



FAO ROADMAP FOR RECOVERY IN THE HORN OF AFRICA

The crisis in the Horn of Africa is the most severe food security emergency in the world today. With areas facing one of the driest years since 1950/51, food crises have escalated into famine in parts of southern Somalia (Bakool and Lower Shabelle), with acute and food livelihood crises and humanitarian emergencies affecting other countries in the region.

Historically subject to cycles of droughts and floods, prone to conflict and political instability, and vulnerable to economic shocks, the people in the Horn of Africa region have long fought to not only survive in an often difficult environment but also to ensure the food and nutrition security of their families and communities. Many livelihoods are remarkably resilient but extreme events – as witnessed in some parts of the Horn of Africa today – can overwhelm livelihoods, resulting in the generation of humanitarian crises.

As of today, some 12.4 million people in Somalia, Djibouti, Ethiopia and Kenya need urgent assistance to save lives, support livelihoods, prevent further deterioration in food security and, once again, build resilience in order to mitigate the impact of future crises¹.

Millions more people in neighbouring countries – Uganda, Sudan, Eritrea, and the world's newest country, South Sudan – also face a worrying food situation, which requires immediate attention to prevent the crisis from spreading further.

It is critical that countries and communities in the Horn of Africa have the capacity to protect vulnerable livelihoods, while also strengthening the resilience of affected households and livelihood systems during this crisis and beyond. A combination of immediate humanitarian action and strategic medium-term investments in risk management to promote and safeguard the foundations of food security now and into the near future is urgently needed.

The Food and Agriculture Organization of the United Nations (FAO) current funding gap stands at USD 103.7 million² to provide immediate support to crisis-affected populations. Immediate, generous and effective life-saving and livelihood support is vital to prevent the crisis from expanding further to neighbouring countries, further exacerbating prevailing threats to food and nutrition security. Importantly, FAO has been working effectively in areas most affected by the food security crisis, including in Somalia, where others have faced severe restrictions in access.

The following pages provide a summary of the factors driving the current crisis and FAO's planned response strategies and related resource needs. In addition, an overview of FAO's

¹ According to Integrated Food Security Phase Classification (IPC) of current or imminent Phase 3, 4 or 5.

² Due to recent contributions, this total represents a decrease from FAO's USD 130 funding gap announced at the 25 July 2011 Emergency Ministerial Meeting on the Horn of Africa Crisis. Totals are updated on a daily basis.

ongoing and vital life- and livelihood-saving cash-for work and voucher programmes in Somalia is provided. A one-page overview of FAO's strategy including ongoing initiatives and current funding gaps is presented for each country and for regional coordination. Given the large number of countries and populations affected, FAO's regional strategy is presented first, followed by the logic of the crisis, from its epicentre in Somalia through the neighbouring states of Ethiopia, Kenya and Djibouti, with its key livestock export port. FAO's important programmes for Sudan, South Sudan and Uganda are described next, as is FAO's current engagement in Eritrea. Log frames are found in the annex and, given the importance of timely support for farmers and herders, a simplified seasonal calendar for the main agricultural livelihoods in the affected countries has also been included. The detailed programme documents on which this information is based are also available.

COMPLEX HAZARDS, RISKS AND VULNERABILITIES

Following a complete failure of the 2010 October to December rains and related harvests, the 2011 March to May rains began late and performed erratically in many parts of the region. In some areas of northern Kenya and southern Somalia, rainfall was less than 30 percent of the 1995–2010 average. In Somalia, extremely high malnutrition rates in Somalia's riverine areas (e.g., Lower Shabelle, Middle-Lower Juba, and Gedo) reflect how the drought has directly affected the country's most productive agricultural areas. Drought and inflation are compounding a multi-year, protracted drought in many arid and semi-arid lands (ASAL) in Kenya. The south/southeastern pastoral and agropastoral areas of Ethiopia are suffering from two consecutive seasons of very poor rains, while severe water shortages in northeastern Afar and parts of Somali Region are being reported. Poor Belg rains in Southern Nations, Nationalities and Peoples Region (SNNPR) has reduced food availability and extended an already difficult lean season. No harvest is expected from the agropastoral areas in the southern and southeastern parts of the country owing to drought.

Throughout the region, households face crop failure and substantial livestock mortalities. Significant pasture and water shortages for animals have placed unsustainable pressure on water points and increased the risk of livestock disease outbreaks as larger numbers of animals gather in concentrated areas. The prevention of livestock disease outbreaks is vital for maintaining the life-sustaining export markets that link the vulnerable livestock-dependent populations with the outside world.

Over the first half of 2011, access to food in key areas of the Horn of Africa declined. A marked increase in food prices in local markets since late 2010 means that many of the poorest cannot afford to meet basic needs. A combination of poor crop production, disrupted commodity flows from neighbouring countries, and movement restrictions have driven up prices at a time when households are often most vulnerable to food shortages – the lean season.

The situation is exacerbated by protracted conflicts that, over time, have forced millions of people to flee their homes, abandoning land, livestock and other productive assets. The drought and resulting famine in southern Somalia have forced hundreds of thousands of Somalis to seek refuge in Ethiopia and Kenya, where hosting populations already face a severe food security crisis. This is adding to the region's burden of more than 4 million internally displaced persons (IDPs) and some 1.4 million refugees. The continued insecurity has, at the same time, limited humanitarian access, deepening the crisis and prompting yet more people to migrate in search of relief and protection. FAO's strategies are focused on

preventing additional distress migration by giving those most at risk of displacement reasons to stay in their homes and communities, e.g. cash to meet immediate needs and support to production systems to give hope for tomorrow's crops, milk production, livestock sales and alternative livelihood income.

