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SPECIAL ECONOMIC AND DISASTER RELIEF ASSISTANCE

Assistance to the drought-stricken areas in Djibouti

Report of the Secretary-General

1. In its resolution 1980/70 of 25 July 1980, entitled "Assistance to the drought-stricken areas in Djibouti, Somalia, the Sudan and Uganda", the Economic and Social Council, inter alia, requested the Secretary-General, taking into account Council resolutions 1980/44 and 1980/45 of 23 July 1980 and 1980/53 of 24 July 1980, (a) to send, as a matter of urgency, a multiagency mission to the countries in question, to assess the extent of the problem and the magnitude of the assistance required and (b) to mobilize humanitarian assistance from the international community for the people displaced as a result of the drought and other natural disasters. The Secretary-General was also requested to report to the General Assembly at its thirty-fifth session on the progress achieved in the implementation of the resolution.

2. The Secretary-General designated the United Nations Disaster Relief Co-ordinator to lead the multiagency mission. The mission visited Djibouti from 31 August to 8 September 1980. The report of the interagency mission to Djibouti is annexed to the present report.

# ANNEX

## Report of the interagency mission to Djibouti (31 August-8 September 1980)

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## I. INTRODUCTION

1. At the second regular session in 1980 of the Economic and Social Council, during the discussion on international co-operation and co-ordination within the United Nations system, representatives of the Governments of Somalia, the Sudan, Djibouti and Uganda made statements concerning the widespread, deleterious effects that the prevailing drought was having on their countries. They stressed the considerable loss of human life as well as the great number of deaths among the livestock and emphasized also the lack of sufficient food and water, which resulted in deteriorating health conditions. These conditions in the Horn of Africa have exacerbated an already difficult economic situation.

2. As a consequence of the plight of the affected victims, the Economic and Social Council adopted resolution 1980/70, in which it requested the Secretary-General, while taking into account resolutions 1980/44, 1980/45 and 1980/53:

(a) To send, as a matter of urgency, a multiagency mission to the countries referred to (Sudan, Somalia, Djibouti and Uganda) to assess the extent of the problem and the magnitude of the assistance required;

(b) To mobilize humanitarian assistance from the international community for the people displaced as a result of the drought and other natural disasters.

3. The Secretary-General designated the United Nations Disaster Relief Co-ordinator to lead the multiagency mission. The mission which visited Djibouti from 31 August to 8 September 1980 was comprised of representatives of the United Nations, the United Nations Development Programme, the International Labour Organisation, the World Health Organization and the Office of the High Commissioner for Refugees. A list of mission members is shown in annex I.

4. The terms of reference of the mission under resolution 1980/70, as concurred in by the Secretary-General, were as follows:

(a) Visit, to the extent possible, the areas seriously affected by drought and other natural disasters and assess the damage caused and its effects on the population;

(b) Estimate the immediate relief needs (for the period up to six months following the mission) of those persons who have been displaced by drought and other natural disasters;

(c) Estimate their follow-on relief needs (for the period from 6 to 12 months following the mission);

(d) Estimate the immediate and follow-on relief needs of the resident populations affected;

(e) Determine the scope and magnitude of the relief measures undertaken by the Government as well as its estimated resource availability to meet assessed requirements;

(f) Determine the degree of humanitarian assistance from the international community that is required to augment the Government's capability to respond to the situation.

5. The mission met with His Excellency Mr. Barkad Gourad Hamadou, the Prime Minister; His Excellency Mr. Moumin Bahdon Farah, the Foreign Minister; and His Excellency Mr. Idriss Farah Abaneh, the Minister of the Interior. Mission members had group and individual meetings with ministers, their officials and technical advisers. Visits were made to all camps where persons displaced by the drought were located. The names and geographical locations are shown in annex II. In addition, the mission visited the refugee camp at Ali Sabieh and the pilot irrigation project at Mouloud. Visits were conducted to all five districts in the Republic of Djibouti, and discussions were held with each of the Commissioners.

6. The mission wishes to express its appreciation for the assistance received from all concerned in the Government and, in particular, for their readiness and candour in responding to the many requests of members of the mission.

## II. SUMMARY OF PRINCIPAL RECOMMENDATIONS

7. The economy of Djibouti is very fragile, and the Government is encountering many difficult problems. The consequences of a long and abnormal drought have had a most adverse effect on the ability of the country to respond to the many associated humanitarian requirements. In addition, the country has absorbed an influx of 45,000 refugees, which has exacerbated an already difficult situation. Thus, the country is in dire need of external assistance to meet the demands of the existing situation. In the spirit of attempting to define those demands so that they may be more easily met, the mission has formed the following recommendations:

(a) The food assistance requested for the six-month period starting from 1 September 1980 is considered reasonable and should be provided. If the drought continues, similar requirements (upgraded for the additional number of nomads entering settlement camps) will be required.

(b) The Government's food-distribution capability should be enhanced by the provision of eight 4-wheel-drive platform trucks of 6-ton capacity and four smaller 2-ton trucks for shuttle and liaison between camps and district headquarters. Because of high internal transport and handling costs in Djibouti, the mission also endorses the provision of approximately \$500,000 of the Government's request for \$592,000 for internal transport and handling costs.

(c) The Government's water-distribution capability should be enhanced by the provision of nine additional 5,000-litre tank trucks, five 10,000-litre tank trucks and 36 water-storage tanks. The mission also recommends the provision of a mobile repair vehicle for use in servicing the transport fleet.

(d) Financial support should be given to the UNICEF project on water supply, at least through stage II. Should stage II be reasonably successful, financial support for stage III should also be provided.

(e) The requested provision of 7,000 blankets, 5,500 kitchen utensil sets, 55,000 metres of cloth for women and 16,000 metres of cloth for men is supported.

(f) The equivalent of 3,340 tents should be provided for use as temporary shelter in the settlement camps. Although some immediate tentage would be needed, it is recommended that cash donations for materials to construct "toukouls" or other semi-permanent structures for the camp occupants at equal or less investment cost would be a better solution to the shelter requirements.

(g) The health care for drought victims should be enhanced by provision of the drugs already requested from WHO; vaccines, two of the four ambulances requested, five of the nine prefabricated rural health outpost units requested, equipment for maternal and child health care, rehydration packages to at least the amount requested, and assistance with training in primary health care.

(h) The services of a highly qualified expert should be provided to analyse the feasibility of creating a "breeding-feeding" nucleus of livestock. Should this proposal appear suitable financial support for the project is recommended.

