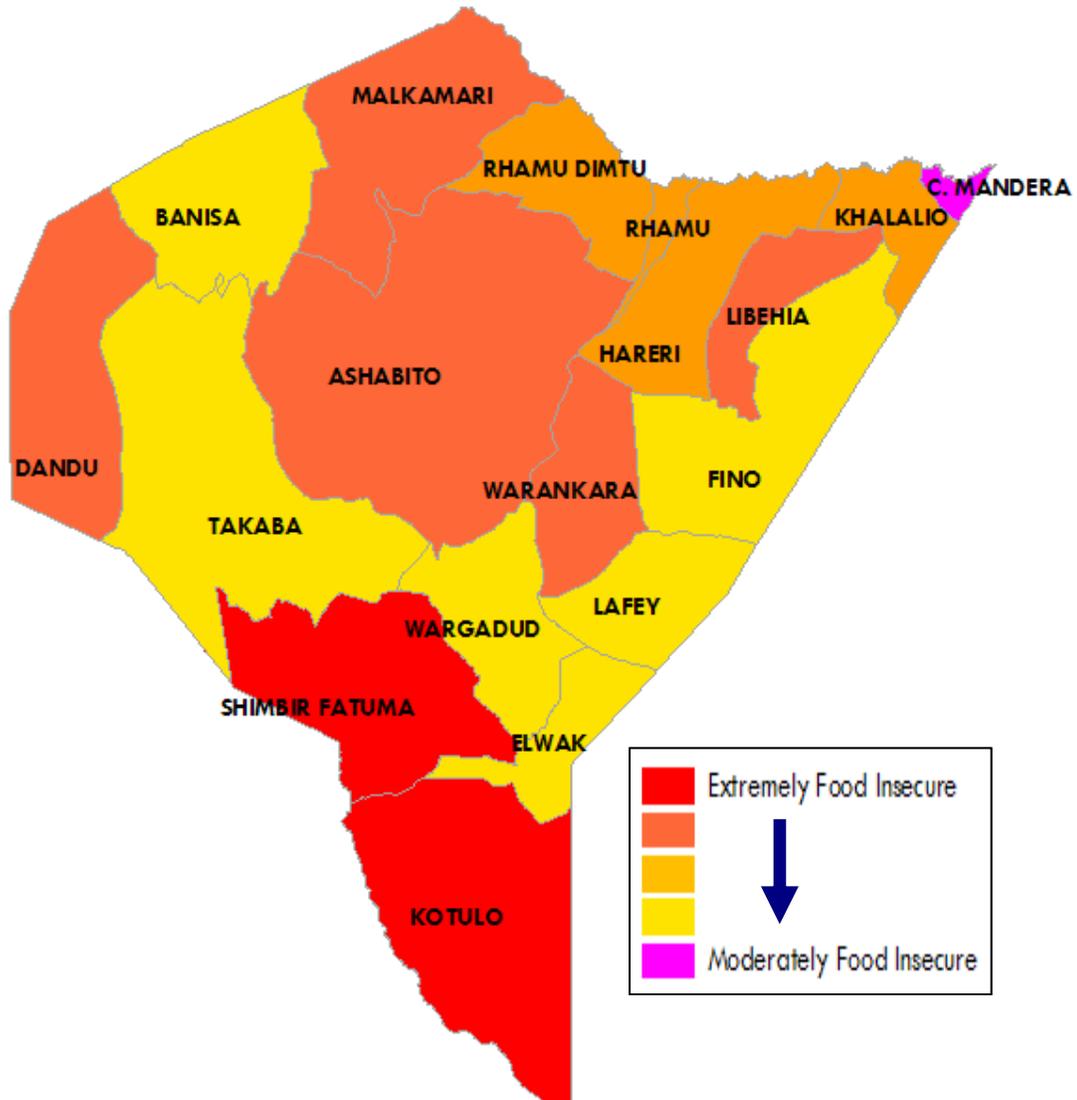


# MANDERA DISTRICT – RAPID FOOD SECURITY ASSESSMENT JANUARY 9-11, 2006

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## Food Security Status: January 12, 2006



### Assessment Team

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|---------------|----------|
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## **1) INTRODUCTION**

### **Objectives**

The Kenya Food Security Steering Group (KFSSG) is conducting food security assessments in 27 drought-hit districts from January 7-31, to clarify the geographic extent, the character and depth of the food security crisis. The objectives of the assessment are three-fold: (i) to determine at the sub-district level the impact of poorly distributed and failed short-rains on livelihoods, and in particular on crops and livestock; (ii) to determine the impact of the failed short-rains on household food security, taking into consideration the impact of the 2003-2005 drought, and compare with the baseline; (iii) to determine emergency food and non-food aid assistance required through August 2006.

