

# 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 JEANNE

4 April 2005

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

Appeal No. 23/04; Final Report; Period covered: 4 October 2004 to 15 March 2005; Final appeal coverage: 94.2%. [Click here to go directly to the financial report<sup>1</sup>](#)

#### Appeal history:

- Launched on 4 October 2004 for CHF 958,000 (USD 759,046 or EUR 617,165) for 3 months to assist 15,000 beneficiaries.
- Disaster Relief Emergency Funds (DREF) allocated: CHF 70,000.

Related Emergency or Annual Appeals: Caribbean Annual Appeal 05AA041; Hurricane Ivan Emergency Appeal 21/2004; Haiti: Hurricane Jeanne Emergency Appeal 22/2004

All International Federation assistance seeks to adhere to the [Code of Conduct](#) and is committed to the [Humanitarian Charter and Minimum Standards in Disaster Response](#) in delivering assistance to the most vulnerable. For support to or for further information concerning Federation programmes or operations in this or other countries, or for a full description of the national society profile, please access the Federation's website at <http://www.ifrc.org>

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For longer-term programmes, please refer to the Federation's Annual Appeal.

### Background and Summary

The Bahamas was hit by two hurricanes in the month of September - - Hurricane Frances closely followed by Hurricane Jeanne which struck on 25 September 2004. Hurricane Jeanne, a category 3 hurricane, followed the same path as Hurricane Frances reinforcing earlier damage and affecting thousands. This double blow struck mainly Abaco and Grand Bahama but also affected the other islands, making recovery difficult. Homes suffered structural damage, whole neighborhoods were flooded and unemployment increased dramatically due to damage to the farming, fishing and tourist industries.

<sup>1</sup> The final financial report will be issued once pending working advances with the National Society have been cleared.

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The Bahamas Red Cross Society (BRCS) responded immediately to the situation. During the hurricane, the BRCS managed shelters throughout the Bahamas. In the immediate aftermath of the hurricane, through food procurements made by the National Society, local donations and the use of pre-positioned supplies from the Japanese Red Cross

Society-funded container project, basic relief items were distributed to beneficiaries on Abaco, Grand Bahama and the other islands of the Bahamas. In line with on-going assessments, the BRCS provided much needed food, water and non-food items to approximately 2,800 families in October, November and December. In addition, a further 3,000 families, as outlined in the Appeal, were assisted with the provision of water containers, plastic tarpaulins, food kits and hygiene kits.

After the completion of the distributions, the BRCS focused on training and preparedness. Staff and volunteers attended a Federation-sponsored logistics workshop and a counterpart was identified to work with the Federation logistics delegate. The logistics procedures were updated, the warehouse re-organized and disaster preparedness stocks replenished. Furthermore, a telecommunications assessment was completed, equipment ordered and arrangements for the installation and training made. The installation and training will be completed in April when the equipment arrives in-country. The BRCS held a Shelter Management Training course in mid-March. This was attended by representatives from the islands of the Bahamas including BRCS volunteers, representatives from the National Emergency Management Agency (NEMA), the Social Services Department and other government and non-governmental organizations. The participants in the training will conduct further trainings in shelter management in their islands with the assistance of the BRCS and NEMA during the months leading up to the next hurricane season. Preparations for the National Intervention Team training sessions were completed and the training will take place in April. The BRCS has further plans to hire a director of training to restructure the National Society's training programmes and to implement training courses in disaster planning and preparedness to further develop the capacity of the Bahamas Red Cross Society to prepare for and respond to disasters.

While the Bahamas is on the road to recovery, there are a number of vulnerable families with members who are elderly, single mothers and unemployed heads of household which are still in need of assistance. Haitian immigrants, the majority of which are illegal, make up the largest vulnerable population in the Bahamas. Most live in unregulated, crowded illegal settlements and reside in poorly constructed wooden shanties. Most of the Haitians are employed in the informal sector in the areas of construction, landscaping, fishing, and farm labour. The island's citrus and vegetable crops were severely affected by the hurricanes with major losses to this season's harvest. Unemployment also increased as a result of damage to the fishing, farming and tourist industries.

Overall, the operation was successful in meeting the immediate needs of the most vulnerable affected by the hurricane. The operation also successfully increased the capacity of the Bahamas Red Cross Society to respond to future disasters by increasing knowledge of how to conduct assessments and identify vulnerable people, improving logistics and relief work; building the volunteer base and public support for BRCS work; and developing resources for the local chapters in Grand Bahama and Abaco. Communities on these islands have expressed strong gratitude to the Bahamas Red Cross Society as it is one of the few organizations that were able to provide immediate and much needed assistance following the hurricanes. The Haitian communities in particular have expressed that assistance from the Bahamas Red Cross Society is often the only help they receive.

