

AGENCY FOR
INTERNATIONAL
DEVELOPMENT



ANNUAL BUDGET SUBMISSION
FY 1981

OFFICE of FOREIGN DISASTER ASSISTANCE
BUREAU for PRIVATE and DEVELOPMENT COOPERATION

DEPARTMENT
OF
STATE

JUNE 1979



OFFICE OF U. S. FOREIGN DISASTER ASSISTANCE

FY 1981 Annual Budget Submission

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TABLE III - PROJECT OBLIGATIONS BY APPROPRIATION ACCOUNT

FY 1979 - FY 1981
(Thousands \$)

DECISION UNIT

PDC/OFDA

APPROPRIATION ACCOUNT/PROJECT NO./TITLE	L/G	FY 1979	FY 1980	FY 1981	
				Minimum	Current
INTERNATIONAL DISASTER ASSISTANCE (IDA)					AAPL
Foreign Disaster Relief and Rehabilitation	G	24,295	21,895	19,000	22,250
Foreign Disaster Preparedness	G	2,505	3,105	1,600	2,750
Total IDA	G	26,800 ^{1/}	25,000	20,600	25,000

^{1/} Includes 20.0 NOA, 6.8 prior year funds carried over.

TABLE IV PROJECT BUDGET DATA

PROJECT NUMBER	PROJECT TITLE	OBLIGATION DATE		DATE OF NEXT PLANNED NON-ROUTINE EVAL.	CUM. PIPELINE AS OF 9/30/78	ESTIMATED U.S. DOLLAR COST (\$000)				FY 1981 AAPL OBLIG.	FY 1982 & BEYOND	FUTURE YEAR OBLIGATIONS			
		INITIAL	FINAL			FY 1979		FY 1980					FORWARD FUNDED TO (MO/YR)		
						OBLIG.	EXPEND.	CUM. PIPELINE	EXPEND.					CUM. PIPELINE	
	Foreign Disaster Relief and Rehabilitation	G	1964	C	18,799	24,295	36,294	6,800	21,895	26,105	2,590	22,595	NA	23,293	C
	Foreign Disaster Preparedness	G	1970	C	1,579	2,505	4,084	-	3,105	3,105	-	4,105	NA	5,707	C
	Totals	G			20,378	26,800	40,378	6,800	25,000	29,210	2,590	27,000		29,000	

Decision Package:
Combined

DECISION PACKAGE NARRATIVE

The provision of prompt assistance to alleviate human suffering caused by natural and manmade disasters reflects the humanitarian concern of Congress. The responsibilities were identified by the Congress in Section 491-492 of the Foreign Assistance Act of 1961, as amended, which authorizes provision of International Disaster Assistance. The strategy for carrying out these responsibilities by the Office of U. S. Foreign Disaster Assistance is set forth in the Central Programs Strategy Statement (CPSS).

Three goals are addressed by the strategy: (A) efficient and rapid relief and rehabilitation to the disaster victims; (B) an adequate level of preparedness of developing countries; and (C) the prediction and warning of natural disasters. Achievement of these goals will satisfy the mandate of the Congress.

The assumptions expressed in the CPSS are applicable to minimum, current, and AAPL funding levels. The most important of these assumptions are:

- (1) Natural disasters (earthquakes, storms, drought, and floods) and manmade disasters (civil strife, accidents, and wars) will kill hundreds of thousands of people a year and cause suffering of millions of victims, especially in developing countries. The number of deaths and the amount of suffering caused by disaster can be reduced through preparedness and prevention programs.
- (2) Disaster prone nations will require short- and long-term assistance from the United States, other donors and international organizations and will desire increased preparedness assistance so as to reduce reliance on foreign donors for relief.
- (3) The major disaster relief donors will increase their contribution and information sharing. The U.N. will not have a disaster relief response capacity. Its prime role will continue as coordinator of international relief. The U.N. will significantly increase its activities in disaster preparedness.
- (4) OFDA concentration on short- to mid-term assistance (relief and rehabilitation) will be maintained. However, some provision of assistance bordering on reconstruction (shelter options, for example) may be increasingly necessary.
- (5) While disaster relief traditionally has been provided over a relatively short period of time, such disasters as drought -- critical situations which last for many months -- will require inputs over a longer period of time.
- (6) Increased reliance on stockpiled supplies for emergency inputs will become necessary.

