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AGENCY FOR
INTERNATIONAL
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ANNUAL BUDGET SUBMISSION

FY 83

Office of U.S. Foreign Disaster Assistance

JUNE 1981

UNITED STATES INTERNATIONAL DEVELOPMENT COOPERATION AGENCY
WASHINGTON, D.C. 20523

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Country/Office O F D A

Office of U.S. Foreign Disaster Assistance

FY 1983 ANNUAL BUDGET SUBMISSION

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TABLE I - LONG RANGE PLAN BY APPROPRIATION ACCOUNT ($ Thousands)

Country/Office O F D A

DEVELOPMENT ASSISTANCE	FY 1981 EST	FY 1982 EST	FY 1983 REQUEST MIN	CURR	AAPL	PLANNING PERIOD 1984	1985	1986	1987
International Disaster Assistance									
GRANTS	23,000	27,000	25,000	27,000	32,000	35,000	37,000	42,000	46,000
TOTAL PERSONNEL									
USDH Full Time	22	18	18	18	18	18	18	18	18
USDH Part Time (FTE)	3	3	3	3	3	3	3	3	3
	25	21	21	21	21	21	21	21	21

TABLE III - PROJECT OBLIGATIONS BY APPROPRIATION ACCOUNT
FY 1981 to FY 1983
($ thousands)

Country/Office O F D A

APPROPRIATION ACCOUNT	FY 1981	FY 1982	FISCAL YEAR 1983		
			MINIMUM	CURRENT	AAPL
INTERNATIONAL DISASTER ASSISTANCE (IDA)					
Goal A Emergency Relief	20,300	23,345	22,250	23,400	24,800
Goal B Country Preparedness	950	1,355	950	1,300	2,700
Goal C Early Warning	1,750	2,300	1,800	2,300	4,500
TOTAL IDA	23,000	27,000	25,000	27,000	32,000

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TABLE IV PROJECT BUDGET DATA

Country/Office
O F D A

PROJECT			OBLIGATION DATE		LIFE OF PROJECT COST		ESTIMATED U.S. DOLLAR COST ($ Millions)												ITEM #
							CUM PIPELINE AS OF 9/30/80	FY 1981		FY 1982		FY OBLIGATIONS							
NUMBER	TITLE	G/L	INITIAL	FINAL	AUTH	PLAN		OBL	EXP	OBL	EXP	1983 AAPL	1984	1985	1986	1987	FUTURE YEAR		
	Foreign Disaster Assistance	G	1964	0			12.15	23	25	27	30	32	35	37	42	46			

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TABLE V - FY 1983 PROPOSED PROGRAM RANKING

Country/Office: OFDA

RANK	DECISION PACKAGES/PROGRAM ACTIVITY DESCRIPTION	ONGOING/ NEW	LOAN/ GRANT	APPROP. ACCT.	PROGRAM FUNDING ($000) INCR	PROGRAM FUNDING ($000) CUM	WORKFORCE (Number of Workmonths) USDH INCR	USDH CUM	FNDH INCR	FNDH CUM
	DECISION PACKAGE MINIMUM									
1	Goal A Emergency Relief and Rehabilitation	0	G	IDA	22,250	22,250				
2	Goal B Country Disaster Preparedness	0	G	IDA	950					
3	Goal C Early Disaster Warning Systems	0	G	IDA	1,800					
4	Total Minimum Package and Basic Workforce				25,000		252	252	-	-
	DECISION PACKAGE CURRENT									
5	Goal A Emergency Relief and Rehabilitation	0	G	IDA	1,150	26,150	--	252	-	-
6	Goal B Country Disaster Preparedness	0	G	IDA	350	26,500	--	252	-	-
7	Goal C Early Disaster Warning Systems	0	G	IDA	500	27,000	--	252	-	-
	Total Current Package & Related Workforce				2,000			252		
	DECISION PACKAGE AAPL									
8	Goal A Emergency Relief and Rehabilitation	0	G	IDA	1,400	28,400	--	252	-	-
9	Goal B Country Disaster Preparedness	0	G	IDA	1,400	29,800	--	252	-	-
10	Goal C Early Disaster Warning Systems	0	G	IDA	2,200	32,000	--	252	-	-
	Total AAPL Package and Related Workforce				5,000			252		

