

EMERGENCY APPEAL



International Federation of Red Cross and Red Crescent Societies
Fédération Internationale des Sociétés de la Croix-Rouge et du Croissant-Rouge
Federación Internacional de Sociedades de la Cruz Roja y de la Media Luna Roja
الاتحاد الدولي لجمعيات الصليب الأحمر والهلال الأحمر

SOUTHERN AFRICA: FOOD INSECURITY

Appeal no. 05EA023
18 October 2005

The Federation's mission is to improve the lives of vulnerable people by mobilizing the power of humanity. It is the world's largest humanitarian organization and its millions of volunteers are active in over 181 countries.

In Brief

THIS EMERGENCY APPEAL SEEKS CHF 39,360,753 (USD 30,193,299 OR EUR 25,301,687) IN CASH, KIND, OR SERVICES TO ASSIST UP TO 1.5 MILLION BENEFICIARIES FOR 9 MONTHS

Click here to go directly to the attached Appeal budget; click here to view the attached map of the affected area.

A TOTAL OF CHF 1,160,000 (USD 889,941 OR EUR 745,584) HAS BEEN ALLOCATED FROM THE FEDERATION'S DISASTER RELIEF EMERGENCY FUND (DREF) -- INITIALLY CHF 160,000 TO CONDUCT THE COUNTRY ASSESSMENTS AND TO SUPPORT THE DEVELOPMENT OF THIS EMERGENCY APPEAL, FOLLOWED BY CHF 1 MILLION (RELEASED WITH THE LAUNCH OF THIS APPEAL) TO PLAN AND UNDERTAKE A SERIES OF IMMEDIATE ACTIONS IN THE MOST AFFECTED AREAS. UNEARMARKED FUNDS TO REIMBURSE DREF ARE ENCOURAGED.

All International Federation assistance seeks to adhere to the Code of Conduct¹ and is committed to the Humanitarian Charter and Minimum Standards in Disaster Response² in delivering assistance to the most vulnerable. For support to or for further information concerning Federation programmes or operations in this or other countries, or for a full description of the national society profile, please access the Federation's website at <http://www.ifrc.org> For longer-term programmes, please refer to the Federation's Annual Appeal.

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¹ Code of Conduct - <http://www.ifrc.org/publicat/conduct/>

² Humanitarian Charter - <http://www.sphereproject.org/>

The situation

The southern Africa region is currently experiencing a serious drought very similar to the one that provoked the 2002-2003 food insecurity crises. The World Food Programme (WFP) estimates that close to twelve million people are currently in need of food assistance in Malawi, Zambia, and Zimbabwe (the three worst affected countries), followed by Lesotho, Swaziland, Namibia and Mozambique. Recent reports paint a particularly grim picture in Malawi. In the worst affected areas the rains failed at a crucial stage for the crops, leading to a total crop failure.

While the overall situation in the region may not be considered as severe as that of 2002-2003, there are specific geographical areas in Malawi and Zimbabwe, for example, where the situation is worse, with over 7 million people experiencing severe food deficit. A significant portion of the population in these two countries is unable to meet their minimum food requirements until the next harvest in March/April 2006.

Given the gravity of the situation and the concern that the international community may repeat the delayed response to the 2005 Niger (Sahel) food insecurity crisis, the UN Secretary General Kofi Annan, in his letter of 8 August 2005, called upon UN member states to support and assist southern Africa in order to avert a similarly potentially catastrophic scenario. Annan urged that “many of these people have battled food shortages of the last three years and because of endemic poverty and the negative impact of HIV and AIDS, they have not had a chance to recover. Tragic experience has taught us that we cannot wait until the last minute to respond with humanitarian assistance”.

The crop harvest and food projections were presented to the Southern Africa Development Cooperation (SADC) at their regional stakeholders meeting in July 2005. The overall cereal production in the entire southern Africa region is down only 1% from the previous 2003-2004 agricultural season, but this is mainly due to the fact that the Republic of South Africa experienced a bumper harvest that increased its yield of 22% given the good rains in the central provinces. The variation in the region is wide, with Zimbabwe comparatively worse off (75% drop from 2003/04 and 61% on the 5 year average), Malawi (23% drop from 2003-2004 and 30% on the 5 year average) and Zambia (22% drop from 2003-2004 and 12% on the 5 year average). Therefore an overall deficit is projected in all cereal crops (with the exception of maize), requiring Lesotho, Malawi, Mozambique, Swaziland, Zambia and Zimbabwe to continue to import significant quantities of their basic food requirements to meet the needs for the current agricultural season. The SADC meeting reached a consensus on the need to respond to the situation in a way that went beyond the traditional delivery of food assistance as the sole or primary response to the crisis³.

Vulnerability Assessment Committees (VACs) -- multi-organization in composition consisting of the Government authorities, UN agencies, and often the Red Cross -- also conducted surveys in six of the seven countries, and concluded that there are substantial food production shortfalls in the region. In the worst affected countries, the food situation is expected to be critical between October 2005 and March 2006. In addition to food needs, the VACs also identified other livelihood issues that require attention, such as the provision of safe and adequate household water. The VACs stressed the need for the governments and humanitarian community to design the food insecurity programmes around or with the ongoing HIV and AIDS mitigation activities. There is also an acknowledgement that the humanitarian response capacity in Zimbabwe is complicated due to the constraints currently posed by the “Clean Up” exercise or Operation “Restore Order” initiated by the Government of Zimbabwe on 18 May 2005⁴ and affecting around 400,000 people.

³ From the SADC summary report: “The meeting concurred that the region should move away from short-term emergency responses and engage in longer-term development interventions under the framework of the SADC Regional Indicative Strategic Development Plan (RISDP) and Dar-Es-Salaam Declaration on Agriculture and Food Security. Consistent with this approach, the humanitarian community plans to address the current crisis through the Inter-Agency Regional Humanitarian Strategic Framework for Southern Africa, which presents a unified understanding of how short-term needs can best be addressed to serve the longer-term needs in the region”.

