

FINAL REPORT



International Federation of Red Cross and Red Crescent Societies
Fédération Internationale des Sociétés de la Croix-Rouge et du Croissant-Rouge
Federación Internacional de Sociedades de la Cruz Roja y de la Media Luna Roja
الاتحاد الدولي لجمعيات الصليب الأحمر والهلال الأحمر

SIERRA LEONE: FLOODS

Appeal No. 05EA018

26 October 2006

The Federation's mission is to improve the lives of vulnerable people by mobilizing the power of humanity. It is the world's largest humanitarian organization and its millions of volunteers are active in over 185 countries.

In Brief

Final report; Period covered: 15 September to 14 January 2006; Final appeal coverage: 49%.

[<Click here to go directly to the attached Final Financial Report>](#)

Appeal history:

- **Launched on 15 September 2005** – <http://www.ifrc.org/docs/appeals/05/05/05EA018> – for CHF 235,000 (USD 187,517 or EUR 149,160) to assist 7,000 beneficiaries for four months.
- **Operations Update no. 1** – <http://www.ifrc.org/docs/appeals/05/05/05EA01801.pdf> – dated 22 December 2005.
- **Disaster Relief Emergency Funds (DREF) allocated CHF 100,000.**

This operation was aligned with the International Federation's 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.**

Background and summary

In August 2005, torrential rains caused floods in Pujehun District, south of Sierra Leone, affecting 9 of the 12 chiefdoms (36 villages and communities). The damage to the already poor infrastructure, residential buildings and agricultural land was extensive; several acres of farmland and kilometres of roads were washed away, isolating some of the villages. Hundreds of houses were destroyed; some were submerged, leaving over 15,000 people homeless. Some families lost all their belongings, including their food reserves. In many villages, latrines and wells were contaminated. Some of the people who lost their homes were accommodated temporarily by their relatives, friends or neighbours, while others were stranded without shelter. The capacity of the local population was overwhelmed by this disaster, and the government of Sierra Leone officially requested intervention from the Sierra Leone Red Cross Society (SLRCS) and the Federation delegation in Freetown.

With funds accessed from the Federation's Disaster Relief Emergency Fund (DREF) and contributions from partners national societies (PNSs) such as the Swedish and Canadian Red Cross societies, the SLRCS responded immediately by mobilizing its volunteers to help the affected populations. Most objectives of the Red Cross emergency operation were achieved. Extensive experience of the SLRCS in disaster response as well as the dedication and professionalism of its staff and volunteers came into play. The action was well coordinated both within the Red Cross and Red Crescent Movement and with non-Movement actors who responded to the government's call.

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The floods operation highlighted the strengths of the SLRCS; its presence and immediate access to the communities was acknowledged by all in-country partners. The confidence in the abilities of the national society (NS) was manifested in the decision of the non-governmental organizations coordination group to request the SLRCS to take the lead in relief distributions in the disaster-affected areas. The Red Cross volunteer base became a unique force for many external institutions. The Ministry of Health and Sanitation, for example, engaged them in their health and hygiene promotion efforts.



Via its network of dedicated volunteers, the SLRCS helped over 3,600 people who were rendered homeless by the floods. It met their emergency needs until more durable, longer-term solutions were found.

The emergency needs of the affected population have not all been met or addressed especially in the areas of water and sanitation (WatSan), food, agriculture and rehabilitation of shelters, irrespective of the Red Cross advocacy efforts. However, United Nations Children’s Fund (UNICEF) supported the Ministry of Health and Sanitation in the provision of chlorination materials for the treatment of flood contaminated water wells mainly in Gbondapi, Taninahun, Karlu, Suawo and Gobaru. In addition, the World Food Programme (WFP) provided food items – mainly cereals and cooking oil – and Action Aid, in collaboration with Forum for African Women Educationalist (FAWE), gave some non-food items (NFIs), including used clothing to complement Red Cross relief efforts. However, not everybody from the affected population received this assistance and this posed a considerable challenge for them in the relief and rehabilitation phase.

