

# 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

## SUDAN: FLOODS IN KASSALA STATE

10 February 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. 19/2003; Final Report; Period covered: August to November 2003; Final appeal coverage: 97.4%.**  
[\(Click here to go directly to the attached Final Financial Report\).](#)

#### Appeal history:

- Launched on 5 August 2003 for 3 months for CHF 1,917,000 (USD 1,412,563 or EUR 1,250,535) to assist 140,000 beneficiaries.
- Four Operations Updates and an Interim Final Report issued. (See reference table at bottom of this page).
- Disaster Relief Emergency Fund (DREF) Allocated: CHF 200,000 (reimbursed)

**Related Emergency or Annual Appeals: Sudan 2004 Annual Appeal no. 01.06/2004 –**  
[http://www.ifrc.org/cgi/pdf\\_appeals.pl?annual04/010604.pdf](http://www.ifrc.org/cgi/pdf_appeals.pl?annual04/010604.pdf)

All International Federation assistance seeks to adhere to the Code of Conduct and is committed to the Humanitarian Charter and Minimum Standards in Disaster Response in delivering assistance to the most vulnerable. For support to or for further information concerning Federation programmes or operations in this or other countries, or for a full description of the national society profile, please access the Federation's website at <http://www.ifrc.org>

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For longer-term programmes, please refer to the Federation's 2005 Annual Appeal for Sudan no. 05AA003 – [http://www.ifrc.org/cgi/pdf\\_appeals.pl?annual05/05AA003.pdf](http://www.ifrc.org/cgi/pdf_appeals.pl?annual05/05AA003.pdf).

Emergency Appeal 19/2003 dated 3 August 2003	<a href="http://www.ifrc.org/cgi/pdf_appeals.pl?03/1903Sudan.pdf">http://www.ifrc.org/cgi/pdf_appeals.pl?03/1903Sudan.pdf</a>
Operations Update no. 1 dated 8 August 2003	<a href="http://www.ifrc.org/cgi/pdf_appeals.pl?03/190301.pdf">http://www.ifrc.org/cgi/pdf_appeals.pl?03/190301.pdf</a>
Operations Update no. 2 dated 12 August 2003	<a href="http://www.ifrc.org/cgi/pdf_appeals.pl?03/190302.pdf">http://www.ifrc.org/cgi/pdf_appeals.pl?03/190302.pdf</a>
Operations Update no. 3 dated 20 August 2003	<a href="http://www.ifrc.org/cgi/pdf_appeals.pl?03/190303.pdf">http://www.ifrc.org/cgi/pdf_appeals.pl?03/190303.pdf</a>
Operations Update no. 4 dated 2 September 2003	<a href="http://www.ifrc.org/cgi/pdf_appeals.pl?03/190304a.pdf">http://www.ifrc.org/cgi/pdf_appeals.pl?03/190304a.pdf</a>
Interim Final Report dated 10 February 2004	<a href="http://www.ifrc.org/cgi/pdf_appeals.pl?03/1903if.pdf">http://www.ifrc.org/cgi/pdf_appeals.pl?03/1903if.pdf</a>

## **Background and Summary**

All objectives of the Appeal, intended to meet the urgent needs of 140,000 most vulnerable affected by floods in Kassala, were efficiently and effectively achieved. The operation was completed within the planned timeframe; the emergency phase of the operation was concluded on 15 September 2003. All the donated non-food items had been distributed to the 13,000 families (65,000 beneficiaries). Emergency response units (ERU) from the German Red Cross and Austrian Red Cross provided potable water to 150,000 beneficiaries, vector control for 100,000 people and hygiene services for 12 schools. The ERU kit was handed over to the Sudanese Red Crescent.<sup>1</sup>

Torrential rains in the second half of July 2003 caused a series of floods along River Gash which divides Kassala state in two. Despite tireless efforts by Sudanese Red Crescent volunteers to strengthen the dikes along the bridge and the river bank, the raging floods broke through and submerged two thirds of Kassala town. The ensuing flooding has been described as the worst in the area in the last 70 years. The flooding affected over 200,000 people and resulted in 12 deaths. Key buildings, schools, the sole hospital, and the main water plant were all damaged by the floods; many homesteads were partially or fully destroyed, leaving 17,000 families (105,000 persons) without shelter.

With the collapse of major infrastructure, the health situation became precarious leaving Kassala's 350,000 inhabitants with no access to safe drinking water, limited food and poor sanitation facilities. Stagnant water pools became breeding ground for mosquitoes.

