

Final report



International Federation
of Red Cross and Red Crescent Societies

ETHIOPIA: FLOODS

Final Report

Emergency Appeal n° 05EA013

17 September 2008

Final Report; Period covered: June 2005 to May 2006;

Final appeal coverage: 55% [<click here to go directly to the final financial report, or here to view the contact details>](#)

Appeal history:

- Launched on 24 June 2005 – http://www.ifrc.org/cgi/pdf_appeals.pl?05/05EA013.pdf– for CHF 735,000 (USD 576,796 or EUR 477,164) for 6 months (ending 24 December 2005) to assist 43,000 beneficiaries.
- Operations Update no. 1 – http://www.ifrc.org/cgi/pdf_appeals.pl?05/05EA01301.pdf– issued on 26 October 2005.
- Operations Update no. 2 – http://www.ifrc.org/cgi/pdf_appeals.pl?05/05EA01302.pdf– issued on 10 February 2006; it extended the operational period by five months (ending 24 May 2006) to enable the finalization of the water and sanitation (WatSan) activities which was delayed because of the rainy season and security concerns.
- Interim Final report - http://www.ifrc.org/cgi/pdf_appeals.pl?05/05EA013ifr.pdf - issued on 17 September 2006.
- Disaster Relief Emergency Funds (DREF) allocated: CHF 200,000.

The situation

In April 2005, exceptionally heavy rainfalls hit eastern and southern parts of Ethiopia, resulting in severe flooding, leaving 156 dead and thousands others homeless. Later, reports indicated that 235,418 people have been affected in eastern and southern regions of the country, about 50,000 cattle were killed and cultivated land and crops were severely damaged.

Following a request from the Ethiopian Red Cross Society (ERCS), the International Federation of Red Cross and Red Crescent Societies (Federation) launched an emergency appeal on 24 June 2005, seeking CHF 735,000 (USD 576,796 or EUR 477,164) for 6 months to assist 43,000 beneficiaries. On 24 December 2005, the number of targeted beneficiaries was decreased to 14,217 people. Due to local conflict and general political insecurity, the operational timeframe of the appeal was extended until the end of May 2006.

The regional disaster response team (RDRT) from Nairobi conducted an assessment of the flood affected areas of Sidama, Wolayita and Arbaminch zones of the Southern Nations, Nationalities and People Regional State (SNNP) from 22 May to 31 May. The assessment came up with findings that a total of 8,645 households had been affected; 312 from Dale woreda (district); 4,933 from Humbo woreda; 3,400 from Arbaminch woreda. Later on, between 8 and 17 July, a re-assessment took place which highlighted a general improvement of the floods victims, leading to the decrease of the number of beneficiaries from 43,000 to 14,217.

This operation has suffered from different factors, generating long delays in the implementation of the planned activities. First of all, in late September 2005, volcanic and seismic activities occurred in Teru (Afar region),

affecting or displacing over 6,000 people. A portion of the remaining NFI stock procured for this operation was diverted to Afar region, Teru woreda to assist some 6,384 persons displaced by the tremors.

On the 23 February 2006, following the issuance of the government appeal, the Federation launched an emergency appeal "Ethiopia Drought" (MDRET001 - <http://www.ifrc.org/docs/appeals/06/MDRET001.pdf>) seeking CHF 1,452,294 to assist 36,341 beneficiaries (Later increased to 63,620 people) affected by droughts in Oromiya and Somali Moyale areas, after a request from the ERCS. On the 10 August 2006, the Federation requested CHF 56,000 from its DREF¹ (MDRET002 - <http://www.ifrc.org/docs/appeals/06/MDRET002.pdf>) to assist the ERCS in responding to an acute watery diarrhoea outbreak (AWD). Finally, on the 18 August 2006, the Federation launched a preliminary emergency appeal "Ethiopia Floods" (MDRET003 - <http://www.ifrc.org/docs/appeals/06/MDRET003PA.pdf>), seeking CHF 1,112,299 to assist 9,000 beneficiaries affected by widespread and exceptional floods.