Food insecurity is predicted to remain at critical levels through September and even deteriorate in some areas, due to potential floods or the failure of another rainy season in October/November, continued rising food prices, continued conflict, poor harvests in August/September and further loss of livestock. Significantly below-normal yields are already predicted for marginal cropping areas of the region (Kenya and southern Somalia), while almost failed harvest prospects are given for some areas of Ethiopia.

Agriculture (crops, livestock, fisheries and forestry) is a core survival strategy in the Horn of Africa, and serves as the primary source of food and income for an estimated 80 percent of the region's population. If they are supported in time, farmers will plant to realize fall season crops while herders will work to keep livestock alive, in part to capitalize on the markedly increase export demand associated with the annual Hajj, likely to fall in early November 2011. FAO will focus on helping these people to help themselves through and out of this crisis. Throughout the Horn of Africa, FAO has been assisting local populations and governments through activities that help improve their coping capacity in the face of shocks such as the current drought and build their longer-term food security. Today, funding is needed to ensure immediate access to food and assist households to meet their food needs over the next six months and into the future.

FAO is seeking funds to support the most vulnerable households in Djibouti, Ethiopia, Kenya, Somalia, South Sudan, Sudan and Uganda in order to:

- protect key productive assets;
- support systems to ensure access to suitable farm inputs and equipment;
- support animal health through provision of drugs, vaccines, training of animal health staff
- (including community animal health workers [CAHWs]);
- support vulnerable families with cash transfers and cash-for-work opportunities to mitigate soaring food prices;
- prevent animal and plant diseases through surveillance and control;
- Strengthen farmer capacities for improved dryland crop and livestock production systems;
- improve water management practices and capacity of communities to prepare for and respond to disasters; and
- invest in longer-term recovery to rebuild household livelihood security for enhanced resilience.

These measures are consistent with the twin-track approach of the updated United Nations (UN) Comprehensive Framework for Action, i.e. to meet the immediate needs of vulnerable populations while building longer-term resilience (the "twin tracks to food security") and address all aspects of food security – access, availability, use and stability – in order to secure sustainable reductions in hunger, food insecurity and malnutrition. The programme activities described here build on FAO's portfolios of active projects for development and risk management in the affected countries, totalling well over USD 300 million (not

counting broader global or regional projects). Since 2000, FAO's Investment Centre has supported the development of nearly *USD 4 billion* in agriculture development projects and programmes in the affected region. In addition to FAO's programmes to address immediate needs (as outlined here), FAO concomitantly is accelerating a planned roll out of a multi-year, multisectoral Disaster Risk Reduction (DRR) Framework Programme for the Horn of Africa, building on four pillars for reducing disaster risks in the agriculture sector³. The goal of the DRR Framework Programme is *to assist in reducing the vulnerability and enhancing the resilience of agricultural livelihoods against threats and emergencies to protect and strengthen the food and nutrition security of farmers, fishers, pastoralists and foresters*.

This drought eventually will be broken, most likely by heavy rains that will be a mixed blessing: for example, while restoring livestock water points and rejuvenating parched soils, but the onset of the rains will also bring deadly animal diseases among stressed livestock populations, increasing water-borne vectors that threaten human populations, and damaging infrastructure. It is not too early to engage in risk management measures. Livestock parasites and disease are of particular concern, not only for their direct threat to pastoral and agropastoral livelihoods, but also because of their potential impact on lucrative livestock export markets, especially to the Gulf States.

FAO's short-term funding requirements for immediate response Short-Term Funding Needs

FAO's short-term funding requirements and funds received to-date are updated daily and are available at:

http://www.fao.org/emergencies/country_information/list/regional/crisishoa/en/

FAO's funding requirements are reflected in the Mid-Year Review (MYR) of the Consolidated Appeals Process/Humanitarian Appeals, launched in Geneva on 20 July 2011 and the Updated Humanitarian Requirements for the Horn of Africa Drought, released 29 July 2011. These documents emphasize the need not just for immediate life-saving support to the drought-affected populations, but also for recovery and DRR given increasingly frequent and devastating droughts in order to promote greater resilience and full recovery. In line with this, FAO's efforts will also focus on supporting national governments in the region to prepare for and respond to the food security and agricultural crises. This involves strengthening policy development at the national level, coordinated support to tackle regional issues (such as the drought and transboundary pests and diseases), and direct assistance to technical institutions, particularly at the local level (such as veterinary health and agricultural extension services).

FAO and its partners have the capacities to be highly effective. FAO's capacities in the region are summarized in the next section. These capacities are focused on the challenge of strategic and effective livelihood interventions in times of crisis, recovery and development. Over time, emergency livelihood interventions in this region have been particularly innovative, saving lives and livelihoods and contributing to the practice of humanitarian

³ *PILLAR 1: ENABLE THE ENVIRONMENT. Institutional strengthening and good governance for DRR in agricultural sectors; PILLAR 2: WATCH. Information and early warning systems on food and nutrition security and transboundary threats; PILLAR 3: PREPARE. Preparedness for effective response and recovery in agriculture, livestock, fisheries and forestry; PILLAR 4: BUILD RESILIENCE. Mitigation, prevention and building resilience with technologies, approaches and practices in farming, fisheries and forestry. See Protecting Agricultural Livelihoods Today for Tomorrow's Food and Nutrition Security: An FAO Framework Programme for Disaster Risk Reduction, FAO, June 2011.*

action globally. Such innovations in crisis settings among rural communities and with member countries, UN agencies, Non-governmental Organizations (NGOs), the private sector and academic institutions include, *inter alia*:

RURAL LIVELIHOOD SUPPORT

- community-based animal health networks linked to privatized veterinary services under government coordination;
- voucher- and cash-based seed fairs to protect local seed supplies, stimulate local markets, and increase access to improved seeds;
- emergency livestock marketing support, including enhanced roles for women entrepreneurs;
- cash transfers and cash-for-work safety nets to support the rural labour force in times of crisis and, through productive safety nets, create pathways out of poverty; and
- community-driven education and health services and income-generating activities, building opportunities for non-farm rural livelihoods, and rehabilitating essential infrastructure.

