

FINAL REPORT



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

MALAWI: FLOODS

9 January, 2002

This Final Report is intended for reporting on emergency appeals

Appeal No. 09/2001

Preliminary Appeal no. 09/01 launched on 28 February for CHF 2,471,910; Revised appeal issued 26 March seeking a total of CHF 3,513,691 in cash, kind and services to assist 20,000 beneficiaries with flood relief for 2 months, and 22,500 families (112,500 people) with rehabilitation assistance for a period of 4 months.

DREF Allocated: CHF 100,000

Beneficiaries: 20,000

“At a glance”

Appeal coverage: 20.4%%; the remaining balance of CHF 31,378 was planned to be used for disaster preparedness training and activities, and for replenishing disaster response contingency stocks.

Summary/Update: The quick intervention by the Malawi Red Cross Society (MRCS) and the Federation played a critical role in country's general response to the disaster. The deployment of the Federation's FACT team, the immediate distribution of relief items, and the well prepared Plan of Action all added to the strength of the programme. The government of Malawi's strong involvement in the disaster made it easier for the Red Cross, the participating NGOs and UN agencies to undertake a coordinated intervention. The importance of having a close and transparent co-operation with other players was also important for the success of the operation.

The Disaster

Some degree of flooding occurs annually in Malawi. In 2000, however, all three regions of the country, (north, central and south) were unusually severely affected. The Lower Shires regions in the south, which stretches down to the border of Mozambique, suffered most due to the low, marshy terrain and the many rivers flowing into the Shire River. The heavy rains starting in mid-February 2000 and continued throughout March, causing rivers to burst their banks on several occasions, flooding homes and farmlands, causing severe damage to properties and crops - as well as forcing thousands of families to flee their homes. Although the loss of life was minimal with most people heeding government warnings, a few people drowned attempting to cross swollen rivers. Thousands were placed at risk.

Government figures indicated that some 200,000 people had been affected by the floods, partly by losing their homes, partly by damage to crops and domestic animals. The most severely affected areas were the Chikwawa and Nsjane District in the southern part of the Shires.

The assessment carried out by the Malawi Red Cross Society (MRCS) and the Federation led to a decision to concentrate the emergency assistance in these two district, with an option to extend to other areas as needs required.

The Appeal

Preliminary Appeal 10/00 was issued on 28 February for CHF 2,41,910. A revised appeal was issued on 26 March seeking a total of CHF3,513,691 in cash, kind and services to assist 20,000 beneficiaries with flood relief for 2 months, and 22,500 families (112,50 people) with rehabilitation assistance for a period of 4 months.

The Operation

In response to the MRCS's request for assistance, a Federation FACT team was sent to Blantyre to assist the MRCS to prepare an assessment. After the conclusion of the FACT team's report and recommendations on March 6, an immediate response from the MRCS and the Federation was initiated. Emergency supplies, partly drawn from Malawi Red Cross disaster preparedness stocks in Lilongwe and partly from Federation's disaster preparedness stocks in the southern African region, were distributed to the most affected areas. The Red Cross intervention was among the first of the various governmental, UN and other NGO's and was praised by various involved factors.

With the actual emergency phase of the operation over by the end of June, the various players withdrew their assistance, leaving a few UN agencies and NGOs, among them the Red Cross, to concentrate on a rehabilitation phase. The actual Federation operation was concluded on 16 July. The MRCS also carried out bilateral project with the American Red Cross to distribute second hand clothing, soap, and hygiene kits.

With the large numbers of victims having lost homes, crops and livestock, priority was given in the initial phase to assist with shelter and food. During meetings with government and other involved agencies, and based on the findings of the FACT team, the Red Cross decided to concentrate initial efforts in the most severely affected districts of Chikwawa and Nsanje, both located in the Lower Shires of Malawi. Later, other districts were assisted mostly with non-food items.

The response from donors to the appeal was very quick and supportive, enabling the Red Cross to prepare a plan of action. It was agreed with the government district commissioners in the two main districts to focus on an emergency intervention which would ensure that the most vulnerable persons in those areas received the assistance needed as quickly as possible.

