

PROVENTION CONSORTIUM

Community Risk Assessment and Action Planning project

JAMAICA – White Horses, St Thomas parish



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Community Led Risk Assessment and Action Planning in White Horses

**CRA Toolkit
CASE STUDY**

This case study is part of a broader ProVention Consortium initiative aimed at collecting and analyzing community risk assessment cases. For more information on this project, see www.proventionconsortium.org.

Bibliographical reference: Jamaican Red Cross, "Community Led Risk Assessment and Action Planning in White Horses, Jamaica, DIPECHO IV Final Report", Kingston, September 2004.

Click-on reference to the **ReliefWeb country file for Jamaica:**
<http://www.reliefweb.int/rw/dbc.nsf/doc104?OpenForm&rc=2&cc=jam> .

Note:

A Guidance Note has been developed for this case study. It contains an abstract, analyzes the main findings of the study, provides contextual and strategic notes and highlights the main lessons learned from the case. The guidance note has been developed by Dr. Ben Wisner in close collaboration with the author(s) of the case study and the organization(s) involved.

JAMAICA RED CROSS DIPECHO IV FINAL REPORT



September 2004

Country: JAMAICA

National Society: JAMAICA RED CROSS

1. Country context:



Geographical location: Jamaica lies between longitude 18. 15 N, and latitude 77. 30 W , south of Cuba

Size: 10,991 sq km

Population: 2,713,130 (July 2004 est.)

Main cities: Kingston (Capital) Montego Bay, Portmore

The island is divided into 14 parishes; Clarendon, Hanover, Kingston, Manchester, Portland, Saint Andrew, Saint Ann, Saint Catherine, Saint Elizabeth, Saint James, Saint Mary, Saint Thomas, Trelawny and Westmoreland.

The Kingston Metropolitan Area (KMA) covers an area of 554 km² in the parishes of Kingston, St. Andrew, and southeastern municipality of Portmore in St. Catherine. KMA has a population of some 700,000 and a population density of approximately 1528-persons/ km²

Sources of income:

The country derives most of its foreign exchange from tourism, remittances, and bauxite/alumina.

The island's labour force comprises:

Services 60%,
Agriculture 21%
Industry 19%

1.12 million persons are employed in the labour force.

Available ports:

Alligator Pond, Discovery Bay, Kingston, Montego Bay, Ocho Rios, Port Antonio, Rocky Point, Port Esquivel (Longs wharf)

Major disasters in the past ten years:

During the period 1994 to 2004, the island has experienced almost annual flooding. These floods have resulted from various factors including heavy rates of deforestation, inadequate drainage infrastructure, river diversion and inappropriate community settlements. Tropical storms and hurricanes have regularly impacted the island over this period, and while none have directly hit Jamaica since 1988, several, including Mitch (1998) Lili and Isidore (2002) and Charley (2004) have adversely affected the island.

Main hazards:

Hurricanes

Jamaica lies within the Atlantic Hurricane belt and is susceptible particularly to hurricanes originating in the Cape Verde region during the second half of the season from September to November.

In November of 1874, a category 1 hurricane from the South moving NE directly hit Jamaica. In August of 1880 a hurricane hits from the SE killing 20. In 1912, a hurricane carrying 150mph winds caused massive tidal surges killing 100. In August of 1951 hurricane Charlie hits with some wind gusts of up to 125mph causing heavy damage, 154 persons were killed, and some 50,000 person were left homeless.

Hurricane Gilbert in Sept 1988 directly hit the island from the south as a category 3, with 121mph sustained winds & gusts to 147mph, killing 45, leaving 500,000 homeless, 2 billion dollars in damage, and banana and other agricultural crops ruined.