COORDINATION, INFORMATION, ANALYSIS AND COMMUNICATION SYSTEMS

- early warning and analytical systems supported by global, national and livelihood-specific modelling;
- humanitarian coordination, analysis and support to international, regional, national and subnational systems of crisis management, including the Food Security and Nutrition Working Group (FSNWG) and the La Niña Task Force;
- mapping of household economies and livelihood systems, as well as hazard profiling; and
- development and application of the Livestock Emergency Guidelines and Standards (LEGS).

RISK MANAGEMENT

- adaptation of the Hyogo Framework For Action (HFA) into national disaster risk management (DRM), policies as well as community-based disaster risk management practices; and
- community-based conflict mitigation measures based on natural resource management strategies for pastoral water points and rangelands.

FAO'S CAPABILITY TO EXPAND AND SCALE UP ITS OPERATIONS IN THE HORN OF AFRICA

FAO has a strong capacity in place, with a network of 11 offices at regional, capital and suboffice levels. These offices are staffed by more than 600 personnel working to support FAO's increased portfolio to meet immediate needs, and in the medium- to longer-term, to support livelihood systems within the overall DRM framework – even as current programmes reaching an estimated 2.5 million households in the affected countries continue apace. FAO had predicted the current situation as early as November 2010 at the regional level (through the FSNWG) and the national level (e.g., Ethiopia Drought Road Map), and in response accelerated its partnership with Intergovernmental Authority on

Development (IGAD). FAO's strategy for expanding support was based on this information and today is being implemented as resources are being made available.

FAO country teams made up of technical and operational personnel are already in place throughout the region and they are reinforced as needed, in response to needs identified by the teams on the ground. At country level, Emergency and Rehabilitation Coordination Units (ERCUs) or teams are well-established and integrated within the FAO Representations in Ethiopia, Djibouti, Somalia, Kenya, Sudan, South Sudan, Uganda and Eritrea.

Country emergency teams (8 countries): 7 ERCUs 1 emergency team TOTAL : 613 273 professional 340 support staff 68 international staff 545 national staff

Regional TCE team: Subregional Emergency Office ECTAD regional office TOTAL= 29 21 professional staff 8 support staff 13 international staff 16 national staff

These ERCUs are staffed by emergency operational and technical personnel in FAO's main areas of competency, including livestock, crops, natural resources, food security, nutrition, as well as cross-cutting areas such as HIV and AIDS, gender, monitoring and evaluation and communication. The ERCUs are responsible for country-level planning, programming, implementation, monitoring and reporting on intervention activities. They work strategically through Plan of Actions, closely integrated with FAO Representations in support of Country Planning Frameworks and in line with the United Nations Development Assistance Framework (UNDAF) key Government strategic plans. ERCUs manage programmes to increase the availability of and access to agricultural inputs, provide technical assistance, and support coordination mechanisms while forging consensus among humanitarian actors on food security and nutrition issues and strengthening countries' and partners' capacities on DRR/DRM.

At the subregional level, the Subregional Emergency Office for Eastern and Central Africa's role is to provide surge support, coordination, and technical support. The office chairs the FSNWG that serves as the technical arm of the Regional Humanitarian Partnership Team (RHPT). The FAO Emergency Centre for Transboundary Animal Diseases Operations (ECTAD) is providing support to the response. The FAO Subregional Office for Eastern Africa (SFE) based in Ethiopia oversees technical assistance through decentralized technical services with capacity in livestock, crops, forestry, and fisheries, building on its close relationship with IGAD and the African Union (AU).

At FAO headquarters in Rome, a dedicated team from FAO's Emergency and Rehabilitation Division (TCE) works with FAO's technical divisions to ensure technical feasibility and appropriateness of emergency and rehabilitation programme strategies. Given the scale of the current crisis, the entire Organization has been activated to support an increased volume of core activities such as procurement and delivery of inputs. The FAO headquarters teams reinforce country and regional structures for planning, programme strategy,

monitoring and operations support, while also engaging in high-level advocacy and global resource mobilization.

Coordination mechanisms and cluster capacity at the regional and country levels are core functions for FAO staff. This includes established and well functioning coordination modalities that FAO either leads or co-leads, such as: the Food Security and Nutrition Working Group (Djibouti); the Agriculture and Livestock Task Force (Ethiopia); the Agriculture and Livestock Working Group (under the Kenyan Food Security Steering Group); the Food Security, Agriculture and Livelihood Group (Uganda); the Food Security and Livelihood Cluster (South Sudan); the Agriculture and Livelihoods Cluster (Somalia); and, at regional level, the FSNWG in Nairobi. The Global Food Security Cluster is providing support at global level through strategic linkages with other Clusters (Health, Nutrition, and WASH in particular) and at country level, based on demand, to field additional capacity in the areas of coordination and information management.

Partnerships already in place: FAO collaborates with numerous international and national NGOs, UN agencies and government partners to support the implementation of the proposed programme. New implementing partners are also under consideration for an expansion of activities.

Contracting and procurement procedures, reflecting FAO's significantly increased delegation of authority as the country and regional level, allow FAO to react rapidly and procure or contract for high value and high volume transactions in a short period of time.

Surge capacity: Drawing on its roster of technical officers and consultants, as well as increased operational capacity both from TCE and its network of standby partners (Norwegian Refugee Council, CANADEM, iMMAP), FAO will augment country and subregional teams as necessary with a range of specialized and experienced technical expertise.