Based on the food and non-food item requirements, a distribution plan was prepared together with the governmental department of disaster preparedness. Several regular meetings were attended where other NGOs and UN agencies were present. Good co-ordination was established to prevent overlapping or duplicative efforts.

Non-food items distributed during the operation from beginning March until mid-July were: 26,020 blankets; 8,262 jerry cans; 4,000 tarpaulins; 2,996 kitchen sets; 4,000 mosquito nets; 1,119 bales of clothing; 160,000 waterpurifiers; 7,000 seed/tool kits; 10 cartons cholera puritas; 2 WHO kits; 251 tents; 50,000 chlorine strips; 345 plastic rolls; 419 plastic sheets; 2,000 buckets; 22 tins of chlorine; 1,075 cartons of UNICEF drugs; and 700 food kits.

During the rehabilitation phase (May/September) 22,500 families were assisted with seeds and tools, rehabilitation of boreholes and community training and education in water and sanitation.

The *general objectives* of the operation were to:

- provide temporary shelters.
- Provide means to cook.
- restore the ability to be self sustained.

The *specific objectives* were to:

- deliver all non-food items to the affected, targeted population by no later than the end of March.
- distribute the packets of seeds and hoes to the affected population by April 14 to enable planting to occur in time.
- respond to any cholera outbreak within 24 hours of cholera reports.
- repair or rehabilitate water pumps.
- reduce the prevalence rate of malaria by 50% within the targeted area by carrying out vector control measures during the months of April, May and June.

The Delegation

The regional relief delegate and a team of 4 delegates formed the original FACT team. The regional relief delegate stayed on as the Federation's representative, later to be replaced in late April by a consultant. In the original planning, a request for a finance and a logistics delegate was included, but as the operation became somewhat smaller than expected, it was deemed sufficient to have just one person representing the Federation and co-ordinating the operation with a counterpart co-ordinator from Malawi Red Cross.

Participation of the National Society

After the initial request for assistance from the Federation, the MRCS played a very important and active role in the operation. Office space in Blantyre, vehicles, staff and a warehouse were immediately arranged. Communication with various governmental departments and other relief agencies was arranged and an important input of local knowledge provided. In addition, disaster preparedness stocks held by the MRCS at their Lilongwe warehouse were immediately transported to Blantyre for distribution.

As the operation progressed, necessary staff was either seconded to the operation from head quarters in Lilongwe or locally employed. The secretary general took a very keen interest in the operation and visited both the Blantyre operational centre and the various areas where operations took place on many occasions.

The MRCS has a large number of volunteers in the various districts of the country. In the Chikwawa and Nsanje districts, there are 30 volunteers in each district all trained in first aid, disaster preparedness, sanitation and all are active in blood collections. They formed the basics of the field operation and worked very hard, partaking in the distribution and the drawing up of lists of beneficiaries and assisted the programme in many ways.

An experienced coordinator was seconded to the operation. He took an active part in the needs assessment and with his background from the FACT Mudzi workshop in Zimbabwe in October, 2000 he was well prepared for the work.

Cooperation with the authorities and other agencies

The government of Malawi declared a state of emergency in 13 districts out of the total of 27 on 25 February and set up an ad hoc disaster relief committee chaired by the Commissioner for Disaster

Preparedness, Relief and Rehabilitation. This committee consisted of members of all involved parties, including government, UN agencies and NGOs. Both the MRCS and the Federation representative took a very active part in this committee and attended all the meetings. Sub-committees were formed; one covering shelter and non-food items and which was chaired by the MRCS and the Federation. The MRCS and the Federation were also members of the food sub-committee. During the emergency phase of the country wide operation (March to mid/end June), bi-weekly meetings of the various committees were held.

During the assessment by the FACT team, close co-operation was established with MSF - France and Luxembourg a co-operation which carried on during the whole operation.

UNICEF and UNDP asked the MRCS and Federation to assist with the distribution of relief items on their behalf, which was successfully carried out. The British High Commission and the Netherlands' government donated in cash and in kind through the MRCS and the Federation, and the distribution of these donations was carried out successfully.