In the post-emergency phase, Lutheran World Federation (LWF) has constructed 51 houses for families in Suawo. Considering the fact that farmers in these communities are merely subsistent farmers, due to the destruction of several acres of farmlands by the floods, there is bound to be hunger in the seasons ahead and an increase in the percentage of malnutrition among children. Efforts by the Red Cross are still on-going, engendering future interventions by other partners in key sectors requiring medium and long-term assistance.

Coordination

Coordination was a strong and integral component of this operation. The SLRCS collaborated with the UN Office for the Coordination of Humanitarian Affairs (OCHA), the Office of National Security (ONS) – the government agency responsible for disaster management in Sierra Leone, the International Committee of Red Cross (ICRC), the Spanish Red Cross, the Danish Red Cross, the Federation, WFP and all relevant stakeholders in the implementation of this response.

Internally, the members of Red Cross and Red Crescent Movement coordinated their work through a task force that comprised of representatives. They all engaged with the SLRCS by assisting in on-the-job coaching and regular consultations, identifying needs, developing a plan of action, securing funding for the implementation as well as organizing logistical and monitoring progress.

During the emergency phase, the SLRCS was regarded as the lead agency because of its network of volunteers in the Pujehun District and, in most cases, it first accessed remote and vulnerable communities to get information for the District Disaster Management Committee (DDMC). SLRCS volunteers, with support from the headquarters,

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provided first aid services, conducted registration of beneficiaries, accessed remote areas and gave updates to the ONS for it to forward to relevant partners for action.

ICRC offered logistical support at the initial stage of the operation by providing a truck for transporting relief materials to the regional point in Bo. In addition, it supported hygiene promotion training and deployed a delegate specifically for these activities.

UNICEF, World Vision and Action Aid supported the WatSan sector, while WHO and Ministry of Health and Sanitation helped on health issues. The SLRCS assisted on NFI and hygiene promotion and WFP on food ration. The UN's Transitional Support Team (TST), United Nations Mission in Sierra Leone (UNAMSIL) and the Military Operations (MILOPS) played supportive roles to both the Pujehun DDMC and the SLRCS during the emergency phase of the operation. Other assistance and collaboration came from local services such as the military, police and the local district council.

Good relationship between the components of the Movement helped to positively position the SLRCS with the government and other humanitarian agencies. The planning and implementation of all aspects of the emergency operation was discussed with partners at regular coordination meetings. The agencies that were consulted included ONS, the district coordination team set up by authorities at the district level, OCHA, WFP and others. The coordination helped to avoid duplication of efforts and ensured efficient utilization of the available resources. Thus, while the Red Cross concentrated on basic relief needs of the affected population and hygiene promotion, others mobilized their resources to address other needs.

Analysis of the operation - objectives, achievements and impact

The objective of the Red Cross emergency operation was to provide emergency relief support to the most vulnerable from among those who were affected by the floods in Pujehun: 7,000 people of the total of 15,000 affected by the floods were identified to meet the criteria. Funds from the Federation's DREF and contributions from PNSs such as the Swedish and Canadian Red Cross societies enabled the SLRCS to meet the most urgent needs of the affected populations.

Objective 1: Emergency health and care.

Progress/Achievements

The situation was relatively unstable due to very few and poorly equipped medical referral points in locations within the district, thereby posing problems such as inaccessibility in some affected communities. As a result there are some reported cases of diarrhoea in the Gbondapi community and its immediate surroundings.

A total of 50 NS volunteers were trained in participatory hygiene and sanitation transformation (PHAST). These trained volunteers assisted the MoH in its disease surveillance activities in order to help sustain the improvement of the health services among the affected population. They did this by preserving the achievements of emergency health assistance as a more enabling environment for development programmes. 25 raincoats, 25 pairs of rain boots, 10 stretchers, 100 Red Cross aprons as well as 25 pieces of flash lights and batteries were provided to help facilitate the volunteers' work in Pujehun.

The Federation head of delegation, the Federation capacity building and HIV/AIDS delegate (Federation), the Sierra Leone Red Cross Society regional officer in Bo and the field officer in Pujehun participated in inter-agency coordination meetings and assessments.

Regular field missions – especially to follow-up on impact assessment in the aftermath of the floods and to further execute planned activities such as trainings on first aid and basic disaster management – were carried out by SLRCS volunteers and DM task force members of Pujehun.

