

# Emergency appeal



International Federation  
of Red Cross and Red Crescent Societies

## Yemen: Flash Floods

Emergency appeal n° MDRYE002  
GLIDE n° FL-2008-000201-YEM  
10 November 2008

This Preliminary Emergency Appeal seeks CHF 1,754,011 (USD 1,493,155 or EUR 1,160,465) in cash, kind, or services to support the Yemen Red Crescent Society (Yemen RC) to assist 4,900 beneficiaries over a period of 12 months.

CHF 270,067 (USD 229,975 or EUR 178,660) was allocated from the International Federation's Disaster Relief Emergency Fund (DREF) to support this operation. Unearmarked funds to replenish DREF are encouraged.

On 24 October, rains brought by a tropical storm that lasted for about 36 hours resulted

in flash floods throughout south eastern and south western Yemen. According to the latest estimates, 180 people were killed, more than 2,000 houses have been completely destroyed and between 20,000 to 25,000 people have been displaced. The number of displaced people may also be higher when the full extent of the damage is assessed. Based on this situation, this Preliminary Emergency Appeal responds to a request from the Yemen RC, and focuses on providing support to take an appropriate and timely response in delivering relief, psycho-social support, health, water and sanitation, shelter, and recovery assistance. The operation will also address the critical capacity building needs of the National Society to ensure effective performance. A Field Assessment and Coordination Team (FACT) has been deployed and is currently conducting further assessments. This appeal will be revised at a later stage to better address the needs identified through the ongoing assessment.

This operation is expected to be implemented over 12 months, and will therefore be completed by the end of November 2009; a Final Report will be made available by the end of February 2010 (three months after the end of the operation).

[<click here to view the attached Emergency Appeal budget;](#)  
[here to link to a map of the affected area; or](#)  
[here to view contact details>](#)



Floods destroyed houses in the Hadramaut governorate in south eastern Yemen

## The situation

On 24 October 2008, a level three tropical storm that lasted for about 36 hours in south eastern and south western Yemen resulted in flash floods throughout Hadramaut governorate which consists of about 30 districts. The governorate Al Maharn was also affected, although damage was more extensive in Hadramaut where five districts located by the sea and in the valleys were badly hit by the floods. In total, about one third

of Yemen was affected. Most of the infrastructure was damaged and access to the affected sites was very difficult at the beginning. Roads, communication facilities, power, and water distribution networks were destroyed. About 60 percent of electricity has been cut off in Hadramaut.

On 26 October, the government declared the area 'a disaster zone'. Army helicopters were deployed to rescue people stranded by the floods, but gusty and high water levels hampered rescue efforts. The agricultural sector was heavily hit - 70% of farmers have been affected in many areas, since a thin layer of soil has been washed away from the rocky base, leaving many fields unsuitable for cultivation. Damage to crops, palm groves, livestock and beehives varies among districts, but is severe in Sah, Suna and Tarim districts in Wadi Hadramaut.

The health system is functioning, although shortage of staff (who are looking after their families and homes) and problems with water and electricity supply have been reported. Three hospitals in Mukala, eight district level hospitals, 20 health centers and 168 health units are functioning at full or reduced capacity. In addition, the United Arab Emirates military deployed a military mobile hospital near Seyoun.

According to the latest estimates, 180 people have been killed, more than 2,000 houses have been completely destroyed and between 20,000 to 25,000 people have been displaced. The death toll is expected to rise as many people are reportedly missing. The number of displaced people may also be higher when the full extent of the damage is assessed. In Hadramaut alone, it is estimated that about 500 houses were totally destroyed in the districts of Tarim, Sah, Shibam, Qatun and Wadi Al-Yeme. The full scope of the damage is still to be determined.

The Yemen RC, together with the International Federation, has been assessing the situation in some of the affected areas. The assessment team visited affected areas in Hadramaut and met with RC branch leaders, local authorities and community members.

According to their assessment, based on visits to two sample villages in Tarim district (35 km from Seyoun where the RC branch is located), most of the displaced are sheltered in schools (generally women and children) and in mosques (generally men). In one school alone in Thibi, 900 women and 550 children were sheltered (with 100 people staying in one room). Affected people have generally refused to stay in tents organized in camps possibly due to cultural factors. On the other hand, shelter remains critical as most schools will soon reopen and other arrangements have to be found to shelter the displaced. Some people are reportedly staying with relatives while their houses are being reconstructed. However, this option is obviously limited to only those who can afford to rebuild.

