

Emergency appeal



International Federation
of Red Cross and Red Crescent Societies

Ethiopia: Food Insecurity

Preliminary Emergency appeal

N° MDRET005

GLIDE No. DR-2008-000043-ETH

14 May 2008

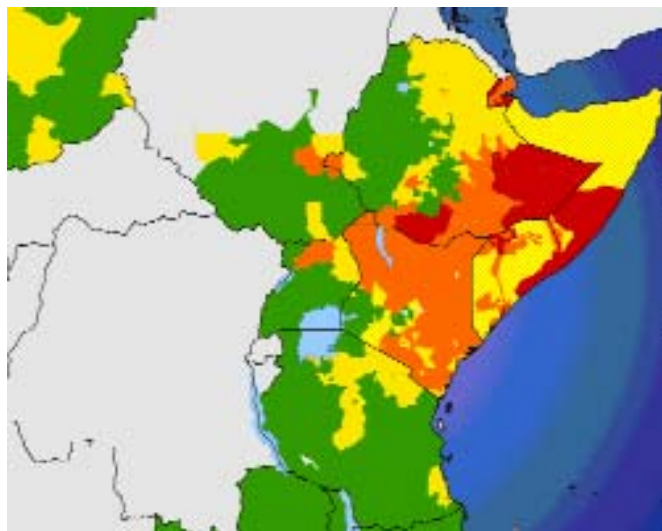
This Preliminary Emergency Appeal seeks CHF 1,847,444 (USD 1,759,470 or EUR 1,154,653) in cash, kind, or services to support the Ethiopian Red Cross Society to assist 40,000 beneficiaries for 4 months.

CHF 300,000 (USD 288,462 or EUR 187,500), was allocated from the Federation's Disaster Relief Emergency Fund (DREF) to support this operation. Unearmarked funds to replenish DREF are encouraged.

Based on the situation, this Preliminary Emergency Appeal responds to a request from the Ethiopian Red Cross Society and focuses on providing immediate support; provide food and relief assistance to 40,000 selected beneficiaries. The revised appeal, which will be issued at a later date, will then address early recovery activities, as well as water and sanitation and health.

This operation is expected to be implemented for four months. At a later stage, this preliminary appeal will be revised and new activities will be included and the implementation timeframe will be extended in order to address longer term needs of the affected populations. Therefore, the initial operation is expected to be completed by 13 September 2008.

[<click here to view the attached Emergency Appeal Budget or here to view contact details>](#)



Map showing countries affected by drought.

Source: FEWSNET, 2008

KEY

Red/Maroon: Extremely Food Insecure

Brown: Highly Food Insecure

Yellow: Moderately Food Insecure

Green: Generally Food Secure

The situation

Results of the 2007 *meher* seasonal assessment, conducted by the Ethiopian Disaster Prevention and Preparedness Agency (DPPA) in cooperation with humanitarian partners, projected an overall improved food security situation in 2008. However, the failure of *deyr* rains in the pastoral areas of Borena zone in Oromiya region and Somali region in the eastern part of the country, followed by very poor *belg* rains (minor rains occurring from March to May) in central and southern parts have resulted in severe food insecurity for a large number of the population. According to government reports, the number of people requiring emergency assistance has increased, following persistent below-normal rainfall and prolonged dryness which has

reduced water and food availability and significantly worsened crop and pasture conditions. It is unlikely that the recent rains during April, which were insufficient and unevenly distributed, will revive the poor performing *belg* crop, scheduled to be harvested from June to July.

The accumulated effect of poor rains in the last two seasons, leading to a short supply of water and pasture, has also led to deterioration in livestock body conditions, therefore resulting in lower livestock prices. In combination with low cereal supply and high cereal prices, the terms of trade of pastoral groups have deteriorated, resulting in reduced household income and food access. Low livestock prices have also had a very negative impact on agro-pastoral groups, as the reduced income arising from their livestock accumulates to their crops failure. Reduced harvests in rain-fed agro-pastoral and marginal crop-production areas will result in limited replenishment of household and market food stocks and further increase food prices. This situation is aggravated by general inflation, which in 2007 reached 18 per cent. Cereal prices increased by 22 per cent in 2006 and 20 per cent in 2007.

