

# Operations update



International Federation  
of Red Cross and Red Crescent Societies

## Horn of Africa: Exceptional Food Security Crisis

Emergency appeal n° MDR64003

GLIDE n° OT-2008-000196-  
DJI/ERI/ETH/KEN/SOM

Operations update n° 3

10 November 2009

**Period covered by this Operations Update:** 8 May 2009 to 25 October 2009;

**Appeal target (current):** The appeal target for 2009 is CHF 75,760,326 (USD 66,586,679 or EUR 50,213,969) following an appeal revision on 23 June.

[<click here to view the attached Interim Financial Report>](#)

**Appeal coverage:** 12%

[<click here to go directly to the updated donor response report or here to link to contact details>](#)

### Appeal history:

- This [Emergency Appeal](#) was initially launched on 11 December 2008 for CHF 113,992,868 (USD 95.4m or EUR 72.8m) months to assist 2.2 million beneficiaries over a period of five years.
- CHF 130,000 was allocated from the International Federation's Disaster Relief Emergency Fund (DREF) to support the assessment activities and mission.
- An exceptional advance of CHF 10 million was extended from the International Federation to support the National Societies of Ethiopia, Djibouti, Kenya and Somalia to respond to food crisis.
- A revised emergency appeal was launched on 23 June 2009 in which the initial appeal target of CHF 113,992,868 (USD 95.4m or EUR 72.8m) was revised downwards to CHF 75,760,326. The appeal was revised and scaled down as there was, by then insufficient time left to purchase and distribute more food before the Belg harvest would be available in the local markets. The appeal revision did not in any way reflect a decrease in the needs of the affected population but merely the International Federation's concern not to demoralize local farmers or markets.



A pastoralist in Laisamis district points out to carcasses that were the last of his remaining livestock. Source: KRCS

**Summary:** Food security conditions have generally remained problematic in the Horn of Africa. As reported in [Operations Update no. 2](#), in Kenya the major rains, due in April were late and unsatisfactory and have resulted in a nearly 25 percent lower than normal (based on the four-year average) long-rains maize harvest.

A weak Belg harvest in Ethiopia resulted in the Government declaring a significant increase in the number of individuals that are in need of emergency food assistance, from 4.9 million individuals at the beginning of 2009 to 6.2 million by the end of the year.

None of the fundamentals have changed in Somalia. Inflation remains high and unrest continues to severely limit the country's food production capacity and to sustain severe market disruption. The humanitarian community's capacity to respond to the massive needs of the population remains almost insignificant as a result of the prevailing security conditions.

While the relative normalization of cereals' prices in international markets since the beginning of the year benefits all countries of the Horn of Africa (HoA) and especially eases the pressure on Djibouti which is fundamentally dependant on the import of all of its cereals, the price of food remains approximately still 30 percent above average.

Lower prices have, nevertheless, improved access to sufficient volumes of food for most but with a marked exception for a significant part of the pastoralists in the rural areas and most of the pastoralist drop-outs in the informal settlements at the outskirts of Djibouti City who have suffered the loss of their income base due to repeated episodes of high rates of animal mortality following a multi-year drought. They will remain *critically* vulnerable until a sustained effort to facilitate their recovery will have been made and, for the record, such an effort has not yet started in earnest.

The current arrival of the produce of the latest harvests, roughly from October to the end of the year, will generally improve the food-security conditions for the next few months but the effect is expected to be short-lived as this year's food production deficit is major in Kenya and similarly feared to be in Ethiopia where the Meher rains were late and unsatisfactory to date. This follows already very weak short-rains (Kenya) and Belg harvests (Ethiopia) which resulted in a particularly severe hunger season in these countries. Already in Kenya, dramatic deterioration of food-security conditions should be expected from April 2010 onwards as a result of the very significant long-rains maize production deficit (25 percent as compared to the four-year average).

The generous support from a number of institutions and Red Cross donors indicated in the donor response list has not changed the overall modest result of this appeal. While the International Federation appreciates the massive and continued effort from many donors to this complex food-security crisis, given not only in support of its operation in the Horn of Africa but also and far more significantly to the remarkable food-aid efforts from the Governments involved and from World Food Programme (WFP), it is saddened by the fact this truly life saving effort is not matched by an equally important investment in recovery of the affected and longer term risk reduction effort. While severe hunger and chronic-to-severe malnutrition of millions of people in the Horn of Africa really forms an acute crisis for the affected that fully warrants a massive emergency response from the international community, one must keep in mind that these acute episodes are actually just the culmination of a far more fundamental, *chronic* food-insecurity crisis that needs attention and a response in its own right.

The International Federation has, therefore, decided to phase out its current, ambitious, 5-years integrated appeal which sought to mobilize resources in support to food-aid and to recovery and risk-reduction efforts in a holistic way. While the International Federation remains convinced that such an integrated approach is sound from a conceptual and planning point of view it has turned out to be complicating a possible response from a number of donors. Instead, we will now more clearly distinguish between the resource mobilisation efforts in support to short term emergency actions using the standard 'Emergency Appeal' format and those in support to mid- to longer term recovery and risk-reduction efforts using tools and formats that will be developed soon.

As a result, the actual emergency appeal [MDR64003](#) will no longer accept contributions after the end of the year and will fully phase out by 1 May 2010 when the implementation of the last part of its emergency interventions, supported by European Commission Humanitarian Aid (ECHO) in Ethiopia will have ended.

## The situation

The year 2008 saw the arrival of a food-security crisis on a regional scale in the Horn of Africa. Many millions of people were affected by a "perfect storm" of rain failures, pre-existing internal vulnerabilities and unprecedented fluctuations in the costs of oil and food commodities on the global markets that saw production plummet and food prices spike dramatically. People's ability to cope was soon overwhelmed by the scale of the price and availability problems.

From April 2008 onwards, early signs of an imminent severe food-crisis in the Horn of Africa were recognized by the Red Cross and Red Crescent, and a series of assessments and early actions were undertaken in Kenya, Ethiopia and Djibouti with support provided from the Federation's Disaster Response Emergency Fund. The initial

Red Cross and Red Crescent response to food insecurity crises in early-mid 2008 targeted the worst affected areas identified by the National Societies and verified by the Eastern Africa Zone Office through food insecurity monitoring tools such as the Food and Agriculture Organization (FAO) Integrated Phase Classification. However, the scale of the initial operations was relatively small and there were obvious gaps in coverage of the needs in the larger area affected by the crisis within these severely affected countries.

Responding to reports of increasing levels of hardship for millions of people in the Horn of Africa region, the International Federation and Operating National Societies undertook a multi-disciplinary assessment mission in November 2008 to confirm the extent and scale of a major food crisis situation.

In its final report, the assessment team expressed its deep concern for the increased and increasing vulnerability of millions of people in the Horn of Africa. It found that coping strategies of the most affected target communities were seriously overstretched, household assets had been reduced to a minimum, and that the overall resilience of large communities had been severely eroded by successive seasons of drought and years of poverty in large parts of the affected countries and by conflict and displacement. Whatever coping capacity that was left was now fully put to the test by an abnormally high cost of cereals and other food in *international* markets.

The team concluded that *external, man-made factors were as important* as more traditional factors (drought, a historical lack of investment in agriculture and population growth) for a good understanding of this massive food-security crisis in the Horn of Africa. External factors included the price of food in international markets, the price of fuel, and the significant fluctuations in the dollar exchange rates which directly influenced the real value of remittances to many poor households at the height of the crisis. Although these factors were obviously controlled by actors, mechanisms and events that are largely outside the influence of the people and governments concerned, they had resulted in a crisis that was truly *exceptional and acute* for millions of already, chronically vulnerable food-insecure.

Based on the assessment results, an integrated food relief and recovery response plan was developed, with a focus on meeting the immediate needs while appropriate medium to longer-term recovery and risk reduction (capacity building) interventions were proposed in a bid to reduce the beneficiaries' vulnerability to future food-insecurity.

On December 2008 an [Emergency Appeal](#) seeking CHF 113,992,868 (USD 95.4m or EUR 72.8m) in cash, kind or services, presented the provisional findings from the assessment, and the outlines of a preliminary plan of action to support the National Societies of Djibouti, Ethiopia, Kenya and Somalia in assisting a total of 2.2 million beneficiaries over the full five-year timeframe of this operation.

It is fair to say that the initial assessment team was shocked by the depth of the crisis it witnessed, especially in more remote, often very arid areas. It was also deeply concerned by the repeated messages from WFP that its food pipeline was running dry by lack of sufficient response from donors to its repeated appeals for funding. This and the time-pressure the team faced to conduct its assessment in 6 countries (Djibouti, Eritrea, Ethiopia, Kenya, Somalia and Sudan) and to produce its report before the start of the end of year's holidays, might explain why it focused more on the needs of beneficiaries, that is on the demand side of the emergency response process than on the supply side, that is on the availability of funding from the side of humanitarian donors. It thus failed to fully comprehend the enormous financial effort that had already been delivered earlier in the year by most donors in response to the crisis and the consequences this might have for their response to an appeal by the International Federation related to the same crisis.

Although quite a number of donors generously responded to the International Federation appeal, the response was low and only reached some 9 percent as compared to the appeal's 5 year CHF 113,992,868 target (12.6 percent of the 2009 target) by May 2009.

