

# EMERGENCY APPEAL



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

## **BENIN: TOGOLESE REFUGEES**

Appeal no. 05EA010  
05 May 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**

**THIS EMERGENCY APPEAL SEEKS CHF 906,321 (USD 755,900 OR EUR 585,100) IN CASH, KIND, OR SERVICES TO ASSIST 10,000 BENEFICIARIES FOR FOUR (4) MONTHS. CHF 135,000 HAS BEEN ALLOCATED FROM THE FEDERATION'S DISASTER RELIEF EMERGENCY FUND (DREF); UNEARMARKED FUNDS TO REPAY DREF ARE NEEDED.**

[\(Click here to go directly to the attached Appeal budget\)](#)

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 Nigeria sub-regional programmes no. 05AA025 (which includes Benin, Ghana, Togo and Nigeria) – [http://www.ifrc.org/cgi/pdf\\_appeals.pl?annual05/05AA025.pdf](http://www.ifrc.org/cgi/pdf_appeals.pl?annual05/05AA025.pdf).*

### The situation

Severe civil unrest has prevailed in Togo, both in the weeks leading up to and the days following the presidential elections held on 24 April. Before the elections, a total of 81 people were wounded in Lomé, Sokodé and Kara, and in the Togo-Ghana border town of Aflao. (Source: UN-OCHA IRIN). Other areas affected by this unrest include Amoutive, Be, Doulassame, Cassablanca, Atikoume, Totsi and Bdidoadin.

Following the official announcement of election results, which declared Faure Gnassingbé the winner, supporters of the opposition candidate refused to accept the results, alleging election irregularities. The opposition leader declared himself president, and this has led to unprecedented violence and population movement into neighbouring countries (source: IRIN).

As of Monday 2 May 2005, UNHCR reports over 16,500 Togolese have left Togo and are seeking refuge in neighbouring Benin (9,000) and Ghana (7,500). A Federation team, deployed to Benin to assess the situation, reports approximately 14,000 refugees; see table below. This team has yet to assess the situation in Ghana.

Camp name (type)	No. of refugees	Comments
Hilacondji (transit)	10,657	Most have moved to Cotonou and other villages to stay with friends and family. Others have moved to the two refugee camps.
Comé (refugee)	1,253	This camp is nearly full.
Agame (refugee)	1,759	This camp is expected to be the main refugee camp. Note that the local community has provided 10 hectares of land.
Athieme (transit)	210	UNHCR will relocate these to Agame.
Cotonou and other areas	Unknown	UNHCR will address the needs of refugees in urban areas, as needed.

Source: UNHCR/Red Cross of Benin, 03 May 2005

The three countries that border Togo – Benin, Ghana and Burkina Faso – all face the potential for refugee movements.

- The border with Benin has to date the highest level of population movement from Togo. As refugees arrive at the border, they are screened by UNHCR and then sent to either of the above camps.
- The border with Ghana is very close to the Togolese capital of Lomé.
- Burkina Faso has reported little movement, as their borders remain closed and are strictly monitored and enforced. Nonetheless, the Burkinabe Red Cross has teams on standby in border towns.

Additionally, unconfirmed sources reveal that 22 people were killed and about 100 people injured in the crossfire between the opposition and government supporters; nine of the wounded were treated in the Comé hospital.

The Hilacondji transit camp is hosted by a local church (parish) which is situated on the Benin border. A total of 10,657 refugees have been screened and registered here (see table below). Some 22 volunteers were found registering and providing basic relief to the refugees and working closely with UNHCR officials.

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**Hilacondji camp: Refugees screened and registered**

Date	Men	Women	Pregnant Women	Children	Unaccompanied Children	Not specified	Total
26 April	116	480	Not available	99	Not available		695
27 April	578	562	36	577	31		1,784
28 April	689	657	41	1,002	21		2,410
29 April	341	450	18	497	6		1,312
30 April	351	234	19	342	14		960
1 May	327	353	21	527	5		1,233
2 May	200	232	5	358	4		799
						1,464	1,464
<b>Totals</b>	<b>2,602</b>	<b>2,968</b>	<b>140</b>	<b>3,402</b>	<b>81</b>	<b>1,464</b>	<b>10,657</b>

Source: UNHCR/Red Cross of Benin, 02 May 2005

From the beginning of this population movement, Red Cross of Benin volunteers were immediately deployed under the leadership of the local committee presidents of Grand Popo, Comé and Lokossa. A total of 79 volunteers and care givers have been deployed in Hilacondji, Comé, Hilaconji and Lokossa. Other Red Cross committees along the river border between Togo and Benin could become involved, as was the case in the 1994 crisis; some refugees could flee through the river in search of asylum.

