



**USAID**  
FROM THE AMERICAN PEOPLE

ANNUAL REPORT FOR FISCAL YEAR 2006

# OFFICE OF U.S. FOREIGN DISASTER ASSISTANCE





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## **DISCLAIMER**

The views expressed in this publication do not necessarily reflect those of the U.S. Agency for International Development or the U.S. Government.

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## COMMONLY USED ACRONYMS

### Non-Governmental Organizations (NGOs)

ACF	Action Contre la Faim
(AAH)	(Action Against Hunger)
ACTED	Agency for Technical Cooperation and Development
ADRA	Adventist Development and Relief Agency
AmRC	American Red Cross
ARC	American Refugee Committee
CCF	Christian Children's Fund
COOPI	Cooperazione Internazionale (International Cooperation)
CRS	Catholic Relief Services
FHI	Food for the Hungry International
GAA	German Agro Action
IMC	International Medical Corps
IRC	International Rescue Committee
IRD	International Relief and Development
Merlin	Medical Emergency Relief International
PMI	Indonesian Red Cross
SC	Save the Children
UMCOR	United Methodist Committee on Relief
VSF	Vétérinaires Sans Frontières

### International Organizations (IOs) and United Nations (U.N.) Agencies

FAO	U.N. Food and Agriculture Organization
ICRC	International Committee of the Red Cross
IFRC	International Federation of Red Cross and Red Crescent Societies
IOM	International Organization for Migration
OCHA	U.N. Office for the Coordination of Humanitarian Affairs
PAHO	Pan American Health Organization
UNDP	U.N. Development Program
UNHCR	Office of the U.N. High Commissioner for Refugees
UNICEF	U.N. Children's Fund
WFP	U.N. World Food Program
WHO	U.N. World Health Organization

### U.S. Government (USG) Acronyms

CDC	U.S. Centers for Disease Control and Prevention
DART	Disaster Assistance Response Team
DCHA	Bureau for Democracy, Conflict, and Humanitarian Assistance
DOD	U.S. Department of Defense
FFP	Office of Food for Peace
GDA	Global Development Alliance
HHS	U.S. Department of Health and Human Services
OFDA	Office of U.S. Foreign Disaster Assistance
OTI	Office of Transition Initiatives
PRM	Bureau of Population, Refugees, and Migration
RMT	Response Management Team
State	U.S. Department of State
USAID	U.S. Agency for International Development
USDA	U.S. Department of Agriculture
USGS	U.S. Geological Survey

### Country of Origin

/B	Belgium
/UK	United Kingdom
/US(A)	United States of America

### Miscellaneous

CAP	Consolidated Appeals Process
cm	centimeter
FY	fiscal year
IDP	internally displaced person
km	kilometer
mph	miles per hour
MT	metric ton
P.L.	Public Law

### Measurement Conversion

1 hectare	= 2.471 acres
1 meter	= 39.37 inches
1 millimeter	= 0.039 inch
1 kilometer	= 0.62 miles

## Message from the Director

Every year OFDA, together with our colleagues within USAID and the U.S. Department of State, collaborates with our partners, including non-governmental organizations, U.N. agencies, and international organizations, to respond to natural disasters and complex emergencies throughout the world. Year after year, those involved in disaster response represent the very best examples of compassion, courage, and professionalism, and FY 2006 was no exception.

One of OFDA's largest responses in FY 2006 began hours after the October 2005 earthquake that struck Pakistan, India, and Afghanistan. The Government of Pakistan welcomed OFDA's assistance, which contributed to the effectiveness of the international community's humanitarian response. OFDA's technical specialists played a significant role in the shelter sector, working closely with the Pakistani Government on shelter and settlements issues and paving the way for a timely recovery phase for those affected by the earthquake. In addition, OFDA's collaboration with the U.S. Military enhanced response efforts, led to the provision of crucial and timely assistance to earthquake-affected populations, and served as an outstanding example of how USG agencies can complement each other's strengths to focus on a common goal.

Vulnerable populations—including women, children, and the elderly—often bear a heavy toll in natural disasters and complex emergencies. Building upon USAID's Assistance to Internally Displaced Persons Policy, OFDA has been at the forefront of the humanitarian community's effort to place greater emphasis on protection across all levels of relief planning and implementation. In FY 2006, OFDA made protection a priority by increasing our staff capacity through training, incorporating protection into traditional sector programming, and requiring our implementing partners to address these risks and vulnerabilities in their project proposals.

While the humanitarian community continues to respond to a growing number of emergencies, insecure environments are increasingly hampering the ability of humanitarian workers to assist affected populations. In FY 2006, the international community condemned an unprecedented number of attacks against humanitarian personnel in Sri Lanka, Sudan, Afghanistan, Uganda, and Iraq. According to the Humanitarian Policy Group, the number of major acts of violence committed against humanitarian workers each year has nearly doubled since 1997, with the increase growing steeper in recent years.

In a year of several protracted disasters, OFDA staff quickly mobilized resources and implemented programs to meet humanitarian needs in rapidly changing situations. Despite an increasingly dangerous work environment, OFDA staff continued to work long and hard, providing life-saving assistance from the American people to the world's most vulnerable populations.



Ky Luu  
Director  
Office of U.S. Foreign Disaster Assistance



Ky Luu, OFDA Director

(Harry Edwards, USAID)

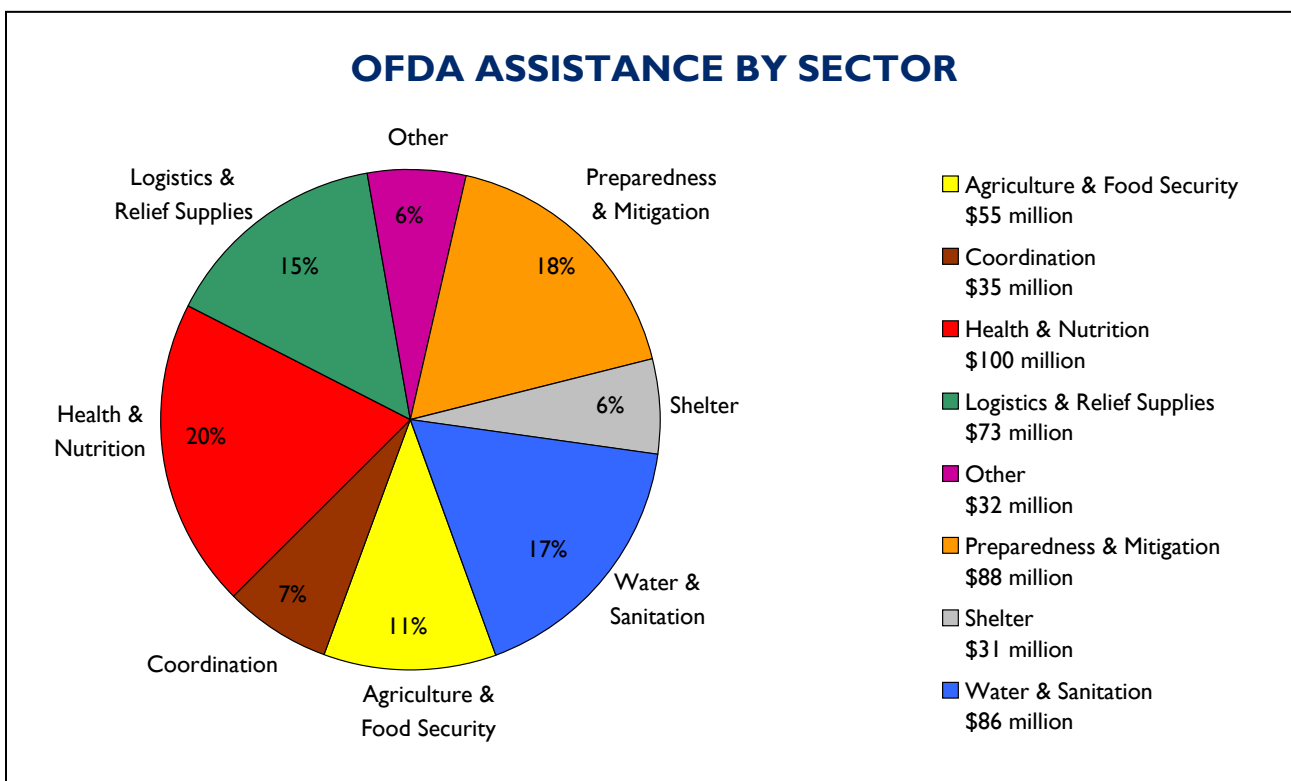
# FY 2006: OFDA Responses At a Glance

In FY 2006, OFDA responded to 74 disasters affecting more than 173 million people in 55 countries. Ongoing conflicts, drought and food insecurity, floods, a volcanic eruption, a building collapse, and health emergencies confronted countries throughout Africa. Asia and the Pacific region experienced natural disasters, including typhoons, a tsunami, torrential rains, drought, and a volcanic eruption, as well as complex emergencies. Seven countries in Europe, the Middle East, and Central Asia (EMCA) required assistance to address issues related to flooding, earthquakes, and complex political and security challenges. Hurricanes, heavy rainfall, and flooding led to the majority of disaster declarations in the Latin America and Caribbean (LAC) region, although volcanic eruptions, localized food insecurity, and an incident of methanol poisoning also required OFDA's assistance.

FAST FACTS FOR FY 2006	
Number of OFDA disasters responses	74
Number of countries to receive OFDA disaster support	55
OFDA's total budget	\$596 million
OFDA percentage of USAID budget	6.6%
Most frequent disaster	Floods
Most funded sector	Health and Nutrition
Median amount per disaster response	\$200,000

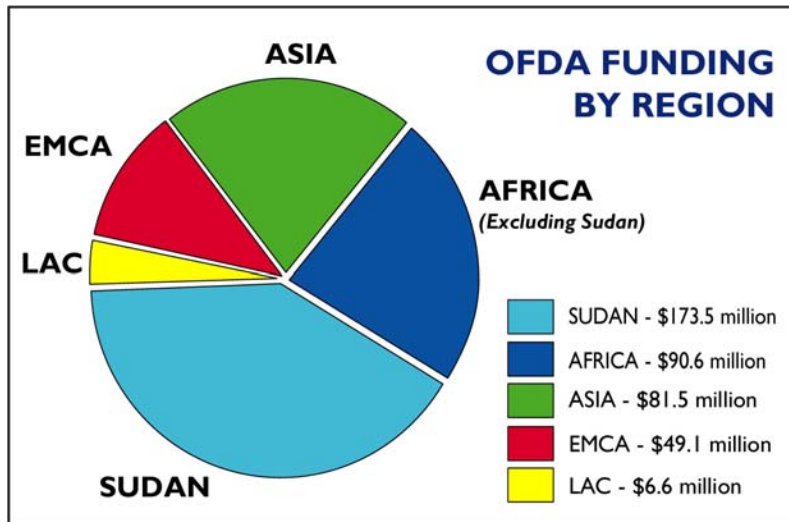
In both natural and complex disasters, affected populations required safe drinking water, emergency shelter, health care services, food security interventions, and emergency relief supplies such as soap, kitchen sets, and blankets. Countries facing insecurity or emerging from periods of political or economic volatility also required support for local capacity building, protection of vulnerable populations, and coordination of international humanitarian response efforts.

In FY 2006, OFDA provided more than \$403 million to purchase and distribute emergency relief supplies and to support relief activities in the following sectors: water and sanitation, health, food security, agriculture, nutrition, shelter, capacity building, livelihoods, protection, income generation, psychosocial support, and demining.



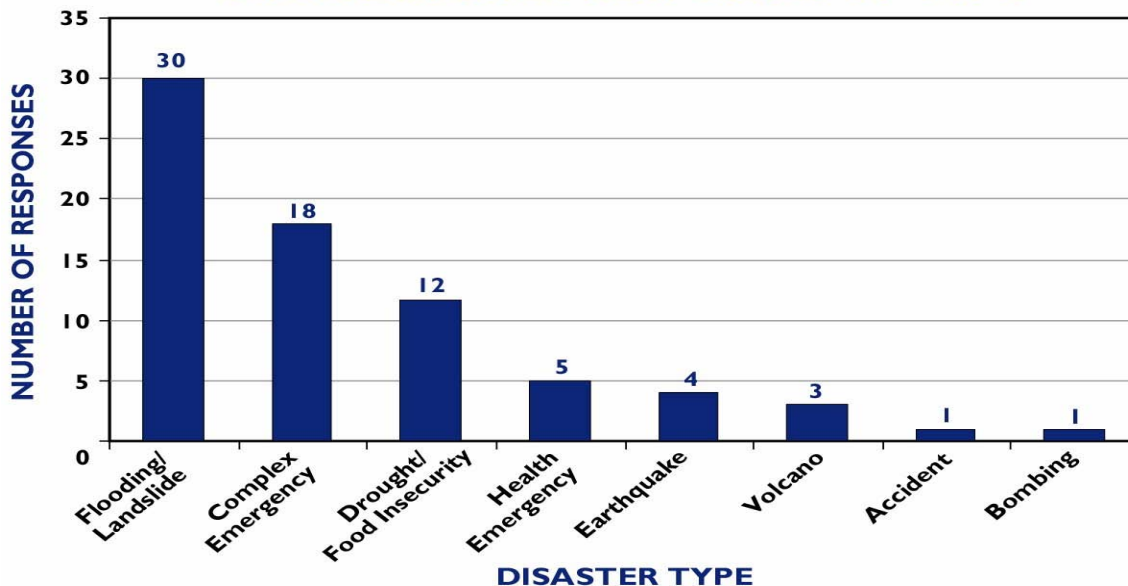
OFDA directed approximately 80 percent of disaster response funds to emergencies in Sudan, Lebanon, Pakistan, the Democratic Republic of the Congo (DRC), and the Horn of Africa. OFDA deployed Disaster Assistance Response Teams or major assessment teams to Central America, the Horn of Africa, Indonesia, Lebanon, and Pakistan. Meanwhile, OFDA program and field staff maintained a presence in Sudan, the DRC, and Ethiopia, and a full-time program officer deployed to monitor conditions in northern Uganda. After multiple years in Liberia and Burundi, OFDA reduced program staff and continue to transition relief programs to development activities sponsored by USAID regional bureaus.

LARGEST RESPONSES IN FY 2006		
COUNTRY	DISASTER TYPE	FUNDING
Sudan	Complex Emergency	\$173.5 million
South Asia Earthquake (Pakistan, India)	Earthquake	\$69.4 million
Lebanon	Complex Emergency	\$40.7 million
Democratic Republic of the Congo	Complex Emergency	\$25.1 million
Horn of Africa (Kenya, Ethiopia, Djibouti)	Drought and Food Insecurity	\$22.6 million

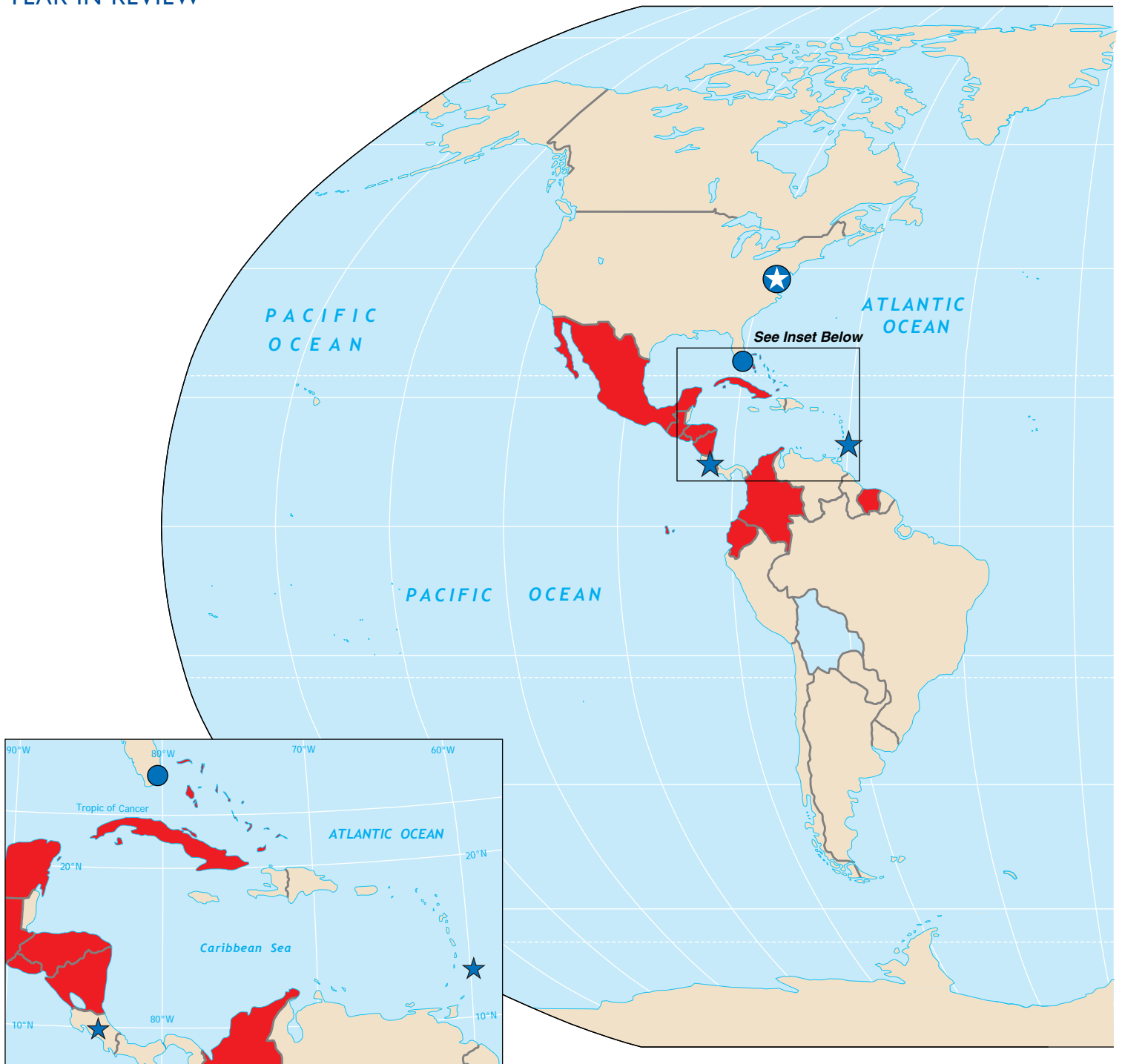


In addition to responding to ongoing disasters, OFDA directed \$78 million to prepare for and mitigate the hazards of potential disasters. OFDA tailored these preparedness and mitigation activities to the specific risks that communities face and designed the programs to build and improve local disaster management capabilities. In FY 2006, these efforts included support for an avian influenza stockpile, storm early warning systems, volcano monitoring programs, and improved emergency communication networks.

**OFDA DISASTER RESPONSES BY TYPE**

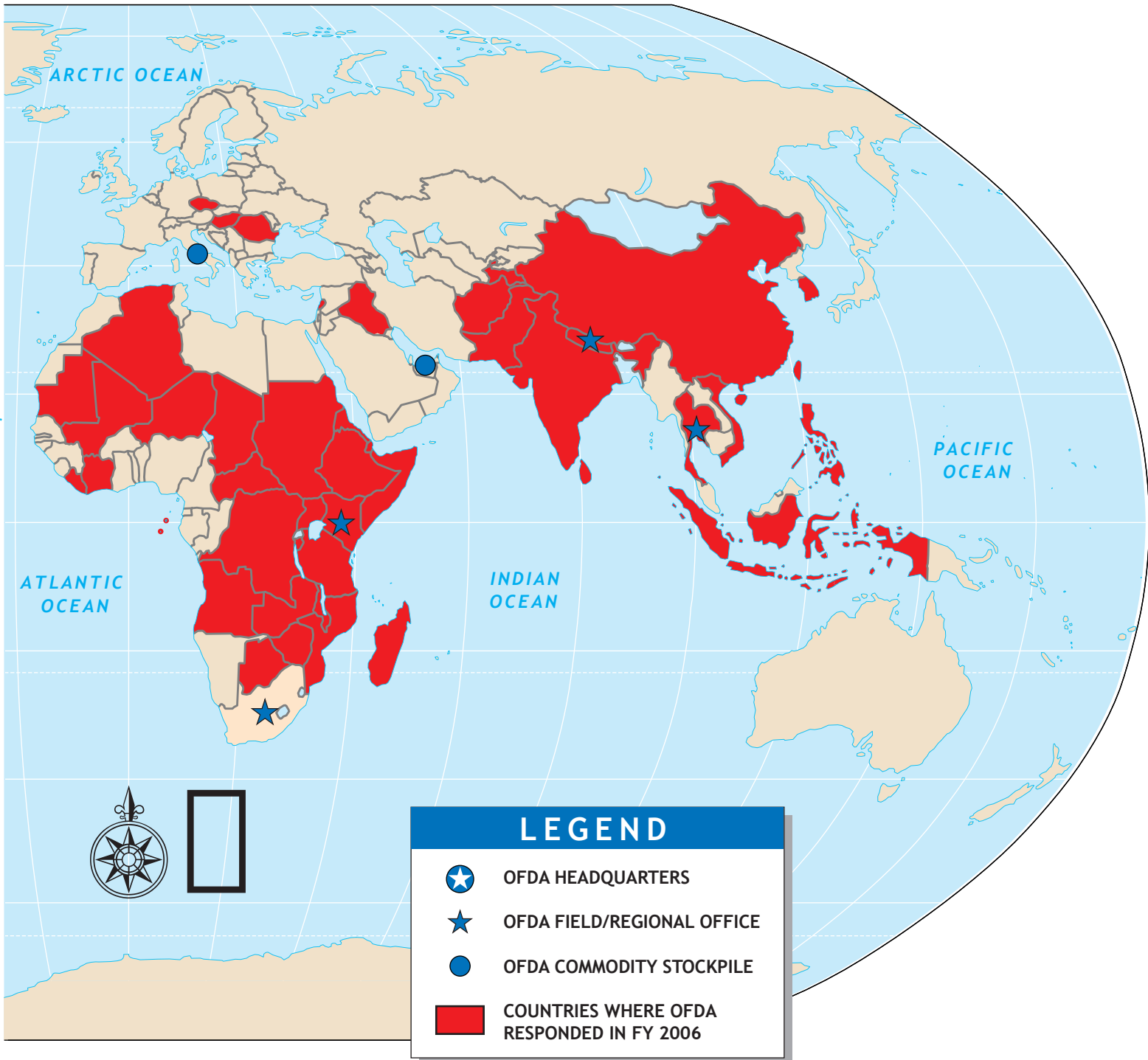










## DISASTER RESPONSES

Afghanistan	Complex Emergency	Cuba	Hurricane	* Guatemala	Tropical Storm
Algeria	Floods	Czech Republic	Floods	Honduras	Hurricane
Angola	Epidemic	Djibouti	Drought		Floods
Bahamas	Hurricane	DRC	Complex Emergency	Hungary	Floods
Bolivia	Floods	East Timor	Complex Emergency	India	Earthquake
Botswana	Epidemic	Ecuador	Floods	* Indonesia	Bombings
Burundi	Complex Emergency		Volcano		Floods
Central African Republic	Complex Emergency	El Salvador	Floods and Volcano		Volcano
Chad	Complex Emergency	Eritrea	Complex Emergency		Earthquake
China	Typhoons	* Ethiopia	Complex Food Security		Tsunami
Colombia	Floods		Earthquake and Volcano	Iraq	Complex Emergency
Cote D'Ivoire	Complex Emergency		Complex Emergency	* Kenya	Drought
	Hazardous Waste		Floods		Building Collapse



**LEGEND**

-  OFDA HEADQUARTERS
-  OFDA FIELD/REGIONAL OFFICE
-  OFDA COMMODITY STOCKPILE
-  COUNTRIES WHERE OFDA RESPONDED IN FY 2006

FISCAL YEAR 2006					
*Lebanon	Humanitarian Emergency	*Nicaragua	Hurricane	Tajikistan	Earthquake
Liberia	Complex Emergency	Niger	Methanol Poisoning	Tanzania	Armyworm
Madagascar	Floods		Nutrition Emergency	Thailand	Floods
Malawi	Food Insecurity		Floods		Floods
	Floods	*Pakistan	Earthquake	Uganda	Complex Emergency
Mali	Nutrition Emergency	Philippines	Landslide	Vietnam	Typhoon
Mauritania	Floods	Republic of Korea	Floods	Zambia	Food Insecurity
*Mexico	Floods	Romania	Floods	Zimbabwe	Complex Emergency
	Hurricane	Sao Tome & Principe	Cholera		
Mozambique	Food Insecurity	Somalia	Complex Emergency		
Nepal	Complex Emergency	Sri Lanka	Complex Emergency		
	Drought	Sudan	Complex Emergency		
*Nicaragua	Food Insecurity	Suriname	Floods		

\* Countries where OFDA deployed a DART or major assesment team

## HOW THE U.S. GOVERNMENT PROVIDES HUMANITARIAN AID

### USAID’S OFFICE OF U.S. FOREIGN DISASTER ASSISTANCE (OFDA)

The USAID Administrator is designated as the President’s Special Coordinator for International Disaster Assistance. Within USAID, OFDA is the U.S. government (USG) office responsible for providing humanitarian assistance in response to international crises and disasters. With a mandate to save lives, alleviate suffering, and reduce the economic impact of disasters, OFDA is constantly monitoring potential areas of need. When a rapid-onset disaster occurs, OFDA’s duty officer is alerted, and OFDA personnel are placed on stand-by to respond. In the case of complex humanitarian emergencies such as conflict or food insecurity, OFDA staff closely monitor the humanitarian situation to determine the appropriate timing for an effective response. If conditions warrant, OFDA disaster experts deploy to further assess the humanitarian situation and determine priority needs.

OFDA coordinates closely with the U.S. Embassy and USAID Mission in the affected country to determine if and when USG humanitarian assistance may be appropriate. To facilitate a rapid response, OFDA supports regional advisors at offices in Barbados, Costa Rica, Kenya, Nepal, Senegal, South Africa, and Thailand. Additional OFDA field-based staff maintain a full-time presence in countries where humanitarian needs require vigilant monitoring. Regional advisors and program staff maintain relationships with local government disaster response officials as well as with Mission Disaster Relief Officers who are responsible for liaising between OFDA and the U.S. Embassy and USAID Mission. OFDA staff also monitor rehabilitation and disaster mitigation programs.

### DISASTER RESPONSE OPTIONS

If the scope of a disaster merits, a Disaster Assistance Response Team (DART) deploys to the affected area, and an on-call Washington-based Response Management Team (RMT) is activated. Upon arrival in country, team specialists in areas such as water and sanitation, health, nutrition, shelter, agriculture, livestock, and/or protection conduct rapid assessments. Administrative, communications, and information officers work to support assessment teams by relaying information on urgent needs and recommendations on appropriate USG assistance to the RMT. When necessary, members of U.S.-based Urban Search and Rescue (USAR) teams deploy as part of the DART. In the event of an impending disaster, OFDA may pre-position personnel and relief supplies in order to provide immediate assistance and conduct humanitarian assessments, which are crucial in providing policymakers with the means to respond appropriately to identified needs.

