

USAID/DOMINICAN REPUBLIC HURRICANE GEORGES RECOVERY AND RECONSTRUCTION SPECIAL OBJECTIVE DOCUMENT

April 5, 1999

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ACRONYMS

ADMD - Asociación Dominicana de Mitigación de Desastres

ARC - American Red Cross

BDD - Banco de Desarrollo Dominicano – Fiduciary Agent

CA - Cooperative Agreement

CAMPE - Centro de Apoyo a la Micro y Pequeña Empresa

CBOs - Community-Based Organizations

CDC - Center for Disease Control and Prevention

CDMP - Caribbean Disaster Mitigation Project

CSP - Customer Service Plan

DGF - Dirección General de Foresta

DRC - Dominican Red Cross

ENTRENA - Institutional Contractor: PVO Co-Financing Project

FEMA - Federal Emergency Management Agency (US)

FSN - Foreign Service National

GODR - Government of the Dominican Republic

HG - Hurricane Georges

IDB - Interamerican Development Bank

IDDI - Instituto Dominicano de Desarrollo Integral

INAPA - Instituto Nacional de Agua Potable y Alcantarillado

INVI - Instituto Nacional de la Vivienda

NEMA - National Emergency Management Agency

NGO - Non-governmental Organization

OFDA - USAID Office of Foreign Disaster Assistance

PAHO - Pan American Health Organization

PASA - Participating Agency Service Agreement

PCV - Peace Corps Volunteer

PEC - Program Executive Council

POA - Plan of Action

PSC - Personal Services Contract

SESPAS - Secretaría de Estado de Salud Pública y Asistencia Social

SO - Strategic Objective

SPO - Special Objective

STP - Secretariado Técnico de la Presidencia

TA - Technical Assistance

UNGO - Umbrella Non-governmental Organization

USAID/W - United States Agency for International Development/Washington

USAID/DR - United States Agency for International Development/Dominican Republic

USDA/FS - US Department of Agriculture Forest Service

USDH - United States Direct Hire

USPC - United States Peace Corps

WB - World Bank

WFP - World Food Program

WHO - World Health Organization

1.0 SUMMARY

This document defines and describes USAID/DR's Special Objective: Recovery and Reconstruction of the Dominican Republic from the damages of Hurricane Georges (HG). The document contains details about the activities that will be carried out and the organizations and people who will be involved, either in the implementation of activities or as customers of such activities. The planned activities and the associated implementation approach have been designed to attain five intermediate results:

Intermediate Result 1. Health Risks Mitigated

Intermediate Result 2. Shelter Restored

Intermediate Result 3. Food Supply Levels Restored

Intermediate Result 4. Economic Activities Reactivated

Intermediate Result 5. Disasters Mitigated

Over a two-year period, USAID/DR will provide assistance to complement other donor resources to support initiatives of non-governmental organizations (NGOs), community-based organizations (CBOs), multilateral and bilateral agencies, and the Government of the Dominican Republic (GODR) to:

- Reduce health risks of the victims of HG, particularly of children;
- Assist HG victims in repairing and reconstructing their houses;
- Increase HG victims' access to basic foods;
- Increase access by micro entrepreneurs and small farmers in impacted areas to services that will facilitate their own efforts to resume income generating activities;
- Rebuild the natural resource base in areas that HG severely damaged; and
- Strengthen the capability and readiness of national and indigenous partner non-governmental and community-based organizations to help the population prepare for and cope with future disasters.

The USAID contribution will be disbursed incrementally based on performance of the implementing partners. Implementation of all activities will be through contracts, grants, cooperative agreements, Participating Agency Service Agreements, Personal Services Contracts, and other contract mechanisms discussed under the Procurement Plan Section of this document.

Rationale for the Special Objective

The rationale for this SPO is that on September 22, 1998, HG inflicted damages to the Dominican Republic of such magnitude that immediate US Government assistance above the normal USAID program is required to foster recovery and return to a path of broad based sustained development. Indeed, HG affected an estimated 90 percent of the agricultural sector's production prospects. Serious food shortages ensued as basic food crops, such as plantain, rice, bean and cassava harvests were lost. In the wake of HG, thousands of Dominicans faced the plight of a greatly diminished capacity to produce crops, increased health risks, destroyed or severely-damaged shelter, and a deteriorated living condition, which compounded their already difficult economic situation. A result of their worsening living standard is the potential for increased attempts to emigrate to the US. Prompt and sustained action to help them recover basic services and economic activity is therefore compelling, not only for humanitarian reasons, but to reduce their desire to relocate to the United States.

As documented in numerous studies and damage assessments, HG inflicted extensive damage to the DR's natural resources, infrastructure, and people's capacity to produce crops. Emergency life saving assistance has been underway to deal with the most immediate and pressing basic needs of HG's victims, but additional support is needed to help them as they attempt to return to their self-sustaining economic activities. The GODR, the NGOs and the victims of HG face major constraints that jeopardize their attempts to undertake reconstruction activities. The key constraints are: a lack of resources to restore basic food supplies and health services; the absence of low cost shelter programs to facilitate the efforts of the poorer segments of the population to repair and rebuild their houses; despoiled natural resources that must be restored to regain carrying capacity and sustain agricultural production; limited access to the inputs required to renew farming activities; and, the lack of economic opportunities by large segments of HG victims to carry out income generation and job-creation initiatives.

USAID/DR has chosen to work in areas where it has a comparative advantage, filling gaps not covered by the emergency programs of the other donors such as the World Bank (WB) and the Inter-American Development Bank (IDB). USAID/DR has designed a program to optimize the use of its very limited resources by redirecting appropriate components of its ongoing programs. USAID/DR's current program funds primary health services, water and sanitation, agriculture, environment, renewable energy, microenterprise development, and community development. Only housing and direct feeding are new to USAID's program. The WB and the IDB are heavily involved in the areas of major infrastructure reconstruction and restoration of roads, basic water and sanitation services at the national level. Major donors meet on a regular basis to coordinate their reconstruction programs to avoid duplication.

In this respect, the SPO is consistent with the overall USAID goal of promoting sustainable development, self-reliance, and local participation to facilitate higher levels of material and social well being for all citizens. Within this overall goal, the SPO entails a wide range of actions, particularly to: a) reduce health risks; b) restore shelter; c) increase food availability until Dominicans can resume their productive efforts; d) promote the development of income-

generating opportunities of victims seeking to re-establish their means of livelihood; and e) reduce the potential effects of future natural disasters.

Problem Analysis

Per the Background Section, a number of assessments were conducted to determine the magnitude of the damages that HG inflicted. These include:

- an initial disaster assessment carried out by an OFDA team of experts that provided the basis for immediate, post hurricane, life-saving assistance;
- an assessment by a LAC and BHR team to determine the levels and types of food aid requirements;
- an assessment by the US Forest Service on the extent of damages to natural resources and risk of forest fires;
- an overall assessment carried out by the Inter-American Development Bank, which estimated the overall economic damages to the country's infrastructure;
- a survey conducted by the Pan American Health Organization (PAHO) on HG's damages to water and sanitation systems;
- an assessment by the National Rural Electrification Cooperative Association (NRECA) and WINROCK on energy needs for reconstruction;
- an assessment by the GODR's National Housing Institute (INVI) on overall shelter damages and analyses by USAID/RHUDO/SA and USAID/G personnel on the need and scope of a program to deal with the shelter problem;
- an assessment by a team of water and health specialists to determine damages to the sector and recommend rehabilitation activities;
- an evaluation of HG damages by the United Nation's Economic Commission for Latin America and the Caribbean (ECLAC);
- a study by a USAID funded team on damages to the agricultural sector; and
- community level assessments conducted by US Peace Corps volunteers and NGOs.

Complementing these planning efforts, several coordinating meetings were held with representatives from a variety of DR public and private sector entities (NGO partners, banks, etc.) and other donors to exchange information and determine the respective level of effort and resources planned for the recovery effort.

