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INFORMATION PAPER ON NON-FOOD COMPONENT OF RELIEF INTERVENTIONS IN THE HORN OF AFRICA

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ISSUE

1. Responding effectively to a major humanitarian emergency requires a comprehensive and balanced approach involving the various types of relief supplies and services offered by different agencies. This includes the provision of food and non-food items, both in relief interventions and in immediate post-crisis recovery-oriented programmes. However, a quick review of United Nations Consolidated Appeal (CAP) funding from 1996–2000 (Annex I) reveals an imbalance in the funding of these two items. Agencies such as WFP, UNHCR, and UNICEF—those that have a strong field presence and provide perhaps the most visible and tangible (and easily monitored) forms of assistance—have clearly received more donor attention. The consequence of this phenomenon is that some sectors and programmes have been relatively neglected.
2. Funding patterns clearly differ among various emergencies. Though a comprehensive analysis of all relevant factors to explain the trend would be more appropriately undertaken by the Office for the Coordination of Humanitarian Affairs, this paper is an initial attempt to raise questions for the attention of donors, based largely on the experience of the recent drought-related emergency in the Horn of Africa. In that case lack of funding for non-food items compromised the effectiveness of all relief programmes, including WFP operations that were fairly well resourced.

HORN OF AFRICA DROUGHT, 2000–2002

3. Finding adequate funding for non-food items was a major problem in the response to the recent humanitarian crisis in the Horn of Africa. In her capacity as the Secretary-General's Special Envoy to the Horn of Africa, the Executive Director of WFP raised the issue of donations for appropriate non-food items repeatedly during press conferences, interviews with journalists and meetings with donor country representatives. The pattern of donor country contributions to the Horn of Africa Consolidated Appeal illustrates the problem clearly: During the drought crisis lasting from 2000 into 2001, non-food aid was funded at only 28 percent of the requested level, compared with 70 percent for food aid. This occurred despite the fact that donors knew that in many of the large-scale life-threatening natural disasters of the past—such as the Sahel drought of 1972–1974, the Ethiopia famine of 1984–1985 and the recent volcanic eruption in Goma—lack of water, poor sanitation and the risk of epidemics were the issues that news correspondents highlighted in their field dispatches. This in no way diminishes the critical importance of food aid, but it raises the issue of chronic shortfalls in other vital areas. In fact, the nutritional impact of food aid is significantly reduced when other root causes of malnutrition are not addressed, such as inadequate health care, lack of education, and poor sanitation and water supplies.
4. The international response to the Horn of Africa crisis prevented famine, and sought to generate a recovery climate for the affected populations based on the concept of rebuilding their livelihoods. In her first report on the situation, based on a field visit in April 2000, the Special Envoy of the Secretary-General drew attention to the fact that the “priority areas” were water, basic medicines, food, seeds and livestock. She said that support in enhancing security, transport and infrastructure were also crucial to ensuring effective delivery of relief assistance. This appeal for contributions of resources in addition to food was reiterated in September 2000, after the Special Envoy's second field visit, and repeated in all subsequent interventions on the subject of the Horn of Africa



region: at donor meetings, appeal sessions, the Economic and Social Council (ECOSOC) humanitarian segment discussions in Geneva in July 2001, and in the Consolidated Appeal presentation in Washington in November 2001.

5. A central theme regarding the Horn of Africa was that water is essential for survival—not only of human beings but also of the livestock on which pastoral communities depend—and that poor-quality water leads to diarrhoeal diseases and increased child mortality. In addition to water, essential drugs to treat diarrhoea, malaria, respiratory diseases, measles and meningitis epidemics must be made available; similarly, seeds and tools are needed for farming communities to enable them to recover at the next harvest. The Special Envoy further stressed the need for an information network to monitor security coordination, movements of people, and communications and logistics arrangements, including road and port rehabilitation.
6. In the first few months of the crisis, donor support was generous and balanced between various sectors of the appeal, including the non-food item elements. The Special Envoy was able to report some substantial achievements, including effective coordination among agencies, access to clean water in some critical locations, immunization campaigns against measles and meningitis, and enhanced security. But there were also troubling flaws: Water was not accessible in all areas or the containers provided were not the right size. Given the pastoral nature of the affected population, it was impossible to make immunization universal. But these efforts, and massive infusions of food aid, allowed the Special Envoy to conclude that famine had been prevented in time; the loss of lives was measured in the thousands rather than in the millions that had been feared.
7. By 2001, however, donor support for the crisis had become increasingly uneven, with a heavy emphasis on food aid. Recovery was not yet in sight, and the number of people in need of some level of relief aid actually rose, even as the threat of famine was considerably reduced. Although the level of support was still generous, lack of funding in non-food sectors made it difficult to re-establish livelihoods as part of a recovery strategy. At the time of the drafting of this paper, in January 2002, recovery is still a long way off. Famine is not likely, but the number of people in need of humanitarian assistance remains high, at about 7 million.

