



Regional Learning &
Advocacy Programme
for Vulnerable Dryland
Communities

Disaster risk reduction in the drylands of the **HORN OF AFRICA** - Edition 2

GOOD PRACTICE EXAMPLES FROM THE ECHO DROUGHT CYCLE MANAGEMENT PARTNERS AND BEYOND



Regional Learning & Advocacy Programme (REGLAP) for
Vulnerable Dryland Communities



CONTENTS

Introduction	1
RESPONDING TO DROUGHT	
Using food aid to stimulate local markets	2
Measuring household resilience and adaptive capacity	6
A community DRR plan promotes resilience	8
Reciprocal grazing agreements	10
An innovative community based early warning system	12
The importance of gender in drought and DRR	16
BUILDING RESILIENT LIVELIHOODS	
Surveying pastoralist dropouts	20
Value-added livestock marketing	22
Group Saving and Loans in Mandera	26
Beach Management Units	28
Connecting with change	29
The Forgotten Billion	33
POLICY SOLUTIONS	
The Nairobi Strategy to eradicate drought emergencies	34
Linking Relief and Development	36
Uganda's Rangeland Management Policy	37
Uganda Pastoralist Week 2011	38
Kenya's National Drought Management Authority	40
Ethiopia's Disaster Risk Management - Agriculture Task Force	42
Scaling up access to pastoralist education	44
The priorities for drylands recovery and development	46
End words	48

Disaster risk reduction in the drylands of the Horn of Africa:

Good practice examples from the ECHO DCM partners and beyond - Edition two

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Edited by: Helen de Jode (hdejode@hotmail.com) and Vanessa Tilstone

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For more information contact: vtilstone@oxfam.org.uk

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Introduction

In this second REGLAP good practice journal we begin by highlighting some examples of where the partners in the ECHO Drought Cycle Management programme are **responding to drought** by improving resilience among communities. In the first article SCUUK Kenya explains how they are providing support to drought affected populations, and strengthening local economies in Wajir and Turkana, by getting local traders to undertake the distribution of food rations through a voucher system. The vouchers include meat, milk and fish, benefiting both local producers and recipients. Understanding exactly what resilience means and how we can measure it is of increasing importance, and in the second article we look at Oxfam GB's pilot approach that looks at the resilience characteristics of households in Somaliland.

As in the first journal, REGLAP is particularly keen to highlight practical programme case studies that can be replicated, and RREAD's project on community DRR planning in Dandu, Northern Kenya provides an example of how this community has been successfully resilient during this year's drought. VSF Germany's work on reciprocal grazing agreements across the HoA has similarly had considerable success in promoting peace and resource sharing. Whilst in Somaliland the support to a community based early warning system by Oxfam GB/Havoyoco is providing vital early warning information in which data gatherers use both basic pictorial representations of indicators, as well as mobile phones and the web, to ensure timely data flows. All these 'Responding to Drought' interventions have a community-based focus, but Fiona Flintan's article on the specific impacts of drought on women, and how interventions must consider women's roles and skills, is an important reminder that there is one part of the community that is often inadvertently ignored.

In the second section of the journal we look at ways in which the ECHO DCM partners are trying to **build resilient livelihoods**. SCUUK Ethiopia is rethinking its programming strategy to support the newly stockless pastoralists, undertaking a survey to identify their numbers and needs. A number of other agencies are focusing on innovative solutions for livelihood recovery that aim to inject more cash into pastoralist economies. Abay Bekele from Oxfam GB Ethiopia presents a number of interesting ways of adding value to livestock marketing, targeting low wealth pastoralists in Ethiopia's Somali region with highly specific livestock solutions. A more general approach to wealth generation is looked at in the CARE/RREAD article on the Group Savings and Loans scheme in Mendera. Whilst in the VSF Belgium project the Pastoralist Field School approach is taken a step further

with PFS groups in Illeret establishing Beach Management Units to control and access fishing on the lake as a source of secondary income for pastoralists.

Building new resilient livelihoods for communities whose skills are in pastoralism is a challenge, and Stephen McDowell and Alexandra Crosskey recommend a three-fold risk management approach. Their article 'Connecting with Change' highlights some of the high impact opportunities that are now sorely needed in drought prone communities. To appreciate the scale at which such interventions are now needed, we have flagged the new publication by UNDP and UNCCD 'The Forgotten Billion: MDG Achievement in the Drylands' as an important read.

In the final section of the newsletter we look at the **policy solutions**. The Nairobi Strategy is introduced with the key strategies put forward for HoA governments to end the cycle of drought. The most innovative and visionary approach seen by Government is the newly approved National Drought Management Authority in Kenya, which sees drought as a development issue that needs to be tackled by increasing resilience in development plans rather than narrow emergency preparedness and response interventions. As well as governments needing to think more strategically, Monica Naggaga argues that NGOs still have a long way to go to actualise the link between their relief and development programmes. Uganda's COPASCO is hoping that the AU Policy Framework on Pastoralism will be taken up in the re-launch of the national Rangeland Management Policy, and in the recently organized Uganda Pastoralist Week, COPASCO has advocated for greater recognition of pastoralism's contribution to national development. In Ethiopia the re-launched Disaster Risk Reduction – Agriculture Task Force is providing valuable advice and co-ordination in drought response.

One essential long-term solution for pastoralist communities is better education, and we introduce SCUUK Kenya's new project to support nomadic education in Wajir and the roll out of the Kenyan Nomadic Education Policy. Education is proposed as one of the priorities for dryland development in the article by Vanessa Tilstone, alongside community planning and pro-poor infrastructure/services development. Getting the financial commitments in place to secure the long-term development of the drylands, at the scale in which it is required, is now the challenge ahead. The newsletter concludes with some reflections on the emerging evidence of the impact of the recent drought, and the positive (and not so positive) changes now on the horizon.

How distributing food aid via vouchers is stimulating local traders in pastoral communities and building the market for meat, milk and fish consumption

By Catherine Fitzgibbon, Programme Quality Director, Save the Children UK, Kenya

The counties of Wajir and Turkana, like the rest of the pastoral areas of northern Kenya, have been seriously hit by the drought. The livelihoods of the most vulnerable households have been seriously eroded, with a consequent increase in food insecurity. Despite the critical situation in the last 6 months, the European Commission Food Facility project has continued with its programme in Wajir and Turkana, providing vouchers for pastoralists to collect food rations from local shops and substituting some of the ration with locally generated meat, milk and fish. It has recently succeeded in increasing the number of meat voucher beneficiaries from 12,000 to 60,588 using the project's contingency funds and an OFDA contribution¹. This local market approach is having a huge impact on food security for its targeted beneficiaries and is increasing local wealth via local traders.



The voucher system eliminates the need to line up for food aid

Channelling food relief through local traders

In the pastoral areas of Kenya an ever-growing number of destitute households are dependent on external assistance. Many households have been receiving ongoing food relief for decades, but without any significant improvement in malnutrition rates, which stubbornly remain well above emergency levels. Food aid is a multi-

million dollar activity, but its impact on strengthening pastoral livelihoods, and on the growth of local economies in the ASAL areas has been practically zero. The project 'Using Food Aid to Stimulate Local Markets'² was designed with the objective of stimulating market function and

¹ USAID's Office of US Foreign Disaster Assistance

² From its initiation in January 2010, a consortium of INGOs (Save the Children UK and Oxfam GB), and local NGOs (ALDEF and WASDA) has implemented the project. WFP is an associate partner and provides the majority of food aid commodities to the project. VSF-Suisse has been contracted to undertake training for livestock producers and traders in animal husbandry and hygienic food handling.

food production, thereby benefiting local agricultural producers, traders and consumers in marginal pastoral areas. It is based on the assumption that supplying the food through local markets, and sourcing key elements of it locally, can address immediate food insecurity. This process also ensures money is directly invested in the livelihood activities that form the backbone of these local economies (primarily livestock and related products), reversing the core problems of under-investment and lack of demand.

Vouchers valid for the whole month

The general food ration is distributed to targeted households through local market traders using a voucher system. The project is now working directly with 55,000 food aid recipients in Turkana and 24,000 in Wajir. Since May 2010 these beneficiaries have regularly received monthly vouchers for commodities in the WFP-designed food basket—normally comprised of 10.35 kg of cereals, 1.8 kg of pulses, 1.2 kg of corn soya blend and 0.6kg of oil. The project has improved the voucher system whereby beneficiaries receive one voucher per household, enabling them to collect their food entitlement throughout the whole month and in as many visits to the shops as they wish. Local traders store and distribute the GFD items, and are paid KSh 2 (approximately EUR 0.02) per kilogram of food distributed. A pilot project with the support of WFP is also underway trialing the use of an electronic voucher system (similar to the ‘smart’ cards used for cash transfers by the Hunger Safety Net Programme beneficiaries) with around 800 beneficiaries.

Turkana respectively as a service fee for distributing the WFP commodities via the voucher system. This represents an average increase of 70% in their monthly income compared to baseline data. In addition to the voucher payment the volume of sales from non-ECFF commodities has also increased as traders improve their business skills and respond to better trade opportunities.

Beneficiaries have greater control

With the voucher system in place beneficiaries are more confident about receiving their correct food aid entitlement. Data for Jan-Mar 2011 showed that 98.4% of voucher beneficiaries believed they got their correct entitlement compared to only 79.7% of beneficiaries who received a single in-kind distribution. According to August data, 100% of voucher beneficiaries in Wajir received their correct GFD entitlement. Overall the food voucher system has eliminated incidences of food theft, people missing out, overcrowding and lining up at distribution points, and household food transport costs. Voucher beneficiaries are also able to exercise greater control over when they redeem their food aid, using their vouchers at their own convenience to access their whole food entitlement throughout the month. Analysis reveals that when households redeem vouchers with higher frequency (and therefore for smaller portions), the food available for consumption lasts longer within the month.

Substitution of locally produced milk, meat and fish

The project has substituted the 1.8 kg per person ration of pulses in the standard GFD ration with locally purchased commodities—milk, meat and fish—also distributed via vouchers. Seven distribution cycles of local products have taken place to date in Wajir (using meat and milk) and five in Turkana (using dry fish). Milk was chosen to replace pulses during the first three cycles in Wajir because the initial ration was considered greater than required in terms of calorific and protein content. In addition, milk was becoming scarce by January 2011 due to the failure of the short rains. Due to the popularity of the use of meat vouchers in Wajir, as well as the strengthening of the local market chain for meat, Save the Children received permission to use EC contingency funds as well as an additional funding of over US\$1,000,000 from OFDA to expand meat voucher distribution to promote livestock destocking, and maximize the opportunities for pastoralists to convert livestock assets into cash.



A beneficiary collecting her food using the smart card system

Traders increase their incomes

Every month each of the participating general traders gets paid an average of KSh 12,000 and KSh 15,000 in Wajir and

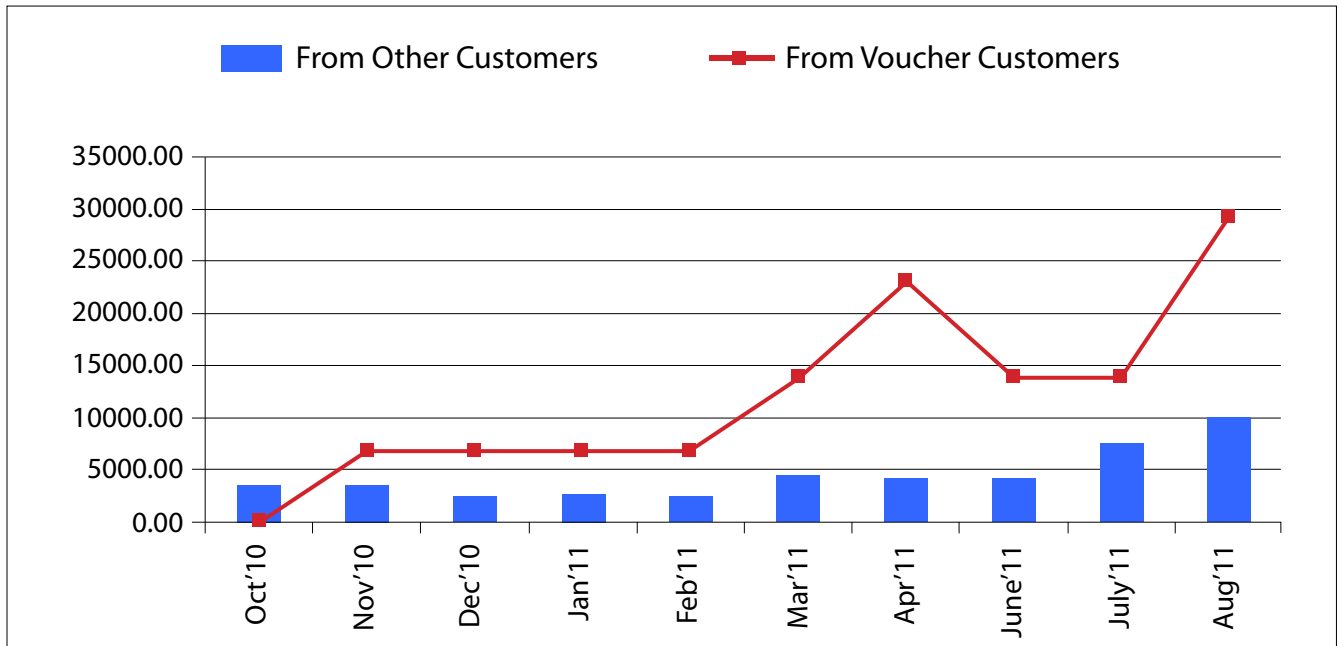


Figure 1: Meat traders income in Wajir

The revitalization of the meat trade in rural markets

The project has given butchers and other entrepreneurs the opportunity to open (or re-open) butcheries in rural areas where their meat business had collapsed. Rural communities are able to buy meat more easily as this supply has extended beyond voucher recipients, with other community members now benefiting from the new availability of meat in their local markets. Figure 1 shows the average profit made from meat sales to the project from meat traders in Wajir, and also shows the improvement in trade from non-ECFF customers.

Food aid lasts longer

Data has shown that the food received via vouchers lasted on average 2.1 days more in the household than when the food is distributed using the traditional method. Beneficiaries receiving meat and milk vouchers are also able to consume protein-rich foods for longer periods than those receiving just pulses. Beneficiaries are able to consume meat for 17.1 days and milk for 8.6 days (for a combined total of 25.7 days), in contrast to the consumption of pulses, which lasted for 10.6 days only.

Improving the quality and quantity of protein rich foods on local markets

In Turkana, 400 fish producers and five fish traders have been trained in fish handling and preservation methods with the assistance of the Ministry of Health and the Ministry of Fisheries. With the support of Vétérinaires sans Frontières-Suisse (VSF-S), the project is also providing

training on hygiene practices for the safe handling of products to 151 meat traders (butchers) and 151 milk traders in Wajir. Traders in both project areas are being provided with equipment to facilitate the adoption of the improved practices (milk cans and milk scoops for milk traders; knives, aprons, gum boots and buckets to butchers; and knives, aprons, gum boots, gloves, soap, salt and packing materials to fish traders). A total of 3,500 producers in Wajir have also been trained in improved milk production practices. VSF-S will also strengthen the link between pastoralists and animal health service providers by training 25 community animal health workers and at least five local suppliers of veterinary drugs.

Vast increase in demand for quality fresh meat

Over the period of the project it has seen a vast increase in demand for quality fresh meat, even during the height of the dry season. Traders have not had any problem in procuring animals in good condition and supplying their meat quota to an increased number of beneficiaries. From February to April the distribution of meat vouchers was scaled up from 12,000 original beneficiaries per month to 40,560. By August this had reached 50,588 in Wajir, each receiving 3kg of meat. This was seen as important disaster risk reduction strategy in enabling pastoralists to sell livestock still in good condition during the drought. The key lesson learnt here is that even though the average price of livestock drops significantly during poor rains, the price of good quality animals and meat remains unchanged. This demonstrates that when the right market incentives are in place, food production in pastoral systems can cope with extreme weather conditions and seasonal fluctuations.



Milk traders' equipment

Reduced seasonal variations in cost and availability of local food products

After nine months of price monitoring of meat, milk and other food commodities the project has seen no significant change in the availability and costs of these products. Despite the national inflationary trends, food prices of basic commodities have not changed in the project area, but a continuous monitoring of these variables throughout a much longer period is necessary before making any conclusion on emerging trends (the remoteness of the markets are subject to a delayed inflationary impact).

Key Challenge - Privatisation of transportation of GFD commodities

One key challenge that remains in Wajir is to shift the local transportation of WFP supplied food aid commodities from NGO partners to local traders. WFP pay a local

transportation fee based on distance and volumes of commodities from the main store in Wajir town to the final distribution points. Currently private transporters contracted by WFP partner NGOs transport commodities to the private traders premises. In later phases of the project it is proposed that this transportation fee will be provided to the *duka* traders, therefore giving them an allowance to hire vehicles and transport food to their individual premises. By engaging local general traders in the distribution of food aid via vouchers the project had aimed to promote an open competition for the transport of food aid commodities, but these arrangements have not been possible to put in place yet in Wajir. In the absence of a fully "privatised" food transport system, the expected positive impact on market competitiveness (and therefore lower food prices) cannot take place.

Documenting Impact

Three studies have now been carried out to assess the project's achievements so far and make further improvements. Final reports are now available on:

- Value-for-money study comparing the costs and benefits of food vouchers versus traditional food aid.
 - Study to assess and document the learning from the OFDA scale-up as a disaster risk reduction intervention, specifically in comparison with other standard de-stocking and livestock drought response interventions in pastoral areas.
 - A market assessment study to examine how the project has affected market linkages within Wajir and beyond.
- The programme is currently being evaluated with a final report due out in early 2012.



Piloting an adaptation and risk reduction indicator for an assessment of household resilience in Somaliland

By Karl Hughes, Global Monitoring, Evaluation and Learning Advisor (Programme Effectiveness) **Oxfam GB**



A rehabilitated birkad in Somaliland

At least seven Adaptation and Risk Reduction projects are randomly selected each year by Oxfam GB to see how they are actually reducing risk and building adaptive capacity. The approach used is based on capturing data on various household and community characteristics, and this article introduces some of the details behind this “characteristic approach”.

In Somaliland Oxfam is implementing a drought preparedness project with local partner the Horn of Africa Voluntary Youth Committee (Havoyoco). Working with agro-pastoralist communities near the border with Ethiopia, the project is seeking to increase resiliency to drought by: increasing availability and access to water resources and pasture; improving livestock health; and enhancing community drought preparedness capacity. As part of Oxfam’s commitment to improve the way effectiveness of its aid projects are measured, this project was selected for an assessment of how far it had promoted change in relation to Oxfam’s global outcome indicator for the Adaptation and Risk Reduction (ARR) thematic area. The specific indicator is the *percentage of targeted households and communities indicating positive ability to minimise risks from shocks and adapt to emerging trends and uncertainty*. The assessment of the Somaliland project piloted a new approach, developed by OGB’s ARR team, for measuring household resilience to climate-related disasters (and their more general ability to adapt to climate change).

