

# EARLY ACTION PROTOCOL SUMMARY

Kenya | drought

15.02.2022



*Relief food distribution to 500 families in Samburu County by Kenya Red Cross. Photo: Kenya Red Cross Society.*

EAP No: <b>EAP2022KE02</b>	EAP timeframe: <b>5 Years</b>
MDR Code:	EAP approved: <b>11/10/2022</b>
Early action timeframe: <b>7 Months</b>	

**Budget: CHF 499,199**  
**To assist: 150,000 people**

# Summary of the early action protocol

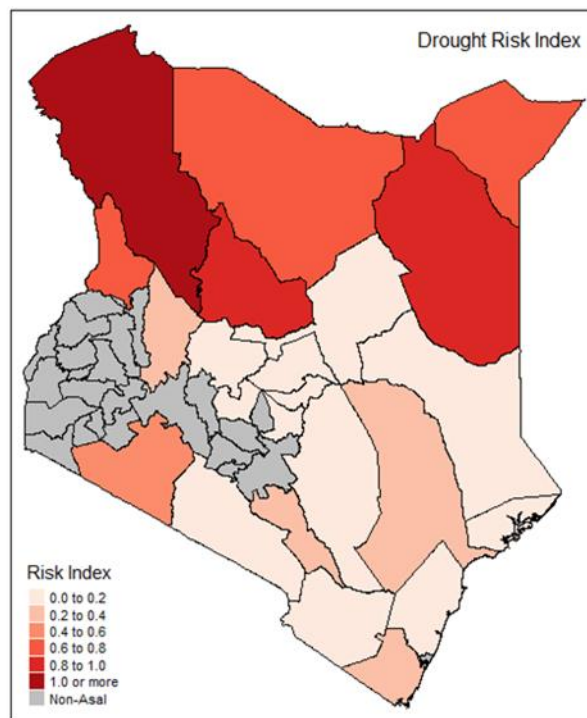
The IFRC Disaster Response Emergency Fund (DREF) has approved a total of CHF 499,199 for the Kenya Red Cross. The approved amount consists of an allocation of CHF 135,978 for readiness and pre-positioning and CHF 363,222 allocated to implement early actions once the defined triggers are met.

Allocations are made from the Anticipatory Pillar of the DREF, under the DREF appeal code MDR00001. Unearmarked contributions to the DREF are encouraged to guarantee enough funding is available for the Early Action Protocols being developed.

This Early Action Protocol (EAP) is a tool to guide the timely and effective implementation of early actions. These actions are informed by specific weather or climate forecasts and biophysical indicators predicting and/or indicating drought events. If such events materialise and no proper actions are in place, they have a high likelihood of generating a humanitarian crisis. Humanitarian crises can be avoided or minimised by the joint and timely action of the Government of Kenya at National and County level, communities at risk, stakeholders including the Kenya Red Cross Society (KRCS), United Nations Agencies, Non-Government Organisations (NGOs) and Development Partners.

This EAP has been designed by KRCS in collaboration with the National Forecast-based Financing Technical Working Group (TWG) composed of key actors in disaster risk reduction (DRR) and disaster management (DM). All the stakeholders involved in this plan are members of the TWG and have a key role during the preparation and activation of EAP.

The climate in Kenya ranges from tropical (in the coastal region) to arid (in the mountain regions). There are two main rainy seasons; the March-April-May (MAM) "long rains" season and the October-November-December (OND) "short rains" season. The occurrence of droughts in Kenya is not a rare event, since 80% of Kenya is composed of arid and semi-arid land (ASAL) with annual rainfall ranging from 200 to 500 mm resulting in periodical droughts that are part of the climate system. In the past, communities were able to cope with the periodic droughts and had developed resilience to drought events. However, local observers report that an intensification in both the length and severity of these events has been observed in the last few decades. This perception is confirmed by the Famine Early Warning Systems Network (FEWSNET) analysis that monitored and mapped rainfall trends over 50



years between 1960 and 2009 revealing that “long rains in central Kenya have declined by more than 100 millimetres since the mid-1970s” (FEWSNET 2010). Columbia University - International Research Institute for Climate and Society (IRI) data also affirms this decline in the long rains. Haile et al. (2019) reports that severe droughts have already hit the country (e.g. 2017) and over the recent years have become more frequent, long lasting and more severe.

