

DREF final report

Benin/West Coast: Floods

DREF operation n° MDRBJ007
GLIDE n° FL-2010-000202-BEN
30 November, 2011

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 183,673 was allocated from IFRC's Disaster Relief Emergency Fund (DREF) on 15 October, 2010 to support the National Society in delivering immediate assistance to 10,000 beneficiaries.

The combined impact of the torrential rains and the rise in the water level of Rivers Ouémé and Mono led to serious flooding throughout the country affecting many towns and villages in 55 districts in the country. More than 680,000 persons were affected with 160,000 made homeless and 43 deaths recorded. The magnitude of the disaster and its impact on the population compelled the Government of Benin to request for assistance and solidarity at national and international levels and to set up a National Crisis Management Committee chaired by the Minister of Internal Affairs. The committee members included UN agencies, humanitarian NGOs and the Red Cross of Benin. The Red Cross of Benin participated in various assessment missions carried out at the onset of the floods to get accurate data on the situation.



The Red Cross volunteers sensitized beneficiaries on proper use of bed nets/**Red Cross of Benin**

With the support of the IFRC, the Red Cross first distributed non-food items in the towns of Karimama and Malanville in the northern part of the country. The DREF allocation enabled the National Society to continue distribution activities, especially in some towns in the southern part of the country. Thus an additional 29,146 persons (6,286 new households) in the southern part of the country received mats, blankets, mosquito nets, children's clothing and hygiene kits (Aquatabs, buckets, soap). Red Cross volunteers also carried out sensitization activities on good hygiene practices in the affected towns.

The efforts of the Red Cross contributed to reducing the suffering of the flood-affected population. The pre-positioning of stocks at National Society level meant the Red Cross of Benin was the first humanitarian actor to bring immediate relief assistance to the population affected by the floods. Good collaboration with other humanitarian partners and government contributed to good service delivery to the target population. The operation built capacities in the local branches, especially in terms of intervention equipment and human resources. The National Society's performance was well regarded by other actors, and their performance enhanced visibility of the Movement in the country.

The operation highlighted that logistic means, especially vehicles, of the National Society are inadequate, which had a negative impact on the timely implementation of the activities planned.

Funds to replenish this DREF allocation were provided by the Canadian Red Cross and by the Permanent Mission of South Africa in Geneva. 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. The IFRC, on behalf of the National Society, would like to extend thanks to all for their generous contributions.

Details of contributions to DREF are found at: www.ifrc.org/docs/appeals/Active/MAA00010_2010.pdf for 2010, and at: www.ifrc.org/docs/appeals/Active/MAA00010_2011.pdf for 2011.

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

The situation

The impact of the torrential rains in the Republic of Benin in August 2010, and the rise in the water level of Ouémé and Mono Rivers led to severe flooding throughout the country. From the North to the South and from the East to the West, approximately 55 districts out of 77 in the Republic of Benin were affected. At least 680,000 persons of whom 160,000 were made homeless and 43 deaths recorded (*Report of the Joint Assessment Team, 2010*). Thus, several hundreds of houses, classrooms were damaged and some completely destroyed. Some roads and bridges were also damaged thus making very difficult the access to affected communities. Thousands of hectares farmlands were submerged with early season crops and livestock lost.

The extent of damages, the threat to food security and the risk of epidemic outbreak among the affected population made the government to appeal for national and international assistance. The government also set up the National Crisis Management Committee chaired by the Minister of Internal Affairs for the purpose of coordination. For improved efficiency and better management of the assistance to the victims, humanitarian actors including the relevant ministries, the UN agencies, humanitarian NGOs and the Red Cross of Benin worked in collaboration and in clusters to assist the population affected by the floods.

The government set up 20 temporary camps for the internally displaced persons (IDPs) in the country though some of the affected households opted to shelter with families and friends not affected by the disaster. School resumption date was indefinitely postponed in many of the affected communities as school facilities were either damaged or occupied by the IDPs.

