

DREF operation final report



International Federation
of Red Cross and Red Crescent Societies

South Africa: Urban Disturbances

DREF Operation n° MDRZA002
23 August 2009

The International Federation's Disaster Relief Emergency Fund (DREF) is a source of un-earmarked money created by the Federation in 1985 to ensure that immediate financial support is available for Red Cross Red Crescent response to emergencies. The DREF is a vital part of the International Federation's disaster response system and increases the ability of national societies to respond to disasters.

Summary: CHF 373,576 (USD 355,787 or EUR 249,051) was allocated from the International Federation's Disaster Relief Emergency Fund (DREF) to support the South African Red Cross Society (SARCS) in delivering immediate assistance to 30,000 beneficiaries affected by urban disturbance.



The Netherlands Red Cross contributed CHF 81,350 from their Silent Emergencies Fund to the DREF towards the replenishment of the allocation made for this operation. The major donors to the DREF are the Irish, Italian, Netherlands and Norwegian governments. Details of all donors can be found on <http://www.ifrc.org/what/disasters/responding/drs/tools/dref/donors.asp>

A series of urban disturbances due to violent attacks against foreigners living in informal settlements began in May 2008 in Johannesburg; but spread to KwaZulu-Natal and Western Cape Provinces. According to the report issued by the IOM in February 2009¹, the urban disturbances caused 62 deaths among these were 21 South Africans, at least 670 wounded, dozens of reported rape cases and approximately 100,000 people displaced and their property worth of millions of dollars looted. In collaboration with the local authorities, the IFRC and ICRC, various UN agencies, international and national NGOs, faith-based organisations and other civil society organisations, SARCS instantaneously responded to the needs of the displaced families; becoming the lead agent in the operation.

The DREF was helpful in supporting SARCS response operation and was used for beneficiary registration exercises, relief at the internally displaced person (IDPs) centres, emergency healthy services and the distribution of food and non-food items. SARCS also utilised the funds to further enhance its volunteer capacity on camp management, tracing, psychosocial support and relief distribution. Supportive systems and procedures were also strengthened such as resource mobilisation, donor management, stakeholder relations, communication and media relations.

[<click here for the final financial report, or here to view contact details>](#)

¹ International Organization for Migration: "Migrants' Needs and Vulnerabilities in Limpopo Province, RSA" – February 2009

The situation

Since 1994, South Africa has been a primary destination and a point of transit for people from across the African continent and beyond. Due to its status as the economic powerhouse of Africa, South Africa attracts people seeking opportunities, employment and prosperity. There are also a significant number of migrants seeking political refuge in a country known for its strong democracy and modern constitution. This migrant population comes from different parts of Africa, with the largest numbers from the Democratic Republic of Congo, Somalia, Ethiopia, Angola, Burundi, Rwanda, Tanzania, Uganda, Kenya and, more recently, Zimbabwe.

The migrant population has not, however, been welcomed by all. Some South Africans in urban informal settlements and townships perceived immigrants living amongst them as being in competition for scarce jobs, housing and education, and supposedly contributing to high crime rates. On 11 May 2008, these tensions spilled over into violence and a wave of attacks against foreign nationals.

The first attacks occurred in Alexandra Township in the Johannesburg metropolitan area and were extremely violent. Mobs looted and burned shacks and informal businesses belonging to migrants whilst foreigners were chased and beaten. The hostility quickly spread to other informal settlements around Gauteng and, by the end of May, violence had also erupted in the Western Cape, Limpopo and KwaZulu-Natal provinces. Hundreds of people were reported injured, and tens of thousands of people fled their homes, taking shelter at nearby police stations and community halls. Many of these people were unable to salvage even the most basic of their belongings. In total, the violence displaced at least 100,000 people.

SARCS was able to mobilise staff and volunteers to respond as soon as the major attacks began. Early in the operation the SARCS Gauteng provincial team provided emergency relief items (including food and blankets) to those taking shelter at temporary sites around the province. In anticipation of the spread of attacks to other provinces, SARCS also prepared the Western Cape and KwaZulu-Natal provincial teams to respond effectively and rapidly by ensuring a sufficient stock of relief supplies, including non-perishable foods, blankets and First Aid kits.