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### III. GENERAL BACKGROUND

8. The Republic of Djibouti has a surface area of about 23,000 square kilometres and an estimated population of 350,000; of this number, up to 200,000 live in the city of Djibouti. There are several small towns throughout the country, but approximately one third of the population is nomadic. In addition, there are at present approximately 45,000 refugees in the country.

9. The country is divided into five administrative districts, namely, Djibouti, Ali Sabieh, Dikhil, Tadjourah and Obock. Its economy needs considerable strengthening. The economic situation and technical assistance requirements of Djibouti are covered in the reports of the Secretary-General (A/33/106 and A/35/415) which discuss the prevailing economic situation as well as progress made in implementing the special economic assistance programme.

10. The Government affirmed that the most pressing need was water for human and animal consumption. The climate is torrid, with a few months of high humidity. Average annual rainfall in normal times is 100 to 200 mm, but for the 1973 to 1976 period it was only 70 mm and for the past two years of drought the yearly average has been 28 mm. The mission visited one area in the north-west Obock district where the tribal chief stated there had been no rainfall for the past four years. Strong winds - the Khamzin - hasten water evaporation and intensify soil erosion. There are several areas where water is obtainable from hand-dug wells that are 3 to 6 metres deep. However, in coastal regions the water from such wells is too saline to permit human consumption. There are very few deep wells in the Republic, and an intensive programme for developing additional sources of water must be pursued without delay.

11. The lack of water has had a devastating effect on the livestock population. The nomadic families who have lost their entire herds are now settled in camps established by the Government, and all of their needs must be supplied by the Government. Food is distributed to them on a monthly basis and water, more frequently. Water tank trucks are scarce and are in constant use over extremely rough roads. Mechanical breakdowns are frequent, and maintenance problems are considerable. Food and water must be provided also to thousands of other nomads who have lost a considerable proportion of their flocks. The transitory nature of this group and their remote and frequently inaccessible locations make the distribution problem a monumental one. On its many field visits the mission observed firsthand the difficulties faced by the Government in responding to these vital needs.

#### IV. RELIEF ASSISTANCE

12. In the entire Republic of Djibouti only 15 hectares are under cultivation in trial plots. Thus, Djibouti has no agricultural tradition and therefore produces negligible quantities of food. Food commodities as well as essential consumer goods are imported from abroad. The average Djiboutian diet consists mainly of rice, sorghum and beans, and very occasionally meat.

##### A. Food

13. Because of the severe drought conditions that have prevailed over the past three years, the nomadic population has lost all, or a large percentage, of their livestock. As Djibouti has no agricultural production and since the nomads live exclusively on their livestock, there is no national means available to compensate for these losses.

##### 1. Food aid requested for immediate relief needs (0 to 6 months)

14. Although the Government has already purchased 400 tons of durra, 50 tons of oil, 50 tons of sugar and 40 tons of dates, the needs are so great that international assistance is required. Accordingly, the Government has requested emergency food aid for six months for 130,000 drought victims (20,000 to 25,000 in camps and the remainder outside camps) calculated on the following daily basic ration per person:

	<u>grams</u>
Rice	175
Sorghum/durra	225
Oil	30
Sugar	50
Tea	5
Sardines	15
Tomatoes	10
Dates	50
Salt	2
Enriched food for infants	50

15. The Government's total request is as follows:

	<u>metric tons</u>
Rice	4,095
Sorghum/durra	5,265
Edible oil	702
Powdered skim milk	1,287
Sugar	1,170
Sardines	100*
Tomato paste	100*
Dates	100*
Tea	30*
Salt	20*
Enriched food for infants	72*

\* The Government's reduced request for these commodities is based on its intention to distribute them only to urgent malnutrition cases.

(a) Food aid pledged

16. In response to this request, as at 4 September 1979 the following pledges had been made:

<u>Commodity</u>	<u>Source</u>	<u>Pledges</u> (metric tons)	<u>Total</u> (metric tons)
Rice	WFP:	3,510 )	5,130
	Catholic Relief	)	
	Services:	1,620 )	
Sorghum/Durra	Ethiopia:	2,000 )	3,000
	Sudan:	1,000 )	
Edible oil	WFP:	234 )	398
	Catholic Relief	)	
	Services:	164 )	
Powdered skim milk	Catholic Relief Services:		550
Sugar	Catholic Relief Services:		272

Note: The Government of Iraq has pledged \$500,000 in unspecified commodities.

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(b) Remaining food aid required for immediate emergency period

17. The shortfall in meeting the Government's request is as follows:

	<u>metric tons</u>
Rice/sorghum/durra	1,230
Edible oil	304
Powdered skim milk	737
Sugar	898

Plus all requirements for sardines, tomato paste, dates, tea, salt and enriched food for infants (see para. 15).

The foregoing food requirements are solely for the assistance of drought victims, the food aid for the refugee population being the subject of a separate request by the Government.

2. Food aid required for follow-on emergency period (6 to 12 months)

18. The drought continues in Djibouti; and if no significant amount of rain falls within the next few months, the amount of food aid required for the second six-month period will increase over the amounts requested by the Government for the first six-month period. At each of the nine camps visited, the population was steadily increasing. Additional shelter was being constructed at each of the sites. Increased deaths of livestock would naturally follow a continued drought, and the number of nomads seeking refuge in camps would therefore increase. On the other hand, should sufficient rain fall by November of this year, grazing capacity would be restored at least partially; the movement towards settlement in camps would not only decrease but also some of the families at present in camp could return to their nomadic life if they were provided a small number of livestock. However, the international donor community should be aware that if rains fail requests for emergency food assistance will continue into the follow-on emergency period. Further, it is the considered opinion of the mission members that if sufficient rains do not come to Djibouti soon, the present request for emergency food will have to be increased by 10 to 20 per cent for the follow-on emergency period.

3. Transport for relief food

19. At the present time, food is distributed on a monthly basis from the district capital stores to the settlement camps for drought victims. The distribution of food to drought-victim camps and to refugee camps is the responsibility of the Office for Assistance to Refugees and Victims of Disaster (ONARS). About 40 per cent of the food is distributed by ONARS with its fleet of seven trucks, the remainder being delivered by private transport. For drought victims living outside the settlement camps, army trucks assist in transporting food from district stores to watering points where the nomads assemble. The ONARS trucks are usable on good roads only, and the Government has requested eight four-wheel-drive platform trucks of six-ton capacity and four smaller two-ton trucks for shuttle and liaison between the camps and district headquarters.

