

OECS Secretariat

United Nations Development Programme

Sub-regional Programme July 2006-June 2009: OECS Disaster Response and Risk Reduction Programme

Project duration: (July 2006 – June 2009)
 Programme Component: Disaster Management
 Project Title: OECS Disaster Response and Risk Reduction Programme
 Project ID: 00045367
 Project Duration: 36 months
 Management Arrangement: ___NEX___

Budget	\$
General Management Support Fee	_____
Total budget:	\$ 400,000
PA Carry Over	\$ 42,354
Allocated resources:	_____
• Government	_____
• Regular	\$ _____
• Other:	_____
○ Donor	_____
○ Donor	_____
○ Donor	_____
• In kind contributions	\$ 15,000
Total	\$457,354

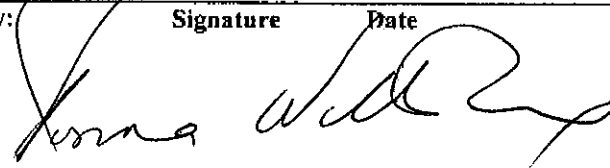
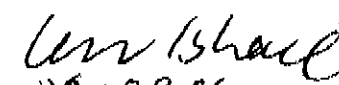
Brief Description:

The United Nations Development Programme and the OECS Secretariat have been cooperating to provide technical assistance to the OECS Member States in the area of post damage Macro-Economic and Social Assessments. This intervention by the OECS Secretariat is critical for Member States to be able to systematically design its short and long term reconstruction and recovery strategies. The cooperation between the OECS and UNDP will also facilitate the strengthening of the capacity of the OECS Secretariat to provide technical support to the Member States in their initiatives aimed at reducing disaster risks for low-income communities. Consequently, this proposed programme directly supports the mandate given to the OECS by the OECS Authority to expand its disaster agenda for the sub-region. In implementing the programme, the OECS Secretariat will collaborate with other national and regional agencies (CDERA, USAID etc) engaged in facilitating the development of disaster management mitigatory strategies, measures, and tools at the community level.

This programme is designed to provide support to the countries of the OECS sub-region in strengthening their capacities and efforts to undertake Macro-Economic and Social Assessments of the effects of disasters on the performance of their economies. It will also assist the countries of the Organisation of Eastern Caribbean States to reduce the risks posed by these natural disasters in a manner that is sustainable through three thematic areas:

- settlement planning and development
- safe construction
- economic resilience

Through this effort, the OECS countries will be better able to reposition themselves to increase their resilience to disasters. Additionally, the programme will enable the countries to achieve the desired results for improving the overall quality of life as reflected in the OECS Development Strategy.

Agreed by:	Signature	Date	Name/Title
UNDP:			Rosina Wiltshire, Resident Representative
Implementing Agency:		20.09.06	Len Ishmael, Director General

OECS Disaster Response and Risk Reduction Programme

Section 1 Elaboration of Narrative

1.0 Situation Analysis

1.1 According to an IMF report¹ on global disaster vulnerability, the OECS region is among the top 10 most vulnerable countries in the world. It was also noted that post disaster impact on populations within the sub-region is significantly greater than other developing countries.

The consequences of natural disasters on economic activity, property, human welfare, and natural resources are devastating. The devastation caused by Hurricane Ivan in Grenada serves to give stark reality to the inherent vulnerability of the OECS Member States. Prior to hurricane Ivan, the economy of Grenada was projected to grow by 4.7% in 2004 and at an average rate of 5.0% between 2005 and 2007. With the passage of Hurricane Ivan, economic activity was projected to decline by approximately -1.4% resulting in an overall impact of six percentage points of GDP growth. Similarly, in 1995, when Hurricane Luis hit St. Kitts and Nevis, 1,800 persons were affected and the damage was estimated at US\$ 97 billion. Then in 1998, St. Kitts and Nevis was hit again by Hurricane Georges; this time physical infrastructure was severely damaged, including 85 % of the housing and almost half of the sugar crop was damaged. In 2000, Antigua and Barbuda, Dominica, Grenada and Saint Lucia suffered losses totaling US\$268 billion from the passage of Hurricane Lenny. The volcano in Montserrat erupted violently on several occasions in 1997, killing 19 people in June and pelting the southern portion of Montserrat with fiery gas, rocks, and ash on a number of occasions; the volcanic eruptions in 1997 devastated the island's economy and made the southern part of the island uninhabitable.

All of these events have greatly affected the productive sectors of the economy, not to mention the impact on the social infrastructure and the communities, particularly the poor. In the past decade, both national and regional disaster management systems have been strengthened. However, at the community level, risk reduction measures have not been routinely and pervasively incorporated into disaster preparedness and mitigation. In addition, the construction sector in the OECS region still produces substandard buildings, especially in low and lower-middle income housing sectors. Consequently, reconstruction and replacement of homes cannot be geared simply to replacing damaged houses to their previous standards, but should instead be geared towards providing higher standard of housing capable of withstanding fairly strong winds.²

In seeking to enhance regional capacity to reduce vulnerability to the effects of natural hazards, the Caribbean Disaster Emergency Response Agency (CDERA) through its Caribbean Hazard Mitigation Capacity Building Programme (CHAMP), in collaboration with the Caribbean Development Bank (CDB) has facilitated the development of national hazard mitigation policies and plans. The CHAMP has also facilitated the promotion of the wider use of hazard information in development decisions and the strengthening of safe building practices, training, and certification. The CHAMP activities were piloted in the British Virgin Islands, Grenada and St. Lucia. In 2003, Grenada formulated its National Hazard Mitigation Policy which sets out guidelines on coordination, institutional strengthening, and public education, but does not identify specific mechanisms³. In St. Lucia, a draft Mitigation Policy and Plan was prepared under CHAMP and has been reviewed by the National Emergency Management Agency (NEMA). The policy will be submitted to Cabinet in 2006 and includes: hazard assessment and mapping, structural and non-structural mitigation measures, enactment and enforcement of the building code, and improvement of design and maintenance of storm water drainage systems. The policy and plan, however, do not specifically address risk reduction at the community and local levels. Based on the outcomes of these pilot projects, a model policy and plan will be developed for replication⁴.

