



Humanitarian Aid Decision
23 02 01

Title: **Improved Drought Management in the Greater Horn of Africa through support to drought preparedness, risk reduction and early warning.¹**

Location of operation: **GREATER HORN OF AFRICA (GHA)²**

Amount of Decision: **EUR 10,000,000**

Decision reference number: **ECHO/-HF/BUD/2006/02000**

Explanatory Memorandum

1 - Rationale, needs and target population

1.1. - Rationale:

DRR (Disaster Risk Reduction), of which disaster preparedness is a component, needs to be mainstreamed into both humanitarian and development action to be effective. DRR places the emphasis on the reduction of vulnerability of populations to disasters and on reduction of risk.

LRRD³ (Linking Relief, Rehabilitation and Development) remains central to EC external action. In the Greater Horn of Africa (GHA), the linking of humanitarian and development assistance is all the more significant in pastoralist areas because development actions at community and institutional level have been insufficient. The resultant absence of disaster preparedness from development plans affecting pastoralist areas in the GHA have contributed to increasing the vulnerability of populations to the onset of drought and thereby increasing their risk to it.

There is, therefore, a clear, albeit short-term, role for humanitarian donors to fund disaster preparedness in GHA in the absence of appropriate development action. Meeting the challenges of the cross-border, regional nature of pastoralism as well as structural food

¹ The legal basis of the present decision is the Article 2 (f) of Council Regulation (EC) n° 1257/96 of 20 June 1996.

² Djibouti, Eritrea, Ethiopia, Kenya, Somalia, Sudan and Uganda. However, even if Sudan is part of GHA it already receives considerable funds covering these activities. It is included should additional funds be required.

³ Communication from the Commission to the Council and the European Parliament - Linking Relief, Rehabilitation and Development - An assessment /* COM/2001/0153 final */ "The pursuit of effective linkage is not simply a matter of ensuring a smooth transition from emergency to development assistance. It must be seen in a broader context, as part of an integrated approach towards preventing crises and disasters, in particular through disaster preparedness, as well as preventing and resolving conflicts and assuring a return to structural stability.This Communication must also be seen in the context of the overall efforts to increase the effectiveness of the Union's external action, including the reform of the Community's external assistance, and to improve the quality of development policy and of ECHO strategies."

insecurity in the GHA are components of the EU's Regional Political Strategy (RPS) for the Horn of Africa. This action will contribute to laying the foundations for such a sustainable regional strategy for pastoralism. Furthermore, the RPS also recognises the need to reinforce disaster risk reduction strategies in the region. This Decision will focus on one hazard, drought, covered by disaster preparedness measures in GHA. It will lay the much-needed foundations for drought preparedness in the GHA and work through existing structures and not create parallel ones, especially insofar as Early Warning Systems are concerned. Moreover, the regional approach is necessary to address cross-border issues and migratory patterns inherent to pastoralism. It will have a bottom-up approach and strengthen local community-based networks and institutions at district, sub-national and national level. Once preparedness measures are in place, these communities and institutions will be expected to manage drought and humanitarian donorship may return to core activities of emergency response and relief. The actions supported under this Decision are understood to bridge the gap in the "grey zone" between relief and development before medium-term preparedness measures can be subsumed into official government policy and development plans in all countries of the GHA. Drought preparedness measures are considered to be essential and comparatively cost-effective, reducing the need for additional calls for resources.

Drought in GHA is usually understood to be a slow-onset disaster. This means that it is recurrent, inevitable and can be forecast with some degree of precision through existing Early Warning Systems (EWS). Years of analysis of recurrent drought cycles⁴ have led to the conclusion that Drought Cycle Management (DCM) is the most appropriate intervention strategy for the reduction of the impact of drought on livelihoods. Drought preparedness must not be understood to be an *ex ante* mechanism valid only at the onset of drought: it intervenes prior to, during and after what are commonly known as the four stages of the drought cycle: Normal, Alert, Emergency and Recovery. Preparedness itself is made up of its own concentric circles which can overlap or turn autonomously within the drought cycle. An example of preparedness actions across all drought cycle stages is animal health: during Normal stage, the emphasis is on routine health services and training of community health workers; during the Alert stage this can shift to mass vaccinations and prevention of infectious diseases among weakened animals. Emergency places the focus on keeping calves alive and milking and controlling infectious diseases whilst in Recovery phase, drugstores must be restocked and animals vaccinated and dewormed. The complexities of drought management in the GHA are therefore self-evident.

