



Food and Agriculture
Organization of the
United Nations

DROUGHT IN THE HORN OF AFRICA

Revised rapid response and mitigation
plan to avert a humanitarian catastrophe

January–December 2022



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First revision

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Revised in July 2022 to include text that clarifies how the financial requirements outlined in this regional response plan correspond with those requested within country-level humanitarian appeals.

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Abbreviations and acronyms

AAP	Accountability to Affected Populations
ASAL	Arid and semi-arid land
FAO	Food and Agriculture Organization of the United Nations
FSNAU	Food Security and Nutrition Analysis Unit
FSNWG	Food Security and Nutrition Working Group
GAM	Global acute malnutrition
IGAD	Intergovernmental Authority on Development
IPC	Integrated Food Security Phase Classification
NGO	Non-governmental organization
OCHA	Office for the Coordination of Humanitarian Affairs
SWALIM	Somalia Water and Land Information Management



Executive summary

As of early May 2022, the performance of the 2022 long rains season (March–May) was poor, with the following areas in the Horn of Africa receiving less than 75 percent of average rainfall levels: much of the arid and semi-arid land (ASAL) regions of Kenya, *Belg*-receiving areas of southern Ethiopia and Afar (located in the north-east), much of northern and southern Somalia and Djibouti. This poor season represents an unprecedented fourth below-average rainy season for Ethiopia, Kenya and Somalia (in addition to the October–December 2020, April–June 2021 and October–December 2021 seasons), resulting in dire impacts on food security. Djibouti’s rainfall pattern differs from those of the other three countries though rainfall there was also erratic in 2021.

Drought is among the most devastating of natural hazards – crippling food production, depleting pastures, disrupting markets and, at its most extreme, causing widespread human and animal deaths. Droughts can also lead to increased migration from rural to urban areas, placing additional pressures on declining food production. Herders are often forced to seek alternative sources of food and water for their animals, which can create conflict between communities, competing for the little resources available.

More than 80 percent of the damage and losses caused by drought is to agriculture, especially livestock and crop production

The region is already facing high levels of existing food insecurity. At present, 18.4 million people are projected to be in Crisis (Integrated Food Security Phase Classification [IPC] Phase 3) or worse levels of high acute food insecurity due solely to the drought in Ethiopia, Kenya and Somalia. In the ASAL region of Kenya, 4.1 million people are likely to be facing high levels of acute food insecurity through June 2022, including 1.1 million in IPC Phase 4 (Emergency). Similarly, in Somalia, 7.1 million people are projected to face high acute food insecurity (IPC Phase 3 or above) through at least September 2022, including 2.1 million people in Emergency (IPC Phase 4) and 213 000 people in Catastrophe (IPC Phase 5). The most recent IPC analysis also indicates that parts of Somalia face a Risk of Famine through June 2022, in a worst-case scenario where the March–May rains fail, food prices escalate, conflict and displacement increases, and humanitarian assistance is not scaled up to meet needs and does not reach worst-affected areas. In southern Ethiopia, current estimates indicate that 7.2 million people are highly food insecure because of the drought. Furthermore, in Djibouti, 132 000 people are estimated to be in Crisis (IPC Phase 3) or worse levels of high acute food insecurity through June 2022, including 5 000 people in Emergency (IPC Phase 4). However, this is not solely attributed to the drought in Djibouti and is in combination with other shocks, such as food price increases due to the war in Ukraine and unemployment.

Livelihood support is disproportionately under-funded in humanitarian responses in the Intergovernmental Authority on Development (IGAD) region, including in drought-related contexts, although more than 80 percent of the damage and losses caused by drought heavily affects food security.

The Food and Agriculture Organization of the United Nations' (FAO's) revised rapid response and mitigation plan for the Horn of Africa exclusively focuses on drought epicentres across the region and within the four affected countries. The plan describes the set of activities that should be prioritized from the 2022 Humanitarian Response Plans for Ethiopia and Somalia, as well as those included in the Kenya Flash Appeal. Although no official Humanitarian Response Plan/Flash Appeal has been launched in Djibouti, its inclusion in the response plan is important to prevent further degradation of livelihood conditions. The timeframe for the plan has been extended from June to December 2022 with the aim of saving the livelihoods and therefore the lives of 4.98 million rural people across the four countries.

FAO is appealing for USD 219 million. So far, around USD 47 million has been received and dedicated to Kenya (USD 8 million); Ethiopia (USD 12.8 million); Somalia (USD 26 million); and information for action and coordination (USD 0.5 million). This is equivalent to only 21 percent of total needs.

While the funds received thus far will provide life-saving livelihoods assistance through cash and livelihood packages (including animal health and infrastructure rehabilitation) to approximately 700 000 people, millions more can be reached if the plan is fully funded.

This revised rapid response plan presents the aggregation of FAO's financial requirements to respond to the Horn of Africa drought crisis, and has been developed to provide donors with a single reference for these requirements. FAO remains fully committed to a closely coordinated and prioritized inter-agency response to the crisis and, to that end, with respect to immediate life-saving requirements, this plan is closely aligned with the respective country-level consolidated humanitarian appeals, which remain the primary basis for joint strategic planning and resource mobilization for the respective country responses, namely the: Kenya Flash Appeal, Ethiopia Drought Response Plan (which is a subset of the Ethiopia Humanitarian Response Plan) and Somalia Drought Response and Famine Prevention Plan (which is a subset of the Somalia Humanitarian Response Plan).

Key messages and figures



25.3 million people projected to be facing high acute food insecurity by mid-2022



4.98 million rural people targeted by FAO with life-saving livelihood assistance



USD 172 million urgently needed by **December 2022**

- ▶ If humanitarian action is not sustained and scaled up, a major humanitarian catastrophe will unfold in the Horn of Africa.
- ▶ Saving livelihoods will secure future self-reliance. FAO provides assistance to rural communities to ensure that lives are preserved and livelihoods are protected/restored.
- ▶ Bringing assistance to rural areas, as close as possible to affected communities, will prevent massive displacement, related aggravating risks and excess mortality.
- ▶ FAO is a partner of choice in rural areas to safeguard livelihoods and provide food solutions especially through its flagship cash+ programme.
- ▶ Business as usual is no longer an option. Investments must be made in at-scale transformative programmes if the rising trend of humanitarian crises is to be reversed.

Priority actions and targets



4 million rural people able to meet food and other immediate needs through cash+ (unconditional cash transfers and/or cash for work complemented by livelihood support packages).



2.7 million agro/pastoralists safeguarding their livelihoods and productivity. The package provided (including cash+) will secure the production of **up to 200 million litres of milk** in the next six months, enough to meet the yearly requirements of up to 4 million children under 5 years of age (targeted families plus surplus for surrounding communities).



1.075 million farmers and agropastoralists able to restore their farming productivity and self-reliance. The assistance provided will secure the planting of almost 200 000 ha with an expected production of **up to 250 000 tonnes of cereal**, enough to feed the targeted population for over a year.



30 000 fishers able to sustainably engage in their livelihood. The intervention will secure the harvest of **up to 900 tonnes of fish** in the next four months, enough to provide **50 percent of the calories** required for the targeted population per day.



Introduction

The revised drought rapid response and mitigation plan aggregates the FAO components of the humanitarian appeals in the targeted countries. It provides further details on what urgently needs to happen to scale from January 2022 and the risks associated with an insufficient or untimely response.

The document also explains that responding to a drought is first and foremost about implementing the right set of actions at the right moment of the drought cycle. Inter-cluster (Ethiopia and Somalia) and inter-sector (Kenya) coordination will become more crucial than ever. Partners will have to balance resources between each life-saving sector, i.e. (i) food assistance and livelihoods; (ii) nutrition; (iii) water, sanitation and hygiene; and (iv) health. The failure to respond to one of the above four sectors will undermine the efforts of the others.