Inland flood hazard assessments were completed in 2001 for Antigua, Barbuda, St. Kitts and Nevis. Both technical and summary reports on these hazard assessments are available by country, as are maps for each island. With respect to post-disaster landslide assessments, subsequent to Tropical Storm Debbie in 1994, a landslide hazard assessment was undertaken in St. Lucia. The CDMP provided assistance with the assessment of the hazard and the preparation of a response plan for the Layou River Valley.

¹ Tobias Rasmussen (2004) noted the differences between developing countries which tend to sustain high levels of damage. SIDS particularly the OECS are typically the most affected.

² OECS (2005). Grenada: Macro-Socioeconomic Assessment of the Damage caused by Hurricane Emily.

³ USAID/PADCO. Disaster Mitigation Pilot projects and Action Plan for the Caribbean region.

⁴ NEMO St. Lucia

1.2 Vulnerability Assessment

Vulnerability assessments are systematic examinations of building elements, facilities, population groups or components of the economy to identify features that are susceptible to damage from the effects of natural hazards. Vulnerability is a function of the prevalent hazards and the characteristics and quantity of resources or population exposed to those effects. Vulnerability can be estimated for individual structures, for specific sectors or for selected geographic areas, for example, areas with the greatest development potential or already developed areas in hazardous zones. The results of a vulnerability assessment can be used to prioritize mitigation activities and can help inform disaster recovery, mitigation and response planning.

1.2.1 Critical Infrastructure

Under the Caribbean Disaster Mitigation Programme (CDMP), critical infrastructure vulnerability assessments include:⁵

- **Public Infrastructure:** The probable maximum loss (PML) for public infrastructure from a category 3 hurricane event has been estimated for Dominica, St. Kitts/Nevis and St. Lucia. Infrastructure categories considered in this estimate included electrical power generation facilities, airports, seaports, road networks, water and sanitation facilities, waste management sites, schools and hospitals.⁶
- **Electrical Utilities:** Vulnerability audits have been conducted for hydropower generation installations in Dominica; electrical power generation, transmission and distribution facilities in St. Lucia; and electrical power transmission and distribution in St. Vincent and the Grenadines. A manual on vulnerability reduction in electrical utilities in the Caribbean was developed based on these audits.⁷
- **Schools/Shelters:** Vulnerability assessments have been undertaken for selected schools in Anguilla, Antigua and Barbuda, Dominica, Grenada and St. Kitts and Nevis. Comprehensive vulnerability reduction plans were developed for schools in Antigua/Barbuda, Dominica and St. Kitts/Nevis.⁸

The development of an information base for hazard mitigation planning and vulnerability assessments was undertaken for critical public infrastructure in Antigua/Barbuda and St. Kitts/Nevis. These vulnerability assessments were carried out using critical infrastructure databases and hazard maps developed under the project. In both countries, the vulnerability assessments were automated in the existing national geographic information system databases (PGDM Hazard and Vulnerability Assessment and Mapping).

1.2.2 Physical Planning

Hazard maps and vulnerability assessments provide critical information for guiding new development to lower risk locations and for identifying existing development that is at risk to damage from natural hazards. In the Caribbean, hazard assessments have been undertaken in various locations for a wide range of hazards, including tropical storm-related surge/wind/wave, seismic, landslide, coastal and inland erosion, flooding and drought.⁹

The development and building of regulatory systems play an important role in ensuring the quality of the built environment. Common components of the regulatory system are building codes, land use and development plans, and an inspection mechanism to enforce adherence to the code and plans. Building codes and standards are guidelines for construction of buildings to ensure a minimum level of safety for the occupants. The Caribbean Uniform Building Code (CUBiC) was developed to provide appropriate building standards for the Caribbean region. In the Eastern Caribbean, a model building code, based on CUBiC, has been developed to facilitate the introduction of national codes. Enforcement is generally the weakest part of the system, often due to lack of human and financial resources allocated to this function and political interference with the regulatory system¹⁰.

Training for individuals in all parts of the construction industry in appropriate building techniques is an important counterpart to codes and regulations, and is a prerequisite for safe construction. Even in countries that have adopted building codes, a substantial portion of the housing stock in the Caribbean is built through the informal sector and does not necessarily adhere to formal standards. Much of this housing is vulnerable to the impacts of natural hazards. Training in

⁵ CDMP]

⁶ CDMP Probable Maximum Loss Study

⁷ CDMP Vulnerability Audits for Caribbean Electrical Utilities

⁸ CDMP School/Shelter Vulnerability Reduction

⁹ Hazard mapping overview

¹⁰ CDERA

safer building techniques for the builders and artisans responsible for much of this construction can significantly enhance the quality of this very vulnerable sector of the housing market.