REGIONAL

- **FAO programme requirement: USD 1.9 million**
- Priority needs: Regional Coordination (FSNWG and sub-bodies); IPC; policy support for disaster management and humanitarian and development linkages, including with regional intergovernmental bodies.

Ongoing emergency and rehabilitation programme:

Under the regional FSNWG, the FAO Subregional Emergency Office for Eastern and Central Africa, in close collaboration with the FAO Subregional Office for Eastern Africa, has been supporting the coordination of early warning (such as five *La Niña* alerts issued since November 2010), situation and response analysis and sharing of best practices with stakeholders and governments.

FAO is coordinating ongoing drought-related food security and nutrition interventions at the regional, national and community levels in partnership with government institutions, regional bodies, NGOs and other UN agencies.

Main activities: co-chair, with IGAD, the FSNWG, coordinating drought risk management-related activities, supporting agropastoral populations, supporting the roll out of the IPC tool at country levels; mitigating cassava diseases through a regional approach; and, supporting gender/HIV+ and AIDS/farmer field school (FFS) approaches.

FAO proposed additional assistance:

FAO's current funding gap is USD 1 200 000. FAO's total USD 1.9 million regional programme over a one-year period focuses on:

- support to the regional FSNWG, other platforms at the regional and country levels, and the *La Niña* Task Force, which have played a vital role in highlighting and monitoring the current food crisis in the Horn of Africa, along with formulating and driving coherent responses to the drought;
- facilitating and supporting the identification, prioritization, advocacy and dissemination of regional cross-sectoral response guidance and guidelines;
- strengthening, supporting and expanding the IPC tool;
- improving its coordination with the World Food Programme (WFP), IGAD and the AU for enhanced humanitarian response and with the International Fund for Agricultural Development for longer-term risk management;
- ensure regional coordination activities are conducted in line with the Inter-Agency Standing Committee Plan of Action for the Horn of Africa, which advocates for enhanced support to country-led processes that aim to address chronic hunger and malnutrition, build resilience of vulnerable livelihoods and ensure early, appropriate and effective scale-up of assistance in times of acute crisis; and
- promoting best practice and standards in humanitarian action in all affected countries.

SOMALIA

HIGHLIGHTS

- **FAO programme requirement: USD 70 million**
- Priority needs: increased access to seeds, tools and technical assistance for October to mid-November planting; provision of animal feed; livestock vaccination and treatment; cash-for-work interventions to increase access to income and improve productive infrastructure, roads and water catchments.

On 20 July 2011, the United Nations declared a state of famine in parts of southern Somalia. The Food Security and Nutrition Analysis Unit for Somalia (FSNAU), an FAO project, declared a state of famine in Bakool and Lower Shabelle regions, with a likely risk of famine spreading. Given crises throughout Somalia, some 3.7 million Somalis require humanitarian assistance. An immediate and response is underway but urgently needs additional resources so effective programmes can be expanded; however, the window of opportunity is limited.

The total failure (October–December 2010 *Deyr*) and poor performance (April–June 2011 *Gu*) of rains resulted in crop failure, reduced labour demand, poor livestock conditions, and excessive animal mortality. The decline in cereal availability and ongoing trade restrictions pushed local cereal prices, especially in the south, far above average (and rising), causing livestock-to-cereal/wage-to-cereal terms of trade to deteriorate sharply, substantially reducing purchasing power in all livelihood zones. Depleted vegetation in pastures, exhausted feed reserves and dwindling water resources led to widespread livestock losses and forced many to sell livestock below acceptable market prices. Poor households (30 percent of total) cannot meet their basic needs. Large-scale displacement and limitations on humanitarian access have exacerbated the situation.

Ongoing emergency and rehabilitation programme:

FAO's ongoing programmes focus on: rehabilitating essential irrigation infrastructure and roads; supplying inputs to farmers; supporting the multiplication and distribution of quality seeds; improving agricultural practices and storage techniques; strengthening animal disease surveillance, treatment and control; cash-for-work schemes; and information systems for food security, nutrition, water and land.

FAO proposed additional assistance:

FAO has been working effectively, even in areas in which others face access barriers. FAO's current funding gap is USD 42.5 million. FAO's total USD 70 million programme through the end of December will address the immediate needs of 150 000 crisis-affected households in southern Somalia and increase food availability and access in the medium term. The beneficiaries are farmers and herders who have lost crops and animals in the drought, vital assets that are the foundations of household food security, as well as families in need of cash to access food and inputs. This strategy is designed to prevent further displacement by giving people reasons to stay in their communities. FAO's activities aim to:

- restore crop production by increasing access agricultural inputs to 125 000 households in time for planting;
- safeguard the remaining livelihood assets of vulnerable, small-scale herders by providing animal feed to avert the starvation and distress sales of livestock, and providing emergency treatment and vaccination to 4 million animals and disease surveillance/rapid intervention to prevent drought-related diseases and safeguard exports from the Horn of Africa, especially to the Gulf States; and
- put cash at the disposal of 145 000 vulnerable households, enabling them to buy food through cash-for-work activities that also build livelihood resilience by rehabilitating productive infrastructure.

KENYA

HIGHLIGHTS

- **FAO programme requirements: USD 27.2 million**
- Priority needs: de-stocking; water trucking to key grazing areas; animal disease surveillance; voucher-for-work activities; water harvesting; small-scale irrigation; and increased access to quality inputs for planting in time for October short rains.

The 2011 long rains ended poorly in the arid and semi arid lands, culminating the second or third successive poor or failed season in most parts of the rangelands and cropping lowlands. Many areas received 10 to 50 percent of normal rains. Areas reporting the largest deficits include northern and eastern pastoral districts, including Wajir, Marsabit, Isiolo, northern Garissa, northern Tana River and Mandera and the southeastern marginal districts of Kitui, Makueni, Mwingi and Tharaka. The findings of the KFSSG Long Rains mid-season assessment found that the pastoral, agropastoral and marginal agricultural areas of Kenya were in a state of crisis based on three to four successive rain failures, with rapid deterioration expected over the dry season.