Humanitarian needs are at a record high. The impacts of conflict, climate change, natural disasters and other crises increasingly threaten the lives and livelihoods of millions of people. These issues are compounded by the multilayering of these drivers, including COVID-19 and the war in Ukraine. For the humanitarian system to continue to be able to protect affected populations, to bridge the growing funding gap and protect hard-won development gains, a paradigm shift towards more efficient, effective and forward-looking humanitarian assistance is urgently required.

The humanitarian response to the drought remains necessary to save lives and safeguard livelihoods. Timely and at-scale implementation is required immediately and FAO and partners are advocating for better coordinated planning and programming. Further development and long-term investments are vital to maximize impacts and ultimately break the vicious cycle of poverty and vulnerability.

Beyond crisis – FAO’s proposed regional causes and solutions

The current humanitarian crisis is further demonstrating the importance of strengthening resilience at scale, when appropriate. FAO and partners are proposing regional causes and promoting game-changing solutions with the aim of addressing root causes of recurrent crises and ultimately “building back better” the resilience of targeted communities at scale.

1. One million grain stores in the IGAD region (USD 700 million investment)

In a region facing recurrent food crisis events, losing food stocks due to post-harvest losses is detrimental. In 2018, post-harvest grain losses in the IGAD region amounted to approximately 4.1 million tonnes, valued at over USD 1.3 billion (African Post-harvest Losses Information System, 2018). In comparison, 2018 cereal import requirements for the region were 10.7 million tonnes, including 706 000 tonnes of food assistance (FAO, 2019). If current post-harvest losses were prevented, a sufficient quantity of grains would become available regionally to fully meet the region’s in-kind cereal food assistance requirements, as well as 38 percent of its total import requirements (commercial and food assistance combined). This would enable more robust and resilient agri-food systems to be built in the region.

FAO and the World Food Programme have proven experience in mitigating post-harvest losses. In 2021, IGAD launched a new regional post-harvest loss reduction strategy. The three agencies collaborating on a large-scale action plan across the region for post-harvest loss management will offer a unique opportunity to support hundreds of thousands of vulnerable households to make a significant move towards self-reliance and establish more predictable and favourable terms of trade throughout the year. The planned action focuses on supporting the large-scale expansion of locally-produced grain silos to safeguard grain harvests at household level. This action would be combined with an inventory credit or warehouse receipt system to support an economy of scale for the protection of food stocks at community level. In addition, the recent COVID-19 crisis has highlighted the need for food systems to be localized and import dependencies reduced to enhance resilience in times of national or regional food chain collapses. The current war in Ukraine underpins the need to enhance resilience and to reduce food system dependencies given the impact of the war on global wheat prices and value chain interruptions.

2. Sustainable animal feed security in the ASAL region

One of the biggest challenges to reducing hunger and undernutrition around the world is producing foods that not only provide enough calories but also ensure essential nutrients are widely available. Sub-Saharan Africa is home to 23 percent of the poorest people in the world, the majority of whom depend on livestock for some part of their livelihoods (Thornton *et al.*, 2002). Climate change is a threat to livestock production due to its impact on quality and quantity of feed crop and forage, water availability, animal and milk production, livestock diseases, animal reproduction and biodiversity. Further, climate change threatens rangelands grazing, biomass production and the ability of rangelands to provide food, support livelihoods and deliver important ecosystem services. Half of global rangeland areas are projected to experience a decrease in mean biomass and an increase in interannual variability simultaneously – trends that are both potentially harmful for livestock production.

In addition to extensive livestock production on rangelands, in many parts of East Africa, pig and poultry production are among the fastest growing agribusinesses and important components of rural household livelihoods as a source of food, income, nutrition and insurance against emergencies. However, this sector cannot reach its full production potential due to expensive and scarce major sources of protein, mostly derived from crops, that are affected by climate variability and soil nutrient depletion. Animal feed prices have doubled in the last five years in the East Africa region, with the protein element being the main cost driver. These increasing feed prices highly jeopardize the sustainability and profitability of the small livestock industry and is particularly prohibitive and constraining to resource-poor farmers such as youth and women. The existing suite of adaptation strategies and coping mechanisms that have been developed in response to existing weather patterns may not be enough. For every aspect of future crop production and climate impact, technology and local management practices do and will play a crucial role, and the interactions of environmental, technological and management changes must be better addressed.

Through a regional approach, implemented to scale, the programme aims to tackle the animal feed challenges posed by climate change through adaptation actions that allow youth and women to both address their food needs and secure stable employment/income. The programme takes a deliberate private sector approach across the targeted value chains, building on the experience and lessons learned from ongoing projects in the region. This is driven by the realization that a critical aspect for the success of any agriculture-related resilience programme is to guarantee a stable and reliable market for small-scale producers, farmers and herders. Private sector engagement and participation is possibly the best way to safeguard the gains made by any project in the long run. Finally, by creating favourable conditions for small and medium-sized enterprises, the proposed programme can help to strengthen economies across the region and provide sustainable opportunities and new prospects to young people in particular.

3. Durable solutions in displacement settings (USD 100 million investment)

As of December 2021, the Horn of Africa hosted 4.9 million refugees and asylum seekers, according to the United Nations High Commissioner for Refugees. While as of July 2021, the region tracked 9.1 million internally displaced people (IDPs) and 3.2 million returnees, according to the International Organization for Migration. If not well managed, displacement, and more broadly migration, can be both a cause and a driver of food insecurity, negatively impacting critical livelihoods and access to land and natural resources. Displacement can also result in a loss of key productive assets, dismantle social structures and undermine social cohesion in communities of both origin and destination. Furthermore, it can also disrupt all stages of food security and nutrition, from production, procurement, preparation and allocation, to the consumption of food. In addition, displacement (particularly large-scale displacement) can cause environmental degradation in the settlement areas of refugees, due to unsustainable wood fuel usage, among other practices. These factors can create friction and conflict or exacerbate tensions with host communities. Communities that may have previously developed coping mechanisms and solidarity networks to mitigate the impact of food shortages may not be able to benefit from these safety nets in times of displacement. Consequently, the nutritional status of refugees, IDPs and returnees can deteriorate significantly, especially among children, women, the elderly and people with disabilities.

Therefore, providing durable solutions that benefit populations in displacement settings – by strengthening the resilience, self-reliance and economic inclusion of refugees, IDPs and returnees, while also addressing the needs of host communities – will continue to be a focus of FAO's work, in addition to supporting sustainable reintegration in areas of return. FAO supports the integration of displaced populations into their host countries and communities in order to enable both displaced and host populations to enjoy long-term safety and protection, access to employment and livelihood opportunities, as well as build their resilience to shocks and ability to prevent conflicts. As a result, FAO will collaborate with relevant regional partners, in particular the United Nations High Commissioner for Refugees and the International Organization for Migration, to engage in the development of joint actions on advocacy for the socioeconomic inclusion of displaced people into agricultural value chains. This will ensure the adoption of a rights-based approach, improvement of their knowledge and skills and support in accessing agricultural land and availing of land tenure rights, as well as facilitating access to modern land and water-efficient farming technologies. Additionally, the sustainable management of natural resources and provision of safe and affordable cooking energy solutions in displacement settings will continue to be a priority through the formulation of programmes. These actions will contribute to the longer-term resilience and self-reliance of displaced populations and their host communities.

