

FINAL REPORT



International Federation of Red Cross and Red Crescent Societies
Fédération internationale des Sociétés de la Croix-Rouge et du Croissant-Rouge
Federación Internacional de Sociedades de la Cruz Roja y de la Media Luna Roja
الاتحاد الدولي لجمعيات الصليب الأحمر والهلال الأحمر

BAHAMAS: HURRICANE FLOYD

25 November 2001

Appeal No. 23/1999

Launched on: 21 September 1999 for one month (extended to three months) for CHF 435,000

Beneficiaries: 3,000 families

“At a glance”

Appeal coverage: 23.9%

The Disaster/Situation: Hurricane Floyd was the most destructive to affect the Bahamas archipelago in a decade. It left an estimated of 3,000 families in need of emergency assistance, particularly water, food and shelter. The National Society mobilized all volunteers and local staff to support those in need and, with the support of the Federation's regional delegation in Santo Domingo, provided relief.

The disaster:

Hurricane Floyd, a category 4 hurricane, was one of the most intense weather systems to affect the Bahamas. In mid September 1999, it passed over the archipelago with winds of more than 250 kph, forming a storm surge estimated at around 6 metres above normal tide levels, flooding many coastal communities and causing wind damage to outer islands. The worst affected islands were Abaco, Eleuthera, Cat Island, Gran Bahamas, San Salvador and Nassau. The combined effects of the extreme wind and huge waves toppled power and telecommunications lines, severely disrupting electricity and telephone services for several days, uprooted trees and ripped roofs from homes. Water desalination plants, as well as most roads and docks on the islands, were damaged.

The island of New Providence, the main tourist destination and administrative centre of the 700 island chain, suffered only minor damage and utilities were quickly restored. In the outer islands where the eye of the hurricane made landfall, a significant number of houses were damaged or destroyed. On Cat Island, 40% of the homes suffered severe damage to the roofs, ranging from minor shingle loss to destruction. There was also severe damage to public buildings, docks and airports. In Eleuthera, there was widespread damage to public infrastructure, to the fishing and agricultural sectors and to homes and commercial buildings. Grand Bahamas suffered from severe flooding and was without electricity and telephone services for a long period. In addition, there was significant damage to terminal buildings at the airport as well as to homes and commercial buildings. Abaco was unquestionably the

most devastated island. Hundreds of homes were destroyed as well as public buildings, fishing vessels, docks and utility installations. In addition, there was widespread beach erosion.

The Appeal

In close collaboration with the Federation's regional delegation for the Caribbean and with support from the American Red Cross delegates in the region, the Bahamas Red Cross Society (BRCS), with Federation assistance, launched an appeal on 21 September 1999, seeking CHF 435,000 to mount an emergency relief programme for 3,000 of the most vulnerable families in the 6 most affected islands. This relief operation provided beneficiaries with baby parcels, hygiene kits, food parcels, bedding articles and tool kits.

The BRCS received cash donations of a total of CHF 103,888, from the British Red Cross, the Norwegian Red Cross and the Swedish Red Cross. In addition, there were a number of bilateral contributions, together with several donations from local organizations that were made directly to the National Society.

The Operation

Objectives:

- To provide immediately 100 metric tons of emergency supplies to 3,000 of the most vulnerable families affected by hurricane Floyd in Abaco, Eleuthera, Cat Island, Grand Bahamas, San Salvador and Nassau.
- To respond to tracing requests.
- To act as an auxiliary to the national government in the distribution of relief supplies.

Target Population: 3,000 families (12,000 people): emergency food and supplies to be distributed for one month.

The National Society established an emergency operations centre at its headquarters in Nassau, where the food packages, hygiene kits, baby parcels, tool kits and bedding supplies were re-packed and distributed to beneficiaries. It was also the centre from which the Red Cross volunteers coordinated distributions to Nassau, Abaco, Eleuthera, Cat Island, Gran Bahamas and San Salvador.

