



**IOM APPEAL**  
SEPTEMBER 2019 - APRIL 2020

**HURRICANE DORIAN  
RESPONSE**

**14,675** TARGETED  
BENEFICIARIES

## SITUATION OVERVIEW

Between 1-2 September 2019, Hurricane Dorian, a Category 5 storm, devastated The Bahamas. The hardest hit islands were Abaco and Grand Bahama in the north-western section of the country. Over the past few years the country has been affected by at least three major hurricanes, all Category 4 or higher.

According to the Government of The Bahamas' National Emergency Management Agency (NEMA), the official death toll stands at 53, as of 23 September 2019. In addition, over 1,300 people have been reported missing. These numbers are expected to change as the Coalitions of Urban Search and Rescue (USAR) continue their efforts to access hard to reach areas. OCHA reported an estimated 5,500 people were evacuated from Abaco and Grand Bahama Islands to Nassau, New Providence. As of 23 September 2019, NEMA is reporting an estimated 1,735 persons in 11 official shelters in New Providence and Grand Bahama, and one private shelter on Eleuthera. An estimated 900 people are also being housed in private homes and hotels, organized by private sector and volunteer initiatives. Several spontaneous, non-approved shelters and settlements have been detected in hard-hit areas.

### IOM APPEAL (USD) September 2019

CCCM (CCCM, shelter improvements, MHPSS at sites)	<b>2,500,000</b>
Information Management (DTM & SIRA)	<b>250,000</b>
Shelter & Non Food items (NFIs, HH shelter support, HLP technical support)	<b>2,400,000</b>
Protection (CT, support to migrants)	<b>350,000</b>
Public Works (debris removal)	<b>3,500,000</b>
Early Recovery (DRR, livelihoods)	<b>1,000,000</b>
<b>TOTAL</b>	<b>\$10,000,000</b>

The situation on Grand Bahama and Abaco islands has deteriorated rapidly. Affected sites, particularly in central Abaco, are destroyed and remain uninhabitable. The International Federation of Red Cross and Red Crescent Societies (IFRC) highlighted that more than 13,000 houses have been severely damaged or destroyed – about 45 per cent of all homes on the two islands. Electricity is not available and running water is limited on the two affected islands, and extensive flooding is believed to have contaminated wells with saltwater and other debris, creating an urgent need for clean water. Security personnel have been stationed to secure life and property on the islands. Emergency relief efforts are currently being hampered by the significant amount of debris littering the affected islands. Large-scale debris removal has not commenced and is scheduled to begin shortly after search and rescue efforts are completed. On 15 September 2019, the Ministry of Housing and Environment issued a Prohibition to Build order for The Mudd, Pigeon Pea, Sand Bank and Farm Road community areas located on the island of Abaco, where a large number of irregular migrants in conditions of vulnerability lived. Not only must migrants not be left out of the humanitarian response, but the increased vulnerability to exploitation and abuse must be recognized. A growing body of research (IOM 2015) has shown that humanitarian crises may exacerbate pre-existing trafficking trends and give rise to new ones, making it an urgent priority to include counter-trafficking efforts within the response for all those affected, both migrants and nationals.

According to the 2010 national census, the islands of Abaco and the Grand Bahama are home to 17,224 (8,902 males, 8,322 females) and 51,368 (24,996 males, 26,372 females) residents respectively. The overall Haitian population of The Bahamas is 39,144 (21,143 males, 18,001 females), according to the 2010 Census. Abaco is home to a large population of irregular Haitian migrants, including their Bahamian-born children, who have been living in informal settlements that were completely devastated by the hurricane. Their irregular status may prevent them from reporting missing persons and from seeking humanitarian assistance and which makes them particularly vulnerable in the aftermath of this disaster. According to the Minister of Immigration, the government has temporarily suspended deportation roundups in areas affected by the storm and emergency shelters are being considered sanctuaries so that all people can access aid. The temporary policies that have been put in place to protect irregular migrants will likely be lifted in the foreseeable future, however, now that the recovery phase has begun.

The Government of Bahamas (GoB), through NEMA, has taken the lead on coordinating the emergency response from its National Emergency Operations Centre (NEOC) in Nassau. The response is supported by the Caribbean Disaster Emergency Management Agency (CDEMA) with support from international organizations and agencies. The GoB Emergency Support Function 6 (ESF 6) – Mass Care and Shelter Services is led by the Government’s Department of Social Services and NEMA’s shelters, alongside with the Shelter/CCCM sectors supported by IFRC and the International Organization for Migration (IOM).

