Nigeria Floods 2012

Emergency appeal no° MDRNG014
Early Recovery Shelter: Beneficiary Satisfaction Survey

International Federation of Red Cross and Red Crescent Societies
This survey was commissioned by the Nigerian Red Cross Society (NRCS) and International Federation of Red Cross and Red Crescent Societies (IFRC) country office in Nigeria. It was carried out from 27 to 30 August 2013 by the IFRC reporting delegate and NRCS communications officer with support from NRCS volunteers in the Mozum Ose, Odogwu and Ozahi communities in Kogi state.

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Abbreviations and Acronyms

CRAterre  International Centre on Earthen Architecture

IFRC  International Federation of Red Cross and Red Crescent Societies

Langa Langa  Local storm straps used to fix roofing to the frame of the house – often made from rope or bicycle chains.

LGA  Local Government Agency

NFI  Non Food Items

NGN  Naira (Nigerian national currency)

NRCS  Nigerian Red Cross Society

Executive Summary

In 2012, Nigeria was affected by its worst floods in more than 40 years. The flood waters, which affected 33 of the country’s 36 states, caused widespread destruction to property, infrastructure and livelihoods. Two million people were forced from their homes. In September 2012, the International Federation of Red Cross and Red Crescent Societies (IFRC), following a call for assistance from the Nigerian Red Cross Society (NRCS) launched a Preliminary Emergency Appeal to support the affected population, which was then expanded in November 2012 through an Emergency Appeal. In May 2013, a Revised Emergency Appeal was launched. In Kogi state, which was worst hit by the flooding – most houses damaged or destroyed – an early recovery shelter intervention was initiated in January 2013 to support 100 households in 3 communities with the reconstruction/repair of their homes. Local building practices were used, but disaster risk reduction measures incorporated to ensure that the houses would be better able to resist floods in the future.

Following the completion of this intervention on 30 June 2013, it was decided that a survey would be carried out to assess the level of beneficiary satisfaction with the assistance that had been provided. IFRC beneficiary satisfaction surveying had mostly been restricted to the Central Europe region (Azerbaijan, Kosovo and Serbia), and this intervention was the first time it had been carried out in the West Coast region. It provided an opportunity to therefore build the capacity of the NRCS in this area, capture learning to improve the quality of future early recovery shelter interventions, and ensure that accountabilities to stakeholders could be met. The beneficiary satisfaction survey was carried out in the three communities over a one week period in August 2013, and comprised household interviews using a questionnaire prepared in collaboration between IFRC and NRCS. This report provides an analysis of the findings of the survey, along with conclusions and recommendations for future interventions.
1. Introduction

Between July and October 2012, heavy rains led to serious floods in most parts of Nigeria, affecting seven million people. In September 2012, the NRCS in collaboration with the IFRC launched a Preliminary Emergency Appeal, which in November 2013 was followed by the expansion of the operation through an Emergency Appeal (later then revised in May 2013). The Emergency Appeal has targeted 50,000 people in 12 states affected by the flooding (Adamawa, Anambra, Bayelsa, Benue, Delta, Edo, Imo Kogi, Niger, Plateau, Rivers and Taraba) with support comprising: Shelter and Non Food Items (NFIs), Emergency health and care, Water, Sanitation and Hygiene Promotion, and Disaster Risk Reduction and Preparedness.

Early recovery shelter assistance was provided to 100 households in three communities in Kogi state (Mozum Ose, Odogwu and Ozahi), who were supported with the reconstruction/repair of their homes, which were destroyed and/or damaged as a result of the floods. IFRC / NRCS assessments had identified Kogi state as being worst affected by the 2012 flooding and these communities were therefore selected for the intervention. The selection of households for this assistance was based on the following criteria:

- Single-parent headed households;
- Child-headed households;
- Households in which there is at least 1 elderly person (over 65 years old);
- Households in which there is at least 1 physically handicapped person;
- Households in which there is at least 1 chronically ill / infirm person;
- Households in which there is at least 8 children (under 14 years old);
- Households whose monthly income is below 20,000 Naira (NGN)

Community members completed the identification of beneficiaries based upon this; verification was then carried out by IFRC / NRCS, and the selection of the 100 households to receive assistance confirmed.