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International Disaster Assistance

FY 1983 PROGRAM RANKING NARRATIVE

A. STRATEGY OVERVIEW

Assistance to alleviate the suffering of people affected by natural and manmade disasters is an expression of the humanitarian concern of the people of the United States. Their traditional willingness to provide help to victims of such disasters has been reaffirmed by the Congress in Chapter 9 of the Foreign Assistance Act of 1961, as amended. In this Act, the Congress authorized assistance for disaster relief and preparedness and for the prediction of and contingency planning for natural disasters abroad.

AID's approved strategy for carrying out the assistance program is set forth in the Central Programs Strategy Statement (CPSS). Three goals are addressed by the strategy: (A) to alleviate suffering by providing efficient, rapid, relevant response to requests for emergency relief; (B) to prevent or to alleviate suffering by helping countries achieve an adequate level of preparedness for disasters, and (C) to prevent suffering by providing sufficient warning of those natural events which cause disasters. Achievement of these goals will fulfill the mandate of the Congress.

The assumptions stated in the CPSS remain valid and applicable. In brief, the most important of these assumptions are:

-- Natural disasters (earthquakes, storms, drought, and floods) and manmade disasters (civil strife, accidents, and wars) will kill hundreds of thousands of people a year and cause suffering of millions of victims, especially in developing countries. The number of deaths and the amount of suffering can be reduced through preparedness and prevention programs.

-- Disaster prone nations will require short- and long-term assistance from the United States, other donors and international organizations and will desire increased preparedness assistance so as to reduce reliance on foreign donors for disaster relief.

-- The major disaster relief donor governments will increase their contributions and information sharing. The United Nations Disaster Relief Office will not have a significant disaster relief response capacity, but will continue as a coordinator of UN disaster relief assistance, distributing information concerning disaster situations to donor organizations. The UN will increase its activities in disaster preparedness.

-- While disaster relief traditionally is provided over a rather short period of time, disasters such as drought -- critical situations lasting many months -- will require inputs over a

longer period of time.

B. PROGRAM AND WORKFORCE RELATIONSHIP

The Task

In authorizing the international disaster assistance program, the Congress also authorized the President, in section 493 of the FAA, to appoint a Special Coordinator for International Disaster Assistance. Since 1977, the Administrator of AID has been so appointed, assuming the responsibility "to promote maximum effectiveness and coordination in responses to foreign disasters by U.S. agencies and between the U.S. and other donors." AID has established a small office to conduct the program carrying out that responsibility. AID's Office of U.S. Foreign Disaster Assistance (OFDA) is an independent office reporting directly to the Administrator.

AID's foreign disaster program routinely responds to 50 disasters a year, monitors another 50 incipient disasters, carries out training seminars involving representatives from disaster-prone LDCs, monitors worldwide drought, storm, flood, and earthquake activity, and carries out activities to make the program increasingly effective in each of these areas.

The Program

Based on extensive institutional experience with prime responsibility for coordinating all U.S. Government foreign disaster assistance, AID

has developed the program to address the underlying purpose of the legislation: the alleviation of human suffering caused by disasters. The three primary goals mentioned above have been identified: emergency relief, country preparedness, and early warning. Specific activities are being carried out to achieve those goals. The program strategy, summarized in Part A of this narrative, is described more fully in the Central Programs Strategy Statement.

The Workforce

For fiscal year 1983, OFDA will be able to implement the proposed program with the basic workforce. This workforce is already highly managerial in nature. In managing the activities of the disaster assistance program, it supervises contractors, consultants, specialists under personal services contract, and professionals from other U.S. Government agencies under service agreements. These people carry out such short term, irregularly scheduled, or highly technological tasks as technical assistance missions to foreign countries, logistical support for preparedness seminars and workshops, development of information systems, management of stockpiles, and development of weather related and seismological prediction techniques. In mid-FY 1981, 37 contracts employing more than 102 individuals were being managed by OFDA staff, heavily taxing the Office contract administration capacity. In addition, several grants to private voluntary organizations and to non-profit institutions require negotiation, management, and monitoring by OFDA direct hire staff. If several major disasters should occur in one year, or if the State Department's growing refugee assistance program

again relies on OFDA's operational response capability, diverting staff from many of the ongoing activities, an increase in the authorized workforce will be required to maintain minimum acceptable progress toward approved goals. Such an increase would be more a function of extraordinary tasks than of funding levels. The proposed Authorized Assistance Planning Level, or AAPL, represents the maximum activity level which could effectively be managed with the authorized workforce.