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20. At present, the quantity of food being distributed monthly to persons affected by drought is approximately 1,000 metric tons. With the Government's request for food assistance for a total of 130,000 affected persons, 2,000 metric tons would have to be distributed monthly.

21. The poor condition of the roads to settlement camps (often no more than trails) has taken a heavy toll on the existing transport fleet, and the Government's request for the eight 6-ton platform trucks and the four smaller trucks of 2-ton capacity appears to be very reasonable to the mission. Where the road-beds are adequate, the larger trucks of 6-ton capacity could be used, thereby reducing the total number of trucks required as well as driver, fuel and maintenance needs.

22. The Government has also requested \$592,000 for handling and internal transport costs. It should be noted that included in WFP's food provision is a \$93,600 allocation for internal handling, transport and storage, this amount being based on 50 per cent of the \$50-per-ton cost estimated for these purposes. The mission requested and received the following breakdown of the \$592,000 figure:

Breakdown of Government's request for internal transportation  
and handling costs

(a) Unloading costs at port	
865 DFr. x 12,891 tons	\$ 62,998
(b) Handling costs and transport from port to warehouse	
2,000 DFr. x 12,891 tons	145,661
(c) Transport to the distribution sites	
Ali Sabieh (railway)	
2,050 DFr. x 2,867.6 tons	33,212
Dikhil (road)	
6,215 DFr. x 3,267 tons	107,716
Obock, Tadjourah (ferryboat and road)	
7,500 DFr. x 5,031.5 tons	213,193
District of Djibouti (road)	
1,500 DFr. x 1,431 tons	12,127
Miscellaneous (handling of the deteriorated bags, broken crates, etc.)	17,093
Total	<u>\$592,000</u>

23. Inasmuch as \$93,600 has been allocated for internal transport and handling costs by WFP and in light of the precarious economic condition of the country, the mission supports the provision of approximately \$500,000 for this purpose.

B. Shelter, clothing and utensils for settlement camps

24. The Government submitted the following request of articles required for the nine settlement camps:

<u>Article</u>	<u>Number</u>	<u>Given or pledged</u>	<u>Remaining needs</u>
Tents	5,000	1,660	3,340
Blankets	10,000	3,000	7,000
Cloth for women	55,000 metres	-	55,000 metres
Cloth for men	16,500 "	-	16,500 "
Kitchen utensil sets	5,500	-	5,500

Note: The population of the various camps is shown in annex III.

25. The mission observed the critical need for additional shelter material for the increasing numbers of people entering the settlement camps as well as an already existing shortfall of shelter. The quality of facilities at the various camps varied widely. Those that had been established earliest in the south of the country (e.g. Ali Adde) were far superior to those in the Obock and Tadjoura regions. The facilities at the refugee camp visited were also far superior to those established in several of the camps for drought-victims. In view of the extended drought and no indication of a respite, the mission questioned the Government concerning the estimated length of stay for families in the settlement camps. The Government's position on this matter will have a definite effect on the types of shelter and degree of austerity of health and social facilities to be provided.

26. As indicated in paragraph 24, the Government has requested tents for shelter in the camps. However, tents are really not suitable for the hot and windy climate of Djibouti. Some District Commissioners reported that in their camps tents lasted only four months before replacement was required; other Commissioners reported a life cycle of six months. Tents of the nature required for the climate will cost from \$500 to \$600 each, including transportation costs. If the drought continues for another 12 to 18 months, up to two complete replacements would be required for a population estimated to increase by 25 per cent each 6-month period. At \$500 per tent, the cost for the 3,340 tents now needed would be \$1,670,000; for the first replacement of 7,000 in February 1981, the cost would be \$3,500,000; and for a 10,000 replacement in December 1981, \$5,000,000. Obviously this is neither a realistic nor a cost-effective solution.

27. The "toukoul" (traditional round hut) found in evidence at the Ali Sabieh camp provides much better shelter than a tent and, if desired or required, can be moved to another site. It is made of a fiber material which cannot be purchased locally in quantity. The fibers are collected and made by the family members. If suitable quantities of fiber could be purchased from a neighbouring country, shelters of this material would be a much sounder alternative to the purchase of tents. Further, if the Government accepts the fact that some of these camps will

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assume a permanent or semi-permanent status, then another alternative to tent purchase is available -- that is, construction of houses by using either cement blocks or stone. The mission observed these types of houses which had been constructed by the refugees at the Ali Sabieh camp as well as those constructed for the irrigation project personnel at Mouloud. The houses were built through the self-help efforts of camp personnel and were considered to be of rather substantial nature. The cost, approximately \$600 each, is also appealing. The District Commissioner at Dikhil advised that, at the outset, houses could be completed at the rate of one a week. With the experience now gained, however, he estimates that two to three a week could be constructed.

28. If the Government decides to settle the nomads who have lost everything into more permanent living facilities, then, of course, additional medical and social services must be provided. Although they do not necessarily fall into the category of emergency relief needs, each District Commissioner strongly emphasized the complete lack of educational facilities in the camp. Since children predominate in the camps, the mission recommends that at the earliest practicable moment the Government outline to appropriate international agencies and donor countries its needs for educational facilities and instructors.

29. It is realized that the nomadic tradition is deeply rooted and that tribal customs are strongly held. In large measure, these facts account for the extreme reluctance of these people to leave the plot of land which is their own, and on which they can live and graze their herds. However, when drought conditions become so severe that nomad families lose their entire flocks, they have no recourse but to settle in one of the Government-provided camps or with relatives who are more fortunate. Unless they can be provided with another herd and available grazing land, those displaced by the drought are destined to change from a nomadic life style to a more settled one. Of course, even if the family herd were replaced in whole or in part, a partial change could take place. The women, children and the elderly could stay in the more permanent housing facilities, while the husband would spend a good amount of time away from home tending his herd. This could be a rather viable arrangement, but this is a policy issue necessitating the Government's approval and support.

30. The mission endorses the shelter needs requested by the Government as reasonable but suggests that the above alternative choices of satisfying these needs be seriously examined by the Government authorities. It also recommends provision of the additional 7,000 blankets, kitchen utensils for 5,500 families, 55,000 metres of cloth for women and 16,500 metres of cloth for men.

### C. Water

31. The importance of water to Djibouti cannot be overstressed. The primary need expressed at every level, from top government figure to tribal chief, was always water. Rationing is the order of the day. In many areas children receive water once a day, while adults receive it once every two days.

