

Annex 3

Summary of Key Lessons from 2004 - Recovery

Grenada Case Study

- The recovery process in Grenada was disappointing. The devastation that Grenada suffered during the hurricane deserved much more attention from the international community than it received. Also the government did not act appropriately. Most of the country's infrastructure was damaged and the livelihoods of the poorest population were completely wiped out.
- An UNDAC team was deployed to Grenada and stayed for 3 weeks.
- There is no UN presence in Grenada. The first step, which was taken following the disaster, was to set up a liaison office in Grenada that would take of the coordination of the response and recovery. The UN began by operating out of a hotel. Many of the buildings were destroyed so there were not many options.
- UNDP supported the assessment process and the preparation of the Flash Appeal. Some of the UN agencies took the lead in particular sectoral assessments for example, UNICEF in education. Some of the donors undertook infrastructure assessments. All of these assessments were used by ECLAC in their socio-economic and macro environmental assessments.
- Very few projects received funding. UNDP continued to try to mobilize funds for the sectors that were hardest hit including the housing sector. UNDP worked with a group of engineers from the region which undertook an assessment of the structural damage. They quickly started to rebuild houses while enhancing safety standards.
- In the livelihoods sector UNDP worked towards creating employment, beach clearing, skills training (carpentry, masonry).
- The government's capacity to deal with the disaster was overwhelmed and as a result it saw the need to establish a new agency to deal with the recovery and reconstruction. Unfortunately the establishment of such an agency took a very long time and even longer until it became operational.
- The Ministry of Finance played an important role in the beginning of the recovery process to ensure appropriate funding for recovery. However by the time the new Recovery Ministry was set up and running the other line Ministries had already developed their own respective ministerial recovery plans. The new Recovery Ministry was therefore left without a role and with considerable donor financing. As a result a majority of recovery projects remained under the responsibility of the sectoral ministries with little donor financing.
- UNDP worked with the new Recovery Ministry to help monitor the money that they had received from donors. However the establishment of this new parallel agency for recovery did not work well. UNDP was able to provided only very limited support since the agency did not have an implementation capacity.
- The government did not involve the Civil Society organisations or the private sector in the recovery. UNDP therefore organized a workshop to bring together these diverse stakeholders in order to discuss their roles in the recovery process.
- The assessment that was done by ECLAC and the OACS Secretariat was very useful and the projects which came out of it were very good as well however they did not receive much funding.
- USAID pledged \$40 million for rebuilding houses but they stipulated that the people must be able to show land ownership titles. 60% of the population did not have land titles and so they could not benefit from these funds. USAID was therefore force to come up with a temporary solution where by they produced temporary land titles for up to 5 years in order to provide assistance to the most vulnerable communities.
- UNDP supported the government in the formulation of a recovery policy in cooperation with the Caribbean Development Bank. The policy was discussed at a workshop with various partners. It includes, an operational framework,
- The policy has not been implemented because the Recovery agency does not have the capacity to do anything with it despite the government's adoption of it.

United Nations Population Fund, (UNFPA)

- The need for a new way of thinking in terms of how we put in practice the recovery guidelines. When we speak of community participation we have to be careful of how we do it. WHO has promoted this in health for a long time but with little success because of the way in which it has been done. It has to be part of the development process.
- The link between the assessment and the recovery period. It is critical that in our assessment period we have very good assessments. Some UN agencies have very limited emergency response mandates, ie. UNFPA. If we are to properly and affectively contribute to what other agencies are doing, we need to have the data. Population issues are fundamental to the assessment and we should have a role.
- A need for indicators to measure, monitor the development process in DRR.

UN Food and Agriculture Organisation, FAO

- FAO assisted the hurricane-affected farmers in Dominican Republic, Haiti, Cuba. FAO projects aimed at mitigating the negative affects of land-slides on agricultural land. Emergency provision of agriculture inputs such as seeds were provided to farmers.
- FAO had 5 emergency projects totalling \$6 million.
- FAO was involved in assisting the governments in the region for disaster preparedness in flood-affected areas.
- FAO conducted missions to Grenada, Haiti and Jamaica in order to plan its agricultural rehabilitation and food security agenda.
- FAO continues to receive requests for assistance from the region.

Jamaica

- The UNDP Jamaica country office covered Jamaica, the Cayman Islands and the Bahamas during the last hurricane season.
- Recovery phases started when the ECLAC teams came in and the UNDAC started to dwindle down.
- ECLAC teams were looking at socio-economic impacts of the disaster.
- In the case of Jamaica the ECLAC assessment helped to guide the recovery process which focused on building the capacity of the government's Office of Disaster Preparedness. The UN system was involved in training, helping to provide equipment, technical expertise etc.
- A new office was created for the reconstruction process in Jamaica, similar to what happened in Grenada. The idea was that this office would only exist for 6 months until the country reached "normalcy".
- There was a vacuum of leadership in the government following the hurricane. This came out when UNDP was looking for national counterparts for the ECLAC assessment. The government required quite a bit of prodding and pushing from the UN system in order to partner with them.
- The government did not do a comprehensive assessment of the damage in the early stages. The UNDAC was forced to come in and complete the assessment.
- One of the big challenges was how to do financial planning that takes disaster risk reduction into consideration.

Cayman Islands

- The UN successfully had recovery planning built into the hurricane response planning.
- The government managed to barely maintain an emergency operations centre throughout the hurricane.
- In Grenada the government did not function for several days after the hurricane and this affected their capacity for recovery as well as response.
- The flow from emergency response to recovery needs to be tackled.

- The hurricane response plan is not complete without a recovery component.
- The government agreed that they needed a comprehensive emergency management system and that a recovery plan needs to be a part of that.
- Government is currently working on a “vision for 2008” plan which will mainstream disaster risk reduction into the cabinet ministry.
- Ad hoc mechanisms set up for the recovery period rarely work. We need to develop case study materials to show the government that this type of temporary set up rarely works. The UN should present government with examples of successful interventions and other options for tackling the recovery.
- Assessments following a disaster are critical for a successful recovery. The assessments should be planned in advance. The ECLAC methodology should be looked at and improved with regards to social issues and natural disasters.
- The UN should pay closer attention to the challenges facing the tourism sector and explore alternate supply routes including via Miami.
- UNDP needs to mainstream the type of challenges that appear during the recovery into regular development work. At the moment, the challenges which occur are not seen as anyone’s responsibility.

Economic Commission for Latin America and the Caribbean, (ECLAC)

- ECLAC assessments are demand driven.
- The recovery strategy tends to go more smoothly if it is driven by a senior ministry as was the case in Belize.
- ECLAC assessments are not only used to get donor funding but also to drive changes in national policy.
- The tourism and financial sectors are fairly resilient to disasters however there are other sectors, such as the housing sector that are much more susceptible to natural hazards and require government intervention. The private sector is heavily involved in the reconstruction of the housing sector.
- ECLAC is involved in on-going training and research in the region. They are currently involved in a study on the Gender Impact of the Hurricane season last year as well as a study on the long-term impact of disasters on the economy of Grenada.