Drought is the single-most consequence⁵ of environmental change in the GHA. It is a common occurrence caused by rainfall deficit and it leads to a shortage of water and crises in vegetation cycles. For nomadic pastoralists⁶ of the GHA, drought is manifest in the reduction in water sources, increased numbers of herds around depleted, poor quality water points, and lack of available pasture for grazing. Pastoralists survive on meat, blood and milk. Livestock are the mainstay of pastoralist livelihoods and pastoralists have traditionally sought to manifest their wealth through the accumulation of large herds of livestock. The more livestock, the wealthier the pastoralist is (a herd of cattle is akin to the number of shares on the stock market). A drought can have a direct consequence on livestock health because the

⁴ 1980, 1984, 1989, 1992, 1997 2000 2002 2003 and now 2005/06 are all drought related crises in the GHA of different magnitudes. Each of these events has caused the international community to intervene. Kenya declared a national drought disaster on its territory in July 2003, only for that to be repeated in January 2006.

⁵ Floods and volcanoes are also high risk. And they are also common in the dry land regions: the El Niño phenomenon in 1998/99 in Kenya wreaked havoc causing loss of grazing and livestock. The South-East Asian tsunami of 2004 reached the coast of Somalia, causing severe damage to the coast-line through flooding

⁶ Pastoral production systems are defined as those in which 50% or more of household gross revenue comes from livestock or livestock related activities.

livestock do not have access to sufficient quantities of pasture or water as a result of lack of rain. As this becomes a protracted phenomenon when successive rains fail, the livestock start to become thin and eventually die. Cattle and sheep die faster because they cannot live without pasture; camels and goats are more resistant. Loss of livestock to a pastoralist (estimates in northern Kenya are between 60-80% losses of cattle in the latest drought) is equivalent to a stock market crash and sends shockwaves through the whole community, affecting traditional coping mechanisms and causing - *inter alia* - the increasing phenomenon of "pastoralist drop-outs" in urban centres. As it is now a recurrent phenomenon (shorter cycles of 2-3 years), there is little time for recovery to withstand the next drought, i.e. the accumulation by herders of same levels of livestock they had prior to the drought. As each recurrent drought cycle closes in, the gradual erosion of the economic base of nomadic pastoralism across countries and beyond borders is being witnessed. This situation is made worse by insecurity, rising poverty and declining asset levels (human, social, financial and physical assets).

The human factor and its potential can also play a major role in either exacerbating or mitigating the effects of drought on indigenous populations. Policies on dry land management, restriction on movement of nomadic pastoralists and land tenure have been largely neglectful; they hamper natural mobile herding systems, prevent the adequate sourcing of nutritious grazing lands for livestock, and contribute equally to a transformation in societal organisation and to a breakdown in traditional trading practices. They can also fuel conflicts and tensions. Furthermore, in pastoralist areas, governance issues are overlooked and national legislative instruments fail to reflect the voice of pastoralists. There is currently no effective policy framework to deal with the economic regeneration of these dry lands. All this has contributed to the increasing marginalisation of nomadic pastoralism as an economic activity.

DG ECHO⁷ has been exemplary in laying the foundations for its exit strategy⁸. LRRD will continue to be the overarching framework for DG ECHO's interventions throughout the region. LRRD remains crucial because it permits an exit strategy and will put a time-limit on the need for DG ECHO's presence in the region. The foreseen Drought Management Initiative (DMI) of the EC Delegation in Kenya, for example, provides for a Programme for EUR 17 M to work through government (through a Programme Implementation Unit, fully integrated in the Special Office under the President of Kenya, but funded by the EC). It will hopefully be in a position to take over from DG ECHO's activities in 2007/2008. In Ethiopia and Eritrea it will be of importance to ensure that actions funded under this Decision are coherent with and reinforce national or regional policies. Given the reduced autonomy of the local communities, all efforts will be made to work through national policies and to ensure activities are steered by the authorities. Actions financed under this Decision throughout the region will link up with the nutritional, food aid and food security programmes managed by EC Delegations. For example, the EC Delegation in Ethiopia has launched a call for proposals under the 2005 Food Security Programme (allocations for NGOs) for actions in the pastoral areas of South Ethiopia. The amount is EUR 5 M and 4 NGOs have been selected for funding. Another envelope of EUR 5 M is being allocated by the Delegation for emergency relief interventions in the pastoral areas of Ethiopia, with a deadline of June 2006. It will compliment another EUR 1 M ongoing emergency action funded by the Delegation in the