IFRC / NRCS worked with a consultant from the CRAterre institute (International Centre on Earthen Architecture), which specialises in earth construction techniques – incorporating building practices that communities were already using, but improving them to ensure that their homes would be better able to resist floods in the future. CRAterre supported the technical definition of the shelter (construction details, bills of quantities) / defined, co-organised and facilitated the training and co-defined, co-organised and co-facilitated the lessons learned workshop. The CRAterre consultancy was carried out within a Memorandum of Understanding between IFRC and CRAterre which was signed in November 2012.

In Mozum Ose, Odogwu and Ozahi, the assistance provided was modified in response to the: common building practices/materials being used; commitment of the communities to participate in the intervention; and capacity to provide the necessary supervision across all of the sites.

In the Mozum Ose (40) and Ozahi (30) communities, beneficiaries were supported with the construction of new houses, based on a local 2 room design. Each house has a wooden frame, which is independent of the rest of the structure and is fixed onto concrete columns using storms straps (local “langa langa”). It holds a “4-slope” zinc roof. The walls to the house have been from concrete blocks (up to five courses) built on a cement and sand foundation. Flooring has been made with concrete, and mud slopes have been created on the outside of the walls to allow water to flow away from the house. Once completed, the households themselves have been responsible for building up the walls to roof height.
In Odogwu (30), beneficiaries have been supported with the construction of new houses (23), based on a local 2 room design; and with repairs to their existing homes (7), which was received in phases based on the level of completion. For 23 households, wooden frames were completed, which have been set in cement/sand foundations (phase 1) and lined with polythene to help protect it from being damaged if there is flooding. Once and only when this was completed, was a zinc roof provided, which has been fixed using “langa langa” (phase 2). Concrete blocks were not provided to these households as the practice in Odogwu is to build walls using bamboo and mud, which they have been responsible for doing themselves. For seven households, concrete blocks and cement has been used to construct a raised “basement” around their house, which will help protect it if there is flooding. Once and only when this was completed, was cement then provided (for plastering the external wall). The IFRC/ NRCS recruited carpenters, cement-block moulders and masons to carry out the construction; as well as engaged community mobilizers (volunteers).

In collaboration with CRaTerre, training was provided for 70 people from the Mozum Ose (27), Odogwu (27) and Ozahi (16) communities, and 15 NRCS volunteers, with the purpose of increasing people’s knowledge on building flood resilient houses. CRaTerre designed the content of the training, which included practical sessions on the construction of cement/mud basement; foundations and walls; wall damp proofing coursing; mud brick and stone masonry; roof anchorage and the bracing of the wooden structures. Early recovery shelter activities were completed as of 30 June 2013.

IFRC beneficiary satisfaction surveying has been mostly restricted to the Central Europe region (Azerbaijan, Kosovo and Serbia). The Emergency Appeal provided an opportunity to extend it into the West Coast region for the first time, in order to build the capacity of the NRCS in this area, and capture learning that could be applied to improve the quality and appropriateness of future early recovery shelter interventions in Nigeria and elsewhere. It also enabled key accountabilities to stakeholders including beneficiaries and back donors to be met.

Objectives

The main objective of the survey was to:

> Review the satisfaction of the households with early recovery shelter assistance.

Methodology

The IFRC reporting delegate with support from the NRCS communications and reporting officer prepared the questionnaires, which were used to guide all interviews with households, and observations made. Please note that in Odogwu the questionnaire was revised in response to the different assistance that was provided, whereas in Mozum Ose and Ozahi the questionnaire remained the same. All questionnaires prepared were adapted from those piloted by IFRC in the Central Europe zone (Azerbaijan, Kosovo and Serbia) and by the Performance and Accountability department at British Red Cross. In regard to level of beneficiary satisfaction, respondents were asked to rate this as “very happy”, “happy” or “unhappy”.

The IFRC reporting delegate and NRCS communications and reporting officer were responsible for carrying out the survey and preparing the final report. NRCS volunteers mobilized the households and acted as translators as required. It should be noted that since responses had to be translated this could have influenced responses given by those interviewed.
Scope

The survey was carried out in three communities targeted by the early recovery shelter intervention in Kogi state: Mozum Ose, Odogwu and Ozahi. Of the 100 households that were assisted, 69 were interviewed, which therefore equates to 69%. It should be noted that households interviewed were targeted based on their availability on the day of the visit, and as such it was not a random sample, though efforts were made to ensure that it was representative (based on the beneficiary selection criteria). All households interviewed were willing to participate in the survey.

