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**DISASTER PREVENTION AND PREPAREDENESS BUREAU  
OF THE  
SOMALI REGIONAL STATE**

**EMERGENCY MULTISECTORAL RESPONSE PLAN  
FOR  
SEPTEMBER TO DECEMBER 2004**



# DISASTER PREVENTION AND PREPAREDNESS BUREAU OF THE SOMALI REGIONAL STATE

## Emergency Multisectoral Response Plan For September to December 2004

**The present situation in the Somali Regional State:** In some districts of the Somali Region, a humanitarian emergency is underway. Should there be a failure of the next *deyr* (short) rains, then much of the region is facing a humanitarian disaster. Humanitarian response is underway, but much agency and donor support is needed if the government is to be effective.

### 1. Introduction

The purpose of this document is to offer to all humanitarian agencies and donors a quick summary of the situation, humanitarian activities, resources presently available, and gaps that need to be filled in order to mount an effective response and planning in the Somali Region. Everyone has a role to play in assisting communities to get through what may be one of the worst droughts in recent history. This document is meant to expedite and coordinate humanitarian action, as well as mobilise resources in a way that is easily absorbable for interested agencies and donors.

Enclosed is a spreadsheet that offers this information in a simplified format by line bureaus, zone and sector. Regional line bureaus, UN, and NGOs were invited to participate. There will undoubtedly be a level of detail missing within the information format, but it is meant to be a fast reference for those who want to ask more detailed questions, later.<sup>1</sup>

This document has also taken the liberty of quoting freely from the Tufts University Report for USAID, June 2003: “*Risk and Vulnerability in Ethiopia: Learning from the Past, Responding to the Present, and Preparing for the Future.*” As an historical overview of disaster risk and vulnerability and an analysis of the 2002/3 crisis in Ethiopia, it is useful as a reference point and direction for the present emergency response activities. It is useful to remember that humanitarian response can be more than giving food and water and medicine; it can also help prevent future suffering through incorporating development strategies alongside its lifesaving activities to help address the structural causes of this suffering.

## WARNING AND VULNERABILITIES

### 2. Summary

Presently, there is heightened awareness and growing concern in the Somali Region that this is a “different drought year”. In fact, in humanitarian parlance it can be called a ***slow onset emergency that is growing quickly***. Due to the failure of the *gu* rains in May 2004, the prospect of a cumulative “moisture deficit” from several poor rainy seasons is expected to result in a lack of adequate pasturage and water for livestock in severely affected or “hotspot” districts of the region. Effectively, what should have been a three month dry period will now mean five months of hardship in the driest areas of the Somali Region. The next *deyr*

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<sup>1</sup> More detailed response and planning documents can be gotten directly from the relevant humanitarian actors or through coordinating bodies such as the DPP/FSB or OCHA.

(short) rains are expected to arrive in October/November (which provides 30% of the yearly water requirements).

Early warning alerts from the DPP/FSB/SC- UK from end of May into June 2004, signalled the failure of the important *gu* rains (which provides 60% of the water requirements for the region in the year). International agencies and the regional authorities on the ground talk of a developing humanitarian crisis if drought interventions are not implemented to protect assets of pastoralist communities in the region. Cumulative stresses over several poor rainy seasons has stretched or broken the abilities of pastoralists to cope with the present drought.

The DPPC led assessment of the *gu* rains and its impact was completed in mid- July.<sup>2</sup> It shows a generalised failure of the *gu* across almost all zones of the region with heaviest impact in the seven southern zones.<sup>3</sup> The report states that the *gu* rains across the region were poor and identifies approximately 1.4 million people in need of emergency food assistance for a duration of 4 - 5 months. This is up from last year's beneficiary figure of approximately 1 million people.

There was not enough rain in quantity and in duration for the regeneration of pasturage or for crop production to last through the long dry season. Grasses and water have dried up quickly. This is resulting in migrations of people and their livestock, as well as water shortages and strains on limited pasture/browse in areas that did receive rain.

***In short, food security prospects for the second half of the year in the seven southern zones of the Somali Region are marginal to poor.***

## PREPAREDNESS

### 3. Current Humanitarian Situation in the Horn of Africa

“A focus on the resilience and vulnerability of livelihoods systems is needed to improve the effectiveness of emergency preparedness, response and development strategies. Food aid alone has not been – and cannot be -- sufficient for combating the multi-faceted nature of the current emergency. Where the simultaneous collapses of livelihoods systems have led to losses of lives and distressing suffering, only multiple strategies of humanitarian and development interventions will address adequately such a complex web of vulnerabilities. Livelihood strategies in Ethiopia are becoming more diverse; response strategies need to be based on a sound understanding of these strategies so that appropriate, life-saving interventions can be devised and implemented. Emergency asset interventions are needed in order to halt the erosion and promote the restoration of productive assets (oxen, plows, breeding stock, etc.).” *Risk and Vulnerability in Ethiopia*, p. 7.

***This is not a normal drought year.*** At a meeting in Nairobi, Kenya, 10 August 2004, the Food Security and Analysis Unit (FSAU) presented its preliminary post-*gu* assessment findings on Somalia, Somaliland and Puntland which revealed an unusually serious situation affecting not only Somalia, but with implications for the Somali Regional State, as a whole.

FSAU said this period is part of a cycle of severe drought that occurs once every ten years in the Horn of Africa, but that this drought is a particularly severe one. After four years of poor rains, the usually robust social welfare net that the Somalis possess is starting to come apart.<sup>4</sup> Many businesses are closing because they can't afford to give credit due to the uncertainty of being repaid, many livestock owners are heavily

<sup>2</sup> See Annex B for highlights of the DPPC led Post-Gu Assessment Report.

<sup>3</sup> Only general recommendations for non-food assistance were made thus arguing for more complete sectoral assessments to be made to determine more complete and targeted non-food needs.

<sup>4</sup> Some Somalis are giving this drought nicknames such as, “*The Equaliser*” where those of wealthy status are being reduced to the lowest; or “*The Disorientation*” where people don't know where to go.

indebted years into the future, remittances from Somali relatives overseas are starting to dry up, distress migrations are happening, in the most affected “hotspots” of the areas they visited. These conditions are leading to an erosion of livelihood assets in the hardest hit areas of Sanaag, Sool, Galgaduud, Mudug, Bakol, Gedo, and parts of Lower and Middle Juba.<sup>5</sup>

A similar picture is happening in the Somali National State, but with some variations.

Although pastoralists and agro-pastoralists in the Somali Region have successfully coped with droughts in the past, what makes this year unique is the *cumulative impact* of successive seasons of poor rains. In addition, the following factors are serving to stretch coping strategies to the breaking point:

- government closure of the border between Somaliland/Somalia and Ethiopia,
- introduction of high taxes on imports of commodities,
- disruption of commercial cross border trade due to insecurity,
- restricted possibilities of migration due to lack of pasture and water because of several seasons of drought;
- the trade ban in the Arabic states on Somali livestock,
- the seasonal diminution of livestock export due to high seas at this time,
- insecurity and conflict in and out of Ethiopia causing displacements,
- the environmental degradation of traditional pasture areas as well as their shrinkage, and
- fluctuating exchange rates of the Somali shilling to the Ethiopian birr.