### **Background**

Mandera District is the north-most district of North Eastern Province, bordering Somalia to the east, Ethiopia to the north, Wajir to the south and Isiolo and Moyale Districts to the east. The Dava River runs across the Kenya-Ethiopia border to the north of the district. The district has an area of about 33,700 square kilometers and is divided into 18 administrative units, the divisions. The total human population is estimated to be about 345,000 persons.

The predominant livelihood is nomadic pastoralism, practiced by an estimated 80 percent of the population. Cattle, sheep, goats and camels are the main species reared, in an agroecology that is vulnerable to recurrent droughts. There are about 1.2 million livestock in the district – 350,000 goats; 325,000 sheep; 208,000 cattle; 184,000 camels and 8,640 donkeys used primarily as 'burden' animals. Annex 1 shows the districts' livelihood zones.

The food security situation of Mandera District has deteriorated substantially, following the failure of the October-December 2005 short-rains season coupled with a poor March-June 2005 long-rains season. It became clear that a humanitarian and livelihood emergency would ensue, after the absence of rainfall in November, the most critical month in the short rains calendar. While the season was also poor in neighboring Somalia and Ethiopia, conditions are marginally more favorable. Unfortunately, the drought is expected to persist during the next two months and half, until the onset of the long-rains season in pastoral districts in early April. The enormous detrimental impact of two poor seasons on household food security and livelihoods suggests a reduced capacity to cope with poor seasons, pointing to a growing chronic food security crisis.

### **Food insecurity in Mandera District is characterized by:**

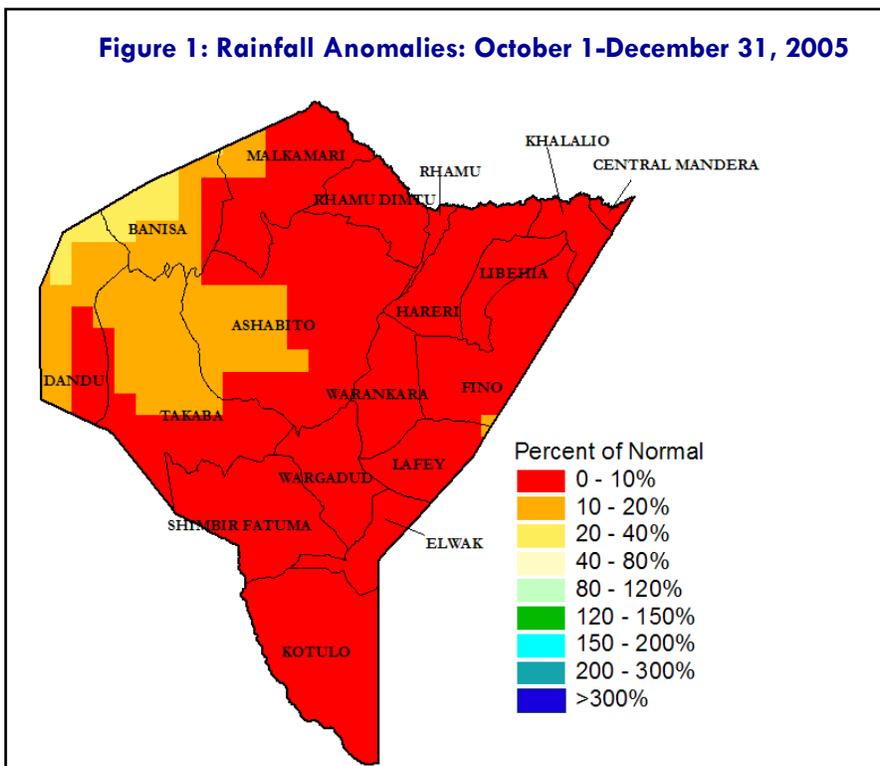
- Severely depleted grazing fundamentals, i.e. water, pasture and browse, and the inability to access resources in neighboring regions due to similarly poor conditions.
- Extended trekking distances that have compromised livestock body conditions and reduced their productivity and value.
- Supply of livestock to markets far outstrips the demand resulting in low livestock prices, further underlining diminished purchasing capacities.
- A significant number of pastoralists are losing their livestock especially cattle and sheep, resulting in the loss of the sole pastoral asset – livestock.