The relief operation and food distribution was planned to commence on 27 September 1999 and to finish on 10 October 1999, but because of logistics and transportation difficulties, there was a delay in the schedule. After a second assessment, the Red Cross teams identified the beneficiaries and started to distribute the relief supplies in late October. Relief supplies were purchased locally and delivered to beneficiaries as follows:

Community	Beneficiaries		Items					
	Families	People	Food Parcel	Baby Kit	Hygiene Kits	Water Gal.	Plastic Sheets	Ten ts
Cat Island	400	1'600	400	400	800	1'000	15	1
Eleuthera	589	2'400	589	380	200	3'900	20	
San Salvador	200	800	200		300	600	12	
Long Island	10	40	10					
Gran Bahama	200	800	200		300			
Harbour					75	145		
Abaco	20	80	20				30	1
Acklins	39	160	39					
Total	1'458	5'880	1'458	780	1'675	5'645	77	2

In November, the Bahamas Red Cross Society received a shipment of tools from the Canadian Red Cross of a total value of CAN\$16,586,90. This shipment was made up of the following:

Item	Quantity
26" Hand Saws	504
16 oz Hammers	504
24" Bow Saws	500
#2 Philips Screwdrivers	500
3/16" Flat screwdrivers	450
TOTAL	2'458

The majority of the tools were sent to Abaco, Cat Island, Eleuthera and Grand Bahamas. Remaining tools were stocked as disaster relief items. The emergency relief operation was extended to three months duration: September to December 1999.

The Delegation

The Federation's regional delegation in Santo Domingo deployed a technical delegate with HF radio equipment to the National Society to assist in restoring radio communication and conducting a damage and needs assessment survey on the most severely impacted islands. A radio communications network was installed on all 4 affected islands: Nassau, Eleuthera, Abaco and Grand Bahamas; all radios were operating during the relief assistance operation and now ensure permanent communications support between National Society headquarters and local branches. The control station is located in the Bahamas Red Cross headquarters in Nassau. In addition, 4 new HF radio stations were installed in Deadman's Cay, Duncan Town, Mansons Bay and Matthew Town. The delegate was joined by three representatives from the American Red Cross who brought with them four satellite telephones and airlifted donations of plastic sheeting, hygiene kits, batteries, bed sheets and tents. In addition, the National Red Cross Societies of Antigua & Barbuda, St. Kitts & Nevis, St. Vincent & the Grenadines and the Cayman Islands, provided personnel to support the relief operation in all 6 affected islands.

The Operating National Society

On receiving the hurricane warning over the weekend (10-12 September 1999), the Bahamas Red Cross Society opened up and managed 41 shelters on New Providence island and Nassau. In the immediate aftermath of the hurricane, the National Society carried out a damage and needs assessment on the most affected outer islands, with assistance from the Santo Domingo regional delegation and the American Red Cross relief and disaster preparedness delegates available in the region. Their observations were that temporary shelter and food were the most urgent needs for almost half of the affected population: approximately 27,000 persons living on the outer islands. This was later confirmed by other agencies involved in the emergency response.

The National Society regularly attended coordination meetings with the government of the Bahamas and distributed relief items received from an airlift organized by the American Red Cross. The plastic sheeting included in this cargo proved to be valuable as it was used as temporary roofing material for several clinics in the outer islands.

The Bahamas Red Cross Society established an emergency operations centre at its headquarters in Nassau from where relief distributions were carried out. Distributions of food parcels, hygiene kits, baby parcels, tool kits and bedding supplies were carried out in Nassau, Abaco, Eleuthera, Cat Islands, Grand Bahamas and San Salvador. Volunteers packed around 5,000 boxes with food parcels, hygiene kits, water and baby parcels.

Cooperation with other actors

The Bahamas coast guard facilitated transport to carry out food distributions to neighbouring islands. Local theatre premises were temporarily loaned to the National Society to facilitate storing of relief supplies.

The American Red Cross, the Norwegian Red Cross and the British government made donations in cash and emergency supplies only hours after Floyd passed the archipelago. The Canadian Red Cross Society purchased relief items as well as radio equipment for the Bahamas Red Cross Society. The American Red Cross airlifted a donation of plastic sheeting, hygiene kits, flashlight batteries, bed sheets and tents valued at USD 85,000 and also made a pledge of USD 25,000 to the BRCS relief activities. The Federation released CHF 100,000 to support the operation from its Disaster Relief Emergency Fund (DREF).