A humanitarian crisis caused by several shocks

Across the Horn of Africa, households now face multiple concurrent shocks to their food security. The ongoing drought is occurring in a volatile context where conflict, insecurity, economic challenges, rising global prices and desert locusts are straining rural livelihoods. While households are more resilient today compared to the recent past due to successful resilience-building programmes, the multiple shocks they face have pushed many to a breaking point, where their ability to further cope is now almost exhausted.

An unprecedented fourth below-average rainy season

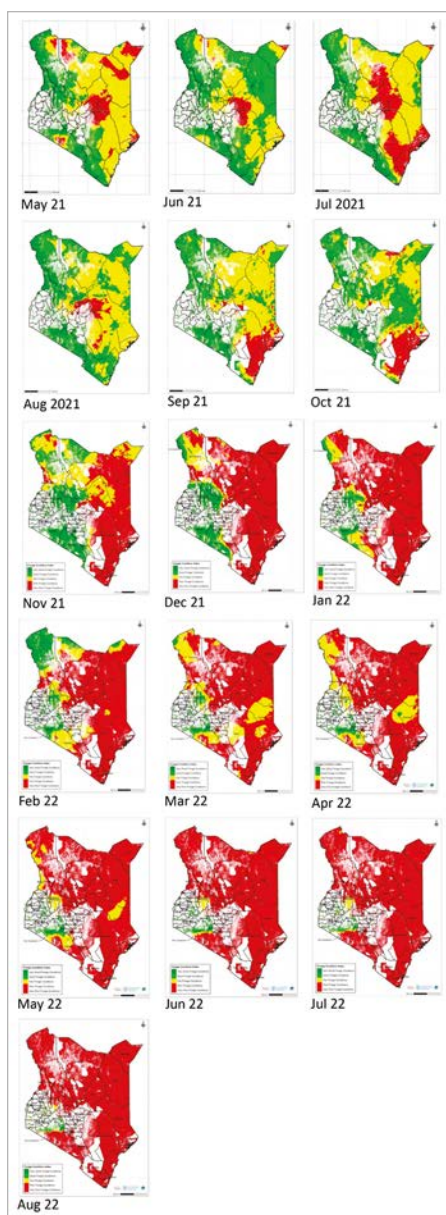
The performance of the 2022 long rains season (March–May) was poor, with much of the ASAL regions of Kenya, *Belg*-receiving areas of southern Ethiopia and Afar, much of northern and southern Somalia and Djibouti receiving less than 75 percent of average rainfall. This poor season represents an unprecedented fourth below-average rainy season for Ethiopia, Kenya and Somalia (the October–December 2020, April–June 2021, and October–December 2021 rains were also below-average), resulting in dire food security impacts. Djibouti has a different rainfall pattern compared with the other three countries, though rainfall there was also erratic in 2021.

In pastoral areas, the drought has driven poor rangeland and water availability for pastoralists, with remote sensing data showing significant negative Normalized Difference Vegetation Index anomalies (measurement of vegetative greenness) that has been, in many areas, worse than levels observed during the same time of the year during the drought emergencies of 2011 and 2017. Furthermore, many livestock watering holes are at “alert” or “watch” stages, which is unusual for the middle of the rainy season. In Kenya, FAO and the National Drought Management Authority’s Predictive Livestock Early Warning System is projecting that currently observed “very poor” forage availability will continue through at least July 2022. Poor rangeland conditions have driven below-average livestock body conditions, falling livestock prices, poor terms of trade, reduced milk production and livestock deaths throughout the region. For example, across southern Ethiopia and Kenya, estimates indicate that more than 3 million livestock have died (about 1.5 million in each country), while estimates from Somalia indicate that up to 30 percent of herds have died in worst-affected areas. The IPC in Djibouti has also reported that livestock herd sizes have reduced compared with the same time in 2021, according to 22 percent of rural households.

For agropastoral areas, a delayed start to the current rainy season (in many cases, over a month late) and the overall below-average cumulative rainfall totals have driven very poor crop conditions and/or crop failure across affected areas. Consequently, below-average crop harvests are expected during the upcoming harvest period, which starts in July.

Drought has also driven climate-related population displacements, with reports of 719 000 new IDPs due to drought between January and late-March 2022 in Somalia and 286 000 new IDPs in southern Ethiopia, as of the beginning of April.

Figure 1. Predictive maps showing varying levels of forage availability in Kenya (May 2021–August 2022)

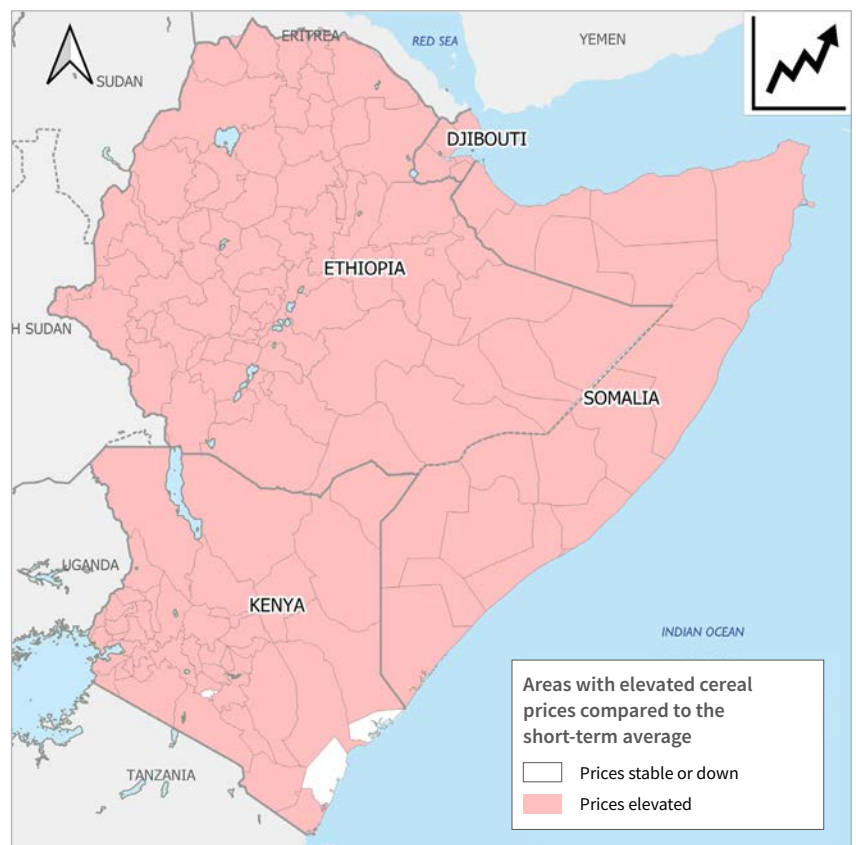


Source of data: FAO and Texas A&M. 2022. *Predictive Livestock Early Warning System, derived from near real-time climate and water balance data (May 2021–August 2022)*.
 Source of map: OCHA. 2022. *Map of Kenya*. Cited 15 June 2022.
<https://data.humdata.org/dataset/ken-administrative-boundaries>

Abnormally high food prices

Food access has been further constrained by rising food prices across drought-affected areas in all four countries. Food prices across the region were already rising in late 2021 due to various factors and have been made worse in recent months due to escalating global food prices, linked in part to the war in Ukraine. Though maize is the most important crop in the Horn of Africa, wheat is also a key cereal crop, meeting roughly a quarter of regional cereal demand. For all four countries, the share of wheat typically sourced from Ukraine and the Russian Federation is high, ranging from about 67 to 92 percent, placing them at risk of supply disruptions due to the ongoing war in Ukraine. Furthermore, though the Horn of Africa is generally self-sufficient in maize, below-average production due to the ongoing drought across the region, as well as rainfall anomalies in Uganda and Tanzania, threatens maize supply levels and could cause a need to revert to markets beyond the region in order to meet demand, as was done in past drought emergencies. This would in turn expose the Horn of Africa to the impacts of rising global maize prices.

