

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

ERITREA: DROUGHT

Appeal no. 04/04
3 February 2004

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 180 countries. For more information: www.ifrc.org

In Brief

**THIS EMERGENCY APPEAL SEEKS CHF 4,911,000¹
(USD 3,903,119 OR EUR 3,133,492)
IN CASH, KIND, OR SERVICES
TO ASSIST 50,000 BENEFICIARIES FOR 9 MONTHS**

Summary

Responding to a serious drought situation in Eritrea in 2002, the Federation responded to a request from the [Red Cross Society of Eritrea \(RCSE\)](#) and launched Emergency Appeal no. 33/02 (Eritrea: Food Security) in December 2002 to assist the national society in delivering a targeted package of interventions focused on general food distribution, water, and health activities to some 45,000 beneficiaries in Anseba zoba (administrative division). A number of partner national societies provided timely support to the Federation in response to this appeal, resulting in the distribution of a total of 3,450 MT of wheat grain, 240 MT of lentils, 203.4 MT of oil, and 16 MT of high protein biscuits (BP5) throughout 2003.

While Appeal no. 33/02 had been planned to close in December 2003, a poor harvest led to increased concerns over the growing number of vulnerable people (estimated at 1.9 million by the end of 2003). This prompted the RCSE and the Federation to reconsider plans to end this operation. The Federation coordinated a Regional Disaster Response Team (RDRT) assessment in December 2003 to evaluate the impact of the programme in the Hagaz sub-zoba of Anseba zoba to determine the seriousness of the situation, identify more detailed beneficiary requirements, and specify actions being undertaken by other humanitarian agencies (UN, NGO's, and the Government). The assessment concluded that the Red Cross intervention had played a significant part in averting a major catastrophe, and that further action was required. This Emergency Appeal no. 04/04 is based on the assessment results, and extends the operation. Similar to Emergency Appeal no. 33/02, the operation outlined below focuses on general food distribution, and water and health services, combined with community activities, to reduce the vulnerability of



¹ This operation will use direct cash transfers to the RCSE. The final financial report will therefore indicate expenditure against 'transfer to National Society' and not against the chart of accounts. The national society's accounts related to this operation may be audited by Federation-designated auditors, and as a result the related financial statement and audit report could be made available. The Secretariat will not be able to produce pledge based financial reports.

50,000 drought-affected people. The ICRC will continue to operate inside the Temporary Security Zone along the border with Ethiopia, and concentrate their assistance on internally displaced people.

The activities planned in this appeal are designed to complement interventions outlined by the Eritrean Relief and Refugee Commission (ERREC), the UN, the ICRC and other humanitarian organizations, and its scope is within the capacity of the national society to respond. The balance remaining from Appeal no. 33/02 will be carried over to the new operation (please refer to the attached budget).

The Situation

Food security

The majority of Eritreans live close to subsistence level even during normal agricultural production; they are forced to resort to casual labour, are highly dependent on livestock production, subsistence agriculture, and/or selling of firewood to support their families. Agricultural crop production is almost entirely rain-fed; hence the annual production is determined by the amount and distribution of rainfall. Eritrea has so far not managed to raise crop production to a level that can support the entire population, and is forced to cover nearly 50% of its annual cereal requirements through imports (either as food aid or commercially).

Rainfall has been very poor since October 2001; the near total failure of the *azmera* rainy seasons (March-June) in 2002 and 2003 in the major agricultural areas seriously affected land preparation and the replenishment of pasture. Additionally, the main *kremti* rainy season (June-September) both in 2002 and 2003 were late and far too short in most parts of the country. The destruction of crops by insects and birds further aggravated the situation. The Federation RDRT assessment also warned that whatever qualities of fodder and cereal produced would be exhausted by early 2004.

With its geographical location in one of the driest parts of Africa, and the repeated shortfall of rains over years, the drought situation has become almost chronic. The limited amount of rainfall has not only affected the agricultural production but also the availability of drinking water for both people and animals. Loss of livestock from starvation estimated at 15 - 20% in 2002 has already been reported in 2003.

