Early Warning/Response Analysis Meeting

April 9, 2009
PACAPS office, Nairobi

Report

--DRAFT--

The Pastoral Areas Coordination, Analysis and Policy Support (PACAPS) project is implemented by the Feinstein International Center of Tufts University, under USAID grant number 623-A-00-07-00018-00. The early warning and early response components of the project are supported by the 'Food Economy Group.'

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Annexes

List of Acronyms

ACF	Action Against Hunger
CAHWs	Community Animal Health Workers
CBO	Community Based Organisation
CP	Contingency Plan
DSG	District Steering Group
ELMT	Enhanced Livelihoods in the Mandera Triangle
ER	Early Response
EW	Early Warning
FAO	Food and Agriculture Organisation
FSNWG	Food Security and Nutrition Working Group
GAM	Global Acute Malnutrition
ILRI	International Livestock Research Institute
INGO	International Non-governmental Organisation
MOU	Memorandum of Understanding
MT	Mandera Triangle
NGO	Non-governmental organisations
OGB	Oxfam Great Britain
PACAPS	Pastoral Area Coordination Analysis, Policy Support
PLI	Pastoralist Livelihoods Initiative
PPR	Peste des Petitis Ruminats
SC-UK	Save the Children United Kingdom
TOR	Terms of Reference

1. Objectives

1. Overview of the current food security and nutrition situation in the Horn of Africa with a focus on the Mandera Triangle
2. Quantify the impact of current market food prices and below normal rainfall on a pastoral household in North-East Kenya
3. Analyse response strategies using the livelihoods calendar
4. Discuss contingency planning and preparedness
5. Identify constraints to response

2. Early Warning Information

(Refer to Annex 1)

This presentation demonstrated the trend of seasonal rainfall performance since 2006 with an analysis of current climatic vulnerability and forecast. Global macro-economic trends were presented with a summary of the current terms of trade.

Issues that arose from these discussions were the impacts of livestock disease in the region and the lack of adequate response of the Government veterinary departments in controlling PPR. It was stated that livestock mortality rates during drought seasons are linked to starvation rather than the impact of disease during a drought. However, it was agreed that drought would cause more animal to move further for water and pasture and convergence around limited water points could cause an increase in the spread of an animal disease. The animals die during droughts not from lack of water but due to starvation.

The current rate of malnutrition is moving upwards (over 30%) with no improvement. The reason for the increase in malnutrition rates could be attributed to:

i. Limited milk in the households as animals have migrated for pasture
ii. Food aid is being shared amongst the entire community rather than targeted which decrease the quantity of food for being received by vulnerable households
iii. Common endemic diseases
iv. Reduced access to food due to high food prices
v. Lack of quality social services.

3. Food prices increase and Drought impacts

(Refer to Annex 2)

This analysis was based on the impact of high food prices (staple 100% over normal – double) and the possibility of the rains being below normal (reduced productivity) on poor and very poor pastoral households in the Wajir southern grassland livelihood zone. Currently very poor pastoralists are using up to 80% of their coping capacity to be able to maintain their basic needs with poor households using approximately 40% of their coping capacity.

A hypothetic scenario was run through the household economy of both these poor household types to quantify the impact of the 2 shocks and ascertain whether they would be able to cope. The impact of the 2 shocks caused the household to have a food gap of between 23-26% even when these households had used all coping strategies. When the response strategy of destocking was applied to poor and very poor households, the impact on the very poor is minimal as they have small herds. To reach the very poor, food aid must be targeted so that the food reaches these vulnerable household rather than being shared amongst the community which is a traditional method of sharing available resources.

The group then discussed: What is the degree of food aid sharing; and what are the implications?

- Food aid is shared; proper targeting is required to fulfil the needs of the most vulnerable
- These pastoral communities have experience 3 consecutive below normal rains and therefore several years of livelihood erosion
- Most people have exhausted their coping strategies and moving into "non-coping" strategies e.g. unsustainable sales of livestock; migration to urban areas.

