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Emergency Plan of Action (EPoA) Saint Lucia / Americas: Floods

 International Federation
of Red Cross and Red Crescent Societies

DREF Operation	Operation n° MDRLC002; Glide n° FL-2013-000159-LCA
Date of issue: 03 January 2014	Date of disaster: December 24 2013
Operation Manager: Anna-Maija Beloff	Point of contact: Terencia Gaillard, Director General of Saint Lucia Red Cross
Operation start date: 25 December 2013	Expected timeframe: 03 January 2014 to 03 April 2014
Overall operation budget: 137,894 Swiss francs	
Number of people affected: 170,000 people	Number of people to be assisted: 1,054 families (~5,270 beneficiaries) with targeted distribution based on specific needs.
Host National Society presence: 8 members of the National Intervention Team (NIT), 20 members of the Community Disaster Response Team (CDRT), 5 staff members and 200 volunteers.	
Red Cross Red Crescent Movement partners actively involved in the operation: The Regional Intervention Platform for the Americas and the Caribbean (PIRAC) of the French Red Cross, Barbados Red Cross Society	
Other partner organizations actively involved in the operation: National Emergency Management Office (NEMO), Ministry of Health (MoH), Water and Sewage Company (WASCO)	

A. Situation analysis

Description of the disaster

On 24 December 2013 severe rains and high winds due to a Low Level Trough System passing through the Eastern Caribbean, impacted the islands of Dominica, Saint Lucia and Saint Vincent and the Grenadines. The Meteorological Office of Saint Lucia recorded 171.1 mm of rain fell within a 24 hour period, ending at 8:50 am on December 25th, 2013. As a result, the communities of Canaries, Anse-La Raye, Vieux Fort and Bexon/Marc in Saint Lucia were directly affected by severe flooding and landslides, which caused the failure of communication networks, inaccessibility of road networks and a general loss of water supply on the entire island. At the moment, six fatalities have been reported as result of the weather system. The main bridge between the communities, Canaries and Soufrierie collapsed during the flooding, disrupting the movement between the two communities. Currently the Ministry of Communications, Works, Transport and Public Utilities is working with community members of Canaries to install a temporary bridge to alleviate the road network problems.

Due to the floods, approximately 1,200 people were evacuated into shelters on the onset of the emergency. Although a number of them returned to their homes after the first night, on 25 December there were still 30 elderly people in a collective centre in Canaries, an additional 25 people in Anse La Raye, and 120 people in Vieux Fort.

No national emergency was declared on the island, however a report from the Caribbean Emergency Disaster Management Agency (CEDMA) stated that the National Emergency Management Office (NEMO) had activated their national disaster management plans and opened an Emergency Operations Centre (EOC). NEMO identified in their assessment a need of water distribution for 170,000 people during the initial days, as well cleaning supplies and vector control in the affected areas. Based on assessments conducted by the Saint Lucia Red Cross, 1,054 families need support. Overall, initial distributions by agencies and organisations covered the immediate needs of those affected: safe water, non-food items such as hygiene kits, cleaning kits, gloves, jerry cans, mattresses (only in collective centres) and blankets, clothing and food parcels.

As water system collapsed due to flooding, the government supported with water trucking. Due to the limited availability of these trucks during the first days of disaster, many people were initially depended on the nearby river for their safe water needs, increasing the risk of water borne diseases. Although, the National Water Agency, Water and Sewerage Company Limited (WASCO) is working on restoring the water supply on the island, some communities still lack water services. At the moment, however, water trucking is on-going and water distribution is no longer a need.

The rains have continued after Christmas days' flooding, increasing the amount of pools and ponds that can become breeding sites of mosquitos. As there is a high risk of vector borne-borne diseases, the Saint Lucia Red Cross is in contact with the Ministry of Health to ensure information exchange on health matters.



Cleaning of houses and streets after 25 December floods in Saint Lucia. Photo by Saint Lucia Red Cross.

Summary of the current response

Overview of Host National Society

Saint Lucia Red Cross (SLRC) has total of 36 members of the National Intervention Team (NIT), 180 Community Disaster Response Teams (CDRT), 5 staff members and 200 volunteers on active status. Of these, 8 NITs, 20 CDRTs, and all the staff and volunteers were part of the current response operation, as of 1 January 2014.

