PROPOSAL FOR
THE ESTABLISHMENT OF A PERMANENT
CARIBBEAN DISASTER MITIGATION ORGANIZATION

The objective of the Caribbean Community is to encourage and facilitate the establishment of appropriate arrangements for the effective and efficient implementation of measures for the prevention, preparedness, and mitigation of natural disasters in the region.

The principles of such arrangements shall be based on the following:

1. The need for international cooperation and assistance.
2. The importance of regional coordination and integration.
3. The necessity for national ownership and responsibility.
4. The involvement of all sectors, including government, civil society, and the private sector.

The establishment of a permanent organization will ensure continuity and reinforce the efforts of the Community in disaster mitigation.

The organization shall be responsible for:

1. Coordinating disaster preparedness and response activities among the member states.
2. Facilitating the exchange of information and best practices.
3. Developing and implementing disaster mitigation strategies.
4. Providing technical assistance and capacity building.
5. Monitoring and evaluating the effectiveness of disaster mitigation measures.

The proposed organization will be established through a process of consultation and agreement among the member states.

The organization will be governed by a board of governors, comprising representatives of the member states.

The work of the organization will be guided by the principles of the Caribbean Community and will be supported by the financial resources of the member states.

The establishment of this permanent organization is a significant step towards enhancing the capacity of the Caribbean Community to respond to and mitigate the impacts of natural disasters.
EXECUTIVE SUMMARY

The purpose of this report is to assist the Caribbean Community to prepare a programme document on disaster preparedness and prevention that will lead to the establishment of the Caribbean Disaster Mitigation Organization.

The Organization's objective is to reduce the impact of recurring disasters by 80% in 15 years. The Organization will plan, coordinate, promote and evaluate the Programme for Disaster Reduction, but its execution will be largely in the hands of the National Governments.

The philosophy and values proposed for the Programme are:

- The principle of eventual self sufficiency and self reliance of the region in matters of disaster management. This includes the need to avoid creating or perpetuating conditions of dependence, which militate against a self sustaining level of development and standard of living.

- The principle of local autonomy, whereby outside authorities intervene only at the request of the local authority, and only for as long as the local authority determines.

- The attitude that all disasters, whether natural or manmade, can be reduced to tolerable levels.

- The need to reduce drastically the cost of disasters.

The activity of the Organization depends upon the preparation of a Long Term Plan for the reduction of the impact of disasters in the Caribbean. The Plan is directed specifically to the accomplishment of the mission of the Organization, and provides the basis for its organization, financing, execution and evaluation.

The vision that will guide the preparation of the Long Term Plan includes:

- Disaster proof housing and infrastructure,
- Effective land use, planning and zoning,
- A resilient ecology, with stable soils, water absorptive capacity, and biological diversity,
- A resilient economy, which would include invulnerable agriculture, tourism, and industry,
- Financial resilience, including adequate use of insurance, and a reserve capacity for financing reconstruction,
- Attitudes of public awareness, local resourcefulness and independence.

The preparation of the Plan is an important undertaking, requiring the assistance of an experienced planner for the first version of the Plan. The Plan would be improved over time with greater experience and understanding of the problems and solutions available.

The Organization will be incorporated by CARICOM, and will be supported by the Conference of National Disaster Coordinators that shall determine matters of policy and priority, a Planning Committee that reviews the Plan for acceptability and submits it to the Conference, and a Technical Committee made up of the principal participants and funding sources that provides advice, technical and funding support.

It is the desire of the participating countries to resume as quickly as possible the mandate and activities of disaster management in the region. Rather than wait for the formal incorporation of the Organization it is proposed that the activities be resumned as a Project, whose operations would be assumed by the Organization as soon as it is incorporated. To this end a Project proposal has been prepared (Appendix A), in a form suitable for presentation to prospective Donors for financing and technical support.

The report provides an analyses of the problem and rationale for the creation of the Organization, its organization and planning system (section 2); presents an outline of the Long Term Plan (section 3); and outlines a detailed program for the operations of the Project/Organization (section 4). The problem of financing is examined, financing strategies and methods are described, and a preliminary budget proposed.
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**APPENDIX A** - Proposal for the Establishment of the Caribbean Disaster Mitigation Organization
1.0 INTRODUCTION

1.1 Overview

Records dating back several centuries indicate that the Caribbean region is exposed to a variety of natural disasters including hurricanes, earthquakes, volcanic eruptions, floods and droughts. The vulnerability of the region is increased by the new threat of technological hazards, and by increasing population pressures on the ecology and economy of small states. What may appear to be negligible disasters at the global level can totally disrupt the economies of small island and mainland states.

As a result of several devastating disasters in 1979 and 1980 the Caribbean states initiated action to change their traditional approach to disaster management, which largely concentrated on the provision of relief. In a number of assemblies, in particular the Health Ministers' Conference of the Caribbean Community (CARICOM), the United Nations Economic Commission for Latin America (ECLA) and the United Nations General Assembly, it was recommended to study ways and means to set up the specific machinery to cope more effectively with the natural disasters that occur periodically in the Caribbean Region. This led to the establishment of the Pan Caribbean Disaster Preparedness and Prevention Project (PCDPPP) which started its activities mid-1981.

The PCDPPP was a multisectoral project covering 29 countries and territories and executed jointly by three agencies: the Office of the United Nations Disaster Relief Co-ordinator (UNDRO), the Pan American Health Organization (PAHO) / World Health Organization (WHO), and the League of Red Cross and Red Crescent Societies (LRCS). CARICOM and the Organization of Eastern Caribbean States (OECS) were also closely associated with the administration and implementation of the Project. The PCDPPP undertook a variety of initiatives which resulted in an increased capacity for disaster management at the national and regional level. These included training of personnel, technical assistance, surveys of vulnerable areas, the development of national institutional arrangements and the improvement of the telecommunications systems in the region.

The PCDPPP also played an important role in developing public awareness and sensitizing decision makers on the importance of including disaster mitigation measures in the planning for infrastructure and economic development.

The governments of the region have shown their commitment to the objectives of the Project by nominating National Disaster
Coordinators in their States and setting up the required institutional arrangements. At various meetings of the National Disaster Coordinators it was recommended that the Project continue until 1990, and then be replaced by other appropriate mechanisms. The PCDPPP terminated in March 1991.

In 1991 the Caribbean Disaster Emergency Response Agency (CDERA) was organized to prepare for and coordinate the response to disasters. The Caribbean Disaster Mitigation Organization, proposed in this document, will complement the activities of CDERA, and will replace the PCDPPP with an expanded mission to reduce the impact of disasters in the Caribbean.

1.2 Purpose, methodology and terms of reference

The purpose of this study is to assist the Caribbean Community to prepare a program document on disaster preparedness and prevention.

The methodology consisted of a review of the report on the Evaluation of the Pan Caribbean Disaster Prevention and Preparedness Project 1988 - 1990 and Proposal for a Means of Reducing the Impact of Disasters in the Caribbean, prepared in July 1990. The material contained in the chapter "The successor organization to PCDPPP" was revised and expanded to meet the requirements of this study. The terms of reference required that the study be prepared largely as a desk study, without the resorting to overseas travel.

The terms of reference are:

(i) to submit proposals for the establishment of a permanent Caribbean Disaster Mitigation Organization (hereinafter referred to as "the Organization") whose principal task would be the planning, promotion, financing, coordination and evaluation of a long term plan for the reduction of the impact of disasters in the Caribbean Region. The Organization would be responsible for all aspects of disaster management development except emergency response, which will be the responsibility of the Caribbean Disaster Emergency Response Agency;

(ii) to prepare an outline of a long-term plan for the reduction of the impact of disasters in the Caribbean Region;

(iii) to submit detailed proposals for the operations of the Organization for the first three (3) years with projections to the fifth year. These proposals must include organizational, staffing and financing methods.
2. DESIGN FOR A PERMANENT CARIBBEAN DISASTER MITIGATION ORGANIZATION

For the purposes of this report the organization to be established shall be called the Caribbean Disaster Mitigation Organization, or the Organization, for short. The intention is to integrate the functions of CDEMA with those of the Organization as soon as it is created, so that there will be only one establishment.

2.1 Statement of the Problem

The principal aspects of the problem to be solved are highlighted in the PCDPPP evaluation report mentioned above. They are:

<table>
<thead>
<tr>
<th>Problem</th>
<th>Solution</th>
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<tbody>
<tr>
<td>1. Termination of PCDPPP</td>
<td>Establish the Organization</td>
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<td>2. Breaks in continuity</td>
<td>Permanent organization</td>
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<td>3. Uneven application of the program</td>
<td>Explicit philosophy to</td>
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<tr>
<td></td>
<td>guide decision-making</td>
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<td>4. The Caribbean contains a large number of small countries</td>
<td>Emphasis on coordination and cooperation</td>
</tr>
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<td>5. Geographic, economic and cultural diversity</td>
<td>Special programs for each group</td>
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<tr>
<td>6. Incoherent financing</td>
<td>Long Term Plan</td>
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The termination of the PCDPPP in 1991 has left the area without an organization to carry on the work of disaster mitigation, even though interest in the program had reached a high level. Participating countries and organizations expressed support for a continuation of the program by a permanent organization. A project of limited duration will not provide the kind of support needed over the long-term.

The creation of the Organization should be linked to the preparation of a long term plan for the reduction of the effects of recurring disasters. A clearly stated and quantified objective, such as the elimination of 80% of the impact of recurring disasters in the area within 15 years, should be adopted. The new organization should then be tasked with the achievement of this objective within the specified time frame and budget, in cooperation with the member organizations.
A statement of the philosophy regarding disaster preparedness and prevention must precede the preparation of a long term plan. The ideas embraced by the philosophy provide the basis for consistent decisions over the long term. They shall be employed in the decision making process, in setting the objectives and goals of the plan, and in providing the criteria for the evaluation of the program.

From the outset it must be established that the Organization will be dedicated to the establishment of self reliance and self sufficiency of each country involved.

One of the problems highlighted in the PCDPPP evaluation was the incoherent philosophy that justifies the investment of billions of dollars in disaster relief, but has difficulty in justifying funds for disaster preparedness and mitigation. A well argued philosophy that justifies investment in preventive and mitigating measures, supported by a long term plan that shows how these measures are to be carried out and the savings gained, would give the donors and financing sources a frame of reference for their support over the long term.

2.2 Long Term Planning

The Planning System

The elements of the system are:
- a statement of the philosophy and values that govern the decision-making process,
- a vision of the future, being a description of how things should be,
- a long term plan, which lays out the general approach to achieving that vision,
- a development plan, which defines the various projects that have to be carried out, according to the long term plan,
- an operational plan covering one or two years, showing the detailed on-going activities that have to be carried out, (in addition to development projects), and the corresponding budget,
- a program of reporting and triennial independent evaluations that ensures feedback to the decision making process and the continual updating of plans.
The first three items above determine the kind of organization needed for the Organization. The last four items determine its on-going responsibilities.