Besides the findings of the above assessments and studies, the design of the SPO considered the views and suggestions of community-level focus groups carried out shortly after the hurricane, in which victims (customers) provided their perceptions and insights on USAID-sponsored relief and reconstruction assistance. In addition, the design process followed a comprehensive analytical process that led to this document. This process included:

- an internal review of USAID/DR's ongoing portfolio, which could be tapped to complement new resources for recovery and reconstruction purposes;
- consultations with USAID/W personnel and frequent and regular coordination with other elements of the U.S. Embassy Country Team;
- intensive discussions with public and private sector individuals concerned with DR's recovery efforts, as well as with prospective participants in the SPO activities;
- frequent discussions with other donors; and
- recommendations made by concerned USAID direct hire, contract and FSN personnel who have an intimate knowledge of DR's development situation and relevant experience in carrying out development programs.

2.0 BACKGROUND

The Context

HG struck the Dominican Republic with brutal rage for 16 long hours on September 22, 1998. Heavy rains and furious winds, which reached up to 130 miles per hour, covered nearly 70 percent of the country. Heavy rains, particularly in the western part of the country, produced mudslides and heavy and prolonged flooding. Hurricane Georges killed over 200 persons and left a path of destruction critically affecting the lives of over half the population and setting back the country's human, natural resource, and physical infrastructure base. Its most critical impact is evident in terms of four elements of the Dominican Republic's social and economic setting. These elements are:

Health

HG seriously worsened the health of already vulnerable segments of the DR's population living both in and outside its destructive path. Its impact practically wiped out the availability of potable water and sanitation facilities in many rural communities and poor urban centers, critically reduced the local capability to provide basic health services, and seriously deteriorated environmental health conditions. Subsequent crowded and unhealthy conditions in improvised shelters worsened the situation. The combined effects of these factors have led to a significant increase in the health risks that the population faces.

Water and food contamination has increased, causing increased rates of diarrhea, especially among high-risk groups such as children and the elderly. HG also disrupted the implementation of ongoing vector control activities and fostered the creation of new habitats and optimal conditions in which vectors multiply. A recent survey shows that new vector (malaria and dengue) habitats are appearing across the country due to stagnant water, broken water pipes, and water buildup in uncovered storage containers, both in households and community water sources.

Shelter

The GODR's Instituto Nacional de Vivienda (INVI) reports that 170,000 houses were destroyed or damaged by HG. Their estimate shows that 49,000 units were destroyed completely by wind and flooding. Another 121,000 units were damaged to some degree and are in need of repair. This total represents about 10 percent of the nation's housing stock. Added to an already existing housing deficit of 83,000 units, the percentage rises even higher.

Most of this damage and destruction has affected the poorest segment of the population in both urban and rural areas. The areas most impacted by the hurricane were the Southeast (28 % of the units), Southwest (10%) and in the National District (8%). In general, the middle income housing stock suffered only minor damage, which their owners can repair with out-of-pocket funds or through access to short-term credit or insurance payments. Those that suffered most from HG are families whose incomes are in the lowest quintal category. In general, these families do not have sufficient funds to repair or replace their fragile homes, nor do they have access to credit institutions, particularly since in many cases their source of income has been disrupted. This is especially true in the case of agricultural workers or micro-entrepreneurs. Some of these families have lost their home sites due to flooding and landslides and have no site on which to rebuild. Many are still living with relatives or friends, while others are still in public facilities such as schools or religious facilities.

Food Supply

Aside from the damages to public and private properties, HG has greatly reduced, at least in the short and medium term, the country's capacity to produce basic foods in sufficient quantities to feed the population. Approximately 90 percent of crops were damaged in some areas, affecting large numbers of poor farmers and families who depend on their land for their livelihood.

It was estimated that immediately following HG, over 600,000 people needed some food assistance. Approximately 300,000 of these people live in the Southwest, 150,000 in the central part of the country and the other 150,000 people in the Southeast and other rural and semi-rural areas.

The most vulnerable groups include about 200,000 people who are facing a very critical food shortage and qualify for emergency food aid. Included in this group are some 80,000 children under five years of age that need special attention to avoid malnutrition. The households where these vulnerable groups live are located mostly in peri-urban and rural areas, where subsistence agriculture is the predominant economic activity.

Physical Infrastructure

HG brutally pounded the DR's physical infrastructure. The storm destroyed or critically damaged the road network, bridges, water systems, power plants, schools, hospitals, clinics, homes, airports, aqueducts, sanitation facilities and irrigation systems. Total costs of direct damages is now estimated to be close to \$2 billion (12% of GDP). For the DR, one of the poorest countries in the Caribbean, these losses are staggering. Specifically, hurricane damages includes:

- Damages to surface transportation. Approximately 25 percent of the road network and 60 percent of the bridges were destroyed or damaged, affecting the movement of goods and services from and to the many towns and communities in HG path.
- Damages to agriculture. Agricultural infrastructure and production damages are estimated at US\$527 million. As indicated earlier, about 90 percent of crops were damaged in some areas.
- Damages to the infrastructure that supports the tourism industry. Tourism, a major source of foreign exchange earnings for the country and a major employer, suffered damages estimated by the IDB at US\$254 million. In addition to the basic infrastructure that supports tourism, such as roads, electricity, water, HG destroyed or damaged over 6,000 of the total 40,000 hotel rooms in the country. The loss of income as a result of these damages is estimated to be around US\$175 million.
- Damages to natural resources. In the eastern half of the island nearly 50 percent of the planted and natural forests were severely harmed. An estimated $1.188 \times 10^6 \text{m}^3$ (IDB) of soil has been washed away as a result of surface erosion, flooding and land slides. Steep hillsides, vulnerable from inappropriate land use, had little protection against the force of the rains, and their soil joined that of the flood plains in destroying homes, roads and entire neighborhoods. The storm damaged mangrove stands, upset watersheds, and caused wind shear and wind throw of dry forest species of trees in the East. As the storm continued westward, it crossed over agricultural land, maiming fence rows and fruit trees that were associated with pasture. Ninety percent of the plantation forests were harmed. As the fire season approaches, the number of fallen trees greatly enhances the risk of forest fires.

The USG Response

The U.S. Government's response began immediately after HG struck the DR, using mostly assistance provided by the USAID Office of Foreign Disaster Assistance (OFDA). USAID/DR organized a Special Objective Team to manage and oversee the implementation of the planned activities envisioned under the follow-on, second phase of USAID's response: recovery and reconstruction.

3.0 SPECIAL OBJECTIVE AND EXPECTED RESULTS

Key Results and Performance Indicators

The expected results from the planned activities necessary to attain the SPO are organized into five components, as shown in the Results and Performance Indicators Table:

1. Health Risks Mitigated
2. Shelter Restored
3. Food Supply Levels Restored

4. Economic Activities Reactivated
5. Disasters Mitigated

Note that the baseline information needed to set specific targets and indicators for some of the expected results is presently inadequate. These indicators will be reviewed and revised as necessary during the early implementation of the component activities, especially during the process of negotiating the role of each implementing partner and the level of the USAID contribution to support their efforts.