32. The southern part of the country is very rocky and sandy. Eighty per cent of the underground rock strata is of basalt formation. When it rains, the wadis

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are filled for a short period of time. In some areas in the south, water is available from hand-dug wells 3 to 6 metres deep. Wells of this type provide water to the Ali Adde camp. More such wells could be dug, but emphasis should be placed on simple, physical improvements of the present well-sites which would require practically no financial outlay. It is estimated that wells dug in the wadis of the northern region could yield considerable water but because of the alluvial and boulder-like underground conditions it is difficult for the indigenous population to dig such wells without adequate tools and technical assistance. Blasting methods have also been suggested.

33. The existing situation is not encouraging. Only three relatively new drilling rigs are available. Two drills of French manufacture had been operating in the past but at the time of the mission's visit were standing idle because of a lack of master drillers and trained crews. The mission was informed that a master driller and an assistant would arrive from France in September 1980 to recommence operation of one of the two drilling rigs. It was also understood that UNICEF was requesting another master driller to ensure operation of the second drilling rig. The third rig, which is of German manufacture, is in Holl Holl and is now being operated by a crew from the Federal Republic of Germany.

34. The Federal Republic of Germany has a team working on the over-all water programme for Djibouti. They are doing a hydrogeological survey to define a new programme for developing surface and underground water resources. The Government's Rural Technical Services work very closely with the German team. Unfortunately, the mission was unable to meet the team members who were on leave in Germany. As an essential part of the hydrogeological survey, one of the proposed projects is to do six test drillings to a depth of 400 metres. These drillings would take place on the plains of Houle, Petit-Barra, Grand-Barra and Gobaad. These would be the first drillings conducted in Djibouti to below 200 metres. The activities proposed for drilling permanent and test bores in 1980-1981 seem to be amply covered by the contributions from Saudi Arabia, and no request for emergency relief financing of these activities appears necessary.

35. The mission was encouraged to learn that the President of the Republic recently appointed a committee to oversee the water programme for the entire country.

36. Although three relatively new drilling rigs are available, there is a lack of casing and screens to line up the completed boreholes. Also, six boreholes already drilled cannot be used because deep-well pumping units are not available. Much of the heavy-duty transport and machinery attached to the drilling rigs is in dire need of maintenance and repair. Adequately trained operators and maintenance personnel are simply not available locally.

37. UNICEF sent a water supply expert to Djibouti in the summer of 1980 to assess the present water situation. As a result of his survey, he recommended a three-stage programme, which is described in annex IV. The mission strongly endorses financial support for the first two stages, as they fall within the immediate and follow-on emergency relief period. Further, if the second stage of the programme is reasonably successful, the third stage should also be pursued without delay.

38. For the past two years the rains have been scarce and behind schedule. The National Meteorological Office reported that from January to August of this year only 1.1 mm of rain fell in the country. If the normal heavy rainfall does not occur in October, famine conditions will become even more widespread. The spring rains, if they occur, are not expected until March/April 1981.

39. In some areas the mission noted a lack of water tanks and, in other areas where tanks were present, that there was no standpipe arrangement, that it was not connected or that some pipe sections were missing. It is recommended that all camps should be provided with suitable water reservoirs and, if a water point is nearby, that a standpipe be laid connecting it to the reservoir. If the reservoir is covered and basic treatment ingredients are added, a reasonably safe water source will be available. Where possible, every effort should be made to reduce the distance between the water supply point and the camps. In this regard, the mission believes that, while keeping in mind the tribal customs and traditions prevalent in the various geographical regions, the Government should examine the possibility of reducing the number of camps.

40. As a consequence of the continued drought, the Government has been required to establish water supply points and to deliver water to those points by tank truck. The tank trucks are in short supply, are required to travel great distances and are in constant use. Drivers become exhausted because of the overtime required, and vehicles are constantly breaking down because of excessive usage and lack of adequate maintenance facilities. Some District Commissioners are constructing cement cisterns at strategic points in their districts. This procedure will reduce the distances to be travelled by the water trucks and help alleviate some of the problems.

41. The Government has requested fifteen 5,000-litre tank trucks, of which five have already been supplied by the donor community. They have also requested five 10,000-litre tank trucks and funds for 60 water-storage tanks. Twenty-four of these storage tanks have already been supplied by the European Economic Community and Catholic Relief Services. The mission supports the provision of nine 5,000-litre tank trucks, five 10,000-litre tank trucks, and 36 water-storage tanks. However, it also recommends that a mobile repair vehicle be provided for use in servicing the transport fleet.

#### D. Health

##### 1. General health situation in Djibouti

###### (a) Facilities

42. There are in the city of Djibouti a 670-bed general hospital and four rural hospitals of limited bed capacity. In addition, there are nine dispensaries in the city and nine rural and 15 peripheral dispensaries.

(b) Personnel

43. The majority of the approximately 40 doctors in Djibouti are located in the city proper and are primarily French citizens. Also, a considerable number of qualified nurses (30 to 35) are foreigners. There are well over 100 assistant nurses and at least an equal number of health auxiliaries. In addition, there is an unknown number of health professionals associated with volunteer groups serving in the country.

(c) Major health problems

44. There are numerous, serious health problems in Djibouti. Communicable diseases such as tuberculosis, measles and gastrointestinal diseases are prevalent, and there are considerable malnutrition and anemias of various origins.

2. Health situation and services in rural areas

(a) Within settlement camps

45. There are among the new arrivals symptoms of acute exhaustion and debility. Their varying degrees of malnutrition generally improve with their prolonged stay in the camps, provided that the initial acute stage is overcome. For example, at the Mouloud camp the mission met one mother who had arrived the previous day with her blind husband and one badly undernourished child. She said that she had lost four other children while en route to the camp.

46. There have been outbreaks of communicable disease, which were then aggravated by the crowded living conditions. There are frequent cases of gastroenteritis, often caused by polluted water. Several cases of measles were noted in a number of camps. None of the camps had internal health services available, and the people had to rely on dispensaries in adjoining towns, on sporadic visits by the Government's sanitation service or on medical services from adjacent military posts. At present, Red Crescent teams composed of rudimentarily trained staff are in both the Ali Adde camp and the town of Tadjourah.

(b) Rural population outside camps

47. The truly rural population is virtually entirely nomadic. Other designated "rural" persons are, in fact, living in or near district capitals and are mostly healthy, employed and financially able to purchase food. They also have easy access to rural dispensaries and hospitals. The truly nomadic population is widely scattered and transitory. They are comparatively free of communicable disease though they sometimes suffer from diarrhoea or vomiting induced by consumption of brackish or other unsuitable water. Their health status is threatened by acute dehydration and starvation, and they have practically no access to medical facilities.

