



# EMERGENCY ENVELOPE

# MECHANISM

DELIVERING RAPID AND DIRECT RESPONSE TO EMERGENCIES IN MARSABIT COUNTY



Funded by  
European union  
Humanitarian Aid

CONCERN  
worldwide



ACTED  
Agency for Technical Cooperation and Development

VÉTÉRINAIRES  
SANS FRONTIÈRES GERMANY



TRANSPARENCY  
INTERNATIONAL  
KENYA



OXFAM

*They saved our animals! The ones that were not sick did not die and the ones that were looking weak recovered.” Halkano Qurah- Burgabo*

## THE EMERGENCY ENVELOPE MECHANISM: THE EXPERIENCE OF MARSABIT COMMUNITY

The Arid and Semi-Arid Lands (ASALs) of Northern Kenya, being the driest suffer highly variable rainfall patterns, low fertility soils, low population density, poor quality and low access to basic services, poor infrastructure and a history of political and economic marginalisation. The consequences of climate change are largely felt in these regions that suffer recurrent drought and extreme climatic conditions which are devastating to lives, environment and community livelihoods, leading to aggravated humanitarian emergencies.

The 2010/2011-food crisis that hit the country brought together different stakeholders to provide emergency support to the ASAL communities. This resulted in the establishment of ‘*The Consortium*’ (formerly La Nina Consortium) in February 2011 by five<sup>1</sup>INGOs with a collective purpose of providing emergency support to the people living in the ASALs.



### What is the Emergency Envelope?

In July 2012, the consortium programme shifted from a year emergency support cycle to that of enhancing the resilience of the ASAL population. The resilience programme included a flexible funding mechanism: “*the emergency envelope*” which aimed at responding quickly to early warnings (48 to 72 hours), preventing people from losing their livelihoods and potentially their lives.

<sup>1</sup> VSF Germany, VSF Suisse, VSF Belgium, ACTED and Oxfam (consortium lead). The current member of the consortium are Oxfam (Lead), Concern Worldwide and Transparency International Kenya.

The Consortium partners set the minimum standards outlining the type of interventions eligible for the Emergency Envelope (EE), while relying heavily on credible early warning information generated by the County Governments and the National Drought Management Authority (NDMA). The EE can be implemented in counties where partners are operating. When a situation is identified, any consortium partner can submit a proposal to the Oxfam led consortium secretariat who checks the eligibility of the request and seeks for technical validation. Once the concept note is reviewed and within the minimum standards, it is sent to all partners for their feedback on the suitability of the request within 24 hours. If the proposal is approved by the majority of the partners, it immediately triggers the release of funds by Oxfam and the implementation of the early action by the requesting partner who will support and complement the Kenya Government efforts.

In this phase, 2015-2016, six emergency interventions were undertaken: Foot and Mouth animal disease in Marsabit County targeting 20,000 animals, cholera outbreak in Wajir County benefitting 28,570 households and emergency food assistance provided to 900 IDP households in Mandera County. Additionally, three of the six responses were undertaken as no regrets preparedness interventions for the forecasted El Nino phenomenon: in Turkana and Wajir County, partners carried out El Nino preparedness stakeholder coordination to strengthen preparedness for El Nino through coordination, planning, early warning and technical support to the County Government, in Marsabit, a Rift Valley Fever (RVF) response targeting 400,000 cattle belonging to 150,000 pastoralists and in Marsabit the partners carried out a response to support communities in preparedness and mitigation against the effects of El Nino targeting 15,714HH