The floods coincided with a strike of government health workers. The effective closing of public facilities led to increased health risks as private health facilities are too expensive for the majority that live below one USD per day. Government had to set up mobile health brigades to provide care for the sick during the emergency. Access to drinking water was a major challenge during the emergency phase. The majority of the population sourced drinking water from rivers that they use without any treatment. Many in the affected communities defecate in the open and by the waterside as latrines facilities are not common. The situation further exposed the populations to water borne diseases and epidemics as outbreak of cholera epidemic was already reported in some communities in the southern part of the country with the highest number of cases with many deaths recorded in Cotonou, the commercial hub of the country.

Red Cross and Red Crescent action

The National Society collaborated with other actors like government, the UN agencies including the UNDAC team to carry out several assessments of the situation and door-to-door data collection of the affected persons. ICRC organized a joint field visit with representative of ECHO to the affected communities in Benin.

With the DREF allocation, the National Society distributed non-food items in the affected towns in Mono (Athiémé, Lokossa, and Grand-Popo) and l'Atlantique (Abomey-Calavi). The areas that benefited from the

Red Cross intervention were selected through the mapping of areas of activities done by the NGOs consortium, with the National Society as a member. The table below shows the items distributed by the Red Cross of Benin with support from IFRC:

Non-food items distributed by the Red Cross of Benin

Towns	Districts covered	Beneficiaries		Items Distributed							
		Number of households served	Number of beneficiaries	Blankets served	Mosquito nets served	Mats	Aquatab tablets served	Soaps served	Buckets Jerrycans served	Used children's clothing	Persons sensitized
Grand-Popo	Adjaha	1,386	5,705	1,396	1,396	0	55,440	2,272	0	41	
	Grand-Popo Centre	1,161	4,212	1,161	1,161	0	46,440	2,272	120	124	
	Djanglanmey	1,053	4,390	1,053	1,053	0	42,120	2,106	0	0	
	S/Total1	3,600	14,307	3,610	3,610	0	144,000	6,650	120	165	21,000
Athiémé	Athiémé Centre	638	3,404	638	638	638	2,280	1,276	57	46	
	Dédékpoé	179	869	179	179	179	5,640	358	118	0	
	Atchannou	199	1,172	199	199	199	7,200	398	173	2	
	Adohoun	195	1,375	195	195	195	0	390	0	1	
	S/Total2	1,211	6,820	1,211	1,211	1,211	15,120	2,422	348	49	10,200
Lokossa	Atikpéta	553	2,134	553	553	0	22,560	1 106	553	88	
	Wèdèmè	352	2,109	352	352	0	14,080	704	352	25	
	S/Total3	905	4,243	905	905	0	36,640	1,810	905	113	6,400
Abomey-Calavi	Godomey	148	1,261	148	148	148	9,920	496	148	173	
	Togba	137	910	137	137	137	5,480	274	137	137	
	Calavi Centre	150	912	150	150	150	0	300	150	96	
	Zinvié	135	693	135	135	135	7,400	270	135	118	
	S/Total4	570	3,776	570	570	570	22,800	1,340	570	524	5,600
Grand Total		6,286	29,146	6,296	6,296	1,781	218,560	12,222	1,943	851	43,200

Red Cross volunteers carried out door-to-door sensitization campaigns during the disaster and delivered messages on good hygiene practices among the target populations. They also sensitized beneficiaries on how to use aqua tabs and hang mosquito nets. After the floodwater receded, the volunteers scaled up sensitization of the communities in hygiene and sanitation and carried out campaigns on health education.

The National Society collaborated with UNHCR and erected tents in the temporary camps established by the government. In collaboration with UNFPA, the Red Cross of Benin distributed sanitary/delivery kits to pregnant women, nursing women, old and physically challenged people at the IDPs camps in Athiémé, Dogbo, Zogbodomey, Zagnanado and Ouinhi. The Red Cross volunteers assisted UNICEF in the distribution of WASH kits (soap, aqua tabs and jerry cans) in Lokossa, Athiémé, Grand-Popo, Zogbodomey, Karimama and Malanville. The beneficiaries enjoyed a three-month programme in accordance with the SPHERE standards. The Red Cross also assisted WFP in the distribution of food items to target population in Karimama, Malanville, Tchaourou, Glazoué, Zogbodomey, Athiémé, Lokossa, Grand-Popo, Bopa, and Zè. The volunteers supported the Swiss Red Cross in the organization of a humanitarian fair and the setting-up of tents in Sô-Ava. In partnership with Plan Bénin, Red Cross volunteers supported in the setting up of IDP tents in Dogbo.