This situation led the Ethiopian Government to issue a Humanitarian Requirement Plan on 10 April 2008, jointly elaborated with its partners, and seeking USD 68 million. Food assistance, either through general ration or supplementary food, accounts for almost half of the 2008 Humanitarian Assistance Requirements. Approximately 2.2 million people are estimated to require emergency food assistance in 2008, although this caseload is being revised upwards in view of persistent dryness and general deterioration of the food security situation.

In order to complement recent government assessments, the Ethiopian Red Cross Society (ERCS) has conducted two assessments in the Southern Nations, Nationalities and People's (SNNP) Region in Wolayita and Sidama zones. In addition, a joint Regional Disaster Response Team (RDRT) and ERCS team carried out assessments in Moyale and Bale. The assessments were carried out through key informant interviews, household interviews, physical observation and review of secondary information obtained at Zonal and *woreda* levels.

Wolayita Zone is one of the nine zones of SNNP Region. With a total area of 438,370 hectares, it is inhabited by over 1.6 million people. Its average population density of over 370 people per square kilometre makes it one of the most densely populated areas of the country. Population density in some parts of the Zone is as high as 700 people per square kilometre. The major economic activities are agriculture (production of legumes, root crops and some cereals), and livestock rearing. The source of food is 50 per cent from agriculture, 40 per cent from the market and 10 per cent from animal products.

Wolayita Zone is dominantly dependant on *belg* rains (March to May), which this year have been late and below-normal, resulting in very poor prospects for the June and July *belg* crops. Some 61,035 hectares of land which was supposed to be covered by *belg* growing crops were not productive due to lack of rain. In addition, a small showery rain that normally falls in the months of November and December (locally called *Sapian*), which is important for the growth of root crops such as cassava, sweet potato and irish potato, was totally absent this season. This resulted in poor production of these widely used root crops in many parts of the zone, which normally constitute a vital means in covering the food gap. Moreover, the physical appearance of cattle is very poor and livestock deaths have notably increased. The drought has also caused unusual high migration figures in almost all *woredas*. In Damot Pulasa *woreda* alone, some 2,179 people have left the *woreda* in search of job opportunities elsewhere. Finally, reduction in school attendance, one indicator of rising food insecurity, has been increasing since February 2008. According to government figures, a total of 27,167 students have left the schools in Wolayita Zone, particularly in the lowlands, which according to local sources is an unusually high number.

The assessment team also observed very limited supply of staple grain and root crops in the market. The price of those available grain and root crops has sharply increased at local level. The price of the maize and sweet potato were USD 22.2/quintal and USD 5.03/quintal last December, but current prices reach USD 52.4/quintal and USD 12.57/quintal respectively. This indicates local price increases of 136 per cent and 150 per cent in the basic food crops respectively over a period of five months. The assessment team equally observed the sale of green empty maize stem, which were not filled with grains, due to insufficient and/or

absence of rain in the course of its growth. Due to increasing levels of malnutrition in numerous parts of the country, a significant increase of Marasmic kwashiorkor¹ cases have been observed among adolescents.

Damot Pulasa, Humbo, Boloso Soro and Kindo Koisha are the worst affected *woredas* (administrative division managed by local government representatives) in the zone. According to the assessment team report, out of the total zone population (1,628,722), some 375,000 (23 per cent) people have been affected. The most affected groups include children under five (18 per cent), elderly (11 per cent), and lactating and pregnant mothers (3 per cent).

The DPPA has coordinated with ERCS in the provision of assistance in Wolayita and particularly in Damot Pulasa and nearby *woredas*, where the nutritional status of the affected population in general, and children under five years of age, lactating and pregnant mothers in particular, is of concern. According to a recent nutritional survey carried out in Damot Pulasa *woreda*, global acute malnutrition (GAM) and severe acute malnutrition (SAM) rates are above the emergency threshold levels. Child mortality rates seem to be increasing. Between mid February and mid April 2008, 21 children were reported dead as a result of causes related to acute malnutrition in Damot Pulasa *woreda*.

Damot Pulasa *woreda* falls within the Wolayita Maize and Root Crop Livelihood Zone, which covers most of the midland and upper lowland and/or dry midland terrain of the Wolayita Administrative Zone and therefore most of its population. The Wolayita Barley and Wheat Livelihood Zone, a mountainous area with a highland and wet midland ecology, hosting a dense population. The main crops are maize, sweet potatoes and Irish potatoes, whilst enset (a drought resistant root crop) is generally small in volume but important in breaching lean periods of the year (especially February to May). Other crops include beans, barley, wheat and a variety of root crops, with teff and coffee grown as cash crops in some areas. Grazing is very limited, therefore livestock must be largely hand-fed with crop residues and fodder bought on the market at very high prices. As a result, at least half of all households have no oxen and must either cultivate by hand-hoe or hire oxen in return for labour on the owner's plot. Other livestock in the area includes sheep and goats.

