

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

ETHIOPIA: IMPROVING FOOD SECURITY

Preliminary Appeal

no: 28/02

7 October 2002

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 178 countries.

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IN BRIEF

THIS PRELIMINARY APPEAL SEEKS CHF 821,000 (USD 549,970 or EUR 561,948) IN CASH, KIND AND SERVICES TO ASSIST 35,000 BENEFICIARIES FOR 3 MONTHS

Summary

In 2000, Ethiopia experienced one of its most severe droughts since 1984. While the rains were relatively favourable in 2001, the belg rains have failed in large parts of the country in 2002 thereby increasing the number of people that have to rely on emergency aid. The Ethiopian Red Cross Society (ERCS) and the Federation, coordinating closely with the UN and other humanitarian actors and agencies, plan to start an operation in Amhara Region, South Wollo escarpment (Ambassal woreda) in October targeting 35,000 particularly vulnerable people who depend on the mid-year belg harvest. The operation will include a package of interventions including cash for work and bulk food.



The short-term strategy of the ERCS and the Federation involves immediately responding to the needs through the activities outlined in this Preliminary Appeal while an assessment mission confirms the situation and specifies more detailed beneficiary requirements (with an adjusted and revised appeal to follow shortly after). CHF 50,000 has been allocated from the Federation's Disaster Relief Emergency Fund (DREF) to start the operation, including the assessment mission costs. The results of the assessment will be used to adjust or revise the appeal at a later date. Donor support in previous years proved timely and crucial, and it is hoped that the basic support requested in this appeal will be met by an equally positive response. A full report on the drought activities implemented during 2000 and 2001 is also available on the Federation's web site www.ifrc.org at page http://www.ifrc.org/cgi/pdf_appeals.pl?01/0801F.pdf

The UN flash appeal issued on 30 September 2002 is wider in scope (geographic area covered and targeted beneficiaries). The Federation's Preliminary Appeal, and the activities planned, is designed to complement the

UN's planned interventions, and is, more importantly, within the capacity of the ERCS to implement a well planned and effectively managed operation.

The Situation

Over half of the Ethiopian population is chronically food insecure. In a normal year, households find it difficult to subsist. There are many structural reasons for this including declining land holding size, land infertility, low usage of fertilizer and technology and lack of infrastructure. Whatever the causes, it has a major impact on health indicators. More than two thirds of children are stunted and as many as one in ten show signs of wasting. And it condemns the majority of the population to an existence characterized by extreme poverty and destitution. Any external shock such as a drought can, therefore, have a disproportional impact on the population pushing millions over the edge into a situation of starvation.

This is what happened in 2000. The vast majority of the population, having sold many of their assets including livestock as a result of the failure of previous harvests, was already in a highly vulnerable state before the drought occurred. While the impact of the drought was particularly insidious in the pastoral regions of the south and the east where cattle died in their thousands, it also had a devastating effect in the northern highlands especially among over two million farmers and their households who depended on the early season rain for their food. 2000 marked the fourth successive year in which these belg rains failed.

Responding to the situation, the ERCS and the Federation implemented in 2000 a large famine relief operation in South Wollo (Amhara Region) and North Borena for a total of 130,00 beneficiaries. The operation was continued in South Wollo into 2001 targeting 40,000 farmers and their households who depend on the mid-year belg harvest. The focus in 2001 was on cash for work activities.

In 2002 the belg rains failed again in large parts of Ethiopia. Particularly affected are the people living in the Afar and Somali region, but the structurally food insecure zones in the Amhara region are also feeling the failure of the rains and many farmers are experiencing food shortages. These farmers rely on the annual mid-season harvest for their subsistence. As this harvest failed this year, many farmers will remain dependent on emergency assistance until the harvest in June 2003. The Red Cross, through this appeal, will initially provide assistance for three month in Ambassel (South Wollo) and assess by the end of the year the need to extend or prolong the operation. A long term food security programme will also be included in the appeal for 2003 of the ERCS.

The Response so far

Government Action w

Emergency relief programmes in Ethiopia are co-ordinated through the Disaster Prevention and Preparedness Committee (DPPC) which was established in the late eighties. Bulk food contributions to the country's 'Emergency Relief Needs' from international organizations, bi-lateral donors and NGOs are, for the most part, channelled through the DPPC with the funding organization playing a monitoring role. The DPPC is constituted at the national, regional and zonal levels. At the woreda level, the administrative units of the zones, the DPPC normally consists of the local administrator and representatives of various line departments.

The DPPC in its annual appeal for 2002, requested 557,204 MT of food to assist the chronically food insecure people throughout the country. The international response to this appeal has been slow. The DPPC has been distributing the available food to the most affected regions though the quantity have been less than planned and the number of beneficiaries has been steadily increasing.

Pressed by a worrying food situation in several parts of the country the DPPC coordinated a multi-agency assessment in July which resulted in a Special Alert launched on 12 July 2002. Unless urgent measures were taken to mobilise resources, the DPPC declared, a disaster would occur and the life of people and live stock would be at risk. The total revised food requirements for the period July -December has been estimated at 348,000 MT of which 98,000 MT are needed for the Amhara region.

