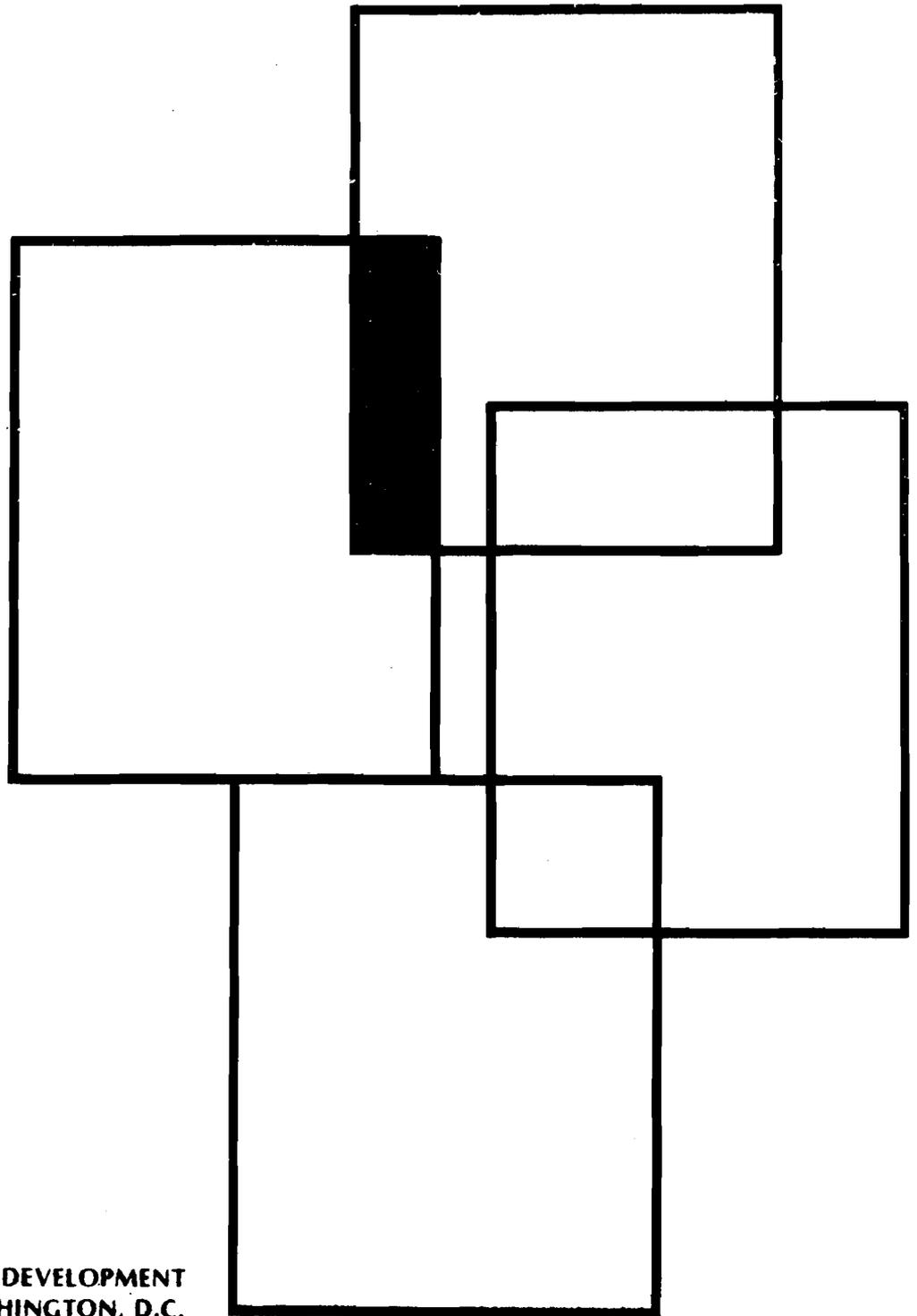


Foreign Disaster Assistance



AGENCY for INTERNATIONAL DEVELOPMENT
WASHINGTON, D.C.

AGENCY FOR INTERNATIONAL DEVELOPMENT

HANDBOOK TRANSMITTAL MEMORANDUM	DATE	TRANS. MEMO NO.
	December 11, 1986	8:19

MATERIAL TRANSMITTED:

Handbook 8 - Foreign Disaster Assistance
New Handbook Index

The Master Index has been updated as of August 30, 1986. As a consequence of being a direct extract from that document, this individual handbook index provides additional citations to topics that are also covered in other Handbooks. Included as part of this index are instructions as to how to use the index.

SUPERSEDES:

Any existing index material in this Handbook.

FILING INSTRUCTIONS:

1. Remove superseded material as indicated under SUPERSEDES.
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CHECKLIST FOR HANDBOOK 8

AUTHOR OFFICE: OFDA

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AGENCY FOR INTERNATIONAL DEVELOPMENT

HANDBOOK 8

FOREIGN DISASTER ASSISTANCE

TM 8:13
October 1, 1983

H A N D B O O K 8
F O R E I G N D I S A S T E R A S S I S T A N C E
E X E C U T I V E S U M M A R Y

A.I.D. Handbook 8, "Foreign Disaster Assistance," is an operational guide for anticipating and responding to disasters in the host country.

In brief, the Ambassador or Chief of Mission has primary responsibility for providing U.S. assistance in the event of disaster in a host country. The Office of U.S. Foreign Disaster Assistance, A.I.D., is the agency within the U.S. Government charged with coordinating the provision of all USG disaster assistance. OFDA staff is available 24 hours a day to assist the Mission in determining whether assistance should be provided; selecting the most effective form of assistance; and rapidly supplying the required relief specialists or commodities. OFDA staff can be reached at all times at either 202-632-8924, or 202-632-1512.

It is in the interest of the CM and the USG to anticipate and develop plans to be implemented in the event of a disaster. A first step toward this end is to designate a Mission Disaster Relief Officer who will coordinate development of a Disaster Relief Plan. The Plan should: outline key functions to be performed by Mission staff members; include names and telephone numbers of host country government and voluntary agency representatives responsible for providing disaster relief; describe disasters to which the country is vulnerable; and contain inventories of relief supplies available in-country. The MDRO will also maintain periodic contact with other in-country bilateral and international relief organizations.

When a disaster occurs, the Ambassador or CM may determine:

- that the disaster is of such magnitude that it is beyond the host country's ability to respond adequately;
- that the host country desires assistance; and
- that it is in the interests of the USG to provide assistance.

The disaster determination allows the CM to obligate up to \$25,000 in cash, supplies, or services to assist the disaster victims. USG assistance may be provided in any of a number of ways, including, but not limited to:

- a cash grant to the local government relief agency;
- a cash grant to a local or international voluntary agency handling emergency relief;
- the local purchase of needed relief supplies;
- the transportation of relief supplies to the stricken population.

OFDA must be notified once a disaster determination has been made. They will immediately provide the appropriate funding citation and any guidance the Mission may need. OFDA approval is required for any assistance or expenditures in excess of the \$25,000 authority. A disaster determination is needed before OFDA can provide funds for disaster relief. This applies to funds which OFDA may be requested to provide for transport of relief supplies which have been donated to or provided by a private voluntary organization. OFDA can supply a variety of immediate relief supplies (tents, blankets, cots) from its five regional stockpiles, as well as technical assistance in the form of medical, sanitation, engineering, and shelter specialists. It is also through OFDA that the services of the U.S. Department of Defense are obtained.

The Ambassador is advised to keep in mind the importance of disaster preparedness - awareness of potential hazards or disasters to which the host country is vulnerable; analysis of the host country's likely ability to handle such disasters; and identification of prevention or mitigation measures which can be implemented. OFDA is available to provide disaster assessments, to identify and recommend mitigation measures, and to assist in funding preparedness activities, such as disaster management training, earthquake resistant shelter design, food/crop condition monitoring, and nutrition and health assessments.

Through effective preparedness, planning, and coordination, the effects of many disasters can be minimized, and the immediate needs of disaster victims can be rapidly met. The attached handbook provides the detailed guidelines for preparing and providing such a coordinated approach.

I N T R O D U C T I O N

This handbook is intended as a guide for U.S. Embassy/A.I.D. Mission use in disaster preparedness, relief, and rehabilitation efforts. It reviews U.S. government disaster assistance policy, the roles and responsibilities of the Chiefs of Mission, and the role and resources of the Office of U.S. Foreign Disaster Assistance. In consideration of its use in emergency situations, the text has been limited to essential information and basic concepts. Additional detail on authorizing legislation and the roles of the U.S. Armed Forces and other U.S. government departments and agencies is provided in appendices.

Primary responsibility for U.S. disaster assistance in the host country lies with the U.S. embassy or mission. The occurrence of disasters is often unpredictable and therefore, unexpected. While recognizing the demands placed on embassy and mission staffs by their ongoing development projects and foreign policy roles, they are nevertheless urged to consider and prepare for the risk of disaster in their host country and the potential impact of a disaster on programs in progress. Lives and the alleviation of human suffering may depend on prior preparation and organization by U.S. mission personnel during times of social and economic disruption. Handbook 8 is designed to facilitate this organization and indicate resources to support mission staff efforts within both A.I.D. and the Dept. of State, in other U.S. government agencies, and within the international community.

The Office of U.S. Foreign Disaster Assistance (OFDA) is the principal office within the USG charged with coordinating all U.S. assistance provided to a disaster stricken country during and immediately following the disaster. Within the context of U.S. foreign policy goals, OFDA aims at increasing or reinforcing the host country's ability to organize and manage its own disaster preparedness, relief and recovery operations. This requires a knowledge of the country's previous experience with disasters and its organization for disaster management. It also involves a knowledge of the international community (both donor countries and international organizations) and private and voluntary agencies active within the country. OFDA can often provide information in these areas through its collection of data on U.S. disaster assistance, world disaster histories, U.S. and other donor actions in case reports of particular disasters, country preparedness reports, and commodity use.

Disaster preparedness, for both the host country and U.S. embassies and missions, is the least costly and most effective means of ensuring effective emergency operation and a quick return to normality. Coordination of disaster preparedness activities and relief efforts with the principal disaster assistance organizations is essential. Regular meetings of the representatives of these organizations can provide the means for the essential exchange of information to eliminate duplication on current disaster assistance status and developments, and to promote complementary preparedness projects within disaster prone countries.

HANDBOOK 8 - FOREIGN DISASTER ASSISTANCE

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C H A P T E R 1

U. S. F O R E I G N D I S A S T E R A S S I S T A N C E

1A. Purpose

This chapter reviews the policy concepts which define U.S. Foreign Disaster Assistance, and the resources available to provide such assistance. (The Foreign Assistance Act of 1961 (FAA), and amendments, which authorize U.S. government disaster assistance policy, are discussed in Chapter 2.) These can be divided into concepts, terminology, and funding; resources within A.I.D., the Department of State, and other U.S. Government agencies; and relationships with private and voluntary organizations and the international community.

1B. References

Section 061 (061.1-061.5) of 2FAM 060 (Appendix A) discusses foreign disaster assistance policy; indicates what constitutes a foreign disaster; defines disaster assistance, disaster relief, and disaster preparedness; and summarizes the authority for funding and operational coordination of disaster operations.

1C. Policy Concepts

1. Disaster assistance is provided as an expression of humanitarian concern and tradition, consistent with U.S. policy goals (FAA, Sect. 491, 2FAM 060).

2. The President is authorized to provide disaster assistance "to any foreign country, international organization or private international 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 disaster assistance abroad." (Sect 491.)

3. Assistance should, to the greatest extent possible, reach those most in need of relief and rehabilitation as a result of disaster (Sect. 491).

4. U.S. assistance should support and encourage host country participation in disaster preparedness activities.

5. The determination that U.S. assistance is necessary should be made promptly.

6. U.S. disaster assistance must be acceptable to the stricken country.

7. U.S. foreign disaster assistance is intended to supplement, not replace, the stricken country's resources.

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- 1C. 8. Disaster assistance is not limited to developing countries. It may be provided to developed nations when their in-country resources are not sufficient to meet the immediate need.

1D. Terminology

2FAM 060, Section 61 defines the concepts of foreign disaster, disaster assistance, disaster preparedness, and disaster relief.

Particular attention should be given to the concepts of emergency disaster relief, short-term-rehabilitation assistance, and long-term rehabilitation or reconstruction because funding authority 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 60-day period. During this phase, the Chief of Mission may commit up to \$25,000 toward the relief effort. (See Chapter 3 for sample uses of \$25,000 authority.) Commitments in excess of the initial \$25,000 require AID/W approval, as does extension of the initial emergency period beyond 60 days.

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 flood protection dikes, 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 funds become available. The rehabilitation period does 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. Examples of disaster preparedness activities include training foreign nationals in disaster assistance operations, vulnerability/preparedness assessments, promoting bilateral, regional, and international information exchange, conducting disaster-related research and technology (e.g., satellite warning systems, tsunami monitoring stations), and provision of supplies for regional disaster stockpiles.

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1E. Funding

1. Most disaster assistance expenditures are obligated from the International Disaster Assistance Account. The Director of the Office of U.S. Foreign Disaster Assistance is the account's allottee. From, e.g., the current \$27 million annual appropriation, \$25,000 may be obligated by a Chief of Mission for each disaster determination. There is no pre-established limit on the number of declarations allowed for any particular country, region, or disaster type.

2. OFDA may request additional funds be borrowed or transferred from other A.I.D. accounts to respond to emergencies when the need arises. (See Chapter 4 Financing.)

3. Additional funding for massive disaster needs may be provided by the Congress through either a special appropriation of new, additional dollars for a specific disaster, or through diversion of funds originally programmed for other purposes.

4. A.I.D. program or special appropriation funds are also available for reconstruction as authorized under Section 106 of the Foreign Assistance Act.

5. Funds for operating expenses cover salaries and related costs of OFDA staff; the appropriate Washington travel allotment is used for travel by A.I.D./W staff.

6. Relief actions by other U.S. Government agencies, e.g., DOD, USGS, FFP, must be approved by A.I.D./W in advance in order to be reimbursable, except when requested by a Chief of Mission as within the \$25,000 disaster authority. Disaster assistance funds are used for these costs, but normal U.S. overseas official business costs affected by disaster cannot be reimbursed from disaster assistance funds. (For examples of other USG agency disaster relief support see below.)

1F. Disaster Assistance Resources - A.I.D.

1. Office of U.S. Foreign Disaster Assistance (OFDA) - Reporting directly to the A.I.D. Administrator (who is generally designated as the President's Special Coordinator for International Disaster Assistance), the Office of U.S. Foreign Disaster Assistance plans and implements overseas disaster preparedness, relief, and rehabilitation programs and coordinates the disaster assistance activities of A.I.D and other U.S. government agencies. OFDA is the principal U.S. liaison office with other donor countries, U.S. voluntary agencies (volags), and international organizations.

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a. 2FAM 060, 066.2 summarizes the authority delegated to the OFDA director by the A.I.D Administrator:

- to respond to Mission requests for disaster assistance;
- to organize and coordinate the total USG disaster relief response;
- to make necessary procurement of supplies, services and transportation, and
- to engage in disaster preparedness activities.

b. OFDA is currently organized into three divisions: the Asia and Pacific Division, the Latin America, Caribbean and Africa Division, and the Operations Support Division. The two geographic area divisions are responsible for all phases of disaster assistance in their regions, and both are assisted by the Operations Support Division. The respective Assistant Directors and staff work closely with the A.I.D. geographic Bureaus, the Office of Food for Peace, the Missions, other Federal Agencies, and U.S. and international private and voluntary organizations to develop disaster preparedness and relief capabilities in disaster-prone countries; monitor known disaster hazards; and assess and respond to disaster needs.

c. OFDA staff can provide technical and scientific data on disaster hazards, risk, and vulnerability in developing countries, host country government 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.

d. OFDA coordinates preparedness and relief activities of the U.S. Government with those of other donors, including voluntary agencies and international organizations.

2. Office of Commodity Management, Transportation Support Division (M/SER/COM/TS) - At the request of OFDA, the geographic Bureaus, or FFP, COM/TS arranges for air or surface transportation of disaster relief supplies and food.

3. Office of Financial Management (M/FM) - issues disaster relief and fund allotments for emergency relief and rehabilitation and for disaster preparedness activities. The Program Accounting Division (FM/PAD) makes disbursements to vendors and to Federal, voluntary and international agencies for supplies, equipment, services, and cash grants involving disaster assistance, after the funds have been obligated by OFDA or by the A.I.D. Geographic Bureau.

4. A.I.D. Geographic Bureaus - cooperate with OFDA in developing plans of action for declared disasters, and provide temporary staff to OFDA when a disaster crisis task force is needed.

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5. Office of Food for Peace (FVA/FFP) - oversees all emergency relief uses of PL-480 commodities and Mission and A.I.D./W actions involving their use. (See Handbook 9, Chapter 9, Emergency Projects under Public Law 480, Title II, Food Donation Program.)

6. Water & Sanitation for Health/WASH (S & T/HEA) - mobile team of engineers, available to provide technical assistance on-site in disaster relief.

7. Bureau for Program and Policy Coordination (PPC) - provides guidance to OFDA on disaster relief allotments and obligations from the International Disaster Assistance Account.

8. Office of Private and Voluntary Cooperation (FVA/PVC) - assists OFDA in working with U.S. voluntary agencies in matters relating to disaster assistance.

9. Office of Housing (PRE/H) - provides assistance to OFDA in assessing damage to housing and community facilities. In rehabilitation and reconstruction programs, it provides guidance on the most appropriate response in the provision of shelter and community services in the affected area.

10. Bureau for Science & Technology (S & T) - provides support, advice, and personnel to OFDA in fields of health, sanitation, engineering, and nutrition.

1G. Disaster Assistance - Department of State

1. OFDA receives foreign policy guidance from the Department of State through the appropriate Regional Bureaus and Country Directors. Other frequently consulted Department of State components are:

2. Bureau of Consular Affairs (CA) - provides information on the welfare of private American citizens residing overseas to concerned relatives in the United States. (OFDA does not maintain this type of information.)

3. Bureau of International Organization Affairs (IO) - provides guidance to State and A.I.D. Regional and Geographic Bureaus and to OFDA in communicating with the U.N. (other than Office of the U.N. Disaster Relief Coordinator (UNDRO), with which OFDA is in constant direct contact) and its specialized agencies or other international organizations, when U.S. Government disaster assistance involves these organizations.

4. Bureau for Refugee Programs (RP) - coordinates assistance to refugees who cross the border from one country to another. Since A.I.D. has the responsibility for assistance to people displaced within their own country as a result of natural or man-made disasters, interaction between OFDA and RP is essential.

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5. State Operations Center - receives communications pertaining to foreign disasters and assists OFDA during evening hours and on weekends in the dispatch of immediate communications.

1H. Disaster Assistance - Other Agencies of the USG

1. The Department of Defense (DOD) - is responsive to OFDA requests for assistance, providing from its available resources equipment, supplies, and personnel necessary for rescue and relief operations. DOD also provides global severe storm tracking and analysis for disaster early warning. OFDA requests U.S. military assistance through the DOD Foreign Disaster Relief Coordinator located in the Office of the Secretary of Defense, International Security Affairs. (See Appendix B, DOD Directive 5100.46 on foreign disaster policy.)

2. Department of Health and Human Services (HHS) - The Office of International Health provides guidance on health problems of actual or potential disasters. At OFDA's request, the Public Health Service provides medical personnel, equipment, and supplies from its most appropriate component, such as the Centers for Disease Control in Atlanta, Georgia. (See Chapter 20-70 of Public Health Service General Administration Manual, Appendix C.)

3. Department of the Interior - The U.S. Geological Survey provides scientific and technical support, particularly for installation of earthquake and volcanic monitoring systems and disaster assessment. The National Earthquake Information Service, Golden, Colorado, immediately notifies OFDA of all foreign earthquakes of significant size.

4. Department of Commerce, National Oceanic and Atmospheric Administration (NOAA) - The National Weather Service of NOAA alerts OFDA to major typhoons, hurricanes, and cyclones as they develop and move toward land. The Environmental Data and Information Service (EDIS) provides longer-term weather/crop conditions assessments worldwide. The Pacific Tsunami Warning Center (PTWC) issues tsunami early warnings for the countries of the Pacific Basin. OFDA works closely with NOAA in the development and application of technologies for disaster early warning.

5. National Aeronautics and Space Administration (NASA) - provides technical support in disaster assessment and monitoring by satellite and ground sensors.

6. Federal Emergency Management Agency (FEMA) - provides training in U.S. in disaster management, emergency preparedness, and relief for host country disaster specialists; conducts assessments.

7. U.S. Peace Corps - international network of in-country skilled volunteers; provides disaster training, preparedness and mitigation education.

II. Disaster Assistance - Voluntary Agencies

1. OFDA maintains close liaison with the private voluntary sector to coordinate international emergency relief efforts. Nonprofit private voluntary organizations (volags) registered with A.I.D. are eligible to receive grants of P.L. 480, Title II, food in furtherance of development-related programs.

a. A.I.D. may authorize volags to divert these stocks of Title II commodities for emergency relief under procedures specified in Handbook 9, P.L. 480, Title II, Food Donations Programs.

b. Special grants of P.L. 480 food may also be made for volag-initiated disaster assistance programs.

c. Transportation costs for relief supplies provided by volags may be paid by OFDA with Mission approval when appropriate.

d. OFDA may make cash grants to volags for disaster assistance purposes. Examples of such assistance include grants to provide transport or distribution of emergency food aid to affected populations in remote areas; grants to conduct surveys of nutritional status of a disaster-stricken population; or grants to purchase medical relief supplies.

e. Decisions to provide grants to volags are made on a case-by-case basis with Mission participation. The structure and capabilities of the agencies to launch and carry out anticipated activities are critical considerations in this evaluation, as are history of performance in-country, relationship with host government, and extent of network capability. (See 2FAM 060, 066.7.)

f. On a case-by-case basis, OFDA may make available to a volag, on a reimbursable basis, stocks contained in one or more of its five disaster relief stockpiles.

2. American National Red Cross - through their International Services Office, provides support, coordination, and information exchange in monitoring developing, or slow-onset disasters and in providing direct relief following a disaster.

3. OFDA maintains close liaison with all the major voluntary agencies based in the U.S., as well as those operating internationally.

IJ. Disaster Assistance - International Community

1. The U.S. Government encourages and participates with the international community in a multilateral approach to disaster relief and preparedness and may, at its discretion, make contributions to internationally recognized organizations that are capable of and willing to undertake a comprehensive disaster assistance program, if acceptable to

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the cooperating country. These contributions may be in the form of supplies, services, transportation, or cash grants, the extent of which is based on actual requirements and on the contributions of other donors in the international community.

Contributions made to international organizations do not preclude other U.S. Government relief efforts for the same disaster on a bilateral basis or through U.S. volags.

2. The term "international community" includes donor countries, and international organizations which participate in disaster relief coordination and preparedness activities. The U.S. Government coordinates with and supports the disaster relief activities of organizations in the United Nations system, non-governmental organizations, inter-governmental organizations, and other governments and works to maintain communications among and between these groups to maximize the effectiveness of the disaster response and the value of relief assistance.

3. United Nations System (UN) - Organizations within the UN system through which disaster assistance may be coordinated include:

a. Office of the UN Disaster Relief Coordinator (UNDRO) - coordinates UN system response to disasters, issues situation reports, conducts field assessments, and provides technical expertise in disaster preparedness research.

b. UN Office of the High Commissioner for Refugees (UNHCR) - coordinates food, clothing, and shelter for refugee populations.

c. UN Children's Fund (UNICEF)

d. UN Food and Agriculture Organization (FAO) - monitors crop conditions, projects food supply shortages, coordinates, with World Food Program, food distribution to reach areas of shortage.

e. UN World Food Program (WFP) - coordinates international food relief commodities.

f. UN Development Program (UNDP) - maintains representation in most disaster-prone countries and coordinates UN development activities.

g. World Health Organization (WHO) - monitors health and nutritional conditions in disaster-prone countries, engages in disease eradication and prevention programs, and supplies drugs and personnel for disaster relief operations.

4. Non-Governmental Organizations (NGOs)

a. International Committee of the Red Cross (ICRC) - provides humanitarian aid to victims of natural and man-made disasters; visits and assesses condition of prisoners.

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b. League of Red Cross Societies (LORCS) - issues appeals to, and coordinates relief efforts and contributions of worldwide Red Cross, Red Crescent, Lion & Sun Societies, through its headquarters in Geneva. Through local member societies, distributes relief supplies, and provides first-aid and medical personnel.

5. Intergovernmental Organizations - include entities such as the European Economic Community, the Organization of American States, the Countries of the Caribbean Community, Islamic Development Fund. These groups may choose to contribute relief supplies or finance relief efforts collectively.

C H A P T E R 2

L E G I S L A T I V E A N D E X E C U T I V E A U T H O R I T I E S

2A. Legislative and Executive Authorities

The basic authority for providing disaster relief is contained in the Foreign Assistance Act of 1961, as amended, and the Agricultural Trade Development and Assistance Act of 1954, as amended.

1. Foreign Assistance Act of 1961 (the Act)

a. Sections 491-493 authorize the President to furnish assistance for disaster relief, rehabilitation, preparedness, prediction and contingency planning and to appoint a Special Coordinator for International Disaster Assistance. The Administrator of the Agency for International Development is usually designated as the Special Coordinator for International Disaster Assistance.

b. In addition, the Congress has from time to time authorized the appropriation of money to be used for relief, rehabilitation, and reconstruction in specific countries or regions where disasters have occurred (e.g., Sections 494 and 495 of the Act).

c. Section 106 - Authorizes the President to furnish assistance for programs of reconstruction following natural or man-made disasters.

d. Section 491 (b) - Subject to the limitations in section 492, and notwithstanding any other provision of this or any other Act, the President is authorized to furnish assistance to any foreign country, international organization, or private international 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. (Section 492 imposes funding limits.)

e. Section 492 (b) - Authorizes the obligation of up to \$500,000 in any fiscal year against appropriations under this part for use in providing assistance in accordance with the authority and general policies of Section 491. Amounts subsequently appropriated under this chapter with respect to a disaster may be used to reimburse any appropriation account against which obligations were incurred under this subsection with respect to that disaster.

2. Agricultural Trade Development and Assistance Act of 1954
(P.L. 480)

a. Section 201 of P.L. 480 authorizes the President to furnish agricultural commodities to meet famine or other urgent or extraordinary relief requirements.

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b. The above authorities have been delegated to the Administrator of A.I.D. under the Act by Executive Order 12163 and IDCA Delegation of Authority No. 1, October 1, 1979, and under P.L. 480 by Executive Order 12220 and IDCA Delegation of Authority No. 5 of June 27, 1980.

c. Section 104(d) of P.L. 480 authorizes the President to use foreign currencies which accrue in connection with agricultural commodity sales for assistance to meet emergency or extraordinary relief requirements other than food. However, the commodity sales agreements normally limit the uses of such foreign currencies. Therefore, the authority of this section is only useful in those cases in which the sales agreements permit the contemplated use of the currencies, or the country otherwise agrees to such use.

d. Procedures for utilizing P.L. 480 Title II commodities as emergency assistance in responding to a disaster are given in Handbook 9 - Food for Peace, Chapter 9 - Emergency Projects.

3. Department of Defense Directive 5100.46 - provides for the request of the services of the U.S. military in providing foreign disaster relief (Appendix B).

4. Public Health Service PHS.hf 20-70 - establishes that the Public Health Service shall respond promptly to AID/OFDA requests for assistance during foreign disaster emergency relief operations.

2B. Delegations of Authority

The Director of AID's Office of U.S. Foreign Disaster Assistance (OFDA) and the Chief of the U.S. Diplomatic Mission have primary responsibility for initiating and coordinating U.S. Government disaster assistance.

1. Office of U.S. Foreign Disaster Assistance (OFDA)

a. The focal point of the U.S. Government disaster relief activity is the Office of U.S. Foreign Disaster Assistance. The Director of OFDA has been delegated authority to take the following actions:

(1) Coordinate U.S. foreign disaster relief responses;

(2) Obligate and/or authorize funds, subject to availability as verified by the Program Accounting Division, Office of Financial Management (FM/PAD), in an amount which does not exceed \$3,000,000 per obligation. (Greater amounts require the approval of the Administrator.)

(3) Engage in disaster preparedness activities;

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(4) Make procurement of supplies and services, including transportation, from U.S. military sources or other Federal agencies. (See Chapter 5, Disaster Relief Procurement Authorities and Procedures);

(5) Make emergency procurement (other than transportation) from other than Federal agencies during the first 72 hours of a disaster and when SER/CM Representative is not available. The total amount of contracts and grants executed pursuant to this authority is limited to \$100,000 (including the Chief of Mission's \$25,000 authority) for any one disaster. (See Chapter 5, Disaster Relief Procurement Authorities and Procedures.)

(6) Approve in writing any extension of the 60-day emergency period or the 90-day rehabilitation period.

b. OFDA has the responsibility for coordinating U.S. Government assistance to victims displaced within their own country as a result of natural or man-made disasters. OFDA does not normally have the responsibility for coordinating U.S. Government assistance to disaster victims who cross the border from their own country to another country. Such refugees fall within the Migration and Refugee Assistance Act of 1963 under which U.S. Government assistance is provided through the Bureau for Refugee Programs in the Department of State.

c. The Administrator provides policy direction to OFDA on the disaster relief program.

2. Chief of the U.S. Diplomatic Mission (CM)

The responsibilities of the Chief of Mission are fully described in Chapter 3.

a. The CM is responsible for determining that a disaster exists. Without the CM's disaster declaration, USG disaster relief may not be provided.

b. Exercise of the disaster authority enables the CM to obligate up to \$25,000 in cash, supplies, or services to assist disaster victims. Any expenditures in excess of the \$25,000 authority must be approved by OFDA.

c. The CM is also responsible for monitoring the distribution and use of relief supplies to ensure that they reach the disaster victims.

d. The CM is responsible for providing accurate reporting of the disaster relief effort to OFDA through regular situation reports and a final summary report upon conclusion of the relief effort.

