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Emergency Plan of Action (EPoA) Togo: Flood Preparedness & Response

 International Federation
of Red Cross and Red Crescent Societies

DREF Operation n° MDRTG007	Glide number: FL-2017-000149-TGO
Date of issue: 09 October 2017	Date of disaster: 25 September 2017
Operation manager (responsible for this EPoA): Momodu Lamin Fye, Head of Cluster	Point of contact: Zakari Issa, WASH Coordinator
Operation start date: October 2017	Expected timeframe: 03 months (Operation end date 6 January 2018)
Overall operation budget: CHF 155,229	
Number of people affected: 3,612 affected and 12,488 at risk of flooding in coming weeks	Number of people to be assisted: 3,612 (602 households)
Host National Society presence (n° of volunteers, staff, branches): 100 volunteers	
Red Cross Red Crescent Movement partners actively involved in the operation: German, Danish and Swiss Red Cross Societies, and ICRC	
Other partner organizations actively involved in the operation: National Civil Protection Agency	



A. Situation analysis

Description of the disaster

Since July 2017, there have been torrential rains in the northern regions of the country, raising the level of the rivers in the south of the country, particularly the Mono River, which collects all the water. Rainfall

had been recorded in the catchment area of the Nangbéto hydroelectric dam reservoir, since the beginning of the wet season in 2017, as confirmed by the forecasts of the Directorate General of National Meteorology of Togo. The consolidated forecasts on West Africa estimated excess rainfall that will evolve towards normal in the northern zone of Togo.

The Nangbéto dam signalled that its water retention capacity has been exceeded on 7 August, while forecasts were still showing abundant rainfall for the coming weeks. The dam authorities were planning releases that resulted in flooding in some villages, and put additional ones at risk of flooding downstream of the dam along the Mono River. There are 3,680 households or 16,060 population in 30 villages at risk of flooding.

The dam overflow started with a discharge rate of 680 m³ / s on August 23; the spills reached their peak on 22 September with a flow of 1200 m³ / s and dropped to 320 m³ on 26 September 2017.

As at 28 September, a total of 602 households or 3,612 people been affected. Among the villages bordering the Mono river 10 villages (Agbanakin, Atchamé, Togbavi, Togbagan, Azimé-Dossou, Adamé, Gbandi, Gbandidi, Agbetiko and Handivi) have been flooded directly affecting more than 213 households (1,278 people). Another 389 households (2,334 people) in Agbanakin, have been marooned in their village. Accessibility to several localities is only possible by canoe or on foot. The number of affected people downstream is likely to further increase as the water flow continues in coming weeks.

Located in West Africa on the Gulf of Guinea coast, Togo has an area of 56,600 km². It is bounded by Benin to the East, Ghana to the West, Burkina Faso to the North and the Atlantic Ocean to the South. The tropical climate is divided into two main areas: a Sudanese type area in the south with extensive productive land and a Sahel type area covering the northern half of the country with a shortage of fertile land. Togo's climate is tropical. The southern half has two wet seasons per year, from April to June and September to October. With 890 millimetres of annual rainfall, the coast is the driest region of the country.

Summary of the current response

The National Society (NS) has been working on preparing for the floods, based on the experience of the floods of September 2016, caused by the opening of the floodgates of the hydroelectric reservoir of Nangbéto Dam. Meta-scenarios were developed to define the degree of vulnerability of villages downstream of the dam, which could be flooded as a result of the releases. As per the NS plan, a team of 30 trained volunteers were deployed to the villages to raise awareness on how to prevent material damage and loss of life before the water was released. Awareness-raising has been carried out thanks to the early warning mechanisms set up in these villages, developed together with IFRC and funded by the German Government and the German Red Cross. As the flooding continues, the National Society has collected information about the affected households, based on the initial vulnerability mapping exercise.