There was a general consensus that any documents on sharing and successful targeted distribution of food aid should be shared out among all stakeholders e.g. Oxfam's experiences.

4. Drought Calendar

It was agreed that what is referred to as poor rains is when there is 1.5 months of below normal rains.
NOTE: Animal mortality rate info can be obtained from ILRI

Most INGOs including WFP are planning to scale-up their activities in response to the high malnutrition rates and are currently in the alarm stage.

There were discussions on the appropriateness and timing of interventions. It was stated that:

- interventions should compliment existing traditional coping mechanisms of the community
- there is a need for cost benefit analysis of each intervention type and links to timing

Possible/appropriate livelihood interventions (*Refer to Annex 3)*

- **Animal Health -** this is done during recovering or earlier (2 months earlier) when animal are in good condition. If proposals are submitted during an Alert stage then the approval and money are usually available at the right time (after the drought 10 months later!). OCHA and FAO have done this in the past. Floods should be considered as common after a drought period.
- **Water trucking for humans -** using trucks, donkey carts or camels. Some water facilities have been identified linked to political motives.
- **Water trucking for animals -** not cost effective. Options of using donkeys for water trucking were discussed – this is only possible during early stages of the dry season as donkeys condition will decline as the dry season progresses. Lessons can be taken from traditional methods of transporting water to the herds.
- **Distribution of water points –** water points are operated by successful water associations who pump water for 24 hrs. However, poor pastoralists cannot access this water due to costs. We need to target these households with vouchers or similar means to access water basis needs. Access to water can also be acquired from water pans along key migratory routes (OGB Project) or water distribution via nutritional projects (ACF Project). Self sustainable water boreholes should be developed and linked to various govt planning.
- **Fodder distribution -** the supply should be started one month before the rains fail to maintain livestock condition and the decision to supply the fodder should be made at the end of the last rains. There should be targeted distribution of fodder to breeding livestock as opposed to homesteads. Some communities e.g. the Boran harvest hay which they feed to their calves and lactating animals during the dry seasons. Although fodder distribution is expensive, the cost benefits are favourable compared to the loss of animals (SC UK). Other issues discussed the access problems pf pastures in conflict areas.
- **Blanket nutrition feeding -** This is done for small populations - ideally as a preventive measure. It starts at the beginning of every dry season during the hunger gap. ACF are piloting this in Kenya.

- **Targeted nutrition feeding -** This targets the malnourished children - this includes supplementary and therapeutic feeding and is continuous.
- **Food aid** – Food aid is currently distributed continuously (when pipeline allows). The group recommended seasonal distribution during the dry season to bridge hunger gaps targeting the higher population coverage and possibly ration size. WFP is currently doing protection food aid distribution. Food distribution should not disrupt the traditional coping mechanism of the community i.e. pastoral households have been reported not to migrating so that they can access food aid to the detriment of their animals. Food aid is causing communities to establish settlements.
- **CFW**
- **Commercial destocking -** In Kenya this is being done by the Kenya Meat Commission and is appropriate during the early stages of the drought (dry season). This has also been done by Save US and Care in Ethiopia – see lessons learnt. The challenge of commercial destocking early on in the drought cycle is that households are reluctant to sell – hopeful that the rains will come.
- **Emergency destocking -** This is done just before the rains or at the peak of the drought. A decision should be made one month after the drought has been forecasted. Unfortunately funding for destocking is difficult to mobilise.
- **Assisted migration- trucking –** has proved to be successful - assists the pastoralists by trucking their livestock to long-distant pastures
- **Step up security in open grazing land and conflict areas**

Interventions to be prioritised now:

1. Water trucking for humans if rains fail
2. Fodder distribution although start up time is late
3. Continue food aid although may need to scale up ration size or coverage
4. Decision made and start up for fodder distribution
5. Decision and start up for emergency destocking
6. Develop forums for discussions and negotiate the use of conflict grazing land. PEACE II with PACT/ELMT are currently supporting this process along borders.
7. Ensure poorer households can access water distributed by Water Associations