By then, conditions in the Horn of Africa had deteriorated significantly, most notably in Kenya. The short rains expected in Kenya in the end of 2008 failed, and the major rains, due in April, had still not arrived or been underproductive. Harvests largely failed, partially also as a result of the displacement of parts of the farming community resulting from the 2008's post-election violence. In some areas, including parts of Ethiopia and Somalia, there had been some rain, but this has not relieved the situation of those pastoralists who were worst affected by the food crisis and widespread animal mortality of 2008. In Djibouti, rural pastoralists ran the risk of being completely wiped out – their communities and way of life destroyed in the face of severe food shortages, massive mortality in their herds, and potential epidemics resulting from a lack of safe water supplies.

On 23 June 2009, a revised emergency appeal was launched, reflecting the above evolution and in the same time scaling-back food interventions in Ethiopia as prompted by the fact that distributions had to be completed before the arrival of the Belg harvest in the local markets. The low response to the appeal only enabled the purchase of sufficient supplies to cover 4 rounds of distributions in one out of four originally planned distribution hubs only and it had become too late by then to purchase additional supplies and to rapidly plan for distributions in the other hubs, even if funding were to be secured for them immediately, without running the risk of impacting negatively on local farmers and markets.

The overall appeal target (5 years, 4 countries) was reduced from CHF 113,992,868 to CHF 75,760,326 and this included an even more significant reduction from CHF 65,149,704 to CHF 9,431, 827 to cover 2009 emergency interventions in Ethiopia<sup>1</sup>, reflecting the International Federation's commitment not *to disappoint local farmers*. It is vital to understand that this did not reflect in any way a reduction in the level of needs of the affected communities. *Well on the contrary* since the needs were bound *to increase* towards the end of the year at the start of the traditional hunger season in Ethiopia, that is from the time that the produce from the Meher harvest runs out in the market until the next harvest becomes available. This has been confirmed in the latest Humanitarian Requirements Report as launched by the Government of the Federal Democratic Republic of Ethiopia on 22 October 2009 which increased the number of individuals that are identified as being in need of emergency food assistance from 4.9 million (January 2009) to 6.2 million as a result of a largely failed 2009 Belg harvest. That figure might further increase for the first half of 2010 since the start of the Meher rains was at least one month late in most parts of Ethiopia and even two months late in the areas around Addis Ababa.

### **Ethiopia**

On 22 October 2008, the State Minister of Agriculture and Rural Development of Ethiopia, His Excellency Ato Mitiku KASSA, presented the country's Humanitarian Requirements Report which appealed for support from the international community to assist 6.2 million individuals with emergency food-aid. This figure does not include another 7.5 million individuals who are more structurally supported through the Government's Productive Safety Net Programme. The report confirms a significant increase in the number of acutely food-insecure in Ethiopia, up from 4.9 million at the beginning of 2009. This follows the very poor performance of the 2009 belg/gu/ganna/sugum (February to June) rains which resulted in very poor and, in certain regions, almost zero, Belg harvests. While the Belg only provides for less than 20 percent of the yearly cereals' production in Ethiopia, one must bear in mind that it is *the only* harvest in some parts of the country. The same poor rains also suggest that pasture availability will be poor in the pastoral region of Afar and northern parts of Somali region. The September Famine Early Warning Systems Networks (FEWSNET) update reports that "In Somali region, especially in the southern seven zones, the situation is very serious. The poor *GU* rains in April to June, followed by a long dry season since then, have badly affected pasture, water, and livestock. Most woredas in these zones are experiencing severe water shortages and rapid depletion of pastures. Consequently, conditions of livestock, especially cattle and sheep, are poor and continue to deteriorate. Pastoralists are therefore forced to travel long distances in search of water and pasture."

One must also bear in mind that even in those areas, including parts of Ethiopia and Somalia, where there has been some rain, this has not relieved the situation of those pastoralists who were worst affected by the food crisis and widespread animal mortality of 2008 as hardly any initiatives were taken to facilitate their recovery. In Djibouti, rural pastoralists run the risk of being completely wiped out – their communities and way of life destroyed in the face of severe food shortages, massive mortality in their herds, and potential epidemics resulting from a lack of safe water supplies.

In mid-September, a joint Government of Ethiopia and humanitarian partners Meher crop –assessment was conducted. The State Minister promised that a report will be presented to the International community by the second half of November. It should shed light on the number of individuals in need of assistance during the first half of 2010. Most observers expect that this number might even be higher in view of the very late onset of the Meher rains, that is one month late in most parts of the country and even 2 months in the regions surrounding Addis Ababa. It is feared that the coming Meher harvest will be well below average. As in Kenya, food-security conditions will moderately improve from October into the first quarter of 2010 with the arrival of the Meher crops but will most probably deteriorate immediately afterwards and much sooner than normal as a result of the expected poor harvest. The prevailing food insecurity problem remains thus 'serious and widespread' (FEWS, September 2009).

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<sup>1</sup> The overall reduction was more limited since the revision also included a significant increase in the requirements for Kenya in view of the above explained evolution there.

## **Kenya**

As reported in [Operations update no. 2](#), in Kenya the major rains, due in April were late and unsatisfactory. This has resulted in a nearly 25 percent lower than normal (based on the four-year average) long-rains maize harvest. Even then, the arrival of this long-rains harvest, from October through January will, at least to some extent improve the food-security conditions for the next few months but the effect is expected to be short-lived as this year's production deficit is major. As a reminder, the long-rains harvest accounts for more than 50 percent of annual maize production in Kenya. A dramatic deterioration of food-security conditions in Kenya should thus be expected from April 2010 onwards. Continued food insecurity has already been reported throughout the country. According to the Kenya Food Security Steering Group, an estimated 3.8 million in pastoral, agro pastoral and marginal agricultural areas remain in need of emergency humanitarian assistance due to the on-going drought situation. Food insecure populations include pastoralists in many parts of Marsabit, Isiolo, Samburu and Tana River districts and marginal agricultural farm households in parts of Mwingi and Kitui districts. Some 2.5 million urban poor and 2 million rural poor affected by HIV and AIDS have also been affected. The aftermath of the post election violence has also left some 100,000 persons vulnerable since their livelihoods have not fully recovered. The education system has largely been affected due to food insecurity, where 1.5 million schools children in drought affected areas are in need of emergency humanitarian assistance.

Resource based conflicts have been reported in various parts of the country, particularly in the North Rift and Upper Eastern regions, which has consequently resulted in loss of human lives, livestock deaths and subsequent loss of livelihoods. The conflict situation has hampered relief efforts and recovery in areas that received fair rains during the long rains' season. Scarcity of water continues to characterise the drought situation and according to the Famine Early Warning Systems Networks, trekking distances have extended to 40 kilometres for cattle and camels, and over 25 kilometres for sheep and goats in most pastoral areas, compared to 10 to 15 and 10 kilometres, respectively, during rainy seasons.

The Arid Lands Resource Management Project (ALRMP) has reported that boreholes are running for an unusual 18 to 24 hours as compared to the normal eight hours a day, leading to frequent breakdowns. The water scarcity has further worsened already weakened livestock body conditions since animals in some areas only access water once, every three days, instead of every day. This is expected to slow recovery in the event of the predicted El Niño rains. Scarcity of water and pasture has extended migrating distances to game parks, thus resulting in human and/or livestock – wildlife conflict. Livestock from Kajiado and Tana River districts have for example, migrated to Tsavo National Park, thereby increasing likelihood of conflict exposing animals to diseases.

Cases of Contagious Caprine Pleuro Pneumonia (CCPP) and Contagious Bovine Pleuro Pneumonia (CBPP) have been reported in Wajir, Samburu, Kajiado, Garissa, Narok, and West Pokot. According to FEWSNET, livestock mortality rates in Turkana have risen from 3.4 per cent in July to 6.5 per cent in September among small stock, and from 2.3 per cent in July to 7.1 per cent in September among large stock. In the marginal agricultural lowlands of the south east and coast, influx of livestock from Kajiado, Garissa and Tana River continues to promote conflict due to limited resources. Farming communities in Taita Taveta, Kwale and Kilifi have been affected by wildlife, especially elephants and buffaloes from Tsavo National Park, which have destroyed crops.

Reports by the Famine Early Warning System further indicate that the predicted El Niño rains could result in significant post harvest losses. The rains are, however, expected to benefit pastoralists and marginal agricultural households towards the end of the year.

Kenya has also been experiencing repeated outbreaks of cholera, dysentery and other diarrheal diseases since 1997. These outbreaks are more pronounced in rural and peri-urban communities as a result of poor access to potable water and effective sanitation systems. This year alone, 39 districts, spread across six provinces have reported 8,629 confirmed cases of cholera, with 175 deaths (Source: Disease Outbreaks Update - Ministry of Public Health and Sanitation (MoPHS) - 19 October 2009. The country has seen a gradual change in the sub species causing the outbreaks from *Vibrio Cholerae* ogawa to *Inaba* spp. This gradual change is thought to be linked to climate change and global warming effects. The Horn of Africa operation has supported a response to cholera outbreaks by making Ksh. 27,560,031 (approximately CHF 439,612) available to KRCS.

