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Annual Budget Submission

FY 1984

OFFICE of U.S. FOREIGN DISASTER ASSISTANCE

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Agency for International Development
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Country/Office O F D A

Office of U.S. Foreign Disaster Assistance

FY 1984 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 1982 EST	FY 1983 EST	FY 1984 REQUEST	PLANNING PERIOD 1985	1986	1987
International Disaster Assistance						
GRANTS	27,000	25,000	25,000	27,000	30,000	32,000
TOTAL PERSONNEL						
USDH Full Time	16	16	16	18	18	18
USDH Part Time (FTE)	3	3	3	3	3	3
	19	19	19	21	21	21

TABLE III - PROJECT OBLIGATIONS BY APPROPRIATION ACCOUNT
FY 1982 to FY 1984
($ thousands)

Country/Office O F D A

APPROPRIATION ACCOUNT	FY 1982	FY 1983	FISCAL YEAR 1984 AAPL
INTERNATIONAL DISASTER ASSISTANCE (IDA)			
Goal A Prediction and Early Warning	2,300	3,200	4,500
Goal B Preparedness Applications	2,700	3,800	4,850
Goal C Relief and Rehabilitation	22,000*	18,000	15,650
TOTAL IDA	27,000*	25,000	25,000

* Of $27 million appropriated for FY-82, $10 million was earmarked for relief and reconstuction in Italy in response to the 11/80 earthquake in that country.

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TABLE IV PROJECT BUDGET DATA

Country/Office: O F D A

PROJECT NUMBER	PROJECT TITLE	G/L	OBLIGATION DATE INITIAL	OBLIGATION DATE FINAL	LIFE OF PROJECT COST AUTH	LIFE OF PROJECT COST PLAN	ESTIMATED U.S. DOLLAR COST ($ Millions) CUM PIPELINE AS OF 9/30/81	FY 1982 OBL	FY 1982 EXP	FY 1983 OBL	FY 1983 EXP	FY OBLIGATIONS 1984 AAPL	Funded to Mo/Yr	1985	1986	1987	FUTURE YEARS	ITEM #
	Foreign Disaster Assistance	G	1964	0	–	–	18	17*	17*	25	25	25	10/84	27	30	32	–	–

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* Of $27 million appropriated for FY -82, $10 million was earmarked for relief and reconstruction in Italy in response to the 11/80 earthquake in that country.

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TABLE V - FY 1984 PROPOSED PROGRAM RANKING

Office OFDA

RANK	PROGRAM ACTIVITY DESCRIPTION	ONGOING/ NEW	LOAN/ GRANT	APPROP. ACCT.	PROGRAM FUNDING ($000) INCR	PROGRAM FUNDING ($000) CUM
1	Goal A Prediction and Early Warning	O	G	IDA	4,500	4,500
2	Goal B Disaster Preparedness Applications	O	G	IDA	4,850	9,350
3	Goal C Emergency Relief and Rehabilitation	O	G	IDA	15,650	25,000

INTERNATIONAL DISASTER ASSISTANCE

FY 1984 Program Ranking Narrative

I. STRATEGY OVERVIEW

Assistance to alleviate the suffering of people affected by natural and man-made 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 disaster assistance program is set forth in the Central Programs Strategy Statement (CPSS, 1979). The three goals addressed by the strategy are delineated as follows in the proposed FY 1984 Program: (A) to prevent death and suffering by providing reliable prediction and effective warning of those natural events which cause disasters; (B) to prevent or to alleviate suffering by helping countries achieve an adequate level of preparedness for disasters, and (C) to alleviate suffering by providing efficient, rapid, relevant response to requests for emergency relief and rehabilitation. 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 prediction, early warning, country preparedness, relief planning and prevention programs.

- Disaster prone nations will continue to require emergency assistance as well as developmental assistance for disaster mitigation from the United States, other donors and international organizations. These nations will continue to utilize effectively 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 emergency relief response capacity, but will continue as a coordinator of UN disaster relief assistance distributing information concerning disaster situations to donor organizations.

- While disaster relief traditionally is provided over a rather short period of time, disasters such as drought -- often chronic situations lasting many months -- will require assistance over longer periods of time.

II. 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 assistance program routinely responds to some 50 disasters a year, monitors at least another 50 incipient disasters, carries out training seminars involving representatives from disaster-prone LDCs; AID, Peace Crops, U.S. Embassy and Volag personnel, monitors worldwide drought, storm, flood, tsunami, volcano, epidemic, and earthquake activity, and carries out activities to make the program increasingly effective in mitigating the effects of these hazards.

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: early warning, country preparedness, and emergency relief. Specific activities are being carried out to achieve those goals.

