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DREF Final Report

Malawi: Civil Unrest

 International Federation
of Red Cross and Red Crescent Societies

DREF operation	Operation n° MDRMW010
Date of Issue: 1 October 2014	Glide number:
Date of disaster: 16 May 2014	
Operation start date: 16 May 2014	Operation end date: 16 June 2014
Host National Society(ies): Malawi Red Cross Society	Operation budget: CHF 30,253
Number of people affected/ targeted: 60,000	Number of people assisted: 24,560
N° of National Societies involved in the operation: Belgian RC and Finnish RC	
N° of other partner organizations involved in the operation: ICRC	

A. Situation analysis

Description of the disaster

Malawi held its national elections on 20 May 2014. More than seven million Malawians were eligible to vote for a president, members of parliamentary and local government councillors. Official election campaigns were launched on 20 March 2014.

In the lead-up to the elections there were predictions of violence as a senior policeman was murdered and one civilian was shot at a political rally only days before the official electoral campaign period started. Furthermore, several people supporting the then ruling party had their houses set on fire. In past elections, Malawi has experienced some political disturbances.

Therefore, on 16 May 2014, the International Federation of Red Cross and Red Crescent Societies (IFRC) supported Malawi Red Cross Society (MRCS) with CHF 30,253 in preparation and response to any violence erupting during and after the Malawi general tripartite elections that took place on 20 May.

The voting, which was planned to be completed in one day, was extended by three days. The electoral process encountered several logistical problems, which led to violence. Many polling stations opened up hours late and frustrated voters set one polling station on fire. On 21 May 2014, the president, who was also a candidate, stated that there were irregularities in the voting process and requested the Malawi Electoral Commission (MEC) to carry out a vote audit. Two days later, the president ordered the MEC to nullify the elections due to fraud. The High Court ruled in favour of the MEC, who argued that the president had no authority to nullify elections and barred the president from interfering in the electoral processes. However, disturbances took place in Blantyre and Lilongwe after the president's announcement.

In a press briefing on 24 May 2014, the electoral commission announced a country-wide recount of the vote, after it found serious voting irregularities in some regions. The final election results were received on 30 May and the new president was sworn in on 31 May 2014. No further irregularities have taken place since the inauguration of the new



Volunteers assisting a person during a political rally. Photo: MRCS

president. The people who were arrested for protesting and rioting in Mangochi were taken into custody awaiting trial. The opposition believes the elections were unfair and has started a court case.

Financial situation: – The IFRC Southern Africa regional office deployed a Regional Disaster Response Team (RDRT) member for two weeks to support MRCS with planning, reporting and conducting trainings. Unfortunately the travel and per diem costs for the RDRT member were budgeted incorrectly under International Staff instead of under Travel, which caused a variance between budget and expenditure on these budget lines. There was also a major variance against the planned budget for the operation caused by currency losses incurred due to the value of the Malawi Kwacha relative to Swiss Francs (CHF). A balance of CHF 10 to be returned to the DREF.

Summary of response

Overview of Host National Society

MRCS responded to the civil unrest in the last election of 2009 and benefitted from this experience in the present elections. The National Society improved its planning and coordination of the operation, and as a result, a thorough mapping was done in several areas deemed to be prone to violence. During the preparedness phase, the National Society deployed 1,144 volunteers and 40 staff members to cover rallies in nine districts). The same teams were used during the election day, covering 126 centres including district and national tally centres. The IFRC Southern Africa regional office deployed a Regional Disaster Response Team (RDRT) member for two weeks to support MRCS during the DREF operation in planning and reporting, as well as providing technical assistance and conducting trainings.

The DREF was used to procure first aid kits, refills, and stretchers. The funds also supported logistics, such as sending materials to relevant areas in the country and the printing of flags. The National Society developed a contingency plan that was implemented during the operation. The DREF funds were also used to cover the remaining preparedness activities in the contingency plan leading up to election day. The operation was planned to reach 60,000 people in areas deemed vulnerable. In total, 24,560 people were reached and supported during the operation. The number is less than anticipated, as the situation did not reach the forecasted scenario that was used for planning. In addition the operation ended a month earlier, as the situation stabilized faster than expected. MRCS provided First Aid and Restoring Family Links (RFL) services at political rallies, on the election day and during the inauguration ceremony of the new president.

