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# Emergency Plan of Action Preliminary Final Report

## Cape Verde: Volcano (Fogo)

 International Federation  
of Red Cross and Red Crescent Societies

<b>DREF n° MDRCV002</b>	<b>Glide number: GLIDE n° <a href="#">VO-2014-000158-CPV</a></b>
<b>Date of Issue:</b> 18 December 2015	
<b>Operation start date:</b> 5 December 2014	<b>Operation end date:</b> 5 June 2015
<b>Host National Society:</b> Red Cross of Cape Verde (CVRC)	<b>Overall operation budget:</b> <ul style="list-style-type: none"> <li>• Original allocation: CHF 45,392</li> <li>• Additional allocation n° 1: CHF 63,347</li> <li>• Additional allocation n° 2: 10,330</li> </ul> Total allocation: CHF 119,069
<b>Number of people assisted:</b> 2,500 (500 families)	
<b>Red Cross Red Crescent Movement partners actively involved in the operation :</b> CVRC, ICRC, IFRC	
<b>N° of other partner organizations involved in the operation:</b> Cape Verde Government, Cape Verde Institute for Child Protection, Cape Verde University, Embassies of USA, Brazil and Portugal, European Commission, municipality of Sao Filipe, Mosteiros and Santa Catarina (Fogo), National Institute of Meteorology and Geophysics, National Service of Civil Protection, Cape Verde Volcanological Observatory, European Union, World Bank, WFP, ECOWAS, United States , Portugal, Brazil , Angola, Japan, Spain, China, Argentina, Australia Guinea Bissau , Sao Tome and Principe, East Timor embassies, Canary Technological Institute of Renewable Energy, Canary Islands Volcanological Institute	

## A. Situation analysis

### Description of the disaster

On 23 November 2014, volcano eruptions occurred on Fogo Island in Cape Verde, causing widespread devastation. According to the Civil Protection Service, lava flows destroyed over 230 buildings, including homes and public infrastructure. It was also reported that 444.7 hectares of land were affected, including 120 hectares of agricultural fields, and livestock killed. In the Bangaeira and Portela communities, 100 per cent of buildings were destroyed as the whole communities were buried under the lava. Though the volcano did not result in any loss of lives, 1,076 people were displaced and a further 1,500 identified as needing to be evacuated if lava flows reached the Cutelo Alto and Fonsaco areas. All of the people who lived in the crater of the volcano were evacuated by the National Civil Protection Service (NCP) and Military; and sought refuge either in three camps (Achada Furna, Mosteiros and Montegrande) in schools, or stayed in Monte Grande, São Felipe, Sao Miguel Island and Santa Catarina.



Volcanic eruption in Fogo Island in Fogo island © CVRC

On 5 December 2014, the International Federation of Red Cross and Red Crescent Societies (IFRC) released CHF 45,392 from the Disaster Relief & Emergency Fund (DREF) to support the Cape Verde Red Cross (CVRC) respond to the needs of the affected population, with emergency relief and shelter assistance over a period of three months. On 11 December 2014, Operations Update no.1 was issued, which released an additional allocation of CHF 63,347 to

meet the emerging needs in the Cutelo Alto and Fonsaco. On 13 February 2015, Operations Update no.2 was issued, which released a further additional allocation of CHF 10,330 to cover costs that were underestimated at the onset of the DREF operation and the timeframe extended by one month to enable the completion of emergency relief and shelter distributions which were delayed due to the late arrival of non-food items (NFIs) in the country (refer "Logistics" section for a comprehensive explanation of these issues). On 20 March 2015, the timeframe was extended by an additional month to enable the completion of an operational review/lessons learned exercise, which was identified as a priority given the challenges experienced in the implementation of the DREF operation, specifically in regards to logistics and supply chain. Following the completion of this exercise, it was then identified that there had been unforeseen expenditures incurred for the transportation of NFIs from the IFRC Sahel office in Dakar, Senegal, to Cape Verde, which resulted in an overspend on the agreed budget for the DREF operation (by approximately CHF 5,000). In addition, NFIs that were shipped as a contingency measure (in the event that there would be evacuation of 1,500 people should lava flows reached Cutelo Alto and Fonsaco) were not required as this situation did not materialise. On 6 May 2015, the timeframe of the DREF operation was again extended by additional one month in order to enable the reconciliation of unforeseen expenditures incurred for the transportation of NFIs from the IFRC Sahel regional representation to Cape Verde; and discussions to be had on the use of NFIs that were had not been used.