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CHAPTER 3

RESPONSIBILITIES OF MISSIONS

3A. Purpose

To review the actions expected of Missions or diplomatic posts when a disaster is imminent or has occurred; to present guidelines for decisions confronted by Chiefs of Mission (CM) and Mission Disaster Relief Officers (MDRO); to indicate additional sources of information for Mission planning and organization for disaster preparedness and relief.

3B. Defining the Disaster Concept

Disasters have considerable potential for disrupting, retarding or altering the course of economic development. In practice, disasters are often stereotyped in the classic abrupt and violent model of the earthquake or hurricane. It is important to include as possible disasters other phenomena that are less easily differentiated from development problems: droughts, food shortages, and epidemics are often slow-onset disasters with composite roots in processes of environmental degradation such as overgrazing, deforestation and poor farming practices. In addition, primary disasters such as earthquakes or hurricanes may trigger secondary disasters: floods, landslides, fires or civil disturbances. (See 3F below.)

3C. Disaster Preparedness

Disaster planning and preparedness, by identifying the hazards present in a given country or region, the vulnerability of population and infrastructure, and the resources available for relief and rehabilitation, allows the disaster manager flexibility in anticipating the range of possible disasters and dealing with their effects. Disaster preparedness is the ideal point at which to enter the disaster cycle.

Integrating disaster preparedness with development programs requires a broad-based strategy that moves from the technological analysis of the hazards and possibilities for preventing or lessening the impact of disasters to the organizational specifics of training disaster relief personnel and setting up disaster management teams. OFDA can provide (from its own staff or through established relationships with technical, scientific and disaster training and management organizations) a wide range of supporting activities, literature, and training at the request of the CM or MDRO. Examples include hazard management surveys, hazard monitoring, disaster preparedness workshops, and sponsorships of training of emergency management officials. Such activities can promote host country awareness of hazards and reinforce both host Government and Mission capability for disaster management and response.

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Mission disaster preparedness centers on the CM's designation of a Mission Disaster Relief Officer (MDRO) and the development of a Mission disaster relief plan (MDRP).

3D. Mission Disaster Relief Officer

The MDRO should be a senior officer of the Embassy or of one of its agencies, should be a U.S. citizen, should report directly to the Ambassador, and should be a member of the Emergency Action Committee. The MDRO has responsibility for assuring that a Mission Disaster Relief Plan is prepared and maintained and that key Mission personnel are aware of the actions the Plan entails.

3E. Mission Disaster Relief Plan

1. The MDRP should indicate the hazards and areas of vulnerability facing the host country. It should provide a framework for Mission actions in

- a. defining which events can be classed as disasters;
- b. assessing disaster damages and relief requirements;
- c. organizing Mission response to disasters;
- d. supporting host country government response, and
- e. coordinating the USG relief and rehabilitation efforts with OFDA and other donor organizations

A sample Table of Contents is provided in Appendix D.

2. The MDRP should contain baseline data on essential disaster relief resources for health and sanitation, transportation, communications, shelter, food and water supplies and disaster equipment. It should provide current contact lists for all disaster managers likely to be involved in a country or regional relief effort. It should contain the organization and structure of the Mission disaster relief team, defining roles and tasks Embassy/Mission staff will take on during disaster assistance efforts.

3. Plan formats, disaster assistance procedures, and guidelines are addressed in OFDA's Model Disaster Preparedness and Relief Plan. Recently prepared Mission plans and Mission disaster relief planning guidance papers are available on request from OFDA. (See Appendix D.)

4. Plans should be centrally located, revised annually or as often as needed, and integrated with the Emergency Action Manual.

3F. The Disaster Determination

1. When a hazard reaches proportions that threaten the stability of a host country's economy and social organization, a disaster determination by the Chief of Mission may be appropriate. (Note: in countries where no U.S. diplomatic Mission is present or in the event of a multi-country disaster, a disaster determination may be made by the Deputy Assistant Secretary of State for the appropriate geographic bureau.) A disaster determination is a prerequisite for U.S. Government relief aid, but is not required for diversion of Food for Peace commodities. The CM makes such a determination after verifying that:

- a. a disaster (as defined below) exists;
- b. the disaster is of such magnitude that it is beyond the ability of the host government to respond adequately;
- c. disaster assistance is desired by the host government;
- d. it is in the interests of the U.S. Government to provide assistance.

2. As noted in 2FAM 060-061.1, foreign disasters comprise both acts of nature and acts of man which disrupt social and economic life. A foreign disaster is defined as one which occurs outside the United States, its territories, or possessions and may be:

- a. A violent act of nature, such as, flood, hurricane, fire, earthquake, volcanic eruption, landslide;
- b. An act of man, such as, civil strife, border conflict, riot, displacement of large numbers of people, explosion, fire;
- c. An accident of serious proportions;
- d. A slowly developing catastrophe caused by nature or man's neglect, or both, such as drought, famine, epidemic; or
- e. A potential calamity, including ecological threats, menacing lives and property and requiring prevention or monitoring measures.

3. When a disaster determination has been made, the Office of U.S. Foreign Disaster Assistance (A.I.D./OFDA) is to be notified by cable or telephone immediately with written confirmation following as soon as possible. OFDA duty officers can be reached at all times at (202) 632-8924, or through the State Department Operations Center at (202) 632-1512.

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4. OFDA should also be alerted to potential or developing disasters in host or neighboring countries as soon as the situation suggests that USG assistance may be required. This facilitates, and enhances OFDA's response and enables the Mission and OFDA to explore possible alternate forms/channels of assistance.

3G. Disaster Assistance Authority (DAA)

The Disaster Assistance Authority allows the CM to obligate up to \$25,000 in cash, supplies or services from the international disaster assistance account without prior A.I.D. approval, and to apply USG resources within the country (e.g., P.L. 480 food, USG equipment or personnel), once a disaster determination has been made and OFDA has been notified.

1. Sample uses of the DAA include:

- a. cash donations to organizations active in the relief effort;
- b. local purchase of supplies and equipment;
- c. funding of transportation of supplies donated by disaster relief organizations;
- d. requests for supplies, equipment and services from in-country or nearby U.S. military sources;
- e. reimbursement of other USG agencies for disaster relief services and;
- f. acquisition of disaster supplies from OFDA stockpiles.

2. Locally available supplies especially from the private sector, are nearly always preferred as they can be speedily obtained and their purchase supports the local economy. Inventories of suitable equipment and material should be made in advance by host country governments and Mission disaster relief staff.

3. Self-Help. Whenever feasible, stricken countries should be urged to meet needs from their own resources in both preparedness and relief activities. A self-help component may be integrated into Mission-supported assistance.

4. PL-480 Title II stocks may be diverted from in-country development projects; thereby permitting rapid distribution from existing facilities.

5. Requests for relief supplies from the OFDA stockpiles or U.S. sources, or for military supplies and services, and services of other USG agency specialists from the United States must be made through OFDA.

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6. Transportation. Surface transportation both to and within the host country should be used whenever possible. U.S. military equipment, especially aircraft, should be used only if other options (commercial or voluntary agency) are unavailable or cannot meet needs within the required time frame. Airlift of material is extremely costly.

7. U.S. Military Equipment. Only in exceptional cases of extreme need are offers of U.S. military aircraft or field hospitals justifiable. Offers of these services require OFDA and DOD approval.

8. Unsolicited Assistance. Unsolicited offers of equipment, supplies, and services are the rule rather than the exception in disaster relief situations. Missions should screen all such offers to ensure that they are appropriate for victims' needs and culture, and that they will not require costly transportation and distribution. Inappropriate clothing and food and out-of-date drugs are common unsolicited items.

9. The CM may not use his DAA to declare a disaster outside of the host country.

* 3H. Assessment

1. Assessment is that process which enables the manager of a disaster response (the Chief of Mission or his designee in the case of a U.S. response) to identify and quantify the effects of the disaster in relation to the conditions which existed previously. This provides a basis for identifying response resource needs and estimating the commitment and capability of the host government and other donors to meet these needs; the U.S. response should focus on appropriate specific needs and attempt to avoid duplication. Assessment is enhanced by good baseline data and confidence in the provider of the data. Assessment is often based initially on fragmentary and exaggerated reports, and becomes progressively more accurate and precise as additional information becomes available. The U.S. Mission is encouraged to obtain visual site reporting by Country Team officers as quickly as possible, and to urge host government and other donors to share their findings as well. Sample assessment formats for the five critical sectors are included as Appendix E of this Handbook. The use of these formats by various observers can facilitate the review and collation of raw data in the assessment process.

2. Assessment information should focus on identifying the resources left intact or in functioning order after the disaster a comparison of the needs created by the disaster and remaining resources serves as a check that the requirements identified are realistic, again reinforcing the value of preparedness. The emphasis in needs identification must be on precision; speed has proven to be less important than reliable information. Relief actions may have long-lasting effects on various economic sectors or political developments in the stricken country.

3. U.S. Missions should deploy Country Team officers insofar as appropriate and practicable in disaster field assessment operations, and to participate in multi-donor assessment efforts. Missions should also seek and evaluate assessment information from all sources, and should encourage the

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* formation of a mechanism (ideally, before a disaster occurs) for the exchange of information among the host government, other donors and private organizations and individuals in whom the Mission has confidence. If requested by the Mission, OFDA will provide TDY personnel to assist in the assessment. Depending on expertise required and specific time constraints, OFDA may deploy members of its own direct hire or contract staff or request TDY assistance from AID Washington or field organizations or from other branches of the U.S. Government, including the Department of Defense.

4. In situations in which existing local transportation and communications services become inoperable or are otherwise unable to support rapid field assessment, the Chief of Mission may request OFDA to authorize establishment of a special Disaster Area Survey Team (DAST) which may be internally self-sufficient in terms of logistics, transportation and communications. The OFDA DAST authorization will enumerate skills, assets, and support services to be included, and the duration of the DAST operations. The DAST organization is limited exclusively to assessment functions. The Chief of Mission should assign an officer, preferably a member of the Country Team, as chief of the DAST, the composition of which may include U.S. civilian personnel, U.S. military personnel, and foreign nationals as appropriate. Military personnel report to the Chief of Mission through the Mission-appointed DAST chief. Missions are reminded to review status-of-forces type issues when suggesting military participation in a DAST, and to comply with military requirements for liability waivers and security. Missions may contract appropriate personnel, aircraft, vehicles, etc., which may be available locally and are needed to support DAST or other assessment efforts within the total funding level of the DAA or as otherwise authorized by OFDA.

3I. Coordination

*

1. Assessment data should be transmitted to other donors and compared with any other assessment data available. Coordination is the key to translation of accurate assessments into an effective relief program. Within the U.S. Government, response coordination between the Mission/Embassy, OFDA, and other A.I.D./W entities and U.S. Military groups is essential.

2. In most disasters, international and volag assistance must also be coordinated with the U.S. effort. United Nations Development Program Resident Representatives have been designated coordinators of the United Nations disaster assistance programs and have often played the same role for coordination of international relief efforts.

3. It is important that the Mission identify international, other bilateral, and voluntary agency donors in-country and maintain contact with them as part of its preparedness program.

4. Annual or semi-annual meetings of donors in-country can provide a strong framework for a coordinated assistance program; donor meetings during a relief operation are essential.

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3J. Reporting

1. Immediate notification of a disaster determination by the CM, regular situation reports, follow-through actions, and a final summary disaster report on each disaster relief operation must be sent to OFDA promptly. Sample formats for these communications are presented in Appendix F.

2. The Mission is responsible for monitoring distribution and use of disaster materials to ensure that they reach disaster victims.

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C H A P T E R 4
F I N A N C I N G

4A. Purpose

To provide procedures for financing disaster relief efforts. The funding procedures for both Missions and AID/W, because they are often interrelated, are included in this chapter. See also Financial Management, AID Handbook No. 19.

4B. Agency Responsible for Financing the Program

Except for food commodities provided under the P.L. 480 program, AID pays for U.S. Government foreign disaster assistance from appropriated funds. It reimburses other Federal agencies for disaster relief supplies, personnel, and services provided by them at AID's request. See 1E6 of Section 1 of this Handbook.

4C. Countries Without AID Missions

In countries where no AID Missions exist, the Diplomatic Mission performs the functions shown herein for Mission actions.

4D. Categories of Funds

Funds available to AID for the International Disaster Assistance Program include:

1. International Disaster Assistance Account (IDA) - Both Mission and AID/W expenditures for emergency relief are charged against the International Disaster Assistance Account. The allottee for the account is the Director, Office of U.S. Foreign Disaster Assistance, in AID/W. The OFDA has the authority to take action regarding the use of funds provided in the International Disaster Assistance Account as defined in Chapter 1 of this Handbook. Except for the Chief of Mission's \$25,000 Disaster Assistance Authority, no obligations are to be made against this account without advance approval of OFDA.

2. Special Appropriations - In the case of a massive disaster, the Congress may make a special appropriation tied to the particular disaster, or may authorize diversion of funds originally programmed for other purposes.

3. Borrowing/Transfer Authorities - When IDA funds are low or insufficient to respond to a particular disaster or future worldwide disasters, OFDA may request additional funds by:

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a. Transferring up to 10% of the appropriated amount from any other AID account available (determined by the Administrator and PPC); and/or

b. Borrowing up to \$50 million from any other AID appropriated account(s) (determined by the Administrator and PPC). This/these account(s) may be reimbursed if supplemental funds are appropriated for that disaster or for the worldwide disaster assistance account.

4E. Obligation/Accounting Procedures

1. When a U.S. Chief of Mission has determined that a disaster situation exists and exercises his/her \$25,000 Disaster Assistance Authority, the AID Mission or Diplomatic Mission advises AID/W by telegram, attention: AID/OFDA and AID/M/FM/PAD. Upon receipt of a disaster declaration, OFDA requests M/FM/PAD to record the obligation and notifies Mission of appropriate fiscal data by return telegram.

2. For those disasters in which the funds committed are \$25,000 or less and are administered by the Chief of Mission, the U.S. Mission assures that the total costs incurred do not exceed that account and is requested to provide M/FM/PAD with copies of the obligating documents.

3. Where funds are committed in excess of \$25,000, the Mission (when appropriate) will maintain records to ensure that orders placed for goods and services do not exceed the funds allotted.

4F. Accounting Records

1. The International Disaster Assistance Account is an AID/W allotment and the related accounting records are maintained by M/FM/PAD. However, when field allotments are made from this account, U.S. Missions have accountability and responsibility for funds control.

2. M/FM/PAD will render such periodic reports to OFDA on the financial status of the accounts of specific disaster relief activities as OFDA may request.

4G. Disbursement Procedures

1. Disbursement against the International Disaster Assistance Account will be made either at the Mission or by AID/W, depending upon where the funds have been allotted.

2. Where payments are made by an AID Mission, the Advice of Charge procedure will be followed for advising AID/W of expenditures made, and the reverse is also true.

4G

3. For payments by a Diplomatic Mission where no AID Mission exists, the U.S. Disbursing Officer (USDO) servicing the post furnishes SF 1221, Statement of Transactions According to Appropriations, Funds, and Receipt Account, with supporting vouchers to AID/W addressed the Office of Financial Management, Program Accounting Division (M/FM/PAD). Where an AID Mission exists, the SF 1221, together with supporting documents, will be forwarded to AID/W by the Mission in the usual manner.

4. All disbursement documents and invoices must show pertinent appropriation, budget plan code, and control numbers.

5. In those cases where suppliers' invoices are submitted to AID/W, OFDA will review the invoices for correctness and propriety. They will be submitted to M/FM/PAD for payment.

6. In some instances, the U.S. relief assistance may take the form of a cash grant to a voluntary agency or to an international organization. Under most circumstances, the funds are transferred to the recipient organization through a simplified Letter of Agreement and check or FRLC (Federal Reserve Letter of Commitment). If the Agency has already issued a FRLC to the organization, the funds will be transferred under that FRLC. If a FRLC does not exist but the circumstances meet the criteria, a FRLC will be issued. A Federal Reserve Letter of Credit is used when it is anticipated that continuing relationships will be maintained with the recipient organization for at least one year, and payments to the organization will total at least \$120,000 for the year.

CHAPTER 5
DISASTER RELIEF PROCUREMENT
AUTHORITIES AND PROCEDURES

5A. Purpose

This chapter provides information on the authorities and procedures for procurement necessary to support an effective disaster relief effort.

5B. Authorities

Authority to sign contracts or grants for disaster relief purposes has been delegated as follows:

1. After disaster assistance funding is authorized, Mission Directors or Chiefs of Mission may sign contracts or grants up to the amount to which they have been redelegated general contract and grant authority through the Office of Contract Management (M/SER/CM). If such general authority has not been delegated, they may sign contracts or grants up to \$25,000 for disaster relief purposes. When entering into certain types of service contracts (for air and ground transportation), it is essential to assure that the U.S. Government is protected against certain types of liability. The following is a general insurance clause that OFDA recommends for Mission use. It may be modified to meet specific Mission situations:

"The Contractor shall maintain in full force, during the period of this contract, all liability insurance, compensation insurance, and all usual forms of insurance coverage at the Contractor's expense. The Contractor further agrees and does hereby indemnify and hold free and harmless the Agency for International Development from any and all claims or demands, either in law or in equity, arising out of or by virtue of agreements with the Agency for International Development."

2. The Director, Office of U.S. Foreign Disaster Assistance, may sign contracts or grants for emergency disaster relief. This contract/grant authority may be used to make emergency procurement (except of transportation) from other than Federal agencies during the first 72 hours of a disaster and when a M/SER/CM Representative is not available (for transportation, see following paragraph; for "other than Federal agencies," see 5E1). The total amount of contracts and grants executed pursuant to this authority is limited to \$500,000 (including the Chief of Mission's \$25,000 authority) for any one disaster. Such contracts or grants must be fully documented in accordance with 5F1b and signed within 15 working days after the order unless extended in writing by the Director, M/SER/CM. This authority includes immediate replenishment of

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expended stockpile reserves, but does not include procurement of any new commodities for these stockpile reserves.

3. The Transportation Support Division in the Office of Commodity Management (M/SER/COM/TS) has been delegated authority to procure commercial air, sea, or land transportation requested by OFDA for disaster relief purposes through Government Bills of Lading.

4. The OFDA is responsible for obtaining necessary assistance, including military transportation, from the U.S. military and other Federal agency sources.

5. The M/SER/CM will sign all contracts and grants, not covered by 5B1 through 5B4 above, except grants to foreign governments which are signed by the Director, OFDA, or the regional assistant administrator. Grants to international organizations composed primarily of foreign governments may be signed by the Director, OFDA, or by M/SER/CM when they are regionally funded.

5C. General Policy

The policies and procedures of Federal Procurement Regulations and A.I.D. Procurement Regulations shall be observed. Advance arrangements should be made by the Mission Disaster Relief Officer with appropriate funds control and contracting officers in the Mission for deviations and exceptions that allow the Chief of Mission or the Mission Disaster Relief Officer to effect prompt purchase and delivery of supplies when the need is urgent. Advance arrangements between M/SER/CM and OFDA are set forth in 5F.

5D. Definitions

For purposes of this chapter:

1. "Emergency procurements" are those made by OFDA or M/SER/CM where the need is compelling and of unusual urgency and where the U.S. Government's humanitarian assistance efforts would be seriously jeopardized if the commodities or services to be procured were not furnished within a very limited period of time.

2. "Routine procurements" are those procurements not within 5E1. They include those procurements which, although not "emergency" or "disaster," are to be made on an expedited basis.

5E. Procurement from U.S. Military Sources or other Federal Agencies

1. Emergency Procurements

In times of emergency, arrangements for obtaining emergency supplies, services (including military transport) and personnel from other Federal agencies are made by OFDA by the most expeditious means possible, which is usually by telephone. OFDA obtains information on availability and estimates of cost, assures that sufficient funds are available for reimbursement, and advises the agency involved of appropriate funding symbols to be used on vouchers requesting reimbursement. Telegrams to the Mission in the disaster stricken country advising of these arrangements and costs involved, and the estimated time of departure and arrival of the supplies or personnel, with copies to the agency providing the assistance, generally serve as documentation of the order.

2. Routine Procurement

Routine procurements from other Federal agency sources are made by the M/SER/CM/SOD or M/SER/MO/RM/AP in accordance with Handbook 12 - Use of Federal Agencies.

5F. Procurement from Sources Other Than Federal Agencies

1. Emergency Procurement made by OFDA, M/SER/CM, or M/SER/MO/RM/AP:

a. Procedure

(1) As soon as possible after receipt of a disaster declaration by a Chief of Mission, OFDA notifies the Chief, Services Operations Division (M/CM/SOD) of the fact. The Chief will designate a M/SER/CM Representative who will join the OFDA staff for the period during which emergency procurements are made. The M/SER/CM Representative will act as Contracting Officer and give advice and assistance to OFDA in making emergency procurements. The M/SER/CM Representative will join the OFDA staff no later than 72 hours after receipt of the declaration of a disaster. OFDA may sign contracts, grants, and purchase orders when the M/SER/CM Representative is not available; at all other times, the M/SER/CM Representative will sign all emergency contracts, grants, and purchase orders. Exceptions to the foregoing is transportation which will be provided as indicated in 5Flc; and procurement under Federal Supply Schedules which will be processed through M/SER/MO/RM/AP:

(2) OFDA or M/SER/CM places orders for emergency relief supplies which are not contained in the stockpile using one of the following methods;

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5Fla(2)

(a) If an indefinite delivery type contract for the particular supplies exists, OFDA or M/SER/CM contacts the supplier by telephone or other expeditious means and orders the necessary quantity of the commodity; or

(b) If an indefinite delivery type contract for the particular supplies does not exist, OFDA or M/SER/CM purchases such supplies by soliciting bids by telephone or other expeditious means. Three or more sources should be solicited if possible. Selection of the supplier is based on ability to meet specifications and delivery deadlines and, as appropriate, on cost.

(3) Regardless of which of the above procedures is used, a written order or contract by OFDA, M/SER/CM, or M/SER/MO/RM/AP will be prepared and fully executed within 15 working days after the initial order is placed. If the procedure in 5Fla(3)(a) is used, the ordering document set forth in the indefinite delivery contract is used. If the procedure in 5Fla(3)(b) is applicable, the contract documents consist of the SF 26, "Award/Contract," and SF 32, "General Provisions (Supply Contract)"; or, if the contract is for less than the small purchase limitation, the SF 147, "Order for Supplies or Services," is used. Each of the above documents is numbered in accordance with procedures established by M/SER/CM. Since the contract, order, or SF 147 is necessary for the supplier to receive payment, the document must be validated that funds are available before it is sent to the supplier. Validation is obtained from the Office of Financial Management, Program Accounting Division (M/FM/PAD). Procurement under Federal Supply Schedules is to be requested on Form AID 5-7. M/SER/MO/RM/AP will then prepare the SF 147 and have validated by FM/PAD. Standard forms cited above are available from the Distribution Branch (M/SER/MO/PUM), AID/Washington.

(4) Exceptions to generally applicable requirements:

(a) Equal Employment Opportunity - An equal opportunity compliance review is not required prior to contract award if the exigency of the situation does not permit it. However, the equal opportunity clause is included in these contracts as a part of the Standard Form 32, or other General Provisions.

(b) Small Business - The small business set-aside review procedures are not applicable to procurements if the exigency of the situation does not permit it. However, the Office of Small Business will, whenever feasible, provide OFDA with a list of potential suppliers.

5F1

b. Documentation

Each procurement made by OFDA or M/SER/CM will be fully documented within 15 working days after the order is placed. Documentation consists of:

(1) Project Implementation Order Commodities (PIO/C); Project Implementation Order Technical Services (PIO/T); or Purchase Order; and

(2) A memorandum of negotiation stating:

(a) The name of the individual in OFDA or M/SER/CM who made the solicitations and placed the order.

(b) The firms contacted and the name and title of the individual in the firm.

(c) The quantity, delivery schedule, and cost quoted by each firm, or a negative response.

(d) Any adjustments made in quantity, delivery schedule, and/or cost as a result of negotiations;

(e) Any other factors pertinent to the negotiation; and

(f) Reasons for making the award to that firm.

c. Transportation

At the request of OFDA, Transportation Support Division (M/SER/COM/TS) will obtain commercial transportation necessary. Usually telephone solicitation will be made, in the interests of expediency, for offers of services and applicable charges. Selection of the Carrier(s) will be based upon the carrier's ability to meet the shipment's requirements, including destination delivery deadlines and, as appropriate, costs. M/SER/COM/TS will notify the selected carrier by telephone, and will issue Government Bills of Lading (GBL's) to the selected carrier(s). The funds cited in these GBL's will be as previously furnished by telephone by OFDA to M/SER/COM/TS. Upon request from M/SER/COM/TS, the Office of Management Operations will furnish to M/SER/COM/TS, a quantity of unaccomplished GBL's to be used for OFDA shipments. Accountability for these GBL's will be maintained in accordance with applicable Federal regulations.

In those cases involving transportation of replacement commodities to OFDA stockpiles, OFDA may determine that it is in the interest of the United States Government to have the U.S. Dispatch Agency or the supplier arrange transportation.

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2. Routine Procurements

a. Contracting Office - All routine procurements are made by M/SER/CM, except transportation.

b. Procedures - At the request of OFDA, M/SER/CM/SOD will issue contracts for routine procurements in accordance with normal procedures. OFDA will provide M/SER/CM/SOD with a Project Implementation Order Commodities (PIO/C), Project Implementation Order/Technical Services (PIO/T), or other purchasing authorization which includes specifications of the supplies or services, delivery requirements, funding citations, and other necessary documentation. Transportation will be provided as indicated in 5Flc.

3. Unsolicited Offers

On occasion, suppliers offer items to AID which would be useful in the event of a disaster either at a reduced price, at no charge, or merely for the cost of transportation. OFDA will advise M/SER/CM/SOD of the items, quantity, delivery date, and the price at which the item is offered. OFDA, in consultation with M/SER/CM/SOD, will determine whether the offer should be accepted based on the need for the item and anticipated savings. If the item is to be accepted, M/SER/CM/SOD awards the contract. If only transportation charges are involved, OFDA will arrange to have a Government Bill of Lading issued by M/SER/COM/TS.

4. Semiannual Review

Semiannually, OFDA and M/SER/CM/SOD will review all procurements, both emergency and routine, made by or for OFDA to determine whether special procurement arrangements should be made for certain commodities or services; e.g., an indefinite quantity contract, stockpiling, increased leadtime.

5G. Support Grants

1. In Washington

Support grants are concerned with providing voluntary agencies, the American National Red Cross and international organizations with A.I.D. funds for supplies or services or carrying out a relief program. The prospective grantee may request funds from A.I.D. or A.I.D. may ask the prospective grantee to perform a particular disaster relief function for which it will contribute a specified sum. Information for the grant is obtained by OFDA (i.e., name of grantee, address, purpose of grant, beginning and completion dates, amount, funding, information, etc.) and provided to M/SER/CM on a PIO/T or PIO/C. M/SER/CM prepares the grant.

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If the grant is to a foreign government or international organization composed primarily of foreign governments, it is signed by either the Director, OFDA, or the regional assistant administrator. Otherwise, M/SER/CM signs it. M/SER/CM provides priority service for disaster related grants.

2. In the Field

Support grants to U.S. or local voluntary agencies for supplies, services, or carrying out a relief program should be prepared in accordance with instructions in AID Handbook No. 13 - Grants. If there is no AID Mission in the disaster country OFDA will cable the grant language to be used.

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060

FOREIGN DISASTER EMERGENCY RELIEF

061 GENERAL POLICY

(TL:GEN-219 9-20-84)

(Uniform State/AID Regulations)

In the event of foreign disaster the United States may provide emergency relief assistance as a humanitarian service consistent with U.S. foreign policy goals. Assistance shall to the greatest extent possible reach those most in need of relief and rehabilitation. U.S. assistance supports and encourages host country participation in disaster preparedness activities and supplements rather than replaces host country disaster relief resources.

061.1 Foreign Disaster

A foreign disaster is an act of nature (such as a flood, drought, wild-fire, hurricane, earthquake, volcanic eruption, or epidemic) or an act of man (such as a riot, violence, civil strife, explosion-fire) which is or threatens to be of sufficient severity and magnitude to warrant U.S. emergency relief assistance outside of the United States and its Trust Territories. The severity and magnitude of a foreign disaster is determined by taking into account the extent of damage compared to indigenous resources available for alleviating the suffering caused, and the extent of social or economic disruption. The U.S. Government, through AID/OFDA, can provide technical specialists to support interested governments faced with emergency situations which do not warrant a formal disaster determination. Often these services are provided on a reimbursable basis to governments or the private sector, through the U.S. Embassy in the affected country.

061.2 Disaster Assistance

Disaster assistance includes:

a. The analysis and study of the causes of disasters for the purpose of planning, in advance, the type of U.S. assistance that may be needed when disaster occurs.

b. Disaster preparedness or mitigation activities such as training foreign nationals in disaster management, vulnerability and risk analysis, public awareness, and damage assessment; promoting bilateral, regional, and international information exchange; conducting disaster-related research and applying technology (e.g., satellite early warning, tracking, and monitoring systems).

c. Developing operational disaster plans and rendering emergency relief (in coordination with other governments, their embassies, international agencies, U.S. voluntary agencies, and U.S. and foreign private assistance) to victims of natural and manmade disasters.

061.3 Emergency Relief

Emergency relief is aid which can be used immediately to alleviate the suffering of victims. Normally, it includes services and commodities as well as the rescue and evacuation of victims; the provision and transportation of food, clothing, medicines, beds, and bedding; temporary shelter; the furnishing of medical equipment, medical and technical personnel; and making repairs to essential services.

Emergency relief may be made available normally during an initial 60-day period following sudden onset of disaster (earthquake, cyclone, tsunami, etc.) During this emergency phase, the chief of mission may commit up to \$25,000. Commitments in excess of the initial \$25,000, and/or extension of the emergency phase beyond 60 days require prior approval of AID/W's Office of U.S. Foreign Disaster Assistance (AID/OFDA).

Short-term rehabilitation assistance is limited to help required to restore self-sufficiency to disaster victims. Such assistance is subject to AID/W approval and is normally limited to an additional 90 days beyond emergency relief phase.

Assistance required for long-term rehabilitation or full recovery (such as reconstruction) is subject to normal AID programming procedures, and is eligible for funding from the International Disaster Assistance Account, only when so authorized by Congress.