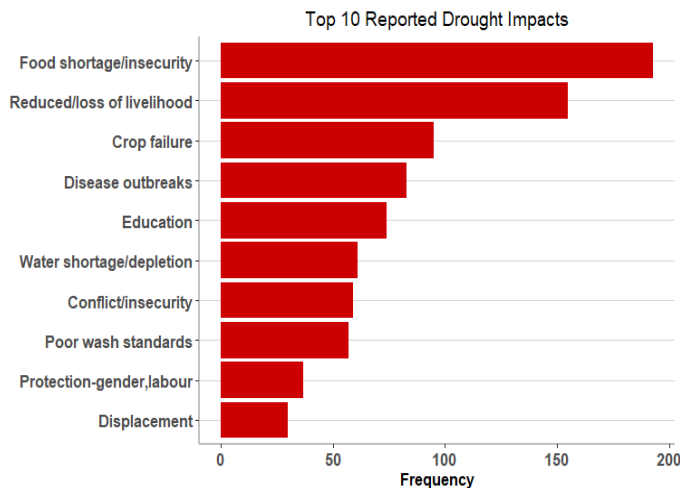


Figure 1: Top 10 Reported Drought Impacts

The impacts of drought are felt hardest in the agricultural sector which is the backbone of Kenya’s economy. Agriculture contributes to food security, employment and economic development of the country (e.g., ROK, 2010). According to UNDP (2012), the sector contributes 26% directly to the annual GDP and 26% indirectly through industries that feed from the sector such as wholesale, retail sales, agro-based manufacturing and transport. Further, it contributes 65% to total exports from the country and 16% to formal employment. The sector employs about 80% of the rural population (World Bank; CIAT. 2015) who rely on small-scale (3ha units) subsistence farming, livestock rearing and fishing (IFAD 2019).

With regards to historical drought impacts recorded in Kenya between 1973 and 2022, food insecurity, loss of livelihood, crop failure, disease outbreak, disruption of education, water scarcity, increased cattle rustling, and conflicts are the most reported impacts (Figure 1). The magnitude of these impacts have been found to vary across different counties in Kenya.

From the analysis, high drought risk was in the Northern Kenya Counties of Turkana, Marsabit, Samburu, West pokot, Wajir, Mandera and Tana River. Other Counties in eastern and southern Kenya with relatively high risk include Narok, Makueni and Kwale.

## OPERATIONAL STRATEGY

### 1. Who will implement the EAP - The National Society

Kenya Red Cross Society has over 216,000 volunteers across the country, supported by about 580 staff in 8 Regional offices, 47 County Branches across Kenya. KRCS HQ is in Nairobi, with capacities in both emergency and developmental programming at both national and field levels. KRCS is the largest humanitarian organisation in Kenya, with a countrywide presence working eight (8) regional offices and 47 branches - one in each of the 47 counties. This countrywide reach will provide a good platform for implementation of the proposed early actions in the drought EAPs.

The National Society is designated as the first line of response in all sudden onset disasters by the Government and the Kenya Humanitarian Partnership Team (KHPT) with a mandate to support the first 150,000 people affected by disasters in the country.

In addition, the organisation has skilled staff with experience in managing drought actions, working through skilled sector leads in WASH, Health and Nutrition, and Livelihoods among other sectors.

In each of the 47 counties, including the 23 Arid and Semi-Arid (ASAL) counties prone to drought, KRCS has a team of 30 trained Red Cross Action Team (RCAT) members leading preparedness and response for all disasters. The teams are trained to provide support for key actions such as WASH interventions, health and nutrition, agriculture and food security as well as livelihood support. The teams will form a key part in the implementation of the early action including through use of cash where needed.

KRCS has staff and volunteers trained in Cash and Voucher Assistance (CVA) who can roll out cash transfers effectively within a short period of time. The staff and volunteers have also been trained on Community Engagement and Accountability (CEA) to support in mainstreaming CEA activities; through promoting meaningful engagement and participation of communities, complaints and feedback mechanisms to ensure greater accountability to the communities in all KRCS responses. KRCS has elaborate capacity in logistics, finance, procurement, ICT and all other support functions requisite to the demands of this Drought EAP.

The proposed interventions in the EAP are in line with KRCS's mandate of saving lives, alleviating human suffering and supporting communities to recover from the effects of disasters. The proposed EAP is in line with the KRCS Disaster policy which prioritizes working with existing community structures, capacities and resources to enhance preparedness capacities and contribute to reduced impacts of disasters on communities.

