

Department of State

TELEGRAM

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FM AMEMBASSY KINGSTON
TO SECSTATE WASHDC 0614

UNCLAS SECTION 01 OF 09 KINGSTON 04133

AIDAC

E.O. 12356: N/A
SUBJECT: PROJECT ASSISTANCE COMPLETION REPORT -
EMERGENCY REHABILITATION PROJECT (52-0185)

FOLLOWING IS THE REVISED FINAL PROJECT ASSISTANCE
COMPLETION REPORT DATED APRIL 12 FOR THE EMERGENCY
REHABILITATION PROJECT. PLEASE NOTE THAT THIS
REVISION ONLY MODIFIES SECTION ON DAMAGE ESTIMATES;
ALL OTHER SECTIONS REMAIN THE SAME. COPY OF REVISED
REPORT ALSO BEING POUCHED TO BROWN/COHN, LAC.

I. BACKGROUND

A. HURRICANE GILBERT

HURRICANE GILBERT HIT JAMAICA ON SEPTEMBER 12, 1988.
ALL OF JAMAICA LAY IN THE HURRICANE'S PATH. IT WAS
THE ISLAND-NATION'S WORST CALAMITY IN THIS CENTURY.
WINDS UP TO 140 MPH STRUCK THE ISLAND, CUTTING
ELECTRICITY AND TELEPHONE LINES AND DAMAGING THE
INTERNATIONAL AIRPORTS. BRUTAL RAINS LED TO FLASH
FLOODING AND MUDSLIDES, CAUSING DAMAGE TO CROPS.
WATER SUPPLIES WERE SEVERELY DISRUPTED, AND HUNDREDS
OF THOUSANDS OF PEOPLE HAD TO EVACUATE THEIR HOMES.

IN RESPONSE, THE PRIME MINISTER MOBILIZED GOVERNMENT
OFFICES TO UNDERTAKE DISASTER ASSISTANCE AND APPEALED
TO THE INTERNATIONAL DONOR COMMUNITY FOR TECHNICAL
ASSISTANCE AND RELIEF SUPPLIES, INCLUDING MEDICINE,
BLANKETS, SHELTER MATERIALS, FOOD, ELECTRICAL
COMMODITIES, AND COMMUNICATIONS EQUIPMENT.

U.S. AMBASSADOR MICHAEL G. SOTIRHOS DECLARED THE
SITUATION A DISASTER ON SEPTEMBER 12. AID'S OFFICE
OF FOREIGN DISASTER ASSISTANCE (OFDA) ASSEMBLED A
DISASTER ASSESSMENT SURVEY TEAM (DAST) COMPRISING
DISASTER EXPERTS FROM OFDA, OTHER BUREAUS OF A.I.D.,
AND THE DADE COUNTY FIRE AND RESCUE DEPARTMENT. THE
TEAM GATHERED VITAL EQUIPMENT TO TAKE TO JAMAICA,
INCLUDING THREE SATELLITE COMMUNICATION KITS, ROPE,
AND CHAIN SAW KITS. THE TEAM ARRIVED IN KINGSTON ON
SEPTEMBER 13 VIA A DEPARTMENT OF DEFENCE C130, WHICH
LANDED WITHOUT ANY GROUND ASSISTANCE IN MARGINAL
WEATHER CONDITIONS.

AN ISLANDWIDE AERIAL SURVEY OF DISASTER DAMAGE ON
SEPTEMBER 14 ABOARD A U.S. AIR FORCE C-119 FLYING AT
400 FEET PROVIDED THE FIRST COMPREHENSIVE OVERVIEW OF

THE EFFECTS OF HURRICANE GILBERT. THE FIVE HOUR
REVIEW BY PRIME MINISTER SEAGA, AMBASSADOR SOTIRHOS,
USAID DIRECTOR JOSLIN AND DAST LEADER SCHILL SHOWED
AREAS OF MAJOR DAMAGE, WITH OTHER AREAS SUFFERING
LESSER DAMAGE.

THE U.S. ASSESSMENT TEAM REPORTED IN THE AFTERNOON OF
SEPTEMBER 14 THAT THE EASTERN COAST WAS EXTREMELY
HARD HIT, WITH AN ESTIMATED 80 OF THE BUILDINGS
SUSTAINING DAMAGE AND 20 COMPLETELY DESTROYED. THE
SOUTHERN COAST TOWARD KINGSTON, THE CAPITAL, AND THE
CENTRAL INTERIOR OF JAMAICA APPEARED LESS AFFLICTED.
ACCORDING TO LATER COMMUNICATION WITH THE ASSESSMENT
TEAM, SHANTYTOWNS SKIRTING KINGSTON SUSTAINED MUCH
GREATER DAMAGE THAN DID THE DOWNTOWN. LOOTING
OCCURRED IN THE CAPITAL AND ELSEWHERE.

B. DAMAGE ESTIMATES

THE MAJOR ECONOMIC LOSS OCCASIONED BY GILBERT WAS THE
DAMAGE TO CAPITAL ASSETS. THESE LOSSES WILL BE FELT
NOT ONLY DURING THE REMAINDER OF THE CURRENT FISCAL
YEAR BUT ALSO OVER THE COMING YEARS AS RESOURCES
WHICH WOULD HAVE GONE INTO OTHER FORMS OF
DEVELOPMENT, AND PRODUCED A CORRESPONDING STREAM OF
ECONOMIC BENEFITS, MUST INSTEAD BE DIVERTED TO
RESTORE THE STATUS QUO OF JAMAICA'S STOCK OF CAPITAL
ASSETS. THE CONSENSUS ESTIMATE OF LOSS TO TOTAL
CAPITAL STOCK FROM THE HURRICANE IS US\$1 BILLION.