Figure 2. Areas with elevated food prices (Djibouti, Ethiopia, Kenya and Somalia)



Source of data: FAO. 2022. *Food Price Monitoring and Analysis (FPMA)*. fao.org/giews/food-prices/home; FSNAU. 2022. *Somalia Market Update: February 2022 Update*. <https://reliefweb.int/report/somalia/somalia-market-update-february-2022-update-issued-march-28-2022>; National Drought Management Authority. 2021. *Drought Early Warning Bulletins, April 2022*. ndma.go.ke/index.php/resource-center/early-warning-reports

Source of map: OCHA. 2022. *Maps of Ethiopia, Kenya and Somalia*. Cited 10 June 2022. <https://data.humdata.org/dataset>. Maps conform to United Nations Map for Horn of Africa (UN Geospatial, 2012). un.org/geospatial/content/horn-africa

Beyond rising global prices, other drivers have also impacted food prices in the region. In Ethiopia, food prices have risen sharply due to the combined effects of pre-existing macroeconomic challenges that have been recently exacerbated by the economic impacts of the conflict in Tigray. In Somalia, below-average harvests from the last several seasons of drought have driven significant increases in cereal prices, with sorghum prices in southern Somalia already exceeding levels observed during the 2007/08 global food price crisis and the 2016/17 drought emergency and rapidly approaching levels observed during the 2011 famine. In Kenya, food price increases have been less sharp than in the other countries, though prices even in western, breadbasket areas of the country that supply deficit-producing areas are starting to increase. For example, maize prices in Nakuru are up 13 percent compared with the five-year average. Meanwhile, Djibouti is heavily dependent on imports and is seeing rising wheat prices due to the war in Ukraine, with current prices up by 20–25 percent, compared with the five-year average.

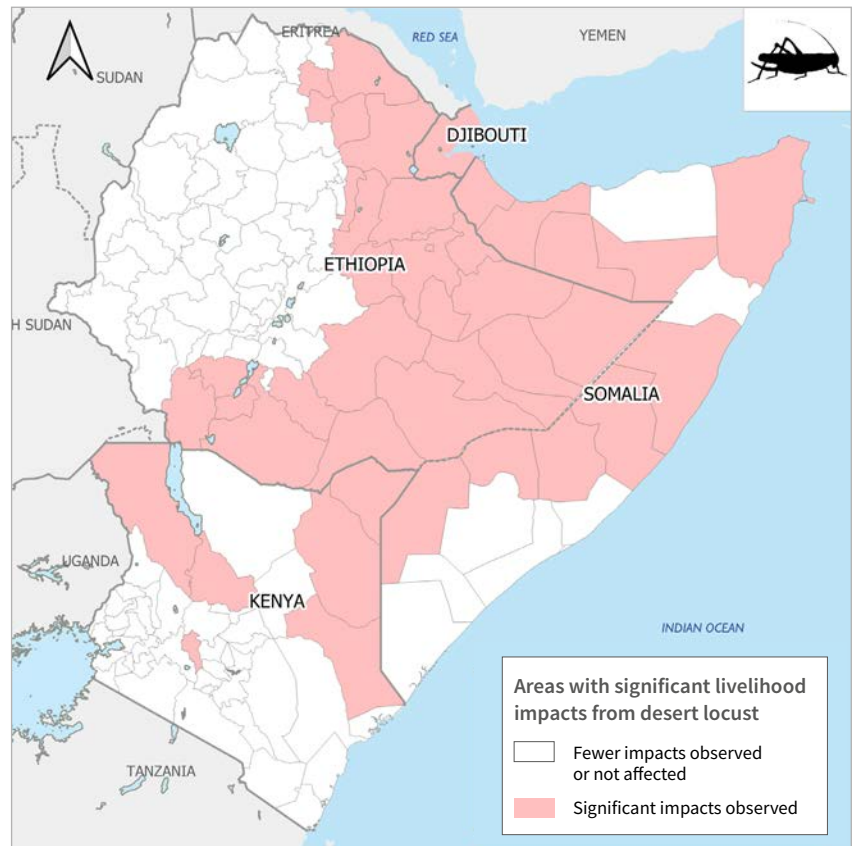


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Desert locust presence since late 2019

Though the desert locust upsurge has ended in the Horn of Africa due to very successful control operations combined with less favourable weather conditions for desert locusts, the food security impacts of the pest over recent years have been significant in worst-affected areas. For example, numerous IPC analyses across the region have found that desert locusts were among the key drivers of food insecurity and the Food Security and Nutrition Working Group (FSNWG) found through its desert locust impact monitoring that the majority of affected farming and livestock-keeping households experienced high or very high desert locust-related losses.

Figure 3. Areas with significant desert locust-related livelihood impacts (Djibouti, Ethiopia, Kenya and Somalia)



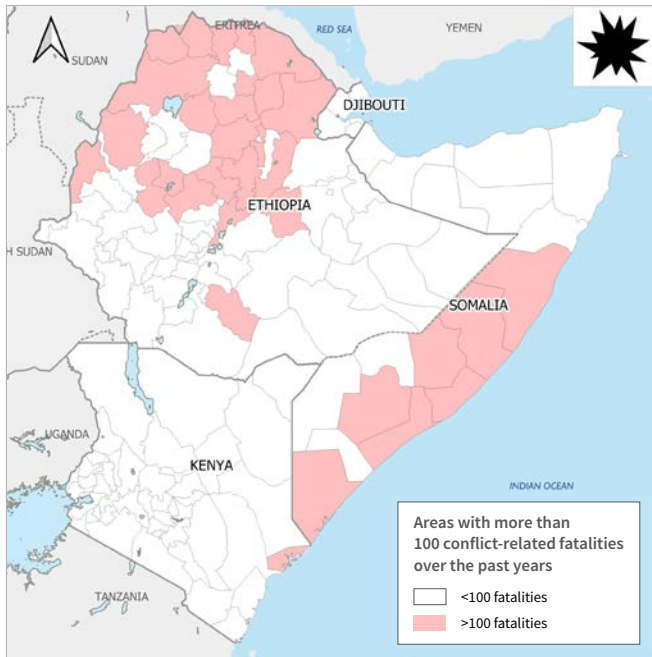
Source of data: FSNWG. 2021. *East Africa Regional Desert Locust Impact Monitoring Report: Round 3*. icpac.net/fsnwg/east-africa-regional-desert-locust-impact-monitoring-report-round-3; FSNWG. 2021. *Desert Locust Impact Assessment East Africa: Round 2*. icpac.net/fsnwg/desert-locust-impact-assessment-east-africa; FSNWG. 2020. *FSNWG Regional Desert Locust Impact Assessment Report: Round 1*. icpac.net/fsnwg/igad-regional-desert-locust-impact-assessment-report

Source of map: OCHA. 2022. *Maps of Ethiopia, Kenya and Somalia*. Cited 10 June 2022. <https://data.humdata.org/dataset>. Maps conform to United Nations Map for Horn of Africa (UN Geospatial, 2012). un.org/geospatial/content/horn-africa

Conflict and insecurity

Conflict and insecurity are also a key driver of food insecurity in the Horn of Africa, disrupting livelihoods, limiting functioning of markets and driving large-scale displacements, particularly in Ethiopia and Somalia. Furthermore, significant humanitarian access constraints continue and have been made worse by an uptick in drought-related, resource-based conflicts across the region, as well as the threat of future electoral violence in Kenya and Somalia.