On 25 December 2013 the SLRC conducted rapid needs assessment in the areas of Canaries, Anse la Raye, Bexon, Marc, Vieux Fort, Riverside Road, March and, Corinth, Belle and Millet, all affected by the rains. This action was supported by 22 volunteers, 5 staff members, 12 NIT members, 6 Community Disaster Response Team (CDRT) and 9 community volunteers. It must be noted that the contribution of the CDRT members was essential to the process of the rapid needs assessment.

The SLRC was able to respond effectively, and meet the immediate needs of the affected people with the support of two pre-positioned Tropical Mobile Storage Units (TMSU) stocked with Non-Food Items¹. Relief distributions of non-food items by the SLRC started immediately after their assessments, reaching 1,054 families.

Affected Area	Number of families Affected	Buckets	Blankets	Jerry cans	Kitchen sets	Hygiene kits	Cleaning kits
Anse-la-Raye	300	300	500	100	0	300	210
Bel Air	6	0	24	6	6	6	0
Bexon/Marc	300	160	610	80	0	300	250
Vieux Fort (Bruce Ville)	180	0	315	0	0	180	110
Vieux Fort (La Resource)	30	0	60	0	0	30	0
Canaries	210	0	460	110	0	300	300
Castries Bassin (Riverside Road)	28	0	58	0	0	21	0

¹ The TMSUs were supported by the Japanese Red Cross under the Caribbean Pre-Positioning Project 2010-2011.

and Marchand)							
TOTAL	1,054	460	2,027	296	6	1,137	870
To be replenished by this DREF		460	2,027	296	6	1,137	660

Table 1: number of families affected and the needs-based distribution in the above mentioned communities:

Food parcels have been received as local donations and will not need to be replenished through the DREF. Additionally, a total of 3,162 mosquito nets (3 mosquito nets per family, as stated by Sphere Standards) will be mobilized with this DREF as vector-borne diseases remains a concern and the product is not available on the island.

To date, the SLRC has finalised conducting assessments of affected families. The distribution in the communities of Anse-la-Raye took place on 29 December 2013 and on 30 December on Bexon. A different group of volunteers conducted assessments in the communities of Canaries and Vieux Fort, and final distribution there was done on 31 December 2013.

Overview of Red Cross Red Crescent Movement in country

The American Red Cross is working with Saint Lucia Red Cross on the disaster risk reduction programme “Saving lives in the Caribbean through Preparedness” that have supported the training of the *CDRT*. However, they were not directly involved in the response operations as of 1 January 2014.

Movement Coordination

The International Federation of Red Cross and Red Crescent Societies' (IFRC) Pan-American Disaster Response Unit (PADRU) deployed a Logistics Officer from the Caribbean Regional Representation Office to Saint Lucia to support the operation, while the Americas Zone Office is assisting with the overall logistics. A regional disaster manager from PADRU has coordinated the overall response in all the affected islands, from Saint Vincent and the Grenadines.

The Regional Intervention Platform for the Caribbean (PIRAC) of the French Red Cross, through PADRU, coordinated the deployment of one container from Martinique to Saint Lucia, provided by the Martinique Regional Council, in association with local organizations in Martinique. The items sent were 100 mattresses, toys for children and various non-food items (e.g.: cleaning material and dry goods.).

The Barbados Red Cross has supported the St. Lucia operation with donations from private companies, coordinated under the overall Red Cross response. By 1 January 2014 the following items were dispatched: 21 cases of water, baby diapers, food items (e.g.: noodles, canned food, biscuits for children) and toothpaste.

Overview of non-RCRC actors in country

Partnership between the Saint Lucia Red Cross and Digicel (regional mobile telecommunication network) was established, and will focus on the procurement and distribution of food parcels for families affected in the areas of Anse-la-Raye, Canaries and Bexon. The SLRC has also collaborated with NEMO on the distribution of food parcels. Besides the food parcels, Digicel has also donated 1,000 bottles of water and cleaning kits for 210 families.

Karibe Cable, a private company, have been providing transportation services for the Saint Lucia Red Cross using three trucks to support the mobilization of volunteers into the affected areas, as well as for the distribution of relief supplies to the affected communities. Additionally, the Communication Company Flow has repaired internet service for free and provided three vans to the SLRC for the initial phase of the response.