A joint DPP/FSB and SC-UK early warning flash alert on 31 May 2004 was the first official indication that trouble was brewing in the Somali Region for pastoralist and agro-pastoralist communities. A DPPC led post-*gu* assessment survey was performed at the end of June into mid-July 2004 over all nine zones. The purpose was to assess the performance of the *gu* rains and to determine needs. Subsequently, the DPPC Early Warning System issued their report endorsing the findings of the survey team.



Recognizing the magnitude of the impending humanitarian crisis in the region, the Office of the President called together the Regional Crises Management Committee (RCMC) in Jijiga on 18 August 2004 to discuss the situation and to plan and coordinate a humanitarian response. The meeting formed a Crisis Management Technical Committee (CMTC) with members drawn from the regional line bureaus (DPP/FSB, the state bureaus for water, health, agriculture and livestock, and education), as well as the PCDP<sup>6</sup>, along with concerned national and international NGOs and UN agencies in order to provide technical support for the preparation of this *Emergency Multisectoral Response Plan*.

<sup>5</sup> The FSAU assessment team were told by Somali elders in one affected area that up to 10 years ago they had predicted this would happen due to poor rangeland management and the proliferation of berkads where water never existed before. One Somali participant at the FSAU meeting described the present situation as “an environmental crisis precipitated by drought”.

<sup>6</sup> Pastoralist Community Development Project

On 25 August 2004, the RCMC called together representatives from each of the regional line bureaus, NGOs, and UN agencies to present their contingency plans and resource needs for the CMTC to draw together into this document.

### 3.1 The Present Situation in the Somali Region<sup>7</sup>

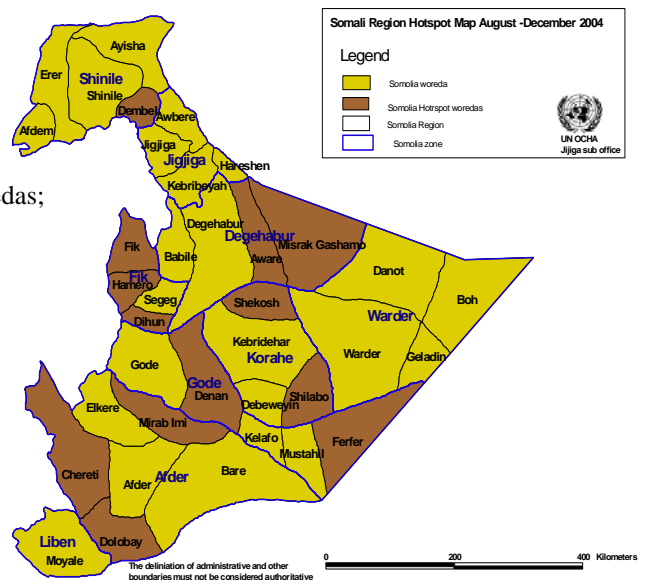
**What is happening in parts of the region is a slow onset emergency gaining momentum.**

The onset of the 2004 *gu* rains was 1 - 2 weeks early (first week of April) in the zones of Gode, Koraha, Warder, Liban and Afder and approximately on time in the other four zones.

The rains ceased in late April/early May, and were poor in distribution and insufficient in quantity for adequate pasture growth and crop production. However, agro-pastoral areas of Jijiga zones had close to normal rains and were better than last year in terms of pasture, but due to the absence of rains in May, long cycle crop prospects are poor.

A number of woredas had very poor *gu* rains and are therefore classified as hotspot areas that require particular attention during the coming five months from August. These woredas are scattered in all 9 zones of the Region. They are:

- **Liban Zone:** Dolo Ado woreda;
- **Afder Zone:** Dolo Bay, West Imi and Cherati woredas;
- **Gode Zone:** Danan, East Imi and Ferfer woredas;
- **Koraha Zone:** Sheykosh and Shilabo woreda;
- **Jijiga Zone:** Harshin woreda;
- **Shinile Zone:** Dembal woreda;
- **Degehabur Zone:** Gashamo and Aware woredas;
- **Warder Zone:** Galadi and Bokh woredas; and
- **Fiq Zone:** Duhun, Hamaro, and Fiq woredas



Many areas will face water shortages during the *hagaa* dry season with acute shortages already being reported at this time in several districts. Water sources (rivers, boreholes, berkads, wells and ponds) are either empty or near empty with many boreholes needing rehabilitation or maintenance.

Areas of chronic water shortages (Danan and Gudis in East Imi, Todo in Adale and Duhun, Hamaro, and Fiq woredas in Fiq Zone); as well as the berkad dependant areas (Shilabo, Gashamo, Aware, Harshin, Galadi and Bokh) are facing severe shortages and will require water tankering for at least the next three months until the next *deyr* rains (October and November).

Competition for scarce rangeland resources among pastoralists is increasing in those areas where patches of good rain have created in-migration from neighbouring areas.<sup>8</sup> Early depletion of pasture and water and

<sup>7</sup> The summary for this section draws upon the DPPC's report, "Impact of the 2004 Belg Harvest and the Gu Rain in the Pastoral Areas on Food Availability, August 2004.

<sup>8</sup> The situation is exacerbated by migrations of livestock from northern and central regions of Somalia and northern Kenya.

weakening of animal body conditions and production are expected with the lengthening of the present dry season. Environmental degradation due to several seasons of poor rain and depletion of pasturage is a serious concern where fodder and water are already scarce.

Although in August 2004, livestock conditions were close to normal in many areas of the region (with some exceptions in Ferfer, Dolo Ado, Dolo Bay and Gashamo woredas), the poor *gu* rains and the consequent extended dry season are creating serious concern among pastoralists who fear widespread die-offs of their herds. Already more and more deaths of sheep, goats, and cattle are being reported in critically affected districts due to lack of water and forage, as well as disease.

Crop production of long cycle crops (sorghum and maize) are expected to be poor to non-existent in crop producing areas along the Webi Shabelle, Ganale, Web and Dawa rivers and Fafen Valley in Koraha. In Jijiga and Shinile Zones prospects for long cycle crops are poor, but better for short cycle crops (wheat and barley). Overall, crop production is expected to be below normal in what is a predominantly pastoralist region. Thus, any production will be insignificant in affecting positively the food security situation for the vast majority of the people living in the region.

Although there are no unusual outbreaks of human diseases reported at this time, it is feared that with the deterioration in food security and the lack of plentiful and clean water that an increase in disease will happen.

Presently, there is a need for nutritional surveys in those areas of the region identified as critical. Surveys conducted in Fiq Zone in the last six months by SC-UK point to a serious nutritional status among the local populations.<sup>9</sup> Although there has been a steadily improving nutritional situation in Fiq and Shinille Zones, the nutritional status among communities is still serious. Any nutritional improvement was due to better rains in recent seasons and sustained humanitarian interventions. The situation is still fragile and could reverse itself should communities suffer another period of prolonged drought in these two zones.

Due to the complex of environmental, social, and political stressors in the region, the food security prospects for many households are poor. They will require food assistance from August until December 2004. The Government of Ethiopia has identified approximately 1.4 million people for food aid assistance from August until December in the Somali Region.