DECISION PACKAGE MINIMUM:

Relief:

It is difficult to arrive at a minimum level for disaster relief since, by their very nature, disasters defy precise prediction. Since the average annual cost of emergency relief over the last three years (FYs 1976, 1977, and 1978) was \$19 million, this figure provides a logical basis for computing the minimum level. Those preparedness activities which directly support the relief effort would be reduced to a sustaining level.

The overseas stockpiles of emergency relief supplies are a highly visible and cost effective element of disaster assistance. A reduction below the minimum would necessitate closing at least one and curtailing the maintenance of the other three. This in turn would seriously hamper the ability to provide rapid and effective relief. As most disasters occur closer to a stockpile than to the U.S.A., the added cost of airlifting goods from the U.S. would more than offset any savings from closing down a stockpile. Given the ever increasing costs of air transport, the proximity of the stockpiles to the disaster site becomes increasingly important.

Preparedness:

Preparedness activities help disaster prone countries, especially LDCs, strengthen their capabilities to manage their own disasters. The highly successful regional preparedness seminars are the backbone of these activities, providing a forum for several countries to address shared problems and improve their capacity to respond to disasters. The two seminars which this level would permit in FY 1981 are the minimum essential to sustain international interest and involvement in disaster preparedness.

Through these seminars and workshops, U.S. technologies (crop forecasting, national disaster management, prevention, etc.) have been made available to countries in Asia, the Caribbean, South America and Africa. They will be reinforced with specially prepared training manuals. In addition handbooks for technical advisors in disaster preparedness and prevention will be developed. These mutually supporting activities will create a stronger capability to handle disasters, reducing reliance on external emergency relief assistance.

Preparedness and relief activities -- as well as the personnel in OFDA's Relief and Preparedness Divisions -- are closely integrated. As indicated in the Strategy Review, the most important aspect of the U.S. relief effort is not its reactive capacity, but rather its increasing capability to anticipate serious problems and head them off before they degenerate into unmanageable crises. Early warning systems support this anticipatory approach. These systems (crop forecasting, storm strike probability, and seismic warning) increase the effectiveness of relief and preparedness efforts undertaken by the United States, international organizations, voluntary agencies, and the disaster affected nation itself.

By the end of FY 1980, development of the drought warning and crop forecast program, initiated in FY 1977, will be completed for the Caribbean and Africa and will be well along for Asian LDCs. Not to continue at least through

FY 1981 with a program to institutionalize this service internationally would deny important disaster prone developing countries access to these warning technologies. Below the minimum level, continuation of this program would be seriously compromised.

The minimum level would barely enable OFDA to sustain essential preparedness, prediction and warning activities, activities which are authorized in the legislation. Below that level, such activities would either be cancelled or unacceptably curtailed. For example:

- NASA and OFDA have been working two years developing a new system to improve communications from the disaster site. Development of a portable terminal which can transmit both image and sound is being considered. This would cut time needed for accurate assessment of major disasters and will improve coordination with other donors.
- OFDA is now establishing a Lessons Learned System, the first computerized memory bank for supporting critical decision making during a fast breaking disaster. Conceptualization and design are complete, program implementation will be accomplished during FY 1980, and the system should become fully operational by FY 1981. The system, which will incorporate many disaster agencies' experiences, will be made available to disaster relief officials throughout the world.
- OFDA is initiating plans to institute improved evaluation of OFDA relief programs around the world, to support the development of better or more cost effective family shelters for emergency use, and an improved capability for assessment by aerial photography and satellite remote imaging methods.
- Use of a complex computerized model to determine the probability of where killer storms will strike in areas such as the Bay of Bengal was initiated in FY 1979; this activity, which will be operational in some areas by FY 1981, can be applied to other storm prone areas over the next several years.
- The United States Geological Survey has been working closely with OFDA and the earthquake prone countries of Central America and the Andean region of South America in planning seismic monitoring networks. The potential benefits are substantial. For example, work thus far indicates that an exceptionally severe earthquake may occur in 1981 at a point off the coast of South America. Without the development of a more effective regional seismic monitoring network, the ability to prepare for such possible catastrophes will be seriously impaired.