Table 1: Household interviews

<table>
<thead>
<tr>
<th>Date</th>
<th>LGA</th>
<th>Community</th>
<th>HHs</th>
<th># Surveys</th>
<th>% Surveys</th>
</tr>
</thead>
<tbody>
<tr>
<td>27/08/2013</td>
<td>Kogi LGA</td>
<td>Ozahi</td>
<td>30</td>
<td>26</td>
<td>86.67%</td>
</tr>
<tr>
<td>28/08/2013</td>
<td>Bassa LGA</td>
<td>Mozum Ose</td>
<td>40</td>
<td>24</td>
<td>60.00%</td>
</tr>
<tr>
<td>29/08/2013</td>
<td>Ibaji LGA</td>
<td>Odogwu</td>
<td>30</td>
<td>19*</td>
<td>63.33%</td>
</tr>
</tbody>
</table>

| Total      |          |           | 100 | 69        | 69.00%    |

*Of the respondents in Odogwu, seven were households that received support with the repair of their houses (“raised” basement); and twelve were households that received support with the construction of new houses.

Respondent households were asked their satisfaction with the early recovery shelter assistance, specifically related to its: relevance and appropriateness; quality; participation and information; sustainability; as well as with the conduct of staff. Respondent households understanding of the building practices (flood resistant methodology) used within the intervention was also tested, and key messages reinforced as required.

Constraints

- Recipients of the early recovery assistance were interviewed; and as such this may have influenced their responses in regard to whether the selection criteria were appropriate in order to meet the most vulnerable, given that they were those that benefited. It would have been advisable to consider surveying other members of community, or having focus group discussions.

- The survey was carried out two months after the completion of the intervention and prior to the end of the farming season, which as a result meant that many respondents were at in the fields during the time of the visit and not available for interview. Moreover, the rainy season has also not ended. In this effect, it would have been advisable to have postponed the exercise until later in the year, after the end of the farming season, and also after the end of the rains to enable (A) all recipients to be interviewed; and (B) recipients satisfaction with the construction of their homes to be assessed after the rains (and if/when cyclical flooding was experienced). However the timing of the survey was to an extent informed by back donor requirements for reporting, and this would therefore not be avoided, though a follow up exercise could be considered in 2014.
Flood damage caused to people’s homes in Mozum Ose and Ozahi
2. Key Findings

Background

- 100% of the respondents’ houses were totally destroyed; assets and personal belongings such as food stuffs, crops, farm land, fishing/commercial boats and household items were also lost to the floods. It is worthy of note that all efforts made by the respondents to salvage some of their items was to no avail.

![Figure 1: What did you need?](image)

- 100% of the respondents stated that they needed food and shelter as a result of the effect of the floods. 60% of the respondents also needed cash to meet their personal and immediate needs. 4% of respondents needed drugs mainly the aged/elderly.

![Figure 2: What did you receive?](image)

- 100% of respondents received early recovery shelter (Red Cross); 62% received food items (Government); 56% received NFIs (Red Cross); 51% received shelter kits (Red Cross); and 31% received a Shelter Box (Rotary Club International). Shelter Box was mostly received by those in Mozum Ose and Ozahi communities. Respondents stated...
that the support received from the Government was insufficient to meet their immediate needs.

**Information and participation**

- 87% of the respondents stated clearly that they were asked about their needs by the Red Cross before commencing their activities in the community and they were glad for such gesture. 13% of the respondents were not asked by the Red Cross because of the category they fell under in the selection criteria which was; (A) Those physically challenged (B) The Aged/Elderly living in the community.

  **Figure 3: Were you asked about your needs by the Red Cross?**

- 67% of the respondents stated that they advised the Red Cross to render assistance to other members of the community since majority had been affected. 33% of the respondents stated they did not advise the Red Cross since they had pre-determined criteria to assist members of the community which respondents were satisfied with.