In response to requests from staff on the ground, the OFDA logistics officer in Washington coordinates the delivery of relief supplies, including plastic sheeting, water containers and purification units, blankets,

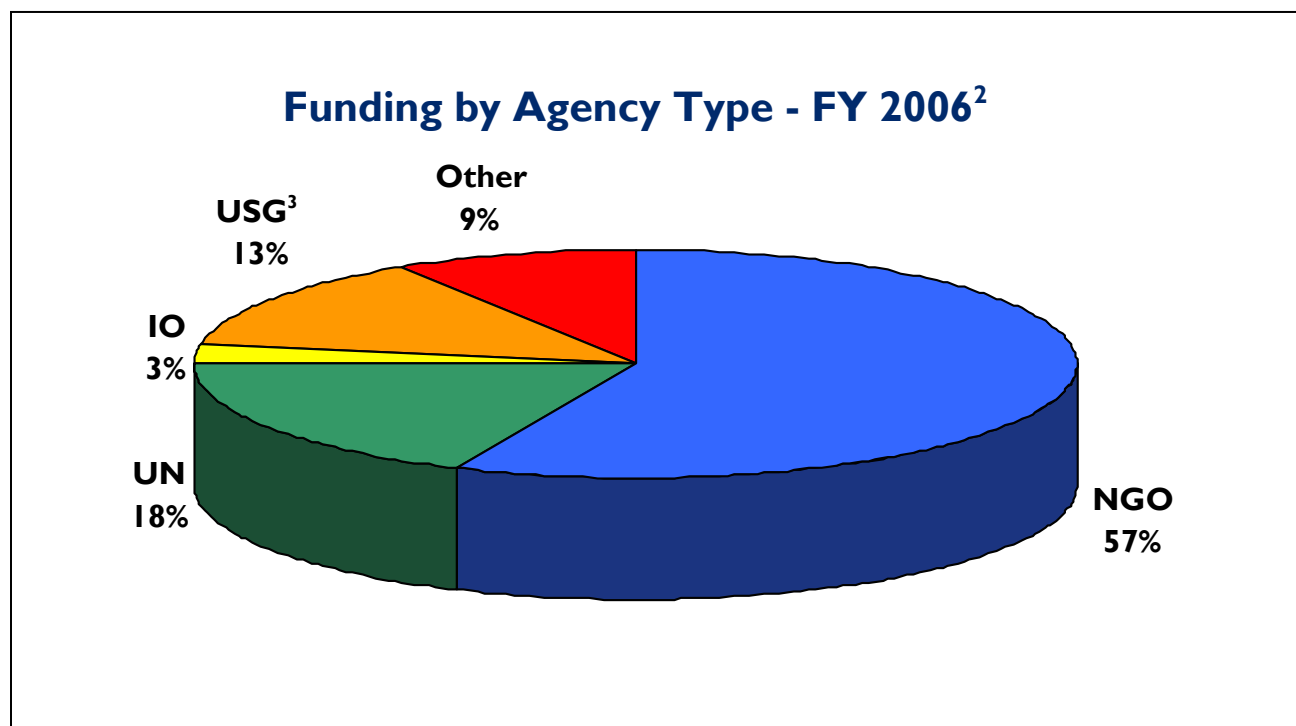
#### Disaster Assistance 101

1. The U.S. Ambassador or Chief of Mission to the affected country—or the appropriate U.S. Assistant Secretary of State in the event that a U.S. Mission is not present—declares a disaster if the event meets the following criteria:
  - The magnitude of the disaster is beyond the capacity of the host country to respond;
  - The host country is willing to accept assistance; and
  - A response is in the interest of the USG.
2. OFDA immediately provides up to \$50,000—the Disaster Assistance Authority—to the U.S. Embassy or USAID Mission in the affected country for the local purchase of relief supplies or as a contribution to a relief organization.
3. OFDA staff may deploy to the region to conduct assessments, determine additional needs, request relief commodities, and/or recommend proposals for funding.

and health supplies, from one of OFDA’s regional warehouses. A logistics officer on the ground ensures that these supplies rapidly reach implementing partners for distribution to affected residents.

Meanwhile, based on recommendations from the field, program officers in Washington, DC, review and fund flash appeals and proposals from implementing partners.<sup>1</sup> The first principle in disaster response accountability is to ensure that appropriate assistance is delivered to the affected population in time to save lives and alleviate human suffering. By registering with USAID prior to a disaster, implementing partners may receive funds quickly, often within 24 hours.

Although the majority of OFDA funds go to NGOs, a sizeable portion is awarded to U.N. agencies, other USG agencies, and other international organizations. (See chart below.) Relief activities supported by OFDA range from airlifting supplies to affected populations in remote locations to managing primary health care programs and implementing cash-for-work programs. Rehabilitation projects might provide seeds and tools to farmers who have been adversely affected by disasters, repair roads and bridges to reconnect farmers to markets, or restore water systems in drought-stricken countries. In addition to conducting assessments of affected areas, the DART and/or regional advisor carefully monitor implementing partners to ensure that resources are used wisely and to determine if projects need to be adapted to changing conditions. For example, although an implementing partner may originally be funded to respond in one location, a new influx of IDPs elsewhere may require USAID authorization to expand operations.

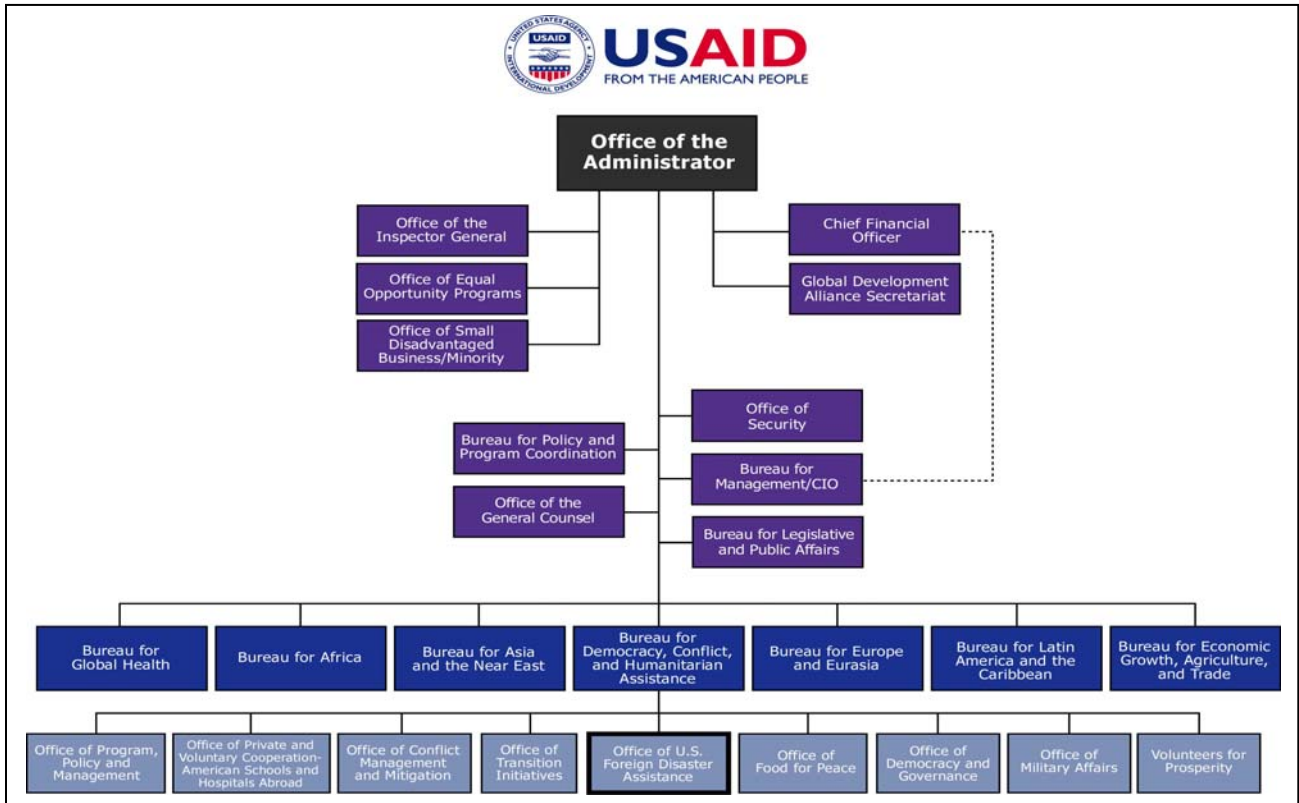


<sup>1</sup> Section 491 of the Foreign Assistance Act of 1961, as amended, provides flexible authority that permits OFDA to respond to the needs of disaster victims in a timely manner.

<sup>2</sup> Chart is based on the total OFDA funding for disaster response and mitigation in FY 2006 of \$502,814,002.

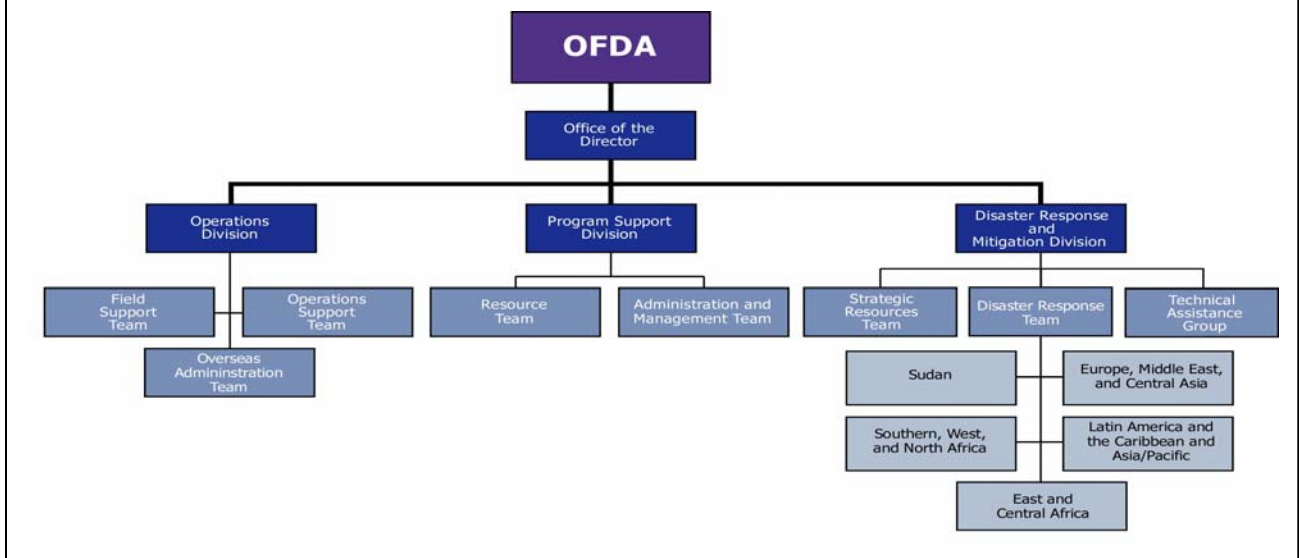
<sup>3</sup> "USG" denotes the portion of assistance provided through agreements with other USG agencies. In FY 2006, more than \$53 million of this funding was allocated to an avian influenza stockpile. For further information, please see pages 91 and 102.

# OVERVIEW



## Organization

OFDA is organized into three divisions, under the management of the Office of the Director. The Disaster Response and Mitigation division is responsible for coordinating the provision of relief supplies and humanitarian assistance. The Operations division develops and manages logistical, operational, and technical support for field offices and disaster response, including urban search and rescue teams, DARTs, and RMTs. The Program Support division provides programmatic and administrative support, including budget and financial services, procurement planning, contracts and grants administration, information technology, communications support, and information services.





## MONITORING AND MITIGATION

After immediate needs are met, OFDA representatives remain in disaster-affected countries to ensure continued monitoring and support of projects. As the response transitions from emergency programming to rehabilitation and reconstruction, OFDA works with other offices within USAID's Bureau for Democracy, Conflict, and Humanitarian Assistance (DCHA), as well as USAID's regional bureaus and overseas USAID Missions, to monitor programs and ensure a smooth transition of emergency programs to medium- and longer-term development.

In addition to disaster response activities, OFDA oversees a portfolio of mitigation projects designed to reduce the impact of natural disasters in disaster-prone countries. OFDA has invested in a number of programs in partnership with the U.S. Geological Survey (USGS), the Pan American Health Organization (PAHO), the Asian Disaster Preparedness Center (ADPC), and other offices within USAID. These programs not only enhance a country's capacity to manage its own disasters and hazards, but also promote the transfer of technology and services between the United States and the affected country. Mitigation-related programs range from supporting drought early warning systems to training local relief workers to manage disaster response more effectively. USAID is increasingly investing in programs designed to mitigate, prepare, and plan for complex emergencies, including civil conflict.

### OFDA Profile: Protection Programs

There is a growing acknowledgement within the international community that material assistance alone often cannot ensure the well-being of at-risk communities. To meet this challenge, OFDA stands at the forefront of the humanitarian community's effort to place greater emphasis on protection across all levels of relief planning and implementation.

Since 2004, when USAID adopted an agency-wide policy on internally displaced persons (IDPs), OFDA has provided considerable humanitarian assistance for activities that protect vulnerable populations, including women, children, widows, and elderly, disabled, and displaced persons. All too often, these populations bear the heaviest toll in natural disasters and complex emergencies, losing family and community support structures, occupying low economic and social positions, and being overlooked by traditional assistance mechanisms.

**Stand-alone protection** activities can include advocacy training and the provision of child-friendly spaces, women's centers, psychosocial activities, family reunification and child-tracing programs, and initiatives that combat sexual and gender-based violence.

**Mainstreamed protection** activities incorporate the needs of vulnerable populations into traditional humanitarian sectors, such as water and sanitation, health, shelter, food security, nutrition, and livelihoods. Some examples include shelter programs that prevent the separation of families and health activities that take into account the needs of the elderly.



As part of a protection and income-generating project, a Darfuri woman makes fuel-efficient stoves, reducing the need for women to travel to unsafe areas to collect fuel for cooking (Kurt Yusi, USAID).

### **OFDA Profile: Geographic Information Unit (GIU)**

Accurate and detailed cartographic and geographic information is essential to effective disaster response. In the planning and early decision-making phases of a response, maps and visual depictions of information are essential in identifying the parameters of disaster-affected areas, geographical and environmental conditions, and infrastructure.

The GIU is responsible for synthesizing relevant information to generate targeted maps and reference materials that support OFDA's mandate. The unit plays a critical role in identifying and applying consistent, standardized references to ensure the delivery of appropriate assistance. Indicating the location and sectors of OFDA-funded activities, GIU maps enhance program coordination and monitoring and provide information for public reporting.

In addition, the GIU collaborates with partners in the USG and the humanitarian community to obtain and share relevant data, such as needs and assessment information. The GIU also shares data with and provides technical guidance to U.N. Humanitarian Information Centers, where the humanitarian community can share and access information resources in order to improve the planning and delivery of humanitarian assistance.

## **OTHER USG OFFICES THAT PROVIDE FOREIGN HUMANITARIAN ASSISTANCE**

Although OFDA is the designated USG responder to international disasters and crises, the office coordinates assistance with other parts of USAID as well as USG agencies and donors. OFDA is one of nine offices within DCHA. In response to large-scale disasters, OFDA works closely with the Office of Food for Peace (FFP), the Office of Transition Initiatives (OTI), and the Office of Conflict Management and Mitigation (CMM) to ensure that the needs of affected populations are met and to establish the groundwork for longer-term recovery and reconstruction. FFP provides food commodities to implementing partners to address both emergency food needs and food security development activities. OTI's assistance is designed to facilitate the transition from crisis and conflict to peace and stability by aiding in the demobilization of combatants or developing democratic governance and media structures within the affected country. CMM supports early responses to address the causes and consequences of instability and conflict and seeks to integrate conflict mitigation and management into USAID's programs. Other parts of USAID such as regional bureaus support longer-term development programs that complement DCHA's activities.



U.N. World Food Program staff stack bags of USAID food in the El Geneina warehouse in preparation for distribution in Darfur (Kurt Yusi, USAID).

OFDA also coordinates with other USG agencies that provide significant humanitarian assistance. The U.S. Department of Defense (DOD) possesses unique capabilities that are able to overcome the serious



Carrying relief supplies, a U.S. military helicopter departs for earthquake-affected areas of Pakistan (Ngoc Clark, USAID).

logistical challenges that often occur following disasters. In collaboration with OFDA, DOD coordinates and directs the utilization of military assets, including personnel, supplies, and equipment, for humanitarian assistance overseas. Established in 2005, USAID's Office of Military Affairs (OMA) is the focal point for USAID interaction with DOD. OMA is responsible for enabling effective working relationships with DOD, including maintaining emergency response readiness, coordinating planning, and developing joint training, education, and exercises. OMA also serves as a liaison between DOD and the humanitarian community during a disaster response.

The U.S. Department of State's Bureau of Population, Refugees, and Migration (State/PRM) and Office of the Coordinator for Reconstruction and Stabilization (State/CRS) also contribute significantly to humanitarian assistance. State/PRM provides multilateral grants to international relief organizations in response to refugee and other emergency appeals and contributes to the regular program budgets of organizations such as the Office of the U.N. High Commissioner for Refugees (UNHCR) and the International Committee of the Red Cross (ICRC). State/CRS works to lead, coordinate, and institutionalize USG civilian capacity to prevent or prepare for post-conflict situations, and to help stabilize and reconstruct societies in transition from conflict or civil strife.

The U.S. Department of Agriculture (USDA) provides food assistance to support emergency feeding programs in countries experiencing food shortages due to drought and civil conflict.<sup>1</sup> The USGS, the U.S. Department of Health and Human Services' (HHS) Centers for Disease Control and Prevention (CDC), USDA's Forest Service (FS), the National Oceanic and Atmospheric Administration (NOAA), and the Environmental Protection Agency (EPA) are examples of other agencies that provide technical assistance, in coordination with OFDA, in response to disasters and potential hazards overseas.

To ensure constant USG coordination, representatives from the offices highlighted above frequently participate on DARTs and RMTs and often collaborate with OFDA on follow-up assessment missions. OFDA also maintains communication with U.N. agencies, international organizations, and other donors to ensure the USG complements rather than duplicates other international assistance.

<sup>1</sup> USDA provides international food assistance through the McGovern-Dole International Food for Education and Child Nutrition and Food for Progress programs.



## Transforming Lives: OFDA's Long History of a New Diplomacy

Fiona Shanks and Yoni Bock

In January 2006, U.S. Secretary of State Condoleezza Rice announced a new direction for U.S. diplomacy to strengthen efforts to “build and sustain democratic, well-governed states that will respond to the needs of their people.” Intended to substantively improve the effectiveness of U.S. diplomatic efforts and foreign assistance programs, transformational diplomacy is designed to help foreign citizens better their lives, build their nations, and transform their futures, according to Secretary Rice.

OFDA has been actively promoting the objectives of transformational diplomacy for more than 40 years. With a mandate to save lives, alleviate human suffering, and reduce the social and economic impact of disasters, OFDA has been working tirelessly to help disaster-affected people improve their lives, rebuild their nations, and ensure their futures.

Although OFDA delivers humanitarian assistance based on need rather than on strategic interests, the greatest humanitarian disasters—and the vast majority of OFDA's nearly 800 responses since FY 1996—have occurred in precisely those regions and countries defined by Secretary Rice as “emerging.” Each of the key countries identified in January 2006 by Secretary Rice—Nigeria, Morocco, Pakistan, and Indonesia—has benefited from multiple OFDA-led humanitarian response operations in the last 10 years. Since 1996, OFDA has responded to 5 disasters in Morocco, 6 disasters in Nigeria, 10 disasters in Pakistan, and 35 disasters in Indonesia.

In FY 2006, OFDA responded to 74 disasters in 55 countries around the world. Major responses included Pakistan, Lebanon, Sudan, and the Horn of Africa.



Earthquake-affected Pakistanis receive assistance from OFDA (GOAL).

Focused on addressing basic human needs, wherever and whenever they arise, humanitarian assistance is a visible example of transformational diplomacy in action and shares many of the same goals. A snapshot of the 74 disaster responses in FY 2006 illustrates the breadth of OFDA's humanitarian reach. Over the past year, OFDA provided transitional shelters to earthquake survivors facing harsh winter conditions in Pakistan, funded protection initiatives in West Africa to counter sexual exploitation and abuse, responded simultaneously to the devastating effects of an earthquake and the looming threat of a volcano in Indonesia, and improved water and sanitation conditions for conflict-affected populations in Uganda. OFDA also supported transition and self-sustaining recovery efforts in Burundi, addressed severe food insecurity in Malawi through innovative nutritional strategies, and formed the backbone of the world's largest humanitarian operation in Sudan.

Each year, in addition to country-specific disasters, OFDA responds to large-scale disasters that are frequently regional in scope. Through regional offices in Asia, Africa, and Latin America, OFDA's response options are sufficiently agile to implement multi-country response efforts within hours. The effectiveness of these programs is well-illustrated by the recent successful humanitarian responses following the Indian Ocean tsunami, the drought in the Horn of Africa, and the South Asia earthquake, which impacted Pakistan as well as India and Afghanistan.

“Our foreign policy is now recognizing what has been best practice [at USAID] ... for at least a decade. As President Bush has said, true development requires far-reaching, fundamental changes in governance and institutions, human capacity and economic structure, so that countries can sustain further economic and social progress without permanently depending on foreign aid.”

- Ambassador Randall L. Tobias,  
Director of U.S. Foreign Assistance  
and USAID Administrator

Just as transformational diplomacy strives “to use America's diplomatic power to help foreign citizens to better their own lives . . . and to transform their own futures,” OFDA's focus on preparedness and mitigation activities has transformed local capacity to respond to domestic disasters. Preparedness programs are forward-thinking investments that reduce the need for U.S. taxpayers to fund more expensive relief operations. These programs build local disaster management capacity and empower nations to respond to their own emergency needs. For more than 15 years, OFDA has funded the Regional Disaster Assistance Program (RDAP) in Latin America and the Caribbean.

The program, which trains local staff in disaster management concepts and technical disciplines, has created a network of local experts who deploy to disaster sites, conduct damage assessments, and provide guidance on disaster preparedness and mitigation activities. Since RDAP's inception, OFDA has trained nearly 43,000 participants and certified more than 4,200 instructors in 26 countries. Many of these individuals have assumed leadership roles in national disaster management organizations and presently conduct training in their own countries using local resources.

Regardless of the scale of a disaster, OFDA's responses target the individual, meeting critical survival needs and thereby allowing community recovery and national development to follow. OFDA has focused on allowing people to transform their own lives since 1964—giving people the tools and support necessary for self-recovery. Tried and tested, OFDA's focus and mandate has allowed the office to be a constant and consistent arm of USG foreign assistance on behalf of the American people, showing compassion to those who need it most.



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Water projects in Southern Sudan reduce the strain on scarce resources and prevent conflict by increasing access to safe drinking water for conflict-affected communities (PACT).



Disaster declaration descriptions for countries shaded on the map above are included in this section.

During the course of FY 2006, OFDA responded to 33 disasters affecting 26 countries throughout Africa. The emergencies ranged from localized natural disasters to countrywide insecurity impacting nearly all life-sustaining activities. Ongoing conflicts in Chad, the Central African Republic, Côte d'Ivoire, the Democratic Republic of the Congo, Somalia, Sudan, and Uganda continued to uproot populations, disrupt access to basic services, and impede individual livelihoods. Political and economic instability in Zimbabwe posed similar challenges to basic humanitarian needs, and the transitions to greater stability in Burundi and Liberia required continued support for affected populations. Natural disasters in Algeria, Angola, Botswana, Mauritania, São Tomé and Príncipe, and Tanzania impeded residents' access to safe drinking water, adequate food, and shelter. Food insecurity and nutrition emergencies in the Sahel, Horn of Africa, and Southern Africa impacted populations in

Djibouti, Eritrea, Ethiopia, Kenya, Madagascar, Malawi, Mali, Mozambique, Niger, and Zambia. In addition, hazardous waste in Côte d'Ivoire caused a public health and environmental crisis. In FY 2006, U.N. agencies and local officials estimated that these disasters affected a total of 50 million people in Africa.

In response, OFDA provided more than \$264 million in funding for water and sanitation, health, food security, agriculture, shelter, protection, psychosocial support, local capacity building, and other emergency relief programs. A significant portion of OFDA's response in Africa was dedicated to multiple ongoing complex emergencies in Sudan. OFDA deployed assessment teams to Djibouti, Ethiopia, and Kenya to assess damages and coordinate the USG response with local disaster officials, U.N. agencies, and NGOs.

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### ALGERIA – Floods

On February 10 and 11, 2006, heavy rainfall and flooding in Tindouf Province in southwestern Algeria affected an estimated 50 percent of the Sahrawi refugee population from Western Sahara. According to UNHCR, the flooding destroyed food stocks and damaged the homes of approximately 60,000 people, hospitals, market areas, and the majority of public buildings in the refugee camps.

On February 15, U.S. Ambassador Richard W. Erdman declared a disaster due to the impact of the flooding. In response, OFDA provided \$50,000 through the U.S. Embassy in Algiers for the local procurement of emergency relief supplies.

As part of this response, in conjunction with other donors, DOD helped the U.N. airlift emergency commodities from U.N. warehouses in Jordan to affected areas.

**OFDA Partner in Algeria**  
WFP

**OFDA Assistance ..... \$50,000**

### ANGOLA – Epidemic

In early April 2006, heavy rainfall exacerbated an ongoing cholera outbreak in Angola, causing the number of new cases to increase significantly and spreading the disease from the capital to five additional provinces. According to the U.S. Embassy in Luanda, 700 to 850 new cases of cholera surfaced each day during the height of the epidemic, in contrast to 5 to 10 new cases per day in previous weeks. UNICEF reported that 2,205 people died and 54,135 cholera cases were reported during the epidemic.

On April 19, U.S. Ambassador Cynthia G. Efirid declared a disaster due to the cholera outbreak. In response, OFDA provided \$50,000 through USAID/Angola to support a cholera intervention.

**OFDA Partner in Angola**  
UNICEF

**OFDA Assistance ..... \$50,000**

### BOTSWANA – Epidemic

In early 2006, an unusual and severe outbreak of diarrheal disease affected young children in 11 districts of eastern Botswana. From January to March 10, the U.S. Embassy in Gaborone reported 290 infant deaths and 15,000 cases of diarrheal disease. CDC laboratories identified two major pathogens in stool samples—cryptosporidium and enteropathogenic E. coli—that contributed to the epidemic and resulted in the high morbidity and mortality. According to the U.S. Embassy, 65 percent of infants admitted to hospitals due to diarrhea were also seriously malnourished, complicating the treatment and control of the epidemic.

On March 13, U.S. Ambassador Katherine H. Cavanaugh issued a disaster declaration for the ongoing infant diarrheal epidemic. In response, OFDA provided \$100,000 to support a public health campaign.