061.4 Disaster Preparedness

AID/OFDA maintains inventories of commonly required disaster relief commodities in one U.S. and four regional stockpiles from which they may be deployed rapidly to a scene of disaster only upon instruction from AID/OFDA. Commodities are located in New Windsor, Md., (Leghorn) Italy, Panama, Guam, and Singapore.

Disaster preparedness includes: 1) seminars and training for foreign disaster officials in disaster management; 2) direct technical assistance in national disaster planning for disaster-prone countries; 3) assistance to U.S. missions in the development of mission disaster plans; and 4) disaster-related technical assistance and technology transfer. These services in all aspects of emergency management are available to all countries and can be provided on a cost-sharing or reimbursable basis.

061.5 Authority

Department of State Delegation of Authority No. 104 of November 3, 1961, delegated to the Administrator, Agency for International Development, provides authority for funding and operational coordination of emergency disaster operations and disaster preparedness. This authority is derived from the Foreign Assistance Act of 1961, as amended (22

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U.S.C. 2292), (FAA) and from the Agricultural Trade Development and Assistance Act of 1954, as amended (Public Law 480, 83rd Congress; (7 U.S.C. 1704, 1721).

FAA Section 106. This section authorizes the President to furnish assistance for programs of reconstruction following natural or man-made disasters.

FAA Sections 491-493. These sections provide the basic authorities and guidelines for the Agency's involvement in disaster relief, rehabilitation, preparedness, prediction, and contingency planning. Section 493 authorizes the President to appoint a Special Coordinator for International Disaster Assistance.

062 RESPONSIBILITIES OF CHIEF OF MISSION

Responsibilities of the Chief of Mission are delineated in AID Handbook 8. (See Section 065 of Uniform State/AID regulations).

063 OBLIGATION OF FUNDS AND FISCAL REPORTING REQUIREMENTS

To utilize the authority to obligate the \$25,000 initial relief assistance, AID/W has established an allotment account known as the "International Disaster Assistance Account." The USAID (or in countries where there is no AID mission, the chief of diplomatic mission), or AID's Foreign Disaster Assistance Director is authorized to issue obligations against this allotment account up to \$25,000.

Should larger amounts of funds be necessary, recommendations should be made through channels and appropriate action will be taken in Washington to establish appropriate funding levels. OFDA may obligate, subject to availability of funds verified by the Program Accounting Division, Office of Financial Management (M/FM/PAD), an amount which does not exceed \$3,000,000. Greater amounts require the approval of the AID Administrator.

Chiefs of missions shall make no commitments of assistance in excess of the \$25,000 authority until additional funding levels have been approved by AID/W and missions notified of the appropriation, budget plan code, and control numbers.

Copies of the obligating documents issued by the diplomatic missions, the USAID, or by AID/W will be dispatched immediately to M/FM/PAD, AID/W.

064 REPORTING

Without delaying necessary and authorized emergency action, an immediate notification of a disaster, situation reports, follow-through actions, and a full summary report of each disaster relief operation is to be communicated to AID/OFDA. Guidelines for these reports are contained in Chapter 3 and Appendix F of AID Handbook 8.

065 FOREIGN DISASTER ASSISTANCE HANDBOOK (AID HANDBOOK NO. 8)

For detailed information and guidelines on U.S. Government foreign disaster policies, disaster preparedness activities, disaster operations, funding, reporting, surveys and assessments, procurement, stockpiling, health and technical assistance, see subject handbook. Copies of the handbook have been distributed to all diplomatic and AID missions.

066 RESPONSIBILITIES AT WASHINGTON HEADQUARTERS

066.1 General Responsibilities

The Department of State provides foreign policy guidance to AID in carrying out disaster relief activities. The Administrator of AID determines the extent to which AID funds and resources will be committed under this policy guidance.

066.2 Role of the Agency for International Development (AID)

The focal point of the U.S. Government disaster relief activity in Washington is the Office of U.S. Foreign Disaster Assistance (an independent office reporting directly to the Administrator of AID), Foreign Disaster Coordination Center. A disaster duty officer is on-call 24-hours a day including weekends and holidays. The OFDA Director is authorized by the AID Administrator to respond to U.S. mission requests for disaster assistance, to organize and coordinate the total U.S. Government disaster relief response, to procure supplies, services, and transportation, and to engage in disaster preparedness activities. AID reimburses other Federal departments and agencies for supplies and costs associated with personnel provided at AID's request.

AID geographic bureaus work with OFDA in determining the nature and extent of disasters to determine suitable plans of action. They provide additional temporary professional and clerical staff when the magnitude of a disaster requires augmentation of OFDA staff. When the emergency and short-term rehabilitation phases of a disaster evolve into reconstruction, the responsibility for disaster reconstruction passes from OFDA to the appropriate geographic bureau of AID.

The Office of Food for Peace (FFP) is responsible for all matters relating to Public Law 480 food commodities utilized in emergency relief. (See AID Handbook 9: Food for Peace (Public Law 480, Titles I, II, and III). FFP keeps OFDA informed of related mission and AID/W actions.

There are many other offices within AID which provide important services, resources, or administrative assistance to the disaster program. These are delineated in AID Handbook 8, Chapter 1.

066.3 Role of the Department of State

AID/OFDA receives foreign policy guidance from the Department of State through the appropriate regional bureau and office director. Other components of the Department which often participate with OFDA in foreign disaster operations are:

- a. Bureau of Consular Affairs (CA), is concerned with disasters in foreign countries as they affect U.S. citizens. It provides information on the welfare of private U.S. citizens residing abroad who are affected by disasters to concerned relatives in the United States. The Bureau assists in the transfer of emergency funds to U.S. citizens in disaster stricken areas and in arranging for their medical treatment and/or evacuation. In the case of the death of a U.S. citizen abroad, the Bureau assists the next of kin in arranging for the disposition of the remains and settlement of the estate.
- b. Bureau of International Organization Affairs (IO), provides guidance to State/AID regional bureaus and to OFDA in communicating with the United Nations and its specialized agencies or other international organizations when U.S. Government disaster assistance involves these organizations.
- c. Bureau for Refugee Programs (RP) has responsibility for coordinating assistance to refugees who cross the border from one country to another. AID/OFDA has the responsibility for assisting people displaced within their own country as a result of natural or manmade disasters. A single disaster may involve both situations, and interaction between OFDA and RP is essential to a balanced U.S. effort.
- d. State Operations Center (S/S-0), relays to OFDA or the OFDA Disaster Duty Officer communications received pertaining to foreign disasters and assists OFDA during evening hours and on weekends in the dispatch of immediate communications.

066.4 Role of the Department of Defense (DOD)

Department of Defense Directive 5100.46, of December 4, 1975, authorizes the designation of a Foreign Disaster Relief Coordinator in the Department of Defense. The DOD Coordinator responds to OFDA requests for assistance by providing and coordinating available U.S. military resources (equipment, supplies, transportation, personnel) necessary for rescue and relief operations. The Department of Defense Directive 5100.46 on its foreign disaster policy is contained in the Foreign Disaster Assistance Handbook 8 as Appendix B.

066.5 Department of Health and Human Services (HHS)

HHS's Office of International Health makes its Foreign Disaster Relief Liaison Officer regularly available to OFDA to provide guidance on health problems of actual or potential victims of foreign disasters. At AID's request, the Centers for Disease Control at Atlanta, Georgia, and the Public Health Service provide medical personnel, equipment, and supplies.

066.6 Other Federal Departments

Other Federal departments which are frequently involved in foreign disaster assistance include, but are not limited to, the Department of Agriculture, Department of Commerce, Department of Interior, the Executive Office of the President, the Federal Emergency Management Agency.

066.7 Role of U.S. Voluntary Agencies and the American National Red Cross

U.S. voluntary agencies registered with AID's Advisory Committee on Voluntary Foreign Aid, having educational, social, and health programs in less-developed countries, are eligible to receive grants of Public Law 480, Title II food in furtherance of such programs. AID may authorize voluntary agencies to utilize these stocks of Title II commodities for emergency relief under procedures specified in Handbook 9 - Food For Peace (Public Law 480, Titles I, II, and III).

Voluntary agencies often initiate their own disaster assistance programs in cooperation with the host governments. AID may assist these activities by making special grants of Public Law 480 food in addition to stocks on hand in the country, under procedures set forth in the aforementioned Handbook.

AID may make cash grants to voluntary agencies and to the American National Red Cross for foreign disaster assistance purposes. Decisions on grant assistance are made on a case-by-case basis and depend on the structure and capabilities of the agencies to launch and carry out anticipated projects.

066.8 International Community

The term "international community" includes donor countries and international organizations which participate in disaster relief and preparedness activities, such as the United Nations, World Food Program, League of Red Cross Societies, International Committee of the Red Cross, Organization of American States, Pan American Health Organization, and the North Atlantic Treaty Organization (NATO).

The U.S. Government encourages and participates with the international community in a multilateral approach to disaster preparedness and relief.

The U.S. Government, through AID, may, at its discretion, make contributions to internationally recognized organizations that are capable and willing to undertake a comprehensive disaster assistance program, if acceptable to the cooperating country. These contributions may be in the form of supplies, services, transportation, or cash grants, the extent of which is based on actual requirements and the contributions of other donor countries.

Contributions made to international organizations do not necessarily preclude the U.S. Government relief efforts for the same disaster on a bilateral basis or through U.S. voluntary agencies as long as such efforts are not duplicative.

(End Uniform State/AID Regulations)

067 through 069 (Unassigned)



ISA/DOD Number 5100.46
4 Dec 75

DEPARTMENT OF DEFENSE DIRECTIVE

SUBJECT: Foreign Disaster Relief

I. APPLICABILITY

The provisions of this Directive apply to all components of the Executive Branch which are directly or indirectly responsible to the Secretary of Defense, the Military Departments, the Organization of the Joint Chiefs of Staff, the Defense agencies, and the Unified and Specified Commands (herein referred to collectively as "DOD Components").

II. DEFINITIONS

A. "Department of State". All components of the Executive Branch which are directly or indirectly responsible to the Secretary of State including, but not limited to, the regional and functional bureaus of the Department of State; agencies such as the Agency for International Development, and State Department offices such as the Bureau for Refugee Programs.

B. "Foreign disaster relief". Prompt aid which can be used to alleviate the suffering of foreign disaster victims. (Normally, it includes humanitarian services and transportation: the provision of food, clothing, medicines, beds and bedding, temporary shelter and housing; the furnishing of medical material, medical and technical personnel; and making repairs to essential services.)

C. "Foreign disaster". An act of nature (such as a flood, drought, fire, hurricane, earthquake, volcanic eruption, or epidemic) or an act of man (such as riot, violence, civil strife, explosion, fire, or epidemic) which is or threatens to be of sufficient severity and magnitude to warrant United States' foreign disaster relief to a foreign country or foreign disaster relief to a foreign country or to an international organization.

III. POLICY

A. It is the policy that DOD Components will participate in foreign disaster relief operations only after a determination is made by the Department of State that foreign disaster relief shall be provided. The Department of State will then send a request to the Assistant Secretary of Defense (International Security Affairs) which indicates (1) the country(s), international organizations and/or individuals to be assisted; (2) the form of assistance requested; (3) the types and

amounts of material and services requested; (4) the amount of funds allocated to the Department of Defense accompanied by symbols showing the chargeable appropriation, allotment, and obligation accounts; and (5) such other information as is needed to permit effective participation by DOD Components in a foreign disaster relief operation.

B. Subject to overriding military mission requirements, the Department of Defense, as appropriate, will respond rapidly to Department of State requests as outlined in subsection IV.A.

C. Nothing in this Directive should be construed as preventing a military commander at the immediate scene of a foreign disaster from undertaking prompt relief operations when time is of the essence and when humanitarian considerations make it advisable to do so. The commander should report at once the action taken and request guidance in accordance with the provisions of this Directive.

IV. RESPONSIBILITIES

A. The Assistant Secretary of Defense (International Security Affairs (ASD(ISA))) is responsible for:

1. Determining the action which the Defense Department shall take in response to State Department requests to the Department of Defense for foreign disaster relief.

2. Informing the Joint Chiefs of Staff (JCS), the Military Departments, and other DOD Components, as appropriate, that funds have been allocated by the Department of State for participation by DOD Components in a particular foreign disaster relief operation.

3. Developing policies and procedures in conjunction with other agencies for use within the Department of Defense for participation in foreign disaster relief operations and assessing the overall effectiveness of these policies and procedures.

4. Initiating action upon request by the Department of State to acquire information regarding the capability and estimated cost of proposed DOD participation in a foreign disaster relief operation.

5. Informing the Assistant Secretary of Defense (Comptroller) of the contemplated use of funds or resources for foreign disaster relief operations.

6. Designating a DOD Coordinator for Foreign Disaster Relief who shall:

a. Serve as the DOD point of contact with the Department of State and other agencies involved in foreign disaster relief.

b. Coordinate DOD matters relating to foreign disaster relief operations.

c. Monitor each foreign disaster relief operation to ensure effective liaison and coordination between DOD Components and the

Department of State and other agencies involved.

d. Obtain timely information from State Department officials during specific foreign disaster relief operations, particularly with respect to funds allocated by them for reimbursement to DOD Components for foreign disaster relief costs.

e. Subject to policy control, act for the Assistant Secretary of Defense for International Security Affairs on other matters relating to foreign disaster relief.

B. The Assistant Secretary of Defense (Public Affairs) is responsible for developing, coordinating, and transmitting to the Joint Chiefs of Staff, the Military Departments, Unified and Specified Commands, and other DOD Components, policy guidance for public affairs activities in connection with foreign disaster relief.

C. The Joint Chiefs of Staff are responsible for:

1. Upon receipt of a request and funding authorization from the ASD(ISA), directing foreign disaster relief operations by appropriate DOD Components.

2. Providing the DOD Coordinator for Foreign Disaster Relief (a) copies of implementing instructions; (b) periodic situation reports which include an estimate of cumulative costs incurred, a description of DOD activities underway, an indication of significant problems encountered, and other pertinent information; (c) an after-action assessment which includes lessons-learned and recommendations to improve subsequent foreign disaster relief operations; and (d) other pertinent information concerning on-going disaster relief operations.

3. Developing in coordination with appropriate DOD Components and transmitting to unified and specified commanders instructions concerning the planning for the conduct of operations they may be expected to perform in the event of a foreign disaster.

4. Making arrangements to ensure that the DOD Coordinator for Foreign Disaster Relief is promptly informed of the location and extent of foreign disasters which may require foreign disaster relief.

5. Providing information concerning military capabilities to render assistance in a specific foreign disaster and the estimated costs of such assistance.

D. Commanders of Unified and Specified Commands are responsible for:

1. Conducting foreign disaster relief operations as directed by the Joint Chiefs of Staff or high authority.

2. Keeping the Joint Chiefs of Staff informed as to details involving actual participation in foreign disaster relief operations.

E. The Military Departments are responsible for:

1. Participation as requested by the ASD(ISA) or the JCS in specific foreign disaster relief operations.

2. Processing bills and vouchers for reimbursement in accordance with section VII.

F. Other DOD Components are responsible for providing information and assistance as requested by the ASD(ISA) or the JCS.

B. Upon receipt of an appropriate request from the ASD(ISA) or the JCS, the Defense Civil Preparedness Agency (DCPA) shall make available such of its resources for foreign disaster relief operations for overriding civil defense needs.

V. POINTS OF CONTACT

The Assistant Secretaries of Defense (Comptroller), (Health and Environment), (Installations and Logistics), (Intelligence), (Legislative Affairs), (Manpower and Reserve Affairs), (Public Affairs); the DOD General Counsel; the Secretaries of the Military Departments; the Director, Joint Staff; the Director, Defense Civil Preparedness Agency; the Director, Defense Intelligence Agency; the Director, Defense Supply Agency; the Director, Telecommunications and Command and Control Systems; and, other affected DOD Components shall each designate a single point of contact for foreign disaster relief matters and will advise the DOD Coordinator for Foreign Disaster Relief of the name/organization, duty hour and offduty hour phone number of the point of contact. To facilitate rapid DOD response to requests for foreign disaster relief, each point of contact shall give priority attention to requests for information or assistance on foreign disaster relief matters. This function shall be performed within existing personnel ceilings.

VI. REIMBURSEMENT

A. Bills and vouchers shall be processed by the Military Departments and forwarded as requested by the DOD Coordinator for Foreign Disaster Relief who will arrange to have them aggregated and forwarded to the Department of State for payment.

B. When preparing billings for reimbursement of costs incurred, the following guidelines apply:

1. Materials, supplies and equipment from stock will be priced at standard prices used for issues to Department of Defense activities, plus accessorial costs for packing, crating, handling, and transportation.

2. Materials, supplies and equipment determined to be excess to the Department of Defense will be available for transfer to the Department of State without reimbursement, in accordance with established DOD policies. Accessorial charges for packing, crating, handling, and transportation will be added where applicable.

3. Air and ocean transportation services performed by the Military Airlift Command (MAC) and the Military Sealift Command (MSC) will be priced, where applicable, at current tariff rates for DOD Components. Where tariff rates are not applicable, air transportation, whether provided by MAC or other aircraft, will be priced at the "Common-User Flying-Hour" rate for each type of aircraft involved and ocean transportation provided by MSG will be priced at "Ship Per Diem Rates."

4. Services provided by activities under DOD Industrial Funds other than MAC and MSC will be priced to recover direct and indirect costs applicable to reimbursements for services rendered to other Department of Defense activities.

5. Personal services furnished will be priced at rates to recover (a) actual salaries of civilian personnel plus the prescribed DOD percentage factor to cover holidays, leave, and other fringe benefits; and (b) actual per diem, travel, and subsistence expenses for both civilian and military personnel.

6. All other salaries furnished, not specifically covered above, shall be priced on a mutually agreeable basis and, if feasible, such prices shall be established prior to the services being furnished. Prices for such services shall be at the same rates that the Department of Defense would charge other Government agencies for similar or like services if such rates are available; otherwise the basis of pricing will be to effect full reimbursement of the Department of Defense appropriations for "out-of-pocket" expenses.

VII. EFFECTIVE DATE AND IMPLEMENTATION

This Directive is effective immediately. Two copies of the implementing instructions shall be forwarded to the Assistant Secretary of Defense (International Security Affairs) within 90 days.

CHAPTER PHS.hf: 20-70

FOREIGN DISASTER EMERGENCY RELIEF OPERATIONS

PHS.hf: 20-70-00	Purpose and Scope
10	Background
20	Definitions
30	Policy
40	Procurement of Supplies and Equipment
50	Responsibilities
60	Reimbursement

Exhibit PHS.hf: X20-70-1 Foreign Disaster Relief Coordinators

PHS.hf:
20-70-00 PURPOSE AND SCOPE

This chapter establishes policy for the employment of PHS resources in foreign disaster emergency relief operations and assigns responsibilities to officials in the Office of International Health, PHS, and the PHS agencies for carrying out this policy. There is no corresponding HHS chapter.

PHS.hf:
20-70-10 BACKGROUND

Foreign disaster relief is the humanitarian expression of concern for disaster victims any place in the world. It is conducted in the name of the people of the United States and involves the participation of Federal departments and agencies, voluntary agencies, and private groups.

The Office of Foreign Disaster Assistance (OFDA), Agency for International Development (AID), is charged with coordinating all U.S. Government foreign disaster relief in accordance with the mandate of the Congress to provide prompt assistance to alleviate human suffering caused by natural or man-made disasters. The Chief of the Mission in the country concerned is responsible for initiating, and OFDA/AID is responsible for coordinating, the response to foreign disasters by U.S. departments and agencies. Although foreign policy is vested in the Department of State, the operations and funding of foreign disaster relief assistance are vested in AID.

PHS.hf:
20-70-20 DEFINITIONS

A. Foreign Disaster

A foreign disaster is one which occurs outside the United States, its territories, or possessions and may be:

1. A violent act of nature such as flood, hurricane, fire, earthquake, volcanic eruption, or landslide.

2. An act of man such as civil strife, border conflict, riot, displacement of large numbers of people, explosion, or fire.
3. An accident of serious proportions.
4. A slowly developing catastrophe caused by nature or man's neglect, or both, such as drought, famine, or epidemic.
5. A potential calamity, including ecological threats, menacing lives and property and requiring preventive or monitoring measures.

B. Emergency Disaster Relief

Emergency disaster relief is aid given to alleviate immediately the suffering of disaster victims or to repair and restore essential services. U.S. Government assistance must be requested or wanted by the disaster-stricken country, and in no way supersedes or takes over the country's own responsibilities.

C. Emergency Disaster Period

Normally the emergency period does not extend beyond 60 days after the Chief of Mission exercises his disaster relief authority. If a longer period (beyond 60 days) appears likely, Missions are to request guidance from AID in Washington.

PHS.hf:
20-70-30 POLICY

Subject to overriding PHS requirements, PHS will respond rapidly to OFDA/AID requests for assistance in foreign disaster relief operations. In order to provide assistance at minimum cost to AID, the PHS response should utilize ongoing resources, including PHS personnel already assigned overseas.

PHS.hf:
20-70-40 PROCUREMENT OF SUPPLIES AND EQUIPMENT

Procurement of supplies and equipment will be in keeping with the immediate availability of commodities and incurred costs from the following sources: (1) OFDA stockpiles located in Panama, Guam, Singapore, and Italy; (2) AID Excess Property Division, New Cumberland, Pennsylvania; (3) commercial vendors; and (4) Department of Defense (DOD) Supply Agency. (Determination of commercial unavailability must be secured prior to requesting DOD to provide commodities and/or airlift support.)

PHS.hf:
20-70-50 RESPONSIBILITIES

A. Office of International Health (OIH)/PHS

1. OIH has been assigned by ASH the centralized responsibility for receiving, coordinating, and directing all requests for PHS

assistance for the relief of foreign disasters. The Deputy Assistant Secretary for International Health (DASIH) shall be responsible for designating a staff member to function as the PHS Foreign Disaster Relief Coordinator. The PHS Coordinator, as designated in Exhibit PHS.hf: X20-70-1, shall serve as the central point of contact within PHS, with other HHS principal operating components, and with other Federal departments and agencies in all matters involving PHS assistance for the relief of foreign disasters.

2. In carrying out his/her responsibilities, the PHS Coordinator will:
 - a. Coordinate all PHS matters relating to the disaster relief operations with OFDA Operations Center.
 - b. Determine the response capability and estimated cost of the requested PHS participation.
 - c. Coordinate all response aspects through the designated PHS Agency Disaster Relief Coordinator.
 - d. Monitor through direct communication and/or timely Situation Reports (Sitrep) issued by OFDA Operations Center, to provide liaison and coordination to the PHS agencies.

B. PHS Agencies

Each PHS agency shall be responsible for responding expeditiously to requests made by the PHS Foreign Disaster Relief Coordinator. In order to provide for effective liaison between PHS agencies and the PHS Coordinator, each PHS agency head is requested to designate a PHS Agency Disaster Relief Coordinator, and to so advise the DASIH. (These designations will be included in Exhibit PHS.hf: X20-70-1.) The PHS Agency Disaster Relief Coordinator shall:

1. Act as the central contact point for the PHS agency's operational, logistical (including provision of cost estimates), and procedural matters pertaining to foreign disaster relief.
2. Advise the PHS Coordinator as to the agency's capabilities in meeting requirements for the relief of foreign disasters, providing:
 - a. Information on the availability and location of supplies and/or services.
 - b. Time required to prepare for movement and to reach the disaster area.
 - c. Mode of transportation with alternate modes, if appropriate.

3. Make arrangements to assure effective disaster relief action by appropriate agency components.
4. Assure that a foreign disaster relief operation undertaken by the agency will be carried out rapidly and effectively.
5. Forward bills and vouchers for reimbursement of services to OFDA, citing appropriation, allotment, obligation, and control numbers, as provided.
6. A "Disaster Summary Report" will be submitted to OFDA by the PHS agency as soon as the emergency period is considered over—usually within 60 to 90 days after the occurrence of a disaster.

PHS.hf:

20-70-60 REIMBURSEMENT

Reimbursement by OFDA for materials, equipment, supplies, and services furnished for foreign disaster relief activities will be accomplished on a mutually agreeable basis through negotiations between the PHS Coordinator and OFDA. Where feasible, the costs involved will be established before the services are provided.

APPENDIX D
MISSION DISASTER RELIEF PLAN GUIDANCE

This document provides guidance to posts on the preparation and maintenance of the Mission Disaster Relief Plan (MDRP); and in so doing supplements 2 FAM 060, AID Handbook 8 (Foreign Disaster Assistance) Chapter 3, and the recently published Emergency Action Manual.

General Policy

In the event of foreign disaster the United States may provide emergency relief assistance as a humanitarian service consistent with U.S. foreign policy goals.

Relief and rehabilitation assistance, to have maximum impact in responding to a natural or manmade disaster, must address specific needs with as much precision as possible and must be provided promptly. Assistance should respond to needs clearly articulated by or concurred in by the host government. Each post, therefore, should think through possible disaster scenarios which might occur in its diplomatic jurisdiction, and should maintain currently accurate information and procedural checklists in appropriate detail for possible use in making disaster relief decisions and in mounting and coordinating emergency assistance programs.

Disaster Relief Planning Strategy

Plans should be attuned to the state of a country's development and vulnerability to disasters. Each post should determine that which constitutes the minimum degree of detail needed in contingency planning for possible disaster relief assistance in its diplomatic jurisdiction. Each post should issue or update a directive regarding contents of the disaster relief plan, frequency of its periodic review and testing for adequacy and accuracy by the Emergency Action Committee (EAC), and assignment of staff responsibility for plan oversight and implementation.

If there is an AID presence in a disaster prone country, the annual AID CDSS or relevant document should include a statement on disaster implications, such as factors or trends in disaster proneness and the possible impact of disaster on planned progress of the development program or specific projects.

All posts should formally designate Mission Disaster Relief Officers (MDRO), both primary and alternate, to oversee preparation and maintenance of the Mission Disaster Relief Plan, and to implement the plan. The MDRO should be a regular member of the post Emergency Action Committee, and a

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senior officer of the Embassy or one of its constituent agencies, e.g., the Director or Deputy Director of USAID. In some cases, the post may wish to appoint a post disaster relief committee, under the leadership of the MDRO, consisting of individuals with expertise or interest in sectoral areas such as health and sanitation, agriculture, transportation, engineering, etc.

In general, U.S. disaster emergency assistance is least likely to be needed by those countries which are economically well developed, reasonably well administered, and which do not have a recent history of requiring foreign disaster assistance. Posts in such countries require minimal disaster relief plans, i.e., contact lists of government agencies and officials with disaster responsibility, which are kept up-to-date by the EAC. The Disaster Relief Plan should be filed with the Emergency Action Plan (EAP).

Posts in other economically developed countries which have local administration of varying effectiveness and histories of foreign disaster assistance should maintain more detailed plans. Posts in these countries should have plans which enable them to monitor and assess needs ensuing from sudden disasters. The posts should give particular attention to local political complexities associated with relief operations, and to Washington needs for information to evaluate rehabilitation and reconstruction plans and respond to legislative and public inquiries. These posts should also be aware that reimbursable disaster relief or preparedness assistance is possible and may be desirable in some circumstances. Posts should therefore identify those situations in which reimbursable assistance might effectively be offered and provided.

Posts in developing countries without a history of disaster proneness are encouraged to organize a system, as part of the MDRP, which is alert to hazards which may evolve unintentionally from development efforts (in addition to maintaining government agency and official contact lists). Hazards such as deforestation, erosion, drought, famine, disease patterns, weather vulnerable housing, etc., may lead to future situations requiring foreign assistance.

Posts in developing countries whose disaster prone status has been identified should incorporate a substantial amount of detail in relief plans. Sudden natural disasters (earthquakes, storms), civil strife, and slowly unfolding disasters (famine, disease) can slow or reverse the fragile and costly processes of development and can have a high cost also in terms of human life and suffering. In addition to planning for possible emergency relief, posts should design and implement strategies to encourage host governments to assess the country's disaster vulnerability. The explicit consideration of possible disaster implications such as erosion resulting from agricultural practices, and earthquake vulnerability of

housing due to construction practices and design, can help reduce the risk of future disaster. PVOs, other donor embassies, and international organizations should also be encouraged to consider disaster implications.

Format & Maintenance of MDRP

A looseleaf or other flexible format should be developed to facilitate revision. Copies should be filed with the EAP to assure ready access in the event of an emergency. A copy of a statement by the EAC of the plan's adequacy and currency should be filed periodically (annually in disaster prone countries), with each copy of the MDRP. A copy of the plan, revisions, and periodic statements should be forwarded to OFDA for reference in the OFDA Operations Center, and to the appropriate Regional Liaison Group shown in Section 020.5 of the Emergency Action Manual.

The MDRP for a post in a country for which U.S. disaster assistance may be needed in the future should include three types of information: general or background, specific or technical, and programmatic or procedural.

- General background. The country's disaster environment and history should be provided in as much detail as needed to indicate trends, periodically, seasonality, etc. It may be useful to discuss specific geographic regions and their potential hazards, such as earthquakes, floods, disease, famine, etc. The host government organization and role in relief, and the response of the local community and other donor nations to past disasters should also be described. OFDA Country Profiles if available, may be used to supplement a section on general information.
- Specific/technical. In-country resources available for response to disasters should be catalogued and indexed in terms of government agencies (national and other, including military); nongovernmental agencies, including the Red Cross and PVOs (U.S. and indigenous); other embassies representing potential donor governments, international organizations such as the UNDP, UNICEF, WHO, etc.; and commercial resources available. Government resources listings should focus on disaster management agencies, as well as on agencies concerned with food, water, sanitation, health, logistics, public works, energy and communications. Commercial resources should include truck, rail and air carriers, and distributors or stockers of food, medical supplies, blankets and eating utensils, hand tools and heavy equipment, and materials with which shelter can be repaired or improvised.

In each case it is of critical importance to maintain current names, titles, and office and home telephone numbers of officials and businessmen who have authority to commit or release resources in time of emergency. Security service contacts should be identified who can facilitate access to restricted areas, e.g., the disaster zone, and airport cargo areas to oversee arriving relief materiel.