The Relationship of Food to Non-food Elements in Humanitarian Response

8. In most cases, cyclical drought, a feature of areas such as the Horn of Africa, would hardly rate as an emergency in an affected country were the economic situation of that country's population better. The Horn of Africa's economies have deteriorated over time, and the number of chronically food insecure people has been steadily growing. In March 2000, there were 16 million people at risk, and today, despite a successful relief intervention, assistance is still necessary for more than 7 million. The key to recovery is rebuilding livelihoods as well as food security. Those who have been affected by successive droughts, bad harvests and declining incomes need to be given an opportunity to rebuild their household assets. The livelihoods recovery strategy embodied in the United Nations Horn of Africa appeal required both food and non-food inputs to achieve optimal, lasting results.
9. Food and non-food forms of assistance, therefore, are intertwined in the humanitarian response in the Horn of Africa. Some common experiences of their interrelatedness include:
 - If a food deficit is caused by drought, the livelihoods of farmers and pastoral communities have been compromised, and their asset base exhausted. Even if food aid helps them to survive the crisis, they will need seeds (normally consumed as a last



resort) to plant for the next harvest, and the pastoralists will need to rebuild their animal herds. They may need technical help, veterinary assistance and the rehabilitation of water points or new boreholes. If these do not materialize—as they have not sufficiently in the Horn so far—one food emergency is followed by another and yet another. It is possible to design interventions based primarily on food aid that address asset-creation. In the case of the Horn, however, the United Nations pursued a multi-sector approach that required substantial non-food inputs to resolve food security problems. Without these other inputs, not only will the underlying food security problems not be solved, but there will also be great risk of creating chronic dependency on food aid.

- Despite the availability of food aid, malnutrition rates in all countries of the Horn have remained high, with some continuing to rise (Somalia, Somali region of Ethiopia, Eritrea). This is not surprising, given that malnutrition problems are a result of a combination of factors. Elements such as clean water, sanitation and care practices must be addressed together with the provision of food to prevent nutritional status from deteriorating. Food assistance is only one—albeit the most important—of several inputs needed to tackle the problem of malnutrition.
- Unfortunately, the various sectors and elements of an emergency appeal or budget, such as food, water, medicines and seeds, are sometimes treated separately by donors or agencies. Food is often the most well resourced.

Why Are Non-food Items Not as Well Resourced as Food in Emergencies?

10. After the most drastic phase of the emergency in the Horn had passed, funding of non-food items began to decline, negatively affecting the ability of people to re-establish their assets and recover from the drought. There could be many reasons for insufficient donor funding of non-food items. These vary by donor, year, emergency and other factors. The following is a list of some possible reasons for these shortfalls. All are, of course, arguable.
 - **Visibility and need:** Food is often a great need, and food aid has a comparatively high profile. While clean water, medicine, etc. are also great needs, their provision is not always as visible.
 - **Media “oversight”:** When an emergency is in the headlines, most of its resulting needs are met. But once it is no longer in the public eye, the level of funding for it diminishes. Food is almost always a primary need, but agricultural- and health-related programmes are sometimes considered part of reconstruction, and by then the cameras are long gone.
 - **Starvation:** People worldwide will not accept starvation, and donor governments generally move quickly so that it does not occur. The same appreciation for water quality and illness does not exist at the same immediate and basic level.
 - **Delivery mechanisms:** Distribution mechanisms for food aid are often already in existence or are comparatively easy to create. Some programmes requiring non-food inputs (such as health care systems and agriculture extension) need trained staff and an administrative network, which may be weak, have collapsed during a crisis or not exist at all.
 - **In-kind donations:** Donors can give food aid either in cash or in kind, allowing for more flexibility, and more funding sources in some cases. Large-scale non-food donations are provided mostly in cash.



