

Emergency Plan of Action Final Report

DRC: Floods and Cholera in Kinshasa

DREF operation	Operation n° MDRCD024
Date of Issue: 02 October 2018	Glide number: FL-2018-000004-COD
Date of disaster: 7 January 2018	
Operation start date: 19 January 2018	Operation end date: 22 May 2018
Host National Society: DRC Red Cross	Operation budget: CHF 388,606
Number of people affected: 1,939,843 people	Number of people reached: 839,017 people
N° of National Societies involved in the operation: 2 (DRC Red Cross supported by Swedish Red Cross)	
N° of other partner organizations involved in the operation: 1 (International Federation of Red Cross and Red Crescent Societies (IFRC))	

A. SITUATION ANALYSIS

Description of the disaster

Heavy rains occurred in Kinshasa in early January 2018, resulting in flooding, landslide and silting in nine (9) communes of the Kinshasa province in the Democratic Republic of the Congo (DRC). The nine communes included Galiema, Bandalungwa, Selembao, Masina, Limete, Kalamu, Bumbu, Kimbaseke and Ndjili. At the same time, a cholera outbreak was declared in Kinshasa, with the epicenter in Galiema, one of the flooded communes. Thus, a [DREF operation](#) was launched with an allocation of CHF 340,944 granted on 19 January 2018 to help the DRC Red Cross respond to floods and also carry out cholera response and prevention activities in Kinshasa.

During the first two months of the operation, 14 new cases of cholera were notified in six new communes of Kinshasa, namely Maluku II, Kokolo, Nsele, Kasavubu, Kinshasa (Kisoke 40 street) and Kinsenso, with at least one cholera case notified in each of these communes. Following this development, [Operations update No 1](#) was published on 10 April 2018 to request for a supplementary DREF allocation of CHF 47,662 to expand the cholera response and prevention activities to the newly affected communes, thereby bringing the total DREF allocation for this operation to CHF 388,606. Operation update No 1 also increased the number of people targeted to include the entire population living in the newly affected 6 communes, i.e. approximately 1,939,843 people; and allowed for a one-month extension to enable the National Society (NS) to implement newly planned activities. This final report therefore highlights the achievements and lessons learned throughout the 4-month timeframe of the operation.



Sanitation activities in Bandalungwa commune. Photo by DRC RC

Summary of response

Overview of Host National Society

With the DREF allocation, the DRC RC was able to train a total of 372 Red Cross volunteers, 240 in cholera sensitization surveillance and prevention, and 132 volunteers and 15 supervisors in sanitation techniques, use of sprayers and preparation of chlorinated solutions for disinfection of houses and public places. The first 240 volunteers reached a total of 839,017 people with cholera prevention and response messages in affected communes, and the last 132 and their supervisors disinfected 15,536 buildings, including houses, toilets and latrines, prisons, health centres and schools.

The 15 communal branches of the DRC RC involved in the operation each received 1 sanitation kit composed of a wheelbarrow, a sprayer, a muffler and a shovel.

In addition to the cholera-related activities, relief activities were also carried out to alleviate the sufferings of the people affected by serious flooding. In this regard, 90 Red Cross volunteers were trained in relief distribution techniques (10 in each of the 9 initially affected communes of Kinshasa). These trained volunteers distributed 924 non-food items kits to 924 targeted households in Bandalungwa, Selembao, Ngaliema, Bumbu, Kalamu, Masina, Ndjili, Kimbaseke and Limete communes. The NFI kits contained tarpaulins, blankets, mosquito nets, mats and cooking kits.

Two thousand posters and 3,000 leaflets on cholera prevention were also developed by the Communications Unit of the NS to support sensitization activities.

Overview of Red Cross Red Crescent Movement in country

IFRC facilitated the deployment of a Regional Disaster Response Team (RDRT) member to support the DRC RC with the implementation of the operation for 2 months. The IFRC in-country logistics delegate supported the NS with the logistics processes. IFRC also deployed its Finance Officer from Yaoundé to support the financial management of the operation.