DECISION PACKAGE CURRENT

The higher level of total OFDA program costs over the last two years, FY 1977 and FY 1978, reflects three major trends or shifts of emphasis. First, an increase in average annual cost of relief requirements from \$19 million (76-77-78) to \$22 million (77-78), due to more needs and higher prices. Second, an increase in preparedness activities which help develop LDC capacity to meet more of their disaster needs, thus reducing their future needs for external assistance. Third, an increase in prediction activities which yield warning for such severe disasters as floods, droughts, and earthquakes,

thus facilitating responses to disasters in their early stages before they become crises of unmanageable proportions.

These activities have been enthusiastically received by representatives of developing countries at disaster preparedness seminars and workshops in Asia, Africa, and the Caribbean. One Mission has developed a bilateral project, with OFDA as technical backstop, to establish a national disaster assistance agency in order to achieve a high level of national disaster preparedness. Such constructive responses can be brought about by U.S. efforts to sensitize LDC leaders to suffering and loss of life that can be prevented by relatively inexpensive preparatory steps. These efforts will need to continue at least at the current level in FY 1980 and FY 1981 in order to maintain their basic momentum while at the same time making reasonably adequate use of their impressive potential. Funding at the current level will lift the preparedness activities above the merely sustaining mode to a level necessary to attain the approved goals of the Central Programs Strategy Statement. With the current level, a third preparedness seminar or workshop will be carried out in another disaster prone region of the world. The crop forecasting program, which will be operational in the Caribbean and in Africa by the end of 1980, will be transferred to institutions most qualified to carry it on permanently (perhaps within the United Nations), and development will be well along on the Asian program. Global testing will be carried out on the portable communications terminal to determine the optimum configuration of equipment for the audio and video elements most needed during the assessment phase of disasters. The seismic network in Fiji will be fully operational and the network in the Andes will be undergoing system evaluation, with limited data collection platform and telemetry equipment in place in pilot locations. With the Lessons Learned System operational, a large volume of information can be entered from a broad range of actual experiences in international disasters: decision making utilization of this system will be limited only by the amount of such data available in the computer program. The storm strike forecast and warning system, which should be operational in the Bay of Bengal by the end of FY 1980, will be adapted and developed for other storm prone areas during FY 1981 and the following year or two.

A comprehensive program for evaluation of foreign disaster assistance activities will have been designed in sufficient detail to be carried out with contract assistance by FY 1981. Implementation will be under way and, at the current level, can be extended to include relief operations currently being managed. Beyond meeting AID's evaluation requirements, this will also serve as a prime source of data for the Lessons Learned System. Field testing for cultural acceptability will be carried out on new emergency shelter techniques, under guidance of AID Mission personnel and experienced anthropologists.

Development of handbooks to be used as technical guides at regional preparedness seminars and workshops will continue, addressing the most critical disaster problems in each region relating to weather, shelter, national planning, food, medical needs and other areas of concern. New applications of aerial photography and satellite imagery will be sought for disaster damage and injury assessment to help shorten emergency relief response time, especially to large and complex disasters. Increased information exchange will be provided through the use of computers and video-conferencing techniques with UNDRO and with the other major disaster assistance donor nations.

DECISION PACKAGE AAPL

Under the Approved Assistance Planning Level, the program can take full advantage of staff experience and capability in achieving approved goals. Whereas the cost of delivery of relief goods and services, directly and through the regional stockpiles, remains virtually the same as under the current level, activities designed to expedite and improve the effectiveness of that delivery will make maximum progress under the AAPL. A more intensive schedule for evaluation of both relief and preparedness activities will be possible. Information gathering, without interfering with sovereignty, will be further improved in cooperation with the disaster prone nations.