⁷ Directorate-General for humanitarian aid – ECHO.

⁸ "Emergency assistance must increasingly be designed in such a way that a take-over is consistent with long term development objectives and sustainability. Development policy must in turn be better adapted to cope with these issues." Communication from the Commission to the Council and the European Parliament - Linking Relief, Rehabilitation and Development - An assessment /* COM/2001/0153 final */

past. Given the important presence of development funds in the region, DG ECHO has agreed with the Delegation to compliment these actions in South Ethiopia under this Decision to fill the gaps. Furthermore, the Water Facility run by DG AIDCO⁹ will enable linkages for an important sector in drought management and preparedness and the recent emphasis on food security linkages in the Sahel throughout EC services will lead to better synergies in planning and targeting of food security interventions.

1.2. - Identified needs :

Approximately 12 million pastoralists are at risk of morbidity and mortality in the GHA. Because of the specific nature of nomadic pastoralism and its linkages with natural resource and land management, the needs arise as a result of environmental and institutional policy failures. The gravity of the situation can be expressed both through the contextual and specific indicators below.

- Rainfall in the Sahel (including the GHA) shows a marked decline, starting during the second half of the 1960s. The difference between the means for the period before and after this date is of the order of 30%.¹⁰ This constitutes worldwide the most marked precipitation trend recorded during the 20th century. Scientific predictions are that these trends will continue as part of larger climate change patterns. The impact on pasture, water access and general livelihood security has been profound and continues to decline dramatically. Daily water access in many regions of the GHA is less than 4 l/p/p/d with trekking distances often in excess of 20 km. Lake levels are dropping, aquifers do not get recharged, dams and pans dry up much sooner and generally the water table in the region has declined dramatically. Mechanical water tankering has become a normal part of life in the pastoralist regions of the GHA, even during ‘good’ times. While a certain amount is privately paid for (instead of camel trains), the bulk of this activity is externally funded and by default is hugely expensive and not sustainable at all. Moreover, water based conflicts and threats of conflicts are on the increase, locally, nationally and regionally.
- One of the most important traditional coping mechanisms for nomadic communities, the opportunistic use of natural resources, or the ability to move with herds to areas with better pasture and water during periods of stress, has been severely impeded.¹¹ State boundaries have been created where there were none before; so have national parks/forest reserves that where once traditional dry season grazing grounds; irrigation schemes have impeded access to riverine grazing and water; unplanned, uncoordinated water development has created hundreds of sedentary communities further restricting mobility; agriculturalists have occupied huge swathes of best grazing grounds while escalating ethnic clashes for ever decreasing natural resources have left large areas unoccupied for fear of raids.
- The TLU (Tropical Livestock Unit)/AAME (Adult African Male Equivalent) ratio provides a rapid indicator to the vulnerability of pastoralist societies. This critical parameter (TLU/AAME¹²) has in all areas declined to below sustainability levels and in

⁹ Directorate General – Europe Aid Cooperation Office.

¹⁰ Hulme, University of East Anglia.

¹¹ This has also prevented the chance of recovery as most of the range land is now semi permanently occupied.