THE PRIMARY DAMAGE WAS TO RESIDENTIAL DWELLINGS, WITH
AN ESTIMATED 150,000 HOUSING UNITS AFFECTED IN ONE
WAY OR ANOTHER, 50,000 SEVERELY AFFECTED AND 10,000
DESTROYED. THE DAMAGE VISITED UPON PLANT AND
EQUIPMENT BY GILBERT WAS UNEVEN. IN GENERAL MOST
INDUSTRIAL CONCERNS ESCAPED WITH ONLY MINOR DAMAGE.
HOWEVER, THE POULTRY INDUSTRY SUSTAINED CAPITAL
DAMAGES ESTIMATED IN THE RANGE OF US\$50-60 MILLION,
AND THE BANANA INDUSTRY, IN ADDITION TO LOSS OF ALL
OUTPUT FOR 9 MONTHS, SUSTAINED CAPITAL DAMAGES IN THE

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UNCLAS SECTION 02 OF 09 KINGSTON 04133

AIDAC

E.O. 12356: N/A
 SUBJECT: PROJECT ASSISTANCE COMPLETION REPORT -
 EMERGENCY REHABILITATION PROJECT (532-0185)

RANGE OF US\$10-15 MILLION. OTHER INDUSTRIES
 SUSTAINING SERIOUS CAPITAL DAMAGES WERE THE JAMAICA
 PUBLIC SERVICE COMPANY, WHICH SUPPLIES JAMAICA WITH
 ELECTRICITY. WHILE ITS GENERATING CAPACITY WAS NOT
 DAMAGED, IT WAS FACED WITH A NATIONAL GRID OF DOWNED
 UTILITY POLES, DAMAGED TRANSFORMERS AND SEVERED AND
 TWISTED LINES. THIS IN TURN CAUSED SERIOUS
 DISRUPTIONS TO WATER DISTRIBUTION, HOSPITAL SERVICES,
 AND MANUFACTURING PRODUCTION.

THE COUNTRY'S SOCIAL INFRASTRUCTURE, PRIMARILY
 SCHOOLS, HOSPITALS AND MEDICAL CENTERS, SUFFERED
 EXTENSIVE DAMAGE AS A RESULT OF THE HURRICANE.
 CURRENT ESTIMATES ARE THAT A HALF OF THESE FACILITIES
 LOST ALL OR PART OF THEIR ROOFS.

THE JAMAICAN INSURANCE SECTOR ESTIMATED THAT THE
 INSURED DAMAGE AMOUNTED TO ABOUT US\$600 MILLION.
 HOWEVER, THIS FIGURE ALSO INCLUDED CONSUMER GOODS
 WHICH, WHILE RESULTING IN A LOSS OF WELFARE DID NOT
 AFFECT THE NATION'S PRODUCTIVE CAPACITY.
 FORTUNATELY, MOST OF THESE LIABILITIES WERE COVERED
 THROUGH REINSURANCE ARRANGEMENTS WITH FOREIGN
 INSURANCE COMPANIES, RESULTING IN A LARGE INFLOW OF
 FOREIGN CAPITAL TO TAKE CARE OF THESE LOSSES.
 HOWEVER, MUCH OF THE DAMAGE CAUSED BY THE HURRICANE
 TO COMMERCIAL ENTERPRISES WAS UNDER-INSURED OR
 UNINSURED.

THE IMPACT OF GDP IS MORE DIFFICULT TO EVALUATE. IN
 TERMS OF PRIMARY OUTPUT, AGRICULTURE SUFFERED THE
 GREATEST LOSS. DAMAGE IN EXCESS OF 90 PERCENT WAS
 REPORTED IN THE SUB-SECTORS OF POULTRY, BANANAS,
 PIMENTO AND MISCELLANEOUS TREE CROPS. IN ADDITION,
 DAMAGE IN EXCESS OF 60 PERCENT WAS REPORTED IN THE
 SUB-SECTORS OF COFFEE, COCOA, COCONUTS AND MOST
 VEGETABLE CROPS.

MANUFACTURING LOSSES IN A LARGE PART DUE TO THE LOSS
 OF ELECTRICITY FOR SOME SIX WEEKS, ARE ESTIMATED TO
 BE ABOUT 10 PERCENT OF ANNUAL PRODUCTION.
 ECONOMICALLY THE MOST IMPORTANT LOSS WILL COME FROM A
 DECLINE IN TOURISM EXPENDITURES, NOW EXPECTED TO BE
 AS MUCH AS 20 PERCENT BELOW PROJECTIONS PRIOR TO THE

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HURRICANE. THE OVERALL IMPACT IN TERMS OF GDP IS
 ESTIMATED TO BE 5 PERCENT DURING THE JAMAICA FISCAL
 YEAR ENDING MARCH 31, 1989. HOWEVER, A MASSIVE
 PROGRAM OF RECONSTRUCTION WILL REDUCE THE NET IMPACT
 TO ABOUT ONE AND ONE-HALF TO TWO PERCENT OF GDP;
 BASED ON PRELIMINARY ESTIMATES REAL GROWTH IN GDP
 WILL BE REDUCED FROM THE PROJECTED LEVEL OF 4.7
 PERCENT TO ABOUT 3 PERCENT FOR JFY 1988/89.

II. EMERGENCY REHABILITATION PROJECT

A. PROJECT OBLIGATION AND COMMITMENT

AID'S RESPONSE TO THE DISASTER WAS QUICK. THE
 EMERGENCY REHABILITATION PROJECT AGREEMENT WAS SIGNED
 ON SEPTEMBER 28, 16 DAYS AFTER THE HURRICANE STRUCK,
 AND APPROXIMATELY A MONTH LATER USAID HAD COMMITTED
 \$15.6 MILLION, OR 80 PERCENT, OF PROJECT FUNDS. ON
 NOVEMBER 22, THE PROJECT AGREEMENT WAS INCREASED TO
 \$25 MILLION, AND BY MONTH END USAID HAD COMMITTED
 MORE THAN \$20 MILLION. BY THE END OF DECEMBER, FUNDS
 WERE 85 PERCENT COMMITTED AND BY THE END OF JANUARY,
 COMMITMENTS REACHED 97 PERCENT. BY THE PACD OF
 FEBRUARY 25, ALL FUNDS WERE COMMITTED. DISBURSEMENTS
 HAVE BEEN MADE PROMPTLY, THOUGH OF COURSE LAG BECAUSE
 THEY ARE MADE ONLY AFTER WORK IS DONE AND A BILLING
 RECEIVED.