Overview of Red Cross Red Crescent Movement in country

Other Movement partners were also involved in the operation through the provision of funds and technical support. The main partners during this operation were the Belgium Red Cross, Finnish Red Cross and ICRC. ICRC deployed a senior officer to Blantyre to support the branch office there, as well as two vehicles. The vehicles were used to deliver the materials required for the DREF operation, one was used in the southern region of Malawi and one in the north. The National Society worked in close partnership with the ICRC and Partner National Societies (PNS), which ensured that the majority of preparedness activities were undertaken in the initial stage of the operation.

Overview of non-RCRC actors in country

MRCS disseminated the contingency plan to key stakeholders for three reasons; (i) seeking access, (ii) seeking support and (iii) seeking recognition. Key stakeholders included the MEC, the police, political parties and district commissioners. The contingency plan was shared with these agencies to gain recognition for the preparedness activities of MRCS, and to gain access to beneficiaries at relevant events during the operation. MRCS met with the Ministry of Health (MoH) for support in the referral of casualties, as well as replenishments of the first aid kits. A meeting was also arranged with the Public Affairs committee to help in disseminating the role and mandate of MRCS.

At the national tally centre in Blantyre, St. John Ambulance was also providing first aid services during the elections. However, MRCS was still able to assist as both organizations coordinated their efforts to support all beneficiaries as needed. On Election Day, the coordination mechanism worked effectively as all organizations had clear roles and responsibilities, and the communication was good amongst the key players in the operation. The activities were carried out under the existing structures set up by the MEC and District Liaison Committees established specifically for the elections. MRCS officers were part of the committees for their district, and the coordination of efforts was carried out by the District Executive Committee, which was chaired by the district commissioner.

The MoH through the Lilongwe District Health Office and Malawi Blood Transfusion Services (MBTS) requested MRCS to collaborate during the response operation as Malawi Red Cross is well positioned in terms of access to beneficiaries, blood donors and manpower. In Mulanje the district commissioner requested MRCS to extend services to an area he identified as vulnerable that was not included in the initial planning of the response by MRCS. As such, all players in the response operation worked together to ensure the best outcome for people who needed assistance as a result of the civil unrest during the elections.

Needs analysis and scenario planning

The planning and needs analysis of the situation showed that there was a need to strengthen preparedness activities related to the outbreak of violence and to promote the role of the national society. The initial assessment confirmed that in certain areas deemed vulnerable, often around polling stations, there was potential of an outbreak of violence prior to and during the elections. MRCS continuously monitored events during the operation to ensure the latest information on the security situation was obtained, which was carried out through direct observation of the situation on the ground together with the team deployed by ICRC, as well as through cooperation with MEC and the police.

Risk Analysis

During the campaign period, the situation remained calm despite some reported incidents. However, on election day, violent incidents of burning polling stations, blocked roads and looting were reported by different media and the security forces. MRCS responded to violent situations in cooperation with ICRC. The response teams in other districts were alerted and all teams located across the country ensured updates on reported incidents and the security situation were shared. Unfortunately, due to budget constraints, MRCS was unable to support all its branches during the campaign period, as well as during and after election. However, three more branches were able to use resources raised during flag week to cover additional areas of the country outside this DREF. These branches were guided by MRCS headquarters in their approach. MRCS conducted continuous assessments, especially when incidents were reported. The operation was not hampered by any security risks or incidents. Volunteers were briefed on the security situation on a regular basis, and all First Aid points were visited on a daily basis by the team leaders in each district. A team debrief took place every day to review the activities implemented and to provide updates where necessary.

B. Operational strategy and plan

Overall Objective

To improve the readiness of MRCS to undertake emergency response activities related to civil unrest, and improve the understanding and acceptance of the Red Cross amongst stakeholders. The targeted number of beneficiaries was 60,000 people.

Proposed strategy

The strategy of MRCS was to undertake preparedness activities while at the same time undertaking stakeholder sensitization on the role of the National Society. The preparedness activities focused on ensuring the required human resources, finance and logistics are in place at the headquarters and in the field. The stakeholders' sensitization was built on the strategy of ensuring:

- Understanding of National Society's roles amongst the stakeholders.
- Acceptance of the National Society and its roles
- Security for National Society personnel and property
- Unhindered access to those in need of the services

Operational support services

The DREF operation was well supported but the challenge was that the DREF was only launched two days before the elections. This resulted in MRCS having to procure items very rapidly and having to use own funds to cover the procurement costs, which was later reimbursed. Cooperation and coordination with relevant actors, such as the Malawi Police Force and political parties was very successful.