- An upsurge in disease including diarrhea, malaria and marasmus, in the midst of inadequate healthcare facilities among pastoral households – in some areas dispensaries have closed down due to lack of medical personnel.
- The erosion of normal dry season coping strategies and the use of distress strategies, due to increased frequency and length of droughts.
- Continued scarcity of resources is already causing conflict among communities and could worsen leading to additional loss of livestock and lives.
- School enrollment rates are falling as children abandon schools and move with parents away from traditional wet-season grazing areas.

## 2. SITUATION ANALYSIS BY SECTOR

### A. LIVESTOCK PRODUCTION

The assessment team found that key grazing resources – pasture, browse and water were severely depleted, attributable to an exceptionally poor season. See figure 1. In particular, pasture is almost non-existent, reflecting the poor body condition of cattle. Camels and goats are in fair condition. Cattle mortalities are rising and are 20 percent among cattle and sheep; 15 percent among goats; and 5 percent among camels. Most of the livestock mortalities took place in December



and are continuing in January. However, it is noted that 25-30 percent of the livestock from the district are in Ethiopia and less than five percent in Somalia. The district veterinary officers reported that about 5 percent of mortalities are attributed to disease, especially CBPP, influenza and enterotoxaemia. Unregulated livestock movement across borders suggests that disease transmission could widen.

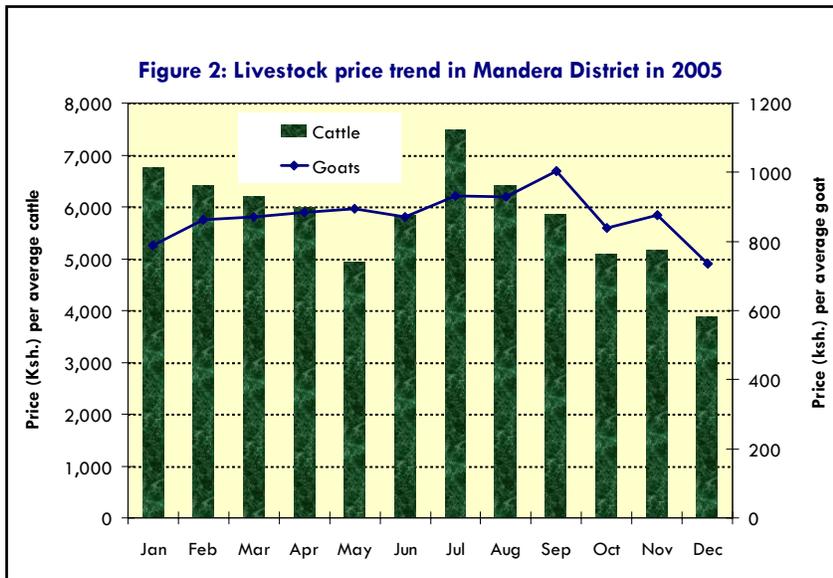
Cattle and sheep migrations have reduced considerably because the livestock has weakened and are unable to trek long distances. The trekking distances for other

livestock has extended beyond 40 kilometers, with watering intervals ranging between two days for goats and up to five days for camels. As conditions worsen in the entire pastoral livelihood zone, migration options are increasingly limited and conflict over resources is likely to accentuate in scale and severity.

Scarcity of water and pasture is approaching alarming proportions and could worsen since the start of the long-rains season is still two-and-a-half months away. The GoK and NGOs are trucking water

for household use, to all settlement centers as an emergency measure and pastoralists are sharing this water with livestock.

Livestock prices have declined by margins ranging between 30-60 percent. The most significant price decline was noted among cattle. Figure 2 shows the price trend for cattle and goats in Mandera District.