The difficulties of measuring resilience

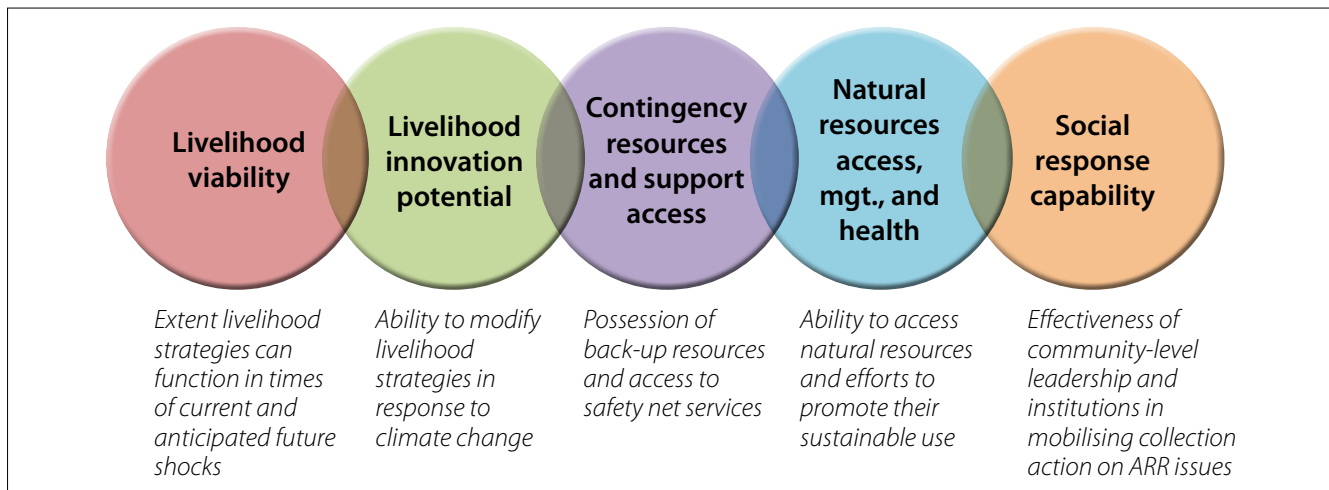
Measuring concepts such as resilience and adaptive capacity is complicated, because we can only really assess whether a system has successfully coped or adapted after the fact.¹

The “characteristic approach” attempts to get around this timescale issue by hypothesising that there are particular characteristics of households and communities that affect how well they are able cope with shocks and adapt to longer-term climatic changes. A limitation is that we don’t know for certain how relevant these characteristics actually are, but we can assume they are important based on common sense and field experience. And as the body of research on the determinants of resilience and adaptive capacity grows, the characteristics can be continuously updated.

The key ‘characteristics’ that Oxfam feels define resilient households and communities fall under the following interrelated dimensions:

1. **Livelihood viability** - In order to adjust to current and future climatic shocks and variation, a resilient livelihood base is essential. If a climatic shock happens, a household dependent on just one climate-sensitive livelihood activity is likely to be more negatively affected than another that has other less climate-sensitive alternatives to fall back on, *all other things being equal*.
2. **Livelihood innovation potential** - This second dimension is focused on a household’s ability to successfully *modify* its livelihood strategies in response to climatic stimuli, whether anticipated or not. Innovation potential may depend on

¹ Dodman, D., Ayers, J. and Huq, S. (2009), ‘Building Resilience’, Chapter 5, in World Watch Institute (ed), ‘2009 State of the World: Into a Warming World’, Washington D.C: World Watch Institute, pp. 151-168.



- factors such as the knowledge and attitudes of relevant household members themselves, their ability to take risks, and their access to weather prediction and market information and relevant technology and resources.
- Contingency resources and external support - These cover savings, food and seed reserves, social protection, kin and non-kin support networks, emergency services, etc. This third dimension is likely to be critical in supporting a household to adjust to climatic shocks and change.
 - Natural resources (access, management and health) - This fourth dimension recognises that healthy ecosystems are themselves better able to cope/adjust to climatic shocks/change than those that are relatively more degraded. And therefore households whose livelihoods are dependent on healthier natural resource bases will be in a better position to adjust to climatic shocks/change than those that are not.
 - Social response capability - This last dimension looks beyond the household level and assumes that households are likely to be better able to successfully adjust to climatic shocks/change when they are part of larger coordinated efforts (at the community level and beyond), that are effective in mobilising collective action on ARR issues.
- Livelihood Innovation (Dimension 2): The level of interest and willingness to experiment with new livelihood practices.
 - Contingency Resources (Dimension 3): Social support systems, Savings/remittance access, Possession of assets that can be readably converted into cash.
 - Natural Resources (Dimension 4): Access to pasture land during drought, HH measures to increase access to livestock feed, Access to productive agricultural land, Access to water for productive use.
 - Social Response (Dimension 5): Existence of DRR/CCA committee(s), Conflict prevention and resolution, Adaptation and Preparedness plans, Linkages and coordination with local government.

What the assessment revealed

The assessment was undertaken in areas where the project had interventions and also in comparison communities. The process involved a household survey ($n=335$) and participatory assessment exercises, and resulted in a detailed statistical analysis on the wide variety of household and community characteristics identified above. Overall, in the project intervention villages, 53% of households scored positively for characteristics of household resilience and climate change adaptation. This compared to only 33% of households who scored positively in comparison villages. These results are highly statistically significant (p -value < 0.001).

It is important to note however that the interventions undertaken by Oxfam GB and Havayoco were only actually targeted at several of the characteristics identified in the assessment, i.e. those related to increasing access to water resources, pasture, and veterinary services and the various characteristics falling under the social response capability dimension. In one sense, then, it is unfair to assess the project in relation to outcomes it never intended to affect. From another perspective, however, this approach has shown itself to be highly successful in the identification of new programme development opportunities. For Oxfam GB these types of pilot exercises are crucial for determining how data is collected for the ARR global outcome indicator, and informing how the organisation as a whole can assess the effectiveness of its ARR work.

Defining the characteristics

In terms of the specific characteristics within the five dimensions that are believed to influence both resilience and adaptation in a particular context, no "one size fits all". That is, many of the characteristics appropriate for a particular population and each particular suite of characteristics needs to be adapted to the nature of each population and the climatic hazards and change processes to which it is likely to be subjected. For the Somaliland exercise some of the particular characteristics chosen were:

- Livelihood Viability (Dimension 1): Ability to meet household needs, Livelihood diversification, Livestock herd diversity, Crop portfolio, Access to seasonal forecasting information, Access to disaster preparedness information, Access to veterinary services, Access to agricultural extension services.

A community DRR plan helps create drought resilience

By Hassan Hulufu, RREAD Regional Coordinator and Adan Wako, RREAD Kenya Project Manager, CARE International

The improved management of natural resources in Dandu, North Eastern (NE) Kenya has enabled the community to better adapt to the 2010-2011 drought. Conservation measures, improved water source management and cross-border linkages established through the Disaster Risk Reduction contingency plan, have proved crucial in the community's resilience.

Dandu is one of the administrative divisions of Mandera west district in NE Kenya, and is populated by the Garri ethnic group. The residents are predominantly pastoralist - mainly rearing camels, cattle and small stock. During normal periods the surface water sources can sustain pastoralism within the division, but during droughts the key coping strategy has been out migration within Kenya and across the border into Ethiopia. The drought of 2004/5 severely overstretched community coping capacities and led to massive losses of livestock. All the surface water sources dried up and communities became reliant on water trucking for over nine months, which was a major drain on development funds of both the Government and its development partners.

Poor management of natural resources

In 2008 the Dandu community began working with CARE International Kenya under the ECHO funded Regional Resilience Enhancement Against Drought (RREAD) project, the aim of which was to build community capacity in natural resource management. To identify the key issues all the natural resources in the division and their associated management practices were mapped. The issues most likely to contribute to the increased vulnerability of the community in a future drought were identified as:

- **Poor management of water sources**—including communal pans, shallow wells and individual pans—resulting in the drying up of water points and an inability to meet human and livestock needs. This was found to occur not only during drought but also during normal dry seasons.
- **Poor management of pasture and browse** due to the lack of defined grazing patterns. This was affecting rangeland productivity and meant out migration was necessary whenever there was rain failure.
- **A lack of institutional structures** for guiding planning processes or proper management of communal resources, and insufficient engagement of individual community members in protecting communal resources. The unregulated cutting of trees from Dandu Hill for example was leading to increased erosion, reduced water absorption, and the drying up of shallow wells during dry seasons.

Building community capacity

CARE International used these findings to design capacity building interventions to improve natural resource management. It partnered with the Government's Department of Range Management and the Ministry of Water to carry out sensitization at local levels. Provincial administrators, clan elders, women and youth leaders were targeted in the sensitization workshops, which highlighted the linkages between poor natural resource management practices and vulnerability to drought.



Natural resource management planning session in Dandu

After trainings were conducted in five administrative locations (Burduras East and West, Kubi Hallo, Gither, Gagaba and Dandu), a disaster risk assessment and planning process was carried out. Disaster risk reduction (DRR) committees were formed within communities, who then developed Community Action Plans to improve natural resource management.

Dandu community DRR plan

Some of the key activities in the Dandu community DRR plan were:

1. Protection of Dandu Hill through regulating access to pasture and browse.

Since 2009 direct grazing has been banned and access to the hill restricted at the beginning of the rainy season until the grasses set seed. When the hill is opened

for access only a 'cut and carry system' is permitted, whereby people harvest hay and carry it out to feed to their animals. This conservation technique not only controls grazing/browse but is also aimed at enhancing recharge of the shallow wells at the foot of the hill by reducing erosion and run-off.

2. Establishment and training of a Dandu water resource users association.

The association was linked with the Water Resource Management Authority (WRMA), which provided technical support to formulate rules on the use of communal and private water sources following widespread consultation with community members. The efficient use of available water resources is a key focus of the community's drought contingency plan.

3. Establishment of grazing patterns for different seasons following a broad consultation process with all livestock owners in the division.

Three main seasons were identified as: wet season, normal dry season and drought season. An assessment of pasture and browse availability now guides the identification of areas suitable for grazers and browsers at different times of the year.

4. Establishment of cross border linkages for natural resource access during crisis periods.

The Dandu DRR committee reached out to neighbouring locations in Kenya and across the border in Ethiopia, sharing their plans with these communities. The process encouraged their neighbours to make similar

plans and set up mechanisms for reciprocal natural resource access when movement across the border became necessary. This movement is key to allow dry herds to migrate out of the Dandu area so that water can be left for domestic use and for the milking herds.

Prudent management

According to Ahmed A Kuli, the Dandu DRR committee chair, the prudent management of water sources has enabled the community to avoid expensive water trucking during the current drought. Between February 2011 and mid April 2011 most settlements in Mandera West were dependent on water trucking. There was one day of rain in April, but when all this water dried up trucking resumed again in most parts of the district. However the Dandu community has successfully gone through the 2010-2011 drought without water trucking up until mid October 2011.

Efficient water management was achieved through opening five communal pans, underground tanks and numerous individual pans at different times, as per the community drought contingency plan. Furthermore, the measures to conserve Dandu Hill since 2009 have increased the recharge of shallow wells at the foot of the hill, and unlike in the past drought they have not dried up. Restricting the use of water during the drought for humans and for selected livestock—mainly the milk herd and weak animals—has also helped.



Community water pan in Dandu

Reciprocal grazing agreements build peace between communities and reduce the impact of drought

By Eunice Obala, **VSF Germany** in partnership with **VSF Belgium** and **VSF Suisse (VSF)**

The negotiation of reciprocal resource agreements is a traditional DRR strategy among neighbouring pastoralist communities. VSF has adapted this traditional system into a series of 10 participatory steps that together create a mutually agreed resource sharing action plan with clearly defined rules and regulations. Using a facilitation process that incorporates water infrastructure rehabilitation, peace building and Do No Harm tools, the resource agreements have proved to be highly successful in building resilience to drought.



Peace committee elders in Kenya

The ten step integrated participatory approach to reciprocal resource agreements, developed by VSF, is aimed at stimulating communities to take a holistic view of their resource problems and needs (e.g. water & pasture), and develop conflict sensitive solutions and options. The participatory process begins with mobilising communities to create core working-groups, who then draw resource use maps covering 'their areas' and that of their neighbours. Community

validation helps identify conflict prone areas and promote resource-sharing ideas. Through inter-community meetings the underutilized resource areas are identified, trust is built between communities, and possible future options identified. This leads into an inter-community strategic planning process in which a reciprocal resource agreement is drafted for all to ratify and eventually sign in the presence of key community members, political leaders and government representatives. Implementation and monitoring is managed through continued community meetings and outreach.

The success of this approach is illustrated by the series of agreements that have now been established through the VSF Cross Border Drought Preparedness Project (ICRD) implemented in Northern Kenya (Marsabit North District) and Southern Ethiopia (South Omo and Oromiya Zone). VSF's Drought Management Initiative project (DMI), covering border zones of Uganda, Kenya and the Kenyan border zone to Sudan, has provided further successes:

In Ethiopia the **Gabraa** and **Hammar** communities developed a reciprocal grazing agreement that has been instrumental in enhancing pasture and water resource sharing around the Sabare, Minongerti and Hado areas. This has increased the resilience of both communities and reduced the impact of the drought in 2010 and 2011. There have been additional multiplier effects through improved terms of trade, the creation of roads to increase access, and the establishment of joint settlements. The regular dialogue and meetings has led to stray cattle being returned, and a greater sense of social cohesion improving general security.

Conflicts between the **Dasanach** and the **Gabraa** had previously meant that the grazing in Sabare, Darate and Bulluk was only sporadically utilized, but with reciprocal grazing agreements now in place these areas are being used fully. Gabraa traders now visit the Dasanach community—sleeping inside the villages and foras to trade cattle and shoats. Dasanach trucks were also recently allowed to get

to Ileret to transport food relief, and take sheep and goats for commercial de-stocking to Nairobi. And when the Gabraa Peace and Water Users Committees visited Ileret for training they were invited by their Dasanach counterparts into their *manyattas* where gifts were exchanged.

The **Gabraa** and **Borana** have also developed a reciprocal resource agreement that ensured successful resource sharing in 2009–10. The Gabraa dry season reserve around Hurri Hills had pasture but no water, whilst the Borana of Dillo *woreda* had water but no pasture. The two communities agreed to share their resources, leading to increased resilience to drought, reduced livestock mortality and improved trade.

The **Dodoto** community of Uganda and the **Turkana** community of Kenya established reciprocal grazing agreements by first mapping their entire districts to identify potential grazing areas that were prone to conflicts and had limited accessibility. Naporoto, Loile, Pire, Matakul, and Kalopeto then became much more accessible to the communities bordering these areas after the agreement was signed. Other actions undertaken by the village planning committees of the two communities have included land use planning, early warning sensitization, and drought preparedness planning.

On the **Kenya-Ethiopia border** the reciprocal resource agreements became highly significant after the border was closed in September 2009. The Kenyan District Commissioner (DC) for Marsabit North had implemented the closure after the Dasanach raided a Gabbra community—resulting in 5 deaths and thousands of livestock lost. The closure was negatively affecting many people in

the area—including the Hammar, Dasanach (Kenya/Ethiopia), Borana, Gabbra, and Albore—with its restrictions on movement. Drought, cholera outbreaks among the Dasanach community, as well as the negative impact on traders, impaired not only project implementation for development and relief agencies, but also increased the urgency for opening the border and putting better security regulations in place.

In February 2010 VSF facilitated an intergovernmental meeting between the Kenyan and Ethiopian governments. The meeting concluded with the governments agreeing to open the border and to reinforce the reciprocal grazing agreements developed by both communities, with stiff penalties enforced for contraventions. In addition the two governments agreed to have frequent meetings in order to share information and to improve the coordination of their actions across the border.

VSF points out that the crucial elements in creating a reciprocal resource agreement are building the capacity of the communities involved and ensuring quality facilitation. VSF is working towards a greater integration of reciprocal resource agreements with planned grazing (holistic rangeland management) and participatory rangeland management. What is needed for the longer term is a way to link the inter-community resource agreements to sub-national, national and regional resource management efforts.

For further information contact Eunice Obala: eobala@vsfg.org

A REGLAP Technical Brief on Reciprocal Grazing Agreements is available at:

<http://www.disasterriskreduction.net/east-central-africa/reglap>



A VSF Germany initiated peace meeting

An innovative Community Based Early Warning System that uses picture-based indicators and the web is the way forward for Ethiopia-Somaliland

By Lemessa Demie, Dr. Abay Bekele, Philimon Majwa, Ann Jyothis Raj, **Oxfam GB Ethiopia-Somaliland Cross Border programme**

Oxfam GB and its local partners have designed and implemented a unique cross-border Community Based Early Warning System with Somali pastoral communities. Still in its early stages, this system has already proved successful in providing vital early warning information for communities threatened by drought. Mobile phones will now allow community informants to send their data by SMS and receive analysis back from a web-based EWS.¹



Adult illiteracy is common in Somaliland. The project uses pictorial formats for data collection

Anchored in communities

Communities, practitioners and organizations involved in disaster risk management need advanced information on potential risks, allowing them to make a more prompt response. A Community-Based Early Warning System (CBEWS) can provide holistic, decentralized, timely and participatory early warning information. By taking a people-centered approach it empowers individuals and communities to act in an appropriate manner-reducing

the possibility of personal injury, loss of life, damage to property and the environment, and loss of livelihoods.

The unique features in the CBEWS approach are the participation of the communities throughout—in the identification of the risks, the collection and analysis of the hazard information, the dissemination of the warning messages, and the development of the response strategy. The whole system is owned and administered by the local community. A CBEWS that is anchored in a community, and managed by that community, allows that community to become resilient over the long term.

¹ The 'Ethiopia-Somaliland Cross Border Community Based Drought Risk Management (RDD III)' project has been under implementation since July 2010 by Oxfam GB and its local partner The Horn of Africa Voluntary Youth Committee (HAVOYOCO) and NERAD. The project was funded by the European Commission Humanitarian Aid (ECHO) within the funding decision framework ECHO/HF/BUD/2010/01000.

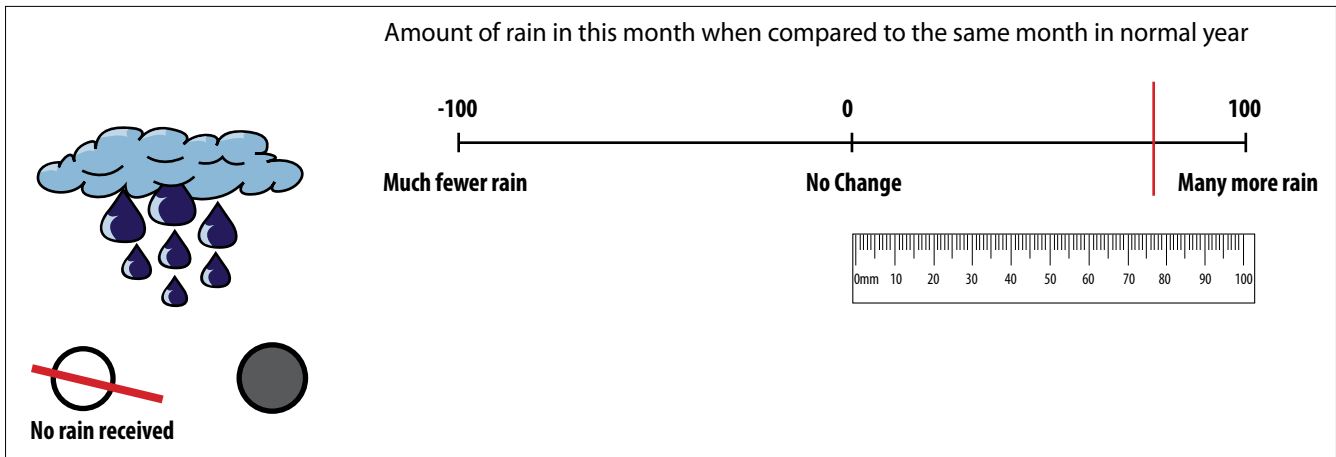


Figure 1: Symbols & Visual Analogue Scale to report rainfall situation

Data Collection & Reporting

The Oxfam GB Community Based Early Warning System intervention is an integral component of its wider drought risk reduction and management activities in three districts of Somali Regional State of Ethiopia (Harshin, Kabribeyah and Awbare), and two districts in Somaliland (Allaybaday Farawayne and Balli-Gubadle). In each of the target communities, village level Early Warning Committees have been established-made up of responsible and committed members identified by the community, local leaders, elders and officials. Five members in each committee were selected to gather early warning information and were given data collection training from Oxfam, using symbols and visual analogue scales for the key indicators. The Early Warning Committees are responsible for monitoring and reporting on the EW data, and also the dissemination of warning messages to their wider community. Collection and reporting of EW data is conducted every 15 days, with the five members of the committee travelling to neighbouring villages to collect the data at least twice a month. This ensures a wider sphere of influence in terms of collection and information dissemination.

