, INTERMON, IRC-UK, ISLAMIC RELIEF, MDM-FR, MERCY CORPS SCOTLAND, MSF-BE, MSF-CH, MSF-ESP, MSF-FR, NOVIB, OXFAM, SAVE THE CHILDREN-UK, TSF, FRANCE, VSF-BE, WORLD VISION-UK <u>Joint management</u> FAO, ICRC-CICR, IFRC-FICR, OCHA, UNFPA, UNICEF, WFP, WHO

¹⁴ ACCION CONTRA EL HAMBRE, (ESP), ACTION CONTRE LA FAIM, (FR), AGENCE D'AIDE A LA COOPERATION TECHNIQUE ET AU DEVELOPPEMENT, (FR), ARTSEN ZONDER GRENZEN (NLD), BELGISCHE RODE KRUIS/CROIX ROUGE DE BELGIQUE, (BEL), CARE FRANCE, (FR), CARITAS INTERNATIONAL, CHRISTIAN AID (GBR), Relief and Development, (UK), COMITE D'AIDE MEDICALE, COMITE INTERNATIONAL DE LA CROIX-ROUGE (CICR), COMUNITA'IMPEGNO SERVIZIO VOLONTARIATO, CONCERN WORLDWIDE, (IRL), COOPERAZIONE INTERNAZIONALE (ITA), CROIX-ROUGE FRANCAISE, CRUZ ROJA ESPAÑOLA, (E), DANSK RODE KORS, (DNK), DEUTSCHE WELTHUNGERHILFE e. V., DEUTSCHER CARITASVERBAND e. V, (DEU), DEUTSCHES ROTES KREUZ, (DEU), FEDERATION INTERNATIONALE DES SOCIETES DE LA CROIX-ROUGE ET DU CROISSANT ROUGE, FOLKEKIRKENS NODHJAELP, (FKN), GRUPPO DI VOLONTARIATO CIVILE (ITA), HELP- HILFE ZUR SELBSTHILFE E.V. (DEU), HOPE"87 - HUNDREDS OF ORIGINAL PROJECTS FOR EMPLOYMENT, INTERMON OXFAM, (E), ISLAMIC RELIEF WORLDWIDE, International , International Rescue Committee UK, MEDECINS DU MONDE, MEDECINS SANS FRONTIERES (F), MEDECINS SANS FRONTIERES - SUISSE (CH), MEDECINS SANS FRONTIERES BELGIQUE/ARTSEN ZONDER GRENZEN BELGIE (BEL), MEDICOS SIN FRONTERAS, (E), MERCY CORPS SCOTLAND (GBR), NORGES RODE KORS (NORWEGIAN RED CROSS), OESTERREICHISCHES ROTES KREUZ (CROIX ROUGE), (AUT), OXFAM (GB), PREMIERE URGENCE, (FR), SOLIDARITES, (FR), STICHTING OXFAM NOVIB, TELECOMS SANS FRONTIERES, THE SAVE THE CHILDREN FUND (GBR), UNICEF, UNITED NATIONS - FOOD AND AGRICULTURE ORGANIZATION, UNITED NATIONS POPULATION FUND, UNITED NATIONS, OFFICE FOR THE COORDINATION OF HUMANITARIAN AFFAIRS, Vétérinaires Sans Frontières- Belgique - Dierenartsen Zonder Grenzen - Belgique um, WORLD FOOD PROGRAM, WORLD HEALTH ORGANISATION - ORGANISATION MONDIALE DE LA SANTE, WORLD VISION - UK

to improve the humanitarian situation of vulnerable people affected by the food crisis in Chad by providing multi-sector assistance.	5,000,000	Entire country, in particular Kanem, Bahr-El-Ghazel, Guera, Batha, Lac, Hadjer Lamis, Salamat, Ouaddai, Wadi Fira, Dar Sila and BET	Nutrition, Healthcare, Food-Assistance and Livelihoods support, Protection, Coordination and Logistics	<u>Direct centralised management</u> ACF-FR, ACTED, CAM, CARE-FR, CONCERN WORLDWIDE, COOPI, CORD, CROIX-ROUGE-AUT, CROIX-ROUGE-BEL, CROIX-ROUGE-DEU, CROIX-ROUGE-DK, CROIX-ROUGE-ESP, CROIX-ROUGE-FR, DANCHURCHAID, HELP, IMC UK, INTERMON, IRC-UK, ISLAMIC RELIEF, MDM-FR, MSF-BEL, MSF-CH, MSF-ESP, MSF-FR, MSF-NL, NOVIB, OXFAM UK, PREMIERE URGENCE, SOLIDARITES <u>Joint management</u> FAO, ICRC-CICR, IFRC-FICR, OCHA, UNFPA, UNICEF, WFP, WHO
to improve the humanitarian situation of vulnerable people affected by the food crisis in Burkina Faso by providing multi-sector assistance.	2,000,000	Entire country, in particular Ouahigouya, Djibo, Dori, Sebba, Gnagna and Gorom Gorom	Nutrition, Healthcare, Food-Assistance and Livelihoods support, Protection, Coordination and Logistics	<u>Direct centralised management</u> ACF-FR, CHRISTIAN AID-UK, CISV, CROIX-ROUGE-AUT, CROIX-ROUGE-BE, CROIX-ROUGE-ESP, CROIX-ROUGE-FR, GERMAN AGRO ACTION, GVC, HELP, HOPE '87, INTERMON, MDM-FR, MSF-FR, NOVIB, OXFAM-UK, SAVE THE CHILDREN-UK, TSF, VSF-BE, WORLD VISION-UK <u>Joint management</u> FAO, ICRC-CICR, IFRC-FICR, OCHA, UNFPA, UNICEF, WFP-WHO
to improve the humanitarian situation of vulnerable people affected by the food crisis in Nigeria by providing multi-sector assistance.	2,000,000	All 16 States in the North of the country, in particular Borno, Yobe, Jigawa, Kano, Katsina and Sokoto States	Nutrition, Healthcare, Food-Assistance and Livelihoods support, Protection, Coordination and Logistics.	<u>Direct centralised management</u> ACF – FR, ISLAMIC RELIEF, MSF-ESP, MSF-FR, MSF-NL, OXFAM-UK, SAVE THE CHILDREN-UK <u>Joint management</u> FAO, UNICEF, WFP-PAM, WHO
TOTAL	24,000,000			

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 Actions financed by the Union 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 and the Red Cross National Societies on the basis of Framework Partnership Agreements (FPA), by Specialised Agencies of the Member States and by signatories to the Financial and Administrative Framework Agreement (FAFA) with the UN in conformity with Article 103.3 of the Financial Regulation applicable to the 10th EDF, together with Article 163 of the Implementing Rules of the Financial Regulation applicable to the general budget of the European Union. These Framework agreements define the criteria for attributing grant agreements and contribution agreements and may be found at:

http://ec.europa.eu/echo/about/actors/partners_en.htm.

For NGOs, Specialised Agencies of the Member States, Red Cross National Societies and International Organisations not complying with the requirements set up in the Financial Regulation applicable to the general budget of the European Union for joint management, actions will be managed by direct centralised management.

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.