Table 3.1 HG/SPO Results and Performance Indicators

SO/Result/IR	Performance Indicator and Target	Data Source
<p>HG SPO</p> <p>Recovery and reconstruction of the Dominican Republic from the damages of HG</p>		
<p>IR 1:</p> <p>Mitigation of Health Risks</p>	<p>% of population in affected communities (rural and urban) with access to potable water.</p> <p>% of population in affected communities (rural and urban) using rebuilt sanitation systems.</p> <p>A decentralized epidemiological surveillance system controlling disaster related diseases, with inputs from community-based health services.</p> <p>Baseline: None</p> <p>Target: One system in place</p> <p>No. of communities receiving primary health services.</p> <p>No. of people provided with health prevention (i.e., how to reduce chances of dengue fever/malaria) and nutritional information as a result of health education campaign.</p>	<ul style="list-style-type: none"> - Special surveys involving members of customer groups. - Special evaluations - Analyses of data obtained through Focus Groups events. - Work plan preparation and review process. - Reviews of activities carried out by implementing partners, - Implementing partners reviews of activity records - Review of updated epidemiological and nutritional surveillance database

<p>IR 2: Restoration of Shelter.</p>	<p>Phase I Activities: Approximately 3,500 transitional shelters built or repaired for the same number of families whose houses were damaged or destroyed. Approximately 2,900 latrines built for households in the impacted areas.</p> <p>Phase II Activities: Houses repaired Baseline: 0 Target: 2,600 Houses constructed Baseline: 0 Target: 2,400 Hurricane resistant housing standards adopted by GODR and private builders.</p>	<ul style="list-style-type: none"> - Contractor's Reports - Records of Contractors, Housing Developers, and NGOs - Evaluations and Annual Reviews
<p>IR 3: Restoration of food supply levels</p>	<p>Victims of HG receiving rations through the ARC and WFP programs. Baseline: 0 Target: 330,000 persons Food availability increased as a result of 10,000 metric tons of Section 416 wheat sold</p>	<ul style="list-style-type: none"> - Reports by the ARC and the WFP. - Evaluations - Reports by implementing NGOs/CBOs and USPC.
<p>IR 4: Reactivation of Economic Activities</p>	<p>Number of small farmers receiving assistance to rehabilitate their farms and improve their livestock and agricultural productivity practices. Number of micro entrepreneurs receiving training and TA. Number of energy systems restored.</p>	<ul style="list-style-type: none"> - Periodic reviews of progress - Evaluations - Reports of activities carried out by implementing partners. - Reports of Focus Group Meetings
<p>IR 5: Disasters Mitigated</p>	<p>Number of hectares of land treated with improved soil conservation and management practices in affected areas. The GODR and NGOs develop a national plan</p>	<ul style="list-style-type: none"> - NGO reports - Work plans - Evaluations

	for disaster response for future disasters. Number of community level preparedness plans established.	
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Assumptions

Attainment of the results shown in the table assumes that:

- the US Congress makes available funds to USAID to finance the HG SPO activities in a timely fashion;
- qualified partners can be identified to carry out the planned recovery and reconstruction activities in affected areas under rigorous time constraints; and
- relevant GODR agencies cooperate in the implementation of proposed activities.

4.0 ILLUSTRATIVE APPROACHES AND IMPLEMENTING PARTNERS

USAID will implement activities through U.S. contractors and NGOs, Dominican contractors and NGOs, other U.S. Government agencies and international organizations. Activities will be carried out in concert with other donors and GODR partners. Implied in this implementation approach is the need to establish close relationships and effective synergies between and among all partners. The USAID response to the emergency created by HG consists of two phases, the first deals with the immediate, most pressing relief needs of the victims of the hurricane. The second deals with recovery and reconstruction.

First Phase: Emergency Relief

USAID/DR, the Office of Foreign Disaster Assistance (OFDA), and the international donor community worked closely with public and private institutions in the DR to address the most immediate needs of the population through lifesaving relief and disaster mitigation activities. After the U.S. Chief of Mission's disaster declaration, OFDA provided \$25,000 to purchase chainsaws, emergency construction materials, and water purification supplies. Subsequently, OFDA delivered additional assistance including plastic sheeting, body bags, water jugs, water bladders, chainsaws and tents. While these initial actions were underway, an OFDA-financed assessment team conducted a damage assessment and survey and made recommendations for additional relief supplies. OFDA financed 6 US military helicopters to airlift critical supplies to isolated sites. In addition, OFDA contributed \$300,000 to PAHO's appeal for emergency assistance to the Dominican Republic and transferred \$40,000 to the USAID Mission to support an U.S. Peace Corps program to deliver 21,000 bags of pre-packaged food to hurricane victims. OFDA complemented the above assistance in early October 1998 with a \$260,000 grant to purchase additional water tanks, generators to power small municipal water pumps, and seeds for replanting in the Southwestern part of the country. Total OFDA funding for this emergency relief phase totaled approximately \$2.1 million. OFDA is also providing approximately \$2.1 million for emergency shelters, and \$600,000 for replanting plantains.

USAID/DR has reprogrammed \$6.5 million to repair aqueducts, buy water tanks, repair sanitation facilities, provide emergency shelters, assist micro-enterprises, ensure transparency, and target ongoing programs to those areas most affected by the hurricane. USAID/DR's partners such as the Academy for Educational Development, Development Associates, the local consulting firm ENTRENA, and others quickly re-oriented their activities and mobilized their staff to support the immediate relief efforts.

Second Phase: Recovery and Reconstruction

USAID and donor agencies are moving now with specific plans to deal with the long-term recovery and reconstruction needs of the country and its people. The magnitude of the disaster poses an enormous challenge to the Government of the Dominican Republic, its people and concerned national and international organizations as scarce human and financial resources make it impossible to address all of the country's needs.

IR 1: Health Risks Mitigated

Overview

HG swiftly set back recent gains in developing DR's basic water supply and sanitation facilities, both in rural and poor urban areas. Heavy winds and rain with ensuing flooding damaged or destroyed water systems along its path, particularly in the East and Southwest sections of the country. As a result, HG aggravated an existing deficient basic water and sanitation system where 55 percent of the rural population did not have access to potable water and over 70 percent lack access to adequate sanitation facilities.

Deteriorated environmental health conditions are causing increased fecal contamination of water and foods, leading to higher rates of diarrhea, especially among high-risk groups such as children and the elderly. HG also disrupted the implementation of ongoing vector control activities and fostered the creation of new habitats and optimal conditions in which vectors multiply. This has significantly increased the health risks to the population, not only along the path of the hurricane, but throughout the country. The population is facing a higher risk of contracting vector borne diseases, such as dengue, malaria, and filariasis. In addition, displaced segments of the population living in crowded areas without adequate sanitation and water facilities face an increased risk of contracting other related diseases, such as rodent-borne diseases, respiratory illnesses, pneumonia, measles, conjunctivitis, and meningitis. In sum, given the crucial importance of potable water and sanitation to good health, rebuilding the damaged facilities is a vital urgent step to arrest the spread of communicable and water-borne diseases.

Compounding the precarious water and environmental sanitation situation, HG also damaged private and public health facilities. It disrupted the delivery mechanisms that SESPAS had in place and was attempting to improve through the decentralization of basic health services. Hence, the already inadequate coverage rates for the rural population has declined.

Illustrative Approaches

This IR deals with the causes that increase the health risks of the population affected by HG. The proposed activities envisioned to attain this result are consistent and complement other activities

that USAID is sponsoring under its Strategic Objective No. 2: Increased use of effective preventive health care services and practices. IR implementation will follow a phased approach, building on current USAID-sponsored initiatives. The SPO Team will work with public and private institutions and implementing partners to carry out the following activities:

A. Water Supply and Sanitation. One of the main causes of the increased health risks that Dominicans face is the damage that HG inflicted on water supply and sanitation facilities. Restoring access to improved water and sanitation services to as many of the affected population as possible with available resources entails three steps:

1. Assess the extent of the damages in each affected community. This is necessary to more clearly define the needs in such communities and the readiness of the affected communities to join efforts with the implementing partners in carrying out the recommended actions to restore services. The site assessments will include water supply systems, sanitation facilities, such as latrines and existing public sanitation systems. Tentatively, the assessments will be carried out by teams composed of Peace Corps volunteers, local NGOs/CBOs, community members and employees of the GODR's National Institute of Potable Water (INAPA).
2. Select the participating communities. The above assessment will provide the basis for selecting and ranking the communities where USAID will establish partnerships to support local efforts to restore water and sanitation facilities. The final selection of such communities will be based on detailed proposals that local NGOs/CBOs will develop in partnership with community groups and community leaders with assistance from Peace Corps volunteers, as appropriate.
3. Implementing the activities detailed in the approved proposal. Implementation of the approved proposals will start once the required documentation is completed. Required documentation is expected to include grants between the selected NGOs and USAID, and agreements between CBOs and the Peace Corps.