  **Figure 4: Did you advise on how to help the people in your community?**

- 66% of the respondents stated that they heard about the shelter project from their community leader. 34% of the respondents heard about the shelter project from the Red Cross including: the NRCS branch secretary, NRCS shelter focal point, IFRC shelter delegate and NRCS volunteers.
40% of the respondents expressed satisfaction with the channel of communication adopted in disseminating information in the community. 12% of the respondents suggested that it was better that the information comes from the Red Cross because their vivid explanation regarding the selection criteria paved way for better understanding of activities being carried out in the community. 23% of the respondent stated that they would prefer L02 (LGA Liaison Officer 2) because of the assistance rendered to them during and after the flood. 25% of the respondents preferred the Gargo (community leader) as the best medium for which information should be communicated in the community.

91% of the respondents were informed about those who were being targeted by the Red Cross and the express their support based on the selection criteria adopted stating that is a welcome development. 9% of the respondents were not informed because of the category they fell under in the selection criteria, which were; (A) Those physically challenged (B) The Aged/Elderly living in the community.
91% of the respondents stated that they were “very happy” that those people in most need were reached because if not for such assistance from the Red Cross they would not have received any support. 9% of the respondent said they were “happy” that those people in most need were reached.

96% of the respondents were actively involved in the activities as part of their role in early recovery shelter project in their community. 4% of the respondents were not involved in the activities because they were either physically challenged or too old to engage in such activities; nevertheless, the community through its youth assisted them in their absence. Of the respondents that were involved in the activities, 31% fetched water; 28% fetched sand; 12% assisted in collecting wood; 11% dug the foundations; 10% assisted in carrying cement blocks to the construction site; and 8% cooked for the labourers.
78% of the respondents knew how to contact the Red Cross, mainly through its volunteers and offices at divisional and state branch. 22% of the respondents didn't know how to contact the Red Cross.

Figure 9: Do you know how to contact the Red Cross?
Early recovery shelter construction in progress in Ozahi (i) and Odogwu (ii)
Shelter satisfaction

- 100% of the respondents stated that they were “very happy” with the house received from the Red Cross. Alhaji Usman an elder statesman in Ozahi community noted “I am so happy, I could die”.

Figure 10: How satisfied are you with the house received from the Red Cross?

```
Very Happy | Happy
---|---
100% | 0%
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- 100% of the respondents stated that they were “very happy” with the quality of the construction of all the various components including: (A) Foundation, (B) Cement block wall, (C) Wooden structure, (D) Concrete columns (base of columns), (E) Fixing materials (base of columns/langa langa), (F) Roof (iron sheets); and (G) Raised basement (Odogwu only). 100% of the respondents expressed that they had no problem/challenges with the quality of the work carried out by the Red Cross in their community. Respondents were especially satisfied with the quality of the materials used, which would have been beyond their own resources.

Figure 11: How satisfied are you with the quality of the construction (Foundation / Cement block wall / Wooden structure / Concrete columns / Fixing materials / Roof) / Basement (Odogwu)?

```
Very Happy | Happy
---|---
100% | 0%
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• 100% of the respondent stated that they were “very happy” with the behaviour of the Red Cross staff, especially the (A) patience, (B) commitment and (C) tolerance demonstrated towards members of the community when carrying out their activities.

Figure 12: How satisfied are you with the behaviour and support of the Red Cross staff in your community?

• 45% of the respondents were satisfied with the construction of the house, and would not change anything in the process. 17% stated that they would prefer if the Red Cross complete the house since they had no means to do so from any other source. 29% suggested that using cement for the walls would have been a better option (in Odogwu where sticks were used). 9% of the respondents stated that they would like the Red Cross to extend the support and build more houses for members of their community.

Figure 13: What one improvement would you suggest is made to the construction of the house?
Flood resistant shelter building training in Ozahi (i) and Odogwu (ii)
Knowledge

- 64% of the respondents had no knowledge of the importance of the bracing used to secure the roof. 26% of the respondents know about the importance of bracing because they were among those who participated in the training/workshop organized by IFRC / NRCS and CRAterre on building flood resilient houses.

  Figure 14: Please can you explain to us importance of the bracing?

- 51% of the respondents didn't know why the wood structure had been fixed onto the concrete columns (Mozum Ose and Ozahi) or covered in plastic (Odogwu). 49% of the respondents knew why the wood structure is on the concrete columns (Mozum Ose and Ozahi) or covered in plastic (Odogwu) because they either attended the training/workshop or received this knowledge during the construction process.