3. Current health programmes for vulnerable groups  
(children, mothers and elderly)

(a) Maternal and child-health (MCH) programmes

48. Dispensaries are in the process of introducing maternal and child health programmes, including antenatal care, training of midwives and nutritional surveillance. Except for Djibouti City, these activities are carried out on a small scale.

(b) Vaccination programme

49. As for immunization, it seems that Djibouti City is the only local point where there is any sizeable immunization programme. Immunization on a demand basis is available only in district capitals where round-the-clock electric power is available. In rural areas, trips could be made on a "day-out-and-in" basis from the district capital to outlying dispensaries to conduct a vaccination programme for camp personnel. Finding cases of infectious diseases and treating them is prevalent only in Djibouti City and military installations. Locating cases of tuberculosis is well below expectations, but more cases are found than can be accorded effective and subsequent treatment.

(c) Training of health auxiliaries

50. The training of health auxiliaries is essentially limited to one of training practical nurses at the general hospital in the city. These nurses frequently perform in areas where they are not properly trained, such as in diagnostic and therapeutic work; however, some nurses in the sanitation service have acquired limited knowledge in these areas. The Red Crescent of Djibouti and other voluntary organizations have offered informal instruction in first aid, but it is quite limited.

4. Immediate and follow-on health needs for people in settlement camps

(a) Government requests

51. The Government has requested numerous items, including nine prefabricated rural health outposts, equipment for maternal and child care (MCH), 150,000 rehydration packages and equipment, and vaccine for 10,000 children. In addition, the Government would like to have four ambulances for evacuating patients from camps to the district capitals, two trucks for delivery of medical supplies, and five vehicles for the Sanitation Service. Considerable quantities of pharmaceuticals have also been requested.

(b) Mission assessment

52. In four of the nine camps visited, the mission noted that a functional hospital or dispensary was located nearby. At some of the other locations, a military installation was nearby. Where there is a medical installation near the



camp, it is considered that no strong justification can be made for more structural installations. Therefore, it is recommended that the provision of only five prefabricated units be accepted as a reasonable request. The strengthening of aid posts at military installations appears to be reasonable so long as it is understood that the strengthening is primarily to provide care for the drought victims. The Government has requested four ambulances, one for each of the outlying districts. It is noted that the Government previously requested two ambulances for use in each medical centre, in Ali Sabieh and Dikhil. Therefore, the mission supports the provision of two ambulances, one for each of the medical centres in Obock and Tadjoura. However, the ambulance should be of the field-variety type, convertible for other uses (land rover-military jeep-ambulance). The vehicles requested for drug delivery do not seem to be vitally necessary. Supplies can go to Tadjourah and Obock by ferry and to Ali Sabieh by train; it is only to Dikhil that they need go by road. Further, drugs from the district capital can be delivered on trucks supplying food to the camps. It appears to the mission that trucks for the Sanitation Service would be used primarily for strengthening services in urban areas, principally Djibouti City, and therefore would not benefit people in the drought camps. Should the vehicles be used primarily for conducting an in-camp sanitation programme, then the request would be favourably endorsed by the mission. The request for 150,000 rehydration packages as well as injection equipment and vaccine for 10,000 children appears reasonable, and it is suggested that this request be considered favourably by UNICEF.

53. Concerning drugs, it was learned that a recent WHO mission to Djibouti resulted in the submission of a list of current drug requirements. If this is the case, then the appropriate United Nations agency already has this matter under its cognizance. In addition, it is believed that the Government should compile, or revise, a standard list of drugs to be used by:

- (a) Public Health Care workers;
- (b) Nurses not in hospitals;
- (c) Medical officers in dispensaries.

54. The Government should also be assisted in obtaining drugs at more favourable costs. This could be done by reimbursable purchasing through WHO or UNICEF.

55. The main needs of a health or medical nature (in order of urgency) are as follows:

(a) Reorganization of settlements (to achieve more appropriate size of settlement, adequate spacing within unit, better access to water supply and to road networks).

(b) Improvements in existing water supplies. For example, in the several shallow wells at the Ali Adde campsite, water holes should be improved by levelling the ground around the hole, revetting the hole margin and covering the top of the hole to allow passage of a single bucket on a pulley. Where other water sources such as wadis are available standpipes should be laid between the water source and a reservoir. The reservoir should be covered and the water chlorinated.

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(c) Redeployment of medical staff to strengthen rural hospitals and dispensaries and permitting part-time work in settlement camps. These personnel would assess the health condition and nutritional status of new entrants, earmarking those at greatest risk within vulnerable groups, and provide for early recognition of potentially devastating diseases, such as measles. They would also search for cases of tuberculosis and provide early and continued treatment. They would ensure the oral rehydration of sufferers of gastrointestinal infections.

#### 5. Training programme for primary health care in settlement camps

56. There are two components to this programme. The first is teacher training (training persons in the art of teaching Primary Health Care (PHC) workers) as well as retraining those already operating in rural camps, dispensaries or aid posts. The second is training the PHC workers. The first component would include both substantive training and instructor training. The latter should concentrate on the teaching/learning methods best suited to the student - for the most part, young nomads. There are several possibilities for providing this training:

(a) On a technical co-operation for development basis - preferably in a neighbouring country;

(b) Through the provision of experts or consultants from outside sources; if requested, WHO could take the lead in this area and could possibly be joined by other international organizations working in Djibouti;

(c) The recipient of this training could come from the staff of the Ministry of Health, from military medical personnel or from local humanitarian organizations such as the Red Crescent.

57. The teacher training course would last approximately two months, and a revised or updated course might follow in a year's time. This would provide great benefit to the settlement camps and have the added advantage of leading to a permanent PHC system in Djibouti.

58. The training of PHC students would be conducted in the local language and does not appear to require any substantial outside assistance.

### E. Livestock

#### 1. General situation and ecology

59. Traditionally, the population of Djibouti has depended entirely on livestock for its livelihood; and even with the advent of the modern port and the Djibouti-Addis Ababa Railway, livestock still represent the means of subsistence for the majority of the rural population.

60. Herding consists of two main types - large animals (camels, cattle and, to some extent, donkeys) and small animals (sheep and goats). There is some specialization between the two types, though by far the largest number of herders keep sheep and goats.