### **The Resources**

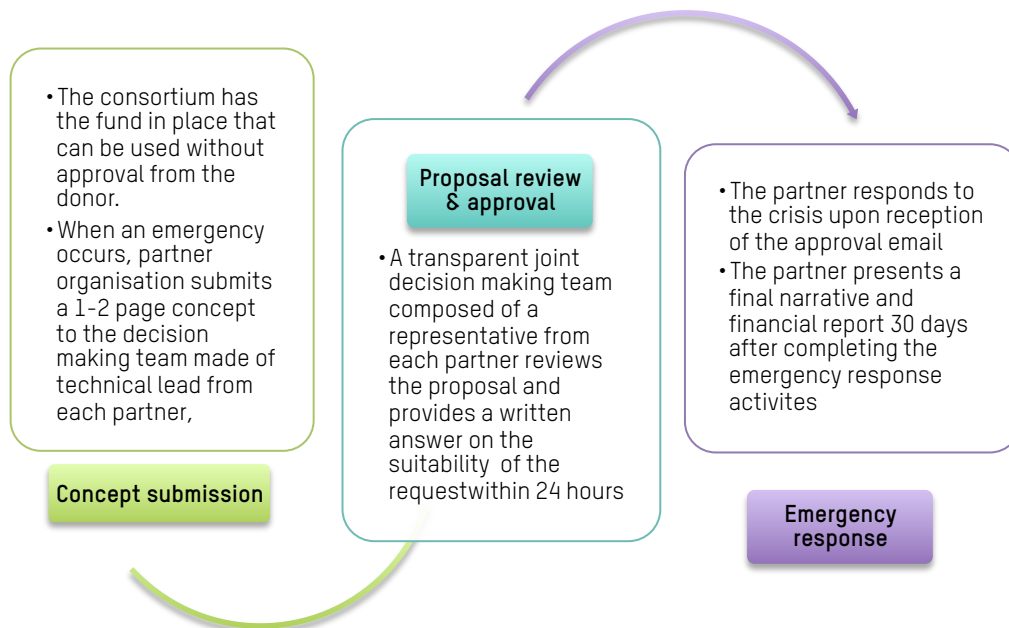
The Consortium had a cumulative budget of €1,746,628 which enabled partners to support the county efforts through the implementation of 27 projects between July 2012 and March 2016. 18 projects were timely implemented in response to emergency needs while 9 of the projects were “no regret” actions related to the predicted El Nino climatic event.

### **The Partners**

The Consortium works closely with the National Drought Management Authority (NDMA) and technical County Government Departments such as the Ministry of Health/District Health Management Teams (MOH/DHMT), Ministry of Water (MOW) and County Department of Veterinary Services (CDVS) to build capacity in communities for the preparation and planning for future crises and respond to emergency based on early warning information. Until March 2016, the consortium was present in seven Counties; West Pokot, Turkana, Baringo, Samburu, Marsabit, Mandera and Wajir.

From April 2016, the consortium reviewed its strategic partnership and is now made up of three partners (Concern Worldwide, Transparency International Kenya and Oxfam - Lead) and is operating in the three counties of Turkana, Marsabit and Wajir.

## The Process



### Foot and Mouth Disease Emergency Response in Marsabit County – an illustration of the benefits of the emergency envelope

In March 2015, the first suspected case of Foot and Mouth Disease (FMD) was reported in Huri Hills, prompting the Marsabit County Veterinary Health officers to set out to the field, identifying four sick animals from a single herd. By June 2015, three months after the first case of FMD was reported, a total of 126 animals were reported to have been infected posing a threat to the entire cattle population. Although FMD is not known to cause mortality in adult animals, it limits the movement of animals, as they are unable to walk to pasture, hinders easy feeding due to sores on the mouth and lips as well as tongue erosions. With general body apathy setting in due to lack of food intake, the infected animals cease to produce milk and eventually succumb to the effects of the disease. With the Marsabit County unable to procure vaccines on time to control the disease, **it declared the FMD outbreak an emergency.** According to Doctor Bernard Chege - a Veterinary Officer in Marsabit County, the emergency was triggered by the need to control reported cases of Foot and Mouth Disease (FMD) in Huri Hills and an imminent threat of a Rift Valley Fever (RVF) outbreak.

#### Intervention by Concern Worldwide

To prevent delays in responding to the emergency, the County Government sought support from Concern Worldwide through its Marsabit office. The Concern Worldwide team prepared a funding proposal to the consortium, seeking interventions to support the County Government to control the spread of the disease. A project proposal worth €31,448 was submitted by Concern and approved by the consortium in August 2015 followed by a modification request to scale up the efforts on 14th October 2015. The funds were used to procure and administer 400,000 doses of Rift Valley Fever (RVF) and 40,000 doses of (FMD) vaccines to both the infected and un-infected herds of cattle, camels, goats and sheep to control the disease and build herd immunity. At the intervention's close, livestock belonging to 152,160 pastoralists (150,000 for RVF and 2,160 for FMD) benefitted from the vaccination exercise.

