

OPERATIONS UPDATE



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

HAITI: FLOODS

9 November 2004

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. 22/04; Operations Update no. 5; Period covered: 25 October – 9 November 2004; Appeal coverage: 56.0%; ([click here to go directly to the attached Contributions List, also available on the website](#)).

Appeal history:

- Launched on 22 September 2004 for CHF 4,246,000 for 6 months to assist 40,000 beneficiaries.
- Budget revised and increased to CHF 11,673,000 (USD 9,246,529 or EUR 7,515,212) to assist 50,000 beneficiaries for 6 months.
- Disaster Relief Emergency Funds (DREF) allocated: CHF 150,000

Outstanding needs: CHF 5,135,081 (USD 4,341,900 or EUR 3,362,919)

Related Emergency or Annual Appeals: Caribbean Annual Appeal (01.51/2004); Haiti Social Unrest Emergency Appeal (07/2004) and Dominican Republic & Haiti Floods Appeal (13/2004).

Operational Summary: In spite of escalating violence in connection with the distribution of relief items, the Federation's floods response team in Gonaïves has distributed non-food relief items to 1,147 families during the last week in an operation that guaranteed a high level of security to Red Cross staff and volunteers, and to the beneficiaries. The French Red Cross Emergency Response Unit (ERU) has reached a daily distribution level of 680,000 litres of water, thus ensuring that up to 47,000 people in Gonaïves have access to clean drinking water. The number of beneficiaries now receiving drinking water far surpasses the original objective of 30,000 people. The ERU field hospital remains the only referral hospital in the Gonaïves region and the process of handing over administration of the hospital to the local health authorities has begun. Additional human resources are still needed in the field to ensure that all objectives of the emergency appeal are adequately addressed. The coverage of this operation currently stands at 56 percent. Further funds are urgently needed to ensure that all of the objectives of this emergency appeal are completed and that assistance is provided to the most vulnerable people affected by the floods.

For further information specifically related to this operation please contact:

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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>

Background

More than a month after heavy rains, brought by the passage of Tropical Storm Jeanne, caused violent flash floods in the Artibonite and North West departments of Haiti, the official death toll stands at 1,810 people, while more than 800 remain missing. Deforestation and poverty were major contributors to the high loss of life as landslides buried homes and people. It is estimated that 300,000 people in at least 8 communes in the region have been affected as a result of the devastating floods. The town of Gonaïves in l'Artibonite, with a population of around 200,000 people, has been hardest hit in terms of number of affected inhabitants. Homes and possessions were swept away, sewers and latrines overflowed and agricultural land was destroyed. It is estimated that at least half the population in Gonaïves is in need of food, water and shelter. While many families are gradually returning to their damaged homes, women and children in particular are reported to remain living in shelters set up by the Haitian authorities (la protection civile) in schools and churches. The risk of epidemics remains a concern because latrines and sewers have been flooded, leaving people without access to clean drinking water. The main hospital in the town of Gonaïves and over 90% of the private clinics were damaged by the disaster. Stagnant flood waters remain in the streets, still covered in mud and debris. Heavy machinery has been brought in to start cleaning up access roads, public spaces and private homes. It is expected that a full clean up will last between 8 and 10 months, using a workforce of 300 teams of 6-7 persons each.

The revised Emergency Appeal, launched on 5 October by the Federation, is based on the plan of action designed by the joint Federation Field Assessment and Coordination (FACT) team and Haitian National Red Cross Society (HNRCS) assessment team that conducted a four-day assessment of the affected regions. This assessment focused mostly on remote areas outside Gonaïves. The FACT team identified pockets of destruction, with a total of 3,000 affected families (15,000 people) in the communes of Pilate, Gros Morne, Bassin Bleu, Anse Rouge, Port de Paix and Ennery in need of assistance. These people had either not been identified or targeted during preliminary assessments. The plan of action prioritizes emergency relief distributions, shelter, health and water and sanitation interventions. The plan also includes activities to strengthen the disaster capacity of the HNRCS. The National Society is now facing the third consecutive disaster in Haiti in only one year. Therefore its ability to respond to future disasters must be further enhanced.

