

# 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

## TUNISIA: FLOODS

12 September 2005

The Federation's mission is to improve the lives of vulnerable people by mobilizing the power of humanity. It is the world's largest humanitarian organization and its millions of volunteers are active in over 181 countries.

### In Brief

**Appeal No. 04/03; Final Report; Period covered: January-October 2003; Final appeal coverage: 50%.  
(Please click here to go directly to the Final Financial Report).**

#### Appeal history:

- Launched on 5 February 2003 for CHF 308,000 (USD 229,000 or EUR 210,000) to assist 3,000 beneficiaries for two months.

**Disaster Relief Emergency Funds (DREF) allocated: CHF 50,000.**

#### Related Emergency or Annual Appeals:

**Tunisia Floods Emergency Appeal.** For details, please go to the website at [http://www.ifrc.org/cgi/pdf\\_appeals.pl?03/0403.pdf](http://www.ifrc.org/cgi/pdf_appeals.pl?03/0403.pdf)

**North Africa Regional Programmes Appeal for 2003.** For details, please go to the website at [http://www.ifrc.org/cgi/pdf\\_appeals.pl?annual03/019203.pdf](http://www.ifrc.org/cgi/pdf_appeals.pl?annual03/019203.pdf)

*For further information specifically related to this operation please contact:*

- *In Tunisia: Tunisian RC, Dr T. Cheniti, Secretary General, Phone: +71 320 630, Fax: +216 71 320 151*
- *In Tunisia: Regional Office for North Africa, Anne E. Leclerc, Head of Delegation, +216 71 86 24 85, Fax +216 71 86 29 71, E-Mail: [ifrcu01@ifrc.org](mailto:ifrcu01@ifrc.org)*
- *In Geneva: MENA Department, Martin Fisher, Regional Desk Officer, +41 22 730 4440; fax 41.22.733.0395; e-mail: [Martin.Fisher@ifrc.org](mailto:Martin.Fisher@ifrc.org)*

*All International Federation assistance seeks to adhere to the [Code of Conduct for the International Red Cross and Red Crescent Movement and Non-Governmental Organisations \(NGOs\) in Disaster Relief](#) and is committed to the [Humanitarian Charter and Minimum Standards in Disaster Response \(Sphere\)](#) in delivering assistance to the most vulnerable.*

*For longer-term programmes in this or other countries or regions, please refer to the Federation's Annual Appeal. For support to or for further information concerning Federation programmes or operations in this or other countries, or for national society profiles, please also access the Federation's website at <http://www.ifrc.org>*

### Background and Summary

From January to the end of February 2003, northern and central parts of Tunisia experienced an unusual cold wave coupled with heavy rainfalls. In several governorates in the mountainous area, temperatures below freezing were accompanied by snowfalls. The water level in the largest river, Oued Mejerda, which crosses the northern part of the country from the Algerian border to the north of Tunis, had raised, causing overflows into nearby fields and villages. Roads were temporarily cut due to water and snow levels.

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Severe floods affected the country again in September 2003, causing significant damage to infrastructure and the loss of human life and livestock.

The rains came after three consecutive years of drought which left the soil quite hard and made it difficult for the water to be absorbed, thus causing extensive flooding. These were the worst floods Tunisia experienced in more than ten years, the last having occurred in 1990.

The population in the affected areas was not prepared for such unprecedented weather conditions that lasted with different intensity for almost two months. Loss of life from drowning, injuries as well as partial or total damage of houses and infrastructure turned to be a disastrous outcome for some 5,500 families across nine governorates. Most of these families had to be evacuated to temporary shelters or to seek accommodation with relatives after their homes collapsed or were seriously damaged. Their belongings, including warm clothing and the years' food reserves (including olive oil and couscous) were lost, as well as their cattle and sheep. A number of small businesses were devastated.

The rescue operation was mainly carried out by the army and the civil defence while the assistance provided by the Ministry of Social Affairs and Solidarity was channelled through and coordinated by the Tunisian Union of Social Solidarity in cooperation with local authorities. The assessment of the material and economic damage and losses was carried out by a technical commission that had been appointed by the President of the Republic.

The Tunisian Red Crescent (TRC) disaster response and management capacity is modest but it corresponds to the role that has been assigned to it within the national response plan. On the other hand, the national society is experienced in carrying out relief activities within its social programmes and has a network of 24 branches at the level of governorates (one in each governorate) and 220 committees at the local level.