With support from local partners, IOM is in the process of distributing an estimated 1,000 (340) tarpaulins in Marsh Harbour on Abaco Island to address urgent shelter needs. In coordination with local NGO Hands for Hunger, IOM also conducted a site assessment at seven, government-run collective sites (emergency shelters) and produced a related case study on evacuees staying outside of official shelters in New Providence.<sup>1</sup> The present appeal outlines IOM’s funding requirement from September 2019 until April 2020 which totals USD 10 million. IOM operations will focus on the following sectors of assistance: Camp Coordination and Camp Management (CCCM); shelter and Non-Food Items (NFI); Displacement Tracking Matrix (DTM); Integrated Registration System (SIRA); counter-trafficking; emergency evacuations; protection; disaster risk reduction; livelihoods, and public works. IOM is establishing three offices in The Bahamas: Nassau (New Providence), Marsh Harbour (Abaco), and Freeport (Grand Bahamas).

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**1. Please find reports here: DTM Round 1:** <https://www.sheltercluster.org/bahamas-hurricane-dorian-2019/documents/iom-dtm-r1pdf> and the Case Study: <https://www.sheltercluster.org/bahamas-hurricane-dorian-2019/documents/190923population-stayingatnon-governmentalsitespdf>



## 01. CAMP COORDINATION AND CAMP MANAGEMENT (CCCM)

In advance and in the immediate aftermath of Hurricane Dorian, affected households moved to the safety of collective centres throughout The Bahamas, including government buildings, churches, medical clinics and community centres. Other affected households are still stranded on Abaco Island. In coordination with the private sector, the government plans to establish a site for 2,000 people in Spring City, close to Marsh Harbour on Abaco Island. IOM will, where possible, work with relevant actors to ensure that the planned site meets protection standards and will ensure that a clear exit strategy, including durable solutions for the site population, is agreed among all relevant actors. Assuming that approaches are in line with IOM policies and procedures, IOM may consider providing camp management support as well.

To create conditions for early resolution of displacement including return to places of origin, IOM will support and work with the Ministry of Social Services and Urban Development to implement the following CCCM activities at collective centres and potentially the planned site.

- Sectoral coordination (actor mapping, 4W, developing CCCM strategies, including an exit strategy informed by DTM and SIRA information).
- Provision of direct support to the Ministry of Social Services and Urban Development with staff (directly or through secondment of support staff).
- Building a database with collective centers' managers and key staff.
- Training on management of collective centers.
- Training, technical assistance, and management of Abaco site (contingent on whether finalized site plans meet standards)
- Developing SOPs for assistance (including donations) and service provision in collective centers.

Additionally, the facilities are not equipped to cope with large amounts of people and prolonged stays, and lack resources to meet the basic needs of the affected population. IOM requests funding for:

- Supporting referral systems for persons with specific protection needs.
- Strengthening information dissemination and communication with communities (considering cultural and language needs). Support comprehensive psychosocial support at sites through the establishment of Mental Health and Psychosocial Support (MHPSS) interdisciplinary teams that use creative and art-based interventions, recreational activities, rituals and celebrations, focused psychosocial interventions for populations at risk, and referrals to specialized mental healthcare.
- Actions to counter trafficking within sites, including identification of referral options, sensitization and training, information campaigns, inclusion of protection indicators in assessments and monitoring (including DTM), and direct assistance of identified victims.
- Providing immediate repairs to existing collective centre buildings, upgrading and providing latrines and bathing stations, providing fire extinguishing equipment.
- Outfitting shelters to ensure they respond to gender specific and disability needs through installation of ramps, additional lights, bars, signing, etc.



### Displacement Tracking Matrix

IOM proposes its Displacement Tracking Matrix (DTM), an integrated set of tools to track and monitor displacement and population mobility, to support evidence-based humanitarian operational planning and identification of vulnerable groups for relevant stakeholders.<sup>2</sup> DTM will also inform priorities for transition and recovery programming, in particular to achieve durable solutions for displaced populations. IOM has conducted one round of DTM on New Providence, assessing the conditions and needs of vulnerable populations displaced by the hurricane. Through application of its DTM in the Bahamas, IOM will seek to:

- Identify populations of concern (e.g. migrants, families, unaccompanied children, lactating mothers, etc.) by site and geographical level.
- Establish and maintain a list of official and unofficial collective shelters. Carry out rapid social identification and profiling of vulnerable populations displaced within and outside of shelters.
- Collect context-appropriate information with specific emphasis on GBV and counter-trafficking risks faced by the affected population.
- Track internal displacement of the affected population across the islands and outside of the Bahamas, as well as their movement intentions.
- When appropriate and as relevant, to support early resolution of displacement, DTM will begin to identify intentions of displaced populations, living conditions in areas of origin, and barriers to resolving displacement.
- To inform livelihoods programming, DTM will also collect information about education levels and professional experience (professions that they have carried out up to before the emergency and years of experience). This information will provide knowledge about the existing capacities of the surveyed population for the provision of support during the emergency and in view of their socio-economic integration.