In addition to their immediate survival needs, the most vulnerable segments of the displaced will require continuing attention in terms of ensuring shelter and recovery. The urgent needs include food, blankets, health and environmental protection, protection from infectious diseases, water pumps, and electrical generators (up to 70 % of the population is without electricity).

As the Yemen RC and the International Federation receive more comprehensive information over time through the FACT mission, it is possible that new disaster areas will be identified and targeted for more detailed intervention

## **Coordination and partnerships**

The president of the Republic established a high level committee to be chaired by the prime minister and an operational level emergency committee to be chaired by the deputy prime minister for defense and security affairs to coordinate the response. The Yemen RC is a member of the high level committee. The Yemen RC branch in Seyoun (Hadramaut governorate) is also working in good coordination with the local authorities and non-governmental organizations (NGOs) and reaching out to the victims through its volunteers.

The International Federation has been closely working with the Yemen RC to facilitate the initial assessment and response. A DREF allocation of CHF 270,067 was released. The emergency action is based on the rapid assessment carried out by the branch and assisted by the National Society headquarters teams.

The secretary general of the National Society convenes regular operational emergency meetings with different partners working with the Yemen RC, including the International Federation, the International Committee of the Red Cross (ICRC), and the National Societies with in-country presence including the Danish Red Cross, French Red Cross, and United Arab Emirates Red Crescent. Representatives from Médecins Sans Frontières (MSF) and the United Nations Children's Fund (UNICEF) also participated in some of the meetings. The Yemen RC updates participants about the situation based on the information received from the branches in the field and the high level coordination meetings. The partners have agreed that the Yemen RC, together with the International Federation, take the lead in assessment of the situation and coordination of the necessary response. A United Nations Disaster Assessment and Coordination (UNDAC) team has been deployed to Yemen. Nightly coordination and sector meetings are taking place.

The World Health Organization (WHO) is currently providing medical kits, with each kit to cover the needs of up to 10,000 persons for a period of three months. The Spanish government announced additional kits. In the meantime, the United Nations High Commissioner for Refugees (UNHCR) has been providing shelter/non-food item kits for 200 families. In addition, the UNICEF is checking with counterparts as to what supplies are currently on hand and available to be re-routed. The Mohammed bin Rashid Al Maktoum Foundation, based in Dubai, is dispatching by air and road relief supplies, electrical generators and water pumps to the affected population. The United Nations Emergency Preparedness and Response Team (UNEPR) is assessing available capacities within the international NGOs' available stocks.

## Red Cross and Red Crescent action

The Yemen RC opened a 24-hour operation room at its headquarters to follow up and coordinate actions. Supported by the International Federation and the French RC, the National Society has deployed a rapid assessment team to assist the branches and support needed for those affected. Volunteers who benefited from the vulnerability and capacity assessment (VCA) training supported through various channels, such as the European Community Humanitarian Aid department (ECHO) and the United Kingdom Department for International Development (DfID), are assisting in the operation and more volunteers are planned to be deployed in the days to come.

On 26 October, an assessment team reached Alkatan district which is located about 60 km from the main city Sayeoun, where the Yemen RC governorate branch is located. The team visited the village of Alfadhah AlSharqi located by the stream of floods (Wadi or Salah) with an estimated population of about 1,000 people. According to the information from the team, all of the houses in the village were destroyed by the floods. About 97 families (with an average family size of 6-7) are homeless and living in mosques, schools or with relatives in a nearby village. The local people have lost all kinds of livelihood including cattle, camels, goats and all farms were submerged by water.

Based on preliminary assessments, the Seyoun branch, together with the headquarters team, is assisting up to 7,000 people through the distribution of food (wheat flour, sugar, and dates), non-food items (blankets and mattresses), and medicines (antibiotics, painkillers, and glucose).

The Seyoun branch is coordinating their efforts with local authorities and other NGOs working in the area. The assessment team deployed by the Yemen RC from the headquarters has provided technical assistance to the local authorities in terms of organization of relief including camp management.

In addition to the DREF support through the International Federation, the National Societies of Kuwait, Emirates and Turkey have mobilized assistance to help the victims.

A FACT including a team leader, shelter and recovery advisors, health, disaster management, and relief specialists from Yemen RC, has been deployed to support current efforts to assess, coordinate and develop a response strategy by supplementing the existing resources. The assessment will look at specific gaps in needs, in particular to ensure the needs of the most vulnerable are identified and addressed in the strategy.

## The needs

**Beneficiary selection:** The operation will focus on the most vulnerable of the affected population including women, children, marginalized people (Aghdam) and refugees from other countries who had been living in the different parts of the governorate. Beneficiary selection will be carried out in coordination with local authorities and based on Yemen RC vulnerability criteria.