Security remains precarious, making the transportation and distribution of aid difficult. Maintenance of public order is the responsibility of the Haitian authorities. The United Nations Stabilization Mission in Haiti (MINUSTAH) has been mandated by the UN Security Council, in agreement with the present government, to help the Haitian authorities in this task. This means that the MINUSTAH is directly involved in helping to provide a minimum of security for the public, which includes being present during distributions of relief goods so as to ensure that distributions take place in the best possible conditions for everyone involved.

The international community has responded with distributions of food and water and the provision of immediate medical attention, in spite of a complex security situation. These efforts to date, however, have been insufficient to meet the needs of the population. There will also be significant needs for international support in the rehabilitation phase after the emergency period.

Operational developments

In order to respond more efficiently to the disaster, the Federation established a floods response office in Gonaïves in an old family home, which is now supplied with electricity through a generator and with internet connection. The office is situated in the same compound as the field hospital, which is jointly sponsored by the Canadian and Norwegian Red Cross Societies, and the Spanish Red Cross specialized water ERU. Gonaïves remains without electricity and piped water supplies since the electricity company (ED'H) and the water company (SNEP) have limited means to repair damaged infrastructure.

Every distribution of relief aid has become a major risk and a target for criminal acts, and has often resulted in outbreaks of violence. Until recently, these incidents were sporadic, but they now take place almost every day. During the last week, trucks have been looted or hijacked by armed persons when entering the town, leaving warehouses or approaching a distribution point. Reports also indicate that food rations are being stolen from

beneficiaries leaving distribution points. At least four people have died as a result of gunshots received during or after distributions, while others have been wounded and transported to the Red Cross field hospital. The CARE managed non-food warehouse, where most humanitarian organizations have stored relief items, has also become a target for burglary.

With the emergency period having concluded, UN humanitarian aid organizations, which have previously carried out mass distributions, will now shift to targeted distributions. During a two-week transition period (1-15 November) the organizations had still planned to carry out one daily non-targeted food distribution, accompanied by MINUSTAH. As a result of the escalating violence, however, UN agencies are considering temporarily suspending some activities for a period of time.

Red Cross and Red Crescent action - objectives, progress, impact

Emergency relief (food and basic non-food items)

Objective 1: 50,000 beneficiaries (10,000 families) will have benefited from the provision of non-food items delivered through secure distribution centres.

Progress/Achievements (activities implemented within this objective)

A total of 7,000 families in Gonaïves and 3,000 families in the outlying 7 communes have been identified by the Federation assessment as being in need of non-food assistance. Delegates and Haitian National Red Cross Society volunteers are continuing to conduct a survey in Gonaïves, physically verifying the status of each family in the most affected areas of the town, registering beneficiaries and cross-checking lists. A warehouse in Gonaïves has been identified and work has started to improve security in and around the building.

During the reporting period, the Federation team and HNRCS volunteers continued working on preparations for non-food distributions to beneficiaries identified through the survey. The Federation team, accompanied by the ICRC, conducted a series of discussions with MINUSTAH and members of the “Front pour la Reconstruction” to guarantee a full understanding and acceptance of the Red Cross presence in Gonaïves. Two carefully planned distributions in the Ca Soleil neighbourhood, which took place at a local school close to the beneficiaries’ homes, were organized in a way that guaranteed a high level of security for the Red Cross and beneficiaries before, during and after distributions. Two security perimeters were set up, manned by MINUSTAH. With the help of 30 HNRCS volunteers from the Gonaïves branch, a total of 1,219 families in Ca Soleil each received a family-sized hygiene kit, 339 families received a 10-litre collapsible jerry can and 880 families received a 20-litre collapsible jerry can.

Impact

Families who have lost most of their belongings have received much needed non-food relief items according to their needs. These first distributions, although still modest, represented a first step towards providing families with supplies that will help them to cope better and recover from the material losses they suffered as a result of the floods.