As a result, 19 villages were identified at high risk of flooding as soon as the Nangbéto dam is released (Mawoussou, Atikpatafo, Ahlemegni Kondji, Logokpo, TchakponouKondji, Avidoute Kondji, Togbodji, Kpodji, Gbandi, Gbandidi, Batonou, Tokoto, Aveve, Ganave, Adame, Azime-Doussou, Togbagan, Togbavi and Agbanakin); 11 villages at moderate risk (Tokpli, Gogo Kondji, Aklandjenou, Afomonou, Dokou Kondji, Mavoeme, Agbetiko, Agome Seva, Louis Conji, Kpondave and Atchamey); and 3 villages at low risk (Anonli Conji, Agome and Glouzou) and 01 village at very low risk (Doumassi Kondji). However, the actual floods after the water release from the dam affected 7 villages from the high-risk area and 2 villages with moderate risk area, also one village that was initially not identified as at risk.

In addition, from the support of German Red Cross the NS has provided basic relief items as mentioned under the section:

Overview of Red Cross Red Crescent Movement in country

Overview of Host National Society

The Togolese Red Cross (TRC) is auxiliary to the Togolese government and supports the government in responding to crises. The National Society (NS) is a member of the Board of Directors of the National Civil Protection Agency. It also enjoys excellent cooperation with the National Environmental Protection Agency (ANPC of which it is a member), the Benin Electricity Community (CEB), the General Directorate of National Meteorology (DGMN) and the Directorate of Water Resources (DRE).

Since 2015, thanks to technical support from the IFRC Climate Centre and financial support from the World Bank's GFDRR, the FUNES (Functional Estimate) application has been developed.

This is a flood forecasting system, which triggers a small preparedness funds (FBF) for the Flood Risk Reduction - Adaptation to Climate Change (2013-2018) and Standard Operating Procedures (SOPs) pre-established by the National Society.

Overview of Red Cross Red Crescent Movement in country

Since June 2017, there has been regular contact with the Abuja-based WASH Coordinator of the Federation, Abuja office on the flood situation. On 17 June 2017, an alert was issued using the IFRC Disaster Management Information System (DMIS) and updated on 22 June 2017.

The German Red Cross (German Red Cross) through its project "Adaptation to Climate Change - Disaster Risk Reduction" supports the TRC in assisting floods victims. This support is directed towards the 19 high-risk villages through community sensitization of volunteers and community radio stations (broadcasts of spots and radio broadcasts), the distribution of aqua-tabs for drinking water treatment and plastic bags for 1,980 households the protection of important documents (vital records, diplomas, identity cards, land titles, wills and other documents). Out of 1,980 households, 150 households overlap with 602 flood affected households who have received tarpaulins, mosquito nets, buckets and mats in the village of Togbavi. Under the DREF operation, these 150 households are excluded for tarpaulins, mosquito nets and buckets.

Table 1: German RC support

N°	Designation	Number of beneficiary households	Quantity	Amount (CFA)	Amount (CHF)
1	Aqua tabs	1,980	59,400	762,988	46,588,16
2	Plastic bags		1,980	1,057,684	64,582.34
Total				1,820,672	111,170.5

Due to budgetary constraints, a second grant targets only 3 out of the 19 high-risk villages. It is made up of tarpaulins, mosquito nets, soap bars, mats and buckets for water, that will be distributed to the beneficiaries when floods will be imminent. Some 150 households benefited from CRA's NFI on September 4, 2017.

Overview of non-RCRC actors in country:

The country is experiencing socio-political instability due to opposition demands. This situation of crisis is of greater concern to the country's authorities. Nevertheless, thanks to the partnership with the Nangbéto hydroelectric dam authorities, real time information on the opening and closing of the gates reaches communities earlier for appropriate measures to be taken. In addition, weather data is sent to the field teams for prompt action.

No other organization is currently looking at the further potential and anticipated damage. However, the National Civil Protection Agency has participated in a joint assessment to the sites. A meeting is planned between the Agency and the TRC to review data. The TRC is a member of the emergency cluster composed of actors from ministries, partners from the United Nations system, CRS, and Plan International Togo.

Needs analysis, beneficiary selection, risk assessment and scenario planning

The villages along the Mono River are always invaded by water when they are released. As of 28 September, 602 households or 3,612 people have been flooded. These populations are in dire need of non-food items. Water, sanitation, temporary shelter and livelihoods will be the main priority areas for assistance.