### Integrated Shelter Registration System (SIRA)

IOM proposes to implement its Integrated Shelter Registration System (SIRA) to support the Hurricane Dorian emergency response. The SIRA and its required IT equipment will connect registration of evacuees at shelters under a single cloud-based system. The system has been successfully implemented in other situations such as the Guatemala Fuego Volcano emergency response.<sup>3</sup> All data, information, and reports produced from the SIRA system will follow IOM Data Protection Principles, including confidentiality.

Furthermore, two weeks after the landfall of Hurricane Dorian in The Bahamas, an estimated 1,300 persons are still unaccounted for. At the request of the Government of the Bahamas, IOM will also support the monitoring and revision of the missing persons lists. Through an adapted version of SIRA IOM will:

- Register individuals at shelters with detailed information on protection needs.
- Issue temporary cards to registered individuals to track shelter populations and assistance.
- Integrate registration data of all shelters in one cloud-based system to facilitate shelter management and family reunification.

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<sup>2</sup>. DTM aims to regularly and systematically capture, process and disseminate information to provide a better understanding of the movements and evolving needs of mobile populations in places of displacement or transit. It captures the movement and trends of a constantly shifting population and provides updated information with increased frequency during crises. DTM is comprised of four distinct components: mobility tracking, flow monitoring, registration, and surveys. For more information, please visit:

<sup>3</sup>. <https://www.youtube.com/watch?v=K2bJFruj6yw&t=158s>

- Strengthen humanitarian service delivery through Quick Response (QR) codes and easy-to-use mobile tools.
- Generate real-time, statistical reports of shelter populations (respecting confidentiality of evacuees).
- Develop a unified and comprehensive list of missing persons.  
Conduct outreach to families of missing persons.



### 03. SHELTER AND NON-FOOD ITEMS

#### Household-Driven Shelter Solutions

Many of the households currently residing in the collective centres (an estimated 1,735 individuals) have lost everything and are unable to meet their basic needs. Another estimated 600 evacuees, many of whom have conditions of vulnerability, are staying in motels and condominiums with support from the private sector. Additionally, there is an unspecified number of individuals who remained on the affected islands – many of whom may have avoided evacuation due to lack of documentation. Rather than waiting for the provision of tents or other temporary shelter solutions, many households that have been affected began the sheltering process themselves using salvaged materials and limited tools. Where families can return to their homes to carry out small-scale rehabilitations to do so, IOM – contingent upon assessment findings – will provide tailored support, depending on the market situation, through the provision of cash and/or labour, technical advice and toolkits. This intervention will prevent and reduce overcrowding of collective centres and support households to return home as quickly as possible, when safe to do so. The Prohibition to Build Order in several areas affected by the hurricane has left populations without land to rebuild. IOM will integrate Housing, Land and Property (HLP) activities into its shelter interventions in order to ensure tenure security standards for the assisted.

- Rapid HLP assessment of Bahamian land and property.  
Development of context-specific HLP due diligence tools and guidelines for shelter interventions.
- Obtain clear information from the GoB on the extent and location of the areas affected by the Prohibition to Build Order; provide information to beneficiaries on the risks associated with building in the areas under PBO.
- Cash and voucher assistance (CVA) systems may be used in some locations, depending on local market capacity. IOM will coordinate with other shelter actors on the size of the cash/voucher transfer as well as on appropriate transfer mechanisms to move funds safely and conveniently for beneficiaries.
- Market assessments will include rapid tendering among local hardware suppliers to determine their capacity and prices. Secret shopper visits will be conducted to compare availability of items in local stores with numbers of houses to be assessed, and market price monitoring to ensure that critical items remain available.
- Where applicable, shelter kits that include items and tools for repairs: (nails, rope and wire), and tools (hammers, saws, crow bars, builders' buckets and pliers) and clean up kits (mops, and cleaning products), will be distributed; kits will be adapted as needed.
- Training of families on how to use items in the toolkits, including safety equipment.
- Distribution of non-food item (NFI) kits consisting of mattresses, cots, portable radios, solar lamps, mosquito nets, bed sheets, jerry cans and hygiene items. Labour or technical support will be provided to particularly vulnerable households.

