

# Emergency appeal



International Federation  
of Red Cross and Red Crescent Societies

## West and Central Africa: Flood preparedness

Emergency appeal n° MDR61003  
11 July 2008

This preliminary Emergency Appeal seeks CHF 750,000 (USD 731,134 or EUR 462,475) in cash, kind, or services to support the National Societies of West and Central Africa to assist 47,500 beneficiaries.

CHF 483,047 has been allocated from the Federation's Disaster Relief Emergency Fund (DREF) to start the planned activities. Discussions are currently taking place to reallocate approximately CHF 550,000 remaining from the 2007 West Africa floods appeal to support this appeal. While these discussions are underway, partners are encouraged to provide timely support to this appeal.



Red Cross Volunteer, Lomé, Togo, June, 2008

**Summary:** Given the evolving climatic forecasts, this preliminary Emergency Appeal responds to a request from National Societies in West and Central Africa, and focuses on providing timely and appropriate support to pre-emptively prepare to provide rapid flood relief during the 2008 rainy season. Preparations will be carried out through contingency plan development, flood relief supply pre-positioning, and volunteer training. With this appeal the Federation is providing creative and flexible tactical support to National Societies in the region to take action before the disaster occurs, with the main component being the creation of relief stocks strategically located in Dakar, Senegal, Accra, Ghana, and Yaoundé, Cameroon. This will enable the Federation to provide timely and qualitative support to National Societies emergency interventions on an as needed basis. Depending on the actual flood occurrence, the Federation will encourage a country-based approach, with the launch of separate country appeals, separate project codes, and respective operations updates.

This operation will be implemented over 2 months, and will therefore be completed by September 2008. [<click here to view the attached preliminary Emergency Appeal Budget; or here to view contact details>](#)

## The situation

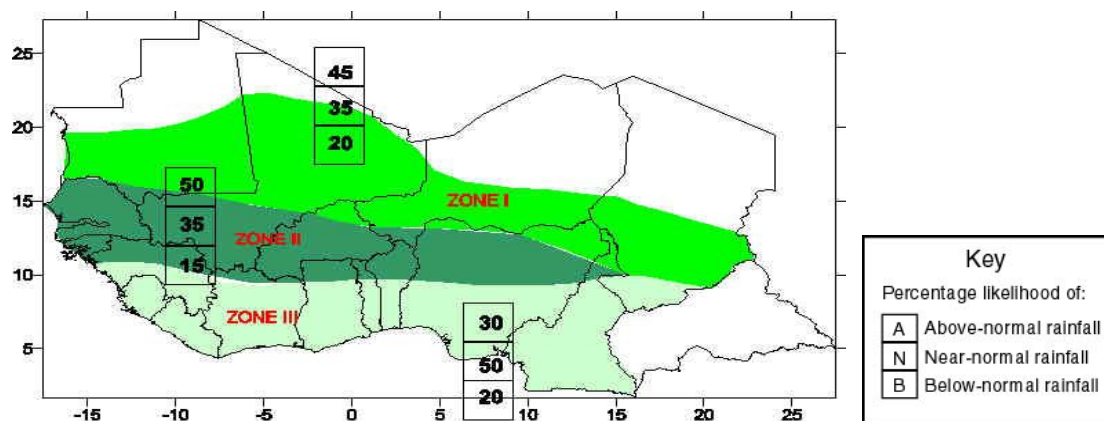
Over the last two years, the West and Central Africa region has experienced severe floods that have claimed thousands of lives, with extensive damage to property and an enormous impact on livelihoods. West Africa is one of the most vulnerable regions in the world in terms of disaster impact and the number of

persons affected. It is also one of the poorest regions of the countries listed in the global Human Development Index of the Human Development Report released annually by UNDP.

Given the humanitarian challenges in the region, it is vital to consider all possible means of reducing the impact of disasters. The International Federation is increasing its commitment to the early and timely analysis of meteorological information that can be critical in efforts to pre-emptively prepare for weather-related disasters. This information is available through climate science organizations, which have made enormous strides in their forecasting capacities. Through partnerships with these organizations, the Federation is now able to make use of appropriate seasonal predictions to assist National Societies to enhance their planning, preparedness, and response capacities process in order to effectively deliver assistance to where it is most needed.

