

Proceedings from the Workshop on

Pastoral Early Warning and Early Response Systems in the Greater Horn of Africa

13th – 15th November 2001
Whitesands Hotel,
Mombasa, Kenya

Sponsoring and Coordinating Organizations

United States Agency for International Development (USAID)
Regional Economic Development Services Office (REDSO),
Office of Foreign Disaster Assistance (OFDA) and
The Famine Early Warning System Network (FEWS Net)
in collaboration with

CARE

Food Security Assessment Unit (FSAU) for Somalia
Organization of African Unity/ Interafrican Bureau for Animal Resources (OAU/IBAR)
Community-based Animal Health and Participatory Epidemiology (CAPE) Unit



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Acknowledgments

During the crisis in 1999-2001 a major problem in much of the Greater Horn of Africa was timely information about badly affected groups in pastoral areas – or where this information was available – the timeliness of the response. Consequently, despite the regional investment in early warning and response systems over the past few decades, the drought of 1999/2000 once again resulted in the widespread loss of livelihoods and lives. In recognition of this problem, this Workshop on “Pastoral Early Warning and Early Response Systems in the Greater Horn of Africa”, was organized.

This meeting brought together over 75 experts representing national governments, regional bodies, UN agencies, donors, research organizations, technical units with responsibility for early warning and response, NGOs and private organizations. With so many innovative early warning and response activities evident in the region, this workshop provided an important forum for the exchange of ideas and approaches. The collaboration witnessed at this workshop will provide a platform for follow-up activities to improve early warning and response, both at the national and regional levels.

The United States Agency for International Development (USAID), through the Regional Economic Development Services Office (REDSO) and the Office of Foreign Disaster Assistance (OFDA), provided the principal sponsorship. Co-sponsorship, reflecting the collaborative nature of this event, was provided by CARE, the Food Security Assessment Unit (FSAU) for Somalia and the Organization of African Unity/ Inter-African Bureau for Animal Resources (OAU/IBAR) Community-based Animal Health and Participatory Epidemiology (CAPE) Unit. Special thanks go to Greg Gottlieb, Dan Evans, Diana Putman, Dan Maxwell, Buzz Sharp and Tim Leyland for supporting this important topic and mobilizing the necessary resources.

Thanks also go to those individuals and organizations who participated in the organization and planning of this event. Given the scale of the meeting the list is extensive and not all of those who assisted can be individually mentioned - but without their involvement this meeting wouldn't have been possible. Dan Maxwell (CARE), Calum McClean (USAID/Kenya), Paul Rossiter and Alison McCoil (both from FAO), Michele Nori and Madhi Kayad (both FSAU), Prof. A.H. Shirwa (FEWS NET), Pippa Coutts (ALRMP) and Mia Beers (USAID/OFDA) deserve particular thanks for their role the organizing committee.

The facilitation of the workshop was ably handled by Margie Buchanan-Smith (Overseas Development Institute, London) and Mike Wekesa (Acacia Consultants, Nairobi). Some excellent keynote presentations and case studies were presented at the meeting and provided the foundation for the subsequent discussions and development of national and regional action plans - the presenters are individually credited in the proceedings. Cindy Holleman, with assistance from Helen Bushell (both Acacia Consultants, Nairobi) deserve credit for collecting and synthesizing the intense discussions over three days into these proceedings.

The administrative arrangements for this meeting were smoothly handled by Mary Ndung'u and Catherine Adundo with assistance from John Njoroge and Philip Maritim. Much of the success of this meeting is due to their hard work behind the scenes.

It is hoped that this workshop will make a small contribution to the broader on-going efforts to reduce the vulnerability of pastoralists. Therefore the final thanks are due to all those who participated in the workshop, both for their efforts in making the workshop a success, but also in their continuing collective efforts to eradicate famine in the Greater Horn of Africa.

*Nick Maunder
Nairobi, Kenya
February 2002*

Executive Summary

This report summarizes the proceedings of a regional workshop on *Pastoral Early Warning and Response Systems*, held in Mombasa, Kenya from November 13-15, 2001. The workshop comes in the light of the recent drought emergencies in the Greater Horn of Africa, and grows out of a concern regarding the effectiveness of humanitarian emergency management in the region.

While the people of the region remain highly food insecure, several trends indicate that the situation can be expected to worsen. This has clear implications for a strengthening of the existing early warning systems and response systems used to mitigate against such disasters.

The focus of the workshop was, therefore, to examine how these systems could be improved. It sought to bring together a wide range of practitioners operating in different capacities, at different levels, in different countries, with the aim of sharing information for two specific purposes: firstly, to make recommendations and secondly, to develop action plans.

Workshop Structure

The workshop consisted of three types of activities: presentations, plenary discussions, and working group sessions. A range of keynote and case study presentations were made by a number of practitioners, with the goal of stimulating ideas and discussion. These were interspersed by the formation of working groups involving all participants, whose goal was to work through a process whose end result would be the development of proposals for concrete action plans.

Working groups were first formed around five central themes relating to pastoralist livelihoods across the region. Armed with a greater understanding of the issues, and infused with lessons and ideas from the presentations, the participants were then divided into Country Groups for the prime task of analysing current early warning and response systems, and developing specific recommendations and plans of improvement at the national level. The workshop had also invited a strong contingent of participants with a regional mandate, so that in addition to the country groups, a Regional Group was also formed to explore the advantages of and potential for a Regional approach. The full presentations, discussions, and action plan proposals are contained in the text of this document, with highlights of the discussion summarized below.

The Context of Pastoralism

Pastoralist systems function in very different contexts in the Greater Horn of Africa, and their worsening vulnerability provides the framework for early warning and response activities. In most countries there is a strong State, and hence scope for developing a national disaster policy. Indeed, in the cases of Kenya and Uganda these are in the process of being enacted within each country's respective legislature. Responsibility for early warning and response in these cases lies clearly with district and national government institutions, even if these lack capacity and need to be strengthened. In contrast, in much of Somalia and South Sudan there are no state institutions, raising difficult issues: Who should take the lead in early warning and response? What is the role of international organizations where there are no obvious counterpart institutions? How can sustainable systems be built?

The political and economic significance of pastoralism varies considerably between different countries. In most of the Greater Horn (Uganda, Kenya and Ethiopia), pastoralists are a small percentage of the population, living in remote areas and contributing a relatively small amount to GDP. In these contexts pastoralists tend to be marginalized politically and economically. Even in an emergency there is a tendency for their needs to be accorded relatively low political priority. In contrast, in Somalia pastoralism is a mainstay of the economy and hence of much greater political and economic significance.

Pastoralism in the Horn of Africa is also an international issue – both the nature of the pastoral economy and the shocks that affect it pay little heed to national boundaries – hence the

imperative of exploring the regional dimensions of early warning and response. Yet the political tensions within the Horn, and the associated weakness of regional organizations mean that cross-border/ regional responses have been relatively unexplored and only limited progress has been achieved.

Early Warning of What?

Most Early Warning Systems (EWS) in the region have been designed to warn of drought-related crises. But this is not the only hazard to pastoralist livelihoods. They are also affected by floods, economic shocks (for example the ban on livestock exports to the Gulf States) and, most importantly, conflict.

Early warning of drought and conflict raise many questions: What indicators should be monitored? How can the information be used? While there is an obvious area of convergence between drought and conflict-related early warning there are also limitations in integrating the systems because of the sensitivity of 'conflict indicators', and the sensitivities (indeed often the responsibility) of making the analysis and early warning public. This is an area of significant concern but with few practical 'models' to build on. Clearly much work remains to be done.

A Framework for Early Warning and Response

There is concern about the way that EWS are dominated by international donors, in terms of funding, but especially in terms of who they address. Many EWS are designed to service the information needs of international aid agencies - where resources are usually required to relieve an acute emergency beyond a national government's capacity to respond. However, EWS need to be more balanced in their approach, to address local communities, district and national governments, as well as international aid donors.

Kenya has articulated a useful framework that seemed to address these concerns. In this framework, the first response to early warning and to an imminent crisis is sequential, begins with the pastoralists themselves and their coping strategies, then moving to district and national government, and finally to the international aid community, as the coping capacity of the previous level is exhausted. The EWS needs to address all three of these user groups; simultaneously rather than sequentially. However, as most of the information used by an EWS is collected from pastoralists themselves, it is doubtful whether the EWS can provide them with any new information, except perhaps climate forecast information as forecasting models become more accurate.

There is now a consensus that the objectives of a pastoralist early warning and early response system should be to save livelihoods, as well as lives. A major emergency can develop very rapidly in a pastoralist area if there has been no genuinely early response, and if the cause of the emergency continues to intensify. The international donor community's usual reaction to provide food aid in response to a crisis was criticized on a number of occasions, amidst calls for a more imaginative and more appropriate phased responses as an emergency develops. Kenya probably has most experience of a phased response in pastoralist areas, including interventions such as de-stocking, cash-for-work, water interventions and re-stocking—experience that could usefully be applied in other contexts.

EWS do not exist in isolation, but are parts of the larger systems that provide information about the likelihood of shocks, when and how they are developing, and what the appropriate response should be. There is also a link between early warning and poverty monitoring, not least because of an awareness of increasing impoverishment and the intensifying chronic nature of food insecurity within many pastoralist communities. This must be reflected in an EWS. And the EWS must be sensitive to the particular condition and threats faced by 'diversified pastoralists' - those who have lost almost all their livestock and are dependent upon an ever more precarious livelihood based on marginal economic activities. But above all, an EWS must remain 'light on its feet' and sensitive to both exogenous and endogenous changes in pastoral areas which may threaten livelihoods and ultimately human lives.

An Agenda for the Future

The Mombasa Workshop generated a number of issues for important consideration and future planning. Some common themes included:

- There appears to be a general need to strengthen government institutions that are responsible for early warning and response in pastoralist areas – where government exists. But there are often numerous actors involved in aspects of early warning (even - or perhaps particularly - where there is no government, for example in southern Sudan) and therefore a pressing need for coordination and cooperation amongst those actors. In this case, a lead organization needs to be clearly identified.
- The sustainability of EWS emerged as a key concern implying that, as far as possible, EWS set up by international organizations (donors and NGOs) must take this into account when designing and establishing the system. Two strong messages emerged: keep it simple and be aware of who will eventually be running the EWS with whatever resources are available to them.
- It is not sufficient for EWS practitioners to collect and analyze data, and simply to deliver an early warning message. They must also be prepared to take on the role of advocates, to lobby decision-makers to respond, particularly where there is little political will and/ or bureaucratic inertia to do so.
- Contingency planning will help to forge the link between early warning and response. But a plan alone is not enough. It must be backed up with the capacity and mechanisms to respond - ideally with a contingency fund.

At country level:

- The **Uganda** country team placed a lot of emphasis on taking forward the Disaster Management Policy as a Bill, and following up the legislative action with workshops and conferences. There was a strong commitment to developing early warning for pastoralist areas and for pastoralist 'corridors', which may require advocacy and lobbying to ensure that pastoralists are appropriately recognized in the formulation of national policies.
- The **Ethiopia** country team acknowledged the task ahead in strengthening early warning and response in pastoralist areas. It will feed back its action plan to the Disaster Prevention and Preparedness Committee (DPPC). Significantly, it plans to hold a national workshop on early warning for pastoral areas where expertise from elsewhere in the region can be drawn upon.
- The **Kenya** country team emphasized the importance of taking forward the National Disaster Policy and working towards sustainability of the EWS. It also drew attention to the need to strengthen early non-food responses to deteriorating pastoralists livelihoods and the usefulness of contingency plans in conjunction with flexible response funding.
- The **southern Sudan** team focused on the need to promote coordination between the different actors involved in early warning activities, the advocacy role associated with early warning and the importance of strengthening community level analysis and feedback to communities. A meeting scheduled for mid-December is seen as an important opportunity to take forward some of the ideas discussed in this workshop.
- The **Somalia** country team emphasized the importance of working with local communities in both early warning and response, and having an exit strategy in mind when designing an EWS. There needs to be an improved understanding of pastoralist livelihood systems in order to identify the threshold at which external intervention is required.

At the regional level:

- As a priority, regional bodies should strengthen national EWS where they are weakest. Any form of regional early warning must add clear value to existing national EWS.
- The flow of information across borders, particularly between neighboring pastoral areas that straddle borders, needs to be facilitated. This should cover early warning and relevant information on imminent or current emergency responses, to assist in coordinating national response plans.
- The flow and exchange of technical expertise on pastoralist areas between countries in the Horn could also be usefully strengthened. This might be assisted by developing a regional database, or amending existing databases so that countries know who to contact if they are looking for technical support on a particular topic.
- The above activities should be done by existing regional institutions. New institutions and structures are not required. Alternatively national EWS institutions could be encouraged to network directly and share information. However, some kind of steering group could usefully be established at regional level to act as a catalyst for some of these ideas to be taken forward, and to ensure coordination between the different regional initiatives.

Report Organization

The report follows the format of the workshop. After the introduction to the workshop purpose, the three main sections of the workshop are presented. The first is on 'Setting the Framework', achieved through two keynote presentations. The second focuses on 'Early Warning Systems', where case studies illustrating examples of current systems are presented. This section then includes three rounds of group work: identifying constraints to early warning systems; defining gaps in information; and then developing proposals for country early warning action plans. The third section, 'Building Links to Early Response', is led by a keynote presentation and further case studies, followed by presentation of the action plans for improved response which were developed by the country working groups. The report ends with a 'Conclusion' section.

A. Introduction

Workshop Visions and Objectives

Nick Maunder, Regional Representative, USAID/FEWS NET

The workshop organizer opened the workshop by presenting a vision for the workshop and a discussion of what the workshop was designed to accomplish.

He began by identifying three underlying assumptions of the workshop:

1. Pastoralists in the Greater Horn of Africa (GHA) are highly food insecure.
2. The systems need to be designed specifically for pastoral areas because pastoralist and pastoralist issues are fundamentally different.
3. The problems and solutions are in part regional, therefore there is a need to think of solutions at a regional level.

A question driving the workshop is whether we are addressing the food insecurity problems adequately. The fundamental objective of saving lives is not happening in all cases. There is evidence of excess mortalities among pastoralists due to famine, for example, it is estimated that 20,000 deaths occurred between July 1999 and August 2000, in Gode zone in Ethiopia (Salama et al, 2001). There is also evidence of growing chronic vulnerability, shorter time periods between 'emergencies', more severe famines, and an erosion of pastoralists coping capacities. These trends raise questions about the future. He concluded that clearly we are not doing enough at the moment and a better response is needed.

There are two solutions to address these problems. Better early warning information is part of the solution. There is a need for better early warning systems (EWS) - some countries have made considerable investment in this area, while in others an EWS is absent. There is also the problem of not taking into account all factors of famine emergencies, such as conflict.

Another part of the solution is to better link the available early warning information to appropriate and timely responses. It is not just a question of better early warning information, but how to link the available information to action.

The main objectives and vision of the workshop are to:

- Share the best practices in pastoral early warning and response systems and identify opportunities for improving systems.
- Review the potential for regional analysis and response planning. There is a tendency to see response at the national level, but there is a question of whether it would be beneficial to integrate and harmonize planning at the regional level.
- Bring together the key stakeholders to analyse the existing situation, agree priority actions and take responsibility for implementation.

The workshop is designed to bring together a wide range of participants, from governments, intergovernmental organizations, donors, NGOs, and research information units. Regional, national and sub-national levels are represented at the workshop. The workshop focus is to capture the diverse ideas and experiences and translate them into concrete action plans for the different countries and the region as a whole.

This is a workshop, but the emphasis will be on finding solutions. A number of presentations will be made to provide ideas to stimulate the discussion, but the solutions should come from within the working groups that will form the core of the workshop activities. This workshop provides the

chance to work, interact, share ideas and develop action plans. The workshop is not presenting a blueprint, but will stimulate dialogue and discussion and the solutions will come from the participants. The workshop will provide a forum for dialogue that will challenge creativity.

Margie Buchanan-Smith, from the Humanitarians Policy Group (HPG), at ODI, is a valuable resource for the workshop. She will give two keynote presentations on her research work on components of emergency information systems, institutional issues related to early warning systems, and on linking information to users. She will facilitate the general workshop proceedings and facilitate dialogue and discussions. Mike Wekesa, from Acacia Consultants in Nairobi, is another key resource for the workshop. He offers several years of experience working in Greater Horn of Africa on issues of early warning systems and developing links with better responses.

The Arid Land Resource Management Project (ARLMP), the Somalia Food Security Analysis Unit (FSAU/FAO), and Oxfam will each present a case study describing their respective early warning systems. These three cases studies represent examples of an indicator based early warning system, a community based early warning system, and a food economy based approach for measuring pastoralist vulnerability. In the workshop session on building links to early response, a case study will be presented by Daniel Molla on lessons from Region 5 in Ethiopia while Mike Wekesa will present findings from a paper on the cost of inaction in Kenya 1999-2001. These presentations are not designed to present a blueprint for solutions, but to provide ideas to stimulate discussion.