These people will also need assistance in health care, access to water and sanitation, and veterinary health services in order to protect the integrity of their assets, their livelihoods, and their communities. Emergency response and planning at this time must take into account the protection of assets and livelihoods and not just the delivery of conventional emergency services. Planning must also take into account the contingency that the humanitarian situation will only get worse due to a lengthening drought.

### 3.2 The Poor *Deyr* Scenario

***The present crisis develops into a humanitarian disaster across affected districts if the *deyr* rains are poor.***

On top of what is already a serious humanitarian situation is the prospect of a possible failure of the next *deyr* rains in October and November. ***Should this happen then what is already a humanitarian emergency in some districts will become a humanitarian disaster across affected districts due to massive die-off of livestock and other consequences of impoverishment.***

This document does not go into extensive detail on the possible failure or poor performance of the *deyr* rains. It will be taken into consideration in the next contingency plan which will deal at length on different scenarios and responses.

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<sup>9</sup> Fiq Zone: GAM of 12.5% and SAM of 0.8%. Gode woreda by SC-US: GAM of 21.4%. Shinile woreda by SC-UK: GAM of 7 – 8 %).

Yet, for now it can be noted that within the poor *deyr* scenario are the middle-case scenario and the worst-case scenario:

- The middle case scenario considers the possibility of receiving **late *deyr* rains** in November or December 2004.
- The worst case scenario assumes the **complete failure of the *deyr* rains** throughout the zones under consideration up to April 2005.

The problem is that the *deyr* rainy season is immediately followed by the long dry season known as the *jilaal* which extends to early April at which time the *gu* rains should begin. Should the *deyr* rains be poor, then communities and livestock already stressed by an already extended *hagaa* dry season will face another four to five months of dryness until next April.

Needless to say, with coping abilities already stretched or broken, the consequences will be catastrophic for many pastoralists depending upon rains to replenish already degraded and empty rangelands. Once their livestock begin to die off or are sold at give away prices, then the cycle of destitution and suffering can spiral into starvation and disease.

Even if the *deyr* rains arrive on time and are normal, livelihoods for the majority of pastoralists and agro-pastoralists in the region will be precarious due to the cumulative nature of the stressors mentioned earlier. The humanitarian crisis at this time will merely be postponed until a future date. In that case, adequate contingency planning should go hand-in-hand with development oriented activities that strengthen and diversify the coping strategies of drought affected communities.

## RESPONSE

### 4.1 Emergency Response and Lessons Learned.

At this point, it is instructive to reflect upon lessons learned from past disasters in Ethiopia according to the Tufts University Report:

- “Too many livestock were left to die in the pastoralist regions without sufficient emergency interventions to either save or slaughter them; too many children lost access to milk and meat as a result;
- Too many children have not been vaccinated against preventable childhood diseases; they are now vulnerable to the deadly combinations of malnutrition and diseases like measles;
- Too many men and women who left their failed farms to seek wage labour in towns found no work in the private sector, and too few public programs filled the gap with cash-for-work opportunities; families have gone without food, water and health care as a result;
- Too many women and girls, facing destitution from asset losses, have moved to towns to make a living in the commercial sex worker industry; the associated loss of dignity and exposure to diseases such as HIV/AIDS are unacceptable;
- Too many people have had to resort to the destructive practices of cutting firewood and preparing charcoal, while farmers have turned to tilling ever more fragile lands; Ethiopia risks going the route of North Korea as a land scarred by widespread and permanent environmental devastation;
- Too many people reside beyond the reach of even a rudimentary health care system; combined with the prevalence of malnutrition, they are highly vulnerable to the assaults of endemic malaria, acute respiratory infections and diarrhoea; lastly,
- Too many farmers and pastoralists, discouraged by the continued collapse of their respective coffee and livestock markets, have turned to the production *chat*, while its consumption has become more widespread across urban and rural populations alike; we have witnessed in both neighbouring Somalia and in distant Afghanistan and Colombia how humanitarian crises and conflict can lead to sharp increases in narcotic activities, with related security implications for local and international communities.” *Risk and Vulnerability in Ethiopia*, p. 9.

## 4.2 Sectoral Activities

This section will outline the response and planned sectoral activities to cover the period from September through December 2004, keeping in mind that the situation could worsen into the next year. Please note that this document outlines the main activities and plans of the regional line bureaus who with significant technical support of UNICEF will take the lead in the humanitarian response in the region. NGOs – both local and international – and the UN agencies are also significant players in supporting the bureaus and/or in implementing their own activities. They will be mentioned when appropriate, but especially in the spreadsheet which describes activities, needs, resources, and gaps.

As more information is received and activities are planned and implemented, then this document will be revised accordingly. Accuracy and detail will depend upon the quantity and quality of the information given by all agencies.

### 4.2.1 Food Assistance

Out of an estimated population of 4 million people in the Somali Region, **1,397,664 including 72,895 IDPs** were identified in the August 2004 updated UN/GoE appeal to receive food aid for the period of August through December 2004. A further 285,845 people will bear close monitoring. (This requirement does not factor in the undefined number of pastoralists involved in distress migrations and other unidentified displaced persons.) Requirements of food amount to **26, 520.6 MT/monthly from August** through December 2004.

The regional DPP/FSB will provide food to the affected population through its existing structure in partnership with the federal DPPC and WFP. The DPP/FSB has already made requests from the DPPC for August's food requirements to be delivered to the region.

### 4.2.2 Water

Presently, water is the most critical need in the Somali Region. As a result, the regional Bureau for Water Resources Development will need to be well supported in their activities in addressing water shortages in the most affected districts of the region, and in ensuring that water resources are developed and current water points maintained and rehabilitated as quickly as possible..

“The GoE and donors should increase focus on natural resource conservation and watershed management as emergency issues. The woreda system of administration provides an ideal mechanism for the implementation of accurate hydrological surveys of the local topography, water catchments areas and ecosystems with a view to the design and implementation of appropriate conservation measures (e.g., micro dams, water run-off catchments, bunding, terracing, afforestation, etc.) The current water harvesting campaign -- though well intentioned – may not be adequately designed for long-term sustainability.” *Risk and Vulnerability in Ethiopia, p. 20.*

**748,000 people are currently in need of emergency water distribution** starting from July/August 2004 until the next rains in October/November 2004. People are facing critical water shortages and the regional DPP/FSB will implement plans on water tankering in the following critical districts:

- **Shinile Zone:** Aysha, Afdem, and Dembal woredas.
- **Jijiga Zone:** Kebribeyah and Harshin woredas.
- **Gode Zone:** Denan, East Emi, and Adadle woredas.
- **Fiq Zone:** Hamaro, Duhun, Gerbo, and Segeg woredas.
- **Degehabur Zone:** Aware, Degehabur, and Gashamo woredas.
- **Warder Zone:** Galadi, Bokh, and Warder woredas.
- **Korahe Zone:** Shilabo, Sheykosh, Kebredehar, and Doboweyn woredas.
- **Liban Zone:** Dolo Ado, Filtu, and Moyale.
- **Afder Zone:** Dolo Bay, Cherati, Hargale, Gorobaqaqsa, and Guradhamola.