Rainy seasons over the last 5 years in West Africa have not taken place in normal patterns. Heavy rains sometimes occur over short time periods, producing too much water to be absorbed. Desertification, reduced plant coverage, urbanization and inadequate drainage exaggerate the detrimental effects of heavy rains, causing topsoil and crop loss. These challenges are linked to climate change. In this context, above normal rainfall results in an increased risk of floods.

**Meteorological information:** The seasonal forecast for July, August, and September 2008 indicates that the northern part of the region will likely experience 'wet' conditions, the middle will experience 'very wet' conditions, while 'near normal' conditions will be expected in the south. There is a potential for extreme events particularly floods mainly in the Volta region.

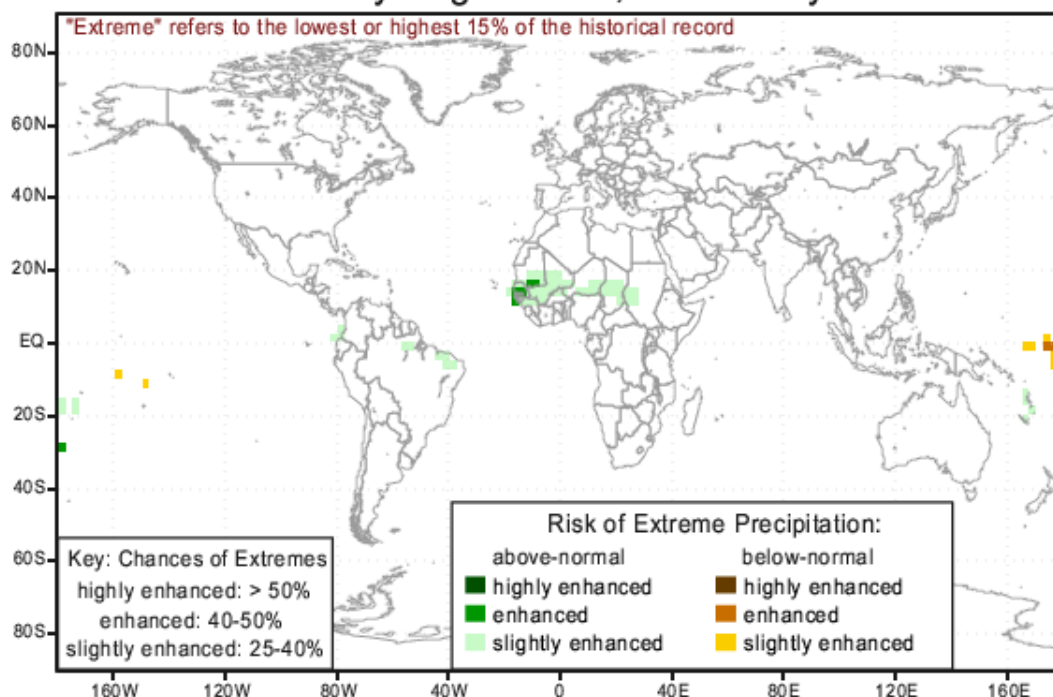


Map 1: Forecast of precipitation probability for the July-August-September period, 2008 (Conditions predicted: Zone 1-Wet; Zone 2-Very Wet; Zone 3-Normal). Source: ACMAD

Based on this information, the Federation is expecting strong precipitation anomalies for most of West Africa, with a high risk of flood occurrence. Particularly at risk are the countries of Zones I and II where higher than normal rainfall is anticipated (with the significantly high probability of 0.45 and 0.50 respectively, compared to the historical probability of 0.33 of higher than normal rainfall).

The map below presents likely future precipitation extremes in June, July and August, 2008 (JJA season, Source: IRI, dated May 2008).

## IRI Multi-Model Probability Forecast of Extreme Precipitation for June-July-August 2008, Issued May 2008



Map 2: Likely future precipitation extremes in June, July and August, 2008 (JJA season, Source: IRI, May 2008).  
[http://iri.columbia.edu/climate/forecast/net\\_asmt/2008/may2008/JJA08\\_WorldExtr\\_pcp.html](http://iri.columbia.edu/climate/forecast/net_asmt/2008/may2008/JJA08_WorldExtr_pcp.html)

The probability of rainfall deficit is thus very low in the sub-region. This increased probability of higher than normal precipitation over the region, one on which all climate scientists concur for the upcoming JAS rainy season, motivates this DREF.