  Figure 15: Please can you explain to us why the wood structures are on the concrete columns?

- 61% of the respondents stated they didn’t know what to do to avoid water entering their houses. 39% of the respondent had knowledge of the slope/drainage method of preventing water from entering their houses because they either attended the training/workshop or received this knowledge during the construction process.
Shelter completion

- 64% of the respondents had made no progress at the time of the survey in completing their houses due to non-availability of materials and financial resources. 27% of the respondents made progress in completing their houses – the walls, doors and windows. 9% of the respondents (Odogwu) had their houses repaired by the Red Cross.

  Figure 17: What progress have you made in completing the house?

- 29% of the respondents stated that they did not know when they would be able to complete their house due to non-availability of financial resources, and other priorities (livelihoods).

  Respondent “B” noted ‘this flood has killed us, all our means of livelihood is gone things are very difficult we are starting from nothing with no assistance from anybody except what you (Red Cross) have done for us’.

  35% of the respondent said within 3 – 6 months they should be able to complete their houses. 26% of the respondent suggested 6 – 9 months (after they harvest season). 9% of the respondents had their houses repaired by the Red Cross. 1% of the respondents
had completed their houses mainly from assistance they had received from family members living outside of the communities who were able to send remittances.

**Figure 18: When will you be able to complete the house?**

- 78% of the respondents said they would complete their houses with cement to make it stronger. 13% said they would use wood and mud because they could not afford the cost of cement. 9% had their houses repaired by the Red Cross.

**Figure 19: What materials will you use / have you used to complete the house?**

- 84% of the respondents stated that they would not complete their houses by themselves but they would get assistance from family (children, husband ad relatives), local labour, friends or community members. 16% of the respondents would complete the houses by themselves after harvest season, when they would have more time available.
• 87% of the respondents stated that financial constraints were the major challenge preventing them from completing their houses. 13% of the respondents also agreed that financial constraint was a major challenge but noted other issues such as scarcity of wood and time spent farming.

**Figure 20: Will you complete the house by yourself?**

- 84% No
- 16% Yes

**Figure 21: Please explain what are the challenges (or contributing factors) that are preventing you from completing the house?**

- 87% Financial constraints
- 13% Other issues
Early recovery shelters, which have been completed by beneficiaries in Mozum Ose (i) and Odogwu (ii)
3. Case Studies

Case Study 1: Martha Ogwe, Odogwu, Ibaji LGA

Martha Ogwe, a 52 year old widow and mother of seven, lives in the village of Odogwu, in Kogi state. It is located close to the Niger River, and is in one of the areas of the country which was worst affected by the floods. When Martha saw the waters rising, she fled, travelling by boat with her neighbours to Idah, a town 10 kilometres from her home. On her return to Odogwu in November, she found that her house had been severely damaged, and all her belongings swept away. “The mud walls had melted, and water had come through the entire house,” explained Martha.

In Odogwu, Martha’s is one of 30 households in the village that NRCS together with IFRC has supported with the reconstruction of their homes, completing the frame and the roof. Now that this has been completed, Martha intends to finish the house with bamboo and mud, the common building practice in Odogwu. Her sons have already fetched the bamboo and she has begun to fill the walls.

“If the Red Cross had not helped me, I would be living the life of a beggar looking for a place to sleep. I am very happy with my new home,” said Martha. “The Red Cross has brought happiness back into my life.”

Case Study 2: Issa Adoza, Ozahi, Kogi LGA

Issa Adoza lives in Ozahi, a small village in Kogi state, and an area of the country that was one of the worst affected by the floods, the like of which had not been seen for over 40 years. When the floods came, 68 year old Issa travelled with his wife by boat to Ozi, a village on higher ground five kilometres away, where he stayed for more than three months. “Everybody scattered,” he recalls.

Once the flood waters had receded, Issa returned to his village to find it in ruins. Since many people used mud bricks to build the walls of their houses, many walls simply “melted” away when the high waters came, causing home after home to collapse. “The floods destroyed everything”.

