

TC Document

I. Basic Information for TC

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| ▪ Country/Region: | BAHAMAS |
| ▪ TC Name: | Capacity Strengthening for a More Resilient Bahamas |
| ▪ TC Number: | BH-T1078 |
| ▪ Team Leader/Members: | Roca, Maria Eugenia (VPC/FMP) Team Leader; Hori, Tsuneki (CSD/RND) Alternate Team Leader; Persaud, Christopher (INE/TSP) Alternate Team Leader; Bethel, Natalie Ariel (CCB/CBH); Chakalall, Yuri (CSD/RND); Davis, Timyka Anishka (SCL/LMK); Deopersad, Chitralekha (CSD/RND); Masson, Malaika Ebony Anietia (INE/ENE); Morales Vasquez, Nalda Orfilia (VPC/FMP); Perroni, Maria Alejandra (INE/WSA); Roberts, Syreta (CCB/CBH); Veyrat-Pontet, Alexandre (IFD/ICS) Alleng Gerard (CSD/CSS) and Rodolfo Graham (LEG/SGO) |
| ▪ Taxonomy: | Client Support |
| ▪ Operation Supported by the TC: | . |
| ▪ Date of TC Abstract authorization: | 20 Feb 2020. |
| ▪ Beneficiary: | Ministry of Disaster Preparedness Management and Reconstruction (MoDPMR); National Emergency Management Agency (NEMA); Meteorological Department (Met Office); Ministry of Public Works (MoPW) |
| ▪ Executing Agency and contact name: | Inter-American Development Bank |
| ▪ Donors providing funding: | Japan Special Fund(JSF) |
| ▪ IDB Funding Requested: | Total: US\$600,000.00 |
| ▪ Local counterpart funding, if any: | US\$67,000.00 (In-Kind) |
| ▪ Disbursement period (which includes Execution period): | 24 months |
| ▪ Required start date: | May 2020 |
| ▪ Types of consultants: | Firms and individual consultants |
| ▪ Prepared by Unit: | CCB/CBH-Country Office Bahamas |
| ▪ Unit of Disbursement Responsibility: | CCB/CBH-Country Office Bahamas |
| ▪ TC included in Country Strategy (y/n): | No |
| ▪ TC included in CPD (y/n): | Yes |
| ▪ Alignment to the Update to the Institutional Strategy 2010-2020: | Institutional capacity and rule of law; Environmental sustainability |

II. Objectives and Justification of the TC

- II.1 **The objective of this TC** is to support The Government of The Bahamas (GoBH) for efficient and effective post-Hurricane Dorian reconstruction, as well as for a more resilient future that will enable holistic and a forward thinking approach that links to national priorities and the IDB Group Country Strategy with The Bahamas 2018-2022. This TC will enable a long-term view to creating awareness, appropriate planning and resilience for eventual hazard events in The Bahamas, including pandemic events.
- II.2 Hurricane Dorian (2019), a Category 5 hurricane directly hit Abaco and Grand Bahama Islands from September 1 to 3, 2019. To date, Hurricane Dorian is the most powerful hurricane on record to make landfall in The Bahamas and was the second-most

powerful hurricane ever recorded in the Atlantic Ocean (The Bahamas Department of Meteorology, 2019). It devastated almost completely Marsh Harbor, Abaco and East End, Grand Bahama. Additionally, the LAC region is exposed to a variety of infectious diseases, for which building resilience for public health emergencies and disease outbreaks response capacity is essential. In the past 20 years LAC countries have been affected by endemic and pandemic outbreaks of respiratory illnesses such as AH1N1, SARS, and by mosquito-transmitted illnesses including Chikungunya, Zika, Dengue and Yellow Fever. As of March 2020, as most countries of the world, The Bahamas was affected by the COVID19 pandemic.

