



Voucher distribution at Red Cross Headquarters. Source: SLRC

Appeal: <b>MDRLC005</b>	Total DREF Allocation: -	Crisis Category: <b>Yellow</b>	Hazard: <b>Flood</b>
Glide Number: <b>FL-2022-000362-LCA</b>	People Affected: <b>5,500 people</b>	People Targeted: <b>1,000 people</b>	
Event Onset: <b>Sudden</b>	Operation Start Date: <b>2022-11-18</b>	New Operational End Date: <b>2023-03-31</b>	Total Operating Timeframe: <b>4 months</b>

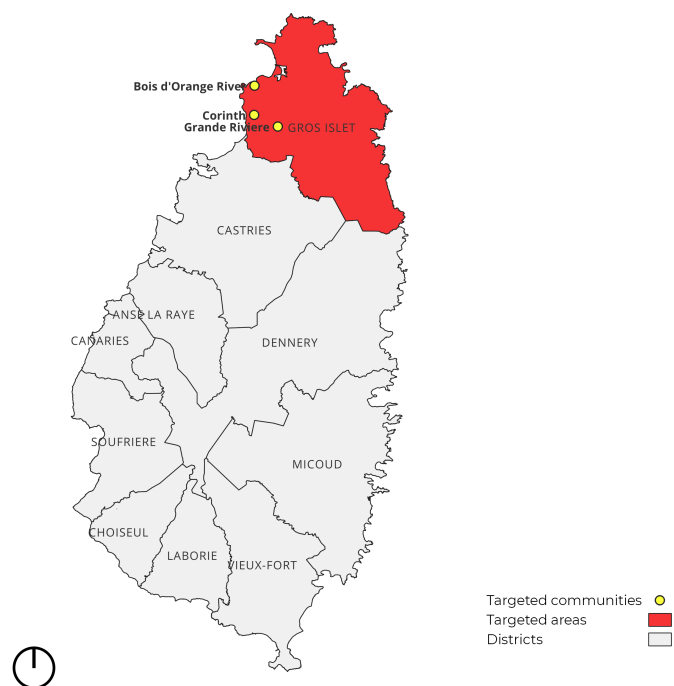
Targeted Areas: **Gros Islet**

*The major donors and partners of the IFRC-DREF include the Red Cross Societies and governments of Australia, Austria, Belgium, Britain, China, Czech, Canada, Denmark, Germany, Ireland, Italy, Japan, Luxembourg, Liechtenstein, Malta, Norway, Spain, Sweden, Switzerland, Thailand, and the Netherlands, as well as DG ECHO, Mondelez Foundation, and other corporate and private donors. The IFRC, on behalf of the National Society, would like to extend thanks to all for their generous contributions.*

# Description of the Event

ST. LUCIA | Flash floods

DREF - November, 2022



The maps used do not imply the expression of any opinion on the part of the International Federation of Red Cross and Red Crescent Societies or National Societies concerning the legal status of a territory or of its authorities.  
Sources: St. Lucia Red Cross  
Produced by IFRC Americas, DCCPRR, IM Team.

Map of areas affected by Flash Flooding in northern St. Lucia. Source: IFRC.

## What happened, where and when?

Over the last two months of 2022, as the rainy season peaked, the island of Saint Lucia experienced persistent rainfall contributing to heavily saturated soils. On 6 November, the northern part of the island faced massive flash flooding and landslides caused by torrential rains associated with the passage of an upper-level trough.

The Meteorological Office described the event as “unexpected and isolated” as only communities in the north and Bexon experienced rainfall and flooding. A weather report issued by the Saint Lucia Meteorological Services indicated that up to 42.5mm of rainfall was registered at George FL Charles Airport in Castries, as compared to 5.7mm at the Hewanorra International Airport in Vieux Fort.

As of the writing of this final report, the general population had returned to normal daily routines with the clean-up of homes, clearance of road networks, and restoration of electricity and water.