Six indicators are measured to track the potential risks facing the community:

1. Pasture availability
2. *Birkad* (constructed pond) water level
3. Livestock body condition
4. Livestock disease outbreaks
5. Terms of trade between goats and maize
6. Mobility inside and outside of district

The early warning informants gather information on the six indicators using a simple pictorial collection format that can be easily understood by the rest of the committee members-the majority of whom are illiterate. Figure 1 gives an example indicating the rainfall in a given data collection period, in which the red line is marked on by an EW informant, and the symbols used to indicate the community's perception of rainfall in the area.

Analysis & Dissemination of Early Warning Information

After the data is collected it is reported back to the respective committees who in turn send it to Oxfam GB and the district for further analysis. Some committees are able to analyze the data themselves and share it with their communities immediately. However, other committees are yet to be trained in EW data analysis and are dependent on the arrival of analyzed data from Oxfam and the district DPPO. This process can delay the dissemination of warning messages to the rest of the community.

Figure 2 shows the flow of data received and the flow back of information produced from the analysis of both qualitative and quantitative data. The early warning system is only effective when information is disseminated to the community accurately and on time, so a good data/information flow is essential. The committee uses the analysis to inform the community about potential risks using representatives of the community who are well respected. This enhances the communities' acceptance of warning messages. Dissemination of warning messages is also undertaken using local gatherings like '*mejlis*', and every member of the committee makes house visits and at times relays information through mobile phones.

Web-based Early Warning System

The CBEWS in the cross-border region has been developed alongside an innovative Integrated Drought Monitoring System that plans to implement a web-based EWS. This is being piloted by the project in one region of Somaliland. This web-based EWS will be based on the early warning indicators gathered by the community-piloting technological innovation into the ongoing CBEWS. Once fully established and tested, this web-based system will be replicated across other regions of the Ethiopia-Somaliland Cross Border region. The initiative collaborates with the National Environment Research and Disaster Preparedness Authority (NERAD) of Somaliland whose 2008 - 2012 Strategic Plan has outlined the need to establish a functional early warning system within Somaliland.

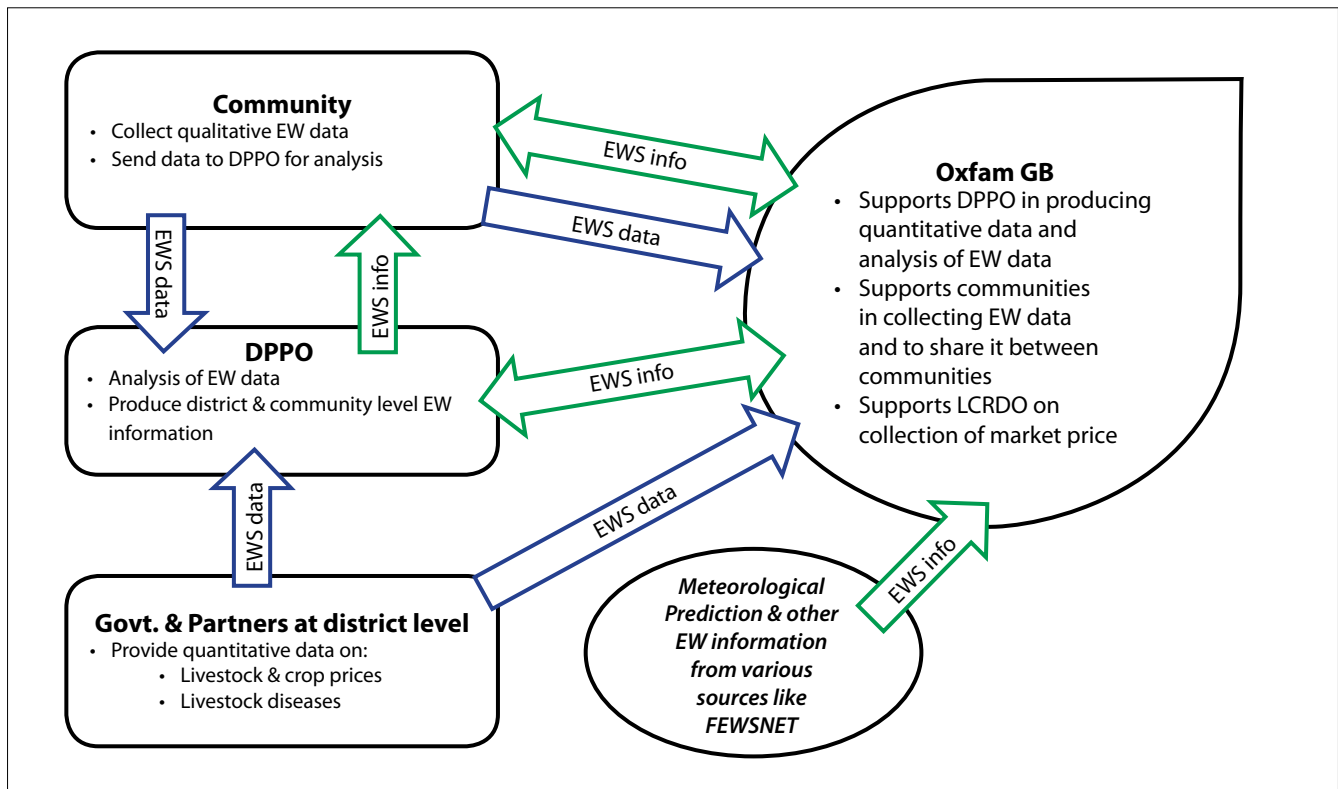


Figure 2: Community based early warning data and information dissemination system

CBEWS face a number of challenges, including the lack of cross-border EW information-sharing, the time lapse in the EW information getting back to the communities, and the fact that committee members often travel long distances to collect the necessary information. In an attempt to address some of these challenges the project is turning to the web. Using ever-advancing mobile telephone technology, a pilot drought early warning system has now been developed by Oxfam in Somaliland. Mobile phone ownership within Hargeisa itself is known to be at 69%, and with most households in villages having access to a mobile phone, if not full ownership, this a good medium to reach people for sharing EWS information, as well researching livestock and food prices for drought monitoring.

During the trial mobile phones will be used by the EW informants to collect their data and send it directly via SMS to the web-based EWS. The web-based EWS will be hosted on the NERAD website, with the goal that this government agency will take on full responsibility for the system and make the information available cross-border.

The data collected and analysed will include:

- Household level data collected monthly in 10 households, covering: water, vegetation, food, crops, security and use of coping mechanisms;
- Market data on: livestock, food prices, cost of firewood and charcoal;
- Community observations on: rainfall, pasture conditions, livestock disease, *birkad* water levels.

In addition local offices will be contacted to gather technical data on livestock disease incidence, livestock migration, malnutrition (GAM & SAM), and others.

Once all the data has been received, the analysed EW information will be sent back to the community via SMS on a monthly basis. The data parameters were selected through a Participatory Vulnerability and Capacity Assessment at the community level. The initial phases of data collection and analysis will be supported by HAVOYOCO.

As of now, the data collection is scheduled to begin at the end of November. Solar powered smart phones have been ordered, and the EW informants and their committees have been trained and sensitized to the new data collection method. The EW information will be available on NERAD's website once the process begins.

The Way Forward

The CBEWS have been a success. There is strong community participation in the process of collecting EW information, with committee members dedicated to data collection and their communities willing to respond. Sharing EW information provides many opportunities for reducing the impact of drought.

The early warning committee in Abifolan community, Awbere district, is a role model for the rest of the project. There is promising evidence that this community has listened and responded to the early warnings extremely well. Community members here now use water resources



The HAVOYOCO team introducing the early warning indicators

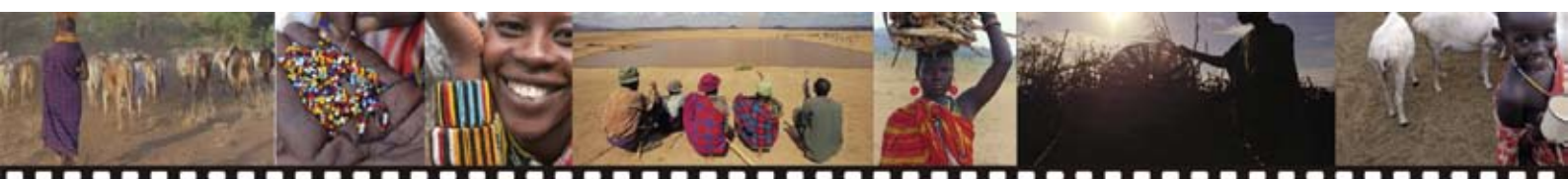
more responsibly, are beginning to store livestock feed for the dry months, and are also making hay and silage. Early warning information of a livestock disease outbreak encouraged the implementation of a livestock vaccination program. The women have also reported that the warning information has contributed to their more efficient use of water at household level, for example they now use one jerry can of water a day instead of two.

Going forward the CBEWS process will focus on the following:

- **Incorporation of traditional early warning systems:** There is currently no official inclusion of traditional early warning information in the CBEWS approach. Methods to verify and include indigenous knowledge of EW indicators could be incorporated as one of the key indicators.

- **Improved linkages between early warning committees:** To strengthen and validate data collected, early warning information needs to be shared between committees in different villages. This should include cross-border sharing of information as well as with EW committees established by other NGOs. More data from a wider sphere of influence will help to form a complete picture of the approaching risks in the wider area. This would be especially useful in terms of livestock disease outbreaks.
- **Improved linkages with the wider EW system:** National and regional early warning, such as weather forecasting, needs to be better disseminated to communities and should form part of the information provided to communities by the CBEW committees. Using village level weather stations will be an option to explore.

For further information contact: abekele@oxfam.org.uk



The importance of gender in drought and Disaster Risk Reduction

By Fiona Flintan, independent consultant for REGLAP

This article has been extracted from the REGLAP report: 'The changing nature of gender roles in the drylands of the Horn and East Africa' by Fiona Flintan. This extract is from the section of the report on DRR interventions and gender, which, as well as highlighting how drought impacts women specifically, summarises how some of the DRR interventions in place can become more gender-sensitive and thus more effective.



Women and children can access food relief in camps, but when the family splits they lose access to the household's livestock products.

The impact of drought on women

As drought hits *women's roles become harder*. They have to walk further to find water and other resources, and at the same time there is less food to go round. And it is almost always the women who will miss out on the meal in order that the children are fed. During times of severe drought pastoralist households are forced to make difficult decisions on how to adapt their activities, roles and responsibilities in order to survive. Should the family split or not and how should the remaining resources be distributed?

In severe crises *women move with the children* and seek refuge with relatives in urban areas or refugee camps. The men may stay behind to look after remaining livestock or may already be on protraction migrations when the women decide to leave. Such movement may or may not result in greater food security, and is likely to threaten hopes of recovery as the crucial social ties required to resume herding are often irrevocably severed. In other cases, where all the family is on the move, the women may be sent back to settlements with the children in order to have more

likelihood of accessing food relief, but they then lose access to the milk herd.

During drought **women often lose their income generating opportunities**. The lack of water and grazing means the livestock is in a poorer condition and milk production reduces. When livestock are lost, and in particular when the loss is beyond a level where herd recovery is possible, men may take over activities such as the sale of milk, water and firewood that were traditionally associated with women. In times of drought the need for cash becomes crucial in order to purchase food and increasingly water (due to privatisation), and women may find themselves in a desperate situation as their options to secure cash are reduced.

Women will work together to overcome the challenges they face. Self-help groups are common and women will have often saved money in these groups for times of crisis. Women spend much time building up networks and mutually beneficial relations with neighbours and their contemporaries in 'normal' times, which can then be utilised in periods of need. Group efforts to mitigate drought impacts include provision of water and food for the most needy members, goat restocking and extending low-interest loans. Being a member of such a group provides a buffer to shocks and stresses.

Emergency situations can however provide **positive opportunities for women's position in the long-term**: The exit of male members allows women to gain organisational and educational experience, which can be a useful resource in rehabilitation. Men and women working side-by-side on emergency activities e.g. food-for-work can have long-term positive impacts on social relations.

The impact of DRR interventions on women

1. **Emergency Interventions - Gender can often be ignored in the rush to help**

Due to the emergency nature of many drought interventions, gender issues are often not taken into account or are poorly addressed. Drought interventions may either not pay attention to gender equity, or will not seek to involve women as active participants—only as beneficiaries. Emergency interventions also act with little prior social assessment (relying more on nutritional indicators) and often with limited investigation or understanding of the socio-political contexts. The result is interventions that can cause harm to existing positive gender relations or contribute to negative ones.

Extra care is needed during times of drought as gender relations can be particularly dynamic and sensitive—with men and women exposed to different

risks or experiencing different degrees of vulnerability. Portraying them as helpless victims, aid agencies often place an emphasis on the women's need for assistance, and in the rush to provide it fail to take into account what they have already achieved for themselves in terms of flexible and creative coping mechanisms and strategies. Some forms of assistance can distort or disrupt these mechanisms. Fortunately humanitarian and development organisations are increasingly realising the need to take a longer-term livelihood approach to drought response, which offers greater opportunities for addressing gender issues.

2. **Early warning systems – Illiteracy is a factor but women's knowledge is crucial**

Women are highly knowledgeable about traditional drought early warning indicators—especially those related to their unique roles. Not only do women have innate knowledge of livestock due to their close management of them, but also a woman's concern for family health and safety increases her need for relevant information. Unfortunately, high illiteracy levels among women pose a serious impediment to their understanding of the drought early warning information that is disseminated by organisations and agencies—such as through the monthly Early Warning Bulletins.

NGOs and local government are increasingly trying to involve women in early warning systems. In Ethiopia a good number of women have been included/represented on local level early warning committees, and in the Somali region Oxfam GB project engagement of women has been one of the successes of the CBEWS implementation. When women play an important role within committees it contributes to their empowerment, and facilitates easy and direct communication of warning messages to other female community members. However it needs to be sensitive to the many demands on their time.

3. **Food and water aid – can lead to management conflicts**

More recently women have been given a greater opportunity to be involved in food aid distribution, on the assumption that by doing so all household members are more likely to benefit. Interventions that focus solely on emergency food aid have sometimes been seen to strengthen the status of women to the detriment of men: When food aid is targeted at women they quickly become the sole 'provider' for the family, as the household's livestock—under the control of men—perishes. In many cases this can lead to conflicts within the household.



Pastoralist women have an innate knowledge of livestock but are often ignored in DRR interventions

Women are usually responsible for the watering of the livestock left around the household and for domestic water needs. During drought this burden increases. In emergency responses water is often provided through water tankering, or an increase in water points, which can have an immediate impact on women's labour and health. But such interventions often create long-term problems for rangeland management and hence productivity. In addition many women may lose out from the process if the establishment of water points leads to privatisation.

4. Cash and food for work – must consider women's other tasks

In the arid and semi arid lands of Northern Kenya, Oxfam targets women through cash transfers and cash-for-work programmes.

Oxfam consults with community representatives and tries to identify safe and accessible times and sites for cash-for-work, so that the workload is considerate of the other productive and reproductive roles that women have. Poor female-headed households are often given priority in targeting. Some women have managed to turn the cash-for-work activities into small income generating activities, despite the very limited opportunities.

5. Supplementary feeding of livestock – needs to be well targeted

Supplementary feeding not only keeps animals alive but also improves the productivity of the animals, and means that they return to producing milk more quickly. Where women depend upon milk for their household needs, this can improve short-term food security as well as contribute to a preservation of the herd. However, often such interventions are poorly targeted. For example, an impact assessment of emergency feed supplements in Borana, supported in 2006 and 2008, concluded that that there was a disproportionate amount of support provided to better-off households and males, rather than the poorer groups in the communities—including women. This was influenced by the fact that local government chose beneficiaries according to whether they had paid tax on cattle (or not). However, in Kajiado a hay intervention carried out in 2009 had a positive impact because it was targeted at a women's group, allowing them to reduce their costs and save time and effort in gathering leaves from the forest. Approximately 60% of women in the village benefited from hay used to feed dairy goats.

6. ***Slaughter destocking – should involve women more***

Destocking by slaughtering animals in the early stages of drought not only reduces the pressure for remaining animals and prevents the loss of capital, but can also provide income when badly needed. Usually destocking decisions are made in consultation with local leaders, elders and other male representatives in the community. Women are rarely consulted. As well as allowing pastoral households to liquidate some of their assets (livestock), if managed properly other benefits can arise from destocking, including improving the nutritional status of poor households, and supporting the trading activities of women's groups. Micro-credit can be provided to women's groups in order to purchase the stock.

7. ***Restocking – should not be men-only***

Restocking helps rebuild herds once the crisis has passed, but again it is rare for women to participate in 'community' decisions about this. Provision of livestock only to men supports local gender inequities in livestock distribution. Where women do have rights to and 'ownership' of livestock, targeting only men in restocking programmes will upset these rights, as well as lose the opportunity for supporting women too.

Gender sensitive DRR strategies

a) Base interventions on a better understanding of the changing processes in pastoral societies and their impact on gender relations.

Pastoral systems and societies are changing as their access to resources is challenged and/or privatised, as the commercialisation of pastoral livelihoods increases, and as traditional decision-making processes shift or weaken. These processes are having significant impacts on gender relations within pastoral households and communities. Interventions aimed at supporting pastoral communities (both women and men) in times of drought need to fully understand these processes of change if they are to be successful. The drivers of change need to be identified and their impacts incorporated into decisions made by development actors. An in-depth contextual analysis, including gender and gender-sensitive evidence-based data, should be the starting point for all humanitarian interventions.

b) Use livelihood-based approaches rather than short-term emergency relief and aid as they offer greater opportunities for addressing gender inequities.

DRR and response strategies that incorporate support for livelihoods, capacity and capital/asset-building—

alongside short-term relief—are more likely to have positive long-term impacts. Such strategies also reduce the risk of aid-dependency amongst beneficiaries and the likelihood of causing harm to local coping strategies. They are also more beneficial to social relations by building on them rather than destroying them. If managed appropriately, activities such as destocking and restocking, and cereal banking can facilitate the growth of business principles both within communities and between communities and traders, for example. With such support pastoralists are more easily and quickly able to rebuild their livelihoods.

c) Incorporate pastoral women as well as men as capable and effective actors in activities, and more specifically as agents of change, in order to have positive results.

Despite recent improvements it remains the case that women miss out the most from aid/relief interventions. Women in general have a low participation rate in public work activities and in related decision-making processes, and are less likely than men to benefit from them. Interventions including supplementary feeding of livestock, destocking and restocking have also all been shown to have a bias towards men in their targeting. Where interventions have targeted women specifically the response and impact has been highly positive. Given the right support and facilitating environment, both women and men can plan, lead and participate in DRR processes and activities.