**OFDA Partner in Botswana**  
UNICEF

**OFDA Assistance ..... \$100,000**



Public health educators in Angola distribute pamphlets on cholera prevention (Alica Ayuma Otiato, USAID).



## Burundi: From Crisis to Recovery

Marian Spivey-Estrada

Burundi has made significant progress toward peace since 1993, when civil conflict engulfed the country and uprooted nearly one-fifth of the population. Yet the scars of war remain. During more than a decade of conflict, Burundian families lost bread winners, land, possessions, and livelihoods. For the past decade, OFDA has played a key role in supporting the transition to peace and helping to stabilize the humanitarian situation, providing more than \$125 million for relief activities. Insecurity initially forced OFDA to focus only on life-saving activities. However, as security improved, OFDA began to support activities that laid the foundation for a self-sustaining recovery.

### Living from day to day

The story of Agnes, a young woman in her early 20's, illustrates the struggle of conflict-affected populations in Burundi. In 1994, along with more than 800,000 other Burundians, Agnes' family fled their farm in Makamba Province and took refuge in camps in neighboring Tanzania. Agnes and her family moved multiple times in search of food and economic opportunity for the next five years, during which time Agnes lost both her parents. In 1999, Agnes and her siblings returned to their home village, only to discover that their father's land had been taken, and they were forced to seek shelter with a neighbor.

Throughout her ordeal, Agnes survived with the support of family and friends and through assistance from relief agencies. Like hundreds of thousands of Burundians, she lived from day-to-day, scavenging, and was unable to plan for the future. This all began to change in 2003, when the National Council for the Defense of Democracy—Forces for the Defense of Democracy (CNDD-FDD), a major armed opposition group, made peace with the Government of Burundi. As conflict decreased throughout most of the country, improved security allowed OFDA to support agricultural and livelihoods activities that enabled Burundians such as Agnes to take charge of their lives again.

### Restoring food security

The first step in restoring self-reliance to the people of Burundi was helping them to grow their own food. Most Burundians had spent more than a decade away from homes and farmlands, and agricultural knowledge, usually passed from one generation to the next, had been lost or forgotten. Many Burundians with experience in farming never had the benefit of agricultural training. To meet this need, OFDA supported food security projects through implementing partners across Burundi. The U.N. Food and Agriculture Organization (FAO), an OFDA partner, provided recovering farmers with seeds and tools, including hoes, watering cans, and wheelbarrows. OFDA partner Tearfund began a food security project in Agnes' home province of Makamba, benefiting 8,000 residents and returnees, including Agnes and her family. Building on FAO's distributions, Tearfund ensured that beneficiaries could take maximum advantage of their resources.



Association members prepare land to plant beans in Makamba Province (Tearfund).

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Through Tearfund, OFDA worked to support and increase local capacity, training extension workers from Burundi's Provincial Department of Agriculture in association management and sustainable agricultural techniques. Tearfund and extension workers helped beneficiaries to form local farming associations to support and learn from one another during the project. Each association had a communal plot of land, used for training in agriculture methods to apply in individual fields. Given the shortage of land in Burundi, Tearfund and extension workers educated association members in intensive, sustainable farming methods, including organic manure and composting, fertilization, sowing in lines, intercropping, and weeding. Beneficiaries also learned how to dry, sort, and select good quality seeds and improve seed storage.

Armed with increased knowledge and agricultural implements, Agnes and other farming association members began to farm, relying on each other for help and advice. This approach was particularly valuable given that circumstances had forced Agnes and many young women like her to be the head of their families. By the end of the project, Agnes and other association members had reaped dramatic results. Using high quality seeds, associations increased harvest yields by 40 percent; associations also significantly increased seed production, and many became seed multipliers. Initially hesitant to change to more laborious, time consuming techniques, nearly two-thirds of beneficiaries implemented sustainable agricultural farming methods once they saw the success of the harvest in the communal plot. Farmers also benefited from new varieties of cassava, a staple food in Burundi that is increasingly falling prey to cassava mosaic disease (CMD). Working with extension representatives, many associations were able to multiply CMD-resistant cassava varieties for distribution to vulnerable households.

Tearfund also worked to improve local nutrition through support for visits from Burundian nutrition experts and distribution of vegetable seeds. A public health educator introduced components of a balanced diet and used cooking demonstrations with local food to provide examples. In particular, the educator explained how to cook nutritious foods such as garden vegetables, which are not traditionally consumed due to the intensive labor involved in cultivation, and how to prepare a nutritious porridge to prevent or treat malnutrition. Tearfund distributed beans, corn, and vegetable seed, donated by FAO. As a result, vegetable production and consumption became a new agricultural and dietary practice, and by the end of the project, all families cultivated soya beans and 70 percent grew cabbages, carrots, and tomatoes.



Burundian farmers monitor progress of a potato crop (Tearfund).

### Supporting livelihoods

OFDA assistance went beyond restoring food security for individuals by supporting income-generation projects to rebuild livelihoods. After agricultural associations had learned to work together to share experiences and farm land, Tearfund helped associations to plan, organize, and budget for their own small-scale agriculture projects, with the aim of eventually forming cooperatives. Twenty percent of association farmers created shops to sell food and palm oil, and some associations sold seeds or rented land and produced rice. Agnes' newfound agricultural knowledge helped to support her family. Using money earned from seed sales, she was able to rent additional land and hire workers.

### A New Future

Agnes has grown from a destitute woman barely able to provide for the basic needs of her siblings into a successful head of household. Due to her initiative, Agnes was elected secretary of her agricultural association. Agnes no longer struggles to survive each day. With a little support from OFDA, Agnes now has property, a plot of land, and a recognized place within her community. Agnes can now look forward to the future, knowing that she can rely on herself, her family, and her association to meet the challenges ahead.



## BURUNDI – Complex Emergency

In FY 2006, Burundi continued to recover from more than a decade of civil war that claimed 300,000 lives and displaced 1.3 million people. Following national legislative and presidential elections in 2005, the humanitarian and security situation improved throughout most of Burundi. However, one opposition group—the Party for the Liberation of the Hutu People—Forces for National Liberation (PALIPEHUTU–FNL)—continued intermittent attacks in northwestern Bubanza and Bujumbura Rural provinces, leading to sporadic displacement of local populations.

In northeastern Burundi, particularly in Muyinga and Kirundo provinces, the combined effects of persistent drought, erratic rains, and cassava mosaic disease (CMD) resulted in poor harvests in 2005 and early 2006. Increased pressure on local resources due to refugee returns, coupled with poor harvests, exhausted traditional coping mechanisms and left 2.2 million Burundians in need of food assistance, according to WFP. Adequate rainfall and widespread seed availability enhanced the June harvest and improved overall food security.

Burundi experienced a net inflow of returning refugees in FY 2006, with more than 16,000 refugees arriving from Tanzania. Since facilitated repatriation began in 2002, more than 310,000 refugees have returned to Burundi. However, more than 400,000 Burundian refugees remained in Tanzania during FY 2006. An estimated 6,000 Burundians entered Tanzania in 2006 citing a precarious security situation, food insecurity in the northeast, and inadequate infrastructure and public services.

By the end of FY 2006, most humanitarian needs in Burundi related more to structural poverty than to conflict, and large-scale food security and nutrition interventions were no longer needed. However, the effects of civil war left residents throughout the country with limited access to social services, health care, and educational or economic opportunities.

On October 20, 2005, U.S. Chargé d’Affaires Ann Breiter redeclared a disaster in Burundi due to the ongoing sporadic conflict and precarious humanitarian situation. In response, OFDA provided nearly \$2.5 million in emergency programs in the sectors of

nutrition, food security, agriculture, health, and coordination, as well as to strengthen local capacity to respond through early warning systems and crisis management structures.

Through multiple grants, our partners managed seed fairs and community nutrition education programs to improve food security for more than 290,000 people. OFDA partners also addressed acute nutritional deficiencies through supplemental and therapeutic feeding centers.

Through financial and technical support, OFDA supported multiple health centers that increased capacity to detect and manage gender-based violence and improved local knowledge of communicable diseases. Through the provision of essential drugs, medical equipment, vaccinations, and relief commodities, OFDA responded to the needs of nearly 350,000 Burundians. To address the threat of CMD, OFDA funded research on the spread of the disease and supported programs that multiplied drought-resistant cassava varieties for distribution to farmers in CMD-affected provinces.

USAID also responded to emergency needs in Burundi through FFP and OTI. FFP provided nearly 24,820 MT of P.L. 480 Title II emergency food assistance to maintain and improve the nutritional status of refugees, IDPs, returnees, and other vulnerable populations. During FY 2006, OTI phased out pro-



An OFDA regional advisor monitors a multiplication site for disease-resistant cassava varieties (Chantal Ninteretse, USAID).

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gram activities, transferring vocational skills training, community initiatives, and media programming activities to the USAID Regional Development Office in Kenya.

State/PRM assistance continued to support the return and reintegration of refugees in Burundi and refugee populations in Tanzania.

During FY 2006, together with other USG partners, USAID prepared to transition relief activities to development projects in Burundi. Multiple USAID teams traveled throughout the country to assess humanitarian conditions and determine which emergency programs required continued support and which could benefit from development assistance.

### **OFDA Partners in Burundi**

CRS, FAO, IMC, International Institute for Tropical Agriculture, OCHA, WHO, and UNICEF

**OFDA Assistance ..... \$2,490,756**



A girl waters a garden outside an IDP settlement in eastern Chad (Jack Myer, USAID).

## **CENTRAL AFRICAN REPUBLIC – Complex Emergency**

Since December 2005, clashes between armed insurgent groups and government forces in the Central African Republic (CAR) gradually escalated, resulting in the displacement of an estimated 150,000 people in the northwestern provinces of Ouham-Pendé and Ouham. The fighting, compounded by rampant banditry in the area, prompted people to flee villages and take refuge in nearby forests. Furthermore, insecurity prevented many subsistence farmers from planting crops during the May 2006 agricultural season, leading to predictions of a poor October harvest. In September, the Government of CAR appealed to the U.S. Embassy in Bangui for support in providing assistance to the affected communities.

On September 8, 2006, U.S. Chargé D’Affaires A. James Panos declared a disaster in response to the increasing humanitarian needs in the country. An OFDA regional advisor visited the affected provinces in September to assess humanitarian conditions. In response, OFDA provided \$120,000 for nutrition assessments and emergency water interventions in the most affected areas.

**OFDA Partner in CAR**  
AAH/USA

**OFDA Assistance.....\$120,000**  
Note: These funds were allocated from the FY 2007 budget.

## **CHAD – Complex Emergency**

In FY 2006, communities in eastern Chad continued to host Sudanese refugees, while fighting among Chadian groups displaced tens of thousands of Chadians. Since April 2003, more than 220,000 Sudanese refugees have fled to eastern Chad, straining scarce resources such as water and grazing pasture for livestock. Communities surrounding the 12 major camps that host Sudanese refugees continued to face challenges in accomplishing life-sustaining tasks such as obtaining water and basic medical care. The continued presence of the refugees has taxed relations between refugee populations and host communities.

In FY 2006, more than 35,000 Chadians fled their homes due to fighting between Chadian government forces and armed opposition groups in the eastern part of the country. Some IDPs fled to nearby villages, while others sought refuge in the town of Goz Beida, also home to a Sudanese refugee camp. The IDPs placed an increased burden on the minimal food, water, and shelter resources available locally.

On June 9, 2006, U.S. Ambassador Marc M. Wall redeclared a disaster in response to the humanitarian emergency in Chad. In response, OFDA provided approximately \$3.9 million in FY 2006 to support emergency programs for communities hosting refugees in eastern Chad. OFDA programs aimed to offer host communities services comparable to those available to Sudanese refugees in order to mitigate tensions between the groups. Funding priorities included health, nutrition, agriculture, income-generation activities, and water and sanitation.



IDP farmers in Côte d'Ivoire harvest seed corn, the result of an OFDA-funded grant (Regina Davis, USAID).

To support IDPs displaced by insecurity in eastern Chad, OFDA-funded programs provided services in the agriculture, nutrition, shelter, and water and sanitation sectors. These programs allowed displaced families and host communities to plant vegetables, obtain safe drinking water, and receive health care.

USAID also responded to emergency needs in eastern Chad through FFP, which contributed 23,740 MT of P.L. 480 Title II emergency food assistance, including cereals, pulses, vegetable oil, and corn-soya blend. FFP provided assistance through monthly rations, as well as through food-for-work and food-for-education programs. OTI supported a radio news service to provide Sudanese refugees with accurate information regarding conditions in Darfur.

State/PRM assisted refugees through programs focused on water and sanitation, health and nutrition, education, capacity building, protection, psychosocial services, and camp coordination.

#### **OFDA Partners in Chad**

CARE, CRS, FAO, IMC, IRD, OCHA, and UNICEF

**OFDA Assistance.....\$3,893,032**

## **COTE D'IVOIRE – Multiple Emergencies**

### **Complex Emergency**

Access to basic services across Côte d'Ivoire has continually deteriorated since 2002, when an attempted coup d'état divided the country into an opposition-held north and a government-controlled south. In FY 2006, poor infrastructure, the declining economic environment, and ongoing insecurity led to increased poverty and acute water and sanitation, health, and food security needs. The humanitarian concerns were particularly acute in the northern and western regions of the country.

According to OCHA, an estimated 60 percent of the population in Côte d'Ivoire, or more than 11 million people, lacked access to safe water. Approximately 55 percent of the population did not have adequate



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sanitation systems. Access to health care significantly decreased during the years of conflict and political instability, and high levels of malnutrition persisted. WHO reported that the majority of medical personnel relocated, fled, or were unable to work due to continuing insecurity. Although IDPs in some parts of the country returned to home areas in 2006, additional displacements occurred as a result of continued unrest and ethnic violence, particularly around the western towns of Guiglo and Tabou. According to the U.N., an estimated 750,000 IDPs remained in five government-held areas in Côte d'Ivoire, the majority living with host families and receiving little or no assistance.



Local children celebrate the opening of an OFDA-supported health clinic in Côte d'Ivoire (SC/UK).

On December 5, 2005, U.S. Ambassador J. Aubrey Hooks redeclared a disaster due to the ongoing complex emergency. In response, OFDA provided nearly \$780,000 to address emergency health, food insecurity, and coordination issues. With financial support from OFDA, our partners improved the capacity of the Ivoirian Ministry of Health and primary health care facilities to address reproductive, maternal, and child health for more than 167,000 beneficiaries. OFDA also funded programs to improve coordination and communication among humanitarian responders in Côte d'Ivoire. To improve protection of vulnerable populations and IDPs, OFDA focused on integrating protection issues into the operational strategies and action plans of humanitarian agencies.

USAID also responded to emergency needs in Côte d'Ivoire through FFP, which contributed 4,610 MT of P.L. 480 Title II emergency food assistance, including cornmeal, vegetable oil, and legumes.

In addition, State/PRM supported Liberian refugee repatriation and provided assistance in health, water and sanitation, education, and gender-based violence prevention and response.

**OFDA Partners in Côte d'Ivoire**  
SC/UK and FAO

**OFDA Assistance ..... \$779,838**

## Hazardous Waste

On August 19, 2006, a Dutch-based and Panamanian-registered cargo vessel requested and reportedly received permission to dispose of toxic petrochemical waste in and around Abidjan, Côte d'Ivoire. OCHA reported that local transporters dumped the waste in at least 14 locations throughout the city. According to the Ivoirian Ministry of Health, toxic fumes from the waste caused nearly 95,000 people to seek medical attention, including at least 69 people who were hospitalized. Eight people reportedly died. Environmental experts raised concerns that toxins might pollute the lagoon surrounding Abidjan and cause additional health issues.

On September 14, U.S. Ambassador J. Aubrey Hooks declared a disaster due to the effects of the hazardous waste pollution. In response, OFDA, in coordination with the Ivoirian Ministry of Health and the CDC, provided \$50,000 through the U.S. Embassy in Abidjan to mitigate the effects of the toxic waste through a public health information campaign. Through a preexisting arrangement, OFDA also funded one CDC expert who traveled to Côte d'Ivoire to assess the epidemiological and public health consequences of the disaster.

**OFDA Partner in Côte d'Ivoire**  
WHO

**OFDA Assistance ..... \$50,000**

## DEMOCRATIC REPUBLIC OF THE CONGO – Complex Emergency

In FY 2006, the Democratic Republic of the Congo (DRC) continued to struggle through a difficult transition to democracy, political stability, and security. In July 2006, DRC residents took part in the first pluralist, open polls in 40 years, officially ending the transition period that began following the 1999 Lusaka peace accords. However, prior to the second round of presidential elections scheduled for October 2006, violence and protests increased tensions throughout the country. The Government of the DRC (GDRC) also faced significant challenges in extending authority to eastern DRC, where sporadic violence threatened to unravel the peace process.

In preparation for the July 2006 elections, the DRC armed forces (FARDC) and the U.N. Mission in DRC (MONUC) intensified efforts to disarm dissident groups in eastern DRC. However, joint FARDC/MONUC offensives were largely unsuccessful, as dissident groups retreated further into the country's interior, causing additional population displacement and limiting humanitarian access in the provinces of Katanga and the Kivus, as well as in Ituri District, Orientale Province.

In Katanga Province alone, an estimated 170,000 people fled FARDC offensives from November 2005



IDPs arrive in central Katanga Province (Victor Bushamuka, USAID).

to April 2006, according to UNHCR. Poor infrastructure hindered the provision of assistance, causing malnutrition rates to rise and leading WFP to airdrop food for the first time in the DRC.

Due to the effects of conflict, continued insecurity, and widespread poverty, more than 1.6 million IDPs, as well as 1.5 million former IDPs and refugees returning to their areas of origin, required emergency assistance in FY 2006. The displaced communities lacked access to basic services such as health care, and sporadic insecurity restricted access to agricultural land and markets, discouraging displaced populations from returning home.

Despite insecurity and population displacements in much of eastern DRC, Maniema and Equateur provinces experienced significant improvements. Humanitarian organizations accessed all areas in both provinces without impediment. Nearly all displaced residents returned home, including nearly 260,000 former IDPs and combatants in Maniema Province. Successful food security and livelihood activities created an environment conducive for a transition to development programs.

On October 17, 2005, U.S. Ambassador Roger A. Meece redeclared a disaster as a result of the ongoing complex emergency in the DRC. In response, OFDA provided more than \$25.1 million to support emergency activities targeting conflict-affected populations. Funding priorities included health, nutrition, emergency relief supplies, agriculture, food security, water and sanitation, and transportation of relief personnel and materials. Through multiple grants, our partners improved access to health care for 1.8 million beneficiaries in eastern DRC. Health care activities focused on the restoration of primary health services, training of health staff, availability of essential medicines, and the reconstruction and rehabilitation of health structures, as well as roads and bridges for people to reach these facilities.

To address nutritional needs, our partners managed outpatient therapeutic and supplementary feeding programs that treated more than 57,000 severely



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and moderately malnourished children and pregnant and lactating mothers. To improve the productivity of smallholder farmers, OFDA partners distributed seeds and agricultural tools, trained local associations in seed multiplication to introduce improved seed varieties, and rehabilitated roads and bridges to facilitate farmers' access to markets. These projects benefited more than 700,000 IDPs and returnees.

OFDA partners improved access to water and sanitation services for nearly 375,000 beneficiaries in FY 2006. Our partners also contributed to the transportation of humanitarian personnel and materials countrywide and supplied emergency shelter and household equipment to IDPs and returnees. In addition, cash-for-work activities provided critical livelihoods support to vulnerable households.

USAID also responded to emergency needs through FFP, which contributed 43,500 MT of P.L. 480 Title II emergency food assistance to vulnerable populations. Food assistance also supported former child and adult combatants participating in the national disarmament, demobilization, and reintegration process.

In FY 2006, State/PRM assisted refugees in eastern DRC as well as Congolese refugees returning from neighboring countries.

### **OFDA Partners in the DRC**

AAH/USA, Air Serv, CRS, FHI, GAA, GOAL, IMC, IRC, Medair, Merlin, OCHA, Première Urgence, SC/UK, Solidarités, UMCOR, and UNICEF

**OFDA Assistance ..... \$25,131,641**

## **DJIBOUTI – Drought**

In 2005 and early 2006, erratic and below-average rains led to severe water shortages in the Tadjourah, Dikhil, Ali Sabieh, and Obock districts of Djibouti. According to USAID's Famine Early Warning Systems Network (FEWS NET), the drought resulted in degraded pastures and significant livestock deaths.

On March 3, 2006, the Government of Djibouti declared a humanitarian emergency in the affected districts. In response to drought conditions in Djibouti and across the Horn of Africa, the U.N.



A village woman travels long distances in search of water in drought-affected Djibouti (Jack Myer, USAID).

launched a CAP on April 7, requesting \$7.8 million for emergency food, water and sanitation, health, livelihoods, livestock, and nutrition interventions in Djibouti. According to the CAP, the drought left 88,000 pastoralists in Djibouti in need of immediate humanitarian assistance and put as many as 150,000 people at risk.

On April 17, 2006, U.S. Ambassador Marguerita D. Ragsdale declared a disaster in Djibouti due to the drought. In response, OFDA provided \$200,000 for emergency immunization and nutritional surveillance activities benefiting 10,000 individuals.

USAID also responded to emergency needs in Djibouti through FFP, which contributed 3,210 MT of P.L. 480 Title II emergency food assistance, including rice, wheat, and vegetable oil, for approximately 70,000 people.

**OFDA Partners in Djibouti**  
UNICEF

**OFDA Assistance ..... \$200,000**

## From Headquarters to Field: Responding to Sexual Exploitation and Abuse in West Africa

Shelley Cheatham

In 2002, reports surfaced of sexual exploitation and abuse of refugee and internally displaced persons (IDPs) in coastal countries of West Africa. Most disturbing were the allegations that some of the very people responsible for providing basic social services and protection—humanitarian workers and U.N. peacekeepers—were involved in perpetrating the abuses.

Allegations of abuse first arose during a joint Save the Children/UK (SC/UK) and Office of the U.N. High Commissioner for Refugees (UNHCR) assessment mission in Liberia, Sierra Leone, and Guinea in 2002. The assessment team received numerous reports of sexual exploitation and abuse while interviewing refugees and IDPs in the three countries. The team's findings highlighted the unequal power relationship between refugee and IDP communities on the one hand and humanitarian workers, including local staff, and peacekeepers on the other. This disparity, compounded by the beneficiaries' strong dependence on humanitarian assistance for survival, elevated the potential for exploitation and abuse. Furthermore, the team noted a lack of common legal and cultural understanding among beneficiaries and the humanitarian community of what constitutes sexual exploitation and abuse.



U.N. soldiers in Liberia receive training in sexual exploitation prevention and response (Augustine Mulbah, USAID).

Galvanized by the reports, the international community moved to address the problem and counter future sexual exploitation and abuse in humanitarian emergencies. The U.N. Inter-Agency Standing Committee (IASC), comprising U.N. agencies, non-governmental organizations (NGOs), the International Organization for Migration (IOM), and the International Red Cross Movement, established a Task Force on Protection from Sexual Exploitation and Abuse in Humanitarian Crises and formulated a plan of action to respond to the issue. Investigations and recommendations resulted in the publication of several U.N. documents condemning the sexual exploitation and abuse of vulnerable populations, and more clearly defining terms and standards of behavior.

In addition to the U.N.-led efforts, humanitarian organizations and donors took individual actions aimed at countering sexual exploitation and abuse. For example, the USG now requires that implementing emergency partners adopt a staff Code of Conduct consistent with the IASC principles on the prevention of sexual exploitation and abuse. Independently, several humanitarian organizations initiated efforts among their own staff to raise awareness, provide training, and require all employees to sign a code of conduct prohibiting sexual misconduct. Furthermore, the humanitarian community as a whole made a concerted effort to integrate protection principles into humanitarian policies and programs through staff trainings and wider adoption of organizational codes of conduct.

Recognizing that sexual exploitation and abuse cannot be prevented by legislation and regulations alone, OFDA is increasingly tackling the issue at multiple levels: from international policies to local implementation,

from headquarters to project sites, and from directors to field staff. At the headquarters level, OFDA provides financial and technical support to the American Council for Voluntary International Action (InterAction), the largest alliance of U.S.-based international development and humanitarian NGOs, with more than 160 members. In 2002, InterAction established a Protection Working Group to focus on a variety of protection issues, including the prevention of sexual exploitation and abuse in humanitarian crises. A subgroup, formed in 2006, specifically addresses sexual exploitation and abuse. The subgroup is assisting members in developing codes of conduct and related policies, and provides an essential forum for members to share best practices and lessons learned.

“InterAction is pleased to be collaborating closely with OFDA and other elements of the U.S. Government, as well as with the United Nations, in programs to protect vulnerable populations worldwide, particularly children, against sexual abuse and exploitation. We believe these programs are having a positive impact on the lives of vulnerable populations.” – InterAction

Despite concerted efforts following the 2002 assessment, SC/UK found in late 2005 that children in some IDP camps—since closed—and returnee communities in Liberia remained at risk of sexual exploitation and abuse. In focus group discussions and in-depth interviews, children reported having sex with adults perceived to have wealth or status, including relief workers, U.N. peacekeepers, community leaders, and teachers, in exchange for money, food, and other goods and favors. In addition to reinforcing the need for continuing prevention efforts, a SC/UK discussion paper disseminated in May 2006 emphasized the lack of adequate reporting, investigative, and monitoring systems.

Understanding the need to raise awareness of the issue at all levels of the humanitarian community, OFDA began supporting the Building Safer Organizations (BSO) project, co-managed by InterAction and the International Council of Voluntary Agencies (ICVA). Through regional field-based trainings and workshops, the project aims to build the capacity of NGOs to respond to allegations of abuse by providing organizations with the tools to implement safe and accessible reporting systems and to carry out high-quality, legally sustainable investigations. Workshop participants return to their organizations with an enhanced understanding of the issue and with the required skills to address it. The trainings also enhance overall humanitarian protection efforts as participants learn to respond to allegations of abuse impartially, preventing further harm to both beneficiaries and accused.

At the country level in Liberia, OFDA and State/PRM are co-funding a stand-alone protection initiative implemented by the International Rescue Committee (IRC) with SC/UK, the American Refugee Committee, and the Christian Children’s Fund as collaborating partners. IRC and its partners are also working with a Monrovia-based NGO consortium, as well as with the U.N. Mission in Liberia (UNMIL), to support ongoing efforts and the Government of Liberia to build capacity to address this issue.

Through this project, IRC is establishing a Sexual Exploitation and Abuse Unit to serve as a resource for NGOs that are committed to combating sexual exploitation and abuse by working to develop, strengthen, and adopt codes of conduct and other standards for prevention and response within their own organizations and the populations they serve. By continuing to standardize procedures for receiving and investigating reports, the project aims to reduce confusion and frustration among both the beneficiary and humanitarian communities, as well as to protect the accuser and the accused during an investigation. The project is also expanding knowledge and expertise of the issue through trainings for NGO workers and beneficiary communities.