KRCS carries out its contingency planning process twice each year (February and September). This is timed to occur just prior to the onset of the two rainy seasons (March-April-May and October-November-December respectively). The current KRCS multi-hazard contingency plan highlights flood as a major hazard and includes the identified early actions in the EAP. The proposed early actions are therefore relevant and feed into the KRCS Multi-hazard contingency plan. Future reviews of the KRCS multi-hazard contingency plan, will ensure a continued incorporation of the EAP in the multi-hazard plans.

The EAP will be implemented in conjunction with several organisations including the National Disaster Operations Centre (NDOC), National Disaster Management Unit (NDMU), National Drought Management Authority (NDMA), Kenya Meteorological Department (KMD), Water Resources Authority (WRA), Social Protection Directorate, Ministry of Health, World Food Programme (WFP), Food and Agriculture Organisation (FAO), Department of Resource Surveys and Remote Sensing (DRSRS), Regional Centre for Mapping of Resources for Development (RCMRD), St. Johns Ambulance, and the State Department of Livestock and Crop Development in the Ministry of Agriculture, Livestock, Fisheries and Cooperatives.

## **2. How the EAP will be activated – The Trigger**

This EAP will be triggered for the 23 ASAL counties of Kenya where Standardised Precipitation Index (SPI) forecast for OND from KMD indicates SPI value of below -0.98 with at least 33% chance of occurrence, in at least 3 counties. The lead-time will be up to 12 weeks and early actions implementation will start in July.

When KMD issues OND forecast for the which indicates that the trigger levels will be exceeded in at least 3 of the 23 ASAL counties (prioritized for this EAP) Kenya, the drought risk map will be updated by the IBF dashboard, factoring in the new forecast information and IPC phase projections (hazard component of the risk index). The counties in which the trigger threshold is met will be ranked by order of the risk index. Of those ranked, NDMA's current information will be considered such that if any of them is classified as alarm or in emergency state of drought (too late to conduct anticipatory actions), then they are dropped and focus is given to those in alert and/or normal. The EAP would then be triggered in the remaining top 3.

### 3. How the EAP will reduce the impact on the population – The Early Actions

#### Early Action Selection Process

The work on the early actions began with a feasibility study conducted by a dedicated consultant that produced a long list of drought's actions after consulting sampled communities in Kitui and Marsabit. The TWG, comprising Government institutions and key stakeholders, prioritised the listed actions linked with the prioritised impacts. The selected early actions sought to respond to the prioritised impacts, so as to address the needs emanating from the impacts once the trigger is reached. Details of the prioritised early actions against the said impacts are detailed below:

#### Priority Impact 1: Water Scarcity

**Water sources:** In many places, droughts cause critical shortages of water for drinking, domestic use and for livestock. Even during drought events, it is rare to find that budgets for developing water resources are diverted from normal government plans to repair boreholes and other water facilities as their budgeting is tied to one review per year. They are unresponsive to evolving risk in a year. Assessments for water facilities needing repair and other WASH will be done as readiness activities at least a month before the season. The feasibility will include community acceptance and market assessments to determine if WASH items and water vending services can be purchased from the local markets. The readiness phase will also include advocacy to the communities on water harvesting, activation of the Water Management Committees and awareness creation or sensitization sessions on WASH. Strategic areas for installation of mass water storage tanks will be done prioritising where rainfall water harvesting is possible such as schools leveraging on rooftops. This will be done in close collaboration with communities at risk. The aim will be to take advantage and provide storage of the below average rain water, Moreover, the tanks will be linked to water sources such as water pans or boreholes so as to complement storage for drier periods.

Skillful forecasts will be used to trigger a repair and rehabilitation of different water sources in these areas. This shall be done in partnership with the local government, and other agencies supporting water development, e.g. UNICEF.

#### Proposed Early Actions:

1. Assessments on WASH needs and feasibility of Cash to meet WASH needs
2. Preparatory activities for Cash for WASH (communities to pay for water from vendors or WASH needs)
3. Rapid Assessment of functionality of water facilities
4. Prioritise key/critical water facilities
5. Repair and rehabilitation of water facilities
6. Desilting of Water pans, Repair of Earth dams (Consider cash for work)
7. Installation of mass water storage tanks

#### Priority Impact 2: Lack of Pasture

**Fodder interventions:** Some experiences in distributing fodder/feed to livestock have demonstrated reasonable results, although there is also experience of projects which have been too short-term to sustain animals through a drought and so the overall impact has been minimal. It is however important to use as long a range forecast as is available in order to plan how long livestock keepers will need a fodder supply.