The floods damaged the Sudanese Red Crescent branch office in Kassala; in the beginning, this made it difficult to establish proper communication with Khartoum. The branch moved its operations into one of the clinics and established satellite phone communication. A joint needs assessment was conducted within two days of the flooding, and formed the basis of the Emergency Appeal. The assessment team was comprised of local authorities, and members of the Sudanese Red Crescent, the Federation, Netherlands Red Cross and Spanish Red Cross.

The Federation launched an Emergency Appeal 19/2003 for CHF 1.9 million (USD 1.4 million) on 5 August 2003 to support the Sudanese Red Crescent relief operations in Kassala State. The funds were used to purchase shelter materials (plastic sheeting), insecticide treated nets (ITN), jerry cans and soap for 13,000 families for an initial period of three months. A team from the German Red Cross and the Austrian Red cross arrived in Kassala on 8 August, 2003 to assist in the provision of clean water and sanitation for the affected population. All objectives of the Appeal were achieved within the Appeal budget and timeframe.

The Kassala branch volunteers were well organized and provided immediate response to victims in advance of outside assistance. Numbering 1,000 in total, the trained volunteers assisted in the evacuation of civilians, provision of first aid, and house-to-house registration of beneficiaries; this formed the basis of all relief operations. The volunteers also assisted in the distribution of relief items, in conducting needs assessments with other NGO, and in sanitation activities in collaboration with the Ministry of Health and WHO.

## **Coordination**

The Sudanese Red Crescent has been running operations for internally displaced persons (IDP) and refugee camps for many years. This has given branch staff and volunteers good experience in dealing with disasters. The national society also maintains a good working relationship with the local authorities and other agencies operating in the area. As a result, the government granted the Sudanese Red Crescent a lead role in the flood operations.

Coordination meetings were held throughout the disaster during which the national society reported on all activities carried out to support the flood victims. Among these were daily Kassala Emergency Forum meetings, consisting of all international NGO operating in Kassala under the umbrella of the Humanitarian Aid Commission. This forum was formed to coordinate the flow of information under the leadership of the Sudanese Red Crescent. There were daily health meetings on health issues and requirements; shelter meetings to coordinate shelter requirements for victims, and registration meetings to discuss standard procedures and criteria that would be used after the floods.

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<sup>1</sup> Sudanese Red Crescent – <http://www.ifrc.org/where/country/check.asp?countryid=161>

## **Sudan: Floods in Kassala State; Appeal no. 19/2003; Final Report**

Federation support was coordinated by the Disaster Management Coordination Division (Geneva) who assigned two experienced technical delegates for short missions to assist with the coordination and logistics matters from Khartoum. Excellent technical support was also provided by the Regional Disaster Preparedness Delegate and the Nairobi Regional Water and Sanitation (WatSan) Delegate who made all the necessary advance preparations for the WatSan ERU. The Federation Representative in Khartoum took over coordination and budget responsibilities in August after the withdrawal of the short-term technical delegates.

The main partners during the operations were: Sudanese Red Crescent, the Federation, members of the Kassala Emergency Forum and the ICRC. The ICRC supported this Appeal by providing trucks for secondary transportation of the goods from Khartoum to Kassala and two drivers with light vehicles for transportation of technical staff between Khartoum and Kassala.

### **Objectives, achievements, impact**

The overall objective of the emergency operation was to meet the urgent needs of 140,000 people affected by floods for a period of three months through the provision of shelter, hygiene, medication and sanitation services to avoid outbreaks of diseases. All objectives were met and this prevented the loss of life through provision of safe water, sanitation facilities, food, shelter, blankets, soap, ITN<sup>2</sup> and vector spraying that prevented a serious outbreak of malaria.

### **Procurement and distribution of emergency relief (basic non-food items)**

**Objective 1: To provide shelter, hygiene, and sanitation to those affected, and to avoid outbreak of diseases.**

The operation started in the first week of August and continued until 15 September 2003. By mid-August most of the relief items had been delivered to Kassala. [Click here to go to Table 1: Breakdown of non-food items distributed in Kassala State on page 5.](#)

### **Water and sanitation**

**Objective: To provide potable water and sanitation services for a period of three months.**

The ERU Team arrived in Kassala on 8 August 2003 and treated the water at the damaged purification plant and fed it back into the town's distribution system. It also provided water trucking to areas outside Kassala that were not on the town's water distribution in addition to rehabilitating 19 boreholes. By mid-August the ERU was able to produce 1 million litres of clean water per day to meet the needs of the Kassala population. Vector control (spraying) was provided to 100,000 beneficiaries, significantly reducing the risk of malaria, and also provided sanitation facilities to 12 primary schools.