On their part, the Swedish Red Cross provided NFIs for 600 households in Limete commune in line with a provision of their ongoing Urban Disaster Risk Reduction (UDRR) Project in Kinshasa.

Overview of non-RCRC actors in country

When the serious flooding occurred, Government appointed an inter-ministerial crisis committee composed of the Ministry of Social Affairs, Ministry of Health, and the Kinshasa provincial government to coordinate the response. Government covered the cost related to the burial of the 51 victims of the disaster and decreed a two-day national mourning. The Prime Minister visited affected localities to extend Government sympathy to bereaved and affected families.

European Union and Swedish Red Cross Embassy delegations visited DRC RC teams in the field to encourage them and commend their humanitarian and life-saving actions.

The World Health Organisation (WHO) and UNICEF supported the deployment of sensitization and sanitation agents in the Ngaliema and Selembao communes.

Medecins Sans Frontières (MSF) constructed and managed 3 cholera treatment centres in Ngaliema, Bumbu and Limete communes (1 in each commune).

Needs analysis and scenario planning

The initial DREF operation targeted 5,544 people. Following the notification of new cholera cases in 6 new communes, the number of people targeted was increased to include the entire population of the newly affected communes and intensify cholera prevention activities. The new targeted population was set at 1,939,843, and the total number of communes affected is 15.

Risk Analysis

At the beginning of the operation, there was reasonable fear that security was going to be an issue, based on the relatively instable socio-political situation that prevailed towards the end of 2017 in Kinshasa. Luckily those fears did not materialise, and planned activities were implemented smoothly.

B. OPERATIONAL STRATEGY

Proposed strategy

While implementing planned activities, DRC RC volunteers also conducted continuous needs assessment, contributing to community-based cholera surveillance activities. As a result of that action, new cholera cases were identified, and the operation was revised to include new affected localities and people.

Activities were carried out in an integrated manner, making sure that all targeted people received the set of activities planned, including relief distributions, health and WASH services.

C. DETAILED OPERATIONAL PLAN



Shelter and NFIs distribution

People reached: 5,544

Male: 3,490

Female: 2,054

Outcome 1: Communities in disaster and crisis affected areas restore and strengthen their safety, well-being and longer-term recovery through shelter and settlement solutions

Indicators:	Target	Actual
# households provided with emergency shelter and settlement assistance	924	924

Output 1.1: Short, medium and long-term shelter and settlement assistance is provided to affected households

Indicators:	Target	Actual
# households provided with emergency shelter and settlement assistance	924	924

Narrative description of achievements

The distributions planned were conducted, with all targeted beneficiaries receiving the non-food items (NFIs) planned for them. Details on the distributions can be seen in the [Operations Update No 1](#) which was published on 11 April 2018. The following table summarises the number of households reached with NFIs during the operation:

COMMUNES	Households		Achievement rate
	Planned	Served	
BANDAL	131	131	100
BUMBU	326	326	100
KALAMU	73	73	100
KIMBANSEKE	28	28	100
MASINA	85	85	100
NDJILI	11	11	100
NGALIEMA	105	105	100
SELEMBAO	165	165	100
TOTAL	924	924	100 %

The planned 2,772 tarpaulins that were not in country at the time of publishing operations update No 1. However, they arrived later and were all distributed to the targeted 924 households, on the basis of 3 tarpaulins per household.

The strategy to provide shelter assistance was cancelled following government's wish to move affected people to safer neighbourhoods in the future. As such, the target households only received shelter related NFIs.

Challenges

The main challenge was the establishment of the list of affected families eligible for support under this operation as all the households in affected localities wanted to benefit from the support. As it was difficult to make them accept that criteria existed for the selection of beneficiaries, the NS leadership team had to intervene, to calm the populations and make it possible to proceed with the distributions.

Lessons Learned

The main lesson learned from this operation is that interventions need to be planned in a participatory way with the beneficiaries themselves. The discussions around the list of beneficiaries for the distributions originated because the beneficiaries had not been involved in the development of the list being used.