⁴ The Red Cross Movement is responding to the situation through an Emergency Appeal issued on 26 July 2005 -“Assistance to the Population Affected by the Clean Up Exercise”

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The table below provides an overview of basic Human Development (HD) data that captures the global situation in the affected countries:

COUNTRY	GDP (USD)	% POPULATION BELOW US\$1 DAY	LIFE EXPECTANCY (YEARS)	% HIV/AIDS PREVALENCE	% ADULT LITERACY	CHILD MORTALITY (PER 1,000)
Lesotho	402	36.4	36.3	28.9	81.4	87
Malawi	177	41.7	37.8	14.2	61.8	183
Mozambique	195	37.9	38.5	12.2	46.5	197
Namibia	1,463	34.9	45.3	21.3	83.3	67
Swaziland	1,091	n.a.	35.7	38.8	80.9	149
Zambia	361	63.7	32.7	16.5	79.9	192
Zimbabwe	639	36.0	33.9	24.6	90.0	123

2004 Human Development and Human Poverty Indicators for southern Africa: obtained from the UNDP Human Development Report 2004; UNAIDS Epidemic Update 2004; and UNICEF State of the World's Children 2004

The Federation strongly supports the overall analysis of the situation, the assessments undertaken, and the projected needs, and given the situation is launching this Emergency Appeal at the request of the seven national societies in the southern Africa region to implement an integrated operation for up to 1.5 million people with a focus on the following three broad areas of intervention:

- Food assistance (basic and complementary) to individuals and households dealing with HIV and AIDS (People Living with HIV&Aids, or PLWHA), orphans and other children made vulnerable by HIV and AIDS (OVCs), and the chronically ill (including tuberculosis patients, elderly, disabled, pregnant and lactating mothers, school going children, and in a larger sense members of vulnerable communities).
- Reinforcing coping mechanisms and livelihoods through the provision of seeds and fertilizers (for main crops and vegetable gardens, food for work, and animal draught power support (in Zimbabwe).
- Water and sanitation support through borehole drilling, the rehabilitation of dried water points, latrine construction, small-scale irrigation schemes, and hygiene education and promotion.

The Federation expects the impact of the planned operation will be:

- stabilized food and nutrition security by meeting the immediate food needs of vulnerable beneficiaries in Lesotho, Malawi, Mozambique, Namibia, Swaziland, Zambia, and Zimbabwe.
- improved safe drinking access and water outlets for individuals, households, and communities affected by dried up water sources.
- improved hygiene of vulnerable groups.
- restored coping mechanisms and livelihoods and productive capacities for vulnerable households, and help to establish sustainability in this area.
- training provided to national society staff involved in food security and livelihood programming.

The Federation has also taken note of the need expressed by some member national societies to have a more principled discussion on the longer-term characteristics of food insecurity, and looks forward to engaging with its membership to address this issue. This Emergency Appeal is also being launched with the understanding that a more detailed Plan of Action will be elaborated shortly.

Red Cross and Red Crescent action taken so far

The Federation fully concurs with the UN agency projections on the gravity of the situation. Since the first indications of the looming food insecurity crisis became apparent in early 2005, has been closely monitoring the situation (through its Regional Delegation in Harare), liaising with UN agencies and other operational actors in the process (for background refer to the three Information Bulletins issued by the Federation respectively on 30 March,

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9 June, and 3 July 2005).⁵ CHF 160,000 was allocated from the Federation's Disaster Relief Emergency Fund (DREF) to conduct the food security surveys, and to map the ongoing and planned response by national Red Cross societies in the region. This assessment largely confirmed the picture that emerged from the country assessments conducted by the Vulnerability Assessment Committees that food insecurity would become a serious issue in Lesotho, Malawi, Mozambique, Swaziland, Zambia and Zimbabwe. A further CHF 1 million is being released with the launch of this Emergency Appeal to formulate an initial set of immediate actions and a dedicated plan of action to address immediate needs in the most affected areas in Malawi (initially), involving: food procurement (maize) and distribution, and agricultural starter packs for the current planting season.

Livelihoods initiative:

The current food security emergency must be considered in the general context of an extremely worrying trend with an increased number of households becoming chronically food insecure. The situation is most accurately characterized as a crippling "triple threat" combination of HIV and AIDS, erratic rainfall patterns, and weakened government capacity. Given the impact of the "triple threat", a vital element to understanding the current crisis and in designing an appropriate response is that household food shortages are a direct result not only of poor rainfall, but also longer-term factors such as the HIV and AIDS epidemic, economic recession, and declining livelihood security at the household level. It is critical to recognize that the causal factors for acute food shortages, while sharing certain commonalities, are somewhat unique from country-to-country. Any strategy seeking to address this situation must be founded on a broader and more diversified livelihood and safety net recovery strategy that includes addressing the impact of the HIV and AIDS epidemic on households.

The combination of short-term shocks and long-term challenges required the national Red Cross societies and the Federation to re-assess the situation in the most affected communities and to expand from the recommendations of the Federation's Africa Department strategy document "*Not Business as Usual*". The Federation's integrated strategy throughout the region (upon which the current 2005, and soon-to-be-issued 2006-2007 Annual Appeals are based) is engaged on longer-term assistance programmes in Home-Based Care (HBC) for those chronically ill from HIV and AIDS, the provision of clean water and sanitation, food and nutrition interventions, health and care, and small agriculture irrigation schemes for extreme resource-poor households.

The interventions proposed in this Emergency Appeal have been planned to complement these programmes, and are aimed at reducing the impact of the current crisis while linking the short-term activities to medium and longer-term food and livelihood interventions. The Federation in southern Africa has thus developed an integrated approach to support vulnerable households and PLWHA, based on HBC and closely linked interventions in various sectors such as livelihoods, water and sanitation and health. Livelihoods are an essential part of this integrated programming strategy, based on the Sustainable Livelihoods Approach (SLA). At the heart of the SLA is the issue of sustainability. Out of the many ways to define this term, the most common is that the structures, processes or change being considered will last, and will benefit future generations. Livelihoods analysis is intended to provide basic information about how, and why, people survive (or fail to survive) in difficult times.