- **NGOs:** In some cases, donors may choose to contribute to NGOs rather than to United Nations agencies. Although food may be provided in this manner, it is more likely that non-food item support is provided through NGOs. Donors cite valid reasons for this, such as interest in building local NGO capacity, interest in supporting home country international NGOs, and high levels of confidence in NGOs' work. However, if such donations are not well coordinated with other efforts, there may be major gaps and difficulties in assessing coverage in funding for an entire emergency.
- **Resource windows:** Many donors have more funding sources and total resources available for emergencies, but fewer for development. They may sometimes consider emergency appeals, especially for non-food items, as more developmental than emergency oriented.
- **Development responsibility:** Some donors will fund operations for short-term emergencies, but expect the host country to handle more long-term developmental needs or that such needs will be met through lending by international development banks.

SUGGESTIONS FOR FUTURE ACTION

11. Governments may want to undertake a comprehensive review of this issue to improve the appeal process and overall emergency response over the longer term. Some follow-up actions and areas for further research might include:
 - Ensure more formal coordination among the United Nations agencies, NGOs and host governments. This might include collective reports on how donations were used in emergencies; and follow-up and close-out reports after CAP appeals, noting what each organization requested and what was received by agencies, NGOs and recipient governments in order to determine if the overall need assessed by the United Nations was met and provide a basis for analysing the precise nature of shortfalls.
 - Review agency performance against appeals and analyse why some agencies are consistently poorly resourced. Find out if agency requests could be better handled through other funding mechanisms. Examine the roles played by varying levels of donor confidence, operational comparative advantage, operational track records and other factors.
 - Determine exactly what are the categories of under-funding in key sectors during a crisis response. A review should be undertaken to improve WFP knowledge of the impact of imbalances in funding patterns on the effectiveness of humanitarian action. The Office for the Coordination of Humanitarian Affairs would be an appropriate body to coordinate such a review.
 - During preparation of CAPs, emphasize the complementary nature of the various sectors. Some effort could be made to attach clearer priorities to the different parts of each Consolidated Appeal.
 - Donors could give a global pledge that would more comprehensively address the various needs presented in a Consolidated Appeal.

