

## GRENADA - Emergency

Date: October 25-November 2, 1983

Location: Islands of Grenada and Carriacou; most combat activity in southern part of Grenada

No. Dead: 18 U.S. military  
45 Grenadians (military and civilian)  
24 Cubans

No. Injured: 151 U.S. military (combat and non-combat)  
337 Grenadians  
57 Cubans

No. Affected: The entire island population of 89,000 was affected to some degree; an estimated 2,000 persons were displaced by the military action; 1,000 took temporary shelter in centers established by the U.S. military.

Damage: Considerable damage to five government buildings, 50-60 private homes (10 destroyed), and a mental institution; some damage to roads in the port and Point Salines areas due to movement of heavy equipment; minor damage to water and electrical facilities; extensive damage to the Cable and Wireless and two telephone exchanges serving south and southwestern Grenada; disruption of health and educational services due to loss of expatriate personnel and normal supply channels; serious business losses through combat action and looting; and an increase in unemployment.

### The Disaster

A series of events in Grenada in mid-October 1983 created an unstable political situation and heightened the concern of the USG for the safety of some 1,000 U.S. nationals on the island, the majority of whom were students at St. George's Medical School.

On October 13, Grenadian Prime Minister Maurice Bishop was placed under house arrest by ultra-leftist rivals within his People's Revolutionary Government. Loyalists staged a demonstration on October 19 and freed their leader, but an undetermined number of the demonstrators were killed when army troops opened fire on the crowd. Bishop, three members of his cabinet, and two union leaders were taken off and executed. A Revolutionary Military Council, headed by Army General Hudson Austin, seized power and imposed a 24-hour shoot-on-sight curfew. The airport was also closed temporarily.

The Governor-General of Grenada, Sir Paul Scoon, as the only representative of legitimate government authority, appealed to other nations in the Organization of Eastern Caribbean States (OECS) to intervene and help restore order. The OECS nations, along with Jamaica and Barbados, formally requested U.S. assistance on October 21, citing "the unprecedented threat to the peace and security of the region created by the vacuum of authority in Grenada."

In responding to this appeal, the President of the United States gave three principal reasons for undertaking the military operation in Grenada which began on October 25:

- to protect our own citizens;
- to facilitate the evacuation of those who wanted to leave; and
- to help in the restoration of democratic institutions in Grenada.

The military action, which was conducted by U.S. troops accompanied by Caribbean forces, ended November 2, with the island secured. The events prior to and during the intervention caused considerable disruption in essential services as well as some damage to buildings and infrastructure. An estimated 2,000 people were displaced as some 50-60 private homes were damaged. Seventeen civilians were killed when one wing of a mental hospital was destroyed by U.S. forces responding to artillery fire from the building.

A critical shortage of health care and educational services resulted from the departure of a large number of expatriate physicians, teachers, and other specialists who were supporters of the Bishop government. Supply channels from Eastern Bloc countries were also disrupted, creating temporary shortages in medicines and other commodities. Vaccines were lost when the destruction of power poles, lines, and transformers temporarily interrupted electrical service. A potentially life-threatening situation developed at St. George's Hospital, which depended entirely on the external grid and lacked power for some time.

Water lines were slightly damaged as a few leaks developed as a result of weapons fire. Road damage from the intervention was extensive mostly in the Grand Anse/St. George's area; however, the roads, like the water, sewage, and electrical systems, were already in a state of disrepair. The Point Salines airport, which was under construction by Cuban workers, suffered only minor damage, but its operation came to a complete halt, leaving over 400 Grenadians unemployed.

The increase in unemployment, due in part to the disbanding of the army and the temporary closing of the medical school, was expected to be one of the most serious short-term problems. Small businesses suffered losses from combat, looting, and the general disruption of commercial activity. The economic impact on the country was further felt in the loss of assistance and trade with communist bloc countries. A sharp decline in revenues was expected in the immediate aftermath of the intervention until new sources of income could be established.

#### Action Taken by the Government of Grenada (GOG)

Governor General Scoon, who had been under house arrest during the army take-over, assumed executive authority after the intervention. He declared a state of emergency during the period of hostilities, and on November 15 he named a nine-member Advisory Council to serve as an interim government.