1.3 Activities and Accomplishments under the auspices of CDERA

The target audiences for the safer building training and certification activities under this project were builders and artisans working mainly in the informal construction sector in the pilot countries. The targeted individuals included persons who were involved in self-built housing and informal home improvement activities. Links have been forged with appropriate technical training institutions and specialized governmental and non-governmental training programs that target builders and artisans working in the informal construction sector. Activities designed under this project component were coordinated with formal building sector agencies.

1.3.1 Review of existing capacity, standards, training and constraints

Activities to undertake an assessment of the quality of existing building in the informal sector, the opportunities for training, capacity of local technical training institutions, the level of existing building standards and the framework for development control and review have been completed. The purpose of this assessment was to establish a baseline of existing activities. The baseline data will be used by the OECS Secretariat in designing capacity building activities and training programs under its Disaster Response and Risk Reduction programme.

1.3.2 Sensitization workshops

A Manual for homeowners has been developed with guidelines on building standards and safer building techniques. With support from UNDP, this proposal will facilitate the use of this Manual in conducting workshops designed under the OECS Disaster Response and Risk Reduction programme. Special attention will be paid in the design and delivery of these workshops to the particular issues faced by female-headed households. The experiences gained by the OECS Secretariat through its Macro Socioeconomic Post Impact Assessments in Grenada have revealed the vulnerability of especially low income single female headed households. The Manual will serve as a public awareness campaign tool and support from the private sector will be promoted.

1.3.3 Community-level training programs and certification

The core of this activity is the organization of safer building training courses for builders and artisans, especially those who service the informal sector. These courses will be conducted at the community level throughout the pilot countries during weekends and non-working hours. This is an important component of the proposed OECS Disaster Response and Risk Reduction Programme.

Under the CHAMP, certificate courses have been conducted in Grenada and are on-going in St. Lucia and the British Virgin Islands. In the BVI, the government has developed regional standards in collaboration with the Caribbean Regional Organisation for Standards and Quality (CROSQ). In the latter years of the project, community level training will be expanded using trainers developed under the project. An associated certification program will be run in parallel to the community-level training programs. Participants in the training program will be required to demonstrate an understanding of the safer building techniques in the certificate curriculum. Successful completion of this program entitles the participant to receive a certificate in safer building and inclusion on an official list of certified builders. Where gaps exist, this proposal, with support from the UNDP, will provide certificate courses at the community level and will target all the participating Member States.

1.3.4 Regional Initiatives

While disasters are increasing in frequency and in intensity, the Caribbean region has also seen very many initiatives in disaster response and disaster mitigation. OECS Member States have benefited from these initiatives. These include, but are not limited to, the following:

- *The Pan Caribbean Disaster Preparedness and Prevention Project (PCDPPP)*: A joint initiative of (then) UNDRO, CARICOM, PAHO/WHO and Red Cross.
- The establishment of the *Caribbean Disaster Response Agency (CDERA)*: Established in 1991 through CARICOM.
- The establishment of the *Easter Caribbean Donor Group (ECDG)* following Hurricane Hugo in 1989.

- *The Caribbean Disaster Mitigation Project (CDMP)* which was funded by USAID-OFDA, and executed by the Organization of American States. This project focused on risk management.
- *Disaster Emergency Response and Management (DERMS)*, funded by UNDP and executed by CDERA.
- *Caribbean Planning Adaptation to Global Climate Change (CPACC)*: Funded by World Bank and implemented by the CARICOM Secretariat and the OAS and focusing on risk management rather than disaster preparedness.
- *Adapting to Climate Change in the Caribbean (ACCC)*: Funded by CIDA and follow-on to CPACC also focusing on Risk Management.
- *Comprehensive Disaster Management (CDM)* which was funded by UNDP and OFDA-USAID, and implemented by CDERA. CDM was an attempt at integrating disaster management into development planning.
- *Disaster Mitigation Facility for the Caribbean (DMFC)*. This facility has been established in the Caribbean Development Bank, with support from USAID - OFDA. The Facility demonstrates the increase in importance placed on risk management by Donors, IFIs and RFIs.

Mention must also be made of the *Caribbean Risk Management Initiative*. This initiative is being implemented through UNDP Caribbean Country Offices to support an integrated approach to managing and reducing climate risks and disasters in the region, bringing together UNDP practice areas of Crisis Prevention and Recovery and Energy and Environment.

Even with all of these initiatives much work needs to be continued. In a recently completed report, CDERA notes that the uptake of the many hazard maps and vulnerability assessments developed through the projects mentioned above has been minimal. A major conclusion of the study is that adequate funding has not been provided for capacity building in disaster mitigation. The report also notes that the current disaster-trigger approach and reliance on external funding cannot adequately be used to support the long term nature of the effects of disasters in the region¹¹.

1.3.5 Recent Developments

In September 2004, Grenada was devastated by Hurricane Ivan resulting in limited loss of life but significant impacts on infrastructure- mainly housing – and on livelihoods. In the following year 2005, Grenada again incurred damage from Hurricane Emily and experienced severe damage to housing in Carriacou and Petit Martinique. The OECS Secretariat facilitated the conduct of post-impact Macroeconomic and Social Assessments for the government of Grenada. In December 2004, the Commonwealth of Dominica suffered an earthquake and for almost a month after that continued to suffer from tremors and aftershocks. Following torrential rains, this resulted in significant landslides in parts of the country and damage to roads and infrastructure. Loss of life did not result from the events but the resulting damage has placed additional pressures on the limited financial resources. The OECS Secretariat also provided technical assistance in the execution of the post impact Macroeconomic and Social Assessment.