The Caribbean Emergency Disaster Management Agency (CDEMA) deployed a team of three officers from its Coordination Unit to assess the situation on the island and provide on-the-ground technical assistance to the National Emergency Management Office (NEMO), in fulfilling their mandate to the people of Saint Lucia.

Additional humanitarian aid was provided to the government of Saint Lucia by the Government of the Republic of Trinidad and Tobago within the first 24 hours of the disaster, as well as aid from other governments in the region, such as Antigua and Barbuda.

The Food and Agriculture Organisation (FAO) has provided a grant to the Government of Saint Lucia to assist with recovery in the agricultural sector. Meanwhile, the United Nations Children's Fund (UNICEF) provided hygiene kits for babies and adults and water purification tablets to the National Emergency Management Office for distribution in the most affected areas. In addition, the Pan-American Health Organisation (PAHO) put together a technical support team

that will be placed on stand-by to support health assessments. This team will also support the countries in preventing the spread of vector-borne diseases, particularly chikungunya² and dengue if needs arise.

Needs analysis, beneficiary selection, risk assessment and scenario planning

Based on the assessment conducted by the Saint Lucia Red Cross National Society in the communities of Anse-la-Rayé, Canaries, Bexon/Marc, Millet, Marchand, Bel Air, Vieux Fort (La Resource and Bruce Ville) and Riverside Road and (Castries), a total of 1,054 vulnerable families were affected from the impact of the storm due to their proximity to rivers. The SLRC is using the results of detailed assessments to determine which items may be required by each family and conduct a targeted distribution.

The affected families identified and targeted had the following characteristics:

- houses severely affected due to its location on the riverside
- low-income
- single headed households with children,
- elderly and disabled people,
- household with large number of children.

Canaries and Anse-la-Rayé are all low-lying coastal communities bordering two major rivers which are sourced from the inland forests. Anse-la-Rayé in particular, is located between two major rivers, facing the Caribbean Sea. Bexon, the other major affected community, lies on an area where a major river is passing directly through the community to meet the sea. This area has been the banana plantation belt of the island which has past years drastically declined in crop production. From the overall seven communities targeted by this DREF operation, these three communities are still undergoing recovery from the wrath of Hurricane Tomas which devastated the island and their households on 30 October 2010.

The residents of both Anse-la-Rayé and Canaries face socio-economic issues and have been identified as the poorest communities on the island based on data provided by the Statistics Department of Saint Lucia. Some of the issues identified are teenage pregnancy, prostitution, alcoholism and abuse, all caused by an extremely high level of unemployment. There is a large number of single parent families, headed by women, as well as elderly living on their own relying on community members for survival and care.

Many residents of the Canaries and Anse-la-Rayé travel to other communities, including the nearest major town of Soufrière, in search of employment. They also depend on tourists travelling through the community en route to Soufrière that purchase souvenirs, local meals and delicacies. The major access route to Soufrière was destroyed by flood waters, reducing the level of travel and economic activity.

B. Operational strategy and plan

Overall objective

The overall objective of this operation is to meet the immediate needs of 1,054 families in Canaries, Anse-La Rayé, Vieux Fort and Bexon/Marc and Castries Bassin (Riverside Road and Marchand), as well as contributing in the reduction of the risk secondary hazards such a vector and water-borne diseases.

Proposed strategy

The current operation is developed as a two-level strategy. First, the immediate response, assessment and distribution of relief items and second, the reduction of secondary health hazards.

The Saint Lucia Red Cross volunteers and community disaster response teams have already concluded assessments and distribution in the communities with the support of the TMSU and the current DREF operation will replenish the resources used thus far, as presented on Table 1. For the control of vector and water borne diseases, the National Society plan a vector prevention campaign as well as hygiene promotion in each target communities.