- II.3 Immediately after the disaster, the Bank provided support to the country in the form of humanitarian assistance, emergency operations and short-term rehabilitations. The support provided included: (i) the *Emergency Assistance due to Hurricane Dorian* [BH-T1074](#), a grant finance of US\$200,000 that was approved 2 days after the disaster on September 5 to support humanitarian assistance to The Bahamas due to this catastrophic event; and (ii) the *Contingent Loan for Natural Disaster Emergencies* [BH-L1049](#), a Loan financed through the Contingent Credit Facility BH-O0003, which disbursed a total amount of US\$65M as of February of 2020 to increase the availability, stability and efficiency of contingent financing to address emergencies. Additionally, the Bank supported through financial resources from the TC (iii) RG-T3133: *Support for Preparedness, Resilience and Disaster Risk Management in the Caribbean*, the post hurricane Damage and Loss Assessment (DaLA), whose execution was led by the Economic Commission for Latin America and The Caribbean (ECLAC). The Bank is working with the Government in an assessment for the redirecting of part of the existing undisbursed loans to Dorian recovery related activities. According to the DaLA study that concluded on November 2019, there were 67 confirmed deaths and 282 people still reported missing, as of October 2019, with over 2,000 people in shelters at the peak of their usage from September 10 to 13. Estimated economic damages and losses amounted in total to US\$3.4 billion, including the direct hard infrastructure and housing damages of US\$2.5 billion, and the indirect losses and emergency operation costs of US\$0.9 billion. The DaLA report recommends several actions to be enforced for more efficient, medium- and long-term reconstruction processes as well as to build a more resilient country against the increasing climate hazards.
- II.4 In the aftermath of Hurricane Dorian, the government passed the Disaster Reconstruction Authority Bill in 2019, the Disaster Preparedness and Response (Amendment) Bill in 2019 and the Hurricane Dorian Replacement of Government Issued Documents Exemption from Fees Bill to accelerate the emergency relief, rehabilitation and reconstruction efforts. After these Bills, the GoBH created a new Ministry of Disaster Preparedness, Management and Reconstruction (MoDPMR). The main responsibility of this new Ministry is to coordinate among multiple Ministries and Institutions, the Government's response to the recovery (in both short-term rehabilitation and mid- and long-term reconstruction) efforts especially for the devastated islands (mainly Abaco and Grand Bahama), as well as to promote preparation for future hazard risks, epidemics and pandemics. The MoDPMR coordinates with other Ministries and Institutions related to disaster risk reduction and preparedness including, among others: the National Emergency Management Agency (NEMA), which functions include the overall coordination of preparedness and response to emergencies; the Bahamas Meteorological Department (Met Office), which functions include monitoring, focusing and identifying future and real-time

hazards, and the Ministry of Public Works (MoPW), which functions include the development of hazard mitigation of hard as well as nature based infrastructure.

- II.5 **Challenges.** MoDPMR was established immediately after Hurricane Dorian and is a very new Ministry. Currently, there are numerous urgent demands for short-term rehabilitations (including debris removal and infrastructure repair) in addition to mid-term reconstruction planning, mainly for the two devastated islands. MoDPMR also has a mandate to focus on a long-term disaster risk reduction effort for building a more resilient future against increasing climate hazards. In order to respond to these demands, it is necessary to establish an efficient and good governance framework with clear institutional regulations and coordination mechanisms among several government agencies, as well as information sharing tools, practical planning instruments and the development of knowledge for enhanced technical capacity. Additionally, the coordination among public and private sector and the international organizations is another challenge.
- II.6 There are data gaps among national institutions and between national and local authorities. For example, there are several initiatives to develop hazard and risk studies in several different institutions. Hazard and risk information are an essential input for territorial land use development planning, especially in urban and sub-urban areas. However, the results of these studies are not efficiently shared among institutions in respect of optimizing disaster risk management (DRM). Another problem is data accessibility from local authorities. Despite the approval of the Planning and Subdivision Act in 2010 (that requires the development of a Land Use Plan for each island of The Bahamas, consistent with all National Land Use Development Policies), practical development and operationalization of such Plans is still underway in many of the islands. Ensuring and promoting data accessibility and the technical capacity for local authorities to access and interrogate the existing hazard and risk data, as well as the correct use of these data in the development of territorial land-use/zoning planning are critical factors to build increased resiliency against escalating climate hazards.
- II.7 Over the past few decades, NEMA and other institutions and NGOs have implemented several community awareness raising activities to help vulnerable citizens in preparing their individual and household capabilities to manage and reduce hurricane risk. Despite these efforts, there were many deaths and many people went missing due to Hurricane Dorian. This lesson strongly suggests that community assistance programs would need to be immediately improved, so that the communities can take actions proactively in the event of disasters.
- II.8 **Justifications.** The Bahamas, an archipelagic nation made up of 700 low lying islands and cays of which 30 islands are inhabited, is located in the Atlantic Ocean and north Caribbean Sea and is thus situated in the Hurricane Belt. Disaster risk in The Bahamas is therefore considered high due mainly to socio-economic factors, such as the location of communities and infrastructure, mostly in coastal areas, with high exposure to storm surge and flooding hazards. Furthermore, most of the country is only a few meters above mean sea level making the country vulnerable to sea level rise and storm surge associated with increasing intensity of extreme weather events due to the impacts of climate change. Nineteen hurricanes have hit The Bahamas over the last 50 years. In the last five years four major hurricanes have passed through the country: (i) Hurricane Joaquin (2015) which affected south-eastern islands having a relatively low population, causing damage and losses of US\$114 million; (ii) Hurricane Matthew (2016) which greatly impacted the country's major population centers in New Providence and Grand Bahama, as well as the district of North Andros causing

