

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

CUBA: HURRICANE CHARLEY

18 January 2006

The Federation's mission is to improve the lives of vulnerable people by mobilizing the power of humanity. It is the world's largest humanitarian organization and its millions of volunteers are active in over 181 countries.

In Brief

Request for Assistance No. 20/04; Final Report; Period covered: 8 September 2004 to 8 July 2005; Final coverage of Request for Assistance: 11.1%. [Click here to go directly to the Financial Report](#)¹.

History of Request for Assistance:

- Launched on 8 September 2004 for CHF 2,419,000 (USD 1,905,168 or EUR 1,576,163) for 6 months to assist 25,000 beneficiaries (5,000 families).
- Operation timeframe extended for four months to 8 July 2005.
- Disaster Relief Emergency Funds (DREF) allocated: CHF 100,000.

Related Emergency or Annual Appeals: Caribbean: Hurricane Ivan Emergency Appeal (21/04)

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All International Federation assistance seeks to adhere to the [Code of Conduct for the International Red Cross and Red Crescent Movement and Non-Governmental Organisations \(NGO's\) in Disaster Relief](#) and is committed to the [Humanitarian Charter and Minimum Standards in Disaster Response \(Sphere\)](#) in delivering assistance to the most vulnerable.

For longer-term programmes in this or other countries or regions, please refer to the Federation's Annual Appeal. For support to or for further information concerning Federation programmes or operations in this or other countries, or for national society profiles, please also access the Federation's website at <http://www.ifrc.org>

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Background and Summary

On 13 August 2004, Cuba was severely impacted by the passage of Hurricane Charley which hit at 12.15 hours in the region of Punta Cayama, between Guanimar and El Cajío, on the south coast of the Province of La Habana.

¹ The final financial report will be issued once pending working advances have been cleared.

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Hurricane Charley, a category 3 storm, hit the Provinces of Ciudad de la Habana and La Habana with fierce winds of 170 kph and squalls of over 200 kph. The passage of the storm resulted in flooding of low-lying areas of the south coast, in particular in the Province of La Habana. In anticipation of the storm, the Civil Defence ensured evacuation of 215,532 people from high-risk areas, of whom 35,794 took refuge in temporary shelters, whilst the remainder stayed with families and friends. As a result of the passage of Hurricane Charley, over 70,000 homes incurred damage and thousands of hectares of crops were spoiled. Reports indicate that around 8,000 trees were uprooted and 95 per cent of sugarcane, bean and banana crops were seriously affected. The electricity, water and telephone networks were also severely affected. In addition, in the two Provinces, 798 schools and 312 health centres were damaged. The Province of La Habana was the most severely affected by the Hurricane.

After search and rescue operations had been finalized, Red Cross volunteers continued to assist those who were evacuated. The Cuban authorities undertook preventive measures to avoid the outbreak of disease, given the damage to health centres. Red Cross volunteers worked to support these government initiatives. In the Province of Pinar del Río, telephone communication was interrupted over an eleven day period, although, overall, the Province was less affected by the passage of the hurricane. In addition, at the time of the hurricane, water was being trucked in with tankers; this situation was as a result of drought conditions which were prevalent before Hurricane Charley hit the country. Nevertheless, water systems were further disrupted as a result of the force of the hurricane.

Immediately following the impact of Hurricane Charley, delegates from the Pan American Disaster Response Unit (PADRU) and the Lima Regional Delegation were deployed to Cuba. These delegates worked with personnel from the Cuban Red Cross on damage and needs assessments, beneficiary surveys and on the design of a communications strategy for the operation. Damage and needs assessments and a beneficiary survey were carried out in coordination with state and local authorities. The National Society also participated in evacuation efforts, provided care to families staying in temporary shelters, provided first aid to sick and injured persons and provided psychosocial support to persons affected by the Hurricane. In addition, the CRC distributed food to beneficiaries and informed the affected population about rules of conduct to be observed in these circumstances.