The proposed strategy of reinforcing coping mechanisms and livelihoods seeks to reduce hunger and vulnerability by building on existing projects that are already addressing many of the root causes of vulnerability, such as poverty, gender inequities, and the rising prevalence of HIV/AIDS (see details below). The primary objective of this livelihoods strategy is to assist in the rehabilitation of the vulnerable households' livelihoods (comprising the capabilities, assets and activities required for a means of living, and are subject to seasonality, shocks and trends). The proposed livelihood activities are designed to respond to both the short and medium-term needs of vulnerable populations affected by the food shortages. Once the nutrition and food security situation has stabilized and the agricultural production in the target areas has improved, an increase in food security can be expected to correspond to a decrease in vulnerability. The implementation of the various livelihood interventions will form the basis of a transition to community-based projects in such areas as agriculture, health, and food security.

⁵ Also available on the Federation's website at the following URL's:

http://www.ifrc.org/cgi/pdf_appeals.pl?rpts05/sa050610.pdf

http://www.ifrc.org/cgi/pdf_appeals.pl?rpts05/SouthAfrfsib3.pdf

http://www.ifrc.org/cgi/pdf_appeals.pl?rpts05/sa050412.pdf

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Following is a summary of water and sanitation actions currently underway. These will serve as bases for the activities envisaged in this appeal:

- Malawi: a water supply, sanitation and hygiene promotion project is being implemented in Lilongwe Province for some 10,000 beneficiaries. The national society is also implementing bi-lateral projects with The Spanish and Netherlands Red Cross, as well as a Federation and UNHCR supported water, sanitation and hygiene promotion project for 5,000 refugees in the Luwani and Dzaleka refugee camp, near Lilongwe.
- Mozambique: a water supply, sanitation and hygiene promotion project is implemented in Nampula Province for 22,400 beneficiaries. The national society is also implementing a bi-lateral project with the Spanish Red cross in Cabo Delgado.
- Zambia: a water supply, sanitation and hygiene promotion project) is being implemented in Choma, district, Southern Province for 30,000 beneficiaries. The national society is also implementing a Federation and UNHCR-supported water, sanitation and hygiene promotion project for 8,000 refugees in the Mwanze refugees camp (Mporokoso, Northern Province).
- Zimbabwe: a water supply, sanitation and hygiene promotion project is implemented in Mudzi district, Mashonaland East Province for 20,000 beneficiaries, and in Matobo District, Matebeleland South Province for 20,000 beneficiaries.
- Namibia: the national society is implementing a water project in the Northern Province, along with bilateral projects with the Belgium Red Cross.

The Federation would also emphasize that the response to food security in southern Africa and the design of this appeal programme has taken into account the findings and lessons learned from the 2002-2003 food assistance operations, in particular the recommendations from the Management Review of the 2002-03 Southern Africa Food Security Operation (March 2004).⁶ In line with this, and based on a critical analysis of earlier attempts to respond to food security primarily by providing blanket food assistance distribution, the current situation entails an adjustment from the supply side of food security to the demand side. The result is a promotion of an integrated livelihoods approach to HIV and AIDS programming, with a view to mitigating the negative impacts of HIV and AIDS on affected households through care, support and prevention.

The needs

Various assessments (Red Cross, UN, and others) have concluded that Malawi, Zambia and Zimbabwe, in particular, are showing the most acute signs of food insecurity at the household level, and that community resilience is lowest. The following table from the Federation's Southern Africa Food Operations Update (September 2005) captures the cumulative figures on food assistance needs, pledges, and planned deliveries (all figures in thousands of MT):

Country	Total Import Requirement for 2005/06	Anticipated commercial imports			Current Food Aid Pledges		
		Total commercial imports	of which received or contracted	Food aid needs	Total Food aid pledges	of which: delivered	Donor-financed purchases
Lesotho	303	223	62	80	12	12	6
Malawi	852	380	47	472	160	160	8
Mozambique	869	824	215	45	37	12	7
Namibia	145	143	16	2	1	1	0
Swaziland	111	70	20	41	3	3	0

⁶ Executive Summary; page 3, 2. Findings, 2.1.1 Not Business as Usual; "The review team supports the description of reality outlined in the "Not business as usual" report, i.e. that this is not a "normal" food deficit situation. HIV/AIDS, poverty, politics and environmental factors have created a cluster of interlinked serious challenges to households and communities. Throughout the region individuals, households and communities were faced with one additional burden and somehow struggled through. Today, they are fewer, weaker and unlikely to ever again reach the quality of life they had attained, prior to the drought. They and their nations are being overwhelmed. The situation is likely to get worse for the foreseeable future".

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Zambia	271	224	11	47	8	8	16
Zimbabwe	1,070	720	336	350	42	17	0

Source: Based on information reported by WFP to GIEWS as of mid-August 2005

Beneficiary selection

The existing country assessments were expanded and elaborated, and in the process national societies better defined a beneficiary caseload that is centred on their existing HBC programmes and operational areas. By using HBC programmes as an entry point, national societies intend to target vulnerable individuals and households in the expansion from the existing food distribution programmes (i.e. urban vulnerable, TB patients, assistance gaps experienced by other agencies, and other categories currently not addressed by other organizations). In conjunction with national authorities and other humanitarian actors, verification of beneficiary lists will be undertaken, minimizing the risk for duplication of assistance. An important component of the identified beneficiaries is that of individuals and households made vulnerable as a direct result of the crop failure and drought experienced last year. Whenever possible, these beneficiaries will be provided with livelihood interventions to ensure that they are in a position to assume self-sufficiency in the coming years. A detailed country operational plan is being discussed with the respective national societies and will be made available in the initial phases of the operation after the appeal is launched.