## Red Cross and Red Crescent action

In 2007, the Federation mobilized over CHF 2,220,501 to assist some 4.8 million beneficiaries from its Emergency funds DREF for floods victims in 2007. This is in addition to CHF 3,922,365 for over 94 thousand beneficiaries in an emergency appeal for flood victims. These beneficiary numbers seem high, but are achieved through the effective sensitization strategies utilized by National Societies, which include megaphone speeches, local radio, and posters. Through these means, entire communities quickly receive message and more people than targeted can be reached.

During the 2007 floods, regardless of whether the flood waters slowly inundated fields and villages, or came suddenly, causing families to flee leaving behind their few belongings, the consequences were essentially the same:

- Displaced people in need of food, clean water and basic household items.
- Village dwellings destroyed or destabilised.
- Water sources contaminated and sanitation facilities unusable.
- Essential crops ruined.
- Restricted access to markets and health care, due to collapsed bridges and submerged roads.
- Increased prevalence of water-born diseases (malaria, etc.).

One of the critical lessons learned from this experience is that transporting goods can cause undue delay in delivering vital relief, especially during floods. To prepare for the anticipated floods and avoid losing time in responding, the Federation considers the pre-positioning of sufficient stock a key strategy. In order to develop this approach, the Federation's Dakar Zone office organized a flood preparedness meeting in May 2008 in Dakar with the participation of multiple stakeholders (both within the Movement and external organizations). The management of the response and results of the 2007 floods was presented as a case study on how to perform more effectively in the future. The outcome of the meeting was an action plan to

respond to identified needs, and undertake: contingency planning steps, Early Warning System (EWS) development and necessary partnerships, and enhanced coordination for a successful preparedness and disaster impact reduction. According to the plan, National Societies are responsible for mapping risks and the zone will speak with Geneva to preposition logistics. Each actor has a specific role.

## Coordination and partnerships

National Societies in the affected countries will play an integral role in their national emergency response systems, which coordinate disaster response activities. At the local level National Societies will work together with local authorities and community leaders. National Societies will also maintain close coordination with the Federation's zone office in Dakar. The sub-zone offices in Yaoundé and Lagos will liaison closely with the partner national societies working in the region to ensure that activities undertaken in response to the floods fall within the framework of the National Societies and the Zone overall plans of action. The Federation Zone office will concurrently ensure coordination and information provision, and will further define the Federation's and National Society responsibilities based on the Supplementary Measures to the Sevilla Agreement. For those National Societies where updated contingency plans exist, pre-relief agreements will be put in place. Those partner national societies already operational in the region will perform a vital role in this preparedness initiative, and the Federation will emphasize cooperation with the ICRC in coordinating a response in relevant countries.