Affected by violence, displacement, and hunger, refugee and IDP communities rely on humanitarian organizations to help look out for their well-being, not only ensuring food, shelter, and necessities for survival, but also protecting human dignity. To protect the well-being of children and other vulnerable populations in emergencies, OFDA is strengthening efforts to counter future incidents of sexual exploitation and abuse. By targeting all levels of the humanitarian community, OFDA-supported trainings and working groups increase awareness and provide the necessary tools to the appropriate people to build a better, safer environment for those in need.



## ERITREA – Complex Emergency

Six years of recurring drought resulted in acute water shortages, crop failure, livestock losses, and widespread food insecurity throughout Eritrea in FY 2006. Poor performance of the December 2005 coastal rains and the short rains in March and April 2006 led to further depletion of resources and exacerbated an already serious humanitarian situation. According to OCHA, an estimated 2.3 million people required humanitarian assistance in 2005, and OFDA field staff reported similar conditions in 2006. Insufficient quantity and variety of food combined with water shortages led to increasing malnutrition rates in June 2006, UNICEF reported.

Compounding the food insecurity crisis were the residual effects of an ongoing border conflict with Ethiopia that displaced an estimated 50,000 people in Debub, Gash Barka, and Northern Red Sea zones.

On October 26, 2005, U.S. Ambassador Scott H. Delisi redeclared a disaster in response to the continuing food and water insecurity in Eritrea. In response, OFDA provided nearly \$2 million for emergency programs to address food security, agriculture, health, nutrition, and water and sanitation needs. In FY 2006, OFDA-funded water and sanitation projects, including the restoration of shallow and deep wells and repair of gravity-fed and motorized water systems, benefited 110,000 Eritreans. Our partners rehabilitated rural and peri-urban water systems in



Project staff test water quality following an OFDA water intervention (Georgianna Platt, USAID).

Anseba, Northern Red Sea, and Debub zones as part of larger efforts to increase water access, decrease the time spent collecting and transporting water, and enhance awareness of water, sanitation, and hygiene issues. In support of farming communities in the 2006 main cropping season, OFDA partners provided more than 14,000 families with seeds and plowing services in Debub and Maekel zones.

In FY 2006, USAID also responded through FFP, which supported food security, agriculture, water and sanitation, and health programs. However, all FFP activities ceased in June 2006 after the Government of Eritrea confiscated donor food aid, including all in-country USG food stocks.

State/PRM supported refugee and returnee assistance activities for more than 80,000 beneficiaries throughout the country.

**OFDA Partners in Eritrea**  
CRS, OCHA, and UNICEF

**OFDA Assistance.....\$1,987,832**

## ETHIOPIA – Multiple Emergencies

### Drought and Food Insecurity

By late September 2005, crisis conditions had eased for most of the estimated 12 million Ethiopians who had faced serious food shortages due to underestimation of emergency needs and delays in aid distribution by the Ethiopian government's Productive Safety Net Program (PSNP). However, in November and December 2005, early warning systems alerted the humanitarian community to severe drought conditions that threatened the livelihoods of communities throughout the Horn of Africa. In January 2006, the Government of the Federal Democratic Republic of Ethiopia (GFDRE), U.N. agencies, and humanitarian partners released the Joint Humanitarian Appeal requesting food assistance for an estimated 2.6 million people in Ethiopia. The appeal emphasized the vulnerability of 1.7 million agropastoralists and pastoralists in Afder, Liben, and Gode zones, Somali Region, and Borena Zone, Oromiya Region, due to successive failed rainy seasons and subsequent livestock and livelihood losses.



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On October 7, 2005, U.S. Chargé d'Affaires Vicki J. Huddleston redeclared a disaster in Ethiopia due to continuing food insecurity in the country. In response to deteriorating humanitarian conditions across the Horn of Africa, OFDA began augmenting staff in Ethiopia in January 2006, and deployed an assessment team to Ethiopia and Kenya on March 29. Team members included food security advisors, field officers, a food officer, information officers, public health advisors, and water and sanitation officers. The team worked with OFDA staff based in the region to assess humanitarian needs, coordinate with relief agencies on the ground, and provide recommendations for assistance.



A woman feeds her malnourished daughter at a community feeding program in southern Ethiopia (Ron Libby, USAID).

OFDA's ongoing assistance programs from FY 2005, including rapid-response mechanisms for water and nutrition, enabled our partners to respond quickly to the drought emergency. In addition, OFDA provided nearly \$16.9 million for emergency programs in the sectors of nutrition, food security, agriculture, health, and coordination. Through multiple grants, OFDA partners quickly initiated vital water and sanitation interventions and nutrition programs in drought-affected communities in Somali and Oromiya regions. Follow-on projects addressed food security, agriculture, and livelihood needs. In FY 2006, OFDA funded more than 200 emergency interventions in 10 of Ethiopia's 11 regions, serving more than 1.5 million beneficiaries.

USAID also responded to emergency needs in Ethiopia through FFP, which provided assistance to vulnerable populations through food distributions, food-for-work programs, emergency school feeding, maternal and child health, and therapeutic and supplementary feeding programs. As the largest donor of food assistance to Ethiopia, FFP committed 244,240 MT of P.L. 480 Title II emergency food assistance through the PSNP to meet emergency needs and address chronic food insecurity.

State/PRM supported programs to assist Sudanese, Eritrean, and Somali refugees in Ethiopia.

## Volcano

In late September and early October 2005, a series of earthquakes caused the eruption of a long dormant volcano, Mount Arteala, in northern Afar Region. Although no human casualties were reported, the volcanic activity displaced an estimated 6,000 to 12,000 people, killed approximately 1,000 livestock, damaged roads and water points, and covered large areas of grazing land with lava.

On October 13, U.S. Chargé d'Affaires Vicki J. Huddleston declared a disaster due to the damage caused by the eruption. In response, OFDA provided \$50,000 through USAID/Ethiopia for emergency health and nutrition interventions in affected areas.

## Complex Emergency and Displacement

In May and June 2006, inter-clan fighting in Borena and Guji zones in southern Oromiya Region affected thousands of people throughout the region, although the exact number of civilian deaths and displaced persons remains undetermined. While the Oromiya Region's Disaster Prevention and Preparedness Bureau reported that approximately 6,200 people were displaced by the conflict, other humanitarian agencies estimated higher figures.

On July 11, U.S. Chargé d’Affaires Vicki J. Huddleston declared a disaster in response to the violence and displacement. Due to the large number of humanitarian actors responding to the drought in Oromiya Region, emergency assistance moved swiftly to areas where the displaced persons had arrived. OFDA provided \$50,000 for the distribution of blankets and other supplies to approximately 3,500 displaced persons concentrated outside two urban areas.



A community health worker helps a father feed his malnourished child at an OFDA-funded community-based therapeutic care center in Ethiopia (Diedra Spencer, USAID).

## Floods

Following months of drought, heavy rains in August and September 2006 caused serious floods throughout Ethiopia. The most affected regions were Dire Dawa, Oromiya, Amhara, and Southern Nations, Nationalities, and Peoples. The flooding killed more than 630 people, displaced approximately 145,000 others, and affected an estimated 363,000 residents.

On August 16, U.S. Chargé d’Affaires Vicki J. Huddleston declared a disaster due to the extent of the flood damage. The large humanitarian presence already in Ethiopia allowed for the quick provision of emergency assistance in affected areas. Through existing partner arrangements, OFDA provided emergency relief supplies, food assistance, and water treatment supplies, as well as water and sanitation, shelter, and health services, to flood-affected communities.

The U.S. Military, through the Combined Joint Task Force–Horn of Africa (CJTF–HOA), supported the

flood response effort by providing temporary shelter, emergency relief supplies, and medical equipment; digging latrines; and deploying a four-person medical team to affected areas.

### OFDA Partners in Ethiopia

ADRA, CHF International, Comitato Internazionale per lo Sviluppo dei Popoli (International Committee for the Development of Peoples), COOPI, CRS, GAA, GOAL, IMC, IRC, Merlin, Population Services International, SC/UK, UNICEF, and WFP

**OFDA Assistance.....\$16,966,430**

## KENYA – Multiple Emergencies

### Building Collapse

On January 23, 2006, a four-story building under construction in central Nairobi collapsed, killing at least 20 people and trapping nearly 200 others in the rubble, according to the IFRC.

On January 24, U.S. Ambassador William M. Bellamy declared a disaster due to the effects of the building collapse. In response, OFDA provided \$17,500 through USAID/East Africa for the procurement and distribution of emergency relief supplies. The U.S. Embassy in Nairobi procured a donation of excavation equipment, supplied safe drinking water, and provided management and medical staff to coordinate the relief effort. A 16-member team from the Combined Joint Task Force–Horn of Africa’s U.S. Navy Construction Battalion provided technical support to the rescue teams.

### OFDA Partner in Kenya

Government of Kenya

**OFDA Assistance.....\$17,500**

### Drought

Successive seasons of failed rains resulted in a humanitarian emergency across the Horn of Africa in late 2005 and 2006. In northern Kenya, below average rains from February to June 2005 prompted pastoralists and livestock in Garissa, Wajir, Tana River, and Isiolo districts to migrate for water and

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pasture earlier than usual. Subsequent failure of the October to December rains in pastoral and marginal agricultural areas in Eastern and North Eastern provinces, including Mandera, Wajir, and parts of Marsabit districts, exacerbated the situation as pasture, browse, and water sources were depleted. In January and February 2006, prolonged drought conditions led to large-scale livestock losses, substantial decreases in livestock prices due to poor animal body conditions, and a general decline in milk availability. Child malnutrition in drought-affected areas subsequently increased above emergency thresholds, with rates ranging from 18 to 30 percent, according to UNICEF.

On January 9, 2006, U.S. Ambassador William M. Bellamy declared a disaster due to the humanitarian impact of the ongoing drought. On February 8, the Government of Kenya, in coordination with U.N. agencies, issued an appeal for emergency humanitarian assistance for 3.5 million drought-affected people. On April 7, U.N. agencies launched the Horn of Africa CAP in response to the regional drought affecting pastoral and agro-pastoral communities in Kenya, Djibouti, Eritrea, Ethiopia, and Somalia. The CAP appealed for more than \$444 million to assist 15.5 million people, including 3.5 million Kenyans.

OFDA provided more than \$5.6 million to support emergency activities in affected districts of Kenya. Through multiple grants, partners improved access to water and sanitation in Eastern, North Eastern,

Coast, and Rift Valley provinces for approximately 277,000 beneficiaries. In addition, our partners implemented emergency nutrition and immunization projects, as well as provided drought-affected farmers with seeds, tools, and training.

USAID also responded to emergency needs in Kenya through FFP, which contributed 128,350 MT of P.L. 480 Title II emergency food assistance, including wheat, vegetable oil, corn-soya blend, and legumes.

During FY 2006, State/PRM provided support for refugee health, camp care and maintenance, and food assistance in Kenya.

### OFDA Partners in Kenya

AAH/USA, CARE, CRS, GAA, Living Waters, UNICEF, and World Vision

**OFDA Assistance.....\$5,613,521**

## LIBERIA – Complex Emergency

Despite positive developments in FY 2006, including the inauguration of President Ellen Johnson-Sirleaf as part of the ongoing transition to democracy, the entire population of Liberia—3.4 million people, according to the U.S. Department of State—struggled to reverse the debilitating impact of nearly 15 years of intermittent civil conflict. According to the U.N., the majority of Liberians remained without access to basic services including health care, safe drinking water, and shelter. Inadequate physical infrastructure, including impassable roads during the rainy season, further hampered the immediate delivery of relief supplies and services and delayed the transition from relief to development programs.

According to WFP, Liberia remained among the most food insecure countries in the world in FY 2006. Widespread destitution and an increasing HIV/AIDS rate created additional humanitarian challenges. Since the start of the refugee repatriation process in FY 2005, more than 80,000 refugees had returned



OFDA support brings potable water to school children in Makueni District, Kenya (Jack Myer, USAID).



to Liberia, but more than 140,000 remained in neighboring countries, according to UNHCR. The 18-month process of facilitating IDP returns officially ended in April 2006 with the U.N. closing all remaining IDP camps. During the process, more than 320,000 IDPs returned to areas of origin, primarily in Lofa, Bong, and Bomi counties. However, humanitarian monitoring groups estimated that 17,000 people remained in former IDP camps, and unknown numbers of unregistered IDPs continued to live in public buildings in Monrovia. The returning populations faced considerable challenges having returned to communities with little or no income-generating opportunities, basic services, or infrastructure.

On November 11, 2005, U.S. Ambassador Donald E. Booth redeclared a disaster due to acute, ongoing humanitarian needs in Liberia. In response, OFDA provided more than \$3.7 million to support vulnerable resident and returnee populations in Liberia. Funding priorities included health, water and sanitation, shelter, and food security.

Through multiple grants, OFDA partners provided tool kits—containing wheelbarrows, hoes, cutlasses, nails, and hammers—to 140,000 beneficiaries in more than 40 communities in Lofa and Bong counties for the construction and rehabilitation of new and existing homes. To enhance protection of vulnerable populations, OFDA funded protection workshops and promoted the adoption of common standards, practices, and procedures by local and international NGOs to address sexual exploitation and abuse.

Through financial and technical support, OFDA also funded the operation of five health clinics in Lofa County, each serving approximately 30 to 35 people per day. In Lofa County, OFDA-funded agriculture and food security activities also assisted 385,000 people while programs to improve healthcare and livelihoods assisted 168,000 others. Our partners worked closely with the Liberian Ministry of Health and NGOs to build capacity to test for, prevent, and treat malaria. Other OFDA-funded health initiatives

in Liberia included expanding immunization activities, improving mother-child health, and expanding health education and training for both professional and community workers. OFDA is working to transition emergency health activities to development partners.



An OFDA program assistant inspects an OFDA-funded water pump in Liberia (Lynn Marie Thomas, USAID).

USAID also responded to humanitarian needs in Liberia through FFP and OTI. FFP contributed 34,160 MT of P.L. 480 Title II emergency food assistance, including wheat, vegetable oil, and legumes, to assist food insecure communities. OTI-sponsored programs strengthened governance, accountability and human rights, as well as enhanced conflict mitigation activities and reintegration programs for conflict-affected youth.

State/PRM provided support for programs targeting refugee and IDP returns, protection, health, education, water and sanitation, micro-enterprise development, gender-based violence prevention and response, and psychosocial support to victims of torture.

#### **OFDA Partners in Liberia**

ACF, ARC, CRS, IMC, IRC, MENTOR, Merlin, and OCHA

**OFDA Assistance.....\$3,706,891**



## A Holistic Approach to Emergency Health Care in Malawi

Yoni Bock

Nestled between Zambia, Zimbabwe, Mozambique, and Tanzania, the nation of Malawi is among the poorest countries in the world, ranked 165 out of 177 countries according to the U.N. Development Program's Human Development Index. Despite a massive fresh-water lake running along nearly the entire eastern border, Malawi is plagued by frequent droughts, which contribute to chronic food insecurity and exacerbate an already vulnerable situation for most of Malawi's 12.3 million inhabitants. Although Malawi has experienced food-related disasters in four out of five previous years, the March to July 2005 harvest was among the worst in a decade and, due to the ensuing disaster, nearly 5 million people required food assistance.

In food insecure environments, the most vulnerable populations tend to be young children, pregnant women, and nursing mothers. In 2005, the cumulative toll of successive failed harvests in Malawi was especially harsh on young children. The result of the Malawi National Nutrition Survey conducted in December 2005 showed global acute malnutrition rates ranging from 13.1 percent in Phalombe District in the south to 2.6 percent in Kasungu District in the north. Overall malnutrition rates were higher in southern districts than in northern areas.



A worker mixes and bottles Chiponde, a local ready-to-eat therapeutic food used in treating malnutrition (Project Peanut Butter).

### Elements of CTC

1. **Community Mobilization:** Consultation with key figures in the community and cooperation with existing organizations in order to maximize community awareness and involvement with the program.
2. **Ready-to-Use Therapeutic Food (RUTF):** Energy-dense mineral or vitamin-enriched food that is easily made and eaten uncooked. RUTF is often oil-based and may keep for months in simple packaging. Examples of RUTF include Plumpy'nut and Chiponde.
3. **Supplementary Feeding Program (SFP):** Standard dry supplementary feeding for moderately malnourished children and those recovering from severe malnutrition.
4. **Outpatient Therapeutic Program (OTP):** Outpatient care provided through the use of specialized RUTF and simple standard medical protocols. OTP is provided to the severely malnourished in decentralized sites and linked, where possible, to existing health infrastructures.
5. **Stabilization Center (SC):** Location that provides inpatient treatment for severe malnutrition with specific life-threatening medical complications. Much smaller than TFCs, SCs can be based in existing health facilities. Care is provided through therapeutic milk and RUTF.

### Operating Principles of CTC

1. Maximum coverage and access to reach as many food insecure and malnourished community members as possible
2. Rapid program set-up and early case identification
3. Provision of appropriate outpatient or inpatient care as needed
4. Minimization of the costs of participation to provide care for as long as needed
5. Integration of programs into other sectors
6. Capacity building

To address Malawi's severe and chronic food insecurity, OFDA supported an innovative nutritional strategy that has gained increasing support from humanitarian responders since it was pioneered by the NGO Valid International in 2000. This community-based therapeutic care (CTC) model expands health coverage at the same time as it lowers costs, reduces the health care burden of parents and other caregivers, and empowers communities to make proactive health decisions. (See previous page for the essential elements of CTC activities.)

In Malawi, OFDA worked through two NGOs to expand CTC activities and integrate treatment into existing national strategies for combating malnutrition. One program, run by Concern Worldwide, partnered directly with national, regional, and local organizations to expand CTC networks and broaden support for CTC practitioners. The other program, administered by Management Sciences for Health (MSH), established 60 Outpatient Therapeutic Programs (OTPs) in five districts in Malawi. Rather than creating new facilities, MSH co-located the OTPs in existing health centers and nutritional rehabilitation units (NRUs), thereby increasing the geographic coverage of nutrition

interventions and making the therapies more accessible for local populations. Teaming up with district health management teams, MSH also recruited and trained numerous district nutrition coordinators, health facility providers, and additional training teams.

In providing an emergency nutritional response, humanitarian agencies have traditionally established central locations for distribution of rations and set up hospital-like therapeutic feeding centers (TFCs) and NRUs to treat the most severe cases. While these methods are successful, they also create additional complications, which CTC programs seek to avoid. As malnutrition becomes increasingly severe, traditional nutritional interventions become more intensive, requiring individual care, longer periods of treatment, and poorer cost-to-benefit results. Inpatient feeding clinics sometimes expose patients, already susceptible to illness due to malnutrition, to communicable diseases from other patients. To reach treatment centers, caregivers often travel long distances with their suffering children and wait at the centers for days and weeks at a time for the



Community workers weigh a child at a health clinic in Malawi (Project Peanut Butter).

child to recover, leaving behind other young children at home, disrupting the family's regular livelihood activities, and negatively affecting household health, nutrition status, and food security. Moreover, traditional nutrition programs only reach a fraction of the most critically malnourished—as few as 20 percent by some estimates.

CTC programs, by contrast, do not refer to one specific type of project but rather reflect a systematic method of approaching malnutrition. CTC programming relies on home-based treatment and outpatient therapeutic care for all but the most severe and complicated cases. At OTPs, parents of malnourished children receive nutrition education and ready-to-eat therapeutic food (RUTF), and local health workers monitor the health of malnourished children. Enabling parents to treat the majority of children at home ensures that family members are able to care for other children in the household and maintain traditional livelihood activities. Risks of contracting infectious diseases are also minimized through limiting contact to other patients.

The contrast between the outcome of the CTC approach and the traditional method is stark. Coverage of CTC programs is reported to exceed TFC coverage. In a 2003 comparison of two districts in Malawi—one in which CTC was implemented and the other in which an NRU was the only treatment option—

researchers found that the NRU covered approximately 28 percent of the one district's under-five population, while different CTC programs effectively provided nearly 75 percent of the population in the second district with access to nutrition services. Further, the use of Chiponde, a locally made ready-to-use therapeutic food, benefits the Malawian economy while promoting local production capacity.



Parents feed malnourished children Chiponde at a community feeding center in Malawi (Project Peanut Butter).

CTC activities directly enhance the welfare of the most-vulnerable populations, build local capacity through training activities, and promote the adoption of international standards of care. Through bolstering a diverse array of locally-available treatments, the CTC approach empowers national governments and local communities alike to integrate nutrition activities into everyday aspects of life. Encouraging local healthcare activities reduces case load levels in district centers and also encourages cooperation and builds accountability among local, district, and national health providers. While Malawi will certainly experience future periods of insufficient rainfall, OFDA's support for CTC programming encourages communities and governments to obtain the resources to identify, address, and treat malnourished children and mothers effectively and efficiently.



## MADAGASCAR – Food Insecurity

Beginning in early 2005, food security deteriorated in Vangaindrano District along the southeastern coast of Madagascar, affecting as many as 400,000 residents. Heavy rains in February 2005 and subsequent flooding in March destroyed rice crops in the region. During the same period, a pest infestation consumed the sweet potato crop, which serves as the alternate nutritional source for the population. An early end to the rains prevented farmers from planting additional crops, and Vangaindrano's isolation from regional markets hindered food from reaching the area, compounding the effect of the crop failures and food shortages.

On November 17, 2005, the Government of Madagascar requested international support to address the deteriorating food and nutrition situation. Results from a multi-agency nutritional assessment conducted in December 2005 revealed a global acute malnutrition (GAM) rate of 20.4 percent in children under 5 years of age.

On December 30, 2005, U.S. Ambassador James D. McGee declared a disaster due to the food insecurity in Vangaindrano District. In response, OFDA provided more than \$250,000 through USAID/Madagascar to support food security, livelihoods, and agricultural programs.

### OFDA Partner in Madagascar CARE

**OFDA Assistance .....\$252,901**



A beneficiary of an agricultural recovery program walks through her fields in Madagascar (Harlan Hale, USAID).

## MALAWI – Multiple Emergencies

### Food Insecurity

Poor rainfall and limited fertilizer and seed availability resulted in low crop yields in Malawi during the October 2004 to March 2005 agricultural season. Maize production was 36 percent less than the recent five-year average, creating a national cereal gap of between 400,000 and 500,000 MT. As a result, nearly 5.1 million people required varying amounts of food assistance from April 2005 through the harvest in March 2006, according to the Malawi Vulnerability Assessment Committee. Increasing poverty, a high rate of HIV/AIDS, and limited cash-labor opportunities exacerbated food insecurity, particularly for Malawi's vulnerable rural households.

The shortfall in household production in Malawi increased the market demand for staple food items, especially maize. High prices resulted, leaving additional vulnerable people unable to meet basic food needs. In December 2005, a multi-agency, country-wide nutritional survey revealed significant increases in malnutrition levels, with the most affected districts located in the Central and Southern regions. By the end of FY 2006, favorable rainfall and a more abundant maize harvest had improved food security in most areas throughout the country.

On October 19, 2005, U.S. Ambassador Alan W. Eastham redeclared a disaster in Malawi due to ongoing food insecurity. In cooperation with other donors, USAID assessment teams traveled to drought-affected areas throughout FY 2006 to monitor the food security and nutritional situation.

In FY 2006, OFDA provided nearly \$2.8 million to support emergency programs in Malawi, with a focus on food security, including agriculture and nutrition. To support small-holder farmers' agricultural recovery and improve their productive capacity, our partners distributed improved seeds, established small-scale irrigation systems, and provided agricultural and water management training for beneficiaries. To address nutritional needs, OFDA also supported community-based therapeutic care (CTC) programs targeting approximately 17,000 malnourished



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children, as well as CTC advisory services that helped the Malawian Ministry of Health and implementing organizations enhance the effectiveness of CTC implementation and management in Malawi.

USAID also responded to emergency needs in Malawi through FFP, which contributed 31,000 MT of P.L. 480 Title II emergency food assistance, including cereals, pulses, vegetable oil, and corn-soya blend.

### Floods

Heavy rainfall in late December 2005 and early January 2006 caused widespread flooding in the Lower Shire districts of Chikwawa and Nsanje. Flooding from the Shire, Mwanza, and Ruo rivers washed away bridges and roads and destroyed houses and crops, impacting more than 20,000 households. Most households affected by the flooding already suffered from food insecurity due to poor crop production and rising grain prices following the 2004/2005 agricultural season. According to the Government of Malawi, immediate humanitarian needs centered on shelter, food, and water and sanitation activities.

On January 10, 2006, U.S. Ambassador Alan W. Eastham declared a disaster due to the impact of flooding in the Lower Shire River basin. Through an existing implementing partner arrangement, OFDA provided \$50,000 to strengthen the emergency nutrition response capacity in Malawi.

#### OFDA Partners in Malawi

Concern, CRS, and Management Sciences for Health

**OFDA Assistance ..... \$2,839,713**

### MALI – Nutrition Emergency

In FY 2006, families in agro-pastoral and pastoral zones of Mali continued to recover from the previous year's nutrition emergency. Higher than average harvests, improved market conditions, and a decrease in cereal prices in FY 2006 mitigated the effect of significant losses of household assets, includ-



A malnourished child enjoys therapeutic food at a community center in Malawi (Project Peanut Butter).

ing livestock and a corresponding decline in purchasing power in FY 2005. Although households prioritized rebuilding family and communal herds in 2006, higher livestock prices and lack of inputs from cereal trade with neighboring countries adversely impacted the ability of families to recover. According to the U.N., food shortages persisted in various pockets of Mali, especially in the northern and central regions of Mopti and Timbuktu. Up to 50 percent of the population of Mopti and Kayes regions and the Western Sahel area north of Kayes and Koulikoro regions were either food insecure or vulnerable to food insecurity. In addition, disease, inadequate weaning practices, endemic poverty, and a lack of adequate sanitation and health facilities continued to exacerbate serious levels of acute malnutrition in Mali.

On October 11, 2005, U.S. Ambassador Terence P. McCulley redeclared a disaster due to the ongoing nutrition emergency in Mali. In response, OFDA provided more than \$1.5 million for emergency programs in FY 2006. Based on the findings of the DART, which deployed to Mali in the final months of FY 2005, OFDA's FY 2006 interventions focused on nutrition, water and sanitation, agriculture, livestock health, and livelihoods recovery.

With implementing partners, OFDA developed and implemented strategic initiatives to build and strengthen the capacity of governmental bodies and national health services to respond to chronic and

acute malnutrition. Through regional initiatives in the Sahel, OFDA partners developed national intervention models for preventing and treating malnutrition in Mali. Through financial and technical assistance, OFDA supported the provision of seeds and tools to 35,000 beneficiaries and the improvement of local water sources and herds for affected households in Kidal and Gao regions. Our partners also improved local capacity in Timbuktu Region to prepare for disasters and manage local responses to future food shortages.

USAID also responded to emergency needs in Mali through FFP and the Bureau for Africa. To meet emergency food needs, FFP provided 7,790 MT of P.L. 480 Title II emergency food assistance, including cornmeal, vegetable oil, and legumes. USAID's Bureau for Africa through USAID/Mali continued to support programs addressing underlying causes of endemic poverty and food insecurity in Mali.