The following table provides a summary overview of the Federation's planned interventions, activities, and the breakdown of intended beneficiaries:

	Food Assistance	Food for Work	Agricultural Starter Pack	Draught Power Assistance	Drip Kits	Irrigation Schemes	Cash/Voucher Transfer	Rehabilitation / Drilling of Boreholes	Latrine Construction	Hygiene Education	Total per country
Lesotho	52,500	--	30,000	--	--	5,000	--	--	--	12,000	99,500
Malawi	456,000	30,000	60,000	--	--	--	--	4,500	--	30,000	580,500
Mozambique	33,000	--	9,600	--	--	--	--	7,500	6,000	6,000	62,100
Namibia	45,000	--	12,000	--	6,000	--	--	--	--	6,000	69,000
Swaziland	72,000	--	12,000	--	6,000	--	--	--	--	5,000	95,000
Zambia	138,000	--	18,000	--	--	--	8,000	20,000	--	5,000	189,000
Zimbabwe	148,600	--	114,000	24,000	6,000	40,000	--	15,000	1,200	40,000	388,800
Total per sector	945,100	30,000	255,600	24,000	18,000	45,000	8,000	47,000	7,200	104,000	1,483,900

Coordination, and the role of other actors

Given the size, regional scope, and nature of this operation, the Federation fully realizes that coordination is a vital element. The proposed food security and livelihoods operation will be implemented by the respective national societies, with technical support from the Federation's regional delegation in Harare. The regional disaster management department will coordinate the operation regionally, while each national society disaster management officer will be responsible for the direct country implementation, with frequent and regular support from other Red Cross partners working in the region. In this regard the Federation will ensure that the Red Cross response is well coordinated and integrated by ensuring that programming initiatives from partner national societies operating in southern Africa are in line with the Movement strategy related to the "triple threat" analysis. The Federation will play a pivotal role in the logistics and procurement services for the national societies operations, in the process engaging external stakeholders through existing regional fora and in-country coordination mechanisms.

The Federation will also provide support in terms of follow-up assessments, implementation of projects, delivery of assistance and general services, training, advocacy, communication, policy development and monitoring and evaluation. A meeting will take place on a regular basis in Harare, and at times will rotate to the national societies to maximize involvement and participation in the operation. Task forces will be established at the national society level to constantly and regularly handle emerging issues in the operation. Clarification and definition of the roles of the Federation, implementing and partner national societies, including the International Committee of the Red Cross

(ICRC), both at national and regional levels, will be initiated by the regional delegation with a view to harmonizing Movement action. Relief agreements will be formulated with each national society, clearly highlighting the roles and responsibilities of the stakeholders to ensure comprehensive ownership and accountability in the implementation of the programme.

The Federation will furthermore support coordination efforts through:

- lobbying governments in linking emergency interventions to longer-term structural programmes.
- activating and establishing partnership frameworks with WFP at country level.
- coordination with the UN's Food and Agricultural Organization, the Office for the Coordination of Humanitarian Affairs (OCHA) related to involvement and participation the development of Flash Appeals, and the Inter-Agency Standing Committee (IASC) at the regional and country levels.
- coordination with other agencies/bodies to ensure completeness of stakeholders' analysis at regional, national and provincial level in terms of meetings and databases.

The Federation and partners operating in the region will utilize the Emergency Appeal as a basic guideline for programming any bilateral interventions jointly with the southern Africa national societies to contribute to the current on-going efforts in the region to respond to short and longer terms needs.

On its part, and in line with its mandate, WFP is playing a fundamental role by expanding its existing Regional Protracted Relief and Recovery Operations (PRRO) programme, with a planned distribution figure of 516,000MT in the region between October 2005 and March 2006. Despite recent pledges, WFP is reportedly facing a shortfall of USD 187 million in order to meet planned requirements. The Federation's planned programme is designed to complement this shortfall, and to fill part of the gap in areas where the Red Cross and WFP are jointly operationally active. In line with the global partnership formulated with WFP in 2004, the national societies will sign a formal Memorandum of Understanding with WFP.

The FAO programme framework for emergency and rehabilitation is supporting small-scale farmers in Lesotho, Malawi, Mozambique, Namibia, Swaziland, Zambia and Zimbabwe. The main focus of these activities is to ensure that vulnerable farmers have access to adequate quantities of livelihoods and agricultural inputs in time for the next rainy season. FAO is short of USD16 million to meet the financial requirements of these activities. WFP, FAO and OCHA are leading a mapping exercise of food and non-food interventions in the southern African region. The main objective of the exercise is to provide information on ongoing and planned interventions to address acute and chronic food insecurity in the region. This is expected to help coordination and collaboration between agencies in responding to food insecurity. The exercise is expected to be completed by October 2005, and will complement the Inter Agency Regional Humanitarian Strategic Framework for Southern Africa⁷ detailing UN and NGOs positioning in the region.

International Non-Governmental Organisations (INGO's) operating in the region and planning interventions are (Care International, Catholic Relief Services, World Vision, OXFAM GB, Plan International, and Save the Children).

The Proposed Operation

The overall goal of this appeal and operation is to assist some 1,483,900 vulnerable beneficiaries in Lesotho, Malawi, Mozambique, Namibia, Swaziland, Zambia, and Zimbabwe with food security, water and sanitation projects, and to reinforce coping mechanisms (promoting livelihoods).

The Federation is seeking support for a nine-month period (October 2005 – June 2006) to ensure targeted, effective, timely, and appropriate interventions to target the most vulnerable and support the planned longer-term interventions. The Federation will coordinate the response and will proactively influence the regional debate on livelihood interventions. The challenge to the Federation, national societies, and the international humanitarian community is how to address the acute needs while also sourcing and directing resources to better address the chronic livelihood needs. In order to address this the Red Cross believes that while immediate food assistance is

⁷ Inter Agency Regional Humanitarian Strategic Framework for Southern Africa: http://www.sahims.net/doclibrary/doc_lib_regional.asp

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immediately needed to save lives in vulnerable households, promoting interventions that will enable vulnerable households to rebuild their coping mechanisms is also a priority. The proposed program is thus guided by a development approach for relief in which the immediate food needs of vulnerable communities are closely complemented with projects that focus on the medium to longer-term priorities of agriculture rehabilitation, recovery, and food security resilience.