Analysis of the Operation

Objectives and Plans of Action

The appeal objectives and the plan of action were, on the whole, appropriate but some adjustments were made as considered necessary and appropriate. Because not all the non-food items were received in the initial stage of the emergency phase or were received much later than projected, the objective to deliver and distribute immediate relief items was delayed.

Objective: Delivery of all non-food items by end of March

This was not possible, but was achieved by the end of June. Donations of NFI were still being received until the beginning of June.

Objective: Distribution of seeds and tools to be done by 14 April

This was not possible - the government of the Netherlands donated 2,000 seed and tool kits, which arrived during the first days of June and were immediately distributed, as the planting season was coming to an end. Another 5,000 kits donated by American Red Cross came in two lots, first 5,000 10 kg packages of maize seeds, which were distributed in May. The balance of vegetable seeds and tools were distributed in late June.

Objective: Responding to cholera outbreak within 24 hours

Although there have been minor outbreaks of cholera, no large scale outbreak has occurred. However, the MRCS distributed 32 cholera kits from the Federation stocks to hospitals in Nsanje and Chikwawa Districts and undertook extensive training of both Ministry of Health and community persons.

Objective: Within the targeted area, all water pumps have been rehabilitated and repaired by the end of June

Unfortunately, the water and sanitation part of the appeal was not met as planned. However, donations from the Liechtenstein, Spanish, Norwegian and recently Icelandic Red Cross enabled the MRCS to start a watsan project aimed at rehabilitating 15 boreholes in each of Chikwawa and Nsanje District, supplying watertanks to beneficiaries, and training both Ministry of Health and the local communities in sanitation.

Objective: Reduce malaria by 50%

A distribution in Chikwawa and Nsanje districts of 4,000 family mosquito nets from the Federation stocks was completed. In view of the short life of the programme, it was considered better to

concentrate on making the communities aware of the dangers of stagnant water and general sanitation awareness. Vector control is considered expensive and has to be a continued effort, not only a two months intervention.

Specific comments on the actual operation.

Beneficiary selection

Selection of beneficiaries was basically carried out by the District Commissioners (DC). When approached by the MRCS, indicating a certain amount of relief items, the DC prepared a list of the people most in need. Although the final decision of the targeted beneficiaries was with the Red Cross, a close co-operation with the DCs is important.

Organization of distributions

The DCs were instrumental in giving the necessary information for the distribution - which on the whole, worked well. When distribution centres were identified, transport was arranged and Red Cross supervisors went into the field, arranging with local based Red Cross volunteers to prepare the necessary lists and perform the actual distribution. This worked very well.

In-country purchasing

The Netherland's Embassy, on behalf of the Netherlands Government, donated US\$ 38,000 towards the purchase of seed and tool kits, which were purchased locally. Delays were encountered however due to the procedures for the purchase of the supplies. In retrospect, more procurement flexibility would have been useful.

Relations with the national society

Very good on all accounts. All reports from the operation centre in Blantyre were approved by the national headquarters in Lilongwe before being distributed and telephone/e-mail communications were made several times a week.

Logistics: warehousing, and transport

An adequate warehouse was provided by the MRCS in Blantyre and a warehouse officer with limited experience was seconded. Inadequate filing systems were in place but rectified in May, enabling the operation - to a large extent - to satisfy donors.

Transport for distribution was hired from local companies - with a varying degree of efficiency. During the last months of the operation, a single transporter was exclusively used. Being the largest transport company in the country they were not only able to give a very competitive rate but also performed very well.

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

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

This operation sought to administer to the immediate requirements of the victims of this disaster. Subsequent operations to promote sustainable development or long-term

capacity building will require additional support, and these programmes are outlined on the Federation's website.