Population pressure dictates generally very small landholdings. The area is popularly called "the green famine" because it is relatively fertile, but very densely populated. In the midland and upper lowland terrain, relative success in ordinary production years requires use of at least half-an-hectare of land, allowing a household normally to be nearly self-sufficient in staple food, as exemplified by better-off and middle-wealth households. However, any shock, such as rain failure or pests, frequently pushes part of the population over the hunger threshold and onto relief food aid. In the less fertile highland areas, even better-off households, supporting 8 to 10 people, have only about a hectare of arable land, which does not allow them to grow all their requirements of staple food, with poorer households normally producing about half of their requirement. In this mountainous area the poorer half of the population is food insecure in most years, normally requiring food aid. This is not so much because of periodic rain failure, which is an unusual shock, because of the chronic pressure on land. Shocks simply exacerbate a chronic condition of food insecurity.

The main sources of cash income include sale of cattle and other livestock and their products, especially butter, Irish potatoes, cereals and root crops, some teff and coffee, and casual work, through either local or migrant labour. By far the biggest investment is in cattle. However, it is only for better-off and middle households that the greater part of their annual cash earnings actually come from livestock and butter sales. Poor (but not very poor) households gain about one-third of their cash by keeping and fattening some of the richer families' livestock, rewarded by a share in the sales. Very poor people depend on casual work earnings and seasonal labouring locally or beyond the zone, for about 70 to 80 per cent of their cash earnings, whilst poor people for about 45 to 50 per cent, so that somewhat over half of all households are heavily dependent on working away from their own land.

The current drought has reduced access to food for most of the population, by reducing output of crops for self-consumption, and by limiting sources of cash, as livestock deaths and poor condition, failed crops and reduced economic activity have resulted in limited opportunities for casual work.

¹ Deficiency of both calories and proteins, resulting in severe tissue waste, loss of subcutaneous fat, and dehydration

The limited local availability of food supply and the high market prices make in-kind food distribution more appropriate at this time. The food security coordination bureau (FSCB) is considering requests from some drought-affected *woredas* to switch some of its current transfers from cash to food due to the high price of food. Cash-based interventions will be considered subsequently, when the main harvests increase food availability in the market.

Coordination and partnerships

On May 6 2008, the ERCS and the Federation representation office established a Task Force in Ethiopia, including the ERCS head of Disaster Management, head of Health, head of Public Relations, a DM officer and the Federation Representative and Reporting Delegate. In agreement with the International Federation and the International Committee of the Red Cross (ICRC) country offices, the ERCS will have the lead role within the Red Cross Movement for this operation, while the Federation office will provide support in coordination and implementation of activities, with the Eastern Africa Zone Office in Nairobi providing technical support in the various sectors involved in the response. In addition, the ICRC will avail its logistical means to assist in the implementation of this operation, as it did in the past.

Overall coordination with external actors takes place through the Disaster Prevention and Preparedness Agency (DPPA), as well as the Early Warning Working Group (EWWG). Government-led Sectoral Taskforces (STF), including Emergency Food Aid, Agricultural, Health, Water and Environmental Sanitation, and Health and Nutrition Task Forces, play a coordinating role in their respective sectoral areas.

On May 8, United Nations Office for the Coordination of Humanitarian Affairs (OCHA) called for an emergency meeting, inviting all humanitarian actors with presence in Ethiopia, in order to share information on the alarming situation in regards to food insecurity. It was agreed that specific coordination meetings will take place on a weekly basis, which the head of the ERCS Disaster Management department and the Federation Representative will attend.

The World Food Programme (WFP) is the main agency providing food aid in Ethiopia through government structures. WFP, in cooperation with DPPA, provides a government approved standard food basket, comprising of (in kg/person/month) 15 kilograms cereals, 1.5 kilograms pulses and 0.5 litre of oil. A supplementary ration for distributions to particularly vulnerable groups consists of 4.5 kilograms of Corn Soya Blend (CSB). The ERCS maintains good coordination with DPPA, which in view of increasing unplanned needs has requested support from ERCS in bridging the current food gap in Damot Pulasa *woreda*. The International Federation representation in Ethiopia has discussed with WFP, which has confirmed it is facing a pipeline break already in May. WFP and other non-governmental organizations (NGOs) working in the area consider that Damot Pulasa is indeed a hot spot in terms of need for food aid.