As a result of the recent reorganization within AID, the Office of U.S. Foreign Disaster Assistance is now an office reporting directly to the Administrator. While retaining its highly specialized role in disaster assistance, it has assumed the administrative support functions previously carried out by the Bureau for Private and Development Cooperation: preparing budget submissions for the operating expenses account, handling personnel management matters, managing the allotments and the travel and representation accounts, and coordinating annual program submissions.

There are certain functions that must be maintained to respond to normal disaster needs and to maintain the state of readiness expected in time of emergency. As disaster management develops, functions can only be effectively performed by people trained as specialists. There is and will continue to be a greater need for the permanent staff of OFDA. Generalists inexperienced in foreign disaster work cannot perform these functions adequately. Even specialists on short, temporary assignment from other offices or agencies tend to become less effective since they are not familiar

with OFDA experience factors and lessons learned.

A number of examples of basic staff responsibilities, many of which involve the supervision of personnel on contract, PASA, or reimbursed detail to OFDA, will illustrate workforce utilization.

GOAL A. The Provision of Emergency Relief

- Maintain a 24-hour Operations Center in Washington, D.C.
- Coordinate with other donors and international organizations
- Direct and manage AID task forces of up to 200 employees
- Direct Department of Defense assessment and airlift operations
- Plan and direct voluntary agency relief grants
- Participate on non-OFDA refugee and other task forces
- Work closely with U.S. Ambassadors and AID Mission Directors
- Keep AID and State desk officers and bureau managers informed
- Draft sitreps for the White House, Congress, and the public
- Manage four regional disaster stockpiles with fast turnover
- Procure commodities and services on emergency basis
- Supervise contract staff developing lessons learned system
- Manage contract for medical management services
- Maintain contact with host country embassies
- Advise regional bureaus involved in reconstruction programs
- Process volume of public inquiries about disaster situations
- Identify, task, and support experts for damage assessment
- Assure proper delivery of U.S. relief supplies to victims
- Maintain contingency manual for use during relief operations

GOAL B. Assistance for Country Preparedness

- Conduct training seminars and workshops in geographic regions
- Manage contract with PAHO for development of medical manuals
- Plan and supervise consultants, technical assistance missions
- Coordinate with UNDRO, PAHO, IBRD, EEC, LICROSS, volags
- Coordinate with other donors on regional preparedness plans
- Develop and distribute model country disaster plans
- Conduct training programs for foreign disaster officials
- Maintain contact with foreign disaster preparedness officials

GOAL C. The Development of Early Warning Systems

- Manage PASA developing weather-related crop shortage monitor
- Manage activity identifying tsunami vulnerability
- Manage information system with large contract staff
- Establish regional seismic monitoring nets, with USGS
- Develop cyclone and storm surge warning system for Bay of Bengal
- Encourage development of indigenous LDC early warning systems

C. EXPLANATION OF TABLE V RANKING

Assignments of the staff of the basic workforce of OFDA overlap two or more of four areas of specialization: executive direction, relief coordination, preparedness assistance, and administrative support. Recent realignment of OFDA along geographic regions (Asia, Africa, and Latin America) and the interchanging of assignments as much as

possible among relief and preparedness officers have been beneficial. These initiatives have resulted in a lean staff of international disaster experts who can move quickly from one type of disaster activity to another while maintaining direction and consistency in achieving program goals. On frequent trips throughout the world, staff members readily combine tasks in such diverse areas as disaster damage assessment, provision of technical assistance in reviewing national disaster plans, verification of inventories in disaster stockpiles in Guam, Singapore, Italy and Panama, and evaluation of relief operations. The ability to respond quickly is as essential to relief following a disaster as the ability to understand cultural and political differences is to the development of national disaster organizations in foreign countries. Members of the staff have achieved a high degree of expertise in both providing relief and giving technical advice on the development of disaster management institutions in the disaster-prone developing countries.

