



**U.S. AGENCY FOR INTERNATIONAL DEVELOPMENT  
BUREAU FOR DEMOCRACY, CONFLICT, AND HUMANITARIAN ASSISTANCE (DCHA)  
OFFICE OF U.S. FOREIGN DISASTER ASSISTANCE (OFDA)**

**ETHIOPIA – Complex Health/Food Insecurity Emergency**

Situation Report #1, Fiscal Year (FY) 2005

November 3, 2004

*Note: This report updates situation report #2 FY 2004, dated April 8, 2004.*

**BACKGROUND**

In 2002, failed *belg*, or secondary rains from March through May, combined with delayed and sporadic *meher*, or main rains from July through September, led to severe drought conditions and widespread food insecurity in Ethiopia throughout 2003. A concerted international humanitarian response provided emergency health, nutrition, water and sanitation, agriculture, and food assistance for an estimated 13.2 million people and averted widespread famine-related mortality. Although rains have improved from 2002/2003 levels, USAID’s Famine Early Warning System Network (FEWS NET) reports that a trend of insufficient rainfall during the past seven years has adversely affected crop production. Many households are able to cope with a single poor rainy season, but the cumulative effect of consecutive seasons of failed rains has led some households to experience chronic food insecurity while exhausting traditional coping mechanisms. The humanitarian situation for affected Ethiopians is further exacerbated by a livelihoods crisis due to a decline in world coffee prices, decreasing labor wages, insufficient livestock production, environmental degradation, and market instability. According to a co-funded USAID/OFDA and USAID/Ethiopia report by the Feinstein International Famine Center at Tufts University, even if the rains return to normal levels in 2004, affected populations still face significant debt, poor health, decreased seed stocks, and fewer livestock. In December 2003, the Government of the Federal Democratic Republic of Ethiopia’s (GFDRE) Disaster Prevention and Preparedness Commission (DPPC) issued a joint U.N./GFDRE emergency appeal, estimating that 7.2 million people will require food assistance in 2004. Although this was a 45 percent reduction from 2003, Ethiopia faced ongoing challenges to recovery from the 2002/2003 emergency. In August 2004, the number of people in need of assistance was revised to 7.8 million to reflect deteriorating food security as a result of poor *belg* rains. In October 2004, FEWS NET indicated that between 3.8 and 7.5 million people will require emergency assistance in 2005, in addition to the 5.1 million people who will be covered by the Productive Safety Nets Program starting in January 2005, for a total of 8.9 to 12.6 million people.

NUMBERS AT A GLANCE	SOURCE	
<b>Total Affected Population in 2004</b>	7.8 million	DPPC, August 11, 2004
<b>Total Food Aid Requirements in 2004</b>	964,690 metric tons (MT)	DPPC, August 11, 2004

**Total FY 2004 USAID/OFDA Assistance to Ethiopia ..... \$21,168,488**  
**Total FY 2004 USG Humanitarian Assistance to Ethiopia ..... \$275,127,396**

**CURRENT SITUATION**

**Food security outlook.** Between June 28 and July 18, the DPPC led a multi-agency pre-harvest assessment of all *belg*-producing zones in Ethiopia, as well as some *gu* rain-receiving areas in pastoralist regions, and *meher*-producing areas in Southern Nations, Nationalities, and Peoples (SNNP) Region. The assessment teams reported that several weather events, including a significant delay in the onset of the *belg* rains and a long dry spell between April and May, had negatively affected crop production and pasture and water availability. As a result, large populations in Somali and SNNP regions, as well as parts of Oromiya and Amhara regions faced deteriorating food security. Based on findings of the multi-agency assessment, the DPPC estimated that an additional 4 million people will require emergency food assistance from August to December 2004.

As the end of the *meher* season approaches, agricultural production prospects throughout the country remain mixed. According to FEWS NET’s August 31 report, harvests in western, central, southwestern, and northwestern regions are expected to reach levels close to Ethiopia’s six-year average. Production in the eastern half of the country is likely to be below average due to poor rainfall distribution. A USAID/OFDA and USAID/Ethiopia team assessment of East and West Hararge from August 25 to September 1, anticipated crop failure for the *meher* season of 60 to 100 percent due to late and erratic rainfall. FEWS NET also reported that pastoralists in the south and east remain highly vulnerable due to drought conditions during the past three to five years and the poor performance of the April to May *gu* rains. In October, FEWS NET reported that the food security situation in 2005 could deteriorate further if the *meher* and October to December *deyr* rains in pastoral areas fail or are insufficient.