Humanitarian agencies involved in water tankering will implement these activities in coordination with the DPP/FSB.

The regional water bureau is presently seeking resources to address the following issues:

- bulk purchases of spare parts;
- maintenance of non-functioning water points;
- construction of traditional hand dug wells in priority areas;
- temporary installation of new water schemes;
- purchase of pumps and accessories;
- purchase of pipes and fittings;
- water tankering;
- provision of fuel;
- emergency borehole drilling;
- dispatch of operation and maintenance teams;
- community mobilization and training; and
- purchase of surface pumps.

#### **4.2.3 Non – food items**

Alongside water tankering there will need to be plastic water reservoirs of 10,000 litre capacities at 38 distribution points for 486,600 beneficiaries. 87,500 families will be provided with plastic 10 litre capacity jericans by the DPP/FSB.

Due to costs and problems in the past of transporting Rotatanks, the DPP/FSB would like to procure 38 units of 5000 litre plastic water bladders. These water reservoirs at distribution points will be selected by the regional DPP/FSB in close cooperation with UNICEF, the regional Bureau for Water Resources Development and other NGOs.

Other non-food items considered in the contingency plan will be distributed through DPP/FSB and NGOs working in the districts. However, funds are required for their acquisition from local markets in Addis Ababa, and coordination of logistics for onward dispatch to final destinations for distribution will be needed.

If the emergency situation intensifies, then there will be an increased movement of people and large numbers of displaced people within the region or across the border. If this happens, then there will be a significant number of people - mostly women and children - who will be vulnerable due to lack of shelter, cooking utensils, and sanitation facilities. They will require shelter materials, household utensils, and soap.

#### **4.2.4 Health and Nutrition**

“Overall, a stronger commitment by government to addressing emergency public health crisis is important so that in future disasters the health response to emergencies can match the robustness that currently only characterizes the food aid response processes.” *Risk and Vulnerability in Ethiopia, p. 192.*

The Regional Health Bureau (RHB) will be the lead agency responsible for monitoring the health of people in the Somali Region. At this time there are no reported serious human disease outbreaks. However, this could change as the current drought extends to October and, perhaps, beyond. In that case, the region will be faced with the very serious possibility of increased hunger, sickness, and death among vulnerable populations due to clustering of people in restricted areas, poor sanitation, lack of water, and through communicable diseases.

The RHB is proposing the establishment of mobile health teams in pastoral and agro-pastoral areas hard hit by the drought. This will involve not only the delivery of primary health care services, but with replication in other districts should the present humanitarian crisis worsen with the failure of the *deyr* rains.

Specific objectives of the health bureau’s plan are:

- to conduct health outreach activities to sick communities in drought affected areas;

- to raise awareness on preventative and control measures of diseases among communities;
- to conduct nutritional assessments for under 5's in target districts;
- to initiate EPI services in those zones with capacities to do so;
- to strengthen the Integrated Disease Surveillance and Response activities including AFP and measles based surveillance; and
- to ensure the correct supply and distribution of free essential drugs in selected districts.

In order to meet these objectives the following activities are proposed:

- establishment of a coordination committee at the RHB;
- selection and training of zonal coordinators and mobile teams;
- distribution and supply of available emergency drug stocks and other medical supplies free of charge;
- involve local communities in the management of their health units;
- case investigations and treatments;
- providing integrated health education;
- strengthen the routine EPI in all zones;
- coordinate with other sectoral relief activities (i.e. food, water, etc.);
- conduct epidemiological surveillance and respond to outbreaks; and
- regularly supervise, monitor and evaluate activities.

“Nutrition in emergencies needs a number of committed champions within key Ethiopian institutions. As the current focal point for nutrition in emergencies, it is essential that the work of the DPPC/ENCU is fully supported and not undermined.” *Risk and Vulnerability in Ethiopia, p. 17.*

The DPPB/ENCU will monitor the nutritional status of communities in the region. Currently, a series of nutrition surveillance activities are under way in Warder, Degehabur, Shinile, Fiq, and Gode Zones. Further surveillance is planned for the most critically affected districts of:

- **In Liban and Afdar Zones:** Dolo Ado. and Dolo Bay.
- **Gode Zone:** Ferfer, Danan, and East Emi.
- **Afdar Zone:** Cherati.
- **Korahe Zone:** Shilabo, Sheykosh, and Kebredehar
- **Warder Zone:** Galadi and Bokh.
- **Degehabur Zone:** Aware.

The DPPB/ENCU is planning to undertake these surveys jointly with the local and international NGOs, and with the assistance of UNICEF, WFP, and the Regional Health Bureau.

According to the nutritional survey results, supplementary feeding centres (14 SFCs) and therapeutic feeding centres (8 TFCs) will be implemented in the most affected areas. In order to implement these centres, then **supplementary blended food will be needed** (Unimix/CSB/Famix - 669 MT, F-75 - 2 MT, F-100 - 21 MT, and vegetable oil - 61 MT).

#### **4.2.5 Livestock Health**

In 2003, the livestock population was estimated at over 24 million head supporting 80% of the people living in the Somali Region.

Weakening of the physical condition and concentration of animals at water points makes them susceptible to diseases such as pasteurellosis, helminthiasis, ticks and ticks-borne diseases. Large numbers of livestock will be vulnerable if preventative measures are not taken at this time.

If the *deyr* rains are poor, then there will be a complete lack of pasture/browse and serious water shortage in the currently affected zones. This will further deteriorate the livestock condition and result in disease outbreaks causing sickness and death among herds.

The regional Bureau for Livestock and Agriculture are planning to deliver veterinary health services and to provide seeds and agricultural tools to affected communities in each of the zones of the Somali Region.

Already, several local and international NGOs are planning to take action in critically affected districts to minimize livestock deaths through providing fodder, water, veterinary health services, and initiating destocking campaigns. Yet, the Somali Region is vast and agencies are relatively few and scattered and will need much support from government and donors in order to implement the needed interventions.

In an attempt to mainstream development interventions alongside the present emergency response and contingency planning, some of the following activities have been suggested by the Tufts University Report and should be seriously considered by government, agencies, and donors:

- improved early warning system development
- animal health services, including disease surveillance
- public works to mitigate the effect of drought (cash-for-work, pasture development, ponds, borehole repair)
- conflict mitigation
- emergency off-take, slaughter and fresh meat distributions to vulnerable households
- transport subsidies to traders to increase off-take and improve household income
- grazing reserve management
- livestock feed and water provision to preserve a viable core of breeding (and milking) stock
- restocking

#### **4.2.6 Education**

The regional Bureau of Education has identified the following problems during this drought period.

- decreased school attendance rates in rural and urban areas;
- increased drop out rates;
- migration of teachers from their place of assignment; and
- disruption to the normal school year's curricula.

There are already reports being received of children dropping out of school and teachers having to abandon their communities in order to cope with the current and worsening drought.

In order to mitigate these effects, the education bureau is looking for resources to implement the following activities:

- construction of temporary learning centres and alternative basic education centres (ABE);
- construction of low cost water reservoirs and provision of Roto water tanks;
- rehabilitation of primary schools;
- purchase and distribution of furniture and educational materials;
- production and distribution of textbooks;
- procurement of teaching aid kits;
- expansion of feeding centres and provision of BP-5 biscuits;
- training of mobile teachers and ABE facilitators; and
- assessment, monitoring, and evaluation activities.