In the past drought interventions have been criticised for their lack of gender sensitivity. Improvements have been made in recent years, not least due to an increasing emphasis on supporting livelihood-based interventions as well as/instead of short-term humanitarian responses. Such interventions have had more success in building on indigenous systems of drought response, and are increasingly involving women. However, though there are some clear exceptions, many NGOs and government organisations still ignore or struggle to understand and address gender issues, which is having an ongoing negative impact on the sustainability of the interventions, as well as on gender relations in communities. As drought increases under predicted climate change, and rangelands become more fragmented, it will be ever more important for gender to be mainstreamed into all drought interventions if women, and their communities as a whole, are to benefit.

For further information contact: fionafintan@yahoo.com

Surveying pastoral dropouts in the Somali Region of Ethiopia and the implications for DRR programming

By Maria Ruiz-Bascaran, RAIN Co-ordinator, **Save the Children UK, Ethiopia**

During recent years the population of Fik, Jijiga and Shinile in the Somali Region of Ethiopia have experienced consecutive hazardous episodes in which dramatic increases in food prices have been coupled with seasons of very low rainfall. This has meant that many people have had to sell more of their livestock for grain, as well losing some animals to drought. It is now increasingly evident that a proportion of households within the northern Somali drylands are no longer able to continue as livestock producers as they have insufficient livestock assets to keep them in the business.



Ex-pastoralist settlement in Fedohad kebeles, 30 km from Jijiga

In 2010 Save the Children UK Ethiopia—who undertake education, livelihoods, health and DRR projects in the Somali region—commissioned a survey to analyse the causes and processes that are forcing people out of their traditional pastoral production system. From a Disaster Risk Reduction perspective, the steady increase in this ‘pastoral dropout’ population strongly suggests this group must be included in a vulnerability analysis, and that appropriately designed preparedness and mitigation strategies need to be drawn up that cater for their specific needs. The survey results are summarised below and provide some interesting findings that now need to be considered.

The SCUUK survey covered 200 households across the four districts of Babile, Shinile, Fik and Hamero. In each of the districts 50 household questionnaires were undertaken - 25 in the district’s main town and 25 in villages/settlements. In each district there were also 2 focus group discussions—

one with dropouts and one within a community. From the 200 households surveyed, 96% confirmed that they had, at one time or another, practiced mobile livestock production as their main source of income. However only 24% of the households confirmed that they are still able to do so—giving a drop out rate of 77%. The survey identified the key factors that drive so many people out of the pastoral system as being: the loss of herds to drought and the need to sell them to purchase increasingly expensive cereals (cited by 98%); as well as animal diseases (86%) and conflict (27%).

The majority of the ex-pastoralists interviewed (67%) said that when they dropped out of pastoralism they had migrated from their original locations: 15% of them within the last year, and 62% within the past five years. This suggests that the phenomenon is recent and that its magnitude is on the rise. Their choice of relocation sites was largely determined by the existence of family ties

(77%), access to social services (66%), and by opportunities for livelihood activities (30%). Although most of those interviewed (94%) confirmed that there are relatives still remaining in their original locations, only 67% said they are willing to go back-citing the lack of social services in their original locations as the main reason for this reluctance.

During the survey, 70% of the dropouts agreed that there are new opportunities available to them after relocation, but only 10% of interviewees had accumulated any new livelihood assets since relocating. The dropouts tended to engage in a few alternative livelihood strategies: firewood collection (31%), tea kiosks (24%), petty trade (23%), and charcoal burning (20%). The study also found that there are growing numbers of men who have now engaged in activities such as the sale of milk, water and firewood-activities that have traditionally been associated with women.

In looking at healthcare issues it was found that while mothers' knowledge on child nutrition was similar amongst the two groups (i.e. the dropouts and non-dropouts) children of non-dropouts still have access to milk and meat that the children of dropouts can no longer afford. A higher incidence of diarrhoea - 32% - was reported in children of ex-pastoralists compared to 23% among pastoralists.

In terms of their long-term future, the majority of those interviewed (83%), felt that a diversification of livelihood activities would be the best option for them. They cited restocking (73%), skills development (55%), creation of jobs (52%) supporting public services (46%), and provision of rural finance (39%) as being important strategies for helping them address the challenges in enhancing their livelihood options.

Although this survey only represents a rough dataset, it is currently providing guidance to realign Save the Children's Disaster Risk Reduction approach in the Somali Region. New initiatives, such as business skills training to introduce women's groups into petty trade and men into livestock marketing cooperatives, are being taken forward in the project areas-with promising results. Other initiatives, for example massive livestock vaccinations, can be a cost effective asset protection intervention if done well, but this has not been prioritised within this people-centred DRR approach in the SCUK area since the most vulnerable groups in the area-the destitute-no longer have significant herds.

Since the survey, Save the Children has established a quota system for women and dropouts to ensure they get to participate in all project village committees. In a context where wealth and the path to gaining political influence is measured through the number of camels that are owned, it is now known that the voices of non-livestock owners are often not sufficiently taken into consideration.

In the light of these important findings it is hoped that other development agencies will be encouraged to take forward, and advocate for, the livelihood options suggested by the ex-pastoralists. Doing so will make DRR programming more inclusive of everyone's views in the drylands.

For further information contact katy.w@scuk.org.et or scukethiopia@scuk.org.et

This survey was made possible with funding from the Office of Foreign Disaster Assistance (OFDA) United States Agency for International Development (USAID) under the RAIN (Revitalizing Agricultural and pastoral Incomes and New markets) project.

Family in Fedohad kebeles, four months after they became destitute.



The potential of value-added livestock production and marketing for poor producers in Ethiopia and Somaliland

By Abay Bekele, Pastoral Program Co-ordinator, Oxfam GB Ethiopia

Somali pastoralists in Ethiopia are under extreme natural resource pressure, but at the same time the demand for livestock and livestock products from international markets is increasing. The use of broad-brush development strategies often provides disproportionate benefits to relatively powerful groups, and leads to further marginalization of poor producers. The scale of impact that is required to reduce poverty in pastoral areas demands that poor women and men be targeted for development. One way to do so is through value added livestock production and marketing.

Ethiopia's broad economic development narrative puts commercialization and the livestock export trade as the driving force for poverty reduction in pastoral areas. The Somali region is one of the main sources of livestock for formal livestock exports and cross border trade.¹ However, although there is strong demand from national and international markets, increasing numbers of producers in Somali region are finding it difficult to grow their herds due to extreme pressure on the natural resource base. A study to explore a viable business model for economically empowering women and men producers of Somali region was conducted in Jijiga and Shinile zones. The objective was to increase their resilience to drought and to promote sustainable livelihoods, despite the increasingly scarce rangelands and livestock resources upon which their livelihoods are founded.

Measuring wealth

In Jijiga and Shinile zones 52% of the rural population are pastoralists, 42% are agro-pastoralists and 6% are sedentary farmers. A wealth breakdown of the pastoral and agro-pastoral communities identified 25% of pastoralists and 10% of agro-pastoralists as better off, 27% and 50% respectively as of medium wealth, and 55% of pastoralists and 40% of agro-pastoralists as poor or destitute. On average, poor households own 17 shoats (i.e. 1.7 TLU²), which may be problematic as it is generally felt that owning 4 tropical livestock units (TLU) or above is necessary to sustain a livelihood from natural herd growth.

The segmentation of producers into wealth group is becoming increasingly difficult, as although livestock are still the main form of savings and an important source of income, enclosures, cultivatable land and water sources are now also used as investments, as a source of income and a measure of wealth. These 'new' forms of asset holding

need to be included in assessments as they illustrate the underlying issues that further push women and poor households out of the livestock production system. The study therefore categorized producers into eight sub-groups based on control over natural resources, livestock holdings and gender, namely: *better off pastoral and agro-pastoral households, middle pastoralists and agro-pastoralists, women producers, pastoralists with fewer livestock, agro-pastoralists with less than 1 ha of cultivable land, and destitute households.*



Livestock body condition in good season (Harshin district, 2010)

Economic logic behind value-added livestock production

A poverty-focused livestock based market approach must explicitly recognize the underlying issues that are pushing poor producers out of the production system. Households with relatively larger herds, better market participation and private access to pasture and water are in a better position to achieve a higher rate of return offered by herd growth. Whilst at the other end of the

¹ Akliu and Catley (2010) Mind the Gap: Commercialization, Livelihoods and Wealth Disparity in Pastoralist Areas, <https://wikis.uit.tufts.edu/confluence/display/FIC/Mind+the+Gap>

² Here one TLU is equivalent to: 0.65 Cow, 1 Camel, or 10 Sheep or Goats (shoats)

spectrum, the speed at which poor producers lose herds (due to feed shortage, passive market participation, or livestock diseases) is faster than the rate at which they can gain herds (through purchase, birth, gift, or loan). In addition, in times of crisis, poor households must maintain their stocks by selling some of their animals to buy food and water for the others. The result is that in both pastoral and agro-pastoral groups, there is now limited economic logic for the more vulnerable households to increase their herd sizes. Income from short-term value-added livestock production however could outweigh the benefits from focusing only on herd growth. Depending on the season, women and poor producers in Somali region would do better by buying mature animals, reconditioning them and then selling them to exploit a higher rate of return from better prices during the wet season, as well as surges in demand during religious festivals such as *Ramadan*.

In terms of higher profit margins, market demand and suitability for women in economic leadership, live animals (sheep, goats, steers/bulls) and camel milk have the highest potential for creating positive change in Jijiga and Shinile zones of Somali region. Blackhead sheep and the large white goat have annual growth rates of 18% and 33%, respectively. They are well adapted to drought, and are considered a delicacy in the Middle East due to their low fat content. Households with 2 or more TLU holdings could sell 20% of their sheep and goats per annum from natural herd growth. Similarly, a full-grown bull and steer gain body weight at favourable speeds (2 – 3 months) and offer attractive prices for agro-pastoralists. In the camel milk sector, better off households are capable of producing 14-20 litres of milk per day, of which 8-12 litres is traded by the women and is an important source of income for them. Demand for milk is unmet in many urban areas and an intervention that targeted increasing and sustaining milk production at household level and throughout the year could increase income for women.

Box 1: Who benefits most in the supply chain?

The main players in the live animal value chain are the producers, producer organizations (POs), traders, processors, retailers, exporters, and consumers. Pastoralists need to care for their livestock for at least 2 years for shoats, and about 4 years for cattle, before they can sell them. This makes a daily return per animal of around 1.14 ETB for cattle and 1.1 ETB for shoats. The highest benefit however goes to the exporters (542 ETB), traders (142 ETB), and export abattoirs (26 ETB) per animal, and to some extent to Producer Organizations (50 ETB) although returns are seasonal depending on demand created by religious festivals in the Middle East countries.



Blackhead sheep have annual growth rates of 18%



Buying young goats in the dry season and fattening them for the Middle Eastern market is a profitable enterprise for women

Potential beneficiaries for value-added livestock production and marketing

Three sets of beneficiaries were identified in Somali region:

Target group one: Women married to producers with limited stock (plus poor male pastoralists and widowed women)

Sheep and goat production and sale is highly suitable for women. Annual turnover from small stock is 18% for sheep and 34% for goats, due to the short periods needed for breeding and maturing to marketable size. A female pastoralist with 20-40 sheep or goats can present animals for sale every year from the natural herd growth. Women can also buy young sheep and goats aged between six months and a year in the dry season, and sell them after fattening during the wet season or during festivals. The demand for small stock by the Middle Eastern markets represents a good opportunity for the sheep and goat rearing areas of Somali Region. Old sheep and goats not required for breeding can be sold in domestic markets.

Target group two: Women married to agro-pastoral men (plus poor male agro-pastoralists and widowed women)

Despite the greater risk involved in rearing cattle they are attractive for women in agro-pastoral households.

Fattening steers can be very lucrative for agro-pastoralists as they gain body weight at favourable speeds (3 months). Agro-pastoral households can use crop residues or failed crops to supplement natural grazing. On average three cycles of fattening can be undertaken in a year.

Target group three: Women in middle and better off households

On average the better off households can produce 14-20 litres of milk per day from camel, cattle, goats and sheep. Cattle, sheep and goats' milk is consumed at household level or processed into ghee, but camel milk provides an important source of income for women in pastoral families. Out of the total camel milk produced by a household up to 60% is traded. Camel milk has found new markets in major urban areas as more and more Somalis move into urban livelihoods. Crucially, camel milk can last for three days and is thus transportable over considerable distances. Camel milk is transported into Somaliland from Jigjiga zone and the northern parts of the Somali Region, as well as to the large towns within the region. Somali women practice a collective milk marketing institution called '*hagbad*' where a member receives a specific amount of milk on a rotational basis to benefit from the sale.

Box 2: How can pastoralists get better credit?

Poor pastoralists could become more bankable by using livestock (not cash) as collateral. Conventional collateral systems could be substituted by more flexible systems involving peer group pressure and guarantees from producer groups. Important market services needed for poor producers include: access to working livestock capital, veterinary services, market information and improved business development. This requires the development of business models based on the specific aspirations and skills of target producers and according to seasonality of inputs and prices. The newly established microfinance institution in Somali region is an ideal entry point to counteract the clan-based loan arrangements to which women and poor producers have limited access due to their lower social capital. Access to credit would also allow poor producers to avoid loss of animals from preventable diseases. Strengthening the network of CAHWs and pharmacies to increase service coverage will also help.

The table below identifies the market services that each of the three target groups would need. The figure below identifies how the impact of the market services provided could be monitored.

Figure 1: Market services required

Target group	Suitable product	Market services
Women headed households or those married to producers with fewer stocks (plus poor male pastoralists)	Sheep and goats	<ul style="list-style-type: none"> • Diversified market access, • Business development services, • Working livestock capital • Fair cross border trade • Index based livestock insurance • Prevention of loss from avoidable livestock diseases
Women headed households and those married to agro-pastoralist with < 1 ha land (plus poor male agro-pastoralists)	Bulls and steers	<ul style="list-style-type: none"> • Diversified market access, • Business development services, • Working livestock capital • Fair cross border trade • Index based livestock insurance • Prevention of loss from avoidable livestock diseases • Supplementary feed management
Women in middle and better off households	Camel milk	<ul style="list-style-type: none"> • Diversified market access, • Business development services, • Working livestock capital • Fair cross border trade administration • Index based livestock insurance • Losses from avoidable livestock diseases • Milk hygiene • Milk processing • Improved productivity

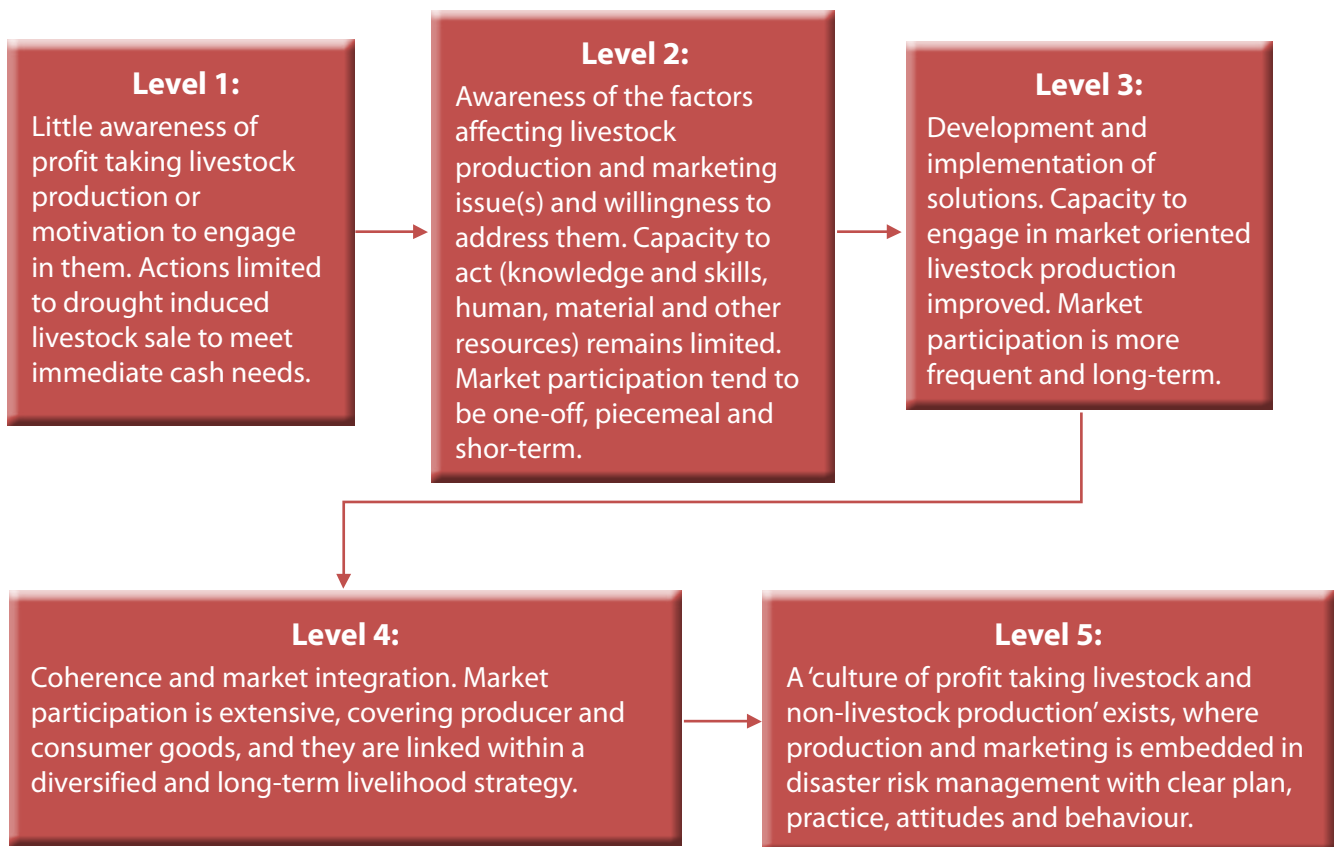


Figure 2: Monitoring and evaluation framework for impact monitoring

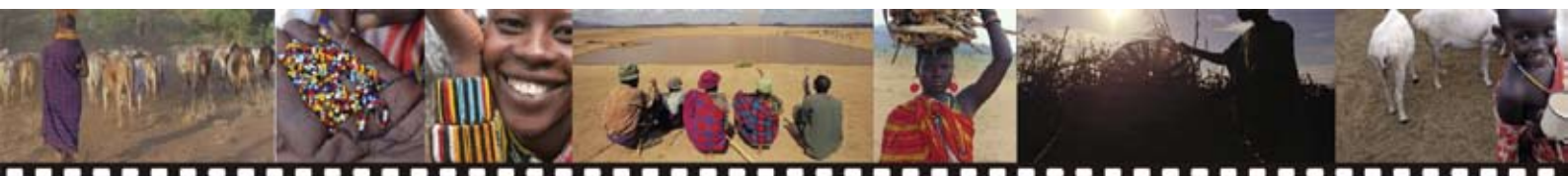
The way ahead

The value-added sector has good potential for providing a proportion of the pastoralist population with more viable livelihoods and benefitting the Ethiopian economy as a whole. Unfair market protection by Middle East countries (e.g. import bans), failing to address the issue of disappearing resources, and increased demand for water during a crisis will put pressure on value-added animal production systems and undermine progress, as its success depends strongly on the market and regular supply. But these risks could be avoided with the right combination of diversified market access, business development services, access to working livestock capital to establish producers' enterprises, strengthened natural resource management and protection of communal resources and fair cross border trade administration. Legitimized access to better prices in neighbouring markets is also key to minimizing

the negative terms of trade between livestock and consumer goods.

