



Humanitarian Aid Decision

F9 (FED 9)

Title: **Humanitarian assistance for the victims of conflicts, internal tensions and acute humanitarian needs in Ethiopia**

Location of operation: **ETHIOPIA**

Amount of Decision: **EUR 2,000,000**

Decision reference number: **ECHO/ETH/EDF/2006/01000**

Explanatory Memorandum

1 - Rationale, needs and target population

1.1. - Rationale:

Internal situation

The aftermath of the disputed May 2005 national elections has led to polarisation of the political landscape, intransigence of the government, violent demonstrations, arrests, and imprisonments, firstly in the capital and subsequently throughout the country. The situation since the beginning of 2006 is both unstable and dangerous. Since the elections, the government found it necessary to use massive levels of security and military force, often against civilians.

The troubled situation and political disarray the government is facing was seized upon rapidly by armed opposition groups such as the Ogaden National Liberation Front (ONLF), the Oromya Liberation Front (OLF) and by new regional groups, either ethnic or religious based (Somali and Amhara regions) operating throughout the country, with or without external support.

The on-going tense stand off is most likely to culminate in a situation of further retrenchment by the government.

Inter-ethnic conflicts worsened in late 2005 and into 2006. Beside the usual tense areas, such as the border between Afar and Somali regions, South Oromya, Somali and Gambella regions, where no durable solutions were found, new conflict areas have appeared in the post election period. Many issues dominate the political landscape varying from the redrawing of regional borders to consequences of drought, political alliances and proxy instrumentalization. The prevailing insecurity in these regions and the instability in the Gambella and Somali border regions, with South Sudan and Somalia respectively, have led to an ever increasing Ethiopian military presence in these areas.

Regional situation with direct consequences for Ethiopian population

Concurrent with the escalating internal crisis two other issues of concern are further compounding the situation, with direct consequences for the civilian population:

- The stalemate along Ethiopia's border with Eritrea still has the potential to erupt into major warfare, especially with the UN struggling to save its peace observation mission.
- The latest developments in Somalia, which reached new heights in mid June 2006, could propel neighbouring states such as Ethiopia into a downward spiral of conflict.

The alleged Ethiopian incursions into South Sudan in "search and destroy" military operations and into Somalia in support of the existing pro-Ethiopian government might be the first signs of military regional involvement likely to generate retaliatory action detrimental to local communities.

1.2. - Identified needs:

Protection

Ethiopia consists of 85 ethnicities; ethnic tensions are likely to cause disruption the various regions of the country, exacerbated by auspicious prospects of oil and gas reserves, such as in Gambella and Ogaden regions. Water and pasture-based conflicts (inter-clan and/or cross border) have been on the rise in 2005 and early 2006 in pastoralist areas of Ethiopia, Kenya and Somalia as a consequence of the recent drought. Short term assistance aimed at alleviating the acute needs and, thereby, reducing the risk of conflict has to be considered in a wider framework of protection and assistance component.

In Gambella, a potentially complex, violent ethnic mix – cattle pastoralists (Nuer), shifting cultivators (Anuak) and settlers from the central highlands – is aggravated by the prospect of access to valuable natural resources. Recurring conflict has led to displacements of populations within this remote region and across the border with Sudan. This forgotten situation has been ongoing for more than 3 years and due to remoteness and difficulty of access, scarce support has reached the populations of the region. The number of displaced now stands at 50,000 (government figures) in the region.

Heavy clashes between the Ethiopian army and the ONLF in the Somali region have led to displacements and the destruction of villages. The renewed internal conflict in Somalia has reactivated and exacerbated tensions between the local population of the Somali region and the Ethiopian army present in the region which is usually considered as an occupying force rather than the national army. The existence of natural gas reserves and the prospect of exploitation by the federal government – with very little consultation at local level – will

certainly not diffuse tensions. The federal government is likely to protect and isolate the gas fields from regional and local interests, with a possible further increase of local conflicts.

Unrest and clashes between Guji and Borena clans occurred in June 2006, notably in Arero and Yabelo districts of Oromya region, resulting in more than 100 casualties and 20,000 people displaced by the fighting (OCHA, 19/06/2006). Such clashes are in part as a result of the struggle over decreased resources due to the recent drought and redrawing of district borders and subsequent land redistribution.

Since the last general elections in 2005, civilian unrest has occurred throughout the country. Official political opposition and regional ethno-political groups are virulently active in their respective regions provoking a heavy handed governmental crackdown. Thousands of people were put in jail and possible human rights abuses need close monitoring.