The main components of the Federation's strategy are:

- **Food assistance:** the Federation will identify and assess where food gaps exist, and will direct food and complementary food-for-work assistance to targeted individuals and households in the following categories: People Living with HIV and AIDS (PLWHA), orphans and vulnerable children (OVCs) impacted by HIV and AIDS, and the chronically ill (including tuberculosis patients). The complementary food-for-work projects will directly benefit HBC clients (in Malawi). In Zambia, assessments will be undertaken to consider the viability of piloting a cash/voucher scheme as an alternative to food distributions.
- **Reinforcing self-reliance, coping mechanisms, and livelihoods:** given the intention to focus support on reinforcing productive capacities for recovery purposes, vulnerable communities will be provided with seeds and fertilizers before the planting period and to encourage gardens, support to animal draught power for vulnerable households, and small-scale water irrigation schemes.
- **Water and sanitation:** in several communities surveyed boreholes have dried up, forcing vulnerable households to resort to drinking water from unprotected sources or to walk long distances of up to 15km to collect water. The drilling of boreholes and the rehabilitation of dried water points will improve access to safe drinking water for beneficiaries and their livestock. Hygiene education and promotion will also form a key part of the sanitation interventions.

Related to the deterioration of basic health throughout the region, the Federation is approaching this challenge by developing an integrated long-term intervention in this sector to address the needs, consisting mainly of a new 5-year HIV and AIDS strategy (planned to be finalized in October 2005) to continue or reinforce:

- nutrition surveillance and other health aspects;
- the HBC programme for PLWHA's;
- support to OVCs;
- care and psychological support;
- prevention activities;
- access to anti-retroviral (ARV) treatment; and
- advocacy.

This forms a comprehensive and holistic community-based approach to ensure maximum resilience, and the activities envisaged in this Emergency Appeal are designed to be complementary to the Federation's long-term regional health strategy.

Food Assistance

Objective: to meet the immediate food needs of vulnerable individuals in Lesotho, Malawi, Mozambique, Namibia, Swaziland, Zambia, and Zimbabwe until the next harvest in 2006.

Activities planned to reach this objective:

The basic food distribution program will be implemented up to April 2006, and will target HBC clients and other vulnerable households. The respective national societies will distribute food assistance to HIV and AIDS-affected households through existing HBC projects groups. To adjust to country-specific needs, the national societies will monitor the evolving situation and will distribute either a three month full ration,⁸ or a complementary ration for a longer duration of time. This support will ease time and resource constraints, particularly labour, of those individuals providing care to the most vulnerable households. The planned food rations will include maize, beans, cooking oil, and corn soya blend (CSB).

⁸ As per Sphere Standards, a full ration is intended to provide 2,100 Kcal per person per day. This translates into a recommended monthly composition of 10.8 Kg of maize, 1.8 Kg of pulses, 0.9 litres of cooking oil, and 3 Kg of CSB.

The following specific activities will be implemented in each country:

- **Lesotho:** targeted food distributions to 52,500 beneficiaries of 1,701 MT of maize, 284 MT of pulses, 141,750 litres of cooking oil, and 473 MT of CSB.
- **Malawi:** targeted food distributions to 456,000 beneficiaries of 14,775 MT of maize, 2,463 MT of pulses, 1,231,200 litres of cooking oil, and 4,104 MT of CSB.
- **Mozambique:** targeted food distributions to 33,000 beneficiaries of 1,070 MT of maize, 179 MT of pulses, 89,100 litres of cooking oil, and 297 MT of CSB.
- **Namibia:** targeted food distributions to 45,000 beneficiaries of 1,458 MT of maize, 243 MT of pulses, 121,500 litres of cooking oil, and 405 MT of CSB.
- **Swaziland:** targeted food distributions to 72,000 beneficiaries of 2,333 MT of maize, 389 MT of pulses, 194,400 liters of cooking oil, and 648 MT of CSB.
- **Zambia:** targeted food distributions to 138,000 beneficiaries of 4,472 MT of maize, 746 MT of pulses, 372,600 liters of cooking oil, and 1,242 MT of CSB. Additionally, food vouchers and/or cash transfers will be considered on a pilot basis to provide for the needs of 8,000 beneficiaries.
- **Zimbabwe:** targeted food distributions to 148,600 beneficiaries of 4,815 MT of maize, 803 MT of pulses, 401,220 litres of cooking oil, and 1,338 MT of CSB.

Reinforcing self-reliance and coping mechanisms (livelihoods)

Objective: to re-enforce or rebuild self-reliance and to restore their positive coping mechanisms through food-for-work/food-for-assets (income generating opportunities), cash transfers, targeted agricultural support, and the provision of vegetable garden drip kits.

Activities planned to reach this objective:

- **Provision of agricultural starter packs to vulnerable households:** this approach aims to assist vulnerable households in accessing their choice of cereal seed (maize, millet or sorghum) and legumes (black eye bean, cowpea, groundnut, or soybean). The quantities of seed provided are planned to be enough to produce sufficient cereals and pulses to feed a family of six over a 12 month period. Fertilizer (basal and topdressing) will also be made available to the seed beneficiaries in order to improve the fertility of the predominantly poor soils, thereby enhancing crop productivity. In order to improve the variety and quality of the diet of vulnerable households, various vegetable seeds (cabbage, carrot, onion, rape, beans, and spinach⁹) will also be distributed to those with access to gardens and reliable water sources. The seed will be sufficient to plant a garden measuring 10m x 10m. Agricultural starter kits will be provided to vulnerable persons as follows: 30,000 in Lesotho; 60,000 in Malawi, 9,600 in Mozambique; 12,000 in Namibia; 12,000 in Swaziland; 18,000 in Zambia; 114,000 in Zimbabwe.
- **Draught animal support for 24,000 persons in Zimbabwe:** because ownership and access to draught animal power (cattle and donkeys) and tools represents one of the major differentiating factors among households in the communal areas in terms of their productive capacity and vulnerability, the opportunity cost of not having draught power is high, and any alternative means to cultivate the land is laborious and expensive, and likely to result in lower yields due to poor timing and late planting of crops. This project is intended to respond to this lack of access to draught power, and the Red Cross will assist in hiring draught power support for some 4,000 persons to ensure that they are not constrained by the need to borrow or hire draught power, and are thus in a better position to complete land preparation and planting in time.
- **Cash Transfers in Zambia:** an appropriate cash transfer scheme will be considered to assist households that may require cash for purchase of food or medication for the chronically ill.
- **Food-for-work/food-for-assets for 30,000 beneficiaries in Malawi:** food assistance will also be used in Malawi to support projects that directly benefit and reduce HBC clients' vulnerability to food insecurity in the future. The ration provided is planned to complement other household food sources. Food for work beneficiaries will receive maize rations. The specific exact activities implemented under this project will vary from area to area, depending on local needs and priorities as well as the capabilities of the national society staff in the area in question, but land preparation, planting, weeding, harvesting, and gardening, are some of the activities that will be considered.