By paying careful attention to the creation of value chains for pastoralists, a fairer distribution of benefits can be developed—avoiding the possibility of opportunists stifling fledgling enterprises. Some women and poor producers are already diversifying into value-added sectors, including fattening, meat and milk processing, and skin and hide production. Live animals (sheep, goats, steers/bulls) and camel milk are providing high economic opportunities and positive change for women, leading them into more prominent leadership roles in their communities if they could only access more support.

For further information contact: abekele@oxfam.org.uk



Group Saving and Loans build drought resilience in Mandera County

By Hassan Hulufu, Regional Coordinator RREAD and Ibrahim Rashid Hassan, Field Officer RREAD, CARE International

Building on an existing community scheme, CARE International is providing training and technical support for savings and loans services that help individuals rebuild their livelihoods after drought.

The need for informal finance

Mandera County in northern Kenya occupies an area of 26,744km² and is predominantly inhabited by Somali pastoralists. Despite its size the county has a very poorly developed infrastructure, which discourages private investment, and has limited formal financial services, which are only available in the two main towns in the county i.e. Mandera town and Elwak. These formal banks charge interest, which discourages the residents from taking loans as it is against their Islamic faith. This lack of loans is a major impediment to livelihood diversification. To fill the gap in financial services provision women in Mandera practice *Hayuta*, a merry-go-round scheme in which they come together and contribute funds, which are given to the members to use in rotation. Initially most women use the funds from *Hayuta* to buy household goods and meet other urgent needs, like paying school fees and the cost of medication.

Adapting the existing 'Hayuta' system

CARE International's Resilience Enhancement Against Drought Programme (RREAD) started in Mandera County in 2008, with funding from ECHO. Through participatory

disaster risk assessments, opportunities to engage in small-scale trade were identified as viable livelihood diversification options around small towns and in pastoral villages. But the lack of access to loans was identified as a key barrier for the poor households. CARE International had developed Group Saving and Loan (GS&L) programmes in other parts of Kenya, in which poor people come together to build saving funds that members can access through small loans. In Mandera the group saving and loan programme was established based upon the existing *Hayuta* scheme. Initially this led to the misconception among the men that the GS&L programme was a 'women's thing'.

The difference between *Hayuta* and GS&L is that the members of the GS&L programme purchase shares every month. The details of who has purchased shares are kept in a box, the keys to which are kept by three different individuals. Loan provision is allocated based on the needs of an individual and is done on a continuous basis once earlier loans are repaid. Records of share purchase/saving and loans are kept and members review them during the group's monthly meetings. The groups also receive business development training from CARE International.

Key steps in initiating GS&L



Figure 1: Key Steps in initiating GS&L

Hussein's story

Hussein Aliow, a 33 year-old father of five living in Bulla Hagarsu Village, Mandera Central district, lost his livestock to the 2004-5 drought. He started working as a waiter in a local food kiosk and earned a monthly salary of Ksh 1,700, which could not provide adequate food for his family. In March 2011 the kiosk was closed due to high food prices, and he lost his job. Hussein had to resort to daily labouring-breaking and loading stones for construction earning Ksh100 -150 a day. This was also insufficient for his family's needs, and his youngest child aged one year was diagnosed with acute malnutrition and hospitalized in El Wak's therapeutic clinic. With no money to pay the clinic's bills he sought assistance from the local Islamic preachers union where he received Ksh 5,000 after his case was verified-Ksh 1,100 of which was used to buy medication for his young baby.

One evening Hussein visited his elder sister to seek advice on how to find a lasting solution to his problems. She advised him to apply for the Group Savings and Loan training that CARE International was giving in Mandera County. He attended the three days training and joined the Mabruk Group Savings and Loans Association in April 2011. Hussein used part of his meager earnings from selling construction stone to invest in buying shares. After eleven weeks of saving Hussein qualified for a loan of Ksh 6,000, which he used to buy a donkey cart. He was then able to expand his building stone business by selling to the residents of Elwak town, an area where demand for construction stone is high. In this way he was quickly able to pay back the loan. *"The saving and loans concept has*

helped me realize my dreams. Food prices are rising and I couldn't have imagined being able to buy a kilo of sugar and maize flour for my family every day. The GS&L has really helped me. Without it I would have become a beggar" says Hussein.

For further information please contact hulufu@csss.care.org



Hussein Aliow unloading construction stones from his new donkey cart

Some of the construction stones Hussein amassed



Pastoralist Field Schools create Beach Management Units in Illeret as part of livelihood diversification

By Francis Anno, Consultant, VSF Belgium

Working together in consortium for the past ten years, Vétérinaires Sans Frontières Belgium (VSF-B), Switzerland (VSF-S) and Germany (VSF-G) have developed effective and harmonized approaches in project implementation. The VSF projects focus not only on animal health, production and marketing, but also tackle broader issues of food security, livelihood diversification, income generation, conflict mitigation, drought preparedness and advocacy. Together they have more than 15 years of experience in implementing short and long-term projects with pastoralists, as well as responding to drought emergencies in the drylands of Kenya, South Sudan, Somalia and more recently, Uganda and Ethiopia.

The implementation of Improved Community Response to Drought project (ICRD)¹ by the VSF consortium has resulted in considerable benefits and viable opportunities to improve pastoralists' livelihoods over the longer term. Using Pastoralist Field School (PFS) and Village Community Banking (VICOBA) approaches, the capacities of pastoralists to survive in drought situations has been enhanced through improved knowledge and skills in raising healthy and productive livestock and economic empowerment. Facilitation of special topics within PFS has brought a diversity of knowledge into the PFS groups. One of the major areas where significant positive change has occurred in ICRD project areas is in the establishment of alternative livelihoods, including fishing, which is becoming a new and lucrative innovation by pastoralists developed through PFS.

One such innovation that has been developed is the creation of Beach Management Units (BMUs) in Illeret. Members of the Telesgaiye PFS group have successfully piloted Beach Management Units with the support of their community. The BMUs aim to facilitate proper utilization of lake resources and organize fishing on the shores of Lake Turkana. The role of the BMUs covers: fishing management to avoid undersize fishing; ensuring peaceful coexistence between fishermen and fish brokers; regulating fish prices to avoid overfishing in certain beach sites; maintaining hygiene at the shore of the lake; participating in peace meetings following conflicts over utilization of lake



BMUs have succeeded in scaling up fishing activities and improved benefits for fishermen

resources by neighbouring communities of Dessanach and Turkana; and building livelihoods through the use of the existing lake resources.

Benefits of BMUs

The collective benefits created by the BMU so far have included: fishermen using improved fishing techniques; residents of *Illeret* appreciating the importance of ensuring peaceful coexistence along the beaches; increased care in management of fish stocks by avoiding overfishing and the use of undersize nets; increased understanding of the importance of the lake resources and the spirit of working together with women. The individual benefits realized are that the BMU members are able to educate their dependents from gains obtained from fishing, and more family members are participating in fishing activities.

The BMUs in Illeret are now registered with the Government of Kenya, Department of Social Services and recently advocated for an incremental increase in fish prices from Ksh 20 to Ksh 50 per fish. Individual fishermen can now make up to Ksh 6,000 per day from fishing.

For further information please contact: vrenault@vsfb.or.ke

¹ The ICRD project is implemented in Moroto district of Uganda, Marsabit North, Wajir south and east districts of Kenya and Hamer district of south Omo, Ethiopia-targeting pastoral and agro pastoral communities.

Connecting with Change: A Risk Management Approach to the Drought Crises

By Stephen McDowell, Regional Advisor *IFRC* and Alexandra Crosskey, Independent Consultant for *Save the Children*

The latest drought in the Horn of Africa has posed challenges for the humanitarian/development community. It has led Save the Children and IFRC to explore their programming and consider what programming modalities have been successful and what needs to change to more effectively manage the effects of the next drought.

There was early warning of the last drought at grassroots, national and international levels. Action was taken on the basis of that early warning, but it didn't have the impact intended, and one year on, millions of people continue to struggle with severe hardship. By connecting our analysis of the changing context, our understanding of how the effects of drought can be managed, and the processes that move people towards reducing risk we can obtain insights into how assistance can be provided more effectively.

The learning and analysis we conducted highlights how gains in effectiveness can be achieved by strategically strengthening three specific programming components. Firstly, in periods between drought crises, **Engage with Change** – i.e. support participatory development processes and innovations that increase resilience of vulnerable communities and thus reduce their exposure to hazards and put them at risk of negative outcomes. Secondly, during periods of crisis, **Manage the Risk not the Crisis**. Thirdly, recognise that many people are seeking alternative and complementary options to pastoralism and create **Safer Transitions** for these populations.

A future without drought disasters



Engaging with change

The arid lands have never been static, but the types of changes and the scale of those changes currently being seen are unprecedented. Population increases of perhaps five times over the last five decades, together with significant developmental changes, have imposed new sets of problems – and created new opportunities. These are a whole range of factors that influence this changing context; we will focus here on urbanisation and rural services/business environment to illustrate the concept of Engaging with Change.

Urbanisation

Looking at population movements in Wajir County, North Eastern Kenya as well as in Gode, Degahbur and Dollo Ado towns of Somali Regional State of Ethiopia, it is clear that the way in which people live together is changing. In Wajir there has been increased population movement to urban, peri-urban and rural centre settlements, with new settlements springing up even during the last 3-4 months. Informal discussions in Wajir reveal the scale of this increase: a member of the Wajir District Pastoral Association thought settlements had increased from 4 to 100 over the last 10 years, while community leaders in Wajir reported a 40% increase in households in their settled communities over the last six months. They also predicted that less than 10% of these households plan to return to their pastoralist origins. This type of movement in and out of settlements and urban centres will require further investigation and monitoring to confirm its scale and permanence.

Experience from Ethiopia shows that push factors such as hazards, loss of livelihood assets, conflicts, population pressure, and the lack of alternative livelihood options have

stronger effects on pastoralists' movements towards semi-urban centres and new livelihoods than do pull factors (e.g. improved basic services, security). Present trend analysis shows that these push factors are increasing, meaning that more and more households will move out of pastoral livelihoods. Yet this does not mean that all pastoralist connections are severed. Settled households may still have livestock looked after by pastoral relatives, and may support pastoralists with marketing transactions in a complex system rooted in strong social and cultural ties.

One coping strategy widely employed by pastoral communities is the splitting of families, with female-headed households moving into settlements, while the male family members (adult and youth) either continue to herd livestock or look for urban employment. Women and children may be purposely sent to settlements to access aid as part of a broader familial livelihood diversification strategy.

The youth are a massive – and growing – demographic often overlooked in studying these process of urbanisation. They are oscillating between their traditional roles and the modern world. Save the Children's conversations with young people in Wajir, Gode, Degahbur, and Dollo Ado indicates that although they are attracted to the modern world, they struggle to find the skills or opportunities to find work and build a future. At the same time, they are proud of their deep-rooted passion for animals and pastoralist identity. Young women are doubly challenged: they are increasingly educated and have access to the non-traditional world, and like young men they too struggle to find their place and work in towns or rural settlements. Additionally, they must also confront pressures and expectations to assume a traditional role in their communities.

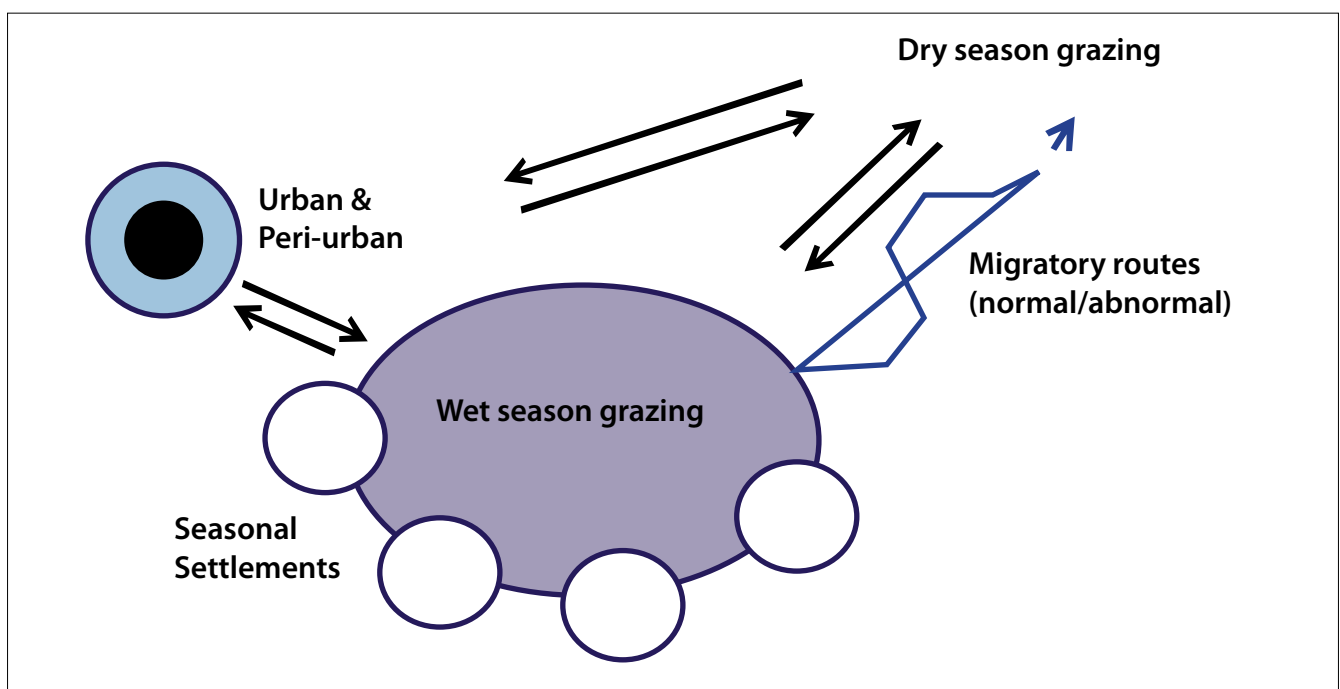


Figure 1: Movement and linkages of livelihood groups

Changing Rural Services and Business Environment

IFRC hosted an informal meeting of humanitarian agencies in August 2011 in order to look for different approaches to drought response in this context of rapid change, and to identify high impact opportunities to reduce risk to drought. Participants consistently emphasised the crucial importance of engaging with county level government services and businesses. They noted that services in rural areas are now being addressed through innovative partnerships between government, the private sector and consumers.

Veterinary services are evolving through partnerships between private sector drug providers and veterinarians; rural water is moving away from models of either community management or government provision to hybrids where private sector actors fill gaps when community or government provision models fall short; and changes in road and communication infrastructure as well as the growing presence of financial and telecommunication services are dramatically increasing the inter-connectedness of these communities. This demonstrates that innovation to promote resilience can happen at scale and on a sustainable basis.

Incorporating change into programme interventions

Providing the right kinds of protection, relief and access to services requires taking into careful consideration all of the groups affected by growing urbanisation and changing modes of pastoralism. These transitions need to be supported in order to avoid hardship and insufficient fulfilment of basic needs/rights for vulnerable children during these phases of change. To ensure that the design of interventions is appropriate for the specifics of the situation and the particular livelihood zone, it can be useful to combine the assessment of different livelihoods systems with a community-based and needs-based participatory approach. This avoids a scenario in which assistance is provided based upon out of date assumptions about who is a pastoralist and what kind of support they need. Through this approach, and to engage with change, vulnerable pastoralists can be supported by diversification of livelihoods, and connecting with innovative solutions and partners. Types of interventions include:

- Drought-proof, sustainable income-generating opportunities;
- Keep livestock better linked with markets and processing facilities;
- Changes in the provision of health, education and water (e.g. the establishment of libraries that travel on the backs of camels);
- Access to financial services and cell phone networks.

Managing the risk not the crisis

In addition to incorporating an analysis of changes in different places across the ASALs, it is necessary to investigate assumptions underpinning existing drought responses so that they better support diversity and change in times of crisis.

Better drought cycle management

There is a vast range in terms of levels of resilience and coping within a community, and these fluctuate over the course of the drought cycle. Appropriate assistance therefore requires different support to different people at different times, and at the same time a recognition that the core of their coping strategies is their livelihood capital and the local enabling environment.

In the recent drought crisis, agencies have faced criticisms for their delayed reactions to early warnings. But our analysis suggests that even where there was early action, it regrettably did not deliver the impacts intended. There are several explanations for this outcome:

- *Risk reduction interventions were not enough to reduce vulnerability.* Many of our community development activities were risk reduction activities, but they were not transformative enough to ensure that communities were both less vulnerable and better positioned to cope with drought. This does not mean they were poor development activities, only that they could not reduce vulnerability and increase coping capacities to an extent that would have been necessary to reduce risk in the most severe drought for 60 years.
- *The rate of change in rural livelihoods is rapid.* As such, our drought responses – aimed at supporting families and their children to move out of poverty and to fulfil basic rights – must continue supporting households based increasingly in settlements or peri-urban areas.
- *All four distinct phases of Drought Cycle Management must be sustained during a crisis.* We have learned that it is vital to continue with (normal) development or preparedness/mitigation interventions throughout a crisis – including through the alert, response and recovery phases. Health, education, and protection interventions in particular must continue, in order to achieve complementary impacts and maintain/improve resilience.
- *Drought response is sometimes embedded in the causes of the problem.* The drought relief provided by humanitarian agencies has become inter-woven into drought coping mechanisms in many communities. Many permanent settlements have actually evolved as a response to decades of relief assistance, especially

food aid and water trucking. Despite the undeniable importance of the humanitarian imperative, helping communities to remain in these unplanned settlements or providing relief that acts as a disincentive to change, has increased levels of dependency often perpetuated by each subsequent relief response to drought.

Response Option	Short term Impact	Long term Impact	Relevance (to Agency)	Innovation	Positive Impact on Other Sectors
Water Trucking	High	Very Low	High	Low	Negative
Skills for Youth	Low	High	Medium	High	High

Figure 2: Response Analysis. Using a simple set of criteria and scoring can help clarify responses better suited to addressing long-term risk of chronic drought crisis. No response can be appropriate, depending on the context and its compliance with best practise. Scoring in this table is entirely for illustrative purposes.

Change the scale: integration

Supporting the range of requirements at different points during the drought cycle is a daunting task. A lesson learned in the Ethiopian context is to apply a cross-sectoral approach to enhance resilience, and to focus and build on customary institutions as the backbone of appropriate interventions. Doing so enables the implementation of crisis responses at scale, and making investments that enable change to continue through the crisis and serve the wider community long after the crisis has passed.

Our learning showed that sector integration is an effective drought Disaster Risk Reduction measure – not surprising given that drought disasters have complex causes and drivers. For instance, the Food Security framework alone does not enable sufficient conceptualisation of “economically viable households”; it therefore needs to be combined with the Sustainable Livelihoods Framework.

Integration across institutions, as well as across sectors, is an important component of this approach. A “landscape approach” in supporting county/district/*woreda* level planning informed by community-led interventions increases resilience of these vulnerable communities before, during and after the crises. This requires a bottom-up approach, in which community-based processes inform county/district/*woreda* level planning to enable environments for sustainable livelihoods. Such activities promote a deliberate, planned action and one that seeks to work at scale. Participatory Natural Resource Management (PNRM) is a useful tool for bringing together customary institutions and government. Save the Children has found that PNRM boosts customary institutions and adaptive

capacities, promotes community ownership, reduces dependency, and creates space to innovate, be progressive, and gain direct benefits from community-own work.

