

Emergency appeal



International Federation
of Red Cross and Red Crescent Societies

Cuba: Hurricane Season 2008

Emergency appeal n° MDRCU001
GLIDE No. TC-2008-000143
25 September 2008

This revised Emergency Appeal seeks CHF 10,106,348 (USD 9,187,600 or EUR 6,257,800) in cash, kind, or services to support the Cuban Red Cross to assist 12,000 families (60,000 beneficiaries) for nine months.

Appeal history;

- A Preliminary Emergency Appeal of CHF 6,417,524 (USD 5,834,112 or EUR 3,973,699) was launched on 8 September 2008 to support the Cuban Red Cross to assist 8,000 families (40,000 beneficiaries) for 9 months. The Preliminary Appeal has been revised and adjusted upwards, in consideration of the humanitarian needs assessed, and the Red Cross Movement capacity to deliver disaster response programmes.
- CHF 150,000 (USD 136,363 or EUR 92,879) was allocated from the Federation's Disaster Relief Emergency Fund (DREF) to support this operation. Un-earmarked funds to replenish DREF are encouraged.



Distributions taking place in Los Palacios.
Source: International Federation

Summary: Hurricane Gustav hit the island of Cuba on 31 August 2008 with heavy winds and rain, causing flooding throughout the island. Gustav, considered the worst storm to strike Cuba in 50 years, left thousands of people affected. Just as the Cuban Red Cross (CRC) was responding to this emergency, hurricane Ike ravaged the island as a category three storm. Ike came in through Punta Lucrecia on 7 September and crossed the island as a category one hurricane causing additional widespread damage. Based on the situation and needs, this revised Emergency Appeal responds to a request from the Cuban Red Cross (CRC), and focuses on providing support to take an appropriate and timely response in delivering assistance and relief through the provision of non-food relief items, shelter, water and sanitation, and capacity building, with a view to contributing to reduce disaster risk.

This operation is expected to be implemented over nine months, and will therefore be completed by 8 June 2009; a Final Report will be made available by 8 September 2009 (three months after the end of the operation).

[<click here to view the attached Emergency Appeal Budget; or here to view contact details>](#)

The situation

On 31 August, **Gustav struck the Isla de la Juventud (Isle of Youth) as a category four hurricane. It quickly moved to the main island of Cuba** where it hit the province of Pinar del Río. Gustav reached gusts of up to 340 kilometres an hour. After four days, Gustav left the isle and headed towards the Gulf of Mexico leaving severe destruction in its path across Cuba. Gustav caused extensive damage in the housing, education, poultry, fishing, electricity and telecommunication service sectors.

The Civil Defence Command implemented preventive measures before Gustav swept the island. No fatalities were reported. Over 61,000 people were housed in shelters; an estimated 77 percent of those evacuated lived in the provinces of Pinar del Río and Havana (the capital) and on the Isla de Juventud.

In Pinar del Río, 75 to 80 percent of the population was affected, at least 55 educational centres sustained damage in addition to 19 health centres. Over 25,900 metric tons of agricultural crops were lost, which might affect the food security situation in the longer term.

Just as the government was coordinating relief activities in response to Gustav, hurricane Ike arrived, adding additional challenges to the delivery of humanitarian aid. Ike came in through Punta Lucrecia on 7 September as a category four hurricane, but as it went across the isle it downgraded into a category one. Ike produced rain accumulation of between 200 to 400 mm in the worst affected areas.

The most affected regions by Gustav include the special municipality of Isle of Youth, and the province of Pinar del Río (mainly in the municipalities of San Cristóbal, Los Palacios, Consolación del Sur, Viñales, La Palma, Minas de Matahambre, Candelaria and Bahía Honda).

Ike's impact was mostly felt in the provinces of Guantánamo (Baracoa and Maisí); Holguín (Holguín, Banes, Antilla, Moa, Rafael Freyre, Mayarí and Gibara); Las Tunas (Las Tunas, Puerto Padre, Manatí and Jesús Menéndez); Camagüey (Camagüey, Nuevitas, Guáimaro, Najasa, Florida, Sibanicú, Minas and Santa Cruz del Sur); Ciego de Ávila (Ciego de Ávila, Venezuela, Baraguá and Majagua); Sancti Spiritus (Sancti Spiritus, Trinidad and La Sierpe); Villa Clara (Manicaragua, Encrucijada, Santo Domingo and Sagua la Grande); Cienfuegos (Cumanayagua and Aguada de Pasajeros); Matanzas (Matanzas, Unión de Reyes, Calimete, Perico and Jagüey Grande). The province of Havana and the capital city of Havana sustained damage, although not as severe as that in the rest of the country. Pinar del Río and the Isle of Youth were also damaged by hurricane-force winds and heavy rains brought about by Ike.

