

Final report



International Federation
of Red Cross and Red Crescent Societies

BENIN: TOGOLESE REFUGEES

Emergency appeal no. 05EA010
27 February 2008

Period covered by this Final Report: 5 May 2005 to 30 June 2007;

Appeal target (current): CHF 1,291,321

Final Appeal funding: CHF 863,408;

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

Appeal history:

- [Emergency Appeal](#) was launched on 5 May 2005 for CHF 906,321 (USD 755,900 or EUR 585,100) for 4 months to assist 10,000 beneficiaries.
- [Operations Update no. 1](#) was issued on 11 May 2005.
- [Operations Update no. 2](#) was issued on 16 May 2005.
- [Operations Update no. 3](#), issued on 10 April 2006, revised the appeal budget to CHF 1,291,321 and extended the operation's timeframe for an additional 9 months, to 30 June 2006.
- Disaster Relief Emergency Funds (DREF) allocated: CHF 135,000. Funds have been reimbursed.

Background and Summary

The death of Togo's President Gnassingbé Eyadéma on 5 February 2005 prompted a period of political transition in the country. Before the elections, several people were wounded following clashes in Lomé, Sokodé and Kara as well as in the Togo-Ghana border town of Aflao. Other areas that were affected by this unrest included Amoutive, Be, Doulassame, Cassablanca, Atikoume, Totsi and Bdidoadin. Elections were held on 24 April 2005, and Faure Gnassingbé, son of the deceased president, was confirmed as the new leader of Togo. The outcome was contested by the opposition, leading to severe unrest in some parts of the country, and provoking population movements to neighboring countries. As of 13 May 2005, over 26,000 people are estimated to have departed Togo; about 15,000 sought refuge, protection, and assistance in neighboring Benin, and almost 11,000 in Ghana.

Responding to a request from the Red Cross of Benin, the Federation launched Emergency Appeal (05EA010) to support the National Society in delivering immediate assistance to the Togolese refugees. The National Society also sought assistance in coordinating activities with United Nations (UN) agencies, non-governmental organizations (NGOs) and other actors, and in formulating contingency plans to respond to further population movements. This was in line with the Inter-Agency National Contingency Plan for response to refugee influxes. The plan defines the role of the Red Cross of Benin to include provision of registration, emergency feeding, shelter and medical services. Under this plan, the Red Cross of Benin worked with UN agencies and national authorities to coordinate actions to address the needs of over 10,000 Togolese refugees who fled their country.

Because of the influx of refugees into Benin, refugee camps were established at Comé, Agamé, Porto Novo and Cotonou City. From the beginning of the response, 50 Red Cross volunteers were deployed under the leadership of the local committees of Grand Popo, Comé and Lokossa. The volunteers were deployed in Hilacondji, Comé and Agamé (Lokossa). In April 2005, the Federation's Regional Delegation for West and Central Africa deployed an assessment and support team of three experienced delegates and a Regional Disaster Response Team (RDRT) member to Benin. The team assisted in starting up the operation, together with Red Cross of Benin volunteers. Basic assistance was provided to the arrivals – including registration, accommodation, feeding, first aid, psycho-social support, tracing, care of unaccompanied children, establishment of tents and awareness on proper hygiene practices. Food and nonfood items were also

provided and a health centre was constructed in Agamé Camp, with support from the International Federation and the inter-agency health team headed by the government.

In July 2005, the Federation took over the management of field activities in the two camps after going into a tripartite agreement with the United Nations High Commission for Refugees (UNHCR); the agreement involved the Government of Benin, UNHCR and the Federation/Red Cross of Benin. The refugee operation was initially planned to be completed by 5 September 2005 but was extended until 30 June 2006 at the request of the Red Cross of Benin and UNHCR. The extension was sought primarily because of the need to continue the delivery of assistance to the remaining Togolese refugees and due to a lack of other operational agencies capable of providing targeted institutional support. After the end of the second agreement, the Red Cross of Benin entered into a third agreement with UNHCR. Consequently, the National Society took over the coordination role in the field. This third agreement covered the period July to December 2006.

After the emergency period, six departments were put in place by the Red Cross of Benin. They were: reception, registration, listening and orientation; sporting, cultural activities and promotion of Humanitarian Values; water and sanitation and information, education and communication (IEC); women and children; regular support (individual or family, the elderly and people with disabilities). These departments showed their efficiency in the two camps and remained functional until 30 June 2006. However, according to the third agreement, the departments were supposed to be merged. In effect, one department was handed over to CARITAS and the number of Red Cross volunteers involved was reduced.