Safer Transitions

We are concerned that over decades, many relief responses have become embedded in drought vulnerability by helping households to adopt or “hang-on” to unviable rural livelihoods and in inappropriate locations. To complement drought relief, agencies should support communities to use the crisis as an opportunity to safely transition those hanging onto unviable rural livelihoods, and make sure the new communities can live safely and with dignity. These activities don’t need to look different in terms of the activity itself, but rather in terms of what they seek to achieve, where they are targeted and where they are not targeted.

Strategies include identifying obstacles and impediments to those who want to move or migrate temporarily or permanently, and assisting their transition where possible. This is not to suggest that we should make things easy, but rather that we support self-help capacities and communities’ own initiatives to strengthen resilience. And we must support “hangers on” to find alternative livelihoods, to be flexible, to identify opportunities and to make use of them. They will need these skills for permanent adaptation to changing conditions.

Activities include:

- Assisting with short-term labour migration
- Supporting skills training to develop alternative or complementary livelihoods options (electric, bricklaying, IT, phones, mechanics, book-keeping, functional literacy, business skills development, primary education for older students)
- Facilitating access to pasture and water for migrating people and livestock.

Connecting with Change

These preliminary insights into the changing context in the ASALs and drought risk reduction programming, emphasise opportunities for humanitarian agencies to engage differently. Some may argue that they are already doing this, and in fact, we would argue that it is not that something new needs to be done but **how** it is done that should change. A wealth of effective and innovative work is being undertaken, but for it to have the desired impact, approaching the problem differently might deliver greater impact. Against the backdrop of change, humanitarian and development agencies need to rethink the manner in which they serve their communities.

For further information please contact:

stephen.mcdowell@ifrc.org

alexandracrosskey@yahoo.co.uk

UN reveals “The Forgotten Billion”

By Anne Juepner, *UNDP-Drylands Development Centre, Nairobi, Kenya*¹

There are one billion of them. They are marginalized. And they struggle to subsist in the world’s drylands. They are the poor the world forgot.

Initially unveiled for consultation last year, the UNCCD/UNDP report, **“The Forgotten Billion: MDG Achievement in the Drylands²”** was formally launched at the UNCCD Conference of the Parties (COP 10) in Korea in October 2011, where leaders, scientists, civil society organizations and others strived to reach agreements to combat desertification, land degradation and drought.

Drylands cover tracts of land encompassing North and South America, Africa, Europe, Asia, and Australia. They include rangelands, temperate grasslands and savanna woodland, and all have aridity in common. Nearly a billion of the two billion inhabitants of the world’s drylands also share something else in common: poverty.

The UNCCD/UNDP joint assessment report says that “in certain regions human well-being, particularly female adult literacy and child survival, decline in parallel with the aridity gradient,” which is related to water scarcity. The report stresses the development challenges faced by people in the drylands and states that: “It will be impossible to halve the world’s poverty and hunger by 2015 unless life is improved for the poor people of the drylands.”

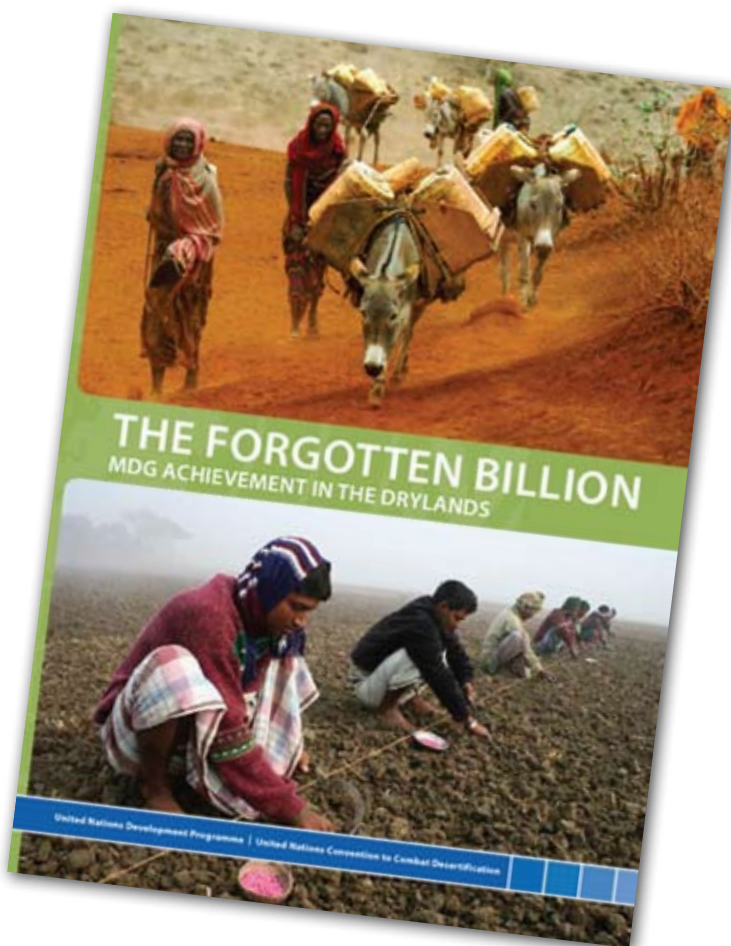
Supporting the “Forgotten Billion” will require concerted political will and coordinated commitment from all development partners. Impressive successes can be attained with the right mix of leadership, policy and financial investments. The time has come for governments, donors and private sector partners to step up together to support lasting MDG achievement in the drylands and beyond.

In response to this challenge, UNDP has developed a Millennium Development Goals Acceleration Framework – an innovative approach designed to help countries identify and resolve barriers to eradicating extreme poverty, and achieving sustainable development. Similarly, in 2007 UNCCD agreed a 10-year strategic plan and framework for the implementation of the Convention, whose foremost

strategic object is to improve the living conditions of the populations affected by desertification, land degradation and drought.

The UNCCD COP 10 in Changwon (South Korea) developed two supporting policy frameworks for the drylands, one guiding action on food security and climate change and the other on gender. A number of useful deliberations took place at the COP, particularly around the links between food security and the drylands and the need for rangeland restoration.

The UNDP Drylands Development Centre in Nairobi has been coordinating with the UNCCD Secretariat and other partners in the implementation of the United Nations Decade for Deserts and the Fight Against Desertification (UNDDD) 2010-2020, a joint awareness raising initiative among the UN and non-UN partners on desertification, land degradation and drought around the thematic issue of the year. The annual theme of the UNDDD 2013 will be water/drought, discussion around which will be promoted by a series of events throughout the year. The UNDP DDC office in Nairobi will provide information about these events for potential advocacy on issues relevant to the Horn of Africa.



¹ Article based on the press release that accompanied the launch of the report.

² The full report can be found at:

<http://www.unccd.int/knowledge/docs/Forgotten%20Billion.pdf> and a summary brief at <http://www.unccd.int/media/docs/Forgotten%20Billion.pdf>

Ending Drought Emergencies: will the promises of the Nairobi Strategy be met?

By Safia Abdi, *Cordaid/REGLAP Country Lead for Kenya*



Mobility is key to the resilience of pastoral livelihoods

The 2010-2011 drought, in the East and Horn of Africa, is estimated to have affected 13 million people, of which 4.5 million are Kenyans. Lives and livelihoods have been lost. The drought has also generated extensive debates on how to end repeated drought emergencies, with discussions hitting media headlines and forming the agendas of national and international conferences. Some key statements have cut across all the debates acknowledging that:

- While drought is an unavoidable natural phenomenon, it need not and should not lead to famine and other disasters.
- Long-term under-investment in the foundations of development in drought prone areas has caused the increase in vulnerability that has led to this crisis.
- There is a need for urgent investments in programmes and actions that build resilience.
- While the drought's impact on lives and livelihoods may be localised, it affects the overall socio-economic growth of the country.
- Despite the early warnings about looming drought, many responses have been reactive rather than proactive.
- With climate change, drought will become more severe and frequent, and therefore climate-resilient livelihood options need to be supported.
- Mobility, the key to the resilience of mobile livestock keeping, should be supported through ensuring rights to communal grazing areas and migration routes—both within countries and across borders.
- There is a need for social safety nets for vulnerable populations though strategies such as cash transfers, but with additional clear programs to ensure that long term sustainable livelihood options are developed for the vulnerable.

On September 9th 2011, the Leaders of Eastern and Horn of Africa countries and the African Union, in the presence of the United Nations, Development Partners and the International Agencies, gathered in Nairobi Kenya to develop a strategy to end drought emergencies. In this summit most of the countries, including Kenya, presented country programme papers outlining their strategies for ending drought emergencies. The final product of the summit was the adoption of "**The Nairobi Strategy: Enhanced Partnership to Eradicate Drought Emergencies**". The *Nairobi Strategy* provides details on how to deal with Somalia's governance and refugee issues, and general strategies for overcoming drought emergencies. Here we concentrate on the drought component, alongside a regional strategy for IGAD to support the successful rollout of country plans via its own regional strategy for disaster

resilience and sustainability. Some of the key strategies for overcoming drought emergencies were given as:

- 1) **Accelerate investment in the foundations of development:** This includes pro-poor infrastructure and human capital, secondary roads, water, energy, education and health. [North Eastern Kenya is desperately underserved, with 74% - 97% of the population living below the poverty line, primary school net enrolment at only 36% compared to the national average of 93% and only 48% of children immunized, against 77% nationally.]
- 2) **Strengthen adaptive capacity and livelihood choices:** This includes environmental protection, integrated resource and water management; rangeland management, fodder and crop production, reforestation, small business support, social protection, and assistance to pastoralists to help reconstitute their livestock and start a sedentary life.
- 3) **Promote integrated land and water management** including both ground and surface water development for irrigation, livestock and human use.
- 4) **Facilitate formal trade** and promote efficient flow of commodities in the region.
- 5) **Support pastoralism as provided for by the African Union Pastoralist Policy Framework.** Support includes protecting property rights and livestock assets, providing market, veterinary health and financial services, and supporting livestock mobility.
- 6) **Fast track climate change adaptation initiatives** so that drought risk reduction and climate change adaptation are integrated into development planning and resource allocation frameworks.
- 7) Ensure that more **effective institutional frameworks** are in place to promote development of arid and semi-arid lands and manage droughts in more sustainable ways, for example the National Drought Management Authority (NDMA).
- 8) The strategy also recognizes the need for **Governments to work closely** given that arid climatic conditions cut across boundaries.

Responses to drought have been reactive rather than proactive



The impact of drought may be localized but it affects the socio-economic growth of the whole region

These strategies are laudable, although there are others, e.g. large-scale irrigation in the ASALs and sedentarisation of pastoralists, which require careful and urgent consideration of the environmental, social and economic impacts and the implications on resilience of vulnerable households. There is also a need to ensure that dryland dwellers themselves have the information, capacities and opportunities to determine the use of their localised natural resources and decide their futures.

Most of the strategies are not new, what is new is the national, regional and international determination to end drought emergencies including public demand for change in governments' approaches to drought. This is an enormously positive forward-looking step, yet the key will be its implementation. Three months down the line there are some positive signs. At the end of November, a Kenyan Stakeholders Meeting was convened, including all the major ministries and international agencies, in order to develop a roadmap for national implementation. IGAD also held a meeting of regional stakeholders to ascertain its role in implementing the regional strategy, establishing a stakeholder group in order to ensure regular follow-up and effective implementation of the plans. Donors have also made commitments to support this strategy and IGAD: Donors are planning to help countries develop investment plans and to support IGAD to lead a regional platform to promote this process.

The governments, the UN, the international community, NGOs, the private sector and citizens will all need to act to ensure that the intent of **the Nairobi strategy** and the country plans are maintained, and that all efforts are focused on promoting sustainable livelihoods, the resilience of drylands populations and ensuring that the people themselves are central in deciding investment priorities.

For further information contact s.abdi@cordaid.or.ke

Relief and development interventions must be integrated if the drylands are to make progress

By *Monica Naggaga, REGLAP Programme Coordinator*

*In the drylands the division of interventions as being either for relief or for development is inapplicable. What is required here is a different form of programming that is not immediately familiar to humanitarian or development actors. Drylands programming also requires 'an understanding of pastoral communities and a capacity to provide relevant interventions in times of plenty as well as scarcity.'*¹

Years of marginalisation, failed development interventions and dependency on relief and emergency type interventions has meant that the drylands of the Horn of Africa are now inhabited by many of the very poorest, and the human development indices tend to be the lowest in the countries concerned. Long-term programmes now need to be of at least 10 years duration to have any real impact and transformation. But development actors remain stuck in short-term approaches that dominate their programme interventions in the region.

The reasons behind the short term-ism in programme design include that for decades funding for the drylands has been from emergency agencies rather than development funding agencies. NGOs have been pragmatic and have adapted their programme development to fit donor's requirements, and this in turn dictates that programmes become short-term. The myopic approach prevents NGOs from bringing their interventions into line with the rapidly changing nature of the drylands, with the increase in land fragmentation, population, impoverishment, and the number of pastoral dropouts.

The separation of relief and development is both artificial and unhelpful. Not only are the recipients the same, but also the underlying causes that create the need are the same—the vulnerability of dryland communities. But what often takes place, are emergency interventions that undermine development (for example some food aid and water trucking interventions), and long term programming and investments that do not pay sufficient attention to the inevitability of drought. Despite decades of rhetoric about linking relief and development this finally needs to happen in all sectors and at all levels.

Stakeholders working in the drylands need to look towards the future 10-20 years down the line, with dryland communities at the forefront. Staff will need to adapt to working differently in order to truly support dryland communities to build resilience. This means not only supporting community consultation and participation in project activities, but also recognising communities' visions (which might not fit neatly

into programme design), and helping them articulate and achieve them. It will mean working flexibly and allowing plans to shift and change directions because communities are not static and their goals will change. The role of NGOs should be empowerment and therefore all interventions should have that as the primary goal even if this requires long-term programming. Using approaches such as Drought Cycle Management, which allow for long-term interventions with built-in flexibility to adjust as climatic and socio-economic conditions deteriorate, and community based approaches that consider local contexts and priorities are the way forward.

NGOs that have extensive experience of working in the dryland communities should leverage this knowledge and experience to demand from governments and donors that they reverse the current practice of short term funding. Ways of working (particularly by governments) where funding streams are available but are not based on community needs, and do not include community consultations in their allocation, also need to be revised.

Among all humanitarian and development actors a better understanding, common analysis and a clear vision is needed for dryland communities. Resilience, sustainable livelihoods and community' definitions of what this means should become the benchmark for all activities across the drylands. Once interventions, inappropriately tagged as relief or development, are re-orientated with this vision in mind, progress can begin to be made.



Elders discuss issues of the day

¹ ODI HPG (2006) Saving lives through livelihoods: critical gaps in the response to the drought in the Greater Horn of Africa, <http://www.odi.org.uk/resources/download/1381.pdf>

Uganda's National Rangeland Management Policy: Update on the civil society engagement process

By Martin Orem, former-Coordinator, **Coalition of Pastoralist Civil Society Organizations (COPACSO)**

Uganda's National Rangeland Management Policy (RMP) was initially drafted in 2007. In 2010, with the re-launch of discussions on the draft policy, Civil Society Organizations (CSOs) under the umbrella of the Coalition of Pastoralist Civil Society Organizations (COPACSO) initiated a review of the policy. The CSOs wanted to investigate the technical issues in the draft policy in order to guide engagement on substantive issues in the revised policy development process. The CSOs also wanted to bring in important new developments, such as the AU Policy Framework for Pastoralism, and other regional policies relevant to rangelands issues in Uganda.

The International Institute for Environment and Development (IIED) carried out a technical review on behalf of the CSOs, and recommended that the RMP needs to be substantially redrafted and updated. As it stands the policy is not supportive to pastoralism in all its diversity in Uganda, and has a series of other deficiencies, in particular:

- The relationship with wider policy frameworks;
- The current understanding of the role of pastoral mobility in increasing production, and its relationship with the specificities of rangeland environments;
- The relevance, for food security and poverty reduction, of a development approach focusing on technical solutions for increasing production targeted at the export market, and favouring external investors, especially in the absence of measures to prioritise and secure entitlements within local production and livelihood systems.

In addition, there are a number of other specific flaws in the document including:

1. **Rangelands are not just 'natural' resources – they are manmade.**
"Neither the management of the rangelands nor their conservation can succeed independently from the users and the production systems that made them what they are over centuries of human-animal-environment interaction".
2. **It recognizes the importance of mobility yet endorses sedentarisation.**
3. It **assumes that the rangeland is degraded** and relies on an inapplicable notion of 'carrying capacity'.
4. It **presents gender inequality as endogenous** to pastoral communities, which is both unjustified and unhelpful.
5. The analytical section of the policy draft finds that **changes to the land tenure system (individualisation of property) are undermining pastoralists sustainable rangeland management** system, leading to conflict and forced concentrations of livestock and that 'the form of land ownership can influence the level of mismanagement'. However there is no follow up to this strategy section.
6. The policy draft **does not address insecurity**, which by involving governance would have offered a much more

solid ground for both analysis and policy intervention. Instead there is a narrow focus on 'conflict'.

7. **Climate change** - There is no explicit addressing of this dimension in the document.
8. **There is a focus in the policy draft on increasing rangeland production for the global market** and more generally for export. The current EAC Food Security Action Plan, 2010-2015, clearly recommends going in the opposite direction i.e. investing in creating and expanding the markets for food commodities at local levels.
9. Strategies aimed at improving livestock breeding populations in the rangelands **should start from a sound understanding of pastoral breeding systems**, in conversation with the breeders, rather than assuming (as in the case of pastoralism itself) that replacing is the best option.

In August 2011 the Ministry of Agriculture, Animal Industry and Fisheries invited COPACSO to make a presentation of the findings of the CSOs' review to a meeting of the National Task Force (NTF) on the development of the RMP. The NTF is composed of senior technocrats from government line ministries and institutions and is assigned to develop, finalize and make a policy paper for the cabinet. Based on the presentation of the CSOs RMP review, the NTF agreed that pastoralism should be enshrined as the cornerstone of the RMP in recognition that pastoralists are the primary users of the rangeland in Uganda, while noting that there are other users including crop farmers, tourism, forestry, etc.

During the NTF meeting the CSOs' review report was fully accepted, and COPACSO was requested to further review the draft Pastoral Code and also the Feasibility Report for the development of a National Rangeland Management Development Centre in order to provide a complete coverage. The Government is hoping to formulate a Pastoral Code that governs how the rangelands shall be used. It is now also floating an idea of a pastoralism policy as well. The NTF pointed out that some knowledge gaps still exist on the status of the rangelands in Uganda and decided that the task force should conduct an inventory of Uganda's rangelands with support from CSOs. The members of the NTF also noted that most of their members would benefit from some capacity building to enable them to appreciate contemporary policy issues in pastoralism.

COPACSO was subsequently nominated as a member of the NTF to represent the CSO voice, and mandated to carry further community consultations in Karamoja and Northern Uganda – two areas that were not consulted in the initial draft of 2007 because of security concerns. It was also agreed that some cross border interactions should be included with northern Tanzania, Kenya and Sudan to capture regional perspectives. COPACSO and its membership are therefore now preparing for grassroots consultations. It is expected that these will be in December 2011 and January 2012 for Karamoja and Northern Uganda, but as yet there is no budgetary provisions for cross border activities.

Uganda Pastoralist Week 2011

By Benjamin Mutambukah, current co-ordinator, **Coalition of Pastoralist Civil Society Organizations (COPACSO)**

From 8th to 11th November COPACSO organized Uganda Pastoralist Week 2011. This was the first for a number of years, and was aimed at establishing support for sustainable pastoralism. It was organized under the theme of *Pastoralism: Our Contribution to National Development*. UPW 2011 was sponsored by: Dan Church Aid, European Commission Humanitarian Aid and Civil Protection, Irish Aid, MRG International, REGLAP and VSF Belgium.