Objective 2: Shelter, food and non- food items (NFIs).

Progress/Achievements

Not all planned activities in this objective were undertaken. The SLRCS distributed 25 bales of assorted clothing for children and adults, 2,625 blankets, 3,500 plastic mats, 3,500 bars of laundry soap, 400 cooking sets, 500 buckets and jerry cans, one plastic tank (500 litres), 500 plastic sheets, 100 kitchen sets and few bales of assorted clothing loaned from the DM emergency stock to complete the required stock to distribute to beneficiaries in Pujehun.

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Limited quantities of these items were kept in a store in Freetown and provided by ICRC before the floods in Pujehun. These were distributed in the first phase of the Red Cross intervention; procurement was then made locally. Each affected family received two blankets, two plastic mats, one kitchen set (comprising of five plates, five spoons, five cups, two pots and one knife), one plastic sheet, a bucket, two packets of assorted clothing and three bars of laundry soap. The process was characterized by delays in mobilizing the quantity required, specially the cooking pots. The plastic sheets are not readily available in Sierra Leone and the stock available at the time was distributed. There is, thus, the need to replenish the used stock in readiness for other emergencies.

ICRC provided a truck to transport the relief materials to a regional point for further distribution to the affected groups. Table 1 and table 2 below detail the location and the number of families/households targeted by the Red Cross distributions.

Table 1: Location and number of target beneficiaries during the first round of Red Cross distributions

Location	No. of families/ households	Total population
Taninahun	53	312
Mattieu	4	37
Taybor	9	63
Messima	27	180
Gbondapi	15	164
Linsar	10	89
Batahhoi	30	296
Gobaru	14	77
Bowulo	1	1
Pujehun Town	20	121
Tisor	11	70
Timbo	6	34
Total	200	1,444

A total of 500 families (3,656 beneficiaries) were targeted and assisted by the Pujehun branch of the SLRCS, with support from the headquarters and the Federation. Planning sessions were organized with the District Coordination Team, chaired by ONS, to finalize the list of beneficiaries and their locations. The SLRCS participated as a key stakeholder.

Table 2: Location and number of target beneficiaries during the second round of Red Cross distributions

Location	No. of families/households	Total population
Gbormukoh (M/Sakrim)	50	351
Dia	10	76
Kpiema	25	187
Yeabana	30	219
Komende (K/Kabondeh)	30	224
Mandu	15	120
Vaama (Kp/Krim)	15	112
Jewoma (YKK)	26	204
Bandakoh (Kkabondeh)	59	422
Potoru (Barri)	25	193
Jeoma (Sowa)	15	104
Total	300	2,212

Red Cross volunteers and one member of staff from the SLRCS's Bo regional office supported the relief operations in Pujehun. An orientation session on registration and distribution techniques was organized for 50 SLRCS volunteers to conform to national and international standards. The 50 SLRCS volunteers were then deployed to register beneficiaries, to distribute NFIs and to further assess the humanitarian situation in affected communities.

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Impact

Living and sanitation conditions of the beneficiaries have remarkably improved. After the first relief assistance by the SLRCS, some victims who used to live in public buildings (Taninahun) returned to more dignified living conditions. As a result, life is once more meaningful for them.

Constraints

Unavailability of adequate relief items to meet the needs of the most vulnerable, initially estimated at 7,000, still remains a big challenge to the NGO community and Pujehun DDMC.

Very high frequency (VHF) communication was not optimal. It was very difficult to communicate with volunteers in the field through radio when no vehicle was available. In most cases, the SLRCS land cruiser had to visit too many communities to access information, thus overloading the routine activities of the operation.

Objective 3: Capacity building for response to potentially new emergencies.

Progress/Achievements

The national society was exposed to various aspects of emergency programming, including needs assessment, planning, logistics, financial management and reporting. The Federation Secretariat, through its delegation staff, provided on-the-job coaching and held regular discussions with its counterparts in the NS on the lessons learned.

The SLRCS and the Federation supported government structures, such as ONS at national and district levels, with technical advice on coordination, implementation and management of disaster response. The Federation supported the SLRCS headquarters, Bo and Pujehun branches with stationery and office materials.