In view of these facts, the capacity of the National Society has been overstretched at regional, zonal and headquarters levels. Obviously, the implementation of this emergency appeal has suffered long delays and several activities have been cancelled as detailed further. In addition to this, the ERCS has embarked on major restructuring which has also had a negative impact on the implementation of this operation. For long periods of time, heads of departments have been in acting roles, affecting the decision making in some cases.

Coordination and partnerships

The ERCS is a well established National Society, with its headquarters based in Addis Ababa and branches at regional and zonal levels, and Red Cross committees at district and sub-district levels (Woredas). The National Society has been in charge of the overall management and coordination of the implementation of this emergency operation, with support provided by the Federation (sub-regional office based in Addis Ababa and Nairobi Regional delegation), the ICRC and sister national societies.

The ERCS personnel has taken an active role in the coordination of the overall operation, and worked in close collaboration with the government's Disaster Preparedness and Prevention Agency (DPPA), UN agencies and other humanitarian organizations. At local level, the ERCS branches have also worked closely with the DPPA field offices, as well as with the government's water, agriculture and rural development officers and health bureau.

Red Cross and Red Crescent action

Overview

The Red Cross Movement principle and values were disseminated along the implementation period to the beneficiaries through training sessions, but also to all stakeholders involved in this operation and emphasis was put in sensitising the Government offices.

National Society Capacity Building

Unfortunately, due to the numerous constraints encountered during the implementation of this emergency appeal, the National Society capacity building reached a satisfying level, but more efforts were put through the implementation of the other emergency operations.

Emergency relief (food and basic non-food items)

Objective 1: To distribute emergency non-food items to 2,257 displaced families.

This objective has been amended taking into account the development since the launch of this appeal on 24 June 2005. Consequently, the number of households requiring immediate relief assistance in this operation has dropped from the initial figure of 8,654 as stated in the emergency appeal to 2,257.

Progress and achievements

Prior to the registration of beneficiaries, committees consisting seven members were established to conduct targeting and verification exercises. The committees were representatives of community elders, Red Cross officers and volunteers and government development agents. 30 volunteers were trained in targeting and distribution before being mobilized to participate in screening, registration and distribution of non-food items to 2,257 households.

¹ Disaster Response Emergency Funds

The objective was largely completed in July 2005 when a total of 4,240 blankets, 2,257 cooking dishes, 2,257 teapots, 2,257 bowls, 9,028 plastic plates, 9,028 plastic cups, 2,257 water jerry cans and 2,257 water jugs were distributed in nine villages in the flood affected areas.

During the implementation of this operation, volcanic and seismic activities occurred in Teru (Afar region) in late September 2005, affecting or displacing over 6,000 people. A portion of the remaining NFI stock procured for this operation was used in Afar region, Teru woreda to assist some 6,384 persons displaced by the tremors. The same applied to the remaining NFI stock after the seismic tremor distribution. They were then used for the Dire Dawa emergency flood operation in August 2006. Almost all the items purchased for this operation has been used, except for the remaining 243 bowls.

A breakdown of non-food item stocks purchased and distributed for the flood appeal, including remaining stocks distributed to those affected by seismic activity in Afar region and flood in Dire Dawa region, is provided in the table below.

Table 1: Non-food item stocks purchased, distributed and remained for the flood appeal

Items	Procured for the flood appeal	Distributed to beneficiaries	Distributed to Afar seismic activities 2005	Distributed to Dire Dawa flood 2006	Balance brought to stock
Blankets	8,000	4,240	1,000	2,760	-
Cooking dishes	4,000	2,257	1,000	743	-
Tea pots	4,000	2,257	1,000	743	-
Bowls	4,000	2,257	-	1,500	243
Plastic plates	16,000	9,028	4,000	2,972	-
Plastic cups	16,000	9,028	4,000	2,972	-
Jerry cans	4,000	2,257	1,000	743	-
Water jugs	4,000	2,257	1,000	743	-

Constraints

As stated above, the main constraints resided in the emergence of other disasters during the implementation of this emergency operation, resulting in a significant diversion of human, material and financial resources. For instance, as shown in the table above, some relief items have been redirected to other operations.