This DREF has been replenished by DG ECHO and the Spanish Red Cross/Government AECID. The major donors and partners of the DREF include the Red Cross Societies and governments of Australia, Austria, Belgium, Canada, Denmark, Ireland, Italy, Japan, Luxembourg, Monaco, the Netherlands, Norway, Spain, Sweden and the USA, as well as DG ECHO, the UK Department for International Development (DFID) the Medtronic and Zurich Foundations and other corporate and private donors. The IFRC, on behalf of the Red Cross of Cape Verde would like to extend many thanks to all partners for their generous contributions.

Please note that this Preliminary Report is issued in advance of the Final Report, which is expected to be issued by the end of January 2015; and will include a Finance Report, and explanation on the decision made on the use of NFIs that were not used.

## Summary of response

### Overview of Host National Society

On 23 November 2014, the CVRC in coordination with the Government of Cape Verde and municipalities set up three camps. The CVRC distributed non-food items (NFIs) comprising bed covers, buckets, clothes, casseroles, glasses, gloves, jerry cans, lanterns, mattresses, medication, personal hygiene kits, plates, sheets, shovels, soap, tents, water filters; as well as food items, comprising biscuits, cereal, flour, maize, milk, pasta, rice, soup and sugar to the population of the camps. The CVRC also carried out restoring family links (RFL) activities. Please refer to the "Detailed Operational Plan" section for information on the achievements within this DREF operation.

### Overview of Red Cross Red Crescent Movement in country

On 26 November 2015, an alert was issued using the IFRC disaster management information system (DMIS) and an Operational Strategy Call carried out with IFRC colleagues in Sahel office, Africa region and Geneva levels. It was agreed that an allocation should be made from the DREF to support the CVRC respond to the situation. Following the launch of the DREF operation, the IFRC and CVRC signed a Memorandum of Understanding (MoU) to enable the implementation of the activities planned. In addition, a Regional Disaster Response Team (RDRT) member (shelter profile) was deployed to support the effective implementation of the operation, since the National Society had not managed a DREF operation since 2010. Due to the issues experienced with the arrival of the NFIs, the Sahel office also deployed a disaster management (DM) officer and logistics officer to support the management/distribution of the items. The International Committee of Red Cross (ICRC) provided support to the National Society in the area of RFL.

### Overview of non-RCRC actors in country



The CVRC volunteers providing First Aid assistance to the affected © CVRC

Following the volcanic eruption, the Government of Cape Verde (GoCV) called an immediate meeting of the NCP which was facilitated by the CVRC Secretary General (SG) and DM coordinator. The GoCV requested international assistance and worked in collaboration with a number of partners including: the Cape Verde Institute for Child Protection, Cape Verde Military, Cape Verde University, CVRC, Embassies of USA, Brazil and Portugal, European Commission, municipality of Sao Filipe, Mosteiros and Santa Catarina (Fogo), National Institute of Meteorology and Geophysics, National Service of Civil Protection, and UNDAC. International assistance was received from the Canary Islands, the European Commission/Government of Portugal, Portuguese military, UNDAC, and the US. Office of Foreign Disaster Assistance (OFDA), which comprised support in the areas of communication, education, food and non-food items, health/hygiene, logistics, needs assessment, installation/repair of infrastructure (electricity, shelter, water supply and sanitation infrastructures). The Cape Verde population also made donations of food and NFIs, which were distributed to the affected population. Water supply was provided by a private water company with a cistern truck, which filled reservoirs in the areas where the affected population was displaced. Agua Brava, the regional water company also began repairs of water supply and sanitation infrastructure that was damaged. The primary health care unit in Cha das Caldeiras was destroyed by the lava; however, access to health services was not disrupted in the affected areas.

## Needs analysis and scenario planning

The CVRC carried out a preliminary rapid needs assessment in consultation with the affected population, which identified a range of needs, including in the areas of food, health (medical and first aid), relief, shelter, water, sanitation, hygiene promotion (WatSan); as well as capacity building of volunteers in camp management, logistics and psychosocial support. In addition, a multi-sector needs assessment was carried out in collaboration with other agencies to inform the activities required in these sectors and to assign the lead agencies responsible. On 9 December 2014, UNDAC presented the findings of its assessment (CVRC participated), which proposed that the National Society cover the affected populations relief, shelter and food related needs\* (e.g. through cash transfer).