To ensure a two-way communication with beneficiaries, a feedback mechanism (e.g.: community meetings) will be coordinated and arranged. Additionally, a complaint feedback mechanism through bulletin boards will be established by the Red Cross in each of target communities. These boards will be managed by CDRTs who will channel the information the headquarters of the Saint Lucia Red Cross. Also, a beneficiary satisfaction survey will be done with 215 families (20% of total number of families receiving aid) one month after the start date of operation. For lessons

² Chikungunya fever (CHIK) is an emerging, mosquito-borne disease caused by an alphavirus, Chikungunya virus (CHIKV). The disease is transmitted predominantly by *Aedes aegypti* and *Ae. albopictus* mosquitoes, the same species involved in the transmission of dengue. Source: [PAHO](#)

learned purposes, a 2-day workshop will be done in March, before end of operation with volunteers, staff, NITs, CDRTs and beneficiaries. The workshop will be supported by regional DM coordinator.

Operational support services

Human resources

The operation will be completed by SLRC volunteers with the support of SLRC CDRT, NIT and RIT members. To date, 200 volunteers have been mobilized for assessments, distributions, communications and the daily function of the National Society. For these volunteers, meals and travel costs will be covered. SLRC vehicles will be used to ensure safety in volunteer transportation. In addition, mobile phones will be used for volunteers to keep in communication with headquarters while out in the field and pre-paid phone credit will be provided to ensure their operational safety.

Due to the limited human resources available for reporting at the National Society, a Regional Intervention Team member (2 months) will be deployed with the support of the Canadian Red Cross to capture the work that is being done under the DREF operation. The Communications focal point for the Red Cross will also work with the RIT to ensure that there is inclusion of certain vulnerable groups and that all beneficiaries are satisfied and can provide feedback for improvement.

One full time Operations Manager will be required to coordinate and manage the requirements of the DREF mechanism and will work closely with NEMO, the National Disaster Agency, as well as other in-country actors. This person will also be responsible for the management of the volunteers and ensuring that timely financial and narrative reporting is completed.

Logistics and supply chain

The plan is to distribute food parcels, soap, hygiene kits, hygiene promotion and dengue prevention materials, mosquito nets, jerry cans, buckets and water purification tablets (aqua tabs), according to the needs in the affected areas. These items came from pre-positioned stock in Saint Lucia. Most items will be replenished by the Global Logistic Service in the Americas Zone Office, the Zone Logistics Unit, located in Panama. However, the cleaning kits will be procured locally. The food items distributed were received as donations and will not require replenishment under this DREF operation.

Karibe Cable, (private cable television company) provided three panel van vehicles with drivers readily available to support the relief distributions in the communities. However this arrangement is temporary and the SLRC is currently seeking other suppliers for transportation services to continue assisting the operation. As such, it is assessing the option of renting vehicles which will be covered under this DREF operation.

Information technologies IT

The use of mobile phones continues to be the primary method to contact volunteers, CDTR members, and affected communities, as well as to communicate with NEMO and PADRU. Mobile phone and relevant phone costs from National Society (especially international phone calls to Trinidad and Tobago/CRRO and Panama/AZO) are to ensure the sustainability of communication throughout the operation.

Communications

Persons from both local and regional media have been contacting the National Society to get information on the response situation, and the National Society's communications focal point has issued a press release. Also, the focal point has visited Anse-la-Rayé and Canaries to conduct interviews with beneficiaries, and he will work alongside the RIT to develop a beneficiary communication strategy for this operation. As per DREF guidelines the SLRC has issued a DMIS report.

Security

Currently there are no serious security concerns for this operation as the SLRC was active within these communities and has built a high level of trust and goodwill with the community members. However, it must be mentioned that there was a fire at the headquarters of the SLRC on 25 December and part of their warehouse facility and an ambulance vehicles were destroyed.

Planning, monitoring, evaluation, & reporting (PMER)

For reporting support purposes, a RIT with reporting skills will participate in the operation. Part of his/her duty is working alongside the National Society to ensure an interim report (1-month operation update) and final report are completed on time. Additionally, a disaster management reporting or finance delegate mission will be scheduled for end of January or the beginning of February to support the implementation of the work plan and first reporting requirements of the operation, as well as the beneficiary satisfaction survey schedule for that time. Finally, on the last week of March a lessons learned workshop will be held to support closure of operations.