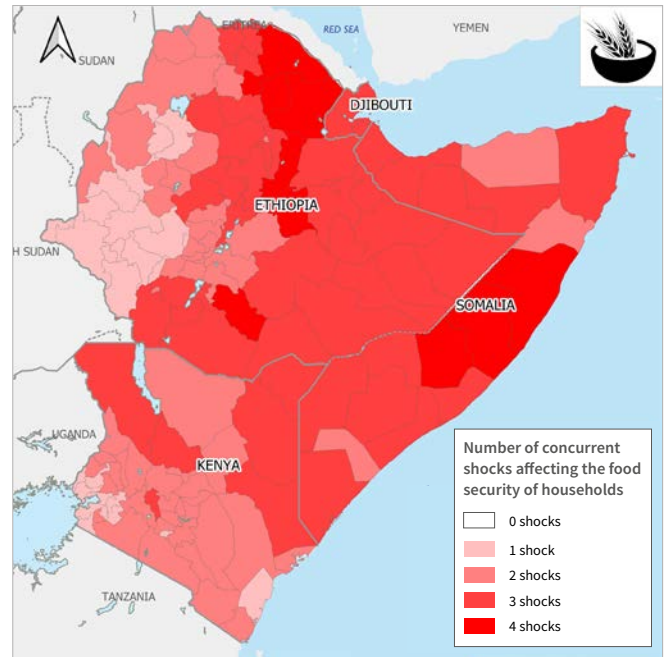
Figure 4. Areas with conflict-related fatalities over the past year (Djibouti, Ethiopia, Kenya and Somalia)



Source of data: ACLED. 2022. *Armed Conflict Location and Event Data Project (ACLED) Data Export Tool*. <https://acleddata.com/data-export-tool>

Source of map: OCHA. 2022. *Maps of Ethiopia, Kenya and Somalia*. Cited 10 June 2022. <https://data.humdata.org/dataset>. Maps conform to United Nations Map for Horn of Africa (UN Geospatial, 2012). un.org/geospatial/content/horn-africa

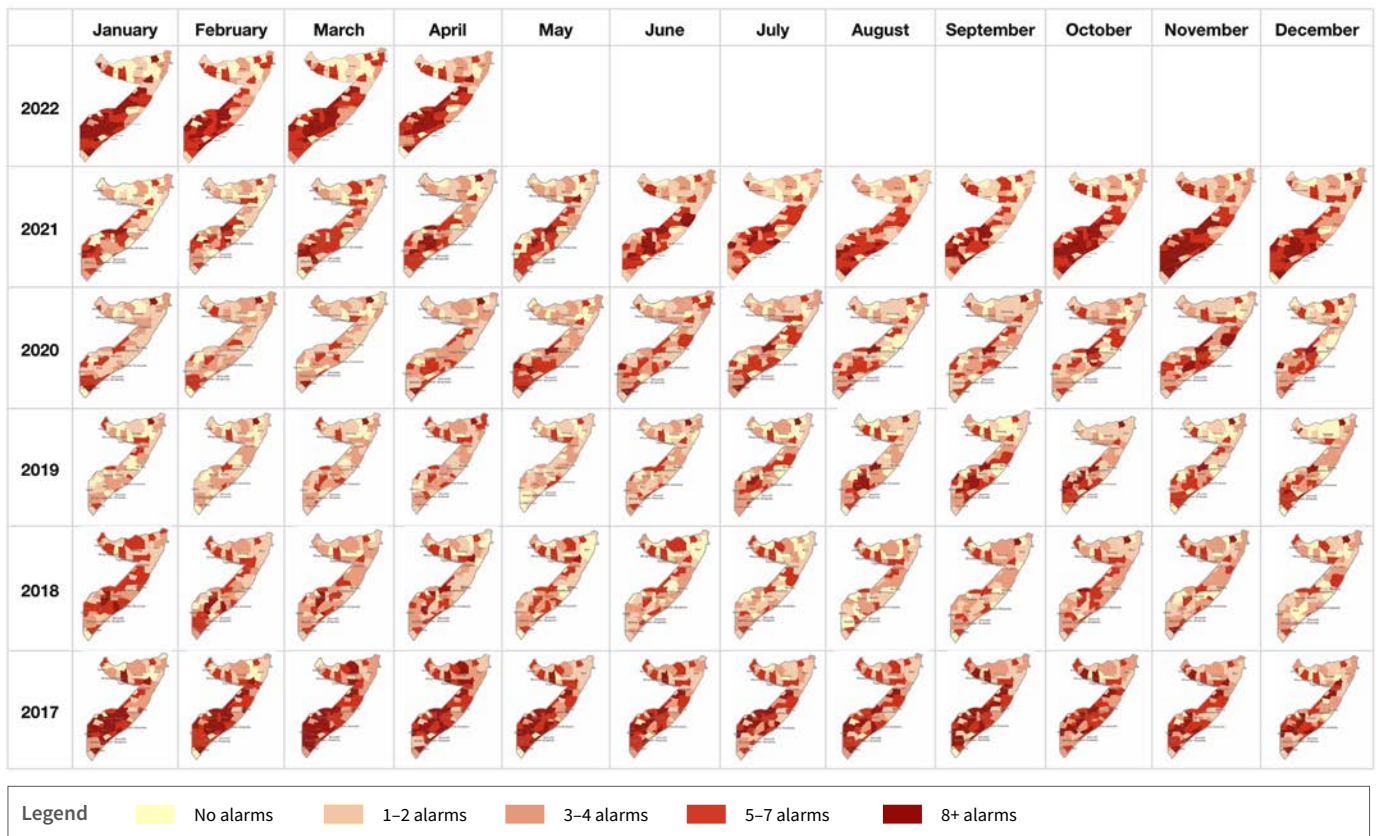
Figure 5. Concurrent shocks affecting the food security of households in the Horn of Africa



Source of data: FAO. 2022. *Shocks impacting food security in the Horn of Africa derived from data consolidated from various sources*

Source of map: OCHA. 2022. *Maps of Ethiopia, Kenya and Somalia*. Cited 10 June 2022. <https://data.humdata.org/dataset>. Maps conform to United Nations Map for Horn of Africa (UN Geospatial, 2012). un.org/geospatial/content/horn-africa

Figure 6. Somalia: Time Series Early Warning Early Action Map (January 2017–April 2022)



Source of data: FSNAU/FAO, 2017–2022. *Somalia Early Warning Early Action: Trends in Risk Factors, January 2017–April 2022* (Indicators in Alarm Phase)

Source of map: FSNAU/FAO. 2022. *Map of Somalia*. Conforms to United Nations Map for Somalia (UN Geospatial, 2011). un.org/geospatial/content/somalia





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Food security and nutrition situation and forecast

The Horn of Africa is already facing high levels of acute food insecurity. A total of 16.7 million people are projected to be in Crisis or worse (IPC Phase 3 or above) levels of high acute food insecurity due solely to the drought in Ethiopia, Kenya and Somalia. In the ASAL region of Kenya, 3.5 million people are projected to be highly food insecure through June 2022, representing a 75 percent increase compared with the same time in 2021. Furthermore, 758 000 people face Emergency (IPC Phase 4). In Somalia, over 6 million people are projected to face high levels of acute food insecurity (IPC Phase 3 or above) between April and June 2022, including 1.7 million people in Emergency (IPC Phase 4) and 81 000 people in Catastrophe (IPC Phase 5). The most recent IPC analysis also indicates that parts of Somalia face a Risk of Famine through June 2022 in a worst-case scenario where the March–May rains fail, food prices continue to escalate, conflict and displacement increases, and humanitarian assistance is not scaled up to meet needs and does not reach the worst-affected areas. In southern Ethiopia, current estimates indicate that 7.2 million people are highly food insecure because of the drought. Furthermore, in Djibouti, 132 000 people are estimated to be in Crisis or worse (IPC Phase 3 or above) levels of high acute food insecurity through June 2022, including 5 000 people in Emergency (IPC Phase 4). However, the figures from Djibouti are not solely drought specific and factor in other shocks, such as food price increases due to the war in Ukraine and unemployment.