**Increasing humanitarian concerns in Somali Region.**

Failure of the critical main *gu* rains increased pressure on scarce water and pasture resources throughout Somali Region. In July, USAID/OFDA funded the U.N. Office for the Coordination of Humanitarian Affairs (OCHA) to establish a field office in Jijiga to monitor conditions and facilitate coordination of humanitarian activities through partnership with the regional DPPC, other U.N. agencies, and non-governmental organizations (NGOs). In September, as humanitarian conditions continued to deteriorate, a six-member USAID team visited Somali Region to assess the impact of failed *gu* rains across almost all zones of the region. Although insecurity and limited road access prevented the USAID team from traveling to many drought-affected areas, field assessments indicated declining food security, water availability, and health status, as well as pasture shortages throughout the region. On October 11, a U.N. Joint Agency Rapid Assessment of Somali Region reported that conditions in some areas were reaching emergency levels as milk was not available or had become too expensive in many zones, incidences of diarrheal diseases and malnutrition were on the rise, water had become extremely scarce, and pasture was completely depleted. According to the U.N. Rapid Assessment, failure of the current *deyr* rains would likely lead to widespread livestock deaths and livelihood losses, and a humanitarian crisis in the region.

On October 20, the DPPC issued a flash report stating that three weeks into the season, early indicators suggested that the *deyr* rains were not performing well. Although the rains started normally in a few pocket areas, most districts received insignificant showers, which were localized and poorly distributed. The DPPC reported that the performance of the *deyr* rains through early November will be crucial to determining the food security and livelihood situation in Somali Region.

**USAID/OFDA assessments of livestock and agriculture in Oromiya Region.** A USAID/OFDA team visited several districts in East and West Hararghe, Oromiya Region from September 27 to October 1 to review the current condition of crops and livestock, with particular attention to lowland areas, which were hard hit by drought in previous years. The team reported that the agricultural situation varied from site to site, but erratic and below average rainfall had resulted in overall low sorghum production across the area. In many fields visited by the USAID/OFDA team, sorghum plants required continued good rains to mature. In other fields, particularly in lowland areas, sorghum was planted so late that the plants were only in the vegetative growth stage and needed another good month of rain to complete seed fill. Local DPPC officials estimated sorghum losses between 50 and 100 percent. The USAID/OFDA team was concerned by the reported widespread failure of green maize, which is commonly used by families to bridge the hunger gap until cereal crops are harvested. Without green maize, pockets of malnutrition were likely to increase among children and other vulnerable populations. While the late onset and poor distribution of rains were the primary reasons for poor harvests, farmers in many districts also cited problems caused

by *Striga*, a parasitic weed that affects both sorghum and maize.

USAID/OFDA field assessments indicated that the livestock situation across East and West Hararghe was also varied, but was generally showing improvement. Livestock throughout the region appeared fairly healthy and well fed, with failed maize plants and stalks from sorghum crops expected to provide fodder over the next several months. A longer term concern for livestock owners and small farmers was the widespread distribution of *Parthenium hysterophorus*, an exotic weed that has rapidly multiplied and infested large grazing areas throughout Oromiya Region and Dire Dawa Administration. The USAID/OFDA assessment team noted large areas throughout East and West Hararghe completely covered by *Parthenium*, which spreads quickly through agricultural lands left fallow and could potentially depress yields if allowed to become established. According to the Ethiopian Agricultural Research Organization (EARO), *Parthenium* was responsible for up to a 90 percent reduction in forage production and posed a clear threat to rangelands.

**Increasing levels of malnutrition.** The DPPC's October 18 Early Warning System (EWS) report stated that signs of malnutrition were evident in many parts of the country. Of particular concern were resettlement areas in East Wollega Zone, Oromiya Region, due to the lack of supplementary food for children under five, as well as Sidama Zone, Konso Special Woreda, and Gamogofa Zone, SNNP Region. In response, nutritional surveys and rapid nutrition and health assessments are being conducted countrywide with particular attention in several zones of SNNP, Somali, Oromiya, and Amhara regions.

**Status of food aid pipeline.** According to the U.N. World Food Program (WFP), 86 percent of the 2004 revised cereal food aid requirements and 39 percent of pulses and iodized salt have been pledged to date, covering the cereal food aid pipeline through the end of October. WFP reports a partial pipeline break may occur in December unless 23,000 MT of cereals are provided.