B. PROJECT MANAGEMENT

IN MANAGING THIS PROJECT, THE MISSION CHANGED ITS
 NORMAL PROJECT IMPLEMENTATION MODE IN SEVERAL
 RESPECTS.

A CONCURRENT AUDIT WAS MANDATED FOR THE PROJECT.
 RIG/TEGUCIGALPA SELECTED AND THE MISSION CONTRACTED
 WITH THE LOCAL OFFICE OF TOUCHE, ROSS TO WORK IN
 COOPERATION WITH THE REGIONAL INSPECTOR GENERAL'S
 OFFICE. THE CONTRACT WAS SIGNED ON OCTOBER 21, LESS
 THAN A MONTH AFTER THE PROJECT AGREEMENT WAS SIGNED,
 AND THE FIRM STARTED WORK PROMPTLY. THE AUDITORS
 WORK WAS FACILITATED BY THE ESTABLISHMENT OF RELIABLE

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WITH THE GOVERNMENT OF JAMAICA TO RESOLVE THE OTHER
AUDIT RECOMMENDATION.

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III. PROJECT COMPONENTS

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THE PROJECT PROVIDED ASSISTANCE TO THE POWER,
 TELEPHONE, SHELTER AND WATER SECTORS, AS WELL AS
 GRANTS TO THREE NGOS. MORE LIMITED ASSISTANCE WAS
 PROVIDED TO THE HEALTH AND AGRICULTURE SECTORS AND
 FOR REMOVAL OF BOTTLENECKED RELIEF GOODS FROM
 KINGSTON PORT. SPECIFIC SECTORS WERE CHOSEN BECAUSE
 OF THEIR IMPORTANCE TO QUICK RECOVERY.

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MORE DETAILED INFORMATION BY SECTOR FOLLOWS:

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FM AMEMBASSY KINGSTON
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- 1. POWER SECTOR - \$10,763,383

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SUBJECT: PROJECT ASSISTANCE COMPLETION REPORT -
 EMERGENCY REHABILITATION PROJECT (532-0185)

TRACKING/MONITORING SYSTEMS, DESCRIBED BELOW.
 IN ADDITION, THE MISSION CONTRACTED WITH THE LOCAL
 OFFICE OF PRICE, WATERHOUSE TO REVIEW THE ADEQUACY OF
 ACCOUNTING AND ADMINISTRATIVE SYSTEMS OF IMPLEMENTING
 ENTITIES AND TO ESTABLISH A MONITORING SYSTEM TO
 TRACK RECEIPT AND DISTRIBUTION OF ALL PROJECT
 FINANCED GOODS AND SERVICES. THIS CONTRACT WAS
 SIGNED ON OCTOBER 27, ALSO LESS THAN A MONTH AFTER
 THE PROJECT AGREEMENT.

THE POWER SECTOR WAS SEVERELY DAMAGED, AND OUTAGE
 AFFECTED RECOVERY OF OTHER SECTORS. AID FINANCED
 TECHNICAL SERVICES TO HELP JAMAICA PUBLIC SERVICE
 (JPS) RESTORE DAMAGED TRANSMISSION AND DISTRIBUTION
 LINES ON ONE-THIRD OF THE ISLAND. OTHER DONORS
 WORKED ON THE OTHER TWO-THIRDS. TECHNICAL SERVICES
 OF LINE CREWS WERE PROVIDED BY FLORIDA POWER AND
 LIGHT CO., NORTHEAST UTILITIES CO., LONG ISLAND
 LIGHTING CO., PUERTO RICO ELECTRIC POWER AUTHORITY,
 BOSTON EDISON CO., AND LLOYD ELECTRIC CO. AID ALSO
 FINANCED EQUIPMENT TO ASSIST JPS CARRY OUT POWER
 RESTORATION, INCLUDING DIGGER DERRICKS, BUCKET
 TRUCKS, FLAT BED TRUCKS, VEHICLES, ELECTRICAL
 MATERIALS AND TELEPHONE POLES.

- 2. SHELTER SECTOR - \$7,033,459

WITHIN THE MISSION, EACH PROJECT COMPONENT WAS
 MANAGED BY THE RELATED TECHNICAL OFFICE (E.G., POWER
 BY THE ENGINEERING OFFICE, AGRICULTURE BY THE
 AGRICULTURE OFFICE) TO MAXIMIZE USE OF MISSION
 TECHNICAL EXPERTISE. THE OFFICE OF PROJECTS AND
 PRIVATE ENTERPRISE PROVIDED OVERALL PROJECT
 COORDINATION AND IDENTIFIED CROSS-CUTTING PROBLEMS
 AMONG COMPONENTS. IN ADDITION, THE MISSION OBTAINED
 CONSULTING SERVICES TO PACKAGE PROCUREMENT, MOST OF
 WHICH WAS CONTRACTED TO PROCUREMENT SERVICES AGENTS.
 TO IMPROVE MONITORING, THE MISSION DEVELOPED A NEW,
 COMPUTER-BASED MANAGEMENT INFORMATION SYSTEM WHICH
 PERMITTED QUICK UPDATING AND WILL BE USED, WITH
 MODIFICATIONS, FOR THE FOLLOW-ON HURRICANE
 RECONSTRUCTION PROJECT.

HOMES AND BUILDINGS WERE BADLY DAMAGED, WITH MANY
 FAMILIES LEFT HOMELESS. AID FINANCED 4,000 TONS OF
 REPLACEMENT ROOFING MATERIALS, INCLUDING ZINC SHEETS,
 NAILS, AND ANCHOR STRAPS, FOR THE JAMAICA COMMODITY
 TRADING CO. ALSO, 800 PREFABRICATED HOUSING KITS
 WERE FINANCED FOR HOMELESS AND NEEDY PERSONS. IN
 ADDITION, AID FINANCED PRINTING OF BROCHURES ON
 HURRICANE-PROOF HOUSING CONSTRUCTION AND AN
 ISLANDWIDE ASSESSMENT OF DAMAGE TO HOUSING STOCK.