Achievements against outcomes

Relief distributions (food and basic non-food items)

Outcome: 2,000 most vulnerable households have received basic non-food items based on the assessment and selection criteria of Red Cross of Benin.	
Outputs	Activities planned
	<ul style="list-style-type: none"> Mobilize and train 70 Red Cross volunteers on assessment and distribution strategies of the Red Cross; Make contact and establish a relationship with local authorities in the affected communities; Conduct assessment - compile and verify the

Relief items are procured and distributed to 2,000 most affected households and selected through established Red Cross selection criteria.	list of the most affected population in each targeted community; <ul style="list-style-type: none"> • Ensure the availability of a reliable beneficiary data base; • Procure and distribute 4,000 blankets, 2,000 sleeping mats and 250 kitchen sets to the most affected households; • Monitor the emergency activities and produce reports on the distribution of relief items.
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Achievements and Impact: The operation was implemented in accordance with the distribution schedule and the programme planned and approved with the local authorities. All the activities planned were implemented. The distribution was based on the actual needs of the beneficiaries, taking into consideration the number of persons per household and their vulnerability. Small families were given kit1 (1 blanket + 1 mosquito net), and larger ones were given Kit2 (2 blankets + 1 mosquito net). Households with over 6 members were given kit2 x 2. Given the very poor sanitary conditions exposing the population to a high risk of epidemic, all the beneficiary households received either kit1 or kit2 + soap + water purification tablets + children's wear. Within the framework of operational partnerships, some other partners and the government also made sleeping and hygiene kits available to the National Society. These were distributed to the affected target population by the Red Cross.

From some of the beneficiaries, the operation was very helpful in protecting them against malaria, cold and water-borne diseases. It also made it possible to build the capacities of at least 30 volunteers of the Red Cross of Benin on distribution standards and the Code of conduct. The Community Disaster Relief Team (CDRT) and National Disaster Relief team (NDRT) tools drawn up with the support of the Spanish Red Cross through the « DISAO + » project contributed to the success of quick assessment missions with reliable results and to the various distribution operations. With these tools, the Red cross of Benin was the first humanitarian operator to start providing assistance to victims. Through the efforts of the National Society, IFRC and with the remaining stocks of items available in its warehouse, the Red Cross of Benin was able to reach more beneficiaries.

Challenges:

The logistic means, especially vehicles, of the National Society are inadequate. This was a constraint to the effective and timely implementation of activities. Some beneficiary communities could only be accessible by boat due to the heavy flooding whereas the National Society had no small boats. However, the local authorities supported the Red Cross of Benin in facilitating the transportation of the Red Cross volunteers and the items in small boats to these communities. The National Society is seeking for funds for the acquisition of outboard small motorboats and a four-wheel drive for DM activities.

Emergency health

Outcome: To contribute to the prevention of communicable diseases among 2,000 most vulnerable families.	
Outputs	Activities planned
The risk of communicable diseases spread among the affected communities is reduced	<ul style="list-style-type: none"> • Train 50 volunteers on prevention of diarrheal and communicable diseases; • Produce and distribute information, education and communication (IEC) materials on health, water, sanitation and risk reduction sensitization activities. • Conduct health sensitization activities among the affected communities.
Outcome: To reduce the morbidity and mortality due to malaria among 1,500 flood affected families.	
Outputs	Activities planned
1,500 most affected families are reached by volunteers through the dissemination of messages on malaria prevention and control, distribution of LLIN and assisting with the correct hanging.	<ul style="list-style-type: none"> • Procure and distribute 3,000 mosquito nets for 1,500 most affected families; • Procure nail and strings for mosquito nets (LLIN) hang-up campaign for 1,500 affected families. • Disseminate key messages concerning use of

	LLIN and malaria, targeting pregnant women and children under five years' households.
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Achievements and Impact: 50 Red Cross volunteers were trained to sensitize and supervise the distribution of LLINs to the affected communities both in Grand-Popo and Athiémé. Through demonstration, the trained volunteers sensitized beneficiaries on how to use the nets and also assisted them in hanging the nets with ropes and nails. Dissemination of messages through loudspeakers was done to complement house-to-house visitations on the importance of the bed nets received.