Red Cross and Red Crescent Action w

Background

The Ethiopian Red Cross, supported by the Federation, has been operating in South Wollo for many years. In 2000 the emergency appeal enabled the Red Cross to support a population of 77,594 in South Wollo initially with a general food distribution and then through cash transfers based on participation in employment generation schemes (EGS). It also provided supplementary food to 23,278 of the most vulnerable for the May, 2000 to January, 2001 period.

In 2001 the food security operation continued in South Wollo targeting 10,000 at risk individuals with supplementary food, more than 8,000 farmers with free food and 10,000 households (approximately 32,000 people) with employment generation schemes. The programme was completed in August 2001.

Since January 2002 the ERCS has been monitoring the food situation especially in the areas of East Hareghe, South Wollo, and Jijiga. By July the situation had deteriorated to a point that the ERCS called for assistance from its partners in the Red Cross Movement. Using the information of the DPPC needs assessment in July a joint ERCS, Federation, ICRC and PNS mission was fielded to determine the response of the Red Cross to the worsening food situation. The findings and recommendations of the mission were presented in a report issued in August. As a direct result of this mission the ICRC agreed to support the ERCS with a food aid programme targeting 100,000 people for four months in Afar and Somali region. The Federation agreed to appeal for a programme in South Wollo targeting 35,000 people with mainly cash for work activities.

The cash for work intervention was designed as an innovative approach to satisfying emergency needs of an extremely vulnerable population as well as developing household and community assets for the long term benefit of the area. An assessment of this programme was carried out by the ERCS and the Federation last year and indicated that it had had a positive and valuable impact on the relief and development needs of an impoverished population.

The rationale for such an approach rests upon the premise that in certain situations and specific environments, national or regional food availability is adequate to satisfy the food requirements of the population. However, demand is suppressed because people do not have the purchasing power to access this food supply. Pouring emergency relief food into the area answers immediate needs but can distort rather than support the market, reducing incentives to produce and satisfy demand and, in extreme situations, bloating the market to such an extent that food loses its economic value. Cash transfers can be an extremely useful way of providing to energize the market and revive the engine of recovery, therefore attracting food surpluses and building economic revival.

However, judgement about the timing of such an intervention needs to be exact based on clear information on food availability and the functional nature of the market. Large cash injections might be ruinous to the market producing inflationary implosions. The ERCS and the Federation may have to delay the cash for work intervention until it is certain that these conditions were satisfied. Weekly market analyses of commodity prices will be carried out to monitor the influence of the cash transfers.

Participants in the cash-for-work schemes have considerably more flexibility about spending and saving. Cash is more liquid than food and allows for a regeneration of assets as well as the satisfaction of basic needs. It is well known that relief grain is often sold for low prices at the point of distribution to provide for different household food and other needs. Cash transfers within a stable market can better empower beneficiaries both economically and socially in comparison with food relief.

The further advantage to this approach is that it links relief to development, often with a long-term benefit to the community. Activities will include terracing, construction of check dams, road and footpath maintenance and other schemes aimed at environmental improvement, soil and water conservation.

Other Agencies' Action w

The UN together with the Government of Ethiopia launched a Joint Flash Appeal on 30 September 2002. In response to the failure of rains in various areas of the country and a substantial increase in the number of people requiring food assistance the appeal requested USD 12,000,000 for urgent interventions in the field of food and non-food (health, water supply, agriculture and veterinary drugs).

Co-ordination w

Though the DPPC is the main implementer of relief interventions in the country, the ERCS, in its constitutional charter, has an explicit mandate to conduct relief interventions. The ERCS is the only other institution in the country with this level of autonomy. Good co-operation exists between the two organizations as demonstrated through the programme undertaken by the ERCS in 2000 and 2001. The ERCS and Federation attend the regular WFP and other inter- agency meetings.

The Intended Operation and Plan of Action

Assessment of Needs •

The Red Cross has been operating in Ambassel for many years through both emergency and development programmes. Its knowledge of the communities and their needs is comprehensive. The recent emergency programme in 2000 and 2001 have provided the ERCS and the Federation with accurate information related to the vulnerability and capacity of the communities.

Immediate and Anticipated Later Needs •

The Red Cross will target 34,920 belg dependent farmers/families (out of a total population in the Ambassel woreda) who are in need of emergency assistance. The ERCS and Federation programme will transfer resources in cash and food to the equivalent of 15 kg of grain/peron/month for almost 35,000 people between October and December 2002. While this operation addresses the increased needs of the population, it is considered a continuation of a programme started in 2001. It will also be the basis for a more long term programme that will articulated in the ERCS's 2003 Annual Appeal.

Red Cross Objectives and Related Activities •

Objective 1: To provide 3,920 vulnerable belg farmers with a general ration of 15 kg per person per month from October to December 2002.