Impact

The distribution of non food items was almost completed one month after the launch of the appeal, allowing the beneficiaries to recover from the disaster and to regain their dignity.

Health and care

Objective 1: To improve access to health service and secure a healthy environment.

Progress and achievements

Some of the initial activities were revised or cancelled due to progressive development as well as updated re-assessment reports which were carried out. For instance, the initial plan to purchase 17,290 LLITN was reduced to only 8,000. This was due to unrealistic estimations carried out during the first initial assessment of the situation. Since the flood had not receded, access roads were blocked and the team was unable to enter the affected area to conduct a more accurate assessment. Subsequently, the ERCS carried out a second assessment with a new estimation and ultimately 8,000 LLITN were purchased. Activities such as spraying, distribution of anti-malarial drugs, provision of measles vaccination and vitamin A to children were called off since it was no longer deemed necessary due to active intervention and participation from the government and other organisations.

In July 2005, thirty nine volunteers were trained in a two-day workshop on hygiene, malaria control and management and use of ITNs. The training was conducted by the ERCS and woreda health offices in Arbaminch, Wolayita and Dale. The Ethiopian Red Cross youths also distributed the mosquito nets to the targeted population. They reached over 13,000 people to sensitize them on hygiene practices, malaria control and the use of ITNs during the distribution exercise.

Out of the 8,000 LLITN purchased, 4,240 nets were distributed. Subsequently, the remaining 3,760 nets were distributed to non-flood affected people in Dale woreda that were in need of mosquito nets.

Table 2: Insecticide treated nets (ITNs) purchased and distributed

NFIs	Humbo (HH 1,388)	Arbaminch (HH 557)	Dalle Abaya (HH 312)	Purchased	Distributed to Dale woreda	Contingency stock
ITNs	2,502	1,114	624	8,000	3,760	-

Objective 2: To reduce the risk of disease, particularly among children living in the affected areas.
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As for the initial plan to provide AWD treatment to affected victims, it was later deemed unnecessary since there were no reported cases of AWD during the operation. The activity was included in the initial stage of appeal as a pre-emptive step for any potential threat. Therefore, this objective was cancelled.

Constraints

The lack of access to the affected areas during the initial assessment has had a negative impact on the quality of the reports and lead to inaccurate requests, which resulted in the cancellation of some of the activities. This was later corrected by organising re-assessments of the situation. Furthermore, in order to avoid duplication of activities implemented by other stakeholders has also resulted in decreasing activities. In addition to this, and as explained above, resources have been diverted due to the multiplication of emergency operations, such as the AWD outbreak, the response to the 2006 drought and floods operations.

Water and Sanitation (Wolayita and Arbaminch Zones)

Objective 1: Improve the target community’s access to clean and safe drinking water

Objective 2: Improve the target community’s access to safe sanitation

Objective 3: Strengthen the community’s water point management capacities

Objective 4: Promote hygiene behaviour in the community

Background information on WatSan activities

Initially a team consisting of WatSan, disaster preparedness/response and health personnel was to be deployed to the affected area in mid-September 2005 in order to establish a practical revised plan of action and financial requirements for this component based on the reality of the situation. However, a team, consisted of WatSan engineers from the ERCS NHQ and disaster preparedness/response staffs from the National Society’s Wolayita and Arbaminch branches and rural development officers from the local government’s woreda offices, was only deployed to the affected areas after the raining season in October 2005. Following the assessment made by the team, some changes were made to the initial plan for WatSan interventions and subsequently a revised plan of action with corresponding financial implication was prepared as below.

The plan covered 20 locations of which 12 are situated in Arbaminch zone and 8 in Wolayita zone.

The interventions in ten villages of the Arbaminch zone are as follows:

- 1 shallow drilled well, 6 hand-dug wells, spring development and spring maintenance in 2 villages as well as 1 shallow drilled well in Goffa woreda. The villages identified for intervention are Wozeka, Kolla Shelel, Genta Bonke, Zigity Baqole, Shelle Mele, Genta Kenchama, Elgo, Genta Meiche, Genta Ochole and Goffa.