The week started with a visit to Buliisa district in Western Uganda, which includes the Albertine Graben area that is host to oil exploration activities. During the visit the 30-person team heard testimonies from communities, district leaders and the oil company's community liaison officer on how land grabbing was taking place in the area—with the new landowners fencing off land and seriously curtailing mobility of animals and creating conflicts. The need to create and maintain access routes to pasture and water for livestock was highlighted as an important factor that needs to be included in all development plans, such as those for construction of roads and oil fields.

The key result of the visit to Buliisa was that the communities realised the importance of getting organised so as to increase their voice. They now plan to join COPACSO to benefit from its advocacy work. It was also agreed that the District Land Office should take on the responsibility of sensitising people about the dangers of selling land that is communally owned. The oil company Tullow Uganda Operations Pty Ltd also realized the importance of COPACSO as a representative of stakeholders in the area and invited COPACSO to attend Training in Oil and Gas Issues for Stakeholders in Uganda at the end of November 2011.

In Kampala UPW activities began with a procession on the streets led by a group of former street children who have formed a brass band. The procession was to increase public awareness about pastoralists and to interest the public in the activities of UPW. The chief guest at the subsequent launch was Hon. Dr. Wako, MP from Kenya and Chairman of the East African Council of Elders. He noted the great contribution that pastoralist communities make, not only in Uganda but also in the whole of East Africa, and at the same time noted that pastoralists continue to be

neglected by governments in terms of service delivery. He called upon the governments to address this imbalance.

Speaking at the launch Ms. Esther Obaikol, the COPACSO Chairperson, highlighted the challenges facing pastoralists in Uganda as being: inadequate social services, land grabbing, insecurity and lack of recognition. She called upon the government to consistently recognize pastoralists and not to do so only when meat and milk prices go up and pressure mounts from urban consumers. She also called upon the government to expedite the rangeland management policy development process and to conduct community mapping in order to ensure secure land rights for pastoralists, and enable them continue to contribute effectively to national development.

An exhibition in the Uganda National Cultural Centre grounds included ten grassroots pastoralist organisations, three Civil Society Organisations, four government departments and authorities, and six private sector institutions, who exhibited animal products like ghee, hides and skins products, milk churning and preservation kits and other cultural items. The Minister of Trade, Cooperatives and Industry, the Hon. Amelia Kyambadde, opened the exhibition by pointing out that pastoralists were sitting on a gold mine in their ownership of over 90% of the national herd. She highlighted the challenges to pastoralist communities as being a harsh environment, insufficient exposure to education, human and livestock diseases, low productivity and limited alternative income generating activities. The Minister said that government was committed to improving lives in pastoralist areas by providing more access to water, building modern abattoirs, establishing milk collection centres and training artisans.

Uganda Pastoralist Week – the procession through Kampala





The Minister of Trade, Co-operatives and Industry at the Uganda Pastoralist Week

She called upon pastoralists to take advantage of the Directorate of Micro, Small and Medium Enterprises in her Ministry, which offers assistance in branding, packaging and marketing of products.

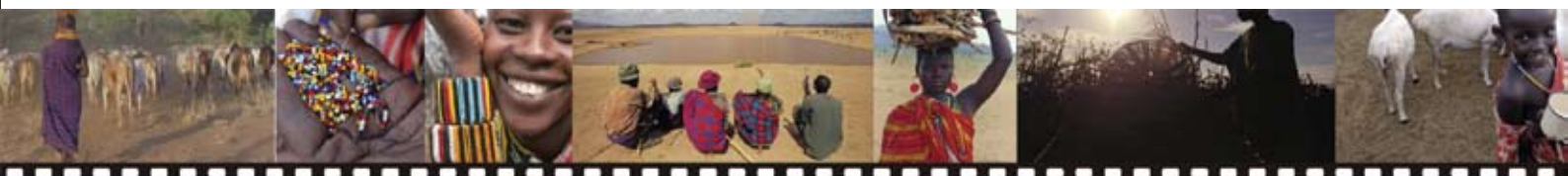
A meeting of the East African Regional Council of Elders was then held to discuss critical issues to be forwarded to the forthcoming Regional Symposium. The issues included: legalising the Uganda Elders' Council, the proliferation of small arms and incidences of cattle rustling, a study to chart the perceptions of non-pastoral communities on pastoral communities, strategies for influencing the policy on pastoralism, and exploring possibilities of the government of Uganda consulting elders or creating a space for them in Parliament.

On the last day of UPW a presentation session was opened by Hon. Simon Lokodo, the Minister of State for Ethics and Integrity in the Office of the President. The Minister thanked COPACSO for embracing grassroots CBOs in pastoralist areas and hoped this would help in deepening the effectiveness of consultation processes. He promised to follow up government commitments in alleviating pastoralist challenges of livestock diseases, insecurity,

limited access to credit, inadequate social services, insecurity of land tenure and high poverty levels.

The week concluded with a cultural gala, and in his keynote address, the NPA Chairman indicated that although rangelands are best utilised for pastoralism, due to the pressure on land from population growth and encroachment on these areas by sedentary communities, conflicting interests are emerging. He challenged pastoralists to take advantage of emerging opportunities like the Universal Primary and Secondary Education, and compete with other communities in all other income generating activities. He further called upon them to seek inclusion in the National Development Plan when it comes up for review as well as positioning themselves in the budget processes at both the national and district levels. The Irish Ambassador told the assembly that her government was committed to the development of Karamoja and would spend about half of its development budget in the region. Education was singled out as a key beneficiary of the resources.

For further information contact Benjamin Mutambukah at: mutabizz2000@yahoo.com



An innovative approach to drought management in Kenya: the establishment of the National Drought Management Authority

By Vanessa Tilstone,¹ MEL Manager, REGLAP

The current crisis in Kenya has highlighted the need for new thinking on drought management in the ASALs, as well as an urgent need for increased co-ordination and coherence in long-term and short-term efforts to promote resilience. This article looks at the innovative approach being proposed by the Kenyan Government in creating the National Drought Management Authority (NDMA) and its associated National Drought and Disaster Contingency Fund (NDDCF). This approach views drought as very different from rapid onset disasters, the management of which has far more in common with sustainable development than with disaster response. The NDMA has just been approved and will need political will and the efforts of all stakeholders to make sure that it is established as quickly and effectively as possible, while ensuring it stays true to its original intention of bringing new thinking to tackling drought in the drylands. It also requires the urgent approval of the Sessional paper on the National Policy for the Sustainable Development of Northern Kenya and other Arid Lands to provide a complete policy framework for the NDMA. The article is structured around frequently asked questions on the NDMA.

¹ Based on interviews with staff of the Ministry of State for Development of Northern Kenya and other Arid Lands.

1. What is the policy framework behind the NDMA?

The draft Sessional Paper on the National Policy for the Sustainable Development of Northern Kenya and other Arid Lands envisages the establishment and operation of a National Drought Management Authority (NDMA) and National Drought and Disaster Contingency Fund (NDDCF) under chapter 6 (Institutional Framework for ASAL). The paper is currently in the Cabinet Office. Given the busy policy and legislative agenda, it was decided to seek approval for the NDMA through an Executive Order, signed by the President, while the policy awaits approval. Establishment of the NDMA is also buttressed by the following motion passed in the National Assembly on 22 July 2009: *“THAT, aware that northern Kenya and other arid lands face perennial drought of a cyclic nature; mindful that this occasions severe negative economic, social and environmental effects; noting that currently responses to drought are reactive due to lack of proactive measures; concerned that the country lacks a legal framework designed to mitigate these problems; this House urges the Government to establish a Drought Management Authority responsible for drought preparedness and response, including forecasting, impact assessment*

The NDMA is intended to bring new thinking to tackling drought in the drylands



and management policy, drought preparedness and mitigation.”

2. Why is there a need for a drought management authority in addition to a disaster management directorate?

Droughts are predictable, slow-onset phenomena, the management of which requires a very different skill-set and mind-set to disaster response. Drought early warning and response is a particular specialism that has far more in common with sustainable development than with disaster response. In an ideal world droughts should never become disasters. If drought management were to become a sub-set of disaster management, it is likely to get over-shadowed by the more high-profile work that’s needed when disasters strike. This is particularly probable as drought largely affects the ASALs, which are still recovering from decades of marginalisation and under-development and need continued special attention and focus. The crucial part of drought management is ensuring that action is undertaken during the ‘normal’ or ‘alert’ stages of the drought cycle (i.e. when there is no ‘disaster’). This requires a shift in thinking and practice, and until this is achieved we will continue to have drought emergencies.

3. How will the proposed NDMA relate to the Disaster Management Directorate?

The Disaster Management Directorate, as outlined in the National Disaster Management Policy, will focus on rapid onset disasters, preparedness and response. The thrust of the Disaster Management Policy gives limited attention to the issues of slow onset disasters and the need for long-term development. When both the NDMA and Disaster Management Directorate are established they would work closely together, if and when droughts evolve into crises.

4. Which institution will the Drought Management Authority relate to?

The National Drought Management Authority is placed under the general direction of the Minister responsible for drought management. At present this is the Minister of State for Development of Northern Kenya and other Arid Lands.

5. Which areas of the country will the NDMA focus on?

The NDMA is a national institution. Contingency funds should only be made available to counties that a) have a functioning community-based early warning system in place, and b) have an effective contingency planning system and co-ordination structures in place. At present these are the 28 (larger) districts where the Arid Lands Resource Management Project (ALRMP) has been working.

6. How will the NDMA ensure that long-term development plans focus on building resiliency to drought?

An important role for the county drought managers will be to ensure that drought risk reduction is appropriately mainstreamed within county development plans (which are the responsibility of the county planning unit). The precise institutional arrangements at county level, including long-term coordination structures for all stakeholders, are being worked out. At a national level, the NDMA will provide leadership in ensuring implementation of the ‘Ending Drought Emergencies’ country strategy paper presented at the Horn of Africa Summit in September 2011. This paper argues that it is only through investment in the long-term foundations for development that drought emergencies will be ended. The NDMA will ensure coordination of all stakeholders through the Kenya Food Security Meeting (KFSM) and the more technical Kenya Food Security Steering Group (KFSSG) structures (to be reviewed) and through wider ASAL development coordination structures, led by the ASAL Secretariat.

7. What measures will be in place to prevent corruption?

The most sensitive area is related to the disbursement of Drought Contingency Funds (DCF). In this regard, the EU-funded Drought Management Initiative (DMI) has facilitated a review of the business process for DCFs and finalised specifications for web-based software (a fund management tool) that will help the National Drought Contingency Fund to systematically organise information related to the use of contingency funds. This is expected to improve reporting and monitoring of the use of DCFs, and therefore enhance accountability and transparency. Moreover, both the NDMA and the NDDCF will have their own audit functions, which should ensure enforcement of tight control measures at the district level.

It has been agreed that the contingency fund (the National Drought and Disaster Contingency Fund) will have two components: one that disburses funds for early response to drought (i.e. well before signs of crisis are apparent) and a second that disburses funds for quick action in the wake of rapid-onset disasters. The two components will have separate management arrangements, in line with the general intention to separate these two distinct functions, but combining them in one body is judged to be a more cost-effective option that will avoid the proliferation of multiple institutions.

Ethiopia's Disaster Risk Management - Agriculture Task Force

By Adrian Cullis, co-Chair of the **DRM Agriculture Task Force¹ Ethiopia**

The Agriculture Task Force² was first launched in 2003 to provide humanitarian actors with a specialist forum for discussing and coordinating responses to agriculture sector hazards. The fortunes of the ATF have waxed and waned over the years as key individuals have come and gone, and has been re-launched on several occasions including most recently in November 2010³. The ATF is now providing a valuable forum for advice and coordination in drought responses through monthly meetings and briefing papers.

Quite by chance the re-launch of the ATF in November 2010 coincided with the failure of the *hagaya/deyr* (short) rains in the southern rangelands of Ethiopia. The failed rains were the first tangible evidence of a strong La Niña episode that had been building since July 2010, following a dramatic decline in sea surface temperatures in the eastern Pacific. Tracking the decline, climate centres and early warning information systems providers had issued bulletins predicting the impact on rainfall, including in the Horn of Africa.

La Niña episodes characteristically affect rainfall and temperatures around the globe, and in 2010 and 2011 have been responsible for flooding in Australia, drought in Argentina's bread basket and drier conditions in the equatorial parts of the Greater Horn of Africa - the pastoral areas of Somalia, northern and north-east Kenya and southern and south-east Ethiopia - and wetter-than-normal conditions in the western and northern sector - southern and central Sudan, western Ethiopia, Eritrea and the western parts of Kenya. Within Ethiopia, the episode resulted in: failed *hagaya/ deyr* or 'short rains' in October/November 2010; a below normal *belg* rains in smallholder farming areas in the early spring of 2011; and a below normal *guu/ ganna* or 'long rains' in March/April 2011. As a result the livelihoods of both smallholder farmers and pastoralists were seriously affected.

The re-launch of the ATF in late 2010 therefore provided an opportunity for humanitarian and development stakeholders who were tracking the progress and impact of La Nina to receive monthly weather and food price updates, as well as to learn of drought responses and planned responses. The ATF therefore provided a forum for advice and for improved coordination and harmonization of drought responses. By early 2011, weather, food price and La Nina responses had become regular agenda items in the monthly ATF meetings and continue to be so.

Briefing Papers

In addition to organising monthly meetings for Members⁴ the ATF has launched a monthly, half-day Discussion Forum where single issues of interest to members can be discussed in depth. Issues covered to-date included: emergency seeds, climate change and smallholder farming, drought cycle management, Livestock Emergency Guidelines and Standards (LEGS) and flood. In addition, the ATF has launched a Briefing Paper series, which seeks to assist Members to prepare better and plan responses to agriculture sector hazards. To-date the ATF has produced five Briefing Papers. The content of these briefing papers is briefly summarised as follows:

Briefing paper 1: Cropping and Livestock Zones in Ethiopia

This Briefing Paper identifies three main cropping and livestock production zones as shown in Figure 1. The three zones are as follows: A: *Meher* cropping zones which is further sub-divided into three as follows: Tigray/Amhara mixed, Western mixed and south-west mixed farming zones. Each has a mono-modal rainfall pattern; the second, B: is the *belg* bi-modal zone and the third C: is the extensive livestock / pastoral production zone in the south of the country.

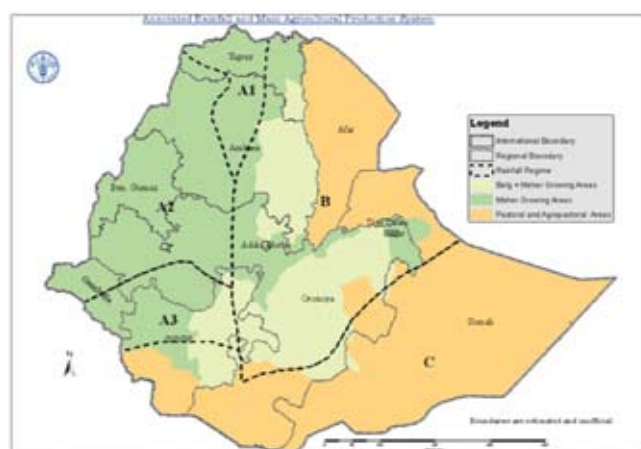


Figure 1: Annotated Rainfall and Main Agricultural Production System

¹ Adrian Cullis works with FAO as the DRM/Emergencies Coordinator

² The ATF was renamed in 2007 as the Disaster Risk Reduction – Agriculture Task Force

³ The DRM ATF is chaired by the Early Warning Response Directorate, Ministry of Agriculture

⁴ Membership is open to all agriculture sector stakeholders in particular those with a specific interest in the management of agriculture sector hazards – drought, flood, livestock disease, crop pests and disease and volatile food prices

Briefing paper 2: Weather and Agriculture Forecast for the Kiremt Rains

La Nina episodes are commonly characterised by above normal to well above normal rainfall in the highlands of Ethiopia. As such, the National Meteorological Agency’s briefing to the ATF of 8th June 2011 was disseminated amongst members as a Briefing Note. While the forecast was accurate in that the rains were above normal, the anticipated floods were less severe than had been feared.

Briefing paper 3: La Niña related Disaster Preparedness, Response and Recovery Road-Map

It is recognised that drought cycle phases – normal, alert/ alarm, emergency and early recovery–can and do vary between localities, and as a result one affected community may face the early alert/ alarm phase of a drought while another, perhaps as little as 100 - 150 kms away, may have transitioned into the emergency phase. This said, the Briefing Paper sought to provide guidance to the humanitarian community by offering a ‘consolidated forecast’ to help inform interventions in order that agencies work be coordinated and harmonized. The generic phases were identified as:

- Alert/ Alarm Phase (November 2010 to March 2011)
- Emergency Phase (April 2011)
- Alert/Alarm Phase (May and June 2011)
- Emergency Phase (July to November 2011)
- Recovery Phase (December 2011-December 2013)

For each of the phases recommended interventions were suggested including in both smallholder and pastoral livelihood systems.

Briefing paper 4: La Niña Early Recovery and Rehabilitation Road Map

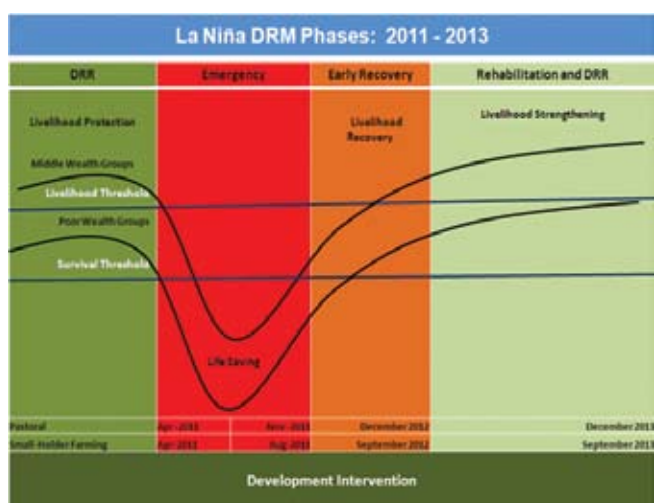


Figure 2: La Niña DRM Phases: 2011-2013

In addition to preparing La Niña response Road Map the ATF organised a half-day meeting to bring together smallholder farmer and pastoral experts to identify and prioritise early

recovery and rehabilitation interventions for both the two livelihood groups and wealth groups within the livelihood groups. The Briefing Paper recognised that drought has impacted on pastoral and agro-pastoral communities in the southern and south-eastern rangelands of Ethiopia specifically: the loss of livestock and livestock production – milk and the birth of young-stock. The Briefing Paper went on to say that it is expected that the impact of the drought will continue for 1 to 2 years in sheep and goats flocks, and for between 3 to 5 years in cattle herds. As a result, the purchasing of pastoral and agro-pastoral households will also be affected for several years and that, as a result, schooling and health care will suffer. It is also expected that the livelihoods of local livestock traders will be affected through a reduction in trade.

The Briefing Paper also alerted donors to the fact that in order to assist drought affected pastoralists build back livelihood resiliency, and either become independent of or at least less dependent on food aid, significant resources to fund early recovery actions would be required. The road map that was therefore developed in the Briefing Paper prioritised early recovery interventions with a view to focusing donor effort in key livelihood areas. It was however also noted that the road map comes with two caveats: the first, that recommended priorities are generic and specific actions are best preceded by inter-agency assessments and community dialogue in order to ground-truth local priorities; and the second, that there is a growing appreciation pastoral production systems are no longer able to support current population growth and out-migration is both inevitable and to be encouraged.