Volunteers treating a casualty at Kamuzu stadium. Photo: MRCS

Human resources (HR)

During the operation, 1,144 volunteers and 40 staff members were engaged in various districts across the country, particularly in high risk areas. The volunteers manned First Aid stations and provided support and assistance to people affected by the violence where needed. A total of 24,560 people were attended to during the operation. Staff members provided technical support to the volunteers, and functioned as team leaders at their respective deployment areas. The

IFRC regional office provided technical support to the MRCS by deploying an RDRT member from Botswana Red Cross Society for two weeks to support the MRCS in the monitoring of activities.

Logistics and supply chain

All required items were procured successfully locally and were distributed to the branches as required.

Communications

MRCS established three hotlines that were promoted to the public through the district commissioners' offices, schools, market places, and other public offices. The numbers were also put on all MRCS vehicles during the operation. IEC materials, such as posters, were also used to disseminate information on the role of the National Society during the elections. The Red Cross emblem was used on all deployed vehicles to ensure visibility of the organisation. Media was also used to sensitize the general public on the role and mandate of Red Cross and interviews were held with Zodiak and MIJ local radio stations as well as on local TV on 8 May 2014.

Security

There were incidents of sporadic violence in isolated areas throughout the operation. In line with the Safer Access principle, MRCS continuously assessed the security risks, ensuring the understanding and acceptance of the emblem and the Red Cross mandate around first aid and tracing activities. Guidelines for deployed staff members, delegates and volunteers were developed internally to ensure the safety of all Red Cross personnel during the election period.

Planning, monitoring, evaluation, & reporting (PMER)

MRCS continued to monitor the operation activities through regular team meetings and debriefs, as well as meetings and teleconferences with the IFRC and other movement partners. As the operation was ongoing, team leaders monitored the implementation of activities and provided updates at their respective districts while MRCS headquarters informed delegates and PNS. A lessons learnt and review workshop was hosted in cooperation with movement partners after the operation ended in June. The key findings of the workshop are highlighted below:

- Tasks need to be assigned to various National Society staff in the contingency plan to avoid the disaster management manager from being overburdened, as this can hinder the communication and overall effectiveness of the operation;
- In future operations, MRCS should put more effort on systematic domestic fundraising and strengthening partnership with local companies to reduce reliance on external donors;
- The contingency plan should be disseminated to all staff, volunteers and partners involved prior to an operation to create awareness on roles and responsibilities of all parties;
- MRCS should ensure that the number of volunteers trained in First Aid is increased. The disaster management department should seek additional financial resources to carry out these trainings and also maintain an up to date database with all qualified First Aid trained volunteers;
- The use of very high frequency (VHF) radios should be integrated in day to day operation.

C. DETAILED OPERATIONAL PLAN

Early warning & emergency response preparedness

Early Warning & emergency response preparedness
Outcome 1: The emergency response capacity is strengthened
Output 1.1: People from the National Society are trained as first responders
Achievements
A total of 1,144 volunteers and 40 staff members were successfully briefed in detail on the contingency plan, which included guidelines for their safety, speaking to the media, and disseminating key messages to the public. Sixty people were trained in first aid, which led to a total of 250 trained First Aid volunteers. The trained staff and volunteers were deployed to various areas to provide first aid at designated areas. Identity cards were developed for staff and volunteers, including those based at headquarters, to ensure visibility of the organisation and access to beneficiaries.
Challenges
Thyolo and Mulanje districts did not have any active volunteers at the start of the operation. Volunteers were recruited and

first aid training was organized for these districts. Two MRCS staff members from neighbouring districts were assigned as technical advisors to Thyolo and Mulanje districts. Dissemination and implementation of the contingency plan started late due to the DREF being launched only a few days before the elections.

Lessons Learned

Staff members were much aware of First Aid and safer access principles. The MRCS has a good and strong base of volunteers and a high level of capacity and skills on first aid across the country. MRCS will continue to engage and work with the response team to improve preparedness for future operations and will work on increasing the number of volunteers trained in First Aid. The disaster management department should seek additional financial resources to carry out these trainings and also maintain an up to date database with all qualified First Aid trained volunteers.

Output 1.2: Essential first aid equipment is pre-positioned

Achievements

All requested items were procured successfully from the local market and were distributed to nine branches. Amongst the items bought were 912 bibs, 258 jerry cans, 81 flags, 20 boxes of gloves and 15 stretchers (please see the full list attached). MRCS arranged the procurement for all items centrally.

