

be assisted to quickly initiate their CAADP processes. The AU Policy Framework for Pastoralism in Africa should guide the construction of investments in pastoralism under country CAADP plans.

10. The **long term solutions to famine in the Horn of Africa are known** and have been successfully applied in a range of environments in the region. African countries have endorsed the CAADP and most countries in the Horn of Africa have developed or are developing their CAADP strategy and investment plan. In addition, they unanimously adopted the Sirte Water for Agriculture and Energy investment programme for Africa for each country, with a total budget of 65 billion US dollars over 20 years. What is required is the financial resources and political will for their overall application. Guided by the core principles detailed below, AU member states and their donor partners are encouraged to adopt and invest in the following key principles and areas:

- **Core principles crucial to protecting and rebuilding livelihoods** of the food insecure and enhancing their longer term resilience to shocks include:
  - partnerships which generate integration, broad coverage and enhanced quality;
  - a conducive public policy environment that encourages private sector investment;
  - strong and genuine government and community ownership and participation which are essential ingredients for success;
  - sustained institutional commitment and support
  - predictable resource flows from both governments and donors;
  - sound environmental protection and natural resource management as core elements of livelihood reconstruction in fragile ecosystems;
  - education and training and women's empowerment as well as engagement of young people.
- **Resilient, diversified livelihoods can be restored** in vulnerable ecologies subject to assured and sustained financing for:
  - broadening opportunities for sustainable livelihoods;
  - rural infrastructure projects: irrigation systems and wells, feeder roads and transport infrastructure;
  - inputs for crop and livestock production;
  - protecting and enhancing the natural resource base;
  - applying research innovation to arid and semi arid lands;
  - improving markets and strengthening regional trade policy and integration;
  - applying social safety nets to protect the most needy;
  - operationalization of the Africa-Risk Pool;
  - improving emergency prediction and early response capability;
  - strengthening governance and mitigating conflict;
  - enhancing access to basic services – water, health and education; and
  - using community driven approaches to achieve these outcomes.

11. We have the know-how, including frameworks, institutions, technology and human capacities to eradicate famine from the Horn of Africa, but we lack predictable resource flows to achieve that outcome. We urge this conference to acknowledge the need for predictable flows and to make the commitment to act collectively to ensure an immediate reversal of the situation in the Horn of Africa.



**African Union**  
a United and Strong Africa

## Emergency in the Horn of Africa



### Emergency in the Horn of Africa

1. Exceptionally dry weather conditions have severely affected eastern parts of the Horn of Africa since September 2010. The sustained dry conditions, which have stretched through two consecutive rainy seasons, have resulted in severe degradation of vegetation conditions throughout the region, impacting crop production and pasture availability - some 80 percent of the population in this subregion depends for its livelihood on crop and livestock production where only 1 percent of arable land is irrigated - compared with 7 percent in Africa and 38 percent in Asia. The worst affected areas are southern Somalia, north and eastern Kenya and southeastern pastoral areas of Ethiopia. Significant livestock losses and morbidity have been reported with mortality rates of between 15 to 30 percent in several pastoral areas and as high as 40 to 60 percent in some localized areas, especially for cattle and sheep. The drought has also caused crop failures with significant impact in Somalia where both the main and the secondary cropping season were seriously affected.
2. The impact of the severe drought has been aggravated by the sharp increase in staple food prices, which reached record levels in several countries, causing a considerable deterioration in the terms of trade for pastoralists. The estimated number of people requiring emergency assistance in Djibouti, Ethiopia, Kenya and Somalia has almost doubled since the beginning of the year, reaching about 12.4 million by mid-August, and is expected to rise before the next harvest in late 2011. The food security situation is predicted to remain at critical levels and even deteriorate in some areas through September/October when the rainfall is likely to be insufficient to satisfy water needs in the region, leading to worsening water scarcity from December 2011 into early 2012.
3. The **African Union Commission**, concerned about the humanitarian, food and nutritional crises occasioned by the drought situation in the Horn of Africa (HoA) and resulting famine in five regions of Somalia, has organized this Pledging Conference to raise resources and awareness amongst African Union (AU) Member States and the wider international community towards alleviating the plight of the affected populations in the region. The Conference gives voice to African countries solidarity with the affected populations and confirms their commitment, with donor partner support, to address the immediate humanitarian need as identified in the OCHA revised Consolidated Appeal process and, building on African-led principles and frameworks such as the Comprehensive Africa Agriculture Development Programme (CAADP) to develop a medium-to-long term food and nutrition



security strategy that rebuilds livelihoods and resilience by strengthening coping mechanisms in-country, while building the African risk management capacity and disaster reduction mechanisms.

4. FAO, building on the G20 action plan on food price volatility and agriculture, organized two high-level meetings on the Horn of Africa (HoA) crisis on 25 July and 18 August 2011 which contributed to the joint recommendations captured in this paper. Participating in these events were agricultural ministers from countries in the HoA, ministers and representatives of FAO Member Nations, the African Union, the Presidency of the G20 (France), the International Fund for Agricultural Development (IFAD), the UN World Food Programme (WFP), the UN Secretary-General representative, Oxfam and many other international and civil society organizations.