The Workforce

For fiscal year 1984, 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 employs contractors, consultants, specialists and professionals from other U.S. Government agencies. These people carry out short term, irregularly scheduled, or highly technological tasks such as technical assistance missions to foreign countries, logistical support for

preparedness seminars and workshops, development of information systems, management of stockpiles, global weather assessments and earthquake and monitoring. In mid-FY 1982, some 40 contracts employing more than 125 individuals were being managed by highly dedicated 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 ongoing 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, possibly diverting several key staff from many of the ongoing activities, an increase in the authorized workforce in FY-1984 would be desirable to maintain acceptable progress toward approved goals. Such an increase would be more a function of extraordinary tasks than of funding levels. The proposed Approved Assistance Planning Level, (AAPL), represents the optimal activity level which can effectively be managed with the authorized workforce.

As a result of the 1981 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 virtually all administrative support functions: 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. These functions can be effectively performed only by people trained as specialists. There is and will continue to be a greater need for the experienced 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 be less effective since they are not familiar with OFDA experience factors and lessons learned from that experience.

Basic staff responsibilities (outlined below), which illustrate workforce utilization involve the supervision of personnel on contract, PASA, or reimbursed detail to OFDA:

GOAL A. The Development of Prediction and Early Warning Systems

- Manage PASAs monitoring weather-related crop shortages throughout the world.
- Manage contract activities identifying tsunami threat and populations at risk.
- Manage ADP information system for disaster contingency planning
- Establish regional earthquake monitoring networks under various university contracts and USGS PASAs
- Develop cyclone wind threat and storm surge warning systems throughout the world under Navy PASA and contracts.
- Provide technical assistance to develop LDC early warning systems
- Establish Food Analysis and Famine Monitoring Systems
- Investigate state-of-the-art technologies for disaster warning and assessment
- Develop radio-phone communications system for Caribbean Basin.
- Conduct seismic risk studies in earthquake prone regions.
- Evaluate volcano/earthquake prediction techniques for future applications.
- Provide institutional development to enable governments and regional organizations to assume increasing responsibility for prediction and warning.

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
- Involve Peace Corps Volunteers in disaster preparedness activities
- 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
- Establish regional disaster operations centers and communications

GOAL C. The Provision of Emergency Relief

- Maintain a 24-hour Operations Center in Washington, D. C.
- Monitor incipient disaster situations
- 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
- Prepare reports for the White House, Congress, and the public
- Manage four regional disaster stockpiles
- 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

III. EXPLANATION OF TABLE V RANKING

Assignments of the staff of the basic workforce under a recent OFDA reorganization overlap two or more of four areas of specialization: executive direction, relief coordination, preparedness assistance, and administrative support. Reorganization of OFDA into two geographic region divisions (Asia/Pacific and Latin America/Caribbean and Africa) and the concomitant interchanging of assignments as much as possible among relief and preparedness officers have been highly beneficial. These initiatives have resulted in a small though competent staff of professional international disaster specialists who can move quickly from one type of disaster activity to another while maintaining direction and consistency in achieving program goals. On relatively infrequent 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, project implementation and evaluation, 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 and rehabilitation 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 materiel 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 (Section I), seeks to achieve three goals in order to fulfill the mandate of alleviating human suffering caused by natural and man-made disasters. Table I indicates the basic workforce required and Table V 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 A and B are staff intensive) they have not been listed individually. They are grouped under the goals they address, however, in the following comments on the proposed FY-1984 program.

The Approved Assistance Planning Level (AAPL) of $25 million is adequate for OFDA to maintain a strong FY-1984 commitment to the Prediction and Early Warning (Goal A) and Country Preparedness Applications (Goal B) portions of the program while continuing to provide routine operational Emergency Relief Assistance (Goal C). The FY-1984 commitment to Goals A and B will remain constant at the incremental levels indicated in Table V provided the overall decision package level remains at or above the FY-1983 level.

There is convincing evidence that effective disaster preparedness programs are cost-effective in terms of lives saved, suffering prevented and resources protected. The levels indicated for Goals A and B will provide the means to continue accelerating the development and transfer of disaster prevention capabilities and disaster prediction techniques, especially in disaster prone developing countries. The AAPL level will also permit making desirable refinements to AID's emergency relief program.

Goal A. Prediction and Early Warning Systems. There are three major areas of activity in the development of disaster prediction and warning systems: famine, earthquake, and storms.

Food Shortage Forecasting -- Regional food assessment strategies have been developed largely through the Food and Agriculture Office and World Food Program of the United Nations. The proposed level will support the transfer of technology to the FAO and to famine-prone countries, at a cost of $1.3 million. This global agroclimate assessment activity is being conducted by the National Oceanic and Atmospheric Administration's Center for Environmental Assessment Services. The purpose is the development and application of methods which can be institutionalized in the LDCs, to provide reliable early warning of drought-induced food shortages. This enables early implementation of the actions required to avert a famine.