Challenges

Some items were procured late as MRCS was anticipating support, but the DREF was not launched until a few days before the elections. Consequently, only certain suppliers who had previously done business with MRCS accepted to deliver on credit. Other items had to be procured once the funds were received by the National Society.

Lessons Learned

The money received for the operation was mostly earmarked for the procurement of items, which resulted in funding gaps for other budget items, such as volunteer allowances. This caused challenges in supporting volunteer allowances. Another lesson learned identified was that during the planning of the operation dissemination of the contingency plan needs to be strengthened with emphasis on all components done.

Output 1.3: National Society staff fleet is maintained

Achievements

The inspection and maintenance of operation vehicles including the VHF radios was completed successfully. The station radios were not working during the operation as antennas were out of order except at headquarters and at one station. However, in most vehicles the VHF radios were serviced and working. Communication during the operation was maintained mainly through cell phones as all polling station team leaders, district officers and managers were provided with airtime for the duration of the operation. Contact details of all stakeholders were distributed to ensure easy communication.

Challenges

It was difficult to find technicians as most of them were from security firms and charged high fees. Due to the DREF only being launched a few days before the elections, when the inspection procedure started there was no time to rectify big technical faults. The VHF radios in some vehicles are in need of replacement.

Lesson Learned

The establishment of a hotline made the operation more effective as the responders were able to communicate easily, and even beneficiaries were able to use the service. The MRCS will maintain and utilize the hotline for future emergencies. The VHF radios had an added advantage when telephone networks were down as communication could still be maintained between the team leaders in the field and headquarters.

D. THE BUDGET

[<click here for the final financial report>](#)

Contact information

For further information specifically related to this operation please contact:

- **In Malawi:** Ethel Kaimila, Secretary General; Phone: +265 999 949 084; email: ethelkaimila@malawiredcross.org
- **IFRC Regional Representation:** Alexander Matheou Regional Representative for Southern Africa; Gaborone; phone: +267 3712700, mob: +267 71395340, fax: +267 3950090; email: alexander.matheou@ifrc.org
- **IFRC Africa Zone:** Daniel Bolaños, Disaster Management Coordinator for Africa; Nairobi; phone: +254 (0)731 067 489; email: daniel.bolanos@ifrc.org
- **IFRC Geneva:** Christine South, Operations Quality Assurance Senior Officer; phone: +41.22.730.45 29; email: christine.south@ifrc.org
- **IFRC Zone Logistics Unit (ZLU):** Rishi Ramrakha, Head of zone logistics unit; Tel: +254 733 888 022/ Fax +254 20 271 2777; email: rishi.ramrakha@ifrc.org

For Resource Mobilization and Pledges:

- **IFRC Africa Zone:** Martine Zoethoutmaar, Resource Mobilization Coordinator; phone: +251 11 518 6073; email: martine.zoethoutmaar@ifrc.org

Please send all pledges for funding to zonerm.africa@ifrc.org

For Performance and Accountability (planning, monitoring, evaluation and reporting):

- **IFRC Africa Zone:** Robert Ondrusek, PMER/QA Delegate for Africa; Nairobi; phone: +254 731 067277; email: robert.ondrusek@ifrc.org

How we work

All IFRC 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 the Humanitarian Charter and Minimum Standards in Disaster Response (Sphere) in delivering assistance to the most vulnerable.

The IFRC's vision is to inspire, encourage, facilitate and promote at all times all forms of humanitarian activities by National Societies, with a view to preventing and alleviating human suffering, and thereby contributing to the maintenance and promotion of human dignity and peace in the world.

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The IFRC's work is guided by Strategy 2020 which puts forward three strategic aims:

1. Save lives, protect livelihoods, and strengthen recovery from disaster and crises.
2. Enable healthy and safe living.
3. Promote social inclusion and a culture of non-violence and peace.