Constraints

The lack of security is hindering the Red Cross’ ability to transport relief supplies to the affected areas and to distribute goods to beneficiaries as frequently as is necessary. However, several distributions are being planned for the coming week in the Ca Soleil neighbourhood, where more than 2,000 families have been identified. The decision by CARE not to accept any more incoming goods in its warehouse, which in the past was available to all humanitarian aid organizations, has impacted on the transfer of relief supplies from the Federation’s warehouse in Port-au-Prince to Gonaïves. However, once the Red Cross warehouse in Gonaïves becomes functional, the Federation’s capacity to distribute relief items will be improved.

Objective 2: 1,400 families (7,000 people) will have benefited from the provision of food items delivered through secure distribution centres.

Progress/Achievements (activities implemented within this objective)

In the outlying communes of Ennery and Chansolme, the joint Federation/HNRCS assessment team identified some 1,400 families (within the same above mentioned 3,000 families that were identified by the Federation's assessment) whose subsistence and cash crops were destroyed and are therefore in need of food assistance. Beneficiary families for the food distribution have already been identified in the commune of Ennery, while in the commune of Chansolme the selection is still pending.

Constraints

So far, no distributions have taken place. However, food items have been requisitioned through the Pan American Disaster Response Unit (PADRU) and are expected to arrive shortly in Port-au-Prince. In addition, at the end of the reporting period two relief delegates arrived in Gonaïves, which will improve the team's ability to distribute outside Gonaïves. Additional human resources are still needed in the field to ensure that all objectives of the emergency appeal are adequately addressed.



A total of 7,000 families in Gonaïves and 3,000 families in the outlying 7 communes have been identified by the Federation assessment as being in need of non-food assistance. In spite of escalating violence in connection with the distribution of relief items, the Federation's floods response team in Gonaïves distributed non-food relief items to 1,147 families during the last week.

Shelter

Objective: 15,000 beneficiaries (3,000) families) will have benefited from the provision of shelter materials delivered through secure distribution centres.

No distributions have taken place due to the prevailing security situation and a lack of human resources in the field.

Health

Objective 1: To rehabilitate Gonaïves' only referral hospital, La Providence, serving the primary and secondary health care needs of the population.

Progress/Achievements (activities implemented within this objective)

A fully-equipped 100-bed field hospital, jointly sponsored by the Canadian and Norwegian Red Cross Societies, is in place in Gonaïves. A team of Cuban and Haitian medical staff, employees of the local La Providence Hospital, are working at the field hospital until La Providence is rehabilitated. The field hospital will then be dismantled and all medical equipment and activities transferred to La Providence Hospital. The Norwegian and Canadian Red Cross Societies have reduced their medical personnel deployed to the hospital to five administrative and technical staff. The process of handing over administration of the hospital to local health authorities is under way, the first step being the set up of La Providence administrative personnel in a tent in the Red Cross compound. In addition, a Memorandum of Understanding (MOU) has been drafted and is under discussion between the relevant Haitian Ministries and Movement components.

Impact

The population of Gonaïves and the surrounding areas now has access to primary and secondary health care services. From 14 October to 6 November the field hospital received 2,622 out-patients and attended 166 deliveries; 72 persons were admitted for care, while 30 surgeries were performed. A female ward and an air

conditioned paediatric ward have been established in a former Norwegian Red Cross tent in order to provide better conditions for patients admitted for care. The newly conditioned kitchen tent will ensure that all patients receive balanced food, prepared by local staff. These measures have led to a longer admission period for each patient and are expected ensure a better recovery.

Constraints

Statistics show a decline in the number of consultancies in the out-patient department and fewer operations performed in the hospital. It is, however, the impression of Red Cross staff that most of the injured persons in Gonaïves are being treated at the field hospital. The under utilization of the field hospital was taken up at a meeting with the local medical staff. A number of improvements were suggested in order to retain patients for the necessary recovery period and have now been implemented.

In addition, the number of local staff remains inadequate and unstable, which is making it difficult to maintain acceptable standards of care at the field hospital. In response, the Canadian Red Cross has pledged to again make available three nurses and a technician who worked at the field hospital during the first phase of its operation.

Objective 2: To reduce the impact of water/vector born diseases (typhoid, malaria and diarrhoeal diseases) in the affected areas.