Various Grenadian ministries helped identify needs for critical services and cooperated with the U.S. military and USAID in carrying out relief and rehabilitation projects. The GOG Ministry of Health (MOH) formally requested U.S. assistance in meeting emergency health requirements. Temporary placements were arranged for the mental patients who survived the accidental bombing of the Richmond Hill facility, and all ambulatory patients were discharged from the St. George's General Hospital the day after the intervention so that combat casualties could be treated. The MOH worked with USAID to restore solid waste disposal services and also received a grant from the U.S. to improve sanitation facilities in public areas.

The Ministry of Construction (MOC) identified priorities for road repair and reconstruction and signed agreements with the U.S. for repair of deteriorated roads. The GOG/MOC contributed a total of \$74,815 to cover the cost of managing the projects. The MOC, acting through the MOH, served as the prime contractor for all work required to correct distribution and pumping problems in the sewage system.

The Ministry of Education conducted a survey of educational needs with the assistance of USAID and U.S. Army civic action officers to determine what supplies were needed to reopen schools.

Local voluntary agencies also assisted the relief effort. The Grenada Council of Churches provided a small supply of medications and, with other welfare groups, helped distribute food and other relief items to the displaced persons.

## Assistance Provided by the United States Government

The U.S. Ambassador in Barbados, Milan D. Bish, determined on October 27 that a disaster existed in Grenada and exercised his disaster assistance authority. On the same day, a coordinated Department of State (DOS) and Department of Defense (DOD) relief operation began. All four U.S. military services and the Agency for International Development participated in the effort, with activities coordinated by A.I.D.'s Regional Development Office/Caribbean (RDO/C). The Director of OFDA was present in Grenada to assist initial relief efforts, and OFDA also sent a disaster specialist to assess needs and priorities for assistance. A Disaster Area Survey Team (DAST), which included technical experts from USAID as well as from the military, worked closely with an A.I.D. assessment team fielded by RDO/C. A U.S. Mission was established in Grenada on October 30.

Even as combat continued near the Point Salines airfield, the DAST began to assess damages and coordinate relief operations. Caring for the displaced Grenadians was the most urgent initial requirement. Using captured Cuban foodstuffs and food provided by USAID (including \$5,000 worth purchased by local churches with USAID funds), a distribution plan was developed. OFDA provided the Mission with an additional \$250,000 for the local purchase of food, medicines, and other relief supplies. The U.S. military set up an office to process civilian claims for property damage.

In response to a Mission request, OFDA asked the DOD to airlift the following items from A.I.D.'s stockpile in Panama: eight 3,000-gallon water tanks, 1,000 five-gallon collapsible water jugs, and five generators. In addition, the DOD was asked to lend two 250-gallon water buffaloes from its own stocks and to provide one jeep with driver/mechanic and one environmental engineer. OFDA also purchased communications equipment (transceivers, hand-held radios, a VHF repeater, etc.) to facilitate the coordination of relief activities. USAID cooperated with the military to bring technicians from Cable and Wireless to the island to restore international communications.

Because the interruption in water, sanitary, and basic medical services threatened public health, the Mission asked OFDA to arrange for an epidemiologist from the Centers for Disease Control to investigate health conditions. Accordingly, a team of health experts conducted a survey in early November. The water supply was restored throughout most of the island by November 3, and initial needs for medical personnel and pharmaceuticals were furnished by USAID and the military. OFDA procured cast materials and traction devices as well as vaccine to prevent an outbreak of animal rabies.

OFDA also funded the travel and administrative expenses of a U.S. psychiatrist who conducted an assessment to assist planning for the damaged mental hospital. Short-term improvements to the hospital were made within days of the intervention, and USAID provided \$1,000 for emergency food and contracted for clean-up of rubble. Rehabilitation of the existing facility was undertaken by A.I.D. while alternate hospital designs were being reviewed.

As the emergency phase was ending in early November, A.I.D. proposed a \$3 million rehabilitation grant to Grenada, with the objectives of maintaining public health standards and restoring basic public services. Creating employment opportunities was an important consideration in designing the project. Needs identified by the DAST in the areas of health, social services, housing, transportation, and public utilities formed the basis for the projected assistance. The following were among the proposed program elements:

- recruit medical personnel to replace departed health workers;
- supply medical commodities;
- supply compressors/pumps for the sewage system;
- supply pipe, pumps, motors, and water treatment chemicals for the water system;
- supply transformers, wood poles, and conductors for the electrical distribution system;
- repair war-damaged and economically important roads; and
- recruit teachers and supply educational materials.