Low livestock prices, attributed to a glut in supply, have compounded already low purchasing capacities. In addition, a significant proportion of the livestock is unsellable due to poor body conditions. Financial considerations aside, pastoralists have a sentimental attachment to livestock and usually hold on to livestock even as conditions precariously deteriorate. Cereal prices in Mandera are over 50 percent higher than in

other markets outside the pastoral areas, further underlining the pressure on pastoralist' terms of trade.

The first phase of livestock off-take program that has just been completed targeted less than one percent of the livestock in 12 divisions. The Kenya Red Cross (KRC) purchased 5,000 animals at Ksh. 4 million. The GoK has pledged an additional Ksh. 400 million for livestock off-take in all pastoral districts, including Mandera. However, an effective off-take program needs to target well over 10 percent of the livestock, at this time.

The team found that disposal of carcasses both from livestock mortalities and from the off-take program was inadequate and could become a health hazard if not remedied.

## B. WATER

The team found that scarcity of water for both livestock and household use had reached alarming proportions in Mandera District. Interventions by the GoK and NGOs were useful, yet inadequate. The quality of water was visibly poor in most areas visited - there was no assessment of the water's suitability for human consumption.

There are about 15 functional boreholes in Mandera District. Western Mandera has no boreholes and depends almost exclusively on water trucking by the GoK and local NGOs. The GoK is in the process of drilling an additional 7 boreholes, which should be completed in a month's time. Boreholes were running for about 16-18 hours per day, leading to frequent breakdowns. There were just two rapid response teams in Mandera District. These poorly equipped teams are unable to cope with the rising demand for repair of boreholes. The ALRMP is providing fuel subsidies equivalent to 20 liters of fuel per borehole per day for all boreholes in the district, meeting about 25 percent of needs. US marines plan to conduct a hydrological survey to determine suitable sites for sinking additional boreholes.

There are 14 bowsers trekking water in Mandera District, most of them in the west. The NGOs RACIDA and MEDS are supplying water using eight bowsers and the GoK, the rest. However, their funding could end in January. Households receive about 3-5 liters of water per day, for each person, well below the SHPERE standards. In addition, water is also being trucked to dispensaries, though the demand far exceeds the supply.

Grazing resources are depleted in areas around boreholes and at trucking points due to the high concentration of pastoralists and livestock. In addition, unplanned settlements have increased around watering points.

There are 76 water pans distributed across all settlement areas. However, over 70 percent are silted and have also reported high seepage rates. The majority impounded little water during the short rains and are dry.

Absence of clean water in sufficient amounts is compounding the health and welfare of pastoral households and livestock. Drought conditions are expected to worsen over coming months and water scarcity will likely accentuate. An expanded water intervention is warranted.

## **C) HEALTH**

An upsurge in diseases including malaria, marasmus, kwashiorkor, Anemia and diarrhea is occurring. The number of children admitted to Mandera District Hospital increased from 56 in November, to 70 in January. The poor nutrition of the children in particular, has increased their susceptibility to infections and also lengthened their recovery period. Sharing of food has diluted food rations, while absence of milk has compromised the adequacy of the affected populations' diet.

Rates of acute child malnutrition in worst-affected divisions are about 30 percent (GAM) in Mandera District; well above the WHO emergency threshold (15% GAM). However, these results have not been officially released. There are about 13 Supplementary Feeding Centers (SFCs) in Mandera District. The number of children in SFCs in Mandera has increased from 1,900 in November to 3,000 in January. A significant number is from Ethiopia and Somalia. Over 50 percent of the 800 children in one SFC in Mandera town are from Somalia. The MoH recommended the establishment of Therapeutic Feeding Centers (TFC) and SFCs in Ethiopia and Somalia, so as to reduce pressure on the few FCs in the district.

One TFC run by the NGO Action Against Hunger (AAH) is established in Mandera hospital. There is a need for additional SFCs in Mandera, so as to cope with increasing number of children who are being turned away.

The doctor in charge of Mandera District reported that seven deaths have occurred in the hospital and three in El Wak hospital. The doctor indicated that the deaths could not be attributed directly to malnutrition. Health officials also noted that one case of polio was reported in Somalia, a cause for concern due to unregulated movement of pastoral households between the two communities.

A number of rural health facilities have closed down due to lack of medical personnel, equipment and supplies, underlining the inadequacy of healthcare for pastoral households.