For example, with proposed funding the portable communications terminal could, by FY 1984, be sufficiently advanced to provide immediate sound and visual contact between OFDA and its Operations Officers at disaster sites anywhere in the world. The Lessons Learned System will be capable of retrieving and evaluating a comprehensive range of past experiences, under defined conditions, and indicating the ultimate impact of related decision-making on the lives of the victims. Through aerial photography, including satellite imagery, vital support will be available to decision makers through adaptation of existing technologies to disasters in foreign nations.

Preparedness activities will reach the maximum manageable with presently planned staff. Another regional seminar, or series of small workshops, will be carried out, followed by technical assistance missions to work with individual countries to help them establish national disaster plans, or address specific problems. These activities will be reinforced with technical assistance materials developed for field work among disaster officials, especially in disaster prone LDCs.

Final design of the Andean seismic network will be completed and procurement will begin for major equipment components. Data collection platforms will be tested, and should become operational during FY 1981 and FY 1982. While crop forecasting in the Caribbean and in Africa should become fully operational with minimal support by the U. S., the Southeast Asia program will receive needed impetus, other regions such as South America will be studied for inclusion and highly vulnerable special areas such as in the Near East may be considered. Program refinements may be made to determine the relationship of weather patterns to threatening insect infestations (i. e., locusts and army worms), malaria and other diseases. Similarly, the storm strike forecast activity will be applied to areas not yet protected by an adequate killer storm warning system.

DECISION UNIT PDC/OFDA

DECISION UNIT

TABLE V - FY 1981 PROPOSED PROGRAM RANKING

RANK	DECISION PACKAGES/PROGRAM ACTIVITY DESCRIPTION	TERM/ NEW/ CONT.	LOAN/ GRANT	APPROP. ACCT.	PROGRAM FUNDING (\$000)		WORKFORCE (Number of Positions)			
					INCR	CUM	INCR	CUM	FNDH	CUM
	<u>DECISION PACKAGE MINIMUM</u>									
1	Disaster Relief and Rehabilitation	C	G	IDA	19,000	19,000	15	15		
2	Disaster Preparedness	C	G	IDA	1,600	20,600	14	29		
	<u>Total Minimum Package and Related Workforce</u>				20,600		29			
	<u>DECISION PACKAGE CURRENT</u>									
3	Disaster Relief and Rehabilitation	C	G	IDA	3,250	23,850	-	29		
4	Disaster Preparedness	C	G	IDA	1,150	25,000	-	29		
	<u>Total Current Package and Related Workforce</u>				4,400					
	<u>DECISION PACKAGE AAPL</u>									
5	Disaster Relief and Rehabilitation	C	G	IDA	345	25,345	-	29		
6	Disaster Preparedness	C	G	IDA	1,655	27,000	-	29		
	<u>Total AAPL Package and Related Workforce</u>				2,000					