Progress/Achievements (activities implemented within this objective)

The Federation and the president of the HNRCS Gonaïves branch have drawn up job descriptions for a programme officer and an assistant to coordinate the rapid-impact health promotion campaign related to water and sanitation, hygiene, basic nutrition and HIV/AIDS. A Federation health consultant has arrived in Gonaïves and will follow up with the Haitian National Red Cross Society.

Impact

HNRCS volunteers will not only deliver basic health promotion messages to beneficiaries during distributions, but will also train other volunteers.

Constraints

The training of volunteers from the Gonaïves branch and other health related activities are pending the recommendations of the health consultant and the arrival of a health delegate.

Water and Sanitation

Objective 1: To provide 450,000 litres of water in accordance with WHO water quality standards, affording 30,000 people (6,000 families) in Gonaïves with 15 litres per day.

Progress/Achievements (activities implemented within this objective)

The French Red Cross ERU team, specialized in mass water and sanitation, is now drawing water from a well instead of from a nearby river. In addition, it has established a supplementary reservoir and a fourth production line. The water unit has reached a production of between 450,000 and 680,000 litres of potable water per day, which is being distributed in Gonaïves by the French Red Cross, OXFAM and Action Against Hunger (ACF). OXFAM has taken over six of the twelve distribution points formerly operated by the French Red Cross ERU team, who continues to monitor the state of all bladders. An additional rub hall has been set up in the field hospital compound to accommodate additional water and sanitation equipment.

The focus is now on monitoring the community water committees, who are responsible for keeping the area at the water points clean and ensuring distribution of water in an orderly and equitable manner. A team of three community leaders is responsible for each distribution point.

Impact

The present amount of potable water being distributed to the affected population in Gonaïves is sufficient to provide a population of 30,000-45,000 people with 15 litres of clean water per day. In addition, the communities themselves have been empowered to take responsibility for distributions in their area.

Constraints

Although production capacity is at its maximum, more water tankers are needed to ensure distribution on Sundays and holidays, when truck drivers only work half day, or when trucks break down. In addition, the prevailing security situation at times makes distributions difficult. The HNRCS volunteers, who are being trained by the ERU team and the Federation water and sanitation delegate, are not yet ready to manage the plant alone without further training and supervision. The two remaining French ERU staff have extended their mission in Haiti in preparation for a smooth hand over of the water unit to the Federation. A number of tasks are still pending, such as contracts, job descriptions for local staff, stock taking and accounts.

Objective 2: To improve the transport and storage capacity at household level of clean water for 50,000 people (10,000 families)

Progress/Achievements (activities implemented within this objective)

During the period covered by this operations update, distributions were carried out in the Ca Soleil neighbourhood in Gonaïves, during which 880 families each received one collapsible 20-litre jerry can and 339 families received one collapsible 10-litre jerry can.

Objective 3: To supply the Gonaïves field hospital and living compound with sufficient water that is in accordance with the WHO standards for quality water.

Progress/Achievements (activities implemented within this objective)

The Federation-deployed Spanish Red Cross specialized water and sanitation ERU continues to supply the hospital with approximately 40,000 litres of high quality water per day. The hospital area is fumigated each morning and showers and latrines disinfected. Waste is collected and burned in the incinerator at the former referral hospital, La Providence. A team of four HNRCS volunteers have been trained in vector control, disinfection and waste disposal and are now carrying out this job without supervision. In addition, the same four volunteers are being trained in the daily running and maintenance of the complete unit with a view to taking over most responsibilities when the remaining ERU team members leave at the end of November. One Spanish Red Cross ERU team member will remain in Gonaïves until the end of November to follow up on training.



The Spanish and French Red Cross ERUs are providing much needed water to affected communities and to the field hospital in Gonaïves, and are also training local volunteers.

Additional tap stands and latrines have been established on the hospital's grounds, close to the reception area. Two tap stands have been set up in the streets outside the Federation's office building and the hospital compound to serve the needs of its neighbours.

Impact

High quality water, as well as healthy surroundings, have been ensured for the hospital and for staff living quarters. Neighbours to the Red Cross compound are benefiting from access to clean drinking water. HNRCS volunteers have acquired new skills enabling them to operate the ERU unit, with the support of a Federation water and sanitation delegate.