¹² A TLU is a fictitious animal with a biomass of 250 kg. Existing species are converted at agreed rates in order to have a common denominator for comparison purposes. One AAME is any adult male over 16 years old. Females and other age groups are similarly converted at agreed rates in order to have a common denominator for comparison purposes.

many cases has declined to emergency levels. The acceptable threshold of sustainable pastoralist is a ratio of 4 TLU/AAME.¹³ Anything below 3 TLU's brings a family to famine threshold and a family will not survive in the short term without substantial external support. In some of the poorest areas, like Turkana District in Kenya, the present ratio is 1.8 TLU's, thus placing the population there in permanent crisis, with large numbers dependent on permanent relief, also explaining the high permanent malnutrition rates in excess of 20%. Whereas human beings are being kept alive through emergency interventions, this is not yet possible for the bulk of the livestock population and invariably they succumb to ever more frequent '*livestock population crashes*' from which it becomes ever more difficult to recover.

- Population growth is very high in the GHA. Reliable figures are hard to come by but national statistical surveys indicate that the Total Fertility Rate¹⁴ in the semi desert region of North Eastern Province (NEP) of Kenya is 7 whereas the national figure is 4,9. Despite a high child mortality rate, population growth in this semi-desert area is in excess of 3% per annum while the national rate is 2,2%. The population of Turkana District in north-western Kenya has moved from approx 60,000 in 1962 to 204,000 in 1997 and this has since increased to over 500,000 in 2004 (¹⁵). Although political and military instability have ensured a less dramatic population growth in Somalia, Ethiopia and Eritrea, conservative estimates indicate a doubling of pastoralist populations there over the last 30 years with an estimated current population growth of 3.4% (¹⁶). Ethiopia is now approaching 80 million people and is the second most populated country in Africa after Nigeria. Similarly, the population of north-eastern Uganda's pastoralist Karamoja region increased by 6% during the decade from 1980 to 1990, while it increased by 152% during 1991 to 2002 (from 371,000 to 936,323). Compare national figures for Uganda over the same periods: 32% and 46% respectively.¹⁷
- 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.
- Unfavourable "Terms-of-Trade" are not helping pastoralist communities. They have for centuries bartered their livestock with produce from agriculturalists. The chronic nature of the crises has reduced the terms of trade between the two communities to the detriment of the pastoralists, to such an extent that this once thriving trade provides little respite for the pastoralist communities, thus again contributing to the alarming food security situation. Moreover governments in the region have very little if any safety nets or relevant policy in place to support these events.

The present decision will concentrate on the following three major components:

a. Community-based drought preparedness activities

¹³ This ratio varies with the accepted eco-zone rating.

¹⁴ Total Fertility Rate (TFR): children per woman born for women aged 15 – 49, expressed per woman of child-bearing age.

¹⁵ It corresponds with a growth rate of 4.9% annually (Akililu and Wekesa 2001, ICRC 2005).

¹⁶ It corresponds with a growth rate of 2.3% annually.

¹⁷Source: 2002 Uganda Population and Housing Census. Despite the fact that the accuracy of population census in these remote and insecure regions of Africa is questionable, these statistics provide nevertheless an alarming picture of a near veritable population explosion.

This Decision aims to work first and foremost at grassroots level, with pastoralist communities. It will build on their community-based drought management techniques which they have put in place to mitigate the effects of the recurrent shortening of drought cycles. In a very fragile environment where natural resources are becoming scarce, the vulnerability of communities towards reduced rainfall trends (droughts) is caused by increased pressure put on the environment. This is due to natural trends (less water, less grazing areas) but also to the human factor (increased population, settlements around permanent water points, etc). As the region is composed of different groups of people and ethnicities, coping mechanisms and response to the situation vary from one group to another. Building on local customs is therefore a necessary prerequisite to being able to design activities that address their needs in terms of livelihood, access to water, fodder for livestock. Improvements have been made over the last three decades in the efficiency of humanitarian aid delivery interventions that allow people to survive the most critical moments, but their long term vulnerability has increased exponentially. The interventions foreseen under this component (use of indigenous knowledge and local methods for drought management, promoting community participation, forging links between community organisations, use of local resources for service provision, training of water user committees, etc) will take into consideration lessons learned from previous drought situations and above all increase the capacity for the communities to cope with the such a hazard.