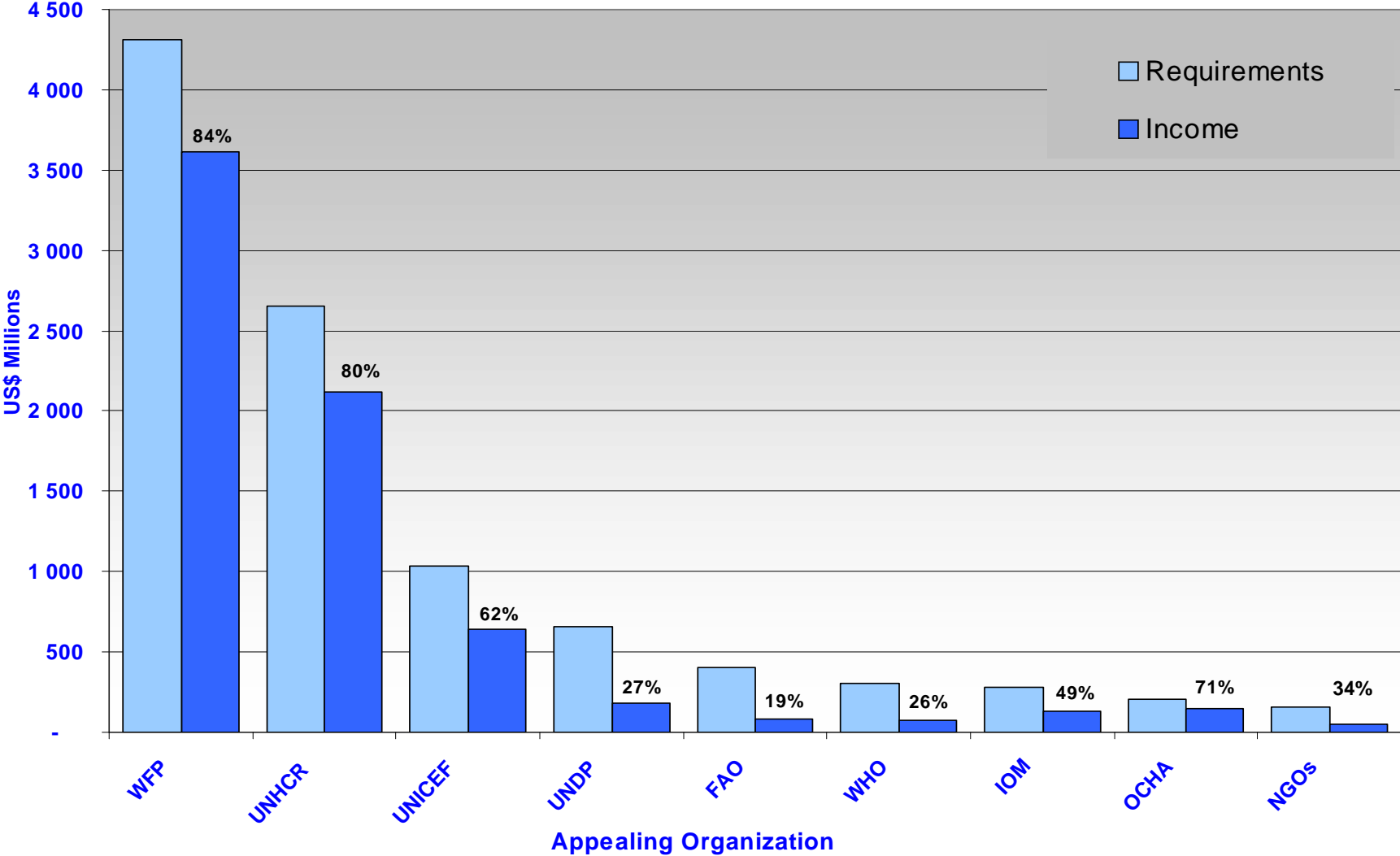


CONCLUSION

12. This paper was intended to raise awareness of the need for advocacy in support of a more comprehensive funding approach to emergencies. In the case of the Horn of Africa, the provision of some non-food resources was indispensable to the initial success of relief interventions there and has contributed to saving lives. However, donor enthusiasm for pledging non-food assistance has waned, and this has damaged the recovery process. If the humanitarian community wishes to arrive at a point where the cycle of slow-onset, recurring relief operations finally stops, it must adopt a more determined approach to supporting “complete” relief operations. This would require donors’ considerably rethinking how to address all needs, both long and short term, how to select sectors for intervention and how to collaborate better with their partners in relief efforts.



**CAP REQUIREMENTS vs. INCOME
CUMULATIVE 1996 - 2000
(percentage resourced)**



Source: Office for the Coordination of Humanitarian Affairs

**Total Unmet Drought-Related Requirements to the United Nations Emergency Appeal for the Drought in the Horn of Africa,
1 January–31 December 2001 By Sector and By Country
(US Dollars)**