Preliminary data on the damages caused by hurricanes Gustav and Ike in Cuba are estimated at USD 5 billion, and can be summarized as follows: over 55,700 hectares of crops, especially sugar cane, were lost due to the floods. Over 3,414 tobacco sheds destroyed and 1,590 were damaged including 800 tonnes of tobacco leaves. Reports also indicate that 180,000 hectares of forest were affected. Over 32,305 hectares of banana plantations were destroyed. An additional 10,000 hectares of bananas, rice, beans and other crops operated by the Ministry of Agricultural Development were also lost. Many industries sustained structural damages (roofs, windows) and were left without power. Latest reports indicate the power has not been re-established. 49,000 tonnes of goods including food items were lost as the commercial establishments where they were stored had their roofs blown away by the heavy winds. In the province of Holguín 12,750 tonnes of food items were lost and 1,111 food shops were damaged. Damages were also reported in 146 cultural and sport facilities.

The hurricanes impacted the education and health sectors as well. Damage was reported in 1,160 schools due to Gustav, while Ike damaged an additional 2,642 schools. In the public health system 314 facilities including 26 hospitals, 18 clinics, 191 doctor's offices, 14 homes for the elderly, 42 pharmacies and seven large hospitals in Havana sustained considerable damage. Power transmission towers were reported damaged, which affected radio and television broadcasts in the island. In the Isle of Youth all power lines were affected. The telegram service (one of the basic communication services in the island) was also affected.

Thousands of miles of roads and railroads were damaged or obstructed by debris. The two hurricanes together damaged more than 444,000 homes, some with partial or total loss of roofs. Of those damaged, 63,249 fully collapsed. The most affected provinces are Pinar del Río, Holguín, Las Tunas and Camagüey, as well as the municipality of the Isle of Youth.

Coordination and partnerships

The Red Cross Movement has been coordinating efforts both internally and externally from the onset of the emergency. The Federation Secretariat has been in regular contact with the Cuban Red Cross (CRC) through its Pan American Disaster Response Unit (PADRU) and the Regional Representation for Cuba, the Dominican Republic and Haiti. Two delegates (one regional shelter and one disaster management) were deployed at the onset of the emergency to support the CRC in the design of the Preliminary Emergency Appeal. One specialist in early recovery will shortly arrive in Cuba to support the National Society in assessing initial recovery needs.

The CRC coordinated early relief actions with local authorities. International Federation disaster management delegates and the CRC participated in several inter-agency coordination meetings and PADRU has kept regular contact with OCHA to share information and current plans. The OCHA regional advisor and the OCHA national officer from Nicaragua arrived in Cuba to support the UN agencies to prepare and launch a request for the Central Emergency Response Fund (CERF). Additionally a Bureau for Crisis Prevention and Recovery (BCPR) – United Nations Development Programme (UNDP) advisor arrived in Cuba to offer support during the recovery phase.

Red Cross and Red Crescent action

In the immediate aftermath of hurricanes Gustav and Ike, the CRC Disaster Response Teams - working in close coordination with local authorities and other relevant institutions – assisted in search and rescue and emergency evacuation operations. Some 9,500 CRC volunteers were mobilized to assist with evacuations. CRC provided first aid assistance, psychosocial support and distribution of food items to people in shelters – with special care afforded to the elderly, handicapped, pregnant women.

Following needs assessments carried out in coordination with governmental authorities and support from a PADRU disaster management delegate, the CRC has decided to focus its activities on assisting 12,000 families in the affected municipalities in all affected provinces with the provision of shelter materials for roofing and replenishment of basic household goods.

The International Federation through PADRU sent a first cargo plane with emergency kits for 3,300 families from its warehouse in Panama. In addition, PADRU assisted with overall coordination of response activities and in the procurement of additional relief items or through in-kind donations linked to the Appeal.



