

# AFRICAN DEVELOPMENT BANK



## **SPECIAL RELIEF FUND - EAST AND HORN OF AFRICA DESERT LOCUST CRISIS- PROPOSAL FOR A GRANT OF USD 1.5 MILLION FOR EMERGENCY ASSISTANCE TO FIGHT THE DESERT LOCUST INVASION IN 9 REGIONAL MEMBER COUNTRIES**

**AHAI/RDGE/PGCL DEPARTMENTS**

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April 2020

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## Project Simplified Logical Framework

RESULTS CHAIN		PERFORMANCE INDICATORS			MEANS OF VERIFICATION	RISK/MITIGATION MEASURES
		Indicator	Baseline March 2020	Target September 2020		
IMPACT	Risk of food insecurity worsening in the region minimized.	Percentage increase of the number of severely food insecure people (IPC Phase 3 and above)	20%	10%	Government, FSNWG, FAO, WFP, monitoring reports.	
	OUTCOMES	Desert locust infestation contained.	Area (Ha) treated under desert locust control measures.	0 Ha	100,000 ha	Government, FSNWG, FAO, WFP, monitoring reports.
OUTPUTS	<ul style="list-style-type: none"> <li>Continuous surveillance for early detection;</li> <li>Strengthened aerial and ground control capacity</li> <li>Socio-economic impact assessments in 3 countries using harmonized methodologies</li> </ul>	<ol style="list-style-type: none"> <li>No. of hectares surveyed for swarms and hoppers</li> <li>No. of hectares treated;</li> <li>Assessment studies/reports</li> </ol>	<ol style="list-style-type: none"> <li>0 Ha</li> <li>0</li> <li>0</li> </ol>	<ol style="list-style-type: none"> <li>9,500 ha</li> <li>30,000 ha</li> <li>3 studies</li> </ol>	<ul style="list-style-type: none"> <li>FAO reports</li> <li>ICPAC reports</li> </ul>	<p><b>Risk:</b> Pesticides used may be harmful to the community and environment</p> <p><b>Mitigation:</b> Use pesticides that are least harmful and use safe spraying methods.</p>
KEY ACTIVITIES	Component 1: Curb the spread of desert locust Component 2: Impact assessment, monitoring and preparedness Administrative costs (7%)				Component 1: USD 1,145,000 Component 2: USD 250,000 <u>Administration: USD 105,000</u> Total: USD 1,500,000	

# 1. BACKGROUND AND JUSTIFICATION FOR EMERGENCY ASSISTANCE

## 1.1. Background to the Current Locust Outbreak

1.1.1. Desert locusts are considered the most devastating migratory pests in the world. They are highly mobile (travelling on the wind up to 150 km per day) and feed on large quantities of any kind of green vegetation, including crops, pasture and fodder. The East and Horn of Africa, which is one of the most fragile regions of the continent, is being ravaged by large locust swarms coming from the Arabian Peninsula. In the nine countries affected (**Djibouti, Eritrea, Ethiopia, Kenya, Somalia, South Sudan, Sudan, Uganda and Tanzania**), desert locust infestations are widespread causing large-scale damages.

1.1.2. In mid-2018, a cyclone from the Indian Ocean hit an extremely remote area of the Arabian Peninsula creating favorable conditions for desert locusts to lay their eggs and breed. They reproduced exponentially and started migrating a few months later. Some migrated farther up on the Arabian Peninsula and others toward Yemen from where they travelled across the gulf and reached Ethiopia and Somalia in late 2019. In early December 2019, another cyclone hit Ethiopia and Somalia, further fueling the locust swarms across the East and Horn of Africa. By the end of the year, the swarms reached Kenya. They were also reported in Uganda, Tanzania, South Sudan, as well as in Persian Gulf countries such as Kuwait, Bahrain, Qatar and Iran as of early February 2020.

1.1.3. The locust outbreak is exacerbating the already fragile food security situation in the region and seriously threatening livelihoods. In fact, **26.1 million people** are facing acute food insecurity in Ethiopia, Somalia, South Sudan, Uganda, and Tanzania (Integrated Food Security Phase Classification, IPC, Phases 3 and above; FAO, 2020). Furthermore, the locusts are decimating hundreds of thousands of hectares of croplands at an astonishing pace causing huge harvest losses. Thus, **1 million ha** of land have been targeted for rapid locust control in nine countries affected. As well, **110 000 households** have been targeted for rapid livelihoods protection in the countries affected (FAO, 2020). If desert locust swarms continue unhindered, their population could increase 400-fold by June 2020.