At the beginning of January 2003, the national society started already to dispatch relief items from its stocks at all levels. Later in January, a small assessment team from the national society's headquarters visited the most affected regions in order to plan the intervention with its branches and local authorities. Where rainfall had continued over several weeks (thus affecting an increasing number of people and making those already affected increasingly vulnerable; and in which the existing TRC stocks of blankets, clothing and tents were almost depleted) the request for external assistance was inevitable. During the same period, the national society had released 40,000 Tunisian Dinars (approximately CHF 40,000) from its emergency relief fund to purchase food and non food relief items. The TRC emergency fund was also almost emptied.

The Federation's Emergency Appeal no.04/03 was launched on 20 February 2003 to assist with basic food and non food relief items for 600 families of five (or 3,000 persons), who had been identified as most vulnerable in the Jendouba, Béja, Manouba and Bizerte regions.



Two distributions of emergency assistance were planned to take place within the operational period of two months. However, the second distribution never occurred, due to the shortage of funds. The appeal reached only 50 percent of coverage with 36.7 percent of contributions in cash and 13.3 percent in kind. In addition, the contribution of the Finnish Red Cross to the regional annual appeal consisting of used clothing which was partially used for this operation.

In addition to the emergency assistance, the TRC was in need of replenishing its relief stocks with blankets and warm clothing, as well as reconstituting its emergency fund. Later in September and October 2003, when another cycle of heavy rainfalls had hit the governorate of Tunis, replenishment of relief stocks proved to be vital. Thanks to the stocks that were rebuilt under the current appeal, the TRC was able to respond to this second disaster of the year without any additional requests for external funding.

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Reconstruction and rehabilitation activities fall under the mandate of the authorities and the national society is not associated to these programmes. Consequently, reconstruction and rehabilitation projects were not included in the appeal.

### Situation

From the onset of the disaster in January 2003, the Tunisian Red Crescent mobilised its regional and local structures and 200 volunteers, which have collaborated with the regional authorities in assisting affected families. According to government statistics, out of nine affected regions, four were most seriously affected.

With the support of the Federation's regional office in Tunis and a relief delegate dispatched from Algeria, the Tunisian Red Crescent carried out a needs assessment in the most affected regions. Based on identified needs and in coordination with local authorities and TRC branches, it was agreed that the national society would focus its relief efforts on the regions of Manouba, Jendouba, Bizerte and Beja. The action consisted of purchasing and distributing blankets, warm clothing, family food parcels, and hygiene items. Each family would receive two blankets, additional warm clothing and a second food parcel to take them through the most difficult times, as soon as needed funds and/or assistance in kind became available.

When it became clear that funds and the assistance in kind collected through the appeal would not be sufficient to carry out the second distribution, the contents of the family food parcel was modified to include additional foodstuffs and/or increase quantities of some other food items.

According to the report issued by the Tunisian Red Crescent, the immediate action was carried out in January, February and March. As funding was not made available during the emergency phase, National Society stocks were used for the first phase. Later funding was used to replenish the stocks and was used during a second action carried out later in September and October 2003 in the governorate of Tunis in response to a second flash flood disaster.

### Flash Floods in Tunisia (17 – 23 October 2003)

The governorate of Grand-Tunis, Zagouhan, Nabeul and also several littoral zones suffered from strong precipitation (200mm in a few hours). The quantity of water recorded was five times the monthly average usually received in those regions. In fact, heavy rain inundated many roads and districts with strong torrents from the hills carrying mud and loose stones. Emergency interventions were required as several structures collapsed, demanding first aid and rescue for people affected.



**The continuous torrential rains led to destruction of houses and left the population in the capital and suburbs vulnerable**

Roads were cut and pavements destroyed in several places due to serious landslides. Several houses were damaged, especially in poor areas. Some hospitals were flooded and had to evacuate their patients. All public transport was paralysed for two days. Schools and administration offices were also affected and many were closed.

The Tunisian Red Crescent rapidly mobilised its volunteers and focused its action on the more affected and vulnerable districts. An emergency cell was set up and coordination mechanisms were put in place to harmonize the plan of action in the four regional committees. The TRC volunteers supported the efforts of the Civil Defence through close collaboration and an effective coordination, to organize the evacuation of the most affected families and to host them in public buildings for a temporary period. RC volunteers organized some distribution of blankets, warm clothes

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and food parcels as most of the families had lost their assets. All these relief items were taken on the NS stocks which had just been replenished thanks to the response to the Federation Appeal launched earlier in March 2003.

The torrential rains stopped for two days but restarted on 22 September 2003, leading to more damage and destruction of houses already weakened by the first wave of heavy rains, paralysing once more the capital and suburbs. The psychological impact of these floods was catastrophic especially for a population who had been so far preserved for long time from these climatic disturbances or disasters. It became very clear that the existing structures were inadequate to cope with emergency situations and that communities were not prepared to cope with the effects and consequences of the disaster and felt powerless and helpless.