Administration and Finance

SLRC administration and finance costs are according to DREF guidelines and as such do not cover structural and annual normal office costs, and only limited to support the DREF operation work plan of 3 months. Same is for IFRC costs that are supporting human resources and materials for PMER/Finance purposes of the operations. The Regional DM coordinator based in Trinidad and Tobago will act as operation manager and work closely together with SLRC.

C. DETAILED OPERATIONAL PLAN

Quality programming / Areas common to all sectors

OBJECTIVES	INDICATORS												
Outcome 1 SLRC has an integrated emergency response plan of action that has been designed in consultation with key stakeholders	1. Plan of Action finalized 2. # of meetings with stakeholders												
Output 1.1 Detailed damage and need are carried out in affected areas of Anse-la-Ray, Canaries, Bexon/Marc, Bel Air, Vieux Fort ((La Resource and Bruce Ville) and Riverside Road and Marchand (Castries) (7 areas)	1.1.# Number of assessments related to emergency and recovery responses												
Activities	Week	1	2	3	4	5	6	7	8	9	10	11	12
1. Assessments of affected areas performed.													
2. Registration of most vulnerable families.													
3. PoA developed and submitted to PADRU.													
Output 1.2 Key decisions about the operation are informed by consultation of the affected people	1.2.a. # of beneficiaries consulted throughout the implementation of the operation 1.2.b. # of beneficiary representatives participating in lessons learned workshop												
Activities	Week	1	2	3	4	5	6	7	8	9	10	11	12
1. Beneficiary communications mechanisms are used during programme planning in order to ensure beneficiary participation and accountability.													
2. Carry out a beneficiary satisfaction survey													
3. Regional DM and/or reporting/finance mission in country for finance/PMR purpose.													
4. Organising lessons learned workshop.													

Health & care

Needs analysis: As vector borne disease, particularly dengue, were a concern in the region even before the floods, there is need to step up the dengue prevention campaigns to minimise the risk of secondary hazards in the affected areas that have saturated soils, stagnant water, mud and overall poor sanitation.

Population to be assisted: 1,054 families targeted directly and indirectly all the community members living in the affected areas of Anse-la-Ray, Canaries, Bexon/Marc, Bel Air, Vieux Fort (La Resource and Bruce Ville), Riverside Road and Marchand (Castries)

OBJECTIVES	INDICATORS
Outcome 1: The immediate risks to the health of affected populations are reduced.	1. # cases of dengue reported in the clinics of affected areas
Output 1.1 1,054 families are reached with epidemic control measures	1.1.a. # of mosquito nets distributed in target areas 1.1.b. # of volunteers trained in Epidemic

Activities Week	Control for Volunteers (ECV)											
	1	2	3	4	5	6	7	8	9	10	11	12
Training/refresher training on Epidemic Control for Volunteers (ECV) for volunteers from each of the 7 targeted areas												
Distribution of mosquito nets to targeted families in each community – total of 1,054 families												
Production of awareness raising material on vector-borne diseases (dengue) -IFRC materials reproduced with MoH logo												
Cleaning campaigns of vector breeding sites alongside community members and teams from the MoH												
Public awareness-raising campaigns through community outreach for dengue prevention in collaboration with the Ministry of Health												

Water, sanitation and hygiene promotion

Needs analysis: As mentioned before, one of the main needs is the prevention of diseases. The risk of water related diseases, such as diarrheic ones, could increase with the current difficulty to access safe water and the accumulation of mud and stagnant waters. Therefore, families that lost their belongings on the flood and landslide were provided with hygiene and cleaning kits, as well as with jerry cans and bucket to safely store the water distributed by the authorities. The DREF will be supporting the replenishment of these items. Additionally, although not part of the DREF, water bottles from private donations will be also provided in the areas where water trucking is insufficient or inaccessible. To reduce the negative impact of increase number of plastic bottles, the National Society will work on a recycling programme with the communities. The National Society will also carry out hygiene promotion campaigns alongside the Ministry of Health

Population to be assisted: 1,054 families directly targeted with selective distribution of 1,137 hygiene kits (with large families receiving more than one kit), 660 cleaning kits, 296 jerry cans, and 460 buckets. All community members of the affected area of Anse-la-Ray, Canaries, Bexon/Marc, Bel Air, Vieux Fort (La Resource and Bruce Ville), Riverside Road and Marchand (Castries) will be directly or indirectly reached with the promotion campaigns.