## **Somalia**

Although well fed rains have continued since late September, none of the fundamental factors that sustain the massive, chronic food-insecurity for a large part of the population in Somalia have changed.

According to FEWSNET, “well-distributed rains have continued into early October in most drought-affected regions including Mudug, Togdheer, Nugaal, Sool and Sanaag. In the most likely scenario normal to above-normal rains between October and December, due to the El Niño event, could end the prolonged drought and improve water and pasture availability. Nonetheless, food insecurity and relief needs will persist, with more than 3.6 million people in need of urgent humanitarian assistance and livelihood support.

Given the increased availability of water and pasture in most key grazing areas, a significant reduction in pastoral households’ expenditure on water and migration is expected during the January to March period. However, recovery from the current drought in Bakool, Hiran, Galgadud, Mudug, Nugaal, Sool, Sanaag, and Togdheer regions is not expected during the next six months, as cattle and camel require several seasons of normal rainfall to calve and produce milk. Moreover, poor households cannot repay the high water and food debts incurred during the last several seasons, due to the dwindling number of saleable animals.

Increased and/or renewed armed conflict and civil insecurity, restriction of cross border trade, and market access will also continue to impede the pace of recovery. In the south, civil insecurity and armed conflict in Mogadishu, and parts of Juba, Bakool and Hiran regions, will continue to drive internal displacement and refugee movement into neighbouring countries. Increased river levels due to possible heavy rains in the upper catchments in the Ethiopian highlands are expected to cause large scale flooding in the lower reaches of the Juba and Shabelle river basins, potentially resulting in extensive population displacements.”<sup>2</sup>

## **Djibouti**

With cereals prices in international markets this year being significantly lower than last year, the situation has improved in Djibouti which is almost entirely dependent on food import as its extremely hot and dry climate does not allow for agriculture on a significant scale. But while this has certainly improved access to sufficient volumes of food for most, this isn’t the case for pastoralists in the rural areas and pastoralist drop-outs in the informal settlements at the outskirts of Djibouti City who have suffered the loss of their income base as a result of repeated animal mortality due to prolonged drought. They will remain *critically* vulnerable until a sustained effort to facilitate their recovery will have been made.

Indeed due to lack of initiatives aimed at facilitating the recovery of the pastoralist populations in rural parts of Djibouti, many pastoralist and agro-pastoralist families remain as threatened as they were at the end of 2008. The large scale loss of animals, a result from several years of persistent drought, poor access to veterinary services and overgrazing leaves many families completely destitute. Although their terms of trade have improved compared to a year ago the effect remains largely theoretical since many of them have few or no animals left to sell anyway. As sufficiently argued in the initial HoA assessment report, their survival will ultimately depend on efforts aimed at developing new sources of additional or alternative income that should either supplement or altogether replace their income from pastoralism. The International Federation prefers such an approach over a restocking effort, aimed at replacing the animals that were lost due to the lack of water and pastures since that would only further contribute to the existing problem of overgrazing which is generally seen as one of the root causes of the high rates of animal mortality and their low rate of productivity.

The recovery of these severely affected pastoralists will thus take a sustained multi-year effort and is largely beyond the response capacity of humanitarian actors as the International Federation. In the meantime, interventions are needed to protect the remaining herds and flocks and thus to avoid the creation of more pastoralist drop-outs who have very little competitive value in the labour market. Such interventions include support to the production of more fodder, facilitating access to existing and newly created veterinary services and the development of additional sources of drinking water for both human and animal consumption. The International Federation was, however, unable to attract significant sources of funding for this type of interventions through this appeal. In fact, it was forced to completely abandon these critically vulnerable communities to their fate and to limit its focus to supporting pastoralist drop-outs who managed to make it to informal settlements at the outskirts of Djibouti City, supported by the British and American Red Cross Societies who have started the implementation of a series of livelihood and water and sanitation targeting roughly the same beneficiaries.

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<sup>2</sup> Famine Early Warning Systems Network, SOMALIA Food security outlook, October 2009.

## **Conclusion**

Overall food-security is expected to improve temporarily towards the end of the year with the arrival of fresh harvests in the local markets which traditionally signals the end of the hunger season in the countries of the Horn of Africa. The cost of basic food remains, however, high and many families in the region continue to rely on food assistance whether from their government as in Ethiopia's Productive Safety Net programme and similar initiatives in the other countries or from humanitarian partners including mainly WFP. Pastoralists, especially in the hot and arid lowlands, remain at very high risk in all of the affected countries by lack of initiatives to facilitate their recovery.

This general improvement is, however, expected to be short-lived in view of the weak result of the maize harvest in Kenya and of the poor Meher rains in Ethiopia. Production deficits are high in Kenya (25 percent as compared to the four year average) and are expected to be higher than last year in Ethiopia and harvests will thus, necessarily, run out sooner than normal. While the significant drop in cereals prices and of transport cost in the world markets as compared to one year ago will allow Governments to better compensate for these production deficits, the overall food-security is expected to decline rapidly as of the second quarter of 2010 and Governments and populations of the Horn of Africa will need the continued support from the international and humanitarian community.

Be that as it may, the low response to the appeal, nevertheless, forces the International Federation to accept financial realism.

The International Federation has, therefore, decided to phase out its current, ambitious, 5-years integrated appeal which sought to mobilize resources in support to food-aid and to recovery and risk-reduction efforts in a holistic way. While the International Federation remains convinced that such an integrated approach is sound from a conceptual and planning point of view it has turned out to be complicating a possible response from a number of donors. Instead, we will now more clearly distinguish between the resource mobilisation efforts in support to short term emergency actions using the standard 'Emergency Appeal' format and those in support to mid- to longer term recovery and risk-reduction efforts using tools and formats that will be developed.

As a result, the actual emergency appeal MDR64003 will no longer accept contributions after the end of the year and will fully phase out by 1 May 2010 when the implementation of the last part of its emergency interventions, supported by ECHO in Ethiopia will have ended.

## **Coordination and partnerships**

The International Federation provides overall support and coordination to host and partner National Societies (both bilaterally and multilaterally), in close consultation with the Government authorities in the affected countries. The International Federation is implementing this appeal in close cooperation with key external players, international organizations (particularly the United Nations), the Humanitarian Office of the European Union (EU) and other potential partners and donors.

The various National Societies of the Horn of Africa, key implementers of the proposed operation, have all been involved from the assessment phase and fully endorsed the Assessment Team's recommendations for their respective countries. They all facilitated the necessary contacts with the relevant competent authorities and supported the team in its visits to field locations. They are all committed to this operation and have made key officers and volunteers available for its implementation. They speak in unison in appealing for support from the donor community.

In Ethiopia, which was given priority in the emergency phase in view of the number of people in need of food-aid, a bi-weekly task force has been set up where the HoA team meets regularly with the ERCS Secretary General and Senior Managers of the National Society.

A stand-alone operational hub, based in Addis Ababa, Ethiopia, and reporting to the Head of Eastern Africa Zone office in Nairobi, Kenya, coordinates the operation and activities in the four target countries, providing management support, technical and support services.

### **National Society Capacity Building**

With the exception of Djibouti, all host National Societies in the Horn of Africa have had very significant experience of implementing and delivering large scale operations since the early 1980s. However, capacities have become eroded in recent years in some National Societies, and significant gaps do exist. It should be

remembered that extremely large and complex operations such as the one now urgently required have not been carried out in most countries for some years. Moreover, the Governments have, over the years, taken increasingly more responsibility for the response to food- and other crises and have, at times, asked some of the Red Cross Societies to stand back. Facing an *exceptional* crisis, both in its origin and scale, they have now asked the Movement to scale up its efforts.

The Movement has some intrinsic comparative advantages in being able to effectively implement a regional humanitarian response of this scale. The principal advantage is the extensive base of trained volunteers in all of the countries in the region that allow the Movement to 'go to scale' in a way that is not equalled in the region. Secondly, the Movement's position as an auxiliary to national governments gives it access, voice and support that are not generally available to other actors. The National Societies also have the advantage of being able to draw upon a vast pool of human and technical resources from the global International Federation at very short notice to design and deliver a programme. Finally, it is a fact that the National Societies are a permanent part of the national civil society, with deep support and recognition amongst people that allows them to be effective actors both in the immediate emergency context and for longer term programming.

### Capacity of the Federation

An operation of this scale and complexity has not been undertaken in Eastern Africa for some years. This, together with the on-going consolidation of the relatively new zonal structures, underlines the need to ensure International Federation delivery capacity will match the challenge. The reinforced zonal structure offers opportunities for closer monitoring and coordination of the operation.

To support the Eastern Africa Zone, the International Federation has opened an operational hub based in Addis Ababa, Ethiopia, which serves all the countries covered in the appeal. This hub reports directly to the zone and covers key elements in operational management: overall coordination, financial management, logistics and resource mobilization.

## Red Cross and Red Crescent action

### Overview

The crisis in the Horn of Africa is unfolding as the International Federation is implementing a number of important strategic initiatives. Of particular relevance is the International Federation's Five-year strategic framework on long-term food security launched in April 2008 (available at <http://www.ifrc.org/Docs/pubs/disasters/resources/helping-recover/food-security/food-security-africa-lr-en.pdf>).