## The Way Forward

5. in the **Horn of Africa Livelihoods are remarkably environmentally adapted**. Today, these livelihoods have been overwhelmed by a combination of drought, conflict and high food prices. Rebuilding livelihoods and resilience requires a twin-track approach, namely, to meet the immediate needs of vulnerable populations while building longer-term resilience. In particular, the AU member states and their development partners must:

- in the short term ensure that: emergency food and nutrition security needs are fully met and access to all affected people is ensured; nutrition support is scaled up; the livelihood assets of vulnerable, small-scale herders are protected; the resources for crop and vegetable production of farmers are secured for the upcoming October 2011 and spring 2012 planting season, and vulnerable households are shielded from rising food prices, including through expanded productive safety nets;
- in the medium and longer term: address the technical, financial and policy context that limits the potential of the production and livelihood systems in Arid and Semi Arid Lands; aggressively protect and restore degraded natural resources; achieve sustained and equitable agricultural growth and rural development; ensure adequate availability of and access to nutritious food for all; and, enhance the resiliency of livelihoods in the face of accelerated hazard cycles and climate variability.



6. A **livelihoods- and rights-based approach** to humanitarian and development interventions, must underpin these short and longer term interventions, with emphasis on the need for stronger linkages between humanitarian and development initiatives at the micro, meso and macro levels.
7. The **most important actors in life-saving actions are the Governments and, particularly, peoples of the Horn of Africa themselves**, whose livelihood systems provide the foundation of survival, protection, recovery and human development. As such, there is an immediate need to expand support to livelihood systems through critical humanitarian interventions, to be sustained until stability is achieved, including:
  - **ensuring availability and access to food** including: providing food and cash assistance to address urgent food gaps; rapidly identifying and addressing acute malnutrition; protecting the

most vulnerable; removing export restrictions for food purchased for humanitarian purposes; establishing targeted emergency humanitarian food reserve systems to complement existing regional and national initiatives; maintaining the freedom of movement of peoples and livestock; and enabling access to clean water, sanitation and hygiene and basic health care;

- building off supporting market analysis, providing resources for food and **cash for work, non-conditional cash transfers and vouchers-for-work** to vulnerable households to: prevent distress migration and household dissolution; prevent the distress sale of assets and the exhaustion of limited savings; preclude the need for long-term, cross-border labour migration; stimulate an expanded supply of food and essential commodities into markets in distressed areas; and help offset the impact on household economies of high/rising staple food prices;
  - supporting **initiatives to ease competition for stressed natural resources** through commercial destocking; purchase and slaughter of non-core animal stock; and, where appropriate temporarily and safely relocating core breeding livestock to feed secure areas as well as securing livelihoods through stock diversification - backyard poultry and micro-livestock options;
  - **improving access to shelter, water, fodder, feed, nutritional supplements** for small-scale and vulnerable herders so that core livestock survive and incomes in fodder-producing areas are supported through local procurement;
  - **supporting sustainable pro-poor community-based animal health services**, their linkages to private pharmacies and adherence to government regulation;
  - across all interventions, **focusing on assets and productive activities controlled by women** and of particular nutritional benefit to women, children and the elderly, including lactating animals and vegetable production;
  - **strengthening public animal health interventions** including sanitation and food safety and the surveillance and control of zoonotic and epizootic disease, including livestock vaccination campaigns;
  - **rebuilding livelihoods of viable pastoralist families** through strategic restocking incorporating indigenous systems for livestock redistribution and the promotion of alternative livelihoods with close linkages to the livestock sector;
  - **supporting small-scale crop and vegetable production** with appropriate quality seeds, fertilizers, irrigation water, and enhanced farming skills. These inputs must be in place for the October/November 2011 short season and 2012 spring rains.
  - **ensuring a coordinated approach** between humanitarian and development actors, as advocated by the Inter Agency Standing Committee (IASC) Plan of Action for the Horn of Africa including the development of functional strategic food reserves that can buffer the shock of acute food shortages and the avoidance of large-scale food crises.
8. Assured **multi-year funding for livelihood restoration programs is required** in the medium and longer term for with vulnerable, crisis-affected and at-risk populations to restore the health and skills of people, enable access to financial resources, restore productive assets, protect and enhance natural resources and generate an enabling political and economic environment in order to reduce disaster risk.
  9. The **participatory, evidence based and Africa- and country-led CAADP process** provides the most appropriate vision and strategic framework for sustainable livelihood development in Africa. The CAADP is an ongoing process that requires regular updating of strategies and plans, which, in the environment of the HoA, demands particular attention to issues of livelihoods sustainability, gender, climate change adaptation and mitigation and disaster risk management and crisis response. Donors and national governments must invest in the completed CAADP national agriculture investment plans for Ethiopia, Kenya and Uganda and support the early completion of the ongoing CAADP planning in Djibouti and Sudan, while the governments of Eritrea Somalia and South Sudan should