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## DREF final report Benin: Floods

 International Federation  
of Red Cross and Red Crescent Societies

### DREF operation n° MDRBJ009 GLIDE n° FL-2012-000174-BEN Final Report 24 July 2013

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

**Summary:** CHF 254,449 was allocated from the IFRC's Disaster Relief Emergency Fund (DREF) on 15 October 2012 to support the Red Cross of Benin in delivering assistance to some 10,000 beneficiaries. Unearmarked funds to repay DREF are encouraged.

The Red Cross of Benin, with support from IFRC, provided assistance to 750 households affected by the floods in Malanville and Karimama municipalities for three months. In this operation timeframe, the National Society was able to install 750 tents, build 37 emergency latrines and rehabilitate 14 other latrines, 39 showers and soakaway pit. Following these activities, the affected communities, supported by the Red Cross of Benin, set up a health committee for each site where they collected hygiene materials contributed by community members themselves to maintain the site's cleanliness. Materials collected included hoes, machete, rakes, shovels, brooms, wheelbarrows, garbage cans, picks and jerry cans for washing hands after defecation. In Tounga kouka in Malanville, a motorized pump provided to the community to enable them to have clean water. These actions have allowed the population to gradually integrate into their daily lives good hygiene (hand washing after defecation), proper utilization of latrines and the consumption of safe water .



Volunteers getting ready for distribution, Photo Benin RC

The operation was conducted in good understanding between the RDRT deployed and the team of the National Society and strong collaboration with local and health authorities who accompanied the National Society in the implementation of various activities. The operational capacity of the National Society was also strengthened through various trainings as a part of the response activities carried out.

Due to a clerical error in the regional office, a planned replenishment of disaster relief items deployed from regional stocks was overlooked and resulted in the underspend of CHF 125, 029 which has been returned to DREF. IFRC's regional office will seek to replenish the disaster preparedness stocks through other means.

The Canadian Red Cross and government, Netherlands Red Cross and government as well as the Belgian Red Cross and government contributed to the replenishment of the DREF allocation made for this operation.

The major donors and partners of DREF include the Australian, American and Belgian governments, the Austrian Red Cross, the Canadian Red Cross and government, Danish Red Cross and government, the European Commission Humanitarian Aid and Civil Protection (ECHO), the Irish and the Italian governments, the Japanese Red Cross Society, the Luxembourg government, the Monaco Red Cross and government, the Netherlands Red Cross and government, the Norwegian Red Cross and government, the Spanish Government, the Swedish Red Cross and government, the United Kingdom Department for International Development (DFID), the Medtronic and Z Zurich Foundations, and other corporate and private donors. Details of DREF contributions are found on: <http://www.ifrc.org/docs/appeals/Active/MDR00001.pdf>

The IFRC, on behalf of Benin Red Cross, would like to extend its thanks to all partners for their generous contributions.

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

## The situation

The Niger River burst its banks in the month of September on a distance of at least one (1) kilometer destroying almost everything in its path and causing massive damage. The municipalities of Karimama and Malanville were most affected in the north of Benin. Further to a rapid assessment of the situation, it emerged the following results:

COMMUNES	Number of affected households	Number of affected persons
KARIMAMA	7,328	36,640
MALANVILLE	717	7,217
<b>TOTAL</b>	<b>8,045</b>	<b>43,857</b>

Approximately 3,000 traditional houses were destroyed, displacing 2,180 households or 10,292 displaced people had to move and find shelter with host families, other safe sites as well as schools. The damage to hoses was exacerbated because a significant number of houses are built from poor materials composed of mud walls with a grass thatched roof. The majority of the population consists of fishermen and farmers.

In line with its humanitarian mandate, the Benin Red Cross was present in the field to provide assistance to the affected populations. This program provided:

- Assistance to 950 households (450 in Malanville and 500 in Karimama) or 6,650 people in both municipalities through distribution of non-food items;
- Training of volunteers from the Red Cross Benin including trainers of trainers in hygiene and sanitation, hygiene promoters and community volunteers whose role is to raise awareness in good hygiene practices.

The Federation and NS participated in coordination meetings before and during the operation. The good relationship allowed the National Agency of Civil Protection to provide the latter with two trucks to transport non-food items in two affected municipalities and a 4X4 vehicle for moving members of the national Board for the launch of the distribution.