Workshop participants will form working groups around specific topic areas, such as conflict, migration monitoring, trade, animal disease, and diversified pastoralists, with the goal of identifying gaps in information systems on these topic areas and suggest ways to fill these gaps. Country working groups will also be formed during the workshop and each group will be provided with questions related to the status of the early warning in pastoral areas in the country, what needs to be improved, and specific actions that can be done to address these shortcomings. Country working groups will also be asked to identify the constraints in linking early warning and response in pastoral areas in the country and how these constraints can be addressed in order to improve linkages.

Nick Maunder concluded the opening address by stating the overall workshop goal as *"to develop realistic recommendations and practical action plans to improve the early warning systems for Pastoral areas and the links to emergency and developmental responses, at both the country and regional levels"*.

Keynote Presentation: The Case for Better Early Warning System and Response

Margie Buchanan-Smith, Coordinator Humanitarian Policy Group, ODI

Margie opened the presentation by stating her presentation highlights the need for better early warning and response and addresses what that means for pastoralists in particular. The presentation would review some characteristics of an effective early warning system and address how it is translated into decisions and response.

At the start of the presentation early warning system was defined as:

“A system of data collection and analysis to monitor people’s well-being (including security), in order to provide timely notice when an emergency threatens, and thus to elicit an appropriate response”

This definition emphasizes that it is important that information triggers an appropriate response. An early response system was defined as:

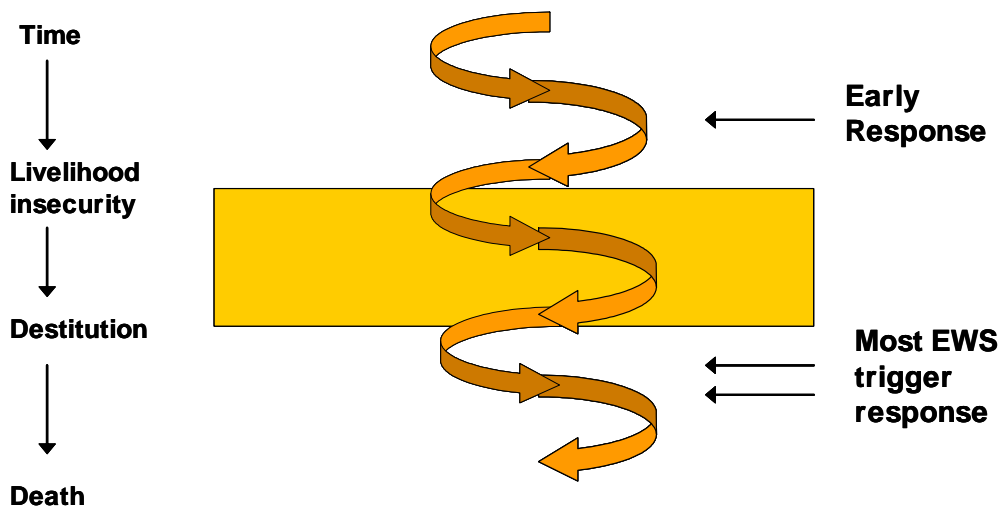
“The timely provision of additional resources to people in need, to save lives and livelihoods; including both:

- *material relief assistance (food, water, shelter, health services)*
- *protection (from violence and deliberate harm)”*

The objective of early warning systems is to save livelihoods, not just lives. If we don’t intervene before livelihoods are destroyed, then the recovery will be difficult.

The timing of response is critical. Figure 1 depicts the downward spiral of famine. If there is no response or a late response it is easy to quickly reach a point of destitution. The challenge is to intervene before the point of destitution is reached. All too often, the practice is a late response: lost asset base and high malnutrition rates.

Figure 1: The Downward Spiral of Famine



Famine in pastoral areas, which is due to drought, shows two characteristics.

1. The downward slide may initially be slow. This is because communities are used to drought and have developed coping strategies for drought. Also human nutritional status may be

protected by the availability of meat from dead and dying animals, although milk, and blood, consumption declines.

2. The final slide into famine can occur very rapidly. This occurs when meat sources are exhausted, and food prices become unaffordable. For example in Turkana in 1992 when the response was not timely, average malnutrition rose from 16% to 38% in just three months.

The implications for a 'timely' response are that:

- they must occur before the rapid slide into famine,
- they must have an objective of saving livelihoods as well as lives, and,
- they may have to be more developmental in approach, in order to support the livestock production system, as well as human welfare.

Rarely are timely responses focused on these objectives. The international relief system remains more geared to famine prevention and saving lives, than livelihoods.

It is important to recognize that emergencies in pastoral areas are often conflict-related emergencies and therefore the speed of decline into famine can be much faster, as a result of livestock raiding, displacement, and lack of access. In these circumstances the speed of response must be faster. In addition, a particular challenge for early warning in conflict is that different types of indicators from drought related indicators are necessary.

Three key Ingredients of an effective early warning and early response system were identified as:

1. Reliable, timely, and consistent early warning information. There must be good information that delivers a clear message.
2. Clear processes for feeding information to decisions about how and why to respond.
3. Clear and rapid response mechanisms in place, and the political will to respond.

It was pointed out that early warning is an art, not a science. There has been years of research on early warning systems and different indicators, but still for the most part it has been focused on agricultural areas. Tremendous technological advances, for example in satellite imagery and IT, have been made. Large investments of resources, both human and financial, have lead to the creation of different early warning systems established at district, national and international levels, as well as by NGO's, local government, national government, UN agencies, and donors.

Early warning of conflict is relatively undeveloped and we are still struggling with how to proceed. There are three challenges related to conflict early warning. The first is that early warning of conflict often requires both local level and national level 'intelligence', yet there are real sensitivities around collecting such overtly political information. Secondly, there are sensitivities around making such information public. Thirdly, access to information relating to conflict may be constrained by insecurity. The list could go on, but this issue may be discussed in more detail in the working group on gaps in information on conflict.

Some key features of a strong early warning system in pastoral areas, related to natural hazards, such as drought would include:

- Strong knowledge of livelihood systems and coping strategies.
- A good database that can monitor trends and show deviations from 'normal'.
- Mobility of early warning monitors.
- Ability to collect and analyse data on a range of indicators (from environment, to livestock to human welfare), knowing how they interact, to monitor the sequence of change and deteriorating conditions.
- Decentralised early warning system, as afar as possible, although with strong central analysis.

It was emphasized that early warning must be consistent. There is a need to avoid duplication and contradictory messages. Where there are contradictory messages response can be delayed. For example, in 1997 in Ethiopia there were different forecasts of what will happen and different takes on the impact of El Nino. Early warning messages were not consistent through time and the originally optimistic message was revised. As a result the donor response was slow and the situation deteriorated rapidly. Consistency in information is needed.

Piecemeal responsibility for the early warning system must be avoided. For example in Kenya in the late 90's there was no one single government agency responsible for early warning. There were good district level early warning systems, but no way to channel the message to a national level.

Early warning information must be accessible and easy to interpret:

- Presentation is key. Busy decision-makers often have little time to read. Concise and strong visual impact is very important for delivering a clear message.
- Must be relatively jargon free and easy to understand. For example, lessons from 1997 - El Nino in South Africa - in trying to understand why there was a delayed response. Researchers found that the early warning information was being delivered in terms of probabilities. The people in response position found it difficult to interpret probabilities and therefore were slow to respond to the early warning.
- Works best when the early warning system has a mandate for recommending an appropriate response.

The presentation concluded by outlining the cost of failure if there is not a timely response. These include:

- Impoverishment and loss of assets and productive resources.
- Poor prospects for re-entry into pastoral production system, increased destitution.
- Long-term consequences of malnutrition.
- Loss of life.

Keynote Presentation: Information to Support Mitigation, Emergency, Recovery, and Development Needs

Mike Wekesa, Senior Consultant, Acacia Consultants

The presentation began by identifying two key factors to effective early warning systems. The information must:

1. Deliver clear and consistent message to decision makers.
2. Be trusted and actually used in response.

One of the challenges is how to make early warning systems elicit timely and appropriate response? Another is how to elicit a response without having to be alarmist?

In the 1980's most donors responded to drought by providing food aid. During this time, relief response was characterized by an "11th hour response syndrome" (see Figure 2). The effect of this type of response was a major loss of livestock and people, and expensive food aid.

In the last 15 years there has been a change to try to respond before an extreme emergency situation is reached (see Figure 3). In this case the objective is to provide emergency relief to minimize the impact of drought, before the onset of the emergency. The idea is that relief provided early can mitigate the need for reaching an extreme emergency situation and prevent the loss of life and livelihoods. In this new cycle of intervention there is a critical preparedness phase falling between rain and drought, which allows for a mitigation response before the onset of an emergency phase.

Figure 2: Management of the Drought Cycle by Crisis

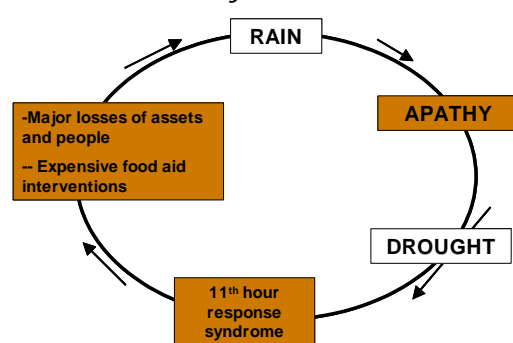


Figure 3: Effective Management of Drought

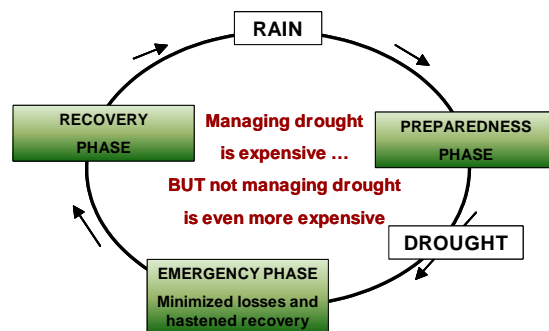


Figure 4 depicts the Drought Cycle Management Approach. At the centre of this approach is an effective drought monitoring or early warning information. The four distinct phases are:

1. **Preparedness.** As the situation worsens, as indicated by an early warning system, then certain measures are put into place.
2. **Mitigation.** In this stage response is made to try to delay or prevent crisis.
3. **Relief/Assistance.** Even with mitigation, may still have to move into this phase.
4. **Reconstruction.** Relief for rehabilitation and recovery.

A key point is that an early warning system is not just meant to give us indications at the emergency stage, it warns us at all the stages of the drought cycle.

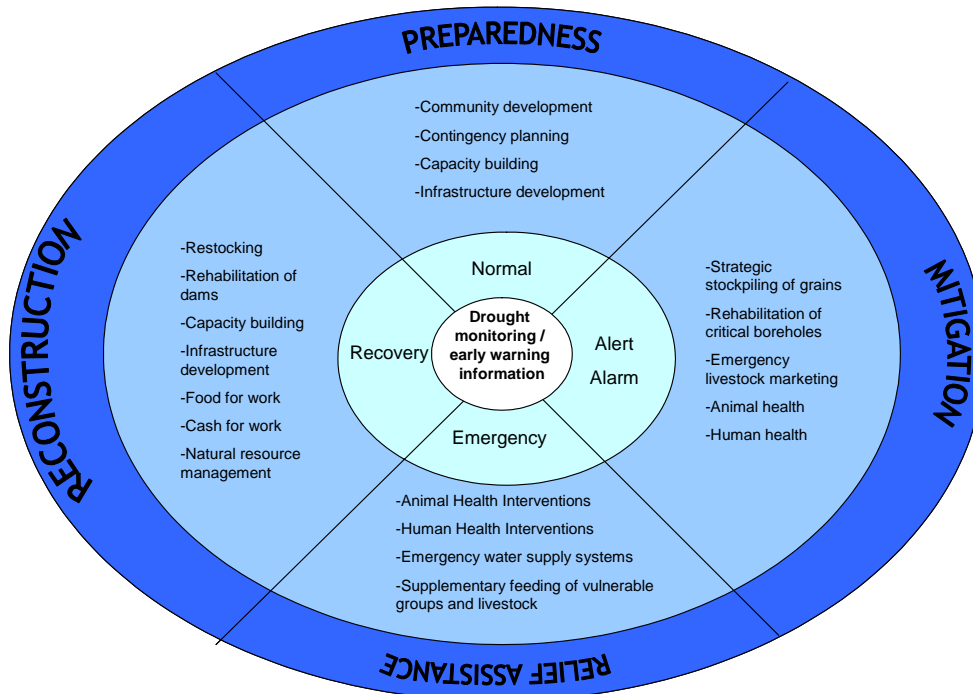


Figure 4: The Drought Cycle Management Approach

There are number of important questions: How can we improve our early warning systems to link our information to a response? What can be done to develop and build these links? How strong can we make this link? Is there is a cost to a delayed response? What does this mean?

Three elements of Effective Drought Cycle Management

1. Drought Monitoring Information.
2. Institutional framework for decision-making and planning.
3. Capacity of community level to plan and implement appropriate and timely interventions in an effective manner.

In closing the presentation a key question was put forward: Is it possible to link early warning systems to all stages of a crisis? It is a livelihoods issue and we must look at all stages of the drought cycle, not just think of the emergency situation.

Plenary Discussion of the Presentations in the Introductory Session

Participants in the workshop plenary raised the following questions or made the following points on the material presented, where (Q) indicates question or comment and (A) indicates answer or other response. Some questions prompted multiple answers.

(Q) It may be better to integrate EWS with poverty monitoring. EW presumes a normal state that is interrupted by acute crisis. Many in the Greater Horn of Africa live in chronic poverty, therefore there is a need to move away from time bound and contingent early warning monitoring and address chronic poverty, e.g. 56% of the population live below the poverty line Kenya. Do we need to do away with EW and talk about poverty monitoring, which addresses structural issues to address questions of equality and rights of access?

(A) EWS are part of the broader framework of development. EWS focus on hazards, i.e. drought; however, efficient disaster management can exist along with a strong development program. Yes, there is a need for development programs to address structural problems related to chronic poverty and food security, but at same time we must be prepared and looking at measures that address emergency disaster.

(A) It is important to recognize that emergencies are not unrelated to structural issues. A basic understanding of what is going on and why is critical, but these are areas that are vulnerable to periods of very acute food insecurity and conflict. These periods require a different kind of response, more intensive. Systems need to be in place to address this situation. These systems need to be light on its feet, responsive. If they are institutionalised, bogged down then EW can become ineffective.

(Q) Early warning information can be deliberately contradictory if it threatens government political power. In some instances there are real pressures to make recommendations only late in the drought management cycle, therefore development or mitigation is continually missing. What can be done in this case? **(A) Yes,** often we are faced with highly political issues and information is deliberately contradictory. This only highlights the importance of a sound information system that is rigorous and backed up with evidence.

(Q) Does EWS/Response undermine local response and traditional coping strategies? **(A) Still** need to be convinced of this. Responses are often late, erratic, and there is no guarantee of who will get food aid or when it will arrive. **We overestimate effectiveness of food aid and emergency response.** In some areas there may be dependences developed, but in general we overestimate the dependence on food aid.

(Q) The ability to monitor droughts has been developed, but monitoring floods and conflicts is not well developed. This areas need to be developed further. **(A) With floods** there could be a very rapid onset of disaster, thus a need for a very rapid response is even more important (drought slower response). Conflict again requires a slightly different response. **These are current challenges for EWS how to develop on-the-ground information on threats and rapid assessments, in conflict/flood.**

(Q) Are EW responses creating patron-client relationships and replacing traditional community coping strategies? **(A) People** have been dealing with drought/hazards for years. Pastoral system are specifically adapted to deal with drought/hazards. There is a trend in increasing vulnerability as coping strategies are eroded and options for coping are more limited, for example migration areas are now more limited. There is a need to examine the underlying structures to famine.

(Q) EWSs need to be trusted. Ethiopia is an example where International donors and NGOs did not trust the national EWS. Is it a question of building the capacity of local/national EWS? How do we harmonize vested interests? **(A) Consistent information is crucial if it is to be trusted.** It is a question how to factor that in and how different sources can be trusted. Working together and common analysis on needs assessments that bring in NGOs and donors are much more powerful. Coordinated efforts produce stronger messages.

(Q) There are a number of challenges surround the **sustainability and ownership of EWS**, as well as challenges surrounding emergency response. Do EWS belong to outsiders? If so, why? Are EWS integrated into the countries of the region? What can we do so the response is not only an outsider response? How to design EWS to have local counterparts?

(Q) **Pastoralist are isolated geographically, as well as politically.** A current challenge is how to increase political responsibility for these marginal areas and empowerment of pastoralists.

(Q) There is a **need to look at the "traditional" EWS** - appreciate them and learn more about them. Are traditional seers still around and are they credible sources of information? How do we handle these within EWS?

B. Early Warning Systems

B.1 Indicators and Analysis

Keynote Presentation: Components of Emergency Information Systems

Dan Maxwell, Regional Advisor, CARE

Dan Maxwell opened his presentation by observing that the frequent humanitarian emergencies experienced in the Greater Horn of Africa are increasingly recognized as being chronic (i.e. structurally induced) as opposed to being one-off events. *A driving factor in effective emergency preparedness and response is information. The quality of information directly impacts the quality of assistance.* In reality information tends to be woefully inadequate, thereby negatively impacting the effectiveness of intervention.

