

JAMAICA
EMERGENCY ASSISTANCE FOR NATURAL DISASTERS
PLAN OF OPERATIONS

I. General Information

Country:	JAMAICA
TC Name:	Emergency Assistance Due to Hurricane MelissaDue
TC Number:	JA-T1247124
Team Leader/Members:	Johnson, Monique Therese Marie (CSD/DRM) Team Leader; Hori, Tsuneki (CSD/DRM) Alternate Team Leader; Alleng, Gerard P. (CSD/CCS); Becker Seco, Rosario Paz (LEG/SGO); Suarez Vazquez, Gines (CSD/DRM); Cassar, Lesley N (CCB/CCB); Foronda Nogales, Shirley Mabel (VPC/FMP); Benedettelli, Veronica (VPC/FMP); Maia Ribeiro, Karisa (CCB/CJA); Booth, Terry Ann Patricia (CCB/CJA); Perez Llanes, Julieta (CSD/CCS); Chavez, Elizabeth (CSD/CSD)RM
Date of Request:	November 19, 2025
Beneficiaries:	Affected populations in communities damaged by high winds and coastal flooding caused by Hurricane Melissa
Executing Agency:	Inter-American Development Bank, United Nations World Food Programmer
Special Conditions:	N/A
IDB Funding Requested (Amount and Fund's name):	OC SDP Window 1 - Emergency Assistance for Natural Disasters (W1G): US\$500,000.00 Total: US\$500,000.00
Local counterpart funding, if any:	US\$0
Disbursement period (which includes Execution period):	6 months
Prepared by Unit:	CSD/DRM-Disaster Risk Management Unit
Unit of Disbursement Responsibility:	CCB/CJA-Country Office Jamaica

II. Background

- 2.1 The Bank provides emergency financial assistance to developing member countries when natural disasters have occurred, and the scope and the intensity of the disaster are such that the country requires supplementary resources to recover promptly and adequately from its effects. Jamaica is an island nation that has been affected by disasters due to Tropical Storms and Hurricanes in the past. Between 1988 and 2024, 14 named storms made landfall in Jamaica, causing

significant physical and financial damages¹. The assessed damage of US\$1 billion from Hurricane Gilbert, which passed directly over the island as a Category 3 hurricane in 1988, represented 26% of GDP. From 2004 to 2010, there were five severe hurricanes and storms that caused damages above US\$200 million each, representing losses ranging from 1.9% to 8% of GDP in the corresponding year. Those include Ivan in 2004 with assessed damages and losses worth US\$580 million, and Dean in 2007 for US\$329 million. Most recently, Hurricane Beryl, which passed near Jamaica's southern coast as a Category 4 hurricane on July 3, 2024, caused extensive damage across multiple sectors. The storm resulted in estimated losses of approximately US\$363.5 million, affecting 119 communities and over 618,000 people—roughly 22.9% of the population. The damage represented about 1.9% of Jamaica's 2023 GDP.

- 2.2 Hurricane Melissa, a Category 5 storm on the Saffir-Simpson scale, made landfall in Jamaica on October 28, 2025, near New Hope in the southwestern parish of Westmoreland moving toward the north northeast near 11km/h (7 mph). With maximum sustained winds of 280 km/h (175 mph) with higher gusts exceeding 400 km/h (250 mph), Melissa became the strongest hurricane to strike Jamaica since records began 174 years ago. Hurricane-force winds extend outward up to 45 km (30 miles) from the center and tropical storm winds extend outward up to 315 km (195 miles). The storm intensified rapidly over unusually warm Caribbean waters, evolving from a tropical storm to a Category 5 hurricane in less than 24 hours. Melissa's compact eye and slow forward motion created a deadly combination of prolonged wind exposure, torrential rainfall, and storm surge. Rainfall totals ranged from 15 to 30 inches across the island, with localized maxima of up to 40 inches over hilly terrain, triggering widespread landslides and flash flooding. The southern coast experienced storm surges of up to 13 feet, inundating critical infrastructure and low-lying communities.
- 2.3 The economic impact of Hurricane Melissa is expected to be severe and long-lasting. Preliminary assessments indicate widespread destruction of housing, transportation networks, and public utilities, particularly in western and southern parishes such as Westmoreland, St. Elizabeth, and Manchester. The Government of Jamaica (GOJ) reported total building failures in several areas, with power outages affecting over 70% of the island at the peak of the storm. The Ministry of Finance and the Public Service (MOFPS) and The Planning Institute of Jamaica (PIOJ) have begun coordinating with international partners to activate emergency

