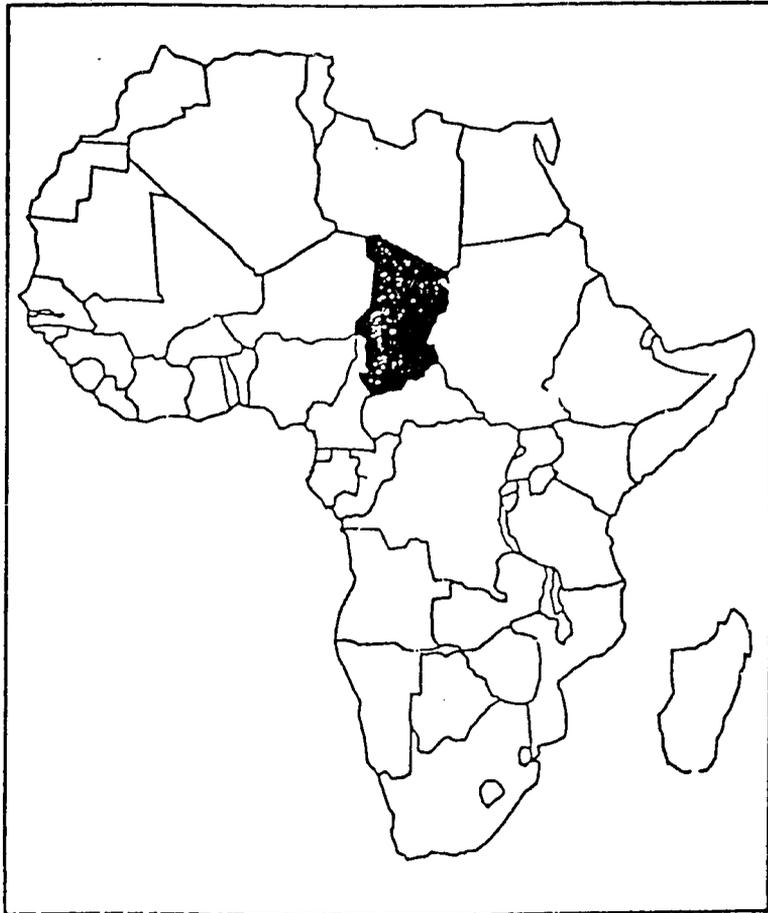


CHAD

MISSION DISASTER RELIEF PLAN



**USAID/CHAD
JANUARY 1995**

U.S. MISSION DISASTER RELIEF PLAN - CHAD 1995

Table of Contents

	Page
I. Introduction	1
II. Background	1
A. Definition and Declaration of a Disaster	
B. Types of Disasters	
C. Chad Disaster History	
III. Organization	6
A. Organization of Mission's Disaster Relief Response	
1) Mission Disaster Relief Organization Chart	
2) Authorities and Responsibilities	
3) Mission Emergency Contact List	
4) AID/W Emergency Contact List	
B. GOC organization	
IV. Programmatic and Procedural Guidance	8
A. Assessment	
B. Disaster Declaration and Resource Mobilization	
C. Resource Allocation and Coordination	
D. Monitoring and Reporting	
V. Resources	13
A. Commodities	
B. Services	
C. Infrastructure	
D. Implementing Agencies	
Tables:	
Table 1: Chad Disaster History since 1982	4
Maps:	
Map 1: Location of Recent Disasters in Chad	5
Map 2: Warehouse Capacity and Location	15
Annexes:	
Annex A: Sample Disaster Declaration Cable for Chad	A 1-6
Annex B: Sample Disaster Situation Reports for Chad	B 1-8
Annex C: Sample Final Disaster Summary Report	C 1-9
Annex D: Year-End Disaster Report for Chad	D 1-4
Annex E: OFDA Guidance - FY 1995	E 1-13
Annex F: Guidance for Implementation of DOD Humanitarian Assistance Program	F 1-8
Annex G: Distances from N'Djaména to Regional Centers	G 1-5
Annex H: Sample Disaster Grant Agreements for Chad	H 1-11
Annex I: Revised Definitions of Relief, Rehabilitation and Reconstruction	I 1-9
Annex J: OFDA Internal Reorganization of 1991	J 1-2
Annex K: Disaster Assistance for Animals	K 1-2

U.S. MISSION DISASTER RELIEF PLAN - CHAD

I. Introduction

The post-independence period in Chad's history has been marked by a series of natural and man-made disasters. During the 1980's alone, the U.S. Government made six disaster determinations which allowed it to respond to Government of Chad (GOC) requests for emergency assistance; by January 1995, three additional disaster determinations had already been made for this decade. Given Chad's propensity for disasters, it is necessary to maintain a current set of standard operating procedures which define how the Mission can respond to future disaster situations in Chad. The purpose of the Mission Disaster Relief Plan (MDRP), therefore, is to establish a set of procedures and identify essential personnel so that an effective USG response can be mounted when disasters occur in Chad. The MDRP should be updated at the end of each fiscal year by the Mission Disaster Relief Officer (MDRO) and reviewed by key mission personnel identified in Section III A.

II. Background

A. Definition and Declaration of a Disaster

As noted in 2FAM 060-061.1 and AID Handbook 8, foreign disasters occur outside the United States and comprise both acts of nature and acts of man which disrupt social and economic life. An indicative listing of disasters appears below, with specific examples of their occurrences in Chad:

<u>Types of Disasters</u>	<u>Examples in Chad</u>
- violent acts of nature	- floods, wind and hail storms
- acts of man	- civil war, border conflicts, village/ market fires
- slow-onset catastrophes	- drought, famine and epidemics
- potential catastrophes	- crop pests (locusts, rodents)
- an accident of serious proportions	- no such accidents on record

Assistance may be granted to the GOC for any of the above kinds of disasters when the Ambassador determines that:

- a life-threatening situation exists which is beyond the GOC's ability to respond adequately;
- disaster assistance is desired by the GOC; and,
- it is in the interests of the USG to provide assistance.

Note that a GOC disaster declaration or appeal for emergency assistance is not a precondition for the Ambassador's disaster determination. It is, however, desirable to have an official GOC appeal for assistance on record to support the Ambassador's determination. The procedure by which the Ambassador declares a disaster is described in Section IV.

If a disaster occurs, but appears to be under control using GOC and/or other donor resources, the Ambassador does not need to make a disaster declaration. It is useful, however, for the Mission to keep OFDA apprised, through cabled reports, of the status of disaster relief activities being undertaken.

B. Types of Disaster Relief

Disaster relief falls into two categories: emergency relief and short-term rehabilitation.

Emergency relief comprises assistance which is, "provided to save lives or reduce human suffering and has an immediate impact on the condition of disaster victims. Relief assistance may be provided for as long as the condition of the victims resulting from the disaster requires this support. During this phase, the Chief of Mission may commit up to \$25,000 toward the relief effort. Commitments in excess of this amount require the approval of OFDA. Relief assistance for ongoing disasters such as drought, famine and civil strife can last more than one year depending on the circumstances, but will require annual disaster declarations. OFDA will consider the relief phase ended 90 days after the declaration of a disaster with respect to a sudden event unless the Mission requests and OFDA approves a continuation of this period."¹

Short-term rehabilitation consists of, "assistance that addresses the problems created by the disaster event and is needed to restore victims and affected communities to self-sufficiency. Support must be tailored to the specific needs of the victims and their community resulting from the disaster. The kinds of rehabilitation assistance provided will depend on the nature of the disaster, where it occurs, who the victims are, the impact the disaster has had on the victims, and their ability to sustain themselves and their community. If necessary as a result of the disaster, assistance may be provided to address the means of livelihood of victims to help them become productive again in a manner consistent with post-disaster conditions and opportunities in the community or affected area. Roads, structures and other facilities may be repaired to the extent necessary to restore services required by the people affected, but major renovation beyond this state should be left to the reconstruction phase, if any. In addition, specific initiatives in the areas of prevention, preparedness and mitigation may be incorporated in rehabilitation activities in order to reduce the vulnerability of communities to future disasters."

Reconstruction is, "assistance which rebuilds the stricken community beyond the condition necessary to restore services required by the people or which aims to bring the community to a state beyond immediate self-sufficiency. This type of assistance cannot be funded from the disaster assistance appropriation, and is subject to the standard A.I.D. programming procedures for development assistance and ESF."

Prevention, mitigation and preparedness generally involve assistance which reduces the vulnerability of countries exposed to a wide range of natural and man-made hazards and may include pilot activities or prototype facilities to demonstrate their effectiveness for prevention or mitigation. Specific definitions and examples are as follows:

Disaster prevention encompasses those activities which are taken to prevent natural phenomena or potential hazards from having harmful effects on either persons or economic assets. Disaster prevention includes such activities as channelling the direction of debris flow away from population centers, construction of dams or dikes to eliminate flooding, land-use planning to prevent construction in disaster-prone areas, and safe destruction of outdated hazardous chemicals. In Chad, the threat of significant crop damage from locusts resulted in three successive disaster determinations made by the Ambassador since 1986; this, in turn, allowed the Mission to draw upon OFDA resources for crop protection activities. These resources have included commodities (pesticides), services (flying hours for surveying and aerial spraying), and technical assistance.

Disaster mitigation concentrates on reducing the harmful effects of a disaster. Mitigation accepts the occurrence of disasters, but attempts to limit their impact on human suffering and economic assets. Disaster mitigation activities include improving building standards, installing hurricane straps to reduce wind damage to roofs, and modifying crop patterns to reduce agricultural vulnerability.

Disaster preparedness aims to limit the impact of a disaster by structuring the response and providing quick and effective actions after the disaster. Preparedness is unique in that it addresses actions in both the pre-disaster and post-disaster phases. It also includes early warning systems.

¹ The description of emergency relief and short-term rehabilitation activities has been taken from 91 State 15839, attached as Annex I.

C. Chad Disaster History

For the past 25 years, Chad's history has been punctuated by internal strife, foreign incursions and recurrent drought. Civil war, which erupted in 1965, continued intermittently for about 20 years, resulting in the massive dislocation of Chad's population, both internally and externally. The period between February 1979 and June 1982 was particularly violent, punctuated by a nine-month battle for N'Djaména ("la guerre de neuf mois") and three changes of government. By the end of 1980 an estimated 260,000 Chadians had sought asylum in neighboring countries, the majority in Cameroon, as a result of the internecine struggle for power. Libyan-backed opposition forces occupied the northern forty percent of Chad during the mid-1980's, causing the displacement of up to 50,000 persons who settled, for the most part, south of the 16th parallel in Chad, while GOC "pacification" campaigns in the south drove many thousands of Chadian refugees into neighboring Central African Republic and Cameroon. Exacerbating the plight of Chadians during these war years was the worsening food supply situation caused by recurrent bouts of drought from 1980-85. Following the crop failure of September 1984, some 500,000 Chadians abandoned their villages, becoming internally displaced persons who required emergency feeding, resettlement and other disaster assistance. In response to the 1984/85 famine, the U.S. Government mobilized resources totaling \$42.7 million, of which \$4.0 million were provided by OFDA.

It is important to note that the worst cases of famine recorded in Chad's recent past have not occurred in the agriculturally-marginal regions of the north, but rather in the south, where agricultural potential is greater. During the pre-harvest lean period of 1984 and 1985, severe malnutrition resulted in numerous cases of marasmus, kwashiorkor, and high rates of mortality, as reported by local medical authorities and confirmed by Belgian doctors working for Médecins Sans Frontières (MSF). The Subprefecture (S/P) of Koumra in the Moyen Chari Prefecture was particularly hard hit by famine during the 1984-85 period and has experienced repeated food supply problems. Rice-growing zones in the Logone River Valley, also in the south, experience periodic famine when flood waters are insufficient for rice production. Famine can, and does, occur in the south as well as in the north.

The return of regular rainfall in 1985, while improving the prospects for agricultural production, also created favorable conditions for the propagation of crop pests such as grasshoppers, locusts and rodents. Entomologists from USDA and internationally-renowned institutions in France predicted a massive invasion of grasshoppers and locusts; rodent experts from the Denver Wildlife Research Center (DWRC) similarly warned of the significant crop damage which would occur if rodent irruptions were left unattended. Consequently, disaster determinations were made by the Ambassador for three consecutive years (FY 1986-88), allowing for the mobilization of \$2.8 million in U.S. Government resources to control crop pests in disaster prevention efforts.

In addition to such disaster situations requiring a major mobilization of resources, Chad has had to cope with natural disasters of a more limited scope using, for the most part, in-country resources which can be mobilized and distributed within days. Recent disasters of this nature include floods, a freak hailstorm in 1988 which leveled eleven villages, and an outbreak of anthrax. Epidemics of measles, meningitis and, most recently, cholera, have also reached disaster proportions.

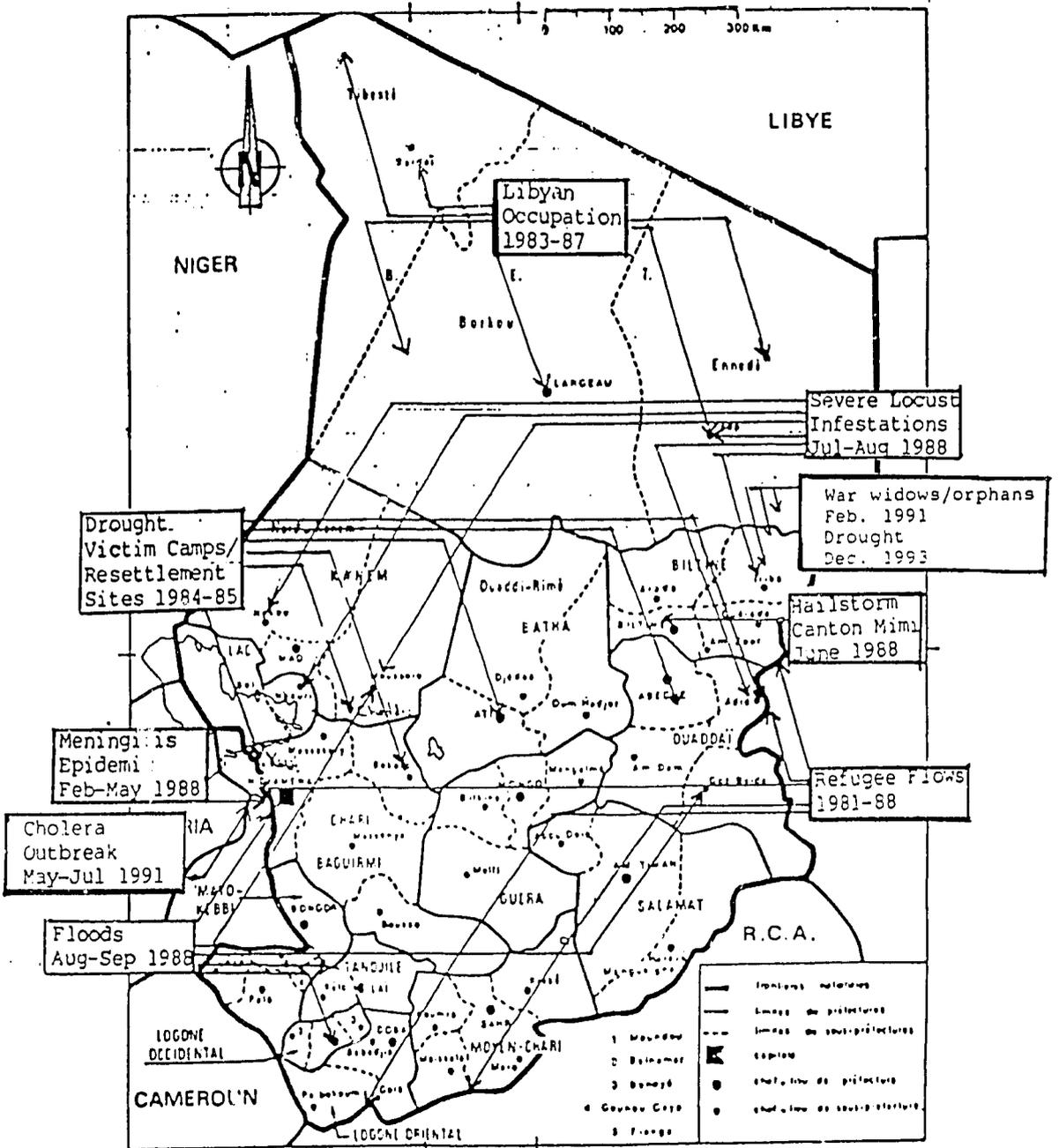
Meningitis outbreaks are seasonal, with the greatest number of cases being recorded at the end of the dry season in March/April. The virus normally reaches epidemic proportions every 9-11 years. It should be noted, however, that a new strain of meningitis was introduced into Chad in 1988 whose periodicity has not yet been determined.

Table 1 on the following page summarizes Chad's disaster history since 1982 and Map 1 on page 5 indicates where some of them have occurred.

Table 1: CHAD DISASTER HISTORY SINCE 1982

FY	Nature of Disaster	OFDA Resources (\$)	Disaster Assistance Provided
1982	DROUGHT	25,000	transport of food aid by World Food Program
1985	DROUGHT	25,000	resettlement of displaced persons by Africare in wadis near Abéché; additional OFDA funding was mobilized totaling \$4.0 million for logistics, including the airlifting of trucks from France to augment transport capacity
1986	GRASSHOPPER/ LOCUSTS	1,043,000	used by FAO for aerial spraying
1987	GRASSHOPPER/ LOCUSTS	1,254,411	technical assistance, pesticides and logistics in support of aerial treatment
	RATS	32,710	technical assistance by DWRC for rat control program
1988	GRASSHOPPER/ LOCUSTS	972,630	technical assistance and logistical support for aerial spraying
1991	CHOLERA	206,662	airlifting of medicine by UNICEF from Copenhagen
	CIVIL STRIFE/ DROUGHT	25,000	used by the Chadian Red Cross to buy sugar and cooking oil for emergency distribution in the Iriba region
1993	DROUGHT	25,000	used by Direction de l'Hydraulique et de l'Assainissement to repair wells in and around Iriba town

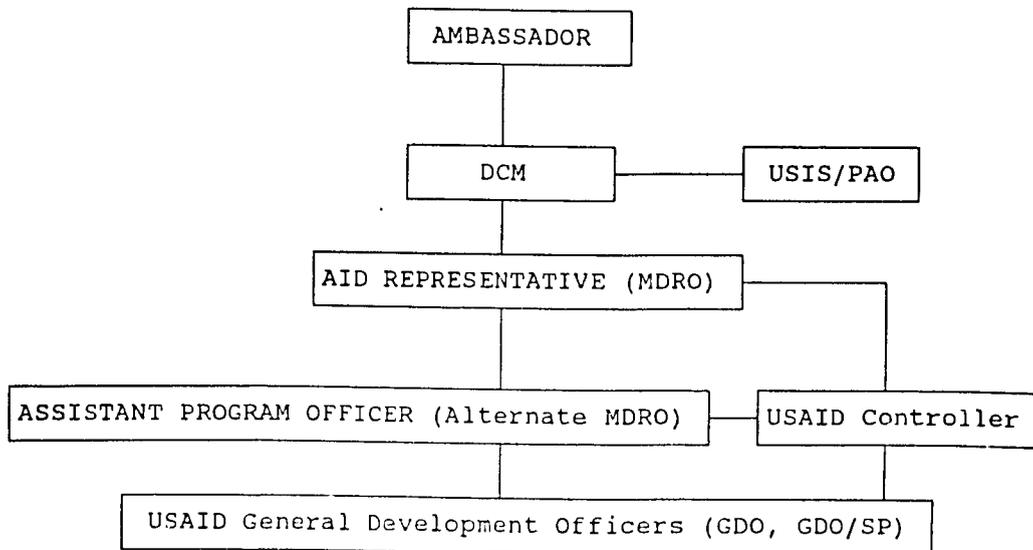
Location of Recent Disasters in Chad



III. Organization

A. Organization of Mission's Disaster Relief Response

1) Mission Disaster Relief Organization Chart



2) Authorities and responsibilities²

The Ambassador is responsible for determining that a disaster exists. Without his disaster declaration, USG disaster resources may not be provided. The disaster declaration is transmitted by cable to OFDA with immediate precedence. It is drafted by the MDRO, or his designee, and cleared by the DCM and Ambassador. Exercise by the Ambassador of his disaster authority allows the obligation of up to \$25,000 in cash, supplies or services to assist disaster victims. Any expenditures in excess of \$25,000 must be approved in advance by OFDA. The Ambassador is also responsible for ensuring that the distribution of USG relief supplies is adequately monitored and that the relief effort is reported on regularly.

The DCM assumes the Ambassador's disaster authority and responsibilities when the latter is absent from post. The DCM also serves as the Mission's point person for the Department of Defense humanitarian assistance program.

The MDRO (AID Representative) is to oversee the Mission's disaster relief activities and act as the principal staff officer to the Ambassador at the time of a disaster. He ensures that the appropriate USAID technical office is coordinating USG relief activities with those of the GOC and other donors, and that it monitors and reports regularly on disaster relief efforts. The MDRO is also responsible for ensuring that the Mission Disaster Relief Plan is updated once a year and that appropriate Mission personnel are aware of the actions the Plan entails. The MDRP should be updated and reviewed by appropriate Mission personnel (see organization chart in preceding section) at the end of each fiscal year. Copies of the revised MDRP should be sent to OFDA.

² The USAID Mission in Chad will close by September 1995. The responsibilities outlined in this section assume therefore the current USDH staffing levels through most of FY 1995. Adjustments may have to be made in respective responsibilities if personnel leave post early.

The Alternate MDRO (Assistant Program Officer) clears on all cables and correspondence relating to the disaster, and is involved in the review of GOC appeals for assistance and proposals from non-governmental organizations (NGO) for disaster relief activities. As a rule, the APO is the Mission's point man for disasters which have food supply implications, including drought, floods, and refugees/displaced persons.

USAID Officers (General Development Officer/Health and General Development Officer/Special Projects) may be designated by the MDRO as the Mission's primary liaison with GOC, depending on the nature of the disaster.

USAID Controller is responsible for ensuring that fiscal data is obtained from OFDA at the time of the Ambassador's disaster declaration, and that obligating documents have been duly signed prior to disbursement of funds. In the case that funds are required beyond the Ambassador's \$25,000 disaster authority, the controller ensures that the MDRO obtains the necessary authorization and appropriate fiscal data from OFDA. The controller will retain all disbursement documents showing pertinent appropriation, budget plan code and control numbers.

Public Affairs Officer is responsible for responding to press inquiries and publicity.

3) Mission Emergency Contact List

USAID phone numbers: 51-50-85, 51-50-13, 51-48-11
USAID Telefax: 51-50-02
Embassy phone numbers: 51-62-11, 51-40-09, 51-62-33, 51-62-18
Embassy Telex: 5203 KU

<u>Title</u>	<u>Name</u>	<u>Office Phone</u>	<u>Home Phone</u>
Ambassador	Laurence Pope	above Emb. #	
DCM	Douglas Kinney	above Emb. #	
MDRO: AID Rep	Richard Fraenkel	above USAID #	
Alt MDRO: APO	Les McBride, Jr.	above USAID #	
GDO/Health	Anita Mackie	above USAID #	
GDO/SP	Samir Zoghby	above USAID #	
Controller	George Zegarac	above USAID #	
USIS/PAO	Fawzi Freij	above Emb. #	

4) AID/W Emergency Contact List

<u>Office</u>	<u>Name</u>	<u>Office Phone</u>	<u>Telefax</u>
OFDA (24 hr)	Duty Officer	(202) 647-8924	647-5269
OFDA (office hours)		(202) 647-5916	
BHR/FFP	Jeannie Markunas	(703) 351-0107	
BHR/FFP/ER	Tim Lavelle	(703) 351-0150	
AFR/SWA	Willie Saulters	(202) 647-6039	647-6032

B. Organization of GOC Disaster Relief Response

The organization of GOC's disaster relief response is largely a function of the nature of the disaster: drought, refugees and other calamities having an incidence on food supply are handled by the Ministry of Agriculture's Directorate for the Promotion of Agricultural Products and Food Security (DPPASA); grasshoppers and locusts are the responsibility of the Ministry for Agriculture's Crop Protection Service (DPVC); while epidemics come under the auspices of the Ministry of Public Health (MOPH). All three Ministries have donor coordinating groups which function in times of disaster. The MDRO designates a USAID officer to attend meetings held by these coordinating groups. Contact with these ministries outside the context of the coordinating group is most often made at the Director General level.

team visits Chad in September/October and provides a preliminary crop estimate which allows the GOC to compare the coming year's cereal needs with cereals availability. If there is a significant gap, an appeal is issued to the donor community. Caution should be exercised by the Mission in responding to appeals which are based on this approach (referred to as the "cereals balance") given the unreliability of data in Chad. Most of the key parameters (production, on-farm reserves, commercial stocks, per capita consumption, cereals imports) are unknown, resulting in estimated cereals deficits for Chad which invariably overstate the seriousness of the situation. For the current 1993/94 crop year, the GOC issued an appeal for 154,000 MT to cover the theoretical cereals deficit. None of the donors responded. Instead, approximately 15,000 MT (10% of what was requested) was drawn from in-country security stocks for emergency distribution. It appears to have been enough. In previous drought years, a similar gap between theoretical and actual needs has been evident. For example, FAO estimated a gross cereals deficit in 1990 of 211,000 MT; the GOC issued an appeal for 152,000 MT; approximately 15,000 MT were distributed. The SAP approach to estimating food aid requirements is based upon a different methodology, identifying at-risk populations and estimating how many months they will require assistance, but the results have historically been more accurate. The Mission should establish contact with SAP, either within the context of the CASAU, or on a bilateral basis, during the assessment phase of food aid emergencies in order to determine an appropriate level of USG support in response to GOC appeals.

The FEWS Project formerly published an annual vulnerability assessment in June, a pre-harvest assessment in October and a final harvest assessment in January. Information on Chad was provided by USAID and by the FEWS Field Representative. In addition, during the rainy season, ten-day bulletins were published and satellite imagery containing biomass readings for Chad were made available. The current phase of this project is ending for Chad in September 1994; Phase III of the FEWS Project is scheduled to begin January 1995; however, the exact configuration of the project has yet to be defined and the degree to which Chad will continue to receive FEWS coverage is unknown.

During any assessment, it should be remembered that the judgment of local and central administrative authorities may be influenced due to personal involvement in the disaster such as the loss of family or possessions. There is also a political agenda which often influences reports of catastrophe emanating from local authorities. For example, administrators may believe that their constituents are entitled to assistance by virtue of their proximity to a neighboring locality where a disaster has struck, irrespective of the actual needs. Some local administrators tend to "generalize" the geographic location of a disaster so as to ensure that assistance is uniformly provided to all individuals in a region, rather than targeted only to the localities where verified needs exist. From the political perspective of administrators, it is more expedient to provide small amounts of assistance to everyone rather than considerable amounts to the most needy. It is therefore necessary that an independent assessment of the situation by an impartial observer be conducted.

While conducting the assessment, there are a number of basic questions which need to be asked:

- What is the nature of the disaster?
- How many people are affected? (killed? wounded or ill? without shelter? at-risk?)
- Where are they located?
- What is their current status? Health? Nutrition? Sanitation?
- What kind of assistance is required? Food aid? Shelter? Blankets? Tools? Seeds? Vaccines or other medical supplies?

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- What assistance is being provided by the GOC, other donors and NGO's?
- What in-country resources exist which can be mobilized for disaster relief? Is food aid currently in-country or in the pipeline? Can the GOC emergency food security stock be tapped? Are other relief commodities stockpiled in GOC or NGO warehouses? Is there a counter-part fund which can be utilized?
- What are the logistical problems which must be overcome in providing assistance to the disaster victims? Are roads passable? Is warehousing available? How will the commodities be delivered to the disaster site? Is funding available for in-country transport, loading and unloading of commodities, and other incidental costs?
- What are the administrative problems which must be overcome in providing assistance to the disaster victims? Can the disaster victims be identified? How can they be distinguished from non-disaster victims? Who will administer the relief and what are the capacities (administrative, logistical and financial) of the implementing entities?

The answers to these questions will allow the MDRO to make a determination as to whether USG resources should be mobilized in response to the disaster. While considering these questions, however, it is important to bear in mind some basic principles of disaster relief.⁵

- Self-reliance is primary: outside assistance is slow, costly, wasteful, and usually inappropriate.
- Human beings are very resilient.
- Except in the cases of drought and food shortages, food supplies are seldom a problem; in fact, outside shipments are slow (arriving often after the critical need has passed) and can disrupt local production and marketing.
- If a service, building or piece of equipment did not exist or was not functioning before the disaster, it should not be considered as part of the relief program, unless the disaster can be attributed to a population influx such as occurs when refugees or displaced persons arrive.