In 2005, the OECS Secretariat was invited by the government of Grenada through its Agency for Reconstruction and Development (ARD) to provide training to a multi-sectoral group in how to conduct the UNECLAC methodology on Macroeconomic and Social Assessments. Grenada now has a well trained cadre of professionals from various government agencies and non-governmental organizations capable of conducting post impact Macroeconomic and Social Assessments. This was implemented with financial support from the United Nations Development Programme (UNDP), regional office in Barbados. Grenada also has a number of opportunities to enhance its land use development approach through the strengthening of its systems and procedures for settlement planning and development control. As a result of the training activity in Grenada, the government of the British Virgin Islands has requested similar technical assistance to strengthen its capacity in disaster response management.

Since after hurricane Ivan, Grenada has made significant progress in its reconstruction efforts. It has been observed that there has been an increase in the quality of construction standards and, consequently the majority of structures within the formal sector are relatively wind-resistant due to national wide efforts to promote safer building techniques using ring beams, hurricane straps, and plate anchors.

The Caribbean Disaster and Emergency Response Agency (CDERA) has recently completed three disaster management projects in which some of the OECS Member States participated. Several results have been achieved including the formulation of low cost early warning systems by the University of the West Indies and the development of a standardized format for community disaster management plans and the completion of Food Plain maps for some communities. Funding is now being mobilized to implement other activities in other countries. Under the CHAMP funded by CIDA, there are planned activities for 2006 by CDERA. Through the sensitization programmes related to the hazard mitigation planning

¹¹ CDERA Lessons Learned Report (2005)

processes in the pilot counties, CDERA has been encouraging the commercial sector to consider business continuity planning. This latter element is however supported through EDF Tranche 9. Business Continuity Planning involves safer construction for local builders, and disaster information management. The CDERA Safe Building programme is expected to start during 2006 calendar year and it is expected that through support from UNDP, regional entities such as the OECS Secretariat will utilize tools such as training manuals for small builders and artisans.

The Caribbean Development Bank (CDB) through its Disaster Mitigation Facility for the Caribbean (DMFC) is also involved in the strengthening of its borrowing member countries to adopt and institutionalize successful disaster mitigation policies and practices. The OECS Secretariat will provide technical assistance to its Member States in translating these policies and plans at the local community level. The CDB has also financed poverty reduction mechanisms such as the Basic Needs Trust Fund and the Poverty Reduction Fund, to address the risks reduction needs in especially poor vulnerable communities. The OECS programme will work with these mechanisms in order to foster higher levels of community participation in physical infrastructure interventions.

Within the last fiscal year, the OECS Secretariat has established Memoranda of Understanding with CDERA and USAID/J-CAR, in order to consolidate the OECS agenda for Disaster Response and Risk Reduction as mandated by the OECS Authority in 2004. The OECS in collaboration with USAID through PADCO provided institutional support to community-based pilot projects in Dominica, Antigua and Barbuda. This support was in the form of community mobilization and facilitating ministerial cooperation from the Member States. These identified pilot projects related to landslide risk reduction at the community level, and construction and training to mitigate the risk. The objective of these pilot projects is to reduce risks at the community level through low-cost community intervention. The OECS has been collaborating with the University of Bristol based MoSSaic (Management of Slope Stability in Communities) programme. As a consequence, the OECS Secretariat in collaboration with USAID convened a regional lessons learned conference to discuss the outcomes of these pilot projects and others in order to develop an action oriented results-based medium term Disaster and Risk Reduction Programme for the OECS Secretariat. A number of international and regional donor partners, including the UNDP participated in this conference.

Finally, in an effort to standardize the damage assessment process across the region, the Damage Assessment and Needs Analysis (DANA) Working Group which was established in accordance with the CDERA Board's decision at their 15th Meeting, drafted a DANA Framework for damage assessment. The framework establishes the process and time frame within which damage assessment should take place if timely and appropriate response is to be executed and relief provided.¹² This mechanism will strengthen the OECS Secretariat's delivery of its services in post disaster Macroeconomic and Social Assessments in the OECS Member States. The OECS Secretariat will ensure that the delivery of this service is adequately articulated with the DANA process and other pertinent processes, such as, the OECS rapid environmental impact process.

2.0 Problem Statement

There is an increasing appreciation of the need for disaster reduction activities to include more participatory approaches involving local communities. This awareness suggests that these communities should play a more proactive role and not simply be targeted as passive stakeholders for intervention. It is also important not to undermine the socio-cultural and political structures such as kinship arrangements, customary rights, community and familial networks, and systems of leadership during disasters. The OECS Secretariat in expanding its agenda for risk reduction recognizes that the lack of resistance seen as a vulnerability factor is represented by a number of variables related to human development, economic redistribution, governance, financial protection, human capital, collective perceptions, environmental protection, and preparedness to cope with crisis situations. The OECS activities in the conduct of Macroeconomic and Social Assessments have recognized the absence of well defined indicators of resilience in order for the countries to recover from disasters. A case study, prepared by the OECS Secretariat in collaboration with USAID, on post Hurricane Ivan in Grenada revealed the following:

- There was a general notion before Ivan that "... *God must be a Grenadian*" since Grenada had stayed out of the normal range and path of seasonal tropical storms since Hurricane Flora in 1963. But this blessing only put Grenada's people in "... *a massive mode of complacency*" some lamented. So when Grenada was hit directly by Hurricane Ivan, there was little capacity at the community and national level to prepare for or respond to the catastrophic impact, "... *people did not know where to turn.*"
- Prevention measures are most effective when they involve participation at all levels from the local community through the national government to the regional and international levels.
- Vulnerability can be reduced by the application of proper design and patterns of development focused on target groups by appropriate education and training of the whole community.