In Wolayita zone, the magnitude of the water supply damage is much more important and a larger intervention, beyond the Red Cross capacity, was recommended. The Ethiopian Red Cross Society team came up with a plan to intervene in two villages in Humbo woreda:

- One large spring development as well as constructing 6 hand-dug wells and one shallow well drilled. The locations involved are Abaya Chekore and Abaya Gorecho.

The production and distribution of sanitary platforms (San plats) slabs, 100 per site, would be carried out in the 20 locations where the water schemes are to be constructed. The plan also covered the establishment of water committees and training of spring caretakers and hand pump attendants. The training was to be integrated with the hardware for water supply and hygiene education to be conducted for the communities in all 20 locations using the participatory hygiene and sanitation transformation (PHAST) methodology.

Due to conflicts in Wolayita and Sidama zones and the general political insecurity within the country, the team was unable to carry out its assessment in Dale woreda in Sidama zone, until the end of November 2005. After a month later, an assessment finally concluded that it was not feasible to install water well or spring in Dale woreda due to unsuitable soil configuration. Digging work would be gratuitous since the soil is of semi rocky hard formation and the ground water is very saline and unfit for drinking.

The actual progress of the activities is as per the table below:

Table 3: Updated details and status of activities (as of May 2007)

Type of Scheme	ERCS Wolayita branch – status of planned activities
Six hand dug wells	<p>The bid was issued for the construction of six hand-dug wells and one spring development work with two kilometre supply, distribution lines, three water points, two cattle troughs and three cloth washing basins. The contract was agreed and signed on 10 March 2006 with 15 days grace period for the commencement of work.</p> <p>Progress – completed Three wells were completed at the Sodo Zuria woreda. The delay for the completion of the other three wells were attributed to several factors. The contractor's performance was unsatisfactory resulting to termination. The performance of the contractor was not satisfactory which resulted in the termination of the contract. The branch then hired local independent workers to carry out the remaining work. However, the sites for the remaining three wells in Humbo woreda had subsequently been moved due to lack of water after the initial wells were dug as deep as 30m. The branch reported that they are confident that the remaining wells will be completed within two weeks.</p>
One spring development work	<p>Progress - completed This activity was carried out successfully. Since the previous update, public fountains, cloth washing basins and distribution of lines were implemented. In addition to this, public shower facilities were also installed by the branch.</p>
One shallow drilled well	<p>Activity cancelled The ERCS was not successful in identifying a drilling company which was interested in the planned works. The bid for drilling failed and the budget was used to cover the value added tax (VAT) expenses incurred in the construction of wells and spring.</p>
800 san plat slabs	<p>Progress - completed Only a total of 500 san plat slabs were produced and distributed to the communities where water activities were being carried out. This was due to the increase of the price of cement.</p>
Eight community hygiene and health education (PHAST) sites	<p>Activity cancelled This activity was postponed indefinitely since there is a lack of qualified trainer and finally cancelled.</p>
Eight water committees and caretakers training sites	<p>Progress - completed Water committees were formed in 8 areas where the ERCS undertook water development activities. Training of the committees was carried out in collaboration with the woreda water desk officers.</p>
Type of Scheme	ERCS GamoGofa branch – status of planned activities
Hand dug wells (6)	<p>The bid for construction of 6 hand dug wells was issued in Arbaminch town on 24 March 2006. A contract agreement was signed on 2 May 2006 with a grace period of 7 days</p> <p>Progress – not yet completed 2 wells are nearly completed. The work for 3 other wells has recently started and the construction of one remaining well has been cancelled. Again, a lot of the delay has been caused by the poor performance of the contractor, which resulted in the termination of the contract prior to the completion of the work. The contractor's non-performance has now been brought to the attention of the local court. The branch has taken over the activity by hiring local workers to carry out the remaining tasks but due to limited available human capacity, the construction of one well had to be cancelled. The expected time for completion of the 3 wells is approximately 8 weeks.</p>
Shallow drilled	Activity cancelled