Basic disaster preparedness (DP) emergency stocks were left over after the floods operation in February-March 2003 and the relief teams of the National Society were experienced to effectively assist the affected populations with basic relief items. The TRC did not appeal for international assistance or for additional support from the Federation. The situation was well analysed, discussed and coordinated with the local authorities.

Local newspapers reported ten deaths due to the violence of the floods. The material losses and damages were very serious, particularly to equipment and buildings and houses being smashed. Regional authorities conducted an assessment and planned the evacuation of some of the affected population in case the situation further deteriorated.

A new emergency crisis cell charged with the follow-up of the situation was set up in the office of the governorate, constituted of National Army, Security Forces and Civil Defence representatives. The interventions started rapidly, the affected families were evacuated, as well as the 200 patients of an orthopaedic centre.

An important logistic and water & sanitation operation was deployed to proceed to the cleaning and pumping of the streets in the flooded zones and filter lanes for the collected water was opened. Red Crescent teams were used to explain the operation to the communities and to support the civil defence in its work. Several public areas were reserved to accommodate evacuated families. Army trucks intervened in the affected districts to proceed with rescue operations. In the hospital establishments, teams of specialized staff were mobilized for emergency interventions.

## **Coordination**

Through its network of branches, the Tunisian Red Crescent co-ordinated assistance activities with the local authorities and the Tunisian Union of Social Solidarity, a body tasked by the Ministry of Social Affairs and Solidarity to deliver assistance to disaster victims. Since there were no other major actors in the relief operation, the need for greater coordination was limited.

At the time of disaster, the Federation regional office in Tunis - covering the five countries of North Africa - was staffed with one representative only.

## **Analysis of the operation - objectives, achievements, impact**

### **Emergency relief (food and basic non-food items):**

**Objective 1:** *Distribution of relief items to 600 most vulnerable families (3,000 persons) in four targeted regions.*

### **Beneficiary selection**

Under the current action, the TRC targeted 600 families (3,000 persons) as follows:

- 1,200 children
- 1,200 adults
- 600 elderly people

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### Purchases

With funds received in cash, the TRC was able to purchase the following items :

Item	Unit	Quantity
Clothing (underwear, socks, pull-over, jackets)for adults and children	piece	3,839
Shoes	pair	235
Blankets	piece	2,500
Jam	can	2,000 kg
Sugar		6,000 kg
Rice		2,000 kg
Pasta/Couscous		5,054 kg
Tomato paste	can	225 kg
Oil		10,500 lit
Biscuit	pack	4,000
Soap		1,005 kg
Washing powder		500 kg
Plastic jerry cans	piece	1,000

### Relief in kind (as per Pledges received table)

Item	Unit	Quantity
Blanket	piece	4,800
Used clothes	bales	15 MT

### Packing

Foodstuffs and hygiene items were packed by TRC volunteers into 960 family relief parcels. New clothing, consisting of underwear, socks, pullover and jackets for adults and children, was also packed into 910 family clothes bags.

Basic food items (family parcel)	Hygiene items	Non food items
5 litres of olive oil	1 kg of Soap	3 blankets
5 kg* of pasta (couscous, spaghetti)	1 kg of Washing powder	Warm clothing (new)
2 kg of rice		
2 kg of sugar		
2 kg*of canned tomatoes		
2 kg of jam & Biscuits		
1 kg of harissa**		

\*increased quantities

\*\*new item

### Distributions



TRC volunteers were involved in the packing of food and hygiene items

Two hundred TRC volunteers assisted by 50 members of the Scout association, which is a national society's partner, organisation were involved in packing two types of relief parcels and distributing them.



TRC volunteers and Scout Association members distributing the relief parcels

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### TRCS Distributions in January, February, March 2003 from NS Stocks

Description	Jendouba	Mahdia	Kairouan	Manouba	Beja	Zaghouan	Monastir	Bizerte	Thameur	Ghardimaou
Food product	300 Food parcels (FP)			270 FP	100 FP			150 FP	30 FP	30 FP
Clothes (boxes)	62	50	90	300	15					
Blankets	1300	200		1090	300	100	50	300		
Tents				2		10	6			
Mattress	10					4				
Bed				30						