The time span of the long term plan should be sufficient to cover the achievement of such long term objectives as:

- the establishment down to the community level of contingency plans based on hazard mapping and risk assessment;
- the education of a generation of the population in attitudes, values and skills related to disaster prevention and preparation;
- the renewal or upgrading of the entire housing stock and infrastructure of the area to standards that will resist the earthquake and hurricane threats of the area;
- the adaptation of the economy to disaster resistant activities;
- the moving of human settlements away from high risk areas;
- the restoration of ecological balance and the regenerative capacity of ecological systems;
- the establishment of disaster response organizations at the community level throughout the area.

A characteristic of the Caribbean is that it has a definite annual hurricane season, starting June 1 each year. This provides a convenient structure and discipline for the management of disasters, which although directed specifically to preparation for hurricanes, can be expanded to cover all other types of disasters.

The Planning Process

The planning process includes the following steps:

- Preparation of the initial version of the plan, with the assistance of an experienced planner, and in consultation with a committee appointed by the National Disaster Coordinators. Subsequent revisions of the plan may not require special outside help.
- Submission of the plan for approval by the Biennial Meeting of the National Disaster Coordinators.
- Preparation of individual national long-term disaster reduction plans by each National Disaster Coordinator, with technical support and guidance from the Organization.
- Approval of National plans by the corresponding government authorities.
- Coordination of National plans with the regional plan.
- Financing of individual national and regional development projects, with the assistance of the Organization.
- Monitoring the progress of National plans by the Organization to promote maximum effectiveness and value for money. In particular the Organization would be interested in ensuring that disaster resistant design specifications be included in plans and contracts, and executed in the field.
- Evaluation of the status of disaster preparedness of national and regional organizations as an ongoing function of CDERA, and use of this information in planning.

It must not be expected that a fully developed Long Term Plan will be produced in the first year. It will take several years to get all the National Plans prepared and coordinated. In addition the evolution of the Long Term Plan is a learning process that comes about with the preparation of the annual updates of the Long Term Plan.

**LONG TERM PLAN TIME SCALE**

<table>
<thead>
<tr>
<th>Years</th>
<th>1990</th>
<th>2000</th>
<th>2010</th>
<th>2020</th>
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1. Regional mechanism for Disaster Management
2. National mechanisms for Disaster Management
3. Regional communication systems
4. National communication systems
5. Community contingency plans
6. Upgrade infrastructure
   Public buildings
   Private housing
7. Demographic equilibrium
8. Economic resilience
9. Ecological resilience
10. Community development
11. School education
12. Disaster response

2-4
2.3 Organization of the CDMO

2.3.1 Design

The objective is to design an organization that will solve the problem of disasters in the Caribbean.

The elements that enter the considerations of the design are:

- Lessons learned from the PCDPPP experience
- Supporting structures
- The territory to be covered
- The scope of the mandate
- The role it is to play
- The mission statement

**Lessons learned**

Although the Organization is to succeed PCPPP it must not repeat the faults that have limited the effectiveness of PCPPP. The requirements for the new organization are:

- that it be a permanent organization and not a project with a limited term,
- that its mission be to implement a long term plan for the reduction of the impact of recurring disasters by 80% within 15 years,
- that it establish a solid financial base for its mandate.

**Supporting Structures**

It is proposed that the Organization continue with the supporting structures designed for PCPPP.

The Council for National Disaster Coordinators would continue to meet biennially to give guidance on the general orientation and policy to the Organization, to monitor progress made in the region in the field of disaster reduction and to review the annual updates of the Long-term Plan for Disaster Reduction.

The Technical Advisory Committee, composed of representatives of donor agencies, the Pan American Health Organization (PAHO), the League of Red Cross/Red Crescent Societies (LRCS), the Office of the United Nations Disaster Relief Coordinator (UNDRO), the Council of National Disaster Coordinators,
CARICOM, OECS, and other major participants, will meet periodically to review resource requirements and use, and monitor the progress of the Program.

The disaster response mechanism should not be separate from the rest of the program. In the cases of CARICOM and OECS, the creation of CDERA takes care of disaster response for those countries involved, and special consideration has to be given to the relationship between CDERA and the Organization. For those countries not involved in CDERA, the Organization will encourage national disaster response mechanisms, and participate in organizing the external response in cases of emergency.

The Territory to be Covered

The territory to be covered by the Organization can vary considerably, depending on matters of policy, politics, budget, convenience, strategy, membership, etc.

It is proposed that the long-term plan for the Caribbean region should be divided into four separate programs, with their own budgets, which can operate independently of each other:

A. Small island and mainland countries (mainly English-speaking).

B. Large island and mainland countries (mainly Spanish-speaking).

C. Countries and islands with strong metropolitan links. (Guadeloupe, Martinique and Puerto Rico).

D. A special program for Haiti.

This classification is sufficiently flexible to allow the expansion of the membership of the Organization without altering the structure of its Long Term Plan and its internal organization. Since the functions of the Organization will remain the same regardless of the membership of the area covered, the basic organization will not change. What will change, depending on the size of the territory, will be the workload, and consequently the amount of staff and the size of the budget required.

The PCDPPP project seemed to favour the English-speaking Caribbean. This was perhaps influenced by the fact that most of the participants were small island communities that could not count on major support from a large nation (such as provided to Guadeloupe and Martinique by France, and Puerto Rico by the United States) and by the cultural links and a common language. The Netherlands Antilles also participated in some of the activities of the PCDPPP.
If this current grouping is taken to be the natural association of countries with a common problem, then all that has to be done is to determine what form the Program is to take for the other members. The particular problems facing Haiti require special treatment. The Dominican Republic stands somewhat isolated, since it appears that Cuba is self-sufficient in disaster management, and that Puerto Rico, Guadeloupe and Martinique are supported by their association with the United States and France, respectively.

The islands of Cuba, Haiti/Dominican Republic, and Puerto Rico may be classified as a group because of the size of their national territory allow different solutions to the problem of disaster reduction.

In the case of Haiti, the disaster reduction program has to be designed to take into account the specific conditions prevalent in Haiti. Programs borrowed from other countries will not work, because of the conditions of endemic poverty, illiteracy, regional differences, general underdevelopment and language barriers. Since UNDP is sponsoring a project aimed specifically at strengthening the disaster relief management organization, it may be convenient to attach the disaster management program for Haiti to UNDP, so that the experience and lessons learned can be concentrated in one organization.

The Scope of the Mandate

The mandate should cover:

- Disaster management
- Negotiations with donors and sources of financing for disaster reduction plans
- Liaison with Government and Non-Government Organizations;
  - National governments on disaster management
  - UNEP on the environment
  - WHO/PAHO on population control
  - WHO/PAHO on health protection
  - UNDP on development
  - CARICOM, OECS and others on regional disaster management
  - Liaison with non-government organizations on disaster management

The Role of the Organization

The Organization's role shall be:

- Leadership in disaster management in the Caribbean
- Coordination of the efforts of all organizations involved in the field of disaster management in the Caribbean.
- Assistance to National Governments in the planning and execution of individual disaster reduction programs
- Assistance in the preparation of contingency plans down to the community level, based on hazard mapping and risk assessment
- Assistance in obtaining financing for National programs
- Planning the reduction of the impact of recurring disasters
- Promoting the reduction of the total cost of disasters
- Close cooperation with disaster response agencies in the case of major disasters
- Evaluation of all disasters in the area

The Mission Statement

The following is a draft statement of the mission of the Organization, based on the assumptions made up to this point:

The mission of the Organization is to reduce human suffering and physical and economic losses caused by disasters in the Caribbean.

The Organization is dedicated to the idea that people who live in a disaster prone area such as the Caribbean should have disaster proof living conditions and economies, so that they can take disasters in their stride and return to near normal conditions in a short time.

The Organization challenges the belief that disasters are inevitable, and will demonstrate that it is cheaper in the long run to prevent damage than to recover from it.

The Organization believes in the principle of self reliance, and that local human resources are capable of achieving this goal with some outside help.

The role of the Organization is to promote improvement in disaster management at all levels and to promote greater coherence and coordination of the efforts of international, regional and national organizations in the disaster field in the Caribbean.

The Organization shall sponsor long term planning for the reduction of the effects of disasters at the regional and national level, and assist in the coordination of the plans, their financing, and their execution.

The Organization shall provide National Disaster Coordinators with whatever assistance would be required to establish effective hazard mapping, risk assessment and contingency planning, and to carry contingency planning down to the community level.
2.3.2 Functional Analysis

The basic functions for any organization are direction, planning and evaluation, development, operations, and administrative support. The application of these categories to the Organization yields the following analysis:

Direction

- Lead the Disaster Reduction Program in the area.
- Obtain the funding and other resources needed by the Organization to carry out its program.
- Seek funding for regional programs arising out of the Long Term Plan.
- Ensure the coherence of disaster management and education programs, projects and activities in the area, according to the long-term plan.
- Establish the basis for cooperation of programs and projects sponsored by outside agencies and coordination with the Long Term Plan.
- Provide the initiative for regional and inter-governmental meetings and agreements.
- Develop liaison and networking activities.

Planning, Coordination and Evaluation

- Prepare and update the long-term plan for disaster reduction in the area.
- Contract for a periodic independent evaluation of the program.
- Coordinate national long-term plans with the regional long-term plan.
- Coordinate programs and projects of outside agencies with the Long Term Plan.
- Provide technical advice on national planning for disaster reduction.
- Cooperate with CDERA in the on-going evaluation of disaster preparedness.
- Undertake the evaluation of disaster preparedness for those areas not covered by CDERA.
- In conjunction with the appropriate authorities, evaluate and report all significant disasters in the area.

Program Development and Service Function

- Promote the Program for Disaster Reduction.
- Promote disaster preparedness for those areas not covered by CDERA.
- Assist in the documentation of program proposals for the purpose of seeking financing.
- Coordinate interinstitutional plans and activities.
- Monitor the progress of the Program.
- Provide technical assistance in program planning and execution.
- Provide assistance in the preparation of hazard mapping, risk assessment and contingency plans.
- Provide assistance in taking contingency planning down to the community level.

NOTE: The scope of this function covers the following subprograms in over 27 countries:

- **Government Sector**
  - Disaster preparedness
  - Demographic equilibrium
  - Ecological resilience
  - Land use planning, zoning and management
  - Building code enforcement
  - Building program
  - Public education
  - Promotion of public awareness of disaster management.

- **Private Sector**
  - Economic resilience
  - Recovery capability

- **Community Disaster Preparedness**
  - Hazard mapping, risk assessment and contingency planning
  - Self-sufficiency
  - Organization
  - Training
  - Equipment and supplies

**Operations**

- Provide a clearing house for information on disaster management
- Promote public awareness of disaster management
- Handle public relations for the Organization
- Coordinate response in cases of disaster for those countries not included in CARICOM that have not yet set up their own disaster response function.

**Administrative support**

- Secretarial
- Accounting
- Communications
- Logistics and transportation
- Accommodation
2.3.3 Organization

The establishment of the Organization follows closely the functional analysis. Ideally, there should be one person in charge of each major function. Where the workload is too great for one person, the Organization must provide additional staff.