The timely intervention at the water purification plant was instrumental in reducing outbreaks of water related diseases. The Governor of Kassala commended the swift response by the ERU team.

### **Health**

**Objective: To prevent the outbreak of water borne diseases through the provision of appropriate drugs.**

The Kassala branch of the Sudanese Red Crescent is member of Kassala State Emergency Committee and participated in all the stages of disaster response planning. Following an assessments of the number of affected families and their health needs, the assistance focused on providing both curative and preventive activities as well as targeting the affected population through intensive public health campaigns.

Throughout the operation, the national society managed to provide the affected population with curative medical services through its eight operating clinics in Kassala. Its emergency drug stocks enabled the branch to immediately commence its assistance to the victims before the arrival of drugs from other donors. The national society was also able to contain malaria outbreaks through the distribution of ITN and vector spraying.

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<sup>2</sup> ITN – Insecticide-treated mosquito nets

### **Impact**

The quick and efficient response in the WatSan and health sectors resulted in limited deterioration in the health situation in Kassala which remained relatively stable with no major epidemics or loss of life. The government and the international community acknowledged the role of the national society as the lead agency responding to the disaster.

Although the emergency intervention of the International Red Cross and Red Crescent Movement provided immediate and basic relief items, there is great need for coordinated and effective rehabilitation and reconstruction phase to begin.

### **Constraints**

Selection of beneficiaries: Distribution of food and non-food items and targeting the most vulnerable has always been a difficult task. It is evident from a British Red Cross report that targeting could have been more effective. There is need to develop clear guidelines on the criteria for vulnerability which should be communicated regularly to the community to prepare them when disaster strikes.

Food cards: Problems were encountered with the appearance of counterfeit distribution cards during the operation. Efforts need to be made to produce better food distribution cards that are not easy to imitate.

Warehousing: At the onset of the disaster, the Kassala branch had very limited storage capacity and there was not enough storage space when relief goods started arriving. Additionally, flooding in the office also caused damage to the national society's existing stock.

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

Cooperation between the Movement components under this Appeal was extremely effective. From the onset, the ICRC agreed that this was a natural disaster and a Federation mandated operation; ICRC gave logistical support to the operation through trucks for secondary transportation of the goods from Khartoum to Kassala. Partner national societies responded rapidly to the Emergency Appeal and everyone understood their role in the operation.

### **National Society Capacity Building**

This operation has significantly elevated the reputation of the Sudanese Red Crescent and of the Kassala branch and its volunteers both locally and internationally as well as that of the Federation. It has restored confidence in the ability of the International Red Cross and Red Crescent Movement to respond quickly and effectively in times of disaster.

In particular, the operation provided the Kassala branch an opportunity to increase its knowledge and experience in responding to disasters. The large network of trained volunteers was a key strength in the operation. The involvement of the ERU and the training of volunteers in operating the water plants and water sampling is invaluable. Further training will be undertaken by the Austrian Red Cross during 2004. Three ERU vehicles and all equipment and spare parts were handed over to the Sudanese Red Crescent; this will enhance its capacity to respond to similar disasters in future. The branch also received telecom equipment, upgrading of their radio communication system and additional radio handsets that will facilitate the work of the branch in the future.

Kassala branch has an Executive Director who is familiar with disaster response. The leadership of the national society also played a very vital role by interfacing with the National and State governments; the national society headquarters was instrumental in obtaining special landing rights in Kassala for planes carrying relief items. It is also significant that the Kassala State government requested the national society to take the lead role in the operation. There was also excellent cooperation between the Kassala branch and the local State authorities.

## Assessment and lessons learned

The criteria for identifying the most vulnerable and procedures for the selection of beneficiaries can be improved upon as stated elsewhere in this report. The British Red Cross Humanitarian Policy Advisor visited Kassala Branch in September 2003; the visit also looked at the impact of the assistance and the linkage between disaster preparedness and disaster response.

The value of early and accurate assessments of the situation cannot be underestimated. The response from partner national societies was as a result of timely information on the disaster.