B. Resource Mobilization

If the above assessment indicates that the provision of additional resources would serve a useful purpose, the first step in requesting assistance from OFDA is to determine whether the GOC has declared a disaster or otherwise signaled a need for help. Although OFDA does not require a formal host country declaration of disaster prior to authorizing the use of its resources, it is advisable to have on file documentation indicating that the GOC is in fact requesting assistance. This may be a copy of the formal appeal, the minutes of a GOC/donor coordination meeting, a press release, or a letter from the concerned ministry.

Upon confirming the GOC's desire to receive outside assistance, the MDRO should prepare, or have prepared, a disaster declaration cable to be submitted for DCM clearance and the Ambassador's approval. The cable should:

- Declare a disaster according to the three criteria cited in Section II. A.
- Provide an assessment of the situation, incorporating the kinds of information indicated above in Section IV. A.
- Describe how the Ambassador intends to utilize the \$25,000 Disaster Assistance Authority and request a fund cite from OFDA.

⁵ Borrowed from the Zambia Mission Disaster Relief Plan.

If assistance exceeding the Ambassador's \$25,000 Disaster Assistance Authority is envisaged, then the cable should outline a program of action, a proposed budget and request OFDA approval for the provision of additional resources. Note that any OFDA assistance beyond the initial \$25,000 must have OFDA approval, whereas the utilization of the \$25,000 by the Ambassador is discretionary, provided that the disaster meets the criteria cited in Section II. A.

The Disaster Declaration cable (see Annex A for sample) is the first in a series of situation reports which must be transmitted by the Mission on a regular basis. Reporting requirements are discussed further in Section IV. D. below.

C. Resource Allocation and Coordination

After it has been determined that a disaster situation exists and that additional resources are required, the MDRO must then identify a capable implementing agency willing to provide/manage the assistance. Mission strategy in the past has emphasized the use of NGO's to deliver necessary relief supplies. The GOC lacks the human and material resources to ensure timely and effective targeting of relief supplies; therefore, the Mission should continue using NGO's to the maximum extent possible. The Mission may solicit disaster relief proposals from NGO's, or it may go to an NGO with a specific proposal already in mind. In view of recent NGO closures and/or downsizing efforts (CARE, ORT, FHI), identification of an NGO with a proven track record for Chad is becoming increasingly difficult; however, numerous local NGO's have recently been established, have received official GOC recognition and could, in theory, also be tapped for relief efforts. In 1994, a local NGO based in Abéché, Al-Ta'awoun, was identified by the CASAU and successfully delivered emergency food aid in the Ouaddaï/Biltine region. Use of local NGO's should thus remain an option for future disaster relief programs.

Upon identifying an implementing agency and agreeing upon a specific relief activity, the Mission should then request that a brief plan of action be drafted. In reviewing the plan of action, the Mission should ensure that the proposed activity is consistent with the GOC appeal for assistance and meets with its approval. It should be pointed out that the urgency of the situation necessarily precludes the kind of thorough review and analysis by all parties which is desirable prior to the execution of most grants. If the assistance is to be effective, it must be provided quickly. There must nonetheless be a minimal review by both USAID and the GOC prior to obligation of funds.

The obligation of funds can be accomplished, when the grant is to an NGO, through a letter of understanding. When the grant is to the GOC, as has been the case for locust and rat disasters, obligation has been through a limited scope grant agreement. In both cases, the suggested language should be drafted by the USAID technical office most closely associated with the disaster and cleared within the Mission; if time permits, cabled concurrence of the grant language from the Regional Legal Advisor at REDSO is advisable. Obligation documents must be routed through the Controller's Office prior to signature for certification of fund availability. In order for OFDA to record the obligation, the Mission should cable the details of the obligation (name of vendor/grantee), fiscal data, amount, and date obligated to AID/FHA/OFDA and AID/FA/FM/A/NPA within 30 days. Copies of the obligating document should then be sent by pouch to FA/FM/A/NPA, Room 700, SA-2 and to FHA/OFDA/OS, Room 1262-A.

After grant execution, it is the responsibility of the MDRO to ensure that OFDA resources are properly coordinated with those of the GOC and other donors. This can be accomplished by designating a Mission representative to attend GOC/donor coordination meetings. Both GOC ministries active in disaster relief (MinAg and MOPH) have established effective coordinating bodies for disaster management. As USAID/Chad is preparing to close by September 1995, it may become increasingly difficult to find Mission staff who are available to assume this function. Nonetheless, when disasters occur, continued representation at these coordinating meetings should be envisaged.

D. Monitoring and Reporting

Accountability for funds or relief supplies, materials and equipment provided by OFDA rests primarily with the Mission. Moreover, the Mission is responsible for obtaining and retaining receipts for all property transferred to host country agencies and NGO's. Title to the property transfers to the recipient institution at the time the property is physically transferred. Additionally, the Mission is also accountable for ensuring that the relief goods either provided by OFDA or procured locally, reach the intended disaster victims. Similarly, the Mission is accountable for any and all funds provided by OFDA. All assistance provided by OFDA is subject to the same audit rights as other types of U.S. assistance.

When disaster assistance funds or commodities are granted by the Mission to host country entities or NGO's for distribution, the participating organization will be held accountable for implementing necessary internal control procedures to ensure appropriate utilization of USG resources. Such procedures, and their implementation, must be documented in enough detail to satisfy an independent reviewer that accountability for all disaster assistance was met.

The implementing entity has the responsibility, as the grant recipient, to monitor the distribution and use of relief supplies. It shall account for all USG resources (including funds and commodities) and submit reports as specified in the grant instrument. In order to ensure that adequate accountability is maintained, the Mission should give special attention to the following items:

- All cost estimates for disaster assistance submitted by the implementing entity must be adequately reviewed. This review should include: verifying on a sample basis, the actual need for the requested assistance; independently verifying the reasonableness of the costs for any commodities or services being provided; and, verifying that the mathematical extensions of unit prices and quantities included in the estimates are correct.
- The procurement of commodities must be adequately monitored. This monitoring should be at a level which will ensure that: the number of items purchased does not exceed the number of items approved for purchase; the items purchased for specific locations are actually sent to and used at those locations for approved purposes; and any excess materials and/or commodities are disposed of properly.

In fulfilling its monitoring mandate, the Mission may be required to organize up-country field inspections to ensure that relief supplies reach disaster victims. As with assessment missions, it is useful to have GOC counterparts participate on these site visits. Lack of vehicles and limited operating budgets often preclude GOC officials and ministry technicians at the central level from playing a more active monitoring role. Their participation on Mission trips facilitates contact with regional authorities and ensures a wider audience for the team's findings and recommendations.

When a disaster situation exists, it is incumbent upon the Mission to report regularly on the evolution of the disaster, whether or not a disaster declaration is made by the Ambassador. If the Ambassador does make a disaster declaration, then the MDRO must ensure that situation reports (see Annex B for samples) are transmitted on a regular basis and are sequentially numbered. A final summary cable should also be drafted after the disaster relief program has been completed (Annex C).

Though not a requirement, it is useful to draft a year-end report at the end of each fiscal year summarizing all the disasters which have been registered in Chad during the previous twelve months. A brief description of each disaster should include the nature of the disaster, the number of people affected and the resources, both in-country and external, which were mobilized for the relief effort (Annex D).

V. Resources

A. Commodities

During the assessment phase, the Mission should attempt to determine what resources currently exist in Chad which may be immediately utilized for relief activities. For example, food aid requirements may be met by drawing upon in-country stocks. The National Cereals Office (ONC) manages a modest emergency cereals stock which can be used for such purposes. It may also be possible to borrow from the World Food Program's project food aid stocks if assurances can be given of reimbursement. Other relief supplies such as blankets, tents and agricultural implements may already exist in-country. Participation at the GOC/donor coordination meetings is the most effective way of determining the kind and quantity of resources which can be immediately mobilized.

For procurement purposes, priority should be given to commodities which can be obtained locally. For example, rather than having tents or plastic sheeting air-freighted from distant locations for shelter, consideration should be given to buying local materials such as thatch, rope and sheet-metal roofing. When there is not a ready source of funding, or when local materials are unavailable for such procurement, then OFDA may be requested to provide supplies from its regional stockpiles. For past relief operations, the Mission has used both options: plastic sheeting was air-freighted by OFDA for drought victims in 1985, whereas local materials were bought in 1988 as a result of flood damage.

When considering procurement options, it should be remembered that two of Chad's neighbors, Cameroon and Nigeria, have considerable manufacturing potential which can be called upon for relief supplies. For example, following the 1988 flood disaster, the GOC placed an order with a Douala firm, using a disaster grant from the Federal Republic of Germany, for 30,000 blankets and 30,000 mosquito nets. Agricultural implements, cooking utensils and foodstuffs have also been made available from Cameroon and Nigeria on short notice.

Chad manufactures both sugar and cooking oil: sugar may be ordered through SONASUT and cooking oil through Cotontchad. Prudence should be exercised, however, to make certain that price quotations do not exceed the delivered market value of the commodity. This option was exercised in 1991 when the Chad Red Cross, using a USG disaster grant, procured sugar and oil locally, and combined these commodities with powdered milk provided by the World Food Program, to feed war widows and orphans in Chad's northeast.

The U.S. Department of Defense (DOD) also implements a humanitarian aid program which was utilized in 1989 and 1991 to air-freight civilian clothing, medical supplies, foodstuffs and other non-lethal material to Chad. Assuming military assistance to Chad continues, this source of relief commodities should be considered when disaster strikes. The DCM has served as the Mission's point person for this activity. See Annex F for guidance on the implementation of the DOD Humanitarian Assistance Program.

B. Services

OFDA staff can provide technical and scientific data on disaster hazards, risk, and vulnerability in developing countries, host country response to previous disasters, and present response capabilities. Staff can recommend alternate measures to respond to existing disasters, and assign specialized personnel to provide on-site assistance. A regional OFDA advisor, stationed in Addis Ababa, can also be tapped for technical assistance. OFDA maintains liaison with Federal, State, local, private sector (profit and non-profit) and professional emergency management organizations and has both the authority and procedures in place to contract promptly for needed services and supplies. At the request of OFDA, the geographic Bureaus, or FFP, COM/TS arranges for air or surface transportation of disaster relief supplies and food. It maintains five stockpiles (Panama, Singapore, Guam, Italy and Maryland) with basic disaster relief items, such as tents, plastic sheeting, blankets, etc., for immediate deployment. These stockpiles are used frequently and, due to changing stock levels, OFDA will determine the best means to support a specific disaster. Only OFDA can authorize release of stockpiled materials. OFDA coordinates preparedness and relief activities of the U.S. Government with those of other donors, including voluntary agencies and international organizations.

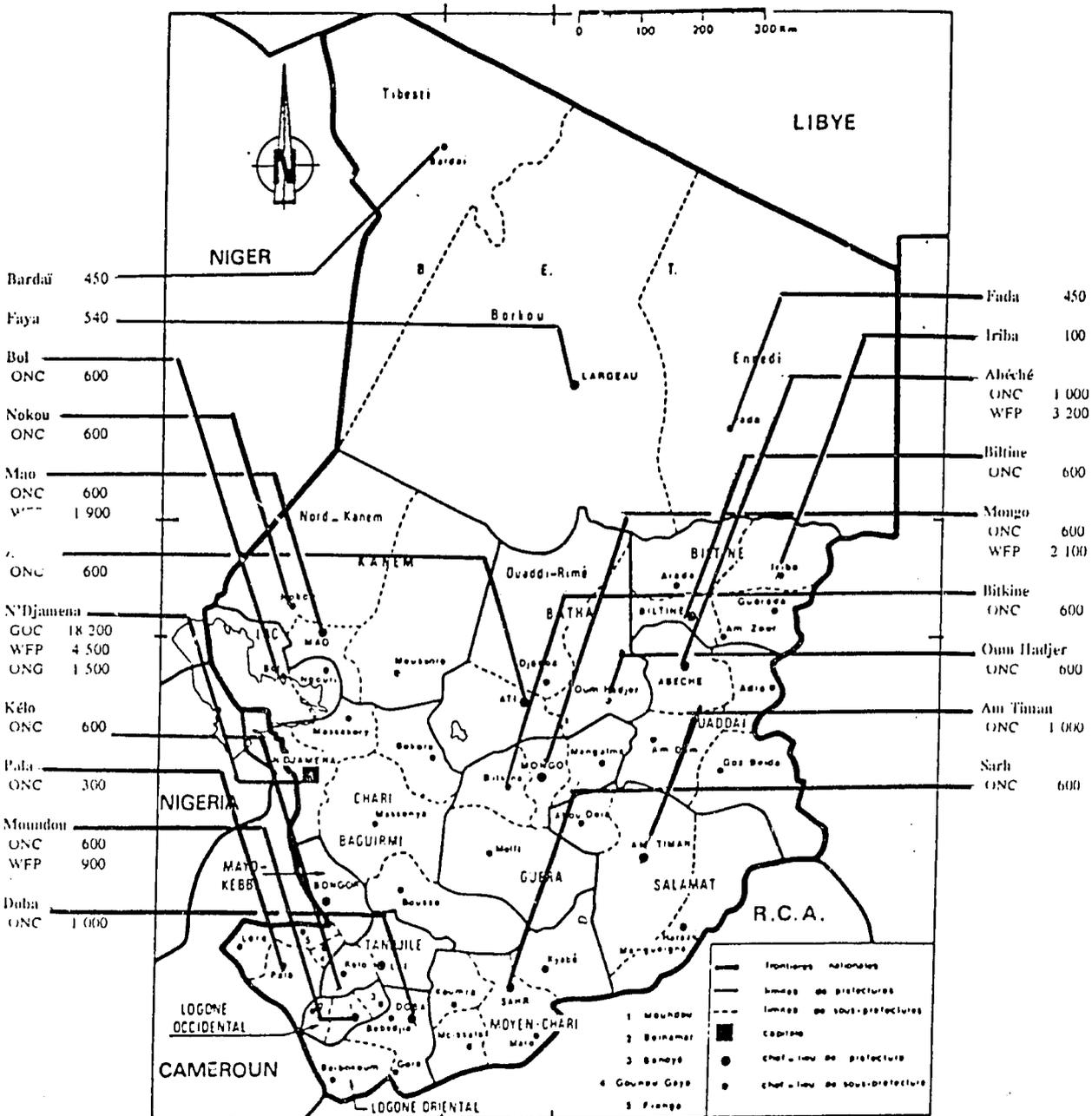
C. Infrastructure

Warehouses: Public food storage capacity for Chad is about 44,000 MT. This includes both GOC and NGO warehouses in N'Djaména and in the regional districts, but does not include private warehouses which in the past have been rented to augment public sector capacity (refer to Map 2 on page 15 for the location of public food storage warehouses).

Trucks: Since the mid-1980's, there have been essentially four truck fleets which could be called upon for transporting relief commodities: the FST (Flotte Spécialisée de Transport) subsidized by UNDP, the former FAO/OSRO fleet, the NGO truck fleets and private truckers. The former two fleets have been auctioned off to the private sector and NGO fleets have, for the most part, been disbanded leaving few options other than the private sector for future large-scale relief operations. However, for localized relief, both WFP and the Chadian Red Cross each have a handful of trucks which can be mobilized on short notice. The Chadian Red Cross fleet is comprised mainly of trucks provided to CARE by USAID in the mid-1980's, subsequently transferred upon termination of CARE relief involvement. It should be noted that transport rates are market-driven but remain extremely high given Chad's rudimentary road system. When budgeting transport costs for the delivery of relief commodities, it is advisable to solicit at least three bids.

Roads: Chad's highway network consists of about 7,300 km of classified roads and about 24,000 km of unclassified tracks in rural areas. With the recent donor-financed rehabilitation effort, there are now about 250 km of paved roads and 1,260 km of all-weather roads; the rest remains passable, for the most part, only during the dry season. Refer to Annex G for distances between N'Djaména and rural centers.

WAREHOUSE CAPACITY AND LOCATION



TOTAL = 43 740 T

D. Implementing Agencies

The following agencies have a proven track record in Chad for effectively implementing disaster grants provided by the U.S. Government:

- CARE (recently downsized to a staff of two)
- Chadian Red Cross (CRT)
- Africare
- The World Food Program (WFP)
- Action Internationale Contre la Faim (AICF)
- Secours Catholique pour le Développement (SECADEV)
- Mission Aviation Fellowship (MAF)

As discussed in Section IV. C., the Mission should initiate a dialogue with one, or several, of these agencies when disaster strikes to determine their availability to manage relief disaster relief resources provided by the U.S. Government. Solicitation of local NGO interest should also remain an option.

FILE: ~~SOC 6-17~~ DISASTE
SOC 6-17: DISPLACED PERSON

TELEGRAM

INDICATE:
 COLLECT
 CHARGE TO

FROM AMEMBASSY NDJAMENA		CLASSIFICATION UNCLASSIFIED
E.O. 11652:	12356:R/A	
TAGS:	EAID, SOCI, CD	
SUBJECT:	AMBASSADOR'S DETERMINATION OF DISASTER	
ACTION:	SECSTATE WASHDC,	IMMEDIATE
INFO:	AMEMBASSY ABIDJAN AMEMBASSY KHARTOUM AMEMBASSY ROME USMISSION GENEVA	
	UNCLAS NDJAMENA 5469	
	AIDAC	
	AID/W FOR OFDA, AFDROUGHT, AFR/SWA, AFR/TR/ARD AND FVA/FFP/II ALSO PASS TO STATE AF/C AND AF/EPS ABIDJAN FOR REDSO/WCA	
	ROME FOR FODAG	
	1. UNDER SECTION 062, VOLUME 2 OF THE FOREIGN AFFAIRS MANUAL (UNIFORM STATE/AID REGULATIONS), I HEREBY DETERMINE THAT THE REPUBLIC OF CHAD IS SUFFERING FROM A DISASTER OF A MAGNITUDE TO REQUIRE OUTSIDE HELP AND THAT IT IS IN THE INTEREST OF THE UNITED STATES TO OFFER EMERGENCY DISASTER ASSISTANCE. UNPARALLELED	
	2. DROUGHT HAS STRICKEN CHAD ON A SCALE UNPARALLELED	

DRAFTED BY: FFP:LHCBRIDE:dd	DRAFTING DATE 11/5/84	TEL. EXT.	CONTENTS AND CLASSIFICATION APPROVED BY: AID/REP:JEWOODS
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CLEARANCES:

INFO: PO:KSHAFAER
LHARMS

UNCLASSIFIED

CLASSIFICATION

UNCLASSIFIED
Classification

Page 12

54169
MRN

SINCE THE 1968-1974 DISASTER. FOUR SUCCESSIVE CROP FAILURES IN THE SAHELIAN ZONE WHERE APPROXIMATELY 50 PER CENT OF CHAD'S 4.9 MILLION PEOPLE LIVE, AND REDUCED YIELDS IN THE SUDANIAN ZONE, HAVE CAUSED WIDESCALE DEPLETION OF GRAIN RESERVES AND REDUCTION IN THE SIZE OF HERDS, WITH RESULTANT MALNUTRITION, FAMINE AND SOCIAL DISLOCATION. ATTEMPTING TO ESCAPE THE EFFECTS OF THE CURRENT DROUGHT, TENS OF THOUSANDS OF CHADIANS HAVE LEFT THEIR VILLAGES OR TRADITIONAL PASTURELANDS AND ARE RELOCATING ELSEWHERE, USUALLY IN A VERY DESTITUTE CONDITION. EMERGENCY RELIEF EFFORTS MOUNTED BY INTERNATIONAL AND PRIVATE VOLUNTARY ORGANIZATIONS HAVE CONCENTRATED ON MEETING THE MOST URGENT REQUIREMENTS OF FOOD, MEDICAL CARE AND SHELTER FOR THOSE THUS SUFFERING FROM THE EFFECTS OF FOUR CONSECUTIVE YEARS OF DROUGHT. DUE IN LARGE PART TO THE CLOSE COORDINATION OF RELIEF EFFORTS THROUGH THE WEEKLY MEETINGS OF THE FOOD AID ACTION COMMITTEE, COMPRISING DONOR AND RELIEF ORGANIZATIONS AND CHAIRED BY MINISTRY OF NATURAL DISASTER RELIEF OFFICIALS, X RESOURCES HAVE IN THE PAST BEEN MOBILIZED TO HELP MEET THE MOST URGENT REQUIREMENTS.

3. THE 1984 CROP YEAR, HOWEVER, WHICH COINCIDES ROUGHLY WITH OUR FISCAL YEAR 1985, HAS STARTED OFF

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Classification

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Classification

of 5469
MRN

RATHER INAUSPICIOUSLY WITH REPORTS OF 1,000-2,000
FAMINE-RELATED DEATHS IN THE KOUMRA REGION, AND
CAMPS OF DISPLACED PERSONS SPRINGING UP SPONTANEOUSLY
IN SECONDARY URBAN CENTERS UPCOUNTRY, AS WELL AS
IN N'DJAMENA. THESE OCCURRENCES ARE ALL THE MORE
DISTURBING GIVEN THAT THIS IS THE POST-HARVEST PERIOD
WHEN THE FOOD SUPPLY SITUATION IS USUALLY OPTIMAL;
INSTEAD, GRAIN IS SCARCE, PRICES ARE HIGH, NUTRITIONAL
STATUS OF RURAL POPULATIONS IS PRECARIOUS, AND FAMINE-
RELATED DEATHS ARE ALREADY OCCURRING. UNCONFIRMED
REPORTS OF THE OLD AND WEAK BEING ABANDONED IN
DESERTED VILLAGES AROUND. THE LEAGUE OF RED
CROSS SOCIETIES HAS HAD TO ESTABLISH 81 FEEDING
CENTERS THROUGHOUT FOUR PREFECTURES IN ~~THE~~ SAHELIAN
ZONE TO IMPROVE THE PERILOUSLY LOW NUTRITIONAL
STATUS OF 71,000 BENEFICIARIES. A BELGIAN-
BASED MEDICAL PVO, MEDECINS SANS FRONTIERES,
HAS ALSO ISSUED WARNINGS OF THE CRITICALLY-
LOW NUTRITIONAL STATUS IN SPECIFIC AREAS. THE
SITUATION IS, THEREFORE, EXTREMELY SERIOUS AND
GIVES EVERY INDICATION OF WORSENING DURING THE
NEXT 12 MONTHS UNLESS A WELL-COORDINATED, CAREFULLY
TARGETTED PROGRAM OF ASSISTANCE CAN BE IMPLEMENTED.

UNCLASSIFIED
Classification

UNCLASSIFIED

Classification

Page 4 of 5469
MRN

4. ATTEMPTING TO RECOVER FROM PROTRACTED CIVIL DISTURBANCES AND SUCCESSIVE DROUGHTS, CHAD LACKS THE RESOURCES NECESSARY TO RESPOND TO THE PRESENT EMERGENCY. MY DETERMINATION OF DISASTER CONDITIONS IN CHAD WILL ENABLE THE USG TO RESPOND IMMEDIATELY TO THE DISPLACED PERSONS PROBLEM. I WISH THEREFORE TO AVAIL MYSELF OF ~~THE AUTHORITY~~ ^{THE AUTHORITY} ~~XXXXXXXXXX~~ TO COMMIT UP TO DOLS 25,000 IN NEW OBLIGATIONS FROM THE INTERNATIONAL DISASTER ASSISTANCE ACCOUNT IN ORDER TO SUPPORT ACTIVITIES SUPERVISED BY AN AMERICAN PVO, AFRICARE, IN RESETTLING A GROUP OF 2,000 DISPLACED PERSONS IN THE AREAS AROUND ABECHÉ WHICH STILL RETAIN SOME AGRICULTURAL POTENTIAL. A SIGNIFICANT PORTION OF THESE RESETTLEMENT CANDIDATES ARE FROM THE DISPLACED PERSONS CAMP IN ADRE, NEAR THE SUDANESE BORDER. MUCH TO THE CREDIT OF CHADIAN AUTHORITIES, THEY DECIDED THAT THE CARE AND MAINTENANCE PROGRAM STARTED AT THE ADRE CAMP FOR APPROXIMATELY 8,000 BENEFICIARIES WOULD BE OF LIMITED DURATION; THE ONLY LASTING SOLUTION IS TO FIND NEW HOMES FOR THOSE WHO HAVE ABANDONED ZONES STRICKEN BY DROUGHT. THEIR RESETTLEMENT ALONG TWO WADIS NEAR ABECHÉ MAY ENABLE THEM TO BECOME AGRICULTURALLY PRODUCTIVE

UNCLASSIFIED

Classification

UNCLASSIFIED
Classification

Page 5 of 5

5469
MRN

ONCE AGAIN. THE WATER TABLE ALONG THESE WADIS (DRY RIVER BEDS WHICH FLOW INTERMITTENTLY DURING THE RAINY SEASON) IS READILY ACCESSIBLE BY DIGGING SHALLOW WELLS WHICH CAN BE UTILIZED FOR IRRIGATION PURPOSES. CHADIAN AUTHORITIES, BOTH AT THE LOCAL AND AT THE CENTRAL LEVEL, WANT TO MAKE THESE PEOPLE SELF-SUFFICIENT. DURING THE INITIAL RESETTLEMENT PHASE, THEY WILL NEED FARM TOOLS (HOES, SHOVELS, RAKES), SEEDS, BLANKETS, AND POSSIBLY COOKING UTENSILS. FOOD RATIONS FOR A FEW MONTHS WILL BE SUPPLIED BY THE WORLD FOOD PROGRAM. AFRICARE, WHICH IS ALREADY ESTABLISHED IN THE ABECHÉ REGION, IS FAMILIAR WITH THE TERRAIN, HAS THE REQUISITE CONTACTS WITH LOCAL AUTHORITIES, AND HAS REQUESTED ASSISTANCE FROM THE USG IN MEETING THIS URGENT REQUIREMENT. SIGNED, XXPJAY P. MOFFAT, AMBASSADOR, NOVEMBER 5, 1984.

5. PLEASE PROVIDE FISCAL DATA AND LANGUAGE FOR LOCALLY EXECUTED GRANT WITH AFRICARE NOT TO EXCEED DOLS 25,000 FOR PROVISION OF MATERIAL ASSISTANCE TO DROUGHT-AFFECTED PERSONS BEING RESETTLED IN THE ABECHÉ REGION.

6. THE DELIVERY OF EMERGENCY FOOD AID, LARGELY BY CARE AND MFP, WILL ALSO BE AN IMPORTANT FACTOR

UNCLASSIFIED
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UNCLASSIFIED
Classification

Page 26 of 5469
MRN

IN THIS YEAR'S (1984-85) RESPONSE TO DROUGHT. CARE IS PRESENTLY WORKING ON A BUDGET FOR DELIVERY OF EMERGENCY FOOD-STUFFS. A PROPOSAL FOR OFDA FUNDING OF INTERNAL TRANSPORT COSTS WILL BE SUBJECT OF SEPTEL. MISSION IS ALSO PUTTING TOGETHER A LOGISTIC SUPPORT PROPOSAL WHICH WILL PROVIDE NECESSARY RESOURCES FOR THE MISSION TO MONITOR USG ASSISTANCE THIS YEAR.

MOFFAT

UNCLASSIFIED
Classification

3.

FILE: SOC 6-1: DISASTER RELIEF (FY 1985)
SOC 6-2: SPLACED PERSONS (FY 1985)

5710

191310Z NOV 84

TELEGRAM

INDICATE
 COLLECT
 CHARGE TO

FROM AMEMBASSY NDJAMENA CLASSIFICATION UNCLASSIFIED

E.O. 11652: 12356:N/A
TAGS: EAID, SOCI, CD
SUBJECT: CHAD DROUGHT DISASTER: SITREP ONE
ACTION: SECSTATE WASHDC, PRIORITY
INFO: AMEMBASSY ABIDJAN
AMEMBASSY ROME

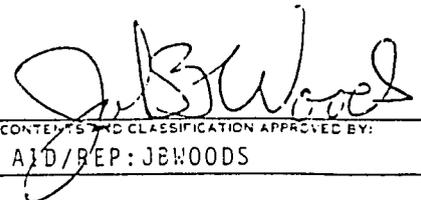
UNCLAS NDJAMENA 5710

AIDAC

AID/W FOR OFDA AND AFDROUGHT DISTRIBUTION
ALSO PASS TO STATE AF/C, AF/EPS AND EB
ABIDJAN FOR REDSON/WCA
ROME FOR FODAG

REF: A) NDJAMENA 5469, B) STATE 330913

1. FOLLOWING A NOVEMBER 5 DISASTER DETERMINATION MADE BY THE AMBASSADOR (REF A), A LETTER OF UNDERSTANDING WAS SIGNED BY USAID/CHAD AND AFRICARE RE UTILIZATION OF DOLS 25,000 FROM DISASTER APPROPRIATION. A COPY OF THIS LETTER HAS BEEN POUCHED TO FM/PAFD PER REF (B) INSTRUCTIONS.