Needs Analysis

Emergency and transitional shelter

The 213 households which have been flooded and another 389 households have been stranded at their villages are in need of emergency assistance. The TRC assessment explains that affected people have been moved to safe places within their villages.

The overflow of dam caused inundation resulting in damages that mainly affected women, children, the elderly and people with disabilities. They are the most affected and vulnerable population as they were unable to maintain the regular preparations before the floods. Their houses are flooded or surrounded by water therefore they are unable to return, hence staying in temporary shelters.

The NS is proposing tarpaulins for the construction of temporary shelters for people who had to leave their homes for temporary or spontaneous settlements and/or evacuation centres. Each household will therefore receive 2 tarps, i.e. a total of 1,204 tarpaulins for the people at risk in two groups. Jerrycans/buckets for the collection and storage of drinking water in households will be provided on the basis of 2 per household; leading to a total of 1,204 jerrycans.

Mosquito nets will be used to prevent malaria, an endemic disease that wreaks havoc in times of increased mosquito proliferation during floods. In addition, the reception sites or evacuation centres or spontaneous settings malaria prone. The operation proposes provision of 2 mosquito net per household, giving a total of 1,204 mosquito nets.

The mats will be used for sleeping as the mattresses and beds will not be transported to the reception sites during the evacuation period. The package includes 2 blankets and 2 mats per household since no household size is smaller than 3. The package includes support provided by German RC and DREF operation.

Water and sanitation

Shortage of safe drinking water and lack of adequate sanitation facilities are key issues identified in vulnerable villages, as this flooding affects the sources of drinking water.

Aqua tabs (NADCC 167mg) will be used for drinking water purification. More than 80% of the populations affected by the floods in the areas at risk consume water from the river, which is still polluted. Our proposal aims to offer 1 tablet per household per day. That is 60 tablets per household for 2 months of assistance. A total requirement of 36,120 tablets (NADCC 167mg).¹

The distribution of soaps will be linked with a hygiene promotion campaign in the affected households. this will facilitate safe hygiene practices in the affected households. Thus, the operation proposes 1 hygiene/dignity kits per households for 602 households for 1 month.

The population will be taught for the construction of latrines to avoid open defecation, which can also be a source of contamination and disease.

Communication and education activities for volunteers will allow maintaining a good knowledge about key family practices among populations.

Beneficiary/community Selection

The team of 50 volunteers in the field have been closely monitoring the situation in collaboration with the team of technicians at the Nangbéto dam. The overall beneficiary selection was based on the risk and vulnerability assessment in the communities downstream of the dam. As the water release caused

¹ The quantity of aqua tab should be 1 tablet (NADCC167mg = 1 tablet for 20ltrs) x 60(2-month supply) x 602 HHs). In total 36, 120 tablets.

floods in some areas, those households whose houses were flooded or surrounded by floods will receive the described assistance. The overall beneficiary selection process will ensure community participation through consultation sessions, suggestions and a feedback mechanism.

Table 3: Location and population affected

Group	Villages	Number of flood prone households	Number of people in flood prone households
	Gbandi	82	410
	Gbandjidji	36	180
	Adame	211	1,055
	Azime-Doussou	119	473
	Togbagan	107	535
	Togbavi	69	254
	Agbanakin	389	1 110
Group 1: Total 1		1,013	4,017
	Agbetiko	458	1 953
	Atchamey	49	174
Group 2: Total 2		507	2127
Grand Total (Total 1+2)		1,520	6,144

Out of 1,520 households, 602 households or 3,612 people in villages bordering the Mono river 10 villages (Agbanakin, Atchamé, Togbavi, Togbagan, Azimé-Dossou, Adamé, Gbandi, Gbandidi, Agbetiko and Handivi) have been affected by floods.

Risk Assessment

The catchment area of the Nangbéto hydroelectric dam has been overflowing since the beginning of the rainy season. Despite the fact that generators are continuously functioning, since 9 July 2017, half of the dam's water holding capacity has been exceeded since 7 August 2017.