Should the situation deteriorate dramatically with the failure of the *deyr* rains, then intensified efforts will be needed to keep teachers and children – especially girls – in school.

#### **4.2.7 Protection**

A consequence of extended drought is the competition for scarce resources for livestock and humans. The potential for conflict among people is therefore high. The regional government will need to take the lead in consulting with communities to ensure security for property and life, and in the prevention and resolution

of conflicts. Local and international agencies can play a supportive role in facilitating conflict prevention and resolution activities.

#### **4.2.8 Coordination**

The RCMC will hold coordination meetings in Jijiga on a regular basis to discuss policy and operational issues and take actions on matters that affect humanitarian operations. Minutes of the RCMC will be recorded and shared with key stakeholders including the United Nations Country Team in Addis Ababa.

In addition, the DPP/FSB will conduct monthly regional Coordination Meetings, and oversee the convening of sectoral meetings when necessary.

The regional DPP/FSB will need support towards the establishment of similar coordination meetings at zonal and woreda levels. However, due to the present decentralisation process in the region, the bureau has its hands full. Human and material resources are also lacking to complete the decentralisation. In the interim, support from agencies and donors in providing assistance will be needed until zonal and woreda level administrations are fully functioning.

In addition, a major impediment to the effectiveness of the regional authorities in leading a humanitarian response is the weakness in collecting, reporting, and distributing information related to humanitarian activities. Lack of basic communication infrastructure such as phones and fax machines, computers, software, and the necessary abilities to use these tools is low or non-existent in many bureaus. This and other capacity issues need to be addressed in order for the government authorities responsible for early warning and response to play an effective role in initiating humanitarian action.

To this end the UN Office for the Coordination of Humanitarian Affairs (OCHA) was invited to set up a field coordination office in Jijiga by the regional DPP/FSB. On 5 July 2004, an OCHA office was setup in the UNHCR compound in Jijiga, and it is now working in partnership with the DPP/FSB to facilitate coordination activities and to strengthen their capacities in responding to humanitarian issues.

Currently, OCHA is facilitating an assessment of DPP/FSB's coordination and information capacities and needs at the regional level. Recommendations on a strategy of capacity building (e.g. material inputs, training, planning, etc) will be drafted and expedited according to the abilities of the department to absorb and implement the plan.

#### **4.2.10 Conditions for Effective Humanitarian Action**

In order for humanitarian agencies and the regional authorities to mount an effective emergency, the following conditions will need to be present:

- Timely and adequate political, budgetary, material and logistical from the relevant regional and federal authorities.
- All regional bureaus implement their emergency response and contingency plans in coordination with the DPP/FSB and other relevant humanitarian actors.
- Quick disbursing emergency funding is available from donors.
- Safe humanitarian access is available to most affected districts.
- DPP/FSB obtains the necessary technical and human resources to coordinate humanitarian activities.
- Beneficiary figures are accurate, the most vulnerable are targeted, and relief supplies and services delivered with proper monitoring of activities.
- UN, NGOs, and the government are flexible and creative in their responses to avoid inappropriate interventions leading to long-term dependencies and undermining of effective livelihood strategies.
- All humanitarian actors observe internationally accepted humanitarian principles.<sup>10</sup>

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<sup>10</sup> These can be obtained from the OCHA office.

The proposed interventions contained in this *Emergency Multisectoral Response Plan* will be mainly executed and coordinated by the regional DPP/FSB of the Somali region. This will be done in close cooperation with key stakeholders including the appropriate line bureaus, UN agencies, NGOs, and donors.

“In major urban areas, towns and villages, the momentum of emburdenment will increase the overall size of Ethiopia’s poorest populations. The effects of the current emergency will generate a class of newly destitute that will join the ranks of the existing destitute populations. Children and women will be among the first affected as households dissolve because they have the weakest entitlements to household and community resources. The newly destitute will include not only disposed pastoralists...but also farmers displaced from their livelihoods because of successive crop failures and related debt burdens, resettled populations unable to establish viable livelihoods in their areas of resettlement, and increasing numbers of wage labourers competing for a diminishing number of jobs. Processes of administrative decentralization will continue, although the effectiveness of regions and woredas on the periphery will be compromised by a lack of capacity, resources, staff turnover, etc.” *Risk and Vulnerability in Ethiopia, p. 14.*

## THE FUTURE: RISK MANAGEMENT OR PERPETUAL CRISIS?

### 6. The Development Challenge

Should the *deyr* rains arrive on time and in normal quantities, there is no room for complacency. One or two good rainy seasons will not solve the pastoralists’ problems of how to cope with present and future shocks. Cumulative challenges need to be addressed through integrated, multi-sectoral activities that offer options and resources for an increasingly difficult way of life in arid and semi-arid lands.

Even if humanitarian needs are met, then what?

“The saving of livelihoods needs to be recognized as being as important as saving human lives in emergencies. In Ethiopia, nowhere is this more apparent than among the pastoral populations who faced large-scale livestock losses that directly translated into human malnutrition, morbidity and mortality. Emergency livelihoods intervention strategies are needed in order to enable immediate survival as well as to promote disaster recovery. Livelihoods interventions must be based on an analysis and understanding of the characteristics and dynamics of local context specific livelihoods systems. Livelihood intervention strategies need to be oriented towards supporting the range of household assets as well as to the diverse policies, institutions and processes that impact disaster affected populations. Examples of asset interventions include the following:

**Human Assets:** Food aid, nutrition, health, training (vocational, administrative, humanitarian response and principles), conflict resolution; meat distributions

**Financial Assets:** Cash grants; cash loans; Cash for work; EGS; R2D; FFW; traditional loan and credit mechanisms; local purchase of commodities (e.g. sweet potatoes in SNNPR, livestock *Risk and Vulnerability in Ethiopia* in pastoral communities); cash/other forms of debt relief/rescheduling; lifting of livestock export ban; livestock off-taking; livestock marketing transport subsidies; local monetization.

**Physical Assets:** seeds, livestock restocking (agriculturalists, pastoralists), emergency water points; community based animal health care; livestock disease surveillance; grain banks; grain storage; supplemental livestock feeds; tools

**Natural Assets:** pasture recovery; afforestation; watershed management; erosion control; nurseries; fisheries

**Social Assets:** women’s livestock marketing associations; woreda administration capacity building; local NGOs, institutions, churches and mosques; traditional safety nets; technical exchanges among organizations. Diversification of livelihood strategies is greatly needed in order to enhance survival and build resilience.” *Risk and Vulnerability in Ethiopia, p 20.*

There are two core challenges facing the regional authorities and humanitarian agencies in the region:

1. Responding to the present humanitarian crisis (and a possible disaster in the coming months); and
2. Responding in a way that is not merely reactive, but that is also strategic and pro-active in its vision of alternative responses for the development of the region to help prevent or mitigate future crises.