**Table 1: Displaced population by location (20 January 2015)**

Designation	Mosteiros			Achada Furna			Monte Grande			Total		
	M	F	Total	M	F	Total	M	F	Total	M	F	Total
Elderly people [> 60 years old]	1	0	1	3	6	9	3	7	10	7	13	20
Adults [18 – 60 years old]	56	44	100	106	103	209	80	86	166	242	233	475
Children [2 – 18 years old]	21	26	47	78	95	173	96	66	162	195	187	382
Babies [0 – 2 years old]	9	12	21	16	13	29	6	11	17	31	36	67
<b>Total people evacuated</b>	<b>87</b>	<b>82</b>	<b>169</b>	<b>203</b>	<b>217</b>	<b>420</b>	<b>185</b>	<b>170</b>	<b>355</b>	<b>475</b>	<b>469</b>	<b>944</b>
Heads of Families	30	29	59	-	-	101	-	-	117	-	-	277
People living with mental disability	2	0	2	0	0	0	0	0	0	2	0	2
People living with physical disability	0	1	1	0	0	0	0	0	0	0	1	1
Pregnant women	0	3	3	0	8	8	0	5	5	0	16	16
People living with drug dependency	2	0	2	0	0	0	0	0	0	2	0	2

*\*the United Nations Food and Agriculture Organization (FAO) took the lead on meeting the affected population's food related needs, and as such a response by the CVRC was not required,*

### Risk Analysis

During the DREF operation, volcanic eruptions remained a risk. The NCP restricted access to some areas due to the volcanic eruptions, and lava flows cut off roads, forcing actors to take alternative routes. Gas and ashes continued to pollute the air, and remained a threat to humanitarian workers and people living in affected areas.

## B. Operational strategy and plan

### Overall Objective

The volcano-affected population's survival and immediate needs are met through the provision of essential emergency relief items and shelter assistance

## **Proposed strategy**

As per the agreed strategy, the following activities had been prioritized within this DREF operation:

- Carry out needs assessment and analysis of operations for potentially modifying activities. It was expected to be conducted by the CVRC in collaboration with the RDRT and in coordination with other actors such as UNDAC (see updates below in section C). The IFRC Sahel regional representation was to support the assessment process according to needs;
- Identify new camp location in coordination (CVRC, RDRT and local municipality);
- Distribute NFIs and emergency shelter items to cover urgent primary needs. Beneficiaries were expected to be sensitized on the construction of emergency shelters at the point of distribution; and be available to the affected population to assist;
- Identify people living in host families and carry out activities in support of both host families and displaced people;
- Ensure integrated programming between sectors if operation prolonged/modified;
- Replenishment of NFIs distributed by CVRC to the affected population.

Through the DREF operation, 1,087 people who took refuge in the Achada Furna, Mosteiros and Montegrande camps (944), and those being hosted in communities (143) were targeted - among these included children, people living with disabilities, the elderly and pregnant women. The DREF operation also targeted the 1,500 people threatened by the lava flows in Cutelo Alto and Fonsaco, which were expected to be evacuated, however this did not materialise despite the continual volcanic activity of Fogo. In total, 2,500 people (500 families) were targeted through this DREF operation.

## **Operational support services**

### **Human resources (HR)**

During the DREF operation, the following personnel were mobilized to support the implementation:

- A Rapid Assessment team, which was comprised of three members: the president of the National Society, one member from the Governance Board, and a National Disaster Response Team (NDRT).
- National Disaster Management Coordination Team for the DREF operation, which comprised of four members: Executive Secretary, Head of the Emergency Assistance Department; Head DM Disaster Risk Reduction, the NDRT/RDRT focal point (of which two were supported through the DREF allocation).
- Four roving teams to support the local branches teams' in São Filipe and Mosteiros under the coordination of the National Disaster Response Team (NDRT) comprised of 12 members (2 RDRT; 3 NDRT; 1 CDRT; 6 First Aid volunteers)
- Two Local Coordination Teams in São Filipe and Mosteiros under the coordination of the two presidents of those respective local branches.
- 274 CVRC volunteers were mobilised to support the response to the volcanic eruption (of which 50 were supported through the DREF allocation; and orientated to carry out assessment, distribution and shelter construction activities).
- 12 members of paid staff from the national headquarters (NHQ) were deployed to Fogo Island from Praia City to support the initial response.