Jamaica has experienced the effects of 30 hurricanes in the past 133yrs

Earthquakes:

The island sits on the Bartlett (Cayman) Trough, which is the major seismic feature in the region. The Magnitude 6.5 earthquake of 1907 in Kingston caused localized submarine slumping-related tsunamis and liquefaction in the coastal areas and also triggered widespread landslides in eastern Jamaica including the Port Royal Mountains. The Magnitude 5.4 earthquake of 13 January 1993 triggered some 40 landslides in the Kingston Metropolitan Area (KMA), which caused damage to infrastructure (roads, water pipelines and submarine cables) and private property. The region's demonstrated susceptibility to liquefaction and ground failure during moderate sized earthquakes makes it extremely vulnerable to economic disruption as well as loss of life. Damage to port facilities during even a moderate sized earthquake, can delay post-earthquake relief efforts and have a significant long-term economic impact to industries dependent on air and marine commerce.

High-risk areas: Coastal areas, in particular, the southeastern coastal region spanning Kingston and St. Andrew, St. Catherine, St. Thomas and Portland are most vulnerable to Hurricanes and the usually resulting floods. This area also sits within the island's primary earthquake zone.

Additionally, the mountainous communities in both the east and west of the island face the threat of landslides, and high winds.

Current economic situation:

The Jamaican economy is heavily dependent on services, which now account for 70% of GDP. The country continues to derive most of its foreign exchange from tourism, remittances, and bauxite/alumina. The global economic slowdown of the late 90's, stunted economic growth however, the economy rebounded moderately in 2003, with one of the best tourist seasons on record. The economy faces serious long-term problems: high interest rates; increased foreign competition; a pressured, sometimes sliding, exchange rate; a sizable merchandise trade deficit; large-scale unemployment of 15.9%; and a growing internal debt. The ratio of debt to GDP is close to 150%. Inflation is expected to remain in the double digits. Depressed economic conditions have led to increased civil unrest, including gang violence fueled by the drug trade.

Community Disaster Preparedness Plan for the community of White Horses, St. Thomas

1. Aims of the Plan

There are approximately 2,500 residents in the White Horses community. The community sits on the edge of a mountain range on the southeastern coast, and prone to disaster resulting from hurricanes approaching from the south. The entire community is vulnerable to wind damage, strong storm surges and landslides. This plan provides the residence with a disaster warning system, evacuation plan, shelter, welfare and relief system that will make preparation response and recovery from a disaster more effective.

2. Assessment of the Community

The majority of the community's labour force, works outside of the community, therefore access is vital. Heavy rains, and the subsequent run-off from the surrounding mountains quickly cause severe flooding to the main access road. The community has no independent water storage source.

The community has one shelter; shops and a clinic to provide limited emergency relief and care.

The community has a 6 member Red Cross Community Disaster Response Team, (CDRT) which will:

- Assist the community to prepare for an event, through an early warning system;
- Respond to emergency health needs where possible
- Assist in Light Search and Rescue operations for collapsed buildings and motor vehicle accidents
- Assist in rapid assessment
- Assist in relief distribution

Attachment One - Community maps

3. Relationship with Government National Disaster Management Office and Other Agencies

The Parish Disaster Coordinator, the Social Development Commission's representative, ADRA, the Salvation Army, the MLSS, the MOH and the Red Cross' are all a part of the Parish Disaster Committee.

4. Warning Systems

Y The community is warned through public announcements using the CDRT megaphone.

ODPEM, via the local PDC, will issue hurricane watches and warnings. The CDRT will be asked to undertake emergency announcements via megaphone, using a community vehicle (see resources Attachment for list of names and numbers)

Once the government formally issues a hurricane watch, twice daily announcements are done street to street with the following messages:

"This is an emergency announcement. A hurricane watch has been issued. This means that we may feel the effects of hurricane...within the next day. Please secure your homes. Those people who need assistance in moving to shelters, please fly a white cloth where it can be seen from the road."

Once the government formally issues a hurricane warning, twice daily announcements are done street to street with the following messages:

"This is an emergency announcement. A hurricane warning has been issued. This means that hurricane... will affect us within a day. All people who need assistance in moving, please have your shelter bag ready and expect to be collected between the hours of...and..."