Better advance notice - or 'Early Warning' - of impending hazards and potential humanitarian disasters is needed, as witnessed by inadequacies during the droughts experienced in 1999-2000. Early warning systems were not the only information constraint during that emergency. Early warning is just one of a number of components that comprise an overall information system to inform humanitarian action.

The presentation sought to examine the full range of components of a Humanitarian Information System (HIS), their purpose, and their linkages. The aim was to partially address the plethora of information problems experienced in emergencies by (a) providing an organizing framework for HIS and (b) illustrating clear linkages between information and programs or policies. The presentation ended by offering conclusions specifically relevant to early warning.

Minimum Components of a Humanitarian Information System

Figure 5 lays out the basic components of a humanitarian information system. Figure 6 sketches the links between components of the system. For presentation and logical purposes, the components are described as if the process were both sequential and linear. In actual fact, of course, the process is neither. Briefly, the components include:

1. **Baseline Vulnerability and Poverty Analysis (BVPA).** The process of understanding livelihoods, existing conditions, and capacities for dealing with risk. A fundamental information building block, BVPA not only informs the HIS but also informs long-term development planning.
2. **Early Warning (EW).** Provides the information needed to predict and mitigate against shocks in order to avert a humanitarian crisis, or allow rapid response. Data is used in activating needs assessment, targeting and contingency plans.
3. **Emergency Needs Assessment (ENA).** The primary purpose of ENA is to quantify immediate needs for emergency assistance. It also feeds information into program design and monitoring systems.
4. **Program Monitoring (PM).** Its goal is to ensure that appropriate quantities of intervention outputs reach their target groups. Focuses on commodity tracking in the short-term. There is also a need for monitoring of broader issues e.g. cost-efficiency and impact in the longer-term where emergencies are prolonged and chronic.
5. **Impact Evaluation (IE).** The measurement of intervention in terms of maximizing positive outcomes. The general lack of IE represents a significant information gap, particularly in the context of chronic, long-term emergencies.
6. **Context Monitoring (CM).** Similar to EW, but focuses on monitoring of local institutional capacity as a critical resource in avoiding or dealing with emergencies.
7. **Program Evaluation and Lessons Learned (PE/LL).** An attempt to measure the impact of a wide range of interventions, usually after a crisis, with emphasis on intended impacts and unintended negative impacts. Represents the critical feedback loop to future action.

Figure 5: Components of HIS and Major Questions Addressed


Component	Logical Sequence	Information Categories/Questions Addressed
1. Baseline Vulnerability and Poverty Assessment (BVPA)		<p>What are the basic livelihoods of groups? What are known or likely hazards: natural and environmental; social, economic and political? What is the likelihood of these occurring, and what indicators would predict? Who are the most vulnerable groups? What capacities, services and resources (physical, human, social) exist to mitigate vulnerability? What are coping and risk minimization strategies? Baseline information against which to analyze trends?</p>
2. Early Warning (EW)		<p>Indicator trend analysis: is there a problem shaping up? Where and how quickly is it developing? What are the geographic dimensions of the problem? In what areas should an in-depth assessment be concentrated?</p>
3. Emergency Needs Assessment (ENA)		<p>What is the nature and dimensions of the problem? How long is it going to last? Who are the most vulnerable groups? What and how much is needed; what is the best response? To what extent is local coping capacity and provision of services overwhelmed? What are major logistical and resource considerations?</p>
4. Program Monitoring (PM)		<p>Are inputs accounted for (logistical accounting)? Are outputs achieved (end-use monitoring)? Pipeline analysis: is the pipeline "flow" adequate for meeting upcoming requirements?</p>
5. Impact Evaluation (IE)		<p>Is the intervention achieving the intended result? What adjustments are necessary (response, quantity, targeting)?</p>
6. Context Monitoring (CM)		<p>What are the possibilities for exit, recovery, or transition for longer-term responses? What are institutional capacities and vulnerabilities? What are the risks of transition? Does situation require re-assessment?</p>
7. Program Evaluation and Lessons Learned (PE/LL)		<p>How can overall program (information system, preparedness, response) be improved? Are humanitarian principles being upheld by programs What lessons can be learned from experience and mistakes?</p>

Figure 6: Frequency of Analysis and Links to Program and Policy

Component	Frequency of Analysis	Links to Program and Policy
1. Baseline Vulnerability and Poverty Assessment (BVPA)	Infrequent (Every 5 years, or when context changes)	Long-term development/vulnerability reduction planning Emergency Preparedness planning Mitigation planning Community-based preparedness activities
2. Early Warning (EW)	Continuous	Activate and focus needs assessment Contingency and scenario planning Activates mitigation plans Geographic targeting Mobilize community/public awareness
3. Emergency Needs Assessment (ENA)	As needed	Detailed emergency response plans and programs Detailed targeting Mobilize resources Mobilize public awareness
4. Program Monitoring (PM)	Continuous (While program is on-going)	Adjust inputs or logistics Adjust targeting Adjust pipeline
5. Impact Evaluation (IE)	Regular Intervals (While program is ongoing)	Increase or decrease levels of delivery Change targeting criteria Change activities
6. Context Monitoring (CM)	Continuous	Transition to rehabilitation/development programming Re-assess situation Institutional capacity building
7. Program Evaluation and Lessons Learned (PE/LL)	Periodic	Improvements to overall system: Information system Preparedness Response capacity Program Protection Rights Benefits and Harms Basic Needs

In conclusion four implications for Early Warning in the broader context were outlined:

1. EW is only one very important component of HIS.
2. EW must be linked to response, but to be effective it must also be closely linked to the other HIS components, in particular BVPA, ENA, and CM.
3. In chronic situations, effective programming requires all the HIS components. Few existing systems include all these components, thereby diluting their effectiveness.
4. The absence of one or more can lead to serious mistakes, regardless of how well the other components function.

The cost of running this humanitarian system is high, difficult to carryout and is challenging in the emergency context, but the cost of not having information or bad information is higher.

Plenary Discussion of the Keynote Presentation

(Q) Who supervises the distribution of inputs? Effects outputs? Who chooses vulnerable group? In respect to distribution to vulnerable group - are their coping mechanisms different than common coping mechanisms of the area? (A) Who identifies beneficiaries? Targeting is a programmatic activity (see Table 2) generated from a number of information systems. Who generates, who consumes, and who acts on information? Have to look at contingencies and stakeholders, often forget the first consumer, i.e. communities potentially. The whole process often shuts them out of this process.

(Q) Why is ex-post program evaluation is important? Does intervention affect local coping mechanisms? (A) More frequently, than not, external resources come in late. It does underline the need for systematic evaluation when an array of interventions is necessary.

Case Study: The Arid Lands Resource Management Project (ALRMP) - An Indicator Based EWS

James Eyapan, Drought Monitoring Officer, ALRMP Turkana

Drought is an intrinsic part of life and remains the biggest challenge, present and future, for pastoralist communities in Kenya. Therefore, an EWS that provides an early indication of drought stress and food insecurity is a must.

The Case of Turkana District

The drought EWS developed out of lessons learned from the devastating droughts of the early 1980s, where due to a lack of timely information drought mitigation interventions were belated, ad hoc in nature, and therefore, limited in their success.

From its inception in 1987, the EWS has encompassed four main designs (by TDCPU, DMP, DPIRP, and ALRMP), each more sophisticated than the previous and evolving from a geographically limited information gathering process into an integral part of the entire drought management process in 10 Arid Districts. Key elements of the drought management system now include; drought preparedness, contingency planning, mitigation, recovery; and institutional building.

The drought EWS has three objectives:

1. To provide EW information on onset of drought and its effect on food security in order to trigger timely responses.
2. To provide information on food availability during droughts, in order to better inform timing and targeting of drought responses by institutions.
3. To build a reliable database of baseline information that can be utilized for local development planning.

EWS Methodology

The following data sources are used to collect relevant information:

Figure 7: Data Sources used by ALRMP

Information sources	Data collection tools	Type of information
Households	Monthly households questionnaires (30-40 HHs per monitor)	Mainly on production Quantitative
Communities	Community observation forms (3 per community) Quarterly Community meetings (3 communities covered per monitor)	Mainly about community resources and activities Seasonal trends Mainly qualitative
MET stations	Monthly rainfall data	Rainfall
FEWS	Satellite imagery	Vegetation growth rates

Early and accurate detection of drought stress requires a full understanding of the effect of drought. This calls of establishing a set of indicators that can accurately detect deviations/ abnormal trends in the environmental and socio-economic/food security status of the pastoralist communities

Three groups of indicators are monitored: Environmental indicators, Rural Economy indicators, and Pastoralists' Welfare indicators:

Figure 8: Indicators and Variables Monitored by ALRMP

INDICATOR GROUP	INDICATOR	VARIABLES MONITORED
Environmental Indicators (Impact on production)	Rainfall Rangeland Conditions Water resources	- Amount and distribution pattern - Browse and pasture quality and quantity - Availability and distance to sources
Rural Economy Indicators (Food production)	Livestock production Market Prices Agricultural production	- Animal birth rates - Milk production - Slaughter - Mortality - Bleeding (Turkana only) - LS/Sales and prices - Cereal prices - Cereal: Meat Price ratio - Crop cultivation
Pastoralist' Welfare Indicators (Food consumption)	Diet/milk consumption Nutritional Status Relief/food aid Supplementary feeding	- HHS' members access - Malnutrition rates based on MUAC - General ration (% energy needs supplied) - Amount provided per child

These key indicators try to answer the following questions:

Environmental Indicators

- Are pastures and water sufficient to see livestock through to the next rainy season?
- Is access to normal grazing areas restricted or constrained in some way?
- Are herds close enough to provide sufficient food and income sources to the main household?

Rural Economy Indicators

- Are herds growing or are off-take/loses greater than births? If there are excessive deaths, sales or slaughter what is the cause?
- But more importantly, does this threaten food security?
- Is milk production high or low?
- Was the harvest sufficient to provide those households with few livestock with a dependable source of food for the season?
- Can pastoral households gain access to sufficient cereal when milk production is low through favourable terms of trade/livestock: cereal exchange rates? (What is the pastoralists' purchasing power?)

Pastoralist Welfare Indicators

- Does the main household have access to milk supplies? Does every member of the main household have access to milk?
- Or more specifically do children (who are the most vulnerable) have access to milk and other nutritional requirements?
- Are disease outbreaks undermining the health of the local population?

The EWS also uses a set of “Warning States” to indicate trends in indicators. In good years, EWS establishes “norms” which are used as yardsticks for identifying abnormal changes in food production, accessibility and welfare status during period of drought stress.

- **Normal:** no unusual fluctuations in indicators outside expected seasonal ranges.
- **Alert:** indicators show unusual fluctuations or asset levels too low for adequate security.
- **Alarm:** local economy affected by unusual fluctuations, and food security threatened.
- **Emergency:** All indicators fluctuating outside normal ranges, local production systems and dominant economy collapsed, with famine threat.

Strengths of the ALRMP EWS:

- Provides reliable information for all decision-making / planning processes.
- Effective in signalling the onset of drought stress/food insecurity e.g. 1999/2001.
- EWS regularly informs the District and National authorities on the food security status and needs.
- Guides the planning process so that relief/mitigation response is based on actual need.
- Has refined a decentralized system that allows the local community to play a role in collection, interpretation and response.

Weaknesses of the EWS:

The linkage between early warning and timely action is weak due to the bureaucracy associated with national structures, lack of significant external support and insufficient resource allocation. For example, there is a lack of flexibility and inertia in national structures and donor community, initial warning stages are not attracting significant external support and in the initial drought stages, resource allocation is not adequate to prevent the situation from degenerating into crisis.

The EWS is not an end in itself but needs to be complemented by other drought management processes to be effective and efficient, i.e. drought contingency plans and a strong response mechanisms/capacity to utilize information.

Recommendations for the Future

1. An effective EWS that can trigger quick response is a necessity.
2. EWS must target all actors and stakeholders.
3. EWS must be backed by other drought management processes, including contingency planning.
4. EWS needs to be long term and complemented by flexible resource support by stakeholders.
5. EWS needs to enhance community participation and capacity building in the entire drought monitoring and response process.

Plenary Discussion of the Case Study Presentation

(Q) Are there threshold variables for deciding which stage of drought have been reached? (A) We use normal years to establish the norms, then it is possible to detect deviations from the norm and then what percentage of community has been affected.

(Q) Where do most of the personnel for ARLMP come from? Are they expatriates? (A) Most of the people in ALRMP are drawn from Line Ministries. People who give support from outside are very few.

(Q) In the case of the ALRMP in Turkana, was the EW able to capture livestock raiding and is there an external response needed for this? Are there any efforts to provide an early warning on conflict? (A) Drought monitoring is our main mandate, but we realize other factors can't be ignored, since they impact the production system. On the issue of conflict and insecurity it is part of the information we gather and we do make certain recommendations.

(Q) It is impressive that the ALRMP goes from grassroots in understanding drought and impacts. Is decision-making also decentralized? (A) Yes, the EWS is decentralized, as far as data collection, analysis and dissemination. It incorporates community decisions and participation. However, much decision-making, especially on response, is still centralized at the national level. The national stakeholders are represented at the Kenya Food Security Steering Group, i.e. government structures, NGOs and donors.

(Q) ALRMP is funded by The World Bank (WB) - if the WB pulls out how sustainable is the project? (A) ALRMP is WB funded. This funding was to come to an end recently, but before this will happen the output is to be institutionalised within government functions. The process has been put into place to do this and a national drought commission is about to be formed. The EW system has a future, if the government and communities are there. We have expanded up to 10 districts. The challenge emerging now is that other districts feel that this system is also necessary in their areas. Even before external support, community support for the project was significant.

(Q) In practice how do you collect information when faced with isolated locations and poor or absent infrastructure? How can you collect information from all the vulnerable areas? (A) No system can cover all areas, therefore samples, based on livelihoods, can be used to understand production systems of different areas. We have monitors representing different livelihood zones and they monitor areas, which are used for dry/wet season grazing. Other strength is that monitors are local and are pastoralist themselves; therefore we can access areas difficult to access. We have sets of questionnaires to collect all this information.

(Q) EWS Issues and Challenges:

- Is EW a perpetually donor dependent exercise, especially when national governments have civil services that are grappling with paying salaries? On the issue of handing over the project to the government, is this easier said than done? If EWS is externally funded and personnel are well paid, when donors pull out would personnel be willing to work for the civil service with fewer resources and lower salary? It is possible that we are in for a long haul to keep the EWS running and effective.
- How does EWS become light on its feet, flexible and capable of adapting to changes? ALRMP was designed to address pastoral issues but pastoral populations are shrinking and there is increasing destitution? How to move from one stage to another and how to account for changes - how to factor in increased destitute populations?
- Is EW information shared with the communities themselves so they can make decisions and respond? If there is 'local' ownership for what we are doing, then we may stimulate responses and solutions from the local level.
- Is the centralized nature of national EWS a principal constraint of pastoral EWS? How is ALRMP different? Is the EWS able to deliver information faster through this organization? How is this constraint real for ALRMP?
- Need for pulling together national frameworks, instead of operating within own donor and relief systems. Need to get more value out of the EW information; they must be valuable to whole government operation. Need to put more effort in placing EW system within a national framework.
- Issue of institutional homes: Often EWS are housed within the Office of the President and donor financed. This could lead to isolation from other ministries, therefore there is need to be cognizant of institutional relationships. Need to ensure the institutional home is wider, i.e. is it owned by rest of government?

Case Study: Somalia Food Security Analysis Unit (FSAU) Strategy for Measuring Pastoralists' Vulnerability

Michele Nori, Pastoral Livestock Analyst, FSAU Somalia

The presentation opened with some assumptions on pastoral livelihoods:

- Pastoral communities are more resilient to temporary shocks, while more vulnerable to longer term critical trends.
- Livestock condition is a precursor to peoples' welfare.
- Early Warning (EW) and Crisis Preparedness (CP) are key components of any development strategy in pastoral areas.
- When conditions become increasingly critical livestock could be considered as a negative asset.
- Analytical strategies to enhance livelihoods must be based on a long-term understanding of local pastoral livelihood dynamics.
- Timing is a key issue for appropriate intervention.
- Targeting represents a major obstacle to effective intervention.

The key determinants of pastoralist livelihoods are rainfall / climatic patterns, natural resource access, livestock diseases, options for market access, insecurity and conflict.

The Methodology used by FSAU to analyse rural livelihoods in Somalia is the Household Food Economy Approach (HHFE), which looks at production, consumption and exchange patterns in order to analyse livelihoods, as well as and coping strategies.

Key issues that complicate the analysis of pastoral livelihood with the HFEA include: 1.) Social: structure based not so much on household, but on community or clan, 2.) Time: extended seasonality makes it very difficult to compare across years and herds and incorporate cumulative trends which complicate comparison of different years, and, 3.) Space: during critical times, geographically split households and herds make analysis very difficult.