USAID will tap technical resources available through regular, ongoing health projects to complement new reconstruction resources for health risk mitigation activities. For instance, the USAID/G Environmental Health Project (EHP) may finance the cost of short-term experts to: a) assess the comparative costs and benefits of using renewable energy technologies for pumping water from wells versus traditional methods for pumping water and generating electricity; b) evaluate the effectiveness of fiberglass latrines introduced by PAHO during the emergency phase of the disaster; and c) develop and recommend appropriate low-cost approaches for minimizing damages from future disasters.

B. Epidemiological and Nutritional Surveillance

Reliable and timely information about the nutritional and general health status of the target population is vital to determine actions necessary to deal with specific diseases and epidemics. With USAID-financed assistance provided through the Pan American Health Organization (PAHO), SESPAS will update its epidemiological and nutritional data through an improved surveillance system. SESPAS will use the updated information to design and implement specific

health risk prevention and curative services through community health centers and some 600 provincial public health service providers.

The surveillance system will build capacity at the central and provincial levels to improve detection and mobilize appropriate responses when suspected outbreaks occur. Furthermore, the nutritional surveillance will be linked to the emergency-feeding program to help identify vulnerable populations who are not being reached. USAID will also support the development of a community and household behavior change strategy to prevent the transmission of dengue and other communicable diseases. Assistance will be provided via PAHO and a USAID/G project to reduce breeding sites prior to the next hurricane season.

C. Basic Health Services and Health Education

USAID will support local efforts to provide specific basic health services and educate the population in the areas along and around HG's path on ways to reduce and mitigate health risks. Special attention will be given to the estimated 469,654 children under five years of age who live in the target areas. The services will include immunizations, feeding programs for children and lactating mothers, and treatment for vector-borne diseases such as dengue and malaria. These services will be provided through NGO partners to targeted communities.

In addition, USAID will support local efforts to increase public awareness and educate the population in HG target areas about basic health preventive and risk reduction methods through carefully designed education campaigns to be carried out by NGOs and the GODR's Health Education Department of SESPAS. This activity will be carried out in concert with the PAHO and NGOs. PAHO specialists will coordinate with participating NGOs and assist SESPAS to develop and implement the campaign and tap the resources and experience available from related USAID and other local and international resources such as the Centers for Disease Control and Prevention (CDC) to design and carry out the campaign.

Where appropriate, the SPO team will fund alternative energy initiatives such as solar photovoltaics, small wind turbines, and small hydropower systems to facilitate the implementation of activities to mitigate health risks. These alternative energy technologies may be used for potable water systems, water purification, electricity in rural health clinics, refrigeration of medicines, and community schools that educate people on sound health practices.

Implementing Partners

To facilitate rapid implementation and reduce overall management burden, USAID/DR will provide funding to proven partners to implement this set of activities. U.S. based partners such as Catholic Relief Services, World Vision, and Plan International will implement projects directly to affected population groups. The Centers for Disease Control and USAID/G Bureau partners will provide needed technical assistance. A grant to PAHO will provide technical assistance, training and supplies to SESPAS. Building upon USAID/DR's successful PVO Co-finance Project, SPO funded local NGO grants will also deliver needed services to target population groups. USAID/DR will continue the services of a locally based contractor, ENTRENA, which has provided the needed technical assistance and monitoring services under the ongoing PVO Co-financing Project. USAID/DR will also increase the Small Projects Assistance (SPA) Grant

to the Peace Corps to allow volunteers to organize local groups to design and carry out small-scale child survival and health activities. The Peace Corps will be responsible for administrating the funds and reporting the results to USAID/DR.

Expected Outputs

- Water facilities rehabilitated in impacted communities.
- Sanitation facilities rehabilitated in impacted communities.
- An updated decentralized epidemiological and nutritional surveillance system controlling disaster related diseases and monitoring vulnerable groups.
- A health education campaign implemented to promote behavioral change to reduce the spread of dengue, other vector-borne epidemics and infectious diseases.
- Primary health care services provided to children and adults in communities affected by HG.

Specific targets will be established in conjunction with implementing contractors and grantees.

Ultimate Customers

The ultimate customers of the above health risk mitigation activities are the victims of HG whose health is at increased risk due to vector-borne diseases and reduced access to basic health care services. Specifically, the target of these services is the estimated 3,669,174 persons living in 13 provinces and 4 sub-districts of the National District affected by HG, particularly the estimated 469,654 children under five years of age who live in the target areas. Note, however, that financial and human resource constraints will limit the number of people who will benefit from the proposed activities. Tentatively, ENTRENA and the Peace Corps have identified 56,591 and 2,150 families respectively who are in critical need of basic health services. Many of these families will be targeted for initial assistance. The actual number, as well as the specific target areas within the HG path, will be determined more precisely based on the proposals and work plans that the partner NGOs and CBOs, PAHO and the Peace Corps will present for review and USAID approval.

Intermediate Customers

Intermediate customers include local NGOs, SESPAS, Peace Corps and affected communities. As a result of their involvement in planning, designing and carrying out activities described above, their respective institutional capability will be strengthened, much like the process of "hands-on institutional development." In particular, these organizations are expected to have an increased capability to help people be prepared for and cope with future disasters.

IR 2: Shelter Restored

Overview

INVI plans to build about 15,000 new housing units over a 10-month period, using several different prefabricated housing systems. Some contracts have been signed and construction initiated at a few sites as of the end of March 1999. INVI has built some temporary wooden

barrack type shelters at some 15 sites throughout the country. Since prefabricated housing costs close to double that of standard block construction, USAID has chosen to use the less expensive block construction. In addition this allows more participation by the home owner and community members in the construction process. Several non-profit groups, such as Habitat and Plan International, which have been active in the county for some years, have increased their efforts to rebuild and repair damaged housing, particularly in the rural areas and small towns. With OFDA funding, Phase I activities include the repair and reconstruction of 3,500 units in affected areas. Phase II will use supplemental funding to expand the number of homes repaired and constructed. Although both the World Bank and the IDB have indicated an interest in providing assistance to the housing sector, they have not committed any funds to date because of the lack of an appropriate and tested implementation mechanism. Some private sector financial institutions in the Dominican Republic have also expressed interest, but so far they have not provided resources for housing restoration.

Illustrative Approaches

This IR will support the self-help efforts of low-income families whose houses were damaged or destroyed by HG.

Phase I

With OFDA funding, grants have been made to local NGOs to provide the following transitional shelter activities:

- A grant of \$205,000 through the Technical Secretariat of the Presidency (STP) to purchase milling machinery that the Dominican Forestry Service (Foresta) will use to harvest fallen trees and convert them into boards appropriate for housing construction. Foresta, in turn, will donate the boards to NGOs who are helping victims in target communities repair or rebuild their shelters.
- A grant of \$877,000 to the Instituto Dominicano de Desarrollo Integral (IDDI), a well-established and qualified NGO, to carry out three activities: 1) build 2,000 transitional housing units (1,000 in Santo Domingo and 1,000 in towns east of Santo Domingo) for HG victims; 2) build approximately 1,200 latrines for many of these units; 3) purchase and install 100 plastic water tanks (about one tank per cluster of 20 houses) to service the households living in transitional shelters.
- A grant of \$300,000 to the Fundacion de Apoyo al Suroeste (FUNDASUR) to repair 430 transitional shelter units and construct 1,653 latrines in impacted communities.
- A grant of \$945,000 to the Fundacion de Desarrollo de Azua, San Juan y Elias Pina (FUNDASEP) to assist 1,085 families affected by HG to build provisional homes with latrines. The grant will finance the purchase of local materials for these families to build transitional shelters and support their efforts in obtaining permanent housing.

As part of the immediate response to the shelter problem resulting from HG, the above Phase I activities are expected to be completed during the third quarter of 1999. Their implementation is providing valuable experience to USAID to develop and put in place a mechanism that will

expand the shelter assistance coverage to more HG victims. Given the time constraints for this SPO, a typical housing investment guaranty type of program is not an adequate approach since it would take too long to negotiate and establish, and, if established, its terms and conditions would exclude the most needy population groups in the impacted areas.

