

# EMERGENCY APPEAL



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

Appeal no: 29 /2002

## **CUBA : HURRICANES ISIDORE AND LILI**

8 October 2002

*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 178 countries. For more information: [www.ifrc.org](http://www.ifrc.org)*

### **IN BRIEF**

***THIS APPEAL SEEKS CHF 597,000 (USD 398,000 or EUR 407,000) IN CASH, KIND AND SERVICES TO ASSIST 10,000 BENEFICIARIES FOR 6 MONTHS***

### ***Situation***

In a period of ten days in late September and early October 2002, Cuba was hit by two major hurricanes - Isidore and Lili, both Category 2 storms on the Saffir-Simpson Scale of hurricane strength - causing heavy rain and winds of over 110 mph (175kmh), with stronger gusts. The cumulative impact of these two hurricanes, which followed almost identical routes along the southern coast of Cuba before passing over the western end of the island, caused extensive damage to housing, crops, and infrastructure. It came at a time when the country was just completing its recovery from the devastation and economic setback caused by Hurricane Michelle, which battered the island in November 2001.

Hurricane Isidore made landfall over the south-west of Cuba on the afternoon of 20 September 2002, with the centre passing over the community of La Fe (40 miles - 60km - east of the western tip of the island), bringing maximum sustained winds of up to 110mph (175kmh), with storm-force winds extending outwards 145 miles (220km) from the centre. The worst affected areas were the province of Pinar del Rio and the Isle of Youth, where heavy rainfall continued over a number of days, with reports of over 25 inches (60cm) of rainfall during the first 24 hours and coastal storm surges of 8-12 feet (2.5-3.75m). Some 280,000 people were evacuated, as well as thousands of head of cattle. Serious damage was sustained to valuable tobacco stocks, with approximately half of them being affected, and 3,000 tons of citrus fruit - the economic mainstay of the area - were reported lost. Heavy rains associated with Hurricane Isidore were also reported in the central and eastern Cuban provinces of Sancti-Spiritus, Cienfuegos and the Sierra Maestra, where rivers broke their banks, sea-surges penetrated far inland, and low-lying areas were flooded.

Ten days later, while Cuba was struggling to recover from Hurricane Isidore, with the ground still saturated and the week-old flooding not subsided, Hurricane Lili appeared off the southern coast of the island and unleashed torrential rain and violent winds on precisely those regions that had been affected by Isidore. The eye of the hurricane passed about 45 miles north-east of Cabo San Antonio, with maximum sustained winds of 100 mph and tropical storm winds extending up to 140 miles from the centre. Once again, the provinces of Pinar del Rio and the Isle of Youth were submerged under heavy rains, storm surges and flooding.

As a result of Hurricane Lili, 165,830 people were evacuated - of which 86,000 were placed in 480 shelters whilst the rest took refuge with family and friends. Damage to tens of thousands of homes, and to infrastructure in the southwest of the island, previously affected by Hurricane Isidore, is now extensive and of a structural nature. Other affected areas include the provinces of Sancti-Spiritus, Cienfuegos, Gunatanamo, Santiago and Granma. Thanks to prompt and well-organised evacuation procedures and shelter management, no deaths or injuries were reported as a result of the two hurricanes. However, thousands of people remain in shelters, since over 50,000 houses were damaged by the combined impact of the two hurricanes. Many families have lost all of their household goods.

## *Needs*

In the first few days after the disaster, access to the worst affected areas in the south-west was hampered by flooding, blocked roads, downed electricity and telephone lines, and a lack of adequate radio-communications infrastructure. At the time of writing this appeal it remains difficult. However, in spite of these difficulties, the Cuban Red Cross (CRC) was able to mobilise its extensive branch network extending throughout the country, and 7,300 volunteers participated in disaster-response activities over the course of the two hurricanes. The CRC has provided on-going assistance in:

- Evacuation and search and rescue operations;
- Shelter management;
- Provision of basic food and supplies;
- Psychological support;
- First aid services;
- Damage assessment

With the arrival in Cuba of a two-person Federation team on 3 October, as CRC teams were completing initial damage and needs assessment, preparation began to draw up a preliminary list of needs for incorporation in an appeal. All necessary data was assembled by 7 October 2002. The overall goal of the operation to be undertaken through this appeal is to improve the quality of life of the population affected by Hurricanes Isidore and Lili, permitting them to return to normal living as rapidly as possible, while strengthening the capacity of the affected communities, and of the Cuban Red Cross, to respond to future disasters.