Based on the preliminary assessments, and discussions with the RC branch leaders and the local authorities, the Yemen RC plans to assist the victims with a short and medium term plan of action.

**Short-term action:** The short-term plan consists of the ongoing action, providing assistance to the most needy including women and children based on their immediate priorities (food, blankets, mattresses, hygiene kits, etc). The Yemen RC will continue using the DREF support and the assistance received bilaterally from partner National Societies (e.g. medicine from the Kuwait RC).

**Medium-term action:** This will depend on the results of a more in-depth assessment of the overall situation which will enable the Yemen RC to determine the nature and scope of its involvement. The assessment by the FACT team will provide a solid basis for this medium term plan of action. A shelter and recovery assessment will be undertaken to determine needs and activities for midterm response.

## The proposed operation

This emergency relief operation will provide 700 families (4,900 people in Hadramout and Al-Mahara) with essential items to help them cope with the initial phase of the emergency. As the emergency relief phase advances, the operation will progressively transition to early recovery and rehabilitation activities, as well as capacity building.

Assessments are still ongoing, and more detailed information will become available shortly. Based on this, objectives may be included or expanded, as relevant to the operation. More specific objectives concerning early recovery, emergency health, water and sanitation and shelter will be added.

### Relief distributions (food and basic non-food items)

<b>Objective: 700 families in Hadramaut and Al-Mahara have benefited from the provision of essential food and non-food items to recover from the effects of the emergency. Procurement has replenished Yemen RC relief stocks; strengthening and re-establishing its response capacity for future relief operations.</b>	
<b>Expected results</b>	<b>Activities planned</b>
700 families have received essential relief items including basic food (wheat flour, sugar, oil, and special food for children) and non-food items.	<ul style="list-style-type: none"> <li>• Conduct rapid emergency needs and capacity assessments.</li> <li>• Coordinate with public institutions.</li> <li>• Verify the most affected population.</li> <li>• Purchase food items.</li> <li>• Purchase non-food items (by regional logistics unit in Dubai).</li> <li>• Conduct transport, customs and logistics (by RLU).</li> <li>• Distribute food and non-food items.</li> <li>• Conduct monitoring and evaluation.</li> </ul>

Yemen RC is currently utilizing its pre-positioned stocks to distribute to the affected families.

### Emergency shelter

This plan will address the different needs of different groups in different ways which may include an initial distribution of shelter kits, shelter materials or tents to address emergency needs, and a more tailored response to address medium and longer-term needs. Pre-positioning of shelter kits or tents for Yemen RC relief stocks may be considered to increase its response capacity for future shelter operations.

<b>Objective: The shelter needs of the target population identified in the assessments are met with an appropriate planned programme.</b>	
<b>Expected results</b>	<b>Activities planned</b>
The target population is accommodated in safe and adequate shelters.	<ul style="list-style-type: none"> <li>• Assess the extent of the shelter needs and preferred shelter solutions.</li> <li>• Promote safe and durable shelter where possible through the provision of technical assistance and guidance to all involved in the shelter activities.</li> <li>• Promote increased awareness and understanding of safe and adequate shelter response programming with the National Society and affected communities.</li> </ul>

### Emergency health and care

<b>Objective: The health risks of the emergency on the affected population is reduced through the provision of preventive, community-level and curative services to up to 700 families (4,900 beneficiaries) in Hadramaut and Al-Mahara for 12 months.</b>	
<b>Expected Results</b>	<b>Activities planned</b>
Health risks of the affected population are further assessed.	<ul style="list-style-type: none"> <li>Assess the health risks of the affected population in terms of health services, prevention, health needs and risk of communicable diseases.</li> </ul>
Further mortality and morbidity as a result of the floods are prevented through a primary health care oriented programme.	<ul style="list-style-type: none"> <li>Provide first aid and referral services for affected communities in the coming three months.</li> <li>Support a mass vaccination campaign through volunteers and social mobilisation and/or independent monitoring in coordination with the Ministry of Health.</li> </ul>
The resilience of the community is improved through better health awareness, knowledge and behaviour.	<ul style="list-style-type: none"> <li>Conduct a large disaster risk reduction campaign at community and school level, with a focus on the following modules:               <ul style="list-style-type: none"> <li>Hygiene promotion</li> <li>Risks of water-borne diseases</li> <li>Risk of food poisoning</li> <li>Risk of landslides, rockslides and electrical hazards</li> <li>Recovery of dead animals and their transportation to place reserved for burial</li> </ul> </li> </ul>
The scope and quality of the Yemen RC health and care services are improved.	<ul style="list-style-type: none"> <li>Provide 500 first aid bags/kits/equipment for Yemen RC national/regional intervention teams and provide training, equipment and materials to the local branches.</li> </ul>
Psycho-social support is provided to affected families and Yemen RC capacity is increased to cope with this and future disasters.	<ul style="list-style-type: none"> <li>Provide psycho-social support to families affected by the disaster, in particular those who have lost family members and/or are most vulnerable.</li> <li>Provide additional psycho-social training to Yemen RC staff and volunteers to ensure up to 150 people can facilitate the service.</li> <li>Provide psychosocial support to staff and volunteers of Yemen RC engaged in emergency response.</li> <li>Organise an emotional debriefing for staff and volunteers of Yemen RC after the emergency phase.</li> </ul>