b. Contingency planning

The nature of preparedness and sustainability requires input and support from local authorities. Decisions taken at a district level about specific policies for natural resource management should be enforced and followed by stakeholders. Furthermore, proper contingency planning (pre-positioning of vaccines, fodder for animals, equipment for water maintenance, etc) would allow the quick, phased activation of mechanisms to address needs arising from the first signs of severe drought. Flexibility will be needed in the design of the plans to allow adaptation to changing conditions. The degree of achievement in drought management, despite recent advances, varies greatly from one country to another in the targeted region of intervention, whereas the drought episodes affect cross-border areas. Particular attention should be given to resolve these issues to avoid important population movements which would put the natural resources still remaining at risk, or could increase the already existing tensions between the communities. Community needs and aspirations are not always the same as district and/or national priorities. This link is essential in order to ensure the sustainability of actions.

c. Strengthening of Early Warning Systems

The region covered by this funding decision is marked by important differences between the levels of credibility of the existing EWS in place. The credibility of EWS will depend mainly on the following factors for their success:

- The quality of the information gathered. A constant monitoring of key vulnerability indicators is therefore needed, with a local system in place and replicated in the different regions. Uniformity in the type of information gathered is lacking for the time being while this would have to be ensured to allow a proper analysis under a regional perspective as well as a more local one. A more comprehensive perspective is lacking for the time being in the EWS and an essential aspect in that this issue regards the integration of the different stakeholders (communities, associations, local authorities, regional and national ones), involving different sectors like livestock,

water, but also health (increase in malnutrition, in diarrhoea) and education (decrease in school attendance). The lack of key indicators is often confounding, and can be confusing for decision makers. This is one important aspect that will need to be addressed.

- The timely delivery of information and its quick, effective transmission to decision-makers for action. Experience shows, however, that the transmission part does not always meet the needs for a quick analysis, and that more flexibility is needed in this aspect for adequate inputs to decisions makers.
- The capacity of the people to analyse the information submitted and take the appropriate decisions. The link between information available and actions taken is for the time being weak and will definitively need to be reinforced.
- Strengthen links between existing EWS and UN OCHA Global Disaster Alert and Coordination System (GDACS).

1.3. - Target population and regions concerned :

The majority of the beneficiaries to be targeted through this decision are nomadic and semi nomadic pastoralists and agro-pastoralists. There are thought to be around 24 million people in the region, and about half of them fall into the high and medium risk categories.

- a) 0.17 million people in Djibouti
- b) 1.4 million people in Eritrea
- c) 6 million in Ethiopia
- d) 4.8 million people in Kenya
- e) 6.4 million people in Somalia
- f) 4.8 million people in Sudan
- g) 0.4 million people in Uganda

1.4. - Risk assessment and possible constraints :

- One of the main constraints lies in the fact that the approach to be followed is new as it will have to involve local and national institutions, as well as many actors to be sustainable, particularly for the EWS and contingency planning components. Strong beneficiary and community participation will therefore be needed.
- 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.
- Security and access to the communities will be a major constraint in the possibility to work with the beneficiaries and probably will be a key element in the selection of the communities by the partners. In particular, in Somalia, the issues of tensions among

tribes and communities are even more of a factor, and the security constraints are more serious than in other parts of the GHA. In the areas of northern Kenya and southern Somalia there is the sensitivity around inter-clan violence and impartiality. For Somali tribes, neutrality means each tribe gets the same assistance. Any differentiation is considered as being partial. In the meantime, there is the concern that growing pressure on existing limited resources will lead to increasing inter-ethnic and tribal clashes.

- The drought context in the GHA is deteriorating, requiring more attention from the humanitarian community to respond to the arising needs. Should this situation worsen, much focus will be put on the response needed, which might then temporarily decrease the immediate availability of the partners to work on drought preparedness operations.

2 - Objectives and components of the humanitarian intervention proposed ¹⁸

2.1. - Objectives:

Principal objective: Reduce vulnerability and strengthen capacity to withstand drought amongst vulnerable communities in the Greater Horn of Africa, notably in Djibouti, Eritrea, Ethiopia, Kenya, Somalia, Sudan and Uganda.

Specific objective: To contribute to alleviating the impact of the drought cycles on targeted vulnerable local communities, through the provision of drought preparedness and related activities.