The four new departments (and their activities) were as follows:

- Reception, registration, listening and orientation. Responsible for revitalizing listening centres, systematizing home visits at the site, physical head-count of refugees, maintaining and updating of statistics, training and re-training of volunteers, determining host families (names, tent numbers and area), monitoring the sanitation situation, and assigning children to supervisors.
- Water and sanitation, housing and IEC. Responsible for sensitizing the community on hygiene and common diseases, holding discussions and debates on sexually transmitted diseases as well as HIV and AIDS, organizing health campaigns, recruiting and training health officers in the camps, setting up sanitation committees in the camps, maintaining latrines and bathrooms, developing drainage plans for rain and dirty water, monitoring house construction, and monitoring technical meetings within the department.
- Sporting, cultural activities and promotion of Humanitarian Values. Responsible for revitalizing the consultation group on sporting and cultural activities, revitalizing sporting and cultural associations, planning sporting events, organizing cultural shows and competitions, training refugees on the dissemination of Humanitarian Values, and disseminating Humanitarian Values in the camps.
- Women, children and people with disabilities. Responsible for assisting the most vulnerable refugees, accompanying the sick to the hospitals, organizing weighing sessions, identifying those suffering from malnutrition, organizing feeding sessions in the camps, organizing home visits, applying hygiene rules, organizing women consultation groups, young girls head-count in the camps, organizing family planning sessions, and supporting training on income generating activities.

Analysis of the operation - objectives, achievements and impact

This report provides the achievements attained, in summary form.

Goal: The health and well being of 10,000 refugees in Benin are improved and maintained through the provision of care and maintenance services.

Objective 1: Adequate and appropriate shelters with houses, to accommodate over 10,000 Togolese refugees in the Agamé and Comé refugee camps, are built and are operational thanks to Federation support.

Achievements: Under the supervision of UNHCR, Red Cross volunteers facilitated the transfer of over 10,000 refugees from Hilacondji Transit Camp to Comé and Agamé camps. UNHCR also provided 965 tents to be put up for refugees by the Red Cross. Eighteen houses were constructed to replace old tents and a fence was constructed around the Agamé Camp for better protection of refugees. An additional three hectares of land was cleared at the Agame Camp (Lokossa) to accommodate more refugees.

Objective 2: Preventive and curative health services are provided to all refugees in the camp with special emphasis on reproductive health, hygiene conditions and welfare.

Achievements:

Water, sanitation and community-based first aid (CBFA): Sixty Red Cross volunteers working in the refugee camps participated in a CBFA training. The volunteers, in cooperation with the refugees, cleaned latrines on a weekly basis and organized regular fumigation of the camps. The toilets, showers and taps were availed with support from United Nations Children's Fund (UNICEF).

The Red Cross of Benin provided psycho-social support to refugees through household visits, meetings and individual consultation at designated centres in the camps. Sensitization and educational activities on sanitation and hygiene were also promoted. Additionally, sporting and socio-cultural activities, such as theatre performances and traditional dance, often took place in the camps.

Health and nutrition: Red Cross volunteers collaborated with the Directorate of the Department of Health (DDS)¹ and Médecins Sans Frontières (MSF) Luxembourg in providing medical care to sick and elderly refugees in the camps. The Danish Red Cross donated two emergency kits and one cholera kit.

The most vulnerable populations also received regular support from Red Cross volunteers in the form of home visits as well as distribution of complementary food and non-food items. Every week, the Red Cross took people living with HIV (PLWHIV) and those suffering from chronic diseases to hospital (20 km from Agamé Camp). The Red Cross also played a major role in tracing 140 unaccompanied children (ENA)² in Togo, Ghana and Benin and took care of 27 remaining unaccompanied children in Oomé Camp, with the support of UNICEF.

Impact: The sanitary facilities provided by the Red Cross ensured that refugees had facilities that met minimum hygiene standards while hygiene education contributed to the practice of proper hygiene. The emergency and cholera kits donated by the Danish Red Cross contributed towards improving provision of health care services to refugees and the vulnerable people in Agamé Camp.

Objective 3 (Operation management): Human and technical resource capacity of Red Cross of Benin and the Federation is improved to effectively implement the refugee operation in collaboration with UNHCR, WFP, the government of Benin and other key stakeholders.

Achievements: An operations manager and a camp manager were recruited to work with the National Society and other partner organizations in Cotonou and Porto Novo. In addition, Red Cross personnel were trained in finance management, monitoring, reporting and warehousing. To motivate its volunteers, the Red Cross of Benin gave them letters of appreciation for their exemplary work during the operation. This contributed to renewing the commitment of the volunteers.