Constraints

In addition to supervision and further training, activities such as administration, logistics and coordination with other agencies will become the responsibility of a Federation water and sanitation delegate. At the time of writing,

the only Federation water and sanitation delegate is completing his mission, leaving the Federation's floods response office without sufficient human resources.

Objective 4: To provide materials and technical assistance in latrine reconstruction for 1,000 families living in areas where the risk of uncontrolled disease is high.

Progress/Achievements (activities implemented within this objective)

The Federation assessment identified the need to reconstruct latrines in order to avoid additional water contamination. There are, however, two major obstacles which have postponed the construction of latrines:

- The water table is still very high. Digging the usual type of latrines is hence not an option for the time being and would only contribute to further contamination. Elevated latrines are very expensive and it has therefore been recommended this component of the appeal is put on hold until soil saturation decreases.
- The rehabilitation of latrines is perceived by the affected population as a secondary priority when compared with the urgent need to rebuild destroyed or damaged homes.

The health/hygiene informational campaign scheduled to accompany these activities has also been postponed until more urgent needs have been adequately addressed. A water and sanitation consultant has been deployed for a month to the Federation in Gonaïves with a view to undertake an assessment and present a plan of action for this objective.

Strengthening of Response Capacity

Objective: To reinforce the HNRCS with its mandate to respond to catastrophes within a country with a fragile political context and during the hurricane season.

During this phase, the focus of the relief operation is on the immediate needs. Activities to strengthen the capacity of the HNRCS will be undertaken once the emergency relief phase of the operation has been completed and resources can be dedicated towards rehabilitation.

Federation Coordination

From the onset of the disaster, the Federation, the ICRC and Partner National Societies in Haiti have coordinated their support to the Haitian National Red Cross Society in order to agree on a framework for the operation and to avoid duplication of efforts. In Port-au-Prince, the ICRC is also being consulted daily in connection with the security situation. At the field level, a close working relationship with ICRC has been established. The ICRC escorts Federation vehicles in and out of Gonaïves and is supporting the Federation in the design of evacuation plans. In addition, the Federation is ensuring close cooperation with UN agencies and other external partners in its effort to make the best use of available resources. In Port-au-Prince, as well as in Gonaïves, the Federation is participating in the OCHA/UNDP coordination meetings, which take place every two days. A summary of the revised appeal was prepared for the UN agencies, giving short and concise information, with a clear distinction between intended activities in Gonaïves itself and the seven outlying communes.

In the field, the Federation-deployed Spanish Red Cross specialized water and sanitation ERU is participating in coordination meetings with other water and sanitation actors, such as the French Red Cross, OXFAM, Action Against Hunger (ACF), CARE and the local water agency (SNEP). In addition, the field hospital's Norwegian Red Cross administrative staff, the ICRC delegate deployed to Gonaïves and the French Red Cross delegates have been accommodated at the Federation's flood response office.

Red Cross and Red Crescent Movement -- Principles and initiatives

- Relief activities being carried out are based on the Fundamental Principles of the Red Cross and Red Crescent Movement.
- Beneficiary selection criteria focus on the vulnerability of those affected
- Relief operations are being conducted with respect for the culture of beneficiaries, ensuring gender sensitivity and prioritizing assistance to children and the elderly.

- Activities are based on the SPHERE Project humanitarian charter and the code of conduct for emergency response.
- Transparency is being ensured through the production of regular reports and news bulletins.
- All objectives put forward in the appeal are 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 expects to leave the affected communities and the National Society better organized and prepared for disasters. As a first step, the participation of branch volunteers in activities such as conducting surveys, distributing relief supplies, installing and maintaining water supplies and the training of trainers in health related issues has provided volunteers with additional skills and capacities to respond to disasters.

Communications – Advocacy and Public Information

The provision of information influencing public opinion regarding the Red Cross is a key activity. A reporting and information delegate is in Haiti, and a number of media interviews have been given by both the delegate and the Federation representative in Haiti. News articles concerning the disaster have been placed on the Federation's website and a press release was issued on 5 October concerning the launch of the Federation's revised Emergency Appeal. In addition, the Federation has facilitated contacts between the field hospital administrators and local media.