#### **OFDA Partners in Mali**

AAH, CARE, Helen Keller International, and UNICEF

**OFDA Assistance ..... \$1,517,470**



Residents gather near a water tank installed as part of an OFDA-funded agricultural recovery program in Mozambique (Alexandra Riboul. USAID).

## **MAURITANIA – Floods**

In late September 2005, more than 40 cm of rain fell across southern and central Mauritania, causing significant damage to infrastructure, agriculture, and shelter in Assaba, Tagant, Guidimaka, and Gorgol regions. According to the U.S. Embassy in Nouakchott, at the peak of the emergency, rain and subsequent flooding displaced more than 1,500 families. The rain and flooding weakened dikes and small dams in Gorgol Region, washed away recently planted crops, and compounded the effects of a prolonged drought and the 2003–2005 locust infestation.

On October 14, U.S. Ambassador Joseph E. LeBaron declared a disaster due to the damage caused by the floods. In response, OFDA provided \$50,000 through the U.S. Embassy for the purchase of blankets, water containers, and agriculture-related items.

#### **OFDA Partner in Mauritania**

World Vision

**OFDA Assistance ..... \$50,000**

## **MOZAMBIQUE – Food Insecurity**

Poor and erratic rainfall during the October 2004 to March 2005 agricultural season in Mozambique resulted in reduced harvests and increased food insecurity. In October 2005, Mozambique's Technical Secretariat for Food Security and Nutrition reported that more than 801,000 people required emergency food assistance until the March 2006 harvest. In FY 2006, the most food insecure districts were in the central and southern provinces of Mozambique. Households in the southern provinces were particularly affected following five successive years of poor rainfall and reduced crop harvests. As a result of the shortfall in household cereal production in Mozambique, market demand for staple food items increased, causing prices to rise to levels unaffordable for many people.

The drought exacerbated the country's existing vulnerabilities, including chronic poverty, the impact of HIV/AIDS, and a feeble economic environment.



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Scarce water sources for domestic and livestock use also exacerbated food insecurity. By the end of FY 2006, however, the food security situation had improved in drought-affected areas in central and southern Mozambique due to favorable rains during the 2005/2006 agricultural season, timely availability of seeds and agricultural inputs for farmers, and improved livestock conditions.

On November 17, 2005, U.S. Chargé d’Affaires James L. Dudley declared a disaster due to food insecurity. In response, OFDA provided more than \$1.3 million to support agricultural recovery and reduce the impact of future shocks on vulnerable populations. Our partners managed emergency agriculture and livelihoods projects that benefited nearly 100,000 people through the expansion of rainwater collection systems, small-scale irrigation, and drought-tolerant crop diversification.

USAID also responded to emergency needs in Mozambique through FFP, which contributed 17,900 MT of P.L. 480 Title II emergency food assistance, including cereals, pulses, vegetable oil, and corn-soya blend.

### **OFDA Partners in Mozambique** CARE and IRD

**OFDA Assistance ..... \$1,337,255**

## **NIGER – Multiple Emergencies**

### **Floods**

In August 2006, torrential rains led to extensive flooding in a number of communities in Niger. According to the Government of Niger, the flooding washed away houses and other infrastructure and displaced approximately 16,000 people, primarily in Agadez, Zinder, Tahoua, Dosso, and Tillaberi regions. The area around Bilma, Agadez Region, sustained the greatest damage; flooding destroyed part of the city and left more than 3,400 people homeless.



A Nigerien mother brings her child to a supplementary feeding center in Niger (Chris Pratt, USAID).

On September 1, U.S. Ambassador Bernadette M. Allen declared a disaster due to the flooding. In response, OFDA provided \$50,000 through the U.S. Embassy in Niamey for the purchase and distribution of relief supplies.

### **OFDA Partner in Niger** Nigerien Red Cross

**OFDA Assistance.....\$50,000**

### **Nutrition Emergency**

Record harvests in October 2005 eased the previous year’s nutrition emergency, improving food security for approximately 3 million affected Nigeriens and allowing affected communities to begin restoring household assets. Due to livestock losses, however, many pastoralist and agro-pastoralist communities continued to experience elevated rates of food insecurity despite improved pasture and terms of trade. According to USAID’s Famine Early Warning

Systems Network (FEWS NET), low milk availability and fewer cattle negatively affected household assets and limited children's nutritional consumption.

A joint technical mission, conducted shortly after the October 2005 harvest by WFP, FAO, FEWS NET, and the Government of Niger's Système d'Alerte Précoce, found pockets of food insecurity persisting across agro-pastoral regions of the country. According to FEWS NET, the localized food insecurity was due to high cereal prices, premature depletion of household food reserves, widespread indebtedness, and localized grain shortages.

On October 12, 2005, U.S. Chargé d'Affaires John W. Davison redeclared a disaster to address continuing emergency needs in Niger. In March 2006, an OFDA team visited affected areas of Maradi and Zinder regions to assess humanitarian conditions and monitor OFDA-funded programs.

In FY 2006, OFDA provided more than \$2 million for emergency programs in Niger. Continuing funding priorities included supporting emergency recovery programs for malnourished children, improving livestock health, promoting agricultural recovery, diversifying livelihood strategies through cash-for-work activities, and strengthening the capacity of the Government of Niger to respond to acute malnutrition.

To address the longer-term effects of chronic poverty and mitigate subsequent nutritional emergencies, OFDA partners encouraged the use of locally-available foods and improved government nutrition services in 15 hospitals countrywide, helping to build local capacity to address persistent acute malnutrition. Through regional initiatives in the Sahel, our partners helped develop national intervention models for preventing and treating malnutrition in Niger. To mitigate the impact of widespread livestock losses on pastoralist populations, OFDA partners strengthened local commercial veterinary capacity, which helped increase livestock recovery rates and created mechanisms to guard against future livestock crises.

With OFDA funding, partners provided cash-for-work opportunities to nearly 3,000 people who had liquidated household assets the previous year.

Teaching farmers how to better market and sell their crops, implementing partners helped households that experienced food shortages in 2005 to gain maximum revenue for production in 2006. Through enhanced data collection activities, OFDA partners also improved local capacity to predict and respond to emergency needs.

USAID also responded to emergency needs in Niger through FFP, which contributed more than 22,380 MT of P.L. 480 Title II emergency food assistance, including corn-soya blend, sorghum, cornmeal, and vegetable oil.

### **OFDA Partners in Niger**

Center for Human Services (CHS), CRS, FEWS NET, Helen Keller International, VSF/B, OCHA, UNICEF, and WFP

**OFDA Assistance.....\$2,011,664**

## **SÃO TOMÉ AND PRÍNCIPE – Epidemic**

Between October 5 and November 3, 2005, the Ministry of Health of São Tomé and Príncipe reported more than 250 cases of cholera, affecting between 11 and 39 percent of residents in the Mezochi, Agua Grande, and Lobata counties in north-west São Tomé. The increase in reported cases of cholera followed an earlier outbreak between April and July 2005.

On November 8, U.S. Ambassador R. Barrie Walkley issued a disaster declaration due to the cholera epidemic. In response, OFDA provided \$13,000 through the U.S. Embassy in Libreville for the purchase of water containers.

**OFDA Partner in São Tomé and Príncipe**  
Government of São Tomé and Príncipe

**OFDA Assistance.....\$13,000**





In Somalia, OFDA partners make vital repairs to damaged wells, bringing water to villages facing acute shortages (World Concern).

### SOMALIA – Complex Emergency

Since the collapse of Muhammad Siad Barre’s government in 1991, Somalia has endured an ongoing complex emergency. Years of widespread violence, endemic poverty, and the lack of a functioning central government have resulted in the migration of approximately 350,000 Somali refugees to Kenya, Ethiopia, Djibouti, and Yemen. Since March 2006, ongoing fighting in Mogadishu between militias associated with the Council of Somali Islamic Courts (CSIC) and the Alliance for the Restoration of Peace and Counter-Terrorism resulted in the deaths of as many as 300 people and the displacement of thousands of others. Continuing tensions between the CSIC and the Transitional Federal Government have exacerbated already poor humanitarian conditions in the country.

In November 2005, aid agencies requested more than \$174.1 million for assistance to 1 million Somalis through the U.N. Consolidated Appeals Process (CAP). In early 2006, after several successive seasons of failed rains—including the critical October to December 2005 *deyr* season—the cumulative effects of drought conditions led to increased vulnerability in southern and central Somalia. In response to the drought emergency affecting the entire Horn of Africa, the U.N. launched a regional CAP in April 2006. According to the CAP, approximately 2.1 million Somalis, including 400,000 IDPs, faced severe water and pasture shortages. The situation was particularly challenging for agro-pastoralists and

pastoralists in Gedo, Middle and Lower Juba, Bay, and Bakol regions.

On October 17, 2005, U.S. Ambassador to Kenya William M. Bellamy redeclared a disaster due to the ongoing complex emergency in Somalia. To address the emergency, OFDA provided more than \$6.9 million to support water and sanitation, food security, agriculture, health, and nutrition programs in affected areas. In Bakol and Middle Juba regions, our partners initiated water and sanitation projects to benefit more than 61,000 people. Additionally, OFDA provided funding for a drought recovery program to improve sustainable access to water and increase food security for 81,000 residents of Juba Valley Region.

USAID also responded to emergency needs in Somalia through FFP, which contributed more than 120,000 MT of P.L. 480 Title II emergency food assistance, including sorghum, lentils, and vegetable oil.

In FY 2006, State/PRM supported programs to assist refugees and emergency operations throughout Somalia.

#### OFDA Partners in Somalia

ACF, ADRA, FAO, IMC, UNICEF, WHO, World Concern, and World Vision

**OFDA Assistance.....\$6,918,412**

## Behind the Scenes of the World's Largest Humanitarian Operation

Taylor White

As the sun beats down on the desert in Nyala, South Darfur, a truck convoy carrying relief supplies pulls into town. Hundreds of miles southeast, in the town of Torit in Eastern Equatoria, a small propeller plane carrying several humanitarian workers touches down on a dirt airstrip. Later the same day, dozens of representatives from U.N. agencies and NGOs gather in a meeting room in Khartoum to share the latest news and developments affecting the humanitarian situation.

Throughout Sudan, OFDA-funded logistics and coordination programs support shipments of cargo, flights for humanitarian workers, and information-sharing structures, forming the backbone of the world's largest humanitarian operation. Vital for service delivery, logistics and coordination programs ensure that people and goods efficiently reach those in need. In FY 2006, OFDA contributed more than \$15 million for coordination and logistics programs in Sudan, where humanitarian organizations serve 5.5 million people affected by conflict.

Sudan is confronted by concurrent challenges, including an ongoing conflict in the western Darfur region, Southern Sudan struggling to emerge from 21 years of civil war, and the world's largest internally displaced population. OFDA's presence throughout Sudan is highly visible. OFDA also supports behind-the-scenes activities that keep the Sudan humanitarian operation running.

### Humanitarian Air Service

Transporting humanitarian staff to remote areas is one of the biggest challenges of working in Sudan. The country includes some of the most inaccessible areas in the world. With few paved roads, landmines in the southern and central portions of the country, and varied harsh terrain that includes deserts, mountains, and swampland, air travel is the only reliable way to reach many locations and beneficiaries.

Since 2004, OFDA has contributed more than \$21 million to support the U.N. World Food Program's (WFP) Humanitarian Air Service (UNHAS) in Sudan. From Khartoum, humanitarian workers and cargo travel to 20 locations in Sudan on regularly scheduled flights, and reach populations in need more quickly than by overland travel. To keep up this rigorous schedule, UNHAS maintains a fleet of 28 aircraft that includes helicopters and fixed-wing cargo and passenger airplanes. In 2006, UNHAS estimated that each month approximately 5,500 to 6,000 members of the humanitarian community used the UNHAS service in northern Sudan and as many as 7,500 passengers used the UNHAS service in Southern Sudan.

"In Southern Sudan, you can't get the job done without flight operations," said Jennifer Mayer, an OFDA disaster operations specialist who has spent considerable time working in Sudan and other conflict-affected areas of Africa. Mayer explains that due to insecurity and the lack of adequate infrastructure, "It's nearly impossible to get to some of the towns by road. The only reason you see medicine in the town health clinic is because an airplane brought those goods in."

### Common Pipeline and Transport Service for Darfur

When newly displaced families arrive at camps in Darfur, humanitarian agencies provide blankets, plastic sheeting, sleeping mats, water containers, clothing, and other basic items to offer critical support and to help people facing uncertainty and insecurity. Many of these items must be purchased and shipped from outside Darfur, a time-consuming and costly endeavor.

With funding and support from OFDA, the U.N. developed the Common Pipeline with the U.N. Office for the Coordination of Humanitarian Affairs (OCHA), the U.N. Joint Logistics Center (UNJLC), the U.N. Children's Fund (UNICEF), and the international NGO CARE to procure, transport, store, and distribute relief goods for the entire humanitarian community in Darfur. This system saves the humanitarian community money through

the bulk purchase of items and ensures that multiple organizations do not unknowingly order redundant goods for the same target populations.



Sudanese youth greet an UNHAS flight (Stan Stalla, USAID).

To tackle the challenge of moving thousands of tons of additional supplies to Darfur, in FY 2006 OFDA provided CARE with more than \$6.8 million to operate a common cargo transport service. The service allows humanitarian organizations working in Darfur to send cargo on scheduled shipments funded through the OFDA grant. An evaluation conducted by OCHA in 2006 showed that by using the combined transportation service, the humanitarian community saved 40 percent on shipping costs when compared to the costs of individual organizations sending supplies in separate shipments.

**Coordination**

Once humanitarian personnel and cargo have arrived in country, OCHA uses the most recent assessment results to determine how the humanitarian community can best coordinate these resources to immediately respond to local needs. In FY 2006, USAID provided approximately \$4.6 million to support the coordination work of OCHA in Sudan.

One of OCHA’s most important tasks is tracking what is referred to as “Who Does What Where,” to minimize gaps in humanitarian assistance coverage and to prevent redundant program implementation. OCHA also helps assess needs at the state- and country-level and identify organizations that have the ability to provide specific services.

OCHA plays an invaluable role in maintaining an understanding of the overall humanitarian situation in Sudan, where needs vary greatly by location and communication of needs and humanitarian operations is difficult due to weak infrastructure. OCHA leads regular meetings for the humanitarian community to discuss and share information and provides reports on relevant humanitarian issues.

Meeting the emergency needs of 5.5 million people in Sudan is a daunting task, one which requires reliable transportation, abundant supplies, and effective coordination. OFDA’s funding for these essential logistics and coordination activities is not frequently highlighted as part of the international response to the ongoing crisis. Yet this programming is, in essence, the “how” of U.S. and international relief efforts. Without it, the relief supplies provided through the world’s largest humanitarian operation would be waiting in a warehouse rather than saving lives.

- The USG is the leading international donor to Sudan, providing more than \$706 million in humanitarian programming in FY 2006 and more than \$3.5 billion since 1983.
- OFDA programmed more than \$173 million for critical life-saving activities in Sudan in FY 2006.
- OFDA support for logistics and coordination in FY 2006 facilitated the synchronization of all international relief efforts throughout Sudan.



## SUDAN – Complex Emergency

In FY 2006, Sudan made progress toward achieving sustainable peace in some regions of the country, while other areas continued to cope with the effects of ongoing conflict. The formation of the joint Government of National Unity (GNU) marked a step in the road toward peace for the southern-based Sudan People's Liberation Movement (SPLM) and the ruling government in Khartoum. The new government was a component of the Comprehensive Peace Agreement (CPA) that the former Government of Sudan and the SPLM signed in January 2005, officially ending Africa's longest running civil war. During the 21-year conflict, fighting, famine, and disease killed more than 2 million people, forced an estimated 600,000 others to seek refuge in neighboring countries, and displaced 4 million people within Sudan—the largest IDP population in the world. The U.N. estimated that hundreds of thousands of displaced southerners returned to the south during FY 2006, taxing scarce resources and weak infrastructure.

A separate conflict in the western region of Darfur entered its third year, despite a peace agreement between the GNU and one faction of the Sudan

Liberation Army, signed in May 2006. Fighting among armed opposition factions, Sudanese armed forces, and militias persisted, displacing hundreds of thousands of civilians. During FY 2006, the complex emergency in Darfur affected more than 3.8 million people, including 1.9 million IDPs and approximately 220,000 refugees in eastern Chad.

In eastern Sudan, the GNU and the opposition National Front began peace negotiations, preventing simmering tensions from erupting into widespread conflict.

On October 27, 2005, U.S. Chargé d'Affaires Cameron R. Hume redeclared a disaster in response to the complex emergency in Sudan. The U.S. Mission in Sudan has declared disasters due to the complex emergency on an annual basis since 1987. Deputy Secretary of State Robert B. Zoellick visited Sudan in FY 2006 to observe USAID humanitarian programs.

In FY 2006, OFDA provided \$173.5 million to support emergency programs in Sudan. Funding priorities included health, nutrition, water and sanitation, agriculture, livelihoods, household supplies, and shelter. Our partners operated hundreds of health



Women weave baskets in Darfur as part of an OFDA project to generate household income (CHF International).



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clinics throughout the country, ensuring that those with illnesses could receive care even in remote locations. OFDA programs made it possible for IDPs and affected communities to obtain safe drinking water and basic supplies, such as pots and sleeping mats.

OFDA programmed \$4 million to address the causes and consequences of violence against women in Darfur as part of a special initiative led by U.S. Secretary of State Condoleezza Rice. OFDA funded income-generation activities and training on fuel-efficient stove-making to give women an alternative to collecting firewood in insecure environments outside IDP camps.

USAID also responded to the emergency in Sudan through FFP, which contributed 452,170 MT of P.L. 480 Title II emergency food assistance, including cereals, pulses, vegetable oil, and corn-soya blend, to feed displaced families and vulnerable people throughout Sudan. OTI supported Secretary Rice's Violence Against Women Initiative and provided peacebuilding and conflict reconciliation opportunities in support of the CPA and Darfur Peace Agreement process. Within the framework of the CPA, OTI programs also supported local civil authorities, civil society, and the availability of quality and independent information in Southern Sudan.

During FY 2006, State/PRM programs provided transportation and other services for refugees returning to Southern Sudan.

### OFDA Partners in Sudan

AAH/USA, ACF, ACTED, ADRA, ARC, CARE, CHF International, Christian Mission Aid, Concern, CRS, FAO, FHI, GOAL, IMC, IRC, Medair, Mercy Corps, Merlin, OCHA, Norwegian People's Aid, PACT, Relief International, Samaritan's Purse, SC/US, Solidarités, Tearfund, UMCOR, UNDP, UNICEF, USGS, VSF/B, WFP, WHO, World Relief, World Vision, and ZOA Refugee Care

**OFDA Assistance ..... \$173,506,430**



A man sprays pesticides to combat armyworms in Tanzania (Ron Libby, USAID).

## TANZANIA – Armyworm Infestation

In January and February 2006, a large-scale armyworm infestation in central and southern Tanzania threatened tens of thousands of hectares of cropland in the districts of Iringa, Dodoma, Singida, Manyara, Morogoro, and Lindi. The African armyworm, endemic to Tanzania, is a serious pest that damages cereal crops, sugarcane, pastures, and rangeland in sub-Saharan Africa.

On February 22, U.S. Ambassador Michael L. Retzer declared a disaster due to the effects of the infestation. In response, OFDA provided \$50,000 through USAID/Tanzania for procurement and distribution of pesticide spraying equipment and protective clothing, and rental of vehicles to assist in responding to the infestation.

### OFDA Partner in Tanzania

Government of Tanzania

**OFDA Assistance ..... \$50,000**

## UGANDA – Complex Emergency

Since 1986, the Lord's Resistance Army (LRA) has launched periodic attacks on civilians and government forces in northern Uganda. LRA attacks and

counter-insurgency measures by the Government of Uganda (GOU) have displaced 95 percent of the ethnic Acholi population in Gulu, Kitgum, and Pader districts. On August 26, 2006, following more than a month of peace talks in neighboring Sudan, the GOU and the LRA signed a truce for the first time in the history of the conflict. On August 29, both parties officially implemented a ceasefire. As of September 30, a comprehensive peace agreement had not been concluded, but LRA troops had begun to arrive at designated assembly points under the protection of the Government of Southern Sudan.

Security gradually improved in northern Uganda throughout FY 2006, particularly following the GOU–LRA ceasefire. Relief agencies reported a decreasing number of IDPs and night commuters—children who travel each evening from their homes in vulnerable rural communities to spend the night in the relative safety of urban centers. In August 2006, UNICEF reported that only 9,000 night commuters remained in northern Uganda, down from 52,000 at the height of the emergency. IDPs continued to return home to areas in Teso and Langi sub-regions, particularly Lira District, and IDPs in northern Acholiland began to relocate to areas close to their homes and farmlands. Humanitarian organizations also reported significant improvements in access to IDP camps.

Due to overcrowded conditions in IDP camps, mortality rates remained above emergency levels, largely

as a result of inadequate water availability and poor sanitary conditions that increased the spread of diseases. Protection issues also remained a concern, due to human rights abuses within camps and sporadic LRA attacks prior to the ceasefire. Lack of access to farmland continued to threaten food security. During FY 2006, approximately 1.4 million IDPs and 190,000 refugees relied on WFP assistance to meet or supplement food needs.

According to UNHCR, Uganda also hosted more than 257,000 refugees from neighboring countries. In March 2006, the GOU, the Government of Sudan, and UNHCR signed a tripartite agreement regarding the repatriation of Sudanese refugees in Uganda, estimated at more than 174,000.

On October 31, 2005, U.S. Chargé d’Affaires William Fitzgerald redeclared a disaster due to the ongoing complex humanitarian emergency in northern Uganda. Throughout FY 2006, OFDA and FFP assessment teams traveled to affected areas, and in July 2006, a full-time USAID program officer arrived in Uganda to oversee USG humanitarian programs.

In FY 2006, OFDA provided more than \$12 million to support emergency programs in Uganda. Through multiple grants, our partners installed motorized boreholes, water pipes, and latrines; repaired hand pumps; and promoted improved hygiene and sanitation practices for nearly 735,000 IDPs. OFDA-funded programs trained local staff to maintain water



As security improved during 2006, many IDPs in northern Uganda relocated closer to areas of origin (Mercy Corps).



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and sanitation equipment and provided livelihood support to affected communities. To address nutritional and health concerns, OFDA partners supported supplementary and therapeutic feeding centers, mobile clinics, and programs to train district health staff, benefiting more than 665,000 IDPs. OFDA also supported small-scale food security and agriculture programs to enable more than 125,000 camp residents to produce limited amounts of food. Other programs addressed sexual and gender-based violence, environmental health, humanitarian coordination, and the distribution of relief supplies.

USAID also responded to emergency needs in Uganda through FFP, which contributed nearly 68,380 MT of P.L. 480 Title II emergency food assistance, including cereals, corn-soya blend, vegetable oil, and pulses, to feed IDPs, refugees, and drought-affected families in the Karamoja sub-region.

State/PRM assisted refugees through programs addressing health infrastructure improvements, sexual violence prevention and response, HIV/AIDS mitigation, and food security.

### OFDA Partners in Uganda

AAH/USA, Associazione Volontari per il Servizio Internazionale, CARE, CCF, Cooperazione e Sviluppo (CESVI), COOPI, CRS, FAO, FHI, GOAL, IMC, IRC, Medair, OCHA, U.N. Human Settlements Programs (HABITAT), U.N. High Commissioner for Human Rights, UNICEF, WHO, and World Vision

**OFDA Assistance ..... \$12,068,347**

## ZAMBIA – Food Insecurity

A series of dry spells and the early end to the rains affected two-thirds of Zambia during the October 2004 to March 2005 agricultural season, resulting in a 28 percent reduction in maize production compared to the previous season. The most affected provinces were the Southern and Western, which had experienced production shocks during the previous two years, leading to reduced household resiliency and savings. Successive years of drought reduced stocks in home granaries, depleted family assets, and minimized seasonal labor opportunities.



A Zambian farmer inspects his fodder crop, planted with seeds provided by OFDA (Alexandra Riboul, USAID).

In November 2005, the Zambia Vulnerability Assessment Committee estimated that approximately 1.4 million people would require food assistance through the April 2006 harvest. The limited maize supply significantly increased the prices of maize and maize meal, leaving the most vulnerable families with limited options to obtain food supplies until the harvest.

As a result of favorable rainfall during the October 2005 to March 2006 agricultural season, Zambia's cereal production increased by nearly 64 percent compared to the previous season. By the end of FY 2006, higher cereal production had led to an improvement in food security and a decrease in market cereal prices.

On October 28, 2005, U.S. Chargé d'Affaires Andrew A. Passen declared a disaster due to the effects of food insecurity. In response, OFDA provided more than \$1.1 million to support emergency programs. Funding priorities included food security, agriculture, and nutrition. OFDA's programs focused on promoting drought recovery strategies that address some of the root causes of food insecurity.

To increase the productive capacity of smallholder farmers and reduce the impact of future shocks on vulnerable populations, OFDA supported the establishment of household vegetable gardens, the introduction of small-scale irrigation systems, the development of dairy farming, and the improvement and



rehabilitation of springs and small dams. Beneficiaries received training, technologies, and inputs that increased their water and crop production potential. To promote sustainability, OFDA integrated these food security and agriculture programs into ongoing USAID/Zambia and FFP programs.

To address nutritional needs, our partners worked to expand nutritional monitoring to new target zones and improve the health care system by increasing community involvement and strengthening linkages between communities, health care providers, and food security decision-makers.

USAID also responded to emergency needs in Zambia through FFP, which contributed 55,120 MT of P.L. 480 Title II emergency food assistance, including cereals, pulses, vegetable oil, and corn-soya blend.

#### **OFDA Partners in Zambia**

CARE, CRS, International Development Enterprises, Land O'Lakes, and World Vision

**OFDA Assistance ..... \$1,147,993**

### **ZIMBABWE – Complex Emergency**

In FY 2006, Zimbabwe continued to experience economic decline, hyperinflation, foreign exchange shortages, and poor government policies. During the October 2004 to March 2005 agricultural season, drought conditions, a dramatic decline in the productivity of redistributed commercial farmland, and widespread shortages of seeds, fertilizer, and fuel resulted in a below average production of maize and other cereals. As a result, more than 4.5 million people required food assistance between April 2005 and March 2006.

Chronic fuel shortages constrained maize distribution and limited the amount of cereals available in food markets, particularly in remote rural areas. In urban areas, food access continued to be problematic. Following the Government of Zimbabwe's Operation Murambatsvina in 2005, rising prices, high unemployment, high inflation levels, and the disruption of

the urban informal sector limited the ability of households to afford basic food items. Despite favorable rainfall during the October 2005 to March 2006 season and improved maize production, many Zimbabweans faced emergency conditions due to the cumulative effects of HIV/AIDS, an 80 percent unemployment rate, lack of affordable agricultural inputs, and declining access to basic social services.

On November 14, 2005, U.S. Chargé d'Affaires Eric T. Schultz redeclared a disaster due to the complex emergency. In response, OFDA provided more than \$1.2 million to meet humanitarian needs.