Kenya is still recovering from a severe drought in 2009, and is today facing the effects of another serious drought, which is affecting many parts of the Horn of Africa. It is estimated that livelihoods take five years to recover from a severe drought, meaning much of those currently affected by drought conditions are extremely vulnerable and unable to cope with the ongoing crisis. Late and erratic rainfall in 2011 has resulted in depleted pastures and poor crop production in the southeastern and coastal lowlands. Livestock body condition has deteriorated, reducing productivity, while the July 2011 harvest has been exceptionally poor, with complete crop failure in many areas. In major crop growing areas (Nyanza, Rift Valley and Western Provinces), the harvest later this year is expected to be favorable but will depend on the current rains continuing until September.

Ongoing emergency and rehabilitation programme:

1. Preparedness activities, such as fodder production; support to the management of water harvesting structures; developing national capacity for appropriate response to livestock crises through training of Government, NGO and donor staff on the LEGS; improving access to livestock markets; improving milk hygiene and marketing; and animal disease surveillance/response.
2. Response interventions, including livestock off-take; emergency animal health activities; providing feed and water for livestock; implementing cash-for-work programmes for soil and water conservation; providing livestock (linked to a system of loans); and providing seeds and fertilizers for crop production.

FAO proposed additional assistance:

FAO's current funding gap is USD 21.1 million, reflecting revisions to the Humanitarian Requirements Documents. FAO's total USD 27.2 million programme over a one-year period focuses on recovering the livelihoods of drought-affected populations and resident households in areas hosting Somali refugees, including:

1. Livestock support: de-stocking for food and commercial livestock off-take; supporting slaughter de-stocking if necessary; transporting water to key dry season grazing areas; supporting disease surveillance in drought-affected areas; and undertaking animal health activities such as de-worming and multivitamin injections to improve immunity and strengthen animals' resilience.
2. Crop production support: implementing voucher-/cash-/food-for-work activities to meet immediate needs, and improve communities' resilience, support water harvesting, soil and water conservation, and promote small-scale irrigation through FFS; distributing farming inputs for use during the October to November short rains.

ETHIOPIA

HIGHLIGHTS

- **FAO programme requirement: USD 12.5 million**
- Priority needs: commercial destocking; animal health care provision; rehabilitating livestock water points; pre-positioning crop seeds in time for next rains; and increasing household income.

Prolonged *La Niña* conditions have consecutive rainy seasons, deteriorating food security in drought-affected areas, as well as in the *Belg* and *Sugum* production zones. Overall, the performance of the *Belg* (mid-February to May) and *Gu/Ganna/Sugum* (March to May) rains was largely poor, delayed, erratic and characterized by long dry spells; no harvest is expected for agropastoral areas of southern/southeastern Ethiopia.

Adverse weather conditions disrupted planting, limited area planted and damaged the performance of *Belg* and long-cycle *Meher* crops, including maize and sorghum. The late onset and irregular rain conditions forced some farmers to re-plant. During the first half of 2011 in the south and southeast, pasture shortages led to weakened livestock body condition, low livestock productivity and elevated livestock mortality. Although some rains have contributed to pasture regeneration and the replenishment of water sources, the impact on livestock production has been limited, with and little milk available for either consumption or sale.

Food insecurity is exacerbated by weaknesses in the seed supply systems leading to inadequate availability and access to crop seeds in some crisis-affected areas. Shortages of water and feed, coupled with unusual livestock migration and associated higher concentration of animals particularly around water points, have heightened the risks of livestock disease outbreaks in pastoral and agropastoral areas.

Ongoing emergency and rehabilitation programme:

FAO's ongoing risk management programme focuses on livelihood support for crop and livestock-dependent populations including:

- crops: root and tuber planting materials and multiplication of improved varieties; and
- livestock: slaughter destocking of livestock; providing emergency animal feed; supporting community-based forage production; strengthening capacity of CAHWs.

FAO is supporting an enabling environment for high quality, coordinated DRM, including contingency planning for anticipated post-drought floods and monitoring drought responses. FAO co-chairs the Government-led Agricultural Task Force.

FAO proposed additional assistance

FAO's current funding gap is USD 10.3 million. FAO's total USD 12.5 million programme over an initial nine-month period balances immediate and short-term recovery activities in two phases:

During the emergency phase (July to November 2011), core livestock breeding stock will be protected through a mixture of slaughter, livestock feed provision and animal health activities. FAO will promote cash-for-work to maintain household purchasing power in the face of rising cereal prices. Support will focus on fast growing, high yielding and nutritious root and tuber crops and vegetables that can be produced in home gardens by women, the elderly and children, contributing to stabilizing and improving nutrition.

During the recovery phase (December 2011 and beyond), FAO will support the recovery of core herds and improve productivity through animal health activities (vaccination, community-based animal health care system) and rangeland management interventions to arrest/reverse degradation and increase availability and quality of pastures. Where appropriate, FAO will support poor pastoralists who elect to diversify into non-livestock-based livelihoods as alternative sources of income. In farming areas, increased access to seeds (crop and vegetable) and drought-tolerant roots and tubers will aim to enhance crop diversification.

DJIBOUTI

HIGHLIGHTS

- **FAO programme requirement: USD 6.5 million**
- Priority needs: animal feed; veterinary support; access to potable water (for animals and humans); rehabilitated groundwater catchment facilities; small-scale irrigation.