[Contributions list below; click here to return to the title page.](#)

Haiti - Floods (hurricane Jeanne)

ANNEX 1

APPEAL No. 22/2004

PLEDGES RECEIVED

09/11/2004

DONOR	CATEGORY	QUANTITY	UNIT	VALUE CHF	DATE	COMMENT
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CASH

REQUESTED IN APPEAL CHF ----->				11,673,000	TOTAL COVERAGE 56.0%	
AMERICAN - PRIVATE DONOR		15,000	USD	18,967	28.09.04	
AMERICAN - PRIVATE DONORS				126	07.10.04	
BELGIAN - GOVT/RC		8,409	EUR	12,959	22.09.04	PROGRAMME SUPPORT
BERMUDA - RC		20,000	USD	25,290	12.10.04	
BRITISH - RC		40,000	GBP	91,440	28.09.04	
BRITISH - GOVT/DFID		147,059	GBP	336,177	18.10.04	RELIEF NEEDS, OPERATIONAL NEEDS
CANADIAN - RC		50,000	CAD	46,900	20.09.04	ASSESSMENT MISSION
CANADIAN - GOVT/CIDA/HAPS		200,000	CAD	187,600	24.09.04	
IRISH - GOVT		150,000	EUR	232,875	06.10.04	
JAPANESE - RC		111,400	USD	140,865	01.10.04	
LUXEMBOURG - RC		50,000	EUR	77,625	21.10.04	
MONACO - RC		8,000	EUR	12,420	11.10.04	
NETHERLANDS - RC		529,412	EUR	809,736	29.10.04	OPERATIONAL COSTS, RELIEF ITEMS
OFDA/USAID		990,000	USD	1,200,000	23.09.04	
SWEDISH - GOVT		1,000,000	SEK	167,500	27.09.04	
SWISS - RC				42,781	28.10.04	
SWISS - RC				6,999	27.10.04	
SWISS - PRIVATE DONORS				11,541	29.09.04	
ANMWE POU AYITI				5,000	11.10.04	
WHO STAFF				4,000	30.09.04	
SUB/TOTAL RECEIVED IN CASH				3,430,801	CHF	29.4%

KIND AND SERVICES (INCLUDING PERSONNEL)

DONOR	CATEGORY	QUANTITY	UNIT	VALUE CHF	DATE	COMMENT
BELGIAN - GOVT		257,214	EUR	396,367	22.09.04	PURIFICATION TABLETS, JERRYCANS, BLANKETS, PLASTIC SHEETING, FAMILY TENTS
FRENCH - RC/GOVT/ECHO/VEOLIA		785,000	EUR	1,209,685	24.09.04	DIRECT ASSISTANCE: MEDICAL KITS, BLANKETS, JERRYCANS, KITCHEN SETS, LAMPS, TARPAULINS, HYGIENE KITS, STOVES, 5 DELEGATES, ERU LOGISTICS AND WATER DISTRIBUTION & TRUCKING
SPANISH - RC		849,981	EUR	1,319,595	20.10.04	DIRECT ASSISTANCE: TOYOTA HILUX, WATER TTT PLANTS, JERRY CANS, HYGIENE KITS, FOOD RATIONS, ERU LOG, WATSAN, 10 DELEGATES
SWISS - RC				181,471	27.10.04	REHYDRATION SALT, EMERGENCY HEALT KIT, WATER PURIFICATION TABS. MOSQUITO NETS, COOKING EQUIPMENT, TRANSPORT

Haiti - Floods (hurricane Jeanne)

ANNEX 1

APPEAL No. 22/2004

PLEDGES RECEIVED

09/11/2004

DONOR	CATEGORY	QUANTITY	UNIT	VALUE CHF	DATE	COMMENT
SUB/TOTAL RECEIVED IN KIND/SERVICES				3,107,118	CHF	26.6%

ADDITIONAL TO APPEAL BUDGET

DONOR	CATEGORY	QUANTITY	UNIT	VALUE CHF	DATE	COMMENT
SUB/TOTAL RECEIVED				0	CHF	