OFDA's funding supported livelihoods recovery, the provision of relief supplies, and humanitarian coordination. Through a consortium of NGOs, OFDA supported livelihoods recovery and improved food security for nearly 12,000 vulnerable households in urban areas, including displaced and host families. In addition, our partners supported displaced Zimbabweans through the provision of plastic sheeting, blankets, water containers, and basic health services and initiatives to protect vulnerable populations.

USAID also responded to emergency needs in Zimbabwe through FFP, which contributed 93,900 MT of P.L. 480 Title II emergency food assistance, including cereals, pulses, vegetable oil, and corn-soya blend.

**OFDA Assistance.....\$1,250,000**



OFDA-funded partners in Zimbabwe use pictures to educate local communities about safe water, sanitation, and hygiene practices (Alexandra Riboul, USAID).

## Saving Lives and Supporting Returns: Improving Water and Sanitation Conditions in Northern Uganda

Marian Spivey-Estrada

For more than a decade, OFDA has supported projects that increase access to safe water and improve sanitation and hygiene conditions in northern Uganda. In FY 2006, OFDA provided nearly \$5.8 million to eight implementing partners for essential water and sanitation projects serving internally displaced persons (IDPs) and returnees in five districts in the north. Despite ongoing challenges, namely insecurity, OFDA programming has achieved great progress in the past year, increasing daily water supply in camps, reducing lines at water points, and expanding hygiene education.

From 1986 to 2006, LRA attacks and Government of Uganda (GOU) counterinsurgency measures forced more than two million residents to flee their homes to live in IDP camps. Even as the GOU and the LRA proceed toward a comprehensive peace agreement, water and sanitation conditions remain among the foremost challenges facing humanitarian agencies in northern Uganda.

### A deadly enemy

From 2002 to 2005, increased conflict led many residents of northern Uganda to seek refuge in already crowded camps. As the IDP population increased from 600,000 to 1.4 million, camp conditions quickly deteriorated. From January to July 2005, more than 25,000 people—or approximately 129 per day—died in northern Uganda as a result of conflict.<sup>1</sup> However, very few of these residents died as a result of murder, looting, or burning of homes once perpetuated by the Lord's Resistance Army (LRA). Instead, most residents perished in IDP camps, where poor sanitation conditions and inadequate or contaminated water rendered them easy targets for diseases such as malaria and diarrhea. Insecurity and population movements in northern Uganda hindered the consistent provision of humanitarian assistance, despite concerted efforts by relief agencies to meet evolving needs.

The consequences of poor water and sanitation conditions are life-threatening. In camps where residents have access to quantities as low as 5 liters of water per person per day, mortality rates for children under five are five times that of areas where 20 liters of water are available per person per day. Severe water shortages are also associated with skin diseases, eye infections, and an increased incidence of diarrheal diseases and fatal dehydration. Furthermore, vital nutrition programs cannot function without sufficient water for food preparation and basic hygiene.

### Assisting the displaced

Instability has long hindered the success of key water and sanitation projects in northern Uganda. However, improvements in security in FY 2006 enabled OFDA partners to expand activities in longstanding IDP camps and newer camps located near the original homes and farms of IDPs. In total, in FY 2006, OFDA funded eight NGOs to carry out improvements in water and sanitation in Gulu, Kitgum, Lira, Pader, and Apac districts.



Rita Otto collects clean water from the tap of an OFDA-supported water program in Ligi Ligi settlement, northern Uganda (Al Dwyer, USAID).

<sup>1</sup> According to a July 2005 interagency IDP health and mortality survey conducted by the Ugandan Ministry of Health, with support from U.N. agencies, NGOs, and donors.

OFDA implementing partner the International Rescue Committee (IRC) responded to a particular challenge in Potika IDP camp, Kitgum District, where low water coverage existed due to an inability to drill sufficient boreholes within the camp's security perimeters. At the same time, the population was unable to access water points outside security zones during periods of insecurity or beyond curfew hours. In response, IRC developed a system utilizing a high-yield well outside the camp to feed into a water system within the security zone. As a result of OFDA's support, the 14,400 camp inhabitants now have access to more than 15 liters of potable water per person per day, the minimum humanitarian standard. Moreover, the entire distribution system is within the security zone of the camp allowing IDPs to safely access water at all times. Community participation in the project was crucial in securing land for the well, designing the distribution system, and providing system maintenance and management.

Camp residents believe the new system has been worth the effort. According to Ayaa Josephine, secretary of the camp finance central committee, "We now have water close to our homes. We are living like town people who turn on a tap to get water, we are modern you know. We shall do all we can to ensure we have this water running." Aluku Betty, a camp resident, explained, "Even past 7 p.m. when we are not allowed outside the camp, I will be able to collect water for my family. I will have enough water for my family now."



Children in Pader Camp use hand washing sites installed with OFDA funds (Jack Myer, USAID).

### Supporting returns

As peace negotiations continue and security improves, a growing number of northern Ugandans are leaving the camps and returning to their areas of origin. OFDA partners, including Cooperazione e Sviluppo (CESVI), are increasingly working to support these returns. In Ligi Ligi settlement in eastern Pader District, little infrastructure remained to provide for the needs of returnees. Many traveled excessive distances to collect water of questionable quality from streams and ponds, losing valuable time better spent on rebuilding homes and farming. To respond to these needs, OFDA provided funds for CESVI to complete a motorized borehole that now provides sufficient quantities of clean water to more than 2,000 returning families to rebuild lives through agriculture.

The borehole has dramatically changed the lives of returnees, including Beatty Otto and her eight children, who arrived in Ligi Ligi after spending several years in nearby Patonga Camp. Mrs. Otto thanked USAID for the new water taps, noting that her children are now able to draw enough clean water for the family at any time of the day. She no longer worries about the safety of her children who previously ventured far from home to collect water.

### Making a difference

For more than a decade, OFDA has worked diligently to ensure that the victims of conflict in northern Uganda have access to basic water and sanitation services. Despite challenges posed by insecurity, OFDA partners have made great strides in improving water and sanitation for hundreds of thousands of IDPs. As GOU and LRA peace talks progress and security improves, OFDA assistance remains as critical as ever. Displaced populations will require water and sanitation assistance to return to abandoned homes and farms. OFDA has already begun to support initial returns and remains poised to meet the evolving needs of northern Ugandans.



# ASIA AND THE PACIFIC



A Pakistani family made homeless by the October 2005 earthquake takes shelter under OFDA plastic sheeting (Suzanne Ross, USAID).



Disaster declaration descriptions for countries shaded on the map above are included in this section.

A range of natural and complex disasters affected 11 countries in the Asia and Pacific region in FY 2006. Earthquakes in India, Indonesia, and Pakistan disrupted the lives of an estimated 3 million people. Typhoons, a tsunami, and torrential rains negatively impacted the livelihoods of more than 76 million people in China, Indonesia, the Philippines, the Republic of Korea, Thailand, and Vietnam. Insecurity in East Timor, Indonesia, Nepal, and Sri Lanka disrupted daily life, curtailed economic activity, and led to internal and cross-border population migration. A drought in Nepal and a volcanic eruption in

Indonesia further impacted these already disaster-affected countries.

In response, OFDA provided more than \$81 million in emergency relief programs, including nearly \$70 million for shelter, health, water and sanitation, and livelihoods activities for earthquake-affected populations in Pakistan. OFDA deployed DARTs to Pakistan and Indonesia to conduct assessments and coordinate the USG response with local authorities and international humanitarian organizations.

## CHINA – Typhoons

From June to August 2006, multiple typhoons struck southeastern China, causing widespread flooding and landslides in Hunan, Jiangxi, Guangdong, Fujian, Zhejiang, and Guangxi provinces. On August 10, a category four typhoon—the strongest storm to hit China in 50 years—made landfall in Zhejiang Province, displacing up to 1.4 million people. According to the Government of the People’s Republic of China, eight typhoons killed 1,819 people, affected more than 75 million others, and damaged or destroyed 4.7 million homes and 32 million hectares of agricultural land.

On August 15, U.S. Ambassador Clark T. Randt, Jr., declared a disaster due to the damage caused by the resulting flooding and landslides. In response, OFDA provided \$250,000 through the U.S. Embassy in Beijing for emergency shelter materials.

**OFDA Partners in China**  
IFRC and Red Cross Society of China

**OFDA Assistance ..... \$250,000**

## EAST TIMOR – Complex Emergency

In late April 2006, recently discharged members of the armed forces demonstrated in East Timor’s capital, Dili. The demonstration turned violent when armed youth joined the protests and quickly escalated when the Timorese military intervened. The riots and subsequent clashes led to the deaths of 37 people, the destruction of a major market, and damage to hundreds of houses, shops, and kiosks, according to OCHA. Fearing further violence, up to 150,000 Timorese fled to various locations around Dili and inland. OCHA reported that the violence and accompanying looting and arson created widespread shortages of food, commodities, and fuel. Ongoing street clashes and a generally insecure environment restricted the delivery of food, water, and relief items to IDPs.

On May 11, U.S. Ambassador Grover Joseph Rees III declared a disaster due to the violence and resulting IDP situation in East Timor. In response, OFDA provided nearly \$980,000 to implementing partners for emergency assistance.

With OFDA funding, our partners facilitated water and sanitation and hygiene programs for approximately 25,000 IDPs to prevent infectious and vector-borne diseases. OFDA supported emergency health, community reintegration, and child protection activities for approximately 30,000 additional IDPs. To meet the emergency needs of affected populations, OFDA airlifted 100 rolls of plastic sheeting, 1,200 five-gallon water containers, 1,000 blankets, 1,056 hygiene kits, and 2 water bladders. In addition, an OFDA program officer traveled to East Timor following the violence to assess the humanitarian situation, identify critical gaps, and make recommendations for assistance.

USAID/East Timor also provided transportation assistance to humanitarian responders and financial support to media organizations to maintain radio, television, and print coverage throughout the crisis.

**OFDA Partners in East Timor**  
CARE and CRS

**OFDA Assistance.....\$975,595**



Local residents prepare a mural promoting the peace-building process in Comoro, East Timor (CRS).



## INDIA – Earthquake

On October 8, 2005, a magnitude 7.6 earthquake struck Pakistan, India, and Afghanistan. In India, the earthquake most severely affected the northern states of Jammu and Indian-administered Kashmir. The earthquake killed more than 1,300 people, injured at least 6,000 others, and left 150,000 people homeless, according to the Government of India.

On October 10, U.S. Ambassador David C. Mulford issued a disaster declaration due to the impact of the earthquake in northern India. Immediately following the earthquake, an OFDA regional advisor traveled to affected areas in India to assist with damage assessments and provide recommendations for USG assistance. OFDA provided more than \$600,000 to relief organizations for emergency shelter programs and the procurement and distribution of relief supplies.

### OFDA Partners in India

CARE, CRS, Prime Minister’s Relief Fund, SC/UK, and World Vision

**OFDA Assistance ..... \$600,662**

## INDONESIA – Multiple Emergencies

### Bombings

On October 1, 2005, at approximately 1900 hours local time, three near-simultaneous explosions occurred in tourist areas of Bali, Indonesia. According to the U.S. Embassy in Jakarta, the bombings killed 26 people and injured 100 others.

On October 3, U.S. Ambassador B. Lynn Pascoe declared a disaster due to the damage caused by the bombings in Bali. In response, OFDA provided \$50,000 through USAID/Indonesia for the procurement and distribution of emergency relief supplies and psychosocial programs for affected populations.

### OFDA Partner in Indonesia

Indonesian Red Cross (PMI)

**OFDA Assistance ..... \$50,000**

## Earthquake

On May 27, 2006, a 6.3 magnitude earthquake struck the Indonesian island of Java. Bantul District in Yogyakarta Province and Klaten District in Central Java Province sustained the greatest damage. A large discharge of smoke and ash from the nearby Mt. Merapi volcano preceded the earthquake, threatening the region with lava flows, rockfalls, and gas emissions. The Government of Indonesia (GOI) reported 5,778 deaths and 37,883 injuries as a result of the earthquake. In addition, IFRC estimated that the earthquake left nearly 1.2 million residents homeless. According to UNDP, the earthquake destroyed or heavily damaged an estimated 572,525 homes.



An OFDA shelter specialist surveys earthquake damage in Indonesia (Alfred Nakatsuma, USAID).

On May 27, U.S. Ambassador B. Lynn Pascoe declared a disaster due to the magnitude of damage caused by the earthquake. OFDA immediately provided \$100,000 to support search and rescue activities and the purchase and distribution of emergency relief supplies, including hygiene kits, blankets, plastic sheeting, and sleeping mats.

On May 28, a DART traveled to Yogyakarta to work closely with USAID/Indonesia, the U.S. Embassy, and DOD to identify needs, recommend appropriate assistance, and ensure coordination with international relief agencies and the GOI. The DART in-

## ASIA AND THE PACIFIC

cluded shelter, health, water and sanitation, military liaison, and information officers, as well as a USGS volcanologist to monitor increased activity at Mt. Merapi.

The DART team identified shelter, health, and water and sanitation as priority sectors for the emergency response. In total, OFDA provided more than \$6.4 million for earthquake response activities. In affected areas, OFDA supported water and sanitation activities, including the construction of latrine and washing facilities for 3,300 households; the provision of household water treatment and safe storage supplies; hygiene education; the restoration of household and community wells for 3,500 households; water trucking to communities with destroyed or contaminated water sources; and the rehabilitation of water and sanitation infrastructure at 10 USAID-funded schools. Our partners also provided insecticide-treated plastic sheeting to more than 4,000 households in earthquake-affected areas where malaria and dengue are endemic.

OFDA supported more than 8,000 households with transitional shelter assistance, providing families sufficient time for the construction of permanent earthquake-resistance housing. In support of these efforts, the DART, in coordination with NGOs, designed and launched a public outreach campaign to impart key information on relevant post-disaster issues, including rebuilding shelters and houses with earthquake-resistant technologies.



Beneficiaries receive relief supplies in Indonesia (Robert Barton, USAID).

Through three airlifts, OFDA provided eight emergency health kits to serve the medical needs of a total of 80,000 people for three months as well as emergency relief commodities, including 150 rolls of plastic sheeting, 10,200 ten-liter water containers, and 5,004 hygiene kits.

DOD provided 310 MT of medical and relief supplies, as well as medical care for more than 3,400 patients via a U.S. military field hospital.

In addition to providing humanitarian assistance for the earthquake response, DART specialists participated in contingency planning for a major eruption at Mt. Merapi, laying the groundwork for a USG response should conditions warrant.

### **OFDA Partners in Indonesia**

CHF International, IFRC/PMI, IMC–Ambulan 118, IMC, MENTOR, IOM, Internews, OCHA, and WHO

**OFDA Assistance.....\$6,401,649**

### **Floods**

On January 1, 2006, torrential rains and the overflow of the Dinoyo River caused severe flooding and landslides in three districts of Jember Regency, East Java Province. According to OCHA, the flooding and landslides in East Java killed 77 people, affected 7,700 others, and damaged nearly 500 homes. On January 4, continued heavy rains triggered landslides in Central Java Province, burying more than half of the homes in the village of Cijeruk.

On January 4, U.S. Chargé d’Affaires W. Lewis Amselem declared a disaster due to the damage caused by the flooding and landslides. In response, OFDA provided \$50,000 through USAID/Indonesia for the procurement and distribution of hygiene kits, plastic sheeting, and water containers to meet the needs of flood-affected communities.

**OFDA Partner in Indonesia**  
PMI

**OFDA Assistance .....\$50,000**



## Responding to Disasters on Two Fronts: OFDA Rises to the Challenge of Earthquake Response and Mt. Merapi Preparedness

Nancy McGuire Choi

In April 2006, the Mt. Merapi volcano on the Indonesian island of Java—known by locals as the “Mountain of Fire”—awoke from a four-year slumber, spewing gas and lava down its slopes. One month later, as volcanic activity continued and local residents braced for the possibility of a large, explosive eruption, a devastating earthquake struck just 45 km south of Mt. Merapi. With more than one million people affected by the earthquake and another 70,000 residents in the vicinity of the volcano facing the potential of a major eruption, addressing the vulnerabilities and meeting the humanitarian needs of these local communities was no small feat. OFDA successfully confronted the dual challenges by concurrently drawing on its robust preparedness and response capacities.

With the resurgence of activity at Mt. Merapi in April and May, OFDA actively supported the preparedness efforts of the Indonesian Red Cross (PMI). Through assistance from OFDA and other donors, PMI stocked

the Mt. Merapi evacuation centers with shelter materials, blankets, and water containers to meet the immediate needs of thousands of evacuees. Anticipating and preparing to address these needs proved essential; depending on the level of risk day-to-day, between 4,000 and 20,000 nearby residents evacuated to PMI centers in April and May.



An OFDA shelter specialist examines earthquake-damaged buildings in Indonesia (Alfred Nakatsuma, USAID).

To assist local scientists at the Mt. Merapi Observatory in monitoring continued fluctuations in volcanic activity, USAID deployed a team of U.S. Geological Survey (USGS) volcanologists through its Volcano Disaster Assistance Program. The USGS team noted that the volcano was unusually unpredictable, posing challenges to local officials and the humanitarian community in anticipating a major eruption. To better understand the risks to different communities, the team developed a probability tree quantifying the likelihood of different eruption scenarios—information that was considered in preparedness activities. The USGS team also provided enhanced instrumentation for monitoring the volcano. When a Disaster Assistance Re-



## ASIA AND THE PACIFIC

sponse Team (DART) deployed to the region in response to the May 27 earthquake, the team incorporated planning for a major eruption at Mt. Merapi into earthquake response activities. To this end, USAID redeployed a USGS volcanologist as part of the DART to provide further technical assistance in monitoring the volcano. In addition, the DART built in a measure of flexibility to earthquake response grants, enabling partners to quickly respond if a major volcanic eruption occurred. OFDA supported the development of emergency radio broadcasts to reach earthquake-affected communities with key messages during the rebuilding phase. These broadcasts were also designed to warn residents of an impending volcanic eruption.

In early June, Mt. Merapi was at the highest level of alert when an avalanche of volcanic material and gas flowed 7 km down the southeastern side of the volcano. As a result of ongoing early warning and preparedness measures, local populations had become adept at evacuating on short notice, and, with OFDA assistance, evacuation centers were better poised to meet the humanitarian needs of evacuees. The avalanche reached a nearby village, but all of the residents were safely sheltering in evacuation centers.

The threats posed by the Mt. Merapi volcano and earthquakes in general are unlikely to diminish in the near future. However, with a proven arsenal of preparedness and response measures, OFDA is well positioned to proactively identify and respond to multiple disasters in the same location. Given the myriad of potential hazards facing communities in Indonesia and elsewhere across the globe, OFDA's ability to engage its preparedness and response capacities, often in tandem, is a proven asset in saving lives and reducing the devastation caused by disasters.



Mt. Merapi's smoke and ash cast a shadow over nearby towns and villages (Aquaya Institute).

## Tsunami

On July 17, 2006, a magnitude 7.7 earthquake off the southern coast of Java triggered a tsunami that affected Central and West Java provinces. According to the GOI Ministry of Health, the tsunami killed nearly 670 people and injured more than 9,000 others. In addition, the tsunami displaced an estimated 74,000 people, according to the U.S. Embassy in Jakarta. The tsunami damaged buildings, homes, and fishing boats along a 175 km stretch of the southern Java coastline. Pangandaran Beach in Ciamis District sustained the greatest amount of damage.

On July 18, U.S. Ambassador B. Lynn Pascoe declared a disaster due to the effects of the tsunami in southern Java. In response, OFDA immediately provided \$50,000 for the purchase and distribution of emergency relief supplies, including hygiene kits, plastic sheeting, and sleeping mats for tsunami-affected communities. In addition, a three-member team from the U.S. Embassy and USAID/Indonesia deployed to the affected area to assess damages and monitor the situation.

**OFDA Partner in Indonesia**  
PMI

**OFDA Assistance .....\$50,000**

occurred, with 6,000 to 20,000 people temporarily residing in evacuation centers, depending on the level of volcanic activity.

On April 21, OFDA redirected \$50,000 from regional preparedness programs through USAID/Indonesia to support preparedness efforts for a major eruption. In addition, OFDA deployed a team of USGS volcanologists through the OFDA-funded Volcano Disaster Assistance Program to the region in April and May. The team provided technical assistance to Indonesian authorities, including the BPPTK, in monitoring the volcano.

On May 15, U.S. Ambassador B. Lynn Pascoe declared a disaster due to the increased alert level and ongoing evacuations. In response, OFDA provided \$50,000 through USAID/Indonesia to support emergency response efforts, including the procurement and distribution of emergency relief supplies to evacuees. Additionally, from June 15 to 27, OFDA deployed a USGS volcanologist to monitor volcanic activity as part of the DART response to the May 27 earthquake in nearby Yogyakarta.

**OFDA Partner in Indonesia**  
PMI

**OFDA Assistance..... \$50,000**

Note: In addition to funding for the response, OFDA redirected \$50,000 from regional preparedness programs.

## Volcano

Mt. Merapi is a high-risk volcano located in Central Java with a history of deadly eruptions. On May 13, 2006, the Indonesian Volcano Technology Development and Research Agency (BPPTK) raised the alert for the volcano to the highest level, signaling a possible eruption and triggering the evacuation of nearby residents. According to the BPPTK, a major eruption threatened 70,000 people from Klaten, Sleman, Magelang, and Boyolali districts residing within the 9-km hazard zone.

On June 14, the partial collapse of the lava dome at the volcano's summit caused two moderately large pyroclastic flows to extend 7 km to the southeast into Kaliadem Village, killing two people. From mid-May to mid-July, periodic evacuations of nearby residents



Flooding results in property damage in Indonesia (Robert Barton, USAID).





Beneficiaries carry supplies provided through an OFDA-supported drought assistance program in Nepal (WFP).

## NEPAL – Multiple Emergencies

### Complex Emergency

The decade-long civil conflict in Nepal has resulted in the deaths of more than 12,000 people, disruption of basic services and infrastructure, and population displacement. Since the beginning of the conflict in early 1996, many IDPs have relocated to district and urban centers within Nepal, while a large number of Nepalese have also migrated to India. According to OCHA, reports suggest that between 100,000 to 250,000 people remain displaced due to the conflict.

In April 2006, a nationwide movement began, seeking to restore democratic processes and limit monarchical powers. Widespread demonstrations by the major political parties, students, professionals, and other citizens spurred violence and resulted in the deaths of 16 people, according to OCHA. The conflict affected nearly all districts, destroying vital infrastructure and reducing incomes due to the decline of tourism and trade. The U.S. Embassy estimated conflict-related losses to national property and the economy at more than \$1.5 billion.

On October 4, 2005, U.S. Ambassador James F. Moriarty redeclared a disaster due to the ongoing

conflict and resulting humanitarian needs in Nepal. During FY 2006, OFDA provided nearly \$1.8 million to assist conflict-affected populations, including health, logistics, water and sanitation, food security, and agriculture programs in affected areas.

**OFDA Assistance..... \$1,780,838**

### Drought

After a poor summer harvest in 2005, Nepal received the lowest amount of rainfall in recorded history during the winter of 2005/2006, with many areas of the country receiving 0 to 30 percent of expected rainfall. According to the U.N., due to the lack of precipitation, the already chronically food insecure Mid- and Far-western regions experienced a major-to-complete crop failure, with winter crop production reduced by 50 to 100 percent. The successive weak harvests left at least 250,000 people in need of emergency food assistance.

On July 25, 2006, U.S. Ambassador James F. Moriarty declared a disaster due to drought conditions in Nepal. In response, OFDA provided \$250,000 for emergency food assistance.

**OFDA Assistance..... \$250,000**



## PAKISTAN – Earthquake

On October 8, 2005, a magnitude 7.6 earthquake struck Pakistan, India, and Afghanistan. The epicenter of the earthquake was located near Muzaffarabad, approximately 60 miles from Islamabad, Pakistan. Aftershocks continued for months following the initial quake. The most affected areas were the North-West Frontier Province and Azad Jammu and Kashmir.

According to the Government of Pakistan (GOP), the earthquake killed more than 73,000 people, injured 128,000 others, and left more than 5 million people homeless. The earthquake also leveled 80 to 90 percent of cities in the most affected areas, destroyed roads and other transportation routes, demolished vital infrastructure including water distribution systems, and caused landslides throughout mountainous areas. Inaccessible terrain and damaged or collapsed infrastructure constricted the delivery of humanitarian assistance to affected areas after the earthquake.

On October 8, U.S. Ambassador Ryan C. Crocker declared a disaster due to the magnitude of damage caused by the earthquake. In November 2005, USAID Administrator Andrew S. Natsios traveled to earthquake-affected areas in Pakistan to reaffirm the USG's commitment to relief and reconstruction. In March 2006, President George W. Bush traveled to Pakistan to demonstrate USG support for populations impacted by the disaster.

Immediately following the earthquake, USAID deployed a DART, including emergency management personnel and specialists in shelter, health, water and sanitation, logistics, protection, information, administration, and communications. The DART worked from headquarters in Islamabad as well as two forward bases of operations in the urban centers of Muzaffarabad and Mansehra. For nearly six months, the DART worked with the GOP, U.N.

agencies, and NGOs to assess humanitarian needs, provide technical support, and assist with targeting and coordination of USG assistance. Extensive preparation for the onset of winter weather by OFDA partners and other relief organizations helped minimize the negative impact of snow and rainfall in the months following the earthquake.

OFDA identified shelter, relief supplies, logistics, health, water and sanitation, and livelihoods support as priority sectors for relief operations. In total, OFDA provided more than \$69.4 million to earthquake-affected populations. Our partners provided relief commodities to more than 370,000 people and shelter assistance to approximately 600,000 beneficiaries. OFDA shelter and settlements advisors worked closely with the GOP from October 2005 to September 2006 to provide guidance on shelter sector strategies, policies, and guidelines, which featured recommendations on shelter-in-place options.

Implementing partners improved access to sanitation facilities for nearly 110,000 beneficiaries. Through the rehabilitation of village water schemes and the creation of water infrastructure in camps, our partners expanded access to safe drinking water for up to 60,000 residents. Implementing partners im-



In Bagh, Pakistan, a beneficiary uses an OFDA-provided voucher to purchase goods from a designated vendor (Sonia Biswas, USAID).



A street market reopens in the shadow of earthquake-damaged buildings in Batagram, Pakistan (USAID/Pakistan).

proved access to health care for 80,000 people and provided hygiene education for more than 3,800 others. Our partners provided economic assistance in the form of vouchers for more than 15,000 people. In addition, OFDA-funded programs provided psychosocial support for more than 3,700 children through the creation of child-friendly spaces. OFDA also completed 25 flights of emergency relief commodities, delivering a total of more than 97,000 blankets, 1,500 winterized tents, 8,000 rolls of plastic sheeting, 15,000 water containers, 17 water bladders, 2 water purification units, 10 emergency health kits, and 20 concrete cutting saws.