The spirit of the initiative is to consolidate work already being carried out by African National Societies in the area of food security using a standardized and focused approach through which all food security programmes will fall under the umbrella of the relevant National Society with the support of both Movement and external partners. There are currently fifteen<sup>3</sup> African National Societies participating in the initiative. Five are in the East Africa region and two - Ethiopia and Kenya - are affected by the acute crisis that this appeal seeks to respond to. The initiative, initially implemented on a modest scale, aims to gradually scale-up the International Federation's efforts in national food security programmes to provide at least 20 percent of the most vulnerable populations with long-term food security support to enhance their resilience. Activities include small-scale programmes in community-based agricultural development work, re-stocking, income generation and health interventions. The initiative aims at addressing long-term chronic crises while continuing to address acute and immediate needs. This Revised Emergency Appeal for the Horn of Africa builds, where possible, upon lessons already learned during the initial implementation of these strategic initiatives but has a very different scope and scale since it addresses large-scale, *acute* needs that were triggered by 2008's exceptional food insecurity in the Horn of Africa.

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<sup>3</sup> Burkina Faso, DRC, Ethiopia, Lesotho, Mali, Mauritania, Malawi, Niger, Rwanda, Sudan, Uganda, and Zambia

## Progress towards objectives

### 1 - Emergency interventions (12-months): Food relief assistance; health and care; water, sanitation and hygiene promotion.

#### Food assistance

Objective: During the emergency phase, ensure that up to 1.43 million people affected by the food crisis receive food assistance (distributions are planned to be carried out through the next harvest period of February-April, depending on the country, to ensure no negative impact on local food production).	
Expected results	Activities planned
<b>Ethiopia</b>	
<ul style="list-style-type: none"> <li>An additional amount of 66,060MT of food, procured directly or through WFP available in Ethiopia.</li> <li>Food distributed by the ERCS to up to 1,000,000 people for 5 cycles over a 6 month period.</li> </ul>	<ul style="list-style-type: none"> <li>Developing Memoranda of Understanding (MoU) or agreements between the Government of Ethiopia, the ERCS, and WFP.</li> <li>Sourcing 66,060mt of food (4,860MT corn soya bean, 54,000MT maize, 5,400MT pulses and 1,800MT vegetable oil).</li> <li>Establish a logistics set-up.</li> <li>Establish a food pipeline to bring food into selected ERCS warehouses.</li> <li>Plan and prepare 4 warehousing and repackaging hubs and 8 distribution points off these hubs to satisfy space, security and operational requirements.</li> <li>Contract with local logistics providers to transport food from the hubs to the distribution points.</li> <li>Distribution.</li> <li>Agree on distribution lists including verification and final validation.</li> </ul>
<b>Djibouti</b>	
The National Society will transport and distribute food in partnership with WFP to 50,000 people for up to 6 months in peri-urban areas in Djibouti.	<ul style="list-style-type: none"> <li>Agree with WFP on targeting of beneficiaries in peri-urban areas, finalising lists, monitoring and reporting.</li> </ul>
<b>Kenya</b>	
The KRCS will distribute food in partnership with WFP (as it is currently doing) to 380,072 people.	<ul style="list-style-type: none"> <li>Continuation of ongoing distributions and monitoring.</li> </ul>

#### Progress

##### *In Ethiopia*

Local procurement has been conducted by ERCS which procured 945 MT of corn soya bean (CSB), 3,000 MT of maize, 300 MT pulses and 90 MT of vegetable oil. International procurement was conducted by Regional Logistics Unit in Dubai which procured 3,000 MT of maize, 600 MT of pulses and 90 MT of vegetable oil. All food was procured on DDU basis, delivered directly to the warehouses by suppliers. International procured food arrived from 2 directions – oil via Djibouti Port, pulses and maize via Mombasa Port. Clearing and inspection was done by designated agents and by ERCS and International Federation staff. All CSB, pulses, oil and maize were fully delivered.

In Moyale and Negele logistic hubs were established; In Moyale, 3 International Federation Rub Hall's, 1 Government Rub Hall and 2 brick warehouses. As the area of distributions in Moyale is vast, satellite warehouses were opened at the level of the 46 food distribution points in the field. In Negele, 3 Rub Hall's and a brick warehouse were prepared. A total of 43 food distribution points were identified and prepared. The International Federation Logistics Delegate is based in Moyale to support ERCS staff in monitoring the distributions.

The ERCS organised and contracted all secondary transport to the distribution points. Transport encountered some delay but was well finalized.

The ERCS prepared the necessary distribution list in consultation with the local authorities while fully engaging the local communities in the process. In Moyale, 117,204 beneficiaries were identified and in Negele 32,570 beneficiaries.

All distributions have been successfully finalized<sup>4</sup>.

**Table 1: Moyale food-aid in metric tonnes**

Cycle	Food Items				Beneficiaries
	Maize	Beans	Oil	CSB	
1 <sup>st</sup>	1,171.94	175.79	47.36	165.89	
2 <sup>nd</sup>	1,170.54	175.84	35.16	165.89	
3 <sup>rd</sup>	1,173.64	175.84	22.97	165.89	
4 <sup>th</sup>	1,172.04	175.84	35.16	165.89	
<b>Total</b>	<b>4,688.16</b>	<b>703.31</b>	<b>140.67</b>	<b>663.57</b>	<b>117,204</b>

**Table 2: Negele food-aid in metric tonnes**

Cycle	Food items				Beneficiaries
	Maize	Beans	Oil	CSB	
1 <sup>st</sup>	326.57	48.84	9.77	45.05	
2 <sup>nd</sup>	326.57	48.84	9.77	45.05	
3 <sup>rd</sup>	326.11	48.87	9.96	42.83	
4 <sup>th</sup>	326.11	48.87	9.96	42.83	
<b>Total</b>	<b>1305.37</b>	<b>195.41</b>	<b>39.44</b>	<b>175.76</b>	<b>32,634</b>

An International Federation Logistics Delegate has provided progress reports as planned and monitored the distribution directly on the FDP's. Together with ERCS programme coordinators, distribution figures were checked against beneficiaries list. Weekly reports have been established to HoA and Dubai RLU

With the distributions in Moyale and Negele now being finalized, the emergency interventions of the operation now enter their final stage. Recently obtained support from ECHO to the amount of approximately CHF 3 million is now being used to expand the operation to include woredas in the Amhara zone of Oromiya Region which was particularly affected by the failed Belg rains and subsequent harvest. Thanks to this contribution, another 60,200 individuals will benefit from 6 rounds of general food distributions (at roughly 1,700 kcal/day) while the most vulnerable amongst them, estimated at 35 percent of the caseload, will further benefit from additional CSB distributions which will provide them with an additional 500 kcal/day.

### In Djibouti

Djibouti is continuing to assist approximately 50,000 people from the poorest slums surrounding Djibouti city through a Food for Work programme organized in partnership with WFP. WFP provides food which is then distributed by Red Crescent volunteers in return for which the beneficiaries engage in environmental sanitation activities, mainly the collection of plastic bags that are omnipresent in Djibouti. So far more than 60mt of plastic bags have been collected and put at the disposal of the Djibouti sanitation authorities. In fact, the success of the operation was such that the authorities have asked to temporarily freeze the operation as they could no longer absorb the large quantities of bags that were collected. In the next phase the beneficiaries will provide labour to hygiene and sanitation initiatives (with inputs and support from the Red Crescent Society of Djibouti (RCSD) and the International Federation) aimed at improving the use of latrines and a better overall hygiene. To that end some 80 volunteers were trained in the Participatory Hygiene and Sanitation Transformation (PHAST) approach and they have now started to promote the use of latrines and to mobilize communities for latrine construction.

<sup>4</sup> There are symbolical left-overs of maize, pulses and oils and more significant quantities of CSB that will be distributed to already identified at-risk groups in the area: PLHIV, orphans and children at risk of dropping out of school. A significant quantity of CSB is left as the criteria to select the 'ultra-vulnerable' turned out to be too sharp. Several options for distribution are now being considered.

**Table 3: Quantities of food distributed in KG**

Month	Beneficiaries	Quantities of food distributed in KG				
		Rice	Pulses	Sugar	Oil	Total
May-June	6,491	324,550	49,350	18,800	22,370	415,070
July-Aug	6,346	317,300	52,050	17,850	21,835	409,035
Sept	6,317	315,850	56,800	18,800	23,600	415,150
<b>Total</b>	<b>19,154</b>	<b>957,700</b>	<b>158,200</b>	<b>55,550</b>	<b>67,805</b>	<b>1,239,255</b>

### In Kenya

The Kenya Red Cross Society (KRCS) launched a National Drought Appeal in January 2009. The National Society, through this *national* fundraising initiative received Ksh. 129,407,704 and distributed more than 7,308 MT of food to over 1,666,002 beneficiaries in various parts of the country. Part of the drought Appeal was later integrated within the Horn of Africa Appeal, through which KRCS received Ksh. 43,338,156.

Ksh. 15,778,125 was used for the distribution of 45 MT of CSB (Unimix) to 45,000 school children. The rest of the funds were used to scale up emergency assistance to vulnerable communities affected by the cholera epidemics in six of the eight provinces in the country.