**Coordination**

All relief activities were closely coordinated with local and national government officials. The National Emergency Management Agency and the Social Services Department were informed of all activities and good coordination was ensured through regular inter-agency meetings, both at the headquarters and field levels. The Bahamas Red Cross Society has a good working relationship with the agencies and organizations involved and this relationship was further strengthened through the operation.



## Analysis of the operation - objectives, achievements, impact

### Emergency relief (food and basic non-food items):

**Objective 1:** Immediate basic needs of at least 3,000 families are met through the distribution of appropriate food and non-food items.

#### Actions

- Identification of affected communities.
- Beneficiary selection and registration.
- Purchasing, supplying and receiving goods.
- Distribution of relief items to affected families.

The Bahamas Red Cross Society with the assistance of the Federation procured 3,000 plastic tarpaulins, 3,000 water containers, 3,000 hygiene kits and 3,000 food kits which were distributed as follows:

No.	Island	Total Number of Families	Total Number of Beneficiaries (Based on average family size of five members)	Food Parcels	Plastic Tarpaulins	Water Containers	Hygiene Kits
				# Units (1 Unit = 1 Box)	# Units (1 Unit = 1 Plastic Tarpaulin)	# Units (1 Unit = 1 Water Container)	# Units (1 Unit = 1 Hygiene Kit)
1	Abaco	1,043	5,215	1,043	1,043	1,043	1,043
2	Grand Bahama	1,000	5,000	1,000	1,000	1,000	1,000
3	San Salvador	200	1,000	200	200	200	200
4	Acklins Island	162	810	162	162	162	162
5	Cat Island	150	750	150	150	150	150
6	Long Island	86	430	86	86	86	86
7	Eleuthera	65	325	65	65	65	65
8	Crooked Islands	52	260	52	52	52	52
9	Andros	50	250	50	50	50	50
10	Exuma	40	200	40	40	40	40
11	Inagua	40	200	40	40	40	40
12	Ragged Island	30	150	30	30	30	30
13	Berry Island	30	150	30	30	30	30
14	Mayaguana	20	100	20	20	20	20
15	Rum Cay	20	100	20	20	20	20
16	Fortune Island	12	60	12	12	12	12
GRAND TOTAL		3,000	15,000	3,000	3,000	3,000	3,000

## Impact

Affected families received much needed food and non-food items that helped them to cope better and recover faster from the material losses suffered as a result of the hurricanes. The capacity of the BRCS has also been improved through the coordination of these distributions. The distributions received a great deal of coverage in the local press which reinforced the positive image of the BRCS in the eyes of the public. By working in close coordination with authorities and local institutions, better relations were built and cooperation mechanisms reinforced.

## Constraints

Containers of non-food items sent from the Pan American Disaster Response Unit (PADRU) were delayed in customs in Miami, which in turn delayed the distribution. Due to the limited capacity of the BRCS at the branch level, food parcels had to be packaged at the headquarters level before being shipped to the islands for distribution. Logistics are especially challenging in the Bahamas. The BRCS has a central warehouse in Nassau, but no full time logistics staff to manage it. All shipments must go through Nassau before being dispatched by ferry to the designated islands. This process is time consuming and expensive. Ships do not always run on schedule and sometimes are too full to take all the intended cargo.

## Disaster Preparedness

**Objective 2: The disaster preparedness capacity of the Bahamas Red Cross Society to respond to future disasters is strengthened.**

- **Training in logistics management:** The Deputy Director General and a long-term volunteer attended the Federation sponsored logistics training in Grenada during the month of December. The volunteer that attended worked as the counterpart for the Federation's logistics delegate upon her return.
- **Replenishment and stocking of key relief supplies:** All relevant relief supplies have been replenished including first aid kit supplies and other non-food items.
- **Identification, purchase and installation of HF radio communications equipment on Grand Bahama and Abaco Islands:** The PADRU telecommunications delegate visited the Bahamas to complete the assessment of the telecommunications needs of the BRCS. The appropriate equipment has been ordered and arrangements for the installation and training have been made including identifying a national telecommunications volunteer together with local volunteers, recruiting HAM radio operators for help with maintenance, and building relationships developed with key partners like the Bahamas Amateur Radio Society and the Public Utilities Commission. As a result of the tsunami operation in South Asia, the necessary equipment was not available immediately. It is estimated that the equipment will arrive in the Bahamas in April and the installation and training will be completed at that time.
- **Review and implementation of shelter management training courses based on lessons learned during Hurricane Frances and Hurricane Jeanne:** The BRCS held a Shelter Management Training course in mid-March. The training was attended by representatives from the islands of the Bahamas including BRCS volunteers, representatives from NEMA, the Social Services Department and other governmental and non-governmental organizations. The participants in the training will conduct further training sessions in shelter management in their islands with the assistance of the BRCS and NEMA during the months leading up to the next hurricane season.
- **Establishment of National Intervention Teams (NITs) together with training:** While preparations for the NITs training courses have been completed, the training itself will take place in April. The delay is a result of the fact that the Regional Delegation conducted numerous training courses during the months of February and March including several Vulnerability and Capacity Assessments (VCAs). In addition, one of the main fundraising events of the BRCS takes place in early April and the month of March is dedicated to preparations for this event. Participants for the NITs training have been identified and the course will take place between 11 and 15 April.