## **D) CROP PRODUCTION**

Sorghum, maize, beans, fruits and vegetables are the key crops grown in the north and west of Mandera District. The irrigated crop grown along the Daua River on the Kenya–Ethiopia border is still in the field. However, flooding resulting from heavy rains in the Ethiopia highlands destroyed dykes along the river and about 85 percent or about 4,000 hectares of irrigated crop was lost in October. The rain-fed crop wilted and a total crop failure has occurred. In general, area put to crops is often less than 10 percent of the potential, due to a combination of drought and poor agronomic practices. While environmental conditions for farmers are more favorable than for pastoralists, the majority of farmers has lost their crop income and is increasingly food insecure.

## **E) EDUCATION**

There are 65 public primary schools in Mandera District. All schools are under the School Feeding Program (SFP), run by the Ministry of Education and the WFP.

The assessment team found that food was not available in schools at the opening week of the semester. Absence of timely delivery of food at the start of the semester appears to be a recurring problem. In Mandera District, the district steering groups (DSGs) and field interviews indicated that expected daily food deliveries do not always happen. There seems to be an additional problem of lack of transport for delivery of food.

A significant number of schools remained closed at the beginning of the term; several children had reportedly migrated with their parents. Timely delivery of recommended quantities of food would have a marked positive impact on pastoral children by maintaining enrollment rates while providing at least one meal for all children in public schools, often the most drought affected areas.

## **F) INSECURITY**

Food insecurity in Mandera District is accentuated by conflict, whose underlying cause is often, competition for scarce resources. About 23,040 pastoralists were displaced after clan fights between the Murule and Garre fights erupted in February. After losing their livestock as a result of the clashes, pastoralists were displaced to El Wak, Warankara, Lafey, Rhamu and Mandera Town. EMOP food distributions were carried out for the displaced. An estimated 10 percent have returned to their respective homes, while several have integrated into the communities.

Garre and Marehane clan conflict in Somalia also displaced an estimated 30,420 pastoralists into Kenya in March and April. Most of the pastoralists moved to El Wak and Kutulo Divisions in Mandera. The pastoralists received only one food distribution in July-August and remain highly food insecure.

As the drought worsens, conflict is likely to increase, unless an effective conflict mitigation strategy is put in place.

## **G) FOOD AID**

The GoK started relief food interventions in Mandera District in October 2003. After a declaration of a disaster by the President of the Republic of Kenya, in July 2004, WFP initiated an emergency operation (EMOP) in October 2004 which is on-going.

An estimated 25-34 percent of the population in Mandera District is currently receiving relief food. The food is shared among several other households, limiting its impact. The GoK is running a 'parallel' food aid intervention in the district, in order to meet growing needs. The GoK's distribution plan is carried out by the district steering groups. However, the GoK distribution is limited by the absence of targeting and inadequate logistical support. In practice a GoK distribution of a comparable magnitude to an EMOP distribution deploys about 10 percent of the trucks used by the EMOP and takes about one month to accomplish compared to the one week that the EMOP distribution takes.

Food needs have expanded - the team in collaboration with districts ranked divisions by severity of food insecurity. An estimated 177,000 pastoralists are considered highly food insecurity, requiring an expanded food intervention. Annex 2 details the ranking of divisions by severity of food insecurity and recommendations.

### **3. COPING STRATEGIES**

Several of the coping strategies that are now being applied are increasingly undesirable and are compromising human welfare and viability of the livelihood. These include:

- Enhanced separation of the breeding herd.
- Killing of calves, to reduce vulnerability of cattle.
- Dependence on relief food and widespread sharing of food among non-targeted community members.
- Kinship support and remittances. Kinship support is declining as wealth disparities narrow.
- Movement to centers, leading to the proliferation of new settlements.
- Sending children to live with relatives and increased child labor.
- Distress sale and slaughter of animals.
- Substantial migration of pastoralists and livestock to Somalia, Ethiopia and districts.
- Consumption of wild food and tubers.
- Selling firewood.