The main task at this stage of organizational design is to estimate the workload to determine the type and number of staff and budget requirements.

Factors influencing the workload will be:

- the amount of support for disaster planning and management required by small countries with limited government budgets and human resources;

- the amount of travel required to service the 27 or more countries involved in the program;

- the scope of the responsibilities undertaken for the program, as suggested in the analysis of the development function above;

- the intensity with which the Disaster Reduction Program is to be pursued (80% reduction in 15 years);

- the strategy to be used in the development of a special program for Haiti.

On this basis two full-time professionals are needed to handle the Development function; between them they should be fluent in English, Spanish and French.

The scope of the Organization is greater than that of PCDPPP. Since much of the consciousness raising in the Government sector has been done by PCDPPP, the work load will be reduced in that respect. However, the span of topics has been broadened, and the responsibility for coordinating the entire disaster management activity in the area has been added, so that it is expected that the diplomacy function carried out by the Director would be greater than before.

The intensity with which the Disaster Reduction Program is pursued will probably be determined by the availability of financing. The ideal would be to reduce the vulnerability to disasters as quickly as possible because of the enormous costs involved in rehabilitation. No doubt the humanitarian response to disasters will always be available, but there is a question as to whether there has ever been an adequate response in terms of financing the costs of rehabilitation.
For the purpose of determining the initial staffing of the planning and evaluation process, it may be sufficient to have only one professional planner/evaluator. The first version of the Long Term Plan should be prepared by specially contracted consultants. The budget of the Project proposal provides for this. Once the initial plan has been prepared, more information should be available to make possible an estimate of the workload and number of staff required for the planning function.

For the information function, the level of staffing in PCDPPP should be sufficient.

The public relations activity is important, since it is necessary to marshal public opinion in favour of disaster preparedness, create a regional community of interest, and integrate mitigation activities into the normal activities of the national government and local communities. The work should be handled by a part-time professional.

The administrative support would consist of an office manager, a word processor/file clerk, and a driver who could also be trained to handle the communications equipment.

The staff requirements would then be:

**Director**

Planning and Evaluation Officer

Development Officer

Development Officer

Information Specialist

Support Staff

Part-time Public Relations Officer

**Office Manager**

Word Processor/File Clerk

Driver/Communications Operator

2.4 Summary

The Organization would take over the responsibilities of PCDPPP under an expanded mandate; UNDRO, PAHO and LRCS would continue separately with their own programs for the Caribbean. The Organization would work closely with CDERA which would be responsible for disaster response, while the Organization would be responsible for all other aspects of disaster management development in the region.

Each National Government would be responsible for the execution of the Program in its own territory; the Organization
would support the National Governments with technical assistance and advice.

CDERA would undertake continuous monitoring and evaluation of preparedness and share this information with the Project/Organization, which would undertake to handle all the development work entailed in bringing the response mechanisms up to date.

It is proposed that the Organization continue with the supporting committees designed for PCDPPP.

Analysis of the territory, scope, role, strategy and mission of the Organization indicates an organization of 10 people, who would carry out functions of direction, planning and evaluation, program development, operations, and administrative support.

In its initial stages the Organization would need additional support for the preparation of the first version of the long-term plan, and possibly for other tasks such as the setting up of data and information bases.

The Long Term Plan would be used for coordinating the National Plans, optimizing the use of resources, securing financing for the program, and for monitoring its progress and effectiveness.
The outline of the Long Term Plan gives as much detail as possible on the individual aspects and processes of the Plan without getting into the actual process of planning.

The alternatives, solutions, time tables and budgets are part of the activity of planning, and do not form part of the outline.

### 3.1 Guiding principles

**The General Approach**

Since the purpose of the program is to reduce the effects of disasters, eventually disaster response will become limited to extraordinary cases that fall outside the scope of recurring natural disasters. The impact of recurring disasters will be diminished, and local resources will be sufficient to cope with the reduced damage that may occur. The effect will be the reduction of the need to resort to outside assistance, which will in turn reduce the demands on the response mechanism.

**Philosophy and values**

The philosophy and values supporting the long-term plan should include the following:

- The principle of eventual self-sufficiency and self-reliance of the region in matters of disaster management. This includes the need to avoid creating or perpetuating conditions of dependence, which militate against a self-sustaining level of development and standard of living.

- The principle of local autonomy, whereby outside authorities intervene only at the request of the local authority, and only for as long as the local authority determines.

- The attitude that all disasters, whether natural or manmade, can be reduced to tolerable levels.

- The need to reduce drastically the cost of disasters.

**The vision of the future**

The vision of the future could include:

- Disaster proof housing and infrastructure,

- Effective land use, planning and zoning,
- A resilient ecology, with stable soils, water absorptive capacity, and biological diversity,

- A resilient economy, which would include invulnerable agriculture, tourism, and industry,

- Financial resilience, including adequate use of insurance, and a reserve capacity for financing reconstruction,

- Attitudes of public awareness, local resourcefulness and independence.

- Contingency planning carried out at the community level.

Thus the general approach should emphasize the prevention and mitigation aspects of the program, while still including the response mechanism.

Local autonomy as a principle

The general philosophy for disaster mitigation establishes local autonomy as fundamental to the achievement of self-sufficiency. In long term planning for the Caribbean Program, local autonomy means that each country has the right and responsibility to prepare their own long term plan for disaster mitigation, without outside constraints.

Self-sufficiency as a goal

In many cases, absolute self-sufficiency at the National level may not be possible, but full use of local resources is necessary to establish credibility of the need for outside resources. Competition for outside resources will be strong, and the standards for proposal presentation and argumentation will be high. The purpose of the Organization is to assist members in the preparation of proposals and their financing.

Efficiency through the provision of a common service

For greater efficiency and to avoid costly duplication of efforts among such a great number of countries, the Organization shall provide disaster management services that are common to all countries. In this regard the Organization shall give substantial assistance in hazard mapping, risk assessment and the preparation of contingency plans and National Disaster Plans, in the preparation of proposals for financing, in establishing the programs and in obtaining and distributing materials for the promotion of disaster management.

Many of the island states are very small, and relatively poor in the availability of resources that can be dedicated to
disaster management. This has serious consequences for the
capacity of these micro-states to staff adequately offices of
disaster preparedness. In this respect the Organization shall
supplement local resources with assistance sufficient to make
the program viable in those states.

Coordinating role

During the International Decade for Natural Disaster
Reduction, a number of Donor-sponsored efforts aimed at
reducing the impact of disasters, can be expected to be
undertaken on a bilateral or multilateral basis. Efficient
coordination of these efforts through the Organization could
enhance the effectiveness with which these resources are
utilized.

The coordinating role of the Organization is related to the
preparation of the Long Term Plan for the region, in which the
efforts of Non-Government Organizations at the National and
Regional levels and the participation of bilateral and multi-
lateral programs and projects, are taken into account.

In addition, in terms of disaster preparedness and response,
disasters that transcend national boundaries such as hurri-
canes, Tsunamis, and health epidemics such as cholera, re-
quire the coordinating role of the Organization for maximum
effectiveness and efficient employment of resources.

Resource maximization

The term resources is used to cover all kinds of resources:
financial, material, human, information, systems, organiza-
tion, cultural, moral, etc. The general tendency is to
consider financial resources as the starting point for deve-
lopment projects, whereas it is the next to last step in the
development process. The proper sequence is motivation,
organization, planning, employment of local resources, and
only then supplementing local resources with outside re-
sources. Outsiders are more likely to consider giving help
where it has been demonstrated that the local organization can
achieve self-sufficiency, and that full use has been made of
local resources. In other words, seek outside help only when
absolutely necessary.

Time as a resource

Most of the challenges facing long term planning are a race
against time:

- The threat that increases in population will exceed
  the carrying capacity of the land and of the
  economy.

- The need to halt ecological degradation before
  nature loses the capacity to regenerate itself.
- The strengthening of infrastructures before the next natural disaster e.g., the next hurricane season.

- Technological pollution.

Consequently the planning system emphasizes the monitoring of elapsed time in the execution of the tasks assigned, and the progress of each project and program.

3.2 Structure of the Long Term Plan

The Long Term Plan has four levels of detail:

The Caribbean Disaster Reduction Program

The highest level of the Long Term Plan summarizes the information contained in the lower levels and contains:

1.0 Review of the Caribbean Program for the Reduction of the Impact of Disasters.
   1.1 Problems encountered
   1.2 Proposed solutions
   1.3 Recommendations

2.0 Summary of status of National plans
   2.1 Comparison of progress and status
   2.2 Matrix analysis of components:
      2.3 Area Program summaries
      2.4 Topical summary of National Programs
   2.5 Timing and Delays

3.0 Financial report on Program
   3.1 Financial requirements over the long term
   3.2 Financial requirements over the short term
   3.3 Financing obtained and funds used

Basic Programs

It is proposed that the long-term plan for the Caribbean region should be divided into four separate programs, with their own budgets, which can operate independently of each other:

A. Small island and mainland countries (mainly English-speaking).

B. Large island and mainland countries (mainly Spanish-speaking).

C. Countries and islands with strong metropolitan links. (Guadalupe, Martinique and Puerto Rico)

D. A special program for Haiti.
National Plans

National Plans are made up of programs that will vary according to the needs of each country and will include topics such as:

- **Government Sector:**
  - Disaster preparedness
  - Demographic equilibrium
  - Ecological resilience
  - Land use planning, zoning and management
  - Building code enforcement
  - Building program
  - Public education
  - Promotion of public awareness of disaster management

- **Private Sector:**
  - Economic resilience
  - Recovery capability

- **Community Disaster Preparedness**
  - Hazard mapping, risk assessment and contingency planning
  - Self-sufficiency
  - Organization
  - Training
  - Equipment and supplies

National Programs

The Long Term Plan for each National Program shall describe the strategies to be used for achieving the goal for that particular program. Each program shall be broken down into phases, and milestones identified to assist in tracking its progress. The principal tasks and responsibilities shall be identified, and the timing for completion of each milestone and phase.

Milestones represent the achievement of significant intermediate goals, usually where several tasks come together to complete an aspect of the program. They shall be applicable to each program within each country, and the definitions of the milestones must be adapted to local conditions and standards. Milestones cannot be standardized across the Caribbean Program, since they will vary according to the characteristics of the National Programs.

Tasks may be grouped into Projects to assist in financing and controlling the resources to be used.
The following is a suggested list of programs:

- National mechanisms for Disaster Management
- National communication systems for Disaster Management
- Upgrade infrastructure of public buildings
- Community contingency plans
- Upgrade infrastructure of private buildings and housing
- Demographic equilibrium
- Economic resilience
- Ecological resilience
- Community development
- School education

3.3 Managing the Data

The mission and role of the Organization define it as an establishment that coordinates programs and optimizes resources, gives technical assistance on program planning and assists in the preparation of projects for financing. All these activities require the efficient handling of information.