THE MISSION DEVELOPED A "SWAT TEAM" APPROACH TO
 RESOLVING PROJECT ISSUES. THIS APPROACH INVOLVED
 SHORT BRAINSTORMING SESSIONS WITH ALL POTENTIAL
 MISSION PARTICIPANTS INVOLVED IN A PARTICULAR ISSUE.
 DURING THESE SESSIONS, A WIDE VARIETY OF VIEWS WERE
 EXPRESSED, ALL TARGETED TOWARDS EFFECTIVE AND PROMPT
 RESOLUTION OF THE PARTICULAR PROBLEM. AT THE END OF
 EACH SESSION, RESPONSIBILITIES FOR ACTION WERE
 ASSIGNED ALONG WITH DEADLINES FOR COMPLETION.

- E. PROJECT AUDIT

RIG/TEGUCIGALPA SUBMITTED TO THE MISSION AN INTERIM
 AUDIT REPORT DATED MARCH 22 (AUDIT REPORT NO.
 1-532-89-14). THE MISSION HAD PREVIOUSLY REVIEWED
 AND COMMENTED ON THE THREE DRAFT AUDIT
 RECOMMENDATIONS AND HAD REQUESTED THAT TWO OF THE
 RECOMMENDATIONS BE CLOSED. USAID IS PURSUING ACTION

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E.O. 12356: N/A
SUBJECT: PROJECT ASSISTANCE COMPLETION REPORT -
EMERGENCY REHABILITATION ECT (532-0185)

- 3. WATER SECTOR - \$2,075,786

THE NATIONAL WATER COMMISSION KEPT THE WATER SYSTEM OPERATING, AND THE PROJECT FINANCED MATERIALS INCLUDING PIPES AND PUMPS AND ALSO SOME VEHICLES. ALSO, AID FINANCED A CONSULTING FIRM'S DETAILED ASSESSMENT OF DAMAGES TO THE WATER SYSTEM.

- 4. HEALTH SECTOR - \$873,733

AID PROCURED 4-WHEEL DRIVE VEHICLES AND RADIOS SO THAT HEALTH CARE OFFICERS COULD CARRY OUT WORK IN REMOTE RURAL AREAS. IN ADDITION, LABORATORY EQUIPMENT WAS SUPPLIED FOR THE MINISTRY OF HEALTH'S CENTRAL LABORATORY AND HOSPITALS ALONG WITH VEHICLES TO SUPPORT THE MINISTRY'S SPRAYING PROGRAM TO CONTROL DENGUE FEVER.

- 5. AGRICULTURE SECTOR - \$603,751

THE BADLY HIT AGRICULTURE SECTOR RECEIVED SEEDS (CABBAGE, STRING BEANS, TOMATOES, CARROTS, ONIONS, RED PEAS, AND CORN) PLUS FARM TOOLS INCLUDING SAWS AND SHEARS.

- 6. NATIONAL DEVELOPMENT FOUNDATION - \$1,303,260

THE NON-PROFIT NDF WAS GIVEN A GRANT TO ESTABLISH A HURRICANE REHABILITATION FUND TO EXTEND LOANS TO SMALL AND MICROBUSINESSES WHICH WERE DAMAGED BY THE HURRICANE.

- 7. KINGSTON RESTORATION COMPANY - \$370,225

KRC, UNDER A COOPERATIVE AGREEMENT, ESTABLISHED AN EMERGENCY RELIEF PROGRAMME TO SUPPLY ROOFING, MATERIALS, FOOD VOUCHERS, AND MEDICAL CLINIC SERVICES FOR NEEDY PERSONS IN DOWNTOWN KINGSTON.

- 8. CVSS/UNITED WAY OF JAMAICA - \$985,000

CVSS/UNITED WAY PROVIDED SUB-GRANTS TO THE SALVATION ARMY, RED CROSS AND OTHER PVO'S WHICH SUPPLIED FOOD AND SHELTER TO POOR AND NEEDY INDIVIDUALS AND RENOVATION TO PVO FACILITIES.

- 9. MONITORING/TRACKING AND AUDIT - \$284,403

AID FINANCED CONTRACTS TO PROVIDE SERVICES OF ACCOUNTING FIRMS FOR MONITORING/TRACKING AND CONCURRENT AUDIT.

- 10. TELECOMMUNICATIONS SECTOR - \$486,000

AID FINANCED BUCKET TRUCKS, DIGGER DERRICKS AND TOOLS TO HELP THE JAMAICA TELEPHONE COMPANY RESTORE TELEPHONE SERVICE.

- 11. TRANSPORTATION OF RELIEF GOODS - \$221,000

AID FINANCED COSTS OF MOVING 180 CONTAINERS FROM THE CONGESTED PORT AREA OF KINGSTON SO THAT RELIEF GOODS COULD BE PASSED TO BENEFICIARIES.

IV. PROJECT IMPACTS

THE PROJECT HAD A MAJOR IMPACT IN HELPING JAMAICA RECOVER FROM HURRICANE DAMAGE. SOME EXAMPLES ARE:

- 1. POWER SECTOR

POWER WAS RESTORED IN 80 DAYS TO ITS PRE-HURRICANE LEVEL OF 260 MW AFTER SHUT-DOWN THE DAY OF THE HURRICANE.

AID FINANCED 134 LINESMEN FROM SIX AMERICAN COMPANIES WHO WORKED 89-HOUR WEEKS TO HELP RESTORE POWER TO SOME 97,000, OR 35, OF TOTAL CUSTOMERS IN THE EASTERN PART OF THE ISLAND.

THE FIRST THREE U.S. LINE CREW WERE AIRLIFTED TO JAMAICA, COMPLETE WITH EQUIPMENT, AND STARTED WORK ON OCTOBER 12, SOME 14 DAYS AFTER SIGNING THE PROJECT AGREEMENT.