Impact: Recruitment, training and motivation contributed to building the operational capacities of Red Cross staff and enhancing commitment of volunteers at local and national levels. The refugee operation strengthened the visibility of the Red Cross of Benin before the population as well as before administrative and local authorities.

Objective 4 (Capacity building - administrative, human resource services and finance): The ability to attract donors and the capacity of the finance department to effectively support its clients in their programme goals are increased through improving the efficiency, transparency and accountability of the Red Cross of Benin financial management system.

Achievements: Volunteers and members of the management who took part in the refugee operation were trained in camp management, logistics, water and sanitation, and financial management. This eventually facilitated the smooth transfer of the operation from the Federation to the Red Cross of Benin. The National Society signed partnership agreements with UNHCR and UNICEF who are still supporting it in the refugee camps.

¹In French: Direction Départementale de la Santé (DDS).

² In French: Enfants non accompagnés (ENA).

Impact: The participation of the Red Cross of Benin in the refugee operation strengthened its human, material and financial resource management capacities. Capacities of the volunteers were also increased through collaboration between the National Society, Federation delegates and RDRT members.

Coordination

Within the Red Cross/Red Crescent Movement, the Federation's Regional Delegation for West and Central Africa deployed an assessment and support team of three experienced delegates and a Regional Disaster Response Team member to Benin. The team assisted the National Society in the initial stages of the operation. The Danish Red Cross donated two emergency kits and one cholera kit.

Red Cross volunteers collaborated with the government's Directorate of the Department of Health in providing medical care to sick and elderly refugees in the camps. The Ministry of Health (MoH) distributed insecticide-treated mosquito nets, while health centres were requested to provide free medical care to the refugees.

Coordination was also maintained with UN agencies such as UNHCR, UNICEF, the World Food Programme (WFP) and the World Health Organization (WHO). The Red Cross participated in monthly technical committee meetings at the UNHCR headquarters in Benin in which a tripartite agreement between the Government of Benin, UNHCR and the Federation/Red Cross of Benin was concluded. UNHCR regularly monitored the nutrition situation in the camps, especially among children, and WFP provided basic food. UNICEF supported the construction of toilets, installation of showers and taps, and worked closely with the Red Cross in supporting unaccompanied children in Com  Camp. The Red Cross also collaborated with other organizations to address the needs of the Togolese refugees in Benin. The organizations include African Concern, CARITAS-Benin (which was given the responsibility of distributing food) and MSF Luxembourg (responsible for health activities in the camps).

Lessons learned: It is always essential to motivate volunteers as they are an important component in effective implementation of activities. Good working relationships with partner organizations are also vital as they assist in proper coordination of activities as well as in improving the image of the Red Cross. UNHCR appreciated the efforts of the Red Cross in the refugee operation. As a result, in 2007, UNHCR entered into a new agreement with the Red Cross of Benin, following the end of the 2006 agreement.

How we work

All International Federation 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 is committed to the [Humanitarian Charter and Minimum Standards in Disaster Response \(Sphere\)](#) in delivering assistance to the most vulnerable.

The International Federation's activities are aligned with its Global Agenda, which sets out four broad goals to meet the Federation's mission to "improve the lives of vulnerable people by mobilizing the power of humanity".

Global Agenda Goals:

- Reduce the numbers of deaths, injuries and impact from disasters.
- Reduce the number of deaths, illnesses and impact from diseases and public health emergencies.
- Increase local community, civil society and Red Cross Red Crescent capacity to address the most urgent situations of vulnerability.
- Reduce intolerance, discrimination and social exclusion and promote respect for diversity and human dignity.

Contact information

For further information specifically related to this operation please contact:

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International Federation of Red Cross and Red Crescent Societies