There are some NGOs working in Wolaita Zone, including Goal Ethiopia, World Vision, and Concern, among others. Almost all NGOs have their own focused programmes and intervention areas. For instance, World Vision Sodo and Humbo are working on integrated food security programmes focusing on their respective areas. Concern is also working in Demo Woide, Kindokoish and Dugna Fango *woredas*. One humanitarian organization working in emergency response to the recent crisis is Goal Ethiopia, which is providing supplementary feeding for children aged under five years, and lactating and pregnant mothers in Damot Pulasa *woreda*. Currently, 352 children with poor nutritional status are supported by Goal Ethiopia in five therapeutic feeding centres. This operation will seek to complement, rather than substitute or duplicate, activities already carried out by the government and other humanitarian actors in the area.

Red Cross and Red Crescent action

The ERCS, with the support of the Danish Red Cross and European Commission Humanitarian Office (ECHO) has been implementing an Emergency Drought Preparedness Intervention Programme in Wolayita Zone, as well as in Afar Region and East Hararge in Oromiya Region since October 2006. Thanks to this programme ERCS has been able to assist in the evolving crisis since February this year with water trucking and distributions of jerry cans, soap and water treatment chemicals. So far, 65,293 people have been provided with over 6,354,950 litres of water in 22 drought-affected communities.

In view of the deteriorating food security situation, the ERCS and the International Federation have carried out a series of rapid food security assessments in Wolaita and Sidama (SNNP Region) and in Moyale and Bale (Oromiya Region), in order to determine the extent and severity of the drought, its impact and the ability of

affected households to meet their essential food requirements, without damaging their livelihoods, health and dignity. This Preliminary Emergency Appeal is being launched, to allow a rapid initial response while a more comprehensive Plan of Action takes shape, integrating information from all assessments and contemplating an integrated response. The design of this Plan of Action will be followed by the revision of this Preliminary Emergency Appeal, covering a wider area of the country, integrating several different activities for a longer period.

The longer term needs will be addressed through the International Federation Africa Food Security Initiative, which lays out a five year, 15 country African food security strategy seeking to address some of the long-term underlying factors contributing to food insecurity. Ethiopia is included in this initiative. The International Federation has also established a Global Task Force to define a coordinated response to the current global food crisis and provide support to other ongoing initiatives in many countries to address food insecurity.

Due to the size of the operation, both multilateral and bilateral supports are encouraged. The Federation team in Ethiopia shall provide support to PNSs intervening bilaterally whenever possible. The Federation will report on both types of support provided by ERCS partners.

The needs

Beneficiary selection

The DPPA has indicated to the ERCS that there is currently a significant food gap in drought-affected areas. The humanitarian requirements for 2008 have estimated a net requirement of 41,684 metric tones of food, although this is likely to increase, given the poor prospects for the *belg* harvest. The government standard food basket comprises of 15 kilograms cereals, 1.5 kilograms pulses and 0.5 litre of oil (per person per month). This ration does not provide all daily nutritional requirements as it is considered that affected households have some, albeit limited, access to food. A 4.5 kilograms supplementary ration of a nutritious mix (Famix) is also provided for distribution to vulnerable groups.

An estimated caseload of 40,000 people, based on government and ERCS assessments, in critical need of assistance will be targeted in Damot Pulasa and nearby *woredas*, through general rations of the standard food basket for a total of four months initially, until harvests in October increase food availability and access. Among these, a total of 14,000 (35 per cent) vulnerable people, including children aged under five years, lactating and pregnant mothers and elders, will receive a supplementary ration. The distribution will be carried out by the ERCS Wolayita zonal branch, with support from selected volunteers. Rations will be distributed according to family size with a maximum of five family members.

Targeting of beneficiaries will be carried out in coordination with DPPA and local authorities for area targeting and involving direct participation of communities and local committees for household targeting based on vulnerability criteria (such as women-headed households, substantial loss of assets, no other source of income and disability of family member). The ERCS with its volunteers will undertake screening of beneficiaries in collaboration with the *kebele* committees, register them and monitor the distribution process. Each head of household will be given a distribution card against which they receive their monthly ration.

Immediate needs: The absolute immediate needs are to provide the vulnerable communities with basic food items. Health and water and sanitation related needs are still under assessment and analysis, and activities in these sectors will be reflected in a revised version of this appeal.