### **Immediate Needs**

**1. Search and Rescue:** The search and rescue stage of the operation in response to these two hurricanes has been completed. CRC volunteers continue to serve the needs of the evacuated persons still living in shelters, who as of 7 October numbered 4,637 in Pinar del Rio and 673 in the Isle of Youth

**2. Housing and Shelter:** Preliminary data indicates that more than 57,000 houses and dwellings have been partially or totally destroyed, of which 20,000 suffered roof damage, and 7,000 collapsed. The majority of the affected households are in poor rural areas. The CRC, drawing on its successful experience in dealing with the after-effects of Hurricane Michelle (2001), is focussing on assisting the worst-affected families, specifically those who have lost their household goods as a result of the disaster. The emphasis will be on distribution of non-food relief items and construction materials (particularly zinc roofing sheets and nails) to permit rapid repair to houses so that they can be reoccupied, speeding the return to normality in affected communities.

**3. Water and Sanitation:** Damage has been reported to approximately 60% of the water delivery network (pipes and aqueducts) in the worst-affected areas. Forty-five local delivery systems have been affected in Pinar del Rio, and eleven in the Isle of Youth. The number of chlorination plants affected in the two provinces is twelve and five respectively. Overall, 128,000 people may be without access to clean water for periods of varying length. Since distribution of potable water through a piped system is the norm, there is a lack of water storage facilities at the domestic level. The CRC has therefore prioritised the rapid distribution of water containers and jerry cans, along with chlorine tablets.

**4. Health:** Some health facilities in areas impacted by both hurricanes - including the largest hospital in the Isle of Youth - have suffered damage to structure and equipment. No further details are immediately available, but the CRC network of volunteers is continuing preventive actions such as community education on water-borne diseases to prevent and contain any outbreak of infectious illness after the flooding and disruption of water supplies caused by the hurricane.

### **Beneficiaries**

A total of 2,000 families (10,000 people) will be direct beneficiaries under the plan of action prepared by the CRC in response to Hurricanes Isidore and Lili. Of these, 1,000 families will receive assistance in the reconstruction of their houses - in particular, the repair of roofs. 1,000 families will receive non-food relief items, principally household goods and utensils, to replace property lost in the disaster. Simultaneously, the CRC will benefit through the strengthening and reinforcement of its provincial and municipal branches in the affected areas. The size and scope of the operation has been determined on the basis of initial damage reports, the implementational capacity of the CRC, the potential scale of support from the Federation and Participating National Societies, and the experience of both the Federation and the CRC in implementing similar programmes in the past (in particular, the programme in response to Hurricane Michelle in late 2001).

The operation will focus on the western province of Pinar del Rio, which was the major point of impact of both Isidore and Lili, and the eastern provinces of Granma, Santiago, and Guantanamo, all of which suffered from torrential rainfalls and flooding as both hurricanes passed along the south coast of Cuba. Specific districts will be selected in coordination with the local authorities. Beneficiaries will be chosen in coordination between the CRC and the local authorities, with an emphasis on the most vulnerable - specifically, the sick, the elderly, pregnant women, and others identified by social workers. The condition of individual houses, the time needed for repairs, and the possibility of rapid return of evacuated people to their homes is also a factor which will be taken into account.

### **Coordination**

The Federation's Regional Delegation in Santo Domingo, in collaboration with the Pan-American Disaster Response Unit (PADRU) in Panama, will coordinate the implementation of this operation through the Cuban Red Cross. At the national level, the CRC will be responsible for coordination with the civil authorities and with other agencies such as UN bodies and the Civil Defence. During the assessment mission which led to this appeal, contacts were made with relevant agencies such as UNICEF and WFP, who will be providing health and food inputs respectively to the overall relief/rehabilitation operation connected with Isidore and Lili.

## ***Proposed Operation***

### **Objectives and activities planned to reach the objectives**

This operation, agreed between the Cuban Red Cross and the Federation, will assist 2,000 families over a period of six months. It is anticipated that all programme activities, and all final narrative and financial reporting, will be complete by 1 May 2003. The operation will be implemented by the municipal branches of the CRC, with the support of the provincial branches, and under the supervision and monitoring of the CRC headquarters. CRC volunteer teams will assist in the reconstruction of the roofs and will undertake the distribution of relief goods and the dissemination of health messages.

Assuming the availability of adequate resources, the implementation of the operation will take place according to the following timetable:

(1). Weeks 1 to 8: Distribution of relief goods:

- Identification of beneficiaries
- Purchase of goods
- Distribution of goods
- Dissemination of health and hygiene messages

(2). Weeks 1 to 24: Repair of roofs:

- Identification of beneficiaries
- Purchase and shipping of roofing materials
- Distribution of materials and reconstruction of roofs

(3). Weeks 8 to 24: Strengthening the CRC Pinar del Rio branch:

- Purchase of equipment for local disaster response teams and telecommunication Equipment.
- Training
- Installation of radio equipment
- Equipment testing through simulation.