DRAFTED BY: LMCBRIDE:dd
DRAFTING DATE: 11/19/84
TEL EXT.:
CONTENT AND CLASSIFICATION APPROVED BY: AID/REP: JEWOODS

CLEARANCES: CONT: HCDORCUS

INFO: ADO: LPHARMS
PO: KSHAFER

UNCLASSIFIED
CLASSIFICATION

23

UNCLASSIFIED
Classification

Page 2 of

5710
MRN

2. AS OUTLINED AT THE TIME OF THE DISASTER DETERMINATION, WE ARE ATTEMPTING TO FIND A SOLUTION TO THE CURRENT CRISIS FACING THOUSANDS OF DISPLACED PERSONS WHO HAVE FLED THEIR VILLAGES AND RANGELANDS AS A RESULT OF CONTINUED DROUGHT. SPECIFICALLY, THE DOLS 25,000 DISASTER ALLOCATION WILL PROVIDE AFRICARE WITH THE MEANS TO ASSIST APPROX 2,000 DISPLACED PERSONS IN A RESETTLEMENT EFFORT. ORGANIZED BY LOCAL AUTHORITIES, THIS OPERATION WILL INVOLVE A POOLING OF RESOURCES BY AFRICARE, THE WORLD FOOD PROGRAM (WFP), THE LEAGUE OF RED CROSS SOCIETIES (LICROSS) AND MEDECINS SANS FRONTIERES (MSF).

3. THE NOVEMBER 14 ISSUE OF THE DAILY NEWS BULLETIN, INFOTCHAD, DEVOTED A ONE PAGE ARTICLE TO THIS RESETTLEMENT EFFORT. ALREADY, SOME 200 DISPLACED FAMILIES REPRESENTING 1,800 PERSONS HAVE BEEN MOVED TO WADI BITEHA, LOCATED ABOUT 40 KM SOUTH OF ABECHÉ. WITH THE MATERIAL AND TECHNICAL ASSISTANCE PROVIDED BY AFRICARE AND THE OTHER RELIEF ORGANIZATIONS, LOCAL AUTHORITIES ~~XX~~ HOPE THAT THESE FAMILIES WILL SOON BEGIN PRODUCING THEIR OWN CROPS. THE PARTICIPATION OF AFRICARE IN THIS RESETTLEMENT EFFORT WAS CITED THREE TIMES IN THE INFOTCHAD ARTICLE.

UNCLASSIFIED
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UNCLASSIFIED
Classification

Page, 3 of 5710
MRN

4. ADDITIONAL DETAILS OF THIS OPERATION, WITH A MORE PRECISE ACCOUNT OF AFRICARE'S UTILIZATION OF THE DISASTER ALLOCATION, WILL BE SUBJECT OF UPCOMING DISASTER SITREP..

MOFFAT



UNCLASSIFIED
Classification

5940
050702Z DEC 84

TELEGRAM

INDICATE
 COLLECT
 CHARGE TO

SOC 6-1: DISASTER RELIEF, FY 85

FROM AMEMBASSY NDJAMENA	CLASSIFICATION UNCLASSIFIED
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E.O. 11652: 12356: NXS N/A
 TAGS: EAID, SOCI, CD
 SUBJECT: CHAD DROUGHT DISASTER: SITREP NO. 2
 ACTION: SECSTATE WASHDC
 INFO: AMEMBASSY ABIDJAN
 AMEMBASSY ROME

UNCLAS NDJAMENA - 5940

AIDAC/AFDROUGHT

STATE FOR AF/C, AF/EPS AND EB
 ABIDJAN FOR REDSO/WCA
 ROME FOR FODAG

REF: NDJAMENA 5710

1. FURTHER TO INFO CONTAINED IN REFTEL, LATEST
 REPORTS FROM AFRICARE INDICATE THAT THE RESETTLEMENT
 OPERATION INVOLVING APPROXIMATELY 2,000 DISPLACED
 PERSONS IN THE OUADDAI PREFECTURE IS PROCEEDING
 TO
 SMOOTHLY. AN AFRICARE FORESTER POSTED IN ABECHE
 IS ACTING AS LIAISON AND HAS BEEN PURCHASING
 ON THE LOCAL MARKET HAND TOOLS AND SLEEPING
 MATS AS WELL AS 1800 COOKING POTS AND WATER
 JUGS. IN N'DJAMENA, AFRICARE HAS SPENT

DRAFTED BY: MDAILY: dd <i>[Signature]</i>	DRAFTING DATE 12/3/84	TEL. EXT.	CONTENTS AND CLASSIFICATION APPROVED BY: A/AID/REP: KSHAFER <i>[Signature]</i>
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CLEARANCES:

XXXXXXADXXXXXX
RROSSBX

FFP:LMCBRIDE *[Signature]*

XXXXXXXXXXXXXXXXXX

UNCLASSIFIED
CLASSIFICATION

26

UNCLASSIFIED
*Classification*Page 2 of

5940

MHN

APPROXIMATELY DOLS 2,000 OF THIS GRANT, MOSTLY ON THE PURCHASE OF SEEDS.

2. THESE DISPLACED PERSONS ARE BEING RESETTLED AT A WADI 40~~0~~ KM. SOUTH OF ABECHE WHERE THEY WILL GROW VEGETABLES AND HARVEST CEREALS CROPS USING SHALLOW WELLS FOR PURPOSES OF IRRIGATION. OTHER DONORS SUCH AS WFP AND LEAGUE OF RED CROSS SOCIETIES ARE PARTICIPATING. A WFP FIELD REPRESENTATIVE FROM ABECHE RECENTLY REPORTED AT A GOC/DONOR MEETING IN N'DJAMENA THAT 1,000 SHALLOW WELLS HAVE BEEN DUG IN THE ABECHE REGION USING FOOD FOR WORK (FFW) RATIONS AS AN ADDITIONAL INCENTIVE. WFP WILL ALSO PROVIDE FOOD RATIONS AT THE RESETTLEMENT SITES UNTIL SUCH TIME AS THE NEWLY RESETTLED PERSONS ARE ABLE TO HARVEST THEIR OWN CROPS.

3. AFRICARE COUNTRY REPRESENTATIVE IS CURRENTLY VISITING ABECHE AND WILL PROVIDE FURTHER INFORMATION REGARDING RESETTLEMENT ACTIVITIES FUNDED UNDER THIS GRANT WHEN HE RETURNS TO N'DJAMENA O/A DECEMBER 13.

RS

MOFFAT

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Classification

6230

211305Z DEC 84

TELEGRAM

INDICATE
 COLLECT
 CHARGE TO

FILE: SOC 6-1 DISASTER RELIEF, FY 85
SOC 6-2 DISPLACED PERSONS, FY 85

PRM 7-5 AFRICARE

FROM AMEMBASSY NDJAMENA	CLASSIFICATION UNCLASSIFIED
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E.O. 11652: 12356: N/A
 TAGS: EAID, SOCI, CD
 SUBJECT: CHAD DROUGHT DISASTER: SITREP NO. 3

ACTION: SECSTATE WASHDC

INFO: AMEMBASSY ABIDJAN
 AMEMBASSY ROME
 USMISSION GENEVA

UNCLAS NDJAMENA 6230

AIDAC/AFDROUGHT

AID/W FOR OFDA
 STATE FOR AF/C, AF/EPS AND EB
 ABIDJAN FOR REDSO/WCA
 ROME FOR FODAG

REF: (A) NDJAMENA 5710, (B) NDJAMENA 5940

1. AFRICARE COUNTRY REPRESENTATIVE ADVISED USAID/CHAD THAT DOLS 9,400 FROM DOLS 25,000 DISASTER ALLOCATION HAS BEEN EXPENDED AS OF DECEMBER 6 FOR PROCUREMENT OF SEEDS, GARDEN TOOLS AND OTHER MATERIALS (ROPE, SLEEPING MATS, WATER JARS). AS REPORTED IN REFTELS, THIS MATERIAL ASSISTANCE PROVIDED BY AFRICARE WILL BE COMBINED WITH FOOD AID FROM THE WORLD FOOD PROGRAM AND BLANKETS FROM THE LEAGUE OF RED CROSS SOCIETIES IN AN EFFORT INITIATED BY LOCAL

DRAFTED BY: MDAILY: <i>[Signature]</i>	DRAFTING DATE 12/20/84	TEL. EXT.	CONTENTS AND CLASSIFICATION APPROVED BY: AID/XXX/REP: JBWOODS
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CLEARANCES:
LMcBride *[Signature]*

[Signature]

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CLASSIFICATION

UNCLASSIFIED
 Classification

Page 2 of

6230
MAR

GOC AUTHORITIES TO RESETTLE DISPLACED PERSONS ON LAND WITH INCREASED AGRICULTURAL POTENTIAL. THE WATER TABLE AT THESE RESETTLEMENT SITES IS AT A DEPTH OF LESS THAN THREE METERS AND SMALL GARDEN PLOTS CAN BE IRRIGATED WITH RELATIVE EASE USING SHALLOW WELLS AND SIMPLE WATER DRAWING DEVICES. ~~DEVICES~~ AFRICARE REPORTS THAT 2,500 PEOPLE HAVE BEEN RESETTLED AND THAT 1,570 GARDEN PLOTS ARE NOW BEING CULTIVATED.

THE GOC NATIONAL OFFICE FOR RURAL DEVELOPMENT (ONDR) HAS POSTED THREE AGRICULTURAL EXTENSION AGENTS TO EACH SITE AND THEY HAVE ESTABLISHED AND ASSIGNED THE GARDEN PLOTS (16 M X 15 M). LABORERS HAVE DUG 1,000 SHALLOW WELLS IN THE REGION WHICH DIRECTLY BENEFIT THE RESETTLED FAMILIES.

3. MOST OF THE SEEDS FOR THIS OPERATION WERE PURCHASED IN BULK BY AFRICARE AND PACKAGED BY VOLUNTEERS AT THE SOCIAL CENTER IN ABECHE. EACH DISPLACED PERSON WHO HAS BEEN ASSIGNED A GARDEN PLOT AT THE RESETTLEMENT SITE ALSO RECEIVES PACKAGES OF SEEDS AS WELL AS A CALABASH AND ROPE FOR DRAWING WATER. AFRICARE ALSO PROVIDES HOES AND OTHER HAND TOOLS ARE GIVEN TO ALL DISPLACED PERSONS ABLE TO WORK. IN ADDITION, EVERY ADULT RECEIVES A SLEEPING MAT AND EACH FAMILY IS ISSUED A WATER JAR AND TWO COOKING POTS. AFRICARE HAS ALSO PURCHASED SOME FUEL

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 Classification

UNCLASSIFIED
Classification

Page 3 of 6230
MSH

TO ENABLE LOCAL AUTHORITIES AND ONDR PERSONNEL TO VISIT THE RESETTLEMENT SITES. THE PREFECT APPROVES ALL FUEL REQUESTS AND AFRICARE STORES THE FUEL AT ITS ABECHE OFFICES.

4. FINAL SEED DISTRIBUTIONS WERE TO HAVE TAKEN PLACE BY DECEMBER 15. THE GROWING SEASON SHOULD LAST THROUGH MARCH AT WHICH TIME INDIVIDUALS WILL BE ENCOURAGED TO RETURN TO THEIR VILLAGES IN ORDER TO DEVELOP OTHER WADIS. LOCAL AUTHORITIES ~~AND THE ORGANIZATIONS INVOLVED~~ ^{AND AFRICARE/ONDR} WILL ~~CONTINUE TO MONITOR THE PROJECT. THEY WILL ALSO~~ BE MEETING DURING THE NEXT MONTH TO DISCUSS THE DEVELOPMENT OF A MARKETING SYSTEM FOR THE PRODUCE BEING GROWN.

MOFFAT

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INFO COPY

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NDJAMENA 6529

VZCZCCNA *
RR RUEHC RUTAPM RUTADS RUEHKH RUEHOS RUEHNM
RUTANK RUEHFR RUEHRO RUEHYD
DF RUTAND #6529/01 330 **
ZNR UUUUU 22H
R 251443Z NOV 86
FM AMEMBASSY NDJAMENA
TO RUEHC / SECSTATE WASHDC 4483
INFO RUTAPM / AMEMBASSY BAKINGO 2511
RUTADS / AMEMBASSY DAKAR 0953
RUEHFR / AMEMBASSY KHARTOUM 0763
RUEHOS / AMEMBASSY LAGOS 0549
RUEHNM / AMEMBASSY MIAMI 2843
RUTANK / AMEMBASSY NOUAKCHOTT 0207
RUEHFR / AMEMBASSY PARIS 3594
RUEHRO / AMEMBASSY ROME 1119
RUEHYD / AMEMBASSY YAOUNDE 3711
BT

CLASS: UNCLASSIFIED
CHRGF: AID 11/25/86
APPRV: AID/REP:JBWOODS
DRFTD: FFP:PRILEY
CLEAR: 1.ADO:KFULLER 2.
LMCBRIDEW
DISTR: AID3 AMB DCM
CHRON

UNCLAS SECTION 01 OF * NDJAMENA 6529

AIDAC LOCUST

NE PASS TO AF/C, AF/EPS AND EP
FOR AFR/TR, AFR/SVA AND OFDA
HOME FOR FODAG, PASS TO ECLO

E.O. 12356: N/A
TAGS: ZAID, CD, FAGR
SUBJECT: CIAD- 1986 GRASSHOPPER/LOCUST DISASTER FINAL
SUMMARY REPORT

REF: (A) STATE 323943

NDJ FILE CODE: AGR 4-2 CROP PROD.-PESTS

1. STATISTICS AND DESCRIPTION:

A. COUNTRY: CHAD

B. NATURE OF DISASTER: GRASSHOPPER/LOCUST INFESTATION OF
1986 RAINY SEASON CEREALS CROP

C. DATE OF DISASTER DECLARATION: JULY 27, 1986

D. LOCATION OF DISASTER: NATIONWIDE, (CONCENTRATED IN
SAHELIAN ZONE)

HECTARES (HA) UNDER CULTIVATION: 1,300,000

E. HECTARES INFESTED: N/A

F. TOTAL HA RECOMMENDED FOR TREATMENT: 300,000
(150,000 X 2)

G. TOTAL HA TREATED: 174,322

H. TOTAL DOLLAR VALUE OF CONTROL PROGRAM: 3,389,280

UNCLASSIFIED

NDJAMENA 6529

. TOTAL U.S.G. CONTRIBUTION: 1,043,000

DESCRIPTION: IN RESPONSE TO CONCERN EXPRESSED BY GOC MINISTRY OF AGRICULTURE OFFICIALS IN LATE JUNE THAT A POTENTIAL LOCUST CRISIS WAS DEVELOPING IN CERTAIN LOCALITIES, FAO APPROVED DOLS. 215,000 FOR CHAD LOCUST CONTROL PROGRAM, AND EEC AGREED TO MATCH THIS. FAO PROVIDED AN ADVISOR FOR THE PROGRAM AND AGREED TO TAKE THE LEAD AS THE COORDINATING/ IMPLEMENTING AGENCY. BY 21 JULY 1986, THE GRAVITY OF THE SITUATION HAD REACHED EMERGENCY PROPORTIONS WITH CONFIRMATION OF PRESENCE OF BOTH AFRICAN MIGRATORY LOCUSTS AND DESERT LOCUSTS IN THE LAKE CHAD VICINITY AND REPORTS OF INCREASING GRASSHOPPER (OPDALEUS SENEGALENSIS) INFESTATION IN ALL SAHELIAN PREFECTURES.

AT FIRST DONOR COORDINATION MEETING OF JULY 23, FAO REPRESENTED DRAFT OF LOCUST/GRASSHOPPER CONTROL PLAN FOR COMBINED GROUND AND AIR TREATMENT OF 530,000 HA AND ESTIMATED NEEDS FOR FULL ADDRESS OF EMERGENCY SITUATION AT DOLS 2,137,300. TOTAL OF CONFIRMED CONTRIBUTIONS FROM OTHER DONORS AT THIS TIME WAS DOLS 830,000 FROM EEC, NETHERLANDS, AND ITALY. FACED WITH A SITUATION OF POTENTIALLY CATASTROPHIC FOOD CROP LOSSES FROM INSECT DAMAGE, THE U.S. AMBASSADOR ISSUED AN OFFICIAL DECLARATION OF DISASTER ON JULY 27, 1986. AMBASSADOR'S EMERGENCY FUNDS (DOLS 25,000) WERE MADE AVAILABLE FOR USE IN AIRLIFT OF PESTICIDES TO KEY DISTRIBUTION POINTS NOT ACCESSIBLE BY ROAD DUE TO POOR RAINY SEASON CONDITIONS. THE DISASTER DECLARATION INCLUDED A REQUEST THAT CPDA GRANT FAO DOLS 725,200 TO FUND THE AERIAL COMPONENT OF THE CONTROL PROGRAM FOR TREATMENT OF 250,000 HA. OF CROPLAND. THE GRANT TO FAO WAS EXECUTED ON AUGUST 2 AND AMENDED ON SEPT. 2 TO INCREASE FUNDING BY DOLS 131,000 FOR PROCUREMENT OF MISCELLANEOUS AERIAL SPRAY EQUIPMENT AND OPERATING COSTS. MISSION ALSO RECEIVED DOLS 52,000 PM & R FUNDS FOR PROGRAM STARTUP. IN ADDITION, MISSION REQUESTED AND WAS GRANTED SHORT TERM TECHNICAL ASSISTANCE OF FRENCH-SPEAKING USDA ENTOMOLOGIST FOR GENERAL OVERSIGHT OF AERIAL TREATMENT PROGRAM. TOTAL USG CONTRIBUTION TO CHAD CONTROL PROGRAM WAS DOLS 1,043,000 OR 31 PERCENT TOTAL DOLS 3,380,000 FROM ALL DONORS.

1. DONOR CONTRIBUTIONS TO CHAD LOCUST/GRASSHOPPER

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NDJAMENA 6529

LAS SECTION 42 OFF "NDJAMENA" 05529 "

FOR	AMOUNT (DOLS)	COMMODITIES AND SERVICES FINANCED
USAID	1,043,000	PESTICIDES, MISC. SPRAY EQUIP, SPRAY PLANES, HELICOPTER HOURS, OPERATING EXPENSES, TRAINING, PUBLICATIONS, TECHNICAL ASSISTANCE
EEC	551,212 (EST)	PESTICIDES MEDICAL SUPPLIES, INSECT COLLECTION EQUIP OPERATING EXPENSES
W.GERMANY	738,000 (EST)	PESTICIDES
NETHERLANDS	200,000 (EST)	PESTICIDES, OPERATING EXPENSES, TREATMENT AIRCRAFT FLYING TIME
G.BRITAIN	110,000 (EST)	PESTICIDES, 3 LAND ROVERS
FRANCE	170,000 (EST)	TREATMENT PLANT, GROUND SPRAY EQUIP, FUEL
ITALY	100,000 (EST)	SPRAYERS, DUSTING BELLOWS, PESTICIDES
FAO	215,000 (EST)	PESTICIDES, IN-COUNTRY TRANSPORT, SPRAY EQUIPMENT. VEHICLES
SWITZERLAND	113,000 (EST)	DUSTING BAGS, GROUND SPRAYERS, PROTECTIVE EQUIPMENT, TRAINING
OXFAM	56,200 (EST)	PESTICIDES, OPERATING EXPENSES
ICI(G.BR.)	36,000 (EST)	RODENTICIDES
UNDP	30,200	OPERATING EXPENSES FOR CONTROL CENTER
BAND AID	96,000 (EST)	RODENTICIDES, OPERATING EXPENSES FLYING TIME (PROSPECTION)
FOOD FOR HUNGRY	5,000 (EST)	OPERATING EXPENSES

UNCLAS SECTION 02 OF * NDJAMENA 06529

WORLD VISION	1,300	FUEL
P. WORLD HEALTH ORGANIZATION:	3,565	PHARMACEUTICALS
Q. CARE/CEAD	N/A	USE OF VEHICLES
TOTAL DONOR CONTRIBUTIONS:		3,398,090

3. PROGRAM IMPLEMENTATION

MISSION ADO PLAYED A KEY ROLE IN SETTING UP BOTH A DONOR COORDINATING MECHANISM AND A TECHNICAL ADVISORY

UNCLAS SECTION 02 OF * NDJAMENA 06529

AS SECTION 03 OF * NDJAMENA 06529

COMMITTEE TO MEET ON A REGULAR WEEKLY BASIS. BOTH GROUPS MOVED EFFECTIVELY TO TALLY DONOR PLEDGES, TRACK ARRIVALS OF MATERIALS, IDENTIFY UNMET NEEDS, AND LOCATE SOURCES OF FUNDING TO FILL GAPS AND RESPOND TO RAPIDLY EVOLVING SITUATION. ON AUG. 11, A 5-MEMBER TEAM LED BY OFDA PABCOCK ARRIVED IN CHAD TO ASSIST FAO IN IMPLEMENTATION OF CONTROL PROGRAM.

AT THE REQUEST OF FAO, OFDA TEAM PREPARED AND PRESENTED TO THE IN-COUNTRY DONOR COMMITTEE A COMPLETE OPERATIONAL PLAN IN WHICH PRIORITY TREATMENT ZONES WERE IDENTIFIED AND A CALENDAR ESTABLISHED FOR INTERVENTIONS. CHAD, WITH ITS SYSTEM OF SMALL, WIDELY DISPERSED FARMS, WAS DETERMINED TO BE NOT APPROPRIATE FOR LARGE PLANE AERIAL INTERVENTION. OFDA'S PLAN CALLED FOR A PROGRAM OF COMPLEMENTARY GROUND AND AERIAL CONTROL MEASURES.

STRATEGY FOR USG-FUNDED AERIAL PROGRAM WAS FOR TWO-FRONGED APPROACH BEGINNING WITH IMMEDIATE SPOT-TREATMENT OF LAKE CHAD AREA TO ERADICATE LOCALIZED MIGRATORY LOCUST OUTBREAK, FOLLOWED BY A MORE EXTENSIVE CAMPAIGN TO CONTROL ADULT GRASSHOPPERS THREATENING AERIAL HARVESTS IN THE SAHELIAN AND SUBANIAN ZONES. A FL OF 54,500 HA WERE RECOMMENDED FOR AERIAL SPRAYING; TEAM WAS TO BEGIN NO LATER THAN SEPT. 22 AND END IN NOVEMBER.

4. EXECUTION OF IMPLEMENTATION PLAN

AIRCRAFT IN EUROPE, FAO ON 9/5 CONTRACTED SERVICES OF A SMALL TREATMENT HELICOPTER TO SERVE AS A STOP GAP MEASURE FOR FIRST PRIORITY TREATMENT OF AFRICAN MIGRATORY AND DESERT LOCUSTS. HELICOPTER WAS DISPATCHED IMMEDIATELY TO LAC AND KANEY PREFECTURES WHERE IT BEGAN TREATMENT ON 9/17; INTERVENTION WAS SUCCESSFUL IN HALTING INCIPIENT LOCUST OUTBREAK IN LAKE CHAD VICINITY. THOUGH HELICOPTER ALSO CONTRIBUTED SIGNIFICANTLY TO GRASSHOPPER (PRIMARILY ONDALPUS SENEGALENSIS) CONTROL IN LAKE REGION, IT WOULD NOT HAVE BEEN APPROPRIATE FOR EXTENSIVE NATIONAL PROGRAM OF GRASSHOPPER CONTROL. IN RESPONSE TO INCREASINGLY ALARMING GRASSHOPPER INFESTATIONS, TOTAL TARGET AREA FOR AERIAL TREATMENT WAS AUGMENTED AT 9/3 TECHNICAL COMMITTEE MEETING TO 160,000 HA FROM THE 54,500 HA RECOMMENDED BY OFDA. MEANWHILE, FAO PLANE PROCUREMENT EFFORT CONTINUED TO DRAG. A SPRAY PLANE CONTRACT NEGOTIATED 9/3 BY FAO AND GOC REPS WITH CAMEROONIAN AIR COMPANY, UTAVA, WAS NOT ACTUALLY SIGNED UNTIL 9/17. ISSUES OF SECURITY, LIABILITY INSURANCE, AND PILOT FEES FURTHER DELAYED DELIVERY OF PLANES UNTIL 9/25. UNRESOLVED INSURANCE ISSUE KEPT UTAVA PLANES ON THE GROUND IN NDJAMENA UNTIL 10/5 AND NEARLY RESULTED IN LIGHT CANCELLATION OF CONTRACT. IN THE END, UTAVA PLANES OPERATED IN CHAD FOR 2 WEEKS, COMPLETING ONLY 52 OF 150 CONTRACTED FLYING HOURS. CONTRACT WAS CANCELLED ON 10/23 BY FAO FOR NON-COMPLIANCE WHEN PLANES RETURNED TO CAMEROON TO ATTEND PRESENTATION CEREMONY. A THIRD PLANE, FURNISHED BY THE FRENCH, ARRIVED IN CHAD ON 10/5

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OPERATED IN CHAD UNTIL 11/20. TOTAL AREA TREATED BY
IN 1986 WAS 147,850 HA INCLUDING 44,075 HA BY
HELICOPTER, 36,600 BY UTAVA AIRCRAFT, AND 67,175 BY FAC
PLANE. TOTAL FLYING HOURS WAS 345 AS FOLLOWS: UTAVA
PLANES 59 HOURS; HELICOPTER 120 HOURS; AND FRENCH PLANE
178 HOURS.

A NUMBER OF OPERATIONAL CONSTRAINTS INCLUDING LACK OF
COMMUNICATIONS AND TRANSPORT MEANS, PAUCITY OF QUALIFIED
FIELD AGENTS, AND SCARCITY OF FUNDS FOR OPERATING COSTS
PREVENTED THE GROUND CONTROL OPERATION FROM BEING FULLY
EFFECTIVE. AS OF 11/24, ONLY 26,372 HA HAD BEEN TREATED
BY GROUND MEASURES. IT HAD BEEN HOPED AT THE OUTSET OF
THE PROGRAM THAT 140,000 HA OF TOTAL 300,000 RECOMMENDED

AS SECTION 24 OF * NDJAMENA 06529

B. THE TECHNICAL COMMITTEE FOR TREATMENT COULD BE TREATED BY A VARIETY OF DIFFERENT GROUND INTERVENTIONS. IT SHOULD BE NOTED THAT MUCH OF THE EQUIPMENT NECESSARY FOR THE GROUND OPERATION WAS NOT ACTUALLY RECEIVED IN NDJAMENA UNTIL MID-NOVEMBER. MOST IMPORTANTLY, THOUGH, THE GROUND CONTROL COMPONENT OF THE CHAD CAMPAIGN WAS RESTRICTED BY THE NEARLY TOTAL LACK OF ANY EXISTING CROP PROTECTION SERVICE, AGENTS OF WHICH ORDINARILY WOULD BE COUNTED UPON TO BRING ABOUT LOCAL PARTICIPATION AT THE VILLAGE LEVEL. GROUND OPERATION FOR PREVENTATIVE TREATMENT OF RECESSIONAL CROPS AND IRRIGATED GARDENING IN WADIS IS EXPECTED TO CONTINUE THROUGH 12/31/86.

4. CONCLUSIONS/LESSONS LEARNED

A. THE BOTTOM LINE OF THIS YEAR'S PROGRAM WAS THE TREATMENT OF ADULT GRASSHOPPERS WHICH PREVENTED EXTENSIVE DAMAGE TO STANDING CROPS. ESTIMATIONS OF OVERALL CROP LOSSES RANGE FROM 10 TO 15 PERCENT. FROM THE PERSPECTIVE OF AVERTING LARGE SCALE CROP LOSSES, THE PROGRAM WAS A SUCCESS; HOWEVER, MANY OF THE ADULT GRASSHOPPERS KILLED IN THIS YEAR'S CAMPAIGN WERE ABLE TO LAY EGGS THEREBY CREATING THE POTENTIAL FOR A PROBLEM IN THE NEXT YEAR OF EQUAL OR GREATER MAGNITUDE THAN 1986.