Phase II

Phase II activities will be implemented by an IQC firm in the housing sector or a US NGO (such as Habitat for the Humanities) that will serve as an umbrella organization to make sub-grants to housing NGOs or contractors in HG affected areas. Discussions with USAID/W housing and procurement experts will help USAID/DR determine which of these two options are preferred and if the mechanism should be a contract or grant. Hereinafter, the SPO document will refer to the umbrella mechanism as the IQC firm for the sake of simplicity. The IQC firm will be contracted directly by USAID and will be responsible to USAID for implementation of the project as well as the management and disbursement of project funds. Grants will be made to qualified NGOs and other non-profit groups to repair, reconstruct and build new houses. The IQC firm will help set building standards, train implementing NGOs and subcontractors to follow those standards, and will provide any needed technical assistance to both subcontractors, NGOs, building associations, or GODR housing agencies. The IQC firm will review and select sub-projects for funding that have been submitted by qualified housing NGOs and will ensure that projects are implemented in accordance with the program criteria, as approved by USAID.

Once the IQC firm is established and operational in the Dominican Republic, it will request proposals from qualified NGOs or developers. In all cases, the individual project proposals must clearly demonstrate that the beneficiaries will be families whose homes were damaged or destroyed by HG. The project proposals may be for the repair or reconstruction *in situ* of homes damaged by HG or they may be for the development of new housing projects for families who cannot rebuild their homes in the previous location due to the site's inadequacy. New serviced housing sites will be provided by INVI at no cost to the project. Project proposals will also state clearly what the beneficiary contribution will be, e.g. labor during construction, small monthly payments, etc. It is expected that the housing projects will be spread out geographically so that each of the major areas affected by HG will receive a part of the program funding. The U.S. Army Corps of Engineers may be called upon to review new housing sites to ensure that they are free from flood risks and are suitable and appropriate. They may also be asked to provide technical assistance to GODR housing projects and perhaps to the IQC firm or other project participants as needed.

Expected Outputs

- Transitional shelter programs developed and implemented in at least four towns and communities in severely affected areas.
- Shelter reconstruction and repair programs developed in the HG affected areas.
- Public and private sector representatives are better trained in disaster resistant housing, and sound construction techniques and hurricane resistant building standards are accepted by the housing industry.

Ultimate Customers

The principal target group consists of the 170,000 families whose homes were damaged or destroyed by HG.

Intermediate Customers

These customers include the housing developers and NGOs who will participate in the design, development and delivery of housing projects and services. They will benefit from USG provided resources and from the experience gained in the development of housing solutions for low-income families. Other customers include private building associations and GODR housing agencies that receive technical assistance and training, especially in setting building standards for hurricane resistant housing.

In both phases, the GODR's contribution will consist of building sites and basic infrastructure for the construction of new housing at no cost to the developer or the beneficiary. Lots will be donated by INVI, the government's housing agency, or by other government entities. The value of each lot is estimated at \$1,500. An estimated 2,600 new units will be built on GODR donated land, making the government's contribution approximately \$3.9 million.

IR 3: Food Supply Levels Restored

Overview

In the aftermath of HG, over 600,000 people faced the prospect of varying degrees of undernourishment because they lost their food crops, livestock and their means of earning a living. About 50 percent of these people live in the Southwest, over 150,000 in the central part of the country and the rest in the Southeast. Food assessments indicated that at least 200,000 people, including 80,000 children under five years of age, are facing a serious food deficit condition and are in urgent need of emergency food aid. These families are located in peri-urban and rural areas and are mainly engaged in subsistence agriculture, with little access to credit and other inputs necessary to resume their income-producing activities.

Illustrative Approaches

This IR will meet the short and medium-term food needs of the most vulnerable population groups who live along and around the path of HG. This is necessary to reduce the risk of severe malnutrition among the most vulnerable population groups, particularly children. USAID is providing food rations for vulnerable segments of the population whose access to food was severely reduced by HG. The provision of these commodities will allow HG victims to meet their basic nutritional needs while they resume efforts to regain their capability to grow food or increase their earnings to buy food.

The feeding activities under this component are well underway, targeting victims in 14 provinces affected by HG. Priority is given to the most vulnerable segments of the population: victims living in temporary shelters; small farmers; landless agricultural workers and their families; single parent families; two-parent families with four or more dependents; pregnant and lactating women; elderly with limited means of support; and mentally or physically disabled persons.

The feeding activities consist of two food distribution programs, one implemented through the American Red Cross (ARC) and the other through the World Food Program (WFP). The commodities include rice, beans, and vegetable oil, as specified in the respective Transfer Agreements, as follows:

- The American Red Cross Program. The overall goal of this program is to partially meet the immediate food needs of 130,000 targeted beneficiaries until their ability to obtain food for themselves has been restored. The primary objective is to improve access to food for these 130,000 beneficiaries by providing them with weekly supplemental rations for the duration of the grant period (March – August, 1999). The second objective is to expand the capacity of the Dominican Red Cross (DRC) to provide and report on relief assistance to the most vulnerable. The DRC is an integral partner in the implementation of the food distribution and will receive training from ARC in project development, logistics, financial reporting, monitoring and evaluation, and disaster preparedness. Initially, the program was approved for 12,170 MTs of Title II emergency commodities valued at \$7,764,600, including ocean and inland freight, internal transport, storage, and handling. Currently, the ARC program has been approved for a no-cost extension through August 1999. This extension gives ARC enough time to distribute their first two call-forwards. ARC is coordinating a food need survey with the CDC to determine the need for an additional extension of the program in order to call-forward the third and final tranche of commodities.
- The World Food Program. This program complements the ARC program. Likewise, its objective is to alleviate the suffering and hardship of people affected by HG, particularly the most vulnerable hurricane-affected households in peri-urban and rural areas, and sustain them during the recovery period and mitigate the risk of severe malnutrition. WFP will distribute supplemental rations to affected families during a three-month period. The WFP program consists of 3,420 MT of Title II emergency commodities with an estimated value of \$2,029,000, including ocean freight, internal transport, storage and handling, and direct and indirect support costs. It will distribute weekly rations to an estimated 200,000 vulnerable people through bulk distribution of supplemental rations. Its implementation period is approximately 4 to 6 weeks.

In addition to the above food assistance programs, the US Department of Agriculture is providing 100,000 metric tons (MT) of wheat under Section 416(b) of the PL 480 Program. The wheat will be sold at market prices to millers and other commercial entities in the Dominican Republic. Sale proceeds will be programmed for food production, agricultural reconstruction, and agroforestry activities. These activities will complement recovery activities under IR 4, particularly income generation and job-creation initiatives targeting small farmers. Restoration of food supply activities will also be coordinated with the nutritional surveillance activity of SESPAS described earlier.

As part of the initial USG response, OFDA provided a \$600,000 grant to FUNDASUR, a local NGO working with small farmers in the Southwest. These farmers were some of the worst affected by HG due to heavy flooding and numerous mud and rockslides. Many lost their

plantain crops, which is their staple food and main source of income. The grant funds equipment and other inputs needed to level and rehabilitate about 860 hectares of land and help farmers replant plantain crops. Approximately 25 percent of the DR's plantains are grown in this region. OFDA also provided \$100,000 for the purchase of seeds immediately following HG. The Peace Corps and NGOs working with small farmers throughout HG affected areas distributed the seeds. Many of the resulting crops are already being harvested.

Implementing Partners

The implementing partners for the food distribution programs are the American Red Cross (with the Dominican Red Cross) and the World Food Program. FUNDASUR is the main partner for OFDA funded activities. The GODR's Technical Secretariat of the Presidency, Ministry of Agriculture, and USDA are the main partners for the Section 416(b) program. In addition, USAID/DR has funded a PASA agreement with USDA/FAS/ICD to help manage the Section 416(b) local currency program.

Expected Outputs

- Food distribution programs developed and implemented by the ARC and WFP. An estimated 330,000 victims of HG will receive weekly supplemental food rations during this program.
- Approximately 850 hectares of land prepared and planted with plantains.
- Overall food availability increased by 100,000 MTs of Section 416(b) wheat sold through normal commercial channels.