Longer-term needs: A detailed assessment will be carried out in order to determine the early recovery needs of the affected population. By addressing these needs through a revised appeal, food aid requirements will progressively phase out.

The proposed operation

The overall strategy is to provide an integrated response to current severe food insecurity, contemplating actions in relief (food items), health, water and sanitation and early recovery. Initial food assistance for at least four months will address the most pressing needs in the targeted area, while a more comprehensive response is designed and planned.

Relief distributions (food items)

Objective: To provide adequate and appropriate food to 40,000 people in Damot Pulasa and other nearby woredas in a manner that ensures their survival, prevents erosion of assets and upholds their dignity.	
Expected results	Activities planned
<ul style="list-style-type: none"> • 40,000 people affected by food insecurity receive partial or full basic standard food basket (see above). • Of these, 14,000 vulnerable people receive an additional supplementary ration (see above). • Damaging coping mechanisms (such as sale of assets and school drop-outs) are prevented or reduced. 	<ul style="list-style-type: none"> • Conduct rapid emergency needs and capacity assessments. • Develop beneficiary targeting strategy and registration system to deliver intended assistance. • Procure food supplies following standard procurement procedures. • Distribute relief supplies and control supply movements from point of dispatch to end user. • Monitor and evaluate the relief activities and provide reporting on relief distributions. • Assess the situation and develop a long term assistance strategy. • Develop an exit strategy.

The operation will also aim at reducing the health risks of the emergency on the affected population, through the provision of preventive, community-level and curative services. Health risks of the affected population will be further assessed and an appropriate response will be considered in the revised appeal.

Similarly, the operation will assess the risks of water-borne and water-related diseases and provide an appropriate response, such as the provision of safe water, adequate sanitation as well as hygiene promotion. The existing coverage will be assessed with a view to ensuring availability of and access to an adequate water supply.

Finally, early recovery needs will be assessed, and the ERCS will plan for early recovery activities together with the affected communities and key local, national and international stakeholders. Where feasible, the provision of food items will consider local production and market access. A market survey will be included in the early recovery assessment. Early recovery activities will address the three pillars of food security; production, access and food utilization.

Communications – Advocacy and Public information

The head of the ERCS Communication and information department, with support from the Federation's Eastern Africa Zone's Communications Manager are in the process of developing a communication strategy, aiming at highlighting the Red Cross/Red Crescent action and to advocate for the population made vulnerable by the situation. A plan of action will be later provided and the aim is to publish web stories and regular press releases when possible. A constant flow of information will be maintained in order to inform the public and donor community on the evolution of the situation, as well as the level of funding.

Capacity of the National Society

The Ethiopian Red Cross Society has a long and great experience in responding to disasters. For instance, since 2005, a total of five emergency appeals and/or DREF allocations, have been launched in response to floods, drought and AWD outbreaks. The ERCS has Health and Disaster Management Units, which report to senior management. At head quarters level, the Disaster Response Officer will be responsible for the overall management and coordination of the operation. The Officer would be supported by two food security officers, DP Officer, two watsan officers, health officers, the information officer and finance and/or reporting staff.

The PMER Department will provide technical support in relation to the planning, monitoring and evaluation and reporting of the operation. All of them have long experience with drought operations since 1985. The present Gender Officer will be utilized to provide technical support in all aspects of gender mainstreaming in the programme. The Southern National and Nationalities Regional Bureau and Wolayita Zone Branch will assume the day-to-day coordination of the operation.

Both at the Regional and Zone branch level, there are staff members that are trained in disaster management. However, one relief coordinator needs to be employed so that onsite operation could be well-coordinated. Depending on the scale of operation, additional personnel such as distribution and youth

coordinator, reporting officer, store keeper, store clerk and guards will be employed for effective implementation of the operation. Additional personnel, such as accountant, water and sanitation, gender and health professionals will be mobilized from ERCS headquarters and or woreda and Zone government line departments. Twenty four Red Cross volunteers will be trained from the community in Damot Pulassa. Until then, 20 volunteers will be deployed from Sodo and assume a major responsibility for the daily activities in the communities.

The ERCS has a well established branch in Sodo Town, the zonal capital of Wolayita. The branch has been actively involved in the past ERCS relief operations in Ofla. The branch has access to warehouses with a capacity of 1,200 tonnes in Damot Pulasa. It has one field vehicle, which will be not enough to transport teams of youth volunteers who will carry out distributions and conduct monitoring. There is a need to deploy at least one additional field vehicle for the operation.