### Emergency health and care

**Objective: During the emergency phase 1, preventive, community-level and curative health services are provided, in particular outbreaks of AWD and communicable diseases are prevented and outreach of public health systems are enhanced.**

Expected results	Activities planned
<ul style="list-style-type: none"> <li>• Further mortality and morbidity of 1.03 Million beneficiaries as a result of the crisis are prevented through a primary and preventative health care oriented programme.</li> <li>• Disease and malnutrition 'hotspots' identified and responded to.</li> <li>• Key health materials pre-positioned for emergency response to epidemics.</li> <li>• Health messages, focusing on the prevention of acute watery diarrhoea (AWD) and the promotion of better hygiene and sanitation delivered to raise community awareness and encourage behaviour change.</li> </ul>	<ul style="list-style-type: none"> <li>• Assess the basic mortality and morbidity in the population as a result of the crisis, and establish a health data collection and surveillance system where required and not already existing. Share and collect/collate data with other actors especially Ministry of Health (MoH) and World Health Organization (WHO) and/or United Nations Children's Fund (UNICEF).</li> <li>• Assess the health risks of the affected population in terms of health services, prevention, health needs and risk of communicable diseases (in close consultation and integration with water and sanitation 'software' activities).</li> <li>• Provide training for epidemic response and control to a cadre of Red Cross volunteers for rapid response.</li> <li>• Provide basic First Aid and referral services for affected communities through 250 volunteers for 12 months.</li> <li>• Procure and pre-position key materials such as ORS, First Aid kits, cholera kits and mosquito nets.</li> <li>• Distribute and train the community on the use of ORS and mosquito nets over 12 months.</li> <li>• In Somaliland and Puntland, establish 6 fixed and 2 mobile clinics, with infrastructure, staff, vehicles and supplies, focus upon nutritional surveillance and response and community outreach to vulnerable families.</li> <li>• Coordinate health activities with Government authorities, ministries of health, and other health actors.</li> <li>• Identify potential gaps in clinical capacity and response, and investigate areas of further cooperation and support to ministries of health.</li> </ul>

### Progress

Beyond the response to cholera outbreaks in Kenya and to an outbreak of AWD in Ethiopia, both reported in the previous report, no *new* initiatives have been taken by lack of funding.

With funding received from the HoA operation (see [operation update no. 1](#) and [operation update no. 2](#) ), KRCS has provided significant support to combating recent cholera outbreaks reported in various parts of the country. It procured and supplied pharmaceutical and non pharmaceutical supplies to support the establishment of cholera

treatment centers for case management and rehydration corners. The procured medical items included Intravenous (IV) fluids, Antibiotics (Doxycycline, Nalidixic Acid, Erythromycin and Flagyl), cholera beds, infusion stands, patient stretchers, cholera kits (medical and volunteer modules) and First Aid kits (occupational and volunteer modules).

Region	Red Cross Action
Nyanza	<ul style="list-style-type: none"> <li>• 5 cholera kits have been distributed and used in Kisumu East, Kisumu West, Homa Bay, Rongo and Nyando.</li> <li>• An assortment of drugs (Nalidixic acid, erythromycin syrup and tabs of as well as Doxycyclin capsules).</li> <li>• 1,200 sachets of ORS.</li> <li>• Infusions including Normal saline, 5 percent dextrose and Ringers lactate.</li> </ul>
Eastern	<ul style="list-style-type: none"> <li>• 4 cholera kits used in Kipsig, Laisamis, Isiolo and Garbatulla.</li> <li>• 40 cholera beds.</li> <li>• 60,000 tablets of Erythromycin.</li> <li>• 50,000 tablets of Doxycycline.</li> <li>• 400 bottles of 500mL Flagyl syrup.</li> <li>• 400 Giving sets.</li> <li>• 40,000 Flagyl tablets.</li> </ul>
Coast	<ul style="list-style-type: none"> <li>• 3 cholera kits; 1 used at the Cholera Treatment Centre(CTC) in Frere town serving Mombasa and Kilindini, 1 to Msambweni and used in Kwale, Kinango and Msambweni and the third to Malindi.</li> <li>• 30 cholera beds to be used at the CTC.</li> <li>• 30,000 tablets of tetracycline.</li> <li>• 30 boxes of Ringer's lactate.</li> <li>• 30,000 tablets of doxycycline.</li> </ul>
North Rift	<ul style="list-style-type: none"> <li>• 3 cholera kits.</li> <li>• 30 cholera beds to be dispatched (already procured).</li> <li>• Doxycycline, Tetracycline and ringer's lactate to be dispatched.</li> </ul>
North Eastern	<ul style="list-style-type: none"> <li>• 2 cholera kits dispatched to Daadab refugee camps and neighbourhoods.</li> <li>• 30 cholera beds to be dispatched (already procured).</li> </ul>

The KRCS also ensured the production of hygiene promotional materials including T-Shirts with health messages and posters (pictorials) as well as painting of murals in schools. This was done following cholera outbreaks in the country.

The National Society furthermore supported the Ministry of Public Health and Sanitation in cholera management in all the six affected provinces. The Kenya Red Cross volunteers together with the Ministry of Health (MoH) staff conducted health education in schools, organized community meetings(chief's barazas) and sensitized the public on the cholera outbreak through public announcements by use of public address systems and door to door health education/sensitization. The volunteers and MoPHS staff sensitized the communities on the Cholera outbreak and provided specific messages on how to avoid infection, need for urgent rehydration of patients with profuse diarrhea and the need for referral of all diarrheal cases to the Cholera Treatment Centers (CTC) or the nearest health facility.

The KRCS Marsabit Branch trained communities in Laisamis on Participatory Hygiene and Sanitation Transformation (PHAST) to prevent and control cholera outbreaks in the area.

Emergency water, sanitation and hygiene promotion	
<p><b>Objectives: (1) The risk or prevalence of waterborne and water, sanitation and hygiene/environment related diseases has been contained and water stress reduced through the provision of adequate safe water, adequate sanitation, hygiene promotion, solid waste and waste water disposal/drainage and vector control to beneficiaries for 12 months. (2) A rapid response capacity to address WatSan related disease 'hotspots' has been prepared and develop.</b></p>	
Expected results	Activities planned
<ul style="list-style-type: none"> <li>Increased awareness among the target population of the threat of WatSan-related diseases and immediate actions to undertake to reduce incidence and severity of diarrhoeal disease.</li> <li>Increased availability of safe and adequate water and reduction of water stress to 250,000 beneficiaries.</li> <li>Increase WatSan rapid response capacity.</li> <li>Improve and/or provide safe excreta disposal (pit latrines mostly) for specific safe excreta disposal for up to 10,000 beneficiaries.</li> <li>Encourage improved community implemented family latrine construction for a further 100,000 beneficiaries.</li> <li>Reduce disease threats from poor environmental health and sanitation conditions.</li> <li>Reduce the threat from vector borne diseases.</li> <li>Increased availability of water for livestock and potential fodder production.</li> </ul>	<ul style="list-style-type: none"> <li>Initiate and train a Red Cross volunteer-lead hygiene promotion campaign within the affected population, working closely with health authorities and existing health structures and capacities, especially where pockets of WatSan related diseases may be evident or increasing, focusing on awareness of WatSan related diseases and their primary causes, and the immediate means to address diarrhoea, procure and distribute ORS and HHWT products where appropriate and provide guidance on their use.</li> <li>Improve water collection and safe storage through procurement and distribution of adequate water containers, initiate or facilitate a regular water quality testing component, especially in 'hotspots'.</li> <li>Provide referral assistance, through trained Red Cross volunteer mobilisation, for persistent or acute diarrhoea cases to health facilities and monitor incidence rate or trends of diarrhoea especially in 'hotspots'. Undertake household visits to families affected by diarrhoea.</li> <li>Encourage the use of 'cat method' or designated defecation areas in the first instance to improve excreta disposal.</li> <li>Target up to 10,000 beneficiaries for urgent latrine construction and a further 100,000 beneficiaries for community based and implemented improved family latrine construction.</li> <li>Assess where greatest needs for water supply are evident and procure hand pumps and spare parts and initiate rapid repair and maintenance of existing water sources with Red Cross volunteer, community and (where appropriate) government supported repair and maintenance teams.</li> <li>Pre-position WatSan Disaster Response Kits and vector control materials and equipment to increase rapid response capacity. Train Red Cross volunteer teams for rapid deployment of the same.</li> <li>Where appropriate, increase water supply for both human <i>and</i> livestock populations. Further assess and prepare for fodder production and construction of <i>new water sources</i> where appropriate.</li> <li>Assess the areas initially where needs are greatest for institutional (clinics, schools) and family latrine construction and/or improvement, initiate a prioritised family latrine construction component.</li> <li>Initiate the digging of solid waste pits or collection of solid waste while improving waste water or surface water drainage through Red Cross volunteer and community action.</li> </ul>

## Progress

### Kenya

Following cholera outbreaks in the country, the KRCS, with the support obtained from International Federation, provided water treatment chemicals including chlorine granules and chlorination pots for mass water treatment and PUR and Aqua tabs for household water treatment. Furthermore, surface disinfectants including Lysol and Jik, Jerry cans and bar soaps were used to support hand washing campaigns. The KRCS thus provided 30,000

Aqua tabs and 2,500 sachets of PUR in Nyanza, 40 Litres of Jik and 90 Kg of chlorine in Eastern, a donation of water tanks Merile and Laisamis and 50,000 aqua tabs and 2,500 sachets of PUR in North Rift.