SLRC volunteer conducting assessments. Source: SLRC



Distribution of cleaning kits. Source: SLRC

## Scope and Scale

An exceptionally high rainfall of 88.8 mm set a new record on the island, surpassing previous years by an estimated three to four times. The country had already been soaked by heavy rain two weeks prior. The resulting flooding was concentrated in the northern part of the island, affecting 10 communities. Reports received by the Saint Lucia Red Cross (SLRC) indicated that communities in Marc, Bexon, Beausejour, Bois D'orange, Grande-Riviere, Corinth, and Assou Canal had been submerged in deep water causing residents to be trapped in their homes. In response to the significant number of affected individuals, extensive damage, and the high recovery costs, the country elevated its response to Level 2 shortly after conducting initial assessments.

A total of 1,003 households were assessed by government and humanitarian actors including the Saint Lucia Red Cross. The National Society specifically assessed a total of 200 households in the affected areas of Corinth, Bois d'orange, Bexon, Assou Canal, and Marc. The results of the assessments evidenced that families were displaced as well as partial and complete loss of household items including furniture, bedding, sleeping material, clothing, personal documents, and food.

Additionally, roads were made impassable as rivers overflowed their banks and poured onto the main highways and roadways of these communities. Businesses along the highway were also impacted resulting in their closure. Two educational institutions initially remained close to undergo cleaning associated with the flooding for approximately two weeks.

No deaths or injuries were reported.

## National Society Actions

Have the National Society conducted any intervention additionally to those part of this DREF Operation?	No
Please provide a brief description of	-

those additional activities

## IFRC Network Actions Related To The Current Event

Secretariat	The IFRC English and Dutch-speaking Caribbean Country Cluster Delegation (CCD) provided technical support to the Saint Lucia Red Cross (SLRC) in initially assessing the situation and preparation of a DREF Application. The Country Cluster Delegation coordinated with the SLRC to support the development and implementation of the DREF Plan of Action ensuring that identified needs were considered.
Participating National Societies	The French Red Cross (FRC) through the Regional Intervention Platform for the Americas and the Caribbean (PIRAC) maintained coordination and contact with the SLRC and IFRC. PIRAC facilitated 350 kg of food, clothes, and hygiene kits which were collected by the French Red Cross overseas branch in Martinique and deployed in emergency to Saint Lucia with the support of the French Navy.

## ICRC Actions Related To The Current Event

No presence in country. No direct support provided for the operation.

## Other Actors Actions Related To The Current Event

Government has requested international assistance	No
National authorities	<p>The national government coordinated actions through the National Emergency Management Office (NEMO). Authorities provided some initial support with food items, water, and household items. The Government Infrastructure Ministry also reopened access to affected areas, cleaned locations, and removed debris.</p> <p>Counselors were deployed and engaged at the Wellness Centers in the communities. The NEMO coordinated with agencies resulting in 1,003 households assessed and food packages, water, mattresses, and water, sanitation, and hygiene (WASH) items being distributed. A needs list was compiled and the government indicated its willingness to accept international assistance as well as support from the Diaspora.</p> <p>Final reports on the overall response were not available.</p>

Are there major coordination mechanism in place?

The National Emergency Management Office (NEMO) coordination structure was activated and facilitated initial coordination actions for emergency response and clean-up.

## Needs (Gaps) Identified



### Water, Sanitation And Hygiene

WASH-related activities were limited to ensuring that households had access to cleaning supplies. Some needs were addressed with an initial distribution of 93 cleaning kits to affected families in the communities. Communities are familiar with incidents of

this nature and the scale did not require any significant support. The SLRC evaluated 200 households.



## Livelihoods And Basic Needs

The majority of families affected by the floods were middle to low-income families. Given the socio-economic impact of the COVID-19 pandemic, these families were less able to replace their household items immediately and in the early months post-impact. The affected population needed support to complement their basic household needs of food or items that may have been lost during the floods as such supporting early recovery actions was a general need.



## Health

The potential for flood-related consequences, such as damage to household items and stagnant water, posed an increased risk of vector-borne diseases, including dengue, in the affected areas. Consequently, it was deemed necessary to conduct educational sessions on vector control and distribute mosquito nets to the 200 assessed families to mitigate the risk of mosquito-borne illnesses.

Interactions with beneficiaries revealed evidence of stress and anxiety among community members due to the significant loss of personal belongings and, in some instances, work-related tools. In response, the SLRC staff and volunteers recognized the potential need for Psychosocial First Aid (PFA) to support both affected individuals and volunteers working in the field.