Malnutrition rates are also high, with many areas experiencing a prevalence of global acute malnutrition (GAM) above the emergency threshold of 15 percent. In Ethiopia, Kenya and Somalia, sharp increases in admissions for severe acute malnutrition have also been recorded, in comparison with the same time of the year during recent years. Illustrating the severity of acute malnutrition observed at this time,



Every time a cow dies in the ASAL region, two children are no longer able to receive their daily cup of milk.

recent Standardized Monitoring and Assessment in Relief and Transition surveys in Kenya found record GAM prevalence observed in Mandera (34.7 percent) and Garissa (24.7 percent), while Wajir has seen the highest GAM prevalence since the drought in 2011. For pastoralists, research has shown a clear link between milk availability and nutritional outcomes for children and given the significant decline in milk production currently due to poor livestock conditions, malnutrition rates in pastoral areas will likely rise further during the upcoming dry season.

Though current IPC estimates do not extend into the second half of 2022 for most countries, analyses indicate that food insecurity will likely further deteriorate later in 2022, with the regional FSNWG estimating that up to 20 million people could face high levels of acute food insecurity (IPC Phase 3 or above) by September, due solely to the drought, in Kenya, Ethiopia and Somalia. Furthermore, due to multiple factors affecting household livelihood and food access, 192 000 people are projected to face Crisis or worse (IPC Phase 3 or above) outcomes in Djibouti through December 2022.

Presenting an even more pessimistic outlook, current rainfall forecasts suggest that the October–December 2022 rains may not provide relief to the current severe drought. Though very early rainfall forecasts, about five months before the start of the season, have a high level of uncertainty, current global models all agree that there is an increased probability of another below-average rainy season. Given the current state of food insecurity in the Horn of Africa and the low capacity of households to cope further, another failed season would be catastrophic for the region, resulting in a further increase in food insecurity levels – both in terms of severity and magnitude.



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Response plan

A major humanitarian catastrophe is unfolding in the Horn of Africa. It is not too late to mitigate it, but resources must be made available immediately. Interventions must cut across all impacted livelihoods and modalities should be agile and flexible using a combination of cash and/or inputs, depending on the context. In addition, evidence for programming and monitoring, as well as coordination with all stakeholders (starting from governments), will require strengthening in order to accommodate the increasing demand for information and to measure effectiveness.

As the peak of the crisis fast approaches, it is imperative that life-saving activities addressing health, food assistance, livelihoods requirements, and water, sanitation and hygiene are implemented in a timely and integrated manner to generate cumulative effects. The relevant clusters or sectors will need to work closely together to establish a solid system of prioritization, following the established system which Somalia has already deployed. The model developed and used in Somalia resembles that followed in 2016–2017 at the time when the four countries of northeastern Nigeria, Somalia, South Sudan and Yemen were at risk of famine.

FAO's revised drought rapid response and mitigation plan is based on the following framework under which key activities are being implemented. Further information on people targeted for assistance and funding required per activity can be found at the end of the document.

1. Saving lives by increasing immediate food access in rural areas

How: Through cash transfers: unconditional cash as part of the cash+ package and cash for work.

What: Activities under cash for work will vary across the region and will be contextualized. FAO's objective is to provide the most vulnerable people with a direct source of cash, while rehabilitating vital productive infrastructure, e.g. water reservoirs and feeder roads that will boost food production in the longer term with water expected to be used for livestock.

FAO defines cash+ as an intervention that combines cash transfers with productive assets, inputs and/or technical training and extension services to enhance the livelihoods and productive capacities of poor and vulnerable households. In this instance, unconditional cash transfers will be combined with livelihood inputs (including seeds and tools). The cash component of the package will allow drought-affected households to cover basic expenditures, e.g. food, health, shelter, etc. Households will receive up to six months of cash transfers, depending on needs. Based on similar activities in previous drought responses, families use cash largely, but not only, to purchase food.

The cash+ modality is impactful, enhancing the economic impacts of cash transfers while improving livelihoods potential. Evidence from various contexts shows that cash+ can significantly improve households' agricultural production, income generation, asset ownership, economic empowerment, as well as dietary diversity and food security.

2. Safeguarding livelihoods and self-reliance through seasonal food production

How: Through livelihood package distribution (including inputs and service hours for tractor use and irrigation), mainly associated with unconditional cash transfers.

What: Interventions will cut across four impacted livelihoods, namely pastoral, agropastoral, farming and fishing livelihoods.

Safeguarding agro/pastoral livelihoods

Animal destocking: While commercial destocking normally happens as an anticipatory action, animal slaughtering will aim at financially compensating families who will lose animals because they cannot feed/provide them with water. The action will be conducted under the supervision of animal health workers or veterinarians. Furthermore, meat redistribution will take place in compliance with food safety measures (verification that animals are appropriate for consumption). During drought, income from destocking can account for up to 50 percent of household income and can be used to buy food, care for livestock, meet various domestic expenses, support relatives, and either pay off debts or augment savings.

Animal feed distribution and water trucking: The activity maintains productive animals for household needs and, as such, mitigates the impact of the drought on nutrition, especially for children under 5 years of age. FAO will distribute mineral blocks (range cubes) and/or fodder, and organize water trucking and the strategic positioning of water bladders along migratory routes. It will also use cash+ as a modality.

Animal health and protective treatments: To improve survival rates, veterinary care will be a main priority, especially as migration continues to bring resident and moving herds into contact. Animal health activities should include prophylactic treatments against endemic diseases and parasites, the provision of multivitamins to boost immunity, and the engagement of community-based animal health services and local disease reporting systems wherever possible. To optimize response impacts on livestock survival, the intervention will complement the emergency feed interventions, including those being carried out by governments, non-governmental organizations (NGOs) and other organizations in the targeted areas.

Trainings: FAO will also continue to partner with government authorities, veterinary services and NGOs. This will include refresher trainings on the Livestock Emergency Guidelines and Standards but also refresher trainings for animal health workers and dialogue and partnerships with affected communities on issues related to managing and protecting livestock during humanitarian crises.



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Securing crop production with farmers and agro/pastoralists

With some variation across the countries, the agricultural livelihoods package includes: (i) quality seeds including drought-tolerant early-maturing sorghum/maize (staple cereals), cowpea and mung bean (a key source of protein); (ii) assorted nutrient-dense vegetables for home gardening (nutrient-rich, fresh produce); (iii) production and post-harvest inputs (fertilizers, improved storage bags, etc.); (iv) crucial farm-based services (supplementary irrigation and land preparation); and (v) training on good agricultural practices and nutrition. Through the trainings, farmers and agropastorals will learn how to maximize their production and reduce losses before and after harvest. The programme will also encourage households to consume the nutritious crop they produce and make informed choices when purchasing food from local markets.

Integrated cash and livelihood support programmes (cash+) are highly relevant in vulnerable farming and agropastoral areas. The combination of cash transfers and quality agricultural inputs has proven to improve immediate household food security and dietary diversity while increasing crop production levels. In addition, this modality cushions households from consuming seed as part of a coping mechanism.

The combination of quality inputs, training and farm-based services (land preparation and tractor hours) allows farmers receiving support to produce



up to 30 percent higher yields compared with other farmers (e.g. farmers who save seeds from previous harvests).

Although extended drought can severely compromise yields, it is crucial to invest in farmers' potential in advance to achieve a better harvest and maintain their livelihoods.