**Livestock markets:** One of the greatest economic impacts of droughts is asset depletion caused by a combination of livestock mortality and excess sales of livestock, made worse by a collapse in the price

of animals. In some areas, the market for livestock collapses completely, and livestock owners are left unable to sell their animals at all. This is a systemic issue.

Developing the resilience of livestock markets to drought shocks is an important challenge which can only be properly addressed through long-term initiatives to support the value chain as a whole. Humanitarian or other short-term efforts cannot substitute for this. However, this can be mitigated by interventions which can be triggered by long-range drought forecasts. These will be particularly relevant in ASALs when there is a forecast for a second poor rainy season in succession. Different approaches have been taken to supporting livestock marketing in droughts. In some cases, it has been enough to facilitate better connections between traders operating nationally and local livestock markets. In some countries or regions, there are (commercial) ranching or fattening stations which can absorb a large number of animals for a short period, if the constraints to this happening naturally through normal market forces can be identified and addressed.

Sometimes, financial incentives have been given to traders, e.g., through transport subsidies, although there have reportedly been mixed experiences of this, at best, many years ago in Kenya. In some cases, a key constraint facing livestock owners is that their animals are too weak to walk long distances to market, and there are no feeding stations or water points along the way. These and other kinds of intervention will be analyzed for their appropriateness in different contexts.

Some aid agencies and governments (including in Kenya) have attempted direct market intervention, buying up drought-affected animals. It is unlikely that this approach can ever achieve significant scale, given that livestock asset losses in Kenya can amount to hundreds of millions of dollars in a drought; or that they can be cost-effective compared to interventions which work to facilitate better market outcomes. It may also be difficult to plan, finance and implement a mass programme of livestock purchase within the timeframe, even if a drought forecast is used as the trigger. However, this remains for analysis by local experts. (Although it does not use the language of “forecast-based” action, LEGS (2014) is a valuable resource in planning any potential FbA).

Proposed early actions to mitigate against this impact include:

1. Procure and distribute pasture seeds to targeted communities. This will also entail training of target communities on planting methods.
2. Advocacy on protection of fall back grazing areas to key stakeholders and community groups as part of rangeland management.
3. Advocacy on pasture management, fodder preservation and packaging, and destocking
4. Provision of fodder for priority stock, using commodity vouchers where feasible. During this, other best practices will be advocated for including destocking

Priority Impact 3: Reduced Crop Yield

Access to agricultural inputs: Input support; Drought tolerant seeds

Very few potential actions which can be implemented before a shock suggest themselves to help crop farmers facing drought or recovering from a flood. One of the most significant is to ensure that farmers have the information that they need and to ensure that they have access to planting material for drought-tolerant crops. The cost of purchasing such planting material is rarely likely to be the key constraint for farmers – very few kilograms of seeds for crops such as millet or sorghum are needed by smallholder farmers, and vegetative planting material for cassava or for sweet potato, a key short-term crop, is rarely expensive and frequently freely exchanged. Institutional procurement procedures, Anticipatory Action SoPs and pre-agreements with suppliers done after validation of the EAP, will enable timely procurement and distribution of seeds

The problem experienced by communities has been that seeds are not available in adequate quantities; that the quality of the seeds available is poor; or that farmers are not given adequate

information to be able to make a properly-informed choice. This EAP will address this by having clauses in the framework agreements clauses and prequalified supplies on quality assurance of the seeds to be distributed. Coordination and collaboration mechanisms between governments and aid agencies will ensure that the right seed types, in the right contexts, to the right targets are distributed in a timely manner.

The identification of specific interventions will depend upon contextually- and technically- informed analysis.

Proposed Early actions to this impact include:

1. Input support; Procure and distribute drought tolerant seeds. This will also entail training of target communities on planting methods
2. Advocate for crop diversification
3. Advocate for improved post-harvest crop management to reduce post-harvest losses

Procurement and distribution of drought tolerant seeds in the context of this EAP will be done as an early action. It is possible to implement within the timeframe, enabled by framework agreements, prequalification of supplies and institutionalisation of EA SoPs. Moreover, these activities will be undertaken during the preparedness phase, while procurement of seeds will be done after trigger.

#### General Cross-cutting Impacts for Drought

Information: The first priority must be giving people the information they need and tools to make good use of that information. This could include the provision of easily understood weather forecasts.