Two consecutive failed seasons (2010/11 *Heys/Dada* and 2011 *Diraac/Sougum*) affecting the northwest and southeast border zones, coupled with staple commodity inflation, have sharply increased the number of food insecure individuals and households in Djibouti. With a mean purchasing power of USD 0.68/person/day, household incomes are under severe stress especially due to increases in flour prices, reflecting rising trends in international prices.

Djibouti's rural communities rely principally on livestock systems, in particular for goat and milk production, as a main source of nutrition and income. These pastoralist households are struggling to maintain livelihood security in the face of a lack of water, fodder and income, but pockets of malnutrition have been detected as well as intensified rural-urban migration. There is a risk of further deterioration given threats to access to and availability of food given livestock malnutrition, morbidity, mortality and lowered milk production (especially cattle).

The Port of Djibouti is of central importance for protecting livestock exports from Djibouti, Ethiopia and Somalia. Livestock disease surveillance, veterinary services and vaccinations are essential for protecting pastoralists throughout the Horn of Africa from disease outbreaks that could threaten livestock exports. Such bans historically have contributed significantly to the collapse of pastoralist incomes and exacerbated humanitarian emergencies.

Ongoing emergency and rehabilitation programme:

FAO is currently assisting 23 000 households through improving small-scale irrigation; providing drought- and salinity-tolerant fodder seeds; intensive training in dryland farming adapted to local conditions; rehabilitating groundwater catchment facilities; livestock vaccination campaigns; livestock core herd protection; and promoting alternative income-generating activities.

FAO proposed additional assistance:

FAO's current funding gap is USD 4.1 million. FAO's total USD 6.5 million programme over a 12-month period will support immediate interventions in drought-affected pastoral areas to save lives and support livelihoods for 146 000 people. The assistance will focus on veterinary activities and vaccination, increased access to water points, rehabilitation of groundwater catchment facilities and improved rural small-scale irrigation for fodder production.

This builds on four pillars:

1. Agricultural production, involving the construction of household fodder storage facilities; supporting the production of supplementary animal feed; promoting poultry production (particularly with women); diversifying agricultural production with drip irrigation; and rehabilitation of small gardens for fodder and food production.
2. Increasing quantity and quality of water through rehabilitating water points, including surface water catchment facilities, underground cisterns and innovative water supply strategies through subsurface dams.
3. Strengthening the IPC in the context of DRM, including monitoring food prices; collecting and analyzing information on water points; mapping (and analyzing) livestock migration; and issuing timely alerts based on IPC indicators.
4. Maintaining livestock assets and protecting export routes by supporting veterinary campaigns, providing veterinary inputs to protect animal health and prevent the spread of diseases, and strengthening regional veterinary clinical diagnosis capacities.

SUDAN

HIGHLIGHTS

- **FAO programme requirement: USD 21 million**
- Priority needs: providing crop and livestock production inputs for displaced and returning populations in South Kordofan, Abyei, Darfur and the Three Transitional Areas; strengthening preparedness and response to crises; restoring and protecting the environment; coordinating food security and livelihood interventions.

The situation in South Kordofan remains tense and alarming since the outbreak of violence in early June. Conflict has forced local populations to flee, abandoning homes and livelihoods, blocked commodity flows to markets and disrupted humanitarian operations. The timing of the violence is highly effective for increasing food insecurity among vulnerable populations, as: (i) it is the peak agricultural season, when crops are planted to meet annual household food needs; and (ii) it is a lean period, when household food stocks are low and humanitarian assistance is exceptionally important.

The continuing crisis in the Abyei area is exacerbating a fragile food security situation, particularly in the Agok area and Twic county in Warrap state. Vulnerability to food insecurity is due to a range of negative factors that coincide with the onset of the agricultural season while commodities are not moving to key markets due to blockades. Food insecurity is gravely threatened by population displacement and related loss of livelihood assets (including destruction/abandonment of food stocks), limited access to cultivation and livestock grazing areas; and the large number of returnees and vulnerable resident communities. The situation is likely to worsen as rains render key access roads inaccessible, further reducing food availability.

The Greater Darfur area continues to be insecure and instable, with conflict between armed groups constraining livelihood options. Displaced people in camps and resident households face particularly severe constraints to their livelihoods. Unsustainable livelihood coping strategies have been adopted (such as cutting trees for firewood and charcoal production) and are a serious threat to an already strained natural resource base. As a result, many households are food insecure, malnutrition levels are high, food production levels are low, diets are relatively undiversified, and access to veterinary services is poor.

Ongoing emergency and rehabilitation programme:

1. Emergency activities: distributing crop and vegetable seeds, and agricultural tools; promoting local seed production; training in improved farming practices; safeguarding the livelihood assets of herders and fishers; promoting sustainable natural resource management; and coordinating the Food Security and Livelihoods Sector.
2. Recovery/development activities: supporting institutional capacity development and sustainable livelihoods for long-term food security.

FAO proposed additional assistance:

FAO's funding gap is USD 21 million to support the following interventions:

1. Crop production: increased access to crop and vegetable seeds, agricultural tools, and animal-drawn implements; promotion of local seed production; and training in improved farming practices;
2. Livestock and fisheries production: strengthened livestock disease surveillance; vaccination campaigns; training of community animal health workers and establishment of veterinary community centres; increased access to fishing kits; boats and net-braiding; and training on sustainable fishing practices
3. Sustainable resource management: establishing nurseries; promoting the construction and use of fuel-efficient stoves; setting up fodder banks; and promoting community-based negotiation and mediation mechanisms to address natural resource management and land use.
4. Coordinating the Food Security and Livelihoods Sector.

SOUTH SUDAN

HIGHLIGHTS

- **FAO programme requirement: USD 15.8 million**
- Priority needs: improving production practices; expanding the area under production; building local seed production capacity; preventing natural resource-based conflicts; providing inputs for agriculture and livestock production; strengthening national and local food security institutions and policies.