Health

People reached: 839,017

Male: 391,364

Female: 447,653

Outcome 1: Vulnerable people's health and dignity are improved through increased access to appropriate health services

Indicators:	Target	Actual
# of people reached with community-based epidemic prevention and control activities	1,934,299	839,017

Output 1.1: Communities are provided by NS with services to identify and reduce health risks

Indicators:	Target	Actual
# of communal committees equipped with first aid kits	15	15
# of mosquito nets distributed	2,772	2,772

Output 1.2: Communities are supported by NS to effectively detect and respond to infectious disease outbreaks


Indicators:	Target	Actual
# of people reached with community-based epidemic prevention and control activities	1,934,299	839,017

Narrative description of achievements

Some 372 Red Cross volunteers and 15 supervisors were trained on cholera case management, and cholera control activities, including sensitization, were implemented in the 15 affected communes targeted in Kinshasa. These activities were implemented in an integrated manner with WASH activities, and cumulatively reached 839,017 people, i.e. a 43% achievement rate compared to the 1,934,299 people targeted. This rate might be smaller, but the 839,017 people reached represented all of the most affected people in high risk targeted areas. The following table indicates the number of people reached with cholera prevention and control messages during the operation:

Communes	People reached with sensitization activities				Total
	Men	Women	Boys	Girls	
KIMBANSEKE	11,739	11,105	6,416	7,235	36,495
MASINA	10,026	12,983	11,880	13,397	48,286
NDJILI	2,085	3,277	3,060	3,451	11,873
LIMETE	10,242	14,035	7,901	8,909	41,087
KALAMU	16,234	22,806	15,192	17,131	71,363
BUMBU	23,972	10,778	7,002	7,895	49,647
BANDAL	18,164	21,217	13,620	15,358	68,359
SELEMBAO	19,944	27,046	18,247	20,577	85,814
NGALIEMA	17,652	20,662	21,941	247,43	84,998
N'SELE	22,478	31,720	21,399	24,131	99,728
MALUKU	4,893	7,496	6,551	7,388	26,328
KINSHASA	7,503	8,497	6,212	7,004	29,216
KASA-VUBU	14,916	16,588	7,704	8,688	47,896
KISENSO	11,888	14,138	8,387	9,457	43,870
LINGWALA	24,578	25,078	20,869	23,533	94,058
Total	216,314	247,426	176,380	198,897	839,017

In addition, insecticide treated mosquito nets were distributed to targeted 924 households to help prevent the spread of malaria (3 mosquito nets per household). Moreover, 15 first-aid kits were purchased and distributed to the 15 communes targeted, on the basis of 1 kit per commune.
Challenges
The main challenge was associated with the poor quality of uniforms or protective equipment for volunteers conducting sanitation activities, which exposed them to the risk of being contaminated.
Lessons Learned
For future operations, provisions should be made to equip Red Cross volunteers with protective personal equipment to prevent any contamination associated with their humanitarian interventions.



Water, sanitation and hygiene

People reached: 839,017
Male: 391,364
Female: 447,653

Outcome 1: Vulnerable people have increased access to appropriate and sustainable water, sanitation and hygiene services

Indicators:	Target	Actual
# of people reached by Wash activities	1,934,299	839,017

Output 1.1: Continuous assessment of water, sanitation, and hygiene situation is carried out in targeted communities

Indicators:	Target	Actual
# of Red Cross volunteers trained on how to carry out Wash activities	150	372

Output 1.2: Daily access to safe water which meets Sphere and WHO standards in terms of quantity and quality is provided to target population

Indicators:	Target	Actual
# of people with access to an improved water source	1,934,299	839,017

Output 1.3: Hygiene promotion activities which meet Sphere standards in terms of the identification and use of hygiene items provided to target population

Indicators:	Target	Actual
# of people reached by hygiene promotion activities	1,934,299	839,017