FSAU efforts to improve understanding and analysis of pastoral livelihood follow a **three-part strategy**:

1) Improve monitoring through complementing HHFE-generated information in pastoral areas through four thematic working groups focusing on:

- Range resources access, management and conditions (water, pasture, bush products, ...)
- Pastoral economies' relations with markets (livestock trade, staple, milk marketing, ...)
- Livestock production systems (animal disease, herd rates, productivity, ...)
- Social assets and networking (gifts, borrowings, remittance, ...)

2) Enhance dialogue mechanisms with the wider audience of local stakeholders and concerned agencies by:

- Collaborating in data monitoring and analysis.
- Working through local authorities and organisations wherever possible.
- Develop options for a cross-border approach.
- Enhance joint assessments and information cross-checking.

3) Systematise, network, and disseminate information for early warning and development initiatives through:

- Resource Centre for Somali pastoralism.
- Baseline mapping system of relevant pastoral resources.
- Radio-based system for local dissemination of information.
- Publication of Quarterly newsletter for discussion of pastoralist issues.

Cross-border issues in the Somali ecosystem is a special area of concern. FSAU, ALRMP (in north eastern Kenya) and SCF-UK (in Ethiopia Somali State) are all applying the HHFE in the Somali ethnic areas. FSAU is leading the development of collaborative mechanisms to share and compare information, based on the common HFHE methodology as a starting point. Quarterly meetings for the field monitors of the three agencies are foreseen, in order to enhance cross-border field reporting.

In conclusion, the question was raised: should the approach be to institutionalize pastoralists OR pastoralize institutions? The recommendations are to understand and work with existing pastoral institutions to:

- Support appropriate timing of interventions (especially mitigation and prevention).
- Quickly mobilize resources.
- Work on a Crisis-Development continuum.
- Pursue long-term understanding of local dynamics.
- Enhance a cross-border perspective.

Plenary Discussion of the Case Study Presentation

(Q) Are pastoralists moving outside the HFE zones? With pastoralists moving all the time, how do we deal with mobility in EWS? (A) Pastoral groups tend to move within specific ranges and habitats. Part of the household tends to move within this range. In crisis, herds move farther.

(Q) How are the negative effects of factors such as rangeland degradation and the livestock ban incorporated within the HFEA framework? (A) Environments need to be monitored around the HFEA, i.e. access to range resources, markets etc. This falls within Strategy 1 of complementing HFEA.

(Q) Need to institutionalize EWS, but whom is FSAU providing information to: the international donors or to Somalis? (A) FSAU mainly targets its information to the international donor community primarily because of the insecurity, shifting government structures and the absence of an internationally recognized government. There is a need to share the information with the local community and leaders, perhaps through an informal radio based system.

(Q) In terms of the crisis-development continuum can you explain how you apply it in Somalia? (A) We have specific budget lines for emergency and development. This should not be the case. For example, the dry season (*Jalaa*) is a very difficult period and problems take place every year. It is not just one cycle, which happens once in a while. Pastoralists are resilient - we need to think in terms of the process and not act only in a crisis mode.

(Q) Sometimes interventions and resources will attract people, and weakens traditional coping mechanisms. For example, in Mandera, there is some food distribution occurring, but after some months the condition of people was not improved very much. The reason is that food was sold to buy fodder for livestock. We should try to involve livestock in the intervention picture, make it more complex.

Case Study: The Oxfam-GB Experience of Using a Community Based Early Warning System

Abdi Rahman, Oxfam GB

The concept of this project was initiated by the communities themselves, who identified the need for some kind of EWS as part of a range of interventions within an integrated development programme. The programme aimed to develop community capacity to plan and manage development activities and influence decisions that affect their lives. Two major features of its design were that (1) it was to be managed by Pastoral Associations (PAs), made up of both resident settled communities and nomadic pastoralists, and (2) it was to use a low-input, low-technology approach. Under Phase 1 of the Wajir Pastoral Development Project, it was piloted in two areas over the period 1994-7.

The Objectives were:

1. To generate information in order to influence district-level decision-makers to act to mitigate drought, by communicating the status of drought, identifying immediate problems and proposing plans for relevant interventions.
2. To enhance the capacity of communities to manage drought by strengthening traditional coping mechanisms.

Like other systems, changes in indicators against normal are monitored in the standard areas including environment, livestock production, human welfare and conflict. Unlike other systems, it does not use a "scientific" or quantitative approach to derive the information, but uses more qualitative, traditional skills, knowledge and community memory to collect and analyse data.

Traditional learning and knowledge formed the basis of the EWS. Communities have a wealth of information and experience that help to them to monitor and anticipate drought. For example, in monitoring rainfall patterns "scientific" or quantitative, was not used, but instead qualitative, traditional skills knowledge and community memory to collect and analyse data. Drought cycles can be monitored and future droughts anticipated from traditional learning and knowledge. Drought naming helps capture community memories about drought (extent, severity) and learning about effective coping mechanisms and interventions.

Environmental indicators

The indicators are rainfall, temperature, pasture and water availability, however traditional learning is used to monitor and interpret the information in order to predict drought. Specific indicators include: reduction in water levels at watering points, high temperatures indicated by animal behaviour and trekking distances between water and pasture.

Livestock indicators

Livestock indicators used include body condition, disease outbreaks and migration patterns. For example, when every household is having an animal that can't stand up because it is too weak, there is an impending drought. Another indicator is the number of animals not able to move long distances. As drought persists animals are moved closer to water points, animals are moved to trading centres for something to feed on and from traditional areas to settled areas.

Human indicators

For example, noticeable changes in nutrition status of children, pregnant women and lactating mothers is monitored. Migration patterns are monitored. If there is a high rate of migration away from traditional routes, especially to settlements, the situation is worsening. Behaviour is monitored. When people get impatient or unwelcoming, the situation is worsening. Eating patterns are another indicator monitored, i.e. what are people eating and how often?

There are **other traditional knowledge indicators** that can help point to an imminent drought. Competition over resources, i.e. water points, will lead to conflict, so conflicts can be an indication of drought. Communities monitor conflict incidences to see if pressure is increasing. Animal monitoring is another example, i.e. feeding habits, migration, etc. For example animals graze for longer and are reluctant to go home when drought is imminent. Another sign of drought is that herds tend to become unmanageable by uncharacteristically splitting into smaller groups while grazing.

The Oxfam Wajir team used the information to communicate the situation at the district and the national level. Communities used it to prepare themselves, for example in repairing services and adapting herding strategies. The Pastoral Associations used the information to lobby district officials and agencies to respond appropriately.

The Main Strengths of the System:

(1) It embodies good prospects for sustainability.

- Support of community capacity to prepare themselves for drought.
- Support of community capacity to influence decisions that affect their lives.
- Community managed and owned.
- Low cost and low-tech.
- Relevant and useful for communities.

(2) It offers enough information to trigger further technical assessment when necessary.

However, the system died ... why? The EWS system died in 1997 for a number of reasons. One reason is that it was overtaken by larger developments. When Oxfam phased out its involvement, ALRMP was not able to incorporate this model into their system. Inconsistency of information was another reason. There were regional and local variations because not everyone had the same knowledge of the traditional system. The lack of technical information also made it difficult for some agencies to respond.

In closing three main conclusions were made: Firstly, community-based EWS can supplement other systems by providing rich and varied information that offers an insight into pastoralist livelihoods as well as "just drought". Secondly, technical "facts and figures" need to be blended with traditional knowledge for a truly qualitative picture. And thirdly, without this clear linkage, community-based EWS, while supporting community-level decision-making, will not have a wider application.

Plenary Discussion of the Case Study Presentation

(Q) In reference to costs, are there no costs or minimal costs? Are there costs in terms of information flows, i.e. when reports go from district to national there are some costs, and geographical coverage of those costs? How is it paid for? (A) Cost effective is the more appropriate description: costs are minimal and it is not as expensive as other EWS.

(Q) Are there plans to revive the community based EW system? (A) We are continuing to plan with the community, but not revive the system.

(Q) Experience from rangeland systems indicates that pastoralists are unwilling to part with their livestock. Is there an issue of the exploitation of pastoralists, where animals have throw-away prices? Is the system building capacity or assisting them to sell? (or form cooperatives?) (A) Pastoralists are willing to part with animals. Big problem is lack of markets; they understand that can no longer keep animals, willing to sell now, but they lack of markets. Emergency issue off-take has been supported in the last 2-3 years in response to this.

(Q) Pastoral Associations (PA) act as support to the community - they have not transformed themselves into effective organizations, but that is the way to go. Capacity building takes time and there need to be links with the national and local levels.

(Q) If external agencies are not involved how effective would community based monitoring be, i.e. in terms of the number of indicators and their credibility? (A) The community based EWS can offer supplementary information. In isolation communities will have problems to analyse and disseminate this information to the national level. The system is dying for a number of reasons. Most fundamental message is that traditional information is valuable and can be very useful component into EW. Pastoralists can also use information in decision-making about themselves and influence decisions externally that are being made about them.

(Q) There are certain suspicions that traditional indicators are not very manageable due to the lack of incentive unless linked to continued response, i.e. long periods with no response. How does this agree with other EWS and to what extent do they agree? (A) Community based initiatives need to be linked with alternative responses, such as pastoral education systems and links with pastoralist steering groups.

Buzz Groups: Lessons Learned and Gaps in EWS

Workshop participant grouped themselves in small Buzz Groups to answer the following two questions:

1. What are the key 'positive learning's' from the presentation so far?
2. What are the gaps in Early Warning and Early Response for pastoralist areas?

At the end of the day groups reported back to the plenary session with their answers.

1. What are the key positive learnings for you from the presentation so far?

- Clear objectives of EWS are necessary to identify areas of compatibility with other sources of information.
- Institutional processes are essential for synthesizing EWS data for rapid response.
- Harmonize EWS on a national and regional basis to increase effectiveness and provide synergy.
- Community based EWS utilizing traditional indicators can be effective, but need to be incorporated into more quantitative and technical systems for reliability.
- Learning is not keeping up with changing dynamic pastoral systems.
- Community participation is key to EWS effectiveness.
- Effective EWS and response requires commitment and collaboration between government, civil societies, donors and pastoralists.
- Action without synthesis and analysis is ineffective.
- Indigenous knowledge when integrated into EWS improves effectiveness and ownership.
- Lack of 'political will' delays interventions.
- EWS have to deal with multiple hazards and casual factors.
- Coordination among stakeholders producing EW information improves validity and trust.
- Livelihoods are 'more' important than lives - EWS need to detect threats to livelihoods.
- Need for improved analysis of data from EWS.
- Pastoralist emergencies are unique in that problem starts slowly and then accelerates - thus interventions need to be made early in cycle before food aid is required.
- The more complex an EWS is the more expensive and less sustainable it is.
- Community based EWS, although cost effective, may not provide sufficient information to trigger national response.

2. What are the gaps in Early warning/ Early response for pastoralist areas?

- Discussion on building sustainable government led EWS.
- The missing/weak link to action is building consensus.
- Lack of sustainability in EWS due to limited involvement of government and local communities.
- Past efforts focused on saving lives - now there is a shift to relating systems to saving livelihoods.
- Who takes charge and when for EW response in conflict areas, especially where there are no defined governments.
- Weak institutional capacities and linkages (between government, civil societies, and pastoralists).
- National EWS overshadow livestock related systems.
- Gaps can be filled by integrating approaches and investing in institutional, learning - link between analysis and response.
- Lack of standard harmonized information gathering procedures.
- Many 'HIS' lack one or more of the components of EWS.
- Integration of EWS with other information systems.

- Information gap on conflict and early warning.
- Lack of political will and lack of trust between stakeholders, - hinders quick response.
- Integration of EWS with other warning systems and information sources.
- Outside relief undermines traditional coping mechanisms - focus on this as part of the system.
- Links to timely interventions.

B.II Gaps in Information Systems

Plenary Presentation: Conflict Early Warning Systems

Daudi Waithaka, OAU/IBAR

This presentation is based on the experience over the past 3 years of the OAU/IBAR Rinderpest project, which covers a contiguous region encompassing northern Kenya, northern Uganda, southern Sudan and southern Ethiopia. The dominant feature of the operating environment is relations between the 14 pastoralist ethnic groups, which have evolved into a state of severe conflict. While conflict resolution is not the core business of the project, the impact of conflict as a negative external shock dictates that serious efforts be made to mitigate against its effects. As with other external shocks, early warning (EW) systems are a mitigation tool.

Since widespread and frequent livestock movement due to raiding work to undermine the project's goal to eradicate Rinderpest by spreading the disease, a summit involving the communities was convened to explore solutions.

The main outcomes of the summit were:

1. Communities identified actions to improve their own situation. For example, containment of raids; undertaking of projects to increase access and improve water resources.
2. Regional insecurity e.g. warlord-sponsored banditry represents a threat beyond their control. Infrastructure e.g. road networks, radio system are required. This led to the invitation of government officials and ministries, policy influencing groups and international NGOs to 2 international summits: 1999 (Lodwar), 2001 (Balle).
3. Conflict is manmade which requires a different set of warning indicators for adequate response.
4. Conflict in pastoralist areas is traditionally about resources (i.e. non-ethnic).
5. New factors have emerged in the recent past (last 15 years):
 - Less porous country borders disrupt traditional migration patterns.
 - Diminishing services e.g. animal health and roads, have brought new conflicts.
 - Widespread availability of modern weapons (held illegally, with every household having at least 2 arms). Disarmament must involve a very large operation.
 - Sponsored "warlord" type gangsterism (e.g. fundraising for SPLA war effort).

A key problem is that communities are unable to cope due to their limited capacity to tackle the situation - even if they are willing, as is the case of the Karamojong Cluster. Another major problem is the lack of political will of governments to contain security, plus a shortage of resources, where raiders become better armed than security agents.

Even with these shortcomings, the conditions for solving conflict in this region have never been better. The increased internal democratic space in all affected countries brought vocal expression by external and international pressures, i.e. there is a new climate. Governments in the region are also now being forced to address the issue. For example, members of parliament from pastoral areas are increasingly vocal about their people's situation, donor conditions are forcing obdurate regimes to change ways and pastoralists are increasingly vocal. Conditions are conducive in pastoral areas for solving conflict - it has never been better.

What conditions will enhance EW information?

- All stakeholders must be involved (churches, mosques, government, CBOs).
- EW detection mechanisms must be put in place and implemented, i.e. radio systems, village committees, infrastructures.
- Cross-border and regional collaboration by States.

- Resources must be found to support the new political will.
- New indicators are required. Potential indicators include: rumors of impending attacks; increased demand for *khat*; unusual gatherings of youths; unusual livestock movements. These indicators require further development and implementation.

How can this be done on the ground?

1. Build capacity of people to become front line fighters for conflict resolution.
2. Clear EW information and analysis.
3. Effective timely response mechanisms.
4. Peace dividend in the form of development programs, should form part of overall strategy for peace building (infrastructure, water, etc).

In conclusion, the presentation considered the question of "What is peace?" It is tranquillity deriving from 'right order'. In this way peace is defined as a product of something, not an end in itself. If elements of the right order can be encouraged, for example, access to education; equitable access to facilities and opportunities, etc., strides will be made towards long term stability.

Plenary Discussion on Conflict Presentation

(Q) There is a need for conflict indicators. Many of typical EW indicators are natural resource factors, which contribute to the conflict situation. What information is needed? What information can strengthen the peace process within communities themselves? (A) Need to work on these further. Some initiatives in dialogue and exploration have begun, such as the Pastoralist Harmonisation Initiative and the July Women's Peace Crusade.

(Q) There are politically motivated, incursions, which displace many pastoralists and result in lost livelihoods. These victims often become part of the problem. Organized groups traffic weapons, moving weapons cross-borders, from one region to another. How do you incorporate these issues into the analysis? (A) This is a regional issue. Yes trafficking needs to be tackled, but tackled on a broader regional scale, perhaps through the UN.

(Q) The government is supporting conflict through the arming police who use their arms to raid/steal from people of area. The government are part of the problem, with a lack of political will. How can we address this within the context of EW in conflict?

Parallel Moderated Working Groups

Workshop participants formed five parallel-moderated working groups on different topics to explore gaps in information and actions to close gaps. Feedback from the working groups was presented in Plenary Session and fed into the country working group session that followed (see B.III). The Five Parallel Moderated Working Groups were:

1. Conflict
2. Human and Animal Migration
3. Trade
4. Animal diseases
5. Diversified pastoralists

1. Working Group on Conflict

Working Group Members

Roy Stacy, FEWS NET USA
Steve Wisecarver, USAID/REDSO
Daudi Waithaka, OAU/IBAR
Professor Mochoge, IGAD
Nancy Mutunga, FEWS NET Kenya
Abdulkadir, WFP Ethiopia
Michele Nori, FSAU Somalia
William Mogga, FAO/OLS Sudan
Paul Savage, Christian Aid Sudan
Pat Johnson, EU Somalia

The participants were asked to consider **three key questions** for EW conflict:

1. Why are EWS important for conflict?
2. What do communities need to know about resource availability?
3. Why are conflict response mechanisms not well developed?

At the outset the participants distinguished between **2 types of conflict**: (a) resource conflict and (b) exogenous conflict e.g. governance.