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61. There has been only one livestock census - in 1978, which yielded the following results:

goats	500,000
sheep	400,000
cattle	50,000
camels	40,000
donkeys	6,500

62. The normal carrying-capacity of the Djibouti pasture lands is not known and obviously varies with rainfall, the amount of stockfeed and surface water. Moreover, until recently, the political boundaries presented no barrier to the movement of the herders who follow a semi-nomadic existence in quest of fodder and water. Grazing rights differ from north to south, being more liberal in the south and more precisely circumscribed in the north.

63. Drought is by no means rare at the best of times and leads to periodic depletion of the stock, which, however, is usually fairly rapidly made up once pastures are restored by rain. The small animals reproduce more rapidly and therefore their numbers are restored more quickly than are the large animals. However, camels are the most hardy and resistant to adverse conditions. Customs also ensure that hard-hit families are helped in times of stress by their extended relatives who generously donate some stock to those suffering from severe losses in their herds.

## 2. Effects of present drought

64. The present drought has been more severe, persistent and widespread than previous ones. Virtually no rain has fallen in many areas for about three years. Obock has had no rain at all during this period, and other areas in the north have had an average of less than 20 mm rainfall per year. Many families have lost all their stock, and the Government's estimate is that about half the stock reported in the 1978 census has been lost. The remainder is in seriously weakened condition.

## 3. Government requests

65. In general, the Government feels that availability of fodder represents a bigger problem than availability of water for the residual stock. (The drought in the northern region has resulted in the total elimination of available biomass, and the livestock have been deprived of all potential fodder.) It has, therefore, sought external assistance mainly with respect to fodder supplies. The most recent estimates are based on a 50 per cent depletion of the total herd and on a 50 per cent requirement of the total, normal daily fodder ration ("fodder unit"). Hence, the Government has calculated the needs at 155,000 F.U.'s per day which, in terms of a barley-hay mixture, correspond to 155 tons per day - or about 250 m<sup>3</sup> per day. (For the fodder mixtures, the weight and volume may well be different. See annex V.) The fodder should arrive in "conditioned" form.

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66. The Government is most anxious to save a portion of the livestock population, particularly young animals, females with a calf or milking, and some mates. To this end, the Government has undertaken a feasibility study for a production unit of cattle fodder. If the results of the study are encouraging, the Government would like to obtain financial assistance for implementing the project.
67. The Government is able to take care of transport, and possibly transport costs, utilizing the railway, ferries and roads to district headquarters and thence by military transport to distribution points. As a first approximation, each of the four small districts should receive one quarter of the total fodder aid, or a little under 40 tons per district per day. The initial supply from foreign sources should cover four months' needs. Subsequently, needs would be adjusted in proportion to rainfall. Transport costs have been calculated in terms of 25,600 litres of petrol per month (from three to five main distribution points per district).
68. Fodder aid is not normally supplied as a form of drought relief, and the mission entertains serious doubts as to its advisability or feasibility on the scale requested (i.e., for all residual stock and for an indefinite period). This is particularly so in view of the logistic problems involved and the difficulties of herding all stock into about 20 holding areas with not unlimited surface water at each.
69. On the other hand, the mission is very conscious of the critical role played by livestock in the economy and way of life of the population and of the difficulties of short-term conversion from a semi-nomadic herding existence to a sedentary existence with other means of livelihood.
70. Nevertheless, the group considers that the present disaster camps may ultimately lead at least part of the population, especially the children and aged of the nomadic families in settlement camps, to adopt a more sedentary way of life.
71. Further, the mission believes that one possible way to restore the disaster-affected population to its former way of life is through a stock nucleus for each family. This would require from the international community a limited amount of stock to be brought or transferred to some communal ownership for feeding, breeding and fattening purposes. Then, when conditions permit, this stock would be released without charge to destitute families. If the Government wishes to maintain a breeding nucleus against future calamities, beneficiaries might be expected to "pay back" part of the stock thus received (once the herd has built up again) into such a pool, possibly run as a co-operative in "normal" times.
72. The mission did not have the resident expertise to evaluate such a proposed scheme but recommends it for consideration by both the Government and the appropriate international agencies (FAO/WFP/IFAD). Services of a highly qualified expert should be sought to study the practicalities of such a proposal, which would include, inter alia, the number of animals in each category, feeding modalities, localization within each of the districts and ratio of female to male.