OBJECTIVES	INDICATORS											
Outcome 1: Immediate reduction in risk of waterborne and water related diseases in targeted communities.	1. # of households that have increased their capacities in better hygiene through training											
Output 1.1 At least 5,000 people are reached with non-food items and promotion of better hygiene practices.	1.1.a. # of people reached with hygiene promotion 1.1.b. # of families reached with hygiene kits, cleaning kits, jerry cans and buckets											
Activities Week	1	2	3	4	5	6	7	8	9	10	11	12
Training of volunteers in coordination with MoH teams in hygiene promotion												
Printing of IEC materials (flyers, posters) on proper hygiene practices in collaboration with the MoH.												
Community mobilization and outreach on proper hand washing using soap and water with MoH teams												
Distribution of soap to the affected communities with MoH teams												
Distribution of hygiene kits and cleaning kits												
Distribution of jerry cans and buckets for safe water storage												
Recycling for plastic water bottles arranged with CDRTs assistance.												

Shelter and settlements (and household items)

[illegible]

Budget

Please see the **attached** budget in the next page.

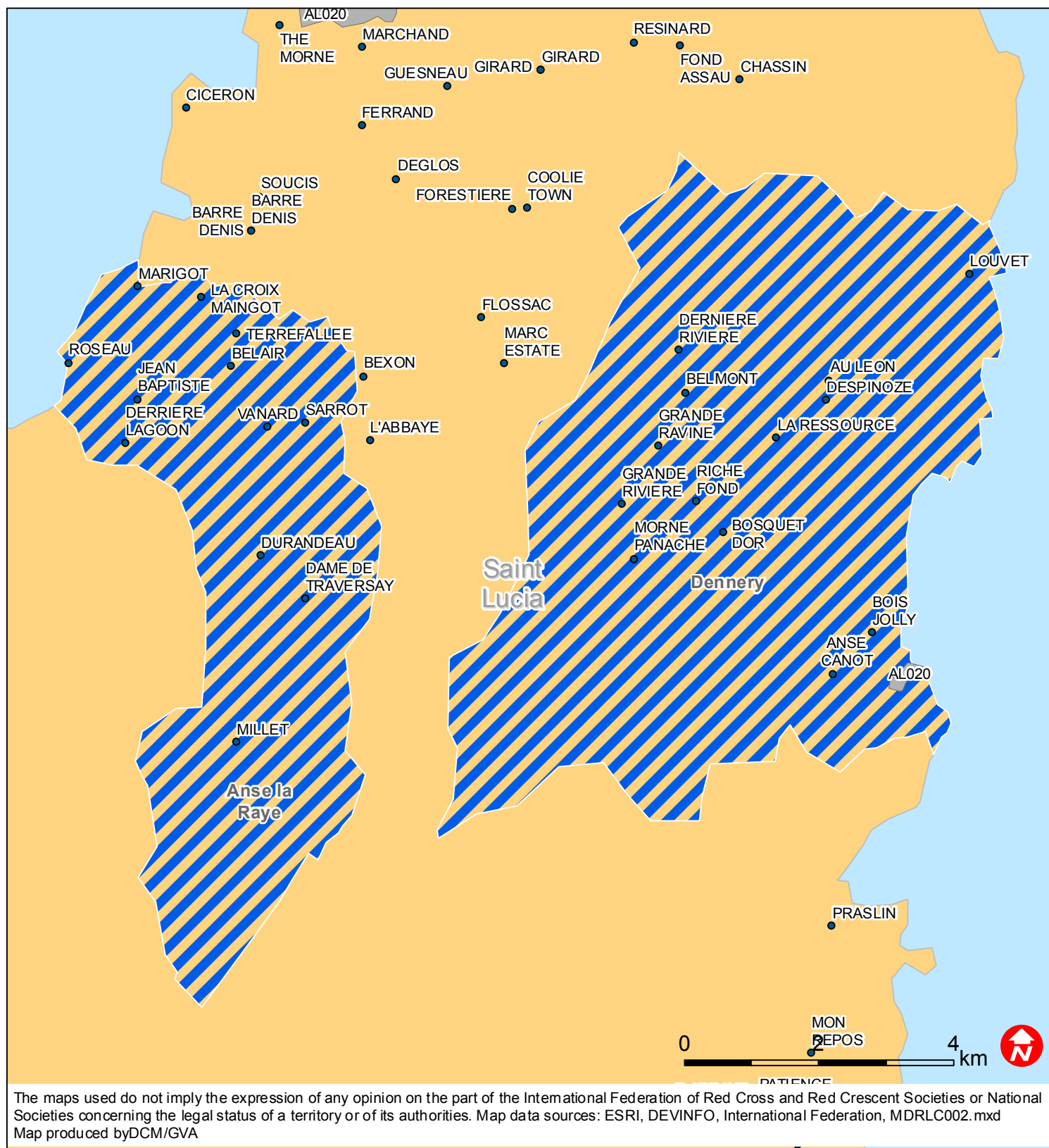
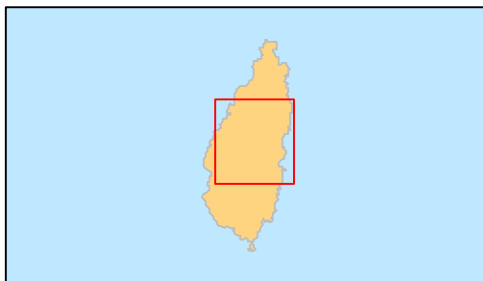
MDRLC002 Saint Lucia - Floods