Briefing paper 5: Weather Forecast October 2010 to January 2011

The final Briefing Paper provides ATF members with a summary of the national Meteorological Agency’s 6th October 2011 forecast to the end of the year and into 2012. In addition to providing information on seasonal rainfall, the Briefing Note also highlighted the onset of a second La Niña, which it is now expected will influence rainfall into late spring and possibly even the summer of 2012.

The way forward

The ATF is one of a number of DRM related Task Forces that seeks to support the work of the Early Warning Response Directorate in the Ministry of Agriculture, and therefore better manage hazards and shocks in Ethiopia. Interrupted as mentioned by the comings and goings of key staff, the ATF is at present playing an important role in helping Government manage La Niña related drought and associated volatile price changes. Based on the experience, it is planned that the ATF and its membership will become increasingly active in support of other agriculture sector hazards in 2012 and beyond.

From Policy to Practice: Scaling up access to quality basic education for nomadic populations in Kenya

By Catherine Fitzgibbon, Programme Quality Director, **Save the Children, Kenya**

Save the Children UK Kenya Programme has received funding to support the Ministry of Education and Wajir District Education Authorities to develop a practical model to roll out the Kenyan Nomadic Education Policy Framework of 2010. Effective and functional educational provision is often neglected in debates about resiliency, adaptive capacity and long-term development in the drylands, despite increasing demand for education from pastoralist communities.

Education provision for mobile populations has always been poor across the drylands, in large part because education is closely linked to the concept of schools, which are invariably static. Enrolment and completion levels for pastoralist children, particularly girls, are low and dropout rates are high. Increased enrolment is more often an indicator of impoverishment – triggered by the loss of livestock. But pastoralist communities are becoming increasingly interested in education as a long-term livelihood option—an adaptation strategy to mitigate the risks posed by climate change and disasters. Providing a practical education model that can be sustained in dryland communities requires commitment at national and district levels, as well as strong community ownership.

Barriers to education provision

North Eastern Province is the third largest province in Kenya and contains 60-70% of all livestock in the country. Despite its size and population, the province experiences limited

service delivery, frequent livelihood crises and sporadic insecurity. Like the rest of the arid and semi-arid lands (ASALS), over 20% of children between 6 and 14 are out of school—well above the national average of 4.5%—with only 1 girl in 5 enrolled in school.¹ Major constraints to the participation of nomadic children in education include:

- **Mobility:** seasonal migration and movement in search of water and pasture makes the distances between home and school a major barrier for children to attend school all year round.
- **Home commitments:** the centrality of child labour to the production system makes it difficult for children to attend.
- **The curriculum:** which is tailored to meet the needs of sedentary groups, is largely irrelevant to pastoralist livelihoods.
- **Lack of funding and equipment:** schools lack basic infrastructure, pedagogical support and supplies.
- **Staffing:** recruiting qualified teachers (especially female) from within the arid lands is difficult. And teachers from elsewhere in Kenya are reluctant to move to such postings. On average there is 1 teacher to every 62 children, and in many schools it is 1 to 100.

Education provision needs to complement mobile livelihoods



At the regional level Save the Children has been at the forefront of pastoral education, providing flexible, alternative models for some of the most difficult-to-reach populations in the East and Horn of Africa. Well-known examples include the ABEK² program in Karamoja, Uganda and the Alternative Basic Education (ABE) programmes implemented in Ethiopia, South Sudan and Somalia. Locally appropriate and flexible solutions, that complement communities' lifestyles, are crucial for encouraging effective participation of nomadic children.

An important policy step forward

In Kenya at least 55 'mobile schools' have been established with support from UNICEF and with teachers paid by

¹ "Are our children learning?" UWEZO, 2010

² Alternative basic education in Karamoja

the government. However the training, follow-up and supervision of such teachers is weak or non-existent. The quality of the education of such schools is commensurably poor, which means communities feel aggrieved that they have sub-standard provision. Many communities and NGOs have established or piloted other types of nomadic schools in Kenya, e.g. Oxfam's pastoral schools in Turkana and EMACK in North Eastern Province. Although there are many positive aspects to these initiatives they remain small-scale and not well integrated into government provision.

In 2010 the Government of Kenya published its Nomadic Education Policy Framework. This important step forward recognises the specific needs and rights of nomadic communities to all levels of education. The policy provides for innovation and flexibility in the education of pastoralists, acknowledging the role and importance of informal schools and alternative approaches. But as yet there is little consistency or shared understanding of what the "informal" or "nomadic" schools referred to in the Nomadic Education Policy means in practice. No national guidelines or definitions exist and multiple terminologies are used.

From policy to practice

To take forward the Nomadic Education Policy Framework, the Save the Children programme will focus on three key areas in order to institutionalise quality alternative approaches to basic education in ASAL areas:

1. Support to Formal and Alternative schools in Wajir to increase their capacity to provide quality basic education as per the Nomadic Education Policy;
2. Implementation of the emerging Nomadic Education Policy guidelines at a county wide level with learning documented and used to inform national policy;
3. Utilising this experience to inform the production of national guidelines and standards to support the practical implementation of the Nomadic Education Policy Framework;

Some of the practical issues to be addressed include:

- Develop a clear terminology and minimum standards as to what constitutes a "non-formal or nomadic" school in pastoral areas;
- Minimum qualifications for people teaching in such schools;
- Curriculum and guidelines for upgrading or training "non-formal/ nomadic" teachers;
- Clarity on the curriculum to be taught and guidelines for formalising or creating "non-formal/nomadic" schools;
- The linkages and transfer process between formal schools and alternative schools, or other approaches;
- The roles and responsibilities of District and emerging County Education authorities in the management and

supervision of both formal and non-formal schools, to ensure consistent and comparable quality;

- Specific activities that result in increased enrolment of girls.

National, district and local

The programme will work closely with the relevant departments in the Ministry of Education in Nairobi and at provincial level. A workshop was held in July 2011 to with key education stakeholders to begin discussion on minimum operating standards, the establishment of alternative teacher training modules for non-formal teachers, reviewing the current curriculum, and what guidance is required for monitoring non-formal schools.

Amongst other activities with District and County Authorities, the programme will undertake a comprehensive baseline survey to assess the numbers and gaps in the quality and quantity of teaching staff, and the range of schooling provision available (formal, private, Koranic, mobile etc). Working with local NGOs, ALDEF and WASDA, the programme will also support DEOs to carry out research-based mapping of nomadic schools and other stakeholder activities in the county.

To increase the capacity of formal and alternative schools in Wajir to provide quality basic education, the programme will focus on 25 target schools. A needs assessment will determine the capacity building required for these schools to reach minimum standards. With community involvement, each will be provided with improved physical structures (where applicable) and the necessary textbooks, teaching and learning materials. The provision of appropriate sanitation and privacy areas for girls will be a priority. For sustainability in day-to-day management and monitoring of remote and/or mobile schools, community ownership and involvement is essential. DEOs and local NGOs will be supported to mobilise communities on the need to build (as applicable), manage, and fund their own schools.

Long-term implications

The low levels of education in Kenya's ASALs are not just a function of the pastoralist system—they are equally a function of the sort of education that has been offered to date. With the implementation of the Nomadic Education Policy Framework it is hoped that the latent demand for education from pastoralist communities can be met, and education be provided in a way that can complement, not contradict, pastoralist livelihoods. As pastoralist families facing repeated disasters are increasingly deciding to send some of their children to school for the wellbeing of the family over the long term, the fresh approach of the new Nomadic Education Policy Framework might provide just the motivation that's needed.

Priorities for dryland recovery and development: Community control, empowerment, education and pro-poor infrastructure¹

The current drought induced crisis in the Horn of Africa has led to appeals for emergency assistance and increased attention to long-term investment in the region. However the priorities have largely been vague or focused on agricultural development, predominantly around irrigated crop production and drought resistant crops. The issues of the drylands are complex, yet with the current level of debate centring on pastoralism versus crop production there is a danger of little progress being made on long-term resiliency. And experience shows that the next drought-induced disaster is around the corner. Promoting long-term recovery in the drylands requires a focus on capacity building, governance and creating an enabling environment in order to give dryland communities the power and resources they need to develop resilient and sustainable livelihoods.

The problem of supporting agriculture

Studies have shown that rainfall in many of the areas affected by the drought is too variable for rain-fed crop production, and furthermore that this variability is likely to increase in future. Irrigation is not a solution as many areas are already water deficit, and the overall costs of irrigation will far outweigh any localised benefits since the only areas viable for irrigation tend to be the grazing reserves kept by livestock keepers for periods of drought. Rain-

fed crop production may have a place as an alternative livelihood option for some, and with consideration can complement livestock production through residues and fodder production. But it needs to be carefully planned, and it does not offer an option for the majority of the people affected by the recent drought.

The need to support the stockless

It is now widely accepted that mobile pastoral production supports significant numbers of people, contributes strongly to regional economies, and has increasing economic potential. However, as shown in the current context, pastoralism is clearly not sustaining many of the most vulnerable dryland dwellers—of whom more and more are losing their livestock and becoming dependent on food, cash relief or alternative unsustainable livelihood options. For these 'stockless' pastoralists adequate alternatives are not presently available in many of their remote areas—which have neither basic infrastructure nor human capital. For them the debate must shift from concerns about the viability of the pastoral sector, towards finding ways that enable them to move into new sectors of the economy. Instead of competing against pastoralism, alternatives need to strengthen the economic resilience and sustainable growth of the region, supporting those who remain in pastoralism as well as those that don't.



Community institutions need to be able to monitor the use of development funds

¹ This article is based on a joint position paper written by REGLAP, in conjunction with FAO and UN OCHA that was distributed at the Nairobi Summit in September 2011.



The delivery of education needs to be appropriate to dryland realities



Roads and markets are necessary for livestock based livelihoods

Deciding their own futures

To achieve a sustainable and resilient livelihood it is vital that people living in the drylands are enabled to make better-informed choices, at both individual and communal levels. This means building individual and institutional capacity to choose between different livelihood options, and providing the skills and resources for them to follow their chosen direction. Public and donor investment should be reoriented to build these capacities, with clear time-bound targets and monitored explicitly against how they are enabling locally driven development and promoting resiliency. This requires a serious commitment from all actors, including those involved in drought appeals, towards the development and effective implementation of an integrated recovery and development plan.

An integrated recovery plan for the drylands should focus on the three key areas:

1. **Building community capacity to determine development priorities, control natural resources and monitor the use of funds.** Currently local communities are losing their control and access to land—a key to any sustainable livelihood option. Mechanisms need to be immediately introduced to protect communal land rights, including devolving decision-making responsibilities to properly representative community organisations. Communities need to define development priorities through community planning processes that feed into formal local development plans. The process of community planning needs to be institutionalised, with the roles of community and local government clearly defined, and with a role for community institutions in monitoring the use of funds to implement locally-defined plans.
2. **Prioritize education at all levels, including appropriate formal and non-formal education, business development skills, vocational training, and civic education.** Establishing appropriate education for both men and women is the key to their making informed decisions about livelihood options, developing alternatives, addressing population growth rates, and ensuring good governance. Whilst for children the fact that primary school enrolment rates in dryland areas remain the lowest in their countries urgently needs to be addressed. What is crucial is for the content and the delivery of education to be made appropriate to dryland realities, and for it to promote informed decision-making about livelihood options. Education on rights and responsibilities, and how to engage in advocacy and monitoring of local budgets, is also fundamental to ensure investments are used effectively.
3. **Invest in pro-poor infrastructure and service development to enable choices—including financial services and market infrastructure, secondary roads, telecommunications, and information provision.** Only with improved road and market infrastructure, as well as information and financial services, will livestock and non-livestock based livelihoods become resilient. Infrastructure and services should be developed with careful attention to who will benefit, and whether it will promote resiliency for the most vulnerable.

The knowledge base on best practice interventions for dryland areas is steadily increasing, but what is needed is a systemic change in investment priorities to ensure these interventions can operate at the scale that is now required.

Change is needed, but must be based on solid local understanding and draw on the experiences of the past

By *Vanessa Tilstone, MEL Manager, REGLAP*

Since the publication of the first REGLAP good practice journal, the spotlight has pointed again to the drylands of the Horn of Africa. Thirteen million people were affected by the drought in 2010 and 2011, including 7.7 million in Kenya and Ethiopia. This drought has mobilised Governments, citizens, NGOs and other agencies to look again at drought in the drylands and many are calling for new longer-term approaches. The new energy and debate in seeking solutions is extremely welcome, however, now that the flurry of activity has subsided we must re-examine the evidence on impact and urgently fill some of the critical information gaps to inform our recovery and investment plans. We must also learn the lessons of the past in terms of failed development projects and response initiatives, and make sure these inform future interventions.

At the height of the drought livestock mortality of up to 80% were being talked of. In Kenya the Government initially estimated 8 million livestock lost, which has since been revised to just over 700,000. In Ethiopia, recent analysis by Tufts University in Borana estimated around 12.8% in Yabello and 17.2% livestock deaths in Dhas: This is confirmed by actors on the ground, and similar estimates are being made for Kenya. Livestock mortality is difficult to estimate due to frequent and widespread livestock movement, the fact that there is limited baseline information, and loss data often includes livestock sales to meet basic needs. Loss data is also prone to exaggeration for obvious reasons, in addition to the general focus on livestock that remain in the homestead which tend to have higher mortality. Standard and robust approaches to estimating loss in mobile livestock communities need to be developed/used and understood in a context where livestock death has been part of the system for maintaining ecological balance.

The absence of accurate information in the drylands not only relates to livestock: As we know from the recent census in Kenya, accurate population figures still elude us. In addition to the contested figures for a number of Northern districts, census data for both Kenya and Ethiopia show that the number of women in the drylands is significantly and inexplicably below the number of men. With commitment from Governments and development actors, solid livestock and population estimates can be gained, as can basic information on the number of people engaged in different livelihood options in the ASALs to provide a stronger basis for planning. With the amount of money being pledged for ending the cycle of drought in the Horn, this surely can be addressed.

Until accurate information on numbers is available we must be careful not to be misled by exaggerated estimates of impact from the height of the drought, and over-react in term of recommendations. We also need to ensure that all our interventions are based on local understanding and 'do no harm' approaches. Pastoralism remains the dominant and most resilient livelihood in many of the arid areas, yet needs support in terms of securing access to land and integration with markets. Yes, many poorer pastoralists are losing their livestock, and alternative livelihoods options for those people certainly need to be developed urgently by strengthening the human resource base and communications. However, we must be careful not to conclude that this drought illustrates a wholesale failure of pastoralism, rather it illustrates a failure of stakeholders to support and develop it.

Calls for change in approaches and thinking are necessary, but we must not throw out the vast experience and knowledge that already exists. Particularly positive changes include the increasing recognition that drought is a very different type of disaster than earthquakes and fires, and needs managing in radically different ways. Other positive changes include the recognition that some emergency interventions can cause more damage than good (including food aid and water trucking) and the realisation that despite the decades of rhetoric around linking relief and development, we are not actualising this link either in NGO programs or in sectoral discussions.

One of the most exciting changes happening is the increased interest in participatory landscape mapping and planning to understand the local context and inform all development and relief interventions. This will enable a thorough understanding of the various livelihoods and resources that exist and the inter-relationships between them, as well as facilitate informed discussions with communities about their visions for resilient and sustainable livelihoods and their priorities for support. There is much work to be done to disseminate and further develop the tools and approaches to do this. But if these issues are embraced, the trend of failed development projects and inappropriate emergency responses due to lack of understanding of the local context could begin to be phased out and replaced with support strategies that strengthen dryland communities and their resilience.

The Regional Learning and Advocacy Programme (REGLAP)

The Regional Learning and Advocacy Programme for vulnerable dryland communities is a consortium of NGOs that seeks to promote lesson learning and good practice documentation of DRR approaches in the drylands, and carry out advocacy for Governments, NGOs and other stakeholders on key issues in relation to drought and the drylands.

REGLAP is currently funded by the ECHO Drought Cycle Management (DCM) decision and is working closely with FAO and UN ISDR and the DCM partners. REGLAP is currently looking for longer term funding to continue its work on good practice documentation and advocacy on vulnerable drylands communities.

In the last phase July 2010-December 2011, the consortium produced a series of good practice documents in conjunction with DCM partners, including:

- **Technical briefs** on Community Managed DRR (CMDRR), cross border programming, conflict sensitivity programming, Community Based Early Warning (CBEWs), reciprocal resource agreements, participatory natural resource management. These provide an overview and evidence of impact of approaches.
- **Good practice principles** on CMDRR, Pastoral Field Schools (PFS), Village Community Banking and Savings and Loans associations (VICOPA) and water development in the drylands. These provide succinct guidelines on each of the thematic areas. It is hoped that these will be strengthened in the next phase through specific studies and impact assessments and the development of national and regional policy recommendations.
- **Studies on:** Land fragmentation in the drylands and the impact on community resilience, and the changing gender roles in the drylands and the implications for DRR programming.
- **Two good practice and policy journals on DRR in the drylands** with contributions from DCM partners, CSOs and others.

The project also carried out a number of advocacy activities including:

- **A media briefing** in conjunction with the Ministry of Northern Kenya on the impending drought in the ASALs of Kenya, and the urgent need to approve the proposed Drought Management Authority.
- **Media training in Ethiopia on DRR and pastoralism.**
- **Participation in Nairobi Summit on the drought** in September 2012 and promoting attention alongside FAO and OCHA on the need to implement decisions on the AU Pastoral Policy Framework.
- **Local CSO training on evidence based advocacy** and support to CSO networks in carrying out advocacy activities.
- Support to **pastoral weeks and days to raise key issues around resiliency and the drylands.**
- The **development and dissemination of a leaflet for pastoralists and CSOs on the AU Pastoral Policy Framework.**

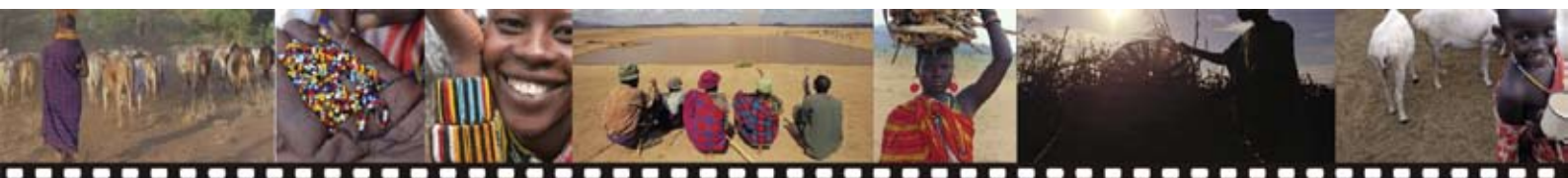
For further information please contact:

Program Co-ordinator: Monica Naggaga: mnaggaga@oxfam.org.uk

MEL Manager: Vanessa Tilstone: vtilstone@oxfam.org.uk

ECHO's Drought Cycle Management Decision (DCM)

ECHO's Drought Cycle Management (DCM) decision is designed to strengthen preparedness and response to drought in the Horn and East Africa. It is in its fourth phase and is supporting over 20 agencies in Ethiopia, Kenya, Uganda, Somalia and Djibouti (at regional, national and cross border levels) to implement Disaster Risk Reduction (DRR) interventions.





EUROPEAN COMMISSION



Humanitarian Aid and Civil Protection

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Copies of this newsletter and other REGLAP outputs can be accessed at:
<http://www.disasterriskreduction.net/east-central-africa/reglap>