### Ethiopia

In view of the modest response to the appeal only limited resources could be made available for water and sanitation activities. A programme has nevertheless started that includes the rehabilitation of two ponds in Boji and Ketela (Moyale Somali and Moyale Oromiya), the installation of hand pumps for Kereya (Moyale Somali) shallow wells and the training in PHAST methodology, both at Trainer of Trainers (ToT) and community level. These training will then be followed by a campaign to promote hygiene in general and the use of latrines more specifically and the subsequent construction of model latrines. It is worthwhile to remember that the target beneficiaries consist mainly of semi-pastoralist communities who are now gradually forced to adopt a more sedentary lifestyle as they are forced out of their traditional livelihood as a result of large scale animal mortality. The issue of using latrines is therefore rapidly growing in importance in the region.

### Logistics support for the emergency phase

**Objective: (a) The most urgent and relevant humanitarian goods are procured, delivered and distributed equitably to those in need, in a timely and transparent and cost-efficient manner. (b) The operation obtains and uses effectively an appropriate transport system. (c) Standard logistics procedures are followed and reported upon while providing training and advice to host National Societies and Federation delegates and staff as needed.**

Expected results	Activities planned
<ul style="list-style-type: none"> <li>The coordinated mobilization of food and relief goods; coordinated reception of all incoming goods; coordinated warehousing, centralized provision of standard vehicles as required; and coordinated and efficient dispatch of goods to the final distribution points.</li> <li>The International Federation will also work with the host National Societies to support and build logistics capacity through training, workshops, and providing delegates to support the logistics function.</li> </ul>	<ul style="list-style-type: none"> <li>Conduct rapid emergency needs and capacity assessments.</li> <li>Set-up supply chain and control supply movements from point of dispatch to final distribution point.</li> <li>Monitor and evaluate the supply chain and provide reporting on performance.</li> <li>Mobilisation and procurement activities will be coordinated by the Federation Dubai-based Regional Logistics Unit.</li> <li>Liaise and coordinate action with International Committee of the Red Cross (ICRC), WFP and any other key actors to ensure that the International Federation logistics operation uses all information to be as efficient and effective as possible.</li> <li>Develop an exit strategy.</li> </ul>

### Progress

The HoA logistics is now supporting the Ethiopian Red Cross Society (ERCS) in setting up the Amhara zone/Oromiya Region part of the operation. Warehouses have been identified and the bidding process related to the purchase of 3,013 MT of maize, 361.6 MT of pulses, 110.9 MT of oil and 337.5 MT of CSB and to the selection of the necessary transporters is well under way.

### 2 - Recovery Interventions (3-years and concurrent with 1 and 3)

#### Health and care (recovery)

**Objective: During the recovery phase (36 months/3 years) community-based First Aid is provided and training of epidemics response teams is carried out with a view to assisting the most vulnerable.**

Expected results	Activities planned
<ul style="list-style-type: none"> <li>Initial, highly focused primary and preventative health care programme expanded.</li> <li>Epidemics responded to in cooperation with MoH, WHO and UNICEF.</li> <li>Key health messages delivered</li> </ul>	<ul style="list-style-type: none"> <li>Continue to provide training for epidemic response and control to a cadre of Red Cross volunteers for rapid response.</li> <li>Expand the initial traditional First Aid into full scale Community Based First Aid (CBFA) focusing on neglected groups in the existing service delivery of National Societies, including remote rural areas and nomadic and semi-nomadic pastoralist groups on a wider scale.</li> </ul>

<p>to raise community awareness and encourage behaviour change.</p> <ul style="list-style-type: none"> <li>National Society health intervention preparedness and first response capacities strengthened and improved.</li> </ul>	<ul style="list-style-type: none"> <li>Continue to train the community on the use of ORS and mosquito nets over 12 months.</li> <li>Adapt existing or develop appropriate information, education and communication materials for community health campaigns (posters and leaflets).</li> <li>In Somaliland and Puntland, establish 6 fixed and 2 mobile clinics, with infrastructure, staff, vehicles and supplies, focus upon nutritional surveillance and response and community outreach to vulnerable families.</li> <li>Coordinate health activities with Government authorities, ministries of health, and other health actors.</li> </ul>
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### Progress

No activity done so far due to lack of funding.

<b>Water, sanitation and hygiene promotion (recovery)</b>	
<p><b>Objectives: (1) Integrate and coordinate all WatSan activities with Health activities and structures, Government and other WatSan actors. (2) Support further capacity building of host National Society WatSan capacities at volunteer, branch and middle management levels. (3) Develop an integrated, community-based recovery and mid to longer-term strategy and set of activities to re-establish coping mechanisms, reduce vulnerability and restore dignity.</b></p>	
<b>Expected results</b>	<b>Activities planned</b>
<ul style="list-style-type: none"> <li>Encourage improved community implementation of family latrine construction for a further 100,000 beneficiaries.</li> <li>Increased availability of water for livestock and potential fodder production.</li> </ul>	<ul style="list-style-type: none"> <li>Assess the areas initially where needs are greatest for institutional (clinics, schools) and family latrine construction and/or improvement, initiate a prioritised family latrine construction component.</li> <li>Initiate the digging of solid waste pits or collection of solid waste while improving waste water or surface water drainage through Red Cross volunteer and community action.</li> </ul>

<b>Livelihoods (recovery)</b>	
<p><b>Objective 1: (a) Provide, restore, and strengthen people's food production and livelihoods in a manner that is sustainable and that builds overall self-reliance in food security. (b) Support selected households (particularly in the pastoralist community and urban migrants) who have lost assets and therefore the ability to produce food or livelihoods through the direct provision of cash support.</b></p>	
<b>Expected results</b>	<b>Activities planned</b>
<b>Djibouti</b>	
<ul style="list-style-type: none"> <li>More food available for distressed pastoralist communities, struggling to cope with the current food shortage situation.</li> <li>5,000 households in selected areas along nomadic pastoral routes will be provided with support to clear and develop land, and fencing for the production of fodder crops.</li> <li>Cash for work to support the development of sanitation structures in peri-urban areas in Djibouti.</li> </ul>	<ul style="list-style-type: none"> <li>Selection of appropriate sites with water and sanitation teams.</li> <li>Government permission for usage and entitlement of land.</li> <li>Site planning for distribution of land into individual household and community plots.</li> <li>Setting up management committees.</li> <li>Provision of tools.</li> <li>Cash support for work.</li> <li>Identification of water and sanitation related projects in peri-urban areas in Djibouti.</li> <li>Cash support for work in support of water and sanitation teams.</li> </ul>
<b>Ethiopia</b>	
<p>5,000 households in selected areas along nomadic pastoral routes will be provided with cash</p>	<ul style="list-style-type: none"> <li>Selection of appropriate sites with water and sanitation teams.</li> <li>Government permission for usage or entitlement of land.</li> <li>Site planning for distribution of land into individual household and</li> </ul>