The Cuban Red Cross and the Federation worked together with government authorities from the Department of International Relations to ensure the provision of wood materials needed complete the installation of zinc sheeting in areas affected by the passage of Hurricane Charley. The CRC also worked with the government to ensure the provision of fuel for the transportation of zinc sheeting from storage warehouses to the selected communities.

A request for assistance for 5,000 vulnerable beneficiary families was issued in early September, given the time necessary for damage and needs assessments to be carried out in isolated, rural communities which were struck by Hurricane Charley. CHF 100,000 was also released from the Federation's Disaster Relief Emergency Fund (DREF) in order to start the planned relief assistance activities.

Activities in this emergency appeal were limited by a serious lack of funding, as only 9.1 percent of the total requested amount was received. Given the lack of funding and the slow pace of implementation, the appeal timeframe was extended for four months and was concluded on 8 July 2005.

Coordination

The Cuban Red Cross worked in close coordination with the government authorities and other State bodies which make up the civil defence system. The Cuban Red Cross headquarters ensured close liaison with its provincial and municipal branches. Beneficiary criteria amongst vulnerable groups in areas prone to risk were defined in coordination with local authorities. Logistics support for transportation and storage of relief goods was provided by the Cuban Red Cross, with support from governmental authorities. An important relationship was established with the director of International Relations from the La Habana Provincial Assembly which helped ensure the delivery of wood for the installation of zinc sheeting. In addition, the CRC worked closely with Federation personnel on the revision of the Community Disaster Guide and the Facilitators' Manual.

Analysis of the operation - objectives, achievements, impact

Shelter

Objective 1: 5,000 beneficiary families (25,000 people) will be able to return to their homes as a result of the replacement or repair of damaged roofs.

Achievements

Of the 432 families staying in emergency shelters, 300 have been able to move out of shelters and back into their homes. There are currently 132 people still living in shelters or with family and are receiving assistance from the authorities and the Cuban Red Cross. The Cuban government is constructing new homes in safer areas for those families still remaining in shelters as the locations of their previous homes have been deemed unsafe. In the shelters, the Cuban Red Cross has delivered talks regarding disaster prevention and recovery, recreation and healthy food preparation.

In total, 349 families (1,268 beneficiaries) in the province of La Habana received roofing materials. Zinc sheeting was distributed as follows:

Municipality	Community	Families	Beneficiaries	Zinc sheets	Nails
Alquizar	Pulido de Guanima	75	286	3,388	27,080
	Dagame	18	53	696	5,530
	Consejo Popular Norte	31	115	1,211	9,466
	Caimito	1	4	86	860
	Consejo Popular Sur	26	94	1,211	9,688
	Sub Total	151	552	6,592	52,624
Guira de Melena	Cajio	28	96	947	7,842
	Gabriel	38	140	1,011	8,166
	Junco	33	139	1,010	8,396
	Niceto Pérez	32	117	1,298	10,458
	Ubaldo Diaz	38	125	1,427	11,878
	Vivian Alonso	29	99	1,066	8,322
	Sub Total	198	716	6,749	55,062
Total		349	1,268	13,351	107,686

* Please note that any minor discrepancies in distribution figures between the interim final report and the final report are a result of modifications made at the time of carrying out distributions in the field, as slight adjustments were made according to needs.

Impact

The Cuban Red Cross has been able to alleviate the suffering of the most vulnerable members of the population by providing them with shelter materials to enable them to return to their homes; 198 roofs have been repaired in the municipality of Guira de Melena and another 151 roofs have been completed in the municipality of Alquizar. Families in these areas have expressed their gratitude towards the Red Cross and government authorities have acknowledged the support they have received from the Red Cross.

Constraints

The installation of zinc sheeting was delayed because the wood needed for their installation, which was provided by the government, did not arrive on time. Once the wood was made available, the installation went ahead as planned. In addition, the severe lack of funding for this operation meant that only a small fraction of the beneficiaries originally selected to receive shelter materials have been assisted.