⁹ Based on availability.

Water and Sanitation

Objective: ensure access to safe and adequate drinking water, borehole rehabilitation, sanitation, small-scale irrigation, latrine construction, and hygiene education vulnerable individuals.

Activities planned to reach this objective:

A range of water, sanitation, hygiene education activities will be undertaken to benefit HBC clients, their households, and communities in each country:

- **Lesotho:** 5 small irrigation schemes; hygiene education and promotion for 12,000 beneficiaries.
- **Malawi:** rehabilitation of 8 drought affected boreholes and drilling of 10 boreholes directly benefiting 4,500 beneficiaries (250 users per borehole); hygiene education and promotion for 30,000 beneficiaries.
- **Mozambique:** rehabilitation and drilling of 15 boreholes for 7,500 beneficiaries (500 users per borehole); distribution of 1,000 san plats for community latrine construction for 6,000 beneficiaries; hygiene education and promotion for 6,000 beneficiaries.
- **Namibia:** provision of drip kits for 6,000 beneficiaries; hygiene education and promotion for 6,000 beneficiaries.
- **Swaziland:** provision of drip kits for 6,000 beneficiaries; hygiene education and promotion for 5,000 beneficiaries.
- **Zambia:** rehabilitation of 30 boreholes and 10 drilling of boreholes for 20,000 beneficiaries (500 users per borehole); hygiene education and promotion for 5,000 beneficiaries.
- **Zimbabwe:** 20 irrigation schemes; provision of drip kits for 6,000 beneficiaries; rehabilitation and drilling of 30 boreholes for 15,000 beneficiaries (500 users per borehole); construction of 200 Blair latrines for 1,200 beneficiaries; hygiene education and promotion for 40,000 beneficiaries.

In each country additional hygiene awareness activities will be focused on preventing diarrhoea, improving diet diversity, and proper hygiene, and the use of potable water.

Related to the intended drip kits activity, many existing household gardens, tended mostly by women and children, have been experiencing reduced productivity due to the significant amount of labour required in lifting and carrying water. The provision of drip irrigation kits and technical training is thus designed to promote vegetable production in these gardens. Use of drip kits is envisaged to significantly improve vegetable productivity by reducing labour requirements (watering and weeding), limiting the amount of chemicals used for pest and disease control, and improving the quality of plants grown. Beneficiaries will receive training in diversified vegetable production. Targeting of beneficiaries will be based on water supply, potential garden productivity, and market options for garden produce. One drip kit per vulnerable household will be distributed.

The small-scale irrigation program (introduced on a pilot basis) will focus on the establishment of gardens in order to enhance vegetable production, and improve the nutritional status of beneficiaries. The production of a variety of nutritious vegetables that can supply vital vitamins and mineral salts, such as carrots, broccoli, spinach and squash, will be encouraged.

Logistics

Preliminary agreements with WFP regional and country offices related to joint warehousing, procurement, and transportation are being discussed (where appropriate) and will be activated if required. The Federation's logistics strategy is focused on three components:

- based on the assessment reports and agreements with WFP, to confirm the respective logistics strengths and weaknesses of each national society, and agree on areas to be reinforced;
- to develop a plan to raise or increase the logistics capacity of each national society, focusing on pipeline management, storage, delivery, and reporting;
- to identify and provide appropriate logistics systems and tools to each national society.
- according to the agreed distribution points (with WFP), to plan the establishment of to maximize the resources for transport and storage.

Reinforcing capacities in assessing livelihoods, and food security monitoring and reporting.

Objective: to ensure that national society staff is well versed in livelihood and food security interventions.

Activities planned to reach this objective:

The regional delegation will build the capacity of national society staff to manage an integrated programme by providing training in food security and livelihood issues. The training will ensure that all programme activities develop and actively promote participatory approaches in the design, implementation and monitoring phases of the program in order to enhance ownership, responsibility, and sustainability. Ongoing coaching of national society officers will ensure adequate follow up of the training outcomes and keep people's motivation high. Strengthening human resources capacity through any programme in each national society remains a Federation general objective that will be monitored by the Federation's disaster management department and the regional human resources manager.

By deepening and expanding existing country programmes, the Federation aims to capture the additional layers of vulnerability created by the current shock in its already existing operational areas and sustain the level of assistance in longer-term programming by participating in livelihoods interventions. In terms of food assistance, the national societies in the region are already playing a role in the existing programmes addressing emergency needs, and simultaneously addressing long-term needs: This appeal proposes to expand this approach, both on the urgency of saving lives and the necessity to protect livelihoods in the long-term, an aspect that is addressed in the Federation's 2006 Annual Appeals.

Communications – Advocacy and Public Information

To enhance communications and information there is a considerable need to improve email and internet services within the national societies. The recently created network of Information Officers in Southern Africa (SARCOF) will enable all national societies to develop a specific country strategy to give more visibility to the programme and to ensure that the regional perspective and added value are captured well. The SARCOF recommendations include exposure of officers to programme interventions, exchanges of experience across the region, increased level of publications in the media through better access to material and equipment. To ensure the success of this plan, leaders of national societies will benefit from training in advocacy and the regional delegation will put in place a coaching system for motivating all country officers.

Capacity of the National Societies

Based on their experience from the 2002-2003 food crisis, the respective Red Cross Societies in southern Africa are well positioned to respond to the current situation, and are in the process of shifting their programmes into HBC clients, and into a holistic and integrated livelihoods approach. They have trained staff members experienced in relief as well as long-term food security/livelihoods initiatives. However, further efforts are required to invest in rejuvenating their capacities to handle the operations at both the national and branch level. Functional operational partnerships have been or are in formation with WFP as well as DFID in most of the affected countries. Most of the national societies also benefit from the permanent presence of bilateral interventions from partner national societies and could eventually access these human resources and expertise as necessary in many instances. In addition, all national societies are working as auxiliaries with public authorities and can access technical expertise from their various line ministries (agriculture and food security, forestry and land reclamation, health, social welfare, etc). This will be negotiated on a case by case basis in each country.