2.2. - Components:

a. **Community-based drought preparedness activities**

As a complement to contingency planning, specific community-based drought preparedness activities will be supported:

- **Water and Sanitation:** These activities would include the maintenance of critical water points (ex: setting up mobile teams for the fixing of pumping systems, setting up of a system for the creation of stocks of spare parts for the maintenance of water systems, creation of contingency pumps and water systems, de-silting of pans before the rains, support sustainability for the maintenance of the water point equipments) and placing water bladder tanks at strategic locations. This activity will also include more innovative interventions such as support to traditional structures, i.e. ensuring the physical capacity

¹⁸Grants for the implementation of humanitarian aid within the meaning of Council Regulation (EC) No.1257/96 of 20 June 1996 concerning humanitarian aid are awarded in accordance with the Financial Regulation, in particular Article 110 thereof, and its Implementing Rules in particular Article 168 thereof (Council Regulation (EC, Euratom) No 1605/2002 of 25 June 2002, OJ L248 of 16 September 2002 and No 2342/2002 of 23 December 2002, OJ L 357 of 31 December 2002).

Rate of financing: In accordance with Article 169 of the Financial Regulation, grants for the implementation of this Decision may finance 100% of the costs of an action.

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 DG 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://ec.europa.eu/comm/echo/partners/index_en.htm

of camel trains as pack animals used for traditional "water tankering". Water source mapping will also be supported.

- **Livelihoods:** support will be provided to the diversification of livelihoods with a sustainable perspective (diversification of source of income). Activities here will be short-term one-off interventions that will have both an immediate and a long-term impact. These cover fodder preservation; ongoing training of animal health workers with refresher courses, ensuring critical veterinary drug supplies and maintenance of cold chains.

b. Contingency Planning

Activities to be supported in this sector will consist of the systematic identification of local capacities and institutions, understanding of existing natural resources (water, grazing areas and fodder), traditional coping mechanisms, pastoralist movements, optimum watering intervals and average herd sizes. For example, the construction of a pan in areas identified as having good grazing without adequate water will ensure utilisation of this precious resource for an extended period of time. This information can later be used for the implementation of information systems and mapping to be regularly updated. In terms of maintaining access to water in long lasting dry periods, particular attention and support will be given to the management of water. Construction of new water facilities or rehabilitation of existing ones will include the necessary data collection to ensure proper management of the resource in the future: realisation of an environmental impact assessment, a systematic yield test at the end of the construction, etc.

Existing regional and/or national policy, rules and legislation will be included in the realisation of the water facilities, as well as paying attention to their maintenance: capacity building of local institutions, associations, careful selection of the equipment to ensure proper availability of spare parts, etc. Support will be also provided in the definition of evolving rapid response plans of action following the evolution of signs of alert of drought.

c. Strengthening of Early Warning Systems

Specific attention will be given to support existing local institutions in the definition of common indicators throughout the region to define the levels of alert. Support will be also provided to increase the quality of the monitoring done and to collect the necessary information to indicate the magnitude of the hazard which affects the targeted areas: monitoring of the water level in key water points, monitoring of the condition and surface of grazing areas, etc.

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

- Prior knowledge of the risks faced by communities. Risks arise from both the hazards and the vulnerabilities that are present – what are the patterns and trends in these factors?
- Technical monitoring and warning service for these risks. Is there a sound scientific basis for predicting the risks faced? Are the right things being monitored? Can accurate warnings be generated in timely fashion?

- Dissemination of understandable warnings to those at risk. Do the warnings get to those at risk? Do people understand them? Do they contain useful information that enables proper responses?
- Knowledge and preparedness to act. Do communities understand their risks? Do they respect the warning service? Do they know how to react?

3 - Duration expected for actions in the proposed decision:

The duration for the implementation of this decision shall be **18 months**. This is justified by the nature of the operations foreseen in the frame of this decision, having a long term impact following a LRRD approach.

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

Expenditure under this decision shall be eligible from 01 July 2006.

Starting date: **01 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 implementation of this decision.