B. MISSION FIRMLY BELIEVES THAT GROUND OPERATION IS OF CRITICAL IMPORTANCE TO OVERALL SUCCESS OF PROGRAM OF PEST CONTROL. INEFFECTIVENESS OF THIS YEAR'S GROUND OPERATION POINTS UP THE FUNDAMENTAL WEAKNESS OF GOC CROP PROTECTION SERVICE. IN THE CONTEXT OF THE SAHELWIDE 1986 LOCUST/GRASSHOPPER CAMPAIGN, CHAD CONSTITUTES SOMETHING OF A SPECIAL CASE FOR THE VIRTUAL NON-EXISTENCE OF A GOC CROP PROTECTION SERVICE. THIS YEAR'S CONTROL CAMPAIGN BEGAN LITERALLY FROM POINT ZERO IN MID-JULY WITH NO PESTICIDES, NO EQUIPMENT, AND ONLY A HANDFUL OF INDIVIDUALS WITH ANY SORT OF EXPERIENCE IN PEST CONTROL. AS A RESULT, THE PROGRAM WAS SLOW IN GETTING UNDERWAY AND CERTAIN CRITICAL WINDOWS OF OPPORTUNITY TO TREAT GRASSHOPPERS AND LOCUSTS BEFORE EXTENSIVE EGG-LAYING HAD OCCURRED WERE THEREFORE MISSED. ANY MID OR LONG-TERM STRATEGY FOR PEST CONTROL IN CHAD MUST ADDRESS THE NEED FOR ESTABLISHING A PRIORI AN INFRASTRUCTURE CAPABLE OF PROVIDING QUALIFIED FIELD AGENTS TO MANAGE AND COORDINATE TRAINING FOR GROUND CONTROL PROGRAM AT GRASS ROOTS LEVEL.

C. OFDA TEAM PLAYED A KEY ROLE IN DEVELOPING A RATIONAL PLAN AND PROVIDING NECESSARY MOMENTUM TO GET A COORDINATED PROGRAM UNDERWAY. MISSION CONSIDERS THE FRENCH LANGUAGE ABILITY OF TEAM LEADER AND ONE MEMBER TO BEEN OF CRITICAL IMPORTANCE TO TEAM SUCCESS. TEAM SHOULD BE STREAMLINED IN THE FUTURE TO INCLUDE FEWER PEOPLE ALL OF WHOM MUST BE FRENCH-SPEAKING. MISSION RECOMMENDS THAT TEAMS OF THIS NATURE ASSIGN ONE OF THEIR MEMBERS TO REMAIN IN-COUNTRY TO WORK WITH THE DECISION MAKING BODY AND ENSURE ADHERANCE TO TEAM'S RECOMMENDATIONS. TECHNICAL ASSISTANCE OF USDA

ZOOLOGIST, CASTLETON, WAS ALSO OF CRUCIAL IMPORTANCE TO THE ACCOMPLISHMENTS ACHIEVED IN THIS YEAR'S CAMPAIGN. CASTLETON PROVIDED NEEDED REINFORCEMENT OF FAO CONSULTANT STAFF; HIS EXPERIENCE AND FRENCH LANGUAGE SPEAKING ABILITY MADE HIM BOTH AN EFFECTIVE WORKER AND TRAINING RESOURCE IN THE FIELD.

C. OUTSTANDING SUCCESS OF THIS YEAR'S OPERATION WAS TIMELY AND EFFECTIVE INTERVENTION FOR CONTROL OF AFRICAN MIGRATORY/DESERT LOCUSTS OUTBREAK IN LAKE CHAD VICINITY. PERFORMANCE OF GYRAFRANCE HELICOPTER TEAM POINTS UP KEY ROLE OF ATTITUDE IN ACCOMPLISHING SIGNIFICANT GOALS WITH LIMITED MEANS UNDER EMERGENCY CIRCUMSTANCES. HELICOPTER TEAM ACCOMPLISHED MUCH WITH

AS SECTION 05 OF 05 NDJAMENA-06529

GOOD WILL AND RELATIVELY LIMITED MEANS. ON THE OTHER HAND, UTAVA TEAM ACCOMPLISHED LESS DESPITE HAVING SUBSTANTIALLY LARGER MEANS AT ITS DISPOSAL. UTAVA PERSONNEL'S INSENSITIVITY TO EXTENT OF EMERGENCY WAS A KEY FACTOR IN ULTIMATE CANCELLATION OF CONTRACT BY FAO.

D. MISSION BELIEVES THAT FAO CAN BE AN EFFECTIVE AGENCY FOR COORDINATION OF A MULTI-DONOR OPERATION. THE WEAK LINK OF THIS YEAR'S OTHERWISE SMOOTH CONTROL PROGRAM WAS FAO INABILITY TO PROCURE APPROPRIATE AIRCRAFT IN TIMELY FASHION. THE DELAY IN THE DELIVERY OF THE AIRPLANES WAS AN IMPORTANT FACTOR IN THE OVERALL TARDINESS OF THE AERIAL SPRAYING COMPONENT OF THE OPERATION. IN LIGHT OF FAO'S SUCCESS IN PROCURING, RECEIVING, AND DELIVERING LARGE QUANTITIES OF PESTICIDES AND EQUIPMENT FOR PROGRAM, UTAVA INCIDENT SEEMS SIMPLY TO BE A REGRETTABLE MISEAP.

E. IN WAKE OF DISSATISFACTION WITH FAO'S HANDLING OF UTAVA CONTRACT, GOC HAS EXPRESSED ITS PREFERENCE FOR BILATERAL FUNDING FOR SIMILAR OPERATIONS IN THE FUTURE.

PERCEIVED THAT DIRECT DONOR/FAO FUNDING MECHANISM EFFECT OF REDUCING GOC ROLE IN OVERALL DECISION MAKING PROCESS. BILATERAL FUNDING USING IMPLEMENTING AGENCY AGREEMENT FOR FAO PARTICIPATION IF NEEDED WOULD GIVE GOC AN ACCEPTABLE MEASURE OF PARTICIPATION IN OVERSIGHT OF PROGRAM AND SATISFY GOC DESIRE NOT TO TAKE A BACK SEAT ON ISSUES DIRECTLY AFFECTING ITS AGRICULTURAL SECTOR. PLANE

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UNCLAS SECTION 01 OF * NDJAMENA 05949

CLASS: UNCLASSIFIED
CHRG: AID 10/05/88
APPRV: AID/REP:BDWILDER
DRPTD: PJFF:LMCERIDE
JR:LM
CLEAR: 1.ADO:KFULLER
2.GDO:DELANE
DISTR: AID3 AMB DCM
CHRON

AIDAC

STATE PASS TO AF/C, AF/EPS AND EB
AID/W FOR OPDA, PFF/APR AND AFR/SWA
ABIDJAN FOR REISO/WCA

E.O. 12356: N/A
TAGS: FAID, SOCI, CD
SUBJECT: DISASTER ASSISTANCE FOR CHAD: FY 1988 SUMMARY

REF: (A) NDJAMENA 23658, (B) NDJAMENA 23698,
- (C) NDJAMENA 23931

J FILE CODE: SOC 6-1: DISASTER RELIEF/88

NOT SURPRISINGLY, CHAD'S UNENVIABLE RECORD OF INCURRING DISASTERS THROUGHOUT THIS DECADE CONTINUED INTO FY 1988 THANKS TO SEVERAL NATURAL PHENOMENA WHICH WREAKED HAVOC ON THE COUNTRY'S POPULATION. UNLIKE DISASTERS PAST, HOWEVER, A NEW VARIETY OF DESTRUCTION APPEARED IN 1988: FLOODS, A PARTICULARLY VIOLENT HAILSTORM, AND A MENINGITIS EPIDEMIC WHICH, COMBINED, TOOK AN ESTIMATED 452 HUMAN LIVES, DESTROYED 9,412 HEAD OF LIVESTOCK AND RENDERED THOUSANDS OF FAMILIES TEMPORARILY HOMELESS. THE DONOR COMMUNITY RESPONDED TO THESE DISASTERS THROUGH THE QUICK MOBILIZATION OF IN-COUNTRY AND EXTERNAL RESOURCES. IN ADDITION, THE POTENTIAL DISASTER POSED BY DESERT LOCUST SWARMS BOTH WITHIN AND WITHOUT CHAD'S BORDERS HAS ALSO PREOCCUPIED THE GOC AND DONORS, NECESSITATING A MASSIVE MULTI-DONOR MOBILIZATION OF RESOURCES. GOC/DONOR "ACTION COMMITTEES" FUNCTIONING UNDER THE AUSPICES OF THE MINISTRY FOR FOOD SECURITY AND DISASTER VICTIMS (MSAPS), THE MINISTRY OF PUBLIC HEALTH AND THE MINISTRY OF AGRICULTURE HAVE GREATLY FACILITATED DISSEMINATION OF INFORMATION, MOBILIZATION OF RESOURCES AND COORDINATION OF ACTIVITIES.

A BRIEF SUMMARY OF CHAD'S DISASTERS DURING FY 1988 FOLLOWS:

MENINGITIS EPIDEMIC (FEBRUARY 22-MAY 6): PUBLIC HEALTH AUTHORITIES ADVISED IN LATE FEBRUARY THAT A MENINGITIS EPIDEMIC HAD BROKEN OUT IN NDJAMENA, WITH 157 CASES BEING DIAGNOSED DURING THE WEEK OF FEBRUARY 22-25. A CRISIS COMMITTEE OF TECHNICIANS AND HEALTH AUTHORITIES WAS FORMED TO MOBILIZE RESOURCES AND DEVELOP

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NDJAMENA 5949

PLAN OF ACTION. BY THE TIME THE EPIDEMIC HAD BEEN BROUGHT UNDER CONTROL IN MAY, THERE HAD BEEN 4,306 CASES DIAGNOSED AND 398 DEATHS REGISTERED IN N'DJAMENA. SEVERAL REGIONS OUTSIDE THE CAPITAL ALSO HAD SERIOUS OUTBREAKS, REQUIRING THE DELIVERY OF VACCINES TO RURAL MEDICAL CENTERS. THE NUMBER OF REGISTERED CASES OUTSIDE N'DJAMENA, HOWEVER, WAS NEVER MADE KNOWN. USAID/CHAD RESPONDED TO A GOC APPEAL FOR ASSISTANCE BY AGREEING TO THE USE OF A 1985 RICE SALES COUNTERPART FUND FOR PROCUREMENT OF MEDICAL COMMODITIES AND VACCINES. A TOTAL OF DOLS 73,280 IN LOCAL CURRENCY EQUIVALENT WAS TRUS UTILIZED TO BUY ANTIBIOTICS, GAUZE, HOSPITAL GOWNS AND MOSQUITO NETS. THE USAID CONTRIBUTION WAS PART OF A MULTI-DONOR EFFORT TO COMBAT THE EPIDEMIC.

B) HAILSTORM (JUNE 10): A FREAK HAILSTORM DESTROYED ELEVEN VILLAGES IN THE BILTINE PREFECTURE (CANTON MIMI) LEAVING 1,282 PERSONS HOMELESS AND CLAIMING THE LIVES OF ELEVEN CHILDREN WHO HAD BEEN OUTSIDE WATCHING OVER GOAT FERDS. NEARLY 6,000 ANIMALS (GOATS, SHEEP, CATTLE, CAMELS AND DONKEYS) REPORTEDLY PERISHED DURING AND AFTER THE VIOLENT HAILSTORM WHICH, ACCORDING TO WITNESSES, COVERED THE REGION WITH HAILSTONES THE SIZE OF EGGS. LOW TEMPERATURES RESULTING FROM THE THICK LAYER OF ICE WHICH FORMED ON THE GROUND ALSO CONTRIBUTED TO THE CASUALTIES. FOOD AID TOTALING 28 MT WAS SENT BY THE WORLD FOOD PROGRAM FROM ITS REGIONAL WAREHOUSE TO THE DISASTER SITE. AN APPEAL FROM THE GOC TO PROVIDE SHELTER AND REPLACEMENT LIVESTOCK WENT UNANSWERED BY THE DONOR COMMUNITY DUE TO ITS ASSESSMENT THAT THE SITUATION HAD BEEN BROUGHT UNDER CONTROL BY THE RESIDENTS THEMSELVES (REF B).

C) FLOODS (AUGUST-SEPTEMBER): HEAVY RAINFALL IN THE LATTER PART OF AUGUST CONTINUED INTO SEPTEMBER RESULTING IN WIDESPREAD DAMAGE TO TRADITIONAL MUD-BRICK HOUSING THROUGHOUT CHAD. THE GOC ESTIMATED BY MID-SEPTEMBER THAT 47,482 PERSONS HAD BEEN MADE HOMELESS BY FLOODING AND RAIN-INDUCED STRUCTURAL DAMAGE. DEATHS ATTRIBUTABLE TO THE HEAVY RAINS AND FLOODING HAVE BEEN PUT AT 43, WITH AN ESTIMATED 3,416 HEAD OF LIVESTOCK ALSO REPORTED TO HAVE PERISHED. AN MSAPS APPEAL FOR FOOD AID,

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NDJAMENA 5949

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STATE PASS TO AF/C, AF/EPS AND EB
AID/W FOR OFDA, YFP/APR AND APR/SWA
ABIDJAN FOR REDSO/WCA

F.O. 12356: N/A
TAGS: FAID, SOCI, CD
SUBJECT: DISASTER ASSISTANCE FOR CHAD: FY 1988 SUMMARY

SHELTER, BLANKETS AND SEED ISSUED SEPTEMBER 15 RESULTED IN A MOBILIZATION OF DISASTER RELIEF RESOURCES FROM THE DONOR COMMUNITY. USAID/CHAD AGREED TO THE USE OF ITS 1985 RICE SALES COUNTERPART FUND FOR RELIEF ACTIVITIES TO BE IMPLEMENTED BY PVO'S. AS OF SEPTEMBER 30, A CARE/CHAD PROPOSAL FOR DOLS 63,000 LOCAL CURRENCY EQUIVALENT TO PROVIDE TEMPORARY SHELTER FOR 200 NDJAMENA FAMILIES WHO HAD LOST THEIR HOMES DUE TO THE RAINS HAS BEEN APPROVED. TWO OTHER PROPOSALS AWAIT APPROVAL FROM THE MINISTRY OF PLANNING AND COOPERATION.

D) LOCUSTS (JULY-OCTOBER): FOR THE THIRD YEAR IN A ROW, THE THREAT POSED BY LOCUSTS/GRASSHOPPERS TO CHAD'S CROP AND PASTURE LAND WAS SUCH AS TO REQUIRE MOBILIZATION OF DISASTER RESOURCES FROM THE OUTSIDE. IN JULY, THE U.S. AMBASSADOR MADE A DISASTER DETERMINATION (REF C) IN WHICH THE MISSION REQUESTED DOLS 650,000 FROM OFDA TO MOUNT AN AERIAL SURVEY AND CONTROL OPERATION IN EASTERN CHAD, A REGION WHERE DESERT LOCUST ACTIVITY WAS EXPECTED TO BE INTENSE. IN ADDITION TO THE ALLOTMENT OF THE REQUESTED FUNDS, OFDA HAS PROVIDED IN-KIND CONTRIBUTIONS INVOLVING PESTICIDE AND TECHNICAL ASSISTANCE. MISSION ALSO FUNDED THREE MONTHS TECHNICAL ASSISTANCE FROM ITS PD & S PROJECT. AS WITH OTHER DISASTER RELIEF EFFORTS, USAID'S PARTICIPATION MUST BE SEEN IN THE CONTEXT OF A MULTI-DONOR EFFORT, WITH THE FRENCH, FAO AND IIC ALSO PLAYING MAJOR ROLES.

E) EMERGENCY FEEDING: INSUFFICIENT AND IRREGULAR RAINFALL IN CHAD'S SAHELIAN ZONE DURING THE 1987 GROWING SEASON RESULTED IN POOR YIELDS AND LOCALIZED CEREAL DEFICIENCIES. HOWEVER, CLOSE EXAMINATION OF SEVERAL COMMUNITIES WHERE THE CROP HAD FAILED REVEALED THAT THE LOCAL POPULATIONS HAD OVER THE YEARS DIVERSIFIED THEIR ECONOMIC ACTIVITIES TO COMPENSATE FOR REPEATED CROP FAILURE IN THIS ZONE. THUS, CROP FAILURE COULD NOT BE EQUATED WITH A REQUIREMENT FOR FOOD DISTRIBUTIONS. AS A RESULT, EMERGENCY FOOD DISTRIBUTIONS DURING FY 1988 WERE LIMITED TO A MINIMUM. THERE WERE, HOWEVER, SOME ZONES WHERE IT WAS DETERMINED THAT NUTRITIONAL CRISES WERE LIKELY IF FOOD AID WERE NOT PROVIDED. DURING THE HARVEST PERIOD FROM NOVEMBER 1987 THRU AUGUST 1988, SOME 14,769 MT FOOD AID WERE DISTRIBUTED ON AN EMERGENCY BASIS, OF WHICH APPROX 26 PCT WAS COMPRISED OF P.L. 480 COMMODITIES DELIVERED BY CARE/CHAD AND THE LEAGUE OF RED CROSS SOCIETIES.

F) REFUGEES: CHAD WAS A REFUGEE-PROTECTING COUNTRY FROM

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NDJAMENA 5949

TO 1982 WHEN THE CIVIL WAR CAME TO N'DJAMENA, RESULTING IN THE EXODUS OF SOME 185,000 CHADIANS WHO SOUGHT ASYLUM IN NEIGHBORING COUNTRIES. DISORDERS IN THE SOUTH IN 1983, COUPLED WITH THE SEVERE DROUGHT OF 1984, ALSO CAUSED A MASSIVE POPULATION OUTFLOW. DURING THE PAST THREE YEARS, THE PERSISTENCE OF A STABLE GOVERNMENT AND SOME IMPROVEMENT IN ECONOMIC CONDITIONS HAVE ENABLED CHADIANS TO RETURN. REPATRIATION EFFORTS HAVE BEEN ORGANIZED ON OCCASION BY THE GOC, UNECR AND OTHER RELIEF AGENCIES. DURING FY 1988, GERMAN AGRO ACTION PROVIDED TRANSPORTATION ASSISTANCE, FOOD AID, SEEDS AND FARM TOOLS TO CHADIANS DESIROUS OF RETURNING TO EASTERN CHAD FROM SUDAN. IN N'DJAMENA, THE GOC DISTRIBUTED 600 MT WFP FOOD AID TO RETURNEES WHILE THE LEAGUE DISTRIBUTED 100 MT TO REFUGEES RETURNING FROM SUDAN TO THE REGION OF GOZ BEIDA IN THE EAST. IN RESPONSE TO A REQUEST FROM THE MINISTER OF INTERIOR, USAID/CHAD AGREED TO THE USE OF DOLS 7,700 FROM THE RICE SALES COUNTERPART FUND TO COVER TRANSPORTATION COSTS OF CHADIAN REFUGEES FROM NORTHERN NIGERIA.

IT MIGHT BE NOTED FROM THE ABOVE LISTING OF DISASTERS REQUIRING RESOURCE MOBILIZATION DURING 1988, IN ONLY ONE INSTANCE DID THE MISSION SEE FIT TO CALL UPON OFDA FOR DISASTER ASSISTANCE. FOR THE REMAINING FIVE DISASTERS, IN-COUNTRY RESOURCES WERE DEEMED SUFFICIENT TO DEAL WITH THE EMERGENCY AT HAND. THE 1985 RICE SALES COUNTERPART FUND HAS PROVEN EXTREMELY USEFUL IN THIS REGARD AND CONTINUES TO BE THE PRINCIPAL REASON WHY THE MISSION HAS NOT CALLED UPON OFDA MORE FREQUENTLY FOR RESOURCE ALLOCATION. AYLING

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NDJAMENA 5949

EXPLICIT REPORTING AND EVALUATION GUIDANCE IS INCLUDED.

THE CABLE INCLUDES THE FOLLOWING SECTIONS: BACKGROUND (PARAS 2-4), MISSION PREPAREDNESS (5), THE DISASTER DETERMINATION, AUTHORIZATION TO OBLIGATE FUNDS, ASSESSMENT AND RELIEF (6-9), REHABILITATION AND DISENGAGEMENT (10-11), DISASTER/DEVELOPMENT LINKAGES (12), REPORTING AND EVALUATION (13-14), GENERAL GUIDELINES (15), PROCUREMENT NOTWITHSTANDING GUIDANCE (16), AND PREVENTION, MITIGATION AND PREPAREDNESS (17). UNDER SEPARATE COVER, EHR/OFDA WILL SEND TO ALL DIPLOMATIC POSTS COPIES OF RELEVANT GUIDANCE TO COMPLEMENT THIS CABLE INCLUDING SAMPLE CABLES AND A RECENTLY PUBLISHED FIELD OPERATIONS GUIDE FOR ASSESSMENTS AND RESPONSE. END SUMMARY

2. USAID'S DISASTER MANDATE: THE USAID ADMINISTRATOR HAS BEEN DELEGATED AUTHORITY UNDER SECTION 491 OF THE FAA, "NOTWITHSTANDING ANY OTHER PROVISION OF THIS OR ANY OTHER ACT ... TO FURNISH ASSISTANCE TO ANY FOREIGN COUNTRY, INTERNATIONAL ORGANIZATION OR PRIVATE VOLUNTARY ORGANIZATION, ON SUCH TERMS AND CONDITIONS AS HE MAY DETERMINE, FOR INTERNATIONAL DISASTER RELIEF AND REHABILITATION, INCLUDING ASSISTANCE RELATING TO DISASTER PREPAREDNESS, AND TO THE PREDICTION OF, AND CONTINGENCY PLANNING FOR, NATURAL DISASTERS ABROAD." THE LEGISLATION AUTHORIZES FUNDS FOR THE INTERNATIONAL DISASTER ASSISTANCE (IDA) ACCOUNT WHICH ARE ALLOTTED THROUGH BHR TO THE DIRECTOR, OFFICE OF U.S. FOREIGN DISASTER ASSISTANCE (BHR/OFLA).

THE ADMINISTRATOR OF USAID IS DESIGNATED AS THE PRESIDENT'S SPECIAL COORDINATOR FOR INTERNATIONAL DISASTER ASSISTANCE. THE PRESIDENT HAS DIRECTED ALL EXECUTIVE DEPARTMENTS AND AGENCIES TO TREAT THE SPECIAL COORDINATOR AS THE FOCAL POINT FOR INTER-AGENCY DELIBERATIONS ON INTERNATIONAL DISASTER ASSISTANCE FOR NATURAL AND MAN-MADE DISASTERS.

3. OVERALL DISASTER ASSISTANCE STRATEGY: TO SAVE LIVES AND MINIMIZE HUMAN SUFFERING AND PROPERTY LOSS. USAID'S STRATEGY IS TO MINIMIZE RISK TO VULNERABLE POPULATIONS THROUGH PREVENTION, MITIGATION AND PREPAREDNESS PROGRAMS, WITH EMPHASIS ON EARLY WARNING MECHANISMS TO IDENTIFY VULNERABLE POPULATIONS; TO PROVIDE APPROPRIATE RELIEF TO VICTIMS IN THE MOST EFFICIENT AND EFFECTIVE MANNER POSSIBLE; AND TO PROVIDE, THROUGH REHABILITATION, THE EARLIEST FEASIBLE RETURN TO NORMALCY AND DEVELOPMENT.

IN RECENT YEARS, COMPLEX EMERGENCIES HAVE BECOME THE MAJOR EMPHASIS OF USAID DISASTER RESPONSE EFFORTS. COMPLEX EMERGENCIES ARE COMPLICATED DISASTER SITUATIONS THAT HAVE POLITICAL, MILITARY AND HUMANITARIAN DIMENSIONS AND ARE

UNCLAS ADM AID SECSTATE 291223

OFTEN ALSO ASSOCIATED WITH NATURAL DISASTERS, ESPECIALLY DROUGHT. MOST COMPLEX EMERGENCIES INVOLVE CIVIL CONFLICT THAT OFTEN DISPLACES MILLIONS OF PEOPLE, HAMPERING THE DISTRIBUTION OF HUMANITARIAN ASSISTANCE.

4. MANAGING FOR RESULTS: DISASTER ASSISTANCE ACTIVITIES ARE GOVERNED BY CLEAR OBJECTIVES. THEY ESTABLISH AT THE OUTSET WHAT IS TO BE ACHIEVED IN TERMS THAT WILL ULTIMATELY DETERMINE THE DEGREE TO WHICH THE ACTIVITY WAS SUCCESSFUL. WHERE FEASIBLE, THESE ACTIVITIES SHOULD INCLUDE PERFORMANCE TARGETS AND INDICATORS FOR MONITORING PROGRESS THAT ARE QUANTIFIABLE AND EASILY MEASURABLE. BHR WORKS CLOSELY WITH U.S. MISSIONS TO DEFINE THE NATURE OF DISASTERS AND DISASTER RISKS TO BE ADDRESSED AND THE RESULTS TO BE ACHIEVED. OBJECTIVES RELATE DIRECTLY TO THE NEEDS OF ACTUAL OR POTENTIAL DISASTER VICTIMS.

5. MISSION PREPAREDNESS: EACH U.S. OVERSEAS FIELD POST BEARS TWO RESPONSIBILITIES. AS WELL AS ASSISTING THE HOST COUNTRY TO PREPARE FOR DISASTERS WHERE SUCH ASSISTANCE IS WELCOME, IT MUST SERVE ITS OWN COMMUNITY BY AFFORDING EARLY WARNING AND ENSURING THAT PERSONNEL ARE TRAINED IN DISASTER PREPAREDNESS AND RESPONSE PROCEDURES. THE INSPECTORS GENERAL FOR BOTH THE STATE DEPARTMENT AND USAID CONSISTENTLY COMMENT ON THE LACK OF MISSION PREPARATION FOR DISASTERS, WITH SPECIFIC REFERENCE TO MISSION DISASTER RELIEF PLANS (MDRPS) AND EMERGENCY ACTION PLANS (EAPS). EVERY USAID MISSION AND REPRESENTATIVE'S OFFICE IS REQUIRED TO MAINTAIN AN UP-TO-DATE MDRP. A REVISED RECOMMENDED OUTLINE OF THE MDRP IS BEING MAILED TO ALL U.S. OVERSEAS MISSIONS. BHR/OFDA IS PREPARED TO PROVIDE TECHNICAL SUPPORT TO MISSIONS FOR DRAFTING AND UPDATING MDRPS, ALTHOUGH MISSIONS WILL BE EXPECTED TO COVER TRAVEL EXPENSES. IN THOSE COUNTRIES THAT ARE ESPECIALLY HAZARD-PRONE, USAIDS ARE ENCOURAGED TO PERIODICALLY CONDUCT DISASTER SIMULATION EXERCISES. THESE ARE USUALLY BEST ACCOMPLISHED WHEN COORDINATED WITH THE BHR/OFDA REGIONAL DISASTER ADVISORS LOCATED IN LATIN AMERICA, AFRICA AND ASIA.

THE KEY TO ACHIEVING DISASTER RESPONSE OBJECTIVES IS CLOSE COORDINATION BETWEEN THE U.S. FIELD MISSION AND USAID/W. MISSIONS ARE URGED TO CONTACT BHR/OFDA (OFFICE HOURS: 20#-647-5916; AFTER HOURS: 202-647-8924) AT THE EARLIEST INDICATION OF A POTENTIAL OR ACTUAL DISASTER BY THE MOST EXPEDITIOUS MEANS POSSIBLE.

6. DISASTER DETERMINATION: THE U.S. CHIEF OF MISSION

UNCLAS ADM AID SECSTATE 291223

UNCLAS ADM AID SECSTATE 291223

(COM) MAY DECLARE BY CABLE (DIRECTED TO USAID/BHR/OFDA AND, IF APPROPRIATE, USAID/BHR/FFP IN ADDITION TO THE STATE AND USAID COUNTRY DESKS) THAT A DISASTER SITUATION EXISTS. IN ADDITION TO DESCRIBING BRIEFLY THE DISASTER EVENT, THE TELEGRAM MUST STATE THAT: THE DISASTER IS OF SUFFICIENT SEVERITY TO WARRANT USG ASSISTANCE; THE SITUATION IS BEYOND THE LOCAL CAPACITY TO COPE; THE COUNTRY WANTS OR IS WILLING TO PERMIT USG ASSISTANCE; AND IT IS IN THE USGIS INTEREST TO RESPOND# THE COM SHOULD ASSURE THAT A DISASTER DETERMINATION IS BASED ON LIFE-THREATENING HUMANITARIAN NEEDS. WHERE THERE IS NO USG PRESENCE IN COUNTRY, APPROPRIATE OFFICIALS WITHIN THE STATE DEPARTMENT MAY MAKE SUCH A DECLARATION. THE DECLARATION CABLE REQUESTING UP TO THE INITIAL \$25,000 SHOULD INCLUDE THE ESTIMATED NUMBER OF BENEFICIARIES FOR THE PROPOSED ASSISTANCE, IF KNOWN AT THE TIME OF THE DECLARATION.