During the early stages of this crisis, the Federation composed an assessment/evaluation team of three experienced delegates and a regional disaster response team (RDRT) member. They have deployed to Benin to help organize the response.

National society officers took aprons and first aid materials to the volunteers who are essentially involved in registration and orientation of refugees, tent installation, distribution of food and non-food items, treatment of the wounded, assisting nursing staff, care of unaccompanied children, and security watch during the night.

After meeting with UNHCR representatives, the Red Cross of Benin and the Federation assumed responsibility for managing the Agame refugee camp located near Lokosa town, 150 km from the capital Cotonou. This responsibility includes camp management, water sanitation and health. The camp currently hosts 1,759 refugees; a further 1,000 are being relocated from the border to this camp (3 May). Agame camp is expected to be the main camp for Togolese refugees in Benin.

The Federation team is assisting the national society with purchasing and delivering food items to the camp; there has been no food provision since arrival of the refugees. Basic first aid items are being purchased locally to facilitate the work of the team. Health kits are needed.

The Ghana Red Cross is implementing its contingency plan, developed in coordination with ICRC and the Federation during the initial stages of this crisis. The Federation team is monitoring the situation in Ghana. Of the estimated 7,500 refugees that arrived in Ghana, most have been staying with friends and relatives; 387 refugees have been registered at the camp. The regional delegation maintains regular contact with the Ghana Red Cross; a part of the Federation team is proceeding to Ghana.

As regards the situation in Togo itself, ICRC is operating as lead agency and is working in coordination with the Togolese Red Cross in their response.

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### **The needs**

#### **Immediate needs:**

The immediate needs include provision of food rations (UNHCR), non-food items (Red Cross), water (UNICEF), sanitation (Red Cross) and health (Red Cross). The Federation regional delegation for West and Central Africa, based in Dakar, is mobilizing the Central Africa emergency response water and sanitation (WatSan) team.

The following materials are required urgently to ensure a timely response to this operation. These will be managed by the Red Cross of Benin and the Federation (three delegates are planned).

- Emergency camp infrastructure (e.g. mobile warehouses, tarpaulins).
- Latrine construction materials.
- Clothing, blankets, insecticide-treated mosquito bed nets (ITN), and vests and t-shirts for volunteers.
- Cooking sets.
- Food for supplementary feeding (new arrivals).
- First aid kits, medical supplies and stretchers.
- 4x4 vehicles (leased or purchased), motorcycles for volunteer movement.
- Funds for volunteer stipend and incentives.

#### **Longer-term needs:**

- Telecommunication equipment – phones, radios.
- Food and non-food stocks (contingency for potential influx).
- Office equipment and furniture.
- Medicines and medical stocks.
- Funds for volunteer stipends, incentives and training, and for staff recruitment in sector-specific positions.
- Strengthen the capacity of the national society.

### **Coordination**

The Federation works in close collaboration– at local, regional and international levels - with other organizations involved in providing care for refugees: UN agencies, NGOs and government bodies. As well, the Red Cross of Benin and the Federation are working closely with the UN in development of their flash appeal, due to be issued shortly.

Financial support was given to the Benin team for the Comé refugee camp after consultations with the Executive Secretary and the national society disaster management coordinator. Contacts were made with authorities and representatives of the UN, disaster management and sanitation coordinators, and other institutions responding to this crisis.

### **The proposed operation**

The interagency national contingency plan for response to refugee influxes defines the role of the Red Cross of Benin to include the provision of registration, emergency feeding, shelter and medical services. Under this plan, Red Cross of Benin is collaborating with UN agencies and national authorities to coordinate actions to address the needs of over 10,000 Togolese refugees who recently fled their country.

The Federation team is currently in Benin; a part of team will deploy to Ghana and Burkina Faso. Depending on their assessment and review of the situation, any expansion of this Emergency Appeal will be considered. Any addition of activities and associated budget change will be communicated through a subsequent Operations Update.

Following a critical analysis of its existing human resource capacity, the Red Cross of Benin is engaging itself to address only those needs where it has a comparative advantage and expertise. In order to fulfil its role, the national society has requested the Federation to provide the necessary support and guidance in the domains described in this plan of action. To this end, a Federation assessment and coordination team (FACT) will be deployed to Benin, comprised of logistics, relief and finance members for a period of three weeks.