wells (2)	The first bid for drilling of shallow wells in two areas in Gamogofa was not successful. Those who participated in the tender did not have the appropriate licence for the work. A second bid was initiated and issued in Arbaminch on April 15, 2006. The contract was awarded, however they did not appear to sign the agreement. The branch appealed to the insurance company to take over the bid bond that was issued by the contractor (1% of contract price). At this time it was considered too late to initiate another bid and the availability of drilling companies was limited. Therefore, this activity was cancelled.
Spring development (2, small)	Progress - completed Since the last update, the construction of two springs in Genta Ochole and Bulki has been completed.
Spring maintenance (2)	Progress - completed Since the last update, the maintenance of two springs in Gente Bonke and Sezeka kebele has been completed.
San plat slabs (1,200)	Progress - completed In the end, only 584 san plat slabs had been produced and distributed due to the escalating prices of cement and steel.
PHAST (12 sites)	Activity cancelled The activity was cancelled due to the unavailability of qualified trainer for this purpose
Water committees training, (12sites)	Progress - completed The number of sites to be trained was revised to 10 due to the cancellation of the drilling of 2 shallow wells in Gamogofa and the construction of one well.

Constraints

In order to clarify the delay of the activities planned for water and sanitation, it was necessary to explain some of the complications which had been faced by the implementer and/or project coordinator. In addition, to the late transfer of funds for this activity, the project was further delayed by the coinciding raining season. As such, the activity was later postponed and only started in March 2006 (nearly one year after the appeal had been launched). During the course of the activity, the contractors failed to deliver what was agreed upon. There was also lack of supervision from the NHQ due to logistical problems and overstretched capacities due to other emergency operations. However, many activities are completed.

Impact

The provision to the selected beneficiaries of water points has a positive impact on the health of the populations, but further than that, bringing water closer to the households contributes to limiting the exposure of women to sexual abuse and violence. The affected areas were hit either by drought or floods and the need of assistance in regard to provision of safe water was paramount. In addition, the direct involvement of the local communities at every stage of the implementation of the activities provide the beneficiaries with a clear sense of ownership and ensured the sustainability of the project.

Conclusion

Lessons learned

The initial timeframe set for the implementation was six months, however the implementation period was extended to almost two years. As explained earlier, several factors had a very negative impact on the implementation of this emergency appeal and the high number of other operations overwhelmed the National Society capacities at all levels. The limited capacity of the sub-regional Federation office in Addis Ababa, as well as the staff turn over also contributed in the delays.

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

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International Federation of Red Cross and Red Crescent Societies

M05EA013 - Ethiopia: Floods

Final Financial Report

Selected Parameters	
Reporting Timeframe	2005/6-2008/8
Budget Timeframe	2005/6-2006/5
Appeal	M05EA013
Budget	APPEAL

All figures are in Swiss Francs (CHF)

I. Consolidated Response to Appeal

	Goal 1: Disaster Management	Goal 2: Health and Care	Goal 3: Capacity Building	Goal 4: Principles and Values	Coordination	TOTAL
A. Budget	735,000					735,000
B. Opening Balance	59,177					59,177
Income						
<u>Cash contributions</u>						
<i>DREF</i>	<i>-100,000</i>					<i>-100,000</i>
<i>Finnish Red Cross</i>	<i>77,400</i>					<i>77,400</i>
<i>Hong Kong Red Cross</i>	<i>1,839</i>					<i>1,839</i>
<i>Icelandic Red Cross</i>	<i>5,093</i>					<i>5,093</i>
<i>Japanese Red Cross</i>	<i>24,320</i>					<i>24,320</i>
<i>Monaco Red Cross</i>	<i>15,605</i>					<i>15,605</i>
<i>Norwegian Red Cross</i>	<i>19,600</i>					<i>19,600</i>
<i>Norwegian Red Cross (from Norwegian Government)</i>	<i>176,400</i>					<i>176,400</i>
<i>Swedish Red Cross (from Swedish Government)</i>	<i>113,128</i>					<i>113,128</i>
<i>Turkish Red Crescent</i>	<i>12,800</i>					<i>12,800</i>
C1. Cash contributions	346,185					346,185
C. Total Income = SUM(C1..C5)	346,185					346,185
D. Total Funding = B + C	405,362					405,362
Appeal Coverage	55%					55%