Importance of EWS to Conflict

- The impact is sudden and weighty.
- Interrupts development, access to resources and response.
- Conflict destroys resources.
- Precludes utilization of resources in key areas.
- The purpose of conflict is usually to divest communities of resources.
- Conflict generates more conflict.
- Early identification and consensus leads to timely resolutions.
- Government mechanisms for conflict monitoring and resolutions should be time sensitive.
- Effective EWS should allow governments to respond effectively.
- Complicates the interpretation of other resources.
- Spiralling conflicts 'hardens' pastoralists.

Response Issues around conflict EW

- Shrinking livelihoods signal potential for conflict.
- Strengthening and supporting local traditional institutions to enable them to utilize EWS.
- Underlying causes of conflict should be clearly understood.

- External mediation needs to be impartial and informed.
- Importance of external advocacy.

Incorporating conflict in EW Information

- Ensure EW information is demand-driven by working closely with communities.
- A comprehensive set of indicators is necessary.
- EW requires early response.
- Open information sharing is important.
- Institute peace-building efforts, community sensitisation on resource sharing in drought times.

2. Working Group on Human and Animal Migration Monitoring

Working Group Members

Ben Watkins, WFP VAM Kenya
Jean Ndikumana, ILRI
Richard Hogg, DfID, Kenya
Robin Wheeler, WFP VAM, Uganda
Yvon Madore, OCHA, Ethiopia
Lesley Adams, SC-UK, Kenya
Ambrose Oroda. RCMRD, Kenya
Robert Kaitho, LEWS/ILRI
James Eyapan, ALRMP, Kenya
Moges Tefera, CARE, Ethiopia
Fernando Larrauri, OCHA, Kenya
Daniel Molla, FEWS NET, Ethiopia
Scott Ronchini, WFP VAM southern Sudan

The Key Questions considered were:

Is human and animal migration an issue for EWS?

Yes - but too late an indicator for key livestock drought interventions, more closely linked to strategies for disaster mitigation than early warning, and most useful for decision making at the local level.

How could it be incorporated into EWS?

1. Interpreting human/livestock migration requires pre-investment in: social mapping, resource mapping, conflict monitoring, and disease epidemiology.
2. Monitoring of the intention to migrate provides the earliest indicators. This requires local monitoring capacity.
3. Monitoring migration requires close regional/donor collaboration.

3. Working Group on Trade

Working Group Members

Riccardo Costagli, Terra Nova
Francois Flanagan, FAO Ethiopia
Janet Omoro, FEWSNET Sudan
Roger Lough, FAO
Sidow Addou, FEWSNET Somalia
Fekadu Abate, Oromiye Ethiopia
Samuel Muchemi, KMD Kenya

Daniel Evans, USAID Regional Office
Benson Mochoge, IGAD
Ali Hassan Salad, UNDP Somalia
David Chikodzore, USAID/OFDA/ARO
Beletu Tefera, DPPC Ethiopia
Lucy Daxbacher, Oxfam GB Uganda
Ali Said, USAID Ethiopia
Abdirahman Ali, Oxfam Kenya

Key questions and answers:

1. Why is trade important for EWS?

- An indicator of pastoralist's purchasing power (livestock prices in relation to others).
- Indicates levels of vulnerability, variations in income, etc.
- It is a means of pastoral livelihoods (purchase of health, food, etc.).
- Price can be used as a stress indicator (i.e. fluctuations).

2. How would trade be incorporated into EWS?

- Continuity of market data gathering and analysis.
- Mapping seasonal variations and trends.
- Developing parameters for normal periods and impending crisis (monitoring):
Quantitative parameters: consumer price index (CPI), cereal and livestock prices, income and expenditure patterns.
Qualitative parameters: relief impact, internal and external trade, behaviour of pastoralists, categories of animals sold (i.e. females, etc.).
- Standardize data gathering framework - develop a database.

Additional observations from group

In respect to trade there is in general a lack of continuity in data collection, lack of clear objectives for the data collected, and lack of linkages between the data collected and action.

4. Working Group on Animal Disease

Working Group Members

Paul Rossiter, FAO
Peter Lokeris, Office of the Prime Minister, Uganda
Vittorio Cagnolati, Terra Nova
Seif Maloo, UNA
Lession Ngigwana, Office of Regional Administrative Secretary, Tanzania
Stephen Nalitolela, Vet AID
Salim Abdillahi, Disaster Prevention and Preparedness Bureau, Somalia
Zinash Silashi, Ethiopian Agricultural Research Organization
Ibrahim Maalim, Office of the President, Kenya
Benson Mochoge, IGAD

The aim of Group Work on Animal Disease was to:

- Identify the information available/not available.
- Consider how the gaps on missing information could be filled.

Assumptions

- Emergency is due mainly to drought, conflicts and floods.

- Causes of diseases:
 - a. Movement of livestock to infected/uninfected areas.
 - b. Altered trekking associated with altered market forces, closure of borders, etc.
- EW for livestock diseases in drought emergencies requires information on:
 - a. Livestock movements.
 - b. Diseases prevalence.
 - c. Livestock susceptibility.
 - d. Institutional framework.

The group emphasized that the reasons for EW is EARLY REACTION and EARLY REACTION is EW and emergency preparedness.

Types of information needed for monitoring livestock diseases

1. Triggers for livestock movement, i.e. drought, flood, conflict, diseases.
2. Livestock movements:
 - Which species, breed, age, sex, etc.
 - From where.
 - How many.
 - Reason for movement.
3. Disease distribution and prevalence:
 - Epidemic disease distribution and prevalence.
 - Endemic disease distribution and prevalence.
 - Nutritional/Metabolic disease distribution and prevalence.
 - Recent disease history at source and target site.
4. Livestock Susceptibility
 - Genetic background.
 - Vaccination treatments.
 - Disease in home area.
5. Institutional set-up (framework)
 - Source of information.
 - Information sharing.
 - Capacity to react.

Sources of Information include livestock movement, disease distribution, and susceptibility (local and national information). There are **gaps** in all of the above sources of information.

Sources of Emergency Response/Preparedness

- Advice, preparedness planning.
- Resources: funds, vaccines, drugs, holding areas.

5. Working Group on Diversified Pastoral Communities

Working Group Members

Andrew Mutengu, FEWS NET Uganda
Saif Sow, FEWS NET West Africa
Christopher Langenkamp, EU Somalia
Friedrich Mahler, EU Somalia
Pippa Coutts, ALRMP
Emma Naylor, Oxfam-GB Kenya
Vedasto Rutachokozibwa, FEWS NET Tanzania

Will Whelan, USAID Washington DC
Calum McLean, USAID Kenya

The main rationale behind this working group was a realization that pastoralism is not a single production system (livelihood) - it is complex with a blend of different livelihoods. In fact, pastoralism as a livelihood is in a situation of change, with more people falling into the "diversified group" and less in "nomadic group". In addition, the situation is made even more complex by the fact that the gap between the two is widening.

EWS is not designed for a 'diversified group', but because they are inter-linked the conventional EW can work IF the livelihoods are understood in detail.

Types of Information Needed

- Baseline understanding of livelihoods.
- Monitoring of dynamic changes, particularly poverty monitoring.
- Ongoing EW information that looks at shocks.

Action from EW

- Short-term emergency interventions.
- Short-term response to shocks should build on long-term programmes-especially in the early and recovery phase.

BIII. Country Working Groups

Five Country/Region Working Groups were formed to explore key questions and issues related to the EWS in their country/region. The working groups were:

1. Kenya
2. Southern Sudan
3. Ethiopia
4. Uganda
5. Somalia
6. Regional

Questions for Country Working Groups

- What is the status of early warning in pastoral areas in the country?
- What needs to be improved?
- How is it going to get done?

Working groups were also asked to address issues of ownership and sustainability of their national EWS.

Common Themes of Significant Issues

A number of common themes relating to issues emerged from the country working groups. These included:

1. Some form of EWS exists in each countries, **but only a few countries have developed a national EWS and all EWS are developed to different degrees, i.e. Kenya has a well developed national EWS, Uganda and Somalia have no national EWS.**
2. A need for coordination between organizations. Some country working groups identified which agencies need to take the lead role in coordination, i.e. the DPPC in Ethiopia, FAO in Southern Sudan.
3. The importance of building a complete picture, i.e.: comparisons across districts and across-borders.
4. EWS have an advocacy role to play. It is essential to strengthen the links between information and users of information, i.e. strengthen links between EWS and EW response.
5. The sustainability issue has different implications in different countries, i.e. not so big in Kenya, but definitely is in Sudan and Somalia.
6. The differing status of disaster management. **In Kenya and Uganda there is a disaster policy on the table, but other countries this is missing.**
7. There exists great scope for sharing issues/problems/lessons between different country EWS. **Need to have more sharing of information and operational lessons between countries in regards to EWS.**

1. Kenya Country Working Group

Working Group Members

Dan Evans, USAID Regional
Calum McClean, USAID Kenya
James Eyapan, ALRMP Kenya
Ibrahim Maalim, Relief and Rehabilitation, Office of the President, Kenya
Ben Watkins, WFP/VAM Kenya
Nancy Mutunga, FEWS NET Kenya
Abdu Rahman, Oxfam-GB Kenya
Emma Naylor, Oxfam-GB Kenya
A.O. Eshmael, Ministry of Agriculture and Livestock Development, Kenya

Review of Working Group Findings

Kenya is fairly unique in the region in that the EWS is community focused, district focused, decentralized, and has a well-defined structure of feeding information to decision makers. The Kenya ARLMP EWS was presented as a case study in the workshop (see in proceedings Case Study: An Indicator-Based EWS by James Eyapan, ALRMP).

Improving Kenya's EWS

The working group identified a number of areas in the EWS that require improvements:

1. Timeliness of information. There is a lapse in time between collection and distribution at the district level. Improvements needed at national and district level.
2. Reports come in at district form; therefore there are no linkages between districts on information. This is problematic as livestock move between districts.
3. Quality control and trust problems. Issue with ALRMP, variation in quality of data across districts. If donors trust system then they are more likely to respond.
4. Better coordination is needed between EW providers and users. There are several providers/users of EW information, but there is a lack of linkages and coordination between them. A lot of information, not really using it optimally.
5. There is a lack of feedback to district level. Information goes up from district level, but not much feedback and information that goes back down. Districts need to see what is done with their information this can then provide inputs into better early warning information.
6. Conflict issue difficult to incorporate if governance/politically motivated, but can do better in resource based conflicts. Informally deal with governance through other security commissions.
7. Responsibilities need to be fed to appropriate line ministries, instead of putting them within ALRMP.
8. Need to look at longer trends vs. shorter-term acute emergencies in EWS.
9. ALRMP needs to be linked to long term poverty monitoring. Link disaster management with other policy frameworks.

Kenya Issues of ownership/sustainability

The working group identified areas that need to be improved to ensure the sustainability of the EWS and to increase local ownership of the system. In the wider Kenya Food Security Steering

Group (KFSSG) plus the ALRMP there are improvements needed and there are actions already on-going to address issues in policy ratification, awareness and implementation. The group identified as a priority building better links between communities/ associations and early warning; and links between national and district level.

In summary, the key areas of improvement identified to ensure sustainability and increase local and national ownership are:

1. Need institutional structures to collate, analyse and disseminate (in simple version) EW information.
2. Problems with policy ratification, policy awareness, and policy implementation.
3. How to get community and districts more involved.
4. ALRMP over dependent on World Bank Funding.
5. How to harmonize the Pastoral Association and EWS.
6. How to involve districts more in decision making about (emergency) response.
7. Harmonizing with neighbouring states.
8. Incorporate EW into broader information.

The working group developed a working action plan that identified each of the areas to be improved, the action to be taken, the level of the action, and who is responsible for the action. The full action plan is in the Annex of the proceedings.

2. Southern Sudan Country Working Group

Working Group Members

Paul Savage, Christian Aid
Janet Omoro, FEWSNET
William Mogga, FAO/OLS
Helen Bushell, Acacia Consultants
Scott Ronchini, WFP/WAM

Review of Findings

There is no national EWS in pastoral areas in Southern Sudan, but there is a number of individual NGOs/UN that have their own EWS in place.

Organisations and EW information collected:

1. OLS SECURITY - All security related information.
2. FAO - Disease surveillance/vaccination info, pasture and water resources (qualitative), market prices (not well established), trade routes and trade with Uganda.
3. WFP/TSU/VAM - Monitoring assessments, insecurity incidences and change in security levels.
4. FEWS NET - Rainfall, Pasture and Browse conditions.
5. SRRA DATABASE UNIT and SRRA LIVESTOCK SECTOR - Market prices, rainfall, livestock mortality, vaccinations and diseases, livestock health and conflict information.

Key issues for improving EW information in Southern Sudan

The working group identified a number of key issues where improvements are needed.

1. **Weak linkages between the individual agency systems, other neighbouring countries and the northern sector.** Communication is a problem, need to strengthen communication systems and identify gaps. Every agency has its own system; need to build collaboration and linkages. Wider dissemination of reports of individual agencies. No consolidated approach in collecting EW information, therefore there are overlaps, gaps, etc.
2. **For effectiveness of these EW systems, local institutions need to be involved and to take ownership** (Qs. Why no donor investment in local authorities?) Local institutions need to be involved. Why no local investment in local institutions: Need advocacy to stimulate this investment. Lack of capacity on the part of counterparts to analyse data collected.
3. **Lack of capacity to analyse EW information among local counterparts.** Need local training, resources and logistical support.
4. **Communities not getting feedback or unable to use information gathered** (see benefits). Communities are providers of EW, need channels to feed information back to them.
5. **Need to change policies of donors, NGOs, Movements (SPLA, SPDF) from relief to more development activities and building local capacity.** Capacity building is beginning to occur, need to involvement of SPLM so that when people are trained they will stay within system.
6. **External resources? Sustainability?** In Southern Sudan external resources are inevitable - may predict EW but no resources to act. Without peace, there is no hope for sustainability of EWS. Regional bodies need to take initiatives - local authorities; movements all need to pursue peace.

In summary the working group stated that **Southern Sudan needs a holistic EWS both external and internal.** Coordination and cooperation among all actors is essential. Issues around capacity building central to improvements; FAO can help put emphasis on SRRA to take the lead to develop their capacity. Must support local institutions; information dissemination, manage resources, advocacy, movement.

The working group concluded that action plans for Southern Sudan will be elusive. The group developed not so much as an action plan, but constraint issues for Southern Sudan. The working group developed an action plan for addressing these issues (see Annex) that outlines issues, actions, level of action and who is responsible. The working group ended their presentation by stating that a large investment is needed in the following issue areas:

1. **POLICY:** Donors, NGOs Movements,
2. **RESOURCES:** to institutions and local capacity, to development,
3. **CAPACITY:** to co-ordinate, to integrate, to manage process, and,
4. **POLITICS:** Personal, Organizational, Communal, Factional, International.

3. Ethiopia Country Working Group

Working Group Members

Francois Flanagan, FAO
Richard Hogg, DFID
Abdukadir Musse, WFP
Suleiman S. Mohammed, SC-UK
Abubeker Abdi, ETH-SOM DPPB
Zinash Sileshi, EARO
Ali Said, USAID/ETHIOPIA
Yacob Aklilu, OAU-IBAR
Beletu Tefera, DPPC
Said Mousse, WFP
Fekadu Abate, OADB/ETHIOPIA
Daniel Molla, FEWS NET/USAID
Alemayehu Reda, CARE

Status of EWS in Ethiopia

Ethiopia has an EWS at the national, regional and district levels. A government entity exists at the national level that is directly responsible for the EWS. The Disaster Prevention and Preparedness Commission (DPPC) is responsible to coordinate the national EW System through its' Early Warning Department. This department chairs the National Early Warning Committee, which is composed of different line or sector ministries (Ministry of Agriculture, Ministry of Education, Ministry of Health, Ministry of Water Resources etc). The National Early Warning Committee is answerable to National Disaster Prevention and Preparedness Committee that is chaired by the Prime Minister at the Federal level and heads of the states at Region, Zone and District Level. At district level the DDPP committee and DEW committee are chaired by the District Administration Secretary.

Major activities of the Early Warning Commission

1. Assessments (Seasonal and mid seasonal during disaster).
2. Collection and analysis of data.
3. Report preparation.
4. Preparation to collect baseline information is on-going.

Improvements Needed in EWS

The working group identified a number of areas that need improvements:

1. Strengthen the existing EW structure at all levels (Federal, Regions, Zone, District, Farmers Associations level).
2. Develop pastoral EW methodologies.
3. Coordinate the existing sporadic pastoral EW efforts.
4. Improve security in pastoral areas.
5. Put regular monitoring in place.

On the issue of sustainability and ownership the EWS there is a Government structure in place but action is needed to strengthen and improve the system. The EWS needs to be extended to grass root level so as to bring the community on board to create a sense of ownership.

The working group concluded by outlining follow-up actions when they return to Ethiopia to address identified issues:

- a. Debrief DPPC the out come of the conference.
- b. Discuss with DPPC on the action plan for pastoral EW.
- c. Call for National Workshop that will enable the improvement of the already existing and the establishment of new Pastoral Early Warning Systems in pastoral areas of the country.