Narrative description of achievements

Three hundred and seventy-two (372) Red Cross volunteers and 15 supervisors were trained on WASH activities, including sanitation, hygiene promotion and home-based water treatment. Those trained volunteers and supervisors disinfected 924 flooded houses, and contributed, alongside with the affected people, to the cleaning of gutters to facilitate the drainage of rain waters. They also conducted hygiene promotion and sanitation activities in targeted 15 communes of Kinshasa. The populations were briefed on how to prevent cholera, and on how cholera is transmitted. The objective of this particular activity was to contribute to stopping the spread of cholera. In addition, the populations were trained on how to wash hands safely with soap. As planned, 83,160 aqua tab tablets were distributed to affected people for home-based water treatment (90 tablets per household, 1 tablet for every 20 liters of water). In addition, information, education and communication aids were developed and put at the disposal of trained Red Cross volunteers to facilitate hygiene promotion activities. All the activities in this area of focus were planned and implemented in line with SPHERE standards. The following table summarizes the WASH activities conducted by trained Red Cross volunteers within the framework of this operation:

Communes	Places reached with sanitation activities					
	Houses	Bathrooms	Latrines	Prisons	Health centers	Schools
KIMBANSEKE	127	0	0	0	0	0
MASINA	85	0	0	0	0	0
NDJILI	70	0	0	0	0	0
LIMETE	344	0	0	0	0	0
KALAMU	387	0	0	0	0	0
BUMBU	397	0	0	0	0	0

BANDAL	327	0	0	0	0	0
SELEMBAO	61	0	0	0	0	0
NGALIEMA	930	0	0	0	0	0
N'SELE	363	308	300	1	4	9
MALUKU	1,790	1,767	1885	1	7	2
KINSHASA	446	234	229	1	1	2
KASA-VUBU	701	575	493	1	25	3
KISENSO	822	567	566	1	1	1
LINGWALA	582	594	519	2	3	2
Total	7,432	4,045	3,992	7	41	19

At the beginning of the operation, sanitation activities only targeted houses. This explains why the other places were not reached in the first 9 communes.

Challenges

When planning the operation, no provision was made to monitor how the beneficiaries will be using the water treated with aqua tab. Red Cross volunteers discovered that some households would conserve treated water for several days before consumption due to long distances from their houses to water points. Such households were told that after more than one day, the water did not retain its good quality, especially after several manipulations of the container.

Lessons Learned

The main lesson learned is that pool testers should be provided for future operations, for volunteers to visit households and check water quality for those families using treated water for more than one day.

International Disaster Response

Outcome SFI 2.1: Effective and coordinated international disaster response is ensured

Indicators	Target	Actual
Number of RDRT members deployed	1	1

Output 1.1: Effective response preparedness and NS surge capacity mechanism is maintained

Indicators	Target	Actual
Number of surge staff deployed to support the operation	1	1

Output 1.2: Shared services in areas such as IT, logistics and information management are provided

Indicators	Target	Actual
Number of monitoring missions conducted	1	1

Narrative description of achievements

An RDRT with Wash profile was deployed on two occasions to support the implementation of the operation for 2 months. First deployment was at the launch of the operation, and the second deployment came after the revision of the plan of action to increase the budget and extend operation timeframe. A Finance Officer from IFRC Office in Yaoundé was also deployed to support DRC RC with financial follow-up of the operation.

Challenges

Despite the support provided, it was extremely difficult to get all the supporting documents from the National Society (NS). Moreover, DREF funds are allocated in Swiss francs and when they are transferred to the NS, they arrive in local currency, in this case in USD. Some expenses in the operation were made in Congolese francs, and then converted into USD and Swiss francs respectively, with the corresponding losses. The exchange rate incurred was not taken into consideration at the time of making the allocation, and thus the NS found it extremely difficult to explain the variances associated with the exchange rate.

Lessons Learned

When allocating DREF funds to NS, provisions need to be made for exchange rates from Swiss francs to local currencies. The variances incurred due to exchange rates should not be covered by the NS receiving DREF funds.