Eritrea is in the first phase of recovering from a destructive border war with Ethiopia, with the dispute over the demarcation of the border still not settled. Consequently a large number of people including farmers have been displaced while thousands of soldiers who were to be demobilized are still in the military service. This has created a vacuum in manpower, leaving women, children, and the elderly to do the heavy work of tilling, planting and harvesting, with a negative impact on production. According to the FAO/WFP and the Ministries of Health and Agriculture, the government will be hard pressed to secure the livelihood of an additional 1.9 million people, out of a total population of 3.5 million already directly affected by the drought and the unsettled border dispute.

In response to this serious situation, the Government of Eritrea and UN agencies issued an alert in November 2003 requesting urgent assistance from the international community in order to prevent the situation from deteriorating into a major catastrophe. The consequences of the continuous drought situation are already evident with increasing cereal prices, prompting the distress sale of livestock while the sale value of animals is reportedly diminishing. The price for white sorghum increased by 50% between 2002 – 2003, and Red Cross and Red Crescent staff witnessed first hand how difficult it is for people to cope as the limited available resources were to a large extent spent to overcome the poor 2002 crop season.

A recent FAO/WFP Crop and Food Supply Assessment estimated Eritrea's cereal production at only 22% (approximately 105,000 MT) of the country's annual requirements of 612,000 MT. This represents around 57% of the average production for the last seven years. This follows the low production level for 2002 of only 54,530 MT - the lowest since the country's independence. As a result, Eritrea will require approximately 417,000 MT of cereals to be imported in 2004 to cover the immediate food needs. At the same time, WFP reported in January 2004 that their current in-country stocks of food would run out by March 2004.

The 2004 UN Consolidated Inter-Agency Appeal (CAP) for Eritrea aims at providing lifesaving assistance to some 1.7 million people due to the combined effects of drought and the aftermath of the border war with Ethiopia. Out of these, 600,000 are directly affected by drought due to a shortage of cereal and water caused by the failure of the last four seasonal rains. The 2004 CAP confirms Red Cross and Red Crescent findings that the drought is creating health, water and sanitation problems for a significant portion of the country's population.

Health

Eritrea has a reasonably well-developed health system compared to standards in other African countries. Health stations, health centres and referral hospitals are well equipped. The drug supply by the Ministry of Health/ UNICEF is regular with only occasional shortages of medications. The main problem cited by partners working in the health sector is limited human resources in these health facilities. The Ministry of Health has started training of nurses and health assistants and intends to increase these in the years to come.

The 2002 demographic and health survey conducted by the National Statistics and Evaluation Office put the infant mortality rate in the 0-12 months category at 48 deaths per 1,000 live births while the under five-mortality was 93 per 1,000 live births in the ten years before the survey. Immunisation rates among 12 – 23 months old children was in the same period rather high, reaching 84.2% for measles, 82.8% for DPT 3, and 91.4% for BCG. This translates into an increase of approximately 30% in the coverage rate since a similar survey in 1995.

The most dominant health problem in the country is malnutrition and related diseases. Surveys conducted in March and June 2003 indicated that global acute malnutrition attained 24 - 30% in various parts of the country, significantly higher than the 15-20% in 2002.

Although the RCSE's relief operation in Anseba zoba has managed to prevent malnutrition from becoming completely out of control, figures are still alarming, indicating an increase from 16% in 2002 to 20% in 2003.

Cases of kwashiorkor and marasmus have not been reported but there were cases of stunted growth among children. Malaria, diarrhoea and acute respiratory infections (ARI) are the other most frequent diseases especially among children under five years of age.

Water and Sanitation

Over 75% of the water resources are extracted from underground sources. The potential for ground water is varied across the country, highest along the central highlands and western lowlands, and lowest along the eastern escarpment and the northeastern coastal plains.