AMERICAN AND JAMAICAN LINE CREWS RESTORED 98 OF ALL SERVICE IN KINGSTON, ST. ANDREW, AND ST. THOMAS

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AND PUMPS TO RESTORE BROKEN DISTRIBUTION MAINS, WATER AND SEWERAGE TREATMENT PLANTS, AND SMALL AND LARGE PIPELINES TO ASSURE DELIVERY OF POTABLE WATER AND DISPOSE OF SEWERAGE.

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USAID FINANCED EQUIPMENT PERMITTED THE MONTEGO BAY LABORATORY TO CONTINUE TESTING AND MONITORING BACTERIOLOGICAL QUALITY OF POTABLE WATER AFTER THE LABORATORY WAS TOTALLY DESTROYED.

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USAID FINANCED 13 FOUR-WHEEL DRIVE VEHICLES TO ENABLE THE NATIONAL WATER COMMISSION TO TRAVEL TO REMOTE LOCATIONS TO ASSESS AND REPAIR FACILITIES. USAID FINANCED A LOCAL ENGINEERING FIRM'S COMPREHENSIVE ASSESSMENT OF DAMAGE TO THE ISLAND'S WATER SYSTEM, MUCH OF WHICH WILL BE REPAIRED UNDER THE SUCCESSOR PROJECT.

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FM AMEMBASSY KINGSTON
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- 4. HEALTH SECTOR

E.O. 12356: N/A

SUBJECT: PROJECT ASSISTANCE COMPLETION REPORT -
 EMERGENCY REHABILITATION PROJECT (532-0185)

USAID FINANCED 14 VEHICLES WHICH PERMITTED PARISH HEALTH OFFICERS TO EXPAND COVERAGE INTO REMOTE AREAS.

PARISHES BY NOVEMBER 30 WITHIN SIX WEEKS OF ARRIVAL.

USAID FINANCED VEHICLES TO HELP CARRY OUT, WITH PAHO'S AND UNDP'S ASSISTANCE, A MOSQUITO SPRAYING PROGRAM TO PREVENT DENGUE FEVER.

USAID FINANCED MATERIALS EQUIVALENT TO APPROXIMATELY 25 OF THE TOTAL STOCK OF ELECTRICAL MATERIALS.

- 5. AGRICULTURE SECTOR

USAID FINANCED 6,500 POLES EQUIVALENT TO NEARLY 90 OF TOTAL STOCKS.

USAID FINANCED SEEDS REACHED OVER 5,000 FARMERS WHO WERE MOST SEVERELY AFFECTED BY HURRICANE GILBERT.

USAID INCREASED THE ELECTRICAL POWER COMPANY'S FLEET OF BUCKET TRUCKS BY 50 AND OF DIGGER DERRICKS BY 100 TO SPEED RESTORATION OF SERVICE.

OF THE EIGHT DIFFERENT TYPES OF SEEDS SUPPLIED, SEVEN WERE DELIVERED, DISTRIBUTED AND PLANTED BEFORE THE END OF DECEMBER 1988. ONLY CORN SEED WAS HELD BACK BECAUSE THE TRADITIONAL PLANTING SEASON HAD PASSED; IT WAS DISTRIBUTED FOR MARCH PLANTING.

- 2. SHIFTER SECTOR

THE SEEDS SUPPLIED HAVE BEEN PLANTED IN AN ESTIMATED 8,000 ACRES OF LAND IN 13 PARISHES.

USAID FINANCED 4,000 TONS OF ROOFING AND MATERIALS, ENOUGH TO REROOF 20 PERCENT OF THE ESTIMATED 44 MILLION SQUARE FEET NEEDED AS REPLACEMENTS FOR 213,000 HOMES.

AID-FINANCED SEEDS HAVE BEEN PLANTED AND HARVESTED,

USAID SUCCESSFULLY ENCOURAGED THE GOJ TO RELY ON THE PRIVATE SECTOR TO DISTRIBUTE ROOFING MATERIALS.

USAID FINANCED 806 PREFABRICATED HOUSING UNITS FOR NEEDY, HOMELESS FAMILIES.

USAID FINANCED PRINTING OF 4,000 SETS OF POSTERS AND 7,000 BOOKLETS WHICH DEMONSTRATE HURRICANE RESISTANCE CONSTRUCTION METHODS TO BE USED IN REHABILITATION; THESE ARE POSTED IN MORE THAN 100 OF THE HARDEST HIT COMMUNITIES.

USAID FINANCED A PEACE CORPS PROGRAM TO ENCOURAGE HURRICANE RESISTANT CONSTRUCTION, GIVEN IN 25 COMMUNITIES TO 375 HOUSEHOLDS.

THE GOJ HAS ISSUED BUILDING STAMPS VALUED AT US\$28 MILLION TO 123,000 HEADS OF HOUSEHOLDS, TO BE USED FOR BUILDING MATERIALS. THE PROGRAM IS EXPECTED TO REACH 500,000 HEADS OF HOUSEHOLD BY JUNE 1989. STAMP PROGRAMS HAVE BEEN UNDERTAKEN IN THE PARISHES OF ST. THOMAS, PORTLAND, HANOVER, KINGSTON, AND ST. ANDREW.

- 3. WATER SECTOR

USAID FINANCED SOME 80 PERCENT OF PIPES, FITTINGS,

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TELEGRAM

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INFO LADP-03 /003 A5

ACTION OFFICE LACA-03

INFO PPMF-01 BIFA-01 LADP-03 LADR-03 LAEM-02 SAST-01 APPC-02
PDR-01 PDPR-01 PPPB-02 IG-01 GC-01 GCLA-01 GCCM-02
FVA-01 FVPP-01 PVC-02 ES-01 OFDA-02 PRE-06 STFA-01
STAG-02 AAPF-01 SEOP-01 SEOS-02 SEPS-03 HO-07 FPA-02
FFP-09 SECS-02 SEPW-01 SEC-01 RELO-01 AAXA-01
/072 A1 WF20

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R 181450Z APR 89
FM AMEMBASSY KINGSTON
TO SECSTATE WASHDC 0619

UNCLAS SECTION 06 OF 09 KINGSTON 04133

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E.O. 12356: N/A

SUBJECT: PROJECT ASSISTANCE COMPLETION REPORT -
EMERGENCY REHABILITATION PROJECT (532-0185)

AND VEGETABLE CROPS REAPPEARED IN URBAN MARKETS,
PARTICULARLY THE KINGSTON, SPANISH TOWN, MAY PEN,
MANDEVILLE AND MONTEGO BAY PRODUCE MARKETS.