Follow up visits made to beneficiaries' homes showed that many of them were making good use of the bed nets, and many households commended the Red Cross for its assistance. They also reported reduction in cases of malaria among their children during the visits; the National Society planned to verify this assertion before local health authorities though some community dwellers do not attend public health facilities for treatment. They rather prefer traditional treatment method.

Challenges: Mobilizing enough volunteers to ensure that all distributed nets have been used appropriately with house-to-house follow-up was another challenge faced by the National Society. However, the National Society opted for follow up visits phases with the available number of volunteers.

Water and Sanitation

Outcome: To reduce the risk of waterborne diseases through provision of drinking water, health education and sensitization on good hygiene practices to the flood affected communities	
Outputs	Activities planned
2,000 most affected households in the flood-affected communities have access to potable water, hygiene and sanitation facilities.	<ul style="list-style-type: none"> • Strengthen the capacity of 70 volunteers in water treatment, use of water treatment tablets and hygiene promotion; • Procure and distribute 100,000 water treatment tablets and 2,000 jerry cans for 2,000 most affected households; • Procure and distribute 8,000 bars of soap to 2,000 most affected households • Disinfect water wells in the target communities; • Sensitize the population on good hygiene and sanitation practices and • Conduct a cleanup campaign.

Achievements and Impact: Trained and equipped Red Cross volunteers organized training and community sensitization sessions during the disaster and after the waters receded. The sensitization sessions focused on hygiene and sanitation. The operation also distributed kits containing aqua tabs, plastic buckets/jerry cans and soap. During the distribution of relief items, the Red Cross volunteers also sensitized population on good hygiene habits and the proper use of water purification tablets and mosquito nets.

Some 30 volunteers were trained on hygiene promotion, methods of sensitization on and treatment of water points. Hygiene promotion teams were set up; only few of them received PHAST kits because the National Society did not have enough. Through capacity building for volunteers' activities in the affected local branches, it was possible to conduct awareness campaigns and deliver messages on good hygiene habits with a view to reducing risks related to water borne diseases in the target communities. These achievements have had significant impact on the behaviour of the affected communities and have helped to reduce the risk of epidemics including cholera in Cotonou. The National Society is appealing for the strengthening of its capacities with PHAST kits.

Challenge:

The main challenge is the inadequate number of vehicles for the coordination of the field operation. The number of CDRT/ESU is inadequate. The National Society is appealing for support for the training of new volunteers on basic notions for the management of disasters and risk reduction. Another challenge was the difficulties in having access to the affected populations because of the rising level of floodwater at the onset of the disaster.

Partnership/Collaboration

The local Red Cross branches worked in partnership with community authorities for the management and coordination of the crisis. Coordination aimed at ensuring efficiency in the provision of humanitarian assistance, reducing to the minimum, and even eliminating wastage of resources and avoiding duplication of tasks. At national level, the National Society is a member of the national platform for the management of crisis and disasters. It was actively involved in coordination meetings, in clusters and all assessment missions carried out by the crisis committee. The National Society has brought considerable added value to the relief assistance in Benin through the positive contribution of its management and NDRT to the various activities carried out jointly with the members of the crisis management committee, and also through its strategy of direct distribution to the affected population despite difficulties of access to some areas. The Benin Red Cross, as a member of the Consortium of the humanitarian NGOs, also distributed the donations mobilized by the government to the affected populations. Through its dynamism, the National Society was able to establish several partnerships at local level.