damage and losses of US\$519 million; (iii) Hurricane Irma (2017) that affected the provision of basic services in Grand Bahama and which caused damage in Ragged Island, Acklins, Inagua and Bimini with an estimated total damage and losses of US\$118 million; and (iv) Hurricane Dorian (2019) which impacted Abaco and Grand Bahama causing damages and losses of US\$3.4 billion¹.

- II.9 **International experience shows that successful reconstruction from natural disasters, as well as efforts to build a more resilient future against increasing hazard events is heavily dependent on: DRM governance; institutional technical capacity both at national and local levels; data availability and accessibility; and community awareness, empowerment and participation.** It is also recognized that immediate post-disaster intervention provides an opportunity to build back better, correct historical challenges in the urban fabric that existed prior to the disaster, provide direction, and instills confidence in all stakeholders. The occurrence of disasters is generally assumed to be a window of opportunity to rebuild a more resilient future against the increasing hazard events. In The Bahamas case, post Dorian reconstruction should offer an opportunity to build more resilient societies in all islands through improving and updating urban development planning regimes. Fundamental tools for decision making are required for the urban planning of Marsh Harbour after Hurricane Dorian to ensure that the citizenry will be safe and informed, and that critical infrastructure will be well sited and made more resilient.
- II.10 The proposed TC will help strengthen the Ministry of Disaster Preparedness Management and Reconstruction (MoDPMR) to carry out its mandates, and its interaction with other key stakeholders including MoPW, the Ministry of Finance (MOF), among others, to oversee the coordination of the designated economic recovery zones in accordance with the Special Economic Recovery Zone (Relief) Order of 2019. The proposed TC will also assist with the implementation of some key recommendations of the Index of Governance and Public Policy in Disaster Risk Management Report ([iGOPP](#)), such as an identification of an institutional stakeholder with the responsibility to provide technical guidelines for disaster risk analysis in decision making for land use. Additionally, this TC will complement the activities programed in the loan program within the Bank's Climate Resilient Coastal Management and Infrastructure Program ([BH-L1043](#))², including the implementation of a sustainable coastal urban/sub-urban development in Grand Bahama. Furthermore, the proposed TC will support the coordination of all execution activities (Loans, TCs, knowledge products, etc.) of IDB Group in The Bahamas regarding natural disaster management and those related to Dorian.
- II.11 **Alignment to the Country Strategy.** Given the frequency and magnitude of such storms and the onset of climate change, the IDB Group has mainstreamed climate-resilience and disaster risk management throughout all priority areas of the Country Strategy 2018 - 2022. Among other measures, this includes: (i) standardization of emergency protocols for digital storage, backup, and cybersecurity; (ii) preparation of contingent financial protection instruments for natural disasters under the public sector effectiveness area; (iii) incorporation of science-based, climate-resilient measures to ensure the sustainability of infrastructure within the framework of integrated coastal

¹ [Impact of Hurricane Dorian in The Bahamas: A view from the sky, IDB-TN-1857](#). (January 2020)

² Its objective is to build resilience to coastal risks including those associated with climate change through sustainable coastal protection infrastructure, that also consist of natural infrastructure and integrated management of the coast.

zone management; and (iv) institutional strengthening of sectorial authorities impacted by climate change and support for the modernization and implementation of the climate adaptation legal framework.