As reported by IFRC, approximately 45% of the houses in Grand Bahama and Abaco have been destroyed by Hurricane Dorian. To achieve sustainable solutions to displacement IOM will immediately begin implementing shelter and settlements activities in areas of origin, where possible. IOM will focus its efforts on early recovery for shelter to build back better housing on both islands. Construction work will focus on building resilience to future hazards. In this framework, IOM will provide assistance to households foreseeing a return to their communities of origin in Abaco and Grand Bahama through the following:

- Technical assistance for the design of resilient structures in building back housing;
- Provision of tailored construction support adapted to the needs of each beneficiary household;
- Capacity building in resilient construction for local partners and beneficiaries.



## 04. PROTECTION

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### Supporting vulnerable migrants

According to IOM's Caribbean Needs Assessment on Migration Governance in 2018, 25 % of the national population of the Bahamas are Haitian nationals – including both regular and irregular migrants who resided in informal settlements and were living in very precarious conditions even before the Hurricane. On Abaco Island, following the Hurricane, Haitian communities have been decimated, with thousands of men, women, and children displaced. Some Haitians have gone to official shelters on New Providence and other islands while others have not left the island. While many Haitian migrants have regular status, others are undocumented and fear arrest and deportation, and have therefore avoided contact with rescuers. Fear is however widespread, even among documented migrants and Bahamian nationals of Haitian descent, some of whom have lost their documents in the hurricane.

Given the large proportion of vulnerable communities who were affected by Hurricane Dorian, particularly Haitian irregular migrants, IOM plans to support efforts to ensure response and recovery efforts are adapted accordingly, considering cultural differences such as language and conditions of vulnerability. These actions will be guided by global good practice, including the Migrants in Countries in Crisis Guidelines (IOM, 2016) including:

- Communicating widely, effectively and often with migrants on the evolving crises and how to access help
- Facilitating migrants' ability to move to safety
- Ensuring all humanitarian assistance is provided without discrimination
- Establishing clear referral procedures, including for migrants in situations of vulnerability, such as victims of human trafficking

Actions are expected therefore to include:

- Inclusion of protection indicators in assessments and tracking (e.g., DTM)
- Distribution of information, education and communication materials. targeting Haitian migrants
- Identification of referral options available in the current context for migrants in situations of vulnerability (victims of trafficking or gender-based violence, unaccompanied or separated children, etc.)
- Training and awareness raising of referral options among service providers involved in the humanitarian response
- Provision of direct assistance and/or case management for cases that cannot be referred to service providers.
- Training of shelter personnel on migrants and their needs.
- Roll out of rapid assessments to collect information on conditions and needs of vulnerable communities, specifically for identification (and referral) of specifically vulnerable cases, (re)documentation support, family tracing and reunification, and durable solutions.
- Implementation of inclusive communications to ensure whole communities have access to up-to-date information in Creole.

- Advocacy and outreach for a migrant-inclusive approach with government and other partners, based on Migrants in Countries in Crisis Guidelines
- Assisted voluntary return and reintegration options for migrants who are interested in receiving support for return; this must be voluntary and in line with IOM's global AVRR framework and principles

### Counter-trafficking

The impacts of emergencies, such as Hurricane Dorian, increase the potential for human trafficking. While IOM and other partners address immediate assistance and shelter needs, it is also important that actors address trafficking risk factors and actively identify and assist victims of trafficking (VoTs), where appropriate. IOM envisions the following counter-trafficking activities, in line with the Government of Bahamas and IOM priorities:

- Monitor experiences of violence, exploitation and abuse through evaluation and monitoring and assessments (E.g., DTM)
- Identification of referral options for VOTs in the current context
- Training for humanitarian actors on victim identification, assistance and referral; sensitization for frontline officers and service providers.<sup>4</sup>
- Information campaigns in camps and in other humanitarian population access points (e.g., on kits, on food provided)
- Provision of specialized assistance and shelter for identified VoTs (ideally through referral to specialized actors).
- Identify risks associated with human trafficking during all phases of humanitarian support
- Offer assisted voluntary return and reintegration (or integration) support for survivors of trafficking.