USAID also responded to emergency needs in Pakistan through FFP and the GDA. FFP contributed more than 23,000 MT of P.L. 480 Title II emergency food assistance, including bulk wheat, vegetable oil, and wheat-soy blend. Through the GDA, USAID supplied a point-of-use water purification product that provided safe drinking water for more than 350,000 people for three months.

USDA provided 46,000 MT of wheat to the GOP to assist food-insecure families lacking the financial means to purchase food.

State/PRM supported the establishment and management of camps and spontaneous settlements and the provision of relief supplies to camp residents. State/PRM also provided funding to assist popula-

tions vulnerable to human trafficking, expand health care services, improve water and sanitation facilities, and repair schools.

DOD also assisted with the transport of humanitarian commodities and personnel, flying nearly 5,200 helicopter missions, delivering approximately 15,000 tons of humanitarian relief supplies, evacuating an estimated 3,800 casualties, clearing 44,000 cubic yards of rubble, and transporting more than 20,000 humanitarian relief workers and other passengers.

**OFDA Partners in Pakistan**

ACTED, ACF, AmRC, ARC, CRS, Diplomatic Freight Services, GOAL, ICRC, IMC, IOM, IRC, Mercy Corps, the National Society for Earthquake Technology, Program for the Enhancement of Emergency Response (PEER), Première Urgence, SC/US, UNDP, UNICEF, USGS, WHO, and WFP

**OFDA Assistance.....\$69,420,744**

**PHILIPPINES – Multiple Emergencies**

**Landslides**

Unseasonably heavy rainfall in early February 2006 triggered two massive landslides on February 17 in the eastern Philippines village of Guinsaugon in Saint Bernard Municipality, Southern Leyte Province. According to the Government of the Philippines, 139 people died and 980 remained missing as a result of the landslides. In addition, the landslides affected an estimated 18,862 residents. At the height of the disaster, approximately 3,300 individuals evacuated to temporary shelters. The Philippines Geosciences Bureau reported that the landslides covered approximately three square km and measured more than four meters deep in some areas.

On February 17, U.S. Chargé d’Affaires Paul W. Jones declared a disaster due to the impact of the landslides. In response, OFDA provided \$50,000 through USAID/ Philippines for emergency relief activities. In addition, OFDA airlifted emergency relief supplies, including 100 rolls of plastic sheeting, 1,000 water jugs, 1,000 blankets, and 400 body bags,

valued at nearly \$150,000, including transport. OFDA re-programmed \$58,000 from a previous disaster response grant to support additional emergency relief activities through USAID/Philippines.

DOD also provided humanitarian assistance by diverting ships, helicopters, and personnel to the coast of Southern Leyte to assist with search and recovery operations, monitor public health conditions, and transport relief supplies.



The Philippine Military unloads OFDA relief supplies (Juvy Saldivar, USAID).

**OFDA Partner in the Philippines**  
Philippines National Red Cross

**OFDA Assistance ..... \$199,075**

**Typhoon**

On September 27, 2006, Typhoon Xangsane crossed over the Eastern Visayas and Central Luzon islands, including Manila, in central Philippines. Heavy rains and sustained winds resulted in flash floods and landslides responsible for at least 98 deaths. According to the Government of the Philippines, the typhoon affected more than 2 million people in 19 provinces across the country, and nearly 210,000 houses were damaged or destroyed. Blocked roads and power shortages hampered rescue efforts.

On September 29, U.S. Ambassador Kristie A. Kenney issued a disaster declaration due to the magnitude of the damage caused by Typhoon Xangsane. In response, OFDA provided \$100,000 for relief supplies such as blankets, mosquito nets, plastic mats, water containers, and soap to support at least 11,000 people affected by the floods and landslides.

**OFDA Partner in the Philippines**  
Philippines National Red Cross

**OFDA Assistance ..... \$100,000**

**REPUBLIC OF KOREA – Floods**

From July 14 to 18, 2006, heavy rains caused severe flooding and landslides across eastern and central South Korea, killing 58 people and affecting an estimated 15,000 others. More than 20 inches of rain fell in Gangwon, the most affected province. The rain and subsequent flooding temporarily displaced more than 6,000 people, damaged 2,674 homes, and destroyed nearly 18,000 acres of agricultural land, according to the Government of the Republic of Korea.

On July 19, U.S. Ambassador Alexander R. Vershbow issued a disaster declaration due to the flooding. In response, OFDA provided \$50,000 through the U.S. Embassy in Seoul for the provision of 700 emergency relief kits and shelter assistance in Gangwon Province and other affected areas.

**OFDA Partner in the Republic of Korea**  
Republic of Korea National Red Cross

**OFDA Assistance ..... \$50,000**



**SRI LANKA – Complex Emergency**

In July 2006, violence erupted between the Government of Sri Lanka and the Liberation Tigers of Tamil Eelam, disrupting a four-year period in which both parties had largely ceased hostilities. Renewed fighting in northern and eastern Sri Lanka led to a deteriorating humanitarian situation. The violence resulted in the deaths of more than 1,000 people, while an estimated 9,200 others fled to India. More than 217,000 people were internally displaced, often to areas lacking basic health services and water and sanitation infrastructure. The violence also negatively affected the security of humanitarian aid workers, including an incident in which 17 national staff members of an international NGO were killed. According to aid agencies, the scale of hostilities created a logistical challenge and restricted the delivery of humanitarian assistance to IDPs.

On August 11, U.S. Chargé d’Affaires James R. Moore declared a disaster due to the increasing conflict and resulting IDPs in Sri Lanka. In response, OFDA provided \$1.1 million to meet the emergency needs of newly displaced populations.

With OFDA funding, our partners expanded health and protection services for affected populations, implementing programs to monitor abuses, activities to prevent sexual and gender-based violence, and family reunification initiatives. Together with USAID/Sri Lanka, OFDA also provided emergency water and sanitation services and humanitarian relief supplies to internally displaced families.

USAID also responded to the complex emergency through OTI, which worked with community-based civil society groups, media entities, and government officials to improve public access to information, promote collaboration among diverse groups, and continue recovery from the 2004 Indian Ocean tsunami.

State/PRM provided support for humanitarian operations in the affected areas.

**OFDA Partners in Sri Lanka**  
UNICEF and Mercy Corps

**OFDA Assistance ..... \$1,100,000**

**THAILAND – Multiple Emergencies**

**Floods**

Throughout December 2005, heavy rainfall caused severe flooding in Thailand’s southern provinces of Songkhla, Nakhonsithammarat, Pattani, Narathiwat, Phatthalung, Trang, Yala, and Satun. According to the Thai Department of Disaster Prevention and Mitigation, the flooding killed 26 people, affected more than 700,000 others, and forced large-scale evacuations to temporary shelters.

On December 27, U.S. Chargé d’Affaires Alexander A. Arvizu declared a disaster due to the damage caused by flooding in southern Thailand. In response, OFDA provided \$50,000 through USAID/Thailand for the procurement and distribution of blankets, food, and safe drinking water.

**OFDA Partner in Thailand**  
Thai Red Cross

**OFDA Assistance..... \$50,000**



A Buddhist monk receives relief supplies from the Thai Red Cross (Thai Red Cross Society).

**Floods**

Heavy rains in late May 2006 caused flooding in five provinces in northern Thailand. According to OCHA, the floods killed 83 people, destroyed nearly 700 houses, and affected more than 300,000 residents in Nan, Lamphang, Phrae, Sukhothai, and Uttaradit provinces. The flooding also damaged roads, bridges, and agricultural land in the affected areas.

On May 25, U.S. Ambassador Ralph L. Boyce declared a disaster due to damage caused by the floods. In response, OFDA provided \$50,000 through USAID/Thailand for the provision of safe drinking water and water containers to flood-affected populations.

**OFDA Partner in Thailand**  
Thai Red Cross

**OFDA Assistance .....\$50,000**

**VIETNAM – Typhoon**

On September 27, 2005, Typhoon Damrey reached the coast of Vietnam, bringing high winds and heavy rains that triggered landslides and flooding in the northern and central regions of the country. The typhoon caused 68 deaths, damaged houses, and submerged agricultural areas.

On October 6, U.S. Ambassador Michael W. Marine declared a disaster due to the effects of Typhoon Damrey in Vietnam. In response, OFDA provided \$50,000 through the U.S. Embassy in Hanoi for the procurement and distribution of emergency relief supplies and emergency repairs to public buildings, including schools and clinics. Additionally, flood and storm early warning systems previously funded by OFDA helped to minimize the loss of life in coastal areas during Typhoon Damrey.

**OFDA Partner in Vietnam**  
CRS

**OFDA Assistance..... \$50,000**



Successful mitigation efforts in Vietnam ensure that ships reach shore prior to a typhoon, preserving vessels from damage (Tom Dolan, USAID).



## Assisting Earthquake Survivors Through Transitional Shelter

Diedra Spencer

In the cool morning hours of October 8, 2005, a massive earthquake shook northern Pakistan and neighboring areas in India and Afghanistan. As the quake violently rattled the earth, unstable walls crumbled, and heavy concrete roofs fell flat to the ground, crushing people and animals instantly. For many of those who survived the earthquake, the weeks and months ahead brought multiple, life-altering challenges.

Among the foremost obstacles for the 5 million people whose homes were destroyed or severely damaged was securing adequate shelter before the onset of the rapidly approaching Himalayan winter. On the ground in Pakistan less than 48 hours after the earthquake, a Disaster Assistance Response Team (DART) worked tirelessly to support the Government of Pakistan (GOP) in providing shelter to the newly homeless and displaced populations. Given the harsh nature of northern Pakistan's winter, as well as the lack of winterized tents available on the worldwide market, OFDA promoted a strategy to address the need for shelter by emphasizing a range of non-tent transitional shelter options, focused on helping individuals to create shelter in and near their affected homes, known as "shelter in place."

Recognizing both the short- and long-term shelter needs of earthquake survivors, OFDA provided transitional shelter materials to allow affected Pakistanis to create shelter in place rather than relocating to temporary camps. OFDA provided materials and technical assistance in order to assist individuals to build transitional shelter structures, particularly one warm, dry room—or a small room that not only provides emergency shelter in the short-term but also can be used as part of a permanent structure. With the DART's technical and logistical assistance, OFDA provided sufficient and appropriate transitional shelter materials and instruction in a timely manner to those in need, which affected all other aspects of the humanitarian response.



A Pakistani man carries OFDA plastic sheeting and a water container received during a distribution in Purri, outside of Balakot, Pakistan (CRS).

In the aftermath of any large-scale natural disaster, the mass movement of displaced people to temporary camps compounds existing problems by creating a high demand for humanitarian goods and services, including water and sanitation facilities, health care, food, and other items. Following the earthquake, aid agencies estimated that up to 60 percent of the people who lost their homes would seek shelter assistance in temporary camps. In order to effectively assist affected Pakistanis and simultaneously jump-start the rebuilding process, OFDA-funded programs were designed to ensure that the majority of homeless Pakistanis remained on their land or close to home, rather than relocating to camps.



In response to the damage caused by the earthquake, OFDA distributed shelter materials including plastic sheeting and corrugated iron roofing materials to be used both for reinforcing temporary shelters and building permanent shelters. OFDA not only provided materials for transitional shelters but also worked closely with the GOP on issues related to both shelters and settlements. Two OFDA shelter and settlements advisors regularly traveled to Pakistan from October 2005 through June 2006, the longest deployment of such experts in a single disaster in the history of OFDA. The shelter and settlements advisors collaborated with the Federal Relief Commission and Earthquake Reconstruction and Rehabilitation Authority, two agencies established by the GOP to plan, coordinate, and monitor reconstruction and rehabilitation activities in areas affected by the earthquake. The advisors provided technical expertise to these agencies on crucial shelter and settlement issues, including rubble removal, provision of adequate safe drinking water and sanitation facilities, use of unstable land, and seismic hazard mitigation.



Local community members in Pakistan receive training in carpentry, masonry, and other trades (Kaukab Jhumra Smith, USAID).

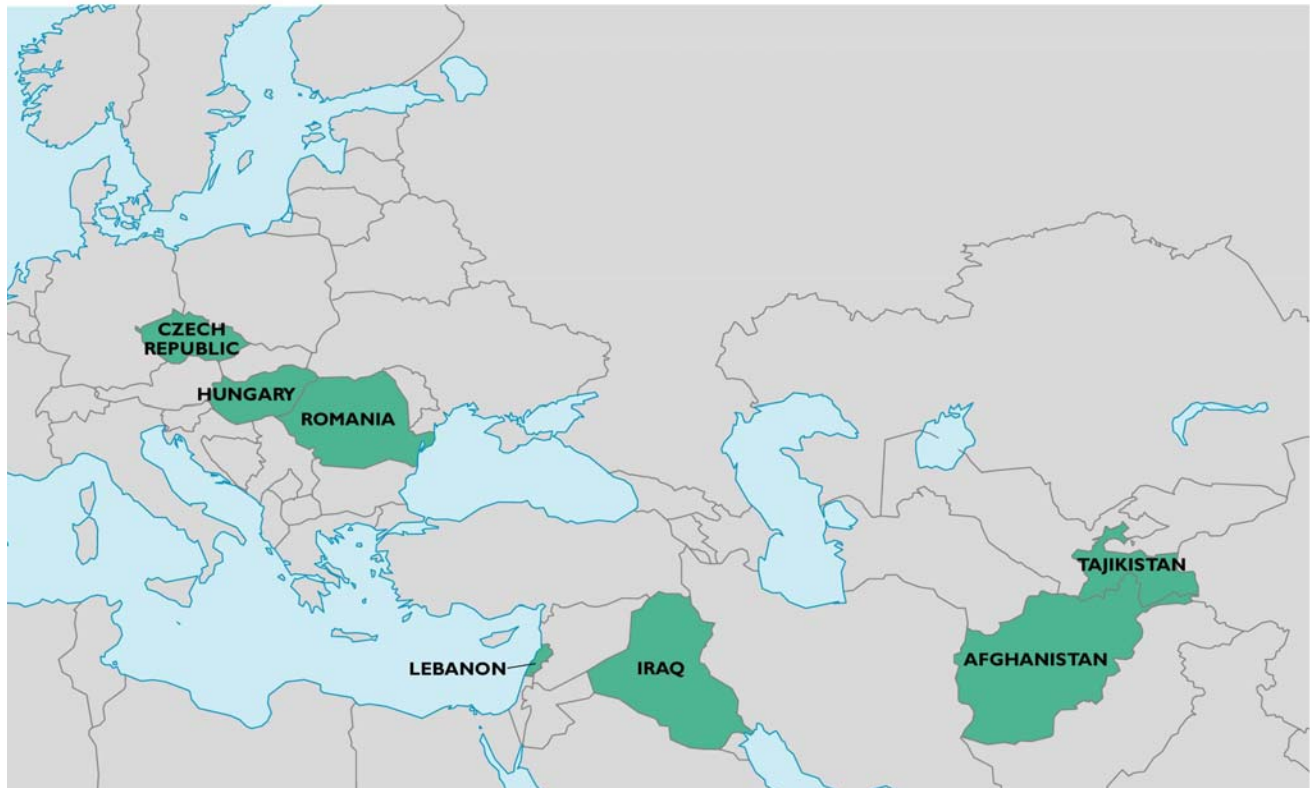
By emphasizing transitional shelter as a means to enable Pakistanis to remain close to home, OFDA programs benefited affected individuals in a number of ways. Due in part to assistance from the USG and other donors, most newly homeless Pakistanis sought shelter in place following the earthquake rather than migrating to camps. As a result, only 20 percent of earthquake-affected families left their settlements for camps, thereby dramatically reducing costly relocations both to and from temporary camps for the majority of affected individuals. With materials from OFDA, a significant number of Pakistanis built durable transitional shelters to last through a potentially lengthy rebuilding process. Staying in place protected traditional family units, including women who follow cultural norms of staying within the family's home or property limits.

OFDA provided transitional shelters for 590,000 people and transitional shelter materials and assistance for an additional 300,000 people, supporting nearly one-fifth of the Pakistanis whose homes had been damaged or destroyed in the October 8 earthquake. This assistance incorporated seismic-resistant construction measures and training programs for masons and carpenters, ensuring that individuals in northern Pakistan will be less vulnerable in the next major earthquake. By emphasizing transitional shelter and providing appropriate shelter materials, OFDA improved immediate living conditions and paved the way for a more timely recovery phase for people affected by the South Asia earthquake.

# EUROPE, THE MIDDLE EAST, AND CENTRAL ASIA



A young Lebanese girl smiles as she carries OFDA-funded relief supplies in Aalay District, Lebanon (Mercy Corps).



Disaster declaration descriptions for countries shaded on the map above are included in this section.

OFDA responded to seven disasters in seven countries in Europe, the Middle East, and Central Asia in FY 2006. Spring floods due to heavy rains in March and April affected nearly 50,000 people across the Czech Republic, Hungary, and Romania. Two earthquakes in Tajikistan damaged several thousand homes, leaving affected families vulnerable to winter weather. Individuals in Afghanistan, Iraq, and Lebanon faced complex obstacles, including large-scale population movements, damaged infrastructure, and interrupted public service networks, resulting from

varying degrees of insecurity. General instability and challenges to democracy affected more than 11 million people in these three countries in FY 2006.

In total, OFDA provided more than \$50 million in funding for water and sanitation, health, shelter and settlement, and livelihoods programs, and the purchase and distribution of emergency relief commodities. OFDA also deployed a DART to Lebanon to conduct assessments and coordinate the USG response.



## AFGHANISTAN – Complex Emergency

More than two decades of war and civil strife left Afghanistan impoverished and mired in an extended humanitarian crisis. During the conflict, small arms fire, bombings, and grenade attacks damaged or destroyed tens of thousands of houses and other structures. Since the fall of the Taliban in 2001, the country has made significant progress, including the ratification of a new constitution. However, insecurity continues to impede the Government of Afghanistan's ability to provide basic services to its citizens.

In recent years, an influx of returnees from Pakistan and Iran has tremendously stressed limited shelter resources, increasing the cost of rent and forcing many households to find shelter in sub-standard structures such as abandoned buildings, live with relatives, or build makeshift shelters out of readily available materials or tents. Conflict destroyed a significant amount of Afghanistan's infrastructure, much of which has not yet been repaired. Particularly in urban areas such as Kabul, safe drinking water is in short supply, sanitation facilities are limited, and access to electricity is problematic.

From 2001 to 2004, the population density of Kabul more than doubled, from 1.8 million to 3.7 million, while the physical size of the city expanded by only 35 percent. With an average of up to three households occupying each dwelling space, houses in Kabul are filled beyond capacity. Crowded living environments, the lack of adequate safe drinking water and sanitation facilities, legal obstacles, and harsh winter conditions in many areas have left vulnerable households in need of basic humanitarian goods and services.

In FY 2006, OFDA provided more than \$1.5 million to address the lack of adequate shelter and to supply vulnerable populations in Kabul and northern Afghanistan with humanitarian commodities. From December 2005 to March 2006, OFDA provided humanitarian assistance to 10,000 families in the form of pre-positioned food and emergency relief supplies, including blankets and charcoal, in preparation

for harsh winter weather. In February 2006, OFDA dispatched two shelter and settlements advisors to Kabul to assess shelter conditions and to create an appropriate shelter and settlements strategy and intervention.

Following the assessment, OFDA developed and managed the implementation of a multi-million dollar shelter and settlements project funded by USAID/Afghanistan to assist vulnerable families, including IDPs, in Kabul. This project was designed to provide approximately 3,500 of the most vulnerable households in 7 districts of Kabul with improvements in existing shelter, or to help them move from tents, abandoned buildings, and other marginal accommodations into safe and adequate shelter.

USAID also responded to emergency needs through FFP, which provided 90,560 MT of P.L. 480 Title II emergency food assistance in FY 2006. Activities enhanced food security and improved the human and productive capital of vulnerable populations in highly food-insecure and remote areas, with special emphasis on vulnerable women and children.

State/PRM funded programs in Afghanistan to assist Afghan returnees in the areas of shelter, education, health, water and sanitation, and literacy.

### OFDA Partner in Afghanistan UNDP

**OFDA Assistance..... \$1,500,598**



Afghanis build roads through OFDA-funded cash-for-work programs (CRS).

**CZECH REPUBLIC – Floods**

In late March and early April 2006, heavy rains and warm weather caused rapid snow melt and widespread flooding in the Czech Republic, leading to a state of emergency in 7 of the country’s 14 regions. The most severely affected areas were in southern Moravia and around the city of Znojmo on the Dyje River. Floods forced the evacuation of residents in Olomouc in northern Moravia, around Znojmo in southern Moravia, and near Litoměřice, Ústí nad Labem, and Hřensko in northern Bohemia. According to the Ministry of the Interior, the floods killed 6 people and displaced approximately 4,200 others. The Government of the Czech Republic was particularly concerned about the risk of vector-borne disease due to standing water.

On April 7, U.S. Ambassador William J. Cabaniss declared a disaster due to the damage caused by the flooding. In response to the disaster and the risk of disease, OFDA provided more than \$30,000 through the USAID Regional Services Center in Budapest, Hungary, for the transportation of larvicide to affected areas.

**OFDA Partner in the Czech Republic**  
Valent BioSciences Corporation

**OFDA Assistance ..... \$30,250**

**HUNGARY – Floods**

From March to April 2006, strong rains and unseasonably warm weather in Eastern Europe resulted in the flooding of three-quarters of Hungary’s waterways. The Danube, Tisza, and Körös rivers reached record levels. The water receded slowly, saturating dikes throughout the country. In the villages of Csépa, Tizzasas, and Szeleveny, flooding forced approximately 2,200 residents to leave their homes. In total, floods affected more than 32,000 people.

On April 7, U.S. Ambassador George H. Walker declared a disaster due to the damage caused by the flooding. In response, OFDA provided \$50,000 through the USAID Regional Services Center in Budapest for the procurement and distribution of emergency food assistance, personal hygiene supplies, blankets, towels, and folding camp beds.

**OFDA Partners in Hungary**

Hungarian Baptist Aid and United Way Hungary

**OFDA Assistance..... \$50,000**

**IRAQ – Complex Emergency**

Since 2003, OFDA has been assessing humanitarian needs and implementing disaster assistance programs in Iraq. In FY 2006, OFDA continued to support Iraq’s efforts to achieve political and economic stability and overcome challenges to regional security. Despite significant progress throughout Iraq, numerous humanitarian needs remained.

Iraq’s progress toward political stability, marked by the May 2006 transition to a full-term Government of Iraq (GOI), continued to confront challenges during FY 2006. Following the February 2006 bombing of the Al-Askari mosque in Samarra, sectarian violence and general insecurity displaced more than 230,000 Iraqis. Displacement resulted primarily from attacks on or threats against families. Sectarian displacement was highest in central and southern Iraq, as Shi’ites moved from central Iraq to predominantly Shi’ite areas in southern Iraq, while Sunnis relocated from the south to predominantly Sunni areas in central Iraq. Significant movements within and between Iraq’s central governorates also occurred. The majority of the displaced population sought temporary shelter with host families, with few IDPs residing in camps.



Iraqi children play at a water tap installed with OFDA funds.

## EUROPE, THE MIDDLE EAST, AND CENTRAL ASIA

In FY 2006, OFDA provided nearly \$7.9 million to assist vulnerable populations in Iraq. OFDA funding supported various humanitarian programs, including establishing emergency health services; delivering essential medical supplies and equipment to health care facilities; rehabilitating clinics, hospitals, schools, and water treatment and sewage plants; providing primary health care education; and promoting livelihoods. Due to the highly vulnerable nature of the IDP population, OFDA's ongoing programs prioritized humanitarian assistance for people displaced by military action and sectarian violence. To better assist IDPs, OFDA partners implemented programs quickly and flexibly, adapting plans for the provision of relief commodities as IDP populations moved to new areas and as additional needs arose.

In FY 2006, OFDA's implementing partners supplied more than 300,000 IDPs with emergency relief commodities and provided 5,000 families with household starter kits. Partners provided sanitation facilities and safe drinking water for approximately 210,000 affected individuals and maintained sanitary conditions in IDP camps. Our partners also provided primary health care for approximately 200,000 IDPs and members of affected communities, established 20 mobile medical units serving an additional 130,000 people, and rehabilitated 20 rural health clinics. To improve socioeconomic conditions, OFDA partners implemented cash-for-work, public works, and other income-generation programs. One partner established representative community action groups to implement community empowerment projects serving up to 20,000 beneficiaries. In addition, OFDA supported peace building efforts through television broadcasts of a local animated series promoting tolerance.

USAID also responded to emergency needs in Iraq through the Bureau for Asia and the Near East, which implemented programs to promote health, education, economic governance, civil society development, voter education, and agriculture, as well as to support infrastructure development, logistics, architecture and engineering services, and water and sanitation structures. Through FFP, USAID released 81,500 MT of Bill Emerson Humanitarian Trust food commodities,

provided 163,820 MT of P.L. 480 Title II emergency food assistance, and purchased 330,000 MT of food commodities regionally. Through OTI, USAID funded media, national governance, civil society, and inter-ministry communications programs, and supported the Iraq Transition Initiative.

State/PRM funded programs in Iraq to support reintegration assistance for returning refugees; protection and humanitarian assistance activities for IDPs, non-Iraqi refugees, and other conflict victims; and capacity building assistance for the GOI.

**OFDA Assistance..... \$7,886,172**



Relief workers prepare food for people displaced by the conflict in Lebanon (CRS).

### LEBANON – Humanitarian Emergency

On July 12, 2006, a full-scale war erupted between the Israeli Defense Forces and Hezbollah, resulting in extensive damage in southern Lebanon, the Bekaa Valley, and the southern suburbs of Beirut. Throughout late July and early August, nearly 975,000 residents fled their homes, and many areas of the country suffered extensive damage. The Government of Lebanon (GOL) estimated that nearly 1,200 people were killed and more than 4,400 injured during the month-long hostilities. In mid-July, bombing of a power plant resulted in an oil spill affecting coastal communities.



## EUROPE, THE MIDDLE EAST, AND CENTRAL ASIA

On August 14, active conflict in Lebanon ceased following the passage of U.N. Security Council Resolution 1701. Humanitarian access to affected areas increased, but damaged infrastructure and the presence of unexploded ordnance (UXO) remained a challenge for organizations providing humanitarian assistance. By the end of FY 2006, an estimated 770,000 affected residents returned to their homes, while 200,000 others remained displaced—primarily with host families—due to the level of destruction and the presence of UXO.

On July 25, U.S. Ambassador Jeffrey D. Feltman declared a humanitarian emergency due to ongoing insecurity and humanitarian needs. On July 23, a DART arrived in the region to conduct assessments, identify needs, and coordinate USG assistance efforts.

In FY 2006, OFDA provided nearly \$40.8 million to address humanitarian needs in Lebanon. Based on the DART's recommendations, funding focused on water and sanitation, shelter, psychosocial, and health services, as well as demining and UXO removal, logistics, security training, humanitarian coordination, and the provision of emergency relief supplies.