ANNEX I

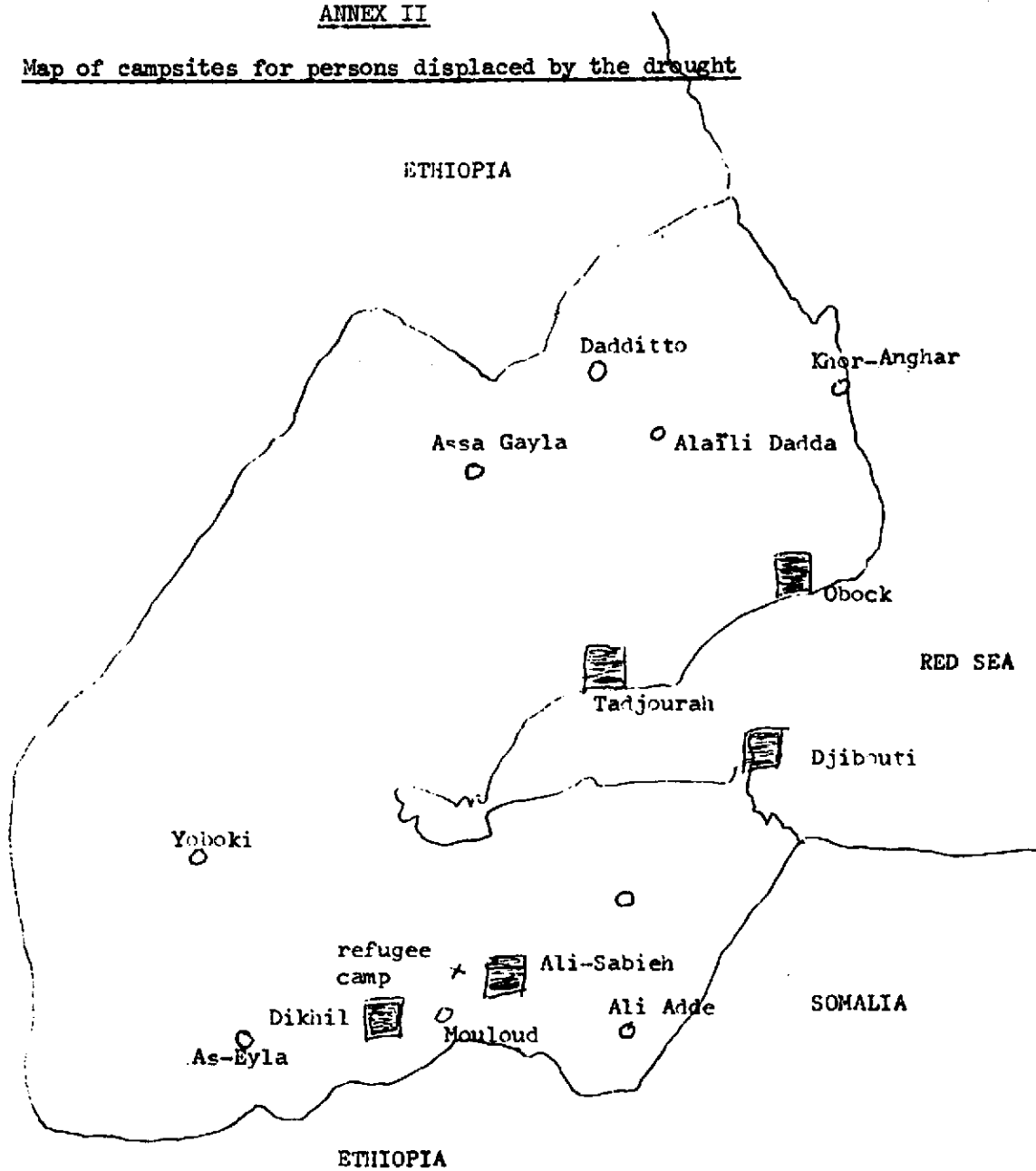
Mission participants




Mr. Faruk N. Berkol	Under-Secretary-General United Nations Disaster Relief Co-ordinator Head of Mission
Mr. Earl E. Anderson	Consultant Office of the United Nations Disaster Relief Organization
Mr. Djamal Harbi	Resident Representative, UNDP, Djibouti
Mr. Fernand Scheller	Deputy Resident Representative, UNDP, Lebanon
Mr. Souleyman N'Diaye-Guirandou	Adviser, Programme of Technical Co-operation Regional Office for Africa International Labour Organisation
Dr. René L. Manning	Regional Public Health Adviser Programme Development WHO Regional Office for Eastern Mediterranean Alexandria
Mr. Ilunga Ngandu	UNHCR Representative for Kenya and Djibouti

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ANNEX II

Map of campsites for persons displaced by the drought



-  District
-  Camp for victims of the drought
-  Refugee camp

ANNEX III

Population of camps and location of other drought victims

District of Ali-Sabieh

Alli Adde . . . . .	3 650
Holl-Holl . . . . .	<u>400</u>
	4 050

District of Dikhil

Mouloud . . . . .	1 000
As-Eyla . . . . .	2 330
Yoboki . . . . .	<u>2 400</u>
	5 730

District of Obock

Obock town and surroundings . . . . .	270
Khor Anghar . . . . .	250
Alaili Dadda . . . . .	300
Daddatto . . . . .	<u>180</u>
	1 000

District of Tadjourah

Tadjourah town and surroundings . . . . .	6 000
Assa Gayla . . . . .	<u>3 200</u>
	9 200
Total	<u>19 980</u>

The other populations affected by the drought are distributed as follows:

Ali-Sabieh . . . . .	25 000
Dikhil . . . . .	25 000
Tadjourah . . . . .	25 000
Obock . . . . .	15 000
District of Djibouti . . . . .	<u>20 000</u>
	110,000

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ANNEX IV

UNICEF's three-stage programme for water supply

	<u>\$US</u>
<u>First stage</u> - To provide urgently and consider as an emergency:	
(a) Recruitment of a master driller/instructor for a period of one year to put the third new idle rig in operation .	50,000
(b) Immediate supply of seven deep-well pumping units to place in operation the completed boreholes . . . . .	50,000
(c) Supply of (PVC) casing and casing screens for 10 boreholes expected to be completed in six months' time at an average depth of 180 m . . . . .	56,000
(d) Supply of scientific instruments such as borehole loggings, baroid scales, electric water-level indicators . . . . .	<u>2,000</u>
Total	158,000
Plus 15 per cent freight and insurance on supplies only	<u>16,000</u>
Grand total	<u><u>174,000</u></u>

Second stage - The call forward is not to be submitted later than end of November 1980, so as to have the equipment in mid-1981. The equipment will consist of: one drilling rig, PVC casing and screens, deep-well pumping units, heavy duty transport vehicles, desanders and shell shakers, camp equipment including caravans for living quarters, hand-operated pumping units, stipends for trainees and trainers, etc. . . . . 600,000

Third stage - The call forward is to be submitted by mid-1981. The equipment will consist of: second drilling rig, if the first has proved successful; all the mechanical workshop equipment; PVC casing and screens; deep multi-stage well-pumping units and hand-operated pumps; spare parts, etc., including costs for continuous training . . . . . 400,000

Total expenditure for two years . 1,174,000

(The second- and third-stage expenditure includes 15 per cent for freight and insurance.)

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## ANNEX V

### Programme for emergency aid to save livestock\*

#### I. PASTURE AND LIVESTOCK SITUATION

1. In the Republic of Djibouti there are currently very large deficiencies in rainfall. In the Obock District there has been a drought over the past three years; and in the remainder of the nation's territory, less than 20 mm annual rainfall.
2. This situation has resulted in the total disappearance of vegetation, and the livestock of the Republic is deprived of all potential fodder. In several places, mortality rates of 50 to 60 per cent have already been noted. However, the life style of the nomads does not lend itself to a precise assessment of losses in each region. The surviving livestock is very feeble; and with no end to the drought in sight, the starved and weakened animals will all die if fodder is not deployed shortly.
3. Since the drought this year has affected the neighbouring countries, the traditional recourse to transhumance is completely excluded. At present the only possibility to save a part of the livestock would be to launch an appeal for international fodder aid.
4. It is hardly necessary to emphasize that this calamity affects thousands of people since the nomads and a majority of the villagers depend on the herds for their subsistence. More than half the population lives directly or indirectly on livestock products.

#### II. FODDER NEEDS

5. Because of nomadism, it is very difficult to assess exactly the number of livestock. In 1978 the Department for Husbandry and Fisheries undertook a census which resulted in the following estimates of total numbers for each species:

goats . . . . .	500,000
sheep . . . . .	400,000
cattle . . . . .	50,000
camels . . . . .	40,000
donkeys . . . . .	6,500

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\* Programme of the Ministry of Agriculture and Rural Development, Republic of Djibouti.