1.1.4. In order to curb the infestation, respective governments in the region are undertaking intensive surveillance and control operations. An assessment by the Food and Agriculture Organization of the United Nations (FAO) has estimated a need of USD 147 million to support locust control, safeguard livelihoods, and enhance coordination and preparedness in the East and Horn of Africa for the period January – December 2020. This is nearly double the original estimate of USD 76 million from just one month before, signaling a rapid worsening of the situation.

## 1.2. Justification for Emergency Assistance

1.2.1. In the East and Horn of Africa, a large majority of the population depends on agriculture for their livelihoods. In Ethiopia and Kenya for instance, the agricultural sector employs respectively 80% and 75% of the population. The agriculture sector in the region has been facing several challenges and shocks over the years including floods, droughts, deforestation, massive soil degradation, and very low productivity. Those challenges and shocks weakened the region and made it hard for the countries to ensure food security. Consequently, a sizeable share of the population is exposed to famine and humanitarian needs.

1.2.2. Therefore, the desert locust infestation occurring in the region poses an unprecedented risk to livelihoods and food security in an already fragile region in that it causes huge damages on agricultural production. Studies have shown that a swarm of one square kilometer can devour the equivalent of crops that could feed 35,000 people for a year (FAO). The situation is particularly alarming in Kenya, Ethiopia and Somalia where widespread breeding is ongoing and new swarms are expected to form in the coming weeks.

1.2.3. In Ethiopia and Somalia, the outbreak is the worst in 25 years, and in Kenya, in 70 years. At least 18 out of 47 counties in Kenya are affected with more than 70,000 hectares of crops infested (FAO, 2020). Locust swarms are devastating pasture, maize, cowpeas, beans and other crops despite the government's efforts to curb the outbreak. In Ethiopia the locusts have devastated more than 30,000 hectares of crops, including coffee and tea that account for about 30% of Ethiopia's exports (FAO, 2020). Despite the government's control operations, widespread swarms and breeding are reported in major parts of the country. In Ethiopia desert locusts have covered more than 174 km<sup>2</sup> in 56 Woredas (districts) and 1085 Kebeles and are devouring around 8 700 metric tons of crops every day (Ethiopia Ministry of Agriculture).

1.2.4. The situation is similar in Somalia, where the locust swarms are increasingly gaining ground, causing massive damages and laying eggs, especially in the Northeast. In Djibouti, over 80% of 1,700 agropastoral farms located in 23 production zones are affected by desert locust infestations. To date, locust swarms have damaged over 5,000 hectares of pastures (Government of Djibouti, Ministry of Agriculture, Water, Fishery, Livestock and Marine resource). The technical team deployed in Ali-Sabieh and Dikhil regions namely reported 100% devastation of vegetable crops and forage (Government of Djibouti). In Uganda, Tanzania, South Sudan and Sudan, although the situation is not as alarming, several mature swarms have been reported and the respective governments are undertaking control operations.

1.2.5. Therefore, countries worst affected by desert locusts are expected to witness an increase in food insecurity. In Ethiopia and Kenya for instance, around 8.5 million and 3.1 million people respectively are affected by food insecurity. If the outbreak continues spreading at its current rate, another 20 million people across the region might fall into a humanitarian crisis as a result of crops and livestock damages (FAO).

1.2.6. At a more macro level agricultural exports could also be reduced affecting the balance of payment of the economies. In Uganda, for instance, exports of fruits, vegetables, maize cotton and sim account for USD 218 million in export revenue (2018 estimate) which will be affected if the locust outbreak is not controlled.