**Impact**

The disaster preparedness capacity of the BRCS has been improved through the training courses that were conducted and the recruitment of additional volunteers. As a result of the operation, much momentum was developed and goodwill was generated. The BRCS is interested in increasing its capacity in disaster planning and preparedness. The National Society intends to hire a director of training who will develop and implement training in disaster preparedness throughout the Bahamas. With the installation of the telecommunications equipment and the establishment of the NITs teams, the capacity to respond to future disasters will be considerably enhanced.

**Constraints**

Prior to this operation, the BRCS had limited experience with assessments and large scale distributions. Until the completion of the distributions, the BRCS was not able to focus on training or the installation of the telecommunications equipment. In addition, the BRCS held two major annual events - - the Red Cross Ball in late January and the Red Cross Fair in early April. These events are critical to the funding of the on-going operations of the BRCS. Staff therefore had to divide their time between preparing for these important events and completing the tasks for objective two. Additionally, the telecommunications equipment was delayed because stocks in Geneva were depleted due to the Tsunami operation.

**Red Cross and Red Crescent Movement -- Principles and initiatives**

- Relief activities were carried out based on the Fundamental Principles of the Red Cross and Red Crescent Movement.
- Beneficiary selection criteria focused on the vulnerability of those affected.
- Relief operations were conducted with respect for the culture of beneficiaries, ensuring gender sensitivity and prioritizing assistance to children and the elderly.
- Activities were based on the SPHERE Project humanitarian charter and the code of conduct for emergency response.
- Transparency was ensured through the production of regular reports and news bulletins.
- All objectives put forward in the appeal were in line with Strategy 2010, as well as the Strategy for the Movement and the Principles and Rules of the Movement.

**National Society Capacity Building**

The Federation is focusing on the creation of a regional organizational development network through the training of trainers in key areas such as governance, management, National Society Statutes, planning, volunteer management and resource development, with a view to establishing a more sustainable support structure. In addition, efforts are underway to support and strengthen the function and role of youth in Caribbean National Societies, in particular through HIV/AIDS activities.

Through the implementation of this operation, the Bahamas Red Cross Society is better organized and better prepared for future disasters. By working in close coordination with authorities and local institutions, better relations were built and cooperation mechanisms reinforced. The headquarters staff of the BRCS experienced the largest scale distribution in the Bahamas in years. The logistics volunteer at headquarters received extensive mentoring and support from the Federation logistics delegate. The main warehouse was reorganized to be more efficient and provide more space. In Grand Bahama and Abaco, the BRCS representatives and volunteers now have extensive experience in conducting assessments, identifying vulnerable people, developing relationships with community leaders, logistics of distributions and appropriate documentation of relief efforts. Their work received a great deal of coverage in the press which in turn reinforced and increased the community's trust in the local Red Cross. As a result of the operation, the BRCS in Abaco opened an office and was able to recruit much needed volunteers. Plans are underway in order to capitalize on the momentum that developed and the goodwill that was generated as a result of the operation.

**Lessons learned**

The Bahamas has a large population of Haitian immigrants. Haitian immigrants make up the largest vulnerable population in the Bahamas. The actual number of Haitians living in the Bahamas is unknown. It is widely recognized that the majority are illegal immigrants. Most live in unregulated, illegal settlements and reside in poorly

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constructed wooden shanties. Some settlements are long-standing communities which have existed on the islands for 30 years, while others are recently founded squatter communities set up on private lands. Housing in the communities is makeshift and substandard. Overcrowding is prevalent with three or more families sharing one house. Water and sewage systems are inadequate. Overcrowding and improper garbage disposal attracts vectors of disease such as flies, mosquitoes, and rats. Electricity is bootlegged from electric poles through numerous wires and extension cords that crisscross the streets creating a fire hazard. During periods of heavy rains the roads are impassable and sewage overflows into the streets.

There are long standing tensions between the Haitian and Bahamian communities in the Bahamas. During distributions, often Haitian communities would make up the majority of beneficiaries due to their meeting all required beneficiary criteria and to being vulnerable even before the hurricanes. Initially, this caused problems for the BRCS representatives who were criticized for favouring the Haitians. In order for the Bahamas Red Cross Society not to be perceived as favouring the Haitian community, it was important to educate both communities as regards the criteria for selecting beneficiaries and the principles of the Red Cross Movement. This was accomplished mainly through newspaper articles and interviews with the media.