“The challenge to government and the entire humanitarian community is to learn from the past, respond to the present and prepare for the future.” *Risk and Vulnerability in Ethiopia, p. 9.*

**END**

**ANNEX A**

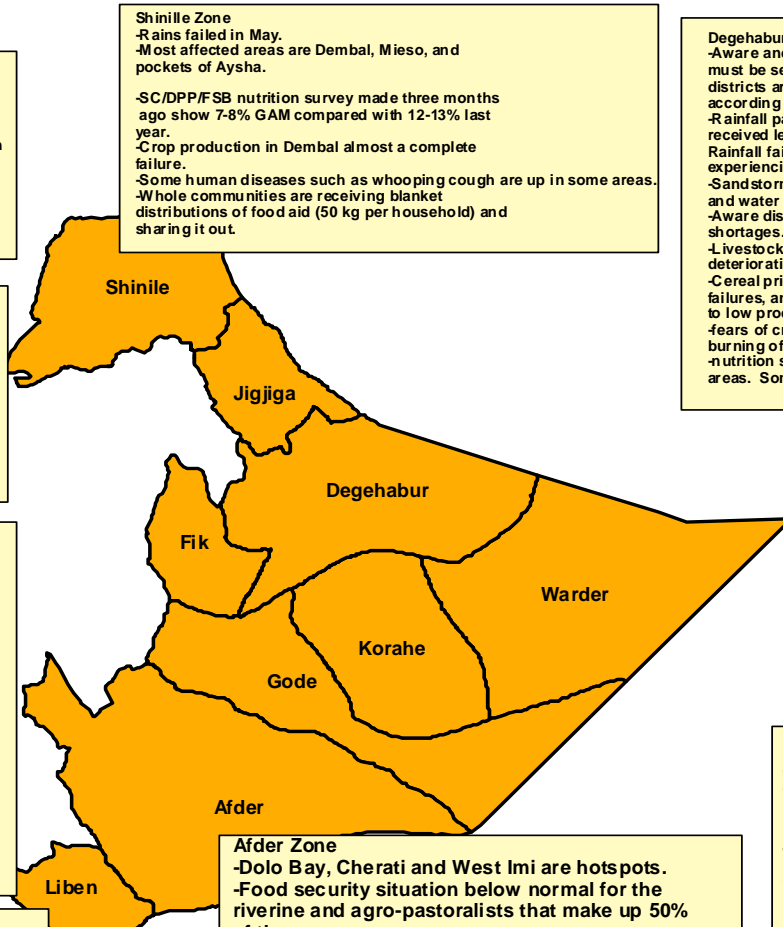
**Basic Facts**

Number of zones.....	9
Number of woredas.....	51
Projected rural population for mid 2004.....	4,113,580
Estimated needy population (July – Dec 2004).....	1,397,664
Needy population as percent of rural population.....	34%

OCHA summary of the DPPC led Post-Gu Assessment Mission as of 25 July 2004



UN OCHA  
Jijiga sub office



**Jijiga Zone**  
 - fear of crop failures, especially of long cycle crops  
 -short cycle crops (wheat and barley) can be harvested  
 -Rainfall poor in May.  
 -Water shortage a problem in Hartishiek and Kebribeyah  
 -Pastures were poor all over the zone, Pastures can be sustained for next two months if no heavy in-migration.  
 - but livestock production is below normal.  
 -Chat performance reported to be below normal.

**Shinile Zone**  
 -Rains failed in May.  
 -Most affected areas are Dembal, Mieso, and pockets of Aysha.  
 -SC/DPP/FSB nutrition survey made three months ago show 7-8% GAM compared with 12-13% last year.  
 -Crop production in Dembal almost a complete failure.  
 -Some human diseases such as whooping cough are up in some areas.  
 -Whole communities are receiving blanket distributions of food aid (50 kg per household) and sharing it out.

**Degehabur Zone**  
 -Awele and Gashamo districts are hotspots, but must be seen in the context of other districts around it which are only marginally better according to SCU/K.  
 -Rainfall pattern similar to Jijiga, but the zone received less than Shinille and Jijiga.  
 Rainfall failed in May with some areas only experiencing one day of rain.  
 -Sand storms in Gashamo area have buried grasses and water storage tanks (Birkas).  
 -Awele district is also experiencing severe water shortages.  
 -Livestock condition is below normal and deteriorating.  
 -Cereal prices are higher than normal due to crop failures, and milk prices are higher due to low production.  
 -fears of cross border trade closure due to recent burning of Somali land trucks.  
 -nutrition survey needs to be done in most affected areas. Some malnutrition reported in IDP camps.

**Korahé Zone**  
 -Same rainfall pattern as in Gode with only 2-3 days of rain in four Woredas.  
 -Food security situation in most parts of Korahé Zone is "below normal".  
 -due to less calving in camels there is less milk; milk prices are consequently high.  
 -Shilabo and Sheykosh will have no crop production.  
 -Pastures are not good, but better than last year.  
 -Tankering is suggested for Shilabo.

**Warder Zone**  
 -Increased migration to pasture lands in Danot and Dolo.  
 -Potential for conflict higher in some areas where resources diminish.  
 -the indigenous nugul species of cattle which has failed to recover from the last jilaal season.  
 -There was malnutrition reported in some areas nutritional surveys need to be done.  
 -Reports of malaria, respiratory diseases, and some tuberculosis.  
 -There are 3,400 drought induced IDPs in Danot

**Fiq Zone**  
 -chronic water problems, five Woredas are experiencing acute shortages  
 -Emergency water tankering will be needed in these Woredas.  
 Livestock production is below normal and physical conditions are poor  
 -Milk production is poor.  
 -No crops are expected to be harvested.  
 -Malnutrition is 12.4% in Fiq and Hamaro districts and 12.7% in Duhun, Gerbo, and Segeg districts.  
 -Increasing cases of diarrhoea, pneumonia and malaria in many parts of the zone.  
 -Shortage of essential drugs and health facilities is causing high child mortality  
 -Prices of cereals and imported commodities are high

**Gode Zone**  
 -East Emi, Denan, and Ferfer are hotspots with water and pasture shortages  
 Rains were erratic and sporadic, overall rains were below normal.  
 There was some flooding in Mustahil and Kelafo along the Shebelle River which resulted in crop losses  
 Sorghum and maize not doing well with heavy winds affecting pollination, as well as heavy weeds and insect infestation. Maximum of 20% yield  
 -In East Emi, Denan, and Adadle there is expected to be no crop production.  
 -There is migration in from Somalia into Ferfer, Dolo Bay and Mustahil. This will put pressure on grazing areas, By mid-August pastures will be exhausted

**Liben Zone**  
 -First time there has been water shortage in Dolo Ado in many years.  
 -Migration coming in from Somalia  
 -Water rationing is going on in Filtu and Moyale water tankering available by the regional DPP/FSB.  
 -Migration in from Kenya and Somalia into Moyale and Filtu are straining water and pasture resources.  
 -Livestock condition is poor in Dolo Ado  
 -No crop production is expected in the zone.  
 -High food prices and decreasing prices on livestock.  
 -Signs of malnutrition in children. PCAE is doing a nutrition survey

**Afder Zone**  
 -Dolo Bay, Cherati and West Imi are hotspots.  
 -Food security situation below normal for the riverine and agro-pastoralists that make up 50% of the zone  
 -Crop failures and "skyrocketing" food prices in the entire zone.  
 -Scarcity of pasture and browse in most parts of the zone due to overall poor rains resulting in external and internal migrations.  
 -outbreak dysentery which has been treated by MSF/B.  
 Livestock prices are deteriorating expected to decrease dramatically during this haggaa season.  
 -Food aid is arriving, but not targeted. Some riverine villages not receiving food aid for past six months.