Mid 2008, the government gradually consolidated the temporary shelter sites and eventually closed them, encouraging re-integration and in some cases voluntary repatriation. On 30 September 2008, the Gauteng provincial authorities stopped services to all its official safety sites, thus forcing the majority of camp inhabitants to leave. At the beginning of 2009, there were 450 (IDPs) still remained at the Acasia site near Pretoria, which was officially closed on 2 March 2009. Similarly in the Western Cape Province, approximately 700 refugees remained at Blue Waters near Strandfontein and at Youngsfield in Wynberg - despite the fact that both sites closed officially in November 2008. Over 40,000 people, predominantly Malawian and Mozambican have been voluntarily repatriated. In each of their home countries, their National Red Cross Society has assisted the government in providing humanitarian assistance for the returnees.

The process of closing these sites has had its challenges, particularly in instances of refugees who are unwilling or too afraid to re-integrate. In Durban, this led to 166 Congolese, mostly women and children, seeking shelter in Albert Park where faith-based organisations provided temporary tents for shelter. However, there is also a minority of people who while not affected by the violence, have seen the crisis as an opportunity to seek third country resettlement.

In terms of local support, SARCS national revised appeal of R7 million (967,000 Swiss Francs) was surpassed by at least another R7 million (967,000 Swiss Francs) through an outpouring of support from the General public, private sector and members of the international community. In addition, SARCS also received a substantial amount of in-kind donations (food and non-food) contributed for use in the operation.

Coordination and Partnerships

SARCS worked closely with all major stakeholders throughout this operation, and has ensured communication through the dissemination of operational, technical and financial information and reports. There has been collaboration with various government departments, and attendance to coordination and planning meetings at the local, provincial and national levels. Following a request from the Western Cape authorities, SARCS and ICRC joined an inter-agency team (along with various UN agencies and NGOs) which facilitated SPHERE training in June 2008 for many provincial and city department staff involved with the xenophobic crisis.

SARCS also cooperated with various UN agencies, including UN-OCHA, UNHCR, UNICEF, WHO, FAO and WFP. UNHCR monitored the situation at the various shelters, and UNICEF delivered emergency supplies to SARCS and the City of Johannesburg Migration Desk. WHO examined the requirements in preventative and curative health, whilst SARCS provided food and non-food items at centres. SARCS has also collaborated with domestic and international NGOs, including OXFAM, MSF, Action Aid and IOM, to ensure an effective response to those in need.

The Movement partners, IFRC and ICRC provided technical and operational assistance in procurement, logistics, relief distributions, donor liaison/management, communications, media management and progress tracking and reporting. The IFRC provided the services of a shelter expert, a relief delegate, an operations manager and a reporting delegate. The ICRC seconded a logistics delegate to develop improved logistics systems and tools and to train provincial staff.

SARCS, IFRC and ICRC shared the task of participating in the integrated Joint Operational Committee (JOC) convened by the National Disaster Management Centre (NDMC), both at the national and provincial levels. The authorities and other agencies relied upon this committee for operational expertise and situational assessment and reports. The NDMC and the JOC were responsible for overseeing the response coordination and the activities of the humanitarian actors.

SARCS and IFRC, in cooperation with WITS University, UN-OCHA and UNDP, started planning and negotiation in 2008 to conduct a survey involving 2000 individuals, both foreigners and South Africans in Alexandra Township and in the inner city, on the needs of migrants and their host communities after the integration. The process will be complete during the 1st quarter of 2009 and the report will be shared widely with all stakeholders.

Red Cross and Red Crescent action

SARCS mobilised volunteers and staff from the national office, five provincial offices, 35 branches and 100 local committees across the country. The operations team comprised of social workers, psychologists, nurses, disaster relief officers and home-based care officers. At the end of June 2008, the IFRC Country Office recruited additional support for the operation for a three-month period in the form of an IFRC operations advisor. A regionally recruited reporting advisor was appointed for a month to provide support on reporting and statistics.

SARCS provided a range of services to tens of thousands of people at most of the temporary shelters called Centres of Safe Shelter (CoSS) (see Objective 1: tables 1-3), reviewing and adjusting its methods during the operation to ensure the most appropriate responses. For example in KwaZulu Natal, where a significant number of people were housed in shelters run by faith-based organizations, SARCS adjusted its distribution method to provide support to those organizations already in place, rather than provide a direct response to those affected.

In summary, SARCS conducted the following activities:

- Registration of beneficiaries for emergency relief needs in IDP centres;
- Emergency and First Aid services, including referrals to clinics and hospitals;
- Food and non-food item distributions, in cooperation with other stakeholders (blankets, sanitary towels, toilet rolls, hygiene packs, baby kits, rice, maize sump, canned food, chicken pieces, bread, clothing and other assorted food stuff);
- Resource mobilisation (material, human and finance);
- Volunteer management and coordination;
- Media liaison and communication;
- Tracing service for missing people, in collaboration with the ICRC;
- Basic counselling and psychosocial support;
- Promoting partnerships and collaborating with other stakeholders such as the government, UN agencies, NGOs, faith-based organisations and local private companies;
- Promoting community participation, capacity-building and the involvement of foreign nationals' community leaders in decision-making and service delivery when possible (e.g. cooking and health promotion in their own language).