**U.N. Special Envoy launches report of 2002/2003 response.** On October 16, Martti Ahtisaari, the U.N. Special Envoy for the Humanitarian Crisis in the Horn of Africa, returned to Ethiopia for a three-day visit following a stop in Eritrea. This visit marked Mr. Ahtisaari's fourth trip to Addis Ababa since his appointment by the U.N. Secretary General in June 2003. On October 17, Mr. Ahtisaari launched the "Evaluation of the Response to the 2002/2003 Emergency in Ethiopia," a joint analysis of the crisis by the GFDRE and humanitarian partners. The report noted that a large-scale international response had averted widespread famine-related mortality in Ethiopia. Action on issues such as population growth, environmental degradation, and land policies, however, were urgently needed to address the underlying causes of increased vulnerability and food insecurity in Ethiopia.

## USG HUMANITARIAN ASSISTANCE

On October 2, 2003, U.S. Ambassador Aurelia E. Brazeal declared a disaster in response to the continuing health and food insecurity emergency in Ethiopia.

In FY 2004, USAID/OFDA committed more than \$21.1 million to support humanitarian activities in Ethiopia. Funding priorities included health and nutrition, agriculture, water and sanitation, livelihoods, and local NGO capacity-building activities.

In FY 2004, USAID/OFDA provided more than \$110,000 to Medical Emergency Relief International (Merlin) to increase access to potable water and improve community sanitation and hygiene practices. In addition, USAID/OFDA provided nearly \$3 million through the International Rescue Committee (IRC) to support water and sanitation programs in drought-affected areas of Oromiya Region.

In response to agricultural and livelihoods recovery needs, USAID/OFDA provided more than \$860,000 to CARE for seed fair and voucher programs in Oromiya Region. Through CARE, households will each receive 27 kg of seeds and agricultural extension support to complement seed fair initiatives. USAID/OFDA also funded Catholic Relief Services (CRS) more than \$4.8 million to support supplemental irrigation systems and community-based water associations, as well as agricultural and livestock recovery initiatives and cash grant programs. In Tigray, USAID/OFDA provided more than \$1.7 million to Relief Society of Tigray (REST) for agriculture and livelihoods programs, including livestock distribution to female-headed households, improved irrigation through household ponds and hand dug wells, cash for seeds, and vegetable seed distribution. Also, USAID/OFDA provided more than \$1.7 million to World Vision for seed fairs to distribute maize and vegetable seeds, agricultural tools, and lablab or pigeon pea to increase cover crops and soil conservation in SNNP and Oromiya regions, as well as more than \$280,000 to German Agro Action (GAA) to supply seed in Arsi Zone, Oromiya Region for the *meher* planting season. Further, USAID/OFDA committed nearly \$350,000 to Cooperative Housing Foundation International (CHF), and more than \$700,000 to Food for the Hungry International (FHI) to improve food security in SNNP and Amhara regions, respectively. USAID/OFDA supported animal health and supplementary fodder interventions in Oromiya Region through a \$600,000 grant to Mercy Corps.

In response to ongoing health and nutrition concerns, USAID/OFDA provided more than \$1.4 million to support Save the Children/US (SCF/US) multi-sector rapid assessment and response activities throughout Ethiopia. USAID/OFDA also provided more than \$1.4 million to International Medical Corps (IMC) to consolidate and strengthen emergency nutrition programs and support local nutrition surveillance and more than \$610,000 to GOAL to implement malaria control and emergency nutrition preparedness measures, all in SNNP and Oromiya regions. To support the countrywide measles immunization program, USAID/OFDA approved \$800,000 to UNICEF for FY 2004.

USAID/OFDA also supported OCHA with \$200,000 to strengthen humanitarian coordination and to facilitate improved situation analysis, reporting, and communication of humanitarian response activities in Somali Region. Additionally, in order to address growing concerns regarding the GFDRE's resettlement program, USAID/OFDA provided \$25,000 to design a resettlement monitoring and evaluation framework for use by multi-agency assessment teams. USAID/OFDA also provided nearly \$225,000 for emergency relief commodities for resettlement areas. In addition, USAID/OFDA provided nearly \$100,000 to Checchi and Company to research the effectiveness of USAID/OFDA-funded seed fairs and voucher programs and cash-for-relief initiatives in Ethiopia during the 2003 emergency.