This objective will be achieved with the local procurement of food, carried out by the ERCS head office. Tenders will be invited from the Ethiopian Grain Trading Enterprise (EGTE), local state and commercial farms and companies which have sufficient stocks at this stage. Consignments will be received in the ERCS central warehouse from where they will be delivered to the warehouses and rubb halls located in Wuchalie. Tendering for transportation of the grain will be carried out by the ERCS and the Federation. The ERCS and the Federation have a great deal of experience in this area gained from last year's operation. The total required is 145 MT.

Objective 2: To implement employment generation schemes (EGS) planned to provide employment for approximately 10,000 household representatives to support a population of 31,428 who would be paid in cash for their work.

This objective will be achieved with the following activities related to cash for work:

- The main form of intervention will be through employment generation schemes such as terracing, road maintenance, water resource development and environmental sanitation. This will be a continuation of the programme which was run last year.
- Under EGS guidelines issued by the DPPC, only 90% of the households can be represented in employment generation schemes and 10% would need support through gratuitous relief. Each of the 80% of households is represented by one member in the EGS and work a maximum of 4 days per household member per month. S/he will be paid enough money to purchase 15 kg per household member per month.

- The ERCS's South Wollo branch will ensure that the EGS are well managed with the full participation of the community, agricultural line ministry and the woreda authorities. The branch will also play an important role in monitoring the implementation of the EGS. Systems have been established for the operation of the cash for work programme. These include forms to be filled in on a weekly and/or monthly basis which will enable the ERCS to follow market commodity prices, to ensure proper design and planning, to keep track of the implementation of each EGS and the names and numbers of people working on them and the money to be paid to each participant. These systems have enabled the ERCS to undertake close monitoring of the operation. This is essential in a situation where the risk of inflation remains constant. The programme has enough flexibility built into it so that it can swap from cash to food if the market is shown to be unable to cope with the monthly injection of cash.

A study of the impact of the cash for work programme was carried out last year and is available upon request.

Capacity of the National Society •

The ERCS has a strong Programme Department which reports to senior management. The Director of the Department has overall management of the operation. Within the Department, the ERCS has two very experienced officers within the Disaster Preparedness and Relief Section. They will both be fully involved at all levels of the operation including programme implementation and monitoring.

The ERCS has a well established branch in Dessie town, the zonal capital of South Wollo. Both the branch Secretary and the programme coordinator have been actively involved in the recent relief operations. The branch has rubbhalls and access to warehouses in Dessie and Wuchalie. It also has two field vehicles which will be used to transport teams of youth volunteers from Dessie who will carry out distributions and conduct end use monitoring. There are over one hundred volunteers involved in the operation.

Present Capacity of the Federation in Ethiopia •

The Federation has one delegate in Ethiopia based in Addis. She will play a liaison and support role during the operation. Recent experience has demonstrated that there is no need for a relief delegate since the ERCS has sufficient capacity to manage and monitor the operation. The Federation will continue its role as technical adviser and assist with the monitoring. The Federation will seek support from the Regional Delegation where appropriate. The Regional Delegation has expertise and delegates in the following areas - Watsan, Health, DP and Information. The ERCS and the Federation will continue to monitor the situation in the country as a whole.

Budget summary

See Annex 1 for details.

For further details please contact: Josse Gillijns, Federation Desk Officer, Phone: 41 22 730 4224; Fax: 41 22 733 0395; email: gillijns@ifrc.org.

All International Federation Assistance Operations seek to adhere to the Code of Conduct and are committed to the Humanitarian Charter and Minimum Standards in Disaster Response (SPHERE Project) in delivering assistance to the most vulnerable.

In line with the Minimum Reporting Standards, the first operations update on this appeal will be issued within 30-days of the launch and the second will be issued over the course of the operation; a final narrative and financial report will be issued no later than 90 days after the end of the operation.

This operation seeks to administer to the immediate requirements of the victims of this disaster. Subsequent operations to promote sustainable development or longer-term capacity building will require additional support and these programmes are outlined on the Federation website.

For support to or for further information concerning Federation operations in this or other countries, please access the Federation website at <http://www.ifrc.org>

Jean Ayoub
Director
Disaster Management and Coordination

Didier J. Cherpitel
Secretary General

		ANNEX 1
<u>PRELIMINARY BUDGET SUMMARY</u>	APPEAL No. 28/2002	
Ethiopia - drought 2002		
TYPE	VALUE	
RELIEF NEEDS	IN CHF	
Shelter & constructions	14'000	
Food & seeds	629'000	
TOTAL RELIEF NEEDS		643'000
<u>PROGRAMME SUPPORT</u>		
Programme management	55'000	
Technical support	17'000	
Professional services	18'000	
<u>TRANSPORT STORAGE & VEHICLE COSTS</u>	5'000	
<u>PERSONNEL</u>		
Expatriate staff	2'000	
National staff	10'000	
<u>ADMINISTRATIVE & GENERAL SERVICES</u>		
Travel & related expenses	3'000	
Administrative & general expenses	68'000	
TOTAL OPERATIONAL NEEDS		178'000
TOTAL APPEAL CASH, KIND, SERVICES		821'000