In addition, according to the forecasts of the National Meteorological Office of Togo and the consensus forecasts for West Africa, rainfall will be surplus and will move towards normal in the northern zone of Togo in the coming days.

Worse still, since 21 August 2017, early releases have begun at the Nangbéto dam, which is already giving rise to Mono River levels in various localities. In addition, damage to cash crops and disruption of the market chain can pose a risk to livelihoods. The Red Cross's sole presence on the ground could avoid the risk of duplication of operations. Already 3,612 people have been flooded and rest of people at risk are likely to be affected in coming weeks.

B. Operational strategy and plan

Overall objective

The overall objective of the operation is to ensure that the immediate humanitarian needs of the 602 most vulnerable families or 3,612 people whose houses, belongings and livelihood damaged by floods in the Maritime Region, along the Mono River downstream of the Nangbéto Dam, are met through the provision of non-food items.

Proposed strategy

The TRC operation supported by the DREF will focus mainly on humanitarian assistance for the affected population, in particular displaced persons

The proposed strategy of this DREF operation aims to support 602 households affected by the flooding in the maritime region. The activities to be carried out will focus on:

- Briefing/refresher of volunteers (50) at the rate of 3 volunteers per village for one day in the maritime region on the promotion of good hygiene practices. Following the upgrade, volunteers will be mobilized to carry out outreach activities and community level monitoring and orientation for 10 days (5 days per month).
- Briefing/refresher of one day of 30 volunteers in the maritime region on distribution techniques and especially the Movement's code of conduct. After the session, the volunteers will be mobilized to ensure the distribution of the shelter and non-food items (NFIs) in compliance with the standards. Two villages will be assisted per day / per prefecture (i.e. 10 days).
- The logistics department will be in charge of acquiring and making available the NFIs. Purchases will be made in accordance with the IFRC standards and procedures, with supplier selection reports made available. The stock of non-food items at the region will be used with provision of replenishment.

SL	Activities	Timeframe	Target areas	Target beneficiaries
1	Support for further evaluation on the ground and selection of beneficiaries.	2 months	10 villages	-
	Briefing/refresher of volunteers to conduct distribution operations	1 day	10 volunteers	
3	Distribution of NFIs	10 days	10 villages	-
4	Mobilization of 80 volunteers	2 months	10 villages	-
Total targeted beneficiaries: 602 households (3,612 people)				

Community Engagement and Accountability

Community engagement and accountability will be ensured in emergency response by providing relevant information to flood-affected communities and creating accessible feedback mechanisms. Although information needs are assessed in the field, appropriate messages will be disseminated to the general population through volunteers in these communities. The operation will involve a participatory community selection process and an implementation mechanism. A community mobilization plan will be developed to establish processes that will increase the communities' decision-making capacity on key aspects of the operation. Community committees will be organized in the operation to ensure that communities receive relevant messages about relief efforts and services. During the operation, a community satisfaction survey will be conducted to inform any changes or modification to be made on the operational plan, assistance package and distribution mechanism.

Awareness-raising will be highly integrated in the activities and support for shelter construction, water and sanitation. A communication plan will be put in place to bring about behavioural changes in the areas of drinking water with chlorine tablets.

Operational support services

Human resources

The TRC will use its existing staff and volunteers (NDRT, PC-TEAM members, Focal Points, and other field volunteers) for the response operation. Volunteers present in the villages and the focal points are already alerted and deployed as soon as the Mono River rises.

The TRC accounting services will manage the funds and produce financial reports in accordance with the NS manual of procedures under the supervision of the Secretary General (SG). The activity report will be produced by the Disaster Management coordinator under the supervision of the SG. Two drivers will be used during the implementation period of the DREF.

A Regional Disaster Response Team (RDRT) with relief/logistics profile will be deployed to support the NS for one month. The IFRC will use existing staff for the operation and all standby staff to assist in assessing and selecting beneficiaries. The partner National Societies present in country will also provide human resources in case of need.