## **2. OVERVIEW OF THE APPEAL FOR EMERGENCY ASSISTANCE**

### **2.1 Overview of the Appeal**

2.1.1 As the locusts continue their invasion throughout eastern Africa, and more details emerge on the scale of need in affected areas, the cost of action to support Governments in controlling the ravaging pest has shot up to USD 147 million (March 2020) from the initial estimate of USD 76 million in February 2020. An amount of USD 75 million has been funded leaving a funding gap of USD 72 million. The World Food Program (WFP) has estimated the cost of responding to the impact of locusts

on food security alone to be at least 15 times higher than the cost of preventing the spread now. The funds would finance activities to combat the locusts before new swarms emerge, provide help for people whose crops or pastures are already affected and protect families and their livelihoods. Below is description of donor's contribution (February 2020):

### ***U.S. Agency for International Development (USAID)***

2.1.2 In response to the outbreak of desert locusts in East Africa, the United States, through the U.S. Agency for International Development (USAID), will be providing USD 8 million in humanitarian assistance to support regional operations to control locusts in Ethiopia, Kenya, and Somalia. By helping to reduce the size of the swarms, this aid is expected to have a positive impact on affected communities throughout the East and Horn of Africa. In addition, USAID has provided USD 1 million to the FAO, Ethiopia to control and prevent the spread of the infestation; train more than 300 pest experts and scouts; and provide 5,000 sets of protective equipment. This brings the U.S. Government's response to the outbreak of locusts to nearly USD 9 million.

### ***Bill & Melinda Gates Foundation***

2.1.3 The Bill & Melinda Gates Foundation announced that it is contributing USD 10 million to the FAO to support its work with governments in Ethiopia, Kenya, and Somalia, to combat a locust infestation in East Africa. The Bill & Melinda Gates Foundation's support is intended to help FAO and national governments confront the critical need for rapid control of the infestation, including aerial control of large swarms

### ***The UN's Office for the Coordination of Humanitarian Affairs***

2.1.4 The UN's Office for the Coordination of Humanitarian Affairs has released USD 10 million from its Central Emergency Relief Fund to fund a huge scale-up in aerial operations to manage the outbreak.

### ***Africa Solidarity Trust Fund***

2.1.5 Africa Solidarity Trust Fund committed USD 1 million to FAO to combat the worsening Desert Locust upsurge in the East and Horn of Africa (Kenya, Somalia, and Ethiopia).

### ***Bilateral donors***

2.1.6 Governments of Denmark, Belgium Canada have committed less than USD 1 million each.

**Despite contributions by more than a dozen governments, donors and the FAO, a significant funding gap remains.**

2.1.7 It is essential that the countries affected, and the donor community, find the means to unite behind an agreed long-term management strategy for the desert locust. In doing so, a major strategic shift will be required. We have known for decades that the best way of preventing invasions is ongoing preventive control systems. This means conducting surveys beforehand to pinpoint places where locusts are reproducing, and populations are grangerizing. This makes it possible to destroy the hoppers on the ground as they begin to grangerize. The earlier action is taken, the easier it is to act on a small, local scale.

2.1.8 Two separate bodies currently run preventive control in East Africa: the FAO Commission for the Central Region (CRC-FAO) and the Desert Locust Control Organization for Eastern Africa

(DLCO-EA). Preventive surveys are lacking in several countries and training and new investment in better vehicles and tools are required. The FAO Desert Locust Information Service (DLIS) in Rome issues forecasts for African and Asian countries affected by desert locusts. This could be backed up by local forecasting services, which need additional funding and improved tools such as the satellite equipment developed by the French Agricultural Research Centre for International Development (CIRAD) for the western region and population movement models. These tools and models should be developed with the national and regional locust control organizations that will be using the results.

### **3. THE PROPOSED EMERGENCY ASSISTANCE OPERATION**

#### **3.1 Objectives and Description of the Emergency Assistance**

3.1.1 The objective of the proposed Bank emergency assistance is to respond to the request from the Intergovernmental Authority on Development (IGAD) which was mandated by the IGAD Heads of State and Government Summit in February 2020 to mobilize resources on behalf of the member states and streamline the assistance to affected countries in the East and Horn of Africa. The IGAD is collaborating in this aspect with the FAO which is taking the lead on coordinating development partner support in the East and Horn of Africa to provide desert locust invasion control, safeguard livelihoods and promote early recovery to locust affected households in the region. Considering the regional nature of the crisis (9 countries affected) it is recommended that the Bank considers a multinational approach to be led by IGAD (recipient on behalf of the countries) with the implementing agency being the FAO. This approach will be much more efficient in terms of expediency, cost and synergizing with other donor agencies who are contributing to the larger FAO led emergency appeal (USD 147 million) and response.