In the case of a re-emergence of critical humanitarian needs within vulnerable population groups, shelter, water provision and medical support will have to be rapidly brought to the displaced communities.

1.3. - Target population and regions concerned:

Protection

The proposed Protection Programme covers all the regions, and the entire population, of Ethiopia.

Protection resources secured through this decision will be allocated, geographically, according to the ICRC's analysis and prioritisation of the various needs, political tensions, and conflicts.

A great deal of flexibility and adaptability needs to be applied to any protection strategy. Some activities might not have direct obvious protection relevance at first glance but results of these activities will yield positive consequences.

The internal political climate will remain tense with direct consequences for the borders with Eritrea and Somalia, as well as ethnic zones with acute problems, Somali, Oromya/Somali, Somali/Afar, and Gambella. The target populations would be those affected by conflict, compounded by natural disaster, primarily in Gambella, Afar, Oromya, Somali and Southern Nations Nationalities People's Region (SNNPRS) regions. This would include an estimated up to 60,000 detainees, 10,000 IDPs and 30,000 most vulnerable in rural and pastoralist areas.

1.4. - Risk assessment and possible constraints:

Insecurity

Security in Somali region is becoming increasingly precarious, as the cross border politics between Ethiopia and Somalia's Transitional Federal Government (TFG) remain ambiguous and might trigger internal reactions from various armed groups which have in the past severely constrained aid agencies from being able to implement their assistance. Moreover, the possible open confrontation between Islamic militias and TFG in Somalia has direct repercussions for internal situation of Ethiopia's Somali region and its populations.

In Gambella region, the unsettled situation and unresolved issue between the various communities living in the region, exacerbated by the presence of the government armed forces, has resulted in an extremely volatile context. Any spark could ignite some outburst of violence hampering access to and possibly requiring the withdrawal from the zone for safety reasons.

The current political context could provoke unrest throughout the country, with direct consequences for the implementing capacities of DG ECHO's¹ partners.

Tensions and clashes between different ethnic groups with a view to regaining dominant regional position or gaining access to specific areas, mainly grazing lands and water points, may lead to a complete shutdown of access to large essential areas. Gambella, Afar and Somali regions are currently facing acute problems still need to be addressed either by the federal government or by the regional authorities preferably jointly.

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

2.1. - Objectives:

Principal objective: To assist the victims of conflicts and internal tensions in Ethiopia.

Specific objective: To protect and assist populations covered by ICRC's International Humanitarian Law mandate, suffering acute humanitarian needs as a consequence of inter-ethnic and political tensions, conflicts and forced displacements.

2.2. - Components:

This part is presented according to ICRC Geneva conventions.

Protection

Protection assistance

- Dissemination of international humanitarian law on the rights of civilian populations in armed conflict and internal disturbances of civilian security and traditional leaders, and the reporting of any violations through representations to the authorities;
- separated persons benefit from the means of re-establishing and maintaining contact with their families;
- Detention visits to ensure that people deprived of their freedom benefit from detention conditions and treatment in police stations, civil and federal prisons, the Criminal Investigation Department and military camps that are in line with international humanitarian law.

¹ Directorate-General for humanitarian aid – ECHO.

² Humanitarian aid operations funded by the Commission are implemented by NGOs and the Red Cross organisations on the basis of Framework Partnership Agreements (FPA) (in conformity with Article 163 of the Implementing Rules of the Financial Regulation) and by United Nations agencies based on the Financial and Administrative Framework Agreement (FAFA). The standards and criteria established in Echo's standard Framework Partnership Agreement to which NGO's and International organisations have to adhere and the procedures and criteria needed to become a partner may be found at http://europa.eu/comm/echo/partners/index_en.htm

Medical assistance

Contributing at ensuring that:

- Rural/pastoralist populations, with poor existing health services and in conflict affected areas, have access to health care to Ethiopian standards;
- Displaced people have access to free medical care during periods of three months and receive the same medical attention as the resident population;
- All detainees held in places of detention visited by the ICRC benefit from adequate health care.

General support to IDPs and local communities:

Provision of general emergency assistance to displaced and local communities, of facilities such as sheltering, of non-food items, of water/sanitation, and medical care.

3 - Duration expected for actions in the proposed Decision:

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

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

Expenditure under this Decision shall be eligible from 1st July 2006

Start Date: 1st July 2006

If the implementation of the actions envisaged in this Decision is suspended due to *force majeure* or any comparable circumstance, the period of suspension will not be taken into account for the calculation of the duration of the humanitarian aid operations.

Depending on the evolution of the situation in the field, the Commission reserves the right to terminate the agreements signed with the implementing humanitarian organisations where the suspension of activities is for a period of more than one third of the total planned duration of the action. In this respect, the procedure established in the general conditions of the specific agreement will be applied.