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-- Programmatic or procedural information should itemize the resources available and/or needed to monitor a disaster, assess needs, and deliver possible U.S. relief and rehabilitation assistance in a timely and effective fashion. Organizational and procedural guidelines should be provided in as much detail as possible, with checklists of steps to be taken or considered in an escalating emergency situation.

A suggested Table of Contents for a Mission Disaster Relief Plan in a less developed disaster prone country follows, as well as guidance for the preparation of individual sections of such a plan. Posts with a lesser need for detailed planning are encouraged to abstract from this guidance as appropriate. Each post should design its MDRP based on its perception of needs within the country; a standard format is not required.

U.S. MISSION DISASTER RELIEF PLAN

Suggested Table of Contents

1. Introduction (purpose, authority, responsibility)
2. Background Information
3. Host Country Resources
 - 3.1 Government Organizations and Officials
 - 3.2 Non-governmental Organizations and Officials
 - 3.3 Commercially Available Services and Supplies
4. International Organizations and Officials
5. Other Donor Embassies
6. Country Team Resources
7. Post Organization for Relief Assistance
8. Assessment of Damage and Needs
9. Coordination with Host Government
10. Situation Reporting

1. Introduction

- Purpose. A statement of post plan of action which provides internal guidance and organization to be adopted in responding to disaster relief situations, ready reference on resources available (local and U.S.), and procedures to be followed.
- Authorities and Responsibilities. A statement on chain of command or alternative chains of command and emergency roles to be assumed by agencies and individuals within the Country Team. If a military presence other than DAO exists within the jurisdiction of the post, parameters of military initiative in responding to a sudden disaster occurrence should be described.

Responsibility. The designation of named officers as MDRO and alternate MDRO to oversee Mission Disaster Relief Activities and to act as principal staff officer to the Chief of Mission in time of emergency, and a statement of EAC responsibility in assuring that the MDRP is adequate, maintained current, and tested periodically.

2. Background Information

- A brief description or graphic illustration of government structure, national and local.
- A geographic description of the country and its regions (with maps).
- A statement of hazard proneness of each region, and descriptions of past disasters and disaster responses in as much detail as practicable. Copies of any hazard maps which have been prepared by in-country or foreign experts should be obtained and filed in accessible locations.
- Description of transportation routes (land, water, air) and types, and payload capabilities of carriers, ports, etc.
- Description of health care system and resources; hospital/clinic locations and bed capabilities; emergency generators; water reserves; medical cold chain.
- Description of source areas and marketing patterns for food and shelter supplies.
- Description and appraisal (subjective if necessary) of electrical generation and distribution facilities.
- Description of petroleum (gasoline, diesel, gas) distribution system.

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- Description of prevailing cultural or religious constraints on diet, preferences, etc.
- Description of food preparation and consumption practices, fuels used in cooking, and fuel sources.

3. Host Country Resources

3.1 Government Organizations and Officials

Names, addresses mandates, appraisal of effectiveness (subjective if necessary) of individuals in key Ministries with potential for disaster response involvement (such as Civil Defense, Emergency management, Health, Agriculture, Public Works, Transportation, Security, Defense, etc.), as well as; watch office telephone numbers; names; titles, office and home telephone numbers of key officials.

3.2 Non-governmental Organizations with Potential for Disaster Response Involvement

Names, addresses, mandates, appraisal of effectiveness (subjective if necessary); watch office telephone numbers; names, titles, office and home telephone numbers of key officials of Red Cross/ Red Crescent, American and indigenous PVOs registered with AID.

3.3 Commercially Available Services and Supplies

Common and charter carriers (truck, air) and trucker associations through which vehicles may be obtained quickly: names, addresses, office and home telephone numbers of key officials. Also, repair facilities and spare parts inventory.

Staple foods: wholesalers-distributors, storage depots; names and telephone numbers of managers.

Blankets, cooking/eating utensils, basic clothing wholesalers-distributors: names and telephone numbers of managers.

Medical and pharmaceutical supplies wholesalers-distributors: office and warehouse locations; names and phone numbers of managers.

Heavy construction equipment distributors and repair facilities: names and phone numbers of managers.

Hand tools (agricultural, road repair, construction) wholesaler-distributors: names and telephone numbers of managers.

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Shelter materials (cement, plastic sheeting, corrugated sheeting, lumber, fastenings, etc.) wholesalers-distributors: names and telephone numbers of managers.

Agricultural inputs (seeds, fertilizer, pesticides) wholesaler-distributors: names and telephone numbers of managers.

Airports - cargo handling facilities and equipment, e.g., fork-lifts, on-off loaders; procedure for obtaining emergency passes to cargo areas.

4. International Organizations and Officials

UNDP, WHO, FAO, WFP, OAS, PAHO, etc.; current lists of principal and key officers, and skills and resources available in-country which can be mobilized in disaster situations; guidelines for coordination and sharing of information and standardized criteria (where possible) for reporting disaster situation to organization headquarters. What host government initiatives are required for these organizations to respond to disaster situations?

5. Other Donor Embassies

Listing of embassies and development assistance agencies of other traditional donor governments, and key officers; guidelines for coordination and sharing of information, and recommended roles in disaster assistance; embassies of traditionally non-donor governments whose assistance may be encouraged.

6. Country Team Resources

Listings of Country Team individuals with skills or interests of potential value in assessing damage and needs, monitoring USG and other donor assistance, staffing the post command center, assuring commodity accountability, situation reporting, handling the press, etc. (Note: FSN employees throughout the Country Team offer an extraordinary resource in collecting and tabulating local information of all types.)

Maps and technical data available in Commercial Library and Country Team component offices.

Possible AID participation in in-country radio nets of Agriculture, Health and other ministries.

Cars and trucks available for assessment travel; state of maintenance; spare parts/repair capability; fuel stocks and containers; field trip camping equipment.

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7. Post Organization for Disaster Relief Assistance

- Most instances of USG disaster relief assistance will fall in this category. The MDRP should establish explicit lines of authority and responsibility for monitoring and reporting the disaster situation, and managing USG response.
- Specific tasks of the MDRO, alternate MDRO, and technical officers should be delineated. These include: liaison with government agencies, other embassies, international organizations and PVOs to identify needs and apportion assistance load among donors;
- Field Assessments of situation and needs, and interim evaluation of factual information from government and other local and foreign observers; preparation of numbered Situation Reports (SitRep summaries should be cabled IMMEDIATE or NIACT IMMEDIATE to Department for OFDA); and identification of material and in-country transport needs and local resources.
- The MDRP should provide for principal and alternative locations for use as Command Center. Command Center space should be convenient to post communications facility, and should be equipped with work tables, telephones, typewriters, emergency generator, and office supplies. Copies of the MDRP and maps should be readily accessible.
- The MDRP should establish responsibility within the Country Team for checking and securing all material purchased or arriving in country until receipt by an authorized official of a disaster relief implementing agency; provide for supply logistics monitoring by post personnel to assure timely distribution to the intended recipients and identify supplies in excess of needs for warehousing or subsequent recovery.

8. Assessment of Damage and Needs

- Assessment is a key tool of the disaster manager, providing basic data upon which decisions can be made. Without good assessment, the disaster assistance offered may be inappropriate or irrelevant.
- Assessment information is most useful to the decision maker when it identifies what needs have been created by the disaster; what resources are available within the stricken community and surrounding area, and from various other donor governments and organizations, and; what is the remaining gap which must be filled. Baseline data are extremely important in answering these questions. Such data should be included in the MDRP or appropriate annexes.

- Posts should include provisions in MDRPs for every effort possible to assure that professional or responsible American officers (post staff or TDY) and FSN employees observe the disaster situation before recommending a major relief undertaking.
- The MDRP should provide for the assessment of rehabilitation needs as well as relief needs; and should designate post staff responsibility for developing and monitoring rehabilitation plans.

9. Coordination with Host Government

- The MDRP should identify and provide telephone numbers for that individual or agency, such as the Foreign Ministry, empowered to make official requests for assistance or approve the requests of others.
- The MDRP should provide procedural guidance for informing the government of the determination and, at this time, suggesting that the government publish general instructions on reviewing and approving requests for external assistance (gracefully rejecting donations of unsolicited and inappropriate items, for example).
- If assistance is to be provided, the government should be requested to direct customs and airport management, etc., to arrange for immediate entry and secure storage until supplies are forwarded to the disaster area.
- The MDRP should assure that the post is alert to the substance of requests from other than the official source, but require that all requests have the approval of government before they are acted upon.
- The post should assure that government appeals for assistance are made to other potential donors as well as the U.S., or report the rationale for an exclusively bilateral initiative in a cable classified as appropriate.
- The MDRP should include a caution for any discussion with the host government of possible U.S. assistance in reconstruction until the post has discussed the matter with the Department and the appropriate regional Bureau of AID.

10. Situation Reporting

- The MDRP should offer guidance for preparation of a series of numbered Situation Reports, to be transmitted by immediate cable to OFDA, beginning with the actual or threatened disaster and continuing through the period during which emergency actions may be required.

APPENDIX E

DISASTER ASSESSMENT

The attached sector assessment draft checklists, Food and Agriculture, Health and Sanitation, Shelter, Logistics and Management, and Infrastructure, were prepared by a group of worldwide disaster experts convened by OFDA in June 1981. All U.S. diplomatic posts are encouraged to adapt these checklists to local needs in developing and implementing Mission Disaster Relief Plans, translate the checklists into local languages as appropriate, and encourage other actors on the disaster scene to use them as well. (Copies of the checklists have been distributed to selected other governments, international organizations, and PVOs for use in disaster damage and needs assessment.)

Comments on the checklists and their utility and relevance under field conditions are welcome; the checklists will be modified and produced in final form in response to Mission comments. Please forward any recommendations on the format, content, and usefulness of the assessment checklists to the Director, Office of U.S. Foreign Disaster Assistance, Agency for International Development, Washington, D.C. 20523.

Sector Assessments

Food and Agriculture	I
Health and Sanitation	II
Shelter	III
Logistics and Management	IV
Infrastructure	V

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FOOD AND AGRICULTURE

I. General Principles

- A. In assessing food needs, it is important to specify whether actual food stocks have been destroyed or whether access to food has been disrupted.
- E. Except for vulnerable groups, most disaster victims can go without food, if need be, for days following the disaster. The need for food may be more psychological rather than physiological during this time. (The World Food Program has noted that in famine situations, the need for food is variable. Lacking any hard data, one could assume that for every 1,000 people: 700 will require full feeding, 200 one-half feeding, 400 one-quarter, and 300 will require no feeding.)
- C. Though food may not be an immediate need, the need for information about food becomes an immediate one because of the long lead times associated with delivering food.
- D. The need for food must be reviewed in concert with damage assessment of the logistical infrastructure since warehousing and trucking, for example, could become binding constraints on any food aid.
- E. Food aid has great potential for disrupting local markets and social interaction as well as for straining disaster relief management capabilities. Complete data on food/agricultural needs are therefore especially important.
- F. An earthquake does not generally destroy food stocks or crops. Access to food may be destroyed.
- G. A hurricane may actually increase local food availability in the first days because tree crops are blown out of trees or root crops must be harvested. There may be a need for food in the medium term.
- H. When disaster victims are evacuated, for example during a volcanic eruption, food aid may be required even though food stocks have not been destroyed.
- I. In describing agricultural inputs such as seed, fertilizer, and pesticides, it is imperative to specify varieties and application rates used in and familiar to the affected area. New varieties or new practices should generally not be introduced during a disaster relief effort.

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II. Food

A. Baseline Data

- 1. Describe the normal consumption pattern (food basket) of the affected population, any taboos, and acceptable substitutes.
- 2. Describe the normal food marketing system (including gov't. involvement, imports, subsistence).
- 3. Indicate what food aid programs, if any, exist and describe them.
- 4. Outline the indigenous food processing capacity.

B. Effect of the Event on Food

- 1. Ascertain the disaster's effect on actual food stocks and standing crops (damaged/destroyed?)
- 2. Determine if access to food (e.g., roads, milling facilities) has been disrupted and, if so, how long it is likely to remain disrupted.
- 3. Check market indicators of food shortages, such as:
 - a. Absence/shortage of staple grains and other foods on the market,
 - b. Price differential,
 - c. Change in supplies on the market (e.g., an increase in meat supplies may indicate people are selling animals to get money),
 - d. Change in wholesale grain availability,
 - e. Unusual public assembly at warehouse or dockside when grain is being unloaded,
 - f. Changes in warehouse stocks,
 - g. Black-market price changes; increase in black-market activities,
 - h. Commercial import changes or proposed changes, and
 - i. Sale of land, tools, draft animals, etc..

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4. Check nutritional indicators of food shortages, such as:

- a. Signs of marasmus, kwashiorkor, or other signs of malnutrition,
- b. Increased illness among children, and
- c. Change in diet, i.e., quantity, quality, and type.

5. Check social indicators of food shortages, such as:

- a. Increased begging/fighting, and
- b. Migration from rural to urban areas.

C. Food Availability

1. Determine how much food can be expected from future and/or specially planted, quick-maturing crops. At what point in the production cycle did the affected area find itself when the disaster struck?

2. Estimate the local gov't. stocks on hand and scheduled to arrive. Is borrowing of stocks on hand a possibility?

3. Estimate the local commercial stocks on hand and scheduled to arrive.

4. Estimate the local vclag/international organization stocks on hand and scheduled to arrive. Is borrowing a possibility?

5. Estimate local personal stocks on hand and scheduled to arrive.

6. Determine regional availabilities.

7. Canvass other donors to find what they expect to contribute.

8. Estimate how much food aid would be required during specific time periods.

D. Distribution Systems

1. Describe existing food aid distribution systems, e.g., gov't. ration, volags, WFP (FFW, MCH, Canteen).

2. Describe gov't. marketing mechanisms.

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3. Judge the capacity of the above to expand/begin emergency aid. What is their record of accountability?

4. Mass feeding

a. Explain the country's (agency's) previous experience with mass feeding.

b. Determine the availability of facilities and materials, including fuel.

5. Determine whether repackaging facilities exist.

E. Social and Market Impact of Food Aid

1. Analyze the likely price impact on normal food suppliers. Describe the suppliers.

2. Decide whether food aid would free cash and labor for other aspects of relief, or would divert labor and create a dependent attitude.

F. Other

1. Research any legal impediments to importation of certain foods.

III. Agriculture

A. Baseline Data

1. Describe crops grown in the affected area following the points listed below:

a. Crop name

b. Average area planted (per data available)

c. Average production (per data available)

d. Planting season/s (dates) and time to maturity

e. Are crops climate specific?

f. Are hybrid seeds being used in the area?

g. Cash or subsistence?

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2. Describe domestic animals present in the affected area following the points listed below:

- a. Approximate number of animals in the area
- b. Value of individual animals
- c. Use of animals for food
- d. Use of animals for work
- e. Use of animals for cash production
- f. Are bred stocks used in the area?

3. Describe the agricultural system, including the following:

- a. Land use systems
- b. Agricultural labor system/land tenure
- c. Crop preferences
- d. Inputs
 - 1) Seeds (reserved or purchased?) Is treated seed known?
 - 2) Fertilizer
 - 3) Machinery/tools
 - 4) Pesticides
- e. Storage (on farm, gov't., private?)
- f. Agro-business facilities, processing of local or imported commodities

4. Describe the local fishing industry.

E. Effect of the Event on Agriculture/Livestock/Fisheries

1. Ascertain the extent of damage by crop/livestock/fisheries and by area, noting at what point in the production cycle the event occurred. State the source of the information.

2. Estimate the loss in production (tonnage/head) by crop/livestock/fisheries and by zone within the affected area.

3. Analyze whether losses will increase over time and state why.

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- 4. Describe damage to agricultural machinery.
 - 5. Describe damage to irrigation systems.
 - 6. Describe damage to seed, fertilizer, and pesticide stocks.
 - 7. Describe damage to fishing gear.
 - 8. For a drought, compare current rainfall to the normal or recent past precipitation.
 - 9. Identify any unusual or untimely grazing changes.
 - 10. Describe any threats from insects or disease that might follow the disaster.
- C. Availability of Inputs - by type (e.g., seed, fertilizer, pesticides, tools, machinery, veterinary medicines, fishing boats, nets, breeding stock)
- 1. Estimate the local government stocks on hand and scheduled to arrive.
 - 2. Estimate the local commercial stocks on hand and scheduled to arrive.
 - 3. Estimate the local personal stocks on hand and scheduled to arrive.
 - 4. Elicit from the victims information on how they plan to cope with losses.
 - 5. Determine regional availabilities and elasticity of supply.
 - 6. Ascertain what other donors plan to supply.
 - 7. Outline what further inputs would be required to restore minimum productivity.
 - 8. Find out if repackaging facilities for seed, fertilizer, and pesticides exist.

D. Distribution Systems/Technical Infrastructure

- 1. Outline host government (Ministry of Agriculture) operations in the affected area. Does it provide:
 - a. Extension service,
 - b. Crop storage/silos,

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- c. Veterinary services,
- d. Irrigation services,
- e. Research facilities,
- f. Hybrid seed,
- g. Fertilizer,
- h. Other plants (fruit trees) and/or,
- i. Pesticides?

- 2. Describe any agricultural projects and inputs provided by foreign organizations/governments.
 - 3. Describe the operations of rural or agricultural credit organizations, cooperatives, or credit sharing organizations that exist in the affected area.
 - 4. Judge the capacity of the above to incorporate rehabilitation disaster assistance.
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HEALTH AND SANITATION

I. General Principles

- A. Identify and talk with any and all available components of the host government (or affected area's) "chain of command" for health issues. Find out what data gathering has begun and who is gathering it. Coordinate plans for your own data gathering activities with health officials so that subsequently arriving people/teams do not needlessly duplicate your efforts.
- E. All information should be quantified whenever possible, including (a) number of people and (b) the extent to which they are involved. Rates should be determined by any available sampling procedures and these rates then multiplied by estimates of the total number of people in an area.
1. (eg) For trauma :
 - a. Villages or other habitational units probably representative of other affected areas should be chosen.
 - b. A quick "walk through" survey should be done observing the first 20-30 houses encountered and noting how many people are injured and require major treatment.
 - c. The injury rate should then be calculated and multiplied by the entire estimated affected population in order to obtain an estimate of the total number of injured people.
- C. Sources of all information should be clearly specified. Examples might include whether it was observed, reported by an informant in a discussion, collected through a survey of a randomly sampled population, heard by rumor, etc. The information collected will then be much more meaningful to those having to interpret it, especially if there are conflicting reports.
- D. Reliable population data are essential for quantifying estimates of disease or injury (or almost any other disaster-related need). If such information does not exist prior to the team's arrival, the epidemiologist on the team should have the expertise to begin gathering population data.
- E. Health conditions often change rapidly after a natural disaster. For this reason, it is best to concentrate on immediate needs, one of which is creation of a disease surveillance system to provide data for medium-term and long-term needs assessment.
- F. Preventive rather than curative medicine should be stressed, except
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in cases of acute trauma.

G. Fear of an outbreak of disease after a disaster is largely unfounded. While endemic diseases will continue to exist, a disaster introduces no new ones.

H. Vaccines, especially cholera and typhoid, have no place in an emergency relief effort.

I. "Field" hospitals, large quantities of curative medicines, and unskilled labor from the outside world are almost never needed.

J. Corpses are not a source of disease except for anthrax, smallpox, and plague. There is, therefore, no health reason for mass burials (which may lead to social disruption). The only diseases transmitted by animal carcasses are rabies or, if the dead animal had fleas, plague and tularemia.

K. Halazone tablets are generally not an appropriate response to contaminated water.

II. Trauma

A. Determine or estimate* numbers of deaths and death rates in affected areas.
* Methodology must be specified for estimates (e.g., rumor, information from local leaders, spot surveys, random sample, etc.).

E. Determine or estimate* numbers of major injuries and rates for each. Specify traumatic injuries requiring surgery, hospitalization (e.g. fractures, head injury, internal injuries).

C. Determine** numbers and locations of health facilities which existed prior to the disaster.
** or estimate

D. Determine** numbers of facilities which are still functioning and reflect the total number of usable beds.

E. Determine** numbers of indigenous health personnel who are available.

F. Determine** amounts of medical supplies and drugs which are available on site or in country.

G. Determine** additional amounts which will need to be quickly obtained from sources outside the stricken area.

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H. Determine** what additional medical equipment is needed, and can be readily obtained, to deal with major injuries.

1. Suggested data sources for these and following data:

1. National/provincial health officers
2. Hospitals
3. Clinics
4. Traditional healers
5. Local leaders
6. Fly over
7. Walk-through surveys

III. Water

- A. Describe the types of systems that existed prior to the disaster in affected areas.
- B. Describe how they relate to population concentrations still remaining in the area.
- C. Determine who is in charge of local water system(s). (Community group? Committee? National authority?)
- D. Ascertain whether the officials are aware of chlorine use.
- E. Determine whether the system is still functional.
- F. Specify how many people have been deprived of functional water supply.
- G. Determine what material the system is constructed of.
- H. Describe any evidence of unusual sanitation problems, e.g., ponding of water.
- I. Establish a point for a controlled water supply to be put in, once resources become available. The assumption is being made that, after earthquakes and other natural disasters, water should be considered contaminated until proven otherwise.
- J. Determine if there is any early evidence of water-related disease.

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IV. Nutritional Status

- A. Determine the pre-existing nutritional status of the population. For example, what percentage of children are "malnourished" by objective standards? (This information may be available in a country profile.)
- E. Determine the nutritional status of a small sample of children, using weight (Satter scale) for height (height based) and standards and by doing an edema count.
- C. Determine at a local level if access to food has been disrupted.
- D. Estimate the number of individuals requiring emergency food supplies and the duration of this need.

V. Communicable Diseases

- A. Determine endemic disease levels by reading a country profile (should be done prior to arrival) and by talking with national and provincial health officers.
- E. Encourage (and teach how, if necessary) local health personnel to set up a simple surveillance system designed to detect increases in communicable diseases and to help dispel rumors.
- C. Determine which social disruptions could lead to communicable disease problems (e.g., crowding, interrupted vector control programs).
- D. Ascertain which, if any, communicable diseases are being diagnosed. Document the method of diagnosis (clinical judgment vs laboratory test vs rumors).
- E. Determine which health officials can/will investigate rumors of disease outbreaks.
- F. Support national authorities in their efforts to restrict vaccine use to specific indications.

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VI. Vectors

- A. Determine what endemic vector borne diseases are problems and which control programs have been functioning.
- E. Include these diseases in your surveillance system to detect any future increases.

VII. Waste Disposal/Sewage

- A. If the disaster occurs in a rural area, waste disposal is almost never a problem unless sewage "ponds" in a public area. Determine if this is occurring.
- B. If you are on an island affected by hurricane, or in an area affected by flooding, determine if the sewage drainage system is still open. [See also infrastructure.]
- C. Determine the adequacy of sewage disposal facilities in any public buildings or other areas being used to temporarily shelter homeless people.

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SHELTER

I. General Principles

- A. Shelter assessment should be done in direct coordination with the affected government, since the government will usually have a preponderant role in all aspects of a shelter program (e.g., timing, location, type, distribution).
- E. It is equally important to ascertain the desires and plans of the victims themselves, since they are so closely related to rehabilitation of agriculture/cottage industry and to duration of outside assistance.

11. Private Dwellings

A. Damage

- 1. Determine the type (urban/rural) and size of the area affected through field visits.
- 2. Determine accessibility to the affected areas, for both assessment and delivery.
- 3. Approximate the percentage of units of private dwellings (i.e., single family, attached, low-rise and high-rise multiple family) damaged and destroyed by village or region.
- 4. Determine the number of damaged dwellings that are habitable without immediate repair, that are habitable only after repair, that are not habitable and must be destroyed.
- 5. Inventory existing structures and public facilities that can be used as temporary shelters, giving careful consideration to access to sanitation and water.

E. Victims

- 1. Determine the number of homeless victims.
- 2. Determine the average number of people in an individual dwelling (if not already known).
- 3. Elicit the perceived needs of the disaster victims and how they are currently meeting or planning to meet their own needs (temporary as well as permanent).
- 4. Determine the number of victims that will need some form of temporary shelter.

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5. Identify obstacles that prevent victims from meeting their own needs both for temporary and permanent shelter.

C. Materials

1. Identify construction styles and materials normally used in the affected structures.
2. Determine the availability (and costs) of indigenous materials to meet both cultural and disaster resistance requirements.
3. Identify any suitable material substitutes, indigenously or externally available, that would appropriately meet the cultural and disaster prevention requirements.
4. Identify the type and quantity of building materials that the victims can provide for themselves for temporary and permanent shelter.
5. Identify the type and quantity of building materials that the affected government can provide for the victims for temporary and permanent shelter.
6. Determine the type and quantity of materials needed from external sources for temporary and permanent shelter.

D. Sites and Conditions

1. Assess the suitability, i.e., infrastructural support, of available sites for both temporary and permanent shelters, including, where necessary, mass sheltering.
2. Determine if relocation is necessary due to the nature of the disaster.
3. Assess the potential disaster vulnerability of available sites for both temporary and permanent shelters.
4. Assess the environmental conditions that affect needs for temporary shelter.
5. Assess the environmental conditions that would impose constraints on permanent shelter.
6. Identify any problems related to land use and land tenure.

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E. Distribution

- 1. Determine availability of a distribution mechanism (local, regional, national, or international) to distribute shelter materials (temporary or permanent) to the victims.
- 2. Identify committees, credit unions, government agencies, co-ops, etc., that can mobilize forces to help implement a shelter program.
- 3. Determine an equitable means of allocation and an appropriate medium of exchange for the building materials.

III. Public Buildings & Mass Shelter

A. Damage

- 1. Assess the number of buildings destroyed, damaged, repairable by category (schools, churches, community centers, etc.).
 - 2. Identify those public buildings designated as public shelters (prior to a disaster) that are in usable condition.
 - 3. Determine what repairs, if any, are needed to make the structures usable for their intended purpose or for mass shelters.
- E. Analyze the likely impact of public buildings not being available for their intended use, i.e., if they are destroyed or being used as mass shelter.

C. Sites and Conditions

- 1. If necessary, identify suitable (i.e., with adequate infrastructural support) new premises to be used as public shelters.
- 2. Verify whether public shelters have clearly identified management personnel to operate the centers.
- 3. Verify that shelters have necessary utilities (sanitation, water supply, electricity).
- 4. Assess the number of people that can be accommodated in public shelters.

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D. Materials

- 1. Identify construction materials and styles normally used in the affected structures.
- 2. Determine the availability (and costs) of indigenous materials to meet both cultural and disaster resistance requirements.
- 3. Identify any suitable material substitutes, indigenously or externally available, that would appropriately meet the cultural and disaster prevention requirements.
- 4. Identify the type and quantity of building materials that the affected government can provide for the victims for temporary and permanent shelter.
- 5. Determine what repairs the victims can make themselves to make the affected structures occupiable.
- 6. Determine the type and quantity of materials needed from external sources for temporary and permanent shelter.

E. Distribution

- 1. Gather pertinent information as under II.E. above.

IV. Personal Protection Effects

- A. Make a general determination of numbers and type of personal articles lost in the disaster or needed because the victims are displaced.

E. Blankets

- 1. Estimate the number and type (according to climatic conditions) of blankets needed.
- 2. Identify what is available within the country from personal, commercial, volag, or government stocks.
- 3. Determine what is needed from external sources.

C. Clothing

- 1. Describe the clothing traditionally worn, by season and area.

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- 2. If clothing is needed, estimate the amount by age group and sex.
- 3. If clothing is needed, determine if used clothing is acceptable and, if so, for which groups.

D. Heating/Cooking Fuel

- 1. Describe normal heating/cooking practices.
- 2. Determine whether heating equipment and/or fuel are required.
- 3. Estimate types and quantities needed over a specific time period.
- 4. Determine appropriate storage and distribution mechanisms.
- 5. Identify what is available locally.
- 6. Identify what is needed from external sources.

E. Other

- 1. Determine if other personal effects, such as cooking utensils and small storage containers, are needed.

LOGISTICS AND MANAGEMENT

I. General Principles

- A. Assessment of the logistical capabilities of a disaster stricken country is a prerequisite to the formulation of reasonable requests for assistance and to the delivery of the right things to the right place at the right time.
- E. There are ample statistics and detailed information on port and airport facilities available in Washington (and world wide). Assessment should concentrate on identifying changes created by the disaster or by excessive use during relief operations.
- C. Baseline data on port facilities are available in Ports of the World and from carriers serving the port(s) in question. These are summarized in OFDA Country Profiles, where they exist.
- D. Baseline data on airports of the world, including grass strips and unpaved airports, are available from the Federal Aviation Administration (Eill Hamm or Mr. Webb - 202-426-3163) and from aircarriers serving the airport(s) in question. These are also summarized in the OFDA Country Profiles.
- E. Baseline data regarding storage and distribution systems may be available from voluntary agencies in country.
- F. Some of the requested information is needed before civil or military cargo aircraft can be dispatched. Other information is aimed at maximizing flexibility and efficiency.

II. Airports

A. Identify the airport being assessed, by:

1. Name,
2. Designator,
3. Location, and
4. Elevation,

E. Describe the current condition of facilities.

1. Ascertain whether the airport is fully operational. Daylight hours only?

2. Furnish usable runway lengths and location(s) of any interruptions.

3. Determine whether taxiways, parking areas, and cargo handling areas are intact.

4. Establish whether runway and approach lights are operating.

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- 5. Specify which navigational aids are operating. VOR, NDB, ILS?
 - 6. Describe available communications facilities.
 - 7. Determine whether the terminal building is operating.
 - 8. Check the availability and cost of aviation fuel.
 - 9. Find out if facilities exist for mandatory aircrew rest.
 - 10. Explore whether the cargo-handling area can be lighted for night cargo operations.
- C. Determine what cargo-handling equipment is available, including fuel and operators.
- 1. Forklifts (number, capacity)
 - 2. Scissors Lift (capacity)
 - 3. Cargo dollies (number)
- D. Determine what start-up equipment is available, including fuel and operators.
- E. Describe maintenance possibilities.
- F. Outline what storage is available.
- 1. Covered?
 - 2. At the airport? Off airport? How far?
 - 3. Capacity and suitability for storage of foods or other perishables
- G. Civil Air
- 1. Find out whether arrangements can be made for prompt overflight and landing clearances.
 - 2. Ascertain that the air controller service is functioning.
 - 3. Specify working hours for airport personnel.
 - 4. Explore having "No Objections" fees or "Royalty" fees waived or paid locally. (This applies principally to the Middle East and to parts of Africa where a charge, equal to 15% of the charter cost, may be levied against chartered aircraft.)