The Ultimate Customers

The ultimate customers include approximately 330,000 HG victims who will receive food assistance through the ARC and the WFP programs. Of these customers, approximately 60 percent are women, about 80,000 are children under five years of age, about 25,000 are victims living in temporary shelters, approximately 170,000 are victims living in isolated communities along the path of HG, and about 55,000 people are victims located in urban communities. Other customers include the overall DR population who will benefit from the increased availability of food provided through the Section 416 program.

Intermediate Customers

The main intermediate customer is the Dominican Red Cross, whose capacity will be strengthened to better deal with future disasters, as well as the WFP and their NGO partners.

IR 4: Economic Activities Reactivated

Overview

Proceeding in its westward course along the southern edge of the Cordillera Central, the eye of HG destroyed food crops, including bean and cowpea plantations and other crops. Pine and broadleaf tree plantations were decimated. Rivers swelled well beyond normal bounds. Water released suddenly from dams compounded the impact, inundating communities with water and

mud. Riverbanks could not support the load, spilling into lowland rivers and depositing tons of mud and gravel over arable land and towns.

HG affected an estimated 90 percent of the agricultural sector's production prospects. Serious food shortages ensued as basic food crops such as banana, plantain, rice, bean and cassava harvests were lost. Ninety percent of the chicken production was destroyed, dairy production fell off, fruits and vegetables disappeared from the market, and food prices soared. In the wake of HG, thousands of Dominicans faced the plight of income disruption and a deteriorated living situation, which compounded their already difficult economic situation.

An important component of reactivating economic activities is the recovery of the energy sector. USAID/DR's pre-hurricane program had promoted the use of renewable energy, especially in areas not served by the national electric grid. Many of these systems proved to be more hurricane resistant than the traditional power grid. Those damaged were easier to repair since they are stand-alone systems and controlled by the local community. Many vulnerable areas, however, still lack electricity and many systems need repair. As an integral part of the overall reconstruction effort, this part of the program will promote the use of renewable energy technologies that fared well during HG in areas where grid electric service was destroyed.

Many microenterprises were severely affected by HG. Inventories, supplies, buildings and equipment were damaged or lost completely. USAID's former microenterprise lending partners have already assisted many micro-entrepreneurs restructure their loans to allow them to return to income producing activities quickly. Many more microenterprises need assistance to reorganize their businesses and adopt appropriate strategies so that they continue as viable activities. USAID will continue to work with microenterprise lending partners to identify additional credit needs. USAID will also discuss these needs with the IDB in coming months as it analyzes the need for additional microenterprise credit.

Illustrative Approaches

This IR will reactivate economic opportunities of poor people affected by HG. Most of these people are small farmers who lost their crops and face the grim prospect of resuming farming activities under difficult economic conditions in severely degraded soils. In addition, planned activities will support the self-help efforts of microentrepreneurs who need technical assistance and training to undertake or resume their income-producing activities. In the energy sector, approaches will focus on water pumping for villages and provision of electricity and communication services for rural schools and community commercial centers. Planned activities include:

1. USAID will support its current micro-enterprise partner, INTEC/CAMPE, to provide technical assistance and training to HG affected micro-entrepreneurs. Assistance will be provided to help thousands of micro-enterprises restructure their loans with USAID's former micro-enterprise lending partners and other banking institutions. Training will be provided to help identify and enter into new opportunities that have emerged as a result of HG. These include renewable energy services, housing repairs and reconstruction, and food and medicine supply chains.

2. USAID will increase grant funding available to two of our existing renewable energy partners, the (U.S.) National Rural Electric Cooperatives Association (NRECA) and the (Dominican) Renewable Energy Growth Assistance Entity (REGAE). They will assist communities to repair and rebuild renewable energy equipment for schools, health clinics, water supplies, and micro-enterprises. Training and technical assistance will be provided to ensure that these systems are constructed and repaired in a more hurricane resistant manner on a commercial basis.
3. Three major funding sources will assist in the reconstruction of the agriculture sector: USAID supplemental funds; USDA Section 416(b) program; and USDA Section 108 funds. USAID has already received unsolicited proposals from three U.S. NGOs who propose to assist in the reconstruction of three critically damaged sectors. Enterprise Works will assist small coffee farmers replace lost shade trees and rehabilitate coffee plantations. Coffee is the third largest export crop and a major income earner for small farmers. The American Cocoa Research Institute will assist small cocoa farmers replace lost shade trees and rehabilitate cocoa plantations. Cocoa is the second largest export crop and a major source of income for small farmers. Land of Lakes and the U.S. Grains Council will assist small farmers replace lost cattle, hogs and chickens and improve their feeding and production systems. These U.S. cooperators and local NGOs will receive grants from USAID supplemental funds and from local currencies generated by USDA's Section 416(b) wheat sales. USAID is funding a PASA agreement with USDA/FAS/ICD to assist in the management of the local currency grant program. In addition, USDA will encourage U.S. agriculture firms that supply seeds, tools, supplies, equipment, genetics and other inputs to access the \$12 million in Section 108 local currencies to assist the rehabilitation and reconstruction of the Dominican agriculture sector.

Implementing Partners

The implementing partners for the planned activities under this component include:

- The local Dominican university, INTEC, has been USAID's current partner in micro-enterprise activities. They will continue to provide technical assistance and training to micro-entrepreneurs under supplemental funding. Former USAID micro-enterprise lenders will participate by making loans available and restructuring existing loans. They will not receive any new loan funding under this SPO.
- The U.S. National Rural Electric Cooperatives Association and the (Dominican) Renewable Energy Growth Assistance Entity will be partners in renewable energy activities.
- United States Department of Agriculture. USDA has made available 100,000 MT of wheat under the Section 416(b) program, which will generate approximately \$15 million in local currencies. USDA also has available \$12 million in Section 108 local currencies. USDA/FAS/ICD, under a USAID funded PASA, will supply needed technical assistance to manage the local currency programs.

- The GODR's Ministry of Agriculture and Technical Secretariat of the Presidency are partners in the local currency programs.
- U.S. and local NGOs, farmer organizations, and U.S. input suppliers will contribute to reconstruction activities.
- ENTRENA, a local contracting firm, will supply management services to USAID/DR to assist in the coordination of activities.
- The U.S. Peace Corps will receive additional funds under its SPA grants for agricultural related activities

Expected Outputs

The above activities are expected to lead to the following main outputs by the end of the implementation period of the proposed economic reactivation activities. These outputs will contribute to the primary and intermediate results listed in Table 3-1, however, note that the baseline information is still being compiled and that the specific targets will flow from the specific proposals that NGOs will submit.

- Number of micro-enterprises trained.
- Number of rural energy systems restored.
- Number of small farmers receiving assistance to rehabilitate their farms and improve their livestock and agriculture productivity practices.
- Number of hectares of crops rehabilitated.
- PL 480 Section 416 local currency funds financing agricultural recovery projects.

The Ultimate Customers

The agricultural and economic reactivation activities are primarily directed to small-scale farmers, livestock producers and micro-entrepreneurs in the HG affected areas. Community residents will benefit from restored energy services to schools, clinics, water systems and other productive uses. Small farmers will benefit from rehabilitation of their lands and crops damaged by HG.

The Intermediate Customers

These are expected to include the NGOs and other local organizations that will implement these activities. As a result of their involvement in planning, designing and carrying out the activities described above, their respective institutional capability will be strengthened.

IR 5: Disasters Mitigated

Overview

By most measures, the Dominican Republic is a "disaster prone" country. Practically every year it is imperiled by the extreme climatic changes that "mother nature" casts upon it. Frequent floods at one extreme and prolonged droughts accompanied by forest fires at the other are common occurrences throughout the year. During the annual hurricane season, the ever-present

danger of destructive and merciless hurricanes such as Georges looms with dread and uneasiness in the minds of most people. The country is also threatened by the possibility of devastating earthquakes, as it sits on several major faults. Yet, the Dominican level of disaster preparedness is starkly inadequate, as painfully shown by HG. For these reasons, there is a need to develop more capable and effective rapid response mechanisms and an overall increase in the disaster preparedness of individuals, communities and the nation. The recent loss of hundreds of lives, the intensity of human suffering, and the deep economic setback due to inadequate preparedness is a sad reminder of the need for such mechanisms.