M05EA010 - Benin: Togolese Refugees

FINAL Financial Report

Selected Parameters	
Reporting Timeframe	2005/05-2007/12
Budget Timeframe	2005/05-2007/12
Appeal	M05EA010
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
A. Budget		1,291,067				1,291,067
B. Opening Balance		97,254				97,254
Income						
<u>Cash contributions (received)</u>						
American Government		249,280				249,280
American Govt, PR&M		0				0
Icelandic Red Cross		5,093				5,093
Monaco Red Cross		15,605				15,605
Netherlands Red Cross		57,797				57,797
Norwegian Red Cross		104,854				104,854
Swedish Red Cross		100,800				100,800
Swiss Red Cross		2,445				2,445
UNHCR (UN Agency)		249,282				249,282
C1. Cash contributions		785,155				785,155
<u>Reallocations (within appeal or from/to another appeal)</u>						
DREF		-135,000				-135,000
Norwegian Red Cross		-0				-0
UNHCR (UN Agency)		0				0
C3. Reallocations (within appeal or		-135,000				-135,000
<u>Inkind Personnel</u>						
Swiss Red Cross		41,953				41,953
C5. Inkind Personnel		41,953				41,953
<u>Other Income</u>						
Deficit Write-off		74,046				74,046
C6. Other Income		74,046				74,046
C. Total Income = SUM(C1..C6)		766,154				766,154
D. Total Funding = B + C		863,408				863,408

II. Balance of Funds

	Health & Care	Disaster Management	Humanitarian Values	Organisational Development	Coordination & Implementation	TOTAL
B. Opening Balance		97,254				97,254
C. Income		766,154				766,154
E. Expenditure		-863,408				-863,408
F. Closing Balance = (B + C + E)		-0				-0

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III. Budget Analysis / Breakdown of Expenditure

Account Groups	Budget	Expenditure					TOTAL	Variance
		Health & Care	Disaster Management	Humanitarian Values	Organisational Development	Coordination & Implementation		
A							B	A - B
BUDGET (C)		1,291,067					1,291,067	
Supplies								
Shelter - Relief	760		999				999	-238
Construction Materials	267,688		81,683				81,683	186,005
Clothing & textiles	2,232		3,653				3,653	-1,421
Food	10,046		10,672				10,672	-626
Water & Sanitation	1,154		1,154				1,154	0
Medical & First Aid	42,096		8,378				8,378	33,717
Utensils & Tools	77,755		75,027				75,027	2,728
Other Supplies & Services	10,852		9,038				9,038	1,814
Total Supplies	412,583		190,603				190,603	221,980
Land, vehicles & equipment								
Land & Buildings	2,299		2,299				2,299	0
Computers & Telecom	21,284		14,165				14,165	7,119
Office/Household Furniture & Equipm.	11,715		3,075				3,075	8,640
Total Land, vehicles & equipment	35,298		19,539				19,539	15,759
Transport & Storage								
Storage	4,053		4,533				4,533	-480
Distribution & Monitoring	443		443				443	0
Transport & Vehicle Costs	66,815		71,365				71,365	-4,550
Total Transport & Storage	71,311		76,341				76,341	-5,030
Personnel								
International Staff Payroll Benefits	225,056		167,103				167,103	57,953
Regionally Deployed Staff	53,328		44,046				44,046	9,282
National Staff	62,279		104,134				104,134	-41,855
National Society Staff	83,104		12,844				12,844	70,260
Consultants	21,996		6,316				6,316	15,680
Total Personnel	445,762		334,443				334,443	111,319
Workshops & Training								
Workshops & Training	16,435		5,876				5,876	10,559
Total Workshops & Training	16,435		5,876				5,876	10,559
General Expenditure								
Travel	52,011		54,603				54,603	-2,592
Information & Public Relation	7,980		8,279				8,279	-299
Office Costs	56,555		64,915				64,915	-8,359
Communications	40,920		40,330				40,330	590
Professional Fees	40,896		48,324				48,324	-7,428
Financial Charges	6,141		-9,510				-9,510	15,650
Other General Expenses	21,255		2,087				2,087	19,168
Total General Expenditure	225,758		209,029				209,029	16,729
Programme Support								
Program Support	83,919		55,944				55,944	27,975
Total Programme Support	83,919		55,944				55,944	27,975
Operational Provisions								
Operational Provisions			-28,367				-28,367	28,367
Total Operational Provisions			-28,367				-28,367	28,367
TOTAL EXPENDITURE (D)	1,291,067		863,408				863,408	427,659
VARIANCE (C - D)			427,659				427,659	

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IV. Project Details

Project	Name	Opening Balance	Income	Expenditure	Closing Balance	Budget	Variance
		A	B	C	A + B + C	D	D - C
Disaster Management							
P61532	Togo Civil Transitio	97,254	-39,842	-57,412	0	102,023	44,611
PBJ521	Togolese refugees	0	805,996	-805,996	0	1,189,044	383,048
Sub-Total Disaster Management		97,254	766,154	-863,408	-0	1,291,067	427,659
Total	Benin: Togolese Refugees	97,254	766,154	-863,408	-0	1,291,067	427,659