- II.12 **Alignment with the Bank's sector priorities.** Building and strengthening a comprehensive National DRM system, including medium- and long-term actions to reduce the increasing climate risk, is a new area for the country, mainly for MoDPMR. This TC is therefore in line with the Second Update to the Institutional Strategy (UIS) 2020-2023 (AB-3190-2), in its development challenge of (a) productivity and innovation by establishing better institutional frameworks. Additionally, the TC addresses the crosscutting area: sustainability and climate change of the Corporate Results Framework (GN-2727-4). Finally, regarding the COVID-19 pandemic outbreak the Bank's has structured its support around four areas: (i) Immediate Public Health Response, (ii) Safety Nets for Vulnerable Populations, (iii) Economic Productivity and Employment, and (iv) Fiscal Policies for the Amelioration of Economic Impacts. Furthermore the Bank is reviewing the expansion of the Contingent Credit Facility for Natural Disaster Emergencies (CCCF) to Include Health Risks, including pandemics.
- II.13 **Alignment with Japan Special Fund (JSF):** The objective of this TC addresses the Fund's operational guidance Section: 2(a) policy and strategy formulation/implementation activities. Although JSF prioritizes C and D countries, A and B countries are also eligible for funding.

III. Description of activities/components and budget

- III.1 This TC has the following three components, designed to address all the challenges identified in sections 2.5 – 2.7:
- III.2 **Component I: Institutional capacity building for better coordination, planning and implementation of reconstruction and resilience.** This component will develop several technical inputs necessary for reconstruction and urban resilience planning, as well as for increasing the performance of GoBH's DRM governance. MoDPMR, NEMA, Met Office and MOPW will participate actively in the activities of this component to enhance their technical knowledge of how to develop, coordinate among institutions, disseminate, and update the science-based technical products by their own efforts in a sustainable manner. Specific activities will include:
- Capacity building for good governance in efforts to foster efficient reconstruction and greater climate resilience. This will include two activities: (i) International knowledge sharing through a Workshop in Nassau to share lessons learned from past international reconstruction programs and learning how the policy/governance reforms and institutional realignments made reconstruction efficient in other countries, and based on the findings/recommendations from the workshop, the consultant will develop (ii) a report on diagnostic, recommendations and proposals for an efficient reconstruction/resilience governance, as a principal guidance and reference input to The Bahamas' reconstruction efforts and future design of resilient buildings.
 - National standard for hurricane hazard and risk analysis. Under the current situation of the country being existing several study initiatives implemented or being implemented, the consultant firm will (i) compile all existing studies related to meteorological and hydrodynamic data, hazard and risk estimation as a single/integrated/comprehensive national/official hurricane hazard and risk analysis; and (ii) develop an action plan for continue producing/updating consistent National

meteorological and hydrodynamic data, hazard and risk studies/maps for sustainable territorial/sector development planning.

III.3 Component II: Urban and Sub-urban Planning for resilient infrastructure and local society. In order to reinforce resilience urban/sub-urban planning and create resilience in critical public infrastructure to protect local socioeconomic activities from climate hazard in alignment with National Development Plans, this Component will develop a GoBH's official territorial development planning tool that will assist urban and sub-urban planning for resilient infrastructure and society. The scope of this component includes (i) the development of technical guidelines on how to incorporate the concept of resilience in territorial planning, as well as (ii) a pilot implementation in a priority area determined by the GoBH.

III.4 Component III: Public awareness and community sensitizations. This component will promote public awareness, civic and civil society engagement that helps foster principles of openness and dynamic practices harnessing the power of collaboration which is essential to create new knowledge and solutions. Activities related to this component will focus on creating a baseline of existing prevailing knowledge, attitudes, practices and behaviors and to bring scientific methods of introducing behavioral change (or nudges) to promote a further increase in the DRM/resilience-culture of safety that may desirable. The consultants will: (i) Produce a Strategic Operations Manual/Document (which will include pamphlets, brochures, infographics, and short videos) to share lessons learned, best practices, procedures and protocols from Hurricane Dorian and other natural disasters including epidemics and pandemics, that could follow in the future; and (ii) Disseminate the developed materials to citizens and communities, sensitizing local vulnerable citizens using behavioral insights changing tools to be introduced. The MoDPMR and NEMA under the support from the consultants will organize community dissemination and sensitization workshops to realize communities' and citizens' behavioral changes. These behavior changes after the workshops should be monitored with a certain and clear monitoring tool.

III.5 Expected results. The expected results of this TC are the following:

- a. **Component I:** (i) An international Workshop; (ii) a report on diagnostic, recommendations and proposals for an efficient reconstruction/resilience governance; and (iii) a national standard for hurricane hazard and risk analysis.
- b. **Component II:** (i) an Urban Planning Tool for resilient infrastructure, including training workshops; and (ii) Pilot application to develop an Urban/Sub-urban Sustainable and Resilient Plan in a priority area.
- c. **Component III:** (i) Strategic Operations Manual/Document (will include pamphlets, brochures, infographics, nudge tools, and short videos); and (ii) community workshops disseminations.