Emergency Relief (Non-food items)

Objective 1: 5,000 beneficiary families (25,000 people) will have benefited from the distribution of non-food items.

This objective sought to provide non-food relief items to vulnerable beneficiaries that lost all their belongings as a result of the hurricane. Items to be distributed were as follows: sheets, towels, mattresses, kitchen kits and kerosene stoves to help people resume their normal lives. Unfortunately, no distributions were carried out because of a lack of funding for this emergency operation.

Strengthening of response capacities

Objective 1: Both Cuban Red Cross branches in the Province of La Habana and the targeted communities will have been strengthened.

Achievements

During the relief operation, the relationship between the Cuban Red Cross and the Cuban government was further strengthened as transportation of relief items from the ports to the Red Cross warehouses and from the warehouses to the communities in the affected areas was carried out with the assistance of state authorities. In addition, t-shirts were provided to volunteers who assisted with the Hurricane Charley relief operation, in order to increase their visibility. A total of 20 generators were also distributed to and installed in the following branches of the Cuban Red Cross:

Branch	Quantity
Pinar del Rio provincial branch	1
La Palma municipal branch	1
Guane municipal branch	1
Alquizar municipal branch	1
Cienfuegos provincial branch	1
Sagua La Grande municipal branch	1
Sancti Spiritus provincial branch	1
Ciego de Avila provincial branch	1
Camaguey provincial branch	1
Florida municipal branch	1
Holguín provincial branch	1
Gibara municipal branch	1
Mayari municipal branch	1
Bayazo provincial branch	1
Manzanillo municipal branch	1
Santiago de Cuba provincial branch	1
Guama municipal branch	1
Contramasesstre municipal branch	1
Guantánamo provincial branch	1
National Society headquarters	1
Total	20

As part of the relief operation, Cuban Red Cross personnel received training through three workshops:

A national water safety workshop was carried out in the capital city of La Havana from 5-7 April with the participation of 17 water rescue personnel from the Cuban Red Cross' water safety programme. These personnel came from all 14 provinces and the municipality of Isla de la Juventud. This workshop helped improve the skills of the water rescue personnel in order to enable them to respond to emergency situations on the various public beaches frequented by the Cuban population. The workshop also provided water rescue personnel with the skills and equipment necessary to be able to respond to emergency situations.

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The following equipment was distributed as part of the water safety workshop:

Province	T-shirts	Shorts	Women's shorts	Shoes	Whistles	Banners	Red Cross banners	Umbrellas	Hats
Camaguey	71	71	2	71	40	15	10	10	71
Ciego de Avila	66	66	1	66	40	13	10	12	66
Cienfuegos	30	30		30	20	10	10	5	30
Escuela Varadero	9	9		9	9	2	1	1	9
Granma	60	60		60	50	10	10	10	60
Guantanamo	23	23	1	23	20	10	6	6	23
Habana	62	62		62	25	5	10	5	62
Habana del Este	134	134	2	134	75	25	8	15	134
Holguin	73	73	1	73	50	15	10	10	73
Isla de la Juventud	19	19	1	19	8	4	2	5	19
Matanzas	248	248		248	150	45	14	25	248
Playa	126	126	5	126	75	25	5	10	126
Pinar del Rio	45	45	2	45	40	10	10	5	45
S.C. Norte	41	41		41	25	5	4	5	41
Santiago de Cuba	74	74		74	50	25	10	10	74
Sancti Spiritus	33	33		33	25	10	10	5	33
CRC headquarters	8	8		8	8	1	3	1	8
Tunas	32	32		32	20	10	7	5	32
Villa Clara	24	24		24	20	10	10	5	24
Total	1,178	1,178	15	1,178	750	250	150	150	1,178

A National Intervention Team workshop was held from 27 June to 1 July in Havana with 25 participants from each the provinces in the country in order to train Cuban Red Cross personnel in disaster management and provide informational and operational tools to personnel. During the workshop, participants were trained in administrating and evaluating a national-level disaster operation. Participants also looked at how to plan the Cuban Red Cross' activities in a systematic way, using the available institutional tools.