ACTIVITY TITLE	APPROP CODE	SPECIAL CONCERN CODE	OBLIGATIONS (\$000)								
			FY: 1979		CY: 1980		BY: 1981				
			% OF ACTIVITY	SPECIAL CONCERN	% OF ACTIVITY	SPECIAL CONCERN	% OF ACTIVITY	SPECIAL CONCERN			
RELIEF AND REHABILITATION											
Relief	IDA	ENVR	100	21,500	100	21,205	100	21,550	100	21,550	
Relief	IDA	PVOU	30 1/2	7,167	30 1/2	6,362	30 1/2	6,465	30 1/2	6,465	
Stockpile Maintenance and Management	IDA	ENVR	100	600	100	650	100	1,000	100	1,000	
Medical RSSA with Dept of HEW	IDA	ENVR	100	40	100	40	100	45	100	45	
PREPAREDNESS											
Seminar-Workshops, Regional	IDA	ENVR	100		100	300	100	500	100	500	
Seminar-Workshops, Regional	IDA	ATNL	100		100	300	100	500	100	500	
Crop Forecasting	IDA	ENVR	100		100	350	100	450	100	450	
Crop Forecasting	IDA	RESA	100		100	350	100	450	100	450	
Portable Communications Terminal	IDA	ENVR	100		100	350	100	500	100	500	
Portable Communications Terminal	IDA	RESA	100		100	350	100	500	100	500	
Seismic Monitoring Network	IDA	ENVR	100		100	650	100	830	100	830	
Seismic Monitoring Network	IDA	RESA	100		100	650	100	830	100	830	
Lessons Learned System	IDA	ENVR	100		100	100	100	225	100	225	
Storm Strike Forecast and Warning System	IDA	ENVR	100		100	350	100	350	100	350	
Storm Strike Forecast and Warning System	IDA	RESA	100		100	350	100	350	100	350	
Evaluation of Program Worldwide	IDA	ENVR	100		100	100	100	150	100	150	
Preparation of Training Manuals	IDA	ENVR	100		100	155	100	300	100	300	
Preparation of Training Manuals	IDA	ATNL	100		100	155	100	300	100	300	
Emergency Shelter Development	IDA	ENVR	100		100	200	100	300	100	300	
Emergency Shelter Development	IDA	RESA	100		100	200	100	300	100	300	
Handbook for Providing Technical Assistance	IDA	ENVR	100		100	100	100	100	100	100	
Handbook for Providing Technical Assistance	IDA	ATNL	100		100	100	100	100	100	100	
Aerial Photo Recon for Assessment	IDA	ENVR	100		100	300	100	500	100	500	
Information Exchange among Donors	IDA	ENVR	100		100	150	100	200	100	200	
Information Exchange among Donors	IDA	RESA	100		100	150	100	200	100	200	

1/ Based on FY 1978 experience

WORKFORCE REQUEST

BUREAU/OFFICE PDC/OFDA

(In Workyears of Effort)

<u>CATEGORY</u>	FY 79 Estimated	FY 80	FY 81 Min	FY 81 Curr	FY 81 Proposed
FTEPP	21	25	25	25	25
NON FTEPP	2	4	4	4	4
CONSULTANTS	-	-	-	-	-
IPA's/Details from other Agencies	-	-	-	-	-
TOTAL	23 <u>1/</u>	29 <u>1/</u>	29	29	29

TYPE

ADMIN./PROF.	18	20	20	20	20
SEC./CLER.	5	9	9	9	9
TOTAL	23 <u>1/</u>	29 <u>1/</u>	29	29	29

OVERTIME HOURS*	860**	1,000	1,000	1,000	1,000
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*Include both paid and compensatory overtime

** Includes: 260 hours paid overtime, and
600 hours compensatory-overtime worked in Washington and overseas.

1/ These totals include positions filled only a part of FY 79, and two new positions requested for FY 80.

BUDGET REQUEST

BUREAU/OFFICE PDC/OFDA

(Dollars in Thousands)

	FY 79 Estimated	FY 80	FY 81 Min	FY 81 Curr	FY 81 Proposed
Salaries & Benefits- FTEPP & NON-FTEPP	702.7	774.3	774.3	774.3	774.3
IPR's	--	--	--	--	--
CONSULTANTS	--	--	--	--	--
OVERTIME	3.4	3.9	3.9	3.9	3.9
ENTERTAINMENT	1.0	1.0	1.0	1.0	1.0
TRAVEL	54.8	74.5	46.0	74.5	74.5
CONTRACTUAL SERVICES	--	--	--	--	--
INDIRECT COSTS	144.9	172.5	172.5	172.5	172.5
TOTAL	906.8	1,026.2	997.7	1,026.2	1,026.2

WORKFORCE DETAIL

BUREAU/OFFICE PDC/OFDA

FY 1981 POSITIONS ADDED

Minimum to Current
Current to Proposed

No. of Positions	General Position Title	Division or Branch	Function
2**	Clerk-Steno	Operations Div. and Support Area	General clerical functions

**These positions are initially being requested in our revised FY 80 request; however, if they are not approved we will be re-requesting them in FY 81. Those two positions are included in the Basic Workforce shown on Table V Program Ranking.