AN ESTIMATED 20,000 FARMERS BENEFITTED FROM USAID
SUPPLIED TOOLS INCLUDING PRUNING SAWS, PRUNING
SHEARS, AND POWER SAWS.

- 6. NATIONAL DEVELOPMENT FOUNDATION

USAID FUNDS RESULTED IN 306 NEW LOANS TO SMALL AND
MICRO BUSINESSES DAMAGED BY THE HURRICANE, RESULTING
IN RESTORING OR CREATING SOME 1,200 JOBS.
30 PERCENT OF LOANS WENT TO WOMEN-OWNED ENTERPRISES.

SOME 37 PERCENT OF LOANS (THREE TIMES NDF'S NORMAL
NUMBER) WENT TO AGRICULTURE FOR CROP INPUTS AND
LIVESTOCK.

- 7. KINGSTON RESTORATION PROJECT

THIS NGO IN DOWNTOWN KINGSTON DISTRIBUTED 9,500 ZINC
SHEETS TO 900 HOUSEHOLDS.

KRC PROVIDED 7,000 NEEDY PERSONS WITH FOOD VOUCHERS.

KRC ESTABLISHED A NEW HEALTH CLINIC WHICH PROVIDED
MORE THAN 3,000 PERSONS WITH CURATIVE TREATMENT,
CHILD HEALTH SERVICES, HEALTH EDUCATION AND HOME AND
COMMUNITY VISITS.

- 8. COUNCIL OF VOLUNTARY SOCIAL SERVICES/UNITED
WAY

A TOTAL OF 74,168 PERSONS WERE ASSISTED THROUGH PVO
PROGRAMS

- 9. TELECOMMUNICATIONS SECTOR

USAID FINANCED NEW TELEPHONE LINE CONSTRUCTION
VEHICLES AND TOOLS TO SUBSTANTIALLY SPEED RESTORATION
OF SERVICE.

- 10. MOVEMENT OF RELIEF GOODS

USAID FINANCED MOVEMENT OFF CROWDED DOCKS OF 100
CONTAINERS OF RELIEF SUPPLIES DESTINED FOR JAMAICAN
NGO'S TO BE DISTRIBUTED TO HURRICANE VICTIMS.

V. LESSONS LEARNED

THE MISSION LEARNED SEVERAL LESSONS FROM IMPLEMENTING
THIS PROJECT. SOME OF THESE LESSONS CAN BE APPLIED
NOT ONLY TO DISASTER-RELATED PROJECTS BUT ALSO TO
CUSTOMARY PROJECTS.

KEY LESSONS LEARNED ARE:

- 1. EARLY DEADLINE

SPEED WAS CRITICAL TO PROJECT MANAGEMENT. THE
MISSION HAD ONLY 150 DAYS TO COMPLETE ALL ACTIONS.
CONSEQUENTLY, THE DIRECTOR SET A 90-DAY INITIAL
DEADLINE FOR ALL ACTIVITIES, WHICH FORCED A SHORT
TIME HORIZON FOR PROJECT COMPLETION. AT THE END OF
THE 90-DAY PERIOD, ACTIVITIES WERE REEXAMINED AND
FUNDS REALLOCATED TO THOSE ACTIVITIES WHICH WERE
MOVING MOST QUICKLY.

THE LESSON LEARNED WAS THE IMPORTANCE OF SETTING AN
EARLY INITIAL DEADLINE FOR PROJECT COMPLETION, WELL
WITHIN THE 150-DAY LIMIT.

- 2. DECENTRALIZATION

RESPONSIBILITY FOR EACH PROJECT COMPONENT WAS
ASSIGNED TO DIFFERENT MISSION OFFICES FOR EXECUTION.
THUS, THE MISSION BROUGHT TO BEAR A LARGE VOLUME OF
PERSON HOURS WORKING CONCURRENTLY ON THE PROJECT AND,
IN ADDITION, BROUGHT TO BEAR THE BEST AVAILABLE
EXPERTISE RELATED TO EACH COMPONENT.

OVERALL PROJECT MANAGEMENT AND IDENTIFICATION OF
CROSS-CUTTING ISSUES WAS ASSIGNED TO THE OFFICE OF
PROJECTS AND PRIVATE ENTERPRISE, WHICH DID NOT HAVE
RESPONSIBILITY FOR ANY SINGLE COMPONENT. THUS, THAT
OFFICE WAS ABLE TO MAINTAIN A BROAD PERSPECTIVE OF

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ACTION TO DEVELOP AN EFFECTIVE PROCUREMENT SYSTEM.

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- 4. CONCURRENT AUDIT

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INFO PPMF-01 BIFA-01 LADP-03 LADR-03 LAEM-02 SAST-01 APPC-02
PPR-01 PDPR-01 PPPB-02 IG-01 GC-01 GCLA-01 GCCM-02
FVA-01 FVPP-01 PVC-02 ES-01 OFDA-02 PRE-06 STFA-01
STAG-02 AAPF-01 SEOP-01 SEOS-02 SEPS-03 HO-07 FPA-02
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THE CONCURRENT AUDIT, MANDATED BY AID/W, WAS MOST USEFUL. THE MISSION CONTRACTED EARLY WITH THE LOCAL OFFICES OF TWO BIG EIGHT FIRMS FOR RIG SELECTED AND MANAGED AUDIT SERVICES AND ALSO FOR USAID CONTROLLER MANAGED TRACKING/MONITORING SERVICES. THE AGENCY'S REGIONAL INSPECTOR GENERAL'S OFFICE WORKED CLOSELY WITH THE AUDITORS. AS A RESULT, THE MISSION WAS INFORMED EARLY OF POTENTIAL PROBLEM AREAS AND MADE MID-COURSE CORRECTIONS BEFORE THEY BECAME SERIOUS.