Seismic Warning -- Three regional seismic monitoring networks and associated earthquake and tsunami risk analyses will be strengthened at this level: 1) the South East Asian and Pacific net, and tsunami surveillance for coastal Indonesia and the Philippines; 2) the South and Central American net, including the Andean area of risk (Chile, Peru, Ecuador and Colombia) and the Central American area (Panama, Costa Rica and Guatemala) and 3) the Caribbean Islands network. Basic equipment for recording ground motion and acceleration must be procured, national professionals of the countries must be trained, and satellite data links must be established. These activities, costing a total of $2.550 million

in FY 1984, will significantly strengthen the earthquake and tsunami prediction and monitoring capability in the entire Western Hemisphere and Asia/Pacific region.

Storm Warning -- The technology developed under this activity for Fiji, the Bay of Bengal and Northern Indian Ocean region will be implemented in Bangladesh, India and Sri Lanka and in the island countries of the South Pacific. The activity cost of $.650 million will consist of equipment for storm and storm surge analysis, and training of scientists to receive, analyze, and disseminate data from satellite imagery. NOAA and NASA will be the principal implementing agencies.

GOAL B. Country Preparedness Applications. 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 amount requested ($2.550 Million) will be used to motivate disaster-prone governments, especially of developing countries, to do significantly more in applying their technical capabilities to prevent and manage their own disasters. AID/OFDA will help U.S. and international agencies with preparedness programs to increase their effectiveness and capacity 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 regional workshops for training of national disaster relief officials and Peace Corps volunteers in new

techniques, providing technical assistance such as microzonation and risk analysis, increasing public awareness and acceptance of warning systems that have proven effective, and developing simplified technical training guidelines and 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 vulnerable communities. The evaluation activity will be maintained to ensure that innovative approaches are properly documented and integrated in the development process.

Goal C. Emergency Relief and Rehabilitation. Inasmuch as disasters by their nature do not lend themselves to precise prediction, this portion of the program ($15.560 Million) must be ready to respond to valid requests for emergency relief. The average annual cost of U.S. emergency relief to foreign disasters from FY-1979 thru FY-1981 is $15.500 million. This figure provides a reasonable basis for determining routine annual emergency relief needs. Sufficient quantities of new items will be added to the four regional stockpiles, and other relief planning activities such as contingency planning, relief technology applications, building technologies and lifeline analysis, and lessons learned would also continue. 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 the highest disaster priorities. Medical management services will be maintained to ensure adequate backup to existing capabilities in the event of either large disasters or the simultaneous occurrence of several catastrophies.

FY 1984 ANNUAL BUDGET SUBMISSION
WORKFORCE AND OPERATING EXPENSES
TABLE VIII

	FY 1982				FY 1983			
	TOTAL	TRUST FUNDS	AID/W FUNDED	UNITS	TOTAL	TRUST FUNDS	AID/W FUNDED	UNITS
U.S. DIRECT HIRE	758.3			19	770.0			19
CONTRACT PERSONNEL	N/A*			XXXXX	N/A			XXXXX
HOUSING EXPENSES	N/A				N/A			
OFFICE OPERATIONS	177.0			XXXXX	190.0			XXXXX
TOTAL	935.3			XXXXX	960.0			XXXXX
RECONCILIATION	N/A			XXXXX	N/A			XXXXX
MISSION ALLOWANCE	N/A			XXXXX	N/A			XXXXX

*Not Applicable

FY 1984 ANNUAL BUDGET SUBMISSION
WORKFORCE AND OPERATING EXPENSES
TABLE VIII

	FY 1984 PROPOSED			
	TOTAL	TRUST FUNDS	AID/W FUNDED	UNITS
U.S. DIRECT HIRE	785		19	
CONTRACT PERSONNEL	N/A			XXXXX
HOUSING EXPENSES	N/A			
OFFICE OPERATIONS	200			XXXXX
TOTAL	985			XXXXX
RECONCILIATION	N/A	XXXXX	XXXXX	XXXXX
MISSION ALLOWANCE	N/A	XXXXX	XXXXX	XXXXX

TABLE VIII(b)
OBLIGATIONS FOR WP SYSTEMS
($000)

		Fiscal Year		
		1982	1983	1984
A.	Capital Investments in W/P Equipment			
B.	W/P Equipment Rental (WANG OIS-140) and Supplies	45	50	55
C.	Other W/P Costs (peripherals)	10	10	15
	Total	55	60	70