A VCA preparation workshop was carried out in Havana from 4 to 7 July with 23 participants from each of the provinces in the country. To goal of the workshop was to identify tools and capacities to carry out a VCA in the region and examine the tools, experiences and methodologies of the Red Cross.

Impact

Participants in the three workshops have expressed their satisfaction with the workshops, in particular with the training and equipment provided to them to assist them in their work. The skills gained and equipment provided through the water safety workshop will enable CRC water rescue personnel to reduce the number of drowning deaths in the country. Participants in all three workshops also expressed their satisfaction with the support received from the Federation in these areas.

In addition to the training received, the capacity of the Cuban Red Cross to respond to emergency situations has been strengthened through the distribution of generators as they allow the CRC to continue to provide essential services despite electricity outages.

Objective 2: To further the community-based disaster preparedness programme in the Province of La Habana.

Achievements

As part of the Cuban Red Cross' disaster preparedness programme, the Community Disaster and Emergency Guide and the Facilitators' Manual was published. To build on this effort in the future, it is planned to train Red Cross community facilitators who will work with the communities in the areas of risk mitigation and disaster preparedness. Mitigation information and education will be provided to families in order that they are in a position to make their roofing more resistant to hurricane-force winds. Based on the outcome of the VCA preparation workshop held in July, it is hoped that a VCA workshop will be carried out in order to help communities identify their strengths and needs with regards to disaster preparedness. In addition, work is being done by national health authorities and the Cuban Red Cross to promote health and hygiene measures. These efforts have ensured that there were no outbreaks of disease following the hurricane.

Impact

Community disaster preparedness ensures that the population will be prepared and be familiar with their own vulnerabilities. These efforts will help reduce the damage caused by any subsequent disaster that may affect these communities.

Constraints

The amount of available educational materials is limited, which makes it difficult to reach all of the affected communities with awareness raising activities.

Red Cross and Red Crescent Movement -- Principles and initiatives

- Assistance to beneficiaries is carried out in accordance with the principle of humanity, ensuring humanitarian aid reaches those most in need.
- Distributions of relief goods take place fully in accordance with the SPHERE standards.

National Society Capacity Building

The Cuban Red Cross has wide experience in disaster response and has a significant body of volunteers. In the wake of Hurricanes Lili and Isidore, the Cuban Red Cross undertook a similar operation in late 2002 whereby 1,000 families were assisted through the provision of zinc sheeting and nails enabling them to repair or reconstruct roofs. Furthermore, 500 families were assisted with the provision of toilets and clean water supplies with an emphasis on the promotion of health education. In addition, 500 families were provided with basic relief items and household goods through the Japanese Red Cross Society funded container project which involves pre-positioned containers of relief items placed in strategic areas for use in times of disasters. Through its response to Hurricane Charley, the Cuban Red Cross has further developed its recognition amongst government authorities and institutions in the country. Most importantly, the image of the Red Cross has been promoted among the beneficiaries of this operation, who have expressed their gratitude for the assistance received.

Lessons learned

- The Cuban Red Cross has considerable experience in emergency response and preparedness which has enabled the National Society to implement the operation to assist those affected by Hurricane Charley.
- The relief component of the proposed operation assisted targeted beneficiaries to return to their normal pattern of lives. The wider operation of the Hurricane Charley appeal proposed more complex capacity building measures and rehabilitation efforts; however, these efforts were hampered by a lack of funding.
- Coordination and cooperation between the Cuban Red Cross, the Cuban government and other organizations have been strengthened through this operation. In particular, the government and other organizations helped ensure that damages were evaluated and that beneficiary needs were addressed. The volunteer capacity of

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the CRC has also been strengthened through this operation as CRC volunteers have not only participated in the transportation, assembly, storage and delivery of relief items, they also organized themselves in teams which went into the communities to help beneficiaries rehabilitate their roofs. Through the efforts of the CRC and the Federation, many families have been able to repair their roofs and return to their homes.