### **4. RATIONALE FOR EXPANDED INTERVENTION**

- Food insecurity and the livelihood crisis will deepen as the drought continues through March.
- Household purchasing capacities are depleting due to the loss of livestock, crops and reduced livestock products.
- The need to arrest the upsurge in diseases and growing rates of child malnutrition.
- The need to save livelihoods and curtail the loss of productive assets.
- An expanded intervention would reduce the need to sending children to relatives, thus maintaining school enrollment rates.
- To reduce dependence on distress coping strategies.
- To minimize competition for water, pasture and browse and the probability of conflict.

## 5. RECOMMENDATIONS BY SECTOR

| <b>A) LIVESTOCK</b>   | <b>RESOURCE REQUIREMENT</b>  |
|---|--|
| <ul style="list-style-type: none"> <li>• The assessment team recommended the expansion of the de-stocking program – the current program has had little impact in transferring resources back to communities or in providing meat to drought-affected pastoral households.</li> <li>• Enhanced disease control and surveillance so as to avoid outbreak of disease as animals move across the borders.</li> <li>• Re-stocking as a recovery strategy after the dry season, assuming that the 2006 long-rains season will be normal.</li> <li>• Strategic water trucking to eight divisions and provision of hay to the breeding livestock was recommended, so as to preserve the pastoral livelihood.</li> <li>• Proper disposal of livestock carcasses by local communities, in order to stem an outbreak of disease.</li> <li>• An enhanced conflict resolution mechanism needs to be put in place by the GoK, in collaboration with communities.</li> <li>• Counseling for pastoral households that have lost livestock.</li> </ul> | <ul style="list-style-type: none"> <li>• Cattle – 2,000 animals; goats – 30,000; sheep – 5,000; camels – 1,000.<br/>Total: Ksh. 34.5 million</li> <li>• Additional de-stocking may be required, should the drought worsen.</li> <li>• De-worming, multivitamins and surveillance.</li> <li>• Ksh. 3.75 million.</li> <li>• Livestock water trucking – seven tankers, 10 bladder tanks, fuel and supplements. Ksh. 1.6 million per month.</li> <li>• Hay for 15 percent of the cattle (breeding stock): about 11,250 MT/month.</li> <li>• Mandera Pastoralist Aid: Ksh. 398,111.</li> </ul> |
| <b>B) WATER</b>   | <b>RESOURCE REQUIREMENT</b>  |
| <ul style="list-style-type: none"> <li>• The need for about 8 additional water trucking bowsers to serve 5 divisions, intended to meet the rising demand for water has to be weighed against resultant proliferation of unplanned settlements that often lack basic facilities.</li> </ul>  | <ul style="list-style-type: none"> <li>• Fuel, spares and personnel – Ksh. 7.2 million for 3 months.</li> <li>• Spare parts for bowsers for 4 months – Ksh. 400,000.</li> <li>• Replacement funding for 8 water bowsers, once the contracts for RACIDA and MEDS expires in January – Ksh. 7.2 million for 3 months.</li> </ul>   |