4. Uganda Country Working Group

Working Group Members

Hon. Peter Lokeris, Minister of State, Office of the President
Martin Odwedo, Permanent Secretary, Ministry of Disaster Preparedness and Refugees
Andrew Mutengu, FEWS NET Uganda
Robert Sabiti, Ministry of Agriculture, Animal Industries and Fisheries
Lucy Daxbacher, Oxfam GB Uganda (Rapporteur)
Vedasto Rutachokozibwa, FEWS NET

Status of the Early Warning in Uganda

There is no EWS in pastoral areas and in Uganda in general. Initiatives exist by different partners, UN, and NGOs, i.e. OCHA; FEWSNET, Oxfam, LWF, etc. The government has put in place and is working on a Disaster Management Policy, Framework and Preparedness Plan. There is a Disaster Management Bill to be debated and passed by parliament:

What needs to be improved

The working group identified the following areas that need improvement:

1. Finalization of the Legal Framework on disaster management.
2. Setting of guidelines and indicators for national EWS for pastoral areas.
3. Implementation of EWS and response at all levels.
4. Harmonization of the different players in developing EWS and response.

How this will be done

- Follow-up on the legal framework (Action: Office of the President - OP)
- Stakeholder mapping and stakeholder resource assessment (OP)
- Coordination actions to share information (Office of the Prime Minister - OPM)
- Setting of guidelines for implementing the Disaster Management Plan (OPM)
- Setting of harmonized EW indicators (OPM)
- Capacity-building of the disaster management institutions at all levels, through training, equipment, guidelines, and communication (POM, District Disaster Management Committees, NGOs, UN and donors)
- Advocacy, lobbying and networking through participation in regional initiatives (NGOs, governments, national and regional bodies)

5. Somalia Country Working Group

Working Group Members

Ali Hassan Salad, UNDP Somalia
Mahdi Kayad, FSAU
Sidow Addou Ibrahim, FEWS NET Somalia
Pat Johnson, UNCU
Michele Nori, FSAU Somalia
Christopher Langenkamp, EU Somalia
Friedrich Mahler, EU Somalia
Vittoria Cagnolatti, Terra Nuova
Riccardo Costalgi, Terra Nuova

Key issues for improving EW information in Somalia

The working group identified a number of key issues:

1. Use and objectives of EWS for Somali pastoral areas (methodologies, data collection and validation system).
2. Quality of data.
3. Weak institutional set-up.
4. Transfer of ownership.
5. Cross-border monitoring and information sharing.
6. Linkages with international market (Gulf states).
7. Response to EWS.
8. Linkage of Somali EWS into regional EWS.

Actions to improve EW information in Somalia

- Expand/improve methodologies for pastoral monitoring and link with partners.
- Training/case studies, lessons learned - livestock and pastoralism.
- Capacity building, financial and technical support, study towns/workshops alongside with local partners - involvement of Somali professionals. Somali Technical experts be invited.
- Development of an "Exit" strategy for EWS to be transferred to a national government.
- Identify key partners/institutions for exchange of information, expertise and lessons learned.
- Establish mechanism for co-operation (periodic meetings).
- Standardization of methodologies and information gathering (eg. sharing information on animal diseases).

6. Regional Country Working Group

Working Group Members

Benson Mochoge, IGAD
Safif Sow, FEWS NET
Yvon Madore, UN-OCHA
Roger Lough, FAO
Zachary Atheru, DMC
David Chikodzore, USAID
Roy Stacy, FEWS NET
Will Whelan, USAID
Lesley Adams, SC-UK
Gideon Galu, USGS/FEWS NET
Robin Wheeler, WFP/VAM
Garry Smith, FAO
Jean Ndikumana, ILRI
Nick Maunder, FEWS NET
Lession Ngigwana, Tanzania
Ambrose Oroda, RCMRD
Daniel Evans, USAID
Tim Leyland, OAU/IBAR
Robert Kaitho, GL-CRSP

The status of EW in Greater Horn of Africa region

There are some initiatives for regional EW information, but they are not coordinated hence in less effective.

What needs to be done

1. There is a need to establish and develop a regional EWS (REWS) i.e. coordinate, harmonize, implement. Key components should include: Livestock, crop, conflict, rainfall, trade and environmental information; with monitoring on a regional level.
2. An area for concern is lack of or inadequate livestock information.
3. Information should be collected at a national level.

The key players comprise organizations already active at a regional level: IGAD, RCMRD, DMC, ILRI, FEWS NET, FAO, WFP, SC (UK)

How this should be done

- Formation of a steering committee, built on the existing Regional Early Warning Bulletin Steering Committee.
- Its mandate should be to develop terms of reference that include: REWS for pastoral information, crop information, etc.
- The REWS should take into account most, if not all, stakeholders

Plenary Discussion of Country Working Groups Presentations

(Q) What is the value added of the regional EWS?

(Q) Need to develop individual countries EWS first, then can draw on that information for a regional EWS. A regional EWS can only work if the system is working with and building on national EWS. If national system is not in place or not strong - what will be the credibility of the regional EWS?

(Q) In terms of the country versus regional EWS, perhaps the regional role is one of facilitating, sharing and networking. Regional EWS cannot aggregate what is done at the national level. Another role might be to identify technical innovations and share these at the national level EWS.

(Q) Suspicion is GREAT and coordination is weak among all stakeholders. Issue of simplicity - "I've got a cow in the sky". The partnerships are not as strong as we speak about here.

(Q) We are trying to invent Rolls Royces to address issues of EW. Pastoral livelihoods depend on rainfall, rainfall is determining factor to well being. If rains are late, they are likely to be short. Impending disaster. (A) Is rainfall, most important? No... rainfall is one thing, but how people cope with the lack of rainfall varies.

(Q) Tasks are difficult or challenging, coordination is tough, partners have different interests that are difficult to reconcile, but there are examples of progress and coordination in region. The gap between different agencies and approaches they are using is much closer than 18 months, or 2 years. If there is commitment, then a lot of change can be made. A focus on everything to be perfect at one level, before moving on is flawed. Sitting on very good information - we need to begin to share this. Regional networks could resolve some problems, e.g. food aid distributions.

(Q) Don't have to be ambitious, can be as simple as information exchange, something that is manageable, not a system, but sharing of lessons, information and network. How to do this, move information around?

(Q) Regional networking is a good idea, but where do we get the money/resources to do this? For example in Sudan we are working on an emergency basis.

(Q) Before we move to regional EWS, need to ensure that the country level EWS belongs to the people. EWS in some countries in the region are entirely driven and used by foreign donors, with no national capacity and no use of the EWS by national country. There must be ownership. Start with community capacity, owned and working and employed by nationals. If look at the foreign employees - it is greater and there is a high turnover in personnel. At the national level, there is low capacity and no national ownership. EWS is not only for international use and calling for assistance.

(Q) In terms of the sustainability/ownership issue for EWS - if it is only the national governments that are doing EW and interventions are coming from the donors - then there might be an issue of mistrust in assessments, i.e. due to manipulation, political motives, etc. If donors remove their hands from EWS, they may not believe assessments undertaken purely by national governments.

(Q) There are gaps in EWS - many groups are not included. If we focus on those areas where there is information then we will continue to have incomplete EW. How do we get better information, where we don't have information at the moment?

C: Building Links to Early Response

C.1 Presentations and Case Studies

Keynote Presentation: Institutional Issues and Linking Information to Users *Margie Buchanan-Smith, ODI*

The presentation opened by stating that EW information is more likely to be used if the data is consistent, reliable, accessible and is easy to interpret. The remainder of the presentation focused on factors affecting the up-take of EW information.

Factors affecting the take-up of EW information:

- (1) Who 'owns' the system
 - Do decision-makers know and trust the source?
 - Donors have sometimes been sceptical of national EWS e.g. Ethiopia 1980s.
 - A 'stamp of credibility' is usually carried by international EWS.
 - The main advantage of joint assessments and warnings is greater consensus.
- (2) The value of first-hand experience in crisis
 - The power of decision-makers to 'see for themselves' is important e.g. Ethiopia 1999.
 - Facilitating a field mission may trigger a response where written EW bulletins have failed.
 - Greater likelihood of response with decentralised decision-making?
- (3) Donor bureaucracies and the quest for certainty and quantitative information
 - The culture of bureaucracies is often risk averse, seeking quantifiable proof that an emergency is imminent. The resulting 'wait and see' attitude discourages early response. Is the goal to wait for signs of failure to respond to?
 - There is a temptation for EW practitioners to build up the severity of the crisis, but this approach can backfire on the up-take of EW information.
- (4) Bureaucratic rigidity
 - The timing of decisions to respond within donor agencies rarely take account of delivery time, especially for food aid. Therefore response is usually late.
 - 'Ritualised' decision-making and relief response mitigate against timely response for emergencies that occur outside the 'normal' timeframe. This is can be a particular problem for pastoralist areas e.g. Ethiopia 2000.
- (5) Ratcheting up of crisis indicators?
 - As chronic food insecurity intensifies in pastoralist areas, the threshold of what is regarded as a crisis rises, i.e. higher and higher malnutrition rates are required to trigger a response.
 - An element of competition exists for emergency aid resources between concurrent emergencies, especially in the Horn of Africa - also the impacts of Kosovo and Afghanistan can be considered.
- (6) Political will
 - This is perhaps the most important determinant of timely response. The political context of the emergency is key, including the relationship between donor governments and recipient governments where aid is required. It raises the question: Is emergency aid really free from political conditions?
- (7) The media
 - The free press is argued to be the best protection against famine. But an emergency is only newsworthy when it has happened and there are pictures to shock. In addition pastoralist areas tend to be politically marginal and the press priorities may reflect this. The key to accurate information flow is the accountability between those in need of

emergency aid and those with the resources to provide it, which tends to be a particular problem for pastoralist areas.

The presentation concluded with recommendations as to how the link between EW information and response could be better forged:

- I. EW practitioners must also be advocates in articulating needs and appropriate responses, rather than merely being producers of information. In addition, all advocacy must be backed by compelling evidence.
- II. EWS is likely to be more effective under jointly funded ventures (by donors and national government), since information will be shared and discussed.
- III. Joint emergency needs assessments by the key actors will assist consensus.
- IV. A phased response is preferable to the typical single response, since the margin of error in EW is significant. In this way, a deteriorating situation can be met with increased response.
- V. The pre-positioning of relief resources in the most famine-prone areas (e.g. EFSR) would decrease response times.

Plenary Discussion of the Keynote Presentation

(Q) The presentation presents a donor component of EW only.

(Q) Information is there for the use of donors and it's the mandate of the donors to step in and intervene. Strongly believe we should change this. There are resources for food aid, because food aid is the resource donors want to give. How to make information more credible and more appropriate for the national government needs?

(Q) The first response should be from government; they should be the users of the information. In a recent drought, the government responded first, which triggered a better donor response.

(Q) EW and preparedness relies too much on food aid response, other measures should be considered. Need to distinguish between chronic food insecurity and have a programme to deal with this, then can begin to pre-empt emergencies.

(Q) Structural elements do limit response - donors/agencies tend to sit in isolated boxes. Phased response is needed.

(Q) Who are the users of EW information? We should be informed. We know that governments can't meet all the resources needs and that they need help from donors.

(Q) We need to get information to the affected people. We need to re-examine the idea of disaster/drought. People who are affected should know whether there is a danger of rain failure. Need to get information to the user; climate predictions should be disseminated at household level, to allow them to respond. This information may not have the ability to prevent, but could assist problems in behaviour changes.

Response:

(A) National governments should be the first to respond. The presentation presents the donor side - what are the reasons for national governments sluggish response? Is it for the same reasons as the donors? Once crisis gets to a certain point, sadly due to the scale, the international community is the only one capable to deal with it. With a phased response the goal would be to find alternative interventions rather than food aid, before the crisis deepens.

Case Study: When Early Warning Fails to Trigger Response: Lessons from Region 5, Ethiopia

Daniel Molla, USAID/FEWSNET, Ethiopia and Said Musa, WFP/VAM, Ethiopia

In early 2000, over 8 million people in Ethiopia on the brink of starvation with a near famine situation developing in the mainly pastoral southeastern lowlands ... On 21 January 2000, DPPC launched its major appeal for nearly 900,000 MT. By 28 January the UN Country Team issued a \$190 million appeal to support the DPPC appeal. And by 25 February 2000 WFP approved a \$137 million emergency operation. Several NGOs followed suit and launched emergency relief operations, with massive relief operations undertaken subsequently which curtailed the spread of the crisis by year end - but too late to prevent significant loss of lives and disruption of livelihoods in pastoral areas in southern Oromiya and Somali Regions.

The tragedy of this experience raises important questions about the interplay between the availability (timing and adequacy) of early warning systems (information) and the extent to which these were able to trigger timely and adequate response.

Availability of Early Warning Information

The Somali Region had experienced a series of rainfall shortages leading up to 2000: (a) Poor 1998 deyr (Oct-Nov) short rains (b) Below average 1999 gu (March-May) main rains (c) Near complete failure of the 1999 deyr rains.

In response to the deteriorating food security situation in the Somali Region and other parts of the country, the Disaster Prevention and Preparedness Commission (DPPC) launched a series of five appeals during 1999, the final one being a 'bridging appeal' launched in November 1999 aimed at preventing a break in the food aid pipeline for responding to the expected substantial needs during the first quarter of 2000.

In December 1999, a technical level team visit involving donor representatives organized by DPPC confirmed the severe drought situation in Gode Zone of Somali Region. In its January 2000 Appeal DPPC warned that poor donor response to the "Bridge Appeal" could disrupt relief operations during the first quarter of 2000. And in February, DPPC again organized another high-level helicopter mission for Ambassadors and heads of donor agencies that confirmed the severity of the drought situation in the Somali Region. At this time, several NGOs also sounded the alarm on the then impending crisis in the pastoral areas.

Although institutionalized early warning is weak in pastoral areas in Ethiopia, it is possible to conclude that there was sufficient and timely early warning information about the severe drought situation in 1999/2000 to have warranted a timely response to the crisis that was developing in the Somali Region.

Response to the Drought

The response to the 1999/2000 drought in the Somali Region is evaluated in terms of the global context of food aid requirements and deliveries in the country (Figure 9). As can be seen from the table, limited availability of food aid which is mostly mobilized from external sources (donors, UN agencies and NGOs) has constrained relief response in general during 1996-2000. Given the severity of the drought situation in the Somali Region, inadequate relief delivery during 1998 and 1999 must have exacerbated the impact of the drought - with only 20% of food aid requirements being met in 1999.

Food aid distribution during the first half of 2000 was not commensurate with the level of identified needs (59% of total requirements) as a result of delayed donor response although this is also mostly related to delayed donor response and unavailability of relief resources in the country (Figure 10).

Most non-food interventions did not start until after March 2000, deep into the crisis phase, due in part to limited NGO and UN presence in the area prior to 2000.

Figure 9: Food Aid Requirements and Distributions (National and Somali Region) 1996 - 2000

Year	Date of Appeal	National				Somali Region			
		Affected Popn. (Millions)	Food Aid (MT)		Distribn. As % of Requir't	Affected Popn.	Food Aid (MT)		Dist. as % of Required
			Required	Distributed			Required	Distributed	
1996	Dec-95	2.3	295,600	265,000	90		9,450	10,450	111
1997	Dec-96	1.9	427,800	352,600	82	35,000	3,150	15,608	495
1998	Nov-97	4.3	614,500	306,400	50	366,200	16,082	6,895	43
1999	Dec-98	2.5				401,842	29,598		
1999	Feb-99	3.8				803,640	63,051		
1999	May-99	4.2				219,040	13,142		
1999	Jul-99	5.3							
1999	Oct-99	7.0				837,000	37,674		
	1999 Total	7.0	775,500	502,600	65	864,800	110,545	21,803	20
2000	Nov-99	5.8				837,000	37,665		
2000	Jan-00	7.7				1,321,000	130,890		
2000	Jul-00	10.2	1,380,200	999,100	72	1,321,000	130,890	109,357	84

Source: DPPC and WFP for various years

Figure 10: Food Aid Requirements and Deliveries in the Somali Region (Jan - Jun 2000)

	Jan	Feb	Mar	Apr	May	Jun	Total
Requirement	21,733	21,733	21,733	21,733	21,733	21,733	130,398
Distribution	5,880	13,749	18,799	15,997	17,386	4,731	76,542
Percentage of requirement	27%	63%	86%	74%	80%	22%	59%

Source: DPPC

What Went Wrong?

- (1) Donor exasperation about the appropriateness of emergency approaches to food insecurity in Ethiopia that is largely of a chronic nature,
- (2) Even though the needs were justified, there was reluctance on the part of donors to commit relief resource to Ethiopia in the context of a costly border conflict with Eritrea,
- (3) Lack of baseline information coupled with poor institutional infrastructure and limited regional government capacity make the reliability of Early Warning information from pastoral areas highly suspect, and,
- (4) Although the deteriorating food security situation on the ground was reported since the beginning of 1999, security concerns and absence of NGOs in the area led to delays in relief interventions.