The international disaster assistance program, as pointed out in the strategy overview, seeks to achieve three goals in order to fulfill the mandate of alleviating human suffering caused by natural and manmade disasters. Table V indicates the basic minimum workforce required and the funding needed for the groups of activities addressing each goal. Since many of the activities appear relatively small when measured by dollar value (although many activities addressing goals B and C are staff intensive) they have not been listed individually. They are grouped under the goals they address, however, in the following comments on the major decision packages.

DECISION PACKAGE MINIMUM

Curtailment of relief operations below this level would require AID to be overly selective in providing emergency relief when it is requested. At this level, AID can expect to respond adequately, and can avoid dropping ongoing activities in disaster preparedness and prediction by continuing them at a maintenance level.

Goal A. Emergency Relief and Rehabilitation. Whereas disasters by their nature do not lend themselves to precise prediction, this program must be prepared to respond to valid requests with at least minimum relief. The average annual cost of U.S. emergency relief to foreign disasters over the last four years is $22,268,336. This figure is a logical basis for computing the minimum level. To plan below this level would risk the likelihood of insufficient funding before the end of the fiscal year. Only minimum amounts of new items would be added to stockpiles, and certain essential activities such as contingency planning for relief, portable communications terminal development, lessons learned, and emergency shelter development would continue at maintenance level. Few initiatives, if any, could be undertaken.

GOAL B. Country Disaster Preparedness. Regional preparedness seminars and workshops will be few and kept small in numbers. Technical assistance will be limited to those disaster-prone developing countries which show the greatest commitment to rapid improvement of preparedness for disasters. Few if any activities

toward targets of opportunity could be initiated. To dip below this level would result in a loss of significant forward momentum, which is beginning to develop in the Caribbean region, and would not fulfill the technical assistance expectations developed by preparedness seminars over the past few years. The evaluation activity, covering relief as well as preparedness, will continue -- its results reflecting increased efficiency and further cost saving. The training guidelines, manuals, and handbooks development activity will be reduced.

GOAL C. Early Warning Systems. The famine forecasting and assessment activity would be cut to the lowest level possible without jeopardizing ultimate success, as would the storm forecast and warning system activity. Both activities, however, would have to be rescheduled accordingly. The seismic warning activity, under which assistance is given in strengthening regional teleseismic monitoring networks in countries highly vulnerable to earthquakes, is a complex program in cooperation with the U.S. Geological Survey and the Carnegie Institute. A significant reduction would require a rescheduling of equipment purchase, the major element, and that would in turn delay progress toward more precise earthquake and tsunami predictions.

DECISION PACKAGE CURRENT

AID will continue responding to requests for emergency help. The pioneer work in the development of bilateral disaster preparedness programs will continue, but without increasing at the rate at which

the need and the opportunities are developing.

GOAL A. Emergency Relief and Rehabilitation. The activities addressing this goal will be continued at approximately the fiscal year 1982 level. Results of the emergency shelter development activity will have been field tested and, if successful, an initial stock added to stockpiles. Stockpile levels of hand tools and commonly needed miscellaneous items will be increased slightly. Global testing of the portable communications terminal using commercial satellite time will be under way in an effort to obtain quicker and better damage and injury assessment, especially on the bigger disasters such as earthquakes and hurricanes.

GOAL B. Country Disaster Preparedness. The impetus given to regional cooperation among the nations in Southeast Asia, the South Pacific, and the Caribbean, initiated by AID with seminars in fiscal years 1981 and 1982, will be sustained with technical assistance programs through fiscal year 1983. For example, AID's "seed money" approach has generated significant contributions from the European Economic Community and from other bilateral donors, resulting in a new Caribbean-wide awareness of their disaster threats and of their own growing abilities to cope with disasters on the basis of regional cooperation. A training handbook will be developed making the state-of-the-art technological and management techniques for predicting drought and famine available to users in famine-prone countries.