7. AUTHORIZATION TO OBLIGATE DISASTER ASSISTANCE FUNDS: DISASTER RELIEF AND REHABILITATION ARE FUNDED FROM APPROPRIATIONS TO THE INTERNATIONAL DISASTER ASSISTANCE (IDA) ACCOUNT AUTHORIZED UNDER SECTIONS 491-492 OF THE FAA AND ADMINISTERED BY BHR/OFDA. EMERGENCY FOOD AID IS APPROPRIATED UNDER TITLE II OF THE AGRICULTURAL TRADE DEVELOPMENT AND ASSISTANCE ACT OF 1954, AS AMENDED (P.L. 480) AND IS ADMINISTERED BY USAIDIS OFFICE OF FOOD FOR PEACE (BHR/FFP). OBLIGATIONS OF THE IDA ACCOUNT REQUIRE BHR/OFDA AUTHORIZATION AND ACTION. AFTER A DISASTER IS DECLARED IN ACCORDANCE WITH PARA. 6 ABOVE, THE COM MAY REQUEST AUTHORIZATION FROM BHR/OFDA TO COMMIT UP TO A TOTAL OF \$25,000. MULTIPLE DISASTERS MAY OCCUR SIMULTANEOUSLY IN A SINGLE COUNTRY. EACH REQUIRES A SEPARATE DECLARATION. ADDITIONALLY, DISASTERS THAT CONTINUE FROM ONE FISCAL YEAR TO ANOTHER AND THAT SEEK SIGNIFICANT ADDITIONAL DISASTER ASSISTANCE FUNDING REQUIRE REDECLARATION IN THE NEW FISCAL YEAR. REDECLARATIONS \$25,000.

8. ASSESSMENT: IT IS USAID POLICY TO INITIATE DISASTER RELIEF ONLY UPON THE BASIS OF REALISTIC ASSESSMENTS OF NEED BY USAID FIELD MISSIONS OR OTHER RELIABLE SOURCES. BHR CAN PROVIDE RESOURCES FOR THIS PURPOSE (SEE DART, BELOW). ASSESSMENTS WILL CONSIDER PARTICULARLY THE UNIQUE

STATUS AND PROBLEMS OF WOMEN, CHILDREN AND THE ELDERLY, AND RECOMMEND MEANS TO ADDRESS THEIR WELFARE. BHR SHALL DETERMINE IN CONSULTATION WITH MISSIONS THE ACCEPTABILITY OF AN ASSESSMENT. THE CRITERIA THAT DETAIL THE REQUIREMENTS FOR ASSESSMENTS ARE PROVIDED IN THE BHR/OFDA FIELD OPERATIONS GUIDE THAT WILL BE PROVIDED TO ALL

UNCLAS ADM AID SECSTATE 291223

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ADM AID

SECSTATE 291223

DIPLOMATIC POSTS.

9. RELIEF: DISASTER RELIEF GENERALLY IS ASSISTANCE REQUIRED TO PROVIDE FOR THE IMMEDIATE NEEDS OF DISASTER VICTIMS. COMMON RESPONSE INTERVENTIONS INCLUDE THE PROVISION OF GOODS AND SERVICES IN THE FOLLOWING AREAS: MEDICAL/HEALTH, SHELTER, WATER/SANITATION, FOOD AND LOGISTICS. USAID MAINTAINS A WIDE ASSORTMENT OF RESOURCES WHICH CAN BE QUICKLY DISPATCHED TO MEET VIRTUALLY ANY DISASTER REQUIREMENT. THESE INCLUDE, ILLUSTRATIVELY:

-- RAPID OBLIGATION OF UP TO \$25,000 TO MEET COM'S INITIAL COMMITMENT.

-- REGIONAL DISASTER ADVISORS (RDAS): RESIDENT IN SAN JOSE, COSTA RICA; KINGSTON, JAMAICA (HOUSING); QUITO, ECUADOR (HOUSING); ADDIS ABABA, ETHIOPIA; BANGKOK, THAILAND (HOUSING); AND MANILA, PHILIPPINES. RDAS ARE AVAILABLE TO ASSIST MISSIONS IN ASSESSMENT AND MANAGEMENT OF MAJOR RELIEF EFFORTS AND TO PROMOTE AND SUSTAIN PREVENTION, MITIGATION AND PREPAREDNESS PROGRAMS (SEE PARA 18).

-- DISASTER ASSISTANCE RESPONSE TEAMS (DART): BHR/OFDA FUNDS QUICK RESPONSE TEAMS CAPABLE OF ASSESSMENT, SEARCH AND RESCUE, ADMINISTRATION, COMMUNICATIONS, MEDICAL AND HEALTH SERVICES, SHELTER, WATER/SANITATION, LOGISTICS AND RELIEF DISTRIBUTION, FINANCIAL MANAGEMENT AND CONTRACTING, AND REPORTING. DARTS ARE ASSEMBLED FROM QUALIFIED EXPERTS WITHIN USAID, OTHER USG AGENCIES, U.S. STATE AND LOCAL GOVERNMENTS AND THE PRIVATE SECTOR AND ARE CONFIGURED TO MEET THE SPECIFIC NEEDS OF NATURAL AND MAN-MADE DISASTERS. WHEN CRITICAL TO THE SUCCESS OF THE RESPONSE EFFORT, SPECIAL DELEGATIONS OF AUTHORITY MAY BE MADE TO THE DART'S MANAGEMENT, CONTRACTING AND/OR FINANCIAL OFFICERS.

-- COMMONLY USED RELIEF SUPPLIES, SUCH AS PLASTIC SHEETING, BLANKETS, TENTS AND WATER CONTAINERS, TAKEN FROM DISASTER STOCKPILES (SEE REF C) LOCATED IN PANAMA, ITALY, THAILAND, GUAM AND THE CONTINENTAL, U.S.

-- FOOD FOR PEACE: BHR/FFP IS RESPONSIBLE FOR PROGRAMMING U.S. AGRICULTURAL COMMODITIES UNDRR TITLE II OF PL 480. RELIEF FOOD OFTEN IS THE LARGEST COMPONENT OF AN EMERGENCY RESPONSE. GENERALLY, BHR/FFP RESPONDS TO EMERGENCY NEEDS AFTER A MISSION DISASTER DECLARATION OR A UN EMERGENCY APPEAL BY PLANNING AND PROGRAMMING THE PROVISION AND DELIVERY OF AVAILABLE FOOD COMMODITIES ON THE BASIS OF PRIORITY NEEDS, WHICH ARE MODIFIED TO MEET CHANGING CIRCUMSTANCES. MORE BROADLY, FOOD AID EMERGENCIES ARE

UNCLAS

ADM AID

SECSTATE 291223

UNCLAS ADM AID SECSTATE 291223

DEFINED AS FOLLOWS: URGENT SITUATIONS IN WHICH AN EVENT HAS OCCURRED WHICH CAUSES HUMAN SUFFERING AND WHICH THE GOVERNMENT CONCERNED HAS NOT THE MEANS TO REMEDY. IT OFTEN IS AN ABNORMAL EVENT WHICH PRODUCES DISLOCATION IN THE LIFE OF THE COMMUNITY ON AN EXCEPTIONAL SCALE. COUNTRIES WILL QUALIFY FOR TITLE II EMERGENCY ASSISTANCE IF: A. FOOD AID IS APPROPRIATE TO THE PARTICULAR LOCAL SITUATION; B. FOOD AID CANNOT BE SUPPLIED FROM OTHER DONORS/PROGRAMS AND C. TIMELY DELIVERY OF THE FOOD COMMODITIES CAN BE MADE TO THE TARGET AREAS.

THESE COMMODITIES ARE DONATED FOR EMERGENCY RESPONSE AND BHR/FFP MAY PROVIDE FUNDS TO COVER TAR COSTS OF OCEAN AND INLAND TRANSPORT, STORAGE, HANDLING AND DISTRIBUTION SUPPORT. THE PROGRAM IS FUNDED UNDER P.L. 480 AND NOT THE FAA.

THE EMERGENCY TITLE II PROGRAM MAY BE IMPLEMENTED BY FOREIGN GOVERNMENTS, BUT MOST OFTEN USAID RELIES ON PRIVATE VOLUNTARY ORGANIZATIONS AND INTERNATIONAL ORGANIZATIONS, ESPECIALLY, BUT NOT EXCLUSIVELY, THE WORLD FOOD PROGRAM. EMERGENCY FOOD PROGRAMS TYPICALLY TARGET INTERNALLY DISPLACED POPULATIONS, REFUGEES AND RETURNEES, OR THOSE SEGMENTS OF THE POPULATION MOST VULNERABLE TO DISEASE OR DEATH DUE TO SEVERE MALNUTRITION. BHR/FFP PROVIDES FOOD AID EXPERTISE TO DART ASSESSMENT TEAMS AND OTHERWISE WORKS CLOSELY WITH BHR/OFDA ON DISASTER ASSISTANCE PROGRAMS.

MISSIONS ARE REMINDED THAT EVEN WITH EXPEDITED PROCUREMENT AND SHIPPING ARRANGEMENTS WITH USDA THE USUAL TIME FROM COMMODITY ORDERING AND PROCUREMENT IN THE U.S. THROUGH VESSEL DISCHARGE AT THE NEAREST PORT OF ENTRY MAY REQUIRE 90-120 DAYS. THE NEEDS OF SUDDEN ONSET EMERGENCIES MAY BE MET IN SEVERAL WAYS: BORROWING COMMODITIES TEMPORARILY FROM OTHER TITLE II PROGRAMS OR DONORS; DIVERTING COMMODITIES TO THE EMERGENCY; OR MAKING LOCAL PURCHASES OF COMMODITIES USING DISASTER ASSISTANCE FUNDS OR RESOURCES FROM OTHER DONORS. REPLACEMENTS FOR DIVERSIONS MUST BE AUTHORIZED BY BHR/FFP.

OTHER U.S. GOVERNMENT AGENCIES: USAID MAY ASK THE DEPARTMENTS OF DEFENSE, HEALTH AND HUMAN SERVICES, AGRICULTURE, COMMERCE, INTERIOR, OR THEIR SPECIALIZED AGENCIES, AND OTHER INDEPENDENT AGENCIES SUCH AS THE FEDERAL EMERGENCY MANAGEMENT AGENCY AND THE ENVIRONMENTAL PROTECTION AGENCY TO PERFORM DISASTER RELATED SERVICES

UNCLAS ADM AID SECSTATE 291223

UNCLAS ADM AID SECSTATE 291223

WITHIN THEIR SPHERES OF EXPERTISE.

IMPLEMENTING AGENCIES: IDA FUNDING MAY BE PROVIDED FOR ACTIVITIES OF FOREIGN GOVERNMENTS, INTERNATIONAL ORGANIZATIONS (IOS), PVOS OR NGOS OPERATING IN THE AFFECTED COUNTRY. PVO REGISTRATION IS NOT A REQUISITE FOR IDA FUNDING.

10. REHABILITATION: REHABILITATION, MAY BE REQUIRED TO RETURN THE STRICKEN POPULATION TO THE LEVEL OF SELF-SUFFICIENCY THAT OBTAINED PRIOR TO THE DISASTER. REHABILITATION CAN BE PROVIDED IN HEALTH MAINTENANCE, SHELTER, WATER AND SANITATION, AGRICULTURE AND REPAIRS TO CRITICAL INFRASTRUCTURE. MITIGATION IS AN IMPORTANT FACET OF REHABILITATION, WHETHER FUNDED FROM DISASTER RELIEF, PMP OR MISSION RESOURCES. IT IS USAID POLICY TO INTEGRATE COST-EFFECTIVE MITIGATION TECHNIQUES WITH DISASTER AND OTHER ASSISTANCE ACTIVITIES WHENEVER MITIGATION MEASURES WILL REDUCE THE FUTURE TOLL ON LIVES AND PROPERTY.

11. DISENGAGEMENT: THE BEST INTERESTS OF USAID, THE HOST COUNTRY AND DISASTER VICTIMS ARE SERVED BY EXPEDITIOUS TRANSITION FROM RELIEF AND REHABILITATION TO RECONSTRUCTION AND DEVELOPMENT. THE 60/90 DAY LIMITATIONS (REF A) ON DISASTER RELIEF/REHABILITATION NO LONGER APPLY BECAUSE LONGER-TERM OR PROLONGED DISASTER EVENTS HAVE BECOME MORE COMMON, SUCH AS DROUGHT, CIVIL STRIFE AND OTHER CHRONIC PROBLEMS. ASSISTANCE FOR RELIEF AND REHABILITATION MAY BE PROVIDED FOR AS LONG AS NECESSARY TO MEET THE NEEDS OF THE DISASTER VICTIMS. THE SCARCITY OF DISASTER ASSISTANCE RESOURCES, HOWEVER, REQUIRES GREAT CARE TO ENSURE THAT DISASTER RELIEF DOES NOT FOSTER LONG-TERM DEPENDENCY WHICH IS COUNTERPRODUCTIVE TO THE GOALS OF SUSTAINABLE DEVELOPMENT. FOR OTHER THAN COMPLEX EMERGENCIES, REALISTIC ESTIMATES OF THE DURATION OF DISASTER RESPONSE ACTIVITIES ARE AN IMPORTANT FEATURE OF THE INITIAL STRATEGY FOR ANY PROTRACTED EFFORT AND SHOULD BE MUTUALLY AGREED UPON BY THE U.S. MISSION, THE USAID REGIONAL BUREAU AND EHR.

12. DISASTER-DEVELOPMENT LINKAGES: INCREASING ATTENTION IS BEING PAID BY DEVELOPMENT AND HUMANITARIAN ASSISTANCE PROFESSIONALS TO FACILITATE THE TRANSITION FROM CRISIS TO NORMALITY. TO ASSIST THOSE COUNTRIES THAT ARE EITHER EMERGING FROM COMPLEX HUMANITARIAN EMERGENCIES OR MAKING A RAPID TRANSITION FROM AUTHORITARIAN TO DEMOCRATIC POLITICAL SYSTEMS, USAID CREATED A NEW OFFICE OF TRANSITION INITIATIVES (OTI). THIS OFFICE HAS THE

UNCLAS ADM AID SECSTATE 291223

UNCLAS ADM AID SECSTATE 291223

CAPACITY TO PROVIDE ON SHORT NOTICE: A. ASSESSMENTS OF TRANSITION NEEDS; B. EVALUATION OF PROSPECTS FOR POTENTIAL CRISIS AND TRANSITIONS, WITH SPECIAL FOCUS ON POLITICAL CHANGE; AND C. FUNDING FOR ACTIVITIES TO MEET TRANSITION NEEDS SUCH AS ADVICE AND POSSIBLE ASSISTANCE WITH

DEMobilIZATION AND REINTEGRATION OF COMBATANTS AND DISLOCATED POPULATIONS, POLITICAL INSTITUTION BUILDING (ESTABLISHING LAW AND ORDER, DEVELOPING FUNDAMENTAL LAWS, SUPPORTING POLITICAL RECONCILIATION) AND DEVELOPING PLANS AND MOBILIZING SUPPORT FOR RECONSTRUCTION ACTIVITIES. OTI'S OBJECTIVE WILL BE TO ADDRESS IMMEDIATE TRANSITION REQUIREMENTS, IN CONSULTATION WITH REGIONAL BUREAUS, AS QUICKLY AS POSSIBLE AND TO HAND OVER FULL RESPONSIBILITY FOR THESE ACTIVITIES TO THE REGIONAL BUREAUS AS SOON AS POSSIBLE.

13. REPORTING: SUCCESSFUL DISASTER RESPONSES ARE DEPENDENT ON CONTINUOUS FEEDBACK FROM THE MISSION (AS AUGMENTED, WHEN DEPLOYED, BY THE DART) ON THE STATUS OF RELIEF AND REHABILITATION ACTIVITIES - SEE REF (C), PARA 6. FIELD POSTS SHOULD PAY PARTICULAR ATTENTION TO CIRCUMSTANCES WHICH MAY JEOPARDIZE THE OPERATION AS PLANNED AND REQUIRE CHANGES TO STRATEGY AND CONTINGENCY PLANS. THE REPORTING SHOULD ALSO PROVIDE INFORMATION ON THE ESTIMATED NUMBER OF BENEFICIARIES WHO WILL RECEIVE USG DISASTER ASSISTANCE.

14. EVALUATION: IN ADDITION TO ORGANIZATIONAL AUDITS REQUIRED BY OMB CIRCULAR 133 (AS IMPLEMENTED IN GRANTS TO NGOS UNDER THE STANDARD PROVISIONS OF HANDBOOK 13, GRANTS TO NGOS), EHR/OFDA PROVIDES AND ENCOURAGES INDEPENDENT EVALUATIONS FOR ALL SIGNIFICANT ACTIVITIES. THIS MAY BE DONE AS A CONDITION OF A GRANT OR THROUGH CONTRACTS MAINTAINED BY EHR. USAID'S INSPECTOR GENERAL STAFF AND THE U.S. GENERAL ACCOUNTING OFFICE HAVE AUTHORITY TO AUDIT DISASTER ASSISTANCE PROGRAMS.

15. GENERAL GUIDELINES: THE FOLLOWING HAS BEEN DERIVED FROM AUDIT RECOMMENDATIONS, EVALUATIONS AND LESSONS LEARNED COMPENDIA OVER THE PAST SEVERAL YEARS:

THE SUCCESS OF USG-SPONSORED DISASTER RELIEF AND REHABILITATION PROGRAMS IS DEPENDENT ON THE U.S. MISSIONS' READINESS AND ABILITY TO OVERSEE EVENTS ON THE GROUND.

THE U.S. MISSION HAS AN IMPORTANT ROLE IN EARLY

UNCLAS ADM AID SECSTATE 291223

WARNING AND ENSURING THAT USAID FUNDING IS PROPERLY PROGRAMMED TO MEET THOSE NEEDS.

-- A DISASTER DECLARATION MUST BE MADE IN THE IMMEDIATE TIME FRAME IN WHICH THE DISASTER OCCUR? AND JUSTIFIED ON THE BASIS OF LIFE THREATENING HUMANITARIAN NEEDS.

-- ACTIVITIES FUNDED UNDER THE INTERNATIONAL DISASTER ASSISTANCE ACCOUNT MUST PROVIDE DIRECT SUPPORT FOR THE COMMUNITIES AFFECTED BY THE DECLARED DISASTER.

-- WOMEN, CHILDREN AND THE ELDERLY ARE PARTICULARLY VULNERABLE IN MOST DISASTER SITUATIONS AND SHOULD BE AFFORDED HIGHEST PRIORITY IN RELIEF DELIVERY.

-- CASH TRANSFERS FOR PURPOSES OF BUDGETARY SUPPORT, EVEN IF RELATED TO A DISASTER, CANNOT BE FUNDED BY THE IDA ACCOUNT.

-- FUNDING DERIVED FROM DEVELOPMENT ASSISTANCE APPROPRIATIONS, INITIALLY OBLIGATED FOR OTHER THAN DISASTER PURPOSES AND INTENDED TO BE REPROGRAMMED FOR DISASTER PURPOSES, REQUIRES REVIEW AND GUIDANCE BY THE RESPECTIVE REGIONAL BUREAU AND PPC.

-- THE USG RESPONSE SHOULD BE FULLY COORDINATED WITH THOSE OF THE HOST COUNTRY, OTHER DONORS, INTERNATIONAL ORGANIZATIONS AND NGOS, EACH OF WHICH SHOULD BE ENCOURAGED TO SHARE THE BURDEN.

-- THE FIRST PRINCIPLE IN DISASTER RESPONSE ACCOUNTABILITY IS TO ASSURE THAT APPROPRIATE ASSISTANCE GETS TO THE NEEDIEST VICTIMS IN A TIME FRAME THAT MINIMIZES DEATH AND SUFFERING; PROCUREMENT AND ACCOUNTING PROCEDURES MAY BE EXPEDITED BUT MUST INCLUDE EFFECTIVE SYSTEMS OF INTERNAL CONTROL THAT ARE APPROPRIATE FOR THE DISASTER SITUATION.

-- WITH THE EXCEPTION OF THE PROCUREMENT OR USE OF PESTICIDES, WHICH MAY REQUIRE A WAIVER BY THE USAID ADMINISTRATOR, IT IS NOT NECESSARY TO APPROVE FORMAL WAIVERS, BASED ON USUAL USAID OR FAR CRITERIA, FOR PROCUREMENT OF GOODS OR SERVICES FROM A SOURCE/ORIGIN THAT IS NOT GENERALLY AUTHORIZED OR TO USE INFORMAL COMPETITIVE PROCEDURES, I.E. SOLICIT PRICE QUOTATIONS FROM MULTIPLE

UNCLAS ADM AID SECSTATE 291223

SUPPLIERS.

-- THE MISSION SHOULD GIVE ALL DUE CONSIDERATION TO THE POTENTIAL FOR DISRUPTING LOCAL ECONOMIES THROUGH ILL-CONCEIVED COMMODITY IMPORT PROGRAMS (INCLUDING PRIVATE SECTOR DONATIONS).

16. PROCUREMENT GUIDANCE IN USING NOTWITHSTANDING AUTHORITY:

TIME-CRITICAL ELEMENTS OF THE DISASTER ASSISTANCE PROCESS (PARTICULARLY IN THE MEDICAL/HEALTH AREA) NEED SPECIAL AND EXPEDITED PROCEDURES CONSISTENT WITH THE

SECTION 491 (QUOTE NOTWITHSTANDING UNQUOTE) DISASTER ASSISTANCE AUTHORITY.

-- NO STATUTORY OR REGULATORY REQUIREMENTS RESTRICT USAID'S ABILITY TO RESPOND WITH IDA FUNDING TO THE NEEDS OF DISASTER VICTIMS IN A TIMELY FASHION.

-- AS A MATTER OF POLICY, USAID FOLLOWS STANDARD PROCEDURES FOR ROUTINE DISASTER PROCUREMENTS, AND EXPEDITED OR MODIFIED PROCEDURES WHEN NECESSARY TO ACHIEVE THE DISASTER ASSISTANCE OBJECTIVE:

-- BECAUSE OF THE QUOTE NOTWITHSTANDING UNQUOTE CLAUSE IN SECTION 491 OF THE FAA, IT IS NOT NECESSARY TO APPROVE FORMAL WAIVER, BASED ON USUAL HANDBOOK OR FAR CRITERIA, FOR PROCUREMENT OF GOODS OR SERVICES FROM A SOURCE/ORIGIN THAT IS NOT GENERALLY AUTHORIZED OR TO AVOID OR LIMIT COMPETITION OR TO USE INFORMAL COMPETITIVE PROCEDURES, I.E., ASK FOR PRICE QUOTATIONS FROM SEVERAL POTENTIAL SUPPLIERS. OF COURSE, IT IS DESIRABLE TO USE ALL OR AS MUCH OF STANDARD TERMS AND PROCEDURES AS POSSIBLE IN ORDER TO OBTAIN THE BENEFITS THAT FLOW FROM THEM (SUCH AS LOWEST POSSIBLE PRICE, EVEN-HANDED TREATMENT FOR POTENTIAL SUPPLIERS, FOR EXAMPLE), BUT THESE INTERESTS ARE SECONDARY AND MUST GIVE WAY TO THE OVERRIDING OBJECTIVE OF PROVIDING HUMANITARIAN ASSISTANCE ON A TIMELY BASIS.

-- ALTHOUGH IT IS NOT NECESSARY TO APPROVE FORMAL WAIVERS OF PROCUREMENT OR GRANT/CONTRACT REQUIREMENTS FOR TRANSACTIONS FINANCED FROM THE DISASTER ASSISTANCE

UNCLAS ADM AID SECSTATE 291223

UNCLAS ADM AID SECSTATE 291223

APPROPRIATION UNDER SECTION 491 OF THE FAA, DECISIONS NOT TO FOLLOW STANDARD TERMS AND PROCEDURES SHOULD BE DOCUMENTED AND APPROVED BY AN APPROPRIATE RESPONSIBLE AGENCY OFFICIAL. THIS DECISION SHOULD BE MADE IN WRITING AND SHOULD BE SUPPORTED BY A RATIONAL DISASTER-RELATED JUSTIFICATION. WHEN BHR/OFDA ALLOTS FUNDS TO A MISSION FOR OBLIGATION, DECISIONS REGARDING DEVIATIONS FROM STANDARD PROCUREMENT PROCEDURES -- WHETHER SOURCE/ORIGIN OR CONTACT -RELATED -- SHOULD BE MADE BY THE MISSION OFFICER WHO MAKES COMPARABLE IMPLEMENTATION DECISIONS FOR OTHER AID ASSISTANCE ACTIVITIES (MISSION DIRECTOR OR CONTRACTING OFFICER). IT IS NOT NECESSARY TO SEEK APPROVAL FROM AID/W UNLESS YOU ARE INFORMED IN ADVANCE THAT YOU SHOULD DO SO FOR A PARTICULAR REASON OR UNLESS YOU BELIEVE THERE ARE UNUSUAL SENSITIVITIES AND WANT AID/W GUIDANCE OR APPROVAL.

-- AS A RULE OF THUMB IN PLANNING DISASTER-FUNDED ACTIVITIES AND PROCUREMENTS, A MISSION SHOULD START WITH STANDARD TERMS OF GRANTS OR CONTRACTS AND PROCUREMENT

PROCEDURES, WHETHER DIRECT OR HOST COUNTRY, THEN ELIMINATE THOSE ELEMENTS WHICH INTERFERE WITH OR EXCESSIVELY BURDEN TIMELY ACHIEVEMENT OF DISASTER ASSISTANCE OBJECTIVES. SOUND JUDGMENT IS NECESSARY, BUT RIGOROUS JUSTIFICATION BASED ON STANDARD WAIVER CRITERIA IS NOT. AID/W WILL NOT SECOND-GUESS DECISIONS TO DEVIATE FROM STANDARD TERMS OR PROCEDURES WHEN MISSION ACTION IS FUNDED WITH DISASTER RESOURCES AS LONG AS THERE IS A RATIONAL, DISASTER-RELATED BASIS FOR THE DECISION.

17. PREVENTION, MITIGATION AND PREPAREDNESS (PMP): USAID IS COMMITTED TO A STRATEGY OF REDUCING THE VULNERABILITY OF POPULATIONS AT RISK FROM NATURAL AND MAN-MADE DISASTERS THROUGH PREVENTION, MITIGATION AND PREPAREDNESS, WITH PARTICULAR EMPHASIS ON EARLY DETECTION OF HAZARDS. PMP IS LARGELY THE RESPONSIBILITY OF USAID MISSIONS AND SHOULD BE INCORPORATED INTO COUNTRY STRATEGIES AND DEVELOPMENT PROJECTS. IN DESIGNING COUNTRY STRATEGIES AND DEVELOPMENT PROJECTS MISSIONS SHOULD DETERMINE THE EXTENT TO WHICH THE

HOST COUNTRY IS VULNERABLE TO NATURAL AND MAN-MADE DISASTERS, THE LOCATION OF AND PROBABLE RISKS TO VULNERABLE POPULATIONS AND THE SPECIFIC MEASURES THAT CAN BE TAKEN TO LOWER THE VULNERABILITY IN ORDER TO ENHANCE THE PROSPECTS FOR SUSTAINABLE DEVELOPMENT. BHR/OFDA ALSO SUPPORTS SOME PMP ACTIVITIES THAT COMPLEMENT AND IN SOME CASES SUPPORT MISSIONS' PMP EFFORTS.

A. DISASTER PREVENTION: DISASTERS MAY BE PREVENTED THROUGH

UNCLAS ADM AID SECSTATE 291223

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SECSTATE 291223

STRUCTURAL APPROACHES, SUCH AS DAMS OR IRRIGATION SCHEMES, OR THROUGH NON-STRUCTURAL MEANS SUCH AS LAND USE REGULATION. WHETHER STRUCTURAL OR NON-STRUCTURAL, THE COST OF PREVENTION TENDS TO BE HIGH IN ECONOMIC, POLITICAL AND/OR SOCIAL TERMS ALTHOUGH THE PAYOFF FROM PREVENTION INVESTMENTS MAY ALSO BE HIGH. INTERNATIONAL DISASTER ASSISTANCE (IDA) RESOURCES ARE APPROPRIATELY USED FOR THE DETECTION OF HAZARDS WHICH MAY BE PREVENTED FROM BECOMING DISASTERS, FOR ASSESSING VULNERABILITY AND FEASIBILITY, AND FOR SUPPORTING TECHNICAL REQUIREMENTS OF PREVENTION PROGRAMS. MISSIONS ARE EXPECTED TO ANTICIPATE THE NEED FOR PREVENTION TO ASSURE THE PROTECTION OF THEIR DEVELOPMENT PORTFOLIOS AND TO INCLUDE PREVENTION PROGRAMS AND ACTIVITIES IN THEIR PORTFOLIOS WHEN NECESSARY TO ENSURE SUSTAINABILITY.