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

4 - Previous interventions/Decisions of the Commission within the context of the current crisis

List of previous DG ECHO operations in DJIBOUTI/ERITREA/ETHIOPIA/KENYA/SUDAN/SOMALIA/UGANDA				
Decision Number	Decision Type	2004 EUR	2005 EUR	2006 EUR
ECHO/-HF/BUD/2006/01000	Emergency			5,000,000
ECHO/ERI/BUD/2004/01000	Non Emergency	1,000,000		
ECHO/ERI/EDF/2005/01000	Non Emergency		620,000	
ECHO/ERI/BUD/2005/01000	Non Emergency		4,000,000	
ECHO/ETH/EDF/2004/01000	Emergency	498,580		
ECHO/ETH/EDF/2004/02000	Non Emergency	5,833,800		
ECHO/ETH/EDF/2005/01000	Non Emergency		4,500,000	
ECHO/KEN/EDF/2004/01000	Non Emergency	3,850,000		
ECHO/KEN/BUD/2005/01000	Non Emergency		2,000,000	
ECHO/KEN/EDF/2006/01000	Emergency			5,050,000
ECHO/SDN/BUD/2004/01000	Global Plan	20,000,000		
ECHO/SDN/BUD/2004/02000	Non Emergency	10,000,000		
ECHO/SDN/BUD/2004/03000	Non Emergency	10,000,000		
	Subtotal	51,182,380	11,120,000	10,050,000
	Grand Total	72,352,380		

Dated : 18/05/2006

Source : HOPE

5 - Other donors and donor co-ordination mechanisms

Donors in DJIBOUTI/ERITREA/ETHIOPIA/KENYA/SUDAN/SOMALIA/UGANDA the last 12 months					
1. EU Members States (*)		2. European Commission		3. Others	
	EUR		EUR		EUR
Austria	100,000	DG ECHO	101,166,000		
Belgium	2,800,000	Other services	61,000,000		
Cyprus	195,386				
Czech republic					
Denmark	20,620,745				
Estonia	25,863				
Finland	7,672,712				
France	8,214,167				
Germany	32,624,329				
Greece					
Hungary					
Ireland	15,249,781				
Italy	7,763,600				
Latvia					
Lithuania					
Luxemburg	1,818,926				
Malta					
Netherlands	53,562,640				
Poland	50,000				
Portugal					
Slovakia					
Slovenie					
Spain	4,400,000				
Sweden	40,644,632				
United kingdom	74,420,097				
Subtotal	270,162,878	Subtotal	161,166,000	Subtotal	0
		Grand total	431.328,878		

Dated : 18/05/2006

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

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>Reduce vulnerability and strengthen capacity to withstand drought amongst vulnerable communities in the Greater Horn of Africa, notably in Djibouti, Eritrea, Ethiopia, Kenya, Somalia, Sudan and Uganda</i>				
Specific objectives	Allocated amount by specific objective (EUR)	Geographical area of operation	Activities	Potential partners¹⁹
Specific objective 1: To contribute to alleviating the impact of the drought cycles on targeted vulnerable local communities, through the provision of drought preparedness and related activities	10,000,000	Greater Horn of Africa	- Community based drought preparedness activities - Contingency planning - Strengthening of Early Warning Systems	ACF – FRA, ACH- ESP, ASF, AVSI, CARE – UK, CARITAS – DEU, CINS, CONCERN WORLDWIDE, COOPI, CORDAID, CROIX-ROUGE - CICR- ICRC – CH, CROIX-ROUGE - FICR-IFCR-CH, CUAMM, DANChurch AID – DNK, GERMAN AGRO ACTION, MEDAIR UK, MERLIN, OXFAM – UK, PA_05, SAVE THE CHILDREN – UK, UN - FAO-I, UN - UNDP – BEL, UN - UNICEF – BEL, UN – UNOCHA, UN - WFP-PAM, VSF – BE, WORLD VISION - UK
TOTAL:	10,000,000			