Influence others as leading strategic partner

Outcome 2: The IFRC secretariat, together with National Societies uses their unique position to influence decisions at local, national and international levels that affect the most vulnerable

Indicators	Target	Actual
Number of communication material produced	1	1
Output 2.1: IFRC and NS are visible, trusted and effective advocates on humanitarian issues		
Indicators	Target	Actual
Number of radio broadcast/documentary film produced	1	1
Output 2.2: IFRC produces high-quality research and evaluation that informs advocacy, resource mobilization and programming		
Indicators	Target	Actual
Number of lessons learned workshop conducted	1	1
Narrative description of achievements		
<p>The IFRC Communications officer in Yaoundé travelled to Kinshasa to support the NS with communications activities relating to this operation. Please click on this link to read a web story that was published on this operation on the IFRC website. Photos and short videos were also published on Twitter. Earlier on, the Central Africa Newsletter indicated planned activities to respond to cholera and floods in DRC as a whole, and Kinshasa in particular. Moreover, 3,000 leaflets; 2,000 posters and 180 aprons for volunteers were provided to facilitate sensitization activities.</p> <p>At the end of the operation, a lessons learned workshop was organized in Kinshasa, during which participants, including representatives of the beneficiaries, reviewed what had gone wrong and well throughout the operation.</p>		
Challenges		
<p>The lessons learned workshop revealed some shortcomings in the planning and implementation of the operation, such as making provisions for monitoring the use of NFIs distributed at household level for a given period to be sure the populations understand how they work. Red Cross volunteers deplored the lack of pool testers to test water quality at home, especially for those households conserving drinking water for several days in containers because water points are far from their houses.</p>		
Lessons Learned		
<p>The major lesson learned from this operation is that most activities were not planned in a participatory manner with the beneficiaries; thus some of them, even though they acknowledged the relevance of the operation for their well-being, complained that things would have been done differently had they been given an opportunity to influence operation planning.</p>		

D. THE BUDGET

The overall budget for this DREF operation was CHF 388,606, of which CHF 379,273 (97.59%) were spent. A balance of CHF 9,333 will be returned to the DREF pot.

Explanation of variances:

- “Logistics Services” budget line remained unspent because all activities were conducted in Kinshasa and did not require specific logistics costs to be charged, especially as the operation was being supported by logistics delegate in country.
- “Volunteers” budget line was over spent by CHF 26,703 which represents 36.83% of budgeted amount, because Red Cross volunteers ended up working more days than what was planned.
- “Travel” budget line incurred a negative variance of CHF 1,535 which represents 31.78% of budgeted costs due to a booking error of the flight ticket for the RDRT deployed. This cost should have been booked under “International staff”.
- “Information & Public Relations” was over spent by CHF 1,034 or 15.92% because the price for printing A3 sized posters was under estimated when budgeting. The actual prices turned out to be higher.

Contact information

Reference documents



Click here for:

- Previous Appeals and updates
- Emergency Plan of Action (EPoA)

For further information, specifically related to this operation please contact:

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For In-Kind donations and Mobilization table support:

- IFRC Africa Regional Office for Logistics Unit: RISHI Ramrakha, Head of Africa Regional Logistics Unit, email: rishi.ramrakha@ifrc.org; phone: +254 733 888 022

For Performance and Accountability support (planning, monitoring, evaluation and reporting enquiries)

- **IFRC Africa Regional Office:** Fiona Gatere, PMER Coordinator, email. Fiona.gatere@ifrc.org, phone: +254 780 771 139

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.

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Saving lives, changing minds.