The data involved in managing the Program must be standardized and handled on computers. To get an idea of the scale of the data base, the number of groups of files required according to the above analysis is:

- Program summary 1
- Basic Programs 4
- National or Territorial Plans 27+  
- Individual National Programs 27 x 9 243

Total groups of files 273

Each group of files would contain individual files describing the programs, budgets, performance, diary, correspondence, names and addresses of people involved, etc.

Fortunately, computer equipment and programs are cheap and powerful enough to handle such a mass of data with relative ease. There are standard computer programs available (that do
not require special programming) that can be used for word processing, budgeting and financial reporting, and project management and control. These programs make it possible to standardize data reporting so that it can be accumulated in an orderly way, and would make it easy to analyze and summarize for program management and reporting.

It is important that the software chosen should be simple to operate so as to reduce the initial investment in staff training in the use of the programs, and to avoid problems in handling them in practice. Further work would be required to design the format of the data to be collected and the reports required, and then test the systems.

No special computer department would be required, although it would be useful to have a computer enthusiast on the staff, to help train the staff and troubleshoot problems as they arise.

Portable laptop computers are powerful enough to handle the data requirements, and also cheap enough to supply the travelling staff with one each. There are also portable printers that are cheap and effective.

3.4 Measuring the Programs

Measurements

To monitor the progress and the evaluation of the effectiveness of the Long Term Plan two standard measurements are required: Phases, and Formulas to measure the degree of accomplishment of the objective of each National Program. The measurements must to be simple and universally applicable, so as to allow the production of totals for program groups and the program as a whole, and comparison across jurisdictions.

Long term programs and projects have to be broken down into phases so as to structure the time into more manageable blocks, and to serve as a means of tracking progress over the long term. The phases are:

I  Start intervention
II  Halt negative trend
III Establish positive trend
IV  Reach acceptable levels of invulnerability to disaster

Formulas are required that will measure the degree of accomplishment of the principal objective of each program. These formulas should be standardized so as to allow summarization and analysis on a Program wide basis. The following formulas are suggested:
A. Upgrading infrastructures:

Public buildings

Private buildings

B. Demographic equilibrium

Carrying capacity of the land

C. Economic resilience

Time to recover normality

D. Ecological stability

Soil\tab stability

Actual condition

Actual condition

E. Community self-sufficiency

Resources available

Resources required

F. Community contingency plan

Contingency plans

Hazard sites identified

The Matrix

Measurement information shall be organized and displayed according to a matrix that has as its vertical axis the countries classified according to the Basic Programs, and as its horizontal axis the Phases and Formulas indicated above. Similar matrices can be organized according to National Programs within each country, or by a particular National Program for the list of countries.

Such presentations serve to point out problem areas that require attention; they may also stimulate a healthy competition among countries as to which is doing the best.
3.5 Participation in Long Term Planning

Long term planning has to take into account the organizational structure of the Organization, and the roles played by the Conference of National Disaster Coordinators, the Planning Committee, the Technical Advisory Committee, and the National Disaster Coordinators.

The Conference determines policy and makes the major decisions on the strategies and priorities of the Plan. The Planning Committee, which is appointed by the Conference, interprets the intent of the Conference, and makes decisions during the elaboration of the Plan that will require the cooperation of the members. The Planning Committee, not the Organization, presents the Plan to the Conference.

The Organization is charged with the promotion and coordination of the Plan, whereas the execution of the Plan is in the hands of the individual National Disaster Coordinators for each country.

The Technical Advisory Committee provides technical assistance and support for the financing of the Program and its component projects.

The specific tasks for each entity are:

**The Conference:**
- Decides on the philosophy, policies and priorities of the Disaster Reduction Program.
- Sets the goal for reducing the impact of disasters (by 80% over 15 years?)

**The Planning Committee:**
- Decides on strategies for resource maximization
- Prepares proposals for the sharing of resources
- Selects pilot projects and schedules the replication in members territories
- Submits the Long term Plan to the Conference for approval

**The Organization:**
- Updates the Long Term Plan
- Coordinates efforts
- Promotes networking
- Develops strategies for time reduction and avoidance of delays
- Fosters teamwork
- Monitors elapsed time closely
- Monitors progress of the execution of National Plans
- Monitors the Matrix on an on-going basis
- Coordinates with CDERA on disaster preparedness requirements

The Organization provides technical assistance to members on:

- Preparation of National Plans
- Hazard mapping, risk evaluation and contingency planning
- Dissemination of contingency planning to the community level
- Project management and control
- Definition of the problems for each topic
- Search for solutions
- Selection of alternatives
- Definition of time frames, phases and milestones
- Project management and control
- Documentation of financing proposals

The Organization prepares reports:

- Annual report to Meeting of National Disaster Coordinators
- Semi-annual report to Technical Advisory Committee
- Monthly review of progress for use within the Organization

In resourcing, the individual National Disaster Coordinators and the Organization cooperate in:

- Evaluation of National Plans to determine total resources required, immediate and long term
- Determination of local resources available
- Determination of outside resources required
- Approach to international funding sources
- Management of the deployment of international resources
- Documentation, Controls, and Reporting on internationally funded projects

The Technical Advisory Committee:

- Appoints the independent evaluator for the triennial evaluation
- Meets semi-annually to review resource requirements and use, and monitor progress
4.0 PROPOSAL FOR THE OPERATION OF THE ORGANIZATION

The terms of reference require detailed proposals for the operation of the Organization for the first three (3) years with projections to the fifth year. These proposals must include organizational, staffing and financing methods.

4.1 Operations

The operations of the Project/Organization can be classified into phases which are more or less sequential, but in some cases overlap.

Phase I covers the inception period from the time that CARICOM approaches the Donors for support for the Project, up to the point where the Headquarters premises and equipment have been obtained and put in place, and the Project is turned over to the newly appointed Program Director.

Phase II covers the organization of the staff and functions of the Project/Organization to the point where they are ready to go into operation.

Phase III covers the routine operations of the Program which are mainly repetitive up to the point where the Project reaches the end of its five year period.

Phase IV covers the promotion and financing of disaster mitigation projects and programs arising out of the Long Term Plan.

Phase V refers to the steps that have to be taken to terminate the Project.

Phase I - Inception

CARICOM

1. CARICOM prepares and presents Project proposal to prospective Donors.

2. CARICOM and Donors sign Project Memorandum of Agreement.

3. Project Steering Committee (PSC) formed by CARICOM and Donors.
Project Steering Committee

4. Agree on Terms of reference for Executing Agent (EA).

5. Hire EA.


7. Select location of Headquarters.

8. Approve selection of Program Director.

9. Approve End of Mission report of EA.


11. Prepare Headquarters office.

12. Assist in selection of Program Director.

13. Procure vehicles, equipment, office furniture.

14. Assist in setting up administrative systems and procedures.

15. Assist in selection of staff.

16. Hands over Project to Program Director.

17. Prepare and submit End of Mission report to PSC.

Phase II - Organize Project Functions

Program Director

1. Organize staff into a team and direct the preparation of first year Operating Plan:

2. Organize Support Structures:
   2.1 Establish conditions of membership for participating countries with Technical Advisory Committee.
   2.2 Invite countries to become members of Caribbean Disaster Reduction Program.
   2.3 Constitute National Disaster Coordinators Conference.
2.4 Appoint Technical Advisory Committee.
2.5 Appoint Planning Review Committee.
2.6 Establish annual calendar of meetings.

3. Incorporate the Organization
3.1 Work out detailed procedure with CARICOM.
3.2 Decide on organizational link with CARICOM.
3.3 Draft powers of Organization.
3.4 Obtain official resolution creating the Organization.
3.5 Merge operations of CDERA with Organization.

4. Organize Long Term Plan:
4.1 Send Development Officers to survey status of disaster management and mitigation in member countries.
4.2 Establish base line indicators for future measurement and reporting.
4.3 Ask PSC to appoint Expert Planner.
4.4 Supervise first version of Long Term Plan.

Planner

4.5 Cooperate in the production of the Long Term Plan.

Planning Review Committee

4.6 Meet to review acceptability of plan.

4.7 Present first version of the Long Term Plan to the Conference of National Disaster Coordinators for approval.

5. Technical Assistance Program

Development Officers

5.1 Carry out survey of the status of disaster management and mitigation in the member countries.
5.2 Review status of hazard mapping, risk assessment and contingency planning.
5.3 Review disaster preparedness with CDERA.
5.4 Prepare annual schedule of technical assistance to member countries, based on surveys and specific requests.

6. Information and Communications

Information and Communications Staff

6.1 Set up communications network.
6.2 Set up Information Centre.

7. Administrative Functions

Administrative Staff

7.1 Set up accounting and banking systems.
7.2 Organize travel reservation and funding procedures.
7.3 Organize message taking and transmission function.

Phase III - Full operation

Director

1.1 Promote the Caribbean Disaster Reduction Program among Government leaders, funding sources, regional organizations, non-government organizations, international agencies, universities, etc.

1.2 Provide the initiative for regional conferences and meetings.

1.3 Develop liaison and networking activities among all those involved in disaster mitigation and management.

1.4 Organize meetings of the Planning and Technical Committees, and the Conference of National Disaster Coordinators.

1.5 Establish the basis for cooperation with existing and proposed programs and projects on disaster management, and incorporation into the Long Term Plan.

1.6 Work with staff on the preparation of annual activity schedules.
1.7 Review policy interpretation, strategies, priorities and results with staff.

1.8 Supervise budgetary control and expenditures.

1.9 Review the progress being made by member countries in the achievement of disaster reduction goals.

1.10 Review disaster evaluations with staff.

1.11 Prepare Annual Report.

1.12 Schedule Triennial independent evaluation of Program.

Planner

2.1 Provide technical assistance on preparation of National Plans and Individual projects.

2.2 Input data on National Plans into the data base.

2.3 Analyze the progress of member countries in the achievement of disaster reductions goals.

2.4 Discuss progress with Development Officers.

2.5 Review disaster preparedness and related problems with CDERA.

2.6 Identify lessons learned from disaster experiences.

2.7 Incorporate all the above into revisions of the Long Term Plan.

Development Officers

3.1 Promote the program to member countries.

3.2 Promote disaster preparedness to member countries not included in CARICOM.

3.3 Respond to requests for technical assistance from member countries including hazard mapping, risk assessment and the preparation of contingency plans, and the establishment of contingency planning at the community level.

3.4 Monitor the progress of the Program at the member level.

3.5 Coordinate interinstitutional and inter-regional Program activities.
Information Specialist and support staff

4.1 Operate a clearing house for information on disaster management and mitigation.

4.2 Obtain and store printed materials, videos and other materials.

4.3 Distribute the materials on request.

4.4 Promote public awareness of disaster management and mitigation.

Public Relations Officer

5.1 Handle public and media relations for the Organization.

5.2 Assist in promotion of contingency planning at the community level.

Phase IV - Promote and fund projects arising out of the Long Term Plan

1. Long Term Plan - Regional and Basic Program projects.

Planning Committee

1.1 Determine project priorities.

National Disaster Coordinators Conference

1.2 Approve Long Term Plan, that reflects their policies and priorities.

Organization

1.3 Document, promote and obtain funding for regional projects.

1.4 Execute the projects.

1.5 Report results to funding sources.

2. National Plan projects

National Governments

2.1 Request technical assistance and support from the Organization for documentation, promotion and obtaining outside funding for the projects.
2.2 Approve projects.
2.3 Seek funding with the assistance of the Organization.
2.4 Enter into agreement with Donors.
2.5 Execute the projects.