**Table 1: Breakdown of non-food items distributed in Kassala State**

Location	House Hold	Plastic sheets	Tar-paulins	Blankets	Jerry-cans 20 litre	Jerry-cans 10 litre	Tents	Laundry soap 250 gm	Laundry soap 250 gm <sup>3</sup>	ITN <sup>4</sup>
Biryai	1,120	1,120		2,240	1,120				5,625	2,240
Shaheed Kila North	250	250		500	250				1,215	500
Shaheed Kila South	580	580		1,160	580				2,880	1,160
Barno and Bargo	700	700		1,400	700				3,465	1,400
Halanga	2,760	2,760		5,520	2,760		150		13,770	5,520
Waw Nour	1,340	1,340		2,680	1,340			5,350		2,680
Khatmia Gadida	347	347		694	347		80		1,735	694
Schools	410	410		820	410		120		2,050	820
Altadamon	717	717	224	1,434	717				3,555	1,434
Margania	897			1,794	897		50			
Banat	603			1,206	603					
Schools							120			
Al-Kara	249			498	249					
Mukram	637	637	246	1,274		1,274		2,550		1,274
Hilat Jadid	384	384		704	352			64	1,600	768
Soriba	360	360		720		710			1,800	720
Hai Al-Bank	336	336		616	308			56	1,400	672
Shaheed	503	82		1,006		1,006			2,515	164
Shaheed Haran	564	564		1,034	517			94	2,350	1,128
AlKhatmia	1,157	1,157		2,314		2,314			5,770	2,314
Al Ingaz Sharag	848			1,696		1,696				
Al Jasur	371			742		371				
Eshlag Aljaish	639	639		676	487			302	1,685	1,278
Eshlag Alshorta	335	335		586	293			84	1,255	670
Tora Genob	115	115		330	115 <sup>5</sup>				575	320
Alamiria	167	167		334	167 <sup>6</sup>				835	334
Wagar	0	0		1,500					2,000	
<b>Total</b>	<b>16,839</b>	<b>13,000</b>	<b>470</b>	<b>33,478</b>	<b>11,930</b>	<b>7,371</b>	<b>520</b>	<b>8,500</b>	<b>56,080</b>	<b>26,090</b>

*[Contributions List and Final financial report below; click here to return to the title page.](#)*

<sup>3</sup> Laundry soap procured through Federation and French Embassy.

<sup>4</sup> ITN procured through Federation and French Embassy, with exception of 5,520 for Halanga.

<sup>5</sup> Local procurement

<sup>6</sup> Local procurement

# Sudan - floods

ANNEX 1

APPEAL No. 19/2003

## PLEDGES RECEIVED

18/01/2005

DONOR	CATEGORY	QUANTITY	UNIT	VALUE CHF	DATE	COMMENT
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### CASH

REQUESTED IN APPEAL CHF ----->					TOTAL COVERAGE	
					1,917,200	97.4%
BRITISH - GOVT/DIFD		147,059	GBP	324,045	20.08.03	PURCHASE, TRANSPORT, FLIGHT COSTS & DISTRIBUTION RELIEF ITEMS
CANADIAN - GOVT/CIDA/IHA		148,500	CAD	150,059	07.08.03	
CANADIAN - RC		19,492	CAD	19,112	09.10.03	
DANISH - RC		277,500	DKK	57,859	08.08.03	
FINNISH - RC		30,000	EUR	46,470	06.08.03	
HELLENIC - RC		2,000	EUR	3,078	29.10.03	
JAPANESE - RC		46,600	USD	63,609	08.08.03	
MONACO - RC		2,500	EUR	3,848	07.10.03	
NORWEGIAN - GOVT/RC		1,000,000	NOK	189,750	08.08.03	
NORWEGIAN - RC				15,000	11.09.03	TELECOM EQUIPMENT, VOLUNTEERS DEPLOYMENT
PRIVATE DONORS				642	15.01.04	
SWEDISH - GOVT		700,000	SEK	118,300	12.08.03	
SWISS - RC				90,525	14.08.03	
TURKISH - RC				10,000	08.12.03	
SUB/TOTAL RECEIVED IN CASH				1,092,297	CHF	57.0%

### KIND AND SERVICES (INCLUDING PERSONNEL)

DONOR	CATEGORY	QUANTITY	UNIT	VALUE CHF	DATE	COMMENT
GERMAN - GOVT/RC/ECHO		499,500	EUR	775,973	04.08.03	BILATERAL: ERU MASS SANITATION, TREATMENT/ SUPPLY, DISTRIBUTION/ TRUCKING EQUIPMENT, 2'000 BLANKETS, 400 TENTS, 2'000 MOSQUITO NETS, 2 LC, 1 TRUCK, FLIGHT COSTS
SUB/TOTAL RECEIVED IN KIND/SERVICES				775,973	CHF	40.5%

### ADDITIONAL TO APPEAL BUDGET

DONOR	CATEGORY	QUANTITY	UNIT	VALUE CHF	DATE	COMMENT
SUB/TOTAL RECEIVED				0	CHF	

**INTERNATIONAL FEDERATION OF RED CROSS AND RED CRESCENT SOCIETIES**

Interim report	
Annual report	
Final report	X

**Appeal No & title: 19/2003 - Sudan floods**  
**Period: year 2003, 2004, up to 01/2005**  
**Project(s): PSD534**  
**Currency: CHF**