Country	Food/ Food Security	Shelter	Water & Sanitation	Health & Nutrition	Livestock/ Pastoralism	Seeds & Agriculture	Multi-Sector/ Recovery	Education/ Human Rights	Mine Action	Logistics	Coord./ Common Services	Total Non-Food Sectors	Total
Ethiopia Requirements	87 070 339	1 660 312	5 024 400	8 837 375	6 478 500	10 479 000	0	690 000	0	8 003 993	2 450 000	43 623 580	130 693 919
Ethiopia Pledges	55 535 449	1 657 464	703 819	2 770 238	292 000	363 636		212 553		360 000	482 541	6 842 251	62 377 700
Ethiopia Unmet Req.	31 534 890	2 848	4 320 581	6 067 137	6 186 500	10 115 364	0	477 447	0	7 643 993	1 967 459	36 781 329	68 316 219
Kenya Requirements	161 648 523	0	3 000 000	5 690 800	2 735 250	1 563 902	0	3 892 900	0	2 316 471	1 229 755	20 429 078	182 077 601
Kenya Pledges	99 373 803		2 023 454	4 957 985	0	246 750		0		0	0	7 228 189	106 601 992
Kenya Unmet Req.	62 274 720	0	976 546	732 815	2 735 250	1 317 152	0	3 892 900	0	2 316 471	1 229 755	13 200 889	75 475 609
United Rep. of Tanzania Requirements	15 795 602	0	0	0	0	4 250 706	0	0	0	0	254 000	4 504 706	20 300 308
United Rep. of Tanzania Pledges	10 737 658					1 196 540					0	1 196 540	11 934 198
United Rep. of Tanzania Unmet Req.	5 057 944	0	0	0	0	3 054 166	0	0	0	0	254 000	3 308 166	8 366 110
Eritrea Requirements	80 985 000	5 742 975	2 639 700	8 813 028	2 719 000	1 763 290	21 495 500	2 419 260	2 987 000	2 993 000	637 281	52 210 034	133 195 034
Eritrea Pledges	49 620 482	2 393 515	1 354 259	2 017 561	816 000	488 922	19 901 226	2 064 118	190 000	288 462	534 469	30 048 532	79 669 014
Eritrea Unmet Req.	31 364 518	3 349 460	1 285 441	6 795 467	1 903 000	1 274 368	1 594 274	355 142	2 797 000	2 704 538	102 812	22 161 502	53 526 020
Djibouti Requirements	7 722 165	1 200 000	200 000	490 000	600 000	160 000	0	100 000	500 000	0	100 500	3 350 500	11 072 665
Djibouti Pledges	3 815 900	0	0	0	0	0		0	0		0	0	3 815 900
Djibouti Unmet Req.	3 906 265	1 200 000	200 000	490 000	600 000	160 000	0	100 000	500 000	0	100 500	3 350 500	7 256 765
Somalia Requirements	16 960 000	0	7 960 000	13 968 500	0	3 920 000	56 125 393	36 682 179	1 800 000	0	3 026 927	123 482 999	140 442 999
Somalia Pledges	3 943 525	0	2 506 304	2 622 016	0	1 703 000	8 323 775	9 048 517	0		1 513 774	25 717 386	29 660 911
Somalia Unmet Req.	13 016 475	0	5 453 696	11 346 484	0	2 217 000	47 801 618	27 633 662	1 800 000	0	1 513 153	97 765 613	110 782 088
Regional Requirements	0	0	0	2 279 000	480 000	0	0	0	0	0	1 218 587	3 977 587	3 977 587
Regional Pledges				0	0						283 996	283 996	283 996
Regional Unmet Req.	0	0	0	2 279 000	480 000	0	0	0	0	0	934 591	3 693 591	3 693 591
Total Requirements	370 181 629	8 603 287	18 824 100	40 078 703	13 012 750	22 136 898	77 620 893	43 784 339	5 287 000	13 313 464	8 917 050	251 578 484	621 760 113
Total Pledges	223 026 817	4 050 979	6 587 836	12 367 800	1 108 000	3 998 848	28 225 001	11 325 188	190 000	648 462	2 814 780	71 316 894	294 343 711
Total Unmet Req.	147 154 812	4 552 308	12 236 264	27 710 903	11 904 750	18 138 050	49 395 892	32 459 151	5 097 000	12 665 002	6 102 270	180 261 590	327 416 402
Percentage of Pledges against the 2001 Appeal	60	47	35	31	9	18	36	26	4	5	32	28	47

All revised requirements and contributions are based on figures provided by OCHA Geneva Financial Tracking System. Exceptions are as follows:

Ethiopia reflects only drought-related requirements, and contributions are reflected in this table.

Kenya revised requirements for Food, Agriculture and Livestock, and latest contributions still to be verified with Agencies. Contribution by Government of Kenya (US\$5,325,000) to WFP pending.

United Republic of Tanzania reflects all contributions against 2001, including those received in December 2000. Out of total received contributions against emergency operation (EMOP) 06298, US\$8,673,818 was received in December 2000.

All appeal projects had been completed in June 2001 and no further funding was required to meet shortfalls.

Regional does not reflect contributions from the Department for International Development (DFID) to UNICEF (US\$476,244) and pledges from Sweden that were made against last year's requirements.