Drought, conflict and food crises in parts of the Horn of Africa have raised concerns about the impact on the already fragile food security and livelihood situation in South Sudan, Africa's newest nation. Over the last ten years, close to 2 million people have been food insecure, while rates of global acute malnutrition remain chronically above emergency thresholds. Food insecurity in South Sudan today is largely due to a combination of conflict, displacement, low levels of food production and rising food prices.

The Horn of Africa and South Sudan have different agricultural seasons, with that in the Horn ranging from March to May and that in South Sudan ranging from April/May to December/January. While there is no direct correlation between the drought in the Horn of Africa and the rainy season in South Sudan, the current progress of the rains in South Sudan is of great concern. Rainfall has been erratic, with prolonged dry spells reported mainly in Eastern Equatoria, Jonglei, Lakes, Northern Bahr el-Ghazal and Warrap states. Over the last two months, the rainfall situation has been increasingly poor, and severe crop wilting has been reported. This will significantly affect the amount of food to be produced this year and pasture conditions in the country.

If the current rainfall pattern continues, the production of key staples (maize and sorghum) will be negatively affected, increasing the threat of food insecurity. Pasture conditions will remain depleted, forcing herders to migrate with their livestock in search of grazing and potentially leading to conflicts over resources, as well as further cattle raiding.

The effects of the drought in the Horn of Africa are most likely to be felt along the border areas of Jonglei in the form of reduced commodity flows from Ethiopia. Food prices remain high and supplies of basic food on the market remain seriously low. This is severely straining people's resilience and exhausting the coping strategies of the poorest households. The current situation may be a slow onset humanitarian crisis. It is critical that steps be taken immediately to build households' resilience, protect their productive assets and reduce the scale of dependence on emergency assistance.

Ongoing emergency and rehabilitation programme:

FAO is increasing access to agriculture inputs to IDPs and returnees, promoting community-based seed production, improving nutrition and income at the household level, reducing food imports, ensuring local quality seed availability, and coordinating the Food Security and Livelihood Cluster.

FAO proposed additional assistance:

FAO's funding gap is USD 12.1 million. FAO's USD 15.8 million programme seeks to assist the most vulnerable populations through:

1. Livelihood support to IDPs, returnees and female-headed households in the form of crop seeds, hand tools, support to local seed production, and promotion of vegetable production, mainly for the dry season.
2. Preventing livestock disease outbreaks and promoting alternative food production activities by providing fishing equipment, treating livestock for common diseases (East Coast fever, anthrax, Foot-and-Mouth disease, contagious bovine pleuropneumonia, etc.) and rehabilitating cold chain facilities.
3. Enhancing the coordination of the Food Security and Livelihoods Cluster through coordinated food security assessments, and planning and programming.

UGANDA

HIGHLIGHTS

- **FAO additional funding requirements: USD 6 million**
- Priority needs: livestock drugs and vaccines; cold chain facilities; strengthened laboratory and diagnostic services; support to veterinary field services.

Overall, many parts of Uganda are food secure following good aggregate cereal production in 2010 and forecast favourable production in most of the country in 2011. Pockets of chronic food insecurity exist, particularly in northern Uganda. The principle threats to food security include outbreaks of animal diseases (including contagious bovine pleuropneumonia and Foot-and-Mouth disease), transboundary crop diseases affecting staple crops (cassava and banana), natural disasters, and continuing challenges of post-conflict recovery of livelihoods. An estimated 600 000 people are moderately food insecure, mainly in Karamoja and Acholi subregions, a figure that could rise, depending upon rainfall and other factors.

The drought crisis affecting much of the Horn of Africa has a localized impact in parts of eastern and northern Uganda. Late rains delayed planting of crops. This, in turn, will likely delay harvests in September, thereby lengthening the lean period. While good rains in March improved pasture conditions and livestock body condition, an outbreak of Foot-and-Mouth disease in February closed livestock markets and disrupted livelihoods in Nakapiripirit and Amudat districts.

Ongoing emergency and rehabilitation programme:

- building the capacity of resettling farming communities in northern Uganda through FFS;
- supporting the multiplication and dissemination of disease-tolerant cassava and sweet potato planting materials;
- rehabilitating productive rural infrastructure (e.g. feeder roads, markets, water structures);
- promoting rural agribusiness (village savings and loans schemes, etc.);
- providing basic agricultural input kits during emergencies;
- supporting pastoral livelihoods in Karamoja through Agropastoral Field Schools;
- supporting animal health service provision (vaccination, training CAHWs);
- supporting seed and livestock trade fairs; and
- coordinating the food security and livelihood interventions of all actors.

FAO proposed additional assistance:

FAO's programmes in Uganda strive to address the immediate needs of pastoralists in the context of a broader approach to climate change adaptation, DRR and strengthening resilience and mitigation strategies at the community and household levels.

FAO's funding gap is USD 6 million for emergency interventions that will include providing veterinary drugs and vaccines to protect livestock health; strengthening laboratory and diagnostic services; and supporting the CAHW network. The main activities seek to support the recovery of agricultural livelihoods and build the resilience of communities in Karamoja to address the root causes of disasters and mitigate their impact. These activities complement FAO's ongoing programmes throughout the country, including in northern Uganda.

ERITREA

HIGHLIGHTS

- Priority needs: Monitoring, continued ongoing emergency and rehabilitation programmes.

Eritrea is vulnerable to recurrent prolonged dry conditions and occasional floods, with devastating impacts on crop and livestock production. As with the rest of the Horn of Africa, Eritrea is currently affected by drought conditions, with satellite imagery (from FAO's Global Information and Early Warning System for Food and Agriculture) indicating another poor *Azmera* rainy season (March to May). The rains were delayed by four weeks, affecting the cropping cycle of the main crops (sorghum, millet and maize) and resulting in deteriorated pastures.

