



DREF Review

Purpose:	Learning about main challenges from the Floods Operation
Operation	Tanzania, Dar Es Salaam Floods MDRTZ024
Review Team:	Marco Vargas – DREF Team
Operation timeframe:	May-August 2019
Date of the review:	19th-23rd August 2019
Destination:	Dar Es Salaam, Tanzania

Outstanding findings

The Tanzania Red Cross Society, as part of their response to the Dar Es Salaam floods, conducted for the first time, a cash-based intervention. The TRCS carried out the cash intervention with support from the Belgium Red Cross-Flanders, through their Disaster Preparedness initiative. Because the cash was not supported by the DREF, the response was not reflected in the EPoA. The TRCS has been requested to still provide information about the experience with their first cash intervention in the DREF final report.

Background

Situation

Heavy rains were reported in Dar es Salaam, starting on 8 May 2019. According to the Tanzania Meteorological Agency (TMA), these rains were a result of the Inter-Tropical Convergence Belt and led to continuous rainfall and resulting flooding which peaked on 13 May 2019. According to IGAD Climate Prediction Application Centre (ICPAC), much of southern and eastern Tanzania recorded wetter than average rainfall condition with a few places in the south and east Tanzania recording severely to extremely damp rainfall conditions between 1st and 10th May 2019. On 23rd May 2019, the TMA issued a weather information update stating that rains will continue with significant impact; floods, fishing activities to be interfered, transport network impaired, socioeconomic/livelihood will be damaged and increased risk of waterborne and vector-borne disease outbreak

The floods caused a significant impact on the people in Dar es salaam leading to damage of properties and livelihoods and putting the affected population at risk of diseases due to the heavily contaminated waters. The initial rapid assessment conducted by TRCS from May 20 to May 23rd, indicated that the heavy rains had caused severe flooding in Kinondoni, Temeke and Ilala municipalities of Dar es Salaam. The rains which fell upstream affected eight (8) out of twenty-seven (27) wards of Kinondoni municipality, eleven (11) out of twenty-four (24) Wards of Temeke municipality and eight (8) out of twenty-five (25) Wards of Ilala municipality.

Operation

Given the above, Tanzania Red Cross Society (TRCS) requested CHF 125,828 from the IFRC Disaster Relief Emergency Fund (DREF) to meet the immediate needs of the flood-affected population in the three affected districts of Dar es Salaam (Kinondoni, Temeke and Ilala municipalities). The operation focused on the distribution of household items (HHIs) as well as provision of WASH and Health needs, targeting a total of 500 households (2,500 people) affected by the ongoing floods in Dar es Salaam.



Emergency Shelter/ Non-food Items

- Procurement and distribution of 1,000 blankets (2 per household)
- Procurement and distribution of 500 kitchen sets (1 per household)
- Procurement and distribution of 1,000 sleeping mats (2 per household)



Health and care

- Procurement of 1,000 mosquito nets (2 per household)
- Procurement and distribution of 2,000 IEC materials
- Procurement of 500 dignity kits for women and girls of childbearing age
- Procurement of 60 First Aid kits for TRCS response teams
- Organize First Aid training for volunteers
- Conduct health promotion activities, including door to door visits, community campaigns and mobile cinema sessions on Health and Hygiene promotion.



Water and sanitation

- Procurement and distribution of 1,000 water buckets with lids (2 per household)
- Procurement and distribution of 500 collapsible jerry cans (1 per household)
- Procurement and distribution of 2,000 soap bars (4 per household)
- Procurement and distribution of 18,750 water purification tablets (30 tabs per household)
- Hygiene promotion activities (5 mobile cinema sessions and house to house visits, targeting 7,800 people)
- Procurement of 10 Oral Rehydration Point (ORP) kits
- Train 25 staff and volunteers on Operation and Management of ORP
- Deploy the 10 ORP kits to the affected areas
- Procurement of hoes, spades, wheelbarrows and rakes to drain stagnant water during an environmental cleaning exercise.