3.1.2 The emergency relief assistance operation will be funded through a grant from the Bank's SRF. The proposed total grant amount is for one million five hundred thousand US dollars (USD 1,500,000). The recipient will be IGAD (an intergovernmental organization) acting on behalf of its member states and the grant will benefit nine (9) countries<sup>1</sup>. This approach is necessitated by the dramatic impact of the locust invasion, the multinational character of the operation and the necessity to provide a rapid response. The immediate priority should be to first control the spread of the current invasion and eliminate the current threat, therefore the grant funds will specifically contribute to the regional desert locust invasion control effort, prevention of next generation swarms and impact assessment and monitoring for enhanced preparedness and awareness creation, as well as associated administrative costs. The support will be for the following activities:

- (i) *Curb the spread of desert locust (USD 1.25 million)*
  - Continuous surveillance, enabling early detection through regular monitoring.
  - Ground and aerial control, reducing locust populations through a range of targeted operations.
- (ii) *Impact assessment, monitoring for enhanced preparedness and awareness creation (USD 0.25 million)*
  - Facilitate and conduct desert locust impact assessments in highest invasion zones: Conduct assessments of desert locust impact on the environment and associated livelihoods systems.

#### **3.2 Cost and Source of Finance**

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<sup>1</sup> 8 IGAD countries (Djibouti, Eritrea, Ethiopia, Kenya, Somalia, South Sudan, Sudan, Uganda) and Tanzania.

3.2.1 The total cost of the Bank's emergency assistance to IGAD is estimated at one million, five hundred thousand US dollars (USD 1,500,000). The cost breakdown is attached in annex 1. The funds provided by the Bank are restricted and earmarked for the purposes of emergency assistance to the locust affected populations in the nine (9) countries.

### **3.3 Implementation Arrangements**

3.3.1 According to the Bank's Revised Policy Guidelines and Procedures for Emergency Relief Assistance and General Regulations of the Special Relief Fund contained in Document ADB/BD/WP/2008/211/Rev.1- ADF/BD/WP/2008/173/Rev./1, the implementation of the emergency assistance will be entrusted to appropriate organizations operating in the field at the time of the emergency. They include United Nations agencies, or an appropriate regional institution or NGO. The IGAD has indicated that FAO has been the leading agency in the region in terms of international resource mobilization towards emergency operations and in response activities to fight the desert locust crisis and thus is the preferred organization to coordinate implementation of the proposed activities.

3.3.2 FAO's response to food chain emergencies – such as animal diseases and plant pests and diseases – are managed within the context of the Food Chain Crisis Management Framework. In particular, the Organization's current locust response will be handled by the Emergency Centre for Transboundary Plant Pests, which integrates technical and operational capacities under the overall management of FAO's Plant Production and Protection Division and with the Food Chain Crisis – Emergency Management Unit of the Emergency and Resilience Division operationally managing the response. Furthermore, FAO will support the coordination of procurement (pesticides, bio-pesticides and spraying equipment in particular) and service contracts, such as for fixed-wing and rotary aircraft, ensuring efficient response and identification of gaps.

### **3.4 Procurement and Disbursement Arrangements**

#### **Procurement**

3.4.1 Article 3.8 of the Revised Policy Guidelines and Procedures for Emergency Relief Assistance requires the use of Bank's Procurement Policy in the implementation of the project. In accordance with the Procurement Policy for Bank Group Funded Operations, October 2015 Section 5.3 (e) and Section 6.5, the FAO, as implementing agency, will be responsible for the acquisition of goods and services, using its own Procurement Rules as established and governed by the signed Fiduciary Principles Agreement (FPA), dated March 2018, which provides assurances for sound fiduciary framework and accountability and oversight framework. Furthermore, the FPA provides for addressing fraud and corruption activities as well as the Regulations related to prohibited practices and sanctions. The procurement process should guarantee competitive procedures for the procurement of the goods and services.