End of Project Operations – Phase V

Director

1. Prepare plan for the continuing operation and funding of the Organization.
2. Seek funding for the next five year plan.
3. Reorganize the functions and staff.
4. Phase out surplus staff and facilities.

4.2 Organization and staffing

Sections 2 and 3 of this report discussed the scope of the Program and organization and workload it implied. The staff required to operate the Organization is as follows:

1. Program Director
2. Planning and Evaluation Officer
3. Development Officer
4. Development Officer
5. Information Specialist
6. Support Staff
7. Part-time Public Relations Officer
8. Office Manager
9. Word Processor/File Clerk
10. Driver/Communications Operator

Since the Program will start as a project financed by Donors, the method of staffing will probably be determined according to Donor regulations applicable to projects of this nature. It would be useful to hold in mind, however, that when the Organization is constituted, the employees would become employees of the Organization and subject to the regulations that CARICOM would apply in the case. Compensation and other benefits would have to be comparable, or the Organization could possibly lose all its staff.

For the Project, the key appointment would be the Program Director. Because of the scope of the Program, and the high level contacts the Director would be required to maintain,
this would have to be a senior person who is politically acceptable to the majority of member countries. CARICOM should be consulted on the appointment.

For all the other positions, it would be advantageous to recruit people from the Caribbean region who are familiar with the cultural diversity and political history of the area. In particular, the Development Officers should have between them the language skills to be able to deal with English, Spanish, French, Creole and Patois. Similarly, the Planner, Public Relations Officer, information, communications, and office staff should be able to speak one other language besides English.

The location of the Headquarters Office will be contested by those countries who wish to have this important Organization on its soil. Since the matter is rather political, perhaps the best way to handle it would be for the interested parties to make their submissions to the Project Steering Committee. Since there is no provision for office rent in the budget, it is assumed that the choice would go to a country who is willing to donate the building and services for the duration of the Project.

All staff would be based in the country where the Headquarters are located. The Program Director and Development Officers would be expected to travel frequently, and provision has been made in the budget for 30 trips averaging two weeks each. The Planner and Public Relations Officer may travel occasionally, but would work principally through the Program Director and Development Officers. The rest of the staff would form the base crew at the headquarters.

4.3 Financing methods

**Financing Strategy**

The principal strategy for financing the activities of the Organization, is to separate the on-going operating expenses from the disaster mitigation projects that arise from the Long Term Plan.

The result will be that unless there is a change in the role or workload of the Organization, the operating expenses will remain constant from year to year. The organization and staffing discussed in section 2.3 form the basis of the budget calculations for salaries. In general, the budget projections are based on the assumptions established in the previous discussions in this report.

The start up costs of the Organization, the purchase of vehicles, equipment and office furniture, the contract for an Executing Agent to start the Project, the contract for the
preparation of the initial version of the Long Term Plan by an expert in disaster planning, and the financing of two Biennial conferences are shown in the Budget separately from the ongoing activities of the Organization.

For the five year project that launches the Program the preliminary budget for the Organization has been set at US$2,430,000. The budget is shown in Exhibit 4.

The Long Term Plan and the National Disaster Reduction Plans will identify projects and programs that will require separate funding, distinct from the operations of the Organization. Such projects shall require their own staff and resources, although wherever possible local resources should be used. These projects constitute Phase IV of the Program.

There are two kinds of disaster mitigation projects: Regional and Basic Program projects, and National projects. The first are those arising out of the Long Term Plan that involve the Program as a whole or the Sub Programs (English speaking, Spanish speaking, countries with metropolitan sponsors, and Haiti). Such would probably require outside financing, since they would be beyond the capacity of the member countries. The second are projects and programs within the National Plans that exceed the resources of the country involved, and would require assistance from the Organization in documenting, promoting and funding them. Funding sources usually require special reporting on the progress of the project and the use of the funds, and periodic independent evaluations. Again the Organization could provide technical assistance to the member countries on these matters.

**Financing Structure**

The first step is to analyze the activities of the Organization and group them into "packages" that can be financed separately:

a. Operating costs needed to maintain the Program and the investment in human resources, should be packaged separately for the purpose of ensuring continuity. This would include the technical assistance and common services essential to the viability of the program in the smaller states.

b. The four Basic Programs (Small island and mainland countries, large island and mainland countries, metropolitan, Haiti) should be promoted separately, since they are likely to attract different constituencies.

c. Topical disaster mitigation programs (Economic resilience, ecological balance, community development, school
education, etc.) can also be packaged separately to conform to the current interests and priorities of funding sources.

d. Individual projects of a regional, sub-regional or National scope may be packaged and funded individually, and targeted to particular funding sources.

e. Equipment or other facilities such as office premises may be packaged separately to be received as donations.

f. Unused or idle capacity of existing facilities or staff within government and non-government organizations may be used to provide resources to the projects and programs.

g. Similar activities sponsored by another institution may offer the opportunity for the Organization to participate at reduced cost.

h. Training programs.

Package A: Essential operating costs of the Organization

A frequent threat to long term programs is the withdrawal or interruption of funding support before the program has reached its goals. A case in point is the PCDPP which had to close down and disperse its staff, before being able to complete its goals.

The highest priority for the Program is maintenance of the accumulated knowledge, experience and relationships of trust that have been developed by the staff. These form the core of the business of the Organization, and represent an investment that is lost when staff leave the organization.

Notwithstanding the emphasis on self sufficiency, it is not likely that sufficient funds can be raised regionally in the first few years to cover the cost of the operating budget. Once the program has proved its usefulness, strategies may be employed to induce the private sector and other beneficiaries to finance part of the program. In a similar manner, the national and regional governments would find it more politically acceptable to support the Program once the public perceives and appreciates the value of the activities of the Organization. In the meantime, most of the operating budget would have to be financed by recourse to outside sources.

Package B. The four Basic Programs

The requirements of the four Basic Programs are so different that they must be planned separately.

The small island and mainland countries which would include the Netherlands Antilles, already have a well developed constituency. The smallness of these states poses a special
problem with regard to financing, since many of them lack the resources for a fully viable disaster management program. The participating members are expected to contribute fully to Package A which maintains the essential operating costs of the Organization. However, for many of this group, the additional resources needed to promote and develop disaster management in their territories may be beyond their means, and financing through Package B may be required.

The program for larger islands and mainland countries (principally Spanish speaking) is unevenly developed, but the sources of internal and external financing are potentially greater than employed at present.

The countries with metropolitan links have virtually assured sources of financing; to a certain degree they may be in a position to assist their neighbours.

Haiti is a special case, in which many sources of funding are already joined in a general program aimed at radically improving the conditions in that country.

Depending on how the Basic Programs are packaged, it may be possible to include the salary and travel costs of one or more of the Development Officers, thus diminishing the amount needed to be funded under Package A.

**Package C. Topical disaster mitigation programs**

By encouraging the private sector to take an interest in disaster mitigation, certain program costs may be covered on a fee basis. For example, the travel and salary costs of a Development Officer may be covered for a talk or course on disaster management techniques. Generally, the private sector is willing to pay for supplies and services on a cost recovery basis.

**Package D. Individual projects**

Regional, Sub-regional or National programs may be broken down into a series of projects to be funded individually. The projects may be packaged so as to meet the requirements of specific funding sources, thus increasing the possibility of their being funded.

**Package E. Donations in kind**

Supplies, equipment, vehicles, buildings may be more easily obtained if requested for directly as a donation. Equipment and funds left over from terminated projects may be reassigned to disaster mitigation by negotiation or upon request.

Another important donation in kind, is the temporary assignment of staff from an institution or government to the
Program, whereby the individual works for the Organization but remains an employee of the institution.

**Package F. Unused or idle capacity**

Many businesses, institutions and government departments have facilities, personnel and equipment that they are not using to capacity. Requests for temporary assignment to the Program, accompanied occasionally by an offer to pay out of pocket expenses, can free up assets and resources that would otherwise go unused. The employment of unused capacity supports the principle of full use of local resources.

**Package G. Joint activities**

The Organization may participate in activities funded by other institutions whose goals parallel those of the Organization. In such cases significant expenditures may be saved, because all the organization and administration costs have been invested by the partner involved.

**Package H. Training Programs**

Training programs are costly and time-consuming. They were a major feature of the PCDPPP. In those days the topic of disas-ter management was new, and donors were willing to have a significant amount of the budget dedicated to that kind of activity. However, with time, they began to question the cost effectiveness of training programs, and were demanding proof of their effectiveness and impact upon the program in general.

Once the initial surveys have been made, a training program package may be designed to meet the priority needs of the area, justifying the expense, and making a case for separate financing. It cannot be justified as part of Package A, and should not be allowed to draw resources away from the main thrust of the program.

**Methods of Funding**

The methods used to obtain funds may vary according to the amount required, and the time available for the preparation of proposals.

Participating states must undertake responsibility for funding the on-going functions of the Organization. It is expected that in the same way that participating states finance the recurrent budget of CDERA, they would finance the recurrent budget of the Caribbean Disaster Mitigation Organization after it has been merged with CDERA. This has to take place within five years, in anticipation of the termination of the initial Project.
Apart from the on-going functions of the Organization, the major funding method will be through the documentation, promotion and funding of individual projects. These can be made up of any one or combination of the packages mentioned above, with the exception of Package A, which will be funded at the outset by the initial project, and eventually by the member states.

Another source of funds that will help to cover operating costs would be fees for the recovery of materials and services rendered, particularly training courses.

**Operating Budget**

There are many variables that affect the calculation of the Operating Budget, most of which will be determined by the sponsors of the Organization at a later date. The strategies to be adopted, the location of the main office, the cost of living at the main location, the salary scales to be applied, the currencies of payment, the estimates of the levels of travel activity during the first two years, all affect the calculation of the budgeted expenses.

The budget shown in Exhibit 4 of Appendix A sets the general scale of the cost of operations, as a basis for discussion and subsequent modification.
APPENDIX A

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PROPOSAL FOR THE ESTABLISHMENT OF THE
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<td>Logical Framework Analysis</td>
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1.0 INTRODUCTION

1.1 Background

Records dating back several centuries indicate that the Caribbean region is exposed to a variety of natural disasters including hurricanes, earthquakes, volcanic eruptions, floods and droughts. The vulnerability of the region is increased by the new threat of technological hazards, and by increasing population pressures on the ecology and economy of small states. What may appear to be negligible disasters at the global level can totally disrupt the economies of small island and mainland states.