## Red Cross and Red Crescent action

The assistance provided by the Red Cross of Benin to the flood affected people begun with the planning of the operation spearheaded by the NS, in particular those identified as the most vulnerable. The criteria used

to identify vulnerability threshold took into account the damage to their home and associated property, children under five in the household, the elderly with no support and evidence of female heads of households with children at a young age.

Emergency latrines and showers, sinks, hand washing points, dishwashers, two classrooms and tarpaulin shelters were also constructed. Some latrines were rehabilitated and a well for safe drinking water was drilled and installed with the requisite pump. In addition, hygiene promoters were trained to promote awareness of good hygiene practices among affected population.

## Achievements against outcomes

Relief distributions (food and basic non-food items)	
<b>Outcome: Adequate assessment data is collected in the affected areas and analysed to develop relevant intervention plans.</b>	
<b>Outputs:</b>	<b>Planned activities:</b>
<ul style="list-style-type: none"> <li>Detailed assessment information is available for the affected areas.</li> <li>A relevant plan of action for the proposed interventions is developed.</li> <li>The assessment information and intervention plan is shared with other humanitarian actors and authorities through relevant coordination mechanisms.</li> </ul>	<ul style="list-style-type: none"> <li>Rapid induction training of 100 volunteers in assessment, distribution, monitoring and evaluation.</li> <li>Conduct detailed field assessments in affected areas.</li> <li>Provide assessment reports.</li> <li>Analyse the collected information to develop and prioritize and develop the most relevant targeting for the proposed interventions.</li> <li>Advocate for improved coordination mechanisms and make all BRC assessment information available for other humanitarian actors and authorities</li> </ul>

**Impact:** A mission to assess needs and plan the implementation was carried out in the field. This ensured distribution in the respective sites by the NS and other actors were correctly targeted. The distributions were based on the real needs of beneficiaries taking into account the number of families and their vulnerability by providing them with blankets to cover themselves against the cold as well as containers to store the drinking water.

Mobilization of volunteers was flawless and they had an orientation session concerning the evaluation and organization of distribution. Also, the Benin Red Cross through its local branches participated in the development of the communal contingency plan as a proaction to prevent and / or alleviate the suffering of people in at-risk areas particularly Malanville and Karimama. The Benin Red Cross's contingency plan for floods is currently being finalized.

Emergency shelter	
<b>Outcome: Some 750 households (3'750 beneficiaries) benefit from emergency shelter distribution</b>	
<b>Outputs</b>	<b>planned activities:</b>
<ul style="list-style-type: none"> <li>750 households are provided with appropriate emergency shelter and technical assistance</li> <li>750 households have received basic relief items (sleeping mats, blankets, kitchen sets)</li> </ul>	<ul style="list-style-type: none"> <li>Identify and register beneficiaries, in coordination with other partners</li> <li>Provide shelter kits, a guidance flier and timber for simple framing to targeted beneficiaries</li> <li>Train volunteers to support and assist the beneficiaries with the construction of emergency shelter</li> <li>Assist 750 families in erection of emergency shelter.</li> <li>Distribute basic NFIs (2 mats, 2 blankets and 1 kitchen set per family)</li> <li>Monitor, evaluate and report on the activities.</li> </ul>

**Impact:** The Benin Red Cross was able to install with the DREF activities, 750 tents for affected populations and homeless living in makeshift shelters with thatched roofs. A RDRT shelter focal point trained volunteers to build temporary shelters who later assisting communities in the erection of their shelters through the "learning by doing" approach.

A total of 950 families received essential household items, with each family receiving 2 blankets, 2 mats, 1 jerry can, 10 pieces of soap, 1 kitchen kit as summarized in the table below:

Localités/Hameaux	Nbre de ménages	Nbre de Pers	Couver Prévués	Couver Servies	Nattes Prévués	Nattes Servies	Jerryca Prévus	Jerryca Servis	savons Prévus	Savons servis	kit de Cuisine Prévus	Kit de cuisine servis
<b>MALANVILLE</b>												
Malanville centre (Haro Benda)	160	1 120	320	320	320	320	160	160	1 600	1 600	0	0
Goroudjidé	178	1 246	0	0	356	356	0	0	0	0	0	0
Toungakouka	61	427	0	0	0	0	0	0	0	0	61	61
Djérotounga	51	357	0	0	0	0	0	0	0	0	51	51
<b>Total</b>	<b>450</b>	<b>3 150</b>	<b>320</b>	<b>320</b>	<b>676</b>	<b>676</b>	<b>160</b>	<b>160</b>	<b>1 600</b>	<b>1 600</b>	<b>112</b>	<b>112</b>
<b>KARIMAMA</b>												
Bomitounga	62	434	124	124	124	124	62	62	620	620	62	62
Soutounga	31	217	62	62	62	62	31	31	310	310	31	31
Kampement	75	525	150	150	150	150	75	75	750	750	75	75
Monsey	332	2 324	664	664	664	664	332	332	3 320	3 320	332	332
<b>Total</b>	<b>500</b>	<b>3 500</b>	<b>1 000</b>	<b>1 000</b>	<b>1 000</b>	<b>1 000</b>	<b>500</b>	<b>500</b>	<b>5 000</b>	<b>5 000</b>	<b>500</b>	<b>500</b>
<b>GRAND TOTAL</b>	<b>950</b>	<b>6 650</b>	<b>1 320</b>	<b>1 320</b>	<b>1 676</b>	<b>1 676</b>	<b>660</b>	<b>660</b>	<b>6 600</b>	<b>6 600</b>	<b>612</b>	<b>612</b>

### Challenge:

The Benin Red Cross does not have enough specialists in construction of emergency shelters and has even requested by other humanitarian structures for installation tents. It is therefore necessary to train volunteers from the Red Cross shelter in Benin especially in the tent set up.

Due to the high cost of local materials that are hard to find at certain times, it is important to put a prospecting system of local materials in the affected areas and around to quickly get supplies in case of disaster.



### Emergency health and care

**Outcome: Reduce the floods related health risks for 10'000 beneficiaries for 3 months through community-level**

#### Outputs

- Up to 10'000 beneficiaries (2'200 households) are targeted in disease

#### planned activities:

- Conduct assessment of health needs of the affected population

<p>prevention and health promotion activities at Community-level in 2 regions</p> <ul style="list-style-type: none"> <li>• Improve the overall health situation in the area.</li> </ul>	<ul style="list-style-type: none"> <li>• Provide affected communities with First Aid and referral services</li> <li>• Organize health education and hygiene promotion activities among the affected population to prevent disease outbreak and contagion. (Initiate activities for disease prevention and health messages through the development of IEC materials)</li> <li>• Monitor the situation and ensure adequate reporting</li> </ul>
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**Impact:** Patients among the affected population were referred by the volunteers to the health centres for better care. Volunteers from Karimama and Malanville municipalities were trained in health and hygiene promotion. In total 15 hygiene promoters and 92 community volunteers were equipped to make hygiene promotion a regular and sustainable activity. In addition IEC materials were developed for conducting outreach activities.

### Water, sanitation, and hygiene promotion

<p>Outcome: <b>Reduced risk of waterborne and sanitation related diseases during Emergency situation for 2'200 households through hygiene promotion and improvement of basic water and sanitation services accessibility</b></p>	
<p><b>Outputs</b></p> <ul style="list-style-type: none"> <li>• Improved knowledge of hygiene practices amongst the targeted households.</li> <li>• Increased access to safe drinking water for the targeted households.</li> <li>• The target population is provided with basic sanitation facilities in adequate quantity which respects sphere standards</li> </ul>	<p><b>planned activities:</b></p> <ul style="list-style-type: none"> <li>• Support and train volunteers to conduct rapid assessment to identify key hygiene messages and provide the necessary information for the design of hygiene kits fitted with treatment option</li> <li>• Train and orient volunteers to conduct hygiene promotion activities in all displacement camps</li> <li>• Distribute soap and household water treatment kits to 2'200 households (bucket, jerry can, and aqua tabs) and provide necessary demonstration/training.</li> <li>• Conduct awareness sessions on household water treatment and conservation</li> <li>• Organise pre-diagnosis and feasibility studies on existing sanitation facilities and IDP sites</li> <li>• Procure tools and materials for emergency latrine and bath house construction</li> <li>• Rehabilitate 5 latrines at the displacement sites.</li> <li>• Construct 5 emergency latrines</li> <li>• Construct 5 bath houses equipped with washing space</li> </ul>

### Impact:

The deployed RDRT for water and sanitation worked closely with the DM, shelter and water and sanitation focal points of Benin Red Cross during the implementation of activities. An evaluation template was developed and 10 volunteers (5 from the local committee) were oriented and engaged for 4 days in a field survey. The use of data enabled prioritization of activities with the participation of the Health Officers such as institutional sanitation facilities to be rehabilitated and resettlement sites which need dishwashers and showers. Thus, during this period, with hygiene promoters in consultation with the beneficiaries who participated in providing the workforce, 38 emergency latrines, 19 washing-hands, 41 showers, 18 bins, 8 hoppers and 1 incinerator was installed in nine sites.