Positive Developments

Although started late, once relief operations were set in motion, logistical coordination among government, donors, UN specialized agencies, NGOs and Djibouti Port Authorities enabled containment of the drought situation from developing into a large-scale famine.

In conclusion, it was noted that hope for the future is resting on the pastoral Early Warning System currently being established by Save the Children UK with support from US AID/OFDA.

Plenary Discussion of the Case Study Presentation

(Q) How did the government itself respond to the problem in the Somali region *viz a viz* its highland response? (A) Government of Ethiopia responsibility to feed people, but it can't feed everyone. Needs to 1st show its commitment by allocating first its share/contribution and then 2nd go to international donors.

(Q) The first appeal for food aid assistance by the government in 1997, brought 5 times more food aid than was needed. Could this have affected the later appeals and lost trust?

(Q) In regards to donor fatigue - it can be a fatigue by donors and countries. This is the case in Sahel, there is now a prudence about putting out EW to elicit international food aid. The response comes from the farmers themselves, i.e. behaviour changes, open forest areas, plant short maturing crops. There has been a consistent drop in food aid since and a shift to find market solutions. (A) Donor fatigue: in general yes, but in context of 1999 there was no other way but to ask for intervention. In the long term there is a need to move away from food aid, in the context in pastoral areas.

(Q) The purpose of EW is not only emergencies, but also preparation for long-term solutions. Information is there, but doesn't get to affected groups. This is where local media and NGO's could tell the farmer/pastoralist - those who don't have access to news. (A) Government should use information to trigger its own response, i.e. advise farmers to harvest aggressively sorghum/ some tendency towards this.

(Q) No EW in place and rain failure - similar to experiences in Somalia. Feedback to community - gave them a broader understanding of their resources, shared preventive measures, grazing management, workshops for Somalis to discuss how we are responding to drought, what should we be doing for their own response, grazing management, etc. Followed by rural meetings, to share experience/ a number of initiatives have come out to develop proposals looking to fund themselves, set up committees to monitor tree cutting, water management. Interesting model, bridging the national and international community. Expectations are addressed in dialogue, free forum to reassess systems that work for emergency assistance.

(Q) Who responds first, the national government or donors? Some areas are lower in terms of priority in terms of politically powerful to elicit government response, i.e. Region 5. (A) In 1999, there were very low food aid needs. It was more severe in the highlands, where there were significant displaced population in the North. Too much attention was given to these. By the time pastoral areas were in crisis, the government didn't have the reserves. There was a wait and see temptation, in terms of waiting for rains. Region 5 could have a short rains which would improve the situation. In highlands, if main crop fails, then situation stays the same for the year. Not the case with pastoral areas. Even if government wanted to respond, they didn't have reserves in 2nd part of 1999. Physically the stock was not there. Also, the country is only able to mobilize 60-70% of the whole Countries needs. It is a question of prioritising regions - if can't travel to areas and there is little understanding of livelihood functions, then there is a tendency to be biased towards highlands.

(Q) As a point of clarification: Ethiopia is currently trying to set-up a pastoral EW system. Was the EW information adequate or not in 1999/2000? (A) There were needs assessments points in time, not on-going monitoring. There was remote sensing data and very localized data from NGO's on the ground. We did not have an elaborate EWS, but we did have adequate and sufficient information.

(Q) Drought: people have been able to respond to drought before. However, people from Somalia who have been displaced, as refugees, get complete servicing (oil, etc) at the camps. If you've stayed for refugee for some time there is a tendency for dependency whereby they make themselves refugees, instead of waiting for your government to respond.

Case Study: The Early Warning / Response Interface and the Cost of Delayed Response during the 1999-2001 Drought Crisis in Kenya¹

Mike Wekesa and Helen Bushell, Acacia Consultants

While EWS has existed in Kenya since the early 1980s, the link between information and response remains weak despite considerable progress made. The aims and objectives of this presentation are to:

- Examine the early warning/ response interface.
- Explain weaknesses in the interface.
- Demonstrate costs of such weaknesses in terms of delays in response.
- Suggest mechanisms to strengthen the links between EWS and response.

Background: Progression of the 1999-2001 Drought

Warning of drought was given in January 1999 through a drought-monitoring bulletin from Turkana. The drought spread, with warnings from Marsabit, Moyale, Wajir and Mandera by mid-1999. Its continued spread saw marginal agriculture & semi-arid Districts affected by mid-2000, culminating in an emergency continuous through 2000 - mid 2001. Thereafter the affected areas experienced limited recovery.

Major drought impacts included:

- Sheep, goats, cattle and camels lost.
- 3.3 million people in need of food aid by December 2000.
- Family breakdowns, social ties severed.
- Increased household and community vulnerability.
- Increased fall out from pastoral/agro-pastoral production system.

The response costs to the 1999-2001 drought crisis are estimated to amount to in excess of US\$ 300 million to date (food and non-food interventions). Given that the response to EWS signals was delayed (the first response came 6-12 months after the warning) and sequencing of the response was poor, a central question that can be raised is: To what degree were these costs justified? And to what extent were they caused by the delay in response?

The estimated financial costs of the 1999-2001 drought are:

1. Cost of emergency relief operations = US\$ 300 million
 2. Cost of livestock lost due to delay in response = US\$ 38.59 million
 3. Cost of running the current EWS (during 3 crisis years) = US\$ 4.96 million
- Total expenditure + loss due to drought = US\$ 343.55 million**

This is compared to the cost of an effective EWS with timely response system:

1. Cost of running EWS for 40 Districts for 3 years = US\$ 51.9 million
 2. Necessary emergency relief = US\$ 120 million
- Total cost = US\$ 171.9 million**

From the above, the difference of US\$ 171.65 million is taken to represent the cost of delayed response to EWS signals, or, the potential cost saving of a timely response. The calculations presented demonstrate some of the costs associated with delayed response - there are other costs that are not captured.

¹ Note: Work in progress

Why the weak interface between warning and response?

- Time was needed to establish coordination structures.
- Decision making on appropriate response was slow.
- The main contributor to delayed response was inadequate preparedness for drought interaction, which resulted in a 6-18 month action lag time.
- Lack of institutional memory in taking appropriate action (e.g. de-stocking, off-take).
- Capacity of implementing agencies was reduced due to focus on food relief.
- Dominance of food aid with limited funds available for early drought mitigation (e.g. water supply).
- Donor funding mechanisms, including competition from other crisis (e.g. Kosovo).

Recommendations: Improving the link between information and response

There is a need to (1) institutionalise systems and structures necessary for timely response (2) make available rapid response funds (with pre-positioning of resources), which would greatly enhance response time and (3) strengthen drought preparedness at all levels, in terms of contingency planning and identifying clear institutional and decision-making responsibility for an emergency response.

In conclusion the presenters emphasised that while this study illustrates the magnitude of some of the costs of delayed response, in reality the real costs are likely to be much larger, encompassing other tangible and non-tangible components. For example, it is not just loss of livestock, but vulnerability to future droughts, loss of potential livestock - and other costs, not captured in the analysis.

Plenary Discussion of the Case Study Presentation

(Q) There is a tendency for donors to wait too late to respond. It is true that delayed response means more financial resources are required, but the contention that food aid occurred earlier than was needed is questionable. The drought began in 1999, but WFP did not have food aid on ground until March 2000. WFP advocated strongly for alternatives to food aid and responded only after government asked for food aid. If there had been an early response, still would have needed food aid due to the severity of the drought. (A) It is not our contention that food aid came in at a very early stage, but other interventions would have been helpful and food relief is costly if it is not necessary. It is true that food aid was required to some level - however effective our system would have been - there were vulnerable groups that would need food relief.

(Q) Ultimately it is the government's responsibility to take the lead on emergencies. Overall observation - the study is too focused on donor/relief agencies. There is no mention of government commitment or intervention. (A) It is right to say that the first response should be from communities, then from government. The government tried to take this initiative.

(Q) There is inefficient attention to pastoral livestock issues - no hard discussion. A livestock crisis develops before the humanitarian crisis - this is the first point of intervention, as well as an indicator. Early interventions to protect livelihoods can reduce the need for food aid.

(Q) It is true lack of response has a cost, but some reservations on the figures - they are quite alarming.

(Q) The 'food syndrome' issue is not only for the victims or governments, but also the international donor. The government launched a paper in Dec. 1999 requesting not only food, but also non-food assistance. In fact the non-food component was greater than the food component - but the response was mainly food aid from international community. We cannot just blame government for focusing on food aid.

(Q) It is easy to criticize WFP, but they are mandated to focus on food aid. Perhaps we need to criticize other sectors that are responsible for non-food aid.

(Q) Why is it that the pastoral production system cannot support themselves anymore? Why is it that we need to prepare local people and interventions needed to avoid a crisis? Droughts are coming always. We need to shift our focus and begin to find answers for these questions.

(Q) The EW information packages you give to users and policy makers, are they informative enough? Do they contain all information they need? The appropriate actions needed? Is it possible packages are incomplete? (A) In the Kenya case of 1999-2000, the 'package' had a whole array of responses and the focus was not on food aid. When the response came, however, it was food aid that dominated. NGO's did not have the capacity to take up non-food responses. Communities and districts had exhausted their capacity to respond. Information was there. Food aid dominated the response for a variety of reasons, i.e. lack of coordination, lack of donor funding options (easier to give food), etc. De-stocking came too late, but became restocking because it came late. The link was weak, non-food interventions did not come and food aid did dominate.

Summary of the Key Issues from the Discussion and Presentations on the Links between Information and Users

- Need to look at all levels - there is a range of activities from national level, (i.e. Uganda, legal) and local level (i.e. community forums/debate).
- What can be usefully feed back to pastoralist? Scope for climate forecasting feed back to pastoralists.
- Marginalization of pastoralists and poor understanding on pastoral livelihoods, despite decades of work.
- EWS have an important advocacy role.
- Weak institutional EWS structures - need greater investment and capacity building.
- Contingency planning is important - not just having the plan, but capacity, funds and plan for implementation.
- Clear case for cross-border coordination and cooperation, i.e. health, trade.
- Need to strengthen existing regional institutions, not create new ones
- Few small little things that can make a difference, i.e. improving exchange of information from EW, not a lot more regional analysis, just exchange of information and exchange of responses.
- Phased responses and regular action on technical issues.
- Need for coordination of regional efforts.
- These are quite simple tasks that could make a significant difference.

C.II Country Working Groups on Improving Linkages at the National & Regional Levels

The same 5 country/regional groups from the previous day's Working Group sessions (Kenya, Southern Sudan, Ethiopia, Uganda, Somalia and Regional - see section BIII) were re-formed to examine the question of how the linkage between Early Warning and Response can be improved. They were asked to frame responses around the following questions/tasks:

Tasks for Country Working Groups

1. What are the constraints in linking EW and Response in pastoral areas in the country/region (institutional, logistical, political)?
2. How can these constraints be addressed in order to improve the linkage?
3. Make proposals for what needs to be done to promote cross-border networking and cross-border exchange of information on EW and on responses and how it should be done.

1. Kenya Country Working Group

A number of constraints in linking EW and response in pastoral areas in Kenya were outlined by the working group. Institutions to facilitate the link between EWS and response are lacking or weak - at the national, district and community level. Another constraint is the lack of flexibility in some of the actions/responses of the government, donors and NGOs. There is a lack and erosion of infrastructure that would enhance community response, i.e. livestock infrastructure to offload saleable assets (destocking).

There is a mind-set on easier options in response, i.e. food aid. Limited preparedness capacity at the national, district and community level, i.e. contingency plans. There is a lack of credibility, capacity and strength of some of the implementing agencies, especially on non-food interventions. The government is expected to take the lead in initial response, but often lacks resources to jumpstart the process, especially in non-food response. There is a lack of contingency funds to activate shelf plans and where there are funds the timeliness of mobilization is inadequate.

The working group identified several cross-border issues in Kenya. Livestock disease control, security and trade issues are relevant cross-border pastoral issues in Kenya. There is a need to enhance dialogue/pastoral communication initiatives to facilitate access to grazing resources across borders. Information sharing is needed among communities and agencies working across the common borders, i.e. cross-border relative links; country - country; district - district, community - community. A regional database of agencies working across national and sub-national boundaries would help facilitate coordination and cooperation.

Summary of Next Steps

The working group presented a schematic model for working on improving the links between EWS and response. For cross-border/regional issues the working group identified three actions:

1. Better inter-district coordination (ALRMP).
2. Practical measures to communicate activities, e.g. on food distribution or development activities distributed across borders (WFP, NGO's etc.).
3. Official inter-government meetings to include situation information exchange, i.e. not just security.

The working group concluded by identifying the KFSM/KFSSG to take forward these actions as part of their routine business activities.

2. Ethiopia Country Working Group

The working group agreed that weak institutional capacity (DPPBs, etc.) to provide EW information is one of the constraints in linking EW information and response in Ethiopia. There is insufficient understanding of pastoral livelihoods due to the absence of baseline data and regular monitoring information. There is also a limited institutional capacity to for early non-food interventions (BOA, BOH, BOWRD, etc).

Other constraints are logistical in nature and include poor road networks, transportation systems, warehousing capacity and communication infrastructure. In terms of political constraints, insecurity was considered to be problematic, as well as mistrust between the various levels of government (federal, regional, zonal, district).

The working group recommended a number of actions to address these constraints:

- Develop an elaborate early warning system specific to pastoral areas.
- Capacity building of institutions for Early Warning and Early Response.
- Improve coordination between government departments, as well as with and between other stakeholders in pastoral areas at all levels.
- Strengthen the decentralization of early warning and response mechanisms with the higher levels in the government hierarchy doing only quality control and spot checking.
- Develop early warning information networking among early warning and response practitioners.
- Strengthen contingency planning, focusing on disaster preparedness at all levels.

In respect to the cross-border issues, the working group recommends that existing regional organizations and structures engaged in early warning information collection should be strengthened and empowered (IGAD, the Drought Monitoring Center, LEWS, etc.). At a minimum, informal information sharing and networking between national EWS and regional EWS, as well as between national EWS themselves should be encouraged.

3. Uganda Country Working Group

The working group identified institutional, logistical and political constraints in linking EW and response in pastoral areas in Uganda.

Institutional constraints identified include: in-complete legal framework, weak institutional structures (from national to community level), ad hoc EWS and responses mainly spearheaded by NGOs, a focus on disasters as they occur rather than on preparedness (reactive and not pro-active), inadequate institutional training and experience in EWS, poor monitoring, co-ordination and evaluation of impact of EW and responses, weak co-ordination and linkage arrangements between institutions on pastoralists issues, weak dissemination, interpretation and utilization of EW information between the different levels, institutional rigidity limited to mandates and institutional complacency and apathy.

The group cited two logistical constraints: the inadequate commitment of resources by government on EW and response at all levels, combined with inadequate operational support (transport, basic equipment, training, information software packages etc.).

Political constraints include: insecurity (complexity of pastoralism, regional small arms trafficking, commercialisation of raids etc.) and inadequate appreciation of pastoralism as an integral part of the economy.

The working group outlined a number of actions to address these constraints:

1. Increased collaboration and sharing of information among key players.
2. Emphasizing pastoralism in policy formulation and national development agenda.
3. Advocacy for increased awareness and appreciation for early warning and response nationally and in pastoral areas.
4. Commitment of resources by the government for early warning and response systems.

The group outlined actions to promote cross-border networking and cross-border exchange of information on the EW and responses:

1. Regular interface among countries i.e. governments, regional bodies.
2. Government facilitation of regular interaction between informal institutions.
3. Government and other actors to facilitate the acquisition and dissemination of EW information nationally and regionally.
4. Lobbying governments to continue supporting regional bodies.
5. Regional bodies such as IGAD, EAC to support national and regional EW systems.
6. Facilitate regular interactions of technical personnel on technical issues.

4. Somalia Country Working Group

The group agreed that EW and response in Somalia faces a myriad of fundamental constraints, the primary one of which is the lack of political framework and enabling environment. The institutional structure that exists is too weak to effectively deal with emergencies and contemplate intervention. As a result intervention is externally-led. However, such intervention is not cost effective, is difficult to target and sometimes undermines or suppresses local responses - even exacerbating insecurity. There is a lack of political will on the part of IGAD member states to strengthen institutional capacity within Somalia.

What can be done

There is need for long-term approach/strategy to overcome the recurring short-term interventions. This needs to be centred on building the capacities of local institutions and administrations. Other more specific initiatives for the future include: preparation of contingency planning to address the short-term problems; strengthening of livelihoods and social networks for early warning, response and coping mechanisms; and better understanding of pastoral livelihoods and production systems. In addition, encourage forums and debates for drought preparedness and social mobilization. Better definitions of the threshold for emergency are required, while it was felt that information sharing to pastoralists would be useful in stimulating social networks and coping mechanisms.

The working group outlined a number of actions that would promote cross-border networking and cross-border exchange of information on EW and on responses. These include:

1. Strengthen IGAD mechanisms for EW and response.
2. Political commitment of member States.
3. Neighbouring Countries cross-border policies on livestock health, movements and trade harmonized.
4. Cross-border networking to identify key partners for horizontal information exchange.
5. Identify economic and trade comparative advantages in neighbouring countries
6. Localized food insecurity should be addressed at regional and not international levels.