### Distribution table (January, February, March and September, October 2003).

DESCRIPTION	Manouba	Jendouba	Mahdia	Kairouan	Zaghouan	Monastir	Bizerte	Beja	Scout Partnership
Blankets	1.600	1.790			160	410	360	380	80
Food parcels*	360	300					150	100	50
New clothes**	270	270						270	
Second hand clothes***	80	155	50	90	20	45		10	
Tents	2					6	3		3
Pasta		3 T 922				800 kgs		587 kgs	
Tomatoes		900 kgs				200 kgs		192 kgs	
Harissa		696 kgs							
Sugar		400 kgs				200 kgs		200 kgs	
Oil	300	350 lt						100	250
Mattress		10							
Beds	30						12		50
Bed Linen							15		80
Detergent		350 kgs							
Plates		80							
Glasses		24							
Cups****		80							
Shoes		6							
Toys									
Stretchers							3		

\*: The food parcel contains the items indicated in the table on page 6

\*\* & \*\*\*: The clothes were re-conditioned in family packages/boxes by the volunteers for smooth distribution purposes

\*\*\*\*: Kitchen sets and utensils provided per box

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DESCRIPTION	Gabes	Ben Arous	Medennine	Tataouine	Nabeul	Ariana	Tunis	Total
Blankets		210	200	100	210	510	630	6,640
Food parcels								960
New clothes	60	50	40	60				910
Second hand clothes		1						916
Tents								15
Pasta				2 T 849				8 T 158
Tomatoes				504 kgs				1 T 796
Harissa				504 kgs				1 T 200
Sugar				1 T				1 T 800
Oil								1,000 lt
Mattress	10							14
Beds								100
Bed Linen								95
Detergent								350 kgs
Plates								80
Glasses								24
Cups			2					80
Shoes								12
Toys								1
Stretchers								4

The tables above show all distributions that took place to include items received and purchased under the current appeal, items from TRC stocks and sources, items distributed to direct beneficiaries as well as items to replenish and/or to be kept on stocks. Additionally, the table presents statistics on distributions from as many as 15 regions to include four regions targeted through the appeal.

### Red Cross and Red Crescent Movement -- Principles and initiatives

During the action, Principles and Values of the Red Cross and Red Crescent Movement were closely observed with a particular attention being given to the respect of dignity of the beneficiaries.

### National Society Capacity Building

Limitations of the action in scope and in time on one hand and available Federation resources on the other did not allow planning specific capacity building activities. Tunisian Red Crescent volunteers were working in close collaboration with the Civil Defence in emergency relief and rescue operations. However, this flood operation provided an opportunity for the TRC to test its response system and mobilise its local structures in real time. It has also highlighted the need to reinforce the National Society Disaster Management capacity, identifying the areas for improvement.

Projects for building the capacities of the TRC in four core areas of the *Strategy 2010* have been integrated in the Federation Regional Appeals and the TRC has expressed the willingness to provide its volunteers network with more Disaster Management training and tools as to be better prepared but also to prepare better communities at risk (for additional details, please refer to appeal 01.92/2003 and related reports);

An external audit of the operation was performed in October 2004 and is available at the Regional Office for North Africa upon request.

### Lessons learned

Tunisian Red Crescent has not been exposed to many relief operations or disasters in the last decades. The limited NS structures coupled with the strong role played by the Civil Defense in emergency situations have outlined the importance for the Red Crescent to redefine their position and to clarify their mandate within the civil society. The action showed the need for the national society to elaborate a national disaster management strategy focusing on preparedness, definition of specific response mechanisms and development of psychological support activities as well as the establishment of national intervention team adequately trained and equipped to prepare for and respond

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to the needs of communities. Community based disaster preparedness has been identified as a priority. On basis of this experience, a Risk Reduction programme has been developed focusing on Vulnerability and Capacity Assessment, Community awareness and Psychological Support. The programme will be implemented from 2004 to 2007.

The National Society has also expressed its interest to strengthen its skills in reporting to include logistics reporting and monitoring. TRC volunteers deployed in the field were not visible enough because the national society does not have uniforms which could have been used in a specific flooding situation.

Partnership between the TRC and Scout association proved to be valuable and should be further explored.