¹² CDERA (2000): Regional Consultation with financial support from the CIDA Ivan Project.

- Dialogue, good governance and the development of consensus-building are essential to create a sustained focus by all stakeholders on the overall objective to integrating disaster risk reduction into all aspects and levels of government and society. National planners should view undertaking national disaster risk studies as an important process to identify and mitigate hazard effects before they trigger a disaster. Governments should also be aware that there will always be a continuing effort required to involve people in taking responsibility for their own safety from the effects of natural disasters.
- In devising a strategy to guide the relief, rehabilitation and reconstruction process, national decision-makers and regional/international agencies, the following key components are vital: (a) a rapid assessment of the critical needs of the affected population to restore their lives – clean water to drink, health centers and the roads to get there, roofs over heads and a source of income to support families; (b) a comprehensive damage and needs assessment to ensure that the infrastructure and economy is restored – jobs for people, markets for people to sell and buy daily necessities, banks to reestablish local enterprises and focus on the restoration of services and institutions.
- Building up of microfinance and safety nets (formal and informal) for disaster reduction is critical in order to promote diversification of income options for populations in high risk areas, develop financial risk sharing mechanisms for the poor, and facilitate retrofitting of low-income housing stock;

In attempting to address some of the above issues, the OECS Disaster Response and Risk Reduction Programme will address a number of community related interventions which will include, but are not limited to, the following:

- The need to solicit traditional information about the community and its problems, when addressing community problems
- The need for regular community monitoring
- Negotiating implementation of project by community members in order to address priorities
- Costs associated with the project are largely determined by the physical conditions of the area.
- Insurance is an issue as is the provision of infrastructure in vulnerable communities
- Tendency for contractors to treat vulnerable communities with less professionalism than they would in more affluent communities.
- The need for local area planning at the community level.
- Inadequate political support to mitigate the establishment of informal settlements
- The need to create links between disaster mitigation activities and socio-economic and physical planning at the community level
- The need for more detailed hazard maps that are easily understood by local communities
- The need to upgrade the national physical development plans in countries to incorporate the risks identified in communities
- Limited certification of construction contractors at the community level

2.1 National, Institutional and Legal Framework

2.1.1 National

Governments of the OECS Member States will build on support from UNDP and the OECS Secretariat to facilitate the execution of post disaster impact Macroeconomic and Social Damage Assessment. The governments, through various ministries, will identify their training needs related to capacity building in post impact damage assessment. The training will be provided by the OECS Secretariat in collaboration with the UNDP. The methodology that will be used is that of the UNECLAC Macro Socioeconomic Damage Assessment Manual. The purpose of the training will be to strengthen the capacity of the countries to accurately assess post impact damage on the productive and non-productive sectors of the economy. Additionally, as a consequence of the regional planning conference convened by the USAID and OECS Secretariat, governments will assist in the formulation of action plans to design the OECS Disaster programme.

2.1.2 Institutional

The OECS Secretariat will continue to engage governments of the sub-region through their National Emergency Management Agencies, Physical Planning Departments, Financial Units, Statistical Departments, the Ministries of Social Development and Planning, Ministry of Agriculture, Ministry of Environment and Sustainable Development, to provide technical assistance in areas of disaster response and risk reduction policies and strategies. The Secretariat will also provide support through its interdisciplinary disaster management group for research and technical assistance. UNDP would assist countries in establishing linkages among risk reduction, poverty reduction, and environmental management. UNDP will also provide technical support and guidance to the implementation of the various projects.

The overall responsibility for the programme execution will rest with the OECS Secretariat. UNDP will conduct periodic reviews, monitor the implementation of the projects, ensure overall compliance with UNDP's regulations and achievement of the programme's objectives.

2.1.3 Legal

The governments of beneficiary OECS countries will ensure through their various ministerial focal points that the necessary legislative frameworks to support disaster response and risk reduction policies will be developed to facilitate achievement of specified results of the projects as indicated in Section II of the proposal, that is, the Results and Resource Framework.

2.1.4 Beneficiaries

Based on the mandate given by the OECS Authority, all OECS countries¹³ in the sub-region were identified as beneficiaries. The primary beneficiaries of the projects will be the local communities especially those which are vulnerable to natural hazards. The OECS Disaster Response and Risk Reduction Programme will also strengthen the capacities of policy makers, planners at both the governmental and civil society levels.

The OECS Disaster Response and Risk Reduction Programme will also facilitate the generation of employment opportunities with the aim of reducing poverty at the community level

3.0. Strategy

This programme is set against the background of the work that has already been undertaken by the OECS Secretariat, in 2004, in Grenada, with the passage of hurricane Ivan, and the earthquake, landslides and mudslides in Dominica. The OECS Secretariat provided technical assistance to the government of Grenada, in conducting a post impact damage assessment after the passage of Hurricane Emily. Following this intervention, the Secretariat delivered a three-day training workshop on the UNECLAC Macro Socioeconomic Damage Assessment Methodology for public, private and civil society organizations. In addition, pursuant to the instructions provided by the 40th Meeting of the OECS Authority, the OECS Secretariat is now desirous of developing an initiative on Disaster Response and Risk Reduction that will attempt to address a number of the gaps which still remain despite the plethora of agencies and projects that have emerged as a response to the sensitivities of the region to natural disasters.