All livestock should be secured within the next 6 hours. All loose roof metal should be nailed down now."

Evacuation Procedures

Y The Government can authorize evacuation when there is the possibility of intense winds and high storm surge landslides. This evacuation order will be on the radio and reinforced by CDRT public announcements via mega phone. The meeting point for evacuation is the White Horses Methodist Church. From there, residents will be transported to shelters in safe areas within the parish.

"The Government of Jamaica has issued an evacuation order for the community of White Horses. This means that all residents in the areas must be relocated immediately. Please have your shelter bag prepared and make your way to the White Horses Methodist Church within the next six hours. From there, buses will take you to a shelter until it is safe to return home."

Evacuation routes (if main access road is impassible)
Stanmore Road to Creighton Hall via Danvers Pen, Bramble to Yallahs

Y Those persons requiring special assistance i.e. the elderly, the sick and disable, pregnant mothers, mothers with young children will be advised via PA 24 hours prior to the event. Transportation, welfare and Shelter will be provided bas listed in Resources Attachment Two

6. Emergency Shelters

Y All ODPEM designated shelters are listed in Resources Attachment. The Red Cross provides shelter Management. Food is provided by the Ministry of Labour and Social Security. And prepared by the Red Cross and the Salvation Army. Water is provided by the NWA via their Rapid Response Teams.

7. Search and Rescue

Y The Jamaica Fire Brigade in Morant Bay is the primary responder to all search and rescue operations. The Jamaica Defense Force (JDF) provides rapid water rescue support. The Jamaica Red Cross CDRT provide limited Light Search and Rescue and Emergency First Aid in support of the Fire Brigade and the JDF. The CDRT is activated by the occurrence of an event, which requires a response until the JFB, or JDF can be on the scene, such as after an earthquake or a hurricane that makes the community inaccessible.

Resource Attachment lists CDRT LSAR equipment, and community heavy equipment, and fire brigade equipment

8. Damage/Needs Assessment—Initial and On-going

ODPEM, through the PDC is responsible for initial assessment. Jamaica Red Cross' St. Thomas branch and CDRT provides support for damage and needs assessment See sample form (Attachment); the JPS, the NWC, MLSS and the Ministry of Health are also involved in the on-going assessment

9. Road Cleaning/Debris Clearing

The National Works Agency is responsible for road clearing and debris removal. The closets NWA point is in Morant Bay. Resource Attachment shows local equipment available for support.

10. Communication

Ÿ The main method of communication is via cellular telephone. If the both cellular and land lines have been affected runners will be used
(See resource Attachment)

Mega phone is used for emergency public announcements
Whistles are used in search and rescue

11. Law and Order/Security

The Morant Bay Police is responsible for security

12. Transport

Ÿ Private motor vehicle owners have committed to making vehicles available for emergencies. (See Resource Attachment)

13. Repair of Community Services (Water, Electricity, Phones)

Ÿ The National Water Commission is responsible for repairs to water lines

Ÿ The Jamaica Public Service Company is responsible for repairs to electricity lines

Ÿ The Cable and Wireless Company is responsible for repairs to land telephone lines

Ÿ Private cellular providers are responsible for repairs to cellular sites

14. Health

Ÿ The Ministry of Health is responsible for emergency health issues. The Jamaica Red Cross provides support to the MOH. The CDRT provides Emergency First Aid in an emergency, coordinated by the CDRT First Aid Team Leader

Attachment lists clinics, equipment and supplies

15. Personal Support for those Affected by Disasters

Ÿ The Ministry of Health will with the support of the Jamaica Red Cross' Disaster Mental Health Team, provide mental health services, through the regional mental health office in Morant Bay and the local Red Cross Branch .

17. Relief Supplies

Local Shopkeepers have been identified to supply essential food items in the event of isolation. The MLSS will reimburse these shopkeepers, and will also provide essential items for meals and personal hygiene in shelters.

The Red Cross has primary responsibility for relief distribution. The branch will coordinate this.