Purpose of the review

- This DREF review will focus on the frequency of this particular emergency, as floods in the area of Dar Es Salaam are common around this season. The DREF funded operations are meant to support response operations to unexpected small or medium emergencies. In the case of recurrent events, National Societies have the opportunity to plan and ensure that they are in the capacity to support the affected population once the disaster happens. The review will help to determine whether the National Society has access to the capacity to support a future similar situation and if other tools besides the DREF could be used.
- The Tanzania Red Cross in carrying out the PER Process, with an orientation session held in May 2019. Following the orientation session, the National Society decided to carry out a PER Post Operational Assessment to evaluate their preparedness and response mechanism by looking into the response to the 2019 Dar Es Salaam floods and the 2018

ferry incident¹. The DREF review was carried out as part of the PER post-operational assessment. This DREF review will also aim to identify if the PER assessment can be used as a methodology to conduct reviews.

- Impact of the emergency services provided by the TRCS during the flood response.

Methodology

The **Preparedness for Effective Response (PER)** approach aims to strengthen National Societies' (NS) capacity to prepare for and respond to disasters and crises. In promoting a multi-hazard and an integrated approach, the PER process considers different types of hazards (i.e. natural, technological, chemical, biological, radiological, nuclear, epidemic and pandemic). It builds on years of Movement experience around the world mainly from the Well-Prepared National Societies (WPNS) and Disaster Response Capacity Evaluation (DRCE) processes and is based on the latest emergency preparedness and response evidence. PER approach is comprised of five key steps: 1) Orientation; 2) Assessment; 3) Analysis and Prioritisation; 4) Workplan Development; and 5) Implementation. PER objectives include:

- Supporting NS in assessing, planning, implementing, and monitoring their preparedness for response actions, ensuring a more cohesive and harmonised approach globally;
- Enabling the membership to achieve a common approach to Preparedness for Response.

As an opportunity to map methodologies for DREF reviews, this one was conducted as part of the Post Operational Assessment phase of the TRCS PER process. This type of assessment consists of interviews with key informants to assess the preparedness and response mechanism of the National Society based on the experience during specific response operation(s).

The operations evaluated for the assessment were the Dar Es Salaam floods in 2019, and the Ferry incident from 2018. For the DREF review, the information was gathered through participation in key interviews, as well as a field visit to meet with community members that received assistance from the TRCS and volunteers that participated in the operation.

Observations

Frequency of the Dar Es Salaam Floods

Floods in Dar Es Salaam are a recurrent event linked to the raining season in Tanzania. The city is heavily impacted during the rainy seasons due to problems with the city's water management system, with rivers and sewers cloaked with garbage disposed of by the population. Accordingly, to community members, floods in Dar Es Salaam are frequent since as early as 1963. Most of the affected areas correspond to informal settlements, where the sewer/water management issues are acute.

Requests to support response operations for the floods in Dar Es Salaam through a DREF allocation are frequent, DREFs have been allocated in 2019, 2018 and 2011.

In 2011, the impact of the floods was significant, TRCS provided support to 4000 families through the DREF. In 2019, the floods DREF targeted only 250 families, and 800 families in the floods operation of 2018. During the 2011 floods, the Government of Tanzania took the initiative to relocate those exposed and vulnerable to recurrent floods to higher grounds. After the relocation, some people moved back to the risk areas. Therefore, the Government of Tanzania decided not to provide further assistance to the families who had moved back to the risk area, for future floods.

¹ For the Dar Es Salaam Floods operation refer to MDRTZ024 operation and for the Ferry Incident to MDRTZ022

Both TRCS and community members confirmed that TRCS is the only actor providing aid to those affected by the floods

The TRCS has, at the moment, limited preparedness capacity and funding to carry out domestic operations utilising own resources. Domestic emergency fundraising is not part of the National Society system; therefore, there is currently high dependence on external tools such as the DREF.

