



EMERGENCY AFRICA

U.S. AGENCY FOR  
INTERNATIONAL  
DEVELOPMENT

MAY 6 1994

The Administrator

MEMORANDUM TO: Mr. Anthony Lake  
National Security Advisor  
National Security Council

FROM: J. Brian Atwood *JB*

SUBJECT: Action Plan for Horn of Africa

I regret that I was unable to attend your meeting on this subject this morning. Unfortunately, I was not informed it was happening. In any case, I am attaching three papers I had asked USAID staff to prepare for that meeting. They cover: 1) a current assessment of the situation, resources needed to mitigate the disaster and the amount the USG can bring to the table (more than enough to underscore our leadership role); 2) a proposed agenda for a meeting the Vice President would chair the week of May 23 (which we hope can be scheduled soon); and 3) actions that we can take.

If you have an opportunity to discuss these recommendations on your way to South Africa, please let me know what you want us to do to prepare. I believe you will find USAID out ahead of this problem. We have the best disaster relief operation in the world and, while this situation is an extremely difficult challenge, we believe we will be able to lead the international community and save many lives.

Attachments: a/s

**GREATER HORN OF AFRICA  
ASSESSMENT AND RESOURCES**

- o More than 19.4 million people are threatened with starvation or starvation-related diseases and health problems in the greater Horn of Africa if they do not receive some assistance from the international community. As international organizations come to a better assessment of the Rwanda refugee situation, the 19.4 million figure is likely to rise.
- o Ten countries make up the Greater Horn of Africa: Sudan, Somalia, Eritrea, Ethiopia, Djibouti, Kenya, Uganda, Tanzania, Rwanda and Burundi.
- o The 19.4 million are victims of drought or civil conflict or both. Most are displaced within their own countries or have become refugees in adjoining countries and are separated from their traditional means of support.
- o While the international community is providing extensive support, it is not enough. Hundreds of thousands of Africans will suffer and perish needlessly if more is not done.
- o Emergency food requirements for the region for the year (major harvest to major harvest) are valued at \$675-\$855 million (1.5-1.9 million metric tons).
- o At the present time, the USG has identified about one-third of this need or \$225 million (.5 million metric tons). The international community has met another third and approximately one-third of the food requirement valued at \$225 million or 500,000 metric tons remains unmet.
- o In these complex disasters there are great non-food needs (medicines, public health, child vaccinations, clean water and sanitation). Lack of water and inoculations kill more people--especially children--than lack of food. Non-food emergency relief, though less visible, is equal in urgency than food aid.
- o The USG has already provided \$26 million toward these non-food emergency requirements in the Greater Horn, and plan a total contribution of around \$70 million in FY '94. The total amount needed, and the amounts pledged by other governments, are not currently known.
- o We have a need to generate additional resources from USG agencies to meet the remaining gap, to develop a strategy to encourage other donors and the UN to search for additional resources and to help PVOs generate more private contributions by providing White House attention to the issue.

PROPOSED USG ACTIONS FOLLOWING THE V.P.-CHAIRERD  
HIGH-LEVEL MEETING ON THE HORN CRISIS

- o The Vice President holds a press conference to describe the crisis and USG actions.
- o USG agencies identify an additional \$50 million in resources to respond to the crisis in the Horn, and an additional \$200 million or so is generated through the two steps below:
  - o The Vice President meets with Washington representatives of donor governments to solicit their government's assistance.
  - o The Vice President meets with US PVOs involved in the humanitarian response and provides them the visibility they need to solicit more private donations for the emergency in the Greater Horn.
- o The Administrator visits the region as a Presidential envoy to discuss the response to the crisis with area governments, to witness the emergency first-hand, and to heighten international attention on the emergency.
- o The Vice President meets in New York with the UN Secretary General, the Under Secretary General for Humanitarian Affairs and the Directors General of UNICEF and the World Food Programme to discuss what the UN will do to intensify its response to the crisis in the Greater Horn of Africa. Ask the Secretary General to convene a ministerial level donors meeting on the Horn Crisis and to give high priority to coordination in the region itself.
- o The Vice President proposes to key donors and the UN the creation of an ongoing international body to address the underlying causes of drought in the Horn. The organizations would be along the lines of the Club du Sahel which was established by the US and France following the drought in the Sahel in the 1970s. This body would work with donors and the region's governments to develop a strategy for dealing with the structural problems that contribute to the recurring food deficit.

PROPOSED AGENDA ON THE HORN OF AFRICA  
VICE PRESIDENT-CHAired MEETING

Introductory comments regarding the importance of humanitarian assistance in the larger scheme of US foreign policy.

- o Vice President Gore (5 minutes)

Overview of the current situation in the Greater Horn.

- o Administrator Atwood (5 minutes)

Focus on specific issues contributing to the crisis in the Greater Horn, including the food deficit, drought, civil conflict, displaced persons and refugees.

- o USAID and State Officers (15 minutes)

Summary of the findings of the Greater Horn of Africa logistics study (port facilities, transport, etc.)

- o Fred Fischer, USAID East Africa Regional Office (5 minutes)

Briefing on the conclusions reached at the DHA Meeting in the Hague

- o Dick McCall, USAID (2 minutes)

Briefing on donor plans to respond to the Horn emergency

- o Nan Borton, USAID/OFDA (2 minutes)

Discuss with each participating agency the resources they plan to contribute to the USG Horn of Africa response.

- o The Vice President (10 minutes)

Discussion of Actions to be taken by the Vice President and the Administrator following the meeting.

- o The Administrator (5 minutes)

Closing remarks by Vice President Gore.