It is possible, however, to maintain the basic infrastructure at county level under normal circumstances and to bolster the system to monitor a wider range of indicators if a shock is forecast. The parameters to be monitored will depend upon: the problems which are expected; the interventions which are planned; and the triggers for launching those interventions. It should be possible to maintain adequate communication between local information collection, local government and national decision-making structures for the short period of time between the forecast and the development of any subsequent crisis. The NDMA at County level carries out surveillance of a number of key indicators, bolstered by individual agency monitoring systems. While this is not comprehensive, it is a useful basis from which to intensify surveillance;

- Key Early Action activity for this will be dissemination of Early warning information

Preparedness: if the lead time between the forecast and the shock is used for preparedness, the implementation time-lag can be shortened considerably, often making it possible to meet needs where it would otherwise have been unfeasible. Several agencies have identified prepositioning relief items as a preparedness measure. This may often be necessary, but it entails the full expenditure of purchase and transport of relief items.

Other ways of improving preparedness will often be just as effective, and at very low cost. Preparations can be made for rapid purchase if quantities and specifications are all agreed in advance by implementing partners and with prequalified suppliers; draft contracts can be agreed for purchase of any items and transport; staff who can be rapidly deployed can be identified and briefed in advance, etc. Preparedness can also happen at the collective level, as identified in some contingency plans (Annex 4b), e.g., activating coordination systems, deciding on local priorities, agreeing MoUs, etc.

- Early action will be development of framework Agreements for Purchases

Stable markets: FbA is often considered in relation to forecasts of adverse conditions. However favourable rains can also bring difficulties for farmers, if a glut in production causes the prices for produce to fall too low. Previous KRCS experiences in Kitui suggest that this has been the case for mung beans. Mitigating this problem will require significant understanding of the value chain, so that

alternative markets can be identified for when production is high, and so that the facilitation measures can be identified which will be needed to make links between those markets and the producers. Activities for early action where markets are concerned will entail:

- Pre-Crisis Market Analysis, which will be conducted as a readiness activity one and a half months before the season
- Linking producers to ready market including suppliers
- Market based interventions where necessary to stabilize markets so that they are efficiently functional



## PLANNED OPERATIONS



### Livelihoods

People targeted: 22,500 people

Female: 11,475

Male: 11,025

109,774 CHF

AP Code: 007

**Indicator: Number of people reached with livelihoods interventions in advance of a hazard**

	YEAR									
<b>Pre-positioning activities</b>	1									
1. Pre-agreement with suppliers										
	Timeframe (months)									
<b>Early action activities</b>	1	2	3	4	5	6	7	8	9	10
1. Advocate for improved post-harvest crop management to reduce post-harvest losses (with seasonal county forecast dissemination)										
2. Advocate for crop diversification (with seasonal county forecast dissemination)										
3. Procure, target and distribute drought tolerant seeds										
4. Advocating for expansion and protection of fallback grazing areas (with seasonal county forecast dissemination)										
5. Advocacy on pasture management - fodder preservation / packaging (with seasonal county forecast dissemination)										
6. Market Analysis										
7. Provision of fodder for priority stock (commodity vouchers)										



## Water Sanitation and Hygiene (WASH)

People targeted: 7,500 people  
 Female: 3,825  
 Male: 3,675

241,623 CHF  
 AP Code: 110, 111

**Indicator: Number of people reached with WASH interventions in advance of a hazard**

Priority Actions	Year									
<b>Pre-positioning activities</b>	1									
1. Procurement of Water pans mass storage tanks										
2. Agreement with service suppliers for WASH repair and rehabilitations										
	Timeframe (months)									
<b>Early action activities</b>	1	2	3	4	5	6	7	8	9	10
1. CASH for WASH										
2. Activation of water committees										
3. Rapid Assessment of functionality of water facilities										
4. Repair and rehabilitation of water facilities										
5. Desilting of Water pans, Repair of Earth dams										
6. Installation of mass water storage tanks										



## Risk Reduction, climate adaptation and Recovery

People targeted: 150,000 people  
 Male: 73,500  
 Female: 76,500

2,008 CHF  
 AP Code: 101, 103

**Indicator: Number of people reached with risk reduction and/or climate adaptation interventions in advance of a hazard**

Priority Actions	Year				
<b>Readiness activities</b>	1	2	3	4	5
1. Compilation of existing EW templates and channels					

	Timeframe (months)									
Early action activities	1	2	3	4	5	6	7	8	9	10
1. Dissemination of EW messages through 2 radios										
2. Dissemination of EW messages through 150k Tera SMS										



### Community Engagement and Accountability

People targeted: 150,000 people

21,866 CHF  
AP Code: 129

**Indicator: Number of people reached with community engagement and accountability interventions in advance of a hazard**