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- 5. Find out if arrangements can be made to work around the clock, including customs.
- 6. Identify personnel to tally and document cargo as it is received and transshipped.
- 7. Ascertain that the host government will accept deliveries by means of military as well as civil aircraft.
- H. Describe security arrangements.
- I. Determine what repairs and/or auxiliary equipment would be needed to increase airport capacity. How soon can local authorities be expected to restore service?

III. Seaports

- A. Identify the port being assessed, by:
 - 1. Name, and
 - 2. Location.
- E. Describe the current condition of facilities.
 - 1. Ascertain whether the port is fully operational. Daylight hours only?
 - 2. Determine whether the disaster has altered the physical characteristics of the port, e.g.:
 - a. Depths of approach channels
 - b. Harbor
 - c. Turning basin
 - d. Alongside piers/wharves
 - e. Availability of lighters
 - 3. Determine whether the disaster has blocked or damaged port facilities.
 - a. Locks
 - b. Canals
 - c. Piers/wharves

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- d. Sheds
- e. Bridges
- f. Water/fuel storage facilities
- g. Security fences/facilities
- h. Communications facilities
- i. Customs facilities

4. Describe the berths.

- a. Number
- b. Length
- c. Draft alongside
- d. Served by rail? road? sheds? lighters only?
- e. Availability

5. Check the availability and cost of fuel.

C. Determine what cargo-handling equipment is available, including fuel and operators.

- 1. Heavy lift cranes (number, capacity)
- 2. Container and pallet-handling (with port equipment? with ship's gear only?)

D. Outline what storage is available.

- 1. Covered?
- 2. Hard stand space?
- 3. Capacity
- 4. Security

E. Operations

1. Find out if pilots, tugs, and linehandlers are available.

2. Specify working hours for the port.

3. Specify working hours for customs.

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- 4. Determine whether arrangements can be made with port and host country authorities to obtain priority berthing for vessels delivering disaster relief shipments.
- 5. Identify an adequate number of personnel to tally and document cargo as it is received and transshipped.
- 6. Check the history of turnover time. What effect has the disaster had on turnover time?
- F. Determine what repairs and/or auxiliary equipment would be needed to increase port capacity. How soon can local authorities be expected to restore service?

IV. Transfer Points

- A. Identify transfer points by location.
- E. Determine whether surface transportation for cargo is available from air- and seaports.
 1. Road?
 2. Railroad?
 3. Canal/river?
- C. Estimate the capacity of transfer points, including handling.
- D. Outline what storage is available.
- E. Describe security arrangements.
- F. Identify an adequate number of personnel to receive and document cargo for transshipment.

V. Trucking

- A. Describe damage to the road network as it relates to the possibility of delivering assistance by truck.
 1. Indicate any restrictions such as weight limitations and width, length, or height limitations at bridges, tunnels, etc..
 2. Determine whether it is possible to bypass damaged sections of the road network and what weight restrictions would apply.

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E. Availability

- 1. Determine whether containers can be moved inland.
 - a. 20-foot
 - b. 40-foot
 - c. to the disaster site or to a transfer point?
- 2. Check the availability and cost of host government-owned trucks.
- 3. Check the availability and cost of volag-owned or -operated vehicles.
- 4. Check the availability and cost of commercial vehicles.
- 5. Judge whether the relief program could or should contract for any of the above trucks. Could an established price be maintained under a contract?
- C. Ascertain that maintenance facilities and spare parts are available.
- D. Outline measures to provide for security of cargo in transit.
- E. Check the availability and cost of fuel.

VI. Railroads

- A. Identify any railroads in the disaster stricken area. Locate the railheads.
- E. Assess their current condition.
 - 1. Describe any damage to the electrical power system.
 - 2. Identify any interdictions - damaged bridges, tracks, fallen trees, etc.
- C. Judge the reliability of the rail system.
- D. Determine whether cars can be made available for relief shipments on a priority basis.
- E. Determine the capacity and cost of rail shipments.
- F. Outline security measures to protect cargo in transit.

VII. Alternative Aircraft

- A. Identify any usable airports or suitable helicopter landing sites in the disaster zone.
- E. Determine the availability and cost locally of helicopters and/or fixed wing aircraft.
 - 1. Estimate their capacity.
 - 2. Identify the owners/agents.
- C. Determine the availability and cost of fuel.

VIII. Warehousing

- A. Identify undamaged, or damaged but usable, warehouses located in reasonable proximity to the disaster site.
 - E. Find out the capacity of these warehouses.
 - C. Determine their availability over a specific period of time.
 - D. Specify whether the warehouses are government, vclag, or privately owned.
 - E. Assess the adequacy of the warehouses' construction.
 - 1. Ventilation
 - 2. Lighting
 - 3. Hard floor
 - 4. Fire proofing
 - 5. Loading docks
 - F. Describe loading/unloading equipment that is available.
 - 1. Pallets?
 - 2. Forklifts and fuel for them?
 - G. Ascertain that adequate security exists.
 - 1. Perimeter fence
-

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2. Lighting

3. Guards

- H. Determine whether any refrigeration is available.
- I. Determine whether sorting and repackaging facilities exist.
- J. Determine whether fumigation is necessary/available (for food, medicaments, etc.).

IX. Managerial Capacity

- A. Evaluate the managerial capacity of the following by identifying personnel, program descriptions, opinions on effectiveness.
 - 1. Embassy/Mission
 - 2. Host government. Describe coordination & cooperation among various levels of government and their ability to provide liaison with outside donors.
 - 3. Volags. Do volag field staff have the authority to sign grants? What is their past history on accountability?
 - 4. U.N. System. Do U.N. field staff have the authority to sign grants? What is their past history of accountability?
 - 5. Local service agencies, e.g., credit unions, cooperatives
- E. Describe coordination mechanisms, including meetings.
- C. Determine whether a lead agency has been designated.

INFRASTRUCTURE

I. General Principles

- A. Infrastructure needs should be addressed in the following order of priority: communications, electric power, water/sewerage, hydro facilities, and roads and bridges.
- E. All infrastructure needs may be considered immediate needs; variation comes in the degree of restoration that is required immediately.
- C. In lesser developed countries, the pre-disaster condition of infrastructure is frequently less than ideal; so the gap between current and pre-existing conditions may be smaller than an outside assessor might assume.
- D. Setting minimum needs for communications, power, etc. is a function of decision making, not of information gathering. Minimum needs should be determined by officials in the stricken country before launching appeals to donors because many donors tend to overreact in this sector.
- E. Minimum needs will rise over time, as a relief effort progresses.
- F. At the onset of disaster recovery, deal with damage to infrastructure by bypassing infrastructure where possible and by "load shedding."
- G. Look at damage from the perspective of responding to the stricken population's minimum need. Determine what action should be taken to restore a vital service immediately, e.g., switching to another power source in an electrical grid (when damage is localized).

II. Communications

- A. For communications, first determine what facilities exist which are operable or easily repaired and which could be used to pass assessment information and to assist in coordination of life-saving responses.
- E. Identify the type of system being assessed, e.g.:
 - 1. Radio
 - a. Private Ownership
 - 1) Commercial

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- a) Broadcast
- b) 2-way
- 2) Amateur
- 3) Citizens Band
- b. Public Systems
 - 1) Police
 - 2) Armed Forces
 - 3) Government agencies (Which ministries have communications facilities?)
 - 4) Other
- 2. Telephone
- 3. Cable & Wireless
- 4. Television
- 5. Newspaper
- 6. Other
- C. Baseline Data
 - 1. Describe where the system's facilities are located.
 - 2. Determine the broadcast/reception area or zone of influence (e.g., towns serviced by system).
 - 3. Identify the organization/firm that is responsible for operations and maintenance of the system. (Is there a disaster response plan with identification of priority facilities, materiel supply, priority screening of messages?)
 - 4. Obtain technical information, e.g.:
 - a. Broadcast power
 - b. Operating frequencies, call signs
 - c. Relay/transmission points
 - d. Hours of operation

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- e. Standby power sources
- f. Mobile capability
- g. Repair/maintenance facilities, including capabilities of manufacturer's local agent
- h. Language of transmission

5. Identify key personnel (owners, management, operations, maintenance).

6. Determine the degree of integration of military and civilian communications networks.

7. Note the source(s) of the above information.

D. Describe specific reasons why a system is not operating.

1. Unavailability of:

- a. Personnel
- b. Power
- c. Fuel
- d. Access to facilities
- e. Other

2. Damage to system:

- a. Broadcast/transmission equipment
- b. Antennae
- c. Buildings
- d. Transmission lines
- e. Relay facilities
- f. Power source
- g. Other

3. Note source(s) of the above information.

E. Outline options for restoring minimum essential services.

F. Repair Capability

- 1. Identify local/regional suppliers of communications equipment and materials. Check cost and availability.
- 2. Determine the local/regional availability of technical services.

III. Electric Power

A. Baseline Data

- 1. Describe the power system including:
 - a. Base load facility
 - b. Peaking facility
 - c. Number of units
 - d. Fuel source
 - e. Plant controls
 - f. Output capability (specify voltage and cycle)
 - g. Mobile plants
 - h. Other standby capability
 - i. Switching facilities
 - j. Transmission facilities
 - k. Distribution facilities (number of substations)
 - l. Interconnections
- 2. Inventory auxiliary equipment that may be available locally from construction companies, for example.
- E. Determine why power is not available, i.e., at what point the system has been damaged.
 - 1. Ascertain the condition of generating units.
 - 2. Check the integrity of the fuel system.
 - 3. Determine whether towers, lines, and/or grounding lines are down.

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- 4. Assess the condition of substations.
- C. Outline the impact of power loss on key facilities such as hospitals, water pumping stations.
- D. Describe options for restoring minimum essential services.

E. Repair Capability

- 1. Ascertain whether load shedding and/or switching to another grid can restore minimal services.
- 2. Identify local/regional suppliers of equipment and materials. Check cost and availability.
- 3. Determine the local/regional availability of technical services.

IV. Water/Sewerage

A. Baseline Data

- 1. Describe the pre-existing systems; i.e., for water the source, treatment facilities, mains, pump stations, and distribution network; and for sewerage the treatment facilities and pump stations.
- 2. Estimate the numbers of people who depend on the water sources by type (e.g., river, city water system).
- E. Determine why water (especially potable water) is not available, i.e., at what point the system has been damaged.
 - 1. Check the integrity of the water source.
 - 2. Assess the condition of water and sewerage treatment facilities and of the distribution network. Are pump stations operational?
 - 3. Determine whether water mains are broken. Are leaks in the sewerage system contaminating the water supply?
- C. Outline the impact of water loss on key facilities and on individual users. How quickly can the responsible ministries be expected to restore services?
- D. Describe options for restoring minimum essential services.

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E. Repair Capability

- 1. Evaluate possible alternative water sources.
- 2. Identify local/regional suppliers of equipment and materials. Check cost and availability.
- 3. Determine local/regional availability of technical services.

V. Hydro Facilities (Hydroelectric, Irrigation)

A. Baseline Data

- 1. Describe the function of the facilities, their proximity to the stricken area, and their relationship to the disaster itself.
- 2. Identify the host country organization that controls and operates the facilities.
- 3. Identify the suppliers, contractors, and/or donors that built the facilities. (i.e., what were the equipment and technical sources?)

E. Describe any damage to systems.

- 1. Check the soundness of structures and outlet works. Are reservoirs watertight?
- 2. Identify any immediate or near-term safety risks. (generating and control machinery, structural defects, power to operate gates, etc.)
- 3. Assess the condition of canals and/or downstream channels.
- 4. Identify any changes in watershed conditions, e.g., saturation, ground cover, streambed loading, new impoundments.
- 5. Determine whether water is being contaminated.

C. Evaluate the management of the facilities.

- 1. Determine whether storage and outflow quantities are being managed in accordance with prescribed curves.
- 2. Identify preparations for follow-on storm conditions, e.g., emergency drawdown of reservoirs.

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3. Describe the probable impact of discharging on downstream damage and/or relief efforts (e.g., depth at river crossings, releases into damaged canals). Is there a need to impound water until downstream works can be repaired?

D. Outline options for restoring minimum essential services.

E. Repair Capability

1. Outline repair plans of the responsible host country officials.

2. Check on any proposed assistance from the original donors of the facilities.

3. Identify local/regional sources of equipment and technical expertise.

VI. Roads and Bridges

A. Baseline Data

1. Describe road networks in the affected area by type. What is the load capacity of the bridges?

2. Identify the responsible ministries and district offices and constraints on their operations.

E. Describe any damage to the network.

1. Determine which segments are ok, which can be travelled with delays, and which are impassable.

2. Describe any damage by type, e.g.:

a. Blockage by landslides, fallen trees, etc.

b. Embankments

c. Drainage structures

d. Bridges/tunnels

e. Road surfaces

3. Identify alternate crossings and/or routes.

C. Evaluate the importance of the road network to the relief effort and to rehabilitation.

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- D. Outline options for restoring minimum essential service.
- 1. Determine which elements must be restored first.
 - 2. Describe needs for traffic control (police, military, other) on damaged or one-way segments.
 - 3. Determine how long emergency repairs can accommodate relief traffic (size, weight, volume?). Will emergency maintenance and fuel points be needed in remote areas?
- E. Repair Capability
- 1. Identify host country agencies, military, and/or civilian forces available to make repairs. Do they have equipment, spare parts, maintenance support?
 - 2. Check whether local or expatriate construction companies can loan equipment and/or expertise.
 - 3. Check regional sources of equipment and/or expertise.
 - 4. Ascertain that arrangements can be made for standby forces at damaged sections to keep roads open.

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APPENDIX F(1)

SAMPLE CABLES

Disaster Alert

App F(1)-1, HB 8
(TM 8:13) 10/1/83

UNCLASSIFIED
Department of State

INCOMING
TELEGRAM

PAGE 01
ACTION AID-35

SUYA 00746 030443Z

8909 031138 AID2284

ACTION OFFICE OFDA-01
INFO ASEM-01 ASDP-02 ASPD-03 ASTR-01 RELO-01 TELE-01 MAST-01
ASSP-02 /013 A4 83

INFO OCT-00 EA-12 AMAD-01 FDRE-01 /049 W
-----167531 030443Z /38

O 030436Z MAR 82 ZFF-4
FM AMEMBASSY SUYA
TO SECSTATE WASHDC IMMEDIATE 5521

UNCLAS SUYA 0746

AIDAC

EO 12065: NA
SUBJECT: CYCLONE ISAAC AFFECTS TONGA

REF: STATE 55166

1. INFORMATION HERE INDICATES CYCLONE ISAAC STRUCK
TONGA CAPITAL NUKUALOFA APPROXIMATELY ONE AM GMT
MARCH THREE. UNABLE REACH TONGA BY TELEPHONE OR
TELEGRAPH. REPORTS SUGGEST EXTENSIVE DAMAGE.

2. WILL ADVISE FURTHER AS INFORMATION BECOMES
AVAILABLE.

ECKERT

FOUO/OFDA

MAR 3 9 05 AM '82

act
FC
Difa
MH
HW
GM
CS
PK

UNCLASSIFIED

AID HANDBOOK 8, App F(2)	TRANS. MEMO NO. 8:13	EFFECTIVE DATE October 1, 1983	PAGE NO. F(2)-i
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APPENDIX F(2)

SAMPLE CABLES

Disaster Declaration

UNCLASSIFIED
Department of State

INCOMING
TELEGRAM

PAGE 01 SUVA 00767 040637Z 5146 032345 AID3679
ACTION AID-35

ACTION OFFICE	OFDA-01						
INFO	AAAS-01	ASEM-01	ASPT-02	ASDP-02	FM-02	ASPD-03	ASTR-01
	RELO-01	TELE-01	MAST-01	ASSP-02	/018	A1	
INFO	OCT-00	INR-10	CIAE-00	EB-00	EA-12	DODE-00	IO-15
	SSO-00	INRE-00	FORE-01	SPRS-02	/083	W	

O 040603Z MAR 82 ZFF-4
FM AMEMBASSY SUVA
TO SECSTATE WASHDC NIACT IMMEDIATE 5536
AMEMBASSY MANILA IMMEDIATE
INFO CINCPAC HONOLULU HI

UNCLAS SUVA 0767

AIDAC

FOR AID/OFDA
DEPT FOR EA/PIA
MANILA FOR CONTROLLER
CINCPAC FOR POLAD

EO 12065: NA
SUBJECT: DECLARATION OF DISASTER - TONGA

1. BASED ON REPORTS RECEIVED TO DATE, IT IS CLEAR THAT ALL THREE MAJOR ISLAND GROUPS IN TONGA HAVE SUFFERED MASSIVE HOUSING AND CROP DAMAGE INFLICTED BY CYCLONE ISAAC.
2. I THEREFORE DECLARE THAT A STATE OF DISASTER EXISTS IN THE KINGDOM OF TONGA.
3. FOR OFDA: REQUEST US DOLS 25,000 BE ALLOTTED TELEGRAPHICALLY TO USAID/MAINLA AS AUTHORIZED IN CHAPTER 3, PAR. 3B.4. AID HANDBOOK 8.
4. FOR MANILA: BE PREPARED UPON REQUEST TO TRANSMIT US DOLS 25 000 TELEGRAPHICALLY TO ONE OR MORE RECIPIENTS THROUGH BANK OF TONGA, NUKU' ALOFA, KINGDOM OF TONGA.
5. CONSIDERING SEVERITY OF DAMAGE, I FULLY EXPECT TO MAKE FURTHER REQUESTS FOR ASSISTANCE ONCE A CLEARER PICTURE EMERGES. ECKERT

OFDA
**ADVANCE
ACTION COPY**

*MDH
FC
Act
FC
Info
PIA
HW
CM
CS*

*PUC/OFDA
MAR 4 9 00 AM '82*

AID HANDBOOK 8, App F(3)	TRANS. MEMO NO. 8:13	EFFECTIVE DATE October 1, 1983	PAGE NO. F(3)-i
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APPENDIX F(3)

SAMPLE CABLES

Disaster Assessments

UNCLASSIFIED
Department of State

INCOMING
TELEGRAM

PAGE 01 SUVA 00757 040217Z 3981 032341 AID3384
ACTION AID-35

ACTION OFFICE OFDA-01
INFO AAAS-01 ASEM-01 ASDP-02 ASPD-03 ASTR-01 ATPC-04 RELO-01
~~IAAS-01~~ MAST-01 ASSP-02 /018 A1

INFO OCT-00 EA-12 AMAD-01 FDRE-01 /049 W
-----230022 040218Z /38

O 040151Z MAR 82
FM AMEMBASSY SUVA
TO SECSTATE WASHDC IMMEDIATE 5528
INFO CINCPAC HONOLULU HI

UNCLAS SUVA 0757

AIDAC

FOR OFDA, DEPARTMENT ALSO FOR EA/PIA

CINCPAC ALSO FOR POLAD

EO 12065: NA

TAGS:

SUBJECT: CYCLONE ISAAC

OFDA
**ADVANCE
ACTION COPY**

1. CRAIG UNABLE GET TO TONGA. FLIGHT CANCELLED.

2. FOLLOWING INFORMATION REPORTED BY ACTING PEACE CORPS DIRECTOR BILL GRAINGER OF TONGA. EXAMINATION OF WEST SIDE OF TONGATAPU ISLAND SUGGESTS THAT ALL CROPS HAVE BEEN DESTROYED. ONLY COCONUT TREES STILL STANDING. IN CAPITAL OF NUKUALOFA 10-15 PERCENT BUILDINGS ESTIMATED DEMOLISHED, 50-60 PERCENT BADLY DAMAGED. ELECTRICITY OUT, GASOLINE AVAILABLE BUT UNABLE TO PUMP SINCE PUMPS OPERATED ELECTRICALLY. FLOOD WATER STILL IN MANY AREAS AND IS SLOWLY RECEDING. AIRPORT STILL UNDER WATER AND CLOSED. EXAMINATION OF RUNWAY WILL BE NECESSARY BEFORE DETERMINATION OF RESUMPTION OF FLIGHTS CAN BE MADE. GRAINGER HAS PERSONALLY CONTACTED 30 OF 45 PEACE CORPS VOLUNTEERS OF TONGATAPU, ALL OF WHOM ARE UNINJURED. ASSUMPTION IS REMAINING 15 ARE ALSO UNINJURED.

3. ONLY KNOWN POSSIBLE DEATHS ARE SEVERAL PEOPLE MISSING AT SEA AND SEVERAL CHILDREN MISSING AT SOPU, SURBURB SLIGHTLY WEST OF NUKU'ALOFA. PEACE CORPS DIRECTOR'S HOUSE DEMOLISHED AS WELL AS HOUSES OF NUMBER OF PEACE CORPS VOLUNTEERS.

4. GOVERNMENT OF TONGA MEETING AT 1:30 PM MARCH 4 TONGA TIME TO ATTEMPT TO SET PRIORITIES ON ADDRESSING CYCLONE DAMAGE.

5. CRAIG AND PEACE CORPS DIRECTOR SCOTT HARDMAN STILL ATTEMPTING TO REACH TONGA FASTEST POSSIBLE MEANS. WILL ADVISE IN SEPTEL OF ADDITIONAL INFORMATION AS IT BECOMES AVAILABLE.
ECKERT

*MDH
FC*

*act
FC
Info
MH
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GM
PK
CS*

FOUO/OFDA

MAR 4 9 4 AM '82

(TM 8;13) 10/1/83

UNCLASSIFIED
Department of State

INCOMING
TELEGRAM

PAGE 01 CANBER 02071 040543Z 4625 032343 AID3600
ACTION AID-35

ACTION OFFICE OFDA-01
INFO AAAS-01 ASEM-01 ASDP-02 ASPD-03 ASTR-01 ATPC-04 RELO-01
~~TESS-01~~ MAST-01 ASSP-02 /018 A1

INFO OCT-00 EA-12 IO-15 AMAD-01 FDRE-01 /064 W
-----234155 040544Z /38

O 040525Z MAR 82
FM AMEMBASSY CANBERRA
TO SECSTATE WASHDC IMMEDIATE 6056
AMEMBASSY SUVA IMMEDIATE
AMEMBASSY WELLINGTON IMMEDIATE
AMEMBASSY PORT MORESBY IMMEDIATE
USMISSION GENEVA PRIORITY

UNCLAS CANBERRA 02071

AIDAC

GENEVA PASS UNDRO

E. O. 12065: N/A
TAGS: EAID, AS
SUBJECT: CYCLONE ISAAC - TONGA

REF: STATE 56819

1. ON RECEIPT REFTEL, EMBOFF CONTACTED DEPARTMENT OF FOREIGN AFFAIRS TONGAN DESK OFFICER (GREAVES) WHO HAS BEEN IN TOUCH WITH AUSTRALIAN HIGH COMMISSION IN NUKUALOFA. GREAVES CONFIRMED THE DAMAGE ASSESSMENT REFTEL AND PROVIDED ADDITIONAL DETAILS AS FOLLOWS.

2. AUSTRALIAN HIGH COMMISSION REPORTS HEAVY DAMAGE TO NUKUALOFA HARBOR, JETTY AND FORESHORE. TONGAN GOVERNMENT HAS DECLARED ALL THREE ISLAND GROUPS DISASTER AREAS. FOOD CROP IS TOTALLY RUINED, INCLUDING KEY YAM CROP DUE TO BE HARVESTED IN ONE MONTH'S TIME. AUSTRALIAN HICOM ESTIMATES THAT THERE WILL BE A FOOL EMERGENCY FOR THREE-SIX MONTHS.

3. TELEPHONE SERVICE TO TONGA IS ERRATIC, BUT HIGH COMMISSION HAS BEEN ABLE TO REPORT TO CANBERRA. AIRPORT HAS BEEN REOPENED.

4. SITUATION IN OUTER ISLANDS IS UNKNOWN, DUE TO LOSS OR DAMAGE TO RADIOS. HIGH COMMISSION REPORTS THAT NORTHERN ISLANDS MIGHT BE RELATIVELY LESS BADLY OFF THAN NUKUALOFA, BUT FOOD CROPS THERE HAVE BEEN DESTROYED AS WELL. SMALL PLANES ARE NEEDED TO VERIFY SITUATION ON OUTLYING ISLANDS.

5. GREAVES SAID AUSTRALIAN GOVERNMENT IS IN PROCESS OF PUTTING TOGETHER AN AID PACKAGE. DETAILS ARE PRESENTLY UNAVAILABLE. GOA HAS PROMISED TO INFORM US ASAP OF AID MEASURES IT INTENDS TO TAKE. LYNE

CFDA
**ADVANCE
ACTION COPY**

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FOOD/OFDA

MAR 4 9 00 AM

(TM 8:13) 10/1/83

UNCLASSIFIED
Department of State

INCOMING
TELEGRAM

PAGE 01 WELLIN 01091 042242Z 9055 033021 AID4445
ACTION AID-35

ACTION OFFICE OFDA-01
INFO ASPD-03 ASTR-01 AAST-01 STAG-02 FFP-03 OFP-01 PVC-02
RELO-01 ~~TEST-01~~ MAST-01 ASSP-02 /019 A4 704

INFO OCT-00 SSO-00 AMAD-01 /036 W
-----270150 042258Z /70-38

O 042238Z MAR 82
FM AMEMBASSY WELLINGTON
TO SECSTATE WASHDC NIACT IMMEDIATE 4076
INFO AMEMBASSY SUVA IMMEDIATE
AMEMBASSY CANBERRA IMMEDIATE
AMEMBASSY PORT MORESBY IMMEDIATE
USMISSION GENEVA PRIORITY

UNCLAS WELLINGTON 01091

AIDAC: DEPT PASS AID/OFDA

E. O. 12065: N/A
TAGS: EAID, TN, NZ
SUBJECT: CYCLONE ISAAC - TONGA

REF: STATE 56819

**ADVANCE
ACTION COPY**

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RS

1. NEW ZEALAND MFA INFORMS US THAT AN RNZAF ORION IS PRESENTLY ON A RECONNAISSANCE FLIGHT OVER TONGA TO ASSESS THE EXTENT OF DAMAGE TO NORTHERN GROUP (VAIVA'U AND HA'APAI). THE ORION WILL TRY TO ASCERTAIN IF RUNWAYS ARE SUITABLE FOR LANDING ANDOVERS.

2. AN RNZAF C-130 HAS ALSO JUST BEEN DESPATCHED TO TONGA WITH DISASTER SUPPLIES (TENTS, BLANKETS, GENERATORS, AND A HELICOPTER). A SECOND C-130 FLIGHT WITH MEDICAL TEAMS IS BEING ORGANIZED, AND WILL BE SENT IF CONDITIONS WARRANT. NZ RESPONSE IS BASED ON REPORTS OF ITS HICOM IN TONGA. NZ IS TRYING TO FIND OUT IF THERE IS A TONGA COORDINATING COMMITTEE AND JUST WHAT ASSISTANCE TONGANS HAVE ACTUALLY REQUESTED.

3. NZ IS IN CLOSE TOUCH WITH AUSTRALIANS -- WHO REPORTEDLY HAVE SENT 5 HERCULES TRANSPORTS TO TONGA -- ON CYCLONE ISAAC RELIEF. AUSTRALIANS HAVE TOLD NEW ZEALAND THAT ALTHOUGH FOOD CROPS ARE RUINED, THEY ARE NEVERTHELESS "USEFUL" FOR ANOTHER FEW WEEKS. NZPA REPORTS THAT AUSTRALIANS BELIEVE TONGA HAS SUFFICIENT TINNED AND FRESH FOOD TO LAST ANOTHER FORTNIGHT. RED CROSS IS REPORTEDLY COLLECTING EMERGENCY STAPLES FOR TONGA FROM FIJI AND SOLOMONS.
BROWNE

REC'D 8-11-83
FDO/OFDA

(TH 8:13) 10/1/83

UNCLASSIFIED

Department of State

INCOMING TELEGRAM

ACTION COPY

PAGE 01 CANBER 02093 01 OF 02 050212Z 9672 033315 AID4592
ACTION AID-35

CANBER 02093 01 OF 02 050212Z 9672 033315 AID4592

ACTION OFFICE OFDA-01
INFO AAAS-01 ASEM-01 ASDP-02 ASPD-03 ASTR-01 CIA-05 DOD-08
HSC-01 RELO-01 TELE-01 MAST-01 ASSP-02 /028 A4 85

INFO OCT-00 EA-12 10-15 AMAD-01 FDRE-01 /064 W
-----274165 050214Z /38

D 050150Z MAR 82
FM AMEMBASSY CANBERRA
TO SECSTATE WASHDC IMMEDIATE 6068
INFO AMEMBASSY SUVA IMMEDIATE
AMEMBASSY WELLINGTON IMMEDIATE
AMEMBASSY PORT MORESBY IMMEDIATE
USMISSION GENEVA PRIORITY

UNCLAS SECTION 01 OF 02 CANBERRA 02093

AIDAC

GENEVA PASS UNDR0

E.D. 12065: N/A
TAGS: EAID, AS
SUBJECT: CYCLONE ISAAC - TONGA

REF: (A) CANBERRA 2071; (B) CANBERRA 2025

1. DFA OFFICER COORDINATING TONGAN RELIEF TOLO EMBOFF
MORNING MARCH 5 THAT AUSTRALIAN HIGH COMMISSIONER ON
TONGA MS. MARIS KING IS THE COORDINATOR ON TONGA FOR
OUTSIDE RELIEF.

2. IF ASSISTANCE FROM US SOURCES IS REQUIRED, MS. KING
WILL MAKE REQUEST THROUGH US PEACE CORPS ON TONGA. IF
DIRECT COMMUNICATIONS TO US ARE UNAVAILABLE, THEN REQUEST
WILL BE ROUPED-THROUGH DFA TO THIS EMBASSY FOR RELAY TO
WASHINGTON. ECON OFFICER BILL WEINGARTEN IS EMBASSY
POINT OF CONTACT. TELEPHONES: OFFICE - 733-811; HOME
813-045.