## The Needs

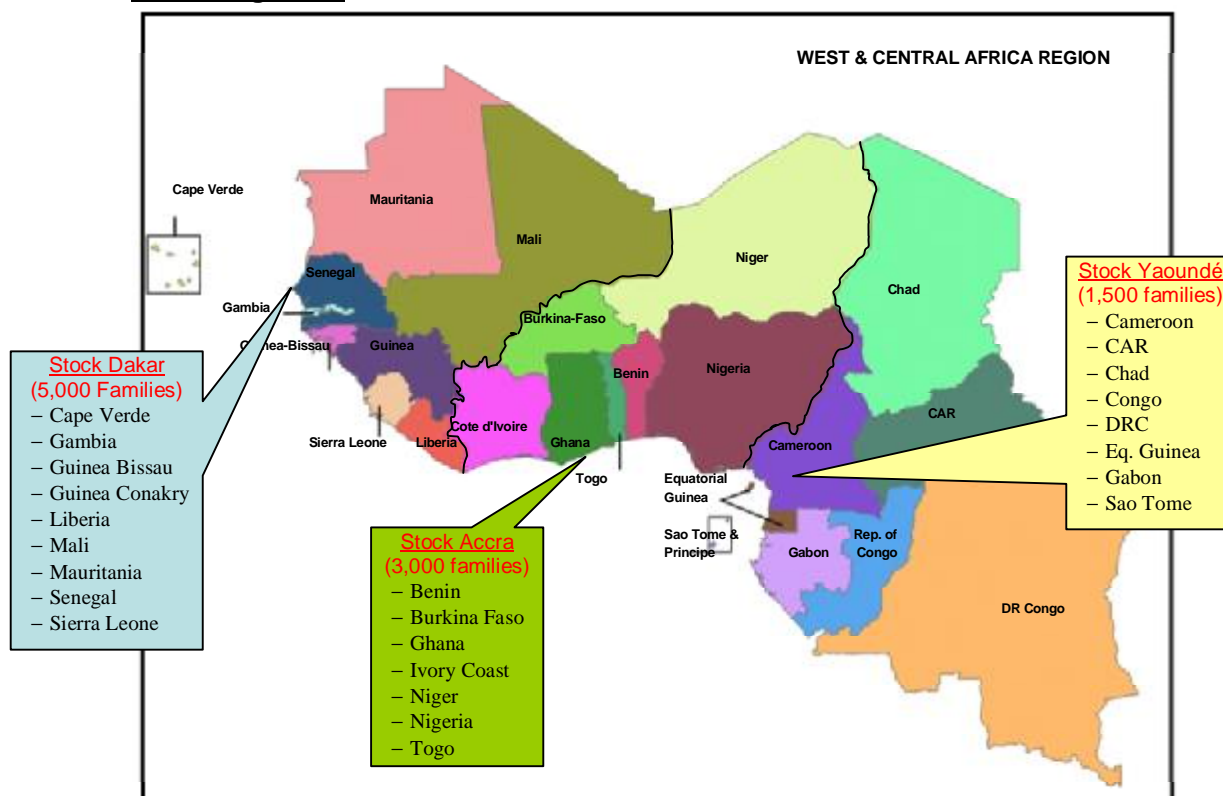
In addition to partnership development, EWS, and enhanced coordination, contingency planning requires the availability of properly positioned relief supplies for rapid distribution. When flooding situations occur, an initial and immediate disaster impact assessment will help to target flood-affected individuals and their specific needs. Emphasis will be on assisting the most vulnerable following Federation guidelines. In past flood situations many people were forced to flee their homes, bringing with them only a few personal items. At present, the greatest material needs for flood preparation are watsan and hygiene kits, kitchen kits and shelter kits with blankets.

## The proposed operation

**Overall objective: Provide for the immediate needs of 47,500 flood-affected beneficiaries (9,500 families, 5 persons per family) with pre-positioned relief supplies and water and sanitation equipment.**

**Procurement, storage, and distribution plan:** Based on Federation procedures, the Federation's Dakar Zone office aims to procure NFI stocks from the Federation's Dubai logistics unit. This process usually takes 2-3 weeks from order to delivery from Dubai to Dakar. The Dakar Zone office is in discussion with the Federation's Dubai-based logistics unit to diminish the time frame required. Stocks intended for Accra and Yaoundé will be directly delivered, and are expected to be delivered within the same timeframe.

## NFI Storage Plan



The countries listed under each stock location will be served by these warehouses. The stock in these locations will be used for the listed countries in case of need. Distribution within the sub-regions will be through aircraft or truck and other forms of local transportation.

### Stocks will serve:

- Dakar (5,000 families): Cape Verde, Gambia, Guinea Bissau, Guinea Conakry, Liberia, Mali, Mauritania, Senegal, Sierra Leone.
- Accra (3,000 families): Benin, Burkina Faso, Ghana, Ivory Coast, Niger, Nigeria, Togo.
- Yaoundé (1,500 families): Cameroon, CAR, Chad, Congo, DRC, Equatorial Guinea, Gabon, Sao Tome.

The goal of this storage plan is to position goods near the affected area through the creation of regional stocks in order to avoid delays in clearing relief items from Dakar during disaster situations. Based on the need the Federation will deploy the stock from the regional warehouses. Goods will be shipped to warehouses by air, road and boat. Once inside the country, NFI distribution methods will depend on available transport. In the case of blocked or destroyed roads, boats and horse carts will be utilized. Goods will reach the beneficiaries within 2 days. Even in the locations farthest from the stock locations, goods can be transported within this timeframe by plane and afterwards by local transport. These stock quantities are intended to cover immediate needs. Additional stock will be procured for flood situations through appeal revisions (county or situation-specific appeals) supported by additional DREF requests.

Stock locations are strategically chosen for accessibility, ease of transport, and for proximity to sub-regional Federation offices. The Federation's regional office in Yaoundé will manage the Yaoundé stock; the regional office in Lagos, Nigeria will manage the Accra stock. The UN warehouse in Accra will be utilized. The Federation maintains a modest warehouse in Yaoundé; if necessary, a larger warehouse will be identified.