Issa’s is one of 30 households in Ozahi that have been helped by NRCS and IFRC to rebuild their homes (foundation, frame, wall (five courses) and roof). Issa reported “No flood will take this one away. I feel very safe. Only God will bring it down. My grandson’s grandson will be able to live in this house!”
4. Conclusions, Recommendations

From the results of the survey, it can be concluded that the early recovery shelter intervention that has been provided has been very well received by households. Of the respondents, 100% stated that they were “very happy” with the assistance, the quality of the construction and the materials that had been used. No problems were reported by respondents.

Early recovery shelter was a relevant (and appropriate) response by IFRC / NRCS. All respondents prioritized their need for shelter after the flooding - 100% of respondents houses had been totally destroyed- and stated that no assistance of this kind had been forthcoming from any other actors. Moreover, respondents expressed satisfaction that those most in need of assistance in their communities had been reached: 91% stated that they were “very happy” and 9% that they were “happy” with the selection criteria that had been used.

In all, respondents were satisfied with the information received from IFRC / NRCS: 87% had been consulted on their needs, 91% informed of the assistance being provided and who was being targeted. Based on the responses received, there was a preference to receive information either through the key influential person in the community, this included: the local leader, LGA officer or NRCS volunteer.

Community participation has been high, and recipients have contributed significantly to the intervention including: fetching water, collecting sand, digging foundations, carrying materials and cooking for the labourers. 96% had participated in the activities, with the remaining 4% not able to because they were elderly or physically challenged. All of the respondents were “very happy” with the conduct of the IFRC / NRCS staff and volunteers involved in the intervention, and these positive relations provides a potential platform for future Red Cross activities to address remaining vulnerabilities in the communities.

As noted, IFRC / NRCS have constructed the structure of the house (Foundation / Cement block wall (five courses)/ Wooden structure / Concrete columns / Fixing materials / Roof), before passing it over to the recipient who is then responsible for completing the remainder, including the walls to roof height, and positioning of doors and windows. IFRC / NRCS selected to use this approach as it was (A) based on local practices in Nigeria, and (B) in order to increase recipient’s sense of ownership by enabling them to finish the house to their own preference. It is a common practice in Nigeria is that people that can afford it build the base of the wall out of cement block (to protect the part usually affected by water) and the upper part of the wall with mud bricks.

Due to the selection criteria used, i.e. targeting the most vulnerable (elderly, physically handicapped, chronically ill) and those on low incomes, recipients do not necessarily have the resources required to now complete their houses. Of the respondents, 64% had made any further progress; and only 1% had completed the house. Moreover, 87% of the respondents stated that financial constraints would prevent them from completing the house. In this effect, though the most vulnerable have been reached through the intervention, it also by consequence means that they are also the least able (physically and materially) to complete the remainder of the house. In future, it is advised that strategies to be considered in order to address this would include: (A) Conditional cash transfer or voucher (to draw on local labour and materials) to enable recipients to complete the house; (B) Advocacy to other stakeholders such as the LGA to mobilize additional resources for recipients; (C) Reduce the number of recipients so that all houses can be fully completed prior to their hand over;
and/or (D) Sensitization of recipients on cost effective materials that could be used to complete their houses, for example, the use of mud blocks.

In all communities, training was provided on building flood resilient houses. However, the selection of the participants was decided by the communities themselves, and as a result it was mostly men (the youth and local artisans) that attended. Women’s participation was not encouraged due to religious/cultural beliefs in the communities. Based on the results of the survey, it was evident that the recipients that were able to attend the training understood the methodologies used in the construction of their houses that would make them more resilient (bracing and concrete columns), and what they could do themselves to avoid water entering (sloping). Nonetheless, since 74% of recipients were female headed households, many of them did not attend. Furthermore as many recipients were physically challenged or elderly, this also prevented them from participating. In future, it would be advisable to encourage increased participation of women at the training, as well as carry out sensitization on the methodologies being used, and simple “disaster risk reduction” measures at household level. Likewise, since most recipients did not attend the training, they were unaware of some of the more cost effective solutions they could use in order to complete their houses. For example, 78% of respondents intended to use cement block to complete their homes. As noted (see above), it is recommended that there is more emphasis on ensuring recipients understands other solutions, which make them more resilient but are also less expensive. For example, the use of mud blocks and damp proofing (inclusion of polythene layer between the cement block and mud block) rather than cement block.

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Appendix 3: IFRC Nigeria Floods 2012 – Beneficiary Satisfaction Questionnaire (Odowgu)