Being one of the poorest countries in the world, Eritrea has a very low national water and sanitation coverage. Three-fourths of households in the country and almost all households in rural areas (96%) have no toilet facility. Only 17% of households (mainly in Asmara and other urban areas) reported that they use a flush toilet, either their own or shared. Piped water is mainly available in urban areas where two-thirds of households have access compared to 18% for rural households. Overall, only half of rural households have access to clean water (piped water, protected well, water trucking). This situation results in high incidence of water borne and water related diseases across the country.

Although the *kremti* rain provided good quantities of fodder and drinking water for animals, they were not adequate to recharge the groundwater reserves that are the primary sources of water for human use. Consequently, many places were reported to be experiencing acute water shortage. This was confirmed by the Federation assessment that witnessed very long queues at the few remaining functioning water points. Community members in Anseba zoba insistently requested the RRCSE to resume its water trucking services that had been temporarily suspended during the rains.

The drought, reported as the worst since independence, followed by another year of rainfall shortage, has created a serious challenge to both the Government and the other actors engaged in the provision of water and sanitation services to a predominantly rural population. It is crucial to address these water and sanitation problems. The Government and key partners are developing an implementation framework that is hoped to address long term problems in both water and soil conservation.

Over the past seven months the RCSE has rehabilitated two hand pumps, protected one bore hole, and repaired five solar pump water supply systems. It also constructed one new shallow well and drilled three new bore holes as part of the water and sanitation intervention in 2003. The national society has also been providing clean water to 6,000 people through a water-trucking programme over the same period. Workshops on maintenance of solar pumps as well as health and hygiene promotion education have been conducted in conjunction with the above activities.

Coordination

All relief activities at the national level are coordinated by the ERREC - the country's relief and refugee commission -- which ensures that efforts are not duplicated. In addition, monthly meetings covering various technical areas such as water intervention, supplementary feeding, and emergency agricultural interventions are held between the concerned agencies and authorities. The RCSE actively participates in these meetings to exchange ideas and experiences, and to provide updates on the interventions by other actors as well as for the overall planning.

At the zoba level, ERREC officials coordinate the relief activities together with village councils composed of representatives from women groups, the youth, local authorities and traditional community leaders. These councils play a vital role in the final targeting of beneficiaries and no activities can be conducted without their endorsement. This system is well established and more or less accepted by the humanitarian actors. However, the general feeling is that their technical and administrative capacity needs to be supplemented if all the people in need are to be reached during the upcoming implementation phase.

The RCSE is continuously monitoring the drought situation in the country through its network of branches and sub-branches in all the six zobas. The Red Cross will develop a monitoring system with the village councils to measure the impact of its distribution. It will also continue to participate in both general and the specific coordination meetings in Asmara and various zoba levels.

The Proposed Operation

The needs

Information from RDRT field assessments in Anseba zoba in December 2003 has guided the national society and the Federation in formulating the scope of the operation. Data regarding the food security situation and related water, health and nutrition issues clearly warrant a Red Cross and Red Crescent response. Contrary to most other parts of the country where food production has seen some upturn in 2003, reports from FAO/WFP indicate that Anseba zoba, and in particular those sub-zobas where the Red Cross has been undertaking food distribution for the last 12 months, have seen a further drop in food production compared with 2002.

The present level of relief assistance cannot secure the complete needs of the population. The Red Cross as an auxiliary to the public authority in the humanitarian field considers it an obligation to ensure that the needs of the most vulnerable are met. Additionally, after measuring the positive impact of Red Cross work, the Government through the ERREC has requested the Red Cross to continue its food security and water and sanitation programmes as it has been doing for most of 2003.

The Red Cross response in Anseba zoba has been designed to take into consideration the needs of the affected population, the Red Cross Society of Eritrea relief experience in the area, the level of assistance provided by other actors including the ERREC, and the capacity of the Red Cross Movement to mobilize the necessary resources. The experience of the Anseba branch in running relief programmes in 2003 merits its continued involvement especially since the area fared even worse in the 2003 drought. Eritrea's relief and refugee commission is also in agreement with national society plans to continue its operations in the same branch and villages covered during 2003.