[Financial Report below; click here to return to the title page.](#)

Selected Parameters	
Year/Period	2004/8-2006/05
Appeal	M04EA020
Budget	APPEAL

All figures are in Swiss Francs (CHF)

I. Consolidated Response to Appeal

	Health & Care	Disaster Management	Humanitarian Values	Organisational Development	Coordination & Implementation	TOTAL
A. Budget		2'419'000				2'419'000
B. Opening Balance		0				0
Income						
Cash contributions						
British Red Cross		33'960				33'960
Japanese Red Cross Society		79'191				79'191
Norwegian Red Cross		65'625				65'625
Other		0				0
Swedish Red Cross		42'250				42'250
C1. Cash contributions		221'026				221'026
Outstanding pledges (Revalued)						
ECHO		47'370				47'370
C2. Outstanding pledges (Revalued)		47'370				47'370
Reallocations (within appeal or from/to another appeal)						
DREF		0				0
C3. Reallocations (within appeal)		0				0
C. Total Income = SUM(C1..C6)		268'396				268'396
D. Total Funding = B + C		268'396				268'396

II. Balance of Funds

	Health & Care	Disaster Management	Humanitarian Values	Organisational Development	Coordination & Implementation	TOTAL
B. Opening Balance		0				0
C. Income		268'396				268'396
E. Expenditure		-254'101				-254'101
F. Closing Balance = (B + C + E)		14'295				14'295

Selected Parameters	
Year/Period	2004/8-2006/05
Appeal	M04EA020
Budget	APPEAL

All figures are in Swiss Francs (CHF)

III. Budget Analysis / Breakdown of Expenditure

Account Groups	Budget	Expenditure					TOTAL	Variance
		Health & Care	Disaster Management	Humanitarian Values	Organisational Development	Coordination & Implementation		
	A					B	A - B	
BUDGET (C)			2'419'000				2'419'000	
Supplies								
Shelter	2'064'765		21'095				21'095	2'043'671
Construction			86'871				86'871	-86'871
Clothing & textiles			19'230				19'230	-19'230
Utensils & Tools	108'000							108'000
Other Supplies & Services			24'198				24'198	-24'198
Total Supplies	2'172'765		151'394				151'394	2'021'372
Land, vehicles & equipment								
Computers & Telecom	21'000							21'000
Total Land, vehicles & equipment	21'000							21'000
Transport & Storage								
Storage	10'000							10'000
Transport & Vehicle Costs	15'000		5'239				5'239	9'761
Total Transport & Storage	25'000		5'239				5'239	19'761
Personnel Expenditures								
Regionally Deployed Staff	15'000		5'460				5'460	9'540
National Staff			5'105				5'105	-5'105
National Society Staff			1'900				1'900	-1'900
Total Personnel Expenditures	15'000		12'465				12'465	2'535
Workshops & Training								
Workshops & Training			29'201				29'201	-29'201
Total Workshops & Training			29'201				29'201	-29'201
General Expenditure								
Travel	5'000		5'227				5'227	-227
Information & Public Relation	8'000		8'732				8'732	-732
Office Costs	15'000		2'784				2'784	12'216
Communications			4'193				4'193	-4'193
Professional Fees			156				156	-156
Financial Charges			410				410	-410
Total General Expenditure	28'000		21'503				21'503	6'497
Program Support								
Program Support	157'235		16'416				16'416	140'819
Total Program Support	157'235		16'416				16'416	140'819
Operational Provisions								
Operational Provisions			17'883				17'883	-17'883
Total Operational Provisions			17'883				17'883	-17'883
TOTAL EXPENDITURE (D)	2'419'000		254'101				254'101	2'164'899
VARIANCE (C - D)			2'164'899				2'164'899	