5 - Other donors and donor co-ordination mechanisms.

Donors in ETHIOPIA the last 12 months					
1. EU Members States (*)		2. European Commission		3. Others (***)	
	EUR		EUR		EUR
Austria		DG ECHO	5,750,000	Canada	2,648,256
Belgium		Other services (**)	44,000,000	Switzerland	330,775
Cyprus				USA	385,214,455
Czech republic					
Denmark	871,313				
Estonia					
Finland	1,200,000				
France	1,595,970				
Germany	1,531,741				
Greece					
Hungary					
Ireland	200,000				
Italy	2,000,000				
Latvia					
Lithuania					
Luxemburg					
Malta					
Netherlands	10,342,808				
Poland					
Portugal					
Slovakia					
Slovenie					
Spain	400,000				
Sweden	3,683,512				
United kingdom					
Subtotal	21,825,344	Subtotal	49,750,000	Subtotal	388,193,486
		Grand total	459,768,830		

Dated : 23/06/2006

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

(**) Only humanitarian aid, 2005. Source: Delegation in Ethiopia, Joint Annual Report 2005

(***) Source "Financial Tracking Service", 2005

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 2,000,000

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6.2. - Budget breakdown by specific objectives

Principal objective: <i>To assist the victims of conflicts and internal tensions in Ethiopia.</i>				
Specific objectives	Allocated amount by specific objective (EUR)	Geographical area of operation	Activities	Potential partners³
Specific objective 1: To protect and assist populations covered by ICRC's International Humanitarian Law mandate, suffering acute humanitarian needs as a consequence of inter-ethnic and political tensions, conflicts and forced displacements.	2,000,000	Nationwide	Protection, medical assistance, general support to IDPs and local populations	- CROIX-ROUGE - CICR- ICRC - CH
TOTAL:	2,000,000			

³ 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 operations financed by the Community in order to establish whether they have achieved their objectives and to produce guidelines for improving the effectiveness of subsequent operations." These evaluations are structured and organised in overarching and cross cutting issues forming part of 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://europa.eu/comm/echo/evaluation/index_en.htm.

COMMISSION DECISION

**on the financing of humanitarian operations from the 9th European Development Fund
in**

ETHIOPIA

THE COMMISSION OF THE EUROPEAN COMMUNITIES,

Having regard to the Treaty establishing the European Community,

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

Having regard to the Internal Agreement of 18 September 2000 on the Financing and Administration of the Community Aid under the Financial Protocol to the Partnership Agreement between the African, Caribbean and Pacific States and the European Community and its Member States signed in Cotonou (Benin) on 23 June 2000, in particular Article 25 thereof¹,

Whereas:

(1) There is an increasing need to ensure protection and assistance to some vulnerable portions of Ethiopian population affected by political tensions, internal conflicts and displacements.

(2) An assessment of the humanitarian situation leads to the conclusion that a humanitarian aid operation should be financed by the Community for a period of 12 months.

(3) It is estimated that an amount of EUR 2,000,000 from the 9th European Development Fund is necessary to provide humanitarian assistance to populations affected by of inter-ethnic and political tensions, conflicts and forced displacements in Ethiopia.

(4) The use of the 9th EDF fund is necessary as all the funds allocated for ACP countries in the general budget are entirely depleted.

(5) The Commission has informed the EDF Committee set up by the Internal Agreement with ex-ante information according to the criteria laid down in Article 24.3 (b) of the Internal Agreement.

¹ OJ L317 of 15 December 2000

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 2,000,000 from the 9th European Development Fund for humanitarian aid operations to assist vulnerable people directly affected by of inter-ethnic and political tensions, conflicts and forced displacements in Ethiopia.

2. In accordance with Article 72 of the ACP-EC Partnership Agreement, the humanitarian operations shall be implemented in the pursuance of the following specific objectives:

To protect and assist populations covered by ICRC's International Humanitarian Law mandate, suffering acute humanitarian needs as a consequence of inter-ethnic and political tensions, conflicts and forced displacements.

The total amount of this decision is allocated to this objective.

Article 2

1. The implementation of humanitarian aid operations funded by this Decision shall have a maximum duration of 12 months from 1st July 2006.

2. Expenditure under this Decision is eligible from 1st July 2006.

3. If the operations envisaged in this Decision are suspended due to *force majeure* or comparable circumstances, the period of suspension will not be taken into account for the calculation of the duration of the humanitarian aid operations.

Article 3

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

Done at Brussels,

For the Commission

Member of the Commission