<p>for work (or food-vouchers for work if the availability of food would be too problematic) to clear and develop land, and fencing for the production of fodder crops</p>	<p>community plots.</p> <ul style="list-style-type: none"> <li>• Setting up management committees.</li> <li>• Provision of tools.</li> <li>• Cash support for work.</li> </ul>
<p><b>Objective 2: Support marginal farmers, agro-pastoralists, the landless, pastoralists who have become food insecure to restore and strengthen their livelihoods through a range of schemes including asset replacement, conditional cash grants, revolving loans, strengthening community structures, production inputs, new technologies.</b></p>	
<p><b>Expected results</b></p>	<p><b>Activities planned</b></p>
<p><b>Djibouti</b></p>	
<p>5,000 households will have perennial access to water, land and resources for fodder production and links to veterinary support in selected sites along pastoral migration routes to enable them to have a geographical safety net, for water and fodder, at times of stress.</p>	<ul style="list-style-type: none"> <li>• Selection of appropriate sites with WatSan teams, and development of water points/ harvesting (see WatSan above).</li> <li>• Government permission for longer term use of land, site planning, plot distribution, management committee (see CFW above).</li> <li>• Training in fodder production through FAO/ MoA.</li> <li>• Development of nurseries, composting techniques.</li> <li>• Provision of seeds, tools, simple irrigation for fodder production.</li> <li>• Links to existing services and training from veterinary services, in immunisations animal healthcare.</li> </ul>
<p><b>Kenya</b></p>	
<ul style="list-style-type: none"> <li>• The livelihoods of 1,800 pastoral households most affected by drought and disease will be restored through restocking (through re-distribution) improved veterinary care, fodder production, training in hay making, training of community animal health workers. Improved breed stock and development of water sites.</li> <li>• The livelihoods of 18,000 farming households will be restored and strengthened through a mixture of cash grants, inputs, training, community development, and assets.</li> </ul>	<ul style="list-style-type: none"> <li>• Support and development of Pastoral associations.</li> <li>• Community based selection and targeting of affected households.</li> <li>• Support from ministry for selection, veterinary care of shoats, training.</li> <li>• Purchase of shoats through community and local markets.</li> <li>• Purchase of better breeding stock.</li> <li>• Re-stocking through re-distribution of shoats to 1,200 families.</li> <li>• Distribution of better breeding stock to 600 households.</li> <li>• Training to 1,000 families in hay baling and storage of hay.</li> <li>• Training, seeds and irrigation provided to selected families for fodder production.</li> <li>• Support and development of farming organisations.</li> <li>• Provision of seeds (rice, maize, sorghum, cowpeas and green grams) and fertilizers to 18,000 farmers.</li> <li>• Provision of knapsack sprayers and 50 pump sets to farming organisations.</li> <li>• Training of farmers in use of irrigation, in diversifying production, cash cropping.</li> <li>• Introduction of fruit trees, quick, 2-3 years as well as 5 years.</li> </ul>
<p><b>Ethiopia</b></p>	
<ul style="list-style-type: none"> <li>• 5,000 pastoral households in the Afar region will have perennial access to water (see WatSan), land and resources for fodder production in selected sites along pastoral migration routes</li> <li>• 5,000 agro-pastoral and marginal farming households will strengthen their livelihoods through the development of farm and non-farm livelihoods, the natural resource bases, access to credit and other services.</li> </ul>	<ul style="list-style-type: none"> <li>• Selection of appropriate sites with WatSan teams, and development of water points/ harvesting (see WatSan above).</li> <li>• Government permission for longer term use, site planning, management committee.</li> <li>• Training in fodder production through FAO/ MoA.</li> <li>• Development of nurseries, composting techniques.</li> <li>• Provision of seeds, tools, simple irrigation for fodder production.</li> <li>• Agreement with FAO/GoE on partnership within the existing project on improving nutrition and household food security.</li> <li>• Community action planning agreement on input packages for credit (livestock, poultry, vegetable gardens, fruit trees, trees for fuel, fodder production, water harvesting structures, fuel saving stoves, pit latrines, vocational training).</li> <li>• Establishment of credit system, training of savings and credit groups.</li> </ul>

	<ul style="list-style-type: none"> <li>• Development of nurseries.</li> <li>• Links with veterinary services.</li> </ul>
<b>Objective 3: Support households that have dropped out from livelihoods or are only seasonally able to produce or access food, to diversify their livelihood options, obtain training, and receive cash and loan support to start new livelihoods. Livelihood diversification will include learning new marketable skills, facilitating new enterprises that add value to existing livelihoods and support the development of minor transport or communication enterprises to develop market access.</b>	
<b>Expected results</b>	<b>Activities planned</b>
<b>Djibouti</b>	
<ul style="list-style-type: none"> <li>• <b>(Pilot)</b> 250 urban and peri-urban household drop-outs from pastoralism are enabled to start alternative livelihoods as part of a pilot, through conditional cash grants, training and marketing support in the urban informal sector</li> <li>• 5,000 vulnerable pastoral household drop-outs in selected locations in urban, peri –urban and rural areas are able to diversify their livelihoods to be more food and income secure throughout the year.</li> </ul>	<ul style="list-style-type: none"> <li>• Training of staff with the support from FAO and finalisation of programme rollout.</li> <li>• Targeting and selection of beneficiaries using agreed selection criteria.</li> <li>• Market and livelihoods study to make an assessment of viable informal sector and rural livelihoods.</li> <li>• Development of grant packages.</li> <li>• Sourcing of training and marketing support.</li> <li>• Development of peer groups.</li> <li>• Opening of bank accounts.</li> <li>• Provision of training.</li> <li>• Release of grants in instalments.</li> <li>• Monitoring of usage and outcomes of grants.</li> <li>• Review, learning and development of larger project.</li> </ul>
<b>Kenya</b>	
5,000 households from within agro-pastoral and pastoral communities are enabled to earn alternative incomes, increase food production and become more resilient to food insecurity.	<ul style="list-style-type: none"> <li>• As above, but with specific training and toolkits provided for bee-keeping.</li> <li>• Promotion of fruit marketing.</li> <li>• Training of 4 women’s groups in handicraft making.</li> </ul>
<b>Ethiopia</b>	
5,000 households from within agro-pastoral and pastoral communities are enabled to earn alternative incomes, increase food production and become more resilient to food insecurity.	As above (Djibouti).

### Progress

No progress was made due to lack of funds.

## 3 - Risk reduction efforts and capacity building (concurrent with 1 and 2)

<b>Objective 1: Build immediate to long-term support to reinforce resilience, and to protect assets from being lost through distress sales.</b>	
<b>Expected results</b>	<b>Activities planned</b>
<b>Djibouti</b>	
Development of community based structures and management systems in all areas that DRCS is working to ensure that community based systems to protect key assets are introduced.	<ul style="list-style-type: none"> <li>• Training of community level animal health workers.</li> <li>• Training and support for the development of savings and credit institutions.</li> </ul>
<b>Kenya</b>	
Development of community based structures and management systems in all villages that KRCS is	<ul style="list-style-type: none"> <li>• Training in the development of seed banks for farming communities.</li> <li>• Training of community level animal health workers.</li> </ul>

working to ensure that community based systems to protect key assets are introduced.	<ul style="list-style-type: none"> <li>• Training and support for the development of savings and credit institutions.</li> </ul>
<b>Ethiopia</b>	
Development of community based structures and management systems in all villages that ERCS is working to ensure that community based systems to protect key assets are introduced.	<ul style="list-style-type: none"> <li>• Training in the development of seed banks for farming communities.</li> <li>• Training of community level animal health workers.</li> <li>• Training and support for the development of savings and credit institutions.</li> </ul>
<b>Objective 2: Develop capacities and methodologies for longer-term food security, risk reduction, and livelihood programming.</b>	
<b>Expected results</b>	<b>Activities planned</b>
Early warning and surveillance systems in place for key areas, and participation in surveillance systems to include FEWS and basic health in cooperation with UN and other agencies.	Setting-up of early warning surveillance and reporting systems in relation to drought, animal sales, crop failure, and malnutrition.
Trained early response and recovery capacity in livelihoods within National Societies.	Training in livelihoods, methodologies for response.
Regional peer learning.	Setting-up on-line fora to share reports and learning during implementation stage across all participating national societies.

### Progress

No activity carried out due to lack of funds.

### Communications – Advocacy and Public Information

The crisis has recently attracted the attention from international news media and especially a series of reports from BBC related to hunger and food-insecurity in the Horn of Africa has significantly improved the visibility of the suffering of more than 20 million vulnerable men, women and children in the Horn of Africa. As hunger and malnutrition are highly sensitive issues with most of the Governments in the region, it is difficult for humanitarian actors that are directly involved in the response to boldly speak up about the depth of the crisis without running the risk of endangering the future implementation of their interventions. The initiatives from BBC and other news channels are, therefore, all the more appreciated by the humanitarian workers on the ground.

It is probably fair to say that the International Federation has kept a low profile with regard to this operation for the last couple of months and this mainly related to some confusion as to where to take this operation and the appeal behind it as it encountered so many difficulties in attracting relevant levels of response. The International Federation remains, nevertheless, committed to the millions of highly food-insecure who are suffering from hunger on a daily basis and is right now re-assessing needs and options for response in Ethiopia following the recent call for continued support from the Ethiopian authorities. The Horn of Africa Team and the Federation's Country Representation Office have both supported and transmitted the request from ERCS to get particular support in defining new resource mobilisation strategies and tools to the Nairobi zone office and to the International Federation Secretariat. Defining such strategies is, indeed, a real challenge taking into account the need to mobilize large scale support in favour of deeply suffering parts of populations without reflecting unduly negatively on the commitment and capacities of their national and local authorities including, for example, in an election year in Ethiopia.

The success of the *national* fundraising campaign by the KRCS shows, however, the importance of more outgoing media campaigns for the response to a humanitarian appeal. A media tour to Northern Kenya organized organize in January this year resulted in coverage by the media involved (ABC News TV, Voice of America TV and radio, Reuters TV, photo and news/feature, DPA news and feature, Toronto Star feature, Associated press TV, photo and news, Al Jazeera TV). The ABC TV crew made a longer report on drought (with a further visit to lower eastern Kenya) and climate change in Kenya for future broadcasting by National Geographic in connection with the Climate Change conference in Netherlands later in the year. There has been considerable interest in various national media outlets regarding the response, particularly in Kenya where eight media tours to the operation areas were organized. As a result, the KRCS managed to mobilize more resources nationally than the

Federation was able to raise for the same intervention *internationally*. While one must bear in mind that countries and their authorities differ in their appreciation of media efforts, the International Federation believes that KRCS should be congratulated for their successful effort to advocate on behalf of those they are committed to serve.

### Challenges

The main challenge to the operation has been inadequate funding. The HoA team and the various host Red Cross and Crescent Societies, prime implementers of the operation, did not encounter any significant difficulties with the authorities or any other partners in the implementation of their endeavors. All logistics obstacles were well overcome. This sufficiently proves that the National Red Cross and Red Crescent Societies of the region have the commitment, capacities, status and confidence from their authorities and from the beneficiaries to implement the activities that are contained in this appeal. Their work has been explicitly and repeatedly appreciated by all stakeholders.