Critical factors necessary for the successful implementation of the programme within the projected timeframe will be: weather conditions are favourable to roof-repair activities, and no further natural disaster occurs in the next six months; response from international donors is adequate and timely; and reconstruction materials and relief goods are available and arrive at the programme sites rapidly

### **Relief: distribution of basic non-food items**

**Objective 1:** *To ensure rapid return to normal life for 500 families affected by the disaster, through the distribution of basic relief items and household goods.*

Under this objective, 500 most vulnerable families will be identified in the affected areas, and supplied with basic household goods including mattresses, bed-linnen, towels, kitchen sets, kerosene stoves, and water containers, permitting them to regain normal livelihood after the loss of their personal belongings during the disaster. The activities to achieve this objective will be carried out between weeks 1 and 8 of the operation.

### **Water and Sanitation**

**Objective 2:** *To ensure adequate water storage and hygienic water use for 500 families affected by the disaster, and dissemination of basic community health and hygienic information to prevent the outbreak of infectious diseases.*

Under this objective, 500 most vulnerable families will be identified in the affected areas, and supplied with water containers and chlorine tablets, as well as receiving basic hygiene messages and information on water-borne diseases from CRC volunteers. This activity will be carried out in the first eight weeks of the operation.

### **Shelter**

**Objective 3:** *To provide adequate housing for 1,000 families affected by the disaster, through the reconstruction of partially or totally destroyed houses.*

Under this objective, 1,000 beneficiary families will be identified in the affected areas, and supplied with corrugated zinc roofing sheets and nails, and assistance from CRC volunteers to help them reconstruct the damaged roofs of their houses. This programme is similar in intention to a project for the reconstruction of over 700 damaged roofs which the CRC successfully carried out with the assistance of the Federation following

Hurricane Michelle. Depending on availability, the roofing sheets may be purchased in Cuba or through the PADRU Regional Logistics Unit in Panama. The activities to achieve this objective will be completed between weeks 1 and 24 of the programme.

### **Capacity-Building of National Society**

**Objective 4:** *To reinforce the capacity of the CRC, and of the Pinar del Rio branch in particular, to respond to future disasters.*

Under this objective, the Pinar del Rio branch of the CRC, which was at the forefront of the NS response to the impact of the two hurricanes, will receive HF and VHF radio communications equipment, equipment and supplies for a disaster response team of thirty persons, first aid equipment, visibility material, computer equipment, and two motorcycles to enable communication and short-range transport in time of disaster. The activities to achieve this objective will be carried out between weeks 1 and 24 of the programme.

### **Red Cross and Red Crescent Movement -- Principles and priorities**

The CRC adheres closely to the Principles and priorities of the Red Cross and Red Crescent Movement. It is working with the Federation to implement a National Development Plan, it takes a prominent role in the international fora of the Movement such as the *Comite Regional Interamericano* (CORI), and it has provided delegates for other Federation operations. By raising the profile of the CRC, the present operation will contribute to its status as a Well-functioning National Society.

### **Media/Public Information Plan**

As the two hurricanes approached and then impacted Cuba, the Federation's Regional Delegation produced and posted a series of stories on the Federation website - three on Hurricane Isidore and one on Lili. Several Information Bulletins were also produced and posted, and all reliable information received by the Federation from various sources was posted in real time on the Disaster Management Information System (DMIS) webpage. One of the two delegates sent by the RD to Cuba on 3 October was the Regional Information and Reporting Delegate, tasked to maintain the flow of information to the media on the impact of the two hurricanes. The Federation will work closely with the CRC to ensure that media coverage of the relief and rehabilitation operation is maintained. The RD will also produce regular Operation Updates on the implementation of the programme. The CRC has an active Information Department which over the last two years has been significantly strengthened by inputs and training from the RD. One of the secondary aims of the programme will be to enhance the visibility and public profile of the CRC, which has already benefitted greatly from media coverage of its involvement in the response to Hurricane Michelle. In order to facilitate this the Pinar del Rio branch will receive visibility materials in the form of badges, stickers, tabards, and caps, to readily identify the volunteers involved in implementing the programme.

### **Capacity of the National Society**

The Cuban Red Cross is one of the oldest Red Cross National Societies in the Caribbean, having been founded in 1909. In 2002 it reported 22,400 volunteers, and 372 staff members, 27 at its headquarters in La Habana and the rest in its 14 provincial and 169 municipal branches. In recent years the Cuban Red Cross has received capacity-building inputs through the Federation's Regional Delegation in Santo Domingo, and has shown itself to be efficient in the general area of disaster response, most recently following the passage of Hurricane Michelle in November 2001. During the first nine months of 2002, the CRC implemented a widespread relief and rehabilitation programme for the victims of Hurricane Michelle, utilising resources provided by the Swiss, French, German, and Spanish Red Cross Societies, and the Federation. This programme was just terminating when Hurricanes Isidore and Lili struck the island.