3. DFA PROVIDED US COPIES OF TWO CABLES, BOTH MARCH 4, FR
AUSTRALIAN HIGH COMMISSION ON TONGA. TEXT FOLLOWS:

FIRST CABLE

-- 1. CYCLONE ISAAC AFFECTED THE THREE MAJOR ISLAND
GROUPS OF TONGA MISSING ONLY THE NIUAS. THE GOVERNMENT
HAS DECLARED A NATIONAL DISASTER FOR ALL THREE GROUPS
(VAVA'U, HA'APAI AND TONGATAPU).

-- 2. HIGH COMMISSIONER ATTENDED MEETING OF GOVERNMENT
EMERGENCY COMMITTEE THIS MORNING 4 MARCH AND HAS SUBSE-
QUENTLY CALLED A MEETING OF THE DIPLOMATIC CORPS.

-- 3. THERE IS EVIDENT NEED FOR FASTEST POSSIBLE
EMERGENCY RELIEF TO BE FOLLOWED BY LONGER TERM RELIEF.

-- 4. NO ESTIMATES OF DAMAGE WILL BE AVAILABLE FOR SOME
TIME PARTICULARLY FOR HA'APAI AND VAVA'U. WITH THEM
THERE IS ONLY ARMY RADIO COMMUNICATION. THIS COMMUNICA-
TION IS NOT EXPECTED TO LAST VERY LONG BECAUSE OF THE
SHORTAGE OF PETROL TO GENERATE POWER FOR TRANSMITTERS.

-- 5. ON TONGATAPU SEVEN CHILDREN ARE MISSING AND ONE
MALE ADULT BUT MORE CASUALTIES ARE EXPECTED. MANY HOMES
HAVE BEEN DESTROYED INCLUDING SOME MODERN HOMES IN
NUKU'ALOFA.

-- 6. THE IMMEDIATE NEEDS ON WHICH WE ASK THAT YOU
COORDINATE WITH NEW ZEALAND GOVERNMENT AND RED CROSS ARE
FOR

- (A) TENTS,
- (B) BLANKETS,
- (C) FOOD - MAINLY RICE, FULL CREAM MILK POWDER,
TINNED MEAT OR FISH,
- (D) VITAMIN PILLS AND
- (E) MEDICAL SUPPLIES, ESPECIALLY TO COUNTER DYSSENT-
ERY, TYPHOID, IN WHICH EPIDEMICS ARE LIKELY,
- (F) SOAP
- (G) COMMUNICATIONS EQUIPMENT INCLUDING IF POSSIBLE
A RADIO FOR RED CROSS HEADQUARTERS, AND
- (H) POWER GENERATORS.

-- 7. THERE IS AN URGENT NEED FOR HELICOPTERS TO TAKE
FOOD AND MEDICAL SUPPLIES TO REMOTE ISLANDS.

-- 8. WE HAVE BEEN ASKED WHETHER IT WOULD BE POSSIBLE
TO SUPPLY AN EXPERT IN ASSESSMENT OF DAMAGE AND AN
ENGINEER TO ADVISE ON RECONSTRUCTION OF FORESHORES,
SEAWALLS, ETC.

-- 9. HA'APAI IS LIKELY TO HAVE SERIOUS DRINKING WATER
PROBLEMS FOR WHICH SOLAR STILLS COULD BE OF CONSIDERABLE
ASSISTANCE.

-- 10. AS LONGER TERM MEASURE WOULD IT BE POSSIBLE FOR
TEAM OF ARMY TRADESMEN, PARTICULARLY ELECTRICIANS,
CARPENTERS, TELEPHONE MECHANICS, MOTOR MECHANICS, TO COME
IN EQUIPPED WITH TOOLS? WE HOPE SHORTLY TO SEND LIST OF
BUILDING, ETC., SUPPLIES NEEDED.

-- 11. IN NUKU'ALOFA POWER MAY NOT BE RESTORED FOR ONE
WEEK. JETTIES AND FORESHORE OF NUKU'ALOFA HARBOUR
BADLY DAMAGED.

SECOND CABLE

*Act
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(TM 8:13) 10/1/83

ACTION
COPYUNCLASSIFIED
Department of StateINCOMING
TELEGRAMPAGE 01 CANBER 02093 02 OF 02 050216Z 0130 033318 AID4769
ACTION AID-35-----
ACTION OFFICE OFDA-01
INFO AAAS-01 ASEM-01 ASDP-02 ASPD-03 ASTR-01 CIA-05 DOD-08
NSC-01 RELO-01 TELE-01 MAST-01 ASSP-02 /028 A4 85
-----INFO OCT-00 EA-12 IO-15 AMAD-01 FDRE-01 /064 W
-----274225 050400Z /61/38O 050158Z MAR 82
FM AMEMBASSY CANBERRA
TO SECSTATE WASHDC IMMEDIATE 6069
INFO AMEMBASSY SUVA IMMEDIATE
AMEMBASSY WELLINGTON IMMEDIATE
AMEMBASSY PORT MORESBY IMMEDIATE
USMISSION GENEVA PRIORITY

UNCLAS SECTION 02 OF 02 CANBERRA 02093

AIDAC

GENEVA PASS UNDRO

- 2. THE PARAMETERS OF FOOD EMERGENCY ARE AS FOLLOWS:
- A. WITHOUT REFRIGERATION AND FREEZING PLANT ONLY FRESH AND TINNED FOODS ARE AVAILABLE.
- B. EXISTING STOCKS OF FRESH FOODS WILL LAST NO LONGER THAN 2 WEEKS. IF THAT, ON TONGATAPU AND SITUATION COULD BE MUCH WORSE ELSEWHERE, ESPECIALLY IN OUTER ISLANDS OF HA' APAI AND VAVA' U GROUPS.
- C. ALL FOOD CROPS STILL IN THE GROUND WILL BE RUINED: THIS INCLUDES THE VITALLY IMPORTANT YAM CROP WHICH WAS DUE FOR HARVEST IN ABOUT ONE MONTHS TIME.
- NEW CROPS, PLANTED NOW, WILL TAKE 3-6 MONTHS TO NATURE.
- 3. POWER IN NUKU' ALOFA IS UNLIKELY BE RESTORED WITHIN A WEEK: THE POWER STATION BUILDING WAS DEMOLISHED.
- 4. MANY PEOPLE ON TONGATAPU HAVE LOST HOUSES AND EVERYTHING IN THEM: CONDITIONS IN PARTS OF HA' APAI AND VAVA' U ARE PROBABLY WORSE.
- 5. RED CROSS IS ATTEMPTING THROUGH ITS CHANNELS TO OBTAIN SUPPLIES OF ROOT VEGETABLES FROM FIJI AND SOMOA. AS THERE WILL BE NO GREEN VEGETABLES, SUPPLIES OF VITAMIN PILLS ARE NEEDED.
- 6. ALL IN ALL THE FOOD EMERGENCY IS LIKELY TO LAST FROM 3-6 MONTHS. THERE IS A NEED FOR SMALL AEROPLANES TO GO INTO VAVA' U AND HA' APAI - TWIN OTTERS, ISLANDERS, ETC., AND HELICOPTERS TO TAKE FOOD TO EVEN MORE REMOTE ISLANDS AND, POSSIBLY, TO BRING IN INJURED PEOPLE FOR MEDICAL TREATMENT.
- 7. CONTACT HAS BEEN MADE WITH A GOOD MANY (BUT NOT ALL) AUSTRALIANS ON TONGATAPU. AMONG THESE THERE ARE NO CASUALTIES ALTHOUGH MOST HAVE SUFFERED DAMAGE TO THEIR FUA' AMOTU AIRPORT IS NOW OPEN. END TEXT. LYNE

App F(3)-6, HB 8

(TM 8:13) 10/1/83

ACTION COPY

UNCLASSIFIED
Department of State

INCOMING TELEGRAM

AGE 01 SUVA 00786 0502582
CTION AID-33

9846 033305 A104638

A SUVA 00786 0502 2

9846 033305 A104638

CTION OFFICE OFDA-01
NFC AA-0-01 ACEN-01 ASDP-02 ASPD-03 ASTR-01 ATPC-04 RELO-01
TELE-01 NAST-01 ACSP-02 /018 A: 11-5

NFC OCT-00 IHR-10 EB-02 EA-12 IO-15 AMAD-01 FDRE-01
AGRE-00 /002 V

-----275275 050301Z /30

050135Z MAR 82
M AMEMBASSY SUVA
O SECSTATE WASHDC IMMEDIATE 5547
NFO AMEMBASSY GENEVA
MEMBASSY PORT MORESBY
MEMBASSY WELLINGTON
MEMBASSY CANBERRA

NCLAS SUVA 0786

IDAC

DR OFDA

O 12065: N/A
UBJ: CYCLONE ISAAC - TONGA

BOB CRAIG AND ACTING PEACE CORPS DIRECTOR SCOTT HARDMAN
EN ROUTE TO TONGA. AIRPORT HAS BEEN REOPENED. CRAIG WILL
TELEPHONE SHORTLY AFTER ARRIVAL. HE WILL BE ABLE TO PROVIDE
GUIDANCE ON SPECIFIC NEEDS BEYOND INITIAL US DOLS 25,000
REQUESTED.

AMBASSADOR RECEIVED A CABLE FROM TONGA FOREIGN AFFAIRS
SECRETARY WHICH READS IN PART QTE TROPICAL CYCLONE ISAAC
WHICH PASSED THROUGH THE VAVAU GROUP AT 0100 HOURS AND THE
HAAPAI GROUP AT 0700 HOURS ON THIRD MARCH 1982, AND
STRENGTH OF HURRICAN WAS ESTIMATED TO BE IN EXCESS OF 60
KNOTS AND WINDS REACHING 80 TO 90 KNOTS. AT THAT TIME
COMMUNICATIONS FROM NUKUALOFA WITH THE OUTSIDE WORLD WAS
SHUT OFF AS TROPICAL CYCLONE ISAAC WAS PASSING THROUGH THE
TONGATAPU GROUP. THE PASSAGE OF ISAAC TOOK FROM 1100 HOURS
TO 1600 HOURS IN TONGATAPU AND PRELIMINARY ASSESSMENT OF
TONGATAPU INDICATES EXTENSIVE DAMAGE TO BUILDINGS (GOVERNMENT AND
PRIVATE), FOOD CROPS INCLUDING EXPORT COMMODITIES,
PRIVATE HOUSES, FORESHORE AND WHARF FACILITIES.

PRELIMINARY REPORTS FROM VAVAU, HAAPAI AND ISLAND OF BUA
INDICATE MUCH THE SAME SCOPE OF DAMAGE AND HAS RESULTED
IN THE PRIME MINISTER IN CABINET DECLARING TONGATAPU
HAAPAI AND VAVAU AS NATURAL DISASTER AREAS. WHILE THE
NEED FOR EMERGENCY ASSISTANCE IS GOING TO BE FOOD,
WELTER, HEALTH NEEDS, COMMUNICATION BACKUP SYSTEMS AND
POWER GENERATORS, OTHER ASSISTANCE IN TERMS OF RECONSTRUCTION
PROGRAMS FOR NATURAL DISASTERS EITHER IN TERMS OF IMMEDIATE
EMERGENCY RELIEF PROGRAMS OR IN THE LONG TERM
RECONSTRUCTION OR BOTH. UNQTE.

AM SENDING YOU THIS TELEX TO REQUEST YOUR COOPERATION
AND TO ASK WHETHER YOUR GOVERNMENT HAS EMERGENCY ASSISTANCE
PROGRAMS FOR NATURAL DISASTERS EITHER IN TERMS OF IMMEDIATE
EMERGENCY RELIEF PROGRAMS OR IN THE LONG TERM
RECONSTRUCTION OR BOTH. UNQTE.

IN RESPONSE AMBASSADOR EXTENDED SYMPATHIES, INFORMED
TONGAN GOVERNMENT THAT HE HAD EXERCISED HIS DISASTER
ASSISTANCE AUTHORITY, AND SAID CRAIG EN ROUTE TO ADVISE
AMBASSADOR ON HOW BEST TO RESPOND IN SPECIFICS BOTH
IMMEDIATELY AND IN LONGER TERM.

WE HAVE INDICATIONS THE JAPANESE AND FRENCH ARE
ALSO PROVIDING INITIAL ASSISTANCE IN TERMS OF CASH.
NEW ZEALAND IS IMMEDIATELY PROVIDING HELICOPTERS: THE
AUSTRALIAN AID PACKAGE HAS NOT YET BEEN ANNOUNCED.
THE RED CROSS IS BUYING FOOD IN FIJI AND SOLOMON
ISLANDS FOR IMMEDIATE RELIEF.

A
5. HAVE ALSO LEARNED THROUGH SOUTH PACIFIC ISLAND
AIRWAYS, WHICH EVACUATED AN INJURED AMERICAN TOURIST
ON VAVAU, THAT ITS RADIO CONTACTS REPORTED ALL
PEACE CORPS VOLUNTEERS ON VAVAU AND HAAPAI ARE ACCOUNTED
FOR. AND EARLIER REPORT INDICATED ALL PCVS ON TONGATAPU
WERE ACCOUNTED FOR.

6. THERE HAS BEEN NO COUNT REPORTED FROM OUTER ISLANDS
BUT SEVEN PEOPLE ARE KNOWN DEAD ON TONGATAPU, SCORES ARE
MISSING.
ECKERT

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Info
MH
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ACTION COPY

UNCLASSIFIED
Department of State

INCOMING TELEGRAM

PAGE 01 WELLM 01216 01 OF 02 1004522 7755 036912 A108393
ACTION A1D-07

WELLM 01216 01 OF 02 1004522 7755 036912 A108393

ACTION OFFICE OFDA-01
INFO AAAS-01 ASEM-01 ASPT-02 ASDP-02 ASPD-03 ASTR-01 AAST-01
STAG-02 AGR1-01 RELO-01 TELE-01 MAST-01 ASSP-02
/020 A4 810

INFO OCT-00 INR-10 CIAE-00 EB-00 EA-12 10-15 NSCE-00
NSAE-00 SSO-00 NA-06 PA-02 NNS-06 INRE-00 DCS-06
CA-01 ICAE-00 SR-04 SPRS-02 /079 W
-----062531 1005332 /12

O 1004322 MAR 82
FM AMEMBASSY WELLINGTON
TO SECSTATE WASHDC IMMEDIATE 4110
INFO AMEMBASSY SUVA
AMEMBASSY CANBERRA
AMEMBASSY MANILA
AMEMBASSY PORT MORESBY
USMISSION GENEVA
SECDEF WASHDC
JCS WASHDC
CSA WASHDC
CND WASHDC
CSAF WASHDC
CMC WASHDC
DLA CAMERON STA VA
CINCPAC SCOTT AFB IL
CINCPAC HONOLULU HI
NSD GUAM
USDAO SUVA

UNCLAS SECTION 01 OF 02 WELLINGTON 01216

E. D. 12065: N/A
TAGS: EAID, TH
SUBJECT: CYCLONE ISAAC, TONGA: DAMAGE ASSESSMENT

REF: WELLINGTON 1091

1. FOLLOWING TEXTS OF MARCH 4 AND 5 RNZAF ORION
RECONNAISSANCE MISSION SITREPS ON CYCLONE ISAAC DAMAGE
WERE PROVIDED BY MFA OFFICER COORDINATING TONGA RELIEF:

2. SITREP ONE:

- A. FUAMOTO AIRFIELD ASSESSED SUITABLE FOR
HERCULES/ANDOVER OPERATIONS. AUSA 766 REPORTED NO
DEBRIS ON RUNWAY HARD STANDING UNAFFECTED. VISUAL
OBSERVATION CONFIRMS ONE HANGAR DEMOLISHED, SURFACE VET.
- B. NUKUALOFA SUFFERED MUCH FLOODING, 80 PERCENT OF
BUILDINGS DAMAGED. ONE FISHING VESSEL AND TUG CAST ON
REEF, MODRED VESSELS APPEAR DAMAGED AND MUCH DAMAGE TO
BREAKWATER.
- C. REMAINDER OF TONGATAPU ISLAND HAS SUFFERED LIGHT
DAMAGE. ESTIMATE FIVE TO TEN PERCENT COCONUT CROP
DEMOLISHED AND SUBSTANTIAL DAMAGE TO GROUND CROPS BY
WATER AND WIND.
- D. VEHICLES STILL MOVING ON ROADS OUTSIDE NUKUALOFA,
ROAD FROM AIRFIELD TO TOWN APPEARS OPEN.

3. SITREP TWO:

- A. ISLANDS HAAPAI GROUP BATTERED BADLY. ESTIMATE 95
PER CENT BUILDINGS SUFFERED DAMAGE, MOST TOTALLY
DESTROYED.
- B. 10 TO 20 PERCENT COCONUT PALMS FLATTENED, SOME
EXPOSED AREAS AS HIGH AS 50 PERCENT. VILLAGERS
STACKING FALLEN COCONUTS, AND APPEAR TO BE DRYING OUT.
SUBSTANTIAL DAMAGE TO GROUND CROPS.
- C. ROADS, CAUSEWAY L FUKA/FOA, AND WHARF AREAS APPEAR
UNDAMAGED.
- D. ASSESS IMMEDIATE REQUIREMENTS OF GROUP WILL BE:
 - 1. SHELTER (TEMPORARY ACCOM, CLOTHING) AND
 - 2. WATER (ASPD00F SUPPLY NO LONGER EXISTS).

4. SITREP THREE:

- A. ASSESS VAVAU GROUP SUFFERED LESS DAMAGE GENERALLY
THAN HAAPAI:
 - 1. 40 PERCENT OF HUTS DAMAGED, MORE MODERN LESS
-- SO, BUT IN WEST AND OUTLYING ISLANDS (TANGA/OFU)
-- DAMAGE GREATER.
 - 2. CHURCH AGRICULTURAL COLLEGE AT TOFA (QUES) NW
-- OF LONGOMAFU SUFFERED EXTENSIVE DAMAGE. MANY
-- WINDMILLS UNDERGOE OVERSPEEDS.
 - 3. PORT OF REFUGE HOTEL AT NEIAFU BEING REPAIRED.
- B. 20 PERCENT OF COCONUT PALMS TOPPLED BY WESTERLY
WIND, SUBSTANTIAL WATER DAMAGE TO GROUND CROPS.
- C. ROADS/CAUSEWAYS APPEAR PASSABLE WITH LITTLE
DAMAGE. 8 YACHTS HIGH AND DRY NEAR NEIAFU.
- D. ASSESS LUPEPAJU AIRFIELD OPERATIVE FOR ANDOVERS ALL
BUT ONE OUT BUILDING DESTROYED, HOWEVER RUNWAY CLEAR OF
DEBRIS. AERIALS BENT BUT APPEARED ATTACHED.
- E. NDB AT TN STILL OPERATIVE AND FUA AMOTU RADIO
OPERATIVE ON 118.5MHZ. AUSA 766 WAS OFFERED AVTUR ON
ARRIVAL. WILL ATTEMPT TO ASCERTAIN QUANTITY AVAILABLE
AND ADVISE SOONEST.

5. SITREP FOUR:

LATE, KAO AND TOFUA ISLANDS APPEAR UNDAAGED. FOTUNAJA
ESTIMATE 80 PERCENT DAMAGE TO HUTS 50 PERCENT TO
COCONUTS. MINLVA 5 PERCENT DAMAGE COCONUTS, ALMOST
TOTAL TO GROUND CROPS. HOUNGA ONE TOTAL DAMAGE.
OFOLANGA APPEARS UNTOUCHED.

6. SITREP FIVE:

- A. ISLANDS OF HAAMO, FOA, LIFUKA AND UOLEVA SUFFERED
ALMOST TOTAL DEVASTATION. WIND APPEARS TO HAVE COME
FROM EAST.
- B. PRESENT WEATHER IN HAAPAI AREA 4/8 TCU CB VIS 15 KN

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ACTION AID-07.

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/020 A4 810

INFO OCT-00 INR-10 CIAE-00 EB-08 EA-12 IO-15 NSCE-00
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CA-01 ICAE-00 SR-04 SPRS-02 /079 W
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O 100432Z MAR 82
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TO SECSTATE WASHDC IMMEDIATE 4111
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AMEMBASSY CANBERRA
AMEMBASSY MANILA
AMEMBASSY PORT MORESBY
USMISSION GENEVA
SECDEF WASHDC
JCS WASHDC
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CSAF WASHDC
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DLA CAMERON STA VA
CINCPAC SCOTT AFB IL
CINCPAC HONOLULU HI
NSD GUAM
USDAO SUVA

UNCLAS SECTION 02 OF 02 WELLINGTON 01216

REDUCING TO 50 00M IN SHWRs. WIND 270/10 QNH 1013.
C. AIRFIELD AT HAAPAI APPEARS OPERATIVE BUT WET.
D. ALL ISLANDS WEST OF UIHA SUFFERED MAJOR DAMAGE.
MOVIE FILM PLUS BLACK/WHITE STILLS TAKEN OF HAAPAI GROUP.

- 7. SITREP SIX:
 - A. SOUTHERN HAAPAI GROUP
 - 1. NOMUKA, DEVASTED TOTALLY
 - 2. MANGO IKI, 50 PERCENT DEVASTATION ESTIMATED
 - 3. FONOFUA, BUILDING DAMAGE APPEARS SLIGHT BUT CROP DAMAGE SEVERE.
 - 4. KALAFESIA APPEARS TO HAVE SUFFERED VERY LITTLE DAMAGE.
 - B. BOTH HUNGA TONGA AND HUNGA HAAPAI ARE NOT INHABITED, 90 PERCENT OF ISLANDS VEGETATION HAS BEEN OBLITERATED.
 - 8. SITREP SEVEN:
 - 1. AIRFIELD EVA APPEARS SERVICABLE, TRACTOR OBSERVED MOWING GRASS. ISLAND RELATIVELY UNTOUCHED MINOR DAMAGE TO VEGETATION.
 - 2. TWO RAAF IROQUOIS SIGHTED ON FUAMOTO BEING ASSEMBLED.
 - 3. FUEL DEPOT AT FUAMOTO UNABLE TO STATE QUANTITY AVAILABLE APART FROM PLENTY. FUEL NOT CHECKED FOR CONTAMINATION. FWY LIGHTING AVAILABLE WKT PORTABLE ONLY.
- BROWNE

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3085 037947 AID9588

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INFO OCT-80 EA-12 10-15 AMAD-01 FDRE-01 /864 W
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AMEMBASSY GENEVA
AMEMBASSY MANILA
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AMEMBASSY WELLINGTON
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CSA WASHDC
CNO WASHDC
CSAF WASHDC
CMC WASHDC
DLA CAMERON STA VA
CINCPAC SCOTT AFB IL
CINCPAC HONOLULU HI
NSD GUAM

UNCLAS SUVA 00872

AIDAC

GENEVA FOR UNDRD

EO 12065: N/A
SUBJ: CYCLONE DISASTER - TONGA

REF: STATE 61282

1. APPRECIATE TENTS, BLANKETS, PLASTIC SHEETING AND POSSIBLE ADD ON OF FIVE GALLON COLLAPSIBLE PLASTIC WATER CARRIERS BEING READING FOR AIRLIFT TO TONGA. PEACE CORPS HAS BEEN ALERTED.
2. HAVE BY SEPTEL CONFIRMED NEED FOR SAWS 300 TENTS.
3. REGARDING DOMESTIC/DONOR AIRLIFT CAPABILITY IN TONGA: CRAIG ADVISES FUAMOTU AND OTHER MAJOR AIRSTRIPS REASONABLY OPEN. DONOR COOPERATION IN MOVING SUPPLIES TO OUTER ISLANDS GOOD. MOST UNLOADING IS MANUAL.
4. CRAIG IS OF OPINION THE U.S. BASED 3000 GALLON TANKS FOR WATER STORAGE A BIT TOO SOPHISTICATED FOR NEEDS. ATTEMPTS WILL BE MADE TO OBTAIN WATER TANKS FROM OTHER DONORS. ACCORDINGLY REQUEST IS WITHDRAWN. 500 WATER CARRIERS WILL BE MOST USEFUL.
5. DONATED SUPPLIES FROM HONOLULU, BY TONGANS LIVING IN HAWAII WILL KELY BE SHIPPED BY THE CCOP/SOPAC VESSEL DEPARTING THERE O/A MARCH 16. CAPTAIN HAS OFFERED FREE DECK AND OTHER SPACE. USGS AND DONOR ARE IN CONTACT.

6. LUMBER AND NAILS ARE NOT FOR HOUSING REPAIRS. SORRY IF WE MISLEAD. CRAIG REPORTS THE TWO BY FOURS ARE TO RECONSTRUCT SUPPORTS FOR WATER CATCHMENT TANKS. DETAILS OF LUMBER COSTS WILL BE SUBJECT SEPTEL.

7. IN SEPTEL WILL ALSO DISCUSS FOOD, LANTERNS AND THE HIRE OF LOCAL ASSISTANCE IN PURCHASING SUPPLIES.

8. CRAIG ADVISED THAT JAMES MAKASIALE'S SERVICES PROBABLY NOT WELCOMED. TONGANS PREFER TO DO THE JOB THEMSELVES. RECOMMENDATION IS TO LET RIDE FOR TIME BEING. FYI MAKASIALE PHONED SPRDO MARCH 11 FOR WAY TO CONTACT LANGI KAVALIKU. HE APPRECIATES FACT THAT HE CANNOT GO TO TONGA WITHOUT BLESSING FROM GOVERNMENT END FFY1. CRAIG FURTHER REPORTED THAT THE EEC REP IN TONGA HAS BEEN GIVEN THE ROLE OF COORDINATING INFORMATION BETWEEN DONORS AND GOVERNMENT. IN AN ASSESSMENT REPORT CRAIG WILL ELABORATE.

9. CRAIG RETURNS FROM TONGA MARCH 11 ETA OFFICE 1430 HOURS FIJI TIME.
ECKERT

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APPENDIX F(4)

SAMPLE CABLES

Situation Reports

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/024 44 02

INFO OCT-08 EA-12 10-15 AMAD-01 FDRE-01 AGRE-08 OLS-09
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INFO AMEMBASSY CANBERRA
AMEMBASSY GENEVA
AMEMBASSY MAHILA
AMEMBASSY PORT MORESBY
AMEMBASSY WELLINGTON
CINCPAC HONOLULU HI

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FOR OFDA

GENEVA FOR UNDR0

EO 12065: 1/A
SUBJ: CYCLONE IGAAC, TONGA: SITREP ONE

1. FOLLOWING REPORT DICTATED BY PHONE FROM NUKUALOFA IS BASED ON VISUAL INSPECTIONS OF TONGATAPU AND HAAPAI GROUP MADE BY SPRDO ROB CRAIG PLUS CONVERSATIONS WITH DIPLOMATIC PERSONNEL, GOVERNMENT OFFICIALS AND PEACE CORPS STAFF AND VOLUNTEERS.

2. FIRST PRIORITY NEED IS FOR TENTS FOR HOUSING. WE NEED 500 TENTS AS SOON AS POSSIBLE. THE SECOND PRIORITY OF IMMEDIATE NATURE IS MEDICAL AND THE INITIAL REQUIREMENT THERE IS FOR 20-44 GALLON TANKS OF MALATHION AND 20-44 GALLON TANKS OF VAPORON AND 10 BACKPACK SPRAYERS. THE ABOVE WILL BE USED TO REDUCE THE POSSIBILITY OF INSECT BORNE DISEASES AND WILL BE GIVEN TO MOH. RECOMMENDATION: THAT THE AMBASSADOR'S FUND BE USED TO PURCHASE THE ABOVE MEDICAL SUPPLIES IN SUVA AND TRANSPORT TO NUKUALOFA. (SPRDO NOW COSTING ITEM).

3. FOOD: MUCH OF THE FOOD EATEN BY TONGANS HAS BEEN DESTROYED IN THE CYCLONE. ALTHOUGH THERE IS SUFFICIENT FOOD FOR ONE-THREE WEEKS IN VARIOUS PARTS OF TONGA, AT THE END OF THAT TIME FOOD WILL BECOME AN IMMEDIATE ITEM. MOH ESTIMATES FOLLOWING LOSSES: TA'AO - 30 PERCENT OR 6179 LONG TONS, CASSAVA - 60 PERCENT OR 6482 LONG TONS, SWEET POTATOES - 40 PERCENT OR 173 LONG TONS, YAMS - 50 PERCENT OR 1386 LONG TONS. AVAILABLE ESTIMATE OF FOOD REQUIREMENTS UNTIL CROP PRODUCTION CAN BE RESTORED IS 550-600 TONS OF STAPLE FOODS PER MONTH. THIS ESTIMATE IS PROBABLY HIGH. RECOMMENDATION: THAT OFDA AUTHORIZE SPRDO TO PROCURE OVER A PERIOD OF TIME AS MUCH AS 500 TONS OF ROOT CROPS FROM FIJI AND WESTERN SAMOA PLUS TRANSPORTATION TO NUKUALOFA.

4. WATER: MOST PARTS OF TONGATAPU HAVE SUFFICIENT WATER ALTHOUGH THERE ARE PROBLEM AREAS IN SOME COMMUNITIES. IN HAAPAI GROUP WATER IS SERIOUSLY SHORT AND IN THE VAVAU GROUP IT IS ALSO SHORT BUT PROBLEM NOT AS ACUTE AS ON HAAPAI. BOTH AUSTRALIAN AND NEW ZEALAND ENGINEERS HAVE BEEN DEPLOYED IN HAAPAI TO ADDRESS PREVENTIVE AS WELL AS CURATIVE HEALTH MEASURES. FIRST PRIORITY IS RESTORATION OF AS MANY RAINWATER CATCHMENT SYSTEMS AS POSSIBLE. ALTHOUGH MANY ARE CEMENT BUILDINGS, THE ROOFS THAT SUPPLIED THE WATER ARE OFF. THE AID PROJECT WITH THE FOUNDATION FOR THE PEOPLES OF THE SOUTH PACIFIC (FSP) AND THE PEACE CORPS TO ADDRESS LONG TERM INCREASES IN WATER SUPPLIES ON HAAPAI HAS BEEN RESTRUCTURED TO ADDRESS RESTORATION OF EXISTING FACILITIES. PEACE CORPS VOLUNTEER (PCV) IN CHARGE OF THAT PROGRAM NOW IN CONTACT WITH NEW ZEALAND AND AUSTRALIAN ENGINEERS SO THAT COSTS INVOLVED MAY BE MINIMAL IN THAT PCV WILL ASSIST ENGINEERS IN IDENTIFYING AND REPAIRING EXISTING SYSTEMS.