**Contingency planning:** In preparation for the anticipated heavy rains, the Federation's West and Central Africa Zone office in Dakar has worked with National Societies in at-risk countries in updating their contingency plans to insure that emergency response efforts are timely, efficiently conducted, and that beneficiaries are effectively targeted. Contingency planning will include both life saving activities and

recovery issues, which will be linked to risk reduction programmes, in order to build safer and more resilient communities that can adapt to the new climate environment.

The Federation's Dakar Zone office will support National Societies to update their contingency plans or to develop contingency plans. The RDRT leader training, which took place June 26-30 in Dakar, is also part of contingency planning. Post-training, RDRT team leaders visited targeted areas to share knowledge of disaster preparation and response and assist National Societies with their contingency plans.

Climate change has increased the need for more effective contingency plans. Weather patterns are increasingly variable and unpredictable, and are simultaneously increasing in frequency and severity. They are also becoming more complex, mainly when disaster impact affects urban areas, causes population movement and creates the potential for political disturbance. These new disaster patterns, mainly related to floods, are challenging the Federation and the humanitarian community to develop more comprehensive response mechanisms.

Information collected from ACMAD and its partners predict an especially heavy "wet season" with a potential risk for flooding. This necessitates an appropriate contingency planning based community action in at risk areas, appropriate stock positioning and EWS activation. This last area will be developed by translating meteorological alerts into intelligible messages and disseminating them to communities through the Red Cross and Red Crescent volunteer network to invite community action.

The Federation will support the National Societies at the sub-zone level (Yaoundé and Accra) and the Federation's Zone office in Dakar with the pre-positioning of basic non-food items to support National Societies in disaster response. National societies will distribute relief to families staying in shelters, whose homes have been destroyed or damaged, or whose personal possessions have been lost. Each family will receive assistance based on their specific needs.

This appeal seeks to reinforce the existing logistics network to deploy NFI to the designated warehouses by road and sea freight. There are strong local air plane services within the region. Pre-positioning of goods will facilitate their rapid shipment, to be delivered within 48 hours of needs identification. In the event of actual flood situations, activities will also be carried out to raise affected parties awareness of health promotion through sensitization conducted by the RC/RC volunteer network. Continuing assessments will analyze longer-term assistance needs.

<b>Capacity building for preparedness and response</b>	
<p><b>Objective 1: Strengthen the disaster response capacity of targeted National Societies' branches in high-risk areas.</b></p> <p><b>Objective 2: Strengthen the capacities of communities in high-risk areas.</b></p> <p><b>Objective 3: Strengthen the health response capacity of targeted National Societies in high risk areas.</b></p>	
<b>Expected results</b>	<b>Activities planned</b>
<p>Volunteers at the branch level in high risk areas are trained in rapid response, and communities in high-risk areas are involved in established response mechanisms.</p>	<p><b>Activities planned to reach objective 1:</b></p> <ul style="list-style-type: none"> <li>• Trainings for the branches on "light" (summarized) contingency planning with food security and early warning system components.</li> <li>• Training for branch staff, volunteers in rapid assessment, beneficiary identification and relief distribution methodology.</li> <li>• Earlier deployment of RDRT in emergency situations to support the National Societies in appropriate response implementation.</li> <li>• Carry out contingency planning with National Societies in flood prone countries according to meteorological predictions.</li> </ul> <p><b>Activity planned to reach objective 2:</b> Implementation of early warning in the communities using low-cost monitoring equipment in collaboration with ACMAD.</p> <p><b>Activity planned to reach objective 3:</b> Prepositioning volunteer's cholera kits in three strategic locations, utilising the existing stored mosquito nets, facilitation of training for volunteers in targeted National Societies.</p>



### Water, sanitation, and hygiene

<b>Objective: Beneficiaries affected by floods will treat drinking water at the household level and be sensitized through hygiene promotion to prevent water born diseases.</b>	
<b>Expected results</b>	<b>Activities planned</b>
Initially, water treatment sachets will be supplied from available stocks in Dubai while watsan kits (if needed) are enroute to Dakar and additional kits are ordered within this appeal.	<b>Activities planned to reach this objective:</b> <ul style="list-style-type: none"> <li>• Trainings for volunteers on household water treatment methods and how this should be cascaded to vulnerable communities.</li> <li>• Monitoring of the appropriate use of household water treatment (HHWT).</li> <li>• Deploying and setting up watsan disaster response kits where appropriate with RDRT teams and training local volunteers in their operation and maintenance.</li> <li>• Assessing and responding to the needs in sanitation and hygiene promotion.</li> </ul>