TRAVEL DETAIL

BUREAU/OFFICE PDC/OFDA

(Dollars in Thousands)

TYPE OF TRAVEL	FY 79 Estimated		FY 80		FY 81 Min		FY 81 Curr		FY 81 Proposed	
	No. of Trips	Amount	No. of Trips	Amount	No. of Trips	Amount	No. of Trips	Amount	No. of Trips	Amount
Training/Education	1	.3	1	.5	---	---	1	.5	1	.5
Conferences/Seminars	18	46.0	18	54.0	12	36.0	18	54.0	18	54.0
Project Support	6	8.0	10	20.0	5	10.0	10	20.0	10	20.0
Invitational	---	---	---	---	---	---	---	---	---	---
Other: (specify) Speaking to Public (PR)	3	.5	---	---	---	---	---	---	---	---
TOTAL	28	54.8	29	74.5	17	46.0	29	74.5	29	74.5

FY 1980

OCT	NOV	DEC	JAN	FEB	MAR	APR	MAY	JUN	JUL	AUG	SEP
8%	19	31	47	55	63	65	81	84	87	92	100

Cumulative Obligation Percent

Note: All travel will be funded by the office requesting travel regardless of the length of the FY.

CONTRACTUAL SERVICES DETAIL

BUREAU/OFFICE PDC/OFDA
 (Dollars in Thousands)

Purpose/Description of Service	FY 79 Estimated	FY 80	FY 81 MJD	FY 81 CURR	FY 81 Proposed
None from operating expense account					
Total					

FY 1980

OCT	NOV	DEC	JAN	FEB	MAR	APR	MAY	JUN	JUL	AUG	SEP

Cumulative Obligation Percent

TABLE IX - SUPPORTING DATA ON PROPOSED PROGRAM RANKING
 POSITION REQUIREMENTS - FY 1979 - 1981
 (By Function, Organizational Unit, Position Title and Professional Speciality)

DECISION UNIT
 PDC/OFDA
 DECISION PACKAGE
 Combined

FUNCTION/ORGANIZATIONAL UNIT/ POSITION TITLE/PROFESSIONAL SPECIALITY	NUMBER OF POSITIONS									
	FY 1979		FY 1980		FY 1981		FY 1981		FY 1981	
	Minimum		Minimum		Minimum		Current		Current	
	USDH	FNDH	USDH	FNDH	USDH	FNDH	USDH	FNDH	USDH	FNDH
Office of the Director	1		1		1		1		1	
Director	1		1		1		1		1	
Deputy Director	1		1		1		1		1	
Administrative	2		2		2		2		2	
Secretarial	2		3		3		3		3	
Operations Division	1		1		1		1		1	
Assistant Director for Operations	1		1		1		1		1	
Program Analyst	7		7		7		7		7	
Secretary/Steno/Clerk	3		4		4		4		4	
Preparedness Division	1		1		1		1		1	
Assistant Director for Preparedness	1		1		1		1		1	
Program Analyst	5		5		5		5		5	
Science Advisor	1		1		1		1		1	
Secretary/Steno/Clerk	3		3		3		3		3	
Totals	---	27	---	29	---	29	---	29	---	29

OFFICE OF U. S. FOREIGN DISASTER ASSISTANCE

Workforce And Operating Expenses

Request:

Two additional positions are being requested for FY 1980; these are two clerical-stenographic positions to perform general clerical and typing functions in the Operations Division and in the support area. The FY 1981 projection of personnel requirements is based on the expectation that these positions will be approved. If they are not, the need to establish these two positions will be all the more urgent in FY 1981.

Justification:

Due to the increased work in the Operations Division, and the lack of clerk-steno support, OFDA is not able to perform its mission as effectively as it must. Urgent cables, memoranda, contracts, travel orders, and grant documents are not getting done on as timely a basis as is needed. Because of a lack of clerk-steno support, staff must now be worked constantly on an overtime basis; morale among some of the support staff is low because of the disproportionate amount of work. The low morale has, in turn, caused certain support staff to seek jobs elsewhere because they feel they are being worked too hard. This is an intolerable situation which was recognized by Dr. George Wing, former Special Assistant to the Administrator who performed an assessment of OFDA. Dr. Wing felt that it was essential that the support staff be increased by at least two positions.