This DREF covers the travel, accommodation and related per diem expenses of the mobilised staff and volunteers, the RDRT and the costs of pre-positioning. The DREF will also cover the insurance of volunteers who support the operation through the IFRC's global voluntary accident insurance scheme. The National Society will be strengthened for the management and coordination of the operation through the strategic deployment of specialized staff in the field and the coordination with various working groups.

The overall responsibilities of the operation in terms of implementation, monitoring, compliances and reporting lie with the operations manager.

Logistics and supply chain

Logistical support will be provided in accordance with the IFRC standard procedure. A purchasing committee will be set up to monitor procedures. The IFRC regional logistics coordinator will support in borrowing shelter and non-food items from Ghana RC, procurement and reimbursement of the stock. Culturally appropriate hygiene kits will be procured locally. The procurement will be carried out through the Finance and Accounting Department of the TRC in accordance with the request.

Information technology (IT)

Wi-Fi is available at TRC headquarters with occasional problems connecting to the national network. Rapid assessments will be carried out electronically via mobile applications like Magpi. However, the affected areas are more or less covered by mobile phone networks.

Communications

The IFRC's West Coast office communication team will work closely with the TRC communications coordinator, and officials at national and local levels to ensure a regular flow of information between field operations and key actors, including media, Movement partners and donors, regular and consistent updates on the situation and the operation will be provided. A regular flow of information will also be maintained between beneficiaries, with headquarters to maintain transparency and respond to the immediate needs of the most vulnerable communities. Prior to relief distributions, beneficiaries will be informed of distribution packages, services and the Fundamental Principles of the Red Cross and Red Crescent Movement. The relief operation will maintain visibility on the ground through an appropriate brand image, such as emblems and bibs to raise awareness about the role of the National Society and IFRC in the operation. The TCR will also take initiatives to document all press releases and videos on this operation.

Security

As a result of the political environment, protests can take place anytime and can also involve the erection of roadblocks. Although the level of crime is generally low, though the risk is greater in Lomé and at border crossings. To reduce the risk of RCRC personnel falling victim to crime or violence, active risk mitigation measures must be adopted. This includes situation monitoring and implementation of minimum security standards. All RCRC personnel actively involved in the operations must have completed the respective IFRC security e-learning courses (i.e. Stay Safe Personal Security, Security Management, or Volunteer Security). Road travel presents a considerable safety hazard, which ought to be addressed appropriately. Contingency plans must be in place to manage emergencies sufficiently.

Planning, monitoring, evaluation, & reporting (PMER)

Follow-up activities will be put in place to ensure the quality of implementation throughout the operational management cycle. The TRC will be responsible for the day-to-day monitoring of the operation. The TRC monitoring teams and the RDRT member will regularly visit the execution sites to measure the progress of implementation and provide support for a better implementation of the proposed actions in the intervention areas.

As part of the information management system, the community database will be developed to avoid duplication and monitor assistance. The database and rapid needs assessment will be conducted using mobile technology; RAMP or MAGPI (rapid assessment using a mobile phone). The evaluation will be carried out by volunteers trained on the RAMP or MAGPI tool. This will contribute to the capacity building of the National Society.

Regular internal reporting and logging by field officers will help to collect information during day-to-day operational issues.

Reports on the operation will be carried out in accordance with the International Federation's minimum reporting standards concerning DREF. At least one update will be published during the timeframe of the operation and a final report within three months after the end of the operation. A lessons learned workshop will be conducted and findings will be reflected on future operational strategies.

Distribution of hygiene/dignity kits		x	x	x	x	x	x					
Emergency Hygiene promotion activities and demonstration on the use of		x	x	x	x	x	x	x				
Procure bibs for volunteers (visibility)	x	x										
Rehabilitate/upgrade existing latrines and bath houses on relocation sites	x	x	x	x	x	x	x	x				
Provide emergency latrines where relevant to meet IDPs needs on relocation sites	x	x	x	x	x							
Continuous monitoring of the situation	x	x	x	x	x	x	x	x	x	x	x	

Shelter and settlements (and household items)

Despite a number of initiatives in evacuating people, there are still challenges for affected people who have left their communities for a safe place, therefore it is important to provide them protection measures in evacuation sites. As some of them are unable to return to their houses, they are in need of basic relief items.