Distributions taking place in Pinar del Rio.
Source: International Federation

In preparation for hurricane Ike, the CRC, with support of the disaster management delegates in the field, was tracking Ike's path and preparing various scenarios and possible response modalities. Once Ike passed through the island, CRC volunteers restarted search and rescue activities, psychosocial support and cleaning of debris.

The needs

Beneficiary selection: the CRC, in coordination with government authorities, selected areas most severely affected when targeting assistance. Distributions are closely coordinated with government structures. An existing

nationwide network of neighborhood block associations carries out a census of all affected families in the block, with detailed information on how the disaster has affected each family. Assessments take place house by house and distributions of relief and shelter items are carried out based on disaster impact at the household level. CRC compiles distribution lists and hands out Red Cross distribution coupons, which makes it possible to track distributions at the household level. First priority is given to 'social cases' (families with special vulnerability criteria, such as members with disabilities, etc).

Immediate needs: Hurricanes Gustav and Ike have caused serious damage to homes, infrastructure and communities. Based on current information and initial assessments, immediate needs include essential household items such as jerry cans, kitchen kits, mosquito nets as well as mattresses, sheet sets, towels, and water filters. As a large number of homes and roofs have been destroyed, there is an urgent need for zinc sheeting to replace or repair roofs as well as shelter kits for those whose homes were completely damaged. Food is also a priority, although the Red Cross will for now focus its response on non-food relief items and shelter, as there are other agencies providing food assistance. In regards to health, the government health system is very strong and therefore the Red Cross will not for now include health activities in the current appeal.

Longer-term needs: the impact of both Gustav and Ike goes beyond immediate provision of emergency assistance. Longer-term recovery needs centre around the provision of permanent shelter, reconstruction of schools and health infrastructure, and restoration of livelihoods. This appeal focuses on responding to the relief and early recovery needs in affected areas, but further assessments will take place to define the extent to which the Red Cross can address some of the longer-term needs, subject to donor response to this appeal.

The proposed operation

This Emergency Appeal seeks to support immediate response activities in Cuba that require International Federation support.

Relief distributions (basic non-food items)	
Objective: 12,000 families (60,000 people) affected by hurricanes Gustav and Ike will benefit from the distribution of non-food items.	
Expected results	Activities planned
Approximately 12,000 families in the affected areas will receive essential non-food items (see detailed kit below).	<ul style="list-style-type: none"> • Conduct rapid emergency needs and capacity assessments. • Develop beneficiary targeting strategy and registration system to deliver intended assistance. • Distribute relief supplies and control supply movements from point of dispatch to end user. • Monitor and evaluate the relief activities and provide reporting on relief distributions.

The following relief items will be distributed to the most affected families in Cuba:

- 12,000 kitchen kits (1 per family).
- 12,000 mattresses (3 per family).
- 24,000 jerry cans (2 per family).
- 24,000 mosquito nets (2 per family).
- 12,000 towels (1 per family).
- 12,000 sheet sets (1 per family).

Progress to date: The International Federation's Regional Logistics Unit based in Panama sent a first air shipment with the following items:

- 3,330 kitchen kits.
- 6,600 mosquito nets.
- 6,600 jerry cans.

The first round of distributions started on 17 September. The most affected families were helped to recover from the effects of the two hurricanes through the provision of relief assistance. Response capacity and awareness among CRC provincial chapters and local branches has been enhanced.

Shelter	
Objective: To provide adequate shelter for 12,000 families.	
Expected results	Activities planned
11,000 families will receive materials for roofing and 1,000 families will receive shelter kits.	<ul style="list-style-type: none"> • Identification of communities and specific beneficiaries coordinating with local government authorities. • Procurement of materials (zinc sheeting, nails and beams) for the repair of damaged roofs (in adherence with Federation procurement procedures).

	<ul style="list-style-type: none"> Supervision in the repairing of the damaged houses by CRC staff and volunteers.
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11,000 families will receive zinc sheeting, nails (each family receives 30 zinc sheets and one box of nails) and materials such as galvanized steel beam in order to repair their homes. Part of the material necessary to complete the roof will be recuperated by beneficiaries from damaged houses, re-utilising salvaged timbers.

Technical support will be provided to the beneficiaries in order to ensure the appropriate use of salvaged material and to ensure better roof repair. This support will be provided by experienced CRC volunteers who have participated in past operations such as hurricanes Wilma in 2005 and Noel in 2007, which included repair of roof tops using zinc sheeting. The repairs will allow owner families to return to their homes, as well as provide temporary shelter to other families who may move in with home owners whose roofs have been repaired.