The delineation of administrative and other boundaries must not be considered authoritative

## OCHA summary of the DPPC led Post-Gu Assessment Mission as of 25 July 2004:

### Shinille Zone

- Rains were on time and good for 2-3 weeks in April and then failed in May.
- **Most affected areas are Dembal, Mieso, and pockets of Aysha.**
- Gradual and steady improvement since last *karaan* rains.
- Cattle now giving birth which is improvement from previous years, although herd stocks still low. Sheep and goats also reported to be reproducing.
- SC/DPP/FSB nutrition survey made three months ago show 7-8% GAM compared with 12-13% last year.
- Livestock appear normal, but production is down.
- No disease outbreaks.
- Crop production in Dembal almost a complete failure.
- Some human diseases such as whooping cough are up in some areas.
- Whole communities are receiving blanket distributions of food aid (50 kg per household) and sharing it out.

### Jijiga Zone

- Agro-pastoralists account for 90% of the inhabitants with Babile, Gursum, and Jijiga being the biggest production centres. There were **no identified hotspots**, but there is a fear of crop failures, especially of long cycle crops (sorghum and maize).
- Crops appear to be small and wilting. However, if *karaan* rains continue, then short cycle crops (wheat and barley) can be harvested with possibility of commercial sale and recouping of some of their losses.
- Rainfall was on time, but poor in May.
- Harshin is most affected area.
- Water shortage not yet a problem except in Hartishiek and Kebribeyah where local communities depend upon UNHCR water tankering to the refugee camps. (Hartishiek camp was closed in the past two weeks.)
- Pastures were poor all over the zone, but in Babile and Gursum they are better than last year. Pastures can be sustained for next two months if no heavy in-migration.
- Livestock appear physically fine, but livestock production is below normal.
- No disease outbreak reported.
- Chat performance reported to be below normal.

### Degehabur Zone

- **Aware and Gashamo districts are hotspots**, but must be seen in the context of other districts around it which are only marginally better according to SC/UK.
- Rainfall pattern similar to Jijiga, but the zone received less than Shinille and Jijiga. Rainfall started on time, but failed in May with some areas only experiencing one day of rain.
- Sandstorms in Gashamo area have buried grasses and water storage tanks (Birkas).
- Aware district is also experiencing severe water shortages.
- Livestock condition is below normal and deteriorating.
- Cereal prices are higher than normal due to crop failures, and milk prices are higher due to low production.
- Imported food items are near normal, but there are fears of cross border trade closure due to recent burning of Somaliland trucks.
- No disease outbreaks reported in humans or animals, but a nutrition survey needs to be done in most affected areas. Some malnutrition reported in IDP camps.

### Warder Zone

- **Galadi and Bokh are hotspots.**
- 90% of the people in Warder Zone are pastoralists and dependent upon their livestock. If livestock conditions deteriorate, then they will be in need of relief aid.
- In the western districts of Danot and Warder the rains were good for pasture and water availability. This has caused increased migration to pasture lands in Danot and Dolo.

- Herders from Somalia (Geladi, Addado, Abudwaak), from Degebour Zone (Gashamo), Korahe (Nusdariqa) are putting pressures upon available resources. (Potential for conflict is consequently higher in some areas where resources diminish.)
- Congestion in areas of Danot, Dolo, and Dhudub and Bahdo areas of Galadi are reported. Although livestock conditions and production have improved due to the *Gu* rains there is expected to be a deterioration into the dry season. The exception to this is the indigenous *nugul* species of cattle which has failed to recover from the last *jilaal* season.
- There was malnutrition reported in some areas and nutritional surveys need to be done. Reports of malaria, respiratory diseases, and some tuberculosis.
- There are 3,400 drought induced IDPs in Danot who were displaced because of 2000/2001 drought are in “very bad conditions” needing assistance.

#### **Korahe Zone**

- **Shilabo and Sheykosh are hotspots.**
- Same rainfall pattern as in Gode with only 2-3 days of rain in four Woredas. Shilabo had only one day of rain and is experiencing severe drought. In other two Woredas there were 3-4 days of rain.
- Food security situation in most parts of Korahe Zone is “below normal”.
- Livestock condition is normal, but due to less calving in camels there is less milk; milk prices are consequently high.
- SC - UK report that 50% of the area in Fafen valley was planted, and there were some pest problems, but overall the situation there is “not too bad”.
- One piece of good news: in Doboweyn and Kabri Dehar there will be 40-50% crop harvest where previously it was expected that there would be a failure.
- Shilabo and Sheykosh will have no crop production.
- Pastures are not good, but better than last year.
- Tankering is suggested for Shilabo.

#### **Gode Zone**

- **East Emi, Denan, and Ferfer are hotspots** with water and pasture shortages.
- Rains were two weeks ahead of time (April 1 as compared with April 15 last year), tapering off with last good rain on April 28.
- Rains were erratic and sporadic. In four woredas rains were received on average from 3-6 days. Other three woredas had 1-2 days of rain on average.
- Gode, Kelafo, Mustahil, and Adadle experienced close to average rainfall, but overall rains were below normal.
- There was some flooding in April and early May in Mustahil and Kelafo along the Shebelle River which resulted in crop losses and a four week late replanting.
- Sorghum and maize not doing well with heavy winds affecting pollination, as well as heavy weeks and insect infestation. Maximum of 20% yield expected in late July or August.
- In West Gode an irrigation project services 5000 settled farmers and there is expected to be good crop production with a surplus of up to 10,000 quintals, which is being bought by DPPC.
- In East Emi, Denan, and Adadle there is expected to be no crop production.
- In terms of pastures, there is migration in from Somalia (Bakool, Galgaduud, and Hiraan) into Ferfer, Dolo Bay (Afer Zone), and Mustahil. This will put pressure on grazing areas, as well as creating heavy concentrations on river banks and watering points. By mid-August pastures will be exhausted.
- No unusual disease outbreaks in humans reported.

#### **Fiq Zone**

- Fiq is a zone of chronic water problems, but **five Woredas are experiencing acute shortages (Dahun, Hamaro, Gerbo, Segeg and Fiq).**
- Emergency water tankering will be needed in these Woredas.
- Camels are migrating out to Oromia region and western areas of Jijiga with some concentrations of cattle and sheep and goats in Fiq, Segeg and Gerbo.
- Livestock production is below normal and physical conditions are poor in cattle and sheep, but near normal for camel and goats.
- Milk production is poor, especially in the *nugul* species of cattle and sheep.