The USG is the largest donor of food assistance to Ethiopia. In FY 2004, USAID's Office of Food for Peace (FFP) pledged 490,820 MT of P.L. 480 Title II emergency food assistance valued at approximately \$250 million through CRS, SCF/UK, and WFP. Since the emergency began in August 2002, USAID/FFP's response to Ethiopia has reached more than 1.5 million MT of emergency food assistance valued at more than \$750 million. The commodities provided by USAID/FFP include a combination of cereals, pulses, and vegetable oil, and CSB for therapeutic and supplementary feeding. USAID/FFP emergency food assistance is provided to vulnerable populations through direct distribution, food for work programs, emergency school feeding, maternal and child health programs, and therapeutic and supplementary feeding programs.

In FY 2004, the U.S. Department of State's Bureau for Population, Refugees, and Migration (State/PRM) contributed more than \$5.3 million to support refugee assistance, protection, feeding, and literacy programs in Ethiopia. Funding to IRC improved water supply and quality, as well as provided sanitation facilities. State/PRM also funded education programs on HIV/AIDS and integrated services for Eritrean and Sudanese refugees in Sherkole, Yarenja, and Tigray. In addition, State/PRM funded refugee education and self-sufficiency programs, including the provision of small business grants and skills training. State/PRM also provided \$20,000 to the Ambassador's Fund to build two new preschools in the Shimelba refugee camp and to purchase and install solar panels to promote informal, evening classes for refugees in Shimelba, Sherkole, and Yarenja in Benishangul-Gumuz and Tigray regions.

**U.S. GOVERNMENT HUMANITARIAN ASSISTANCE TO ETHIOPIA \***

<i>Implementing Partner</i>	<i>Activity</i>	<i>Location</i>	<i>Amount</i>
<b>USAID/OFDA ASSISTANCE</b>			
CARE	Agriculture and Livelihoods	Oromiya	\$863,805
Consultant	Resettlement Monitoring Framework	Countrywide	\$25,012
Checchi and Company	Research Studies	Countrywide	\$98,431
CRS	Seeds, Livestock, Livelihoods, Water and Sanitation, Cash Grants	Multiple regions	\$4,884,466
CHF	Food Security/Agriculture	SNNP	\$349,018
FHI	Food Security/Agriculture	Amhara	\$299,737
GAA	Food Security/Agriculture	Oromiya	\$280,437
GOAL	Health and Nutrition/Capacity Building	SNNP, Oromiya	\$700,042
IMC	Health and Nutrition	SNNP, Oromiya	\$1,408,115
IRC	Water and Sanitation	Oromiya	\$2,984,025
Mercy Corps	Food Security/Agriculture	Oromiya	\$600,279
Merlin	Water and Sanitation	Oromiya	\$112,119
REST	Food Security, Agriculture, Livelihoods, Water and Sanitation	Tigray	\$1,751,679
SCF/US	Rapid Assessment and Response	Countrywide	\$1,424,312
World Vision	Agricultural Recovery	SNNP, Oromiya	\$1,723,891
UNICEF	Measles Vaccinations	Countrywide	\$800,000
OCHA	Coordination	Somali	\$200,000
Various	Airlift of Relief Commodities	Countrywide	\$153,986
Administrative Costs	Various	Countrywide	\$2,574,146
<b>TOTAL USAID/OFDA .....</b>			<b>\$21,168,488</b>
<b>USAID/FFP ASSISTANCE</b>			
WFP/ PRRO	7,950 MT of P.L. 480 Title II Emergency Food Assistance	Countrywide	\$4,706,100
WFP/EMOP	174,400 MT of P.L. 480 Title II Emergency Food Assistance	Countrywide	\$103,870,700
CRS	291,020 MT of P.L. 480 Title II Emergency Food Assistance	Countrywide	\$132,623,900
SCF/UK	17,450 MT of P.L. 480 Title II Emergency Food Assistance	Countrywide	\$7,413,500
<b>TOTAL USAID/FFP .....</b>			<b>\$248,614,200</b>
<b>STATE/PRM ASSISTANCE</b>			
Embassy Addis Ababa	Refugee Literacy Program	Multiple	\$20,000
IRC	Water/Sanitation	Multiple	\$1,374,708
UNHCR	Refugee Assistance	Multiple	\$2,950,000
WFP	Refugee Assistance	Multiple	\$1,000,000
<b>TOTAL STATE/PRM.....</b>			<b>\$5,344,708</b>
<b>TOTAL USAID HUMANITARIAN ASSISTANCE TO ETHIOPIA IN FY 2004.....</b>			<b>\$269,782,688</b>
<b>TOTAL USG HUMANITARIAN ASSISTANCE TO ETHIOPIA IN FY 2004 .....</b>			<b>\$275,127,396</b>

\* Total represents all USG assistance for FY 2004.



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