HG inflicted a heavy toll on the agriculture sector and the country's natural resources. It damaged mangroves, upset watersheds, and dry forest species of trees in the East. As it moved in its east to west path, HG crossed over agricultural land, damaging fencerows, fruit trees, pastures, palm oil plantations and citrus trees. Heavy winds blew down secondary forest growth of mixed tropical hardwoods growing on thin soils and damaging mature broadleaf forests. Reforested hillsides were not able to absorb and retain the rainfall causing runoff water to seriously erode the soil resulting in catastrophic flooding and carrying nutrients to the lowlands. Ninety percent of the plantation forests were severely damaged.

Illustrative Approaches and Implementing Partners

USAID will work with all partners – GODR, NGOs, other donors, and program implementers – to prioritize those actions which should be done before the next hurricane season to save human lives. The next hurricane season is predicted to be just as bad or worse than that of 1998. It is imperative to prioritize those immediate actions necessary to minimize damage in the coming hurricane season.

The SPO will work with both local and national level organizations to increase the capability of the population to cope with future disasters. USAID/DR will contract an IQC firm to provide technical assistance and training to community organizations, national level NGOs and local and national government agencies. Advance warning and preparation systems will be analyzed as to what can be done differently in the future to prevent the mistakes made during HG. Coordination between government agencies will be improved, especially between the weather agencies and those managing dams and reservoirs. Based upon resource analyses, Government and NGO organizations will prepare coordination plans for distribution of emergency food rations, medicines, and evacuation shelters. City governments and local communities will prepare similar resource assessments and emergency plans.

To address environmental issues, most assistance will be given to local NGOs that are current USAID/DR partners to repair damaged soil conservation structures and to change poor watershed management practices. Special attention will be given to changing those agricultural practices that remove vegetative cover on hillsides and lead to serious erosion, delivering large loads of sediments downstream during heavy rains. At the same time, harvesting felled trees and processing them into lumber will assist rural farmers recover their recent investments in reforestation and encourage them to replant. As a by-product, the salvaged wood will feed into the shelter rehabilitation needs of rural residents.

Many NGO grants will focus on assisting rural agricultural-based communities to promote a variety of soil conservation measures on critical hillsides. Often times the Dominican government has focused its efforts towards farmers in the lower reaches of watersheds. Traditional hillside agriculture practiced on steep mountain slopes is not sustainable. Sustainable management of the upper reaches of mountainous watersheds is possible if done in a manner not to expose large expanses of soil subject to erosion. Forest tree species, shade coffee, and shade cacao are all economically and environmentally sustainable and will be promoted to plant on the upper reaches of mountainous watersheds.

NGO grants will support nurseries to facilitate access by affected farmers and communities to seedlings and related inputs such as advice on soil management for food production and reforestation activities. NGOs/CBOs will enter into partnership agreements with concerned communities and/or groups of farmers to deliver inputs for the following illustrative types of initiatives: soil conservation, agroforestry, reforestation, log preservation, wood salvaging and milling, and fire and forest pest management activities. USAID and partner NGOs will continue their working relationship with the Dirección General de Foresta (DGF). The DGF will continue to provide sawmill and tree harvesting services, nurseries and seedlings, and technical assistance to NGOs and communities. Participating NGOs/CBOs and communities will contribute to the total activity costs by providing cash or in-kind such as labor, office space, land, and transportation.

OFDA has supported the reduction in forest fire risk by providing sawmills and other equipment to harvest fallen trees and convert them to lumber, which is being used in housing reconstruction. Supplemental funds will be added to the USDA PASA to increase technical assistance and training to NGOs and GODR agencies involved in soil conservation, watershed management, reservoir management, and reforestation activities. USDA's Forest Service will assist the GODR review its natural resource policies to ensure that the policy environment encourages sound sustainable watershed management and reforestation by communities and private landowners. The US Forest Service will provide technical assistance to public entities and local NGOs to better manage forest fire risks. USAID will continue to support wood salvaging, preservation of logs, fire management and prevention and mitigation of pest infestation of affected areas.

USAID may also call upon the U.S. Army Corps of Engineers to provide technical assistance to the GODR to assess riverbed management, reservoir management, bridges and road infrastructure, especially future vulnerabilities. The Corps may also be called upon to provide assistance to World Bank and IDB projects on an as needed basis.

USAID will also increase allocations to the Peace Corps SPA grant. The Peace Corps will support soil conservation and watershed management in communities with PC volunteers. The Peace Corps has had success in these kinds of activities in the past, and have a significant volunteer presence in HG affected areas.

Expected Outputs

- Local and national level plans for disaster preparedness are developed and tested by partner NGOs, communities, and government agencies.

- Soil and watershed management programs established in affected communities to deal with the problem of degraded soils and reduce the threat to residents, roads, bridges, and communities.
- Reforestation and improved management of hurricane degraded lands.
- Number of hectares of perennial and annual forestry crops.

Ultimate Customers

The ultimate customers will be those living on and below hillsides protected by soil stabilization efforts. In addition, the ultimate customers will be those Dominicans who benefit from improved disaster preparedness and mitigation activities in future hurricanes and other natural disasters.

Intermediate Customers

Intermediate customers include: NGOs, communities, city and national government agencies that will develop disaster preparedness and mitigation plans; and NGOs and communities that participate in soil conservation and stabilization programs.

4.1 Coordination with Other Donors

Close coordination with and among all the parties who are involved in reconstruction and recovery efforts is a vital task that USAID will continue to carry out. Coordination specific to HG began in early October and has continued on a formal and informal basis among key donors, particularly among USAID, IDB, World Bank, the EU, France, and Spain. USAID will include all partners in the implementation of SPO activities to assure that the available resources and efforts of all concerned move in a concerted fashion to further the recovery and reconstruction objectives. Presently, the main donors involved in such efforts include:

World Bank: The World Bank has reprogrammed its current portfolio and is providing an additional \$110 million in new funds. Roughly half of the new loan consists of foreign exchange for balance of payments support for emergency related imports. Current areas of concentration are basic education, roads and bridges, irrigation and water management, and municipal health services. Dominican Congressional approval of this loan is still pending.

Inter-American Development Bank: The IDB has also reprogrammed about \$50 million of its current portfolio and has approved a \$117 million loan for reconstruction, \$10 million of which is provided for balance of payments support. It plans to target education, transportation, agriculture, and water and sanitation, including irrigation. Dominican Congressional approval of this loan is still pending.

European Union: The European Union assistance is estimated at \$42 million, of which \$200,000 was used for emergency aid, \$1.6 million for NGO projects, \$300,000 for WHO water treatment programs, \$750,000 for International Red Cross activities, and \$39.15 million for major infrastructure rehabilitation.

Spain: Spain sent US\$16.5 million in immediate aid, including \$500,000 of humanitarian aid.

Other donations of cash, medicines and supplies entered the country for private and NGO health sector activities. These were either distributed by the Dominican Red Cross, or directly by the recipient organizations. NGOs working with USAID channeled much of this assistance to meet the needs of families in shelters. New York City supplied hundreds of person days of technical assistance and training and provided needed equipment in the first few months following HG.

4.2 Implementation Schedule

Activities described above will be carried out during a two-year period from obligation of the supplemental funds. Many of these activities are already underway with OFDA funds and the first tranche of DA and Child Survival funding received for health related activities. The implementation schedule for new actions is shown in the table below. It is based on supplemental funds becoming available in April or May. The schedule will be adjusted based on the work plans prepared periodically by the implementing partners as described in the Customer Service Plan.