On 16 September, the Prime Minister activated the CARILEC: an association formed as a result of an agreement between electrical utilities departments throughout the Caribbean, according to which technicians and engineers from various countries could be deployed to disaster affected islands to help restore electrical power. The CARILEC team restored power in all islands in one week after the passage of hurricane Floyd.

The Caribbean Disaster Emergency Response Agency (CDERA), prepared several technical emergency response teams before and immediately after the passage of hurricane Floyd. With technical assistance from the Pan-American Health Organisation (PAHO) and CDERA, the government of the Bahamas conducted a general damage and needs assessment. The assessment determined there was a widespread need for water, food and building material across the islands.

In cooperation with PAHO, the government conducted an in-depth public health assessment throughout the country. The agency plans were to bring in equipment for vector control and water purification. In addition epidemiological surveillance was carried out and eight clinics repaired.

Analysis of the Operation

Needs Assessment

The preliminary needs and damage assessment took place during the first week after the storm and was carried out by the Bahamas Red Cross Society with the support of a disaster preparedness delegate from the Santo Domingo regional delegation. The team confirmed that food supplies, building material, plastic sheeting and bedding were the most urgent needs. With technical assistance from the BRCS, PAHO and the Caribbean Disaster Emergency Response Agency, the government of Bahamas conducted a general damage and needs assessment on all the affected islands.

In Eleuthera, where the total population is estimated to be approximately 10,500 persons, preliminary assessment indicated that 25% of the houses as well as the water system were damaged, together with four clinics. Cat island, with a total population of around 1,700 persons, was cut off from water and electricity for several days. According to PAHO, Abaco, the most severely affected island, with a total population of 10,000 persons, was especially in need because of the significant number of Haitian immigrants on the island. It was estimated that more than 2,000 persons were homeless as a result of the hurricane, which also destroyed 30% of the homes in Dundastown and severely damaged another 10% of houses in Murphtown. After the storm, official figures estimated that around 27,000 persons living in the outer islands were affected and urgently needed water, temporary shelter and food.

Three skilled volunteers from sister Caribbean National Societies with recent experience and training in disaster management and relief were assigned to the affected islands where they worked with local volunteers to carry out the relief operations. These relief administrators also conducted relief management training for Bahamas Red Cross Society volunteers on the affected islands. The Red Cross Societies of Antigua & Barbuda, St. Kitts & Nevis, the Cayman Islands and St. Vincent & the Grenadines provided short term support to the National Society relief operation, in the areas of emergency operations management, damage and needs assessment, logistics and relief distributions.

Objectives/Plan of Action

The overall goal of the relief operation was to assist the communities affected by hurricane Floyd by providing essential emergency relief items. This was considered to be the largest operation in the National Society's history. It was planned to be undertaken in one phase (the emergency phase), which was to be made up of immediate assistance to disaster victims with food packages, hygiene kits, baby parcels, bedding supplies and tool kits. Due to the nature of the disaster, the geographical limitations and the cost of transportation and logistics, the Bahamas Red Cross Society was not able to undertake a long term recovery programme.

The Bahamas Red Cross Society staff and volunteers in Nassau carried out the packing, labelling and distribution to the all affected islands. Red Cross volunteers also provided support to evacuees in 41 shelters opened in the capital of the country. All relief distribution supplies were coordinated from the Bahamas Red Cross Emergency Operation Centre located in the capital, Nassau. However, due to the significant distances between the affected islands, the vulnerability of the affected population and the difficulty in transportation, the relief operation was extended from one to three months.

While Red Cross teams were distributing relief supplies, a technical delegate from the Federation's regional delegation in Santo Domingo was deployed to re-establish radio communications across the affected islands to ensure communications between National Society headquarters and the branches.

Local companies provided the Bahamas Red Cross Society with containers of 20 and 40 feet, in order to facilitate the transportation of the relief supplies to the different islands. Ground transportation was provided by the local community in each area where distributions took place.

Conclusions

The financial support from sister National Societies, at regional and international level, provided an opportunity not only to support victims, but also to improve the National Society's emergency response systems. Local contributions received from different organizations, government agencies and NGOs facilitated and increased the regional network of disaster response.