5. USAID/PEACE CORPS OPERATIONS: FSP, IN COLLABORATION WITH PEACE CORPS, IS SETTING UP SMALL PROJECTS FUND TO DEAL WITH SPECIFIC PROBLEMS IDENTIFIED BY PCV IN ORDER TO PROVIDE EXPEDITIOUS FUNDING. CHAIRMAN OF DISASTER RELIEF COMMITTEE FOR KINGDOM OF TONGA, DR LANGI KAVALIKU, WHO IS ALSO MINISTER OF WORKS, HAS THE AUTHORITY TO APPROVE THE PROJECTS WITHOUT GOING THROUGH NORMAL SLOW GOVERNMENT CHANNELS.

PEACE CORPS IS MEETING MARCH 8 PLANNING THE RESTRUCTURING TEMPORARILY, OF THEIR PROGRAM TO MAKE USE OF PCVS. PEACE CORPS DIRECTOR SCOTT HARDMAN IS WILLING TO USE VOLUNTEERS TO HELP ERECT US PROVIDED TENTS. GOT IS DELIGHTED WITH THOSE PROSPECTS. PCVS ALREADY INVOLVED IN PARTICIPATING IN DAMAGE ASSESSMENT AND HOPE TO MOVE INTO ALL PROJECT ORIENTED ACTIVITIES IN NEXT TEN DAYS.

6. STATISTICS: ALL STATISTICS AT THIS POINT ARE BASED ON INTERPOLATION SINCE NO ONE HAS VISITED MAY OF THE ISLANDS INVOLVED. KINGDOM OF TONGA BELIEVES DOLS SIX MILLION WILL BE REQUIRED IN LONG TERM TO RESTORE AGRICULTURAL PRODUCTION. IN ADDITION DOLS TWELVE MILLION WILL BE REQUIRED TO RESTORE BUILDINGS AND OTHER FACILITIES. BECAUSE OF LACK OF SPECIFIC INFORMATION AT THIS POINT IN TIME A NUMBER OF STATISTICS BEING QUOTED HAVE DIFFERED WILDLY. BASED ON BEST INFORMATION AVAILABLE THE POPULATION OF TONGA IS APPROXIMATELY 95,000; MAY BUT NOT ALL OF WHOM WILL NEED SUPPLEMENTARY FEEDING FOR AS LONG AS SIX MONTHS.
ECKERT

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ACTION: A10-35

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MAST-01 AGSP-02 /035 A4 88

INFO OCT-00 INR-10 EB-06 EA-12 10-15 AMAD-01 FDRE-01
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FM AMEMBASSY SUVA
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AMEMBASSY GENEVA
AMEMBASSY MANILA
AMEMBASSY PORT MORESBY
AMEMBASSY WELLINGTON
CINCPAC HONOLULU HI

UNCLAS SUVA 0626

AIDAC

GENEVA FOR UNDRD

EO 12065: HA
SUBJECT: CYCLOHE ISSAC - TONGA

1. ROBERT V. CRAIG FILED FIRST COMPREHENSIVE REPORT FROM TONGA. PLANS ON MARCH 8 AT 3 PM TO JOIN HIS FIRST MEETING OF DONORS COORDINATING COMMITTEE UNDER CHAIRMANSHIP AUSTRALIAN NCOM. IN ADDITION TO FORMAL REPORT, FOLLOWING POINTS WERE STRESSED.

2. FIRST PRIORITY FROM AID STOCKS GUAM IF AVAILABLE IS 500 TENTS; 200 BLANKETS FOR READINESS AS WINTER BEGINS TO SETTLE IN TONGA; UP TO 1000 KEROSENE LANTERNS; COLLAPSIBLE WATER TANKS OF 1000-5000 GALLONS AND 100-200 TONS FORTIFIED WHEAT FLOUR. UNDERSTAND FLOUR NOT IMMEDIATELY AVAILABLE AND WILL RESORT TO LOCAL SUPPLIES IF ALTERNATIVE SOURCE OF SUPPLY IS INDONESIA OR PHILIPPINES. ALSO 200 ROLLS PLASTIC SHEETING. REQUEST OFDA DETERMINE AVAILABILITY OF ABOVE IN GUAM AND SEEK TO FIND OUT IF USAF AIRCRAFT (PREFERABLY C-130) COULD BE MADE AVAILABLE AT GUAM TO TRANSPORT MATERIAL TO TONGA. RECOMMEND A/C REFUEL AT NADI, FIJI TO PRECLUDE DRAINING DOWN LIMITED FUEL STOCKS IN TONGA, AND TO AFFORD US OPPORTUNITY TO OFFLOAD EMERGENCY SUPPLIES PURCHASED IN FIJI.

3. WOULD PROPOSE TO PURCHASE LOCALLY 8000 LINEAL FEET OF TWO BY FOUR LUMBER TO PREPARE HOUSES TO USE, PLUS NAILERS AND 20 PENNY NAILS TO ADD TO SUPPLIES COMING FROM GUAM. DETAILS OF COST BEING DEVELOPED. COST WOULD BE IN ADDITION TO ORIGINAL US DOLS 25,000.

4. EQUALLY IMPORTANT PRIORITY OF IMMEDIATE NATURE IS MEDICAL. INITIAL REQUIREMENT IS 20--44 GALLON TANKS OF MALATHION, 28--44 GALLON TANKS OF VAPOMD AND 10 BACKPACK SPRAYERS TO BE USED TO REDUCE POSSIBILITY OF INSECT BORNE DISEASES AND WILL BE GIVEN TO MOH. IT WOULD BE PROPOSED, IF POSSIBLE, TO BUY THEM LOCALLY USING AMBASSADOR'S INITIAL EMERGENCY FUND.

5. THE TRANSPORTATION SHORTAGE IN TONGA WILL BE THE MOST PRESSING PROBLEM FOR THE IMMEDIATE FUTURE. AS NUKUALOFA AND OUTLYING ISLANDS DO NOT HAVE PIER SUPPORT FACILITIES, TRANSPORTATION OF RELIEF SUPPLIES AND BASIC NEEDS MUST BE BY EITHER HELICOPTER OR AMPHIBIOUS LANDING CRAFT. EMBASSY RECOMMENDS THAT THE US NAVY BE APPROACHED TO SEE IF THEY COULD PROVIDE A SMALL AMPHIBIOUS LANDING SHIP (PROBABLY A LST) WITH EMBARRED LANDING CRAFT AND PERHAPS A HELICOPTER CAPABILITY THAT COULD PROVIDE TRANSPORTATION SUPPORT ON A CONTINUING BASIS IN THE TONGA AREA. IT WOULD BE MOST USEFUL IF SUCH A SHIP COULD BE MADE AVAILABLE AFTER MARCH 25 AND PROVIDE TRANSPORTATION ASSISTANCE TO TONGA FOR ONE TO THREE MONTHS. SUCH A SHIP MUST BE INDEPENDENT OF SHORE SUPPORT AND SHORE LOGISTICS WHILE ONSTATION. IF REFUELLING OR REPROVISIONING IS REQUIRED, THE SHIP COULD DEPART TONGA FOR BRIEF REFUELLING TRIPS TO EITHER FIJI, PAGO PAGO OR NEW ZEALAND. IT IS RECOMMENDED THAT OFDA APPROACH NAVY TO OBTAIN ESTIMATES ON THE FEASIBILITY AND AVAILABILITY OF SUCH EMERGENCY SUPPORT AND ALSO OBTAIN AN ESTIMATE OF THE COST FOR SUCH HUMANITARIAN ASSISTANCE.

6. PLEASE ADVISE.

7. FULL TEXT OF CRAIG REPORT FOLLOWS.
ECKERT

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AMEMBASSY PORT MORESBY

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UNCLAS SECTION 01 OF 02 WELLINGTON 01226

AIDAC: DEPT PASS AID/OFDA

CORRECTED COPY (TEXT)

E.O. 12055: N/A

TAGS: EAID, TN, NZ

SUBJECT: CYCLONE ISAAC - TONGA: NEW ZEALAND RELIEF

-- EFFORT

L. MFA OFFICER COORDINATING NEW ZEALAND TONGA RELIEF HAS PROVIDED US COPIES OF TWO CABLES DEALING WITH NZ RELIEF EFFORT FROM ITS HIGH COMMISSION IN TONGA. TEXTS FOLLOW:

2. FIRST CABLE (DATED 3/10/82) -- RELIEF SUPPLIES:

AFTER SPENDING SEVERAL HOURS TODAY IN AND AROUND DISASTER RELIEF HEADQUARTERS WE ARE STILL SOME DISTANCE FROM OBTAINING REALISTIC ASSESSMENT OF EVEN THE IMMEDIATE RELIEF REQUIREMENTS WHICH MIGHT NOT ALSO LEAD TO SERIOUS DUPLICATION OF THE RELIEF EFFORT OF OTHER COUNTRIES. (AT PRESENT THERE IS NO EFFECTIVE COORDINATION MECHANISM.) FOLLOWING IS BEST RESPONSE WE CAN GIVE AS OF TODAY TO YOUR SPECIFIC ENQUIRIES:

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(I) FOOD: WE HAVE NO IDEA WHAT QUANTITIES WILL BE REQUIRED OR WHEN THEY WILL BE NEEDED, EXCEPT THAT FOOD SHORTAGES ARE LIKELY TO BE FAIRLY WIDESPREAD BEGINNING FROM ABOUT END OF THIS MONTH. ANOTHER PROBLEM MAY BE LACK OF STORAGE SPACE. WE EXPECT, HOWEVER, TO BE ABLE TO GIVE AN ESTIMATE OF SHORT TERM REQUIREMENTS OF PRODUCTS YOU MENTIONED IN TIME FOR CONSIGNMENT BY 20 MARCH SAILING.

(II) SHELTER: THIS IS A MAJOR AND IMMEDIATE PROBLEM, ESPECIALLY AS ABOUT 2,000 PEOPLE FROM SOTU, HUKU'ALOFA, WILL SHORTLY BE RELOCATED. 300 TENTS YOU HAVE OFFERED WILL BE A USEFUL CONTRIBUTION. COULD THESE BE SENT BY C130.

(III) RUBBER WATER TANKS: THESE WILL BE VERY USEFUL IN PLACES WHERE NO WATER STORAGE NOW EXISTS. COULD YOU SEND TWO MORE (TOTAL 8), AS INITIAL CONSIGNMENT.

(IV) BUILDING MATERIALS: THESE COULD BE SENT BY SEA A LITTLE LATER WHEN WE SHOULD BE ABLE TO ASSESS REQUIREMENTS.

(V) SEEDS: WE HOPE TO PROVIDE DETAILED LIST TOMORROW.

(VI) MEDICAL SUPPLIES: WE EXPECT TO HAVE REALISTIC LIST OF EMERGENCY REQUIREMENTS LATER TODAY.

3. SECOND CABLE (3/7/82) -- NZ RELIEF EFFORT:

-- 1. TONGAN DISASTER RELIEF ORGANISATION IS STILL FAR FROM AN EFFICIENT ORGANISATION, BUT MACHINERY IS SLOWLY GETTING INTO GEAR. A VAST AMOUNT OF INFORMATION REMAINS TO BE ACCUMULATED BEFORE A FULL PICTURE OF DAMAGE THROUGHOUT THE KINGDOM WILL BE AVAILABLE. IMMEDIATE PROBLEM IS TO IDENTIFY URGENT REQUIREMENTS AND DISTRIBUTE RELIEF RESOURCES ACCORDINGLY. ALTHOUGH TONGATAPU AND PARTS OF VAVA'U HAVE BEEN BADLY BATTERED, HA'APAI, WITH ITS WIDELY DISPERSED ISLANDS AND FRAGILE INFRASTRUCTURE, IS CLEARLY THE AREA IN MOST NEED OF ASSISTANCE.

-- 2. AS REGARDS THE BEST WAY OF DEPLOYING NEW ZEALAND'S DEFENCE FORCES COMMITTED TO THIS EXERCISE, WE AGREE THAT NEW ZEALAND SHOULD AS FAR AS POSSIBLE FOCUS ON HA'APAI AREA, AT LEAST AT THE BEGINNING. AFTER AN INITIAL VISIT IN OUR ANDOVER TO HA'APAI AND VAVA'U YESTERDAY WE WERE ABLE TO CONFIRM THAT SITUATION IN VAVA'U IS BY NO MEANS AS SERIOUS AS IT IS IN HA'APAI, AND WE HAVE BEEN ABLE TO OBTAIN AN AGREEMENT OF TONGAN AUTHORITIES THAT OUR CONTINGENT OF 15 ARMY ENGINEERS SHOULD BE DEPLOYED, AS FROM TODAY, IN FOA AND OTHER ISLANDS OF NORTHERN HA'APAI. AUSTRALIAN ENGINEERS, OF WHOM THERE IS A LARGER BODY, WILL CONCENTRATE ON LIFUHA AND SOUTHERN ISLANDS OF THE GROUP. RNZAF ARE ESTABLISHING FORWARD BASE AT HA'APAI AIRFIELD, WHERE ANDOVER CAN RESUPPLY NEW ZEALAND AND AUSTRALIAN

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ACTION OFFICE OFDA-01

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TELE-01 HAST-01 AACP-02 /036 42 710

INFO OCT-00 INR-10 SS-10 DIO-02 EB-09 EA-12 IO-15
 SSC-00 MED-07 HA-06 L-03 PM-09 PA-02 INRE-00
 FDRE-00 RP-10 OES-09 SPRS-02 /140 W

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-- 4. THERE WILL BE AN ENORMOUS AND LONG TERM NEED FOR MATERIALS (AND POSSIBLY SKILLS) FOR RECONSTRUCTION OF BUILDINGS. (A ROUGH ESTIMATE OF DAMAGE TO BUILDINGS IN TONGATAPU ALONE HAS BEEN GIVEN AS 1 DLRS 11.75 MILLION.) YOU WILL NO DOUBT BE CONSIDERING NOW NZ MIGHT BEGIN MAKING SUBSTANTIAL CONTRIBUTIONS OF BUILDING MATERIALS (E.G. TIMBER AND ROOFING IRON). WE UNDERSTAND AUSTRALIA IS ALREADY PREPARING TO SEND A SHIPMENT OF ROOFING IRON.

-- 5. WE ARE ATTEMPTING AN ASSESSMENT OF EFFECT OF HURRICANE-DAMAGE ON OUR AID PROGRAMME, CURRENT AND FUTURE, AND WILL REPORT ON THIS ASAP. ENDTXT.

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 FM AMEMBASSY WELLINGTON
 TO SECSTATE WASHDC IMMEDIATE 4118
 INFO AMEMBASSY SUVA IMMEDIATE
 AMEMBASSY CANBERRA IMMEDIATE
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 CINCPAC SCOTT AFB IL
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UNCLAS SECTION: 02 OF 02 WELLINGTON 01226

ENGINEERS AND HELICOPTERS WHICH WILL ALSO BE BASED THERE. TODAY, HELICOPTERS ARE MAKING FIRST CONTACT WITH OUTER ISLANDS OF MA'APAI GROUP -- DOCTORS OF NZ DEFENCE MEDICAL TEAM WILL BE HELPING TO DEAL WITH ANY EMERGENCY CASES AND AN ASSESSMENT WILL BE MADE OF EMERGENCY RELIEF REQUIREMENTS OF THESE ISLANDS.

-- 3. AT THIS STAGE, IT APPEARS THAT PRIORITIES FOR WORST AFFECTED AREAS WILL BE SHELTER, WATER SUPPLIES AND FOOD. OUR ARMY ENGINEERS WILL BE HELPING TO RESTORE ESSENTIAL SHELTER AND BASIC WATER CATCHMENT IN THE VILLAGES. OUR MEDICAL TEAM WILL HAVE PLENTY TO DO, NOT ONLY TENDING TO INJURIES (MOSTLY OF A RELATIVELY MINOR KIND) BUT ALSO DEALING WITH HEALTH PROBLEMS ARISING FROM WATER POLLUTION, ETC. IN MOST PLACES, FOOD SHORTAGES CAN BE EXPECTED TO ARISE IN SOMEWHAT LONGER TERM, AND WE WOULD HOPE TO BE GIVEN TIME TO ORGANISE NECESSARY SUPPLIES AND COORDINATE WITH OTHER DONORS. AN IMPORTANT CONTRIBUTION TO FOOD PROBLEM MAY BE EARLY SUPPLY OF SEED FOR QUICK GROWING CROPS (CORN, PUMPKINS, ETC) TO TIDE OVER PERIOD BEFORE NEW PLANTINGS OF CROPS ARE HARVESTABLE.

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Department of State

INCOMING
TELEGRAM

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ACTION AID-25

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ACTION OFFICE OFDA-01
INFO AAAS-01 ASEM-01 ASPT-02 ASDP-02 ASPD-03 ASTR-01 AAST-01
C-01 CASI-02 CPS-02 CT-01 CTAG-02 CIA-05 DDD-00 MSC-01
RELO-01 ~~TE~~ MAST-01 ASSP-02 /039 A4 812

INFO CCT-00 INR-10 EB-06 EA-12 IO-15 AMAD-01 FDRE-01
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O R 120510Z MAR 82
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TO SECSTATE WASHDC IMMEDIATE 5623
INFO AMEMBASSY CANBERRA
USMISSION GENEVA
AMEMBASSY MANILA
AMEMBASSY PORT MORESBY
AMEMBASSY WELLINGTON
SECDEF WASHDC
JCS WASHDC
CSA WASHDC
CNO WASHDC
CSAF WASHDC
CMC WASHDC
DLA CAMERON STA VA
CINCPAC SCOTT AFB IL
CINCPAC HONOLULU HI
NSD GUAM

UNCLAS SECTION 1 OF 2 SUVA 0906

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FOR OFDA AND ASIA/ISPA

DEPARTMENT ALSO PASS EA/P1A

EO 12065: NA
SUBJECT: TONGA CYCLONE DISASTER - SITREP TWO

REF: SUVA 822 (NOTAL)

1. THE FOLLOWING REPORT COVERS THE SITUATION AS IT HAS BEEN DEFINED AS OF 11:00 A.M., MARCH 11, 1982 (2200 HOURS MARCH 10 GMT).

2. INJURIES AND LOSS OF LIFE: IN SPITE OF WIDESPREAD DEVASTATION TO BUILDINGS AND CROPS, INJURY AND DEATH WERE MINIMAL. ABOUT A HALF-DOZEN PEOPLE DIED, ONE OF THEM BY ELECTROCUTION AFTER THE STORM PASSED. INJURIES TREATED AT ESTABLISHED MEDICAL FACILITIES HAVE BEEN FEW. BOB CRAIG INSPECTED THE HA'APAI HOSPITAL AND FOUND MANY VACANT BEDS WITH ONLY ONE CYCLONE VICTIM ADMITTED TO THE HOSPITAL. NEW ZEALAND HEALTH TEAMS HAVE DISCOVERED TONGANS SUFFERING FROM RELATIVELY MINOR BUT INFECTED WOUNDS, BUT NOT IN LARGE NUMBERS. NEW ZEALAND AND AUSTRALIA ARE SUPPLYING MEDICAL PERSONNEL AS WELL AS HEALTH INSPECTORS TO BEEF UP TONGAN RESOURCES AS WELL AS TO CHECK POTABILITY OF OUTLYING WATER SUPPLIES. IN ORDER TO ASSIST IN THE HEALTH AREA, USAID/MANILA HAS BEEN ASKED TO CABLE THE AMBASSADOR'S EMERGENCY FUNDS OF US DOLS 25,000 TO THE TONGA HURRICANE ISAAC RELIEF FUND FOR USE BY THE MINISTRY OF HEALTH.

3. FOOD: ALTHOUGH THE DEGREE OF DAMAGE TO FOOD CROPS VARIES WIDELY AMONG THE ISLANDS, FOOD PRODUCTION ALL OVER TONGA HAS EITHER BEEN DESTROYED OR SERIOUSLY DELAYED IN MATURING.

TONGANS ARE ABLE TO MAKE USE OF FALLEN COCONUTS, BREADFRUIT AND BANANAS AS WELL AS OTHER CROPS. TARO IS GENERALLY NOT YET READY FOR HARVEST AND HARVEST WILL BE DELAYED BY DAMAGE AND REDUCED IN QUANTITY WHERE IT HAS BEEN DESTROYED ALTOGETHER.

4. BECAUSE THE DAMAGE IS NATIONWIDE THERE WILL BE A NET DEFICIT OF FOOD IN TONGA AT LEAST FOR THE NEXT SEVERAL MONTHS. THE GOVERNMENT HAS ALREADY CEASED EXPORTS OF FOOD CROPS. OTHER DONORS ARE PROVIDING OR HAVE ON THE WAY RICE, FLOUR AND OTHER ITEMS. IT HAS NOT BEEN POSSIBLE TO QUANTIFY THE AMOUNTS ALTHOUGH INDICATION IS THAT ALTHOUGH THE FOOD MAY BE SUFFICIENT TO EASE THE PROBLEM IMMEDIATELY, IT IS NOT ENOUGH TO COVER A SIX MONTH PERIOD WHICH IS THE CURRENTLY PREDICTED PERIOD OF SHORTFALL.

5. THE MINISTRY OF AGRICULTURE PREPARED A PRELIMINARY CROP DAMAGE ASSESSMENT ON MARCH SIX WHICH WAS DESCRIBED IN REFTEL. THE TOTAL LOSS OF PRODUCTION WAS ESTIMATED AT APPROXIMATELY 32,000 TONS WITH A NORMAL DOMESTIC PRODUCTION BEING 68,476 TONS. THIS HOWEVER REPRESENTS A LOSS FOR A ONE YEAR PERIOD. ESTIMATE FROM SEVERAL SOURCES INCLUDING GOVERNMENT INDICATE THAT 3600 TONS OF FOOD ARE NECESSARY FOR THE EMERGENCY.

6. THE FIJI GOVERNMENT HAS AGREED TO ASSIST SPROD IN PROCUREMENT, QUALITY CONTROL, DISEASE CONTROL AND SHIPMENT OF TARO TO TONGA. TAKING INTO CONSIDERATION THE AVAILABILITY OF TARO IN FIJI AND THE SURFACE SHIPPING AVAILABILITIES, THE MOST PRACTICAL SUPPORT WHICH THE U.S. CAN GIVE IS TO PROVIDE UP TO 230 TONS OF TARO TO BE SHIPPED OVER A SIX MONTH PERIOD AT THE RATE OF 20 TONS EACH TWO WEEKS. THIS WOULD PROVIDE SOME SUPPORT WITHOUT OVERWHELMING THE VERY FRAGILE TRANSPORTATION SYSTEM TO THE OUTER ISLANDS AS WELL AS RECEPTION AND STORAGE CAPABILITIES. THE CHAIRMAN OF THE DISASTER RELIEF COMMITTEE DR. LANG KAVILUKU HAS BEEN ASKED TO CABLE WHETHER OR NOT THESE TARO SHIPMENTS ARE ACCEPTABLE UNDER TONGA AGRICULTURAL QUARANTINE RESTRICTIONS AND WHETHER OR NOT THE TARO CAN BE DISTRIBUTED WITHIN ONE WEEK WHICH IS THE CONSERVATIVE LIFE OF TARO ONCE IT ARRIVES IN NUKUALOFA, THE CAPITAL OF TONGA.

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ACTION: AID-35

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ACTION: OFFICE OFDA-01
INFO WASHDC-01 AGEN-01 ACPT-02 ASDP-02 AGFD-03 ASTR-01 AAST-01
C-01 CASI-02 CPS-02 CT-01 CTAG-02 CIA-05 DOD-06 HCC-01
RELO-01 FILE-01 MAST-01 ACSP-02 /029 AA 012

INFO OCT-00 INR-10 EB-06 EA-12 10-15 AMAD-01 FDRE-01
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FM AMEMBASSY SUVA
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INFO AMEMBASSY CANBERRA
USMISSION GENEVA
AMEMBASSY MANILA
AMEMBASSY PORT MOFESBY
AMEMBASSY WELLINGTON
SECDEF WASHDC
JCS WASHDC
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FOR OFDA AND ASIA/ISPA

DEPARTMENT ALSO PASS EA/PIA

7. HOUSING: THERE ARE NO FIRM FIGURES ON HOUSING DAMAGE OR LOSS. BASED ON EXTENSIVE INTERVIEWING AND VISUAL SIGHTINGS IN THE MAIN ISLAND OF TONGATAPU AS WELL AS THE HAAPAI GROUP, IT APPEARS THAT AS MANY AS 4200 HOUSES ARE NOW UNINHABITABLE. THE SERIOUSNESS OF THIS PROBLEM VARIES CONSIDERABLY FROM ISLAND TO ISLAND. ON THE MAIN ISLAND OF TONGATAPU, FOR EXAMPLE, THERE IS STILL SUFFICIENT HOUSING IN MOST PLACES TO ALLOW TONGANS TO DOUBLE UP IN EXISTING HOUSING. SOME OF THE OUTER ISLANDS OF HAAPAI HAVE LOST ALL BUT ONE OR TWO OF THEIR HOUSES AND PEOPLE ARE SLEEPING OUTDOORS. IN OTHER CASES WHERE THERE IS SUFFICIENT DEBRIS LEFT, TONGANS ARE BEGINNING TO BUILD LEAN-TOS AND OTHER SMALL STRUCTURES TO GET THEMSELVES AND THEIR REMAINING PERSONAL PROPERTY UNDER COVER.

8. TONGA PEACE CORPS DIRECTOR SCOTT HARDMAN IS ASSEMBLING A TEAM OF VOLUNTEERS AND EXPECTS TO BE ON HAND WHEN 500 U.S. TENTS ARRIVE FROM GUAM ON SUNDAY MORNING, TONGA TIME. BY AGREEMENT WITH CHAIRMAN KAVILUKU THE VOLUNTEERS WILL PRACTICE ASSEMBLING A TENT AT NUKUALOFA, THEN WILL BE DEPLOYED TO OTHER ISLANDS ALONG WITH U.S. TENTS TO TEACH TONGANS ON EACH ISLAND HOW TO ERECT THE TENTS.

HARDMAN HAS BEEN ADVISED OF 300 TENTS BEING SHIPPED BY SEVENTH DAY ADVENTIST FROM U.S. THROUGH SEVENTH DAY ADVENTIST IN AUCKLAND, NEW ZEALAND TO TONGA. ALTHOUGH THESE TENTS ARE NOT CONSIGNED TO HIM HE WILL ATTEMPT TO FOLLOW UP ON THEIR ARRIVAL AND DISPOSITION.

9. COMMUNICATIONS: AUSTRALIAN MILITARY UNITS ARE SETTING UP A BASE STATION AT THE DISASTER RELIEF HEAD-QUARTERS AND THREE STATIONS ON OUTLYING ISLANDS TO FACILITATE COMMUNICATIONS. MEANWHILE, AUSTRALIAN AND NEW ZEALAND AIRCRAFT HAVE BEEN SOLVING MUCH OF THE COMMUNICATIONS PROBLEM AS THEY TRAVEL FROM NUKUALOFA TO OUTLYING ISLANDS AND RETURN.

10. TRANSPORTATION: TONGA HAS LITTLE IN THE WAY OF SERVICEABLE OCEAN-GOING TRANSPORTATION. AUSTRALIAN AND NEW ZEALAND MILITARY AIRCRAFT HAVE BEEN INVALUABLE IN EASING TRANSPORTATION PROBLEMS. IN ADDITION, NEW ZEALAND HAS ONE FRIGATE IN THE AREA WITH DESALINIZATION CAPABILITIES AS WELL AS TRANSPORT CAPABILITY. AT LAST COUNT THERE WERE FOUR HELICOPTERS OPERATING IN TONGA AS WELL AS TWO NEW ZEALAND CARGO PLANES WHICH HAVE BEEN ABLE TO LAND AT THE AIRPORTS IN VAVAU AND HAAPAI. THESE ASSETS ARE AN ESSENTIAL LINK IN THE RELIEF OPERATION. THERE DOES NOT SEEM TO BE ROLE THE U.S. CAN PLAY IN EITHER SUPPLEMENTING OR SUBSTITUTING FOR THE NEW ZEALAND/AUSTRALIAN EFFORT.

11. TWO US PRIVATE AND VOLUNTARY ORGANIZATIONS OPERATING IN TONGA ARE RESTRUCTURING THEIR PROGRAMS TO BE AS RESPONSIVE AS POSSIBLE TO CYCLONE RELIEF NEEDS. THIS OFFICE IS NOW PROCESSING AN AMENDMENT TO THE FOUNDATION FOR THE PEOPLE OF THE SOUTH PACIFIC GRANT WHICH WOULD ESTABLISH A SMALL PROJECTS DISASTER RELIEF FUND WHICH WOULD SUPPORT PEACE CORPS VOLUNTEERS AND OTHERS IN EFFORTS TO SOLVE SMALL BUT IMPORTANT PROBLEMS IN TONGA. DISASTER RELIEF CHAIRMAN KAVILUKU HAS PROMISED TO ACT ON EACH PROPOSAL PROMPTLY IN ORDER NOT TO DELAY EXECUTION OF THESE SMALL BUT USEFUL PROJECTS. AGRICULTURAL COOPERATIVE DEVELOPMENT INTERNATIONAL WORKING WITH THE TONGA COOPERATIVE ASSOCIATION IS APPROACHING U.S. COOPERATIVES AS WELL AS COOPERATIVES FROM OTHER COUNTRIES REQUESTING ASSISTANCE. SHOULD THAT ASSISTANCE FAIL TO EMERGE WE WILL CONSIDER RESTRUCTURING THE CURRENT GRANT WITH ACDI TO HELP GET FISHERMEN AND VANILLA GROWERS AS WELL AS OTHERS BACK INTO PRODUCTION AS QUICKLY AS POSSIBLE.