3-Jan-14

Budget Group	Multilateral Response	Inter-Agency Shelter Coord.	Bilateral Response	Appeal Budget CHF	Expenditure CHF
Shelter - Relief	0			0	0
Shelter - Transitional	0			0	0
Construction - Housing	0			0	0
Construction - Facilities	0			0	0
Construction - Materials	0			0	0
Clothing & Textiles	29,481			29,481	0
Food	0			0	0
Seeds & Plants	0			0	0
Water, Sanitation & Hygiene	8,802			8,802	0
Medical & First Aid	0			0	0
Teaching Materials	18,669			18,669	0
Ustensils & Tools	3,083			3,083	0
Other Supplies & Services	26,749			26,749	0
Emergency Response Units	0			0	0
Cash Disbursements	0			0	0
Total RELIEF ITEMS, CONSTRUCTION AND SUPPLIES	86,784	0	0	86,784	0
Land & Buildings	0			0	0
Vehicles Purchase	0			0	0
Computer & Telecom Equipment	0			0	0
Office/Household Furniture & Equipment	0			0	0
Medical Equipment	0			0	0
Other Machinery & Equipment	0			0	0
Total LAND, VEHICLES AND EQUIPMENT	0	0	0	0	0
Storage, Warehousing	0			0	0
Distribution & Monitoring	8,343			8,343	0
Transport & Vehicle Costs	4,445			4,445	0
Logistics Services	3,112			3,112	0
Total LOGISTICS, TRANSPORT AND STORAGE	15,900	0	0	15,900	0
International Staff	0			0	0
National Staff	0			0	0
National Society Staff	4,890			4,890	0
Volunteers	8,302			8,302	0
Total PERSONNEL	13,191	0	0	13,191	0
Consultants	0			0	0
Professional Fees	0			0	0
Total CONSULTANTS & PROFESSIONAL FEES	0	0	0	0	0
Workshops & Training	2,667			2,667	0
Total WORKSHOP & TRAINING	2,667	0	0	2,667	0
Travel	5,779			5,779	0
Information & Public Relations	711			711	0
Office Costs	1,778			1,778	0
Communications	1,956			1,956	0
Financial Charges	711			711	0
Other General Expenses	0			0	0
Shared Support Services					
Total GENERAL EXPENDITURES	10,935	0	0	10,935	0
Programme and Supplementary Services Recovery	8,416	0	0	8,416	0
Total INDIRECT COSTS	8,416	0	0	8,416	0
TOTAL BUDGET	137,894	0	0	137,894	0
Available Resources					
Multilateral Contributions				0	
Bilateral Contributions				0	
TOTAL AVAILABLE RESOURCES	0	0	0	0	
NET EMERGENCY APPEAL NEEDS	137,894	0	0	137,894	0



Saint Lucia: Floods



Urban area
Affected area