At the level of regional interventions, the OECS Disaster Response and Risk Reduction Programme is also well articulated with the work of UNDP in disaster risk reduction as a priority area for intervention in the region. The OECS Programme will provide yet another framework for some of the UNDP's programmatic areas of focus including governance reform and poverty reduction. Moreover, the OECS Disaster Programme will contribute towards the achievement of UNDP's expected outcomes under its Disaster Risk Reduction and Disaster Recovery Aggregated outputs for the OECS region.

According to UNDP's Strategic Operational Plan, the expected outcomes are: ,

- enhanced regional and national capacities for disaster risk reduction associated with natural, environmental, and technological hazards and,
- enhanced national capacity for effective disaster recovery.

Based on reviews and analyses of lessons learned from the 2004/2005 hurricane season and the pilot projects, the OECS Secretariat will continue to strengthen its own capacity to conduct rapid and incisive macro-level socioeconomic assessments after the passage of disasters. These assessments which have been based on the UNECLAC methodology will continue to be refined by the OECS Secretariat, in collaboration with the UNECLAC, in order to reflect the needs of the Member States. The OECS Secretariat will consider the recommendations emanating from its evaluations of these assessments and training activities in order to further strengthen the methodology and improve its analytical capacity. The OECS Secretariat will also incorporate parallel experiences of other national and regional initiatives, such as, in the British Virgin Islands which is currently formulating a quantitative risk assessment for specific disaster events. With respect to building community resilience, the OECS Secretariat will intervene through:

- Land use planning, building codes, and links to the OECS St. George's Declaration and national environmental strategies. Linkages will be made with the UNDP's initiative on sustainable land management and other national and regional initiatives on land management. Local communities will be trained to incorporate factors such as building standards and other regulatory measures into community based disaster management processes and activities.

¹³ OECS Member States are Anguilla, Antigua and Barbuda, British Virgin Islands, Commonwealth of Dominica, Grenada, Montserrat, St. Kitts and Nevis, St. Lucia, St. Vincent and the Grenadines.

- Public awareness programmes that are sensitive to the festive times of the year. The programmes will make use of local cultural artforms such as calypso music; targeting single working mothers and home owners in particular. Since Television and Newspapers are not always the most effective means of PA, then Flyers and Lectures/Talks in areas of public gatherings will be explored to ensure the effectiveness of the building awareness activities. The public awareness component of the programme will be dovetailed into and complement the broader communications strategy that will be developed under the OECS-UNDP Governance programme.
- Reducing risk in unplanned settlements through the rolling-out of the MoSSaic model;
- Training in community hazard-mapping (landslide and drainage issues) to improve knowledge of vulnerability and risk at the community level;
- Housing retrofitting in order to make low income houses safer ; train builders and building contractors especially those involved in retrofitting activities;
- Develop user friendly Guidelines and Manuals for proper use at the community level on techniques related to the installation of hurricane straps etc;
- Providing communities with the required information and skills so that they are empowered to implement appropriate mitigation and risk reduction measures. The OECS Secretariat has knowledge of processes, challenges and trends in its portfolio areas. Knowledge management will be a key process towards the delivery and implementation of the OECS Disaster Response and Risk Reduction Programme. The OECS Secretariat will catalogue existing data within the Secretariat, the participating countries in the programme and, other regional and international development partners. This will facilitate the timely sharing of relevant information and knowledge to improve the performance of the Member States in response and risk reduction activities. The lessons learned on community risk reduction interventions during the implementation of the programme will constitute part of this body of information and knowledge.

The community-based approach to building resilience will facilitate communities to identify their vulnerabilities and strengths. In adopting this approach, the programme will develop partnership arrangements with other similar initiatives, such as, the CDERA Disaster Imagination Game (DIG) for community outreach and awareness building, and the UNDP GEF Small Grants Programme (SPG) to implement those activities included in the work plan that focuses on community based risk reduction interventions. This approach will therefore fill existing gaps identified above in risk reduction in the OECS region, while complementing many other initiatives that continue to target institutional, policy and legislative measures.

Ultimately, this support from the UNDP should result in the following impacts:

- Institutional framework for disaster management improved at the community level
- Community training and public awareness improved
- Improved identification and targeting of support to the vulnerable and the needy at the community level

In general, the programme will build upon and support activities and projects implemented by national and regional entities with the aim of consolidating achievements and results of these initiatives. In general, the overall disaster management system in the Eastern Caribbean has been developed, but more community participation is required to strengthen public awareness and improve disaster management. The recently held OECS/USAID regional “Lessons Learned Conference” identified a number of gaps consistent with specific need for the OECS Secretariat to facilitate community resilience capacity building in the Member States. During the conference, three case studies were presented from the islands of **Dominica, Saint Lucia, and Antigua and Barbuda**, respectively. The Dominican and Saint Lucian case studies examined projects by state run agencies to manage vulnerable communities requiring slope stabilization interventions.

The studies identified critical lessons which included ways to manage bureaucratic bottlenecks; involvement of local knowledge in addressing problems; the problematic task of securing insurance and financing for households in unplanned communities; and ensuring that the voiceless are also heard. The Antigua case study presented different lessons, but sufficiently important. These included the need for gender balance in projects; dealing with unscrupulous contractors who use disasters as an opportunity to take advantage of the crisis or manipulate assistance programmes to benefit themselves at the expense of primary beneficiaries; the effective use of Manuals on Safe Building techniques for contractors/builders; learning from other experiences thereby making manuals more all-encompassing and therefore more useful; and the effective management of public awareness programmes in order to optimize effectiveness.