Long term interventions to compliment humanitarian response

- Population planning – incorporate family planning in all interventions
- National resource/Rangeland improvement for long term improvement of marginalized areas
- Developing alternative livelihoods for the pastoralists

Summary of Main Discussion Points/Recommendations

- National early warning information does not always reflect the current situation on ground – organizations need to feed into the EW information systems.
- Regional trend data on rain performance and market performance are useful and should be more readily available for decision makers.
- The above interventions should be included as standard response strategies during the dry seasons and not as emergency response - integrate emergency response into the normal response/programme design.
- Each emergency response should be designed to compliment and maintain the good work of development programs.
- We need a clear long-term vision for pastoralists developed by all stakeholders (including pastoralists).
- We need further understanding of the links between disease and drought as causes of livestock death to understand when animal health interventions are most appropriate.

- We need to understand whether drought increases the spread of disease due to migration distances increased and convergence to sparse water points increasing contact.
- Improve food aid targeting - evidence and confirmation from pastoralists themselves that food does not reach the vulnerable households but is shared traditionally among the community (lessons learnt from Oxfam ways of food distribution)
- Develop food aid and other interventions need to incorporate community sensitization on conflict and population growth issues.

Possible Way Forward

This process was very useful and many organizations suggested this should be a regular exercise during the good times to plan for the inevitable bad times. These inevitable dry season impacts will always affect a development programme which will have to scale up or shift up a gear to address communities' vulnerabilities.

Response analysis is lacking in the region and it is also questionable whose responsibility it should be. The opportunities of these exercises if done at each level (country & regional) would also contribute to better response coordination at all levels to ask:

- what we should be doing
- when we should be doing it
- who should be doing what (including Government responsibility)

Linking response analysis to livelihood analysis (including WATSAN issues too) helps to quantify the impact of particular scenarios/shocks on pastoral households and their possible deficits. Understanding the impact can then guide us to identify appropriate interventions and their required start up times i.e. water & fodder provision start up are late and destocking is now too late and commercial destocking is now inappropriate. It was suggested that we develop a livelihood impact analysis tool which is simple and helps us run risk analysis on different types of households. This process can be done by engaging research institutions where the outcome can be used at district/woreda levels (e.g. the District Steering Groups in Kenya, national level response departments and regional e.g. FSNWG.

Annex 1: Food Security context for response analysis for MT by FEWSNET- Andrew Odero

Famine Early Warning Systems Network – East Africa

Food Security Context for Response Analysis for the Mandera Triangle

RELPA-ELMT-PACAPS Response Analysis Meeting

9th April 2009

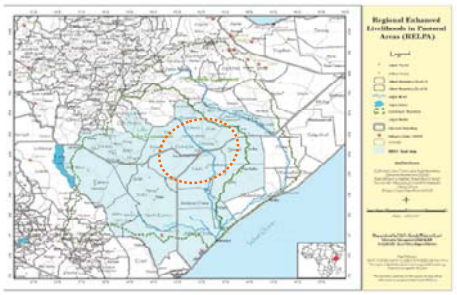
PACAPS,
Rosami Courts, Nairobi

Andrew Odero

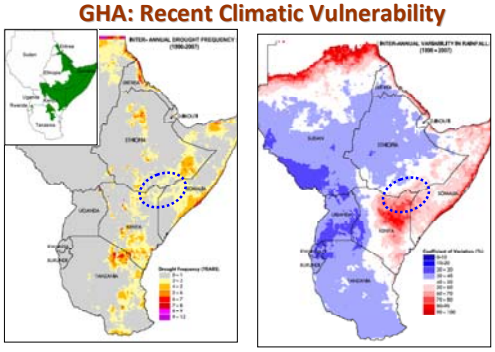
USAID FROM THE AMERICAN PEOPLE FEWS NET FAMINE EARLY WARNING SYSTEMS NETWORK USGS science for a changing world

Greater Mandera Triangle

Figure 1. Map of the tri-state Greater Mandera Triangle "footprint" focal geographic region in southeastern Ethiopia, northeastern Kenya and southwestern Somalia. See Section C.7.