### **Logistics and supply chain**

NFIs were provided by the IFRC Sahel regional representation with transportation from Dakar, Senegal to Cape Verde. On 16 December 2014, the NFIs were shipped from Dakar, with the expectation that they would arrive in Praia by 22 December 2015; however due to unforeseen delays with handling services they did not reach the island until 12 January 2015. All shipments from Dakar to Cape Verde go via Spain where this is a reorganisation of cargoes (from across Europe) before being moved onwards. On arrival in Praia, issues related to the documentation accompanying the NFIs and shelter items led to their clearance by customs being delayed until 27 January 2015. Following their arrival, the NFIs were stored in the National Society warehouses in Praia prior to onward transportation to Fogo. It was

expected that the NFIs would then be shipped from Praia to Fogo on 28 January 2015, however due to a ship being wrecked between the islands, this was delayed by five days and they did not depart until 2 February, arriving on the same day. The CVRC then hired a truck to transport the NFIs from the port (in Fogo) to the camps in readiness for distribution.

Due to the issues that were experienced with the transportation of the NFIs from Dakar, Senegal to Cape Verde, the IFRC Sahel logistics officer was deployed to support their management/distribution, as well as assess the CVRC logistics systems and meet with the Port and Customs authorities. Following this mission, recommendations were made, which included the following:

- Rearrange the stock of the warehouse and better organize supporting documents for stock management
- Find out subsidiary warehouses in the other islands
- Recruit a logistician at National Society level
- Build capacity for National Society staff involved in logistics activities
- Describe the existing liaisons between islands as well as the state of roads
- Use other transit firms for more efficiency
- List the enterprises and individuals that possess vehicles for rent in every island.

It was also identified that the costs for the transportation of the NFIs from Dakar to Cape Verde were also underestimated, which resulted in a revision of the budget for the DREF operation and release of an additional allocation (through Operations Update no.2) of CHF 10,330 to help ensure these were then covered. In addition, as part of the review of the DREF operation, a Swiss Red Cross logistics specialist was deployed to develop a logistics plan which can be activated by the IFRC and National Society for DREF operations (and other IFRC emergency operations) in Cape Verde – this was consolidated in a report, which was shared with the CVRC and IFRC Sahel office

As noted, NFIs were shipped as a contingency measure in the event that there would be an evacuation of 1,500 people (300 families) would be evacuated from Cutelo Alto and Fonsaco, were not required as this situation did not materialize, which left a balance at the end of the DREF operation. Please refer to “Table 2: NFI stock balance report”.

**Table 2: NFI stock balance report**

Description	Opening balance (shipped from Dakar)	Stocks distributed	Closing balance (retained in Cape Verde)
Tarpaulins (2 per family)	670	96	574
Shelter tool kit (1 per family)	335	43	292
Sleeping mats (small. 1 per person)	2,500	827	1,673
Blanket (3 per family)	1,500	717	783
Mosquito nets (2 per family)	1,000	484	516
Kitchen sets (1 per family)	500	245	255
Bucket (2 per family)	1,000	478	522
Jerry cans (2 per family)	1,000	459	541
Family soap bars (1 per family)	500	235	265

Please note that the pre-positioning of stocks is not permitted as per the DREF guidelines, and it was agreed through Operations Update no.1 that NFIs shipped as a contingency measure - a decision is pending on the use of NFIs that were not used (Refer to “Description of disaster” section).

## Communications

The CVRC communications staff informed the public authorities and media at appropriate intervals about the DREF operation; as well as ensured the visibility of back donors that contributed to its replenishment (e.g. on t-shirts, caps, banners etc.).

## Security

A security plan was developed that informed security threats and security measures to take into account; this included but was not limited to further volcanic activity. Security conditions were discussed with local authorities and community leaders. Lack of electricity and road access constituted risks to deal with. The NCP put in place a security zone of 1km radius of the volcano controlled by the national police where people cannot trespass. Furthermore, imminent risks remain lack of electricity and road access in some but not all places around the volcano.

## Planning, monitoring, evaluation, & reporting (PMER)

The CVRC SG and DM coordinator in collaboration with the RDRT ensured the coordination and implementation of the DREF operation. Monthly operations updates were published. In addition, the IFRC Sahel office supported the operation with coordination, monitoring and reporting processes. In addition, a monitoring mission was carried out by the Sahel DM officer and logistics officer (refer to “Overview of Red Cross Red Crescent Movement in country” section). In order to collect feedback from beneficiaries on the quality of the response, a beneficiary satisfaction surveyed was developed and applied at the mid-point of the DREF operation. The IFRC Sahel office and Africa region DM unit provided technical advice (tools/templates) for this exercise. Following the challenges experienced in the implementation of the DREF operation, specifically in regards to logistics and supply chain, a review was carried out (from 6 – 14 April 2015), which involved participants from IFRC Geneva, the Sahel office and also a Swiss Red Cross logistics specialist (as noted in the “Logistics and supply chain” section). It was identified that the DREF operation was successful in meeting its intended objectives and outputs even though severe challenges were experienced in logistic and supply chain. The management of NFIs was especially challenging since Cape Verde is a remote Island with limited transport opportunities to and inside the country. The mission participants visited the National Society in Praia, Santiago, and also visited Fogo where the DREF operation was carried out. Here they met with public authorities, volunteers and beneficiaries that expressed satisfaction with the operation.