## Shelter Housing And Settlements

Floods and heavy rains caused partial or total loss of households' goods and personal belongings. The SLRC assessed 200 families and households. The National Society also had general information from the National Emergency Management Office (NEMO) of other areas evaluated. Some were displaced and living with family members or friends on immediate impact.

Following the assessments, it was evident that many of the families directly impacted by the flooding were tenants. There was an immediate requirement for assistance in replacing essential household items such as bedding and support in meeting their rental fees and payments.

# Operational Strategy

## Overall objective of the operation

Through this DREF Plan of Action, the Saint Lucia Red Cross (SLRC) aimed to provide humanitarian assistance to protect the lives, health, and dignity of 200 families affected by flash floods with a specific focus on Shelter, Livelihood, and Basic Needs, Health and Psychosocial Support (PSS), Water, Sanitation and Hygiene (WASH) and Protection, Gender, and Inclusion (PGI) as a cross-cutting sector.

## Operation strategy rationale

Initial assessments indicated that the needs of the community were associated with the loss of personal property, and household items including beds, clothing, and food. Whilst persons continued to undertake cleanup, a level of stress and anxiety was anticipated as the country was still in the rainy season. The proposed operation strategy comprised two components:

### 1. Replenishing of existing stock:

The National Society conducted the initial distribution of stock from its warehouse and was envisioned to be replenished through the Regional Logistics Unit in Panama.

### 2. Distribution of relief assistance in areas of:

Shelter:

- Whilst an initial distribution of blankets was undertaken, affected families were in need of sleeping material (beds, mattresses, pillows). Based on the vulnerability criteria, the SLRC planned a further distribution of 50 mattresses to households that meet the criteria.
- Distribution of IEC materials on vector control especially mosquitos was anticipated in all affected communities. The distribution of mosquito nets to 200 families was necessary to reduce the risk of mosquito-borne diseases.
- Priority was given to those households with elderly, disabled and shut-ins.

Multi-purpose Cash (Basic Needs):

- Vouchers were planned for distribution to affected families for a period of three months to help meet basic household needs including food, hygiene, or household items.

Health (including MHPSS):

- Self-care and mental health promoting messages including leaflets were complemented with the provision of PFA interventions in the communities on a needs basis.

## Targeting Strategy

### Who will be targeted through this operation?

The Saint Lucia Red Cross (SLRC) intended to address the needs of 200 vulnerable households and families (approximately 1,000 people) affected by the floods including:

- 50 families reached with shelter support (mattresses and sleeping items)
- 150 families reached with cash assistance to meet their basic needs (one voucher valued at XCD\$300 [approx. CHF 110] per month for three months)
- 200 families reached with mosquito nets.

### Explain the selection criteria for the targeted population

The affected areas consisted of mixed-income-level individuals and families and had varied employment statuses and categories. Assessment results were used to identify the most vulnerable groups targeted for this intervention.

Vulnerability criteria included:

- Households with children under the age of five, older adults, pregnant women, people with disabilities and people with chronic diseases
- Households whose main source of livelihoods have been affected
- Single mothers (heads of household) with children

## Total Targeted Population

Women	450	Rural	-
Girls (under 18)	70	Urban	-
Men	410	People with disabilities (estimated)	2%
Boys (under 18)	70		
Total targeted population	1,000		

# Risk and Security Considerations

Please indicate about potential operation risk for this operations and mitigation actions

Risk	Mitigation action
Rains continue resulting in an additional number of people affected by the floods and increased needs for humanitarian assistance.	Continuous risk communications efforts, temporary shelter preparedness, and continuous follow-up of the evolving situation.  The response is expanded, and additional funding support is requested from IFRC and partners.
Lack or poor integration of communities in the implementation of actions.	Ensure community engagement and accountability (including feedback mechanisms), participation, and proper local organization involvement.
Impacts from other tropical cyclones or rain events as the Atlantic Hurricane Season was not yet over.	Continuous monitoring of the events and necessary precautions to ensure the safety of volunteers, staff, and community members. If necessary, raise the corresponding alerts to increase the risk category of the current response.

Please indicate any security and safety concerns for this operation

In general, the risk of rainfall remained as it was still hurricane season and soils were highly saturated. Whilst humanitarian interventions did not face major security threats, all relief work was undertaken during the day. The risk of COVID-19 also remained high on the island and complications were anticipated from increased exposure of volunteers to persons possibly infected with COVID-19. There was an expectation from those affected that the SLRC would provide for all their needs.