### Water, sanitation, and hygiene promotion

<b>Objective: The risk of waterborne and water related diseases has been reduced through the provision of water treatment for household level, adequate sanitation as well as hygiene promotion to up to 700 families (or 4,900 beneficiaries) in Hadramaut and Al-Mahara for twelve months.</b>	
<b>Expected results</b>	<b>Activities planned</b>
The existing coverage is assessed with a view to ensuring availability of and access to an adequate water supply.	<ul style="list-style-type: none"> <li>Assess the basic water, sanitation and hygiene promotion and likelihood of water and sanitation related diseases in the affected population.</li> <li>Based on this assessment, procure and distribute to the beneficiaries the necessary items to treat the water (high test hypochlorite powder and water purification sachets).</li> </ul>
The health status of the affected population is improved through behavioural change and hygiene promotion activities.	<ul style="list-style-type: none"> <li>Conduct with the Ministry of Health a hygiene promotion campaign focusing on behaviour change and targeting affected people.</li> <li>Provide early intervention with chlorine tablets and water sanitation promotional material.</li> <li>Based on assessment provide as needed additional water sanitation support at the household and community level, potentially including water sanitation kits and/or support reinstating previously existing water supplies.</li> </ul>

The scope and quality of the Yemen RC water, sanitation and hygiene promotion services are improved.	<ul style="list-style-type: none"> <li>• Conduct training on participatory hygiene and sanitation transformation (PHAST), water supply, or other related areas to be determined for up to 50 members of the Yemen RC national intervention team, volunteers, and staff in the affected branches within the next six months.</li> </ul>
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### Early recovery

<b>Objective: Early recovery needs will be assessed, planned and implemented together with the affected communities and key local, national and international stakeholders.</b>	
Expected results	Activities planned
Immediate recovery needs of the vulnerable population will be met.	<ul style="list-style-type: none"> <li>• Identify needs of women and children.</li> <li>• Provide school kits and clothing.</li> <li>• Conduct disaster risk reduction training for local branches.</li> <li>• Conduct awareness campaigns.</li> <li>• Use prevention signs to highlight dangerous areas.</li> <li>• Conduct VCA studies for most vulnerable.</li> <li>• Involve local communities.</li> </ul>

### Logistics

The logistics function aims to support relief operations, delivering a range of relief items in line with operational priorities. The primary tasks of the logistics team will be to:

- Liaise and coordinate actions with the local authorities and other key actors to ensure that the logistics operation will be as efficient and effective as possible.
- Maintain a detailed and up-to-date mobilization table.

The International Federation, coordinated through its country office in Yemen, will be working on mobilizing specific relief items to respond to needs in the field.

<b>Objective: The local logistics capacity is assessed and reinforced.</b>	
Expected results	Activities planned
<p>Mobilization of relief goods is coordinated, including reception of all incoming goods, warehousing and the efficient dispatch of goods to the final distribution points.</p> <p>The International Federation worked with the Yemen RC to support and build logistics capacity through training and workshops.</p>	<ul style="list-style-type: none"> <li>• Support the distribution of incoming goods to affected individuals and communities to address identified needs.</li> <li>• Support Yemen RC in establishing an adequate resource mobilization table and relief system with the support of the RLU in Dubai.</li> <li>• Conduct relief and logistic workshops for the Yemen RC staff and volunteers.</li> </ul>

### Communications – Advocacy and Public information

Maintaining a steady flow of timely and accurate information between the field and other major stakeholders is vital for fundraising, advocacy and maintaining the profile of emergency operations. During an operation, communications between affected populations and the Red Cross and Red Crescent (RC/RC) Movement, as well as with the media and donors, is an essential mechanism for effective disaster response and the cornerstone to promote greater quality, accountability, and transparency. Communications activities are closely coordinated with the communications department of the International Federation's secretariat in Geneva.