Through DOD airlifts and sea transport, OFDA provided 18 emergency health kits—each serving the medical needs of 10,000 people for 3 months—as well as 3,000 plastic tarpaulins and 40,000 blankets. Humanitarian commodities benefited nearly 300,000 people countrywide. In addition, OFDA partners provided water and sanitation services for more than 610,000 residents, including rehabilitating water and sanitation infrastructure, providing household water storage tanks, and supporting water trucking operations to conflict-affected areas in southern Lebanon. Finally, OFDA provided \$1 million to assist in cleanup efforts associated with the mid-July oil spill. USAID's Bureau for Asia and the Near East complemented this funding with additional resources.

USAID also responded to emergency needs through FFP, which contributed 1,000 MT of wheat flour and lentils to promote food security during the conflict. In addition to USAID food support, USDA provided 25,000 MT of wheat to the GOL.

State/PRM met the needs of affected populations in Lebanon through support for protection, shelter, food, health, and water and sanitation activities, as



Lebanese youth participate in an OFDA-funded recreational program for displaced children (CRS).

## EUROPE, THE MIDDLE EAST, AND CENTRAL ASIA

well as the provision of emergency relief supplies and the transportation of third-country nationals. The U.S. Department of State's Bureau of Political and Military Affairs, Office of Weapons Removal and Abatement supported demining activities in Lebanon.

In addition to evacuating nearly 15,000 American citizens, DOD transported DART members and USAID emergency relief supplies into Lebanon.

### **OFDA Partners in Lebanon**

American Near East Refugee Aid (ANERA), Church World Service, CRS, CHF International, ICRC, IMC, International Orthodox Christian Charities (IOCC), Mercy Corps, Mines Advisory Group (MAG), Seacor Environmental Services, OCHA, UNICEF, UNJLC, WFP, and World Vision

**OFDA Assistance ..... \$40,794,461**

Note: In response to the humanitarian emergency in Lebanon, OFDA provided more than \$65.5 million, including \$24.8 million in FY 2007 disaster assistance funds as of January 5, 2007.

## **ROMANIA – Floods**

In April 2006, heavy rains caused the Danube River to rise to the highest level in more than 100 years, leading to flooding in the Danube flood plain and delta in southern Romania. Dolj, Olt, Teleorman, Giurgiu, Călărași, Ialomița, Brăila, Galați, Tucea, and Constanța were the most affected counties. The floods destroyed more than 500 km of roads, 44 major bridges, 122 smaller bridges, and 144,211 hectares of agricultural land. IFRC estimated that the flooding resulted in the deaths of six people. In addition, flood waters inundated 157 settlements in 12 counties, forced the evacuation of 12,069 people, and displaced more than 5,000 residents to camps and public buildings, according to the Government of Romania.

On April 20, U.S. Chargé d'Affaires Mark A. Taplin declared a disaster due to the impact of the flooding in southern Romania. In response, OFDA provided \$50,000 through the USAID Regional Services Center in Budapest, Hungary, for the procurement and distribution of water, personal hygiene kits, food, water

purification kits for wells, and portable gas stoves for approximately 1,250 people.

In early May 2006, USAID/Bucharest dispatched an assessment team to the affected area, with remote support from OFDA's Technical Assistance Group. The team identified water and sanitation, food, and protection as areas of priority need. Based on the team's recommendations, OFDA provided more than \$230,000 in additional funding for the implementation of water and sanitation activities and the purchase and distribution of emergency relief supplies.

### **OFDA Partner in Romania**

World Vision

**OFDA Assistance..... \$283,498**

## **TAJIKISTAN – Earthquakes**

On July 29, 2006, two earthquakes—with magnitudes of 4.5 and 5.0—caused significant damage in Qum-sangir District of Khatlon Province, southern Tajikistan. According to the Government of Tajikistan, the earthquakes killed 3 people, affected 16,512 residents, and damaged or destroyed more than 2,600 homes. Reconstruction of housing progressed slowly, and many residents remained homeless as winter approached. On September 20, the U.N. issued a \$1 million appeal to meet urgent needs, including emergency shelter and relief supplies for the affected population.

On September 21, U.S. Ambassador Tracey A. Jacobson issued a disaster declaration due to the damage caused by the earthquakes. In response, OFDA provided \$50,000 toward the U.N. appeal to provide shelter for 2,500 beneficiaries.

### **OFDA Partner in Tajikistan**

UNDP

**OFDA Assistance..... \$50,000**

## Lebanon: Building Upon Local Capacity to Help People in Need

Jamie Jones and Alexandra Riboul

In July 2006, as the conflict between Israel and Hezbollah began to take a heavy toll on the Lebanese people, nearly 25 percent of the population left their homes in the southern and eastern parts of the country to seek refuge in other areas of Lebanon and neighboring countries. OFDA's partners, however, were traveling in the opposite direction—transporting much-needed emergency relief supplies and food to communities caught in the conflict. OFDA's international partners in Lebanon built upon years of local experience to provide life-saving assistance throughout the different phases of the crisis.

### Meeting Immediate Humanitarian Needs

Having worked in Lebanon to implement development programs prior to the conflict, most OFDA-funded partners understood the socio-political context and enjoyed a close relationship with local residents, organizations, and authorities. When the crisis began, these NGOs were already on the scene, quickly shifting priorities to provide humanitarian assistance to communities with which they had long-standing relationships. These NGO ties facilitated both access and a rapid response, as many organizations already had staff in place and access to supplies and food. OFDA partners quickly distributed items to residents remaining in conflict-affected areas of southern Lebanon and the eastern governorate of Bekaa, as well as to families and individuals temporarily seeking shelter in areas of Mount Lebanon, Beirut, and areas further north.

“One of the huge successes about our connection was the trust the municipalities had, [which was] based on those relationships they had with World Vision. It also allowed us to extend even further beyond our established development programs to other communities through those relationships with the municipalities and the trust we gained in the community.”

- Rein Paulsen, Senior Director for Emergency Response and Disaster Mitigation, World Vision.

OFDA partners throughout Lebanon quickly contacted local relief agencies, conducted needs assessments, and provided necessary assistance. Working through established local organizations helped these NGOs capitalize on local knowledge to assist in the response. As Rabih Torbay, Vice President of International Operations at IMC, noted, information received from community contacts “allowed [IMC] to hit the ground with an initial needs assessment already done.” Similarly, Mercy Corps’ 13 years of experience in Lebanon provided OFDA programs with the knowledge, experience, and local presence critical to quickly and effectively shift from implementing development programs to providing emergency assistance in conflict areas.



A Lebanese boy receives a hygiene kits provided by OFDA (ANERA).

OFDA's partners went beyond the provision of food and relief supplies. Their support also provided psychosocial benefits as partners demonstrated a commitment to the people of hard-hit communities. According to Sarah Warren, Senior Program Officer for Mercy Corps, “[Working in these communities] was something that our team saw as very important—both because people were very much in need and because it was important that they perceived that they hadn't been abandoned and that we were still with them. Because we had worked in areas before with our development activities, they really appreciated the fact that we stayed with them and that we didn't abandon them in their hour of need.” However, emergency relief needs were not restricted to those communities that had an existing NGO presence, and neither was OFDA's response. OFDA's partners helped individuals and families throughout the country, including those who headed north out of the conflict zone in search of safety. These families often relied on schools, churches, mosques, and public institutions for shelter. In response to the specialized needs of individuals shel-



tering in public buildings, many of whom had left their homes quickly and without many belongings, OFDA provided relief items such as hygiene kits, water supplies, and cooking kits.

### Supporting the Transition to Recovery

The cessation of hostilities on August 14 marked a turning point in the humanitarian crisis. With the end of active conflict, the majority of the nearly one million displaced people began the journey home. OFDA's partners again quickly adapted their activities to the changing needs of the Lebanese population. IDPs and refugees rapidly returned to their areas of origin to find their houses and infrastructure damaged or destroyed and basic water, power, and health services unavailable. In addition, unexploded ordnance (UXO) throughout most conflict-affected areas posed a significant threat to populations. Implementing partners provided returning residents with immediate life-sustaining assistance, including food, water, hygiene kits, and other emergency relief supplies; restocked hospitals and clinics; and supported UXO clearance and programs that promoted awareness of UXO hazards.

As the immediate needs of the population were addressed, OFDA also began supporting local recovery efforts. Partner organizations rebuilt schools, supported livelihoods recovery for farmers and fishermen, provided materials to families for temporary shelter, and sponsored summer camps for children and youth to have a safe and friendly space in which to play and learn. While implementing recovery activities, OFDA's partners worked through local organizations and further supported Lebanese civil society. "Whoever was the best partner and could get the work done immediately—we partnered with," said Peter Gubser President of the American Near East Refugee Aid (ANERA), regarding his organization's work with local organizations. This collaboration provided local organizations with additional training for staff on financial and program management, monitoring and evaluation, and a variety of technical sectors, as well as experience working with international organizations and donors.



A mother and daughter prepare to receive OFDA-funded food supplies in Alalay District, Lebanon (Mercy Corps).

### A Collective Response to Need

Although the response of OFDA's partners repeatedly shifted to adapt to the changing humanitarian situation, one factor remained constant throughout all these transitions—the remarkable resilience and collective response of the Lebanese people. Many humanitarian workers noted the solidarity that developed as the Lebanese responded to human needs as communities, bridging many pre-conflict divides to help one another. This sense of unity was particularly evident in the willingness of Lebanese families to host those displaced—whether they were families, friends, or just Lebanese in need of help. At the height of the conflict, families hosted approximately two-thirds of the displaced population, or more than half a million people.

In addition to families hosting the displaced, local organizations were actively assessing needs, reaching out to communities, and providing assistance. As Torbay of IMC remarked, "Local NGOs were making sure that coverage was 24/7 to ensure that needs were being met." The rapid, overwhelming, and collective response of the Lebanese people deeply impressed partner organizations. OFDA's response throughout the different phases of the emergency in Lebanon sought to support this sense of solidarity among Lebanese communities. By building on the strengths of Lebanese civil society as well as years of implementing partners' in-country experience, OFDA-funded programs provided rapid, effective, and much-needed assistance to individuals throughout the country's conflict-affected areas.

# LATIN AMERICA AND THE CARIBBEAN



Peace Corps volunteers assist in reconstruction after floods destroy homes in Guatemala.

## LATIN AMERICA AND THE CARIBBEAN



Disaster declaration descriptions for countries shaded on the map above are included in this section.

In FY 2006, hurricanes, heavy rainfall, and flooding led to most of the 16 disaster declarations in 11 countries across Latin America and the Caribbean. Volcanic eruptions in Ecuador and El Salvador precipitated the displacement of nearby populations, and localized incidents of food insecurity and methanol poisoning affected individuals in Nicaragua. In total, hurricane and tropical force winds, severe flooding and landslides, volcanic activity, and health concerns affected more than 3 million people.

In response, OFDA provided \$6.6 million in emergency relief activities, including water and sanitation, shelter, and health programs, and the purchase, transport, and distribution of emergency relief supplies. OFDA deployed DARTs and assessment teams to Guatemala, Mexico, Nicaragua, and Suriname to assess damages and coordinate the USG response. In addition, OFDA regional advisors and locally-based consultants deployed to multiple disaster areas to identify priority needs and coordinate emergency responses with local authorities.



**BAHAMAS – Hurricane**

On October 24, 2005, Hurricane Wilma passed through the northern islands of the Bahamas with sustained winds of 100 mph, triggering 15 foot storm surges and heavy rainfall. According to the Bahamian National Emergency Management Agency (NEMA), the hurricane displaced 1,500 people, damaged or destroyed more than 200 homes, and caused extensive damage to public infrastructure. In advance of Hurricane Wilma, an OFDA regional advisor deployed to the Bahamas to join an OFDA consultant in country. The team coordinated with local disaster officials to assess damages and identify needs.

On October 28, U.S. Chargé d’Affaires D. Brent Hardt declared a disaster due to the damage caused by Hurricane Wilma. In response, OFDA provided \$50,000 through the U.S. Embassy in Nassau for the local purchase and distribution of emergency relief supplies, as well as \$9,000 for locally-contracted helicopter assessments of affected areas.

**OFDA Partner in the Bahamas**  
NEMA

**OFDA Assistance ..... \$59,000**



Children in Bolivia gather after receiving OFDA-funded relief supplies (Sidney Velado, USAID).

**BOLIVIA – Floods**

From mid- to late January 2006, unseasonably heavy rainfall caused widespread flooding, landslides, and the overflow of major rivers in eight of Bolivia’s nine departments. The flooding killed 23 people, damaged or destroyed more than 9,000 homes, and caused extensive damage to agricultural lands, according to OCHA. In total, the flooding impacted approximately 175,000 people in the most affected departments of La Paz, Cochabamba, Santa Cruz, and Beni.

On January 31, U.S. Ambassador David N. Greenlee issued a disaster declaration due to the damage caused by the flooding. In response, OFDA airlifted emergency relief supplies—including plastic sheeting, water bladders, water containers, blankets, and hygiene kits—to affected areas, for a total value of more than \$260,000 including transportation.

**OFDA Partners in Bolivia**  
ADRA and CARE

**OFDA Assistance ..... \$262,550**

**COLOMBIA – Floods**

From January through May 2006, heavy rains resulted in extensive flooding and mudslides in northeastern Colombia. According to the Government of Colombia, the flooding caused 112 deaths and injured 212 people. In addition, heavy rains washed away roads and bridges, destroyed farmland and pastures, and impacted the livelihoods of approximately 127,000 people in 26 of Colombia’s 32 departments.

On May 15, U.S. Ambassador William B. Wood issued a disaster declaration due to the damage caused by the flooding. In response, OFDA provided \$50,000 for the local purchase and distribution of emergency relief supplies, including plastic sheeting and hygiene kits.

**OFDA Partners in Colombia**  
AmRC and Colombian Red Cross

**OFDA Assistance ..... \$50,000**

## CUBA – Hurricane

On October 22, 2005, the outer bands of Hurricane Wilma passed over western Cuba, bringing 10 consecutive days of rainfall that flooded 11 of Cuba's 14 provinces and resulted in the evacuation of 700,000 people. Concurrently, rains from Tropical Storm Alpha flooded the eastern provinces. According to the Government of Cuba, no deaths resulted, although damage to homes and public infrastructure was widespread, particularly across western Cuba.

On October 27, the U.S. Interests Section in Havana issued a disaster declaration due to the impact of the flooding. In response, OFDA provided \$100,000 through USAID's Bureau for Latin America and the Caribbean for the purchase and distribution of emergency relief supplies to flood-affected populations.

**OFDA Assistance ..... \$100,000**

## ECUADOR – Multiple Emergencies

### Floods

From February to April 2006, heavy rains caused extensive flooding in Ecuador's coastal provinces of El Oro, Guayas, Los Ríos, and Manabí. According to the Government of Ecuador, the floods killed 16 people and affected approximately 140,000 others. The flooding destroyed agricultural land, isolated affected communities, and disrupted access to food and clean water supplies.

On April 12, U.S. Chargé d'Affaires Jefferson T. Brown issued a disaster declaration due to the damage caused by the flooding. In response, OFDA provided \$50,000 through USAID/Ecuador for the purchase and distribution of emergency relief supplies.

**OFDA Partner in Ecuador**  
Ecuadorian Red Cross

**OFDA Assistance ..... \$50,000**

## Volcano

On August 16, 2006, the eruption of the Tungurahua volcano, located approximately 140 km south of Quito, produced 8,000 MT of volcanic material and damaged or destroyed 7 villages within a 5 km radius. According to the Ecuadorian Red Cross, the effects of the eruption killed 5 people, injured 65 others, and impacted more than 300,000 residents. The eruption forced large-scale evacuations and caused extensive property damage in the provinces of Tungurahua, Chimborazo, Bolívar, Los Ríos, Guayas, Pastaza, and Manabí. According to the Government of Ecuador's Ministry of Agriculture and Livestock, the ashfall destroyed more than 23,000 hectares and affected an additional 125,000 hectares of agricultural lands.

On August 19 and 20, two OFDA regional advisors and two USAID/Ecuador staff visited the affected areas to assess the extent of the damage and provide recommendations for assistance.

On August 22, U.S. Ambassador Linda L. Jewell declared a disaster due to the magnitude of the damage caused by the volcano. In response, OFDA provided \$50,000 through USAID/Ecuador for the local purchase and transport of emergency relief supplies. In addition, Ecuador's Instituto Geofísico monitored the volcano's eruption and issued alerts that were widely credited for saving lives. Since 1999, through the Volcano Disaster Assistance Program, OFDA has supported the Instituto



Ashfall from the Tungurahua volcano covers a home in Bilbao, Ecuador (Thomas Rhodes, USAID).

Geofísico with technical assistance and seismic-monitoring equipment.

Through an existing training arrangement with Ecuadorian counterparts, DOD deployed a Medical Readiness Training Exercise team of physicians to the affected area to augment local medical services.

**OFDA Partner in Ecuador**  
Ecuadorian Red Cross

**OFDA Assistance ..... \$50,000**

### **EL SALVADOR – Floods and Volcano**

In early October 2005, two simultaneous natural disasters—severe flooding caused by Tropical Storm Stan and the eruption of the Santa Ana (Iamatepec) volcano—affected 3.3 million people, or approximately half the population of El Salvador. Beginning on October 1, heavy rainfall in the southern departments of San Miguel and Usulután and in the northern departments of San Salvador and Sonsonate caused widespread flooding and more than 300 landslides. On October 1, the Santa Ana volcano in the northwest department of Santa Ana erupted, spewing hot rocks and ash into the air.



The Santa Ana volcano in El Salvador cools following the October 2005 eruption.

The flooding, heavy rainfall, and volcanic activity displaced approximately 70,000 people, damaged infrastructure, destroyed agricultural crops, and contaminated water supplies in the Santa Ana, Aua-chapán, and Sonsonate departments, according to the Government of El Salvador.

On October 4, U.S. Chargé d’Affaires Michael A. Butler issued a disaster declaration due to the impact of the flooding and volcanic eruption. In response, OFDA provided \$200,000 through USAID/El Salvador for emergency relief supplies including mattresses, blankets, and hygiene kits, as well as for emergency water and sanitation activities. OFDA also donated 35 rolls of plastic sheeting.

USAID/El Salvador contributed 55 rolls of plastic sheeting, valued at more than \$15,000, and redirected funds from long-term programs to support recovery phase activities.

The USGS Volcano Disaster Assistance Program provided a volcanologist to assess volcanic activity and damage following the Santa Ana eruption, and supplied assessment and monitoring equipment valued at approximately \$20,000.

**OFDA Partners in El Salvador**  
CRS and PAHO

**OFDA Assistance ..... \$200,000**

### **GUATEMALA – Floods**

During the first week of October 2005, torrential rains caused by Tropical Storm Stan brought widespread, severe flooding to the northwest highlands and southern coastal areas of Guatemala, affecting 15 of the country’s 22 departments. More than 900 landslides occurred, collapsing roads and bridges, isolating communities from assistance, and in some cases sweeping away entire villages. According to the Guatemalan National Disaster Response Coordinating Council, the flooding caused 669 deaths, damaged or destroyed 34,968 homes, and directly affected 474,928 people.

On October 5, U.S. Ambassador James M. Derham declared a disaster due to the impact of the flooding and landslides. From October 6 to 29, a DART



## LATIN AMERICA AND THE CARIBBEAN

traveled to Guatemala to assess damages, identify priority needs, and coordinate the USG relief effort.

Based on the team's assessments, OFDA provided more than \$4.1 million to support emergency activities in Guatemala. Funding priorities included health, water and sanitation, shelter, and the procurement and distribution of relief supplies. Our partners supplied more than 2,000 displaced households with transitional shelter assistance, including the provision of building materials and training in the rehabilitation of homes. To meet the need for adequate water and sanitation services, OFDA partners distributed safe drinking water, constructed latrines and waste disposal systems, and trained affected communities in safe hygiene practices. To respond to health needs, our partners improved local disease-testing capacity and distributed emergency medical supplies.

In addition, through three airlifts, OFDA provided 7,506 hygiene kits, 1,000 rolls of plastic sheeting, 5,000 blankets, 10,320 water containers, 6 water bladders, and 2 water treatment units. The value of these items, including transport, was nearly \$600,000.

USAID also responded to emergency needs in Guatemala through FFP, which contributed 9,950 MT of P.L. 480 Title II emergency food assistance to meet the immediate food needs of 285,000 people affected by Tropical Storm Stan. USAID/Guatemala redirected funds from longer-term food security and health programs to emergency relief assistance.

A DOD team delivered food, medical supplies, and communications equipment to the affected areas. In addition, aircraft and personnel from the National Geospatial Agency and a Navy surveillance aircraft provided imagery support for assessments.

### **OFDA Partners in Guatemala**

CDC, CRS, PAHO, Project Concern, Project Hope, SC/US, SHARE, and World Vision

**OFDA Assistance ..... \$4,140,240**



Rising floodwaters sweep away a car and damage infrastructure in Guatemala (John Heinbeck).

## **HONDURAS – Multiple Emergencies**

### **Floods**

In November 2005, heavy rainfall caused by the convergence of two tropical systems—Tropical Storm Gamma and a low pressure system near the Honduras/Nicaragua border—led to severe flooding in the northern departments of Gracias a Dios, Colón, Atlántida, Cortés, Yoro, Santa Bárbara, and the Bay Islands. The flooding killed 32 people, forced the evacuation of 30,000 others, and caused extensive damage to public infrastructure and communications systems.

On November 18, U.S. Ambassador Charles A. Ford declared a disaster due to the impact of the flooding. In response, OFDA provided \$225,000 through USAID/Honduras for the purchase and distribution of emergency relief supplies to affected households in Atlántida, Yoro, Cortés, and Colón departments. In addition, OFDA airlifted 5,000 blankets, 5,000 water containers, and 200 rolls of plastic sheeting, valued at \$30,500 including transport.

### **OFDA Partner in Honduras**

CARE

**OFDA Assistance ..... \$255,500**

**Hurricane**

From October 29 to 31, 2005, the outer bands of Hurricane Beta passed over northeastern Honduras, causing severe flooding in the departments of Gracias a Dios, Atlántida, and Colón. According to the Government of Honduras, the hurricane affected 11,000 people, including 7,700 who temporarily moved to emergency shelters.

On October 31, U.S. Chargé d’Affaires James G. Williard declared a disaster due to the impact of Hurricane Beta. In response, OFDA provided \$50,000 through USAID/Honduras for the local purchase and distribution of relief supplies, including blankets, foam mattresses, and hygiene kits, as well as helicopter fuel for the transport of supplies to affected areas. OFDA also provided \$42,000 to transport relief items to affected areas.

As part of the USG response, the U.S. Embassy in Honduras provided an aircraft to transport relief items to Puerto Lempira. DOD airlifted relief items, food, and medical supplies to the Colón and Gracias a Dios departments.

**OFDA Partner in Honduras**  
USAID/Honduras

**OFDA Assistance ..... \$91,894**

**MEXICO –  
Multiple Emergencies**

**Floods**

On October 4, 2005, Hurricane Stan made landfall south of Veracruz, Mexico, with sustained winds of 80 mph. Heavy rainfall associated with the storm triggered floods in the states of Veracruz, Chiapas, Oaxaca, Tabasco, Puebla, Hidalgo, and Guerrero. According to OCHA, the flooding killed 15 people, displaced approximately 370,000 people, and affected an estimated 1.5 million others.

On October 6, U.S. Ambassador Antonio O. Garza, Jr., issued a disaster declaration due to the magnitude of the damage caused by the flooding. In response, OFDA provided \$200,000 through USAID/Mexico for the purchase and distribution of emergency relief supplies.

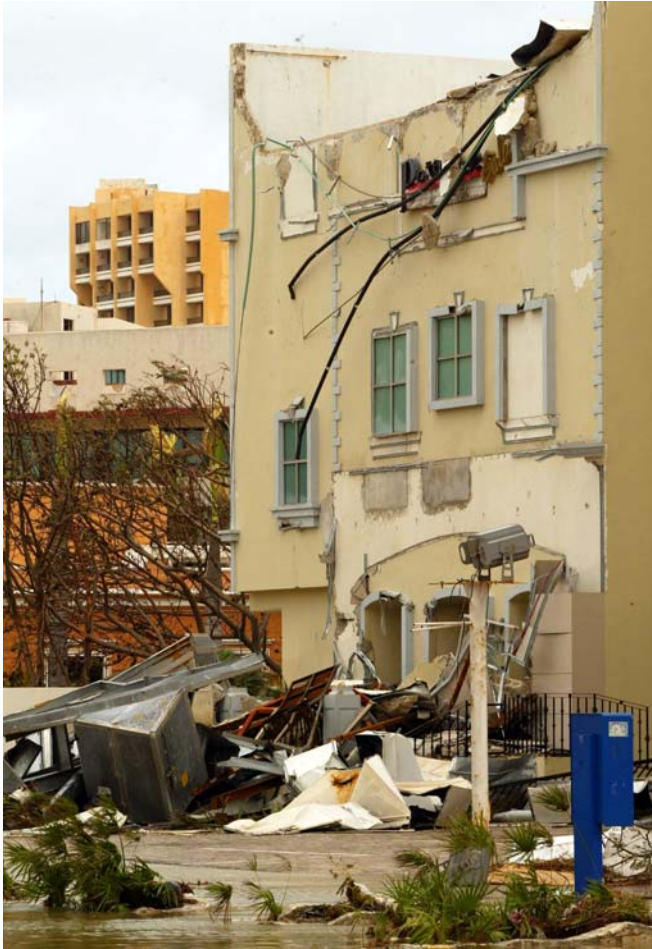
**OFDA Partners in Mexico**  
Mexican Red Cross and Nature Conservancy

**OFDA Assistance ..... \$200,000**



A man is rescued from swift floodwaters accompanying Hurricane Stan in Mexico (Pedro Soto, USAID).





Following Hurricane Wilma, debris litters the streets of the damaged Zona Hotelera in Cancún, Mexico (Pedro Soto, USAID).

### Hurricane

On October 22, 2005, Hurricane Wilma made landfall in Cozumel, Mexico, with sustained winds of 125 mph. Heavy and continuous rainfall resulted in severe flooding in Quintana Roo and Yucatán states, killing 7 people, displacing more than 300,000, and affecting approximately 1 million people, according to OCHA. In addition, Hurricane Wilma caused extensive damage to public infrastructure, including electrical, telecommunications, and fuel services in the hotel sector of Quintana Roo.

On October 20, an OFDA team traveled to Mexico in advance of Hurricane Wilma to coordinate with USAID/Mexico staff and local disaster officials, assess damages, and identify priority needs.

On October 23, U.S. Chargé d’Affaires Stephen R. Kelly issued a disaster declaration due to the effects of Hurricane Wilma. Based on the team’s assessments, OFDA provided \$400,000 for the procurement and distribution of emergency relief supplies to flood-affected populations.

**OFDA Partners in Mexico**  
IFRC and Mexican Red Cross

**OFDA Assistance ..... \$400,000**

### NICARAGUA – Multiple Emergencies

#### Food Insecurity

In August 2005, heavy rainfall led to widespread flooding and a pest infestation in 14 communities in northern Nicaragua. Damage to crops and food supplies impacted an estimated 12,500 people according to rapid assessment surveys conducted by WFP in September and October.