12. THE MORALE OF THE TONGAN PEOPLE IS IMPRESSIVELY HIGH. THESE STURDY ISLANDERS BEGAN PICKING UP THE PIECES THE DAY AFTER THE CYCLONE STRUCK AND ARE SOLVING MANY OF THEIR HOUSING AND FOOD PROBLEMS OF THE MOMENT THEMSELVES. SOME OF THEM HAVE EVEN BEGUN CLEANING UP DEBRIS AND BURNING IT FOR THE SAKE OF HEALTH. OTHERS ARE WORKING ON SUCH CROPS AS BANANAS CUTTING OFF THE BROKEN STEMS IN HOPES OF REHABILITATING THE ROOTS.

13. PERFORMANCE OF THE US PEACE CORPS HAS BEEN EQUALLY OUTSTANDING. SOME VOLUNTEERS ON TONGATAPU WHO LOST THEIR HOMES AND MUCH OF THEIR BELONGINGS IMMEDIATELY PROCEEDED TO GATHER UP THEIR REMAINING CLOTHES, WASH THEM, HANG THEM OUT TO DRY AND THEN VOLUNTEER FOR SERVICE TO HELP THE TONGANS. VOLUNTEERS ON THE MAIN ISLAND OF PANGAI IN THE HAAPAI GROUP ARE ALREADY TIED IN TO RELIEF ACTIVITIES.
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APPENDIX F(5)

SAMPLE CABLES

Final Summary Report

UNITED STATES GOVERNMENT

memorandum

DATE: 30 July 1982
PLY TO: *Mary Aloyse Doyle*
TTN OF: Mary Aloyse Doyle, ARDO.

SUBJECT: Final Disaster Summary Report (U-1560/1) - Cyclone Isaac 1982.

TO: Mr. Frederick M. Cole, OFDA/ASP.

Attached is the Final Disaster Summary Report on Cyclone Isaac (Tonga-1982) as required under AID Handbook 8, Chapter 7/B6 following the format provided in Handbook 8, Chapter 7/D1-7.

Attachment U-1560/1.

Distribution: Without additional attachments.

Hon Fred J. Eckert, Ambassador, Suva
Hon M. Virginia Schafer, Ambassador, Port Moresby
Hon. Robert D. Nesen, Ambassador, Canberra
Hon. H. Monroe, Browne, Ambassador, Wellington

USAID/Manila Con
AID: ASIA/ISPA
Peace Corps/Nuku'alofa
Peace Corps/Washington.

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U-1560/1

(TM 8;13) 10/1/83

FINAL DISASTER SUMMARY REPORT

CYCLONE ISAAC.

1. STATISTICS AND DESCRIPTION:

- A) Country - Kingdom of Tonga
- B) Date of disaster: March 3, 1982.
- C) Location: Nationwide - Vava'u, Ha'apai and Tongatapu
- D) Population: est. 100,000 - 30,000 (Vava'u), 10,000 (Ha'apai), 60,000 (Tongatapu)
- E) Number of people affected: entire population.
- F) Number killed: 6 confirmed.
- G) Number injured: Unknown.
- H) Number homeless: Up to 50% immediately after storm. Approx 25% have applied for new housing through Government programs to replace those destroyed.
- I) Number evacuated: Unknown.
- J) Number cared for by mass feeding: Up to 50% received some food aid.
- K) Number of buildings damaged/destroyed: Vava'u - 40%, Ha'apai - 95% Tongatapu - 60%, Nuku'alofa - (capital city) 10-15%.
- L) Other: Aside from considerable damage to buildings, Min. of Health estimated following food losses as a result of cyclone Isaac:

Taro: 30% or 6,179 long tons.

Cassava: 60% or 6,482 long tons.

Sweet Potatoes: 40% or 173 long tons.

Yams: 50% or 1,386 long tons.

About 20% of coconut palms were felled with about 95% loss of nuts. Up to 90% of bananas and breadfruit were destroyed.

Damage to livestock was estimated at 16% of poultry, 8% pigs. Milk production dropped 60% in the period immediately following the hurricane but has since returned to normal.

The wharf in Vava'u sustained heavy damage as did a number of yachts and fishing boats in Neiafu harbor. Thirty two boats and numerous canoes were reported destroyed in Ha'apai in addition to considerable amounts of fishing equipment lost. Damage to the wharf and sea wall in Nuku'alofa was heavy as was damage to the foreshore in Western Tongatapu. One ship was overturned and another run aground in Nuku'alofa harbor in addition to numerous smaller boats being smashed or sunk.

- M) Damage/destruction to public utilities:

Power cutoffs in most areas were restored rather quickly after the storm by GOT crews assisted by New Zealand and Australian linesmen. The gravest problems of destroyed/contaminated water supply systems were addressed as a first priority and helicopter teams of New Zealand and Australian Armed forces worked with Tongan Ministry of Health (MOH) officials, Peace Corps Volunteers, Red Cross workers and others to ensure safe drinking water supplies.

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- N) Estimated damage due to Hurricane Isaac valued at US\$21,199,997.
Breakdown by major sectors as follows:

AGR/FORESTRY/FISHERIES	US\$ 7,257,142
BUILDING/CONSTRUCTION	\$ 9,508,791
WHOLESALE/RETAIL TRADE/ RESTURANTS/HOTELS	\$ 1,790,109
TRANSPORT/STORAGE/COMMUNICATIONS	\$ 596,703
COMMUNITY/SOCIAL/PERSONNEL SERVICES	\$ 2,047,252

- O) Date of disaster declaration by Chief of U.S. Mission (CM): March 4, 1982.

- P) Narrative Description:

Cyclone Isaac originated at 13 degrees south and 120 degrees west, an area or ocean northeast of Western Samoa and southeast of Tokalau. It tracked south to the east of Samoa and was its most violent while passing over the Tonga group. Barometric pressure bottomed out at 976.4 millibars, recorded at Nuku'alofa.

A cyclone alert for the whole of Tonga was issued at 4 am March 2. By 10 am Isaac was centered about 340 miles north west of Vava'u with winds to 60 knots and intensifying. A gale warning was issued at 4 pm, March 4, for Vava'u, while Ha'apai and Tongatapu were kept on cyclone alert. Winds by then were up to 65 knots with gusts to 90 knots.

At approximately 1 am, March 3, the center was about 40 miles east of Vava'u and by 5 am had moved to 20 miles northwest of Lifuka Island in the Ha'apai group. Isaac continued its south westerly movement centering about 20 miles northeast of Nuku'alofa at 1:40 pm. By 4 pm, Isaac was centered about 30 miles northeast of Nuku'alofa before it weakened and gradually moved off to sea.

Principal hazards included violent winds (reported high of 120 knots) rain, high seas, and swells. As the storm passed over the Ha'apai group low lying areas were flooded by a combination of high tides and swells. The combination of the severe tropical cyclone and associated sea surges caused the worst damage in the history of Tonga.

2. RELIEF OPERATIONS - IN COUNTRY:

To coordinate and implement relief and reconstruction efforts the Tonga Government set up the National Office of Disaster Relief and Reconstruction (NODRR) under Chairman, Dr. Langi Kavaliku, the Minister of Works. The office staff of 15 coordinated distribution of relief supplies and conducted surveys to establish extent of damage and the immediate and long term needs. Sub-offices were established in Ha'apai and Vava'u to coordinate relief and reconstruction in these areas under the direction of the NODRR. Mr. Paula Bloomfield, designated as office director for NODRR, is in charge of day to day operations. Reconstruction work is expected to continue for up to two years.

Gangs of Power Board and Post and Telecommunications linesmen restored cable and wireless services with assistance from New Zealand and Australian armed forces within days of the disaster. Health Department officials cared for sick and injured and with assistance from the Red Cross applied disease preventative measures including chemical treatment to affected water supply systems and polluted areas. Affected areas were prioritised by the ministry of Works assessment teams from those with greatest immediate need to those with lesser immediate need. A work schedule was devised for reconstructing water systems damaged by the cyclone based on this prioritisation exercise.

As many as 15,000 people were mobilized into relief and reconstruction activities under the guidance of the NODRR following the cyclone. People were urged to begin replanting and rebuilding at once and the response of the Tongan people was excellent. Seeds provided by various donor organizations were distributed with the initial emphasis placed on fast growing vegetables to meet food needs one to three months following the disaster.

Dr. Kavaliku admitted that the relief and reconstruction effort was caught short on the communications side, with Nuku'alofa cut off from the rest of Tonga for three days following the cyclone. Once communications were restored many areas faced considerable delay in receiving emergency food blankets, shelter, and medical supplies while teams moved through affected areas making surveys. A national disaster preparedness organization manned by trained staff to gather data and provide needs/assessments in time of national emergency has been recommended. Such an organization would streamline the data gathering mechanism and greatly assist the national coordinating body in placing relief goods where they were of greatest need when they were most needed.

The GOT established a relief and reconstruction fund of one million Tongan dollars (US\$1.1 million). As of May 31, 1982, foreign donor and private local cash contributions of T\$842,503.72 (US\$926,754) have been added to this fund.

3) RELIEF OPERATIONS - US GOVERNMENT:

- On Thursday, March 4, 1982, Ambassador Fred J. Eckert declared the existence of a situation warranting U.S. Government assistance. Ambassador Eckert resides in Suva and is the U.S. representative for Tonga. The Ambassador's \$25,000 disaster assistance authority was donated to the Tongan Hurricane Relief Fund.
 - Peace Corps volunteers served on a Tongan assessment/survey team and helped Tongans erect USG supplied tents.
 - Mr. Robert Craig, the AID South Pacific Regional Development Officer based in Suva, Fiji, and Peace Corps/Tonga staff assessed the situation in order to advise on an appropriate USG response.
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- 500 tents and tent flies, 200 rolls of plastic sheeting, 315 cotton blankets and 520 five gallon collapsible plastic water containers were airlifted from the Guam stockpile; 2,000 AID handclasp labels, 456 hurricane lanterns, 144 chimneys, 20 rolls of wicks, transport of 300 tents for SAWS, and miscellaneous medical supplies were provided.

- Taro purchased in Fiji and shipped to Tonga for distribution totalled \$34,000 (40 tons) in three shipments. Mr. Robert Kahn, Project Manager USAID/Suva who visited Tonga June 3-10 reported undetermined yet significant quantities of food aid arriving on/ongoing basis from other foreign donors including the World Food Programme, Australia, New Zealand, France and Western Samoa. Flour, sugar and rice in substantial quantities are being distributed upon arrival to Tonga. Taro exports from Tonga to New Zealand resumed in limited quantities after a several month hiatus following Isaac, signifying a surplus of root crops in at least some areas of Tonga. Based on SPRDO's assessment three months after the disaster, further USAID shipments of relief taro to Tonga were suspended indefinitely.

4) RELIEF OPERATIONS: US VOLUNTARY AGENCIES AND AMERICAN NATIONAL RED CROSS:

SPRDO supports two volags through operational program grant agreements in Tonga, The Foundation for the Peoples of the South Pacific (FSP) and Agricultural Cooperative Development International (ACDI).

As a result of cyclone Isaac and FSP's desire to act quickly in providing needed funds to cyclone victims, a revised small projects assistance program was submitted along with the FSP/Tonga request for add-on funding to the Intergrated Rural Development (Asia-G-1323) project. US\$64,000 for this purpose was approved and a number of small relief/reconstruction projects are now underway. Reports on these special projects have begun to filter in with a very high success ratio. In one instance, 65 families developed and planted their home gradens with FSP assistance thus assuring a local supply of fresh vegetables.

A second ongoing OPG to FSP designed to refurnish and construct fresh water supply systems in Ha'apai (879-0251-G-00-1005-00) was forced to re-evaluate priorities as a result of Isaac. Working in conjunction with the Ministry of Works/Ha'apai, Peace Corps and United Nations volunteers, FSP conducted a water needs assessment and began repairing the hardest hit water systems in the Ha'apai group. Villages with piped water systems, mostly on Pangai, 'Uiha and Foa islands were delegated to the lower end of the work schedule, while the more immediate needs, such as repairing rainwater catchment tanks on the outer Ha'apai islands became the FSP focus.

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ACDI began its post-cyclone operations with a damage assessment of member cooperatives. Plans to revitalize cooperatives particularly hard hit by the storm are underway. Reports on Tonga's vanilla crop, of prime interest to cooperatives in Tonga, estimate a 10 to 15 percent loss due to cyclone Isaac. Despite this, the 1982 crop is expected to be higher than last years due to improved curing and harvesting methods encouraged by ACDI. No add-on funds have been requested to date by ACDI/Tonga under the operational program grant (879-0251-G-00-1013-00) for cyclone relief/reconstruction.

5) APPRAISALS ON U. S. GOVERNMENT AND VOLUNTARY AGENCY ASSISTANCE:

a) Far and away the most successful aspect of the US relief effort came in the form of emergency tents, particularly in the Ha'apai group. Distribution of tents to areas of greatest need was fair, although possibly too many of the tents stayed too close to Nuku'alofa, the capital city. The NODRR policy was to recall tents as soon as the immediate need for temporary housing was alleviated and redistribute them to areas still in need. Housing remains the critical need for many Tongans who lost homes/possessions in the cyclone. An estimated 3,000 applications for relief housing have been received by NODRR.

Taro shipments from Fiji to Tonga were greatly appreciated although logistical problems made equitable distribution within the perishable life to the taro nearly impossible. Taro received in Ha'apai and Tongatapu was particularly well received.

b) The demand for tents immediately following the disaster far exceeded the supply. On the other hand, some food aid was wasted/lost due to logistic problems and delays in distribution to the more remote islands.

c) US personnel was effectively utilized. From the Ambassador's timely declaration of disaster which was accompanied by a donation of US\$25,000 to the NODRR, to an on-site damage assessment by SPRDO Robert V. Craig, Sr. in the week following the cyclone, to the work of individual Peace Corps Volunteers who assisted in the distribution and monitoring of relief supplies, the entire US relief effort was commendable. Peace Corps Volunteers working directly with the Tongan Red Cross and the Ministry of Works demonstrated level-headedness and professionalism in facilitating relief operations.

d) Peace Corps/Tonga through its Acting Director utilized its network of volunteers to maximum advantage throughout the critical aftermath and reconstruction phases of the disaster. One PCV for example was reassigned to the full time position of overseeing implementation of FSP relief and reconstruction sub-projects.

e) Cooperation with the United States Geodetic Survey allowed some 65 tons of relief goods free passage to Tonga via the R.V. Lee. These goods taken aboard in Honolulu represented donations gathered by Tongans living in the US for friends and relatives affected by cyclone Isaac. With numerous Tongan inter-island vessels damaged, the Fijian Government barge "Golea" proved to be of great usefulness in the transport of relief goods to stricken areas.

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Similarly, New Zealand and Australia Armed Forces helicopters and transport vessels aided deliveries during the initial months following the disaster. Inter-island transportation continues to be a serious problem and is a severe impairment to the reasonable and timely rebuilding of devastated areas some three months after the cyclone.

f) N/A.

g) Local new coverage was useful but inadequate. Nuku'alofa the capital city was effectively cut off from the rest of Tonga for three days following the cyclone. News reports in the Tongan language were broadcasted over Radio Fiji in an attempt to reach communications-starved outer islands. Weekly Issues of "The Tongan Chronicle" with reports on the cyclone were forwarded to OFDA. Later issues are attached. Selected photographs taken by SPRDO Craig and Project Manager Kahn are also attached.

h) The timely US response to the March 3 cyclone and the US Ambassador's allotment of \$25,000 in particular elicited letters of appreciation from the King of Tonga, Taufa'ahau Tupou and from the Tongan Secretary of Finance. In general, the US assistance effort made a favourable impact on Tongan perceptions of US regional presence.

i) USG operations, from all accounts, proved both timely and useful. Acting Chairman Bloomfield of the NODRR expressed his appreciation to the visiting USAID Project Manager for a job well done, referring particularly to the efforts of the US Peace Corps in Tonga. No recommendations for "improvements" to the USG disaster relief operation on behalf of Tonga are proposed herein.

6) ASSISTANCE PROVIDED BY OTHER COUNTRIES AND INTERNATIONAL ORGANIZATIONS:

a) Cash grants to the Tongan Disaster Relief and Reconstruction fund totalled T\$842,503.72 as of May 31, 1982. These contributions included foreign and other sources. A complete breakdown by donor is attached. Bi-lateral contributions in kind (food, materials and technical assistance) were provided by the following countries: New Zealand, Australia, France, Japan, Western Samoa, United Kingdom, Sweden, Switzerland, South Korea, Taiwan and India.

b) Red Cross contributions from Fiji, Canada, Japan, New Zealand and the International Red Cross in both cash and kind were provided. A complete breakdown is included in the "AID Donors Situation Report" (dated 3/24/28) attached.

c) Contributions from United Nations specialized agencies included cash, technical assistance and materials. Estimated value of total U.N. contributions is \$1,785,000. A complete breakdown of U.N. assistance by agency is attached.

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APPENDIX G

EMBASSY EMERGENCY OPERATIONS CHECKLIST

1. Contact elements of Host Government for best reliable info on what happened, where, with what damage/deaths and how many. Advise OFDA immediate NIACT. If damage extends into capital city or areas of official USG officers, check as rapidly as possible on:
 - (a) damage to chancery
 - (b) welfare/whereabouts of all U.S. staff, their properties, and official USG properties. Report to SECSTATE soonest.
 - (c) W/W of other American and U.S.-owned businesses in country.
 - (d) Death or serious injury of major Government officials and destruction of major Government offices, if any.

2. Convene Emergency Action Committee. Ambassador contacts Chief of State or Foreign Minister to assure U.S. is willing to help.

3. Open Work Area of EAC
 - (a) Adjust furniture as essential; install emergency phones, pass out IAW plan, rehearse procedures, handheld radios. Set up emergency clerical tools and supplies, emergency light sets (standby), arrange with guards procedure; IAW plan assign work areas to EAC members/staff. Adjust plan as required.

 - (b) Notify HG, U.S. volags, media of establishment of EAC. Send liaison to HG EAC soonest open and arrange, if possible, dedicated phone (drop line) IAW signal section of disaster plan.

4. Cable OFDA of steps taken, additional info obtained, if any. Continue report W/W as details available.

5. Designate, equip and dispatch:
 - (a) Initial survey team (country team members) w/radio if functional, for early survey and report (12 hours or less) - Utilize pre-planned lease of aircraft for this purpose if appropriate, or mission-owned, or leased, 4-wheel drive vehicles. Insure field gear, food, water, extra fuel, etc., are aboard as necessary, in case of breakdown. Highly desirable to have HG official along.
 - (b) Team to check resources of country team (detailed survey of buildings, water supply, fuel availability, power and status of usual suppliers of these.
 - (c) If phone call indicates airfield affected, and HG officials cannot provide specifics by phone, individuals should be sent to survey airfield situation for early report to OFDA.
 - (d) Team to check on sanitation (water, etc.) and medical status of capital city (hospitals, supplies, personnel, etc.).

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6. EAC calls in advance element of DAST (not entire DAST). Arrange now to use plane (bringing Adv element) on 2nd. or 3rd. day for over-flight of stricken area. Unless this plane is based nearby, arrange to keep plane for first week. This requires relief crew.
7. EAC adjusts mission plan to fit situation.
 - (a) Reassigns roles as necessary due to staff absences (e.g., leave, injury). Initiates contact plan to systematically visit all staff homes (including local employees) to advise employees who should report for what duty when, what problems exist, and to reinforce emergency personal assistance plan in case of further deleterious events (aftershocks, further flooding, fire, or whatever).
 - (b) Redesignates work areas if some are damaged or communications/ is unavailable as originally planned.
 - (c) Moves to overcome shortages: personnel (such as previous post employees or others needed to reinforce Embassy communications, consular, and Administration sections) and materiel (illustratively, plan should call for supply of flashlights and extra batteries for both field and emergency use; but perhaps actual acquisition was never accomplished - etc.).
 - (d) Alternate housing arrangements for incoming staff based on new vacancies in Embassy-leased housing since plan revised, or the hotel withwhom Embassy or AID had updated standby contract for rooms was damaged and unavailable.
 - (e) On basis of quick contacts with U.S. volags (for W/W purposes also) determines if role envisaged in plan (P.L. 480 stocks, etc.) requires restructuring.
 - (f) A wide variety of unforeseeable breakdowns, omissions, and unnecessary provisions in this actual scenario.
8. Begin implementation of Disaster Relief Plan as required by circumstances.
9. Following capabilities or steps may be required:
 - (a) Careful review of outgoing cables, especially numbered sitreps, to ensure sitreps are going out steadily amidst the chaos and are reaching all the addressees (military, Washington agencies, neighboring capitals, European capital if applicable, and Geneva, slugged for UNDRO, plus others as appropriate).
 - (b) Liaison is established between EAC and HG EAC, and with: HG military, HG police & guards service, HG medical/public health/public work sectors, HG aviation, HG Foreign Office/Customs/Immigration sectors (incoming U.S. relief personnel and materiel, etc.). Volags, other donor embassies and consultants, U.S. staffs located in other parts of country, U.S., business council

or enterprises in country, HG map facility (to snap up quantities of detailed maps of disaster area for potential DAST and other uses). In addition, as per SOP (or it should be SOP if the disaster plan is well developed), local staff should quickly revalidate their capabilities for reaching a wide variety of goods or services purveyors to country team to assure continuing availability of such things as: drugs and medical supplies; water for staff use; fuel for USG vehicles, standby power generators, heating/cooking; hotel rooms; commissary local-purchase supplies; furniture and vehicle rentals; extra field gear and field clothing needed for arriving reinforcements of field personnel who had no time to get their own or our country staff who don't own any; local banking and availability of large amounts of local currency for field use; aircraft refueling arrangements after normal business hours; night contacts in case prior arrangements for aircraft lease need to be implemented at night to permit short-notice dawn take off; and most important, rapid updating of home phones and addresses of local staff so that they can be quickly located at night.

- (c) Method for insuring that Ambassador, DCM, Mission Disaster Relief Coordinator, Security Officers, and EAC Office can be in constant contact. This usually involves a combination of hand held and vehicle radios with at least two channels -- one for emergencies, primarily security and medical, one for disaster consultation.
 - (d) Depending on location/nature of disaster, if it is large and dramatic, Ambassador may well what to overfly area on second or third day. Arrangements should be considered after return of the first mission team (see 6A above). Usually he will take advance element of DAST with him, plus OFDA advisor (if advisor has arrived by this time) plus selected Minister of HG (often For. Min.) and possibly one or two allied Embassy officials. All above depends on aircraft availability. If Chinook-size Helicopter is available early enough, this is usually first choice, to permit brief ground visit; otherwise aircraft bringing advance element or successive elements of the DAST is used (or locally leased plane). Normally, HG aircraft should not be requested.
 - (e) Air attache is closely monitoring status and use of HG aircraft to spot possible shortages or inefficient use; and, especially if HG helicopters are U.S. made, potential demands for parts or servicing. He also works closely with airport team (or is a member thereof) to determine potential need for elements of an ALCE. Potential needs include communications, not only air to ground of arriving U.S. planes, but also backup voice communications for DAST or (later) DART to Theater Hqs., and cargo off-loading capabilities at military and civilian fields as relief build up must be anticipated.
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- (f) Mission should anticipate that OFDA Officer plus driver, interpreter, and Emb Officer will need to initiate separate survey of disaster areas probably on second full day after arrival (first day or partial day will be spent with Amb., EAC, and briefing Cdr. and elements of the DAST). If U.S. helicopter is available and extent of disaster prohibits surface visit and return within 12 hours, OFDA Officer should use helicopter. If disaster area is far from capital city, helicopters should be based in disaster area, if possible (because of availability of fuel and quarters and safety and communications) and DAST and OFDA fly to area via fixed wing. Altitude will be a consideration. DAST will remain working in disaster area. After initial survey, OFDA Officer returns to Embassy to begin taking steps to call forward relief not yet enroute or arrived. DAST must be responsive to OFDA guidance. Senior U.S. Mil. Officer designated commands, but OFDA rep. (usually through Senior U.S. Mil. Officer) provides technical/operational guidance.
- (g) ICA will be closely monitoring ability of U.S. and foreign press to obtain support from HG. Normally commercial press do not use U.S.G. aircraft, but official AID and U.S. military pub info staff will be included where possible. If HG does not promptly open a working press center and make arrangements for transport, communications, etc., for press, pressure will mount on ICA/Embassy to provide help. Relief missions are not denigrated to meet needs of press. But otherwise full cooperation is important. Press opportunities to interview and film EAC should be coordinated to minimize interference. Early press conference with Ambassador is usually required.
- (h) Econ, AID auditor staff, and staffs of AID and Embassy locals responsible for local purchase, plus AID FFP Officer should arrange early and continuing survey of markets and food distribution in disaster area and elsewhere. They should early take one or two DAST officers with them (follow-on, not adv. element) so DAST can coordinate and pickup on information required as part of the full DAST continuing surveys.
- (i) The AID and Embassy Personnel Officers, with one representative on the EAC, should closely follow arrival of incoming U.S. personnel. They set up tracking system so all TDY staff are checked in, supplied (through controllers) with local currency, orders checked to insure extensions and EAC has visible chart showing names, agencies, date of arrival, location at all times, supervisor, and TDY house and office phone numbers. Hospitality kits with local maps (capital city) and phones at EAC and Embassy plus data on country and shipping, restaurants, etc., should be provided as well as instructions on do's and don't's, how mission expects them to travel between hotel and Embassy, etc.

- (j) It is essential that provisions for a snack bar in the same building as the EAC be arranged for (initially) round the clock use if the disaster is major. Water, food, toilet facilities, must be proximate to a good EAC. The prepared blank charts (personnel arrivals; personnel location; commodities requested, enroute, arrived, distributed; aircraft status charts; locations of DASTS; contact phones of principal officers; latest statistics on deaths, injuries, damage, etc.; and the maps mounted on hard board with overlay plastic attached;) all should be readied in advance of a disaster and hung promptly the first day. A kit of supplies (pens, paper, cable forms, etc.) should be standing by.
- (k) DAST activities should continue, rechecking previous areas visited to report progress and lapses. DAST should not be converted into DART. Others undertake DART missions. DAST transport and communications capability must also continue. DART requirements should be established by advance element and brought in for that purpose.
- (l) Ambassador continues primary role of highest level HG and international meetings and remains free for press briefings, overview analysis, nightly EAC meetings, and liaison with State regional bureau and OFDA/W. Visiting working military (DART/DAST) report through senior U.S. officer to disaster coordinator, not to Ambassador. OFDA representative, however, reports directly to Ambassador and advises disaster coordinator who himself also reports directly to Ambassador.
- (m) DCM maintains primary mission of Embassy outside of immediacies of disaster; each element of country team also insures essential and emergency management of their programs outside of disaster related requirements.
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SPECIAL CASES

Although the majority of the location citations follow the pattern described previously, there are these exceptions:

- o In some of the Handbooks, a majority of the text is reprinted from the Foreign Affairs Manual (FAM). All FAM citations are marked by a '#' sign before the section number.
- o A major portion of Handbook 14 is composed of the Federal Acquisition Regulation (FAR). All citations to this publication are cited as 14:FAR(section number).
- o Three Handbook supplements that are basically separate volumes are cited as, 1B: (Procurement Policy), 3A: and 3B: (Project Managers Guidebook).
- o In Handbooks which contain both Parts as well as Chapters, the Roman numeral Part number is separated from the Arabic Chapter number by a dash (-). For example: 21:I-2A8, a citation to Chapter 2 of Part I of Handbook 21.

CROSS REFERENCES

These references provide direction for selection of index terms:-

A 'see' reference points from an unused term to the one that is used.

'x' is the reverse of see (do not bother to look) and provides a guide to terms that are not used in the index.

'see also' points to terms that are closely related.

-A-

Accounting procedures
disaster assistance 8:4E; 19:10B

Administrative analysis see
Host country capabilities

AID/W management responsibilities
disaster assistance 8:1F; 8:App.A#066

-B-

B/Gs; all information related to Borrower/Grantees is listed under the entries for Country contracting or Host countries.

-C-

Cash grants 8:4G6; 8:App.A#603

Cash transfers 4:8; 8:4G6

Chief of Mission 8:3; 8:App.A#062; 26:Att.5H

Cooperating countries see Host countries

Coordination 3:3D4; 4:2C; 8:3I; 8:App.D9; 9:2A

-D-

DAST see Disaster Assistance Survey Team

Delegations of authority
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8:2B; 8:5B

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disaster assistance survey team (DAST) 8:3H3; 8:App.G
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reporting requirements 8:3J; 8:App.F4; 8:App.F5

sample cables 8:App.F
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 x Foreign disaster assistance

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 other U.S. government agencies 8:1G; 8:1H; 8:5E
 DOD disaster assistance 8:1H1; 8:App.B
 PHS disaster assistance 8:App.C
 State Operations Center 8:1G5; 8:App.A#966.3
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Disaster Assistance Survey Team (DAST) 8:3H3; 8:App.G
 x DAST

Disaster determination 8:3F; 8:App.F1; 8:App.F2

Disaster preparedness 8:3C; 8:APP.A#061.4
 disaster relief plan 8:3E; 8:App.D
 embassy emergency operations checklist 8:App.G
 Mission Disaster Relief Officer 8:3D
 stockpiles 8:3G5; 19:15G

Disaster relief plan 8:3E; 8:App.D
 x Mission disaster relief plan

Disaster summary report 8:App.F5

Disbursement procedures 11:3.3.10.2; 19:113; 19:6C2g
 disaster assistance 8:3G; 8:4G

DOD disaster assistance 8:1H1; 8:App.B

Donations of goods and services 8:3G5; 8:5F3; 11:App.4A4.6; 13:1K5a;
 16:9; 19:App.4A

-E-

Embassy emergency operations checklist 8:App.G

Emergency communications 8:App.D7; 8:App.F; 21:II-2A2b;
 23:App.12A#182

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-F-

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-H-

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Host countries: This term is used for locating all references to B/Gs, Cooperating Countries, Recipients, etc.

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-I-

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International Organizations

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-V-

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WASH see Health and sanitation

TRANSMITTAL MEMORANDUM CHECKSHEET

FOR AID FOREIGN DISASTER ASSISTANCE HANDBOOK

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