## 05. PUBLIC WORKS AND ACCESS TO BASIC SERVICES

### Debris removal

Debris from the hurricane are hindering recovery, particularly in central Abaco and the inundated areas of Grand Bahama – where significant damage was sustained against private property and public infrastructure. On Abaco there has been a complete decimation of neighborhoods, including informal settlements such as The Mudd and Pigeon Peas, which are home to some of the most vulnerable individuals from the Haitian migrant community. Families are being prevented from returning home to fix their houses as well as from accessing critical infrastructure, such as medical facilities due to the significant amount of rubble and debris in and around their homes. In coordination with private and public partners and using cash for work where necessary, IOM plans to conduct the following activities:

- Carry out large-scale debris and rubble removal from public spaces, roads and drainage systems.
- Work on a system of household debris collection where homeowners deliver sorted debris to agreed collection points. Materials will be triaged for recycling and efficient disposal. Where possible usable timber and other construction materials will be salvaged.<sup>5</sup>

**4. This is a main need identified by the Government of The Bahamas.** Source: Needs Assessment on Migration Governance: The Bahamas (March-August 2018). U.S. Department of State Bureau of Population, Refugees and Migration.

**5.** IOM will not proceed with removal until confirmation and clearance by the search and rescue and other responsible parties. IOM will work with local network of churches establishing SOPs to treat corpses with dignity and facilitate their removal from the site.



## 06. EARLY RECOVERY

### Disaster Risk Reduction

Affected communities will require long-term support to facilitate recovery and sustainable solutions to their displacement. Lessons learned from past crises show that the post-disaster recovery process offers an opportune moment to invest in fundamental aspects of Disaster Risk Reduction (DRR) to ‘build back better’, thereby strengthening resilience to future risk and creating pre-requisite conditions for resumption of sustainable development processes. Support for early recovery will require the implementation of risk reduction, livelihoods and social cohesion interventions, alongside large-scale debris and rubble removal initiatives, prioritizing the most affected areas. Measures will include:

- Technical assistance and training for households in the repair and design of resilient housing and public infrastructure;
- Technical assistance and training for authorities, laborers, contractors, and humanitarian organizations understand and incorporate DRR and risk considerations in design of shelters and planning of settlements;
- Localized disaster risk assessments in areas of return and dissemination of key DRR messages around risks and mitigation measures, and secondary risks, such as landslides, mudslides and epidemics;
- Support to small-scale structural and non-structural community-based risk mitigation projects in return sites, including the rehabilitation, decontamination and protection of damaged water supply systems;
- Repairs/upgrades of government disaster management facilities and emergency operations centers, including equipment support, such as communications to support response coordination, hazard monitoring, weather forecasting and early warning/alerts; and
- Support for community-based disaster preparedness in consideration of residual risks, such as basic training and equipment support to disaster management committees and community-based response volunteers.

### Livelihoods

Displacement undermines livelihoods and access to employment opportunities. Further, the lack of access to basic services and limited livelihoods opportunities may lead to tensions between displaced and host communities. IOM livelihoods programming will address immediate needs to increase household income and enhance coping capacity and resilience, while strengthening social cohesion. IOM will:

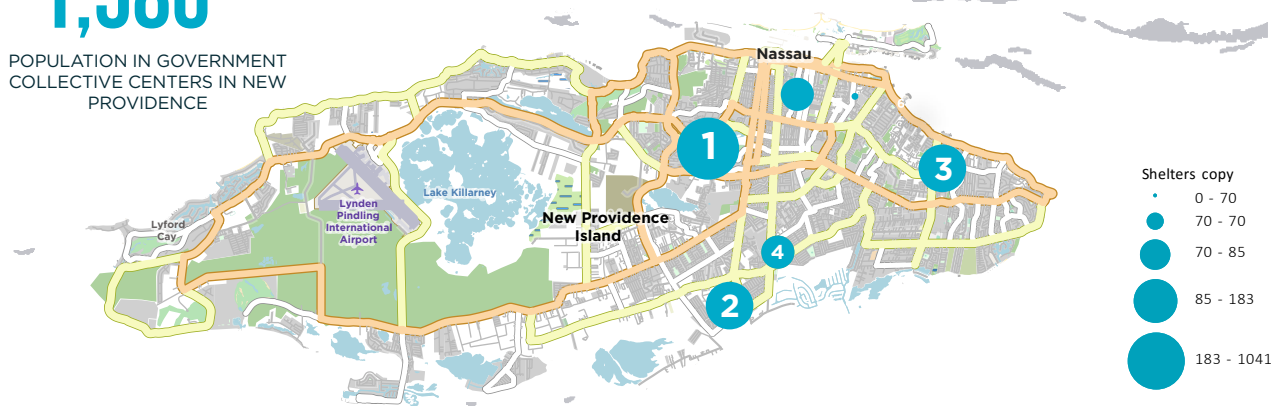
- Establish coordination platform and alliances with the private sector, diaspora and foundations focused on temporary employment or voluntary work of populations affected by Hurricane Dorian, including where possible host communities, in areas of displacement.
- Conduct market assessment, including rapid labour market assessment and where appropriate supply chain analysis, to identify sources of income for displaced people.
- Provide market-based livelihoods programming, such as asset replacement grants, training for employment and job placement programmes, using appropriate modalities such as, multipurpose cash transfer and or conditional cash transfer.
- Support social and community initiatives that encourage participation of all gender and age groups, including the LGBTI community, to build support networks among them that complement livelihood activities.