Capacity of the Federation

The Federation office in Addis Ababa is made of a Federation Representative, a Reporting Delegate and a Finance Development Delegate, as well as Finance and Administration Officers. The main activities of the office are to provide support to the National Society in terms of Capacity Building and coordination. The cooperation between the ERCS and the Federation office is very positive and the relationship is based on trust. All heads of departments and programmes of the National Society also work very closely to the Federation staff. The Federation avails the funds to the National Society using the "Cash Transfer" system. The ERCS head of Finance department provides the Federation office with regular reports or updates and every project is being audited after the end of the operation.

The Zone Disaster Management Coordinator supported by the Zone DM Manager and Zone Food Security Delegate will be the focal point at the Eastern Africa Zone Office in Nairobi. The Zone Water and Sanitation and Health Managers and the Regional Disaster Response Team (RDRT) will provide technical support as necessary.

Budget summary

See attached budget for details.

Thomas Gurtner
Director
Coordination and Programmes Division

Markku Niskala
Secretary General

How we work

All International Federation assistance seeks to adhere to the [Code of Conduct](#) for the International Red Cross and Red Crescent Movement and Non-Governmental Organizations (NGO's) in Disaster Relief and is committed to the [Humanitarian Charter and Minimum Standards in Disaster Response \(Sphere\)](#) in delivering assistance to the most vulnerable.

The International Federation's activities are aligned with its Global Agenda, which sets out four broad goals to meet the Federation's mission to "improve the lives of vulnerable people by mobilizing the power of humanity".

Global Agenda Goals:

- Reduce the numbers of deaths, injuries and impact from disasters.
- Reduce the number of deaths, illnesses and impact from diseases and public health emergencies.
- Increase local community, civil society and Red Cross Red Crescent capacity to address the most urgent situations of vulnerability.
- Reduce intolerance, discrimination and social exclusion and promote respect for diversity and human dignity.

Contact information

For further information specifically related to this operation please contact:

- **In Ethiopia:** Fasika Kebede, Secretary General, Ethiopian Red Cross Society, Addis Ababa; email: ercs.sg@ethionet.et; Telephone: +251.11.515.38.53; Fax: +251.11.551.26.43
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- **In Kenya:** Nancy Balfour, Disaster Management Coordinator Eastern Africa Zone, Nairobi; email: nancy.balfour@ifrc.org; telephone: +254.20.283.5208; fax +254.20.271.2777
- **In Kenya:** Celia Kakande, Ag. Federation Head of Eastern Africa Zone, Nairobi; email: celia.kakande@ifrc.org; telephone: +254.20.283.5235; fax +254.20.271.2777
- **In Geneva:** John Roche, Federation Operations Coordinator (Africa); email: john.roche@ifrc.org; telephone +41.22.730.4527

[<Emergency Appeal budget below; click here to return to the title page>](#)

APPEAL BUDGET SUMMARY

Ethiopia Food Insecurity

ORIGINAL

RELIEF NEEDS

Shelter	
Construction Materials	
Clothing & Textiles	
Food	1,240,840
Seeds & Plants	41,600
Water & Sanitation	
Medical & First Aid	
Teaching Materials	
Utensils & Tools	
Other Supplies & Services	
Total Relief Needs	1,282,440

CAPITAL EQUIPMENT

Land & Buildings	
Vehicles Purchase	
Computers & Telecom Equipment	5,100
Office/Household Furniture & Equip.	
Medical Equipment	
Other Machinery & Equipment	

TRANSPORT, STORAGE & VEHICLES

Storage - Warehouse	17,050
Distribution & Monitoring	6,000
Transport & Vehicles Costs	213,630

PERSONNEL

International Staff	18,300
Regionally Deployed Staff	
National Staff	
National Society Staff	18,780
Consultants	

WORKSHOPS & TRAINING

Workshops & Training	13,500
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GENERAL EXPENSES

Travel	24,960
Information & Public Relations	13,000
Office running costs	6,000
Communication Costs	3,600
Professional Fees	
Financial Charges	
Other General Expenses	105,000

PROGRAMME SUPPORT

Programme Support - PSR	120,084
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Total Operational Needs	565,004
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Total Appeal Budget (Cash & Kind)	1,847,444
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Available Resources

Net Request	1,847,444
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