As a result of several devastating disasters in 1979 and 1980 the Caribbean states took action to change their traditional approach to disaster management, which largely concentrated on the provision of relief. In a number of assemblies, in particular the Health Ministers' Conference of the Caribbean Community (CARICOM), the United Nations Economic Commission for Latin America (ECLA) and the United Nations General Assembly, recommendations were made to study ways and means to set up the specific machinery to cope more effectively with the natural disasters that occur periodically in the Caribbean Region. This led to the establishment of the Pan Caribbean Disaster Preparedness and Prevention Project (PCDPPP) which started its activities mid-1981.

The PCDPPP was a multisectoral project covering 29 countries and territories and executed jointly by three agencies: the Office of the United Nations Disaster Relief Co-ordinator (UNDRO), the Pan American Health Organization (PAHO)/World Health Organization (WHO), and the League of Red Cross and Red Crescent Societies (LRCS). CARICOM and the Organization of Eastern Caribbean States (OECS) were also closely associated with the administration and implementation of the Project. The PCDPPP undertook a variety of initiatives which resulted in an increased capacity for disaster management at the national and regional level. These included training of personnel, technical assistance, surveys of vulnerable areas, the development of national institutional arrangements and the improvement of the telecommunications systems in the region.

The PCDPPP also played an important role in developing public awareness and sensitizing decision makers on the importance of including disaster mitigation measures in the planning for infrastructure and economic development.

The governments of the region have shown their commitment to the objectives of the Project by nominating National Disaster Coordinators in their States and setting up the required institutional arrangements. At various meetings of the
National Disaster Coordinators it was recommended that the Project continue until 1990, and then be replaced by other appropriate mechanisms. The Project terminated in March 1991.

In 1991 the Caribbean Disaster Emergency Response Agency (CDERA) was organized to prepare for and coordinate the response to disasters. The Caribbean Disaster Mitigation Organization (CDMO), proposed in this document, will complement the activities of CDERA, and will replace the PCDFPP with an expanded mission to reduce the impact of disasters in the Caribbean.

1.2 An Agenda for Action

It is the desire of the participating countries to resume as quickly as possible the mandate and activities of disaster management in the region. Rather than wait for the formal incorporation of the Caribbean Disaster Mitigation Organization (The Organization) it is proposed that the activities be resumed as a Project, whose operations would be assumed by the Agency as soon as it is incorporated.

Action would be carried out on three levels:

1. **Sponsors - Funding and monitoring**

   CARICOM would approach prospective Donors for funding and technical support of the Project. CARICOM and the Donors would approve, implement and monitor the Project.

2. **Project Level - Organization, motivation and technical assistance**

   An Executing Agent would be contracted under the terms of the Project, who would start the Project, assist in the search and hiring of a Program Director and staff, and hand over the operations of the Project to the Program Director.

   The Program Director and staff would:

   - get the program organized and in operation
   - prepare a Long Term Plan for Disaster Reduction in the Caribbean
   - assist participating countries in preparing their own National Plans for Disaster Reduction
   - seek financial support for the plans
   - assist in the incorporation of the Organization and its integration with CDERA, after which the Organization would undertake responsibility for the balance of the Program
3. Program Level - Execution of plans

The National Governments and the Conference of National Disaster Coordinators would:

- approve the Long Term Plan
- obtain financing with the assistance and support of the Project/Organization staff
- execute the National Disaster Reduction Plans

The approximate timing of these events is outlined in Exhibit 5.

The immediate concern is for the approval and implementation of the Project, for which this proposal has been prepared.

2.0 DESCRIPTION OF THE PROJECT

2.1 Goal and purpose

The Project purpose is to establish the Caribbean Disaster Mitigation Organization as a permanent institution with fully operational programs within 5 years.

The goal of the Caribbean Disaster Reduction Program is to assist the Caribbean countries to reduce the impact of natural and man-made disasters by 80% in 15 years.

Due to the long term nature of the problems, the Disaster Reduction Program will take from 15 to 25 years to complete, so that this Project may have to be followed by other forms of support until the goal is reached.

2.2 General description of the Project

Based on current experience it is estimated that it will take more than a year and a half to formally incorporate the Organization. In the meantime the Disaster Reduction Program will be organized and launched under the auspices of this Project. When the Organization is formally constituted, it will take over the Program from this Project, and will integrate the disaster response functions presently being carried out by the Caribbean Disaster Emergency Response Agency (CDERA).

The first task of the Project is to get the Disaster Reduction Program organized and operating.
Because of the long term nature of the Disaster Reduction Program and the large amount of resources required to be invested in it, a long term plan has to be prepared for the achievement of the goal of an 80% reduction in 15 years. The long term plan will establish a sound basis for on-going financial support of the program over an extended period. It will also take into account existing and proposed projects that have an impact on disaster reduction in the region.

Each participating country must prepare its long term plan for disaster reduction, and to this end the Organization is organized to assist them.

Since the Organization has no authority over the national governments, its effectiveness is to be found in its powers of persuasion and its offers of assistance in helping them to design the plans and execute them.

Apart of financing this Project, financial and other resources have to be found to support individual programs within each country. The Organization is prepared to assist each country to prepare proposals and search for support. The financing goal for this Project is to obtain financing for all regional programs described in the long term plan, and to assist national governments to find financing for 50% of their programs, by the end of this Project.

On completion of this Project in five years time, it is expected that the Organization will have taken over the program, integrated its operations with CDERA, be working on the fourth annual update of the long term plan, have assisted all participating countries in preparing and launching their own long term plans, and have secured financing for a substantial proportion of the planned programs.

It is also expected that participating national governments will have prepared their own long term disaster reduction plans, and will have started implementation of 50% of their component programs.

Since individual contingency plans based on hazard assessments and risk analyses form the basic building blocks of an important part of the long term disaster reduction program, all such contingency plans should have been completed by the fifth year.

3 Logical framework Analysis (LFA)

The LFA (Exhibit 1) presents an overview of the Project. It shows how the Program goal of disaster reduction justifies the Project purpose, and how this in turn is related to the principal outputs of the Project.
<table>
<thead>
<tr>
<th>Project Title and Number</th>
<th>ESTABLISHMENT OF THE CARIBBEAN DISASTER MITIGATION ORGANIZATION</th>
<th>No.</th>
</tr>
</thead>
</table>

<table>
<thead>
<tr>
<th>NARRATIVE SUMMARY</th>
<th>OBJECTIVELY VERIFIABLE INDICATORS</th>
<th>MEANS OF VERIFICATION</th>
<th>IMPORTANT ASSUMPTIONS</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Program Goal:</strong></td>
<td>Measure of Goal Achievements:</td>
<td>Third 5 year evaluation report.</td>
<td>Assumptions For Achieving Goals:</td>
</tr>
<tr>
<td>To assist Caribbean countries to reduce the impact of disasters by 50% in 15 years.</td>
<td>Reduction of vulnerability to disasters.</td>
<td></td>
<td>Countries have political will and sufficient internal resources to support minimum participation in program.</td>
</tr>
<tr>
<td><strong>Project Purpose:</strong></td>
<td>End of Project Status:</td>
<td>5th Annual Report of Director. Evaluation Report</td>
<td>Assumptions For Achieving Purposes:</td>
</tr>
<tr>
<td>To establish the Caribbean Disaster Mitigation Organization and its programs in 5 years.</td>
<td>CDMO incorporated and in full operation.</td>
<td></td>
<td>Donors financing and technical support for five years.</td>
</tr>
<tr>
<td><strong>Outputs:</strong></td>
<td>Magnitude &amp; Dates of Output Completions:</td>
<td>Executing Agents:</td>
<td>Assumptions For Achieving Outputs:</td>
</tr>
<tr>
<td>1. Disaster Reduction Program organized and in operation.</td>
<td>First version approved by end of second year.</td>
<td>• Inception report</td>
<td>• Appropriate technical support for first version of plan.</td>
</tr>
<tr>
<td>2. Long term plan for disaster reduction established.</td>
<td>All programs in execution by end of fifth year.</td>
<td>• End of mission report</td>
<td>• Cooperation of national governments in planning and execution.</td>
</tr>
<tr>
<td>3. Financing obtained or committed for the Long Term Plan.</td>
<td>All national plans in partial execution by end of fifth year.</td>
<td>• Long Term Plan</td>
<td>• International community has enough resources to finance National Plans.</td>
</tr>
<tr>
<td>4. National plans of all participating countries established and in execution.</td>
<td>All regional plans financed. 50% of national plans financed by end of fifth year.</td>
<td>• National plans</td>
<td>• Convincing evidence available of full use of local resources.</td>
</tr>
<tr>
<td>5. CDMO incorporated and integrated with CDERA.</td>
<td>Completed by end of third year.</td>
<td>• Progress report matrix</td>
<td>• Continued support of CARICOM for incorporation of CDMO and integration with CDERA.</td>
</tr>
<tr>
<td><strong>Inputs:</strong></td>
<td>Implementation target: type, quantity, cost, timing:</td>
<td>Project work plan</td>
<td>Assumptions For Achieving Inputs:</td>
</tr>
<tr>
<td>Donors:</td>
<td>Donors commitment</td>
<td>Donors have sufficient financing, and can commit for five years.</td>
<td></td>
</tr>
<tr>
<td>- Financing</td>
<td>Letter of intent from CARICOM</td>
<td>CARICOM has capacity to incorporate CDMO.</td>
<td></td>
</tr>
<tr>
<td>- Membership on the Advisory Committee</td>
<td>Periodic Financial reporting</td>
<td>National governments have political will to ensure participation.</td>
<td></td>
</tr>
<tr>
<td>CARIPO</td>
<td>Evaluation report</td>
<td></td>
<td></td>
</tr>
<tr>
<td>- Political support</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>- Membership on Advisory Committee</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>National Governments</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>- Political support</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>- Participation of National Disaster Coordinators</td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

| | | | |
| | | | |

Total budget: 2,430,000
Net: 1. Govt. funds, part or all of local costs.
The inputs required for the Project would come from the Donors and CARICOM, who would supply funding, technical support, local assistance, monitoring and evaluation.

The National Governments of participating countries would supply local resources where possible, and the support of policy makers and National Disaster Coordinators in the development of national plans, participation in the Biennial Conferences, and membership on the various committees of the Program.

The general philosophy for disaster mitigation establishes local autonomy as fundamental to the achievement of self-sufficiency. In long term planning for the Caribbean Program, local autonomy means that each country has the right to prepare their own long term plan for disaster mitigation, without outside constraints.

In long term planning all kinds of resources must be considered: financial, material, human, information, systems, organization, cultural, moral, etc. The general tendency is to consider financial resources as the starting point for development projects, whereas it is the next to last step in the development process. The proper sequence is motivation, organization, planning, employment of local resources, and only then supplementing local resources with outside resources. Outsiders are more likely to consider giving help where it has been demonstrated that the local organization can achieve self-sufficiency, and that full use has been made of local resources. In other words, seek outside help only when absolutely necessary.