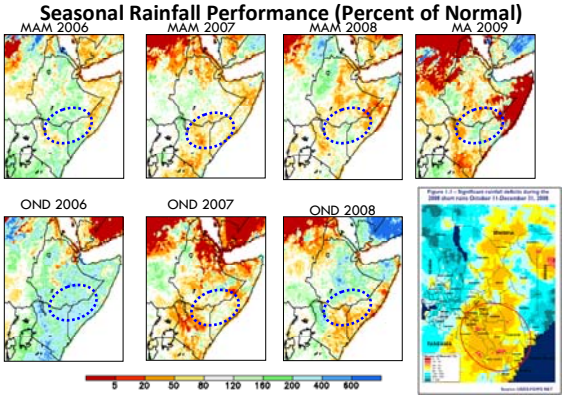
GHA: Recent Climatic Vulnerability



1. Investigated severe inter-annual drought, using a threshold of ***"less than 50%"*** of long-term average
2. Rainfall variability was computed using the ***coefficient of variation*** on annual totals (1996-2007)

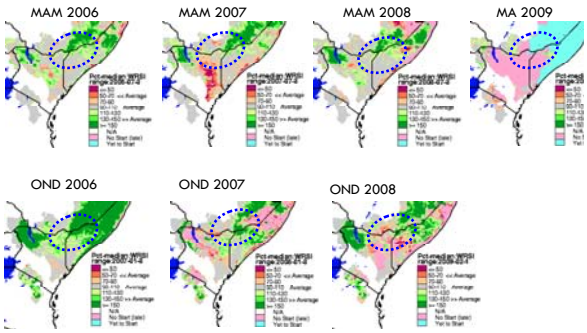
Recurrent severe droughts and/or high rainfall variability in pastoral & agro-pastoral areas ...

Seasonal Rainfall Performance (Percent of Normal)



Pay closer attention to distribution

Seasonal Rangeland Performance

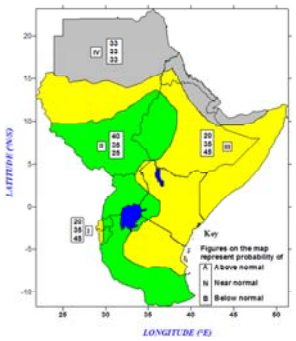


Mixed Performance (significant temporal and spatial variations)

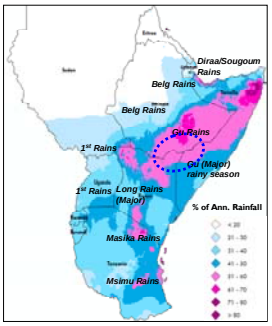
Current Season -- Slight delays in the SOS in Northeastern Kenya and Southern Somalia

Contextual Interpretation of COF23 Seasonal Rainfall Forecast, March-May 2009

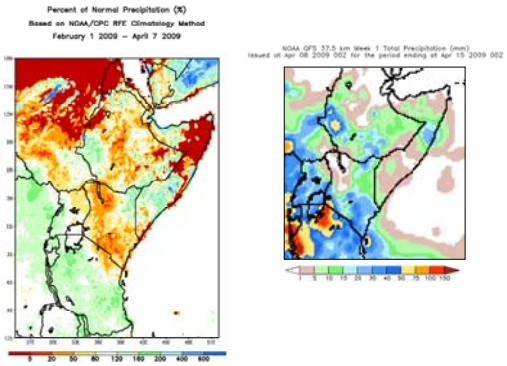
ICPAC Consensus Rainfall Forecast March-May, 2009