B. DISASTER MITIGATION: USAID CAN ASSIST DISASTER PRONE POPULATIONS TO MITIGATE THE LIFE THREATENING CONSEQUENCES OF DISASTERS. MITIGATION CAN INVOLVE THE "HARDENING" OF THE BUILT ENVIRONMENT TO MINIMIZE THE DELETERIOUS EFFECTS OF DISASTERS. MITIGATION CAN ALSO BE ACHIEVED BY MODIFYING HUMAN BEHAVIOR. FOR EXAMPLE, PLANTING DROUGHT

RESISTANT SEEDS MAY MITIGATE THE EFFECTS OF PROLONGED ARIDITY. IT CAN BE ACCOMPLISHED BY BETTER LAND USE PLANNING AND BY STRENGTHENING SHELTER AND ENGINEERED STRUCTURES SUCH AS SCHOOLS AND HOSPITALS TO WITHSTAND THE PREDICTABLE EFFECTS OF SEVERE STORMS, FLOODS AND EARTHQUAKES. MITIGATION CAN REDUCE THE HUMAN TOLL OF DROUGHT AND CAN MINIMIZE HEALTH PROBLEMS RESULTING FROM POOR QUALITY WATER SOURCES OR SANITATION. MITIGATION CAN BE AN EXTREMELY COST EFFECTIVE COMPONENT OF DEVELOPMENT PROGRAMS AND IS BEST APPLIED BEFORE DISASTERS OCCUR. REHABILITATION ACTIVITIES TO RESTORE A STRICKEN COMMUNITY TO SELF SUFFICIENCY ALSO MAY BE DESIGNED WITH FEATURES THAT WILL MITIGATE THE CONSEQUENCES OF SIMILAR FUTURE DISASTERS. IN ANY EVENT, MISSIONS ARE EXPECTED TO INCORPORATE MITIGATION MEASURES IN DEVELOPMENT PROGRAMS WHENEVER POSSIBLE AND APPROPRIATE.

C. PREPAREDNESS: USAID MAINTAINS SEVERAL EARLY WARNING SYSTEMS, INCLUDING SEVERE STORM FORECASTING, FAMINE EARLY WARNING, EARTHQUAKE RISK MANAGEMENT, FLOOD AND VOLCANO MONITORING, LANDSLIDE VULNERABILITY ANALYSIS, TSUNAMI WARNING. EARLY WARNING OF INCIPIENT OR POTENTIAL DISASTERS INEVITABLY ENHANCES THE TIMELINESS AND QUALITY OF USAID RESPONSES. IN MANY CASES IT ALLOWS PREVENTIVE AND MITIGATIVE AND PREPAREDNESS ACTIONS TO BE TAKEN TO PROTECT VULNERABLE POPULATIONS. MISSIONS PLAY AN EXTREMELY IMPORTANT ROLE IN EARLY WARNING THROUGH THEIR OWN OBSERVATIONS AND THOSE OF PARTICIPATING AGENCIES,

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Annex F
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ACTION: AID-3 INFO: AMB DCM

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O'RUTAND
DE RUEHC #4245/01 3172230
ZNR UUUUU ZZH
O 132224Z NOV 87
FM SECSTATE WASHDC
TO AMEMBASSY NDJAMENA IMMEDIATE 5871
BT
UNCLAS SECTION 01 OF 03 STATE 354245

ACTION: PO: Kasabian
DATE: 11/16 DUE: 11/17
INFO: McBride
ACTION TAKEN: N/A

LOC: 001
14 NOV 87
CN:
CHRG: AID
DIST: AID

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E.O. 12356: N/A

SUBJECT: USAID PARTICIPATION IN DEPARTMENT OF DEFENSE
(DOD) HUMANITARIAN ASSISTANCE PROGRAM

BT NDJAMENA 6189

1. THIS MESSAGE PROVIDES GUIDANCE REQUESTED BY USAID. AID/W UNDERSTANDS THAT THE EMBASSY EXPECTS TO ASSUME SOLE RESPONSIBILITY FOR THE RECEIPT AND INITIAL DISTRIBUTION OF ALL HUMANITARIAN ASSISTANCE RECEIVED FROM DOD FOR CHAD. HOWEVER, THE FOLLOWING INFORMATION MAY BE HELPFUL AS CONCERNING POSSIBLE AID PARTICIPATION IN FUTURE IMPLEMENTATION OF THE DOD PROGRAM. IT IS BASED ON GENERAL POLICY GUIDANCE BEING DEVELOPED WITHIN AID/W.

2. A.I.D. PARTICIPATION IN DOD HUMANITARIAN ASSISTANCE PROGRAMS, SPECIFICALLY DOD'S QUOTE MCCOLLUM UNQUOTE PROGRAMS WHICH AUTHORIZE DOD TO PROVIDE EXCESS NON-LETHAL PROPERTY AND ALSO TO FUND THE TRANSPORT OF HUMANITARIAN RELIEF, IS VERY LIMITED AND CONDITIONED ON A.I.D./W APPROVAL ON A COUNTRY/COUNTRY BASIS.

3. A.I.D. VIEWS DOD'S RECENTLY EXPANDED ROLE IN HUMANITARIAN ACTIVITIES AS A POSITIVE DEVELOPMENT THAT PROVIDES USEFUL FLEXIBILITY TO THE USG IN PROVIDING HUMANITARIAN ASSISTANCE. FOR INSTANCE, WITH RESPECT TO US FOREIGN DISASTER ASSISTANCE, DOD PROVIDES VALUABLE LOGISTICAL SUPPORT AND OTHER RESOURCES TO A.I.D./OFDA AND USAID'S IN RESPONSE TO DECLARED LIFE THREATENING DISASTERS. DOD AND OFDA ARE ALSO WORKING TO INCREASE THEIR COOPERATION IN AREAS THAT MITIGATE THE CONSEQUENCES OF FUTURE DISASTERS OR INCREASE DISASTER PREPAREDNESS. HOWEVER, GENERALLY, DOD'S HUMANITARIAN ASSISTANCE ACTIVITIES ARE SEPARATE FROM THE BROADER AND LONGER-TERM DEVELOPMENT ASSISTANCE ACTIVITIES THAT ARE THE PRIMARY RESPONSIBILITY OF A.I.D.

4. NOTWITHSTANDING THE POSITIVE CONTRIBUTION THAT DOD'S HUMANITARIAN PROGRAMS MAY MAKE TO OVERALL USG EFFORTS, IT IS EVIDENT THAT A.I.D. PARTICIPATION WOULD NOT, REPEAT NOT, BE APPROPRIATE IN EVERY INSTANCE. FURTHER, WE SHOULD CONSIDER A.I.D. PARTICIPATION IN THE DISTRIBUTION OF LOD

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EXCESS NONLETHAL PROPERTY OR OTHERWISE BECOME INVOLVED IN DOD HUMANITARIAN ASSISTANCE PROGRAMS ON A CASE-BY-CASE BASIS ONLY.

5. YOUR CABLE REFERENCED A.I.D. COOPERATION IN DELIVERING DOD HUMANITARIAN ASSISTANCE IN TWO COUNTRY PROGRAMS. HOWEVER, THOSE TWO CASES MUST BE REGARDED AS SPECIAL SITUATIONS. BOTH SUCH PROGRAMS INVOLVE CROSSBORDER ASSISTANCE. MOREOVER, IN BOTH CASES, A.I.D.'S PARTICIPATION PARALLELS DIRECT ASSISTANCE THAT A.I.D. PROVIDES TO THE SAME BENEFICIARY GROUPS PURSUANT TO SPECIFIC STATUTORY AUTHORITY. IN VIEW OF THE IMPORTANCE THE USG ATTACHES TO THOSE PROGRAMS, ONGOING A.I.D. INVOLVEMENT IN THE IN-COUNTRY RECEIPT DISTRIBUTION, TRANSPORT AND ACCOUNTING OF SHIPMENTS WAS NEGOTIATED WITH THE DEPARTMENT OF STATE, AND SEPARATE MEMORANDA OF UNDERSTANDING THAT DEFINE THE SCOPE, TERMS AND CONDITIONS OF A.I.D.'S PARTICIPATION WERE SIGNED. THROUGH THE DEPARTMENT OF STATE, DOD TRANSFERRED FUNDS TO A.I.D. TO COVER THE IN-COUNTRY COSTS OF THOSE PROGRAMS. THE POLICY, OPERATIONAL, ACCOUNTABILITY AND LEGAL PRECEDENTS THAT UNDERLY THOSE COUNTRY PROGRAMS WOULD NOT APPEAR TO APPLY TO YOUR MISSION'S SITUATION.

AS A GENERAL MATTER OF LAW, A.I.D. DOES NOT ASSIST OR PARTICIPATE IN PROGRAMS THAT DIRECTLY OR INDIRECTLY BENEFIT HOST COUNTRY MILITARY, SECURITY OR POLICE ORGANIZATIONS. THIS GENERAL PROHIBITION APPLIES TO ANY

GROUP, INDIVIDUAL OR ORGANIZATION ENGAGED IN MILITARY OR PARA-MILITARY ACTIVITIES. IN PART, THIS POLICY IS ROOTED IN SECTION 1301 OF TITLE 31, US CODE. THAT STATUTE RESTRICTS THE USE OF APPROPRIATED FUNDS TO THEIR INTENDED PURPOSES AND HAS THE EFFECT OF PROHIBITING THE USE OF DA, ESF AND PL 480 RESOURCES FOR MILITARY PURPOSES, OR TO SUPPORT MILITARY FORCES AND THEIR DEPENDENTS. FURTHERMORE, SECTION 531(E) OF THE FOREIGN ASSISTANCE ACT STIPULATES THAT ESF RESOURCES MUST BE USED FOR ECONOMIC PROGRAMS ONLY, AND NOT FOR MILITARY OR PARA-MILITARY PURPOSES.

7. THE FOREGOING STATUTORY RESTRICTIONS DO NOT NECESSARILY APPLY TO CIVIC ACTION BY MILITARY OR POLICE TYPE ORGANIZATIONS WHICH SERVE THE CIVILIAN POPULATION. INDEED, IN DECLARED DISASTER SITUATIONS, USAIDS (UNDER OFDA AUTHORITIES) OFTEN WORK WITH SUCH ORGANIZATIONS DIRECTLY OR VIA THE US MILITARY WHEN SUCH ORGANIZATIONS ARE RESPONSIBLE FOR THE MANAGEMENT, DIRECTION, IMPLEMENTATION OR OPERATION OF HOST COUNTRY DISASTER RELIEF EFFORTS. OFDA HAS ALSO INCLUDED SUCH ORGANIZATIONS IN TRAINING AND TECHNICAL ASSISTANCE FOR METHODS OF MITIGATING, AS WELL AS RESPONDING TO,

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ATTACHMENT

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8. NONETHELESS, EVEN THOUGH HOST COUNTRY MILITARY OR SECURITY ORGANIZATIONS MAY BE APPROPRIATE INTERMEDIARIES IN THE DELIVERY OF DISASTER ASSISTANCE OR, IN CERTAIN NONDISASTER CIRCUMSTANCES, HUMANITARIAN RELIEF, CARE MUST BE TAKEN TO AVOID ABUSE OR WRONGFUL DIVERSION FOR MILITARY PURPOSES. SUCH ACTIVITIES WOULD BE INCONSISTENT WITH A.I.D.'S GENERAL LEGISLATIVE MANDATE AND COULD IMPAIR THE AGENCY'S OVERALL PROGRAM. THEREFORE, EVEN FOR DISASTER SITUATIONS, A DETERMINATION REQUESTING PARTICIPATION BY A HOST COUNTRY MILITARY OR SIMILAR ENTITY MUST BE MADE ON A CASE-BY-CASE BASIS, AND REGULATIONS GOVERNING THE USE OF USG FOREIGN ASSISTANCE SHOULD APPLY. A.I.D./OFDA IS AVAILABLE TO PROVIDE IMMEDIATE GUIDANCE WHEN DISASTERS OCCUR.

9. IN LIGHT OF THE FOREGOING, AN A.I.D. MISSION SHOULD NOT ACCEPT RESPONSIBILITY FOR RECEIVING, STORING OR DISTRIBUTING GOODS PROVIDED THROUGH DOD HUMANITARIAN ASSISTANCE PROGRAMS IN EITHER OF THE FOLLOWING CIRCUMSTANCES: ONE, WHERE THE MILITARY OR AN ENTITY ENGAGED IN MILITARY/PARAMILITARY ACTIVITIES IS THE ENDUSER OF THE COMMODITIES OR ITEMS PROVIDED TO A.I.D.

ALTHOUGH DOD AUTHORITIES DO NOT EXCLUDE THE MILITARY AS RECIPIENTS OF DOD EXCESS PROPERTY, WE BELIEVE THAT AS A GENERAL MATTER A.I.D. PARTICIPATION IN SUCH RELIEF COULD BE MISCONSTRUED AS AMOUNTING TO A.I.D. LOGISTICAL SUPPORT TO THE LOCAL MILITARY. TWO, THE MILITARY OR SIMILAR ORGANIZATION IS THE INTERMEDIARY FOR THE TRANSPORT, STORAGE, USE OR DISTRIBUTION OF DOD EXCESS PROPERTY TO CIVILIANS WITHOUT DIRECT SUPERVISION BY A CIVILIAN MINISTRY, PVO, USAID EMPLOYEE OR CONTRACTOR ACTING WITH SPECIFIC GUIDANCE FROM USAID.

10. IF USAID MISSION DETERMINES THAT ITS PARTICIPATION IN THE DELIVERY OF DOD EXCESS PROPERTY (OR OF OTHER HUMANITARIAN ASSISTANCE PROVIDED THROUGH DOD) IS PERMISSIBLE, THE USAID NEEDS TO UNDERSTAND CLEARLY THE SCOPE OF ITS RESPONSIBILITIES FROM RECEIPT TO END-USE ACCOUNTING. THE APPROPRIATENESS OF A.I.D. PARTICIPATION WILL DEPEND UPON THE COUNTRY SITUATION, CAPABILITIES OF THE COUNTRY TEAM, RELEVANCE TO A.I.D. PROGRAMS, ALTERNATIVES TO A.I.D. PARTICIPATION AND THE SPECIFICS OF THE PROGRAM (INCLUDING COST-EFFECTIVENESS). GENERALLY THE FOLLOWING CONDITIONS SHOULD APPLY:

(A) THE USAID OR COUNTRY TEAM SHOULD REVIEW AND APPROVE THE QUANTITY, TYPE AND APPROPRIATENESS OF ITEMS TO BE SHIPPED VIA DOD. IT IS IMPORTANT THAT THE PROGRAM BE DEMAND DRIVEN: THAT IS, IT SHOULD RESPOND TO THE NEEDS AND ABSORPTIVE CAPACITY OF THE ULTIMATE RECIPIENTS TO AVOID THE SHIPMENT OF UNUSABLE AND INAPPROPRIATE ITEMS.

(B) ALTHOUGH DOD MAY ASSUME RESPONSIBILITY FOR

INSPECTING ITEMS PRIOR TO SHIPMENT AND ENSURING THEY ARE SHIPPED PROPERLY SO AS TO ARRIVE IN USABLE CONDITION, THE MISSION OR ITS AUTHORIZED AGENT MUST REINSPECT AND ACCOUNT FOR THE ITEMS ONCE THEY ARRIVE IN-COUNTRY AND PRIOR TO FURTHER DISTRIBUTION WITHIN COUNTRY.

(C) CONGRESS HAS AUTHORIZED DOD TO TRANSFER TO STATE LIMITED FUNDS TO COVER THE IN-COUNTRY COSTS OF TRANSPORT OF HUMANITARIAN RELIEF. THIS HAS BEEN CONSTRUED TO INCLUDE ADMINISTRATIVE AND ASSOCIATED COSTS FROM RECEIPT TO ENDUSER MONITORING COSTS, IF ANY. GENERALLY, A.I.D./W WOULD EXPECT STATE TO REIMBURSE OR TRANSFER FUNDS SUFFICIENT TO COVER ALL SUCH COSTS BY A.I.D EMPLOYEES AND AGENTS AS WELL. AN A.I.D. MISSION MAY

DECIDE, HOWEVER, TO ABSORB SOME OR ALL IN-COUNTRY COSTS ASSOCIATED WITH ANY OCCASIONAL SHIPMENTS THAT DIRECTLY BENEFIT A.I.D. PROJECTS OR PROGRAMS.

(D) THE US ORGANIZATION RESPONSIBLE FOR HANDLING (OR INITIALLY RECEIVING) THE ITEMS MUST ESTABLISH A SYSTEM FOR ENSURING THAT THE ITEMS REACH THE INTENDED RECIPIENTS FOR THE PURPOSES INTENDED, THAT IS, HUMANITARIAN RELIEF THE USAID OR A CONTRACTOR, PVO OR OTHER AGENT ACTING ON BEHALF OF THE USAID MUST ESTABLISH THE MEANS PERIODICALLY TO VERIFY END-USE. THIS MIGHT BE ACCOMPLISHED ON A SAMPLING BASIS PER SHIPMENT, BY RANDOM AUDITS OF OCCASIONAL SHIPMENTS, OR BY A DOCUMENTATION REVIEW OF ANY INTERMEDIARY ACTING ON THE USAID'S BEHALF. THE MORE PROVEN THE TRACK RECORD OF RELIABILITY ON THE PART OF THE INTERMEDIARY WITH THE MISSION, THE LESS COMPELLING THE NEED FOR DIRECT ON-SITE AUDITS BY A USAID OR FOR DIRECT MISSION SUPERVISION OF FINAL DISTRIBUTION.

(E) DEPENDING UPON THE EXTENT OF A.I.D. PARTICIPATION, PREPARATION OF A MEMORANDUM OF UNDERSTANDING WHICH DELINEATES RELEVANT RESPONSIBILITIES MAY BE APPROPRIATE. HOWEVER, OCCASIONAL OR AD HOC REQUESTS FOR A.I.D. PARTICIPATION MAY NOT REQUIRE FORMALIZATION IN THIS MANNER.

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STATE 354245/32

UNCLAS SECTION 03 OF 03 STATE 354245

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11. AN A.I.D. MISSION SHOULD OBTAIN A.I.D./W'S APPROVAL FOR ANY PROPOSED USAID PARTICIPATION IN THE DOD HUMANITARIAN ASSISTANCE PROGRAM, INCLUDING THE POTENTIAL FREQUENCY, VOLUME, AND CONTENT OF SHIPMENTS, INTENDED RECIPIENTS, PROPOSED INTERMEDIARIES BETWEEN RECEIPT AND FINAL DISTRIBUTION, AND WHETHER OR NOT MISSION FUNDS OR PERSONNEL WILL BE UTILIZED, WITH OR WITHOUT REIMBURSEMENT.

12. ANY QUESTIONS CONCERNING THE FOREGOING GUIDANCE SHOULD BE DIRECTED TO PPC/PDP/SI SEULTZ

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STATE 185597/11

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ACTION: AID-2 INFO: AMB DCM /5

FOC 8: DISASTER ASSISTANCE

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LOC: 011 706
07 JUN 91 0726
CN: 10867
CHRG: AID
DIST: AID

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FM SECSTATE WASHDC

TO AID WORLDWIDE PRIORITY

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ADM AID

E.O. 12356: N/A

TAGS:

SUBJECT: EXCESS PROPERTY

ACTION: PUFF: McBride
DATE: 6/7 DUE: 6/11
INFO: Palma, Morgan, Johnson
ACTION TAKEN:

1. IT HAS COME TO THE ATTENTION OF AID/W THAT THE DEPARTMENT OF DEFENSE (DOD) HAS CONTACTED MANY EMBASSIES AROUND THE WORLD WITH OFFERS TO PROVIDE NONLETHAL EXCESS PROPERTY, SOME OF WHICH IS FROM OPERATION DESERT STORM, FOR DISTRIBUTION AS A PART OF THE DOD HUMANITARIAN ASSISTANCE PROGRAM (HAP). AID/W IS ALSO AWARE THAT SOME USAID DIRECTORS/AID REPS. HAVE BEEN APPROACHED BY EMBASSY STAFFS WITH THE SUGGESTION THAT A.I.D. ASSUME THE RESPONSIBILITY FOR THE RECEIPT AND DISTRIBUTION OF THIS EXCESS PROPERTY. IF USAIDS ARE TO BECOME INVOLVED IN THIS EFFORT IT SHOULD BE DONE ON A CONSISTENT BASIS ACCORDANCE WITH APPLICABLE STATUTES. FYI - STATE/PA HAS CLEARED THE CONTENTS OF THIS CABLE.

2. UNDER TITLE 18, UNITED STATES CODE, SECTION 2547 THE SECRETARY OF DEFENSE MAY MAKE AVAILAABLE FOR HUMANITASIAN RELIEF PURPOSES ANY DOD NONLETHAL EXCESS SUPPLIES. THESE SUPPLIES ARE TO BE TRANSFERRED BY DOD TO THE SECRETARY OF STATE FOR DISTRIBUTION. BY DELEGATION FROM

THE SECRETARY OF STATE ON FEBRUARY 23, 1988 STATE/T WAS GIVEN AUTHORITY TO APPROVE DISTRIBUTION OF DOD EXCESS SUPPLIES FOR HUMANITARIAN PURPOSES. STATE/PA CURRENTLY ARRANGES FOR TRANSFERS IN CONJUNCTION WITH DOD, THE APPROPRIATE STATE REGIONAL BUREAUS AND EMBASSIES. AT THE INCEPTION OF THE OVERALL SECTION 2547 PROGRAM, IT WAS AGREED THAT A.I.D. INVOLVEMENT WOULD BE CONSIDERED ON A CASE-BY-CASE BASIS. OF MORE THAN 40 COUNTRIES THAT HAVE BEEN RECIPIENTS OF DOD EXCESS PROPERTY, A.I.D. IS CURRENTLY INVOLVED IN ADMINISTERING THE PROGRAM IN ONLY THREE COUNTRIES AFGHANISTAN, CAMBODIA AND PANAMA ALL OF WHICH ARE LARGE SCALE ON GOING PROGRAMS. IN THESE RARE CASES WHERE A.I.D.'S ROLE IS ACIIVE THERE IS A COUNTRY SPECIFIC MEMORANDUM OF UNDERSTANDING (MOU) BETWEEN A.I.D. AND STATE AT THE WASHINGTON LEVEL THAT A.I.D. WILL ASSIST BUT WILL USE THE DEPARTMENT'S RULES, NOT A.I.D.'S. THE MOU SERVES TO CLARIFY THE FRAMEWORK FOR ADMINISTERING THE PROGRAM AND TO SPECIFY THE ORIGIN OF FUNDS NECESSARY FOR ITS IMPLEMENTATION.

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STATE 185597/11

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3. BECAUSE THIS IS A LOD/STATE AUTHORITY AND PROGRAM, STATE IS RESPONSIBLE FOR PROVIDING LEGAL GUIDANCE AND INTERPRETATION IN ITS IMPLEMENTATION BY U.S. EMBASSIES. IF A.I.D. WERE TO MANAGE THE EXCESS PROPERTY UNDER ITS HANDBOOK 16, THE PROGRAM WOULD BECOME VERY LABOR INTENSIVE BECAUSE OF ITS NUMEROUS AND DETAILED REQUIREMENTS. ACCORDING TO STATE/PM THE DEPARTMENT'S PROCEDURES ARE VERY SIMPLE, THE GOODS ARE TRANSFERRED TO THE EMBASSY WHO IN TURN TRANSFERS THEM TO THE NON-GOVERNMENT ORGANIZATION, HOST GOVERNMENT, OR PVO USING COPIES OF PACKING LISTS ETC. THE ONLY REQUIREMENT IS TO THEN KEEP A COPY OF THE DOCUMENTATION SHOWING WHAT WAS RECEIVED AND WHAT WAS TRANSFERRED TO WHICH RECIPIENT. WE ARE ADVISED BY STATE/PM THAT THE GULF EXCESS FOOD AND MEDICAL SUPPLIES ARE MORE OR LESS A ONE SHOT DEAL RATHER THAN A LONG TERM PROGRAM. THE MAJORITY OF EMBASSIES MAKE HAP TRANSFERS SUCH AS THESE WITHOUT OUR ASSISTANCE.

4. IN THE EVENT THAT A USAID DIRECTOR OR AN A.I.D. REP, RECEIVES A REQUEST FROM THEIR EMBASSY TO ACCEPT AND DISTRIBUTE NONLETHAL EXCESS, THE SENIOR A.I.D. OFFICER MUST FIRST DECIDE, IN CONSULTATION WITH THE AMBASSADOR, WHETHER THIS ACTIVITY WOULD BE VIEWED AS A POSITIVE ADDITION TO THE A.I.D. COUNTRY PROGRAM AND IF THERE ARE ADEQUATE MISSION RESOURCES AVAILABLE TO HANDLE THE TASK. IF THE RESULT OF THIS ANALYSIS IS POSITIVE THEN THE RESPONSIBLE REGIONAL BUREAU IN AID/W SHOULD BE CONTACTED WITH A REQUEST TO ESTABLISH THE NECESSARY MOU BETWEEN A.I.D. AND DOS.

5. FYI - THE FOLLOWING PROVISIONS HAVE BEEN EXTRACTED FROM THE PANAMA MOU AND OTHER USAID PROCEDURES. THEY ARE ILLUSTRATIVE OF THE REQUIREMENTS AND PROVISIONS THAT WOULD BE INVOLVED IN ANY MOU WHEREIN A.I.D. ASSUMES THE RESPONSIBILITY FOR THE ACCEPTANCE AND DISTRIBUTION OF DOD NONLETHAL EXCESS UNDER THE HAP PROGRAM. AS NOTED IN PARAGRAPH 2 ABOVE MOUS FOR THIS PURPOSE WILL BE ESTABLISHED THROUGH NEGOTIATION BETWEEN A.I.D. AND STATE/PM IN WASHINGTON.

A) NORMALLY USAID WILL NOT BE RESPONSIBLE FOR ADDITIONAL NON DIRECT HIRE COSTS REQUIRED TO ADMINISTER THE PROGRAM OR FOR PAYING ANY EXPENSES OR COSTS RELATED TO THE TRANSPORTATION, SHIPPING, PACKING, HANDLING, DELIVERING, WAREHOUSING, SAFEGUARDING OR STORAGE OF HAP SUPPLIES.

B) USAID WILL ONLY ACCEPT TRANSFER OF SUPPLIES AFTER USAID OR AN AGENT ACTING ON ITS BEHALF HAS IDENTIFIED A QUALIFIED RECIPIENT, HUMANITARIAN RELIEF NEED AND THE FITNESS OF THE SUPPLIES FOR THE INTENDED PURPOSE.

USAID WILL TRANSFER ALL EXCESS SUPPLIES IN AN QUOTE AS IS UNQUOTE CONDITION WITHOUT RECONDITIONING.

D) USAID WILL MONITOR TRANSFERRED SUPPLIES AS FOLLOWS: (I) FOR EXPENDABLE PROPERTY A DETERMINATION WILL BE MADE THAT THE SUPPLIES WERE IN FACT DELIVERED TO THE RECIPIENT ENTITY FOR SPECIFIC OR IMMEDIATE NEEDS; AND (II) FOR NONEXPENDABLE PROPERTY, USAID WILL DEVELOP, AS APPROPRIATE, FOR THE COUNTRY PROGRAM AN END USE MONITORING PROCEDURE, COVERING THE NONEXPENDABLE PROPERTY FOR A PERIOD NOT TO EXCEED ONE YEAR FROM TRANSFER OF THE PROPERTY.

E) USAID WILL NOT SUPERVISE END-USE BY RECIPIENT ENTITIES OF DOD EXPENDABLE EXCESS SUPPLIES.

F) THE EMBASSY RETAINS THE OPTION TO DIRECTLY ADMINISTER WITHOUT A.I.D. PARTICIPATION THE ACCEPTANCE, TRANSFER DISTRIBUTION OF EXCESS AND END-USE MONITORING, IF REQUIRED.

G) NO MEDICINE, MEDICAL AND FOOD SUPPLIES INTENDED FOR HUMAN USE SHOULD BE DISTRIBUTED WITHOUT A CERTIFICATION FROM A COMPETENT INDIVIDUAL OR INSTITUTION THAT THE ITEMS ARE SAFE AND EFFICACIOUS FOR THE INTENDED USE.