A total of 34 contaminated wells were disinfected in 5 boroughs of Karimama, drilling (cased well) on the island of Djero tounga, aquatabs distributed in harobanda and Djero tounga. Some 2,200 households were also reached with the awareness raising sessions. In addition, interventions on access to clean drinking water in the settlement sites reached a total of 1,627 households.

In terms of awareness sessions (community meeting, talks, focus groups and home visits), a total of 184 sessions were made in the field by community volunteers under the supervision of hygiene promoters

**Challenge:** Behaviour change is a long process, it is important to organize and monitor volunteers for the sustainability of the achievements of this DREF so that people cannot fall again into the old practices that can make them sick. More intensive humanitarian diplomacy involving local authorities and village leaders from different backgrounds is essential for the sustainability of the achievements.



*A hand washing device model*



*Emergency latrines construction*

### **Logistics**

The cost of transporting NFIs Porto-Novo (headquarters of the SN where are stored NFI) to the affected areas was very high considering the distance and the status of some roads while the budget line for this purpose was limited.

The majority of sites/villages could only be reached through the stretch of water either by pirogues or motorized canoes in 2 or 3 hours one way. Therefore, there is need to reassess the amount allocated for travel and transport by the Federation, taking account of these issues in the future.

### **Review and lessons learnt**

A review of this DREF operation (carried out concurrently for three DREFs in Benin) was carried out in March 2013 with the support of IFRC's Africa zone and the West Africa regional offices, together with Swedish Red Cross, to review the effectiveness of the DREF operation and identify best practices and lessons learnt from these recent multiple DREF operations for the National Society and IFRC.

The main conclusion from the mission is that Red Cross of Benin, although a small National Society, has the capacity with good leadership and a strong volunteer network, to carry out fast onset emergency operations with the support of DREF. The challenges highlighted were in terms of transport and logistics and with such the multiple operations ongoing at the same time, it was felt that they could have benefitted from reinforcement through an IFRC Operations Manager. However, the presence and support from the West Africa regional office's disaster management officer was greatly appreciated.

On a positive note, the multiple emergency operations, including this one, have offered the National Society a great opportunity to increase their visibility. Parades, TV slots, banners, radio messages etc. have contributed to a greater understanding of the Red Cross Fundamental Principles and to the work that the National Society is carrying out in response to the multiple disasters as well as their on-going work.

Contingency planning is ongoing together with local and national authorities and the Red Cross of Benin is considered a reliable partner in emergencies and also entrusted the responsibility to distribute material that Government bodies put at disposal of vulnerable populations. The National Society is an official partner of the national disaster management body.

The challenge for the National Society moving forward is now how to consolidate this experience and the lessons learned and build on these capacities with a view to ensuring sustainability of activities and retention of human resources in the absence of substantial longer term funding. It is felt that with the support of this evaluation the National Society has a greater opportunity to seek partner collaboration to further develop

their work with longer-term programmes including disaster prevention and preparedness. The review findings and recommendations can be used as a base to build a proposal for developing the National Society contingency planning and branch development.

### **Conclusion**

The combined factors of the overflow of the River Niger, the precariousness of construction materials added to the climate changes observed the past three years, the north of Benin is now an area of high vulnerability deserving special attention.

The operation conducted by the Red Cross Benin has been highly appreciated by both the beneficiaries and the local authorities who have spared no effort to facilitate the task to the Benin Red Cross . Government authorities have also regularly been informed about the different activities done by the National Society and have received progress reports notably the Ministry of Interior and the Ministry of Health.

Finally, local authorities have congratulated the CRB for the work well done and expressed the hope that the promptness with which the Benin Red Cross has intervened, will be maintained for the benefit of vulnerable populations and victims of disasters. A plot of land now being offered to the local Committee of Karimama to host its headquarters.