Progress to date: Identification has started in close coordination with local authorities, with beneficiary lists updated regularly, pending first distribution, to ensure that assistance is provided to those who remain most in need. The shipment of zinc sheeting is expected to arrive in Cuba in early October with distribution expected to start by mid-October.

1,000 families will receive shelter kits and additional material for setting up and cover the roof (timber or other available material). The shelter kits contain the following items:



A damaged roof top in the municipality of La Palma. Source: International Federation

Specification	Quantity per kit	Units
Tarpaulins	2	Pieces
Rope	1	Rolls
Hand saw	1	Pieces
Roofing nails	0.5	Kg's
Shovel	1	Pieces
Hoe	1	Pieces
Machete	1	Pieces
Tin Snips	1	Pieces
Nails	0.5	Kg's
Tie wire	1	Rolls
Claw hammer	1	Pieces
Woven sack	1	Pieces

Water and Sanitation

Objective: 1,000 families in the affected communities receive a specialized water filter.

Expected Results	Activities planned
Specialized water filter is provided to the most affected communities	<ul style="list-style-type: none"> Identification of communities and specific beneficiaries coordinating with local government authorities. Procurement of materials in adherence with Federation procurement procedures. Distribution of water filter and supervision of their installation. Instruction for the population.

As additional support to families receiving shelter kits, water filters will also be distributed to facilitate access to safe drinking water.

National Society Capacity Building

Objective 1: The capacity of the Cuban Red Cross (CRC) in disaster response and preparedness will be strengthened.

Expected Results	Activities planned
Volunteers of Cuban Red Cross	<ul style="list-style-type: none"> Procurement of visibility materials (T-shirts, caps), computers, office

local branches will be adequately identified and prepared for this and future emergencies.	equipment. <ul style="list-style-type: none"> • Disaster preparedness workshop for volunteers. • Procurement of 20 tents, 100 stretchers, 200 radios for volunteers. • Procurement of other capital equipment.
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Early Recovery

Objective: Early recovery activities are assessed, planned and implemented together with the affected communities and key local, national and international stakeholders.

Relief assessments will help determine early recovery needs. According to the initial assessments carried out by the Cuban Red Cross together with the International Federation delegates deployed to the island, as well as to government reports, the majority of affected families suffered impacts on their livelihoods. These include damage to home vegetable gardens, family livestock and small-scale household primary production. This will lead to increasing needs in the short and medium term. A more detailed assessment will be carried out in the coming weeks and clearer future actions will be defined.

Cuban Red Cross is also looking into the inclusion of a recovery component focusing on livelihoods. This may include assistance for small household/family cooperatives focused in the production of basic items. PADRU's early recovery focal point is programming a visit to Cuba to provide further support. In the following operations update, details of the recovery plan will be included.

Communications – Advocacy and Public Information

At the onset of the operation the communications and information officer of the Federation's PADRU was deployed to Cuba to assist in setting up media interviews and to increase visibility of the Red Cross and Red Crescent in the field. A detailed communications plan of action is forthcoming.

The PADRU information officer will work in partnership with the CRC's information officer on the ground to raise international media attention and public awareness about the CRC's response. Various interviews have been provided from the PADRU team in Cuba to the International mass media.

Information on the emergency has been published on the following web sites: www.cuzroja.org, www.ifrc.cuzroja.org and www.ifrc.org. This includes press releases, articles and photographs from the field. There have been 30 interviews, two press releases and two humanitarian stories published in the web.

Capacity of the National Society

The Cuban Red Cross has extensive disaster response experience as a result of several disaster response operations responding to hurricanes. Their disaster preparedness initiatives are well established and known by all the volunteers and staff.

Every year, Cuba organizes the "Metoro" simulation, where the Cuban Red Cross participates and test their early warning capacity for activation of volunteers and staff country-wise and different other elements of their contingency plan, to support national authorities in case a natural hazard threatens the country.

In addition to this, during the pre-hurricane meeting that took place in Panama from 3 to 6 June 2008, National Societies from countries prone to hurricanes in the Americas participated in the revision of the contingency plan for the region that was developed in 2007. Available capacities within the region were assessed as were possible response strategies and operating procedures, which provided participants with hands-on practice.