3.4.2 All procurement to be undertaken will be detailed in the Tripartite Funding and Implementation Agreement binding the Bank, IGAD and FAO, which outlines the purpose of the cooperation between the three parties, the role of each of the parties and the modalities for implementation of the project. FAO shall maintain and record all relevant information concerning the procurement activities undertaken for the Project and shall include the said information in each Project Report to be submitted to the Fund in accordance with the provisions of the Tripartite Funding and Implementation Agreement.

## **Disbursement**

3.4.3 Given the emergency nature of the proposed operation, it is recommended that the funds be disbursed in a single tranche, through direct payment into an FAO bank account, upon submission by FAO to the Bank of the bank account details to receive the proceeds of the grant. Disbursements will also be subject to the signing of the tripartite Agreement by the Bank, IGAD and FAO.

## **3.5 Financial Management**

3.5.1 The grant will be utilized by FAO solely for the implementation of the proposed program and will be administered by FAO in accordance with its established financial and administrative regulations, rules, policies, and procedures. As the implementation period is estimated at six months, FAO will be required to submit an interim program financial report within sixty days of the end of the 6-month implementation period. The interim financial report will be adequate to reflect the FAO's expenditures related to the grant. Within six months after the close of the grant, FAO is required to produce the final grant financial statement, certified by a financial officer authorized by FAO to make such certifications on the use of the grant proceeds, and confirming compliance with the terms of the tripartite Agreement. Both the interim and the final financial reports will be provided in the FAO's standard format, and in accordance with the accounting standards pursuant to the FAO's financial regulations and rules.

3.5.2 The FAO's use of the grant will be subject exclusively to its internal and external audit procedures. No separate audited financial statement specific to the emergency operation will be required by the Bank. FAO will however make available to both IGAD and the Bank, within 30 days of the release by the UN Board of Auditors, a copy of its own audited financial statements with respect to any year during which FAO makes use of the grant funds. In the event that the report of the external auditors contains observations concerning the program or the financial management of the grant, such information shall be promptly made available to IGAD and the Bank.

3.5.3 FAO will deduct an administrative fee of not more than 7% from the grant. For purposes of visibility, the Bank's name and contribution shall appear in the FAO 2020 consolidated financial report disclosing the list of contributors for the year. The Bank will supervise and monitor the progress of implementation of the proposed emergency operation through the Bank's Regional Office in Nairobi, Kenya, RDGE.

3.5.4 IGAD and FAO will submit a report of the project impact drawing from the analysis supported under the impact assessment, monitoring and enhanced preparedness and awareness creation. The report should include an analysis to inform the short-term emergency response to safeguarding livelihoods and promoting early recovery and include a needs assessment for the medium-term response that includes investing in building greater early warning, management and response capacity for both locust control as well as other climate related transboundary pests and diseases.

## **3.6 Legal instrument**

3.6.1 The financing instrument to be used for this operation is a tripartite funding and implementation agreement (the "Agreement") amongst the Bank, IGAD and FAO.

### **3.7 Conditions associated with Bank's intervention**

#### **3.7.1 Entry into Force**

The Agreement shall enter into force on the date of signature by the parties.

#### **3.7.2 Conditions Precedent to Disbursement**

The Grant will be disbursed in a single tranche to FAO upon the entry into force of the Agreement and submission by FAO of its bank account details.

## **4. CONCLUSION AND RECOMMENDATIONS**

4.1 The proposed Bank emergency assistance is to contribute to the alleviation of the suffering of the victims of the desert locust in the East and Horn of Africa regions. This will target vulnerable individuals and households with the primary objective of saving lives and preserving livelihoods. The emergency relief assistance operation will be funded through a grant from the Bank's Special Relief Fund (SRF).

4.2 Management recommends that the Board of Directors approve the proposed grant of an amount not exceeding One Million Five Hundred Thousand United States dollars (USD 1,500,000) to the Intergovernmental Authority on Development, from the resources of the Special Relief Fund, for the purposes and subject to the conditions stipulated in this report.