Coastal fishers – Somalia only

In Somalia's coastal areas, fishers are livestock keepers who practice fisheries as an alternative source of livelihood since fishing is seasonal. During a drought, when livestock losses are high, alternative sources of food and income become especially vital. Very practical assistance kits that can have a high impact when combined with cash include: (i) boat kits, which comprise a small boat to fish nearshore (shared by three households), plus associated safety gear and fishing equipment; (ii) community fish drying and processing kits, shared among women from IDP and host communities; and (iii) household fish processing and cooking kits, packed within an easy-to-carry cooler box. When deployed together within a community, the benefits of these kits reinforce one another (from fish catch to value addition to consumption) and create social cohesion.

3. Information for action through evidence and coordination

Coordination

Coordination at country level with other partners and sectors will be essential and will require some dedicated personnel (including sector/cluster coordinators), events and products. At regional level, FAO will also provide coordination and analytical support including through its resilience measurement expert, conflict analyst, and communication and outreach consultant.

Data collection, monitoring livelihoods indicators and analysis

Use of predictive early warning system and livestock body condition tools: FAO has contributed to the development of early warning systems in pastoral and ASAL regions. The capacity to continue analysing grazing conditions and livestock body conditions will be essential during the drought response.

FAO-led Food Security and Nutrition Analysis Unit (FSNAU): Within the drought rapid response and mitigation plan, FSNAU/FAO will regularly monitor risk factors for food security and nutrition and assess the food security and nutrition situation across Somalia throughout 2022 and during the 2023 *Jilaal* (January–March) dry season, in collaboration with the government and partners. The resulting information and analysis will be disseminated in a timely manner to stakeholders (government line ministries, United Nations agencies, local and international NGOs and resource partners).



FSNAU/FAO will ensure timely and relevant food security and nutrition information and analysis is developed for early warning and early action, informed emergency response, as well as evidence-based policy and strategy support for long-term development planning and resilience.

Relevant actions include:

- weekly market monitoring;
- monthly climate, river and vegetation cover monitoring;
- *Jilaal* impact seasonal food security assessments;
- *Gu* seasonal food security assessment;
- regular updates of Early Warning and Early Action dashboard indicators;
- market, climate, vegetation cover, food security and nutrition updates and food security outlooks;
- dissemination of key information products; and
- briefings on food security and nutrition to key stakeholders.

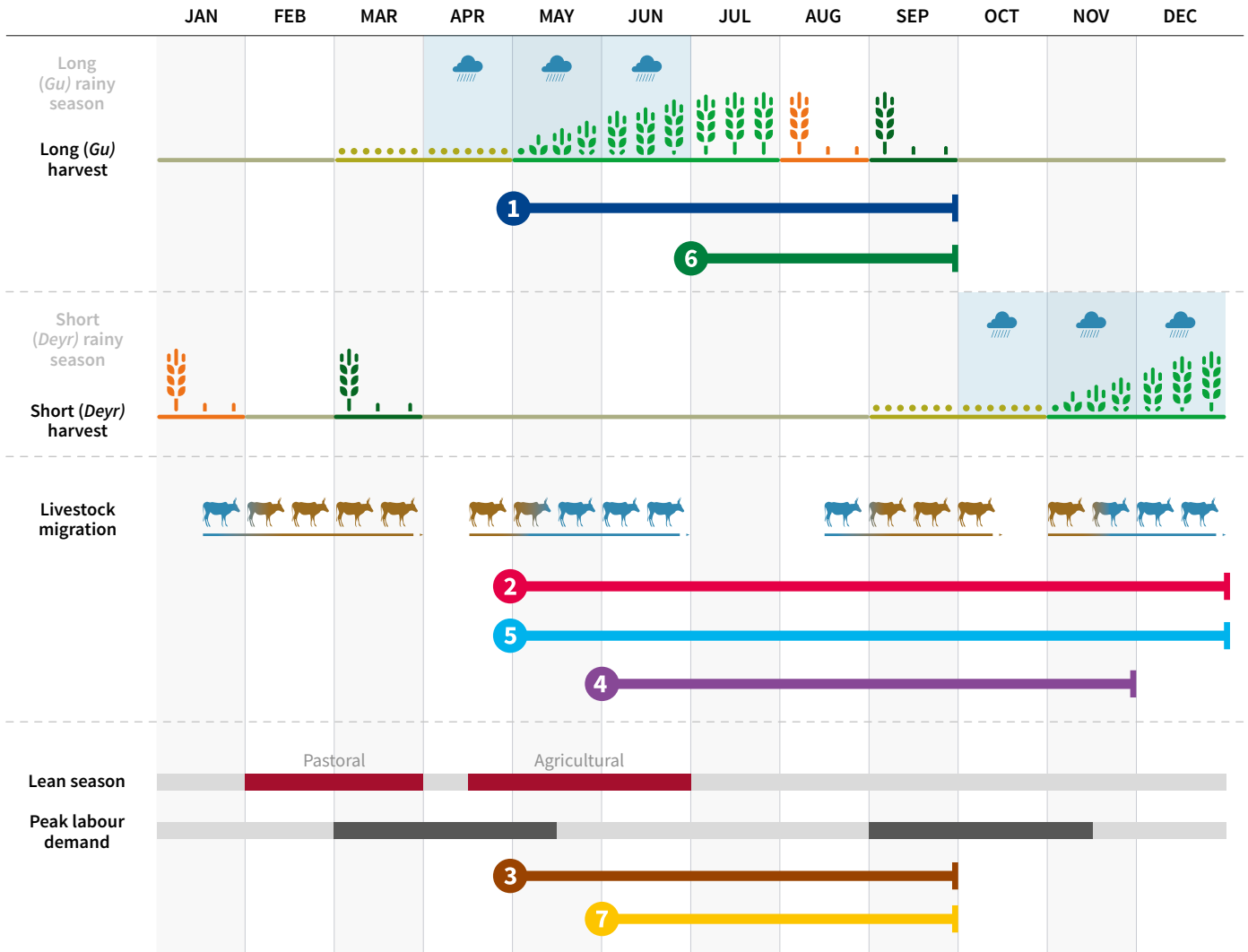
Water resource mapping: The Somalia Water and Land Information Management unit (SWALIM) is the specialized unit monitoring water availability, uptake, use, management and supply. Its role is essential for early warning, evidence for programming and monitoring. Its work on water resource mapping will be paramount during the drought response and therefore its operational capacity must remain optimal throughout the response. A national survey will be carried out to update the national database on the status of existing water sources and, at the same time, to map newly established sources, which is critical for informing humanitarian response programming. Using the updated database, key strategical water sources will be identified in consultation with relevant institutions to perform their monitoring on a weekly basis. Furthermore, SWALIM will establish a low-cost hydromet monitoring system to ensure that real time meteorological data is available.

Project monitoring

FAO has a robust Monitoring, Evaluation, Accountability and Learning system. It will be applied across the region under the coordination of the subregional office and the technical backstopping of headquarters. The standardized system is also sponsored partially through the Global Network against Food Crises.



Seasonal activities



LEGEND

- Land preparation
- Harvest
- Migration to dry-season grazing areas
- Planting and growing
- Off-season harvest
- Migration to wet-season grazing areas

- 1** Cash+ farming
- 2** Cash+ livestock
- 3** Cash+ fisheries
- 4** Animal destocking
- 5** Animal health and protective treatments
- 6** Water accessibility and unconditional cash transfers
- 7** Cash for work or unconditional cash transfers through a crisis modifier



Accountability

Accountability to Affected Populations (AAP) is central to FAO's programming. FAO's AAP approach facilitates improved engagement with community members and enhanced transparency due to strengthened two-way communication between the affected populations and FAO. The Organization uses different tools and mechanisms to implement AAP in the region.