Community satisfaction and impact

- Those affected by the floods suffered from:
 - Loss of household items, livelihoods assets, school materials, money and others due to flooded houses
 - Damage of infrastructure, cases of completely destructed houses.
 - Health issues related to the levels of pollution of the floods water and stagnant water being a source for mosquito breeding.
- Alongside the provision of relief items, the TRCS, supported by the Belgian Red Cross, carried out their first-ever Cash intervention, providing the targeted households with a cash grant of tzs150.000 (around CHF63.5)
- Based on the interviews with those affected by the floods, the TRCS' response was adequate, as most of their possession were lost, and the provided HHIs were useful support.
- Regarding timeliness of the response, the distribution of relief items is considered timely, with only small delays in the delivery of the cash, which were provided three weeks after the items.
- Answers around whether persons will prefer a mix intervention (distribution of items and cash) responses were mixed, as this will be based on the specific situation (e.g. availability or access to buy goods).

Challenges to the operation

- The TRCS requested an imminent DREF to support early actions in preparation to possible impact from cyclone Kenneth, the [DREF operation](#) was approved the 26th of April. Cyclone Kenneth did not have much impact in the Country. Early May the TRCS reported Floods in Dar Es Salaam, and the intention to revise the Cyclone Kenneth operation to include the capital area and the necessary response activities. Challenges arose due to need to clarify on whether the floods were related to the cyclone system or consisted of a different emergency, this led to a delay in starting the implementation, until the decision was made to have a separate DREF operation, which was finally approved on May 27th 2019.
- Procurement of items was delayed due to the supplier having issues with adding the TRCS emblem to the items, procurement of items started initially as part of the Cyclone Kenneth operation so although there was delays, there was no operational delay during the Dar Es Salaam response.
- Volunteers carrying out assessment were faced with resistance by community members to provide information as they've mentioned that other organisations have already carried out assessment but there has been no follow up afterwards.
- During the visit, volunteers have highlighted that one challenge from the operation was the blanket approached in the provision of household items, which was not based on the actual number of family members, but as a standard kit for all households.

Recommendations

For TRCS

- Considering the situation in the flood prone communities in Dar Es Salaam, the TRCS should consider the following for their 2020 planning:
 - Start planning and engagement with partners (movement and external) to prepare at branch level in Dar Es Salaam to prepare for a likely flood response in 2020 .
 - For future operations in the area, the NS should analyse the use of Cash and Voucher Assistance as mechanism, as the National Society is developing their CVA capacity and have had the experience of providing this type of assistance.
 - Based on the PER plan of action, it's recommended for the NS to prioritize the development of their resource mobilisation capacity, to ensure that small scale recurrent disasters can be responded to with own funds.
 - When conducted assessment and selecting targeted population for a disaster the TRCS should have to develop more in-depth analysis of the family composition to provide a more tailored assistance.
- For future DREF operations, to add, when applicable, cost related to domestic RFL intervention (e.g. transport cost).