5. Regional Working Group

The group identified an overall inadequate level of preparedness and noted the inability of existing systems to reach out to the communities to trigger response and also to build the community capacity to respond.

The main **institutional** constraints included: the rigidity of resource allocation by all the players; a lack of capacity and capability at both national and regional levels; limited institutional memory due to staff turnover; limited regional data bases; information gaps specific to pastoral areas; and a lack of operational technical EW information units (what commonly exists are EW committees which limits technical understanding and interpretation of the EW information hence delaying response).

Logistical constraints included lack of information flow and use from pastoral areas due to under development as well as difficulties in managing pastoral information due to the cross-border nature of their activities. **Politically**, conflicts between Countries limit information sharing while restricted cross-border trade contributes to constraints in information flows.

A number of solutions were suggested to **address weaknesses**:

- Better analysis to enable greater understanding of EW information.
- Proper preparedness planning.
- Proper documentation of past experiences.
- Capacity building by enhancing networks of the institutions outside government.
- Joint preparedness planning with national institutions.
- Identification and/or establishment of a coordinating agency.
- The regional EWS should assist in enhancing existing EW, or establish EW where it does not exist.
- Facilitation of conflict resolution by both OAU and IGAD, with humanitarian information from REWS during conflict.
- Advocacy and awareness for appropriate development of pastoral areas.
- Creation and development of capacity at regional level.
- Creation of a committee to examine EW and response needs.

Finally, **specific proposals to tackle cross-border issues** included: the need for national institutions to work closely with the regional network; the creation of a regional network on pastoral information; and the formation of a working group to follow-up on the recommendations on this workshop.

D: Conclusions

Closing Plenary Discussion on Priorities and Conclusions from the Workshop

As part of the Workshop closure participants were encouraged to offer their insights on what has come out of the three day workshop and practical things that can be done to improve EWS and develop stronger linkages between EWS and response.

- Develop and strengthen cross-border linkages. For example develop cross border linkages in terms of animal health criteria and linking animal trade with taxes. In some regions this is beginning to happen, i.e. between Kenya and southern Sudan. These cross-border linkages are relevant for most countries in the region. Cross-border issues have started in Kenya, but security problems are interfering. Modalities are in place in some regions which need further strengthening and new initiatives in cross-border linkages are needed in other regions.
- Kenya needs facilitation of a working group/ simple list, not just coordination, we want to keep it at the simple level and build on what we have. Invite some people from Ethiopia to share lessons from ARLMP, provide practical help.
- A pastoral community *Shirka* held in Isiolo, that was lead by IDS/UNICEF/UN coordination, provided an opportunity for developing advocacy and for a pastoralist forum for their issues and grievances. A lot can be learned from this experience. For example in Somalia, pastoralist initiatives in trade/livelihoods, and in Kenya, holistic development, are further along in developing forums for pastoralist concerns.
- One recommendation, especially in the Kenya context given advancements of EWS, one area to develop is a common reporting. In Kenya, given the degree of harmonization/collaboration, one step on from this is to develop a common reporting between early warning units to provide consensus reports.
- One very concrete action that would help facilitate exchange of information is the development of a regional database that contains basic information on who's doing what and where. This is practical step forward.
- Establish a working group at the regional level that would represent continuity from this workshop. The working group could be developed at an informal level, plus a steering committee (that would give it some a higher profile, i.e. IGAD). In the Sahel, this regional working group was effective in creating a flow of information and exchange. It began with one informal working group, but led to a number of country technical groups.
- Strengthen the local coping mechanisms at community level. National governments should take responsibility and put aside a percentage of budget for drought/disaster. Weak National governments, that don't have as much capacity, should not be neglected ... still need this local capacity.
- Practical contributions for developing regional EWS from OAU/IBAR, 1. we are producing data base of all organizations in animal health and disease. 2. As a workshop result, have started a Community Animal Health (CAH) network for pastoralist areas (OAU/IBRD/CLIP run). Still starting, but has potentially to include EW as CAH workers could collect and pass on information. Do an audit of livestock trade, who's doing what, identify constraints and response to those constraints, could feed something into these works.

- Regional EW data on a monthly basis will be difficult to get unless there is investment by donors/stakeholders/governments on building effective national EWS. National EWS must be strengthened first, before regional EWS will be credible.
- Workshop this week should not be an end in the regional discussion and sharing of ideas; lessons, etc. Let this be the beginning with follow-up workshops to see if we really have taken off.
- There is a need for conflict EWS - we are very humble on how complex and difficult this will be. There is a need to begin to explore/develop a pilot project to develop conflict EW. Organizations are encouraged to help move this concept forward.
- Need for phased approaches and responses, which is a problem for implementing agencies with very sectoral and temporal focus. Donors could be more proactive in question short and long-term implications of action and use lessons to inform other actors in the region.
- "Pastoralist" is very broad category and our understanding of the difference is limited. We need to chart who these pastoralists are - not a database, but basic information on livelihoods.
- We shouldn't underestimate value of informal networks (i.e. workshop) as means to identify contacts, develop relationships, share expertise. At national level, huge amount of work. At the regional level there are useful ideas and requests from country level that would help their work, perhaps regional role is a more facilitation role.

The workshop closed with closing comments from the workshop organizer who asked the participants to take away the workshop three commitments:

1. Reaffirm the importance of better EW in pastoralist areas - we can be advocates.
2. Move the process forward with the objective of creating action plans. Useful recommendations and suggestions have come out of the workshop, but we need to be committed to move the process forward, to get a wider commitment at the national level. Action plans can be very simple, not necessarily something grand. For example, in Kenya, coordination has flowered into a whole range of activities.
3. One idea that emerges is the need for better information exchange (broad dissemination of analysis, responses, methodologies). I hope we can find ways to begin to address this. Perhaps through regional (including IGAD but, in addition, a more informal exchange) working groups meeting with national groups to form links.

Annexes

Annex A: Workshop Agenda

Monday 12th November 2001

18:00 22:00 Workshop registration

Tuesday 13th November 2001

A. INTRODUCTION AND SETTING THE FRAMEWORK (Chair Daudi Waitthaka)

07:30	08:30	Registration continues	
08:30	08:45	Welcome	Steve Wisecarver (USAID/REDSO)
08:45	09:15	Workshop goals; reviewing the agenda and introductions.	Nick Maunder (FEWS Net)
09:15	10:00	KEYNOTE PRESENTATION The case for better early warning and response - what makes pastoral information and response systems different	Margie Buchanan-Smith
10:00	10:45	KEYNOTE PRESENTATION Information to support mitigation, emergency, recovery and development needs.	Mike Wekesa
10:45	11:15	TEA / COFFEE	

B. EARLY WARNING SYSTEMS

B.1 Indicators and Analysis (Chair Richard Hogg)

11:15	12:00	KEYNOTE PRESENTATION Components of Emergency Information Systems	Dan Maxwell (CARE)
12:00	12:45	CASE STUDY The ALRMP: An indicator based EWS	James Eyapan (ALRMP)
12:45	14:00	LUNCH	
14:00	14:45	CASE STUDY FSAU: Appropriate tools for measuring pastoralist vulnerability	Michele Nori (FSAU)
14:45	15:30	CASE STUDY OXFAM Wajir: A community based system	Abdi Rahman (OXFAM)
15:30	16:00	TEA / COFFEE	
16:00	17:00	BUZZ GROUPS: Identifying the main constraints to effective pastoral EWS	Mike Wekesa / Margie Buchanan-Smith
18:30	20:00	Reception and poster presentations	

Wednesday 14th November 2001

B.II Gaps in Information Systems

08:30	09:30	Conflict Early Warning Systems	Daudi Waithaka (OAU/IBAR)
10:00	12:00	PARALLEL MODERATED WORKING GROUPS	
		- Conflict	Daudi Waithaka (OAU/IBAR)
		- Herd migration monitoring and population tracking	Jean Ndikumana (ILRI) and Ben Watkins (WFP/VAM)
		- Trade	Yacoub Akilu (OAU/IBAR)
		- Animal disease	Paul Rossiter (FAO)
		- Diversified pastoralists	Calum McClean (USAID)
		TEA/COFFEE taken during the working groups	

B.III Action plans for improved national and regional EWS (Mike Wekesa / Margie Buchanan-Smith)

12:00	13:00	WORKING GROUPS - National and regional action plans for improved pastoral EWS	Groups by country
13:00	14:00	LUNCH	
13:30	15:00	WORKING GROUPS (cont.)	
15:00	15:30	TEA / COFFEE	
15:30	17:30	PLENARY feedback on National Action Plans	

Thursday 15th November 2001

C. BUILDING LINKS TO EARLY RESPONSE (Chair Fekadu Abate Duguma)

08:30	09:15	KEYNOTE PRESENTATION Institutional issues and linking information to users	Margie Buchanan-Smith
09:15	10:00	CASE STUDY Lessons from Region 5	Daniel Molla & Said Musa
10:00	10:45	CASE STUDY The cost of inaction in Kenya 1999-2001: A case for an institutional framework	Mike Wekesa & Helen Bushell
10:45	11:15	TEA / COFFEE	

11:15 13:00 WORKING GROUPS
Improving the linkages -- identifying the constraints
and proposals for actions to address them Country groups

13:00 14:00 LUNCH

14:00 15:30 PRESENTATION and plenary discussion

15:30 16:00 TEA / COFFEE

D. CONCLUSIONS (Chair Mike Wekesa / Margie Buchanan-Smith)

16:00 17:00 PLENARY Agreement on next steps

17:00 Workshop closing Whil Whelan (USAID)

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Annex C: Country Action Plans

Kenya Country Action Plan

ISSUE	ACTION	LEVEL	WHOSE RESPONSIBILITY
SUSTAINABILITY			
1. Need institutional structures to collate, analyze and disseminate (in simple version) E. W. information	- Develop a work plan for National E.W. Secretariat	National District Community	KFSSC GoK
2. Problems with policy ratification, policy awareness, & policy implementation	- Ratification & legislation - Awareness raising campaign - Build capacity, operationalize policy, "on the job"	National District Community	Stakeholders GoK
3. How to get community and districts involved	- DSGs to get contingency funds for preparedness and response	DSGs National Community	GoK
4.) ALRMP over dependent on World Bank Funding	- Enact line funding from treasury (policy) and set up disaster fund with multi-year funding - Policy already in place. Need to inact government access to (treasury) funds as outlined in policy. - Need to get multi year donor funding to fill 'resource' gap	D.S.G.S. National International	GoK Stakeholders
5.) How to harmonize the Pastoral Association and EWS	-Build information links between P.A.S. & Drought Monitoring Units. - In future get pastoral associations to collect information for Drought Monitoring units/line ministries	District Community	ALRMP
6.) How to involve districts more in decision making about (emergency) response	- Resolve district to national data communication	District National	ALRMP
7.) Gap in harmonizing with neighbouring states	- Improve feedback from national to district	District National	GoK KFSSM
8.) Incorporate EW into broader information	- link short-term Early Warning monitoring (ALRMP) to long-term poverty monitoring (PRSP)	District National	ALRMP and other supplies of information
IMPROVING EWS			

9.) Timeliness of information	- ALRMP strengthens data collection process	District National	ALRMP National
10.) Isolated district reports	- Short overview of reports that links together with other district reports	District	DSGs ALRMP
11.) Improve recommendations	- Clear and specific recommendations	District National	ALRMP and others
12.) Quality Control Reports & Data/Information	- Improve analysis and interpretation - Incorporate information from other sources - Improve validation	National	EW providers (FEWS, RANET, LEWS, KMD, ILRI etc.)
13.) Co-ordination between EWS providers and users	- Facilitate forum amongst all actors	District National	KSFM
14.) Information feedback (plus decisions)	- Develop and strengthen a feedback mechanism for both information and decisions to the districts.	District National Community	ARLMP
15.) Other Hazards (floods, conflict)	- Develop resource - driven conflict indicators - Political conflict handled informally/other channels - Floods: FEWS NET/ALRMP forecasting model - Rainfall monitoring	District National	Line ministries GLGs
16.) Other shocks (animal and human health)	- Line ministries to report and validate disease outbreaks.		

Southern Sudan Country Action Plan

ISSUE (HUMANITARIAN INFO. SYSTEMS - HIS)	ACTION	LEVEL	WHOSE RESPONSIBILITY
<p>No national EW in pastoral areas but individual UN agencies and NGOs and counterparts have their own systems in place. However:</p> <p>1. Linkage between the individual agency systems, other neighbouring countries and the northern sector weak.</p> <p>2. For effectiveness of these EW systems, local institutions need to be involved and to take ownership (Qs. Why no donor investment in local authorities?)</p> <p>3. Lack of capacity on the part of counterparts to analyze data collected.</p> <p>4. Communities not getting feedback or unable to use information gathered (see its benefits)</p>	<p>a. Need to strengthen these linkages by first, clear identification of pastoral areas;</p> <p>b. FAO/OLS with the mandate of food security coordination (central focus) should strengthen its data collation and response mechanisms with support from other concerned agencies.</p> <p>c. Strengthening communication and information sharing systems existing, identifying and addressing gaps.</p> <p>d. Wider dissemination of reports and information (in a timely manner) by agencies who have it. Regular unified report/update by FAO/OLS as the lead agency.</p> <p>e. Counterparts to develop a consolidated approach to what they are doing.</p> <p>a. Advocacy role: donors to be sensitized on the need to build local institutions.</p> <p>b. Political will needed on the part of the movement itself to invest on its own institutions.</p> <p>a. Need to invest in local training and providing them with resources and logistical support.</p> <p>a. Strengthening community analysis and response (counterparts to work with the communities) and develop local responses.</p>	<p>National, County/State, Payam</p> <p>At all levels</p> <p>National & international</p> <p>National, Regional, International</p>	<p>All stakeholders (UN agencies, NGOs and counterparts)</p> <p>FAO as the central focus and NGOs who provide them with the info. Counterparts.</p> <p>FAO/OLS and NGOs, counterparts and Donor Reps.</p> <p>Donors, FAO/OLS NGOs and the counterparts themselves</p>

<p>5. Policies -Donors -NGOs -Movements (SPLA, SPDF)</p>	<p>a. Change of policies from relief to more developmental activities focusing on strengthening of local capacities. b. People trained - leave as no incentives policy issues between capacity provider and SPLA/SPDF</p>		<p>NGOs and local authorities</p>
<p>6. Sustainability (without peace, not possible) (lack of resources)</p>	<p>a. In the SS context, external resources inevitable - may predict/EW but no resources to act. b. No peace - cant build up their resources - intensification of peace initiatives</p>		<p>Donors NGOs, Regional bodies (IGAD), movements, Local authorities</p>

Ethiopia Country Action Plan

ISSUE	ACTION	LEVEL	WHOSE RESPONSIBILITY
1. The status of early warning in Pastoral areas	<ul style="list-style-type: none"> - Disaster Prevention and Preparedness Commission (DPPC) is responsible to coordinate the national Early warning activities. - DPPC has an Early Warning Department - This department is chairing the National Early Warning Committee, which is composed of different line or sectoral ministries (Ministry of Agriculture, Ministry of Education, Ministry of Health, Ministry of Water Resources etc) - The National Early Warning Committee is answerable to National Disaster Prevention and Preparedness Committee that is chaired by the Prime Minister at the federal level and heads of the states at Region, Zone and District Level. - DPPC: Coordinate National EW activities <ul style="list-style-type: none"> - Undertake assessment - Collect and analyze secondary data - Prepare reports 	<p>Federal</p> <p>Federal Federal</p>	<p>DPPC</p> <p>EW Dept. NEWC</p> <p>NDPPC</p> <p>DPPC</p>
2.1 What needs to be improved	<p>Strengthen the existing EW structure at all levels (Federal, Regions, Zone, District, Farmers Associations level)</p> <ul style="list-style-type: none"> - Develop Pastoral EW methodologies - Coordinating the existing sporadic pastoral EW efforts - Put regular monitoring in place 	<p>Federal, Region, Zone, District</p>	<p>DPPC</p> <p>DPPC</p> <p>DPPC</p>
2.2 Ownership/Sustainability	<ul style="list-style-type: none"> - Government structure is already in place, it requires subsequent action of strength and improvement. 	<p>At all levels</p>	<p>Federal govt., NGOs, Bilaterals and Multilaterals</p> <p>DPPC</p>
2.3 Coverage	<ul style="list-style-type: none"> - Government has to be extended to grass root level so as to bring the community on boarded that enables the creation of sense of ownership. 	<p>Farmers Association</p>	<p>DPPC</p>
3. Follow-up Actions	<ul style="list-style-type: none"> - Debriefing DPPC the out come of the conference - Discuss with DPPC on the action plan (pastoral EW) - Call for National Workshop that will enable the improvement of the already existing and the establishment of new Pastoral Early Warning Systems in pastoral areas of the country 	<p>Federal</p> <p>Federal Pastoral areas</p>	<p>DPPC</p> <p>DPPC</p> <p>DPPC</p>