## 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:**

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- **In Geneva:** Pablo Medina, Operations Coordinator for Eastern Africa; phone: +41.22.730.43.81; fax: +41 22 733 0395; email: [pablo.medina@ifrc.org](mailto:pablo.medina@ifrc.org)

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# International Federation of Red Cross and Red Crescent Societies

MDR64003 - Horn of Africa - Exceptional Food Security Crisis

Interim Financial Report

Selected Parameters	
Reporting Timeframe	2008/10-2009/9
Budget Timeframe	2009/1-2013/12
Appeal	MDR64003
Budget	APPEAL

All figures are in Swiss Francs (CHF)

## I. Consolidated Response to Appeal

	Goal 1: Disaster Management	Goal 2: Health and Care	Goal 3: Capacity Building	Goal 4: Principles and Values	Coordination	TOTAL
<b>A. Budget</b>	<b>75,760,327</b>					<b>75,760,327</b>
<b>B. Opening Balance</b>	<b>0</b>					<b>0</b>
<b>Income</b>						
<b><u>Cash contributions</u></b>						
<i>Andorra Government</i>	11,152					11,152
<i>Australian Red Cross (from Australian Government)</i>	460,395					460,395
<i>British Red Cross</i>	468,118					468,118
<i>Cyprus Red Cross</i>	639					639
<i>Irish Red Cross</i>	67,823					67,823
<i>Japanese Government</i>	1,185,818					1,185,818
<i>Japanese Red Cross</i>	247,100					247,100
<i>Libyan Red Crescent</i>	10,000					10,000
<i>Luxembourg Government</i>	152,952					152,952
<i>Monaco Red Cross</i>	36,906					36,906
<i>New Zealand Red Cross</i>	19,980					19,980
<i>Nordea Life &amp; Pensions SA</i>	115,960					115,960
<i>Oman - Private Donors</i>	4,399					4,399
<i>Sweden Red Cross</i>	464,549					464,549
<i>Sweden Red Cross (from Swedish Government)</i>	3,427,752					3,427,752
<i>Swiss Red Cross</i>	128,073					128,073
<i>Swiss Red Cross (from Swiss Government)</i>	272,156					272,156
<i>Unidentified donor</i>	-70					-70
<i>United Arab Emirates Red Crescent</i>	239,926					239,926
<i>WFP</i>	115,719					115,719
<b>C1. Cash contributions</b>	<b>7,429,346</b>					<b>7,429,346</b>
<b><u>Outstanding pledges (Revalued)</u></b>						
<i>Belgium Red Cross (Flanders) (from Belgian Federal Government)</i>	679,739					679,739
<i>Finnish Red Cross (from Finnish Government)</i>	1,427,277					1,427,277
<i>WFP</i>	93,507					93,507
<b>C2. Outstanding pledges (Revalued)</b>	<b>2,200,523</b>					<b>2,200,523</b>
<b><u>Inkind Personnel</u></b>						
<i>Canadian Red Cross</i>	12,613					12,613
<b>C4. Inkind Personnel</b>	<b>12,613</b>					<b>12,613</b>
<b><u>Other Income</u></b>						
<i>Services</i>	-5,798					-5,798
<b>C5. Other Income</b>	<b>-5,798</b>					<b>-5,798</b>
<b>C. Total Income = SUM(C1..C5)</b>	<b>9,636,683</b>					<b>9,636,683</b>
<b>D. Total Funding = B + C</b>	<b>9,636,683</b>					<b>9,636,683</b>
<b>Appeal Coverage</b>	<b>13%</b>					<b>13%</b>

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## II. Balance of Funds

	Goal 1: Disaster Management	Goal 2: Health and Care	Goal 3: Capacity Building	Goal 4: Principles and Values	Coordination	TOTAL
B. Opening Balance	0					0
C. Income	9,636,683					9,636,683
E. Expenditure	-7,957,263					-7,957,263
F. Closing Balance = (B + C + E)	1,679,420					1,679,420

**International Federation of Red Cross and Red Crescent Societies**

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### III. Budget Analysis / Breakdown of Expenditure

Account Groups	Budget	Expenditure					TOTAL	Variance
		Goal 1: Disaster Management	Goal 2: Health and Care	Goal 3: Capacity Building	Goal 4: Principles and Values	Coordination		
A		B					A - B	
<b>BUDGET (C)</b>		<b>75,760,327</b>					<b>75,760,327</b>	
<b>Supplies</b>								
Shelter - Relief		4,884				4,884	-4,884	
Construction Materials	407,440	121				121	407,319	
Food	11,499,084	2,427,867				2,427,867	9,071,217	
Seeds,Plants	375,000						375,000	
Water & Sanitation	3,033,890	5,599				5,599	3,028,291	
Medical & First Aid	1,506,490	2,465				2,465	1,504,024	
Teaching Materials	495,000	6				6	494,994	
Utensils & Tools	361,667	4,447				4,447	357,220	
Other Supplies & Services	7,611,300						7,611,300	
<b>Total Supplies</b>	<b>25,289,871</b>	<b>2,445,389</b>				<b>2,445,389</b>	<b>22,844,481</b>	
<b>Land, vehicles &amp; equipment</b>								
Vehicles	460,000						460,000	
Computers & Telecom	212,500	22,139				22,139	190,361	
Office/Household Furniture & Equipm.	15,000	32,147				32,147	-17,147	
Others Machinery & Equipment	4,884,395						4,884,395	
<b>Total Land, vehicles &amp; equipment</b>	<b>5,571,895</b>	<b>54,286</b>				<b>54,286</b>	<b>5,517,609</b>	
<b>Transport &amp; Storage</b>								
Storage	182,860	66,793				66,793	116,067	
Distribution & Monitoring	446,000	35,135				35,135	410,865	
Transport & Vehicle Costs	3,700,623	99,192				99,192	3,601,430	
<b>Total Transport &amp; Storage</b>	<b>4,329,483</b>	<b>201,120</b>				<b>201,120</b>	<b>4,128,362</b>	
<b>Personnel</b>								
International Staff	8,608,000	548,287				548,287	8,059,713	
Regionally Deployed Staff	20,000						20,000	
National Staff	1,416,000	7,174				7,174	1,408,826	
National Society Staff	10,922,007	74,819				74,819	10,847,187	
Consultants	1,198,300	328,294				328,294	870,006	
<b>Total Personnel</b>	<b>22,164,307</b>	<b>958,574</b>				<b>958,574</b>	<b>21,205,732</b>	
<b>Workshops &amp; Training</b>								
Workshops & Training	4,717,821	11,852				11,852	4,705,969	
<b>Total Workshops &amp; Training</b>	<b>4,717,821</b>	<b>11,852</b>				<b>11,852</b>	<b>4,705,969</b>	
<b>General Expenditure</b>								
Travel	695,509	153,008				153,008	542,501	
Information & Public Relation	303,364	14,897				14,897	288,467	
Office Costs	2,667,840	82,942				82,942	2,584,898	
Communications	2,404,423	26,966				26,966	2,377,456	
Professional Fees	49,394	6,803				6,803	42,591	
Financial Charges	23,714	-68,458				-68,458	92,172	
Other General Expenses	2,618,286	1,292				1,292	2,616,994	
<b>Total General Expenditure</b>	<b>8,762,529</b>	<b>217,449</b>				<b>217,449</b>	<b>8,545,080</b>	
<b>Contributions &amp; Transfers</b>								
Cash Transfers National Societies		3,430,714				3,430,714	-3,430,714	
<b>Total Contributions &amp; Transfers</b>		<b>3,430,714</b>				<b>3,430,714</b>	<b>-3,430,714</b>	
<b>Programme Support</b>								
Program Support	4,924,421	527,381				527,381	4,397,040	
<b>Total Programme Support</b>	<b>4,924,421</b>	<b>527,381</b>				<b>527,381</b>	<b>4,397,040</b>	
<b>Services</b>								
Services & Recoveries		86,767				86,767	-86,767	
Shared Services		750				750	-750	
<b>Total Services</b>		<b>87,517</b>				<b>87,517</b>	<b>-87,517</b>	

**International Federation of Red Cross and Red Crescent Societies**

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**III. Budget Analysis / Breakdown of Expenditure**

Account Groups	Budget	Expenditure					TOTAL	Variance
		Goal 1: Disaster Management	Goal 2: Health and Care	Goal 3: Capacity Building	Goal 4: Principles and Values	Coordination		
A							B	A - B
<b>BUDGET (C)</b>		<b>75,760,327</b>					<b>75,760,327</b>	
<b>Operational Provisions</b>								
Operational Provisions		22,979					22,979	-22,979
<b>Total Operational Provisions</b>		<b>22,979</b>					<b>22,979</b>	<b>-22,979</b>
<b>TOTAL EXPENDITURE (D)</b>	<b>75,760,327</b>	<b>7,957,263</b>					<b>7,957,263</b>	<b>67,803,064</b>
<b>VARIANCE (C - D)</b>		<b>67,803,064</b>					<b>67,803,064</b>	