### Emergency shelter

<b>Objective: Assist beneficiaries whose homes have been destroyed or damaged.</b>	
<b>Expected results</b>	<b>Activities planned</b>
Beneficiaries whose homes have been destroyed have access to shelter.	<b>Activities planned:</b> <ul style="list-style-type: none"> <li>• Facilitation of training for volunteers in targeted Red Cross National Societies in shelter kit use.</li> <li>• Pre-positioning of 4,500 shelter kits in collaboration with the Shelter Department in Geneva.</li> </ul>

### Relief and Logistics

<b>Objective: Development and maintenance of relief supplies in Yaoundé, Dakar, and Accra to meet the immediate needs of 47,500 flood-affected people, and the delivery of supplies to meet specific needs in actual flood situations.</b>	
<b>Expected results</b>	<b>Activities planned</b>
<b>Non-food items are pre-positioned in Accra, Yaoundé</b>	<ul style="list-style-type: none"> <li>• Warehouse identification and agreements (contracts) signed.</li> <li>• Local market studies in Nigeria and Yaoundé.</li> <li>• Recruit and train a storekeeper within the Ghana Red Cross Society (GRCS) to manage the stock in Accra.</li> <li>• Procurement of NFI according to Federation Procedures.</li> <li>• NFI are supplied with the assistance of the Federation's Dubai-based logistics unit.</li> <li>• Delivery of NFI for pre-positioning in Accra and Yaoundé.</li> <li>• Storage and maintenance of NFI in Accra, Yaoundé, and Dakar.</li> </ul>

### Monitoring and evaluation

The responsibility for detailed monitoring of the operation will be with the Zone Office in close cooperation with the National Societies involved in the preparedness activities. The Zone Office will provide support and advice to the National Societies throughout the preparedness phase and during subsequent operations to ensure appropriate accountability. An evaluation will be undertaken at the end of the preparedness and, if it occurs, operation phases to determine the appropriateness and effectiveness of the floods response undertaken by national societies supported by the Zone Office. The evaluation will be performed by a consultant or team of consultants with relevant professional background and experience. Lessons learned will be documented and incorporated into future planning processes.

### Budget summary

See attached preliminary 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 Dakar:** Alasan Senghore, Head of Zone, West and Central Africa Zone, phone:+221 869 36 40, Fax:+221 33 820 25 34, email: [alasan.senghore@ifrc.org](mailto:alasan.senghore@ifrc.org) ; Youcef Aitchellouche, Disaster Management Coordinator, email: [youcef.aitchellouche@ifrc.org](mailto:youcef.aitchellouche@ifrc.org)
- **In Geneva:** Niels Scott, Operations Coordinator for West Africa; phone: +41.22.730.4400; email: [niels.scott@ifrc.org](mailto:niels.scott@ifrc.org) or Tunay Firat, Officer, Management Support Team, email: [tunay.firat@ifrc.org](mailto:tunay.firat@ifrc.org); phone: +41.22.730.4415;

[<Preliminary Emergency Appeal budget below; click here to return to the title page>](#)



## **PRELIMINARY APPEAL BUDGET SUMMARY**

West and Central Africa: Floods preparedness

MDR61003

ORIGINAL

### **RELIEF NEEDS**

Shelter	310,000
Clothing & Textiles	0
Water & Sanitation/hygiene	196,000
Utensils & Tools	0
Other Supplies & Services (for RDRT's & volunteers)	24,500

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**Total Relief Needs** **530,500**

### **CAPITAL EQUIPMENT**

Vehicles Purchase	0
Computers & Telecom Equipment	5,000
Office/Household Furniture & Equip.	0

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

Storage - Warehouse	15,000
Transport & Vehicles Costs	63,000

### **PERSONNEL**

International Staff	20,000
Regionally Deployed Staff	10,000
National Staff	0
National Society Staff	0

### **WORKSHOPS & TRAINING**

Workshops & Training	30,000
Monitoring and evaluation	9,000

### **GENERAL EXPENSES**

Travel	2,000
Information & Public Relations	12,000
Communication Costs	4,750

### **PROGRAMME SUPPORT**

Programme Support - PSR (6.5% of total)	48,750
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**Total Operational Needs** **219,500**

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**Total Appeal Budget (Cash & Kind)** **750,000**

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**Less Available Resources**

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**Net Request** **750,000**

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