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

**International Federation of Red Cross and Red Crescent Societies**

BAHAMAS: HURRICANE JEANNE

Selected Parameters	
Year/Period	2004/1-2006/4
Appeal	M04EA023
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		958'000				958'000
B. Opening Balance		0				0
Income						
Cash contributions						
American Red Cross		118'900				118'900
Barbados Red Cross Society		8'773				8'773
Canadian Red Cross Society		228'787				228'787
Danish Red Cross		744				744
ECHO		435'426				435'426
Japanese Red Cross Society		30'013				30'013
Other		0				0
Swedish Red Cross		42'250				42'250
C1. Cash contributions		864'892				864'892
Reallocations (within appeal or from/to another appeal)						
DREF		0				0
ECHO		-14'145				-14'145
Swedish Red Cross		-42'250				-42'250
C3. Reallocations (within appeal)		-56'395				-56'395
Inkind Personnel						
Danish Red Cross		11'440				11'440
C5. Inkind Personnel		11'440				11'440
C. Total Income = SUM(C1..C6)		819'936				819'936
D. Total Funding = B + C		819'936				819'936

**II. Balance of Funds**

	Health & Care	Disaster Management	Humanitarian Values	Organisational Development	Coordination & Implementation	TOTAL
B. Opening Balance		0				0
C. Income		819'936				819'936
E. Expenditure		-754'524				-754'524
F. Closing Balance = (B + C + E)		65'412				65'412

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**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
<b>BUDGET (C)</b>		958'000					958'000	
<b>Supplies</b>								
Shelter	125'000		42'426				42'426	82'574
Clothing & textiles	75'000		3'878				3'878	71'123
Food	175'000		124'865				124'865	50'135
Water & Sanitation	75'000		12'710				12'710	62'291
Medical & First Aid			14'939				14'939	-14'939
Utensils & Tools	50'000							50'000
Other Supplies & Services	100'000		44'947				44'947	55'053
<b>Total Supplies</b>	<b>600'000</b>		<b>243'764</b>				<b>243'764</b>	<b>356'236</b>
<b>Land, vehicles &amp; equipment</b>								
Computers & Telecom	20'000		59'094				59'094	-39'094
<b>Total Land, vehicles &amp; equipment</b>	<b>20'000</b>		<b>59'094</b>				<b>59'094</b>	<b>-39'094</b>
<b>Transport &amp; Storage</b>								
Storage	180'000		61'757				61'757	118'243
Distribution & Monitoring			21'794				21'794	-21'794
Transport & Vehicle Costs			33'621				33'621	-33'621
<b>Total Transport &amp; Storage</b>	<b>180'000</b>		<b>117'171</b>				<b>117'171</b>	<b>62'829</b>
<b>Personnel Expenditures</b>								
Delegates Payroll	36'000		21'046				21'046	14'954
Delegate Benefits			49'111				49'111	-49'111
Regionally Deployed Staff			4'062				4'062	-4'062
National Staff	20'000		28'918				28'918	-8'918
National Society Staff			47'065				47'065	-47'065
<b>Total Personnel Expenditures</b>	<b>56'000</b>		<b>150'201</b>				<b>150'201</b>	<b>-94'201</b>
<b>Workshops &amp; Training</b>								
Workshops & Training	10'000		40'109				40'109	-30'109
<b>Total Workshops &amp; Training</b>	<b>10'000</b>		<b>40'109</b>				<b>40'109</b>	<b>-30'109</b>
<b>General Expenditure</b>								
Travel	10'000		17'698				17'698	-7'698
Information & Public Relation	4'730		12'143				12'143	-7'413
Office Costs	15'000		17'579				17'579	-2'579
Communications			13'655				13'655	-13'655
Professional Fees			2'830				2'830	-2'830
Financial Charges			782				782	-782
Other General Expenses			2'246				2'246	-2'246
<b>Total General Expenditure</b>	<b>29'730</b>		<b>66'931</b>				<b>66'931</b>	<b>-37'201</b>
<b>Program Support</b>								
Program Support	62'270		48'996				48'996	13'274
<b>Total Program Support</b>	<b>62'270</b>		<b>48'996</b>				<b>48'996</b>	<b>13'274</b>
<b>Operational Provisions</b>								
Operational Provisions			28'257				28'257	-28'257
<b>Total Operational Provisions</b>			<b>28'257</b>				<b>28'257</b>	<b>-28'257</b>
<b>TOTAL EXPENDITURE (D)</b>	<b>958'000</b>		<b>754'524</b>				<b>754'524</b>	<b>203'476</b>
<b>VARIANCE (C - D)</b>			<b>203'476</b>				<b>203'476</b>	