A review report is under preparation, and will be published on the IFRC Evaluations Database in due course.

## C. Detailed Operational Plan

### Quality programming / Areas Common to all Sectors

<b>Quality programming / Areas Common to all Sectors</b>	
<b>Outcome 1: The DREF implementation is well coordinated, planned, monitored and evaluated with central actors in the field</b>	
<b>Output 1.1: Carry out needs assessment and beneficiary selection followed by a coordinated planning process and monitoring/evaluation process</b>	
<b>Activities planned</b>	
1.1.1	Conduct needs assessment for the below components in coordination with other actors in the field (Civil protection / UNDAC)
1.1.2	Conduct planning and coordination session and DREF revision if necessary
1.1.3	Identification and mobilization of volunteers for distributions
1.1.4	Identify beneficiaries for the outputs
1.1.5	Beneficiary satisfaction survey
1.1.6	Monitoring, evaluation and reporting
1.1.7	Lessons learned/operational review
<b>Achievements</b>	
1.1.1	During the implementation of the DREF operation, the CVRC was in continual coordination with other actors in the field, specifically the NCP and UNDAC, including as a participant in join assessment that were carried out in the affected areas, which impacted on the prioritization of the activities planned in the Emergency Plan of Action. Please refer to "Needs Analysis and Scenario Planning" section for further information.
1.1.2	Following the evolution of the situation on Fogo Island (i.e. the continuation of volcanic eruptions, and anticipated evacuation of 1,500 people from Cutelo Alto and Fonsaco), the CVRC with support from the RDRT and IFRC Sahel office revised the DREF operation through the issue of Operations Updates no.1, no.2 and no.3. Additional budget allocations were also made to enable the CVRC meet the

emerging needs as effectively as possible (given the information available at the time).
1.1.3 Please refer to “Human Resources” section.
1.1.4 Beneficiary identification/registration was carried out for the distribution of the NFIs.
1.1.5 Please refer to “PMER” section”.
1.1.6 Please refer to “PMER” section”.
1.1.7 Please refer to “PMER” section”.
<b>Challenges</b>
None reported.
<b>Lessons Learned</b>
None reported.

## Shelter and settlements

<b>Shelter and settlements</b>
<b>Outcome 1: Volcano-affected people have access to NFIs and emergency shelter</b>
<b>Output 1.1: Distribution of NFIs and emergency shelter items undertaken to meet the needs of volcano-affected people</b>
<b>Activities planned</b>
1.1.1 Procurement/transport of NFIs
1.1.2 Sensitization by RDRT of volunteers in use of shelter tool kits
1.1.3 Distribute NFIs (buckets, blankets, kitchen sets, jerry cans, mosquito nets, shelter toolkit, sleeping mats and soap)
1.1.4 Distribute shelter tool kits (one per family) and tarpaulins (two per family)
1.1.5 Sensitization of beneficiaries on use of shelter tool kit
1.1.6 Replenishment of CVRC stocks
<b>Achievements</b>
1.1.1 Procurement / transportation of NFIs was completed. Please refer to “Table 2: NFI stock balance report” for a summary of what was shipped.
1.1.2 In total, 40 volunteers (São Filipe (20), de Mosteiros (20)) and 10 beneficiaries from the temporary shelter sites completed theoretical training on the use of the shelter kits, of which 20 volunteers completed practical training and were mobilized to support the distribution of the kits, and sensitization of beneficiaries on their use.
1.1.3 Please refer to “Table 2: NFI stock balance report” for a summary of what was distributed.
1.1.4 Please refer to “Activity 1.1.2”.
1.1.5 Replenishment of the CVRC stocks that were distributed prior to the receipt of the items from Dakar was completed. The Final Report will include a breakdown of these items.
<b>Challenges</b>
Please refer to “Logistics and supply chain” section.
<b>Lessons Learned</b>
None reported.

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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.

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