Population to be assisted

602 households most affected in the three prefectures will receive emergency shelter toolkits. The inclusion of vulnerable groups, including female-headed households, persons with disabilities and the elderly, will be a priority.

3. Emergency shelter and household items												
Outcome 3: Immediate shelter and non-food items needs of the affected population are addressed												
Output 3.1 Emergency shelter materials to 602 households provided												
<i>Indicators:</i>												
a. No. of families provided with tools kit												
b. No of shelter tool kits replenished												
<i>Activities planned</i>	1	2	3	4	5	6	7	8	9	10	11	12
Selection of households for emergency shelter materials	x	x	x									
Borrow emergency shelter materials and tool kits from UN in Ghana		x	x	x								
Distribution of shelter materials and tool kits			x	x	x		x					
Borrow non-food items (tarpaulins, blankets, mats, water jerry cans, mosquito nets) from Ghana RC in Ghana	x	x	x									
Distribution of non-food items			x	x	x		x					
Procurement of emergency shelter materials, shelter toolkits and non-food items	x	x	x	x	x	x						
Replenishment of stock							x	x	x	x	x	

D. Budget

TOGO FLOODS

Budget Group	DREF Grant	Expenditures CHF
Shelter - Relief	25,646	25,646
Shelter - Transitional	0	0
Construction - Housing	0	0
Construction - Facilities	0	0
Construction - Materials	0	0
Clothing & Textiles	19,660	19,660
Food	0	0
Seeds & Plants	0	0
Water, Sanitation & Hygiene	29,468	29,468
Medical & First Aid	0	0
Teaching Materials	0	0
Utensils & Tools	6,735	6,735
Other Supplies & Services	0	0
Emergency Response Units	0	0
Cash Disbursements	0	0
Total RELIEF ITEMS, CONSTRUCTION AND SUPPLIES	81,508	81,508
Land & Buildings	0	0
Vehicles Purchase	0	0
Computer & Telecom Equipment	0	0
Office/Household Furniture & Equipment	0	0
Medical Equipment	0	0
Other Machinery & Equipment	0	0
Total LAND, VEHICLES AND EQUIPMENT	0	0
Storage, Warehousing	273	273
Distribution & Monitoring	8,727	8,727
Transport & Vehicle Costs	10,182	10,182
Logistics Services	0	0
Total LOGISTICS, TRANSPORT AND STORAGE	19,182	19,182
International Staff	6,000	6,000
National Staff	0	0
National Society Staff	0	0
Volunteers	7,273	7,273
Total PERSONNEL	13,273	13,273
Consultants	0	0
Professional Fees	0	0
Total CONSULTANTS & PROFESSIONAL FEES	0	0
Workshops & Training	10,909	10,909
Total WORKSHOP & TRAINING	10,909	10,909
Travel	14,520	14,520
Information & Public Relations	2,182	2,182
Office Costs	727	727
Communications	1,364	1,364

Financial Charges	1,000	1,000
Other General Expenses	1,091	1,091
Shared Support Services	0	0
Total GENERAL EXPENDITURES	20,884	20,884
Programme and Supplementary Services Recovery	9,474	9,474
Total INDIRECT COSTS	9,474	9,474
TOTAL BUDGET	155,229	155,229