H) ALTHOUGH DOD ASSUMES RESPONSIBILITY FOR INSPECTING ITEMS BEFORE SHIPPING ITEMS TO A COUNTRY, THE MISSION OR HIS AGENT OR THE RECIPIENT, IF QUALIFIED SHOULD REINSPECT AND ACCOUNT FOR THE ITEMS ONCE THEY ARRIVE IN-COUNTRY AND PRIOR TO DISTRIBUTION.

I) RECIPIENTS SHOULD SIGN AGREEMENTS THAT PERMIT USG AUDITS, ESTABLISH RECORD REQUIREMENTS AND UNDERSTANDINGS THAT THE EXCESS WILL ONLY BE USED FOR THE PURPOSES INTENDED.

6. TO SUMMARIZE, USAID DIRECTORS OR A.I.D. REPS MAY BE APPROACHED BY EMBASSIES FOR ASSISTANCE IN THE PROCESSING OF DOD NONLETHAL EXCESS PROPERTY PROVIDED UNDER THE HUMANITARIAN ASSISTANCE PROGRAM. IF THE REQUEST IS FOR AD HOC OR INFORMAL ASSISTANCE TO THE EMBASSY STAFF IN OVERSEEING THE RECEIPT AND/OR DISTRIBUTION OF THIS EXCESS PROPERTY AND MISSION RESOURCES ARE AVAILABLE, PROVIDING THE ASSISTANCE TO THE EMBASSY STAFF IS A LOCAL USAID OPTION. IF, ON THE OTHER HAND, THE REQUEST IS FOR A.I.D. TO ASSUME RESPONSIBILITY FOR SIGNING FOR THE ACCEPTANCE OF SHIPMENTS, ARRANGING FOR THE DISTRIBUTION AND MONITORING THE END USE OF THE PROPERTY A FORMAL MEMORANDUM OF UNDERSTANDING BETWEEN A.I.D. AND STATE IS REQUIRED. EAGLEBURGER

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DESTINATION	KILOMETRAGE	DELAJ DE ROUTE
<u>BATHIA</u>		
ATI	457	3 Jours
DJEDDA	502	4 "
OURI-HADJER	627	5 "
YAO	577	5 "
KOUNDJOUROU	492	5 "
BOUTAFIL	497	5 "
ASSINET	539	5 "
AMSACK	677	5 "
<u>B.E.T.</u>		
PAYA LARBEAU (P)	1015	12 Jours
BARDAI	1755	45 "
FADA (via Abeché)	1244	20 "
KIRDINI	1115	16 "
KOUFEA	635	7 "
KORO TORO	675	7 "
OURI CHALOUBA	1020	17 "
OUNIANGA KEIR	1235	25 "
SOULIAT	760	10 "
ZOUAR	1540	30 "
GOSS	565	7 "
BERDOBA	1690	22 Jours
BAO	1820	23 "
ITO	1570	23 "
SIBI	2120	25 "
<u>BILTINE</u>		
BILTINE (P)	864	10 Jours
AM-ZOER	925	13 "
ARADA	920	13 "
GUEREDA	1015	15 "
IRIFA	1055	18 "

65

KANEM

MAO (P)	320	8 Jours
MOUSSORO	285	4 "
NOKOU	410	8 "
RIG RIG	470	9 "
ZIGUEI	450	8 "
MICHEMIRE	295	10 "
SALAL	480	9 "
NTIONA	370	9 "
MONDO	260	3 "
YEGUE DROUSSA	365	4 "
AM.-DOBAKH	200	3 "
DOKORA	240	3 "
IWILI	275	3 "
MOAL	290	3 "
GOZ BILLA	365	4 "
CHEDRA	240	3 "
RUNELIT	360	4 "

LOGONE OCCIDENTAL

MOUNDOU (via Kelo) (P)	555	4 Jours
MOUNDOU (via Doba)	605	4 "
BEINAKAR (via Pala)	504	4 "
ERNOYE (via Lai)	470	4 "
KRIM KRIM	460	4 "
BEBALEM	626	5 "

LOGONE ORIENTAL

DOBA (via Lai) (P)	504	4 Jours
DOBA (via Sarh)	775	5 "
BAIBOKOUM (via Lai)	721	5 "
BEBEDJA	539	4 "
GORE	595	5 "
BEBOU (via Moundou)	696	5 "
BEBOU (via Doba)	554	4 "
Iarazanaye (PA) (via Baibokoum)	751	6 "

CHARI BAGUIRNI

N'DJAMENA RURAL (P)	80	1 Jour
BOKORO	313	4 "
USSO	309	3 "
MASSAKORY	150	2 "
MASSENYA	160	2 "
MASSAGUET	80	1 "
MANDALIA	52	1 "
MANI	100	1 "
LIGNA	35	1 "
MACHAGA	15	1 "
MOITO	240	2 "
DOURBALI	109	1 "

GUERA

MONGO (P)	520	8 jours
MONGO (via Ati)	610	9 "
BITKINE	456	8 "
ANGALME DIRECT	640	10 "
ANGALME (via OumHadjer)	740	13 "
MELFI DIRECT	424	10 "
MELFI (via Bokero)	523	12 "

LAC

BOL	435	8 Jours
BAGA SOLA	530	9 "
DOUM DOUM	195	2 "
TATAVEROM	195	2 "
NGUELEA	400	2 "
NGCURI	305	3 "
NGJIGUIDADA	300	3 "
NGARRANGOU	270	2 "
LIWA	535	4 "
BLADJA	190	2 "

MOYO KEBBI

BONGOR (P)	248	3 Jours
FILNGA	302	3 "
GOUNOU GAYA	370	4 "
GUELENDENG	153	2 "
RE	430	4 "
PALA	370	4 "
GAGIL (via Pala)	430	5 "
TORROCK	350	3 "
BINDER	478	4 "

MOYEN-CHARI

SARH (P)	569	4 Jours
KOUMRA	615	4 "
KYABE	665	5 "
MJRO	690	5 "
MOISSALA	690	5 "
GOUNDI	668	5 "
BEDIONDO	667	5 "
KORBOL	282	2 "

ADRE

ABECHE	768	7 Jours
ABOUGOUDAM	790	7 "
AM DJM	800	9 "
ADRE	930	9 "
GOZ BEIDA	993	10 "
GOZ BEIDA (via Adré)	1094	11 "
GOZ BEIDA (via Ad-T)	1155	12 "

SALAMAT

AM-TIMAN (P)	930	9 Jours
AM-TIMAN (via Sarh)	907	9 "
LEOUEIA (via Mongo)	770	10 "
H/RAZE MANGUE	1090	10 "

<u>TANDJILE</u>	!	
(P)	!	396
(via Sarh)	!	1060
BERE	!	450
KELO (via Lai)	!	410
	!	

!	
!	3 Jours
!	6 "
!	3 "
!	3 "
!	

N.B. CE TARIF SERA MAJORE DE 35% A COMPTER DU 1 JUIN 1983

(P) Chef lieu Prefecture

Fait à N'Djaména, le 20 Janvier 1983

LE MINISTRE DES TRANSPORTS

S. K.
LOLI MAHAMAT CHOUA

LE MINISTRE DE LUTTE CONTRE LES CALAMITES
NATURELLES

TAHIR ABDEL-DJELIL
Tahir Abdel-Djelil



UNITED STATES OF AMERICA
AGENCY FOR INTERNATIONAL DEVELOPMENT

N'DJAMENA

UNITED STATES ADDRESS
USAID - N'DJAMENA
WASHINGTON, D.C. 20520-2410

INTERNATIONAL ADDRESS
USAID
B.P. 413
N'DJAMENA - TCHAD
TEL : 51-49-35/51-50-85
51-48-11/TELEX : 5203 KD

le 24 mai 1991

Mr. Baniara Yoyana
President
Chadian Red Cross
N'Djamena

Dear Mr. Baniara,

Pursuant to the authority contained in the Foreign Assistance Act of 1961, as amended, the Government of the United States of America, acting through the Agency for International Development (A.I.D.), hereby agrees to grant the Chadian Red Cross (CRT) the sum of Twenty-Five Thousand Dollars (Dollars 25,000) in local currency equivalent in support of CRT's program for emergency relief of drought and war victims in Eastern Chad.

The terms of agreement relating to this grant are as follows:

This grant agreement is effective as of the date of this letter and is applicable to commitments made by the grantee in support of the project during the period May 24 through August 31, 1991. Funds not expended by CRT prior to August 31, 1991 shall be refunded to A.I.D.

As part of the relief effort for drought and war victims in Chad, the CRT will undertake a supplementary feeding program targeted towards widows, orphans and mothers in Chad's northeast. Grant funds will be used to:

- 1) procure 4.6 MT sugar and 4.6 MT cooking oil which, combined with 9.1 MT powdered milk provided by the World Food Program, will serve as food rations for a target population of 2,556 women and children located in the Iriba Subprefecture,
- 2) pay transport and handling costs associated with the delivery of these food aid items, and
- 3) pay monitoring and supervision costs of CRT personnel involved with identification and registration of beneficiaries, as well as with the food aid distributions.

- 2 -

A.I.D. hereby obligates the amount of \$25,000 for project expenditures incurred during the period set forth above and as indicated in the attached budget.

It is understood that financial records, including documentation to support entries on accounting records and to substantiate charges against the grant shall be maintained in accordance with the grantee's usual accounting procedures, which shall follow generally accepted accounting practices. Receipts must be provided for all procurement actions (goods and services), and these receipts should bear not only the signature of the vendor and the person buying the goods or services, but they should also bear the signature of the person(s) who attest to the effective receipt of goods/services. Acknowledgement of review and acceptance by the CRT administrator is also necessary. Similarly, the payment of workers hired for this activity must be justified by the presentation of a payroll timesheet indicating the names of the individuals and the days they have worked; the worker must sign, or initial, the timesheet acknowledging receipt of payment for services rendered.

The CRT will submit to A.I.D. a report summarizing activity accomplishments and expenditures by line item as presented in the agreement. The original receipts will be returned by A.I.D. to CRT who should retain them, as well as related records, for a period of three years for eventual audit.

If the use of grant funds results in accrual of interest to the grantee or any other person or organization to whom the grantee makes such funds available in carrying out the purpose of this grant, the grantee shall refund to A.I.D. the amount of interest earned.

Grant N°: 907-1033-G-00-1134-00
 Appropriation N°: 72-11X1035
 Budget Plan Code: JFDX-91-10700-HG41
 Control N°: V1071064
 Project N°: 907-1033

Please indicate your acceptance of this grant by signing the original and six copies. Upon your acceptance of this grant, I shall see that the necessary steps are taken to provide your

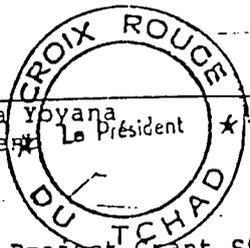
organization with an advance of the total amount of the grant (dollars 25,000).

Sincerely,
Paul A. Morris
Paul Morris
Acting A.I.D. Representative

Request and Acceptance:

The assistance described above is hereby requested, and its terms and conditions, and those of A.I.D.'s Project Grant Standard Provisions dated September 30, 1982, are hereby accepted. A copy of the Project Grant Standard Provisions are attached.

For the Chadian Red Cross:


Baniara Yoyana
President * Le Président *

24 MAI 1991

Date

encl: Project Grant Standard Provisions

12

EMBASSY OF THE
UNITED STATES OF AMERICA

M. Andre Girod
World Food Program
N'Djamena

Dear Mr. Girod:

I am pleased to inform you that, pursuant to the authority contained in the Foreign Assistance Act of 1961, as amended, the Government of the United States of America, acting through the Agency for International Development (AID), hereby grants to the United Nations, World Food Program (WFP), the sum of sixteen thousand dollars (16,000 dollars) as the United States Government's contribution in support of the WFP's program for emergency relief for the victims of the civil strife disaster in Chad.

The terms of agreement relating to this grant are as follows:

This grant is effective as of the date of this letter and is applicable to commitments made by the WFP in support of the project during the period April 6, 1982, through July 6, 1982. Funds not expended by WFP prior to July 6, 1982 shall be refunded to AID.

As part of the relief effort for victims of the civil strife disaster in Chad the WFP will undertake a Food For Work program to repair and maintain 80 kilometers of paved road from N'Djamena to Massaguet. This project is essential to the disaster relief effort to transport grain to the drought relief areas of Chad's Sahelian zone during the rainy season.

The grant funds will be used to 1) procure basic tools such as wheelbarrows, shovels, hoes, picks, etc.; (2) pay fuel/maintenance/operating costs of front end loader for approximately forty days; (3) pay per diem for drivers and mechanics; and (4) rent a vehicle for the head supervisor.

It is further understood that financial records, including documentation to support entries on accounting records and to substantiate charges against the grant shall be maintained in accordance with grantees' usual accounting procedures, which shall follow generally accepted accounting practices. All such financial records shall be maintained for at least three (3) years after final disbursement of funds under this grant.

The grantee confirms that the foregoing account will be audited in accordance with established procedures under appropriate provisions of the financial regulations and rules of the United Nations, whereupon AID will be provided with copies of the audited financial statements of the United Nations.

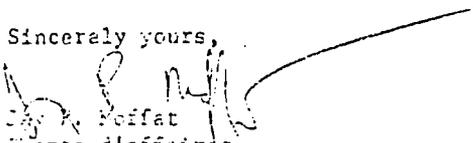
If the use of grant funds results in accrual of interest to the grantee or to any other person or organization to whom the grantee makes such funds available in carrying out the purposes of this grant, the grantee shall refund to AID the amount of interest earned.

It is agreed that the grantee will furnish the U.S. Government with a final report on activities carried out under this program, including accounting for these funds in sufficient detail to enable AID to liquidate the grant. This report should be submitted to the U.S. Embassy in Chad for forwarding to the Chad Liaison Group in USAID/Yaounde.

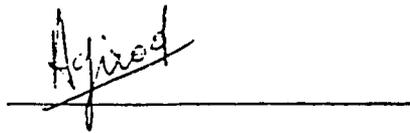
Grant No.: PDC-0000-G-IN-2060-00
Appropriation No.: 72-1121035
Budget Plan Code: JFDA-82-21677-RG41
Period of grant: April 6, 1982 through July 6, 1982

Please indicate your acceptance of this grant by signing the original and six copies. Upon your acceptance of this grant, I shall see that the necessary steps are taken to provide your organization with an advance of the total amount of the grant (dollars 16,000).

Sincerely yours,


John Moffat
Chargé d'affaires

Acknowledged: World Food Program
By: Andre Girod
Title: Chad Program Officer
Date: April 14, 1982



M. Bernard Boyer
Hopital Sans Frontiere
N'Djamena

Dear Mr. Boyer:

Pursuant to the authority contained in the FAA of 1961, as amended, the Government of the United States of America, acting through the Agency for International Development (A.I.D.), hereby agrees to grant Hopital Sans Frontiere (grantee) the sum of 58,571 United States Dollars, to be used as emergency assistance to grantee for repair of and rehabilitation of the hospital and related services in Ndjamena, damaged by recent civil strife, assistance including, but not limited to, services, and commodities and supplying a vehicle.

The carryall vehicle purchased under this grant will be used to transport sick and injured people in need of medical services and to provide other support for the hospital. The vehicle will be purchased in Maiduguri, Nigeria. Title to the vehicle will pass to grantee until end of grantee's program or nine months, whichever is later. Grantee will have sole use of the vehicle while in Chad. Upon grantee's completion of program in Chad, the Office of U.S. Foreign Disaster Assistance (OFDA), the U.S. Mission and HSF will consult as to the final disposition and future use of the vehicle.

This grant agreement is effective as of the date of this letter and is applicable to commitments made by grantee in support of the project during the period March 5, 1982 through May 31, 1982, (hereinafter "grant period.")

It is agreed that grantee will furnish the U.S. Government with monthly progress reports during the grant period, and a final report on activities carried out under this project, including accounting for these funds in sufficient detail to enable A.I.D. to liquidate the grant.

Any funds disbursed by A.I.D., but not committed by the grantee prior to May 31, 1982, shall be refunded to A.I.D. Funds not used for the purpose of this grant shall be refunded to A.I.D. by grantee.

It is understood that financial records, including documentation to support entries on accounting records and to substantiate charges against this grant shall be maintained in accordance with grantee's usual accounting procedures, which shall follow generally accepted accounting practices. All such financial records shall be maintained for at least three years after final disbursement of funds under this grant. The grantee agrees to make available to A.I.D. or the Comptroller General of the United States all records and documents which support expenditures made under this program.

If the use of grant funds results in the accrual of interest to grantee or to any other person to whom grantee makes such funds available in carrying out the purpose of this grant, grantee shall refund to A.I.D. the amount of interest earned.

This grant and the activities financed therewith shall be managed by grantee in accordance with its established policies and procedures.

It is understood that the funds granted hereunder shall be made available to grantee on the basis of periodic requests (as often as semi-monthly, if needed). Upon grantee's submission of projected expenditures to be incurred immediately, initial funds will be provided. Outstanding funds must then be liquidated prior to requesting additional funds. This can be accomplished by grantee submitting financial reports (attaching paid vouchers). As funds are liquidated grantee can request and receive additional funds upon submission of projected expenditures for specified period of time. All requests for funds and financial liquidation reports should be submitted to the U.S. Embassy in Chad for forwarding to the Chad Liaison Group in USAID/Yacoude for payment.

This agreement, in whole or in part, may be terminated by either party at any time upon 30 days written notice. This agreement may be revised only by the written mutual consent of the parties hereto.

Grant No.: PDC-0000-G-IN-2040-00
Appropriation No.: 72-1121035
Budget Plan Code: JFDA-82-21677-MG41
Period of Grant: March 5, 1982 through May 31, 1982

Please indicate your acceptance of this grant by signing
an original and six copies.

Sincerely yours,


John Blane
Charge d'Affaires, a.i.

ACCEPTED:
Hopital Sans Frontiere

BY: Bernard Boyer
Administrator

Date: March 9, 1982



11

N'Djamena

April 21, 1982

Mr. Wali-Shah Wali
 Resident Coordinator
 United Nations Development
 Program
 N'Djamena

Dear Mr. Wali:

Pursuant to the authority contained in the FAA of 1961, as amended, the Government of the United States of America, acting through the Agency for International Development (AID), hereby agrees to grant the United Nations Development Program the sum of Four Hundred Thirty Three Thousand Dollars (Dollars 433,000) as the United States Government's contribution in support of the UNDP's program for emergency relief for the victims of the civil strife disaster in Chad. The terms of agreement relating to this grant are as follows: This grant agreement is effective as of the date of this letter and is applicable to commitments made by grantee in support of the project during the period April 6, 1982 through May 31, 1982. (Hereinafter grant period). As part of the relief effort for victims of the civil strife disaster in Chad the UNDP will undertake a program to:

(A) Immediately procure and transport as much sorghum/ millet seeds (or appropriate alternative) as possible for dollars 400,000 to distribution centers in N'Djamena, Mongo, Ati, Abeche, Mousseuro, Am-Tizan, and Bol for use by farmers in Chad's Sahelian Zone for the coming planting season (distribution to be made by May 15, 1982 to be effective this planting season); and

(B) Repair/rehabilitation of one food warehouse damaged during the conflict (cost should not exceed dollars 33,000). This will include, but not be limited

76

-2-

to the following: replacing corrugated metal roofing, sliding doors, and electric installations, repairing cement floor and walls, and painting. Funds are being provided for the repair/rehabilitation of this warehouse with the stipulation that UMRP, or its agent WFF, be responsible for managing reception, storage, and withdrawals of relief commodities at this warehouse until the National Reconstruction Commission (NRC) operational unit can assume these responsibilities. It is agreed that the grantee will furnish the U.S. Government with a final report on activities carried out under this program, including accounting for these funds in sufficient detail to enable AID to liquidate the grant. Report should be submitted to U.S. Embassy, Chad for forwarding to USAID/Cameroon for Chad Liaison Group.

It is understood that financial records, including documentation to support entries on accounting records and to substantiate charges against the grant shall be maintained in accordance with grantees' usual accounting procedures, which shall follow generally accepted accounting practices. All such financial records shall be maintained for at least three (3) years after final disbursement of funds under this grant.

The grantee confirms that the following account will be audited in accordance with established procedures under appropriate provisions of the financial regulations and rules of the United Nations. If the use of grant funds results in earned interest to the grantee or to any other person or organization to whom the grantee makes such funds available in carrying out the purposes of this grant, the grantee shall refund to AID the amount of interest earned.

Any funds disbursed by AID, but not committed by the grantee prior to May 31, 1982, shall be refunded to AID. Funds not used for the purpose of this grant shall be refunded to AID by grantee.

Grant No. JDC-42-21677-8641
 Period of Grant: April 6-May 31, 1982
 Appropriation No.: 72-1121035
 Budget Plan Code: JFPA-42-21677-8641.

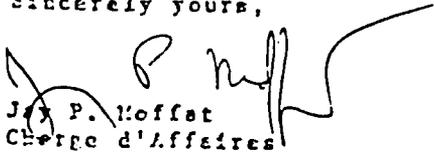
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-3-

Please indicate your acceptance of this grant by signing the original and six copies. Upon your acceptance of this grant, I shall see that the necessary steps are taken to provide your organization with an initial advance of Sixty Seven Thousand Dollars (Dollars 67,000). Upon grantee's submission of projected expenditures to be incurred subsequent to liquidation of initial advance, additional funds will be provided.

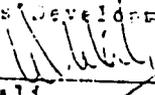
Outstanding funds must then be liquidated prior to requesting additional funds. This can be accomplished by grantee submitting financial reports (attaching paid vouchers). As funds are liquidated grantee can request and receive additional funds upon submission of projected expenditures for specified period of time. All requests for funds and financial liquidation reports should be submitted to the U.S. Embassy in Chad for forwarding to the Chad Liaison Group in USAID/Younde for payment.

Sincerely yours,


Jay P. Moffat
Charge d'Affaires

Acknowledged:

United Nations Development Programme

By 
Wali-Shah Wali
Resident Coordinator

Date: April 21, 1982.

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Aid/Rep STATE 015939/01 Annex I

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*Puff: McBride
1/16 1/24
Fletcher, Palmer*

P.O. 12355: C/A

TABS:

SUBJECT: CHANGES IN OFDA DEFINITIONS OF RELIEF,
REHABILITATION AND RECONSTRUCTION

1. AS A RESULT OF AN AUDIT OF A 1990 DISASTER ASSISTANCE
RESPONSE TO THE PHILIPPINES, OFDA WAS ASKED TO CLARIFY THE
DISTINCTION BETWEEN REHABILITATION AND RECONSTRUCTION.

2. IN RESPONSE TO THE ONE AUDIT RECOMMENDATION IN THIS
REPORT, OFDA WITH ASSISTANCE FROM SC PREPARED AND SENT THE
MEMO BELOW TO THE REGIONAL INSPECTOR GENERAL'S OFFICE IN
PHILIPPINES. THE PURPOSE OF THE MEMO WAS TO CONVEY
RECENT CHANGES IN OFDA POLICY WITH RESPECT TO DEFINING
RELIEF AND REHABILITATION AND THE LINKAGES BETWEEN
DISASTER AND DEVELOPMENT. THE MEMO IS QUOTED IN ITS
ENTIRETY AND THE NEW DEFINITIONS AND GUIDELINES SHOULD BE
CONSIDERED TAKING EFFECT IMMEDIATELY.

TO: MR. WILLIAM C. MONTONEY
REGIONAL INSPECTOR GENERAL

FROM: OFDA/DIRECTOR, ANDREW S. KATSIOS

SUBJECT: AUDIT OF DISASTER ASSISTANCE TO THE PHILIPPINES
REPORT NO. C-492-92-11

THIS IS IN REPLY TO THE SUBJECT AUDIT REPORT DATED
SEPTEMBER 7, 1992, IN WHICH THERE WAS ONE RECOMMENDATION
WHICH READS AS FOLLOWS:

RECOMMENDATION NO. 1: WE RECOMMEND THAT THE OFFICE
OF U.S. FOREIGN DISASTER ASSISTANCE REVIEW ITS
CRITERIA FOR APPROVING SHORT-TERM REHABILITATION
ASSISTANCE TO ENSURE THAT THIS CRITERIA IS CONSISTENT
WITH A.I.D. POLICY AND TO REVISE THIS CRITERIA, IF
NECESSARY, TO PRECLUDE THE APPROVAL OF FUTURE
REQUESTS FOR LONG-TERM REHABILITATION ASSISTANCE."

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AND YOU FOR POINTING OUT THE NEED FOR OFDA TO EXAMINE
S CRITERIA FOR APPROVING SHORT-TERM REHABILITATION
INITIATIVES. WE ALREADY HAVE STARTED THE PROCESS OF
REVISING OFDA'S POLICY PAPER AND HANDBOOK 5 TO IMPROVE THE
GUIDANCE AND CONCEPTS IN THEM. OFDA'S REVIEW IS BASED ON

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81

THE EXPERIENCE GAINED IN RESPONDING TO DISASTER NEEDS FOR MANY YEARS AND ON THE EVOLVING AWARENESS THAT MORE MUST BE DONE IN THE AREA OF DISASTER PREVENTION, PREPAREDNESS AND MITIGATION.

BACKGROUND. SECTION 491 OF THE FOREIGN ASSISTANCE ACT OF 1961, AS AMENDED (THE FAA), AUTHORIZES DISASTER ASSISTANCE FOR RELIEF, REHABILITATION, PREPAREDNESS AND THE PREDICTION OF AND CONTINGENCY PLANNING FOR DISASTERS AROUND THE WORLD. THERE IS NO STATUTORY RESTRICTION LIMITING SUPPORT TO "SHORT-TERM REHABILITATION." THIS TERM HAS BEEN USED IN HANDBOOK B AS PART OF AN EFFORT TO DEFINE WHEN DISASTER ASSISTANCE RESOURCES MAY BE USED, RATHER THAN FUNDS FROM THE DEVELOPMENT ASSISTANCE ACCOUNTS, BECAUSE SIMILAR KINDS OF ACTIVITIES MAY BE FUNDED FROM EITHER DEPENDING ON THE CIRCUMSTANCES AND REASONS. SEEDS, IRRIGATING EQUIPMENT AND AGRICULTURAL TOOLS MAY BE PROVIDED TO FARMERS IN A DEVELOPMENT PROJECT TO INCREASE AGRICULTURAL PRODUCTION -- OR THESE SAME ITEMS MAY BE FINANCED WITH DISASTER FUNDS AS PART OF A REHABILITATION PROGRAM FOR VICTIMS OF A DISASTER.

PARAGRAPH 11. OF HANDBOOK B PROVIDES THE FOLLOWING GUIDANCE:

PARTICULAR ATTENTION SHOULD BE GIVEN TO THE CONCEPTS OF EMERGENCY DISASTER RELIEF, SHORT-TERM REHABILITATION ASSISTANCE, AND LONG-TERM

REHABILITATION OR RECONSTRUCTION BECAUSE FUNDING PRIORITY DIFFERS IN EACH INSTANCE.

1. EMERGENCY RELIEF IS THAT AID WHICH HAS AN IMMEDIATE IMPACT ON THE CONDITION OF DISASTER VICTIMS. THE DURATION OF RELIEF ASSISTANCE DURING THE EMERGENCY PHASE OF SUDDEN ONSET DISASTERS (E.G., EARTHQUAKE, CYCLONE, TSUNAMI) IS NORMALLY LIMITED TO AN INITIAL 90-DAY PERIOD

2. SHORT-TERM REHABILITATION CONSISTS OF LIMITED ASSISTANCE NEEDED TO RESTORE DISASTER VICTIMS TO SELF-SUFFICIENCY. THIS MIGHT INCLUDE, BUT IS NOT LIMITED TO, PROVISION OF SEEDS, AGRICULTURAL OR CONSTRUCTION HAND TOOLS, ROOFING MATERIALS, EMERGENCY REPAIR OF BRICK PROTECTION LINES, ETC. INTERNATIONAL DISASTER ASSISTANCE FUNDS MAY BE USED DURING A 90-DAY PERIOD (WHICH MAY COINCIDE WITH THE INITIAL EMERGENCY PERIOD) BEGINNING AS SOON AS PLANS ARE DEVELOPED AND

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FUNDS BECOME AVAILABLE. THE REHABILITATION PERIOD IS NOT EXTEND BEYOND THE 90-DAY PERIOD UNLESS A LONGER PERIOD IS APPROVED BY THE DIRECTOR, OFFICE OF U.S. FOREIGN DISASTER ASSISTANCE. SHORT-TERM REHABILITATION ACTIVITIES ARE NOT INTENDED TO SUPPLEMENT LONG-TERM DEVELOPMENT OR TECHNICAL ASSISTANCE PROJECTS.