The most critical portions of the rehabilitation activities were funded by OFDA, with the balance being financed by other A.I.D. offices and other sources. As part of the program, OFDA provided two Mission allotments -- one in the amount of \$500,000 on November 10 and another for \$661,725 on December 9. These funds were used for OFDA-approved projects. In addition, OFDA reserved funds for the purchase and transport of items that could more easily be procured in the United States. Such items included medical supplies and pharmaceuticals needed to deliver basic health and dental services; eight generators (for the cold chain system), electrical conductor cable, utility poles, and transformers for the power system; chlorination equipment for the water supply system; and two air compressors, pumps, and pipe to improve the functioning of the St. George's sewage pumping station.

The health component of the rehabilitation program also utilized the findings of the health assessment team. The team's preliminary evaluation was followed by additional

surveys in December to determine pharmaceutical and laboratory requirements. As a result of these investigations, critical medical needs were identified and long-term measures recommended.

A cooperative agreement with Project HOPE was drawn up in early January 1984 to recruit medical personnel. The project fielded some 27 health specialists and support staff to provide medical and dental services in Grenada for a 13-month period at an approximate cost to A.I.D. of \$1.7 million. OFDA provided \$200,000 of that amount for the first three months of operation, and A.I.D.'s Latin America Bureau supplied the remaining \$1.529 million from Economic Support Funds.

U.S. military participation in the relief and rehabilitation effort included distribution of relief supplies by the Civil Affairs (CA) reserve components. CA officers also helped monitor the technical aspects of A.I.D. projects in Grenada.

Summary of USG Assistance

Ambassador's Authority for the local purchase of food.....	\$25,000
Reimbursement to DOD for airlift of relief supplies.....	\$181,748
Travel and administrative expenses of medical and disaster specialists.....	\$17,676
Communications equipment, including transport.....	\$15,041
Sewerage system equipment, including transport.....	\$24,887
Chlorination equipment, including transport.....	\$8,400
Electrical equipment, including transport.....	\$147,624
Drugs and medical supplies, including transport.....	\$279,991
Grant to Project Hope.....	\$200,000
Mission allotment for local purchase of food and relief supplies.....	\$250,000
Mission allotment for engineering project.....	\$500,000
Mission allotment for local cost of approved activities.....	\$661,725
Total International Disaster Assistance (IDA) funds.....	\$2,312,092

A.I.D. Grant to Project Hope.....	\$1,529,000
USAID contribution of food and pharmaceuticals (partial value).....	\$42,000
U.S. military contribution of pharmaceuticals and other supplies (partial value).....	\$35,000
Total other USG assistance.....	\$1,606,000
TOTAL	\$3,918,092

Assistance Provided by U.S. Voluntary Agencies and Private Groups

Church World Service (CWS) - medical supplies (\$75,000), clothing and blankets (\$57,286), and cash (\$5,000). CWS also planned to send 50 tents, 100 camp beds, and non-perishable foodstuffs, value not reported.

Hospital Relief Fund and Holy Cross Hospital (both in Maryland) - an EKG machine, value not reported.

International Eye Foundation - a physician to provide temporary eye care and over \$7,000 worth of medicines for emergency care of civilians and military personnel with eye injuries or disease.

Project HOPE - medical equipment and supplies, valued at \$1.3 million, for interim health care program (staff expenses funded by USG).

Sister Cities International - warehouse and assistance in moving relief supplies, value not reported.

U.S. companies - over \$20,000 worth of eye medications.

U.S. ophthalmologists (two) - four to six months as volunteers in eye clinics.

U.S. Pharmacopeia - 28 copies of a pharmaceutical publication.

TOTAL                    \$1,464,286

Assistance Provided by the International Community

International Organizations

EEC - 200 tons of skimmed milk powder valued at \$126,000.

ICRC - four delegates to Grenada to visit Cuban and Grenadian prisoners and to supervise the repatriation of Cuban nationals, including the wounded and dead. This humanitarian assistance was valued at \$274,474.

Voluntary Agencies

Barbados Red Cross - issued appeals for food, clothing, and money to assist Grenada.

A Catholic Association in Canada - 500 pounds of relief supplies, value not reported.

Grenadian Association of Canada - 3,000 pounds of clothing and foodstuffs, value not reported.

Grenadian Association of England - one x-ray machine, value not reported.

Sweden Save the Children - pledged two grants, totaling \$100,000, for the repair, refurbishing, and maintenance of medical stations.

TOTAL \$500,474