In some cases, absolute self-sufficiency at the National level may not be possible, but full use of local resources is necessary to establish credibility of the need for outside resources. Competition for outside resources will be strong, and the standards for proposal presentation and argumentation will be high.

The Organization shall assist members to prepare proposals and obtain financing, but there would be no direct contribution or financing of such projects by the Organization.

Many of the island states are very small, and relatively poor in the availability of resources that can be dedicated to disaster management. This has serious consequences for the capacity of these micro-states to staff adequately offices of disaster preparedness. In this respect, the Organization shall supplement local resources with assistance sufficient to make the program viable in those states.
The LFA indicates how the results of the Project are to be verified, and sets dates for completion of the principal outputs of the Project.

Two important assumptions relevant to the successful outcome of the Project are the availability of sufficient funds, and the existence of the political will to proceed with the National Disaster Reduction Programs. The governments of the area have very limited resources, and disaster mitigation tends to be deferred to more pressing problems on the political agenda. However, the active threat of recurring disasters such as hurricanes strengthens the political will in favour of support for this program.

2.4 Work Breakdown Structure (WBS)

The Project WBS (Exhibit 2) presents the first and second level activities which must be completed in order to achieve the Project outputs and purposes stated in the LFA.

The first level activities of the Project, and applicable sub-level activities are described below:

1. Program organized and in operation

The Executing Agent is to assist the Donors and CARICOM in setting up the Project during the initial phase, in the selection of the Program Director and the location of the Headquarters Office.

Once appointed, the Program Director will undertake responsibility for the selection of the remaining staff, and the organization of the office and support facilities.

The next step is to plan and then execute the development of the on-going functions- of the program: Direction, Planning, Coordination and Evaluation, Program Development and Support. -

Following the organization of the functions, an operating plan has to be prepared, outlining how the program is to be launched, and assigning specific tasks to the Program Director, Development Officers, and other staff.

While steps are being taken to formally incorporate the Organization, the supporting structures that existed for the Pan Caribbean Disaster Preparedness and Prevention Project must be revived to support of the Disaster Reduction Program: the Biennial Conference of National
PROJECT FOR THE ESTABLISHMENT OF THE CARIBBEAN DISASTER MITIGATION ORGANIZATION

WORK BREAKDOWN STRUCTURE

CDMO ESTABLISHED AND OPERATING

1.0
Program organized and in operation

1.1 - Secure location of headquarters
1.2 - Hire staff
1.3 - Operating plan prepared by staff
1.4 - Develop operation functions
1.5 - Execute operating plan
1.6 - Establish Technical Advisory Committee
1.7 - Establish Planning Committee
1.8 - Establish base-line data
1.9 - Prepare financing second five years of project

2.0
Long term plan for disaster reaction established

2.1 - Contract for a planner
2.2 - Develop first version of plan
2.3 - Planning Committee accepts plan
2.4 - Conference of National Disaster Coordinators approves plan
2.5 - Establish base-line data

3.0
Financing obtained or committed for long term plan

3.1 - Financing obtained for regional components of plan
3.2 - Financing obtained for national components of plan
3.3 - Prepare financing for second five year plan
3.4 - Prepare semi-annual progress reports

4.0
National plans for all participating countries established and in execution

4.1 - Assist each country to prepare first version of national plan
4.2 - National plans approved by governments
4.3 - Assist in launching individual national programs
4.4 - Prepare semi-annual progress reports

5.0
CDMO incorporated and integrated with CDEMA

5.1 - Draft charter for CDMO
5.2 - Submit to CARICOM for incorporation
5.3 - CDMO incorporated
5.4 - CDMO takes over responsibility for the remainder of the project

6.0
Project management and support

6.1 - Executing agent
6.2 - Donors
6.3 - CARICOM

6.1.1 - Prepare and submit inception report and workplan for the management of the project
6.1.2 - Provide project management during inception phase
6.1.3 - Participate in semi-annual meetings of Technical Advisory Committee
6.1.4 - Formally hand over to Project Manager

6.2.1 - Contract executing agent
6.2.2 - Donors approve inception report and workplan
6.2.3 - Participate in semi-annual meetings of Technical Advisory Committee
6.2.4 - Conduct three year evaluation

6.3.1 - Assist in selection of Headquarters site
6.3.2 - Assist in selection of staff
6.3.3 - Manage incorporation of CDMO
6.3.4 - Participate in semi-annual meetings of Technical Advisory Committee
Disaster Coordinators, the Technical Advisory Committee, and a new committee, the Planning Advisory Committee.

2. Long Term Plan for Disaster Reduction Established

The Long Term Plan is the key to the Program. The first version must be prepared under the direction of a person who is knowledgeable in disaster planning. A three month contract for such services should be sufficient to establish the basics of the plan.

The Long Term Plan would develop the philosophy and values which would govern the design and decision making of the Program, establish the principles of local autonomy, self sufficiency and self reliance, survey the requirements for disaster mitigation, and develop solutions and recommendations to the participating countries.

The Long Term Plan would take into account existing and proposed programs as a contribution to the common goal, and coordinate efforts so as to maximize the use of available resources.

The first version of the Plan and subsequent annual updates, should be vetted by the Planning Committee, which would then present it to the National Disaster Coordinators for approval at the Biennial Conference. The approval of the Plans by the National Coordinators establishes the basis for regional cooperation and would act as a guideline for the preparation of National Disaster Reduction Plans.

As the Development Officers deal with the national governments, they will be able to prepare base line information as to the status of disaster reduction planning and execution for each country. Exhibit 3 illustrates the matrix that can be used to summarize the position of each national program, over time.

3. Financing Obtained or Committed for the Long Term Plan

Apart from the financing of this Project, it will be necessary to seek financial support for regional programs that form part of the Long Term Plan, and for individual programs within each National Plan.

In each program, documentation will have to be prepared and presented to the prospective donors. The Project/ Organization will assist national governments in the preparation of the documentation and in approaching and presenting the projects to the prospective donors.
### APPENDIX A

#### NATIONAL DISASTER REDUCTION PLAN

### DEVELOPMENT GOALS

#### MODEL OF REPORTING MATRIX

<table>
<thead>
<tr>
<th>5 year plan</th>
<th>I</th>
<th>II</th>
<th>III</th>
<th>IV</th>
<th>V</th>
</tr>
</thead>
<tbody>
<tr>
<td>Years</td>
<td>1</td>
<td>2</td>
<td>3</td>
<td>4</td>
<td>5</td>
</tr>
<tr>
<td>1992</td>
<td>6</td>
<td>7</td>
<td>8</td>
<td>9</td>
<td>10</td>
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<tr>
<td>1993</td>
<td>15</td>
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<td></td>
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<td>1994</td>
<td>20</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>1995</td>
<td>25</td>
<td></td>
<td></td>
<td></td>
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</tr>
</tbody>
</table>

### Programs

**Government Sector**
- Disaster preparedness
- Building code enforcement
- Land use control
- Infrastructure upgrading
- Public education
- Demographic equilibrium
- Ecological resilience

**Private Sector Self-sufficiency**
- Economic resilience
- Recovery capability
- Housing upgrading

**Community Contingency Planning**
- Hazard mapping, risk assessment and contingency planning
- Organization
- Training
- Equipment and supplies
- Self-Sufficiency

<table>
<thead>
<tr>
<th>Results</th>
<th>All programs funded and in operation</th>
<th>Most programs completed</th>
<th>All programs completed</th>
</tr>
</thead>
<tbody>
<tr>
<td>Key:</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>0</td>
<td>No action</td>
<td></td>
<td></td>
</tr>
<tr>
<td>1</td>
<td>Plans approved</td>
<td></td>
<td></td>
</tr>
<tr>
<td>2</td>
<td>Funding obtained</td>
<td></td>
<td></td>
</tr>
<tr>
<td>3</td>
<td>Operations started</td>
<td></td>
<td></td>
</tr>
<tr>
<td>4</td>
<td>Negative trend reversed</td>
<td></td>
<td></td>
</tr>
<tr>
<td>5</td>
<td>Program complete</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>
During the first five year period steps should be taken to ensure financing for the following five years, so as to ensure continuity of the program over its life span.

4. National Plans for all Participating Countries Established and in Execution

The Project/Organization shall assist each National Government to prepare the first version or adapt their own Long Term Disaster Reduction Plan, using the Long Term Plan as a Guideline. Since there is such a large number of countries involved (at least 27) it is expected that it will take three years to complete this part of the program.

It is also expected that National Governments will need assistance in launching the individual programs that make up their National Disaster Reduction Plan. Financing has to be obtained, technical assistance secured, and the program promoted to the target population.

The Development Officers shall prepare semi-annual reports on the progress of the National Plans, using the Matrix (Exhibit 3) as the basis for their reporting. These reports are to be presented to the Technical Advisory Committee at their semi-annual meeting.

5. CDMO Incorporated, and Integrated with CDERA

The Project/Organization with the assistance of CARICOM shall prepare the charter and other necessary documentation for the incorporation of the Organization.

Once incorporated, the Project/Organization, together with CARICOM and CDERA, shall proceed with the integration of the disaster preparedness and response functions and other activities of CDERA.

6. Project Management and Support

The Project requires the participation of three entities: CARICOM, the Donors, and an Executing Agent who undertakes to get the Project launched.
APPENDIX A

The Executing Agent

The Executing Agent shall be contracted for by the Donors under the terms of the Project. The EA shall prepare the work plan for the launching of the Project, and an inception report once field work begins.

The EA shall manage the inception of the Project according to the terms of reference and the approved work plan.

Under the approved circumstances, the EA shall hand over the Project to the Program Director, and prepare an End of Mission report.

Donors

The Donors shall contract the Executing Agent and monitor his/her activities to the completion of the contract.

The Donors shall participate in the semi-annual meeting of the Technical Advisory Committee, to receive and review reports and the activities of the Project, and to provide technical and other assistance where necessary.

At the end of three years, the Donors shall, under the terms of the Project, contract an independent evaluator to evaluate the execution of the Project, and to determine the impact of the program on disaster reduction to date.

CARICOM

CARICOM, because of its knowledge of field conditions, shall assist in the determination and selection of the Headquarters site, and the selection of Project staff, including the Program Director.

CARICOM shall manage the process of incorporation of the Organization, and the integration with CDEMA.

CARICOM shall participate in the semi-annual meeting of the Technical advisory Committee, to receive and review reports and the activities of the Project, and to provide technical and other assistance where necessary.
2.5 Sustainability

The Program for Disaster Reduction in the Caribbean is an ambitious but necessary long term activity. The need to maintain the continuity of the Program over a period of 15 to 25 years, requires the establishment of a permanent institution with assured funding.

At the level of participating countries, the sustainability of National Disaster Reduction Plans, has to be taken up in each program presented for financing. The political will to support the program with legislation and enforcement, the commitment of communities for sustaining the values and behaviour needed for maintaining the standards of disaster mitigation and preparedness, and the commitment of local resources and contributions in kind, will have an effect on the sustainability of the programs once outside financing has been terminated.