High visibility of the operation will be maintained through local media, international web links and press releases. Red Crescent flags/banner/posters will be displayed at distribution sites, and volunteers will wear aprons with the Red Crescent emblem during distributions.

Adequate visibility for donors and the International Federation will be ensured, including maintaining a high profile in national media, when possible. Photographs highlighting the contribution of donors will be taken throughout the relief operations and made available to donors upon completion. The Yemen RC will produce interim progress reports for distribution to RC/RC Movement, as well as local diplomatic missions, government ministries, United Nations agencies, NGOs and Yemen RC field branches.

### Capacity of the National Society

The Yemen RC has branches in 15 out of 22 governorates. Five branches are particularly strong in project implementation. In recent years, the Yemen RC has continued to increase its capacity through trainings and with support from the International Federation and ICRC. National intervention team (NIT) trainings have been conducted over the past five years. Recently, Yemen RC participated in a disaster management training of trainers in Amman, in addition to a road safety workshop in Doha. Currently, the Yemen RC has approximately 3,000 active volunteers.

The Seyoun branch in Hadramaut is functioning as well as possible under the current situation, but will require further capacity building in terms of human and material resources as well as systems and procedures. Further assessment in Al-Mahara may identify additional capacity requirements.

Although the Yemen RC has a disaster management department and has improved in recent years, there is still a need to strengthen the disaster management planning monitoring and reporting capacity at the headquarters level. Capacity building needs will be addressed by training the core staff at headquarters and branch level and by providing the means to ensure basic capacities, including transportation and communication, are available at headquarters and branch level.

Yemen RC carries out activities in dissemination, first aid, psycho-social support, disaster relief, and health clinic support with maternity focus. There is a large scale community based health development project coordinated by an operational alliance with support from the Danish, Swedish and Norwegian Red Cross Societies.

### Capacity of the Federation

The long-term presence of the International Federation in the Middle East and North Africa (MENA) zone has contributed considerably to the strengthening of the preparedness and response capacity of the Yemen RC. It has also provided a constant source of encouragement and solidarity for the National Society. The zone office can provide support in disaster management, reporting, and finance. The zone office of the International Federation has conducted regional disaster response team (RDRT) trainings in recent years, in which Yemen RC has participated. The International Federation office in Yemen has supported annual appeal development, disaster management activities, core areas of strategy 2010, and development of operational alliances. The office currently has four staff and two vehicles in the capital Sana'a.

### Budget summary

See attached budget (Annex 1) for details.

Thomas Gurtner  
Director  
Coordination and Programmes Division

Bekele Geleta  
Secretary General

### 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:**

- In Yemen: Abbas Zabarah, Secretary General, Yemen Red Crescent, Sana'a; email: [abbaszabarah@yahoo.com](mailto:abbaszabarah@yahoo.com); phone: +967 1298615; and fax: +967 1283131.
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**[<Emergency Appeal budget and map below; click here to return to the title page>](#)**

## **APPEAL BUDGET SUMMARY**

Yemen - Flash Floods

Annex 1

MDRYE002

**ORIGINAL**

### **RELIEF NEEDS**

Shelter	189,000
Construction Materials	260,000
Clothing & Textiles	60,000
Food	45,000
Seeds & Plants	
Water & Sanitation	175,000
Medical & First Aid	
Teaching Materials	100,000
Utensils & Tools	50,000
Other Supplies & Services	165,000
<b>Total Relief Needs</b>	<b>1,044,000</b>

### **CAPITAL EQUIPMENT**

Land & Buildings	
Vehicles Purchase	50,000
Computers & Telecom Equipment	20,000
Office/Household Furniture & Equip.	20,000
Medical Equipment	0
Other Machinery & Equipment	5,000

### **TRANSPORT, STORAGE & VEHICLES**

Storage - Warehouse	40,000
Distribution & Monitoring	40,000
Transport & Vehicles Costs	20,000

### **PERSONNEL**

International Staff	144,000
Regionally Deployed Staff	45,000
National Staff	
National Society Staff	30,000
Consultants	50,000

### **WORKSHOPS & TRAINING**

Workshops & Training	50,000
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### **GENERAL EXPENSES**

Travel (monitoring)	24,000
Information & Public Relations	8,000
Office running costs	20,000
Communication Costs	20,000
Professional Fees	10,000
Financial Charges	
Other General Expenses	

### **PROGRAMME SUPPORT**

Programme Support - PSR	114,011
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**Total Operational Needs 710,011**

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**Total Appeal Budget (Cash & Kind) 1,754,011**

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**Available Resources**

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**Net Request 1,754,011**

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