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## Contact information

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## 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.
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## Disaster Response Financial Report

MDRBJ009 - Benin - Floods

Timeframe: 12 Oct 12 to 12 Jan 13

Appeal Launch Date: 12 Oct 12

DREF Report

### Selected Parameters

Reporting Timeframe	2012/10-2013	Programme	MDRBJ009
Budget Timeframe	2012/10-2013	Budget	APPROVED
Split by funding source	Y	Project	*

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
<b>A. Budget</b>		259,449				259,449	
<b>B. Opening Balance</b>		0				0	
<b>Income</b>							
<u>Other Income</u>							
<i>DREF Allocations</i>		259,449				259,449	
<b>C4. Other Income</b>		259,449				259,449	
<b>C. Total Income = SUM(C1..C4)</b>		259,449				259,449	
<b>D. Total Funding = B + C</b>		259,449				259,449	

\* 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>B. Opening Balance</b>		0				0	
<b>C. Income</b>		259,449				259,449	
<b>E. Expenditure</b>		-134,420				-134,420	
<b>F. Closing Balance = (B + C + E)</b>		125,029				125,029	

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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	
<b>BUDGET (C)</b>			<b>259,449</b>			<b>259,449</b>		
<b>Relief items, Construction, Supplies</b>								
Shelter - Relief	48,000						48,000	
Construction Materials	5,575		5,638			5,638	-63	
Clothing & Textiles	7,200						7,200	
Water, Sanitation & Hygiene	22,510		22,317			22,317	193	
Teaching Materials	2,450		1,975			1,975	475	
Utensils & Tools	39,375						39,375	
<b>Total Relief items, Construction, Sup</b>	<b>125,110</b>		<b>29,930</b>			<b>29,930</b>	<b>95,180</b>	
<b>Land, vehicles &amp; equipment</b>								
Computers & Telecom	3,000		1,418			1,418	1,582	
<b>Total Land, vehicles &amp; equipment</b>	<b>3,000</b>		<b>1,418</b>			<b>1,418</b>	<b>1,582</b>	
<b>Logistics, Transport &amp; Storage</b>								
Storage			1,124			1,124	-1,124	
Distribution & Monitoring	3,000		1,662			1,662	1,338	
Transport & Vehicles Costs	26,000		10,406			10,406	15,594	
<b>Total Logistics, Transport &amp; Storage</b>	<b>29,000</b>		<b>13,192</b>			<b>13,192</b>	<b>15,808</b>	
<b>Personnel</b>								
International Staff	15,000		10,011			10,011	4,989	
National Society Staff	9,200		9,657			9,657	-457	
Volunteers	27,100		36,322			36,322	-9,222	
<b>Total Personnel</b>	<b>51,300</b>		<b>55,990</b>			<b>55,990</b>	<b>-4,690</b>	
<b>Workshops &amp; Training</b>								
Workshops & Training	19,000		10,044			10,044	8,956	
<b>Total Workshops &amp; Training</b>	<b>19,000</b>		<b>10,044</b>			<b>10,044</b>	<b>8,956</b>	
<b>General Expenditure</b>								
Travel	8,000		10,325			10,325	-2,325	
Information & Public Relations	5,004		144			144	4,860	
Office Costs	1,600		1,095			1,095	505	
Communications	600		853			853	-253	
Financial Charges	1,000		3,224			3,224	-2,224	
<b>Total General Expenditure</b>	<b>16,204</b>		<b>15,641</b>			<b>15,641</b>	<b>563</b>	
<b>Indirect Costs</b>								
Programme & Services Support Recovt	15,835		8,204			8,204	7,631	
<b>Total Indirect Costs</b>	<b>15,835</b>		<b>8,204</b>			<b>8,204</b>	<b>7,631</b>	
<b>TOTAL EXPENDITURE (D)</b>	<b>259,449</b>		<b>134,420</b>			<b>134,420</b>	<b>125,029</b>	
<b>VARIANCE (C - D)</b>			<b>125,029</b>			<b>125,029</b>		

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**IV. Breakdown by subsector**

Business Line / Sub-sector	Budget	Opening Balance	Income	Funding	Expenditure	Closing Balance	Deferred Income
<b>BL2 - Grow RC/RC services for vulnerable people</b>							
Disaster response	259,449	0	259,449	259,449	134,420	125,029	
Subtotal BL2	259,449	0	259,449	259,449	134,420	125,029	
<b>GRAND TOTAL</b>	<b>259,449</b>	<b>0</b>	<b>259,449</b>	<b>259,449</b>	<b>134,420</b>	<b>125,029</b>	