**[Final financial report below ; please click here to return to the title page](#)**

Selected Parameters	
Year/Period	2003/02-2003/12
Appeal	M03EA004
Budget	APPEAL

All figures are in Swiss Francs (CHF)

**I. Consolidated Response to Appeal**

	Health & Care	Disaster Management	Humanitarian Values	Organisational Development	Coordination & Implementation	TOTAL
Budget (A)		308,000				308,000
Opening Balance (B)		-				-
<b>Income</b>						
<b>Cash Contributions</b>						
British Red Cross		18,299				18,299
Danish Red Cross		2,662				2,662
Japanese Red Cross		11,403				11,403
Kuwait Red Crescent		6,788				6,788
Libyan Red Crescent		348				348
Monaco Red Cross		11,066				11,066
Norwegian Red Cross		18,875				18,875
Swedish Red Cross		32,100				32,100
UAE Red Crescent		6,801				6,801
<b>Cash contributions (C1)</b>		<b>108,341</b>				<b>108,341</b>
<b>Other Income</b>						
Transfer of Income		46,715				46,715
<b>Other Income (C2)</b>		<b>46,715</b>				<b>46,715</b>
<b>Total Income (C) = SUM(C1..C2)</b>		<b>155,056</b>				<b>155,056</b>
<b>Total Funding (B + C)</b>		<b>155,056</b>				<b>155,056</b>
<b>Inkind Goods</b>						
Danish Red Cross		40,956				40,956
<b>Inkind Goods</b>		<b>40,956</b>				<b>40,956</b>

**II. Cash Balance**

	Health & Care	Disaster Management	Humanitarian Values	Organisational Development	Coordination & Implementation	TOTAL
Opening Balance (B)		-				-
Income (C)		155,056.00				155,056.00
Expenditure (D)		- 155,056.00				- 155,056.00
<b>Closing Balance (B + C + D)</b>		<b>-</b>				<b>-</b>

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Selected Parameters	
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III. Budget Analysis / Breakdown of Expenditure

Account Groups	Budget	EXPENDITURE BREAKDOWN					TOTAL	Actual Versus Budget
		Health & Care	Disaster Management	Humanitarian Values	Organisational Development	Coordination & Implementation		
A							B	A - B
<b>BUDGET (C)</b>		<b>308,000</b>					<b>308,000</b>	
<b>Supplies</b>								
Shelter	-					-	-	
Clothing & Textile	204,000					-	204,000	
Food	26,000					-	26,000	
Seeds & Plants	-					-	-	
Water & Sanitation	4,000					-	4,000	
Teaching Materials	-					-	-	
Utensils & Tools	-					-	-	
Other Supplies	18,000					-	18,000	
<b>Total Supplies</b>	<b>252,000</b>					<b>-</b>	<b>252,000</b>	
<b>Capital Expenditure</b>								
Computers & Telecom	-					-	-	
Office/Household Furniture & Equipm.	-					-	-	
<b>Total Capital Expenditure</b>	<b>-</b>					<b>-</b>	<b>-</b>	
<b>Transport &amp; Storage</b>								
Distribution & Monitoring	5,000					-	5,000	
Transport & Vehicle Costs	2,000					-	2,000	
<b>Total Transport &amp; Storage</b>	<b>7,000</b>					<b>-</b>	<b>7,000</b>	
<b>Personnel Expenditure</b>								
Delegates Payroll	5,000		2,089			2,089	2,911	
Delegate Benefits	5,000		3,017			3,017	1,983	
Regionally Deployed Staff	-		-			-	-	
National Staff	-		-			-	-	
National Society Staff	5,000		74			74	4,926	
Consultants	-		-			-	-	
<b>Total Personnel Expenditure</b>	<b>15,000</b>		<b>5,180</b>			<b>5,180</b>	<b>9,820</b>	
<b>Workshops &amp; Training</b>								
Workshops & Training	-		1,343			1,343	1,343	
<b>Total Workshops &amp; Training</b>	<b>-</b>		<b>1,343</b>			<b>1,343</b>	<b>1,343</b>	
<b>General Expenditure</b>								
Travel	6,000		4,272			4,272	1,728	
Information & Public Relation	3,000		-			-	3,000	
Office Admin Cost	5,000		1,273			1,273	3,727	
Communications	-		1,100			1,100	1,100	
Professional Fees	-		367			367	367	
Financial Charges	-		-			-	-	
Other General Expenses	-		421			421	421	
<b>Total General Expenditure</b>	<b>14,000</b>		<b>7,434</b>			<b>7,434</b>	<b>6,566</b>	
<b>Program Support</b>								
Program Support	20,000		12,568			12,568	7,432	
<b>Total Program Support</b>	<b>20,000</b>		<b>12,568</b>			<b>12,568</b>	<b>7,432</b>	
<b>Transfers</b>								
Cash Transfer to National Society	-		128,532			128,532	128,532	
<b>Total Transfers</b>	<b>-</b>		<b>128,532</b>			<b>128,532</b>	<b>128,532</b>	
<b>TOTAL EXPENDITURE (D)</b>	<b>308,000</b>		<b>155,056</b>			<b>155,056</b>	<b>152,944</b>	
<b>VARIANCE (C-D)</b>			<b>152,944</b>			<b>152,944</b>		