Priority Actions	Year									
Readiness activities	1	2	3	4	5					
1. Design and printing of stickers with KRCS community feedback mechanisms										
	Year									
Early action activities	1	2	3	4	5	6	7	8	9	10
1. Deploy trained volunteers to engage communities and support dissemination of early warnings										
2. Hold community review meetings to review ongoing implementation of the EAP										
3. Community participatory documentation process										

### Enabling approaches



### Coordination and Partnerships

24,097 CHF  
AP Code: 049, 118, 119, 120,121,127, 128

Indicator: Lessons learned workshop is completed as planned.										
Priority Actions										
	Timeframe (months)									
Early action activities	1	2	3	4	5	6	7	8	9	10
Post Trigger survey at 4 weeks after activation				■						
Post Trigger survey at 8 weeks after activation								■		
After action review – participatory approach with community						■				
Impact survey							■			
Lessons Learned and After Action Review Workshops with stakeholders				■			■			



### Secretariat Services

46,408 CHF  
AP Code: 122

Indicator: Readiness and early action are implemented with support from the IFRC Delegation										
	Year									
Readiness activities	1	2	3	4	5					
IFRC Delegation provides technical accompaniment for annual readiness and pre-positioning activities.	■	■	■	■	■					
Early action activities	Timeframe (months)									
	1	2	3	4	5	6	7	8	9	10
IFRC support for early actions, monitoring, lessons learned and reporting	■	■	■	■	■	■	■			



### National Society Strengthening

53,424 CHF  
AP Code: 105, 124, 125, 126

<b>Indicator:</b> <i>At least 120 volunteers are trained and insured to provide support to the population at risk.</i>										
<b>Readiness activities</b>	1	2	3	4	5					
Focal Point for anticipatory action is hired and leading the implementation of the plan										
	<b>Year</b>									
	<b>Timeframe (months)</b>									
<b>Early action activities</b>	1	2	3	4	5	6	7	8	9	10
Insurance for 90 volunteers										
Provide complete briefings on volunteers' roles and the risks they face										

## Budget

### EAP2022KN02 - Kenya Red Cross Society Drought

<u>Operating Budget</u>	Readiness	Pre-Pos Stock	Early Action	TOTAL
<b>Planned Operations</b>	<b>4'462</b>	<b>46'855</b>	<b>323'953</b>	<b>375'270</b>
Shelter and Basic Household Items	0	0	0	0
Livelihoods	0	0	109'774	109'774
Multi-purpose Cash	0	0	0	0
Health	0	0	0	0
Water, Sanitation & Hygiene	0	46'855	194'768	241'623
Protection, Gender and Inclusion	0	0	0	0
Education	0	0	0	0
Migration	0	0	0	0
Risk Red., Climate Adapt. and Recovery	0	0	2'008	2'008
Community Engagement and Accountability	4'462	0	17'403	21'866
Environmental Sustainability	0	0	0	0
<b>Enabling Approaches</b>	<b>80'644</b>	<b>0</b>	<b>43'285</b>	<b>123'929</b>
Coordination and Partnerships	0	0	24'097	24'097
Secretariat Services	31'236	0	15'172	46'408
National Society Strengthening	49'408	0	4'016	53'424
<b>TOTAL BUDGET</b>	<b>85'107</b>	<b>46'855</b>	<b>367'238</b>	<b>499'199</b>

## Contact information

For further information, specifically related to this operation please contact:

### In the Kenya Red Cross National Society

- **Secretary General** Dr. Asha Mohammed, Secretary-General, Secretary General, [mohammed.asha@redcross.or.ke](mailto:mohammed.asha@redcross.or.ke).
- **Head of Disaster Management:** Dr. Michael [Ayabeiayabei.michael@redcross.or.ke](mailto:Ayabeiayabei.michael@redcross.or.ke)

### In the IFRC

- **IFRC Regional Office for Africa DM coordinator: Roving Operations Manager (Africa)**, Patrick Elliott, [patrick.elliott@ifrc.org](mailto:patrick.elliott@ifrc.org).
- **IFRC Country Cluster Support Team: Head of Country Cluster Delegation**, Mohamed Babiker, [mohamed.babiker@ifrc.org](mailto:mohamed.babiker@ifrc.org)

### In the IFRC Geneva

- **IFRC DREF: Senior Officer Forecast-based Action**, Nazira Lacayo [Nazira.Lacayo@ifrc.org](mailto:Nazira.Lacayo@ifrc.org)