- No crops are expected to be harvested.
- Malnutrition is 12.4% in Fiq and Hamaro districts and 12.7% in Duhun, Gerbo, and Segeg districts.
- No reported human disease outbreaks in the zone, but there are increasing cases of diarrhoea, pneumonia and malaria in many parts of the zone. Shortage of essential drugs and health facilities is causing high child mortality rate (1.5 in 10,000 in Hamaro, and 2.5 in 10,000 in Segeg, Duhun and Gerbo districts).
- There is a recommendation of supplementary feeding programmes to be started.
- Prices of cereals and imported commodities are high with fear of border closure and due to recent burning of trucks.
- A trend of declining livestock prices expecting to get worse in *hagaa* season.
- Relief food distribution is going on in all districts with some districts having lower allocations (Gerbo, Segeg, and Duhun districts).

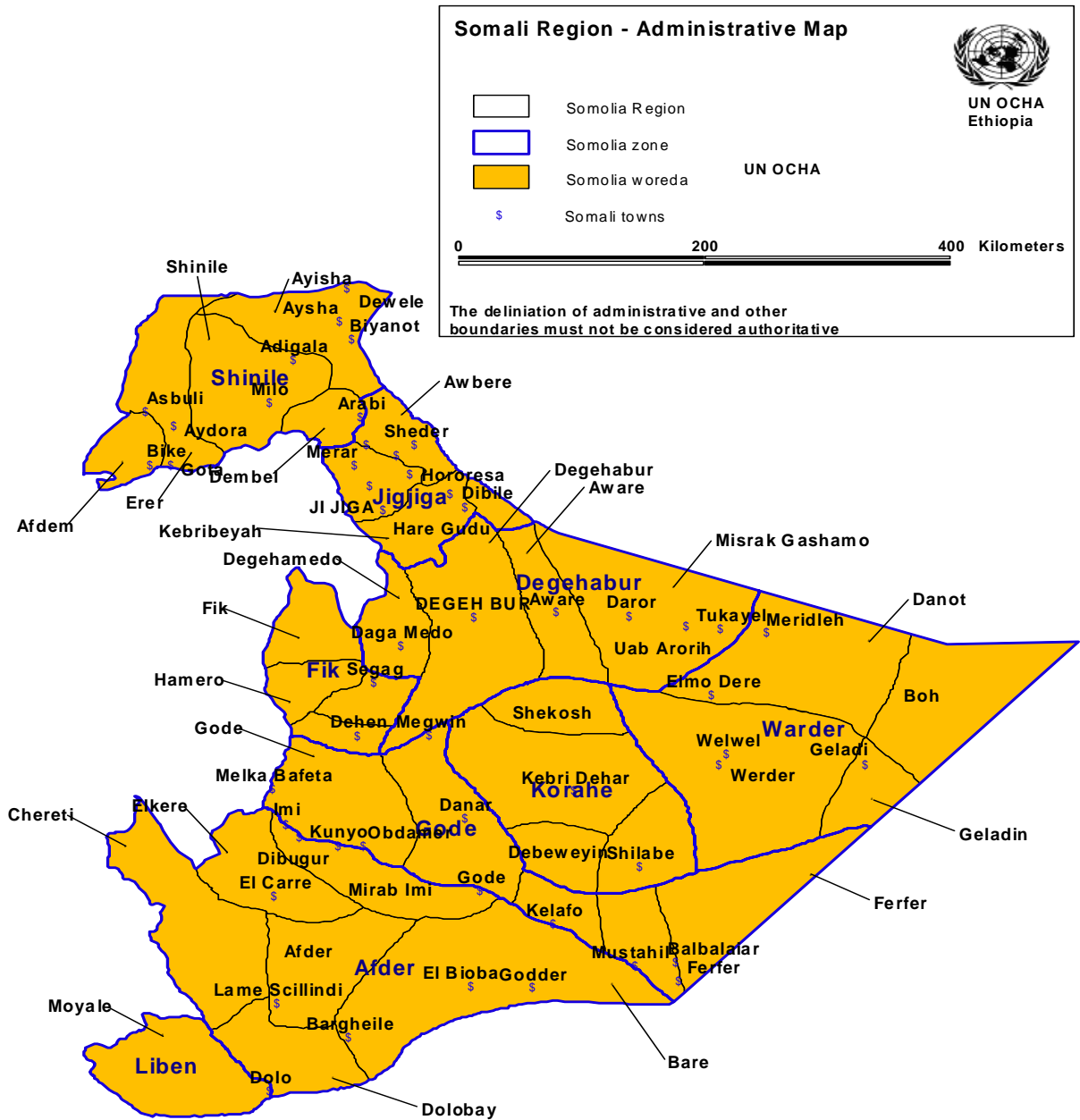
#### **Afder Zone**

- ***Dolo Bay, Cherati and West Imi are hotspots.***
- Food security situation near normal for pastoralists, but below normal for the riverine and agro-pastoralists that make up 50% of the zone dependent upon rain fed farming and riverine cultivation.
- Crop failures and “skyrocketing” food prices in the entire zone.
- Contributing factors to food insecurity are blocked trade routes from Somaliland and low grain production in neighbouring Bali Zone of Oromia region.
- Scarcity of pasture and browse in most parts of the zone due to overall poor rains resulting in external and internal migrations.
- No human disease outbreak reported except dysentery which has been treated by MSF/B.
- No livestock disease outbreaks. Some cross border migrations from Somalia and Kenya are in the riverine areas to Barre and Cherati and El Kere which received better rains.
- Livestock prices are deteriorating “every day” and expected to decrease dramatically during this *hagaa* season.
- Although some livestock conditions improved where there was rain, those of Dolo Bay are weak from long treks in search of pasture and water.
- Food aid is arriving, but not targeted. Some riverine villages reported to be almost deserted and not receiving food aid for past six months.
- Coping strategies are being invoked such as reduction of meals to one a day, charcoal burning for money, splitting of families, migration, and consumption of seeds by riverine people (leaving none for the next Deyr season).

#### **Liban Zone**

- ***Dolo Ado (with Dolo Bay in the next zone) is a hotspot.***
- First time there has been water shortage in Dolo Ado in many years.
- Migration also coming in from Somalia due to conflict across the border (Marehan inter clan conflict)
- Water rationing is going on in Filtu and Moyale with the use of water tankering made available by the regional DPP/FSB.
- Migration in from Kenya and Somalia into Moyale and Filtu are straining water and pasture resources.
- Herders are reported having to go further and further for pasture and browse causing exhaustion.
- Livestock condition is poor in Dolo Ado while better to near normal in Filtu and Moyale.
- There is fear of disease outbreaks due to overcrowding at water points and unchecked migration from Somalia and Kenya.
- No crop production is expected in the zone.
- Terms of trade is poor in Dolo Ado district with high food prices and decreasing prices on livestock.
- Current border controls is having adverse effect on food economy.

- There are signs of malnutrition in children. PCAE is doing a nutrition survey and will release a report shortly.



## **Annex C:**

### **Spreadsheet of Planned Emergency Activities:**

This spreadsheet was prepared taking into consideration costs known at the regional level. Some items that are necessary to implement an emergency response (e.g. emergency drug kits, food and non-food items, and nutrition components) may not have been known at the time of this writing. In addition, allocation of resources will be decided in coordination with all humanitarian actors in the upcoming regional and sectoral coordination meetings.