Another risk arose from the politicizing of response in the communities. This was reduced through humanitarian diplomacy and an emphasis on humanitarian principles and the role of the SLRC as an auxiliary actor. Trust in the SLRC by government authorities assisted in this regard.

In keeping with the National Society security guidelines, all staff and volunteers were encouraged to complete the Stay Safe security course (if they had not done so prior) and abide by the Code of Conduct. All relief activities were conducted during the day and within the Safer Access action framework.

Volunteers were provided with protective equipment (including hand sanitizers and facemasks) and visibility equipment, as well as clear mechanisms for psychosocial support, debriefing, and onboarding as necessary.

## Implementation



### Shelter Housing And Settlements

**Budget:** CHF 29,288

**Targeted Persons:** 1,000

**Assisted Persons:** 165

## Indicators

Title	Target	Actual
Number of families who received mattresses	50	50
Percentage of targeted population reporting that humanitarian assistance is delivered in a safe, respectful, accessible, accountable and participatory manner	100	92
Number of families to receive mosquito nets	200	0

## Narrative description of achievements

Mattresses were provided to affected families who were mostly in need of sleeping material (beds, mattresses, pillows). Based on the vulnerability criteria, the SLRC distributed mattresses and blankets to 50 households.

Most people were satisfied with the service and all (100 per cent) said the assistance was relevant to their needs. However, approximately 8 per cent of affected persons believed the assistance was somewhat delayed.

## Lessons Learnt

Many affected persons were pleased with the relief items received and provided positive feedback during visits to the National Society Headquarters. Early communication to beneficiaries regarding assessments and the distribution process is critical to avoid unrealistic expectations. As well as to maintain trust and accountability.

While the National Society anticipated the need for mosquito nets due to potential increased breathing in flood waters, this was not a need for community members from final assessments.

## Challenges

At the start of the operation, some flood victims had the expectation that larger quantities of items would be provided to them, however, this was resolved expeditiously. In response, the National Society engaged in further communication with community members and re-emphasized the approved quantities and criteria for the selection process based on the assessment.

Given flood waters did not remain for as long a period as originally expected and the limited number of needs by the community, mosquito nets were not distributed.

The PoA estimated 1,000 people targeted based on an overall target in relation to all expected interventions of mattresses, nets, blankets, and cots. Also, an estimated household size was used at five (a better figure was later revealed to be three per family). Based on the final distributions of 50 mattresses and 30 blankets, the people targeted were estimated at 165.



## Community Engagement And Accountability

**Budget:** CHF 1,172

**Targeted Persons:** 1,000

**Assisted Persons:** 300

## Indicators

Title	Target	Actual
Percentage of persons satisfied with intervention programmes	100	92

## Narrative description of achievements

Community Disaster Response Teams and volunteers continued to be instrumental in delivering information on Red Cross principles and building good rapport with community members. Regular feedback was also received via volunteers from the community who were well-placed to confirm the needs of the community members and other vital information. Community members trusted volunteers and regularly provided feedback due to prior awareness activities.

## Lessons Learnt

A larger pool of trained volunteers is needed for greater coverage and to ensure availability post-emergency or disaster. The National Society will continue to increase and retain its volunteer pool through targeted recruitment drives and volunteer retention strategies.

Formal post-distribution monitoring for future operations is critical for evidence-based reporting and accountability.

## Challenges

Some volunteers were not available for immediate response due to their work schedules, as the affected area was not widespread.

No post-distribution monitoring survey or other formal post-operation assessment was conducted.

The number of people targeted mentioned in the PoA was based on proposed interventions, but several were not done. For this reason, this number varies.



## National Society Strengthening

**Budget:** CHF 14,804

**Targeted Persons:** 0

**Assisted Persons:** 0

## Indicators

Title	Target	Actual
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## Narrative description of achievements

In keeping with the Emergency Plan of Action, a Lessons Learnt Workshop was conducted on 12 January 2023.