¹ World Bank (2018). Advancing [Disaster Risk Finance in Jamaica](#)

financial instruments, including the Contingent Credit Facility (CCF) and the Caribbean Catastrophe Risk Insurance Facility (CCRIF). The World Food Programme (WFP) and other humanitarian agencies have mobilized food kits, cash transfer programs, and logistical support to assist affected populations. The Cash Working Group (CWG) convened to harmonize transfer values and deploy emergency cash modalities, drawing on lessons learned from Hurricane Beryl.

- 2.4 As a result of the hurricane, and after preliminary assessment on November 6, the GOJ reported the confirmed death toll stands at 32 people and upwards of 2,487 persons remain in over 180 operational shelters and numbers expected to increase. Significant damage to southern parishes from Westmoreland, St. Elizabeth, Manchester, Trelawney, Hanover and St. James were incurred due to storm surge and roads reported impassable due to flooding and landslides. Reports of severe damage to housing and infrastructure by Hurricane Melissa are expected to increase as the damage assessment gets under way. In the weeks following Hurricane Melissa's landfall, the Jamaican government with support from regional partners are coordinating response to address immediate humanitarian needs and begin recovery planning while emergency teams worked to restore access to isolated communities. As damage assessments continue, Hurricane Melissa is being recognized not only as a meteorological anomaly but also as a generational disaster that will reshape Jamaica's approach to climate resilience and disaster risk management.

III. State of Emergency Declaration

- 3.1 On October 28, 2025, Prime Minister Andrew Holness, acting on the advice of the Office of Disaster Preparedness and Emergency Management (ODPEM) and the Minister of Local Government and Community Development, issued the Disaster Risk Management (Declaration of Disaster) (Tropical Storm Melissa) Order, 2025 in accordance with section 26 of the Disaster Risk Management Act. This declaration officially designated the entire island of Jamaica as a disaster zone due to the impact of Tropical Storm Melissa, which impacted this island as a Category 5 hurricane (Annex I).

IV. Request for Bank Assistance

- 4.1 In a communication dated November 19, 2025, MOFPS through PIOJ formally requested the Bank's approval of Emergency Assistance for Natural Disasters in order to support emergency relief efforts to mitigate the impact of the hurricane on the affected population. MOFPS and PIOJ officially confirmed that the World Food

Programme (WFP) would be the executing agency for Component I of the Emergency Assistance resources charged with carrying out humanitarian relief efforts and the Bank would be the executing agency for Component II of the resources for carrying out the assessment of needs and damages and losses resulting from the disaster. (Annex II).

V. Objectives

- 5.1 The purpose of the Emergency assistance is to provide support to Jamaica in the implementation of humanitarian assistance actions as a result of the impacts of Hurricane Melissa on the country as well as assessment of emergency needs and of the damages and losses resulting from disaster. Eligible items will include food supplies, cash transfers and/or vouchers, potable water, shelter, transportation costs, and medicine, among other relief items, hiring of experts and operating personnel for the assessment of emergency needs and of the damages and losses resulting from disaster.

VI. Estimated Budget

- 6.1 The total amount of the Emergency Assistance for Natural Disasters up to US\$500,000 will be financed with resources from the Ordinary Capital Strategic Development Program – Window 1 – Emergency Assistance for Natural Disasters (W1G). The resources will be used according to the estimated budget as follows:

Activity/ Component	Expense Descriptions	W1G/WFP	W1G/IDB	Total Funding US\$
Component I	Food supplies, cash transfers and/or vouchers, potable water, equipment, materials, transport, fuel, temporary shelter, and materials needed as a result of the disaster	350,000.00	0.00	350,000.00
Component II	Hiring of expert advisors and operating personnel for the assessment of emergency needs and of the damages and losses resulting from disaster	0.00	150,000.00	150,000.00
Total		350,000.00	150,000.00	500,000.00