¹⁹

ACCION CONTRA EL HAMBRE, (ESP), ACTION CONTRE LA FAIM, (FR), ASSOCIAZIONE VOLONTARI PER IL SERVIZIO INTERNAZIONALE (ITA), AVIATION SANS FRONTIERES, CARE INTERNATIONAL UK, CATHOLIC ORGANISATION FOR RELIEF AND DEVELOPMENT AID (NLD), COMITE INTERNATIONAL DE LA CROIX-ROUGE (CICR), CONCERN WORLDWIDE, (IRL), COOPERAZIONE INTERNAZIONALE (ITA), COOPERAZIONE ITALIANA NORD SUD (ITA), DEUTSCHE WELTHUNGERHILFE / GERMAN AGRO ACTION, (DEU), DEUTSCHER CARITASVERBAND e.V, (DEU), FEDERATION INTERNATIONALE DES SOCIETES DE LA CROIX-ROUGE ET DU CROISSANT ROUGE, FOLKEKIRKENS NODHJALP, (DNK), INTERMEDIATE TECHNOLOGY DEVELOPMENT GROUP LTD, MEDAIR UK (GBR), MEDICAL EMERGENCY RELIEF INTERNATIONAL (GBR), MEDICI CON L'AFRICA (ITA), OXFAM (GB), THE SAVE THE CHILDREN FUND (GBR), UNICEF, UNITED NATIONS - FOOD AND AGRICULTURE ORGANIZATION, UNITED NATIONS - WORLD FOOD PROGRAMME, UNITED NATIONS DEVELOPMENT PROGRAMME, UNITED NATIONS, OFFICE FOR THE COORDINATION OF HUMANITARIAN AFFAIRS, Vétérinaires Sans Frontières- Belgique - Dierenartsen Zonder Grenzen - Belgie um, WORLD VISION - UK

7 - Evaluation

Under article 18 of Council Regulation (EC) No.1257/96 of 20 June 1996 concerning humanitarian aid the Commission is required to "regularly assess humanitarian aid operations financed by the Community in order to establish whether they have achieved their objectives and to produce guidelines for improving the effectiveness of subsequent operations." These evaluations are structured and organised in overarching and cross cutting issues forming part of DG ECHO's Annual Strategy such as child-related issues, the security of relief workers, respect for human rights, gender. 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/comm/echo/evaluation/index_en.htm.

8 - Budget Impact article 23 02 01

	CE (EUR)
-	
Initial Available Appropriations for 2006	470,429,000
Supplementary Budgets	-
Transfers	-
Total Available Appropriations	470,429,000
Total executed to date (18/05/2006)	314,917,000
Available remaining	155,512,000
Total amount of the Decision	10,000,000

COMMISSION DECISION

On the financing of humanitarian operations from the general budget of the European Union in the

GREATER HORN OF AFRICA

THE COMMISSION OF THE EUROPEAN COMMUNITIES,

Having regard to the Treaty establishing the European Community,

Having regard to Council Regulation (EC) No.1257/96 of 20 June 1996 concerning humanitarian aid¹, and in particular Article 15(2) thereof,

Whereas:

(1) There is a need to put into place mechanisms that will address drought preparedness issues in the GHA because 12 million people are at risk;

(2) There is a need to improve the overall quality of drought-related humanitarian emergency responses with the added benefit of a reduced call for financial resources.

(3) It is estimated that an amount of EUR 10,000,000 from budget line 23 02 01 of the general budget of the European Union is necessary to provide humanitarian assistance to nomadic and semi nomadic pastoralists and agro-pastoralists of the Greater Horn of Africa, taking into account the available budget, other donors-contributions and other factors.

(4) In accordance with Article 17 (3) of Regulation (EC) No.1257/96, the Humanitarian Aid Committee gave a favourable opinion on 30 June 2006.

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 operations for Drought Preparedness for most vulnerable communities in countries of the Greater Horn of Africa by using line 23 02 01 of the 2006 general budget of the European Union.

¹ OJ L 163, 2.7.1996, p. 1-6

2. In accordance with Article 2 (f) and Article 4 of Council Regulation No.1257/96, the humanitarian operations shall be implemented in the pursuance of the following specific objective:

- To contribute to alleviating the impact of the drought cycles on targeted vulnerable local communities through the provision of drought preparedness and related activities

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

Article 2

1. The duration for the implementation of this decision shall be for a maximum period of 18 months, starting on 01 July 2006.
2. Expenditure under this Decision shall be eligible from 01 July 2006.
3. If the operations envisaged in this Decision are suspended owing to *force majeure* or comparable circumstances, the period of suspension shall not be taken into account for the calculation of the duration of the implementation of this Decision.

Article 3

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

Done at Brussels

For the Commission

Member of the Commission