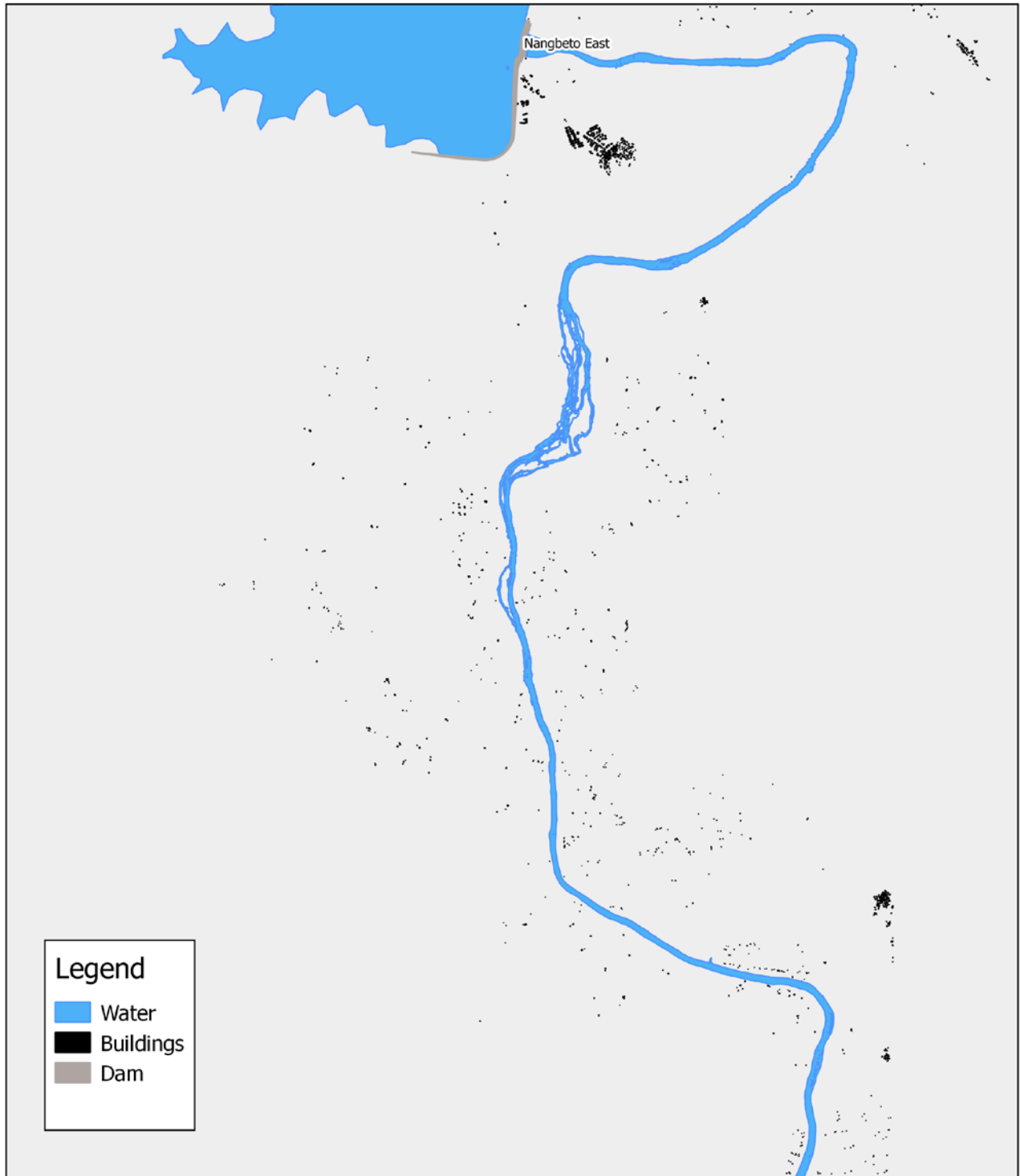


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Federación Internacional de Sociedades de la Cruz Roja y de la Media Luna Roja
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Togo: Flood Preparedness

23 September 2017



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Map data sources: OpenStreetMap contributors

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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 (NGO's) in Disaster Relief and the **Humanitarian Charter and Minimum Standards in Humanitarian Response (Sphere)** in delivering assistance to the most vulnerable. The IFRC's vision is to inspire, **encourage, facilitate and promote at all times all forms of humanitarian activities** by National Societies, with a view to **preventing and alleviating human suffering**, and thereby contributing to the maintenance and promotion of human dignity and peace in the world.

The IFRC's work is guided by Strategy 2020 which puts forward three strategic aims:



Save lives,
protect livelihoods,
and strengthen recovery
from disaster and crises.



Enable **healthy**
and **safe** living.



Promote **social inclusion**
and a culture of
non-violence and **peace**.