Capacity of the Federation

The International Federation, through PADRU and in coordination with the Zone Office in the Americas and the Regional Representation for Cuba, the Dominican Republic and Haiti, is providing support to the affected National Societies in the response needs such as organizing the provision of initial relief items, development of a Plan of Action, logistics and human resources as needed.

Budget summary

See attached budget (Annex 1) for details.

Thomas Gurtner
Director
Coordination and Programmes Division

Bekele Geleta
Secretary General

How we work

All International Federation 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 is committed to the Humanitarian Charter and Minimum Standards in Disaster Response (Sphere) in delivering assistance to the most vulnerable.

The International Federation's activities are aligned with its Global Agenda, which sets out four broad goals to meet the Federation's mission to "improve the lives of vulnerable people by mobilizing the power of humanity".

Agenda Goals:

- Reduce the numbers of deaths, injuries and impact from disasters.
- Reduce the number of deaths, illnesses and impact from diseases and public health emergencies.
- Increase local community, civil society and Red Cross Red Crescent capacity to address the most urgent situations of vulnerability.
- Reduce intolerance, discrimination and social exclusion and promote respect for diversity and human dignity.

Contact information

For further information specifically related to this operation please contact:

- In Panama: Ariel Kestens, Head of Pan American Disaster Response Unit; phone (507) 316 1001; fax (507) 316 1082; email: ariel.kestens@ifrc.org
- In Panama: Alberto Monguzzi, Regional Shelter Delegate, PADRU; phone (507) 316 1001; fax (507) 316 1082; email: alberto.monguzzi@ifrc.org
- In Dominican Republic: Rafael Olaya, Regional Representative for Cuba, Dominican Republic and Haiti; e-mail: rafael.olaya@ifrc.org
- In Panama: Maria Alcazar, Resource Mobilization Coordinator for the Americas; phone: (507) 380 0250; fax: (507) 317 1304; email: maria.alcazar@ifrc.org
- In Geneva: Pablo Medina, Operations Coordinator for the Americas; phone: (41 22) 730 42 74; fax: (41 22) 733 03 95; email: pablo.medina@ifrc.org

[<Revised appeal budget below; click here for the updated donor response report, or here to return to the title page>](#)

APPEAL BUDGET SUMMARY

Annex 1

Cuba Hurricane Season 2008

MDRCU001

	ORIGINAL	REVISED	VARIANCE
RELIEF NEEDS			
Shelter	3,649,000	5,689,000	2,040,000
Construction Materials	639,000	1,504,000	865,000
Clothing & Textiles	406,000	609,000	203,000
Food			0
Seeds & Plants			0
Water & Sanitation	33,000	33,000	0
Medical & First Aid	6,600	6,600	0
Teaching Materials			0
Utensils & Tools	360,000	540,000	180,000
Other Supplies & Services			0
Total Relief Needs	5,093,600	8,381,600	3,288,000
CAPITAL EQUIPMENT			
Land & Buildings			0
Vehicles Purchase	67,260	67,260	0
Computers & Telecom Equipment	10,500	10,500	0
Office/Household Furniture & Equip.			0
Medical Equipment			0
Other Machinery & Equipment			0
TRANSPORT, STORAGE & VEHICLES			
Storage - Warehouse			0
Distribution & Monitoring	260,200	326,200	66,000
Transport & Vehicles Costs	8,000	15,000	7,000
Service fee & Recovery	255,000	450,000	195,000
PERSONNEL			
International Staff	139,500	9,000	-130,500
Regionally Deployed Staff	11,550	35,100	23,550
National Staff	12,000	12,000	0
National Society Staff	25,000	25,000	0
Consultants			0
WORKSHOPS & TRAINING			
Workshops & Training	22,000	22,000	0
GENERAL EXPENSES			
Travel	18,375	18,375	0
Information & Public Relations	25,000	25,000	0
Office running costs	13,500	13,500	0
Communication Costs	22,500	22,500	0
Professional Fees			0
Financial Charges	6,000	6,000	0
Other General Expenses	10,400	10,400	0
PROGRAMME SUPPORT			
Programme Support - PSR	417,139	656,913	239,774
Total Operational Needs	1,323,924	1,724,748	400,824
Total Appeal Budget (Cash & Kind)	6,417,524	10,106,348	3,688,824
Available Ressources			
Net Request	6,417,524	10,106,348	