In Ethiopia, participatory monitoring and evaluation is an integral component of the MEAL framework. The system fosters inclusiveness and transparency, and empowers communities by providing them with a channel to directly communicate and provide their feedback. There are AAP focal persons in all regions, whose contact details are publicized during beneficiary registration. In Somalia, FAO provides local communities with information on interventions through various means, such as radio broadcast messages, printed material and mobile technology (SMS and FAO's Call Centre). Affected populations are also provided with secure and confidential feedback systems to report any concerns they may have regarding their involvement in FAO interventions. FAO's hotline number is printed on all cash-based intervention vouchers to enable beneficiaries to submit their feedback and complaints on interventions. FAO's implementing partners are key to the successful implementation of the AAP approach and compliance with these commitments as they have direct access to targeted communities.

Across the region, FAO operations, including its cash and voucher interventions, are subject to a rigorous monitoring and evaluation, and risk management framework focused on measuring results and ensuring compliance with standards. In particular, the nature of FAO's operations in Somalia require additional measures including the regular deployment of field monitors, third-party monitors, regular reports by implementing partners, use of satellite imagery, photographic evidence with GPS and date stamping, phone-based surveys through FAO Call Centres, household surveys, use of biometric-based verification systems, and distribution of cash via mobile money.



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Operational capacity

Since 2012, FAO has embarked on an initiative to strengthen the decentralization process, aimed at bringing the Organization closer to its Members. This has entailed not only a more decentralized structure, but also a new management approach with increased delegation of authority and an environment that encourages staff creativity and initiative. Decentralization was part of a wider reform within FAO to enhance the Organization's role as a centre of excellence and better define its work programme and responsibilities in support of its mandate. The aim of FAO's decentralization strategy was to improve the effectiveness of the Organization's work at the country, subregional and regional levels.

The Office of Emergencies and Resilience, based in FAO headquarters, provides support to decentralized offices on a range of programming and operational matters, especially when Level 3 Emergency protocols are activated. Additionally, it provides guidance and augmenting capacities on outreach, advocacy and evidence for programming.

The Regional Office for Africa is based in Accra, Ghana. It is responsible for leading FAO's response to regional priorities for food security, agriculture and rural development through the identification, planning and implementation of FAO's priority activities in the region. It supports regional policy dialogue, capacity development and resource mobilization and facilitates the emergence of regional partnerships for food security, agriculture and rural development.

The Subregional Office for Eastern Africa is based in Addis Ababa, Ethiopia. It is a technical hub which supports eight countries in eastern Africa and has a core team of professionals with multi-disciplinary expertise. It is responsible for developing, promoting, overseeing and implementing agreed strategies for addressing subregional food security, nutrition, agriculture and rural development priorities. It encompasses the resilience team based in Nairobi that also provides coordination on regional issues as well as preparedness and surge capacities in time of crises (such as drought or desert locust).

Country Representations assist governments to develop policies, programmes and projects to achieve food security, reduce hunger and malnutrition, help develop the agricultural, fisheries and forestry sectors, and use their environmental and natural resources in a sustainable manner. In order to do so, Country

Representations have developed effective operational and programmatic capacities over time. Relevant to the drought response is the capacity for data analysis, a well-established procurement system with international experts (Ethiopia and Somalia) and national officers (Djibouti, Ethiopia, Kenya and Somalia), as well as the presence of international and national operations officers in each office. FAO has also scaled up expertise and systems on cash transfer modalities. The Organization has been implementing cash and voucher assistance in Somalia since 2010, having launched its flagship cash+ portfolio in 2017.

Cash+ is the preferred modality for rural households affected by shocks and crises where markets are functioning, as it provides immediate life-saving support (cash) while allowing farmers, pastoralists and fishers to protect their livelihoods and get back into production.

To ensure compliant, accountable and efficient delivery of cash and inputs in hard-to-reach areas, FAO has a developed and robust in-house management system to specifically respond to the challenges of operating in some of Somalia's hardest to reach locations. FAO prioritizes the delivery of cash through mobile money to ensure assistance reaches those who need it the most, safely and securely. FAO also provides 95 percent of its inputs through a well-established e-voucher system, connecting farmers to suppliers who can deliver appropriate, quality-controlled inputs to them at village level. FAO internal programming systems are robust and adaptable with capacity to take on large cash injections to allow programme teams to reach a considerable amount of people in need in times of crises.

FAO also implements cash+ and other cash-based interventions to scale in Ethiopia and Kenya, as demonstrated during the response to the desert locust upsurge.

Finally, FAO has established rigorous compliance systems and teams that analyse and monitor data from corporate systems, producing periodic reports that highlight good practices and identify areas that need attention.



Funding requirements

Activities (2022)	Djibouti		Ethiopia		Kenya		Somalia		Total per activity	
	Funding required (USD)	Number of households targeted	Funding required (USD)	Number of households targeted	Funding required (USD)	Number of households targeted	Funding required (USD)	Number of households targeted	Funding required (USD)	Number of households targeted
Cash+ farming	1 100 000	20 000	7 052 760	82 200	-	-	44 533 030	93 300	52 685 790	195 500
Cash+ livestock	1 300 000	Complementing animal destocking/ restocking for 30 000 households	26 984 272	273 480	16 677 600	149 112	10 412 249	14 200	55 374 121	436 792
Cash for assets: animal destocking/restocking	2 000 000	40 000	1 998 000	16 650	966 839	22 500	524 070	Complementing other packages (when conditions require)	5 488 909	79 150
Animal health (treatment and vaccination)	1 000 000	Benefitting agro/pastoral communities	6 328 800	Benefitting agro/pastoral communities	6 247 185	Benefitting agro/pastoral communities	5 338 582	Benefitting agro/pastoral communities	18 914 567	Benefitting agro/pastoral communities
Water accessibility and unconditional cash transfers, including water tracking and water point rehabilitation	2 400 000	Complementing animal destocking/ restocking for 30 000 households	10 048 050	124 050	1 066 413	30 000	2 968 221	Complementing other packages (when conditions require)	16 482 684	154 050
Cash for work or unconditional cash transfers through a crisis modifier (rehabilitation of key productive infrastructure)	2 200 000	Complementing cash+ livestock and farming interventions for up to 30 000 households	-	-	-	-	56 763 114	34 700	58 963 114	34 700
Cash+ fisheries	-	-	-	-	-	-	5 144 351	4 800	5 144 351	4 800
Information for action (including coordination)	-	-	250 000	-	-	-	5 700 241	-	5 950 241	-
Total funding requirement per country	10 000 000	60 000	52 661 882	496 380	24 958 037	201 612	131 383 857	147 000	219 003 777	904 992 (4.98 million people)

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Saving livelihoods saves lives

Contact

.....
FAO Representation in Djibouti
FAO-DJ@fao.org | @FAODjibouti
Djibouti, Djibouti

.....
FAO Representation in Ethiopia
FAO-ET@fao.org | fao.org/ethiopia | @FAOEthiopia
Addis Ababa, Ethiopia

.....
FAO Representation in Kenya
FAO-KE@fao.org | fao.org/kenya | @FAOKenya
Nairobi, Kenya

.....
FAO Representation in Somalia
FAO-SO@fao.org | @FAOSomalia
Mogadishu, Somalia

.....
Subregional Office for Eastern Africa
FAO-SFE@fao.org | fao.org/africa/eastern-africa | @FAOEastAfrica
Addis Ababa, Ethiopia

.....
Office of Emergencies and Resilience
OER-Director@fao.org | fao.org/emergencies | @FAOEmergencies
Rome, Italy

.....
Food and Agriculture Organization of the United Nations