Objective 4: Logistics, administration and telecommunications.

Progress/Achievements

The Federation mobilized resources and provided support by deploying a head of delegation, a regional DM coordinator based in Dakar, a CB/HIV/AIDS delegate, a radio operator and a logistics officer to monitor and provide necessary assistance to the SLRCS.

The Federation repaired operational radio communication equipment in the SLRCS's Bo regional office for the coordination between the headquarters, the Bo regional office and the Pujehun branch. Support was provided to the SLRCS DM team and volunteers with logistics and incentives to motivate volunteers during the operation. The Federation supported the SLRCS with fuel, vehicle maintenance and communication during the implementation period. The ICRC delegation provided a truck to transport relief materials to the Bo regional branch. Four media broadcasts were organized in Freetown, at regional and district levels, to promote SLRCS and donor visibility.

Lessons learned

Though the Red Cross is proud of its success, this operation exposed gaps in disaster management capacities of both the SLRCS and the national government of Sierra Leone. They require a careful examination to ensure better preparedness for future disasters. The absence of a contingency plan and the poor capacity to collect and manage information from disaster-affected areas are two challenges that have emerged. Floods are recurrent in Pujehun district as it is interlaced by major rivers that overflow and burst their banks in the rainy seasons.

The Red Cross is an active partner to the National Disaster Management Department of the ONS in the formulation of a contingency plan for floods due to the non-existence of a National DM plan. The ONS has developed a combined and coordinated response linking the expertise and resources of statutory organizations such as emergency services, health services and line ministries. A well established working group and task force is operational with all key aspects of disaster management. Of course, risk reduction will be a major activity following a Vulnerability and Capacity Assessment (VCA).

Overall, the Pujehun operation revealed that the SLRCS is better prepared to respond to emergencies. However, the NS continues facing challenges. Capacities in the Red Cross branches vary; some are better organized than others. Efforts are needed so as to continue achieving better coordination within the Red Cross. There is also a need to raise the understanding of disaster management in communities, the government as well as among the NS staff since mechanisms to prevent, prepare for, and respond to disasters in a timely and coordinated manner are yet to be

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established. The SLRCS is planning to scale up its sensitization work with its staff, volunteers, the population and the authorities so as to raise this awareness.

A greater focus is needed to strengthen community-based disaster preparedness to develop early warning systems and to improve disaster management planning. The national disaster response plan has not yet been finalized. In addition, the disaster response plan of the SLRCS needs to be updated. A good plan can save lives, time and money. This has been identified to be a priority for 2006.

Financial analysis: The donor response to the Federation's Appeal was, unfortunately, poor. Only 55% of the funding sought was received. The limited funds received were not adequate to - meet all the needs of the affected population. As a result, not all the disaster victims were targeted; for example, NFIs were supplied to some 5,000 beneficiaries. The rest of the affected population is still without these items, and this poses a considerable challenge for the SLRCS in the relief and rehabilitation phase.

Red Cross and Red Crescent Movement Principles and initiatives

The Red Cross branch in Pujehun is relatively young. It was founded in early 2005 and the floods operation offered it an opportunity to lift its profile as well as to raise the awareness of the population and the NS's counterparts in the government (the district committee and chiefdom authorities) on Red Cross and Red Crescent Fundamental Principles and Humanitarian Values. Through its action and messages, the Red Cross sought to underline its independence, impartiality, neutrality and the power of voluntary action. Thanks to the messages, the audience indicated a better knowledge of the Movement and promised to be supportive.

The composition of the Red Cross teams, Pujehun DDMC, participating UN agencies, NGOs, local structures and the targeted communities reflected gender balance. The self-reliant and exit strategy policy was communicated to beneficiaries to let them to know that they can also participate in community development.

Communication – advocacy and public information

Mass media is an important partner of the Red Cross in its efforts to alert the community, both locally and internationally, on the devastating effects of disasters in order to advocate on the needs of the affected population and to convey values of humanity and fraternity.

Four media events to promote the Sierra Leone Red Cross Society and the ideals of the Movement were organized in Freetown. These were communicated over the Voice of America (VOA) Radio, Radio UNAMSIL, Sierra Leone Broadcasting Service (SLBS) TV and Radio, KISS 104 FM, *Salon Times Newspaper* and the *Vision Newspaper*.