In implementing the promotion of safer building techniques, the programme will link closely with the experiences gained under the British Virgin Islands training programme in “risk management through safer building practices”. The programme recognizes the need to ensure that disaster risk management is considered during the design, construction, and maintenance life of building structures, through the employment of well-capable contractors.

III. Management Arrangements

In accordance with UNDP procedures, the overall management arrangements for this programme will be executed under the NEX modality and the UNDP Country Office Support Agreement concluded between UNDP-BAR and the OECS Secretariat. The OECS Secretariat through its Environment and Sustainable Development Unit (ESDU) will be the Executing Agency for the project with the Director of the Social and Sustainable Development Division (SSDD) as the main focal point. The Functional Cooperation and Programme Management Unit will undertake internal oversight and monitoring of the project activities; inclusive of submission of quarterly financial and substantive reports to UNDP.

UNDP as the donor agency, under the CAR Programme, will provide oversight of the programme's activities for financial management, programme delivery and facilitate linkages with other UNDP and donor agencies. UNDP will have overall fiduciary responsibility for the programme and provide office support services in collaboration with the OECS Secretariat.

Any notice or publication by the OECS which is funded by UNDP programme/project funds within the context of this PSD, including at a conference or seminar, shall specify that the project or its output received funding from UNDP. The OECS Secretariat shall take the necessary measures to publish the fact that UNDP financed or co-financed Project activities and/or outputs. To that end, the OECS shall refer to the Project and its financial contribution in information given to the final recipients of the Project Output, in its internal or final reports, or in any documentation or information dissemination in regional or national media. In addition, the OECS Secretariat should display the official UNDP Logo in the field or at least as prominently as its own logo. UNDP will provide the current official logo for this purpose.

Any publication by the OECS Secretariat and/or its Member States shall carry or the following or similar warning: "This document was produced with the financial assistance of UNDP (and any other donors, if any). The views expressed herein are those of the OECS Secretariat/and or its Member States and can therefore in no way be taken to reflect the opinion of UNDP (and any other donors, if any)."

The OECS Secretariat will serve as Executing Agency for the programme with the Director of the Division of Social and Sustainable Development as the focal point. The Environment and Sustainable Development Unit (ESDU) of the OECS Secretariat will implement the project, with internal monitoring of programme activities provided by the Secretariat's Functional Co-operation and Programme Management Unit (FCPMU). External consultants will provide technical expertise and advisory services in the execution of programme activities, as deemed necessary. The programme will liaise with national emergency management agencies and mechanisms in the implementation of the planned activities.

Specific inputs to be provided by UNDP, OECS Secretariat and the Governments are as follows:

- UNDP -Financial Management, technical support, and project monitoring
- OECS Secretariat --Execution of Project Activities, In-kind contribution
- Sub-regional Governments -In-kind contribution to support execution of activities.

Generally, UNDP and the OECS Secretariat will collaborate to address the following responsibilities:

- Identification of specific project inputs;
- Changes in project activities and or approaches
- Selection of pilot countries for specific programme activities;
- Process for joint review by UNDP, OECS and countries of the programme, activities and outputs;
- Reviewing of the UNECLAC/OECS Macro Socio-economic Damage Assessment Training Methodology in collaboration with UNECLAC.

The proposed arrangements are understood to reflect flexibility in programming that allows either the OECS Secretariat or UNDP to suggest or recommend changes in keeping with emerging issues and which serve the interests of the sub-region and or a specific country of the OECS.

IV. Monitoring and Evaluation

The project will cover a period of three years 2006-2009. The day-to day monitoring of the implementation of the programme will be executed by the OECS-ESDU. The existing Technical Advisory Committee (TAC) of the OECS-ESDU which comprises both national focal points and regional entities, will be responsible for providing technical advisory support to the OECS-ESDU. More specifically, the TAC will comment on the progress of and constraints faced in the implementation of the planned activities in the work plan, and provide recommendations for mitigating the constraints, particularly as they relate to institutional capacities, both at the national and regional levels.

The programme, through FCPMU will be monitored by quarterly financial and narrative progress reports submitted by the OECS Secretariat. UNDP and the OECS Secretariat will convene quarterly technical and institutional meetings, while the Director General and the Resident Representative will meet every six (6) months. An Annual Review will be held to discuss and address activities and outcomes at the sub-regional and national levels.

Financial resources for this project will be managed by the OECS Environment and Sustainable Development Unit in collaboration with the FCPMU, under the supervision of the Corporate Services Division, and disbursements will be made against approved invoices. The OECS Secretariat will submit the following reports to the UNDP as specified

- On completion of the training
 - An assessment report of the workshop
- In the event that the OECS Secretariat undertakes an assessment, during the period of this Preparatory Assistance
 - A work plan and budget will be submitted for the draw down of the allocated funds from the UNDP Office
 - A report following the assessment
- Quarterly financial reports
- Quarterly technical reports
- A final report at the end of the institutional support from UNDP.

V. Legal Context

This project document shall be the instrument referred to as such in Article 1, paragraph 2 of the Standard Basic Assistance Agreement between the OECS Secretariat and the United Nations Development Programme, signed by the parties on 29 April 1983.