Progress towards objectives

Relief Distribution (food and basic non-food items)

Objective 1: Distribute food and non-food relief items to a target population of 30,000 people of the most vulnerable in selected IDP temporary relocation centres across the country.

Achievements

Through the use of well established procedures on data collection and registration, SARCS was able to continuously assess the actual number of displaced persons per site and making the necessary adjustments. A ration card system, introduced in June 2008, contributed to effectiveness and efficiency in the supply chain and distribution of relief items. Based on the needs, the Gauteng Province was concentrating on distributing food parcels, whilst the Western Cape had to provide cooked meals to the families at the IDP centres.

Table 1: Overview of assistance provided by SARCS in the Gauteng Province

Gauteng	No. of Sites	No. of people assisted	Food Parcels distributed	Hygiene Kits distributed	Baby Kits distributed	Blankets distributed	Maize Meal bags distributed
May	26	29,084	21,577	15,033	5,609	22,755	339
June	11	8,521	5,040	1,644	2,795	5,729	2,768
July	9	6,544	3,809	1,401	3,060	856	498
Total	46	44,149	30,426	18,078	11,464	29,340	3,605

Table 2: Overview of assistance provided by SARCS in the Western Cape Province

Western Cape	Allocated Sites	No. of people assisted	No. of cooked meals provided	Ad hoc sites	No. of people assisted
May	7	3,930	6,680	14	10,561
June	12	1,842	5,777	10	5,024
July	10	1,484	3,495	2	320
Total	29	7,256	15,952	26	15,905

Table 3: Overview of assistance provided by SARCS in the KwaZulu Natal Province

Kwa-Zulu Natal	No. of Sites	No. of people assisted
May	11	559
June	7	404
July	4	82
Total	22	1,045

Anti-discrimination Campaign

Objective 2: Improve the spirit of tolerance and co-existence, particularly among the host communities in South Africa.

Achievements

In order to maintain the Fundamental Principle of neutrality, SARCS engaged on an anti-discrimination campaign according to the needs as identified through regular rapid assessments. The campaigns were based on the existing anti-discrimination materials developed in line with the International Humanitarian Law with a particular focus on the Movement's Fundamental Principles, for actions and community sensitisation. Volunteers active at the temporary shelter sites were trained on the Fundamental Principles and Humanitarian Values in order to roll out to the beneficiaries. Preventive peer education and community sensitisation were started in July to complement the anti-discrimination campaigns; and became part of the on-going community-based work. The activities have been mainstreamed into the long-term training curriculum and activities on community-based volunteers as a preparedness measure.

As part of its role in an interagency team with the UN, other international organisations and NGOs, SARCS has also contributed to discussions and strategy development for reintegration issues including conflict mediation and community sensitisation.

Objective 3: To develop logistic procedures establishing a central warehouse and arranging for appropriate transportation to distribution points.

Achievements

With the assistance of the IFRC short-term relief delegate and ICRC short-term logistics delegate, infrastructural adjustments were made in terms of warehousing and relief distributions across the three most affected provinces. In early July 2008, the recommended systems and administration were implemented after training the warehouse personnel.

Additional to the central warehouse in Johannesburg, five rented containers at the Germiston provincial office served as temporary storage space for thousands of donations. Suppliers were encouraged to deliver purchased goods directly to the temporary shelter sites, where SARCS teams distributed them to beneficiaries. The IDP registration system successfully impacted on logistics and the appropriate distribution of relief items.

In-kind donations were valued and recorded upon receipt in order to monitor the level of assistance. Through bilateral arrangements, the American Red Cross advice on how to improve donor management and proper recording on in-kind donations. Complementary to that, IFRC technically supported through the provision of additional staff to work with the volunteers, upon request of the National Society.

Conclusion

SARCS elevated and consolidated its humanitarian reputation and raised its profile within South Africa as a reliable humanitarian actor on issues affecting the people. Its capacity has been enhanced and has strengthened its aptness to undertake re-integration and anti-discrimination activities as part of a long-term solution to xenophobia in South Africa.

However, SARCS has identified the need to develop a crisis communication strategy and enhance its communications capacity. SARCS received positive media coverage from this operation - NGO Watch² placed the Red Cross at the top of the media coverage list in May 2008 - which led to overwhelming media interest that lay beyond SARCS' existing communication capabilities.