The most affected regions are Debub, Gash Barka and Anseba, although at present there is not sufficient information on the exact cropping area or number of animals affected by the drought. The poor rainfall season is likely to have led to unusually low production levels, creating food insecurity among some rural households. It is from the country's cereal supply and demand balance sheet that the country faces a domestic cereal production deficit of 337 000 tonnes, which must be imported.

Ongoing emergency and rehabilitation programme:

FAO is currently assisting some 12 500 households through support to livestock development, and crop production and intensification.

FAO proposed additional assistance:

FAO is not submitting a programme proposal for Eritrea at this time. However, should the Government request assistance, FAO is ready to propose support to agropastoral households in the form of animal feed, vaccines, water supply and restocking, and improved water management for irrigated farming.

FAO/SOMALIA CASH-FOR-WORK AND VOUCHER ACTIVITIES

FAO's USD 70 million programme for Somalia includes USD 25 million for cash for work (CFW) with 145 000 households to benefit some 870 000 people affected by the crisis. These interventions are of paramount importance to protect and restore the food security and nutritional status of the most drought-affected individuals and families.

For the past four years, FAO-Somalia has provided life-saving and livelihood-support in the form of CFW and voucher programmes (for agriculture inputs and supplies). While providing immediate cash relief to affected and vulnerable individuals and communities, FAO's community-based network of partners have rehabilitated productive infrastructure (e.g. secondary canals, river embankments, water catchments, feeder roads, etc.). An added benefit of this approach is to support resilience to disasters, especially drought, and reduce vulnerability through support to food production and increased access to food and income.

From 2010 to the present, some 50 000 households have received a total of USD 4.5 million, an average of USD 90/person. Substantive impacts on livelihood systems include improvements to over 1 000 km of canals, over, 300 km of feeder roads, nearly 100 water catchment schemes that increased livestock water availability by 231 610 m³. Work standards balance between technical expertise and the limited capacity for labour of vulnerable populations, as is appropriate for each context.

The activities will be implemented using the FAO extensive network of 24 implementing partners (both international and national NGOs), ensuring a full coverage of the most affected areas throughout the country. FAO will retain the exclusivity of the procurement of inputs, thus ensuring quality, appropriateness and timely delivery to distribution points. FAO has an exclusive comparative advantage of working country wide, allocating funds and resources according to the most emerging needs. FAO will expand its network of partners, building on the organizations that are currently engaged in a wider range of agricultural activities in key areas throughout Somalia.

Building on more than 20 years of growing experience in disasters, CFW and vouchers are highly effective, proven humanitarian tools that:

- **Save lives & livelihoods**

By helping people to access food, water, health care, shelter, agriculture inputs and veterinary services, CFW/vouchers help fight malnutrition, disease and risky strategies to quickly obtain cash by protecting and restoring livelihood assets that are the foundations of household food security, income and nutrition.

- **Prevent displacement**

CFW/vouchers coupled with a productive and social project that rebuild livelihoods, influence migration decisions by affording vulnerable populations a reason to stay *in situ* and work for their survival.

- **Are highly targeted**

Distribution strategies focus on specifically vulnerable livelihood groups, individuals and communities.

- **Are safe**

Using private sector networks and local actors and avoiding the transportation of lootable goods, lowers risks to humanitarians. Because CFW beneficiaries are paid for their labour, they are better able to secure this income for their own use (as opposed to general distributions which are often 'taxed' by local power brokers).

- **Are cost effective**

Transportation costs are minimal in these schemes, while transaction costs are negotiated on a competitive basis with the private sector, combining to minimize the cost of these schemes, especially compared to food aid.

- **Prevent distress sales**

By placing cash and vouchers (as good as cash) in the hands of the vulnerable, the distress sales of food aid and nonfood items is minimized, helping the most vulnerable to benefit from direct distributions of relief goods. Similarly, the distress sales of key live-supporting livelihood assets are minimized (e.g. livestock, tools, donkey carts, etc.).

- **Are appropriate**

In times of crises, people need access to cash. In Somalia, CFW/voucher schemes align with Islamic principles of charity that are based on helping people to help themselves; as such they are highly culturally (and politically) acceptable.

- **Capitalize on markets**

In Somalia, the most effective distribution network is the thriving private sector. CFW/voucher schemes use this sector in order to deliver, including where access is limited. In so doing, a significant amount of risk is transferred to the private sector, while limited humanitarian resources get into the hands of those who need it most.

- **Reduce risk and promote recovery**

CFW/vouchers limit the need for harmful income-generating strategies, such as accelerated charcoal production, that increase the risk of future crises. Investments in technically-sound CFW programs strengthens infrastructure useful for building resilience to future crises, e.g., water management. By bringing hope for the future, they promote the return of displaced and refugee populations.

Risk Analysis of Conditional Cash Transfers, Cash-for-Work and Voucher Schemes

1. Risk of displacement.

As with all forms of humanitarian assistance, CFW/vouchers risk providing highly vulnerable households with just enough resources to finance displacement, e.g., to pay for passage to refugee camps. Risk mitigation is essential, especially combining/focusing the scheme on resources to enable farmers to plant for the coming seasons (October, April), herders to capitalize on the Hajj export markets (November), and peri-urban populations to grow vegetables and manage small livestock.

2. Risk of inflation

Increasing the supply of cash can lead to localized inflation. Risk mitigation, supported by close monitoring of markets, includes strategies to increase supplies (e.g., food aid, NFI distributions) to ease inflation. Strong communication with communities, civil society and traders about the schemes is critical as well.