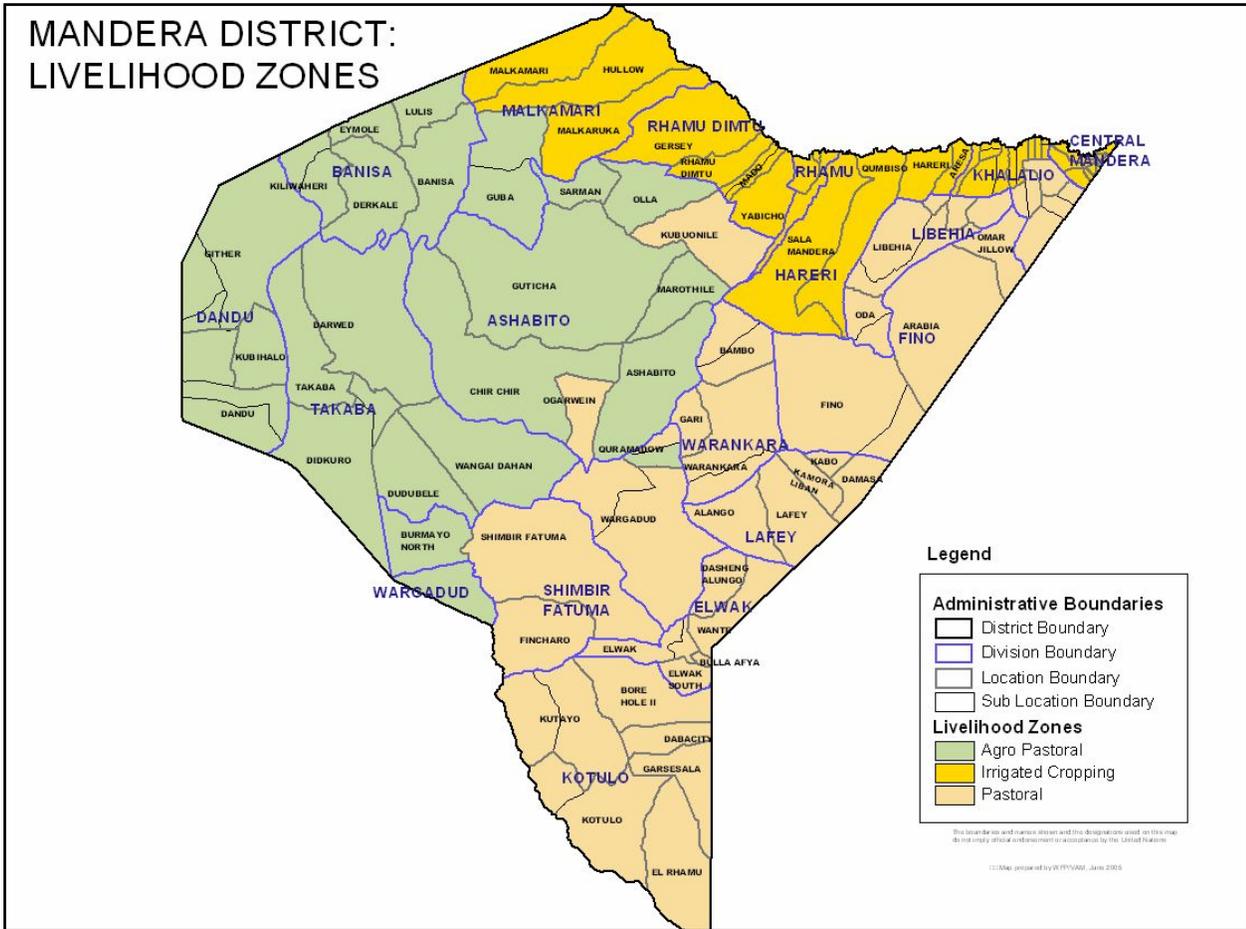
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| <ul style="list-style-type: none"> <li>• About 7 additional boreholes were recommended in both districts, to ease current and future trekking distances.</li> <li>• Equipping rapid response teams in terms of provision of spare parts and manpower is crucial, so as to improve their capacity to respond to emergencies.</li> <li>• Urgent repair of serviceable gensets and purchase of emergency gensets for boreholes that do not have any.</li> <li>• The team recommended desilting and lining of about 50 water pans so as to increase water capacities, while reducing seepage.</li> <li>• Capping of communal shallow wells to avoid contamination of domestic water by livestock.</li> </ul> | <ul style="list-style-type: none"> <li>• Fuel for all 24 boreholes (less the ALRMP subsidy) - Ksh. 13.5 million</li> </ul>              |
| <p><b>C) HEALTH</b></p>  | <p><b>RESOURCE REQUIREMENT</b></p>  |
| <ul style="list-style-type: none"> <li>• Five additional TFCs in Rhamu, El Wak, Lafey, Takaba and Malkamari are necessary.</li> <li>• Medical supplies, four doctors, 20 nurses, 10 clinical officers and eight nutritionists.</li> <li>• Mobile outreach clinics and other outreach vehicles.</li> <li>• Vaccination and monitoring is recommended, so as to avoid cross-border transmission of polio.</li> <li>• Proper disposal of dead carcasses as a matter of priority.</li> <li>• There is a dire need to conduct comprehensive independent nutritional assessments in all areas of the district.</li> </ul>  | <ul style="list-style-type: none"> <li>• Monthly operating cost – Ksh. 2 million.</li> <li>• TFC opening kit – Ksh. 350,000.</li> </ul> |