6. Survival rations during periods of calamity are half the animals' ordinary needs. In the distribution of fodder priority should be accorded to young animals, females with a calf milking cows.

Daily needs of species (in terms of fodder units)

Goats	500,000	x	0.5 F.U./day	=	250,000
Sheep	400,000	x	0.5 " "	=	200,000
Cattle	50,000	x	2.0 " "	=	100,000
Camels	40,000	x	2.0 " "	=	<u>80,000</u>
Total					630,000 F.U.

7. The daily ration for the entire livestock would be 630,000 F.U. According to international standards, 1 fodder unit is the equivalent of 1 kilogram of ground barley; thus the total daily need is 630 tons.

8. The great demand for fodder mixtures on the world market would require calculating the equivalent for any other mixtures available and tonnage, as well as techniques of utilization, would vary accordingly. Considering the magnitude of the operation, it is essential to seek the best mixtures in order to avoid the danger of digestive casualties as far as possible. Ideally, to avoid all waste, a well-balanced fodder mixture should be obtained in bales.

Conditioning of fodder

9. In Djibouti there is no possibility of conditioning the fodder; therefore it would be very desirable to obtain the grindings in sacks (bags). According to estimates of the Livestock Department, all the herds are in need of relief.

III. LOGISTICS

A. Transport

10. If barley or equivalent concentrated fodder is made available, then 630 tons, representing approximately 1,000 cubic metres, need to be handled daily.

1. Concentrated fodder needs of livestock

11. On the basis of the 1978 census figures, the survival rations for all livestock amount to 630 tons per day of concentrated fodder.

12. Taking account of the average 50 per cent mortality rate and the fact that the fodder would be distributed only to selected animals (50 per cent of the stock:

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namely, young animals, females with a calf, milking cows and some males), the daily need for the country as a whole is revised to:

$$630 \text{ tons} \times 50 \text{ per cent} \times 50 \text{ per cent} = 155 \text{ tons/day}$$

13. We think that the aid provided would be divided into two equal parts, one part for districts in the north (Obock and Tadjourah) and one part for those in the south (Ali-Sabieh and Dikhil).

## 2. Means of transport

14. The fodder would be transported by ferry between Djibouti and Tadjourah and between Djibouti and Obock. Fodder destined for the District of Dikhil can be transported by train to Ali-Sabieh and from there by army transport to Dikhil.

## B. Stockage (Base Depot)

15. To avoid any waste, a large fodder reserve would be maintained in Djibouti where there are several possibilities for stocking.

16. At the beginning of the month the four district capitals would receive the requirements of their different distribution points. With no hope of rain before December 1980, the minimum delay for assistance would be four months. If the order of aid asked for were obtained, it would be necessary to transport 155 tons for 120 days (4 months) from Djibouti, or 31 tons per day per district.

17. The distribution centres are deployed as follows:

<u>District of Djibouti</u>	<u>Distance in kilometres</u>
Dorale	10
Nagad	10
P K 20	20
P K 50	50
<u>District of Obock</u>	
Illi Sola	30
La Assa	50
Khor Angar	50
Godoria	34

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<u>District of Tadjourah</u>	<u>Distance in kilometres</u>
Kalaf	10
Sagallou	30
Randa	30
Adaillou	60
Lac Allol	135
<u>District of Ali-Sabieh</u>	
Doudoub Balalay	20
Ali-Adde	30
Mouloud	27
<u>District of Dikhil</u>	
Hanle	60
Agna	80
Daggirou	85
As Ela	50

18. Military transport could haul the fodder to distribution points, where it would be turned over to the traditional "elders" for distribution, under the supervision of experts of the Livestock Department. To maintain the necessary liaison, these experts will need five radio-controlled, all-terrain vehicles.

Estimated fuel needs for fodder distribution

Monthly each district would receive:

31 tons x 30 days = 930 tons of fodder

(a) District of Tadjourah

(transport by 5-ton trucks)

<u>Destination</u>	<u>Tonnage</u>	<u>Trucks</u>	<u>Mileage</u>	<u>Total kilometres</u>
Stockage	930	180	4	720
Khalal	150	30	30	900
Sagallou	200	40	40	1,600
Randa	200	40	80	3,200
Adailou	200	40	120	4,800
Sak-Allol	180	36	260	<u>9,360</u>
Total District . . . . .				20,580
<u>Average consumption</u> 40 l./100 kms., viz. 8,400 l./month				

(b) District of Obock

<u>Destination</u>	<u>Tonnage</u>	<u>Trucks</u>	<u>Mileage</u>	<u>Total kilometres</u>
Stockage	930	180	4	720
Illi-Sola	250	50	60	3,000
La Assa	250	50	100	5,000
Godoria	200	40	70	2,800
Khor Angar	200	40	100	<u>4,000</u>
Total District . . . . .				15,520
<u>Average consumption</u> 25 l./100 kms., viz. 4,000 l./month				

(c) District of Djibouti

<u>Destination</u>	<u>Tonnage</u>	<u>Trucks</u>	<u>Mileage</u>	<u>Total kilometres</u>
Nagad	200	40	20	800
Dorale	200	40	20	800
PK 20	200	40	40	1,600
PK 50	200	40	100	<u>4,000</u>
Total District . . . . .				7,200
<u>Average consumption</u> 25 l./100 kms., viz. 1,800 l./month				

(d) District of Ali-Sabieh

<u>Destination</u>	<u>Tonnage</u>	<u>Trucks</u>	<u>Mileage</u>	<u>Total kilometres</u>
Stockage	930	180	4	720
Doudoubalale	250	50	40	2,000
Ali-Adde	250	50	60	3,000
Mouloud	250	50	70	<u>3,500</u>
Total District . . . . .				9,220
<u>Average consumption</u> 25 l./100 kms., viz. 2,300 l./month				

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(e) District of Dikhil

<u>Destination</u>	<u>Tonnage</u>	<u>Trucks</u>	<u>Mileage</u>	<u>Total kilometres</u>
Stockage	930	180	80	14,400
Hanle	200	40	120	4,800
Agna	200	40	160	6,400
Daggirou	200	40	170	6,800
As-Eyla	200	40	100	<u>40,000</u>
Total District . . . . .				36,400
<u>Average consumption</u> 25 l./100 kms., viz. 9,100 l./month				

19. Thus, in order to ensure distribution of the fodder, it is necessary to provide 25,600 litres of fuel per month (total of 8,400 + 4,000 + 1,800 + 2,300 + 9,100).

20. Distribution points have been selected for the availability for the herds (source or traditional well).

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