18. Outside Assistance

Ÿ ODPEM, the Red Cross, the Salvation Army and the National Works Agency, located in Morant Bay are the closets resources available to White Horses. The St. Thomas PDC will contact the ODPEM; the CDRT Team Leader will contact the local Red Cross Area Group chairman, who in turn will contact the

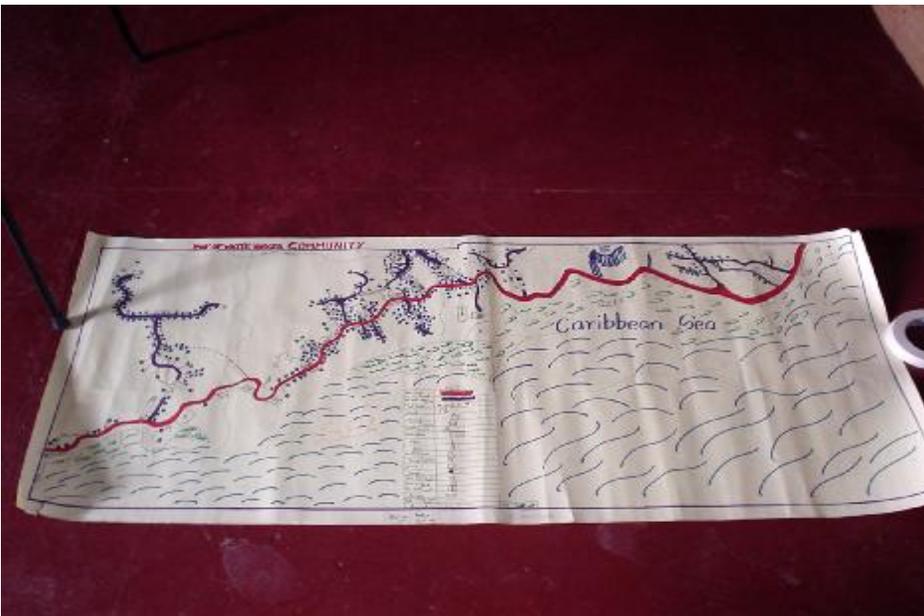
Red Cross Branch according to needs.

19. Testing the Community Plan

Y This plan is to be tested during the ODPEM disaster simulation in September of 2004.

20. Revisions and Updating of the Community Plan

Y This plan will be revised after every emergency and at six-month intervals throughout the year. The Community Notice Board will announce disaster preparedness community meetings held at the Community Center. The White Horses Benevolent Society and the Upliftment Jamaica Organization both meet on a monthly basis. Revision will be placed on their agendas bi-annually. The CDRT in White Horses be responsible for this process. The public, the Red Cross Area Group and CDRT, PDC, SDC will all be involved in both the revision and upgrading as required.





HISTORICAL PROFILE
WHITE HORSES

1950's Water system introduced
 into White Horses. 4 Shoppes
 51' storm - Charlie
 Coal-burning started
 Fishing, small scale farming

1960's • House buildings started to
 change. From Tatch & Suttle
 to Block, Steel & Zinc Shunting
 • Domestic Piping in homes.
 Unemployment ~~was~~ rampant.

1970's **Factories in Yards, Norman
 Bay, (Gumby)** More Employment
Coptic farming project.

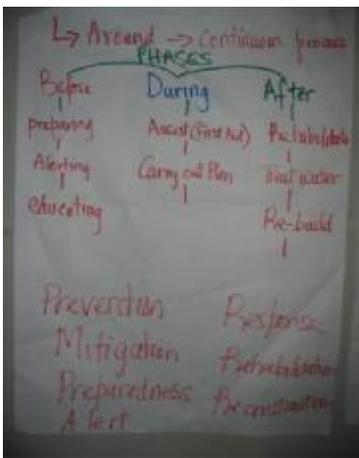
1990's
 Attempt at road improvement.
 More access to electricity & telecom
 Migration to foreign & other
 parts of island (employment)

1980's New school building. w.H.
 Primary.
 Population growth.
 Water distribution now became
 a problem. Sanitation concern

Roads deteriorate.
 Hurricane Gilbert '88
 More qualified persons
 for employment.
 More interest in community
 organisations. w.H. Citrus Assoc
 JMS Branch
 More interest in education,
 outstanding w.H graduates.
 Coptic farm classes.
 1st year classes.