There were significant strengths in SARCS's response and performance, including its existing network of volunteers, tracing capabilities, resource mobilisation, and SARCS's relationship with the government and other key actors. Certain activities, such as the registration of IDPs, the use of a Code of Conduct, and the recording of monetary and in-kind donations were identified as areas in need of improvement in a 2009 UN-Government report on the lessons learned from the response³ - all activities that SARCS already implements rigorously.

The report also recommends better capacitating civil society organisations through training in international humanitarian response systems and standards. The report suggests that the Code of Conduct and the SPHERE minimum standards of humanitarian assistance training could be provided by SARCS and/or IFRC. The report also recommends that the government invites SARCS to participate in national disaster management advisory forums, in acknowledgement of SARCS's experience in disaster management.

SARCS welcomes the opportunity to discuss and develop reintegration, disaster management and cooperation strategies with the government and other major actors; an essential undertaking for reducing the duration of any future crisis to a matter of weeks instead of months. Discussions in this regard might be possible through the proposed National Civil Society Co-ordination Forum for Disaster Response and the proposed Inter-Agency Humanitarian Partnership Forum of RSA, which were initiated in 2009 by the United Nations, involving the GoSA and all other actors active in humanitarian cooperation.

² <http://www.prweek.com/uk/search/article/816506/Red-Cross-wins-coverage-help-South-Africa/>

³ UNOCHA ROSA: Recommendations Stemming from Lessons Observed of the Response to Internal Displacement Resulting from Xenophobic Attacks in South Africa May- December 2008

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

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International Federation of Red Cross and Red Crescent Societies

MDRZA002 - South Africa - Urban Violence

Final Financial Report

Selected Parameters	
Reporting Timeframe	2008/5-2009/07
Budget Timeframe	2008/5-2009/07
Appeal	MDRZA002
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
A. Budget	373,567					373,567
B. Opening Balance	0					0
Income						
<u>Other Income</u>						
<i>Voluntary Income</i>	373,567					373,567
C5. Other Income	373,567					373,567
C. Total Income = SUM(C1..C5)	373,567					373,567
D. Total Funding = B + C	373,567					373,567
Appeal Coverage	100%					100%

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	373,567					373,567
E. Expenditure	-371,848					-371,848
F. Closing Balance = (B + C + E)	1,719					1,719

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MDRZA002 - South Africa - Urban Violence

Final Financial Report

Selected Parameters	
Reporting Timeframe	2008/5-2009/07
Budget Timeframe	2008/5-2009/07
Appeal	MDRZA002
Budget	APPEAL

All figures are in Swiss Francs (CHF)

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
BUDGET (C)		373,567					373,567	
Supplies								
Clothing & textiles		1,818					1,818	-1,818
Food		84,911					84,911	-84,911
Medical & First Aid		5					5	-5
Utensils & Tools		3,796					3,796	-3,796
Total Supplies		90,530					90,530	-90,530
Land, vehicles & equipment								
Office/Household Furniture & Equipm.		1,575					1,575	-1,575
Total Land, vehicles & equipment		1,575					1,575	-1,575
Transport & Storage								
Storage	208,122	77,797					77,797	130,325
Distribution & Monitoring		2,073					2,073	-2,073
Transport & Vehicle Costs	11,245	49,630					49,630	-38,384
Total Transport & Storage	219,368	129,500					129,500	89,868
Personnel								
International Staff	30,209	9,947					9,947	20,262
Regionally Deployed Staff	40,320	4,465					4,465	35,855
National Staff		12,288					12,288	-12,288
National Society Staff		21,040					21,040	-21,040
Consultants		12,529					12,529	-12,529
Total Personnel	70,529	60,269					60,269	10,260
Workshops & Training								
Workshops & Training		30,328					30,328	-30,328
Total Workshops & Training		30,328					30,328	-30,328
General Expenditure								
Travel	9,800	8,183					8,183	1,617
Information & Public Relation	40,798	18,816					18,816	21,982
Office Costs	840	2,244					2,244	-1,404
Communications	7,951	4,307					4,307	3,644
Financial Charges		-9,163					-9,163	9,163
Other General Expenses		11,090					11,090	-11,090
Total General Expenditure	59,389	35,477					35,477	23,912
Programme Support								
Program Support	24,282	24,170					24,170	112
Total Programme Support	24,282	24,170					24,170	112
TOTAL EXPENDITURE (D)	373,567	371,848					371,848	1,719
VARIANCE (C - D)		1,719					1,719	