**Total Unmet Drought-related Requirements to the United Nations Emergency Appeal for the Drought in the Horn of Africa,
By Sector and By Country, Requirements 1 June through 31 December 2000
(US Dollars)**

Country	Food	Shelter	Water & Sanitation	Health & Nutrition	Livestock	Seeds & Agriculture	Logistics	Coordination & Common Services	Other Support Services	Unspecified	Total Non-Food Sectors	Total
Ethiopia Requirements	152 660 953	471 000	3 520 000	13 700 455	2 490 000	6 694 100	7 050 400	2 940 700	483 975	0	37 350 630	190 011 583
Ethiopia Pledges	125 327 154	30 000	1 603 107	3 332 939	0	0	2 525 846	0	114 061	538 872	8 144 825	133 471 979
Ethiopia Unmet Requirements	27 333 799	441 000	1 916 893	10 367 516	2 490 000	6 694 100	4 524 554	2 940 700	369 914	-538 872	29 205 805	56 539 604
Kenya Requirements	131 858 259	0	3 460 000	3 347 000	3 086 720	835 000	1 186 840	2 500 000	0	0	14 415 560	146 273 819
Kenya Pledges	111 508 715	0	2 052 165	1 538 594	1 840 500	2 042 750	0	240 000	0	0	7 714 009	119 222 724
Kenya Unmet Requirements	20 349 544	0	1 407 835	1 808 406	1 246 220	-1 207 750	1 186 840	2 260 000	0	0	6 701 551	27 051 095
Somalia Requirements	5 600 000	0	1 505 000	6 534 100	1 500 000	659 000	0	2 200 000	675 000	0	13 073 100	18 673 100
Somalia Pledges	0	520 830	0	1 618 808	0	0	0	0	0	0	2 139 638	2 139 638
Somalia Unmet Requirements	5 600 000	-520 830	1 505 000	4 915 292	1 500 000	659 000	0	2 200 000	675 000	0	10 933 462	16 533 462
Eritrea Requirements	5 996 350	0	2 594 506	3 000 900	3 780 000	717 500	0	153 400	1 800 500	0	12 046 806	18 043 156
Eritrea Pledges	5 504 516	0	1 526 781	1 162 144	0	0	0	0	0	0	2 688 925	8 193 441
Eritrea Unmet Requirements	491 834	0	1 067 725	1 838 756	3 780 000	717 500	0	153 400	1 800 500	0	9 357 881	9 849 715
Djibouti Requirements	4 707 065	1 200 000	772 000	303 000	550 000	25 630	1 517 770	100 000	0	0	4 468 400	9 175 465
Djibouti Pledges	5 507 171	0	47 620	221 537	0	0	110 000	0	0	0	379 157	5 886 328
Djibouti Unmet Requirements	-800 106	1 200 000	724 380	81 463	550 000	25 630	1 407 770	100 000	0	0	4 089 243	3 289 137
Regional Requirements	0	0	0	0	0	0	0	3 222 448	0	0	3 222 448	3 222 448
Regional Pledges	0	0	0	0	0	0	0	837 912	0	0	837 912	837 912
Regional Unmet Requirements	0	0	0	0	0	0	0	2 384 536	0	0	2 384 536	2 384 536
Total Requirements	300 822 627	1 671 000	11 851 506	26 885 455	11 406 720	8 931 230	9 755 010	11 116 548	2 959 475	0	84 576 944	385 399 571
Total Pledges	247 847 556	550 830	5 229 673	7 874 022	1 840 500	2 042 750	2 635 846	1 077 912	114 061	538 872	21 904 466	269 752 022
Total Unmet Requirements	52 975 071	1 120 170	6 621 833	19 011 433	9 566 220	6 888 480	7 119 164	10 038 636	2 845 414	-538 872	62 672 478	115 647 549
Percentage of Total Pledges against the June Appeal	82	33	44	29	16	23	27	10	4	*	26	70

Food Djibouti requirements: The figure reported (US\$4,707,065) reflects an increase in the food value applied in October 2000. The

original figure specified in the CAP 2000 was US\$3,531,600.

Water and Sanitation Djibouti requirements: The figure reported (US\$872,000) has been updated to US\$722,000 as specified in the CAP 2000.

The UNCT could not offer any explanation as to why the amount indicated in the table did not correspond with that specified in the CAP 2000, rather than a typing mistake.

Health and Nutrition, Djibouti requirements: The figure reported (US\$805,500) as been updated to US\$303,000, as specified in the CAP 2000.

The UNCT could not offer any explanation as to why the amount indicated in the table did not correspond with that specified in the CAP 2000, rather than a typing mistake.