Annex 1: First Aid supplies (items) distributed in 9 selected districts

No.	District	Stretcher	Bibs	Flag	Gloves	Apron	Mask	Panado	Jerry Cans	FA Bag	Refill	Blankets
1	Karonga	2	80	7	2	2	2	1 tin	10	8	8	20
2	Mzuzu	2	70	7	2	2	3	2 tins	20	6	20	10
3	Blantyre (27)	1	150	10	2	3	4	2 tins	64	10	25	31
4	Zomba (22)	1	150	10	2	2	2	1 tin	44	6	10	22
5	Mulanje (5)	2	24	5	2	2	1	1 tin	24	6	8	12
6	Thyolo (6)	2	50	6	2	2	1	1 tin	12	8	10	6
7	Kasungu (10)	2	100		2	2	1	1 tin	20	6	8	10
8	Mangochi (10)	2	100	6	2	2	2	1 tin	20	8	10	10
9	Lilongwe (18)	1	150	22	2	2	3	2 tins	40	10	20	20
10	HQ's/mobile team and staff		38	8	2			4 tins	4	3	7	4
Totals		15	912	81	20	19	19	16	258	71	126	145
Lilongwe will add 5 stretchers from FA Dept. 10 empty boxes												

Disaster Response Financial Report

MDRMW010 - Malawi - Civil Unrest

Timeframe: 16 May 14 to 16 Jul 14

Appeal Launch Date: 16 May 14

Annual Report

Selected Parameters

Reporting Timeframe	*	Programme	MDRMW010
Budget Timeframe	*	Budget	BUDGET9
Split by funding source	Y	Project	*
Subsector:	*		

All figures are in Swiss Francs (CHF)

I. Funding

	Raise humanitarian standards	Grow RC/RC services for vulnerable people	Strengthen RC/RC contribution to development	Heighten influence and support for RC/RC work	Joint working and accountability	TOTAL	Deferred Income
A. Budget		30,253				30,253	
B. Opening Balance							
Income							
<u>Other Income</u>							
<i>DREF Allocations</i>		30,253				30,253	
C4. Other Income		30,253				30,253	
C. Total Income = SUM(C1..C4)		30,253				30,253	
D. Total Funding = B + C		30,253				30,253	

* Funding source data based on information provided by the donor

II. Movement of Funds

	Raise humanitarian standards	Grow RC/RC services for vulnerable people	Strengthen RC/RC contribution to development	Heighten influence and support for RC/RC work	Joint working and accountability	TOTAL	Deferred Income
B. Opening Balance							
C. Income		30,253				30,253	
E. Expenditure		-30,243				-30,243	
F. Closing Balance = (B + C + E)		10				10	

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Split by funding source	Y	Project	*
Subsector:	*		

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III. Expenditure

Account Groups	Expenditure						TOTAL	Variance
	Budget	Raise humanitarian standards	Grow RC/RC services for vulnerable people	Strengthen RC/RC contribution to development	Heighten influence and support for RC/RC work	Joint working and accountability		
	A					B	A - B	
BUDGET (C)			30,253			30,253		
Relief items, Construction, Supplies								
Medical & First Aid	5,815		5,945			5,945	-130	
Teaching Materials	3,250		4,187			4,187	-937	
Total Relief items, Construction, Sup	9,065		10,133			10,133	-1,068	
Logistics, Transport & Storage								
Transport & Vehicles Costs	3,650		3,454			3,454	196	
Total Logistics, Transport & Storage	3,650		3,454			3,454	196	
Personnel								
International Staff	6,000						6,000	
National Society Staff			573			573	-573	
Total Personnel	6,000		573			573	5,427	
Workshops & Training								
Workshops & Training	1,728		1,708			1,708	20	
Total Workshops & Training	1,728		1,708			1,708	20	
General Expenditure								
Travel	2,486		5,916			5,916	-3,430	
Information & Public Relations	3,513		3,431			3,431	82	
Office Costs	765						765	
Communications	200						200	
Financial Charges	1,000		3,174			3,174	-2,174	
Other General Expenses			9			9	-9	
Total General Expenditure	7,963		12,529			12,529	-4,566	
Indirect Costs								
Programme & Services Support Recove	1,846		1,846			1,846	1	
Total Indirect Costs	1,846		1,846			1,846	1	
TOTAL EXPENDITURE (D)	30,253		30,243			30,243	10	
VARIANCE (C - D)			10			10		

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Budget Timeframe	*	Budget	BUDGET9
Split by funding source	Y	Project	*
Subsector:	*		

All figures are in Swiss Francs (CHF)

IV. Breakdown by subsector

Business Line / Sub-sector	Budget	Opening Balance	Income	Funding	Expenditure	Closing Balance	Deferred Income
BL2 - Grow RC/RC services for vulnerable people							
Disaster response	30,253		30,253	30,253	30,243	10	
Subtotal BL2	30,253		30,253	30,253	30,243	10	
GRAND TOTAL	30,253		30,253	30,253	30,243	10	