The following types of revisions may be made to this document with the signature of the UNDP Representative only, provided that s/he is assured that the other signatories of the project document have no objections to the proposed changes:

- a) Revisions or in addition to the annexes of the project document, including development of a detailed annual work plan; schedule and TORs of reviews, reporting and evaluation; TORs and contracts of consultants roles and responsibilities and other items as required
- b) Revisions, which do not involve significant changes in the immediate objectives or outputs of the programme, but may involve changes in inputs or activities based on performance or results to date.

UNDP shall receive copies of the draft and final reports and results of activities and should be provided with Terms of Reference of consultants prior to recruitment.

Section II Results and Resource Framework

PROGRAMME RESULTS FRAMEWORK*

1.1 Goal : Manage the cause and impact of disasters (St. George's Declaration Principle Nine).

1.1.1 Impact: Improved quality of life of persons in vulnerable communities within the sub-region. Targeted communities (OECS Countries) empowered to identify natural hazards and to develop risk management measures to strengthen their resilience to natural disasters. This will involve community hazard mapping, training in safer construction techniques, and micro-finance investment to sustain and diversify livelihoods.

1.2 Purpose: (i) Implement community approaches to building resilience to natural hazards; and
(ii) Strengthen capacity at national and regional levels for post impact assessment and recovery and risk reduction strategies.

1.2.1 Outcomes: (i) Increased community resilience to natural hazards;
(ii) Strengthened development planning processes and mechanisms.
(iii) Enhanced capacity for post-disaster macro socio-economic impact assessments

Outcome indicator as stated in the Country Programme Results and Resources Framework, including baseline and target.

Applicable MYFF Service Line:

Partnership Strategy

UNDP will target its support towards the strengthening of the capacity of the OECS Secretariat to provide direction to the development programmes of the OECS countries, based on the OECS Development Charter. Areas of support will include institutional strengthening, capacity building, policy formulation and monitoring to enable beneficiary countries to define their national MDG targets and implement effective national poverty strategies.

Project title and ID: *UNDP OECS Disaster Response and Risk Reduction Programme*

Intended Outputs (and output indicators)	Output Targets for (years)	Indicative Activities	Inputs
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Outputs	Output Targets	Main activities needed to produce each output or annual output target.	Nature and cost of the UNDP inputs needed to produce each output.
<p>1.1 Improved capacity for community resilience. (<i>St. Vincent & the Grenadines, , British Virgin Islands ,</i>)</p> <p>1.1.1 <i>Roll out to develop community intervention plan.</i></p> <p>1.1.2 <i>Roll out of construction</i></p> <p>1.1.3 <i>Institutional framework for Community Risk Reduction</i></p> <p>1.1.4 <i>Improved public awareness and sensitization</i></p>	<p>1.1 Reduce landslide risk through low-cost community-based slope drainage improvements.</p> <p>1.2 Updated and harmonized framework for disaster risk reduction and mitigation.</p> <p>1.3 Promotion of safer building practices and standards.</p>	<p>1 Identify protocol for selecting vulnerable communities at high risk from landslide occurrence.</p> <p>2. Initial scoping to identify suitable a community and institutional arrangements.</p> <p>3. Community mobilization to ensure ownership of problems and identification of solutions, and formalisation of community project committees (CPCs).</p> <p>4. Risk Mapping with the CPCs to codify communities knowledge of risk related issues such as drainage, historical landslide slips etc.</p> <p>5. Refinement of community risk map into sub-zones of similar risk types.</p> <p>6. Application of software to relevant sub-zones to confirm likely causes of potential landslide risk.</p> <p>7. Confirmation of final community risk map with sub-zones remedial measures identified.</p> <p>8. Adoption by CPCs of final intervention proposals.</p> <p>9. Establish catalytic work packages for work interventions.</p> <p>10. Issue tender documents with work packages to the communities.</p> <p>11 Offer half-day introduction to potential community contractors. To assist them with the tendering process and to encourage good working practices.</p> <p>12. Certification of community individual involved in the process.</p> <p>13. Develop PA Strategy to promote project impacts in communities</p> <p>14.. Advocacy campaign on the safer building practices and standards</p> <p>15. Identify key areas to operationalise DRR into community processes and institutions.</p> <p>16. Regional Dialogue with key stakeholders to share best practices and lessons learned.</p>	<p>1.1. \$ 280,000.00</p>

<p>1.2 Improved capacity for post disaster recovery strategies and impact assessment methodologies.</p>	<p>OECS countries trained in post disaster recovery strategies and impact assessment strategies.</p>	<p>1. Conduct training in UNECLAC Macro Socioeconomic Damage Assessment Methodology in Member States</p> <p>2. Conduct Regional Workshop to review Methodology in collaboration with UNECLAC.</p>	<p>USD 80,000.00</p>
<p>1.3 Project Management, M&E</p>	<p>Enhanced programme delivery and impacts. Efforts coordinated with other programmes for maximum impact and benefit. 100 % of activities completed (both 2005 and 2006)</p> <p><u>MoSSaic Project Management</u></p>	<p>1. Support to the Implementation of programme to enhance skills enhancement in OECS-ESDU.</p> <p>2.. Mission Travel and M&E by OECS-ESDU staff</p> <p>3. M&E and miscellaneous costs (OECS-ESDU)</p> <p>4. Programme evaluation</p> <p>1. Mission Travel</p> <p>2. M&E</p> <p>3. TA for software application*</p> <p>4. Production of Best Practice Guidelines</p> <p>5. TA to assist in implementation.</p> <p>Total</p> <p>* MoSSaic will provide 10 copies to each participating country.</p>	<p>USD 30,000.00</p> <p>USD 10,000.00</p> <p>USD 400,000.00</p>