## Annex 1 – Activities and Budget over a six-month implementation period

Component	Activity	Quantity	Unit Cost (USD)	TOTAL (USD)	%
<b>1. Curb the spread of desert locust</b>					
<b>1 (a) Continuous surveillance, enabling early detection through regular monitoring.</b>	Data collection, analysis and reporting		lumpsum	15,000	
	Survey and control operations and logistics (including vehicle maintenance, fuel, airstrip clearance, etc.)		lumpsum	40,000	
	In-country training/workshops for ground teams and communities on pest scouting/identification, life cycle, control mechanisms, etc.	5 workshops	8,000	40,000	
<b>1 (b) Ground and aerial control, reducing locust populations through a range of targeted operations</b>					
	Purchase of targeted pesticides and bio-pesticides	50,000 litres	14	700,000	
	Vehicle mounted sprayers	10 units	10,000	100,000	
	Aircraft rental for spraying	100 hours	2,000	200,000	
	Capacity building and training of responders		lumpsum	20,000	
	Ground logistics support (airbase fees, ground teams, etc.)		lumpsum	30,000	
<b>Sub-Total</b>				<b>1,145,000</b>	<b>76%</b>

<b>2. Impact assessment, monitoring for enhanced preparedness and awareness creation</b>					
<b>Facilitate and conduct desert locust impact assessments in highest invasion zones: Conduct assessments of desert locust impact on the environment and associated livelihoods systems.</b>	Conduct outreach (in-person or remotely) to IGAD member states and relevant humanitarian agencies to promote awareness and usage of the harmonized methodologies.	8 sessions	15,000	120,000	
	Conduct trainings (in-person or remotely) to IGAD member states and relevant humanitarian agencies in advance of data collection on the harmonized methodologies and tools	8 workshops	5,000	40,000	
	Support data collection, analyses, and reporting (in-person or remotely) to IGAD member states and relevant humanitarian agencies	8 sessions	5,000	40,000	
	Support continuous monitoring of desert locust impacts throughout the agricultural season	8 sessions	6,250	50,000	
<b>Sub-Total</b>				<b>250,000</b>	<b>17%</b>
<b>3. FAO administrative costs (7%)</b>				<b>105,000</b>	<b>7%</b>
<b>TOTAL</b>				<b>1,500,000</b>	<b>100%</b>

## Annex 2: Request Letter from IGAD



ES30-213/252/20

18 March 2020

**Ms. Nnenna Nwabuo**  
**Acting Director General**  
**Regional Development and Business Delivery Office, East Africa (RDGE)**  
**Nairobi, Kenya**  
**n.nwabuo@afdb.org**

Dear Ms Nwabuo,

**Subject: Request for Financial Support for the Containment of Desert Locust Invasion in the IGAD Region**

The desert locust upsurge in the IGAD region remains critical and its threat to food security and livelihoods remains high considering the ever-expanding areas affected, continued hatching and formation of hoppers and swarms. Desert locusts are confirmed to have spread to all IGAD Members States and neighbouring countries such as Tanzania making this the worst upsurge in over two decades.

The upsurge crossed into the Horn of Africa towards the end of 2019 and eventually into East Africa. At the time, in cropping areas, most crops had either already been harvested or were in the late stages of maturity. In pastoral areas, rangeland resources in most areas were well above average hence damage was localized. As such, its impacts on food security was not felt on a large scale.

However, it is likely that future food security and livelihood impacts will be significant for affected households. This is considering that the hatching of eggs laid by desert locust swarms along their migratory paths is expected to coincide with the March-May cropping season, following favourable climatic and ecological

conditions. In a region where over 20 million people are already coping with severe food insecurity following successive shocks, the desert locust upsurge could further exacerbate the already dire situation.

I commend Member States, IGAD Institutions and partners for their efforts towards to deal with the desert locust upsurge in the region in response to the call for action by the 34th Extraordinary Summit of the IGAD Heads of State and Government held on 8th February 2020 in Addis Ababa, Ethiopia.

Considering that the upsurge and impact on food security and livelihoods is projected to worsen and yet Member States and other key players are strained for resources, I request from the African Development Bank to join hands with IGAD, FAO, and DLCO in fighting the desert locust menace by providing institutional, infrastructural, and financial support for larger scale control operations.

Thanking you in advance for your prompt consideration to our request.

Yours Sincerely,



**Workneh Gebyehu (Ph.D)**  
**Executive Secretary**