Conclusion

Lessons learned

The pre-positioning of stock at National Society level by the IFRC yielded positive impacts during the Red Cross intervention as the Red Cross of Benin was the first humanitarian actor to bring immediate relief assistance to the population affected by the floods. Good collaboration with other humanitarian partners and government contributed to good service delivery to the target population. The operation made it possible to build many capacities in the local branches involved especially in terms of intervention equipment and human resources. The training received by the National Society contributed to its effectiveness during the operation and its performance was well rated by other actors who also requested for their services during the operation. This has also increased visibility of the Movement in the country.

Logistic means, especially vehicles, of the National Society are inadequate and this had a negative impact on the timely implementation of the activities planned.

Contact information

For further information specifically related to this operation, please contact:

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DREF history:

- This DREF was initially allocated on 15 October, 2010 for CHF 183,673 for 2 months to assist 10,000 beneficiaries.
- One DREF operation update issued.



[Click here](#)

1. **Final financial report [below](#)** (Remaining balance of CHF 52,372 was returned to the DREF).
 2. **Click [here](#) to return to the title page**
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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 (NGOs) 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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Saving lives, changing minds.



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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MDRBJ007 - Benin - Floods

Appeal Launch Date: 15 oct 10

Appeal Timeframe: 15 oct 10 to 15 jan 11

FINAL REPORT

Selected Parameters	
Reporting Timeframe	2010/10-2011/09
Budget Timeframe	2010/10-2011/01
Appeal	MDRBJ007
Budget	APPEAL

All figures are in Swiss Francs (CHF)

I. Consolidated Funding

	Disaster Management	Health and Social Services	National Society Development	Principles and Values	Coordination	TOTAL
A. Budget	183,673					183,673
B. Opening Balance	0					0
Income						
<u>Other Income</u>						
<i>DREF Allocations</i>	183,673					183,673
C4. Other Income	183,673					183,673
C. Total Income = SUM(C1..C4)	183,673					183,673
D. Total Funding = B + C	183,673					183,673
Appeal Coverage	100%					100%

II. Movement of Funds

	Disaster Management	Health and Social Services	National Society Development	Principles and Values	Coordination	TOTAL
B. Opening Balance	0					0
C. Income	183,673					183,673
E. Expenditure	-131,301					-131,301
F. Closing Balance = (B + C + E)	52,372					52,372

International Federation of Red Cross and Red Crescent Societies

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III. Consolidated Expenditure vs. Budget

Account Groups	Budget	Expenditure					TOTAL	Variance
		Disaster Management	Health and Social Services	National Society Development	Principles and Values	Coordination		
A							B	A - B
BUDGET (C)		183,673					183,673	
Relief items, Construction, Supplies								
Shelter - Relief	22,000	21,049				21,049	951	
Construction Materials	6,000						6,000	
Clothing & Textiles	87,900	31,417				31,417	56,483	
Water, Sanitation & Hygiene	6,500	5,835				5,835	665	
Utensils & Tools	19,000	10,507				10,507	8,493	
Total Relief items, Construction, Supplies	141,400	68,809				68,809	72,591	
Logistics, Transport & Storage								
Storage	300	747				747	-447	
Distribution & Monitoring	5,250	15,842				15,842	-10,592	
Transport & Vehicles Costs	5,750	2,436				2,436	3,314	
Logistics Services		3,300				3,300	-3,300	
Total Logistics, Transport & Storage	11,300	22,325				22,325	-11,025	
Personnel								
National Society Staff	16,013	4,666				4,666	11,347	
Volunteers		18,393				18,393	-18,393	
Total Personnel	16,013	23,059				23,059	-7,046	
Workshops & Training								
Workshops & Training	600	345				345	255	
Total Workshops & Training	600	345				345	255	
General Expenditure								
Travel		120				120	-120	
Office Costs	750	720				720	30	
Communications	1,200	1,053				1,053	147	
Financial Charges		6,858				6,858	-6,858	
Other General Expenses	1,200						1,200	
Total General Expenditure	3,150	8,750				8,750	-5,600	
Indirect Costs								
Programme & Services Support Recov	11,210	8,014				8,014	3,196	
Total Indirect Costs	11,210	8,014				8,014	3,196	
TOTAL EXPENDITURE (D)	183,673	131,301				131,301	52,371	
VARIANCE (C - D)		52,371				52,371		