II. Balance of Funds

	Goal 1: Disaster Management	Goal 2: Health and Care	Goal 3: Capacity Building	Goal 4: Principles and Values	Coordination	TOTAL
B. Opening Balance	59,177					59,177
C. Income	346,185					346,185
E. Expenditure	-405,362					-405,362
F. Closing Balance = (B + C + E)	-0					-0

International Federation of Red Cross and Red Crescent Societies

M05EA013 - Ethiopia: Floods

Final Financial Report

Selected Parameters	
Reporting Timeframe	2005/6-2008/8
Budget Timeframe	2005/6-2006/5
Appeal	M05EA013
Budget	APPEAL

All figures are in Swiss Francs (CHF)

III. Budget Analysis / Breakdown of Expenditure

Account Groups	Budget	Expenditure					TOTAL	Variance
		Goal 1: Disaster Management	Goal 2: Health and Care	Goal 3: Capacity Building	Goal 4: Principles and Values	Coordination		
A		B					A - B	
BUDGET (C)	735,000						735,000	
Supplies								
Shelter - Relief	57,000							57,000
Clothing & textiles	258,000							258,000
Water & Sanitation	35,000							35,000
Medical & First Aid	22,000							22,000
Utensils & Tools	235,000							235,000
Total Supplies	607,000							607,000
Land, vehicles & equipment								
Computers & Telecom	10,000							10,000
Total Land, vehicles & equipment	10,000							10,000
Transport & Storage								
Storage	9,000							9,000
Transport & Vehicle Costs	14,000	4,652				4,652		9,348
Total Transport & Storage	23,000	4,652				4,652		18,348
Personnel								
International Staff		18,482				18,482		-18,482
National Staff	11,000	3,266				3,266		7,734
Total Personnel	11,000	21,749				21,749		-10,749
Workshops & Training								
Workshops & Training	23,000	1,184				1,184		21,816
Total Workshops & Training	23,000	1,184				1,184		21,816
General Expenditure								
Travel	5,000	5,000				5,000		0
Information & Public Relation		62				62		-62
Office Costs	8,225							8,225
Communications		478				478		-478
Financial Charges		20				20		-20
Other General Expenses		6,172				6,172		-6,172
Total General Expenditure	13,225	11,732				11,732		1,493
Contributions & Transfers								
Cash Transfers National Societies		375,200				375,200		-375,200
Total Contributions & Transfers		375,200				375,200		-375,200
Programme Support								
Program Support	47,775	26,349				26,349		21,426
Total Programme Support	47,775	26,349				26,349		21,426
Operational Provisions								
Operational Provisions		-35,502				-35,502		35,502
Total Operational Provisions		-35,502				-35,502		35,502
TOTAL EXPENDITURE (D)	735,000	405,362				405,362		329,638
VARIANCE (C - D)		329,638				329,638		

International Federation of Red Cross and Red Crescent Societies

M05EA013 - Ethiopia: Floods

Selected Parameters	
Reporting Timeframe	2005/6-2008/8
Budget Timeframe	2005/6-2006/5
Appeal	M05EA013
Budget	APPEAL

All figures are in Swiss Francs (CHF)

IV. Project Details

Project	Name	Opening Balance	Income	Expenditure	Closing Balance	Budget	Variance
		A	B	C	A + B + C	D	D - C
Goal 1: Disaster Management							
PET523	Floods - heavy rains	59,177	346,185	-405,362	-0	735,000	329,638
Sub-Total Goal 1: Disaster Management		59,177	346,185	-405,362	-0	735,000	329,638
Total	Ethiopia: Floods	59,177	346,185	-405,362	-0	735,000	329,638