The management capacity of the Bahamas Red Cross Society in relief operations was weak, given that the major activities during recent years were oriented to social welfare and there had been little experience of disaster relief management. This relief operation was an opportunity for the National Society to improve its emergency response skills as well as to improve the image of the Bahamas Red Cross Society at national and regional level.

Narrative and financial reporting was affected by the fact that the regional delegate from St. Vincent and the Grenadines left her mission after two days.

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All International Federation Operations seek to adhere to the Code of Conduct and are committed to the Humanitarian Charter and Minimum Standards in Disaster Response (SPHERE Project) in delivering assistance to the most vulnerable.

For support to or for further information concerning Federation operations in this or other countries, please access the Federation website at <http://www.ifrc.org>.

This operation sought to administer to the immediate requirements of the victims of this disaster. Subsequent operations to promote sustainable development or long-term capacity building will require additional support, and these programmes are outlined on the Federation's website.

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INTERNATIONAL FEDERATION OF RED CROSS AND RED CRESCENT SOCIETIES

Interim report	
Annual report	
Final report	X

Appeal No & title: 23/1999 Bahamas: hurricane Floyd

Period: year 2000 and 2001 provisional

Project(s): PBS501

Currency: CHF

I - CONSOLIDATED RESPONSE TO APPEAL

FUNDING	CASH		KIND & SERVICES		TOTAL INCOME
	Contributions	Reallocations	Goods/Services	Personnel	
Appeal budget less Cash brought forward	435,000				
TOTAL ASSISTANCE SOUGHT	435,000				
<u>Contributions from Donors</u>					
British Red Cross (DNGB)	24,400				24,400
Norwegian Red Cross (DNNO)	39,200				39,200
Swedish Red Cross (DNSE)	37,400				37,400
United States - Private Donors	375				375
DREF	100,000				100,000
DREF	-97,487				-97,487
TOTAL	103,888				103,888
Coverage	23.9%				23.9%

II - Balance of funds

Opening balance	
CASH INCOME Rcv'd	103,888
CASH EXPENDITURE	-103,888

CASH BALANCE	

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III - Budget analysis / Breakdown of expenditures

Description	Appeal Budget	CASH Expenditures	KIND & SERVICES		TOTAL Expenditures	Variance
			Goods/services	Personnel		
<u>SUPPLIES</u>						
Shelter & Construction		16,683			16,683	-16,683
Clothing & Textiles	25,000					25,000
Food/Seeds	150,000	43,001			43,001	106,999
Water		1,258			1,258	-1,258
Medical & First Aid						
Teaching materials						
Utensils & Tools	60,000					60,000
Other relief supplies	90,000	13,790			13,790	76,210
Sub-Total	325,000	74,732			74,732	250,268
<u>CAPITAL EXPENSES</u>						
Land & Buildings						
Vehicles						
Computers & Telecom equip.	10,000					10,000
Medical equipment						
Other capital expenditures						
Sub-Total	10,000					10,000
<u>TRANSPORT & STORAGE</u>	28,000	1,478			1,478	26,522
Sub-Total	28,000	1,478			1,478	26,522
<u>PERSONNEL</u>						
Personnel (delegates)	24,500	15,465			15,465	9,035
Personnel (local staff)	13,500	1,402			1,402	12,098
Training						
Sub-Total	38,000	16,866			16,866	21,134
<u>GENERAL & ADMINISTRATION</u>						
Assessment/Monitoring/experts		2,100			2,100	-2,100
Travel & related expenses	5,000	5,988			5,988	-988
Information expenses		1,506			1,506	-1,506
Administrative expenses	5,000	-34			-34	5,034
External workshops & Seminars						
Sub-Total	10,000	9,560			9,560	440
<u>PROGRAMME SUPPORT</u>	24,000	1,252			1,252	22,748
<u>OPERATIONAL PROVISIONS</u>						
Transfer to National Societies						
TOTAL BUDGET	435,000	103,888			103,888	331,112

Consumption rate:

Expenditures versus income

100%

Expenditures versus budget

24%