GOAL C. Early Warning Systems. The small increment to this goal is for activities in famine forecasting and assessment and storm forecast

and warning systems. The training of scientists to carry out agrometeorological assessment techniques in Southern Africa and in the South Pacific and to operate storm forecasting systems will be carried out. The purpose is to enhance the capability in the vulnerable country to initiate corrective measures when crop shortfalls or storms are imminent.

DECISION PACKAGE AAPL

There is convincing evidence that effective disaster preparedness programs are cost-effective in terms of lives saved, suffering prevented and resources protected. The proposed level will provide the means to accelerate the development of disaster prevention capabilities as well as of disaster prediction techniques, especially in disaster prone developing countries. This level will also permit making some desirable refinements to AID's emergency relief program.

GOAL A. Emergency Relief and Rehabilitation. The exchange of disaster information with other donor countries and with international organizations will be increased in order to ensure that disaster assistance programs address a country's highest disaster priorities. Centering on the United Nations Disaster Relief Organization in Geneva, a unified system of information flow will be studied to be set in place for real-time sharing of assessment and operational data by the major donors. This activity will share in the support of that study up to $150,000. The lessons learned system will be expanded to encompass the linkage of preparedness planning to relief.

GOAL B. Country Disaster Preparedness. Many LDC governments are not aware of the wide range of measures they can take to protect their populations when threatened by disasters. Part of the increase requested at this level will be used to motivate disaster-prone governments, especially of developing countries, to do something about their capabililties to prevent to manage their own disasters. AID will help U.S. and international agencies having preparedness programs to increase their capacities to motivate national, provincial, and community leaders to seek means to mitigate the disasters to which they are prone and to carry out training activities. The Peace Corps, U.S. and other voluntary agencies, Red Cross, and such international organizations as UNICEF, PAHO and the World Council of Churches will be assisted in developing their institutional capabilities for fostering disaster preparedness initiatives complementary to development goals. Essential activities will include training of national disaster relief trainers in regional workshops, providing technical assistance such as risk analysis, transplanting public awareness and warning systems that have proved effective, and developing simplified technical handbooks. Specific programs will be carried out in collaboration with other disaster agencies in extending knowledge of life saving first aid, safe building practices, water supply protection, etc., to needy communities. The evaluation activity will be increased to ensure that this innovative approach maintains a high productivity level.

GOAL C. Early Warning Systems. There are three major areas of activity in the development of disaster warning systems: famine, earthquake, and storms. (a) Famine Forecasting. The development of

regional food strategies will have begun, largely through the Food and Agriculture Office of the United Nations, as the focus of this activity moves toward the establishment of an institutional base. The proposed level will support the transfer of technology to the FAO and to famine-prone countries, at a cost of $600,000. The three elements of this activity are being conducted with the National Oceanic and Atmospheric Administration's Center for Environmental Assessment Services. The purpose is the development of methods which can be institutionalized in the LDCs, to provide warning of drought-induced food shortages early enough to allow steps to avert a famine.

(b) Seismic Warning. Two regional seismic monitoring networks will be strengthened at this level: the South East Asian Nations' net, with emphasis on Indonesia and the Philippines; and the South and Central American net, most importantly the Andean area of risk (Chile, Peru, Ecuador and Colombia) and the Central American area (Panama, Costa Rica and Guatemala). Basic equipment for recording ground motion must be procured, national professionals of the countries must be trained, and satellite links must be established. This added effort, costing a million dollars in FY 1983, will strengthen the earthquake prediction capability in the entire Western Hemisphere. (c) Storm Warning. The technology developed under this activity as it relates to the Bay of Bengal will be transferred to Bangladesh, India and Sri Lanka, and to the island countries of the South Pacific as it relates to them. The increment at this level will consist primarily of training scientists to receive, analyze, and disseminate data from satellite imagery. NOAA and NASA will be the implementing agencies. The Indian geo-stationary weather satellite, INSAT, will be one of the sources of data for the Bay of Bengal region.