The workshop brought together staff and volunteers to share the challenges and recommendations of the operation. The National Society will continue to network with the National Emergency Management Organization (NEMO) to strengthen the coordination of the response

The SLRC ensured that volunteers were properly identified with Red Cross insignia during relief activities. Volunteers on the ground were well-versed in Disaster Management procedures due to previous capacity-building activities and also had comprehensive knowledge of the physical location of the affected area. This enabled the National Society's response to be quick and effective.

## Lessons Learnt

National society needs to prioritize CVA capability as a preferred modality for response intervention, while also strategically increasing the volunteer pool, especially for assessment and relief operations.

## Challenges

Limited trained staff in CVA interventions and limited availability of some volunteers.



## Secretariat Services

**Budget:** CHF 4,260

**Targeted Persons:** 0

**Assisted Persons:** 0

## Indicators

Title	Target	Actual
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## Narrative description of achievements

Communication support was provided remotely by the Cluster Office Communications Officer.

Technical support and guidance were provided on the use of social media and other publications on operational activities as well as preparedness for future events.

No monitoring visits were conducted. The National Society maintained contact with IFRC and needed support provided remotely as necessary.

## Lessons Learnt

Having several persons trained in technical areas of CVA and WASH could facilitate the timely identification of alternates for technical discussions on implementation between the National Society and IFRC.

Some delays in operational decisions and reporting could have been avoided with the deployment of rapid response personnel. Future deployments should consider the number of technical staff and volunteers available along with other implementation activities by the National Society. This is especially important for small emergencies as the SLRC is not solely focused on the emergency response.

## Challenges

Some volunteers with experience in CVA were not readily available due to work and family commitments. This delayed communications with IFRC Technical Focal Points.



## Health

**Budget:** CHF 2,556

**Targeted Persons:** 750

**Assisted Persons:** 100

## Indicators

Title	Target	Actual
Percentage satisfaction with educational sessions	100	100
Number and type of materials distributed	450	0

## Narrative description of achievements

Several Psychological First Aid (PFA) interventions were conducted by volunteers while in the field. This helped community members to manage their anxiety and stress levels in a positive manner. Our early response and presence of volunteers on the ground reassured those who were most in need.

People reached were estimated from the PFA provided during assessment and distributions.

Given responses from affected persons during the assessment, observation of the environment, and the presence of the Ministry of Health personnel in the field prior planned educational sessions and materials for distributions were not deemed necessary.

## Lessons Learnt

PFA was provided early in the response and the National Society presence provided assurance as well as a level of comfort to affected people that their needs would be addressed.

This proactive approach facilitated a more welcoming attitude of the presence and response of the National Society. The SLRC will ensure the approach is continued for future operations.

Prior discussions (non-emergency) on services and capabilities will assist in emergency coordination and planning (including target setting). The SLRC will make efforts to work closer with the Ministry of Health.

## Challenges

Coordination with the Ministry of Health (MoH) was challenging. Planned interventions such as the distribution of materials were no longer necessary due to the actions of the MoH. Additionally, expected conditions in communities such as continued waterlogged areas (several weeks) did not materialize. Areas reduced water after three to four weeks.



## Water, Sanitation And Hygiene

**Budget:** CHF 4,918

**Targeted Persons:** 250

**Assisted Persons:** 270

## Indicators

Title	Target	Actual
Presence and utility of equipment	1	0
Number of households assisted	50	93

## Narrative description of achievements

WASH-related activities were limited to ensuring that households had access to cleaning supplies. These needs were addressed with the distribution of cleaning kits to affected families in the communities. A total of 93 cleaning kits were delivered, which is 43 kits more than planned. These were well-needed by the communities and were acknowledged as relevant and timely by affected households.

Government clean-up and debris management cover all affected areas. Direct clean-up support was not needed from the National Society. For this reason, the acquisition of pressure washer equipment was no longer relevant due to a limited number of needs.

Replenishment stocks were not needed due to existing resources of the SLRC, and additional stocks received from a prior IFRC programme or project which provided relief stocks.

## Lessons Learnt

Prepositioned items enabled the National Society to provide quick relief to affected persons. This good practice will continue.

## Challenges

The National Society in an assessment of 200 households saw greater than anticipated needs for WASH, especially this was related to the need for resources for cleaning and general sanitation. However, the SLRC had additional cleaning kits to provide to affected households in need.

Further, the size of some families saw some households needing more than one kit.