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### **Objectives and activities planned**

#### **Emergency relief (food and non-food)**

**Objective: The Red Cross of Benin will fulfill its auxiliary role through working with relevant government bodies and UN agencies to register, transport, accommodate and provide relief items for 10,000 Togolese refugees in the Hilacondji transit camp, and the Agame and Comé refugee camps, with support from the Federation.**

#### **Activities planned to reach this objective:**

##### **May 2005 (general):**

- 30 volunteers will work with UNHCR officials
  - to register refugee case loads at the Hilacondji transit centre, and
  - to provide first aid services at Hilacondji and other transit centres.
- The volunteers will work closely with Ministry of Health officials to provide medical care to sick refugees arriving at the Hilacondji transit centre.
- In line with SPHERE standards, volunteers will support UNHCR to distribute food and non-food items to refugees in transit.
- The national society volunteers and their team leaders will work with the UNHCR to facilitate the transfer of registered refugees to designated camps in Comé and Agame.
- Assist the ICRC with tracing services.
- During the course of rendering humanitarian services, the national society volunteers will sensitize the refugees on peace and conflict resolution, promote the Fundamental Principles of the International Red Cross Red Crescent Movement and advocate on behalf of the refugees.
- The national society will provide all the necessary support to its volunteers with the required materials and gadgets to facilitate their work at the transit and regular camps.
- The Red Cross of Benin national headquarters and the Federation will put in place the necessary mechanism to ensure and efficient management of, reporting on and monitoring of the refugee programme.
- The Federation will make available its expertise and support to enable the national society fulfil its humanitarian mandate

##### **Comé refugee camp: May-June-July 2005**

- 20 volunteers will assist health workers and teams to provide medical care to sick refugees in the Comé camp.
- In line with SPHERE standards, volunteers will support UNHCR to distribute food and non-food items to refugees in transit.
- The national society will promote sensitizations and educational activities to promote good sanitation and hygiene

##### **Agame refugee camp: May-June-July 2005**

- 40 volunteers will assist with re-registration and settlement/resettlement of 2,500 refugees, in compliance with UNHCR guidelines.
- The national society teams will provide the necessary expertise to support refugee camp planning and management.
- Through support from the Federation, the national society will acquire and distribute limited quantities of mats, buckets, cutlery to refugees to meet the needs of 2,500 refugees.
- Distribution of food and non-food items provided by the UNHCR to 2,500 refugees.
- Procure and distribute kitchen sets and supplementary food (vegetable cooking oil, salt and other condiments) to complement the food supplied by UNHCR/WFP.
- Provide auxiliary first aid services to 2,500 refugees.
- Provide medical care and where necessary, organize referrals of patients to the general hospitals in and around Cotonou.

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- Conduct nutritional surveillance and provide the necessary support to malnourished children.
- Provide psychological support to refugees.
- Promote sensitizations and educational activities to promote good sanitation and hygiene in the camp.
- Organize regular fumigation of the camps.
- Supply impregnated mosquito nets to families in the camp.
- Complement the efforts of UNICEF in the provision of 20 latrines in the camp.
- Collaborate with UNICEF and Belgian Red Cross in meeting the urgent needs of 81 unaccompanied children.

### **Athieme transit camp: May 2005**

- 10 volunteers will work with UNHCR officials and local authorities to register refugee case loads arriving at the village of Athieme.
- The volunteers will provide first aid services to refugees showing up at the in Athieme.
- The volunteers will work closely with Ministry of Health officials to provide medical care to sick refugees in Athieme.
- In line with SPHERE standards, volunteers will support UNHCR to distribute food and non-food items to refugees in Athieme.
- The Red Cross of Benin volunteers and their team leaders will work with the UNHCR to facilitate the transfer of refugees in Athieme to designated camps in Comé and Agame.
- During the course of rendering humanitarian services, the Red Cross of Benin volunteers will sensitise the refugees on peace and conflict resolution, promote the Fundamental Principles of the International Red Cross Red Crescent Movement and advocate on behalf of the refugees.

### **Emergency preparedness for potential influx of new refugees**

With support from the Federation, the Red Cross of Benin will prepare its volunteers in areas prone to refugee influxes and work with the UNHCR, local authorities and NGOs in these areas to address new refugee caseloads

- The Red Cross of Benin headquarters and branches will actively participate in coordination meetings to assess the situation in Togo.
- The Red Cross of Benin will use its extensive and reliable volunteer network to monitor and respond (where appropriate) to any new refugee influxes.
- The Red Cross of Benin disaster management department will continually assess the response capacities of its branches.
- The national society will ensure that branches that are highly prone to refugee influxes are fully equipped and ready to respond.