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

1. Save lives, protect livelihoods, and strengthen recovery from disaster and crises.
2. Enable healthy and safe living.
3. Promote social inclusion and a culture of non-violence and peace

Disaster Response Financial Report**MDRCD024 - DR Congo - Floods and Cholera**

Timeframe: 19 janv. 18 to 22 mai 18

Appeal Launch Date: 19 janv. 18

Final Report

Selected Parameters			
Reporting Timeframe	2018/1-8	Programme	MDRCD024
Budget Timeframe	2018/1-5	Budget	APPROVED
Split by funding source	Y	Project	*
Subsector:	*		

All figures are in Swiss Francs (CHF)

I. Funding

	Raise humanitarian standards	Grow RC/RC services for vulnerable people	Strengthen RC/RC contribution to development	Heighten influence and support for RC/RC work	Joint working and accountability	TOTAL	Deferred Income
A. Budget		388'606				388'606	
B. Opening Balance							
Income							
Other Income							
<i>DREF Allocations</i>		388'606				388'606	
C4. Other Income		388'606				388'606	
C. Total Income = SUM(C1..C4)		388'606				388'606	
D. Total Funding = B + C		388'606				388'606	

* Funding source data based on information provided by the donor

II. Movement of Funds

	Raise humanitarian standards	Grow RC/RC services for vulnerable people	Strengthen RC/RC contribution to development	Heighten influence and support for RC/RC work	Joint working and accountability	TOTAL	Deferred Income
B. Opening Balance							
C. Income		388'606				388'606	
E. Expenditure		-379'273				-379'273	
F. Closing Balance = (B + C + E)		9'333				9'333	

Disaster Response Financial Report

MDRCD024 - DR Congo - Floods and Cholera

Timeframe: 19 janv. 18 to 22 mai 18

Appeal Launch Date: 19 janv. 18

Final Report

Selected Parameters			
Reporting Timeframe	2018/1-8	Programme	MDRCD024
Budget Timeframe	2018/1-5	Budget	APPROVED
Split by funding source	Y	Project	*
Subsector:	*		

All figures are in Swiss Francs (CHF)

III. Expenditure

Account Groups	Budget	Expenditure					TOTAL	Variance
		Raise humanitarian standards	Grow RC/RC services for vulnerable people	Strengthen RC/RC contribution to development	Heighten influence and support for RC/RC work	Joint working and accountability		
	A					B	A - B	
BUDGET (C)			388'606			388'606		
Relief items, Construction, Supplies								
Shelter - Relief	111'989		103'669			103'669	8'320	
Clothing & Textiles	40'109		36'700			36'700	3'408	
Water, Sanitation & Hygiene	10'447		9'984			9'984	463	
Medical & First Aid	25'225		11'973			11'973	13'252	
Teaching Materials	1'287		747			747	540	
Utensils & Tools	28'930		26'610			26'610	2'320	
Total Relief items, Construction, Sup	217'987		189'683			189'683	28'303	
Logistics, Transport & Storage								
Storage	3'080		1'986			1'986	1'095	
Transport & Vehicles Costs	6'055		3'713			3'713	2'342	
Logistics Services	3'838						3'838	
Total Logistics, Transport & Storage	12'973		5'699			5'699	7'275	
Personnel								
International Staff	16'080		15'511			15'511	569	
National Society Staff	2'845		1'170			1'170	1'676	
Volunteers	72'486		99'189			99'189	-26'703	
Total Personnel	91'411		115'869			115'869	-24'458	
Workshops & Training								
Workshops & Training	23'137		23'025			23'025	112	
Total Workshops & Training	23'137		23'025			23'025	112	
General Expenditure								
Travel	4'830		6'364			6'364	-1'535	
Information & Public Relations	6'493		7'527			7'527	-1'034	
Office Costs	2'525		2'514			2'514	11	
Communications	3'517		3'343			3'343	174	
Financial Charges	2'015		2'101			2'101	-86	
Total General Expenditure	19'380		21'849			21'849	-2'469	
Indirect Costs								
Programme & Services Support Recov	23'718		23'148			23'148	570	
Total Indirect Costs	23'718		23'148			23'148	570	
TOTAL EXPENDITURE (D)	388'606		379'273			379'273	9'333	
VARIANCE (C - D)			9'333			9'333		