Capacity building for the implementing national societies is a prerequisite to the success of this operation. Each national society have varying needs in capacity building, and the Federation plans to strengthen the response capacities through providing technical support and training when required in finance system development, human resources, reporting, logistics, advocacy, information, resource mobilization, strengthening relations with governments and local stakeholders, with external relations, branch development and volunteer management. The Regional Delegation support will be focused at the headquarters level to senior and middle managers who, in turn, will empower staff and volunteers at branch level, where most of the field activities will be concentrated. A relief delegate per country will be supporting a task force created at each national society to assist in supervising and directing the delivery of the planned assistance package. For Malawi, due to the overall assistance identified, a

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logistics delegate is proposed as well to ensure that adequate training and technical support to the national society will be ensured.

The national societies are actively involved in large HIV and AIDS programme which includes various activities such as Home Based Care, Orphans and Children made vulnerable by HIV and AIDS, ARV Treatment, Support group and Psychological support, People Living with HIV and AIDS support, Prevention, etc. The Health and Care programme also includes Water and Sanitation, First Aid, TB, Malaria and other epidemics, and immunization. The second priority is food security with a strong component of long term mitigation and risk reduction. Most of the national societies are in transition phase and require organizational development support to build up their capacities in systems development (human resources, finance, IT), in branch development and in volunteer management. The challenge of good governance and effective management is also a characteristic in the region.

Capacity of the Federation

The Federation's Regional Delegation in Harare covers Angola, Botswana, Lesotho, Malawi, Mozambique, Namibia, Swaziland, South Africa, Zambia and Zimbabwe. The Regional Delegation is currently composed of 8 international and 38 local staff. The objective of the regional delegation is to coordinate an effective response to disasters such as the food security operation, to guide national societies on strategic directions, to provide technical advice and training in the priority areas, and to be the spokesperson and the advocate on issues of concern in the region.

With the support of the Federation (through its Regional Delegation), the national societies in the region have formulated their plans and activities in line with Strategy 2010, the Ouagadougou Declaration, and the Algiers Plan of Action, with a focus on health, HIV and AIDS, food security, volunteer management, and capacity building. With respect to this operation, the regional delegation's mandate is to provide technical support and coordination to the national societies to effectively deliver humanitarian assistance.

Human Resources:

The Federation is requesting additional temporary support staff (twelve international and three national) in the form of¹⁰: in Harare:

- a regional programme coordinator.
- a finance officer.
- a procurement officer.
- a water and sanitation delegate.
- a food security officer.
- a logistics delegate specifically assigned to this operation, to ensure that procurement, transportation and warehousing requirements will be standardized throughout the duration of the operations. If necessary, for practical reasons the logistics delegate may be located in the Republic of South Africa.
- a roaming logistics delegate to ensure that training requirements and ad hoc support is available when requested.

At the country level:

- a relief delegate per country (7).
- a logistics delegate in Malawi.

The regional delegation will also provide support for external relations and advocacy, communication and coordination with partner national societies, the Secretariat in Geneva, the ICRC, and all other stakeholders at the regional level. At the national society level staffing requirements will be considered in terms of water and sanitation, food security, logistics, finance, coordination. These inputs are reflected in the appeal budget. Technical consultants will be hired on a temporary basis to contribute to the development of specific documents in relation to the strengthening of a regional strategy and monitoring and evaluation.

Monitoring and evaluation

¹⁰ Terms of reference and job descriptions for these positions are being developed, and will be made available shortly after the launch of the Emergency Appeal, with the Plan of Action, and an operational organigramme.

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The respective national societies will be responsible for the implementation, monitoring and evaluation of the operation at the country level. The Federation will be setting up specific measures to maintain a detailed capacity to register, analyse and address changes and trends by implanting a regional monitoring and evaluation unit at the regional delegation to operate in close contact with the national societies involved. This unit will ensure that revised versions of the current document will be supported by reliable data on the unfolding situation as registered by the Red Cross volunteers and staff in the rural areas. SPHERE minimum standards and other international humanitarian standards will also be used in monitoring and evaluation. An initial baseline survey will be conducted to ensure impact analysis of the proposed operations and demonstrate the outcomes at community and household level. Joint indicators will be developed to ensure comparability of operations throughout the region.

Given the potential risk that the crisis may worsen, the food security situation in the concerned countries will be closely monitored by the national societies, and a contingency plan for scaling up the response is in place. National societies will be advised to base the monitoring system for the proposed operation on the system used for the WFP sponsored programmes. Linkages with WFP Vulnerability Assessment Mapping (VAM) are being discussed with their regional and country offices. The Federation's regional delegation will ensure quality control in terms of overall monitoring and evaluation, setting up a regional monitoring and evaluation unit within the regional delegation to operate in close contact with the national societies involved. This unit will ensure that revised versions of the current document will be supported by reliable data on the unfolding situation. A final evaluation of the operation will be organized by the regional delegation.

Budget summary

See Annex 1 for details, or [click here to go directly to the attached Appeal budget](#).