Significance of the March-April-May Season in GHA



Current Rainfall & Vegetation Conditions



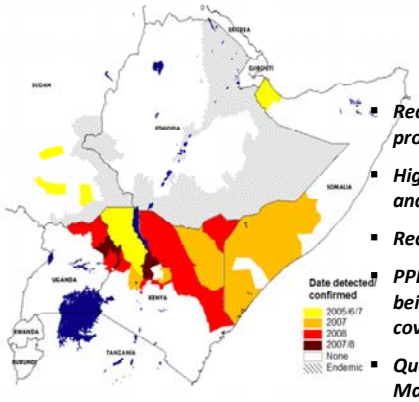
Significant delays in Northeastern Kenya and Southern Ethiopia

Possible Implications of Below Normal Rainfall and Vegetation Conditions

- Reduced water and pasture availability
- Long trekking distances to access water (7-8 ->10-15 -> Km)
- Poor water quality for human consumption
- Decline in animal body condition
- Unusual livestock migration (July 2008 – large concentration of animals from Liban in Gedo)
- Increased spread of diseases
- Increased mortality

Protracted and severe hunger period in the region

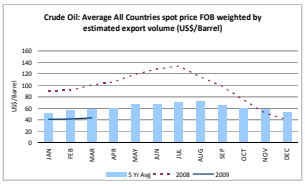
Non-Climatic Factors – *Livestock Diseases*

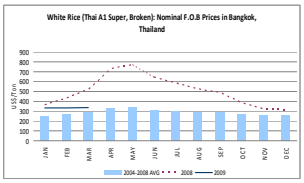


PPR; CCPP; FMD

- *Reduced livestock productivity*
- *High Mortality sheep and goats*
- *Reduced "currency"*
- *PPR likely to continue being a threat (40% coverage)*
- *Quarantines in Mandera and Wajir*

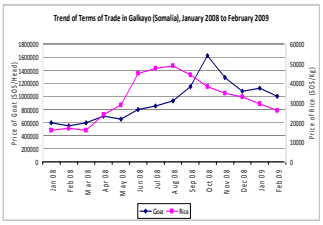
Global Macro-Economic Trends

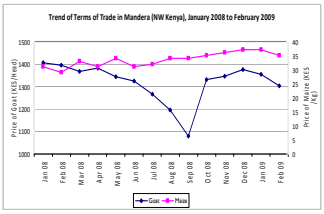




- Declining international prices of oil and imported rice
- Global recession— reduced capital inflows and remittances
- This may affect livestock trade and reduce incomes
- Piracy in Gulf of Aden affect livestock and commercial supplies

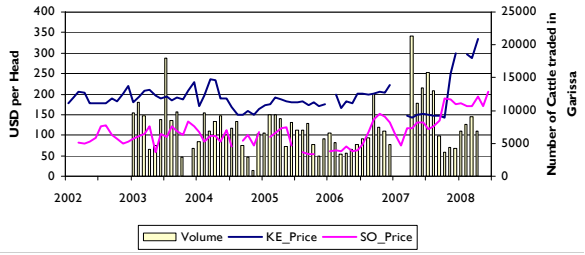
Non-Climatic Factors – *Declining Terms of Trade*





- Steady decline in the goat prices in the pastoral
- This is a consistent effect of the past successive rainfall failures, insecurity and occurrence of *Peste Petite Des Ruminants* (PPR).
- Decreased food access manifesting through high malnutrition rates and reduced income.
- Reduction of essential household expenditure
- Negative coping strategies

Average monthly nominal price of cattle at Garissa (KE) and Afmadow (SO) in USD, and volume of cattle traded at Garissa Market



Non-Climatic Factors – *Malnutrition Rate*

- The rate of child malnutrition declined in most parts of the Northeastern pastoral cluster.
- GAM down 14.4 percent -> 13.5 percent (Detailed survey)
- MUAC Monitoring also shows improved situation from 26.9 percent in 2008 -> 25.4 percent