## Multi-purpose Cash

**Budget:** CHF 55,700

**Targeted Persons:** 750

**Assisted Persons:** 750

## Indicators

Title	Target	Actual
Percentage of families satisfied with voucher assistance programme	100	100
Number of families successfully accessing voucher assistance	150	150

## Narrative description of achievements

A total of 450 vouchers (XCD \$300.00 per voucher) have been issued to 150 flood victims (one voucher per month for three months) after the beneficiary selection process. This enabled flood victims to purchase basic household needs including food, hygiene, or household items.

Households reported assistance received was relevant and provided them the opportunity to meet direct needs, as some assistance provided by other entities was restricted to specific items.

CVA Programme was focused on Castries as the worst affected district.

## Lessons Learnt

More trained staff and volunteers in Cash and Voucher Assistance (CVA) would allow for faster studies and surveys to be conducted. This would also contribute to more time delivery of service to affected households and better accountability.

Additionally, prior market assessments and surveys of the cost of basic food items would allow for faster decision-making.

## Challenges

There was a delay in concluding the feasibility study and market survey.

# Financial Report

## DREF Operation

### FINAL FINANCIAL REPORT

#### MDRLC005 - Saint Lucia - Flash Floods

Operating Timeframe: 18 Nov 2022 to 31 Mar 2023

Selected Parameters			
Reporting Timeframe	2022/11-2023/9	Operation	MDRLC005
Budget Timeframe	2022/11-2023/9	Budget	APPROVED

Prepared on 20/Oct/2023

All figures are in Swiss Francs (CHF)

### I. Summary

<b>Opening Balance</b>	<b>0</b>
<b>Funds &amp; Other Income</b>	<b>112,696</b>
DREF Response Pillar	112,696
<b>Expenditure</b>	<b>-65,676</b>
<b>Closing Balance</b>	<b>47,020</b>

### II. Expenditure by planned operations / enabling approaches

Description	Budget	Expenditure	Variance
PO01 - Shelter and Basic Household Items	29,288		29,288
PO02 - Livelihoods			0
PO03 - Multi-purpose Cash	55,700	59,521	-3,821
PO04 - Health	2,556		2,556
PO05 - Water, Sanitation & Hygiene	4,918		4,918
PO06 - Protection, Gender and Inclusion			0
PO07 - Education			0
PO08 - Migration			0
PO09 - Risk Reduction, Climate Adaptation and Recovery			0
PO10 - Community Engagement and Accountability	1,172		1,172
PO11 - Environmental Sustainability			0
<b>Planned Operations Total</b>	<b>93,633</b>	<b>59,521</b>	<b>34,112</b>
EA01 - Coordination and Partnerships			0
EA02 - Secretariat Services	4,260		4,260
EA03 - National Society Strengthening	14,804	6,155	8,648
<b>Enabling Approaches Total</b>	<b>19,064</b>	<b>6,155</b>	<b>12,908</b>
<b>Grand Total</b>	<b>112,696</b>	<b>65,676</b>	<b>47,020</b>

[Click here for the complete financial report](#)

## Please explain variances (if any)

A total of CHF 112,696 was allocated from the DREF Fund for the implementation of this DREF Operation. The Saint Lucia Red Cross (SLRC) spent a total of CHF 65,676. The remaining balance of CHF 47,020 will be returned to the Disaster Response Emergency Fund (DREF).

The most significant variances in the budget versus the actual expenditure include:

- SHELTER: Initially, the procurement of 50 mattresses was budgeted to be done by the IFRC Regional Logistics Unit. However, this procurement was carried out locally resulting in considerable savings in the price of the mattresses as well as logistics costs.

- HEALTH: The initiative to conduct health fairs with the affected communities couldn't be executed because they remained inaccessible due to the persistent rain in the first four weeks of the intervention.
- WASH: The acquisition of cleaning kits was foregone as the National Society possessed surplus resources and kits from previous projects that were used instead.
- CEA: The implementation of post-distribution monitoring surveys had to be postponed due to the unavailability of volunteers at that time.
- SECRETARIAT SERVICES: Delegation monitoring visits were omitted as all monitoring activities were conducted virtually throughout the period.

# Contact Information

For further information, specifically related to this operation please contact:

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[Click here for reference](#)