Implementation Schedule

	Action	Estimated Target Date
1.	Limited Scope Grant Agreement signed, obligating \$6 m in Child Survival and \$1.5 in DA.	February 1999
2.	Child Survival funds committed into TA contracts, PAHO grant, Peace Corp SPA.	March 1999
3.	USDA PASA signed; wheat sales begin.	March 1999
4.	SPO approved by USAID/W.	April 1999
5.	Congress passes and President signs supplemental funding bill.	April 1999
6.	Limited Scope Grant Agreement amended obligating all supplemental funds.	May 1999
7.	Existing Grants and Contracts amended (USDA PASA, PAHO, etc)	May 1999
8.	RFAs and RFPs issued for TA contracts and grants.	May-June 1999
9.	TA contracts and grants signed.	July-Aug 1999
10.	All contract and grant activities in full implementation.	Feb 1999 – April 2001
11.	Evaluations and Audits of program.	May-June 2001

5.0 MANAGEMENT PROCEDURES

Roles and Responsibilities

Members of the SPO Team will monitor and coordinate the implementation of activities described in this document. The key responsibility of the SPO Team will be to maintain the focus of the program and the people associated with it, to allocate program resources in accordance with performance, and to facilitate actions that are essential to progress but outside the control of local implementing partners.

The SPO Team is composed primarily of USAID/DR technical and support staff who play a key role in defining overall SPO actions to attain desired results, and in fulfilling required USAID implementation monitoring, contract management, audit and evaluation responsibilities. Specifically, the core SPO Team includes the Team Leader, a Program Manager for each Intermediate Result, a USDA direct hire to manage the Sections 416 and 108 activities, related support staff, the Regional Contracting Officer, and a Controller's representative. Each IR team will include not only USAID staff, but also implementing partners and GODR representatives as appropriate. Specific IR teams will also include "virtual" representatives from concerned USAID/W offices, the US Embassy and the RLA. The SPO team will schedule coordination, review, and decision-making meetings, as necessary, regarding actions necessary to achieve planned results.

Arrangements with Implementing Partners

U.S. and Local NGOs. USAID/DR will maximize the use of U.S.-based NGOs that will reduce the Mission's financial management and audit burden and local NGOs who have a proven track record in implementing planned activities quickly. Where appropriate, existing grants have already been amended. Several unsolicited proposals have already been received by USAID/DR from U.S. NGOs. Following the successful PVO-Cofinancing Project model, ENTRENA's contract has already been amended to assist USAID review local grant proposals and monitor activities to be implemented. USAID/DR, USAID/W, the RCO and RLA will discuss the exact nature of future grants and related competition requirements.

Pan-American Health Organization. PAHO will play a key role in the implementation of the epidemiological and nutritional surveillance studies in concert with SESPAS, Provincial Health Directorates and community health centers. In addition, PAHO, using USAID resources, will work with SESPAS in developing and implementing planned campaigns and in coordinating any related input that may be necessary from the Centers for Disease Control.

PASAs. USAID/DR has already signed a PASA with USDA for management assistance for the Section 416 and 108 programs. This PASA will also fund assistance from the US Forest Service, USGS, the Soil Conservation Service, and others to assist in environmental issues and disaster mitigation. A PASA is contemplated with the Centers for Disease Control to assist in the health IR. USAID may consider a PASA with the U.S. Army Corps of Engineers to assist in the housing area, as well as assessing vulnerabilities of riverbeds, reservoirs, bridges and roads.

IQCs. USAID/DR, with USAID/W assistance, will identify a qualified IQC consulting firm or NGO to implement the Shelter Restored IR and issue either a contract or grant, as appropriate.

Program Executive Council (PEC). The PEC will play a key role in the programming of local currency generated from the monetization of Section 416(b) wheat. The PEC consists of four members: the GODR Minister of Agriculture; the Technical Secretariat of the Presidency (STP); the Agricultural Attaché of the American Embassy (USDA) and the Coordinator of the American Embassy Hurricane Assistance Committee (USAID/DR Director). The SPO Team will work with PEC personnel in coordinating related reconstruction and recovery activities.

Customer Service Plan (CSP)

Since the very first day following HG, USAID's NGO and GODR partners have been intimately involved in designing and implementing USG funded disaster assistance. Much of the design of this SPO is a result of lessons learned from USAID's regular program and experiences in providing emergency relief operations to date. Participants include:

- USAID's current contractors and grantees such as Development Associates, the Academy for Educational Development, Plan International, Catholic Relief Services, American Red Cross, World Food Program, the National Rural Electric Cooperatives Association, ENTRENA, and others. GODR partners include STP, Foresta, INVI, SESPAS, and others. Many mayors and other community leaders have also provided inputs into damage assessments, plans, and a wide range of programming and implementation suggestions.
- Second level "Customer NGOs" through which direct contractors and grantees channel resources to carry out aspects of the Plan of Action.
- "Ultimate Customers," including: 1) farmers and other individuals affected by HG and who will benefit from the range of the proposed recovery and reconstruction activities; 2) the households who will be able to repair or rebuild their houses; 3) micro entrepreneurs who will have access to resources to facilitate their income producing initiatives.

During the design stage, the CSP included studies, analyses and proposals that led to the preparation of the SPO. The studies included numerous interviews with HG victims, NGO personnel, other donors, and other participants in the affected communities ("Focus Groups"). During the implementation stage of the SPO, USAID will ensure that its activities maintain a customer focus in order to deliver the expected results quickly and effectively. During this stage, key elements of the CSP include:

Workshops. Shortly after the signing of each contract or grant, the contractor or grantee will hold a public workshop to announce the program, solicit feedback, and request proposals for sub-grants. This type of workshop was already held for the initial water and sanitation and health NGO grants. Grant proposals have already been received and reviewed, with grant signings expected in April.

Work plans. Each implementing partner will include a detailed work plan that includes actions, target dates for completion and the assignment of responsibilities to specific offices and

individuals. The work plan will be revised based on implementation experience and the results of periodic reviews to be carried throughout implementation.

The Monitoring Process. The monitoring process consists of the workshops and work plan preparation mentioned above, as well as field visits and evaluations. In addition to regular contacts with Partner NGOs and NGO customers, feedback sessions with ultimate customers (i.e., focus groups) will be included within each work plan. All participants (Partner NGOs, Customer NGOs and customers) will be involved in these events. Any recommendations derived from these feedback sessions will be incorporated into remaining program activities.

Procurement Plan

There are two main categories of procurement actions that will be used to implement the SPO.

Procurement Actions through Implementing Partners. Inputs required to carry out the SPO activities will be either provided or procured by IQC Contractors, ENTRENA, ARC, WFP, PAHO, USPC, USDA and other contractors and grantees. Procurement actions include work-related expenses of personnel who will carry out such activities such as travel and per diem, the costs of local and foreign short-term consultants, some commodities (mostly vehicles and off the shelf items), the financing of health education campaigns, etc. These inputs will be procured by the concerned implementing partners using their own funds and USAID contributions included in respective grant, contracts, or PASA agreements.

Procurement Actions Related to Monitoring and Management of the SPO. These procurement actions include Personal Services Contracts for the SPO Team Leader, Agricultural Manager, Environment and Disaster Mitigation Manager, Water and Sanitation and Energy Manager, Health Manager, Housing Manager, Food Aid Manager, Program Assistant, Administrative Assistant, secretary and drivers.

Evaluations

USAID will report program outputs on the basis of funding source, and impacts on the basis of the total program. In addition, USAID, in concert with the implementing partners, will decide during the course of the program's implementation when to conduct external, formal evaluations of program activities and the related results. To the extent that such evaluations are carried out, their purpose will be to assess the extent to which the activities are contributing to the expected results. Based on an analysis of the indicators and assumptions, the evaluation will recommend changes or modifications in the mix of activities and implementation strategies. Evaluations will also assess activity effectiveness and recommend strategies for improving implementation through an analysis of obstacles and bottlenecks as well as achievements in management and administration. Funds are included in the budget to contract services for evaluations.

Environmental Considerations

Initial Environmental Examinations (IEE) or impact assessments will be conducted based on existing regulations and USAID relevant guidelines, on a case-by-case basis, after review of each NGO proposal. An IEE has been prepared for activities in health, water and sanitation. This IEE was based on approved environmental guidelines prepared under the PVO Co-Financing Project.

Similar guidelines are available for agroforestry and energy activities. Housing activities will be assessed as required.