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THE LESSONS LEARNED WERE: (A) THE IMPORTANCE OF EARLY ESTABLISHMENT OF RELIABLE TRACKING/MONITORING SYSTEM WHICH FACILITATED AUDIT; AND (B) CONCURRENT RIG AUDIT IS DESIRABLE IN A HIGH VISIBILITY CRISIS SITUATION.

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- 5. REPORTING SYSTEM

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THE MISSION DEVELOPED A NEW, COMPUTER-BASED MANAGEMENT INFORMATION SYSTEM TO TRACK KEY ACTIONS REQUIRED TO IMPLEMENT THE 10 PROJECT COMPONENTS. THIS SYSTEM WAS MAINTAINED BY THE OFFICE OF PROJECTS AND PRIVATE ENTERPRISE AND WAS CAPABLE OF BEING UPDATED ON SHORT NOTICE. THE MISSION IS APPLYING THIS SYSTEM TO THE FOLLOW-ON HURRICANE RECONSTRUCTION PROJECT AND WILL APPLY IT TO OTHER PROJECTS.

E.O. 12356: N/A

SUBJECT: PROJECT ASSISTANCE COMPLETION REPORT -
EMERGENCY REHABILITATION PROJECT (532-0185)

THE LESSON LEARNED WAS THE IMPORTANCE OF TAILORING A MIS SYSTEM TO PROJECT MANAGEMENT NEEDS RATHER THAN RELYING SOLELY ON REPORTS INTENDED FOR OTHER PURPOSES.

PROJECT ACTIVITIES.

THE LESSON LEARNED WAS A TECHNIQUE FOR FOCUSING A LARGE AMOUNT OF TIME ON PROJECT MANAGEMENT IN A SHORT TIMEFRAME.

- 6. CLEAR PROJECT FOCUS

- 3. PROCUREMENT

PROCUREMENT WAS IDENTIFIED EARLY AS A POTENTIAL PROBLEM AREA BECAUSE OF THE NEED FOR PROMPT ACTION, DETAILED KNOWLEDGE OF COMMODITIES AND SUPPLIERS, AND DAILY MONITORING. THE MISSION CONTRACTED FOR SERVICES OF A PROCUREMENT SPECIALIST FOR ADVICE TO THE USAID AND FOR TWO PROCUREMENT SERVICES AGENTS TO DO ALL OF THE CONTRACTING FOR EQUIPMENT AND SUPPLIES. TO SPEED CONTRACTING FOR SERVICES, THE MISSION USED DIRECT CONTRACTING IN MOST CASES RATHER THAN HOST COUNTRY CONTRACTING PROCEDURES. THE MISSION ALSO ESTABLISHED A CENTRAL PROCUREMENT POINT IN THE EXECUTIVE OFFICE. THESE ARRANGEMENTS ACCOMPLISHED PROMPT PROCUREMENT IN A SATISFACTORY MANNER.

AFTER THE HURRICANE, OBSTACLES TO PROMPT RECOVERY WERE READILY IDENTIFIABLE AND SOLUTIONS QUICKLY AGREED. THE PROJECT FOCUS WAS EXTREMELY CLEAR. CONSEQUENTLY, PROJECT PRIORITIES AND ACTIONS TO IMPLEMENT SOLUTIONS WERE MADE QUICKLY. IN CONTRAST, MANY AID PROJECTS ARE LESS CLEARLY DEFINED.

HOWEVER, THE PSA COMPETITION AND SELECTION COULD HAVE BEEN DONE BEFORE PROAG SIGNING, SO THAT THE PSA CONTRACTS COULD BE SIGNED IMMEDIATELY. GOOD PSA'S ARE SO MUCH MORE EFFECTIVE THAN PROJECT OFFICERS AT PROCURING THAT USAID WOULD HAVE AVOIDED WASTE OF TIME BY PROJECT OFFICERS BY MAKING PSA CONTRACTING THE ABSOLUTE PRIORITY.

A RELATED CONCERN WAS PORT CONGESTION. THE KINGSTON DOCKS BECAME SO CONGESTED IN JANUARY AND FEBRUARY THAT SHIPS WERE AWAITING TWO TO THREE WEEKS TO BERTH. CONSEQUENTLY, THE SHIPPING COMPANIES BEGAN TO DELAY SHIPPING AND BUMPED CARGO. THE COST OF SHIPPING ROSE BY ABOUT 45, AND SECURING SPACE BECAME ALMOST IMPOSSIBLE. EVEN THOUGH USAID CHARTERED VESSELS, WE STILL HAD TO CONTEND WITH THE BACKLOG AT THE PORT, WHICH RESULTED IN SUBSTANTIAL DEMURRAGE CHARGES. ADDITIONALLY, CONSIGNEES HAD DIFFICULTY IN CLEARING GOODS FROM THE PORTS.

THE LESSON LEARNED WAS THE IMPORTANCE OF TAKING EARLY

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ACTION AID-00

RANGE OF PROJECT ACTIVITIES FROM DESIGN THROUGH
IMPLEMENTATION AND CLOSE-OUT IN A SIX MONTH PERIOD.
-ANNEX I

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PPR-01 PDPR-01 PPPB-02 GC-01 GCLA-01 GCCM-02 FVA-01
FVPP-01 PVC-02 ES-01 OFDA-02 PRE-06 STFA-01 STA-02
AAPF-01 SEOP-01 SEOS-02 SEPS-03 HO-07 FPA-02 FFP-09
SECS-02 SEPW-01 SEC-01 RELO-01 AAXA-01 /071 A1 WF20

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SUBJECT: PROJECT ASSISTANCE COMPLETION REPORT -
EMERGENCY REHABILITATION PROJECT (532-0185)

THE LESSON LEARNED WAS THE IMPORTANCE OF A CLEARLY
FOCUSSED PROJECT TO EFFECTIVE PROJECT IMPLEMENTATION.