Source: Ministry of Social Services and Urban Development.

**1,586**

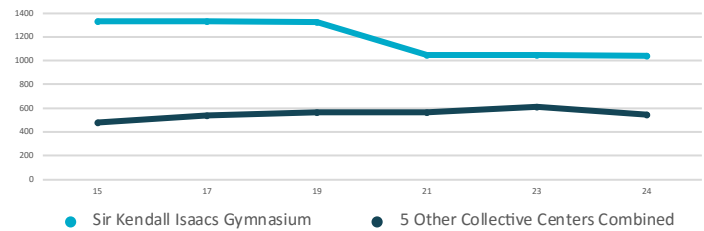
POPULATION IN GOVERNMENT COLLECTIVE CENTERS IN NEW PROVIDENCE



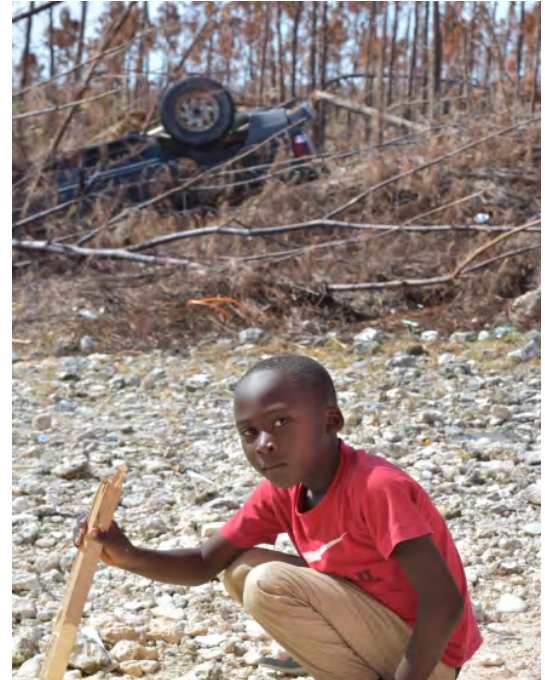
POPULATION IN OFFICIAL COLLECTIVE CENTERS AND % CHANGE 24 SEPTEMBER

Name	Occupancy 24-Sept	Change since 23
1. Sir Kendall Isaacs Gym	1,041	-0.9%
2. Bahamas Academy Gym	183	-6.6%
3. Fox Hill Community Center	125	-7.4%
4. All Saints Community Centre	85	-9.6%
5. Calvary Haitian Baptist Church	82	2.5%
6. Pilgrim Baptist Church	70	-33.3%
<b>Total</b>	<b>1,586</b>	<b>-4.5%</b>

CHANGE OVER TIME SIR KENDALL ISAACS GYM VS OTHER SITES COMBINED



IOM meets with stakeholders on Abaco island.  
© IOM 2019



Support to affected families is needed on Abaco and Grand Bahama islands.  
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Antonio Guterres, Secretary-General of the United Nations highlighted the importance of international support "in order to help the Bahamas cope not only with the impact of the storm, but also with need to be able to assist populations that are very vulnerable of foreigners living in the country, many of them undocumented." © IOM 2019

**CONTACTS**

**PREPAREDNESS AND RESPONSE DIVISION**

[prd@iom.int](mailto:prd@iom.int)

**DONOR RELATIONS DIVISION**

[drd@iom.int](mailto:drd@iom.int)

+41 22 717 9111

**INTERNATIONAL ORGANIZATION**

**FOR MIGRATION**

17, Route des Morillons

CH-1211 Geneva 19, Switzerland

+41 22 717 9111

[hq@iom.int](mailto:hq@iom.int) | [www.iom.int](http://www.iom.int)