Non-Climatic Factors – In*security*

- **Security-related trade and market disruptions in Somali region of Ethiopia**
- **Insecurity in Mandera areas in late 2008**
- **Garre** (Somali) ***and Borena*** (Oromo) **– Jan 2009 – Unusual migration from Liban**

Non-Climatic Factors – Infrastructure

- **Low coverage of health facilities about 40 percent**
- **Lack of potable water (8-10 hours trekking)**
- **Poor road access hinderance to trade expansion**

Annex 2: Food price increase and drought impact by SC-UK – Frederick Vignoud

Food price increase & Drought impacts

Example based on the Poor and Very Poor wealth groups in Wajir southern grassland livelihood zone

Save the Children

Impact of food price increase

- The very poor are already using around 80% of their coping capacity:
  - Low quality food purchased
  - Child labour (herding etc…)
  - Increased sell of charcoal and firewood
  - Sell of livestock almost at maximum
- The poor are using only 40% of their coping capacity.

2

Impact of food price increase + Drought

- Hypothesis

INFLATION

- Staple +100%
- decrease expanses on non staple
  - Food intake from non staple -6%

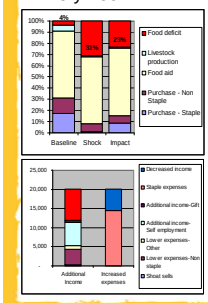
DROUGHT

- decrease expanses on non staple
  - Food intake from non staple -1%
- Livestock prices -50%
  - Income from livestock -50%
  - Food from livestock -80%
  - Decreased copping from extra shoat sales -50%
- Labour & Self employment less efficient
  - Decreased income from self employment -20%
  - Decreased copping from self employment -20%

3

Impact of food price increase + Drought

Very Poor



Food gap between 23 and 26%

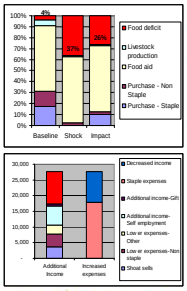
All coping strategies used, including:

- Very low quality of diet
- Decrease of health expanses
- Child labour
- Increased charcoal burning etc…

Other "non-coping" strategies:

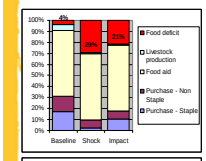
- Unsustainable sales of livestock
- Migration out of the area (or to urban centres)

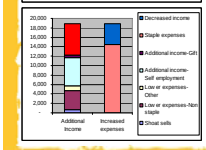
Poor



Response strategy - destocking

Very Poor





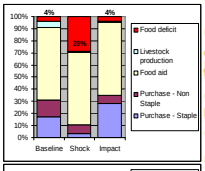
Hypothesis:

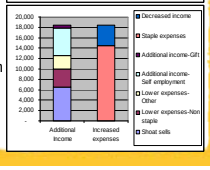
income from livestock sales is maintained

The Poor is coping (90% of coping capacity used)

The very poor does almost not benefit from the intervention

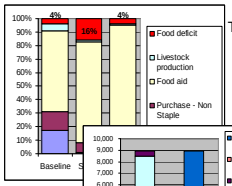
Poor

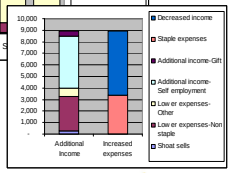




Response strategy – decrease food aid sharing

Very Poor





The very poor are benefiting from the intervention

Targeted interventions are ??????