### **Capacity of the National Society**

With support from ICRC and Federation, the national society developed a contingency plan at the onset of this crisis.

The Red Cross of Benin has an effective network of volunteers at the community level. These volunteers are ready to respond promptly and professionally during disasters, and their services are generally appreciated by both local government authorities and UN agencies, notably UNHCR. The reputation of the Red Cross of Benin at the national level needs improving. The Federation sub-regional office in Lagos supports the capacity building of the Red Cross of Benin.

### **Capacity of the Federation**

The Federation is represented in Benin, Ghana, Togo and Burkina Faso through its sub-regional office in Lagos. The operation is managed through the Federation West and Central Africa regional delegation in Dakar, with support from the Federation Secretariat in Geneva and the Africa Department's continental finance and reporting units in Nairobi.

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This operation foresees three delegates: a Federation representative, finance, and logistics/field support. A Federation representative will be appointed to support the national society to implement the project. As well, the regional delegation will support this operation primarily through its regional disaster management coordinator.

### **Monitoring and evaluation**

The Red Cross of Benin National Board has appointed a three-member task-force to provide the general and specific guidance to the Executive Secretary in the management of the refugee operation. A Federation representative will be working closely with the team.

The national disaster management director has been given the full responsibility to oversee the refugee operation, and is assisted by a programme coordinator, already on site. As well, three camp managers are being identified to assist the programme coordinator.

At the branch level the committee members have been tasked with following up the activities and reporting regularly to the national task force.

### **Budget summary**

See Annex 1 for details.

### **Additional notes**

For more about the national societies responding to this crisis, please click on the links below.

- Togolese Red Cross – <http://www.ifrc.org/where/country/check.asp?countryid=170>
- Red Cross of Benin – <http://www.ifrc.org/where/country/check.asp?countryid=209>
- Ghana Red Cross Society - <http://www.ifrc.org/where/country/check.asp?countryid=73>
- Burkinabe Red Cross Society - <http://www.ifrc.org/where/country/check.asp?countryid=181>

Please also reference the prior reports associated with the original Minor Emergency:

- Minor Emergency 05ME007 – [http://www.ifrc.org/cgi/pdf\\_appeals.pl?05/05ME007.pdf](http://www.ifrc.org/cgi/pdf_appeals.pl?05/05ME007.pdf)
- Minor Emergency Update no. 2 – [http://www.ifrc.org/cgi/pdf\\_appeals.pl?05/05ME00702.pdf](http://www.ifrc.org/cgi/pdf_appeals.pl?05/05ME00702.pdf)
- Minor Emergency Update no. 3 – [http://www.ifrc.org/cgi/pdf\\_appeals.pl?05/05ME00703.pdf](http://www.ifrc.org/cgi/pdf_appeals.pl?05/05ME00703.pdf)
- Minor Emergency Update no. 4 – [http://www.ifrc.org/cgi/pdf\\_appeals.pl?05/05ME00704.pdf](http://www.ifrc.org/cgi/pdf_appeals.pl?05/05ME00704.pdf)

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[Budget below; click here to return to the title page and contact information.](#)

**BUDGET SUMMARY**

APPEAL No. 05EA010

**Bénin - Togolese refugees**

TYPE	VALUE
<b>RELIEF NEEDS</b>	IN CHF
Shelter & constructions	64,900
Clothing & textiles	89,813
Food	18,000
Water & sanitation	21,600
Medical & first aid	49,515
Utensils & tools	28,593
<b>TOTAL RELIEF NEEDS</b>	<b>272,421</b>
<u>CAPITAL EQUIPMENT</u>	
Vehicles	17,435
Computers & telecom. equipment	41,000
<u>PROGRAMME SUPPORT</u>	
Programme support (6.5% of total)	58,910
<u>TRANSPORT STORAGE &amp; VEHICLE COSTS</u>	
Transport & vehicle costs	107,738
<u>PERSONNEL</u>	
Expatriate staff	165,466
National staff	109,343
Consultants	20,000
Workshops & training	16,332
<u>ADMINISTRATIVE &amp; GENERAL SERVICES</u>	
Travel & related expenses	15,446
Administrative & general expenses	82,230
<b>TOTAL OPERATIONAL NEEDS</b>	<b>633,900</b>
<b>TOTAL APPEAL CASH, KIND, SERVICES</b>	<b>906,321</b>
<b>LESS AVAILABLE RESOURCES (-)</b>	<b>0</b>
<b>NET REQUEST</b>	<b>906,321</b>