The importance of securing a relief and development continuum has also been taken into account in the design of the programme. Immediate needs are often addressed by short-term, practical interventions (such as relief food) whereas in contrast, addressing and reducing vulnerabilities requires long-term strategic solutions. Although embarking on a relief intervention, sustainability will be ensured through a clear emphasis on capacity building of Red Cross staff in logistics, reporting, advocacy and humanitarian values, as well as health education and nutrition monitoring. There will also be a focus on capacity building among volunteers and members of the community for the next growing season. Seeds and agricultural tools will be distributed to all farmers in need.

Intervention Strategy

A three-part intervention is planned:

- Part 1: start an integrated relief operation in Hagaz and Hamelmalo sub-zobas of the Anseba zoba providing basic food and water relief plus health promotion to an average target population of 50,000 beneficiaries for a period up to nine months (February – October 2004).
- Part 2: build the RCSE's capacity to expand its water and sanitation and health promotion activities to other severely affected sub-zobas in the Anseba zoba. Such projects will support the overall plan for the country and encourage partnerships between the national society and the respective communities.
- Part 3: reduce vulnerability and encourage community involvement through improving farming and development capacities in the most severely affected villages.

Objectives and activities planned

Emergency food assistance

Objective 1: To provide relief food assistance to 50,000 beneficiaries to improve their livelihood for nine months between February and October 2004.

Activity planned to reach this objective: provide 50,000 beneficiaries with 6,750 MT of cereal, 540 MT of lentils and 405 MT of oil for 9 months to secure and improve their livelihoods until the next harvest in November 2004

Objective 2: To improve the farming capacity of vulnerable communities through the provision of basic farming tools.

Activity planned to reach this objective: provide 4,000 households with shovels, sickles and hoes/pick axes as to enable them participate in community development thereby reduce vulnerability.

Objective 3: To procure and distribute seeds to 10,000 households to improve the 2004 cropping season.

Activity planned to reach this objective: provide 150 MT of sorghum/pier millet seeds to 10,000 households.

Water, Sanitation and Public Health

Objective 1: To reduce stress provoked by lack of water through provision of emergency water trucking services.

Activity planned to reach this objective: provide water-trucking services to 6,000 people in the Shebek area of Hagaz sub-zoba, for a period of eight months.

Objective 2: To provide a safe and adequate water supply to communities through the rehabilitation of six existing water projects.

Activities planned to reach this objective:

- conduct water quality analysis and pump-testing to establish water quality and quantity.
- rehabilitate storage and distribution systems and disinfect the six rehabilitated water projects.
- train the six existing water committees, conduct two training sessions for 12 caretakers and provide them with repair kits.

Objective 3: To provide safe and adequate water supply to communities through the construction of three new water projects.

Activities planned to reach this objective:

- conduct assessment and construct three new water points in selected sites.
- carry out water quality assessment, pump testing.
- establish three water committees, conduct two training sessions for the committees and six caretakers, and provide them with repair kits.

Objective 4: To improve the health status of communities through awareness campaigns and training.

Activities planned to reach this objective:

- train and enable 40 Red Cross volunteers to collect primary data in health, nutrition and water and sanitation to help monitor the impact of the operation and ensure that needs are met in a timely manner.

- organize four workshops on Community Based First Aid (CBFA) and Participatory Hygiene and Sanitation Transformation (PHAST) at branch level for 40 National Society staff and volunteers. These sessions will also include malaria prevention and social mobilization techniques targeting children under 5 years and pregnant women. All training will be done in conjunction with the Ministry of Health.
- conduct 18 hygiene promotion and education training (PHAST) at the community level in the selected areas where the nine water points will be constructed or rehabilitated.
- produce Information, Education, Communication (IEC) materials on PHAST.
- assist communities construct 30 household latrines at the 9 water project sites by providing sanitation plates (sanplats/slabs), ventilation pipes and hand washing sets.
- organize nine CBFA training sessions targeting a minimum of 400 pupils in 9 schools in the 9 water project areas.
- organize ten Home Management training sessions targeting 540 women / households on water handling and preparation of food at household level to minimize anaemia and diarrhoea diseases.