6

Annex 3: Drought Calendar

INDICATORS	Jan-09	Feb-09	Mar-09	Apr-09	May-09	Jun-09	Jul-09	Aug-09	Sep-09	Oct-09	Nov-09	Dec-09	Comments	
THE SCENARIO														
Rainfall				*poor rain*	*poor rain*	*no rain*				*short rains*	*short rains*			
Pasture	minimum pasture	minimum pasture	no pasture	some pasture recovery	declining	declining	no pasture	no pasture	no pasture	?	?			
livestock movement				livestock return	livestock start migrating	livestock start migrating								
Water			severe water shortage	some recovery?	some recovery?			severe water shortage	water scarce	?	?			
human access			quality?											
livestock access			water sources empty	access to water improved										
Livestock condition		cattle condition declining		possible loss of weaker livestock	possible improvement	cattle condition declining								
Livestock prices: uncertainty on what would be sold, demand & prices			low demand, low price	reluctant to sell	improved price due to lack of animals in the market		increase in shoat sales	low demand, low price	will they sell livestock before expected rains					
Livestock conception			below normal livestock conception			low cattle breeding								
Livestock births		few cattle births	few cattle births	few shoat kidding - slaughter to protect breeding stock										
Cows Milk			milk production reduced	milk ends early	No milk yield									
Camel's milk														
Livestock mortality				increased mortality		slaughtering of calves/kids to protect females	weak cattle start to die	High livestock mortality						
Grain prices		high	high	high										
ToT	stable	stable	stable	slightly improve										
Debts				normal' seasonal debt not repaid				debts accumulate		distress sales to repay debt				
Malnutrition rates			GAM over 30%											
Mortality rates			low mortality											
Drought Phase	Gov't calls alert		ACF calls alarm based on malnutrition rates											
POSSIBLE/APPROPRIATE LIVELIHOOD INTERVENTIONS														
				poor rain	*poor rain*	*no rain*				*short rains*	*short rains*			
animal health	regular treatment when animals in good condition			decision made for Dec post rains treatment			animal health if rain			floods follow drought - contingency to respond to flood		breeding stock targeted animal health	trigger by rains	
human water trucking			water trucking		water trucking built into nutritional programme	support poorer HHs to access existing water structures	through voucher systems?						link to water catchment	political issues linked to water trucking
animal water trucking	not cost effective					last resort for kids/breeding stock							learn from traditional	camels/donkeys transportation of water option
local donkey trucking	can't use at end of dry season - donkey condition deteriorates	possible if fodder distribution for donkeys											camels & donkey's used for distribution of food aid	
distribution of available water points	boreholes should be self sustainable	should be linked to development planning Gov't capacity building											water associations are rich - how can we target poorer households	Oxfam study on boreholes 2002 linked to politics
fodder distribution	decision made after last rains failed - November 08		fodder distribution			fodder targeted to breeding stock							how do we access fodder available in areas of conflict	cost benefits of fodder - effective if compared to the loss of animals
blanket nutrition feeding	started - operational research	operational during dry season/ or hunger gap											need a comparison of different methodologies	
increase target distribution	continuous													
WATSAN	Peter?													
food aid	continuous	look at options of seasonal distribution		increase ration or population coverage									Food aid causes settlements. urban targeting is a challenge - target through the nutritional program	use it to dialogue about dependency & solutions. Avoid disrupting traditional coping or pulling factor
commercial destocking	KMC ongoing but is it too late/ favourable terms?												SC US in Ethiopia has done successful destocking when animals in good condition	need to change a donor mindset - that in the long run this will be more cost effective
emergency destocking	decision			emergency destocking									funding not available	"
restocking														
CFW														
assist migration - trucking	during normal migration													
step up security into underused pastures	negotiate access	continuous											lessons to be drawn from PACT & CARE Som	
rangeland improvement														
population planning	sensitisation during food aid distribution													
		Feb	**Mar**	**Apr**	**May**	**Jun**	**Jul**	**Aug**	**Sep**	**Oct**	**Nov**	**Dec**		

Annex 4: List of Attendees

RESPONSE ANALYSIS PLANNING MEETING
PACAPS OFFICES, NAIROBI
ATTENDANCE LIST

Date: 09/04/09

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