The objectives outlined under this programme fit in well with the CRC's long-term plans and activities. In addition to specifically providing material assistance to reinforce the Pinar del Rio branch of the CRC, the programme foreseen in this appeal harmonises with the priorities of the National Development Plan which the CRC has evolved in consultation with the Federation. These priorities are: enhancing the CRC's capacity to respond in case of disasters, consolidate the development of the CRC throughout the national territory of Cuba in a planned manner, and raise the general profile and image of the CRC.

### **Monitoring and Evaluation**

The primary responsibility for monitoring this operation will rest with the Federation's Regional Delegation currently based in Santo Domingo, Dominican Republic, in collaboration with the Federation's Secretariat in Geneva and the Pan-American Disaster Response Unit (PADRU) in Panama. The Regional Delegation will send its Disaster Preparedness Delegate, and other delegates as necessary, to Cuba on a regular basis to ensure that the programme is being carried out according to the agreed workplan. A programme agreement will be signed between the Federation and the Cuban Red Cross ensuring regular narrative and financial reporting and providing for due notification and agreement of any planned change in objectives and activities. Monthly reporting from CRC branches to the NS headquarters in La Habana, and monthly visits by headquarters staff to the branches engaged in implementing the programme will form an essential part of monitoring activities. Evaluation of the operation will be scheduled after completion in consultation with PADRU and with the Americas and Monitoring and Evaluation Departments of the Federation's Secretariat.

### **Capacity of the Federation**

This operation falls under the mandate of the Federation's Regional Delegation in Santo Domingo, working in close collaboration with PADRU. The Regional Delegation (RD) has Disaster Preparedness, Health, and Organisational Development delegates who have Cuba as part of their areas of responsibility. In addition, the RD has a Finance and Administration Delegate and an Information and Reporting Delegate with overall regional responsibilities. PADRU has made available a Disaster Management Delegate for the assessment stage of the operation, and if it is felt that the scale and scope of the programme require a Federation delegate presence in country, this will be negotiated with the CRC. Procurement of relief items and other supplies not readily available in Cuba will be carried out by the RD through the Regional Logistics Unit (RLU) of PADRU, based in Panama, in keeping with normal Federation standards and procedures.

## ***Budget summary***

See Annex 1 for details.

*For further details please contact:*

*John Humphreys, Head of Regional Delegation, Santo Domingo ; Phone 00 1 809 567-3344 Ext.31; Fax 00 1 809 567 3595 ; email: ifrcdr08@ifrc.org*

*Leon Prop, Federation Desk Officer, Phone: 41 22 730 4258; Fax: 41 22 733 0395; email: prop@ifrc.org.*

*All International Federation Assistance 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.*

*In line with the Minimum Reporting Standards, the first operations update on this appeal will be issued within 30-days of the launch and the second will be issued over the course of the*

*operation; a final narrative and financial report will be issued no later than 90 days after the end of the operation.*

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

*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>*

Jean Ayoub  
Director  
Disaster Management and Coordination

Didier J. Cherpitel  
Secretary General

**PRELIMINARY BUDGET SUMMARY**

APPEAL No. 29/2002

**Cuba - hurricanes Isidore and Lili**

TYPE	VALUE
<b>RELIEF NEEDS</b>	<b>IN CHF</b>
Shelter & constructions	353,000
Clothing & textiles	23,000
Water and sanitation	37,000
Medical & first aid	1,000
Teaching materials	3,000
Utensils & tools	33,000
<b>TOTAL RELIEF NEEDS</b>	<b>450,000</b>
<b><u>CAPITAL EQUIPMENT</u></b>	
Vehicles	4,000
Computers	6,000
Telecom. equipment	7,000
Household furniture & equipment	2,000
Other equipment	10,000
<b><u>PROGRAMME SUPPORT</u></b>	
Programme management	40,000
Technical support	12,000
Professional services	13,000
<b><u>TRANSPORT STORAGE &amp; VEHICLE COSTS</u></b>	
	6,000
<b><u>PERSONNEL</u></b>	
Personnel (support costs)	22,000
<b><u>ADMINISTRATIVE &amp; GENERAL SERVICES</u></b>	
Travel & related expenses	8,000
Information expenses	3,000
Administrative & general expenses	14,000
<b>TOTAL OPERATIONAL NEEDS</b>	<b>147,000</b>
<b>TOTAL APPEAL CASH, KIND, SERVICES</b>	<b>597,000</b>
<b>LESS AVAILABLE RESOURCES (-)</b>	<b>0</b>
<b>NET REQUEST</b>	<b>597,000</b>