Susan Johnson
Director
National Society and Field Support Division

Markku Niskala
Secretary General

[*click here to return to the title page and contact information.*](#)

BUDGET SUMMARY

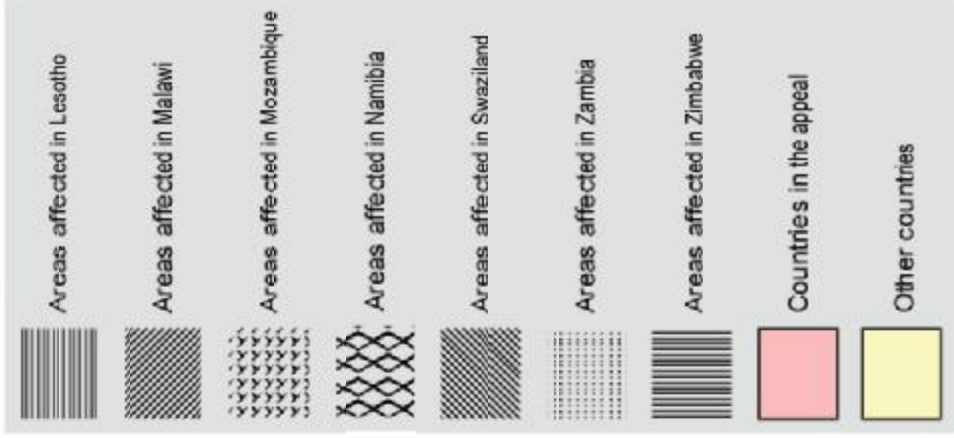
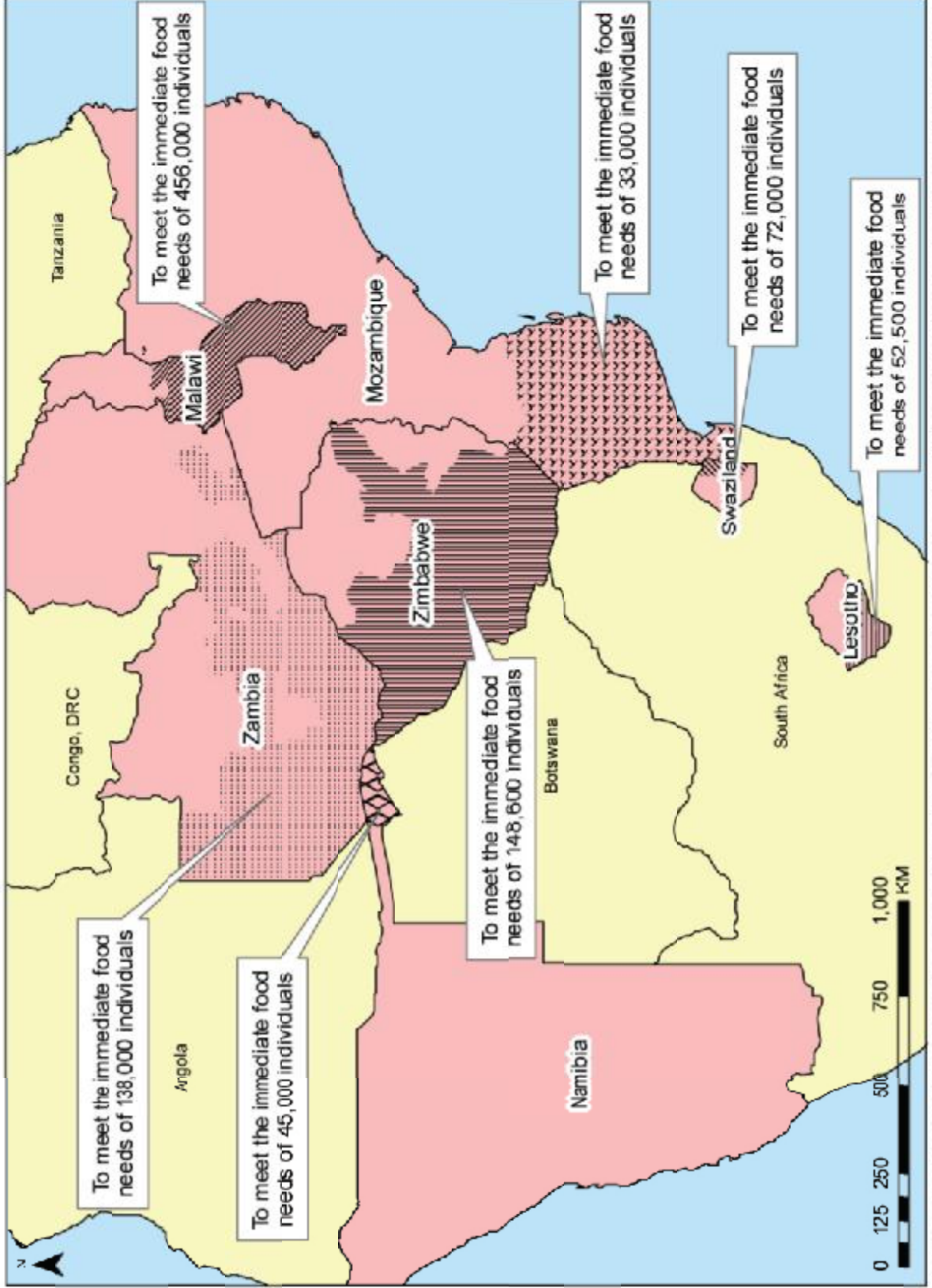
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TYPE	VALUE
RELIEF NEEDS	IN CHF
Shelter & constructions	25,400
Food & seeds	26,339,046
Water & sanitation	1,298,300
Utensils & tools	6,350
Other relief supplies	204,816
TOTAL RELIEF NEEDS	27,873,912
<hr/>	
<u>CAPITAL EQUIPMENT</u>	
Vehicles	173,340
Computers & telecom. equipment	39,075
Other equipment	63,500
<u>PROGRAMME SUPPORT</u>	
Programme support (6.5% of total)	2,558,449
<u>TRANSPORT STORAGE & VEHICLE COSTS</u>	
Distribution and storage	1,516,170
Transport and vehicle costs	1,928,977
<u>PERSONNEL</u>	
Expatriate staff	1,317,600
National staff	992,998
Consultants	113,037
Workshops & training	392,300
<u>ADMINISTRATIVE & GENERAL SERVICES</u>	
Travel & related expenses	195,150
Information expenses	55,500
Administrative & general expenses	2,140,745
TOTAL OPERATIONAL NEEDS	11,486,841
TOTAL APPEAL CASH, KIND, SERVICES	39,360,753
LESS AVAILABLE RESOURCES (-)	0
NET REQUEST	39,360,753



Southern Africa: Food insecurity



The maps used do not imply the expression of any opinion on the part of the International Federation of Red Cross and Red Crescent Societies or National Societies concerning the legal status of a territory or of its authorities.
 Map data sources: ESRI