3.0 PROJECT ORGANIZATION

Roles and Responsibilities

DONORS

- Coordinate the preparation and approval of Project planning documents;

- Obtain the necessary Project approval;

- Prepare a Memorandum of Understanding (MOU) which outlines the responsibilities of the Donors and CARICOM;

- Assist in the negotiation and signing of the MOU;

- Oversee the engagement of the necessary resources;

- Select and contract an Executing Agent (EA) for the initiation of the Project, and manage and administer the contract;

- Approve the EA's Work Plan and Inception Report;

- Control the disbursement of Project funds;

- Prepare Terms of Reference, evaluate proposals and negotiate contract for the planning expert;

- Prepare Terms of Reference, evaluate proposals and negotiate contracts for the triennial evaluation;
APPENDIX A

- Attend the semi-annual meetings of the Technical Advisory Committee;

- Monitor the progress and review the Financial Reports of the Project;

- Keep informed and up to date on any significant activities or problems which may affect the Project;

- Review on a regular basis the validity of the assumptions of the Project, and if necessary, recommend, negotiate and obtain approval for changes;

- Terminate the Project.

CARICOM

- Participate in the development, administration and monitoring of the Project;

- Negotiate and sign the MOU;

- Attend the semi-annual meetings of the Technical Advisory Committee;

- Monitor and review the progress of the Project and provide assistance when and where required;

- Review on a regular basis the critical assumptions upon which the Project was planned and financed, and advise the Donors when any revisions to the Project may be necessary;

- Keep the Donors informed and up to date on all significant activities or problems which may affect the Project, and provide suggestions for the resolution of any problems;

- Participate and assist Donors in the evaluation of the Project, including making suggestions for the Terms of Reference of the evaluation team, arranging appointments and field trips, and commenting on the draft evaluation report.

Executing Agent

- Manage, administer and execute the inception phase of the Project.
APPENDIX A

Project Steering Committee (PSC)

The PSC shall be formed exclusively for this Project and shall be composed of one representative each from the Donors, and one from CARICOM. The EA shall attend as a non-voting member. CARICOM shall chair each PSC meeting, which may be timed to coincide with the semi-annual meetings of the Technical Advisory Committee.

The PSC shall have the general mandate to ensure that Project plans and controls designed to achieve Project objectives maintain their validity.

The PSC shall:

- review and approve the work plan and Inception report prepared by the EA;
- review and analyze Project progress reports, and adopt recommendations;
- Approve the criteria to be used in the selection of Project employees and consulting firms.

4.0 BUDGET

Exhibit 4 gives details of the budget, which are further supported by the discussion of the organization and workload of the Organization given in the main report. Budget figures are tentative, pending confirmation of the general structure and strategies of the Project and Program. The location of Headquarters may affect the costs of operation, and adjustments will have to be made for prices in effect at the time of implementation of the Project.

The budget is broken down into regular annual expenses, other expenses, and contingencies.

Regular expenses cover salaries, travel expenses, communications, the cost of information materials, general expenses related to the promotion of the program, costs related to giving technical assistance to participating countries, and office and administrative expenses. The same expenses shall be repeated every year during the five years of the project.

Other expenses are special events, such as the cost of Biennial Conference of National Disaster Coordinators, the cost of the Executing Agent during the inception period, the expert planner for the first version of the Long Term Plan, and the evaluator for the triennial evaluation, and inception
## APPENDIX A

**EXHIBIT 4**

### BUDGET

<table>
<thead>
<tr>
<th>Salaries</th>
<th>Monthly</th>
<th>Yearly</th>
</tr>
</thead>
<tbody>
<tr>
<td>Director</td>
<td>4,000</td>
<td>48,000</td>
</tr>
<tr>
<td>Public Relations - part time</td>
<td>500</td>
<td>6,000</td>
</tr>
<tr>
<td>Planner</td>
<td>1,500</td>
<td>18,000</td>
</tr>
<tr>
<td>Development Officer</td>
<td>2,000</td>
<td>24,000</td>
</tr>
<tr>
<td>Development Officer</td>
<td>2,000</td>
<td>24,000</td>
</tr>
<tr>
<td>Information Center Supervisor</td>
<td>1,500</td>
<td>18,000</td>
</tr>
<tr>
<td>Clerk</td>
<td>500</td>
<td>6,000</td>
</tr>
<tr>
<td>Secretary</td>
<td>1,000</td>
<td>12,000</td>
</tr>
<tr>
<td>Clerk/Typist</td>
<td>500</td>
<td>6,000</td>
</tr>
<tr>
<td>Driver</td>
<td>500</td>
<td>6,000</td>
</tr>
</tbody>
</table>

**Sub Totals**

<table>
<thead>
<tr>
<th>Monthly</th>
<th>Yearly</th>
</tr>
</thead>
<tbody>
<tr>
<td>14,000</td>
<td>168,000</td>
</tr>
</tbody>
</table>

### Travel expenses

- Air fare: 30 trips @ $600 = 18,000
- Hotels and meals: 14 days per trip @ $100 per day = 42,000

**Communications @ $3,000 per month**

- 36,000

**Information materials**

- 20,000

**Program support**

- 60,000

**Office and administrative expenses**

- 24,000

**Total regular annual expenses**

- 380,000
## APPENDIX A

### BUDGET (cont'd.)

<table>
<thead>
<tr>
<th>Description</th>
<th>US Dollars</th>
</tr>
</thead>
<tbody>
<tr>
<td>Other expenses:</td>
<td></td>
</tr>
<tr>
<td>Biennial Conference of National Disaster Coordinators</td>
<td></td>
</tr>
<tr>
<td>Year two</td>
<td>30,000</td>
</tr>
<tr>
<td>Year four</td>
<td>30,000</td>
</tr>
<tr>
<td>Executing Agent for Inception Phase</td>
<td>50,000</td>
</tr>
<tr>
<td>Expert Planner for first version of Long Term Plan</td>
<td>50,000</td>
</tr>
<tr>
<td>Evaluation at the end of third year</td>
<td>50,000</td>
</tr>
<tr>
<td>Vehicles, equipment, office furniture and inception costs</td>
<td>100,000</td>
</tr>
<tr>
<td>Total Other Expenses</td>
<td>310,000</td>
</tr>
</tbody>
</table>

It is assumed that the office premises will be donated by the host country.

### Summary

Regular annual expenses for five years (5 x $380,000)  
1,900,000

Other expenses  
310,000

Contingencies and inflation at 10%  
220,000

Total Project  
2,430,000
APPENDIX A

costs including the cost of vehicles, equipment, furniture, refurbishing office accommodations, and other similar expenses.

The financing strategy distinguishes between the costs of operating the Organization, which shall be funded initially by this Project, and the funds required to operate individual projects and programs of the Long Term Plan and National Plans. These will have to be financed separately in a competitive market, on the strength of their merits.

5.0 MONITORING AND CONTROL

The Project shall be monitored by the semi-annual meeting of the Technical Advisory Committee. Because of the ongoing nature of the Project/Organization activities, it will not be necessary to appoint an outside monitor for the Project. The Long Term Plan, individual National Plans, and the Matrix form of reporting on their progress provide a frame of reference which should make monitoring relatively simple.

Control of the Project shall be maintained using the reports described in the Schedule and Responsibility for Reporting (Exhibit 5) and the Implementation Schedule (Exhibit 6).

6.0 EVALUATION

The purpose of the evaluation is to measure the efficiency and effectiveness of the Project/Organization, and its impact on the achievement of the long term goal. Although only 3 years of operation will have taken place, it is important to determine whether the strategies employed will lead to the achievement of the long term goal.

The frame of reference for the efficiency and effectiveness of the Project Organization shall be the Logical Framework Analysis, the Annual Operating Plans, and the Semi-annual and Annual Reports, and the Matrix reports on each National Disaster Reduction Program.

The frame of reference for the impact of the Project/Organization shall be the updated Long Term Plan.

The criteria for evaluating the impact of the Long Term Plan shall be the needs and risk evaluations that will form the basis for the National Plans, and the degree to which the individual national programs designed to solve the problems have been implemented.
The acid test for disaster mitigation is the actual occurrence of a disaster, which determines whether the mitigation measures have had an effect. Hence disaster evaluations will be an important feedback in cases where mitigation programs have been executed.

The Development Officers shall establish base line data on disaster vulnerability once National Plans have been prepared.

<table>
<thead>
<tr>
<th>No.</th>
<th>Consequence of Risk (R)</th>
<th>Consequence of Risk (R)</th>
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<tbody>
<tr>
<td>1</td>
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<tr>
<td>10</td>
<td>10.0</td>
<td>10.0</td>
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</tbody>
</table>

(Appendix A continues on the next page.)
## Exhibit 6

### Caribbean Disaster Mitigation Organization

#### Implementation Schedule

<table>
<thead>
<tr>
<th>Year</th>
<th>Yr 1</th>
<th>Yr 2</th>
<th>Yr 3</th>
<th>Yr 4</th>
<th>Yr 5</th>
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</thead>
<tbody>
<tr>
<td>Quarter</td>
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<td>1234</td>
<td>1234</td>
<td>1234</td>
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</table>

### Preliminary

<table>
<thead>
<tr>
<th>Months</th>
<th>Duration</th>
</tr>
</thead>
<tbody>
<tr>
<td>3 to 6</td>
<td>**</td>
</tr>
</tbody>
</table>

### Project

<table>
<thead>
<tr>
<th>Project</th>
<th>Months</th>
<th>Duration</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. Inception: establish Project team</td>
<td>3</td>
<td>*</td>
</tr>
<tr>
<td>2. Operating Plan</td>
<td>1</td>
<td>*</td>
</tr>
<tr>
<td>3. Establish operations</td>
<td>6</td>
<td>**</td>
</tr>
<tr>
<td>4. Revive support structures</td>
<td>3</td>
<td>*</td>
</tr>
<tr>
<td>5. Prepare Long Term Plan Term Plan</td>
<td>3</td>
<td>*</td>
</tr>
<tr>
<td>6. Develop National Disaster Reduction Plans</td>
<td>36</td>
<td>* **** **** ***</td>
</tr>
<tr>
<td>7. Incorporate the Organization and integrate with CDERA.</td>
<td>36</td>
<td>* **** **** ***</td>
</tr>
<tr>
<td>8. Prepare next 5 year year plan for Organization</td>
<td>1</td>
<td>*</td>
</tr>
</tbody>
</table>

### Program

<table>
<thead>
<tr>
<th>Program</th>
<th>Months</th>
<th>Duration</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. Conference approves Long Term Plan</td>
<td>1</td>
<td>*</td>
</tr>
<tr>
<td>2. National Plans coordinated with LTP</td>
<td>6</td>
<td>**</td>
</tr>
<tr>
<td>3. Plan financing</td>
<td>36</td>
<td>** **** **** **</td>
</tr>
<tr>
<td>4. Plan execution</td>
<td>Variable</td>
<td>* **** **** ****</td>
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