For IFRC/TRCS

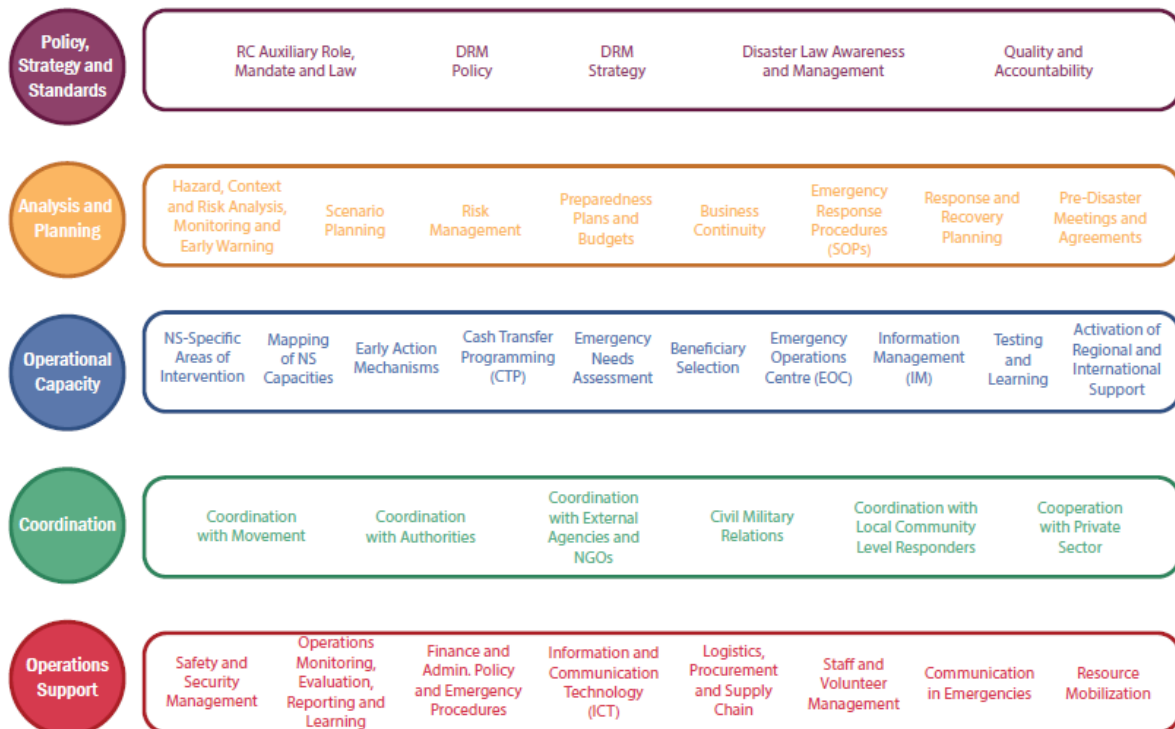
- Dar Es Salaam as a recurrent event.
 - It was been confirmed through this review that the TRCS are currently the only actor providing assistance to this specific area in Dar Es Salaam in case of flooding, as the Government of Tanzania does not respond to the informal nature of the settlements. DREF grants aim to support National Societies to provide lifesaving support in case of unexpected small to medium scale disasters and crisis that otherwise could have not been planned for. In the case of recurrent events, like the Dar Es Salaam Floods, the National Society requires to prove that there are no other mechanisms available to provide the needed support, and that efforts have been made prior to the event to ensure readiness to respond.

On the use of PER Post Operational Assessment for DREF Reviews

PER post operational assessment consists in interviews to key informants within the National Society to discuss specific components from the NS preparedness and response mechanism, the questions, which use the benchmarks developed by component, are done based on the experience during the operations being assessed. Once the interviews have been finalized, the evaluation team consolidates all findings into the assessment tool which is later on used to present the outcome of the assessment to the National Society and discuss the prioritisation and subsequent plan of action. The collection of data for the DREF review was done during the PER interviews, trying to use the benchmarks to discuss the specific floods operation.

The mechanism is divided in 5 areas and 37 components and shown below and reflects the different elements that interact so that National Societies can carry effective response. For the

assessment phase of the PER, a set of benchmarks have been developed for each component to help evaluate their “state” and therefore of the mechanism as a whole.



Based on this experience, it is found that the Post Operational PER assessment provides a useful methodology to carry out a review, specifically DREF reviews which are not an overall evaluation of the operation, but they aim to answer specific questions.

For this exercise the Post Operational assessment in Tanzania aimed to evaluate all the 37 benchmarks, which can be challenging depending of the scope of the operation and nature of the response. For DREF reviews the following methodology is proposed for further use of the PER post operational assessment, and the PER mechanism for DREF reviews:

- Formulate the specific question/issues to be answered by the review.
- From the PER mechanism, identify per question the component that could be related to them.
- Once the components have been identified, review the related benchmarks to identify whether they can help to gather the right information.
- Develop the questionnaire for the review with the help of the benchmarks and other additional questions if necessary.