1990's Young people leave for
 colleges & university.
 Unemployment rises again.
 Transportation improves
 Rural electrification program begins

Community Member explains the seasonal calendar



Community Member explains Problem Tree



VI. Community disaster response teams (Member Information):

PARISH	Telephone#	COMMUNITY
St. Elizabeth		
Hermina Reid	966-5400	Malvern
Gregory Stephenson	867-8018	Malvern
Maureen Harriet	833-5411	Malvern
Nordia Brown	408-2652	Malvern
Durline Myers	966-5105	Malvern
Hilroy Samuels	850-4261	Santa Cruz
Sheila Doctor	966-2038	Santa Cruz
Lawrence Doctor	966-2038	Santa Cruz
Damion Baker	350-3990	Balaclava
Eugenia Newman	870-0696	Balaclava
Maxine Forbes	385-4738	Balaclava
Desmarie Stewart	392-8428	Balaclava
Leacraft Findley	867-2795	Balaclava
Delsie Hoffstead	869-1929	Balaclava
Carla Morris	349-3216	Balaclava
St. Catherine		
Marlon Myers	705-6725/808-0034	Mount Rosser/Ewarton
Jermaine English	705-6443	Mount Rosser/Ewarton
Seymour Wright	353-8203	Ewarton
Sophia Allwood	705-6376/319-7509	Ewarton
Damion Gordon	453-6189	Ewarton
Starette Dobson	357-5687	Mount Rosser/Ewarton
Samantha Hamilton	434-9152	Ewarton
Clovis Reid	823-8751	Ewarton

St. Thomas

Patricia Pringle Baker	864-7220	White Horses
Joeith Grant-Johnson	703-5289/703-5164	White Horses
Donovan Michael Johnson	703-5073/373-6769	White Horses
Barrington Beswick	789-2818/449-4430	White Horses
Jennifer Allen		White Horses
Sean Baker		White Horses
Sonya Shepard	852-8764/703-0376	Cedar Valley
Patricia Greenleaf	703-0376	Cedar Valley
Karlene Ogilvie	855-4707	Cedar Valley
Rudolph Wood	419-2032	Cedar Valley
Nicole Ogilvie	420-1210	Cedar Valley

Westmoreland

Richard Graham	356-6519	Hatfield/Smithfield
Allison Salmon-Lanning	354-3293	Hatfield/Smithfield
Carol Crooks	955-2289	Hatfield/Smithfield
Lindford Pouser	781-7158	Hatfield/Smithfield
Ronald Thompson	955-9123	Hatfield/Smithfield
Oliver James	421-3861	Hatfield/Smithfield
Melissa Booth	413-6410	Smithfield
Lilieth Salmon	839-0745/381-5842	Smithfield
Samantha Ewart	847-0477	Russia
Valda Reid	412-5452	Russia
Caniel Scott	896-6163	Russia
Shamieka Reid	854-5948	Russia
Taniehsa Moore	434-3277	Russia
Rosemarie Bantin	421-5234	Russia
Karen Meikle	889-2493	Russia
Ionie Joseph	310-3460	Russia
Jermaine Burgess	349-372	Russia
Joy Scott	853-5721	Russia
Gwendolyn Coleman	376-4803	Russia
Jacqueline McKnowlly	436-2048	Russia
Vivianne McFarlane		Russia/Darliston
Ezzleton Davis	375-2042	Russia/Darliston
Evadney Lynch	364-5728	Russia/Darliston

Winners of Poster Competition – Bethlehem Primary