This media coverage widened the dissemination circle of the Federation and the Sierra Leone Red Cross Society relief activities and the humanitarian needs of the disaster victims of Pujehun both locally and internationally, resulting to pledges from reputable institutions to support Red Cross efforts. It also encouraged personal donations and contributions from prominent individuals, channelled through the district council to various categories of beneficiaries.

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For longer-term programmes, please refer to the Federation's Annual Appeal. For support to or for further information concerning Federation programmes or operations in this or other countries, or for national society profiles, please also access the Federation's website at <http://www.ifrc.org>

[Final financial report below; click here to return to the title page.](#)

International Federation of Red Cross and Red Crescent Societies

M05EA018 - SIERRA LEONE: FLOODS

Final Financial report

Selected Parameters	
Reporting Timeframe	2005/1-2006/10
Budget Timeframe	2005/1-2006/10
Appeal	M05EA018
Budget	APPEAL

All figures are in Swiss Francs (CHF)

I. Consolidated Response to Appeal

	Health & Care	Disaster Management	Humanitarian Values	Organisational Development	Coordination & Implementation	TOTAL
A. Budget		234'869				234'869
B. Opening Balance		0				0
Income						
Cash contributions						
Canadian Red Cross Society		55'225				55'225
Swedish Red Cross		40'500				40'500
C1. Cash contributions		95'725				95'725
Reallocations (within appeal or from/to another appeal)						
DREF		20'953				20'953
C3. Reallocations (within appeal)		20'953				20'953
C. Total Income = SUM(C1..C6)		116'678				116'678
D. Total Funding = B + C		116'678				116'678

II. Balance of Funds

	Health & Care	Disaster Management	Humanitarian Values	Organisational Development	Coordination & Implementation	TOTAL
B. Opening Balance		0				0
C. Income		116'678				116'678
E. Expenditure		-116'678				-116'678
F. Closing Balance = (B + C + E)		0				0

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III. Budget Analysis / Breakdown of Expenditure

Account Groups	Budget	Expenditure					TOTAL	Variance
		Health & Care	Disaster Management	Humanitarian Values	Organisational Development	Coordination & Implementation		
A							B	A - B
BUDGET (C)		234'869					234'869	
Supplies								
Clothing & textiles	75'678		39'703				39'703	35'975
Food	3'118							3'118
Water & Sanitation	889							889
Medical & First Aid	32'329		1'980				1'980	30'348
Utensils & Tools	5'433		11'123				11'123	-5'690
Other Supplies & Services	12'985		784				784	12'201
Total Supplies	130'431		53'591				53'591	76'840
Land, vehicles & equipment								
Computers & Telecom	6'280							6'280
Total Land, vehicles & equipme	6'280							6'280
Transport & Storage								
Storage			15'182				15'182	-15'182
Transport & Vehicle Costs	6'658		9'135				9'135	-2'477
Total Transport & Storage	6'658		24'316				24'316	-17'658
Personnel Expenditures								
Delegate Benefits			116				116	-116
National Staff			6'593				6'593	-6'593
National Society Staff	4'054		3'240				3'240	814
Consultants			177				177	-177
Total Personnel Expenditures	4'054		10'127				10'127	-6'073
Workshops & Training								
Workshops & Training	44'656		3'066				3'066	41'591
Total Workshops & Training	44'656		3'066				3'066	41'591
General Expenditure								
Travel	17'314		2'741				2'741	14'573
Information & Public Relation	3'938		1'078				1'078	2'860
Office Costs	5'721		7'279				7'279	-1'558
Communications	551		677				677	-126
Professional Fees			1'485				1'485	-1'485
Other General Expenses			4'735				4'735	-4'735
Total General Expenditure	27'524		17'995				17'995	9'530
Program Support								
Program Support	15'267		7'584				7'584	7'682
Total Program Support	15'267		7'584				7'584	7'682
TOTAL EXPENDITURE (D)	234'869		116'678				116'678	118'191
VARIANCE (C - D)			118'191				118'191	