Advocacy and Public information

Objective 1: To ensure that the needs and rights of the most vulnerable in relation to the drought situation are secured.

Activities planned to reach this objective:

- advocate on behalf of the most vulnerable to influence policy, commitment and allocation of resources by government, donors and other agencies.
- monitor closely the development of the food security situation in the country through direct contacts with beneficiaries.
- produce [press releases](#), articles and photographs to highlight both the impact of Red Cross and Red Crescent activities on beneficiaries, and signal in a timely manner any potential deterioration of the humanitarian situation in Eritrea.
- facilitate and co-ordinate the access of, as well as accompanying journalists to, Red Cross and Red Crescent operational areas.

Objective 2: To promote the Movement's Fundamental Principles and humanitarian values in the intervention area.

Activities planned to reach this objective:

- conduct one training session for national society counterpart on promotion of fundamental principles and humanitarian values.
- include a module on fundamental principles and humanitarian values in all training sessions conducted in the framework of this appeal.

Logistics

Objective 1: To build the response and operational capacity of the National Society at headquarters and branch level.

Activities planned to reach this objective:

- recruit qualified water and sanitation, reporting coordinators for the headquarters as well as a relief coordinator for the Anseba branch.
- Provide the RCSE with basic office working facilities and equipment including four computers, communication equipment systems and furniture, as detailed in the attached budget.
- conduct one training session to increase skills and procedures in reporting, administration, volunteer management, finance and logistics - including international procurement.
- develop and implement monitoring, evaluation and assessment procedures including for the present relief operation as well as health and nutritional monitoring. Improved quality control systems will focus on beneficiary targeting criteria systems and methodology. Close cooperation with the authorities will be encouraged particularly in health and nutritional monitoring.
- RCSE monitors and evaluates the overall operation by using data collected by volunteers in field.

Objective 2: To improve the national society's logistics management.

Activities planned to reach this objective:

- provide technical support through the Federation country and regional delegations and the Geneva Secretariat to clarify the roles and responsibilities of all parties involved in the operation.
- develop a relationship between the RCSE and PNS with recognized strengths in managing Emergency Response Units (ERU).

Red Cross and Red Crescent Movement – Principles and priorities

Communications – Advocacy and Public information

All partners of the RCSE need to appreciate the seriousness of the continued drought situation in Eritrea. The national society feels that it is important to start the mobilization of resources as early as possible considering the slow response to the 2004 UN CAP and the level of support for 2004 from the international community.

Because of an inadequate response to the 2003 operation, the government and humanitarian organizations were forced to drastically cut food rations to allow for a larger number of beneficiaries to be assisted; the minimum recommended standard were nonetheless reached through these measures. The RCSE and the Federation are determined to prevent a repeat of a similar event.

The RCSE and the Federation's regional delegation will promote the Movement's fundamental principles throughout the proposed operation. A special module on promotion of fundamental principles and humanitarian values will be integrated to volunteer and staff training sessions in conjunction with the implementation of operational activities.

The RCSE counterparts will be provided with direct coaching and technical support by the regional information delegate. At the national, regional and international levels, the work of the national society will be actively promoted with a particular focus on the positive impact of Red Cross actions on beneficiaries. The evolving humanitarian situation will be closely monitored and appropriate measures taken to sensitize the regional and international public opinion as well as donors.

The RCSE and the Federation team will be in direct contact with beneficiaries whose accounts will be highlighted through press releases, articles and photographs published on the Federation web site. A particular effort will be made to stimulate regional media interest, and if applicable, facilitate journalist access to the Red Cross and Red Crescent operational areas.

Capacity of the National Society

The RCSE already possesses a fleet of 22 trucks that can accommodate the logistical demands for bulk food requirements of a target population of approximately 100,000 people. Even though these trucks are of an old generation and hence regularly require careful maintenance, the national society is able to accommodate the needs of this operation. Tendering can be done to supplement the existing capacity, if necessary. The storage of emergency items will be coordinated with the ERREC, and if necessary through renting of commercial warehouses.