VII. Executing Agency

- 7.1 The Bank's Representative in Jamaica according to regulation PR-506, has identified in coordination with the MOFPS and PIOJ per communication dated November 19th 2025, the World Food Programme (WFP), is designated as the executing agency for component I of this emergency technical corporation. WFP will administer the utilization of the resources granted for activities related to humanitarian aid. An agreement (WFP and the Bank) will need to be entered into for the purposes of administering the resources and reporting on their use. The Bank will execute the activities related to component II which includes hiring of expert advisors and operating personnel for the assessment of emergency needs and of the damages and losses resulting from the disaster. The Bank will execute the activities related to Component II which include hiring of expert advisors and operating personnel for the assessment of emergency needs and of the damages and losses resulting from the disaster. The Bank's Disaster Risk Management Unit possesses specialized expertise in post-disaster analysis, and experience in institutional coordination aligned with international standards for damage and loss assessments. Leveraging this capacity ensures methodological rigor and consistency, enabling the Bank to deliver credible, actionable data to guide recovery planning.
- 7.2 The WFP is supporting the ongoing response efforts in Jamaica through food assistance, cash transfers, logistics coordination, emergency telecommunications, and information management to assist the most vulnerable populations. The WFP is also supporting the Caribbean Disaster Emergency Management Agency (CDEMA) logistics Hub in Barbados and has established the air and sea bridge to transport relief supplies and mobile storage units to support incoming aid. WFP, in collaboration with the Ministry of Labor and Social Security, has distributed 2,500 food kits to assist 7,500 impacted people. Distributions have focused on hard-to-reach areas in parishes like St. Elizabeth and Westmoreland. Preparations for cash assistance are underway, with market assessments completed.

VIII. Disbursement and Execution

- 8.1 The resources regarding Component I of this operation will be disbursed in United States dollars in one single disbursement.
- 8.2 The goods and services acquired with the resources of this cooperation will originate from member countries of the Bank and will follow the Bank's procurement policies and procedures (GN-2349-15 and GN-2350-15).

- 8.3 For disbursing the resources of this operation, WFP will request the disbursement and provide to the Bank its banking information so that funds can be disbursed to the WFP in order to assist in undertaking activities to address the humanitarian needs in response to the impact of Hurricane Melissa.
- 8.4 The activities considered in this technical cooperation operation must be carried out within a period of 6 months from the signature date of the Agreement between the Bank and the Executing Agency. An agreement between WFP and the Bank will need to be entered into for the purposes of administering the resources and reporting on their use. The Bank will provide a report of the assessment performed under component II. The resources of the contribution must be committed within a period not to exceed six months from the signature date of the Agreement between the Bank and the WFP. The activities under component II must align with the timeframe of Component I.
- 8.5 Resources may cover eligible retroactive emergency actions undertaken before the project's official entry into the Bank's pipeline and since the occurrence of the emergency declaration on October 28, 2025, on an exceptional basis, in accordance with Policy GN-2259-1, given the emergency circumstances of this project and provided the beneficiary complied with the requisite procurement rules.
- 8.6 The Bank through the Disaster Risk Management Unit (CSD/DRM) will be responsible for the execution of Component II and supervising the implementation of this operation and for disbursing the resources of the contributions

IX. Reporting

- 9.1 The WFP as executing agency for Component I of this TC will submit to the satisfaction of the Bank within 180 days from the date of initial disbursement, an expense report on the use of resources provided under this operation. The report should be certified by the Director of Finance within the WFP. This expense report should give an account of the use of the resources of this Technical Cooperation. Moreover, the expense report should include an inventory of the goods, equipment, and assets, financed with the Technical Cooperation resources, which remain after the emergency, and which could serve to address future emergencies. The Bank will provide a report on the assessment of emergency needs and the damage and losses resulting from the disaster, prepared under component II. No external audit will be required for this TC..

X. Approval

- 10.1 In view of the natural disaster emergency situation in Jamaica, and pursuant to the provisions set forth in document GN-2819-25 and Resolution DE-112/25, the President of the Bank authorizes a non-reimbursable technical cooperation operation in the amount of US\$500,000 from the Ordinary Capital Strategic Development Program - Emergency Assistance for Disasters.

Annexes:

[Letter of Request_98639.pdf](#)

[Declaration of Emergency_21373.pdf](#)

[Presidents Approval_74211.pdf](#)