3. LONG-TERM REHABILITATION OR RECONSTRUCTION IS ASSISTANCE WHICH AIMS TO BRING THE STRICKEN COMMUNITY TO A STATE BEYOND IMMEDIATE SELF-SUFFICIENCY, OR TO IMPROVE THE PRE-EXISTING STATE OF THE COMMUNITY. THIS TYPE OF ASSISTANCE IS SUBJECT TO NORMAL A.I.D. PROGRAMMING PROCEDURES AND CANNOT BE FUNDED FROM THE INTERNATIONAL DISASTER ASSISTANCE ACCOUNT.

4. HOWEVER, DISASTER ASSISTANCE FUNDS MAY BE USED FOR DISASTER PREPAREDNESS OR DISASTER MITIGATION ACTIVITIES.

HHH THERE ARE SEVERAL PROBLEMS WITH THE WAY THESE CONCEPTS ARE PRESENTED: TIME REFERENCES INVARIABLY ARE INTERPRETED AS RIGID LIMITS EVEN THOUGH THEY CLEARLY ARE INTENDED ONLY AS GENERAL GUIDELINES; AN ILLUSTRATIVE LIST OF REHABILITATION ACTIVITIES IS NOT A SATISFACTORY METHOD OF EXPLAINING THE FUNDAMENTAL STANDARD USED TO IDENTIFY ACCEPTABLE REHABILITATION ACTIVITIES; AND LIMITED IMPROVEMENTS THAT ARE RELATED TO THE DISASTER EVENT OFTEN SHOULD BE MADE TO THE STRICKEN COMMUNITY UNDER THE REHABILITATION AUTHORITY. 1. TIME REFERENCES. IT IS NOT NECESSARY TO DISTINGUISH BETWEEN RELIEF AND REHABILITATION IN ORDER TO SATISFY THE STATUTORY DEFINITION OF DISASTER ASSISTANCE BECAUSE BOTH ARE AUTHORIZED UNDER SECTION 491 OF THE FAA. ONE OF THE LESSONS WE HAVE LEARNED FROM EXPERIENCE IS THAT THE CHARACTERIZATION OF SHORT-TERM VERSUS LONG-TERM AND SPECIFIC TIME LIMITS FOR THE RELIEF PHASE AND A REHABILITATION ACTIVITY DO NOT REFLECT REALITY IN PROVIDING EFFECTIVE DISASTER ASSISTANCE.

HHH ALTHOUGH THE GUIDANCE IN PARAGRAPH 3 SUGGESTS THAT THE 90-DAY LIMIT FOR THE RELIEF PHASE APPLIES TO SUDDEN ONSET DISASTERS, THIS IS SERIOUSLY OUTLINED AND POTENTIALLY MISLEADING BECAUSE THERE IS NO RECOGNITION THAT MANY OF THE DISASTERS WE HAVE SEEN DURING THE PAST SEVERAL YEARS, PARTICULARLY IN AFRICA, ARE ONGOING EVENTS LIKE DROUGHT AND CIVIL STRIFE. RELIEF ACTIVITIES CANNOT BE LIMITED TO 90 DAYS WHEN THE DISASTER EVENT CONTINUES FOR MONTHS OR YEARS, A TREND THAT IS LIKELY TO CONTINUE. EVEN IN SUDDEN ONSET DISASTERS, IT OFTEN IS NECESSARY TO PROVIDE RELIEF FOR A LONGER PERIOD, SUCH AS TEMPORARY SHELTER WHILE HOMES ARE BEING REPAIRED OR RELIEF SUPPLIES UNTIL REHABILITATION EFFORTS TAKE HOLD AND THE VICTIMS ARE ABLE TO SUSTAIN THEMSELVES AGAIN.

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SIMILARLY, REHABILITATION ASSISTANCE TO REPAIR HOMES AND COMMUNICATIONS NETWORKS DESTROYED IN A HURRICANE OR

HHH

83

EARTHQUAKE OFTEN TAKES LONGER THAN 90 DAYS AFTER PLANS ARE DEVELOPED AND FUNDS ARE MADE AVAILABLE. THE REPAIR OF A SINGLE STRUCTURE, SUCH AS A HOSPITAL IN A DEVELOPING COUNTRY, MIGHT WELL TAKE LONGER THAN 90 DAYS.

WORKABLE STANDARDS ARE NEEDED. ALTHOUGH WE BELIEVE PARAGRAPH 3 HAS THE BASIS FOR APPROPRIATE DISTINCTIONS AMONG RELIEF, REHABILITATION, AND DEVELOPMENT OR RECONSTRUCTION ASSISTANCE, IT REQUIRES SOME MODIFICATION, AND EVEN WHEN REVISED, THESE CONCEPTS CANNOT BE APPLIED RIGIDLY.

"EMERGENCY RELIEF" IS DEFINED AS "THAT AID WHICH HAS AN IMMEDIATE IMPACT ON THE CONDITION OF DISASTER VICTIMS." THERE IS NO NEED, HOWEVER, TO USE THE WORD "EMERGENCY." IT IS NOT FOUND IN SECTION 491 OF THE FAA, AND IT ADDS NOTHING USEFUL TO THE CONCEPT OF RELIEF.

HHH. "SHORT-TERM REHABILITATION" IS DEFINED AS "LIMITED ASSISTANCE TO RESTORE DISASTER VICTIMS TO SELF-SUFFICIENCY." THIS PARAGRAPH THEN MENTIONS A FEW REHABILITATION ACTIVITIES. WE BELIEVE THE

CHARACTERIZATION OF SHORT-TERM AND THE LIST SHOULD BE DELETED. THE STATUTORY AUTHORIZATION DOES NOT REFER TO SHORT-TERM ACTIVITIES, AND IT IS NOT USEFUL TO IDENTIFY A HANDFUL OF POSSIBLE REHABILITATION ACTIVITIES BECAUSE THERE IS ALMOST AN ENDLESS VARIETY OF ACCEPTABLE INTERVENTIONS WHICH MUST DEPEND ON THE NATURE OF THE DISASTER, WHERE IT OCCURS, WHO THE VICTIMS ARE, AND HOW THEY ARE AFFECTED. A REHABILITATION RESPONSE MUST BE TAILORED TO THE SPECIFIC NEEDS OF THE DISASTER VICTIMS, AND THESE ADDITIONAL FEATURES DISTRACT ATTENTION FROM THE MEANINGFUL STANDARD OF RESTORING VICTIMS TO SELF-SUFFICIENCY.

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THE CONCEPT OF SELF-SUFFICIENCY IS WORKABLE BECAUSE IT IS BOTH LIMITED IN SCOPE AND HAS THE FLEXIBILITY NEEDED FOR EFFECTIVE RESPONSE. FOR EXAMPLE, THERE ARE DISASTERS WHICH IT DOES NOT MAKE SENSE FOR VICTIMS SIMPLY TO RETURN TO THEIR PREVIOUS WORK. DROUGHT CONDITIONS AND SOIL EROSION COULD MAKE IT IMPOSSIBLE FOR VICTIMS TO ACHIEVE SELF-SUFFICIENCY BY RESUMING THEIR PRE-DISASTER OCCUPATIONS AS FARMERS OR CATTLE HERDERS, AND IT WOULD BE INEFFECTIVE AS WELL AS A WASTE OF RESOURCES TO ATTEMPT THAT EFFORT. IT IS OBVIOUS, HOWEVER, THAT THESE PEOPLE WOULD NEED SOME LIVELIHOOD ASSISTANCE SUCH AS TRAINING IN OTHER SKILLS AND TOOLS TO BECOME PRODUCTIVE AGAIN. FURNISHING ARTISAN TRAINING, FUNDS AND EQUIPMENT WOULD BE AN APPROPRIATE REHABILITATION ACTIVITY FUNDED FROM THE DISASTER ASSISTANCE ACCOUNT.

"LONG-TERM REHABILITATION OR RECONSTRUCTION" IS DEFINED AS "ASSISTANCE WHICH AIMS TO BRING THE STRICKEN COMMUNITY TO A STATE BEYOND IMMEDIATE SELF-SUFFICIENCY, OR TO IMPROVE THE PRE-EXISTING STATE OF THE COMMUNITY."

THERE ARE TWO PROBLEMS WITH THIS CONCEPT. FIRST, THE PHRASE LONG-TERM REHABILITATION IS NEITHER NECESSARY NOR MEANINGFUL. THIS CHARACTERIZATION IS NOT USED ANYWHERE ELSE IN THE FOREIGN ASSISTANCE ACT OR A.I.D.'S PROCEDURES. IT IS CONFUSING AND SHOULD BE ELIMINATED.

SECOND, IT IS UNREALISTIC AND HARMFUL TO RESTRICT REHABILITATION ACTIVITIES TO THOSE WHICH DO NOT IMPROVE THE PRE-EXISTING STATE OF THE COMMUNITY AND TO TREAT ALL IMPROVEMENTS AS RECONSTRUCTION OR DEVELOPMENT ASSISTANCE. FOR EXAMPLE, USING STURDIER BUT LOW COST MATERIALS TO HELP VICTIMS REPLACE THEIR THATCHED HUTS THAT WERE DESTROYED IN A TYphoon WOULD IMPROVE THE PRE-EXISTING STATE OF THE COMMUNITY. IT WOULD BE INEFFICIENT AND WASTEFUL TO USE SCARCE FOREIGN ASSISTANCE RESOURCES ON STRUCTURES THAT

HAVE JUST BEEN SHOWN TO BE HIGHLY VULNERABLE AND THEN TO REQUIRE THE VICTIMS OF THE DISASTER TO WAIT A SECOND PHASE OF ASSISTANCE FUNDED FROM RECONSTRUCTION OR DEVELOPMENT ASSISTANCE FUNDS IN ORDER TO ENJOY SOME SMALL IMPROVEMENT IN THE QUALITY OF THEIR HOMES AND LIVES.

MORE IMPORTANTLY, PERHAPS, IT IS VERY USEFUL TO INTEGRATE DISASTER PREVENTION OR MITIGATION MEASURES WITH REHABILITATION ACTIVITIES IN ORDER TO AVOID OR AMPLIFY SUFFERING FROM A FUTURE OCCURRENCE OF A SIMILAR EVENT AS WELL AS TO ADDRESS THE IMMEDIATE PROBLEMS FOLLOWING A DISASTER THAT HAS OCCURRED. LITTLE LASTING VALUE IS PROVIDED BY HELPING PEOPLE TO REPAIR THEIR HOMES IN LOW AREAS THAT ARE SUSCEPT TO PERIODIC FLOODING WHEN SELECTING A SITE OUTSIDE THE FLOOD PLAIN AND USING LOW-COST MATERIALS AND IMPROVED DESIGN TO ASSIST THE VICTIMS BUILD THEIR LIVES WILL PREVENT THEM FROM BEING VICTIMS AGAIN. SIMILARLY, SPENDING 23,200 DOLS TO CONSTRUCT CONCRETE CANALS WHICH WOULD PREVENT ACCUMULATION OF FLOOD WATER WHEN DRAINAGE WAS ACHIEVED PREVIOUSLY BY NATURAL RUN

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OFF MIGHT AVOID FUTURE DESTRUCTION ALTOGETHER. ADDING HURRICANE STRAPS TO SCHOOL BUILDINGS REPAIRED AFTER A HURRICANE IN ORDER TO REDUCE FUTURE WIND DAMAGE, OR BUILDING EVACUATION CENTERS FOR A VILLAGE OR TOWN THAT DID NOT HAVE CENTRAL SHELTER FOR DISASTER VICTIMS, CERTAINLY DO NOT REVERT TO THE PRE-EXISTING STATE OF THE COMMUNITY," BUT ARE NOT THE KINDS OF RECONSTRUCTION OR DEVELOPMENT ASSISTANCE THAT MUST BE FINANCED FROM THE FUNCTIONAL ACCOUNTS, RATHER THAN WITH DISASTER ASSISTANCE FUNDS.

FINALLY, A RECENT EVALUATION OF OFDA'S PREPAREDNESS PROGRAM STRONGLY RECOMMENDED THAT THE LINK BETWEEN DISASTER AND DEVELOPMENT ASSISTANCE BE CONSIDERED CAREFULLY WHENEVER POSSIBLE.

B. REVISED TERMINOLOGY. OFDA HAS DEVELOPED THE FOLLOWING CRITERIA AND TERMINOLOGY FOR DISASTER ASSISTANCE WHICH WE ARE USING NOW IN MAKING JUDGMENTS ABOUT THE ALLOCATION OF DISASTER ASSISTANCE RESOURCES:

1. RELIEF ASSISTANCE IS THAT AID WHICH IS PROVIDED TO SAVE LIVES OR REDUCE HUMAN SUFFERING AND HAS AN IMMEDIATE IMPACT ON THE CONDITION OF DISASTER VICTIMS. RELIEF ASSISTANCE MAY BE PROVIDED FOR AS LONG AS THE CONDITION OF THE VICTIMS RESULTING FROM THE DISASTER REQUIRES THIS SUPPORT. DURING THIS PHASE, THE CHIEF OF MISSION MAY COMMIT UP TO 25,000 DOLS TOWARD THE RELIEF EFFORT. (SEE CHAPTER 3 FOR SAMPLE USES OF THE 25,000 DOLS AUTHORITY.) COMMITMENTS IN EXCESS OF THIS AMOUNT REQUIRE THE APPROVAL

OF OFDA. RELIEF ASSISTANCE FOR ONGOING DISASTERS SUCH AS DROUGHT, FAMINE AND CIVIL STRIFE CAN LAST MORE THAN ONE YEAR DEPENDING ON THE CIRCUMSTANCES, BUT WILL REQUIRE ANNUAL DISASTER DECLARATIONS. OFDA WILL CONSIDER THE
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RELIEF PHASE ENDED 90 DAYS AFTER THE DECLARATION OF A DISASTER WITH RESPECT TO A SUDDEN EVENT UNLESS THE UNITED STATES MISSION TO THE STRICKEN COUNTRY REQUESTS AND OFDA APPROVES A CONTINUATION OF THIS PERIOD.

2. REHABILITATION CONSISTS OF ASSISTANCE THAT ADDRESSES THE PROBLEMS CREATED BY THE DISASTER EVENT AND IS NEEDED TO RESTORE VICTIMS AND AFFECTED COMMUNITIES TO SELF-SUFFICIENCY. SUPPORT MUST BE TAILORED TO THE SPECIFIC NEEDS OF THE VICTIMS AND THEIR COMMUNITY RESULTING FROM THE DISASTER. THE KINDS OF REHABILITATION ASSISTANCE PROVIDED WILL DEPEND ON THE NATURE OF THE DISASTER, WHERE IT OCCURS, WHO THE VICTIMS ARE, THE IMPACT THE DISASTER HAS HAD ON THE VICTIMS, AND THEIR ABILITY TO SUSTAIN THEMSELVES AND THEIR COMMUNITY. IF NECESSARY AS A RESULT OF THE DISASTER, ASSISTANCE MAY BE PROVIDED TO ADDRESS THE MEANS OF LIVELIHOOD OF VICTIMS TO HELP THEM BECOME PRODUCTIVE AGAIN IN A MANNER CONSISTENT WITH POST-DISASTER CONDITIONS AND OPPORTUNITIES IN THE COMMUNITY OR AFFECTED AREA. ROADS, STRUCTURES AND OTHER FACILITIES MAY BE REPAIRED TO THE EXTENT NECESSARY TO RESTORE SERVICES REQUIRED BY THE PEOPLE AFFECTED, BUT MAJOR RENOVATION BEYOND THIS STATE SHOULD BE LEFT TO THE RECONSTRUCTION PHASE, IF ANY. IN ADDITION, SPECIFIC INITIATIVES IN THE AREAS OF PREVENTION, PREPAREDNESS AND MITIGATION MAY BE INCORPORATED IN REHABILITATION ACTIVITIES IN ORDER TO REDUCE THE VULNERABILITY OF COMMUNITIES TO FUTURE DISASTERS.

ADDITIONAL IMPROVEMENTS MAY BE MADE TO THE COMMUNITY AND THE QUALITY OF LIFE OF DISASTER VICTIMS, IF THESE IMPROVEMENTS DO NOT INCREASE THE COSTS OF THE REHABILITATION ACTIVITY SIGNIFICANTLY AND DO NOT AMOUNT TO OR SUBSTITUTE FOR DEVELOPMENT OR RECONSTRUCTION ASSISTANCE. REHABILITATION ACTIVITIES SHOULD BE COORDINATED WITH REGIONAL BUREAU AND MISSION PLANS TO FOLLOW-ON WITH DEVELOPMENT OR RECONSTRUCTION PROJECT ASSISTANCE.

3. RECONSTRUCTION IS ASSISTANCE WHICH REPHILLS THE STRICKEN COMMUNITY BEYOND THE CONDITION NECESSARY TO RESTORE SERVICES REQUIRED BY THE PEOPLE OR WHICH AIMS TO BRING THE COMMUNITY TO A STATE BEYOND IMMEDIATE SELF-SUFFICIENCY. THIS TYPE OF ASSISTANCE CANNOT BE FUNDED FROM THE DISASTER ASSISTANCE APPROPRIATION, AND IS SUBJECT

TO THE STANDARD A.I.I. PROGRAMMING PROCEDURES FOR DEVELOPMENT ASSISTANCE AND ESP.

4. PREVENTION, MITIGATION AND PREPAREDNESS GENERALLY INVOLVES ASSISTANCE THAT WILL REDUCE THE VULNERABILITY OF COUNTRIES EXPOSED TO A WIDE RANGE OF NATURAL AND MAN-MADE HAZARDS AND MAY INCLUDE PILOT ACTIVITIES OR PROTOTYPE FACILITIES TO DEMONSTRATE THEIR EFFECTIVENESS FOR PREVENTION OR MITIGATION. SPECIFIC DEFINITIONS AND PRINCIPLES ARE AS FOLLOWS:

DISASTER PREVENTION ENCOMPASSES THOSE ACTIVITIES

WHICH ARE TAKEN TO PREVENT NATURAL PHENOMENA OR POTENTIAL HAZARDS FROM HAVING HARMFUL EFFECTS ON EITHER PERSONS OR ECONOMIC INFRASTRUCTURE. DISASTER PREVENTION INCLUDES SUCH ACTIVITIES AS CONSTRUCTING EROSION WALLS TO CHANNEL THE DIRECTION OF LAVA AWAY FROM POPULATION CENTERS AND THE CONSTRUCTION OF DAMS OR DICES TO PREVENT FLOODING WHEN THESE DISASTER EVENTS ARE FORESEEABLE; EMERGENCY LOCUST OR ASSHOPPER CONTROL OPERATIONS; OR LAND USE PLANNING AND ENFORCEMENT TO CURTAIL DEVELOPMENT IN AREAS HIGHLY SUSCEPTIBLE. DISASTER MITIGATION CONCENTRATES ON REDUCING THE HARMFUL EFFECTS OF A DISASTER. MITIGATION LIMIT THEIR RANGE OF DISASTERS, BUT ATTEMPTS TO LIMIT THEIR IMPACT OF A DISASTER BY STRUCTURING THE RESPONSE AND PROVIDING QUICK AND EFFECTIVE ACTIONS AFTER THE DISASTER. VULNERABILITY/ACTIONS IN BOTH THE PRE-DISASTER PHASE, AS WELL AS AFTER THE DISASTER PHASE, AND INCLUDES INTRODUCING/PREPAREDNESS ASSESSMENTS, CONDUCTING/(E.G., SATELLITE WARNING SYSTEMS, TSUNAMI MONITORING STATIONS), SUPPORTING ORGANIZATIONS/INSTITUTIONS THAT PLAN AND IMPLEMENT DISASTER RESPONSE PROGRAMS, MAINTAINING REGIONAL DISASTER STOCKPILES, AND TRAINING.

C. CONCLUSION. WE REQUEST THAT YOU CLOSE THE AUDIT FINDING IMMEDIATELY BASED ON THE INFORMATION PROVIDED IN THIS MEMOPANDUM. OFDA IS RESPONSIBLE FOR APPROVING ALL COSTS OF DISASTER ASSISTANCE FUNDS EXCEPT THE 25,000 DOLS WHICH A CHIEF OF MISSION MAY CONTRIBUTE TO THE RELIEF CASE AFTER A DISASTER IS DECLARED. WE CURRENTLY ARE TESTING THESE NEW DEFINITIONS, CONCEPTS AND CRITERIA IN ALL DISASTER ACTIVITIES. BUT OFDA'S POLICY PAPER AND REVISED HANDBOOK WILL NOT BE APPROVED UNTIL THE SUMMER OF 1991. UNDER THE CIRCUMSTANCES, THESE FUNDING CRITERIA HAVE BEEN

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DISSEMINATED SUFFICIENTLY TO PRECLUDE THE USE OF DISASTER
ASSISTANCE RESOURCES FOR UNAUTHORIZED RECONSTRUCTION OR
DEVELOPMENT ACTIVITIES.

THE BIG MANILA AGREED TO THE NEW DEFINITIONS PROPOSED
VIA. BAKER

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DATE AUG 20 1991

LOC: 002 541
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CN: 03784
CHRG: AID
DIST: AID

ACTION: ADO: Mukherjee
DATE: 8/20 DUE 8/25
INFO: Palma, McBride
ACTION TAKEN:

AIDAC

F.O. 12356: N/A

TAGS:

SUBJECT: OFDA INTERNAL REORGANIZATION

INFO COPY

1. EFFECTIVE MONDAY, AUGUST 19, 1991, THE OFFICE OF U.S. FOREIGN DISASTER ASSISTANCE (OFDA) OFFICIALLY HAS BEEN REORGANIZED. OFDA'S INTERNAL STRUCTURE IS NOW AS FOLLOWS AND INQUIRIES SHOULD BE DIRECTED APPROPRIATELY:

2. THE DISASTER RESPONSE DIVISION (DRD): DRD WILL RECEIVE ALL INQUIRIES CONCERNING DISASTER DECLARATIONS AND RESPONSES WORLDWIDE. THE DRD ASSISTANT DIRECTOR IS BILL MELVINE AND HE CAN BE REACHED ON TELEPHONE (202)647-16.

3. THE PREVENTION, MITIGATION AND PREPAREDNESS (PMP) DIVISION: PMP WILL RECEIVE ALL INQUIRIES CONCERNING DISASTER PREVENTION, MITIGATION AND PREPAREDNESS. THE PMP ASSISTANT DIRECTOR IS BARRY N. HEYMAN AND HE CAN BE REACHED ON TELEPHONE (202)647-7544.

4. THE OPERATIONS SUPPORT (OS) DIVISION: THE DUTIES AND FUNCTIONS OF OS WILL REMAIN AS THEY WERE PRIOR TO THE REORGANIZATION. PETE BRADFORD REMAINS AS ASSISTANT DIRECTOR AND HE CAN BE REACHED ON TELEPHONE (202)647-5916.
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TELEPHONE DIRECTORY

OFFICE OF MANAGEMENT (BHR/MGT)		
Director Alan Swan 303 SA-8		703-351-0104
OFFICE OF PROGRAM, PLANNING AND EVALUATION (BHR/PPE)		
Director Len Rogers 357 SA-8		703-351-0102
Deputy Director John Grant 353 SA-8		703-351-0121
OFFICE OF US FOREIGN DISASTER ASSISTANCE (BHR/OFDA)		
Director Nan Borton 1262A NS		202-647-8924
Deputy Director William Garvelink 1262A NS		202-647-5717
OFDA Duty Officer (24 hours)		202-647-8924
Prevention, Mitigation and Preparedness Division (BHR/OFDA/PMP)		
Chief Barry N Heyman 1262A NS		202-647-7544
Disaster Response Division (BHR/OFDA/DRD)		
Chief Tom Dolan (Acting) 1262A NS		202-647-7334
Operations Support Division (BHR/OFDA/OS)		
Chief Gerard Bradford III 1262A NS		202-647-7335
OFFICE OF FOOD FOR PEACE (BHR/FFP)		
Director H. Robert Kramer 337 SA-8		703-351-0106
Deputy Director Jeanne Markunas 327 SA-8		703-351-0107
Emergency Relief Division (BHR/FFP/ER)		
Chief Timothy Lavelle (Acting) 341, SA-8		703-351-0150
Development Program Division (BHR/FFP/DP)		
Chief Rafael Rosario (Acting) 319 SA-8		703-351-0140
Commodity and Procurement Division (BHR/FFP/CPD)		
Chief Susan M Parks 329 SA-8		703-351-0162
OFFICE OF PRIVATE AND VOLUNTARY COOPERATION (BHR/PVC)		
Director Lou Stamberg 725 SA-8		703-351-0221
Deputy Director Adele H. Liskov 735 SA-8		703-351-0222
Information and Program Support Division (BHR/PVC/IPS)		
Chief Lenora F Watlington 705 SA-8		703-351-0195
Matching Grant Division (BHR/MGD)		
Chief Sallie G Jones 701 SA-8		703-351-0193
Advisory Committee on Voluntary Foreign AID		
Elise Storck 715 SA-8		703-351-0204
OFFICE OF AMERICAN SCHOOLS AND HOSPITALS ABROAD (BHR/ASHA)		
Director Howard Helman 100, SA-8		703-351-0232
OFFICE OF TRANSITION INITIATIVES (BHR/TI)		
Director Frederick Barton 5314A NS		202-647-0085
BUREAU FOR GLOBAL PROGRAMS, FIELD SUPPORT AND RESEARCH (G)		
OFFICE OF THE ASSISTANT ADMINISTRATOR (AA/G)		
Assistant Administrator Sally Shelton 4942 NS		202-647-1827
Senior Deputy Assistant Administrator Ann VanDusen 4942 NS		202-647-4322
Donor Coordinator Katherine Blakeslee 4941 NS		202-647-3027



R. B. F. J.

UNITED STATES OF AMERICA
AGENCY FOR INTERNATIONAL DEVELOPMENT

N'DJAMENA

ED STATES ADDRESS
D - N'DJAMENA
ASHINGTON, D.C. 20520-2410

INTERNATIONAL ADDRESS
USAID
B.P. 413
N'DJAMENA - TCHAD
TEL : 51-49-35/51-50-85
51-48-11/TELEX : 5203 KD

AID 0065 /93

July 07, 1993

Mr. John Walsh
International Projects Director
World Society for the Protection of Animals
29 Perkins St., P.O. Box 190
Boston, MA 02130

Dear Mr. Walsh:

I acknowledge receipt of your April 14, 1993 correspondence requesting information on Government of Chad contingency plans for animals during times of disaster and am pleased to provide you with the following information, scant though it may be. As you might have imagined, Chad's extreme poverty and manifold social, economic and political problems have not allowed it the luxury of devoting any significant level of time or resources to the problem of addressing animal concerns when disaster strikes. Chad's once bountiful wildlife has been decimated by years of armed conflict and the proliferation of automatic weapons. Recurrent periods of drought have also taken their toll, but since the mid-1980's, livestock herds have been gradually reconstituted to their pre-drought levels, while Chad's wildlife similarly appears to have increased in numbers.

Within the Ministry of Agriculture there exists a department which is responsible for providing disaster relief. It collaborates closely with non-governmental organizations and with donor institutions, and has a proven record of effectively managing disaster relief resources. The Director, Ali Adoum Djourou, can be reached at the following address:

Ali Adoum Djourou
Directeur pour la Promotion des Produits Agricoles
et de la Sécurité Alimentaire
B.P. 441
Ministère de l'Agriculture
N'Djaména, Tchad

When queried on the subject of disaster-related assistance for animals, the above Director suggested that the Ministry of Livestock might also be an appropriate point of contact:

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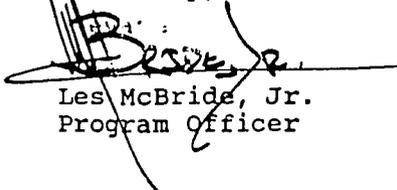
Dr. Mahamat Saleh Abdelmadjid
Directeur Général
Ministère de l'Elevage et de l'Hydraulique
B.P. 750
N'Djaména, Chad

It is to be noted that Chadian livestock is periodically subjected to outbreaks of rinderpest and other animal diseases which have necessitated a mobilization of donor assistance through this ministry. Thus, in terms of practical experience, the Ministry of Livestock is well placed.

I regret that we cannot be more forthcoming in providing information to you on this subject, but we trust that the above addresses will allow you to pursue your quest with Government of Chad officials. We intend to include the WSPA address in our Mission Disaster Relief Handbook for future reference should a situation arise where its assistance might be appropriate.

Again, thank you for contacting us and please let us know if we can do anything to facilitate your discussions with the above indicated parties.

sincerely,



Les McBride, Jr.
Program Officer

27