Telecommunications between the RCSE headquarters and the Keren branch is satisfactory. A reporting coordinator and a water and sanitation coordinator will be recruited at headquarters level to take care of the administrative issues linked to this operation. In Keren, the Anseba branch will be strengthened with the recruitment of a relief coordinator to follow up implementation of the additional activities agreed between the national society and various communities. The current structure of the national society should therefore adequately accommodate the anticipated implementation strategy provided all the necessary capacity building components are introduced at an early stage.

Staff and volunteers both at the Asmara headquarters and Keren branch will be used to implement activities in this area, and will be provided further training to build their capacities.

Capacity of the Federation

The capacity of the Federation's delegation in Asmara was reinforced with the recruitment of three programme delegates at the beginning of the 2003 operation. The experience gained by the RCSE throughout the period has prepared the national society to take responsibility for increased administrative work. The entire programme will be managed by the RCSE by April 2004. The head of delegation will act as the link between the operation, the Federation, and donors.

Eritrea: Drought; Appeal no. 04/04

The Federation's Regional Delegation in Nairobi will continue supporting the operation through a task force created for this emergency intervention and chaired by the Regional Disaster Management Unit. Technical delegates from the regional delegation will provide assistance in health, water and sanitation, reporting, information and logistics (including procurement).

All expatriate delegates are working in close collaboration with Red Cross Society of Eritrea staff and volunteers. They have a general responsibility to understand the local context, demonstrate a positive learning attitude, share their expertise, strengthen the capacities of their counterpart, and to coach staff and volunteers where appropriate.

Monitoring and Evaluation

A task force constituted at the RCSE headquarters level will ensure proper monitoring, evaluation and reporting of the emergency intervention. Close coordination with the affected branches for a proper delivery of humanitarian assistance to drought-affected people will be maintained. The RCSE, with support from the Federation's Secretariat, will assume overall accountability for a timely and quality response.

Budget summary

See Annex 1 for details.

For further information please contact:

- Red Cross Society of Eritrea, rcse@eol.com.er, +291 1 151 693, fax + 291 1 151 859
- Ola Skuterud, Head of Delegation, Asmara, ifrc@eol.com.er, + 291 1 150 550, fax + 291 1 151 859
- Steve Penny, Regional Delegation Nairobi, ifrc78@ifrc.org, +254 202 714 255, fax +254 202 718 415
- Josse Gillijns, Regional Officer, Geneva, josse.gillijns@ifrc.org, +41 22 730 42 24, fax +41 22 733 03 95

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

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

Abbas Gullet
Director
National Society and Field Support Division

Markku Niskala
Secretary General

BUDGET SUMMARY

APPEAL No. 04/2004

Eritrea - drought

TYPE	VALUE
RELIEF NEEDS	IN CHF
Sorghum / pier millet seeds: 150 mts	76,000
Cereals: 6,750 mts	1,906,000
Lentils: 540 mts	360,000
Cooking oil: 405 mts	542,000
Water and sanitation	461,000
Utensils & tools	73,000
TOTAL RELIEF NEEDS	3,418,000
<u>CAPITAL EQUIPMENT</u>	
Computers & telecom. equipment	9,000
Other equipment	5,000
<u>PROGRAMME SUPPORT</u>	
Programme support (6.5% of total)	319,000
<u>TRANSPORT STORAGE & VEHICLE COSTS</u>	
Transport and storage	159,000
Vehicle costs	557,000
<u>PERSONNEL</u>	
Expatriate staff	67,000
National staff	186,000
<u>WORKSHOPS AND TRAINING</u>	104,000
<u>ADMINISTRATIVE & GENERAL SERVICES</u>	
Travel & related expenses	29,000
Information expenses	1,000
Administrative & general expenses	57,000
TOTAL OPERATIONAL NEEDS	1,493,000
TOTAL BUDGET CASH, KIND, SERVICES	4,911,000
LESS AVAILABLE RESOURCES (-)	1,166,000
NET REQUEST	3,745,000