- 7. PROCUREMENT BY PRIVATE SECTOR

USAID SUCCESSFULLY CONVINCED THE GOJ TO PROVIDE
SHELTER RELIEF BY USING THE PRIVATE SECTOR TO
DISTRIBUTE BUILDING MATERIALS. THIS WAS AN EFFECTIVE
MEANS OF DISTRIBUTING THE MATERIALS. USAID AND
OTHER DONORS BROUGHT IN ZINC SHEETS. ALSO, THE GOJ
PURCHASED EXCESSIVE AMOUNTS WHICH MOSTLY ARRIVED
AFTER THE LOCAL PRIVATE SECTOR HAD LARGELY MET DEMAND
THROUGH INCREASED PRODUCTION. HERCULEAN EFFORTS
RESULTED IN GOJ IMPORTED ZINC ARRIVING 3 1/2 - 4
MONTHS AFTER THE HURRICANE.

THE LESSON LEARNED WAS THAT USAID (AND OTHERS) WOULD
HAVE DONE BETTER TO PROVIDE A LETTER OF CREDIT FOR
LOCAL IMPORTERS.

- 8. PHASING OF ASSISTANCE COMPONENT

JAMAICA PUBLIC SERVICE, (JPS), THE SOLE ELECTRIC
UTILITY, WAS FACED WITH A MASSIVE TASK OF RESTORING
ELECTRIC SERVICE FROM DOWNED DISTRIBUTION AND
TRANSMISSION LINES. IT ORIGINALLY ASKED USAID TO
FINANCE 500 LINESMEN AND SUPERVISORS ALL AT ONCE.
USAID BALKED AT THE LARGE NUMBER AND WAS SKEPTICAL
OF THE CAPACITY TO MANAGE SUCH A LARGE CONTINGENT.
INSTEAD, THE MISSION STARTED WITH A SMALL NUMBER (14
LINESMEN AND 9 UNITS OF EQUIPMENT), THEN RAPIDLY
INCREASED THE NUMBER AS JPS DEMONSTRATED THAT
ADDITIONAL LINESMEN COULD BE PUT TO EFFECTIVE USE
(134 LINESMEN AND 79 UNITS OF EQUIPMENT). AS THE
PROJECT APPROACHED PACT, THE NUMBER OF LINE CREWS WAS
REDUCED TO PERMIT ORDERLY CLOSURE (20 LINESMEN AND 42
UNITS OF EQUIPMENT). ANNEX I SHOWS THE PHASING OF
ASSISTANCE THROUGH BUILD-UP AND REDUCTION.

THE LESSON LEARNED IS THAT PHASING IS IMPORTANT IN
SOME SECTORS TO ASSURE EFFECTIVE USE OF ASSISTANCE.

- 9. EDUCATIONAL SIDE EFFECT

A BENEFIT OF THE PROJECT WAS ITS EDUCATIONAL IMPACT
ON PROJECT MANAGERS WHO PARTICIPATED IN THE ENTIRE

- TECHNICAL SERVICES AND EQUIPMENT
- ASSISTANCE TO JPSCO. UNDER USAID
- EMERGENCY REHABILITATION PROJECT

TECHNICAL SERVICES OF U.S. AND PUERTO RICAN UTILITY
COMPANIES AND PRIVATE CONTRACTORS INVOLVED THE
FOLLOWING LEVELS OF MEN AND EQUIPMENT OVER THE
PERIOD INDICATED:

DATES (1988)	NO. OF MEN	EQUIPMENT (NOTE)
OCTOBER 12 - 16	14	9 UNITS
OCTOBER 17 - 24	22	17 "
OCTOBER 25	41	17 "
OCTOBER 26	43	35 "
OCTOBER 27 - NOV. 6	70	35 "
NOVEMBER 7 - 9	54	67 "
NOVEMBER 10	72	67 "
NOVEMBER 11	94	67 "
NOVEMBER 12 - 15	115	67 "
NOVEMBER 16	111	67 "
NOVEMBER 17	134	79 "
NOVEMBER 18	120	79 "
NOVEMBER 19 - 24	134	79 "
NOVEMBER 25	113	79 "
NOVEMBER 26 - DEC. 3	134	70 "
DECEMBER 4	118	70 "
DECEMBER 5 - 6	134	70 "
DECEMBER 7 - 8	113	42 "
DECEMBER 9 - 10	92	42 "
DECEMBER 11 - 14	73	42 "
DECEMBER 15 - 18	50	42 "
DECEMBER 19 - 20	20	42 "

NOTE - EQUIPMENT UTILIZED OVER THE PERIOD WAS A
COMBINATION OF DIGGER DERRICKS, BUCKET TRUCKS,
PICKUP TRUCKS, PASSENGER VANS, AND 4WD UTILITY

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PPR-01 PDPR-01 PPPB-02 IG-01 GC-01 GCLA-01 GCCM-02
FVA-01 FVPP-01 PVC-02 ES-01 OFDA-02 PRE-06 STFA-01
STAG-02 AAPF-01 SEOP-01 SEOS-02 SEPS-03 HO-07 FPA-02
FFP-09 SECS-02 SEPW-01 SEC-01 RELO-01 AAXA-01
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SUBJECT: PROJECT ASSISTANCE COMPLETION REPORT -
EMERGENCY REHABILITATION PROJECT (532-0185)

VEHICLES INDICATED BY THE NUMBER OF UNITS SHOWN
OVER THE PERIOD. THREE UTILITY COMPANIES BROUGHT
IN THEIR OWN EQUIPMENT BY AIRLIFT AND SHIP (LATER
EXPORTED). INTERMITTENT HELICOPTER SERVICE WAS
ALSO PROVIDED.

(DRAFTED: OPPE: TTIFFT/APPROVED: DDIR: MGOLDEN)

SOTIRHOS