***The Emergency Envelope Mechanism completely changed the County's response to emergencies compared to previously laid down structures and protocols of emergency response. It has allowed for a rapid response that significantly reduced infections and animal deaths; preserving the community's livelihoods.***

## **Case Stories**

### **Halkano Qurah, 50 years - Burgabo**

"The year 2015 was particularly dry and we were forced to move our Satellite herds to *Huri Hills* where there was pasture, leaving behind only a few animals for our families to get milk. One morning as I was walking to the pen to release the animals for grazing, I noticed that two cattle looked dull and the droppings were watery. I did not pay much attention as I thought it was normal diarrhoea. Three days not grazing when they were out in the field and



When I got back home that evening, I reported the matter to the area chief as is custom and he called 'Daktari' (the veterinary doctor) to inform him about my observations. The doctor pointed out that he was assessing a similar case in *Huri Hills* and he would visit the next day. The doctor suggested that I separate the two cows from the rest of the herd just in case they had contracted Foot and Mouth Disease (FMD) to prevent further spreading.

When daktari inspected the cows, he diagnosed them with FMD based on the symptoms they presented. This was the start of a very stressful time for me and many herders in our satellite kraal whose animals had been infected by the disease. Not only was there little pasture for our animals but our herds of cattle were sick and there was no medicine to treat them.

After two days, the doctor with a team from Concern Worldwide came to our village and vaccinated the healthy animals and treated the sick ones. The doctor taught us how to inspect the animals' mouth, hoofs, droppings and even the fur for possible disease. He also discouraged us from using the usual routes to the pasture fields saying that it would increase the chances of our animals interacting with other sick ones.

The timely treatment saved our animals. Previously, whenever there was an outbreak of FMD the disease often wiped out all our animals. We are also happy that the rains came bringing with it plenty of pasture around our homes.

### **Racho Dulacha, 37 year old - Mudhe**

I started tending to my father's herd of cattle when I was only 10 years old. I would be sent out to look for pasture in the fields and then come back in the evening when the animals had enough to eat and drink.

Back then, we would move from one area to another with our livestock in search of pasture which is a stark contrast from what we do presently. We have discarded our nomadic culture and embraced a sedentary way of living where we build *manyattas* (huts) in one place. In order to seek out the services provided by the government and NGOs such as water access or schools. When we experience drought spells reminiscent of that one in 2015, we are forced to go very far in search for pasture for weeks on end.



**Racho Dulacha - Mudhe**

In 2015, I was forced to move my herd of about 300 animals (Camels, Cattle and goats) to Hurri Hills.

When we arrived, we found other herders complaining about the health of their cattle.

Most animals were drooling and walking with a limp. I asked one of the herders if he had called *Daktari* or any of the health officers since he had a mobile phone and he intimated he had not.

I got so worried for my animals and decided to walk to Marsabit Town, close to 40 kilometres away, to buy medicine in an effort to protect my herd from becoming as sick. On my arrival at the Veterinary shop in Marsabit, the seller told me of a planned vaccination campaign by The County Government and Concern Worldwide and I made my journey back as the vaccination exercise would be taking place in Hurri Hills the next day.

I did not want to leave without medicine because I was scared that my animals would fall sick like the others; I did not want to lose my only means of livelihood. The general prices of animals at the market were at an all-time low as most animals were thin and weak due to the disease and this affected the amount of money I was making. I could not imagine losing what I had left. I was happy that I saved money that I would otherwise have spent on the drugs but even happier that my friends and relatives would benefit from the vaccination. Our animals were saved from death and even those that looked weakly became healthy after some time.

### **Successes of the Intervention**

**Building Resilience:** The activation of the EE Fund enabled Concern Worldwide to vaccinate healthy animals which prevented the disease to spread and treatment the sick ones preventing losses from death. This built the resilience of the animals as well as cushioning the farmers from possible losses.

**Collaborative Approach:** The vaccination exercise was done by the Department of Veterinary Services and key actors responsible for the delivery of veterinary services in Kenya under supervision of the County Director of Veterinary Services. The Consortium worked through Concern Worldwide who supported the County Government efforts with provision of the vaccines, logistical and technical

support all of which the County Veterinary Office was not able to provide. The government through the County Veterinary Services has an existing framework and expertise in the delivery of veterinary services but often lacks the capacity to deliver vaccines due to limited resources. This intervention is complementary to the structures set in place by the government

## IMPACT

- The Emergency Envelope Mechanism allows timely emergency response to support the government efforts to emerging local crises such as the Foot and Mouth Disease outbreak
- 152,160 pastoralists benefitted from the vaccination exercise in Marsabit
- 861,966 people, supported through the emergency envelope since 2012, preventing them from great loss and helping them to recover quickly from shocks.