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INTERNATIONAL FEDERATION OF RED CROSS AND RED CRESCENT SOCIETIES

Interim report	
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Final report	X

Appeal No & title: 09/2001 Malawi floods

Period: year 2001 provisional

Project(s): PMW503

Currency: CHF

I - CONSOLIDATED RESPONSE TO APPEAL

FUNDING	CASH		KIND & SERVICES		TOTAL INCOME
	Contributions	Reallocations	Goods/Services	Personnel	
Appeal budget	3,513,691				
less Cash brought forward	21,643				
TOTAL ASSISTANCE SOUGHT	3,492,048				
<u>Contributions from Donors</u>					
American Red Cross (DNUS)	6,154				6,154
Austrian Red Cross (DNAT)	55,247				55,247
British Government (DGGB)	1,086				1,086
British Red Cross (DNGB)	73,665				73,665
British Red Cross (DNGB)	458				458
Canadian Govt.via Canadian Red Cro	109,900				109,900
Canadian Red Cross (DNCA)	21,837				21,837
Icelandic Red Cross (DNIS)	15,933				15,933
Kuwait Red Crescent (DNKW)	12,902				12,902
Liechtenstein Govt. through R.C (DGN	25,300				25,300
Liechtenstein Red Cross (DNLI)	25,300				25,300
Malawi Private donors through Red Cr	1,824				1,824
Malawi Private donors through Red Cr	443				443
Netherlands Government (DGNL)	63,403				63,403
Norwegian Red Cross (DNNO)	21,333				21,333
Spanish Red Cross (DNES)	45,600				45,600
Swedish Govt.via Swedish Red Cross	127,125				127,125
UNICEF (DH06)	1,859				1,859
UNICEF (DH06)	2,048				2,048
DREF	100,000				100,000
Danish Govt			96,395		96,395
Kuwait RC			79,637		79,637
TOTAL	711,418		176,032		887,450
Coverage	20.4%		5.0%		25.4%

II - Balance of funds

Opening balance	21,643
CASH INCOME Rcv'd	711,418
CASH EXPENDITURE	-701,683

CASH BALANCE	31,378

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III - Budget analysis / Breakdown of expenditures

Description	Appeal Budget	CASH Expenditures	KIND & SERVICES		TOTAL Expenditures	Variance
			Goods/services	Personnel		
<u>SUPPLIES</u>						
Shelter & Construction	256,440	52,854			52,854	203,586
Clothing & Textiles	806,000	177,588	96,395		273,983	532,017
Food/Seeds	588,150	62,643			62,643	525,507
Water	218,037					218,037
Medical & First Aid	55,000					55,000
Teaching materials						
Utensils & Tools	404,393	49,387			49,387	355,006
Other relief supplies	115,103		79,637		79,637	35,466
Sub-Total	2,443,122	342,471	176,032		518,503	1,924,619
<u>CAPITAL EXPENSES</u>						
Land & Buildings						
Vehicles						
Computers & Telecom equip.		11,443			11,443	-11,443
Medical equipment						
Other capital expenditures	38,957	3,229			3,229	35,728
Sub-Total	38,957	14,672			14,672	24,285
<u>TRANSPORT & STORAGE</u>						
	249,269	105,643			105,643	143,626
Sub-Total	249,269	105,643			105,643	143,626
<u>PERSONNEL</u>						
Personnel (delegates)	332,782	25,851			25,851	306,931
Personnel (local staff)		52,328			52,328	-52,328
Training						
Sub-Total	332,782	78,178			78,178	254,604
<u>GENERAL & ADMINISTRATION</u>						
Assessment/Monitoring/experts		16,293			16,293	-16,293
Travel & related expenses	28,000	7,405			7,405	20,595
Information expenses	4,444	5,819			5,819	-1,375
Administrative expenses	30,611	27,279			27,279	3,332
External workshops & Seminars						
Sub-Total	63,055	56,796			56,796	6,259
<u>PROGRAMME SUPPORT</u>						
	386,506	87,162			87,162	299,344
<u>OPERATIONAL PROVISIONS</u>						
Transfer to National Societies		16,760			16,760	-16,760
TOTAL BUDGET	3,513,691	701,683	176,032		877,715	2,635,977

Consumption rate: Expenditures versus income 99%
Expenditures versus budget 25%