III.6 The total amount of financing required is six hundred sixty seven thousand US dollars (US\$667,000), with six hundred thousand US dollars (US\$600,000) to be drawn from the Bank contribution (Japan Special Fund: JSF) and local counterpart contribution of sixty seven thousand US dollars (US\$67,000), in-kind.

Indicative Budget

| Component | Activities and IDB Funding | Counterpart (In Kind) | Total Funding |
|---|--|-----------------------|-----------------------|
| Institutional capacity building for better coordination, planning and implementation of reconstruction and resilience | <ul style="list-style-type: none"> - Workshop: US\$50,000 - Diagnostic, recommendations and proposals for further efficient reconstruction/resilience governance: US\$50,000 - National standard for hurricane hazard and risk analysis/Baseline Hazard Catalog / Action Plan: \$100,000 <p>Total: US\$200,000</p> | US\$20,000 | US\$220,000 |
| Urban and Sub-urban Planning for resilient infrastructure. | <ul style="list-style-type: none"> - Urban Planning Tool for resilient infrastructure: US\$100,000 - Workshops and Trainings: US\$100,000 - Pilot application to develop an Urban/Sub-urban Sustainable and Resilient Plan: US\$100,000 <p>Total: US\$300,000</p> | US\$37,000 | US\$337,000 |
| Public awareness and community sensitizations | <ul style="list-style-type: none"> - Production of pamphlets, brochures, infographics: US\$50,000 - Community disseminations and sensibilizations using behavior insights: US\$50,000 <p>Total: US\$100,000</p> | US\$10,000 | US\$110,000 |
| Total | US\$600,000.00 | US\$67,000 | US\$667,000.00 |

IV. Executing agency and execution structure

- IV.1 Given the nature of this TC in terms of the multiple public institutions involved, multi-sectorial execution approach required and high level of technical expertise required to accomplish the objectives of this TC, the Government of The Bahamas, has requested the Bank to be the Executing Agency for this technical cooperation. The Bahamas Country Office (CCB/CBH) will execute the TC due to the complex inter-institutional coordination required at country level (public sector and all other key stakeholders), within Bank's units (RND, INE, SCL, KIC, IDB Lab and IDB Invest), and will be responsible for the procurement of the consulting services. This arrangement enables the Bank to access the highly specialized expertise in disaster risk management, climate change adaptation, and urban planning and development, which are critical to the achievement of intended outcomes.
- IV.2 Procurement: The Bank will contract individual consultants, consulting firms and non-consulting services in accordance with current Bank procurement policies and procedures, and their future updates and amendments (including AM-650 for the individual consultants, GN-2765-1 for the firm consultants and GN-2303-20 for the services different from consultants).

V. Major issues

- V.1 Inter-institutional coordination is a critical aspect for this TC to achieve the objective of its activities. At the same time, this factor may present a potential risk of generating a delay in its execution. This risk will be mitigated with the design of this TC as Bank as the executing agency to lead and facilitate coordination, proactively from the Bank. Another specific risk includes: **Component 1 - Risk:** Stakeholders may not provide access to studies and maps readily. **Mitigation:** advocating for information sharing and/or the issuing of a directive by MOF or Office of the Prime Minister (OPM). **Component 2 - Risks:** Stakeholders may not implement and utilize the tools in the urban/sub-urban development planning process. **Mitigation:** advocacy and issuing of directive from OPM, MoDPMR.

VI. Exceptions to Bank policy

- VI.1 None.

VII. Environmental and Social Strategy

- VII.1 According to the Environmental and Safeguards Compliance Policy (OP-703), this TC is classified as Category C. The TC will not finance infrastructure or civil works. The proposed interventions are expected to cause no negative impacts.
- VII.2 No physical infrastructure development work will be included in this TC. No negative social and environmental impact is expected through the activities financed by this TC. Therefore, the team considers that, according to the Bank's Safeguards Screening Toolkit, this operation should be given a "C" classification.

Required Annexes:

- Annex I – [Result Matrix](#)
- Annex II – [Terms of Reference](#)
- Annex III – [Procurement Plan](#)