| <b>D) CROP PRODUCTION</b>  | <b>RESOURCE REQUIREMENT</b>   |
|--|---|
| <ul style="list-style-type: none"> <li>• Provision appropriate seed for the more important 2006 long-rains season in a timely manner. Most farmers have lost their seeds; crop; and income to drought and floods.</li> <li>• Tools for pastoralists that have fallen out of the pastoral economy.</li> <li>• Construction of permanent dykes on irrigated land along the Daua River.</li> <li>• Initiation of water-harvesting technologies, in areas that are suitable for cropping</li> </ul>                        | <ul style="list-style-type: none"> <li>• 32 MT of assorted seed – Ksh. 4.4 million.</li> <li>• Chemicals – Ksh. 960,000</li> <br/> <li>• About 18,000 pieces of hoes, 'pangas', spades, wheelbarrows. – Ksh. 7.1 million</li> <li>• Logistical support – Ksh. 600,000.</li> </ul> |
| <b>E) EDUCATION</b>  | <b>RESOURCE REQUIREMENT</b>   |
| <ul style="list-style-type: none"> <li>• Improved delivery regarding timeliness and pre-positioning of food before the school semester begins in January, May and September, is important, especially among drought-affected households where the frequency of meals is declining.</li> <li>• Enhanced monitoring of the SFP; the SFP should be integrated in the district steering groups.</li> </ul>   |   |
| <b>F) FOOD</b>   | <b>RESOURCE REQUIREMENT</b>   |
| <ul style="list-style-type: none"> <li>• Increase the food aid beneficiaries to 177,000. See Annex 2.</li> <li>• Parallel distribution systems need to be harmonized in terms of: 1) the constitution of the food basket; 2) in terms of distribution approaches.</li> <li>• In the meantime, streamlining GoK's distribution is the key to enhancing effective delivery to the worst-affected households.</li> <li>• In the absence of a single distribution system, the GoK needs to increase funding for</li> </ul> |   |

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| logistical activities to ensure timely delivery of food and to enhance monitoring of the entire process. |  |
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#### **4. CONCLUSION**

While an expanded intervention is required, food insecurity is increasingly chronic in character. Greater frequency of droughts has limited the recovery period, while the lengthy droughts have accentuated food insecurity. The pastoral livelihood is increasing fragile - one failed season seems sufficient to precipitate a livelihood crisis. In addition, the number of pastoralists that drop out of the pastoral economy with each drought has risen. The viability of the pastoral livelihood in its current form is questionable. It seems that in the absence of longer term development-oriented interventions, the pastoral livelihood will remain at risk.



**Annex 1: Mander District: Livelihood Zones**

## Annex 2: Recommended Food Interventions

| <b>Mandera District- Ranking by severity of food Insecurity</b> |                 |                         |                      |                 |
|---|-----------------|-------------------------|----------------------|-----------------|
|   |                 |                         |                      |                 |
|   | <b>Division</b> | <b>Total Population</b> | <b>% Recommended</b> | <b>Proposed</b> |
| 1   | Kutulo          | 16,193                  | 70                   | 11,335          |
| 2   | Shimbir Fatuma  | 6,474                   | 70                   | 4,532           |
| 3   | Libehiya        | 3,740                   | 66                   | 2,468           |
| 4   | Warankara       | 3,802                   | 66                   | 2,509           |
| 5   | Dandu           | 20,667                  | 66                   | 13,640          |
| 6   | Malkamari       | 15,622                  | 66                   | 10,311          |
| 7   | Ashabito        | 41,291                  | 66                   | 27,252          |
| 8   | Wargadud        | 10,465                  | 63                   | 6,593           |
| 9   | Fino            | 9,887                   | 63                   | 6,229           |
| 10  | Takaba          | 12,085                  | 63                   | 7,614           |
| 11  | Lafey           | 9,831                   | 63                   | 6,940           |
| 12  | El Wak          | 20,488                  | 63                   | 12,907          |
| 13  | Banissa         | 48,012                  | 63                   | 30,248          |
| 14  | Khalaliyo       | 9,935                   | 60                   | 5,961           |
| 15  | Rhamtu Dimtu    | 9,213                   | 60                   | 5,528           |
| 16  | Hareri          | 6,835                   | 60                   | 4,101           |
| 17  | Rhamu           | 13,522                  | 60                   | 8,113           |
| 18  | Central         | 54,893                  | 20                   | 10,978          |
|   | <b>Total</b>    | <b>312,955</b>          |                      | <b>177,259</b>  |