**I - CONSOLIDATED RESPONSE TO APPEAL**

FUNDING	CASH		KIND & SERVICES		TOTAL INCOME
	Contributions	Comments	Goods/Services	Personnel	
Appeal budget	1,917,200				
less					
Cash brought forward					
<b>TOTAL ASSISTANCE SOUGHT</b>	<b>1,917,200</b>				
<u>Contributions from Donors</u>					
Canadian Govt. Red Cross Aid Trust (DGNCA01)	150,059				150,059
Canadian Red Cross (DNCA)	19,759				19,759
Danish Red Cross (DNDK)	57,165				57,165
DFID - British Government (DFID)	327,795				327,795
Finnish Red Cross (DNFI)	46,470				46,470
Hellenic Red Cross (DNGR)	3,091				3,091
Japanese Red Cross (DNJP)	63,609				63,609
Monaco Red Cross (DNMC)	3,848				3,848
Norwegian Govt.via Norwegian Red Cro (DGNNO)	170,775				170,775
Norwegian Red Cross (DNNO)	33,975				33,975
Private Donors-online donations (DPOLD)	642				642
Swedish Govt.via Swedish Red Cross (DGNSE)	118,300				118,300
Swiss Red Cross (DNCH)	90,525				90,525
Turkish Red Crescent (DNTR)	10,000				10,000
GERMAN - GOVT/RC/ECHO			775,973		775,973
<b>TOTAL</b>	<b>1,096,013</b>		<b>775,973</b>		<b>1,871,986</b>

**II - Balance of funds**

<b>OPENING</b>	
<b>CASH INCOME Rcv'd</b>	1,096,013
<b>CASH EXPENDITURE</b>	-1,090,559
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<b>CASH BALANCE</b>	<b>5,454</b>

**Appeal No & title: 19/2003 - Sudan floods**

Period: year 2003, 2004, up to 01/2005

Project(s): PSD534

Currency: CHF

**III - Budget analysis / Breakdown of expenditures**

Description	APPEAL Budget	CASH Expenditures	KIND & SERVICES		TOTAL Expenditures	Variance
			Goods/services	Personnel		
<u>SUPPLIES</u>						
Shelter & Construction	204,000	192,381			192,381	11,619
Clothing & Textiles		184,689			184,689	-184,689
Food & Seeds						
Water & sanitation	857,600	13,427			13,427	844,173
Medical & First Aid		14,630			14,630	-14,630
Teaching materials						
Utensils & Tools	64,000	45,356			45,356	18,645
Other relief supplies	60,000	10,423	775,973		786,396	-726,396
<b>Sub-Total</b>	<b>1,185,600</b>	<b>460,906</b>	<b>775,973</b>		<b>1,236,879</b>	<b>-51,279</b>
<u>CAPITAL EXPENSES</u>						
Land & Buildings						
Vehicles						
Computers & Telecom equip.	30,000	39,572			39,572	-9,572
Medical equipment						
Other capital expenditures						
<b>Sub-Total</b>	<b>30,000</b>	<b>39,572</b>			<b>39,572</b>	<b>-9,572</b>
<u>TRANSPORT &amp; STORAGE</u>						
Warehouse & distribution		265,882			265,882	-265,882
Transport & vehicles	252,000	23,237			23,237	228,763
<b>Sub-Total</b>	<b>252,000</b>	<b>289,118</b>			<b>289,118</b>	<b>-37,118</b>
<u>PERSONNEL</u>						
Personnel (delegates)	72,000	24,573			24,573	47,427
Personnel (regional, national staff)	192,600	152,462			152,462	40,138
Consultants		10,087			10,087	-10,087
Workshops & training						
<b>Sub-Total</b>	<b>264,600</b>	<b>187,122</b>			<b>187,122</b>	<b>77,478</b>
<u>GENERAL &amp; ADMINISTRATION</u>						
Travel & related expenses	10,000	10,204			10,204	-204
Information expenses	10,000	5,591			5,591	4,409
Admin./general expenses	40,000	27,161			27,161	12,839
<b>Sub-Total</b>	<b>60,000</b>	<b>42,955</b>			<b>42,955</b>	<b>17,045</b>
<u>PROGRAMME SUPPORT</u>						
Operational provisions	125,000	70,886			70,886	54,114
Transfers & contributions						
<b>TOTAL BUDGET</b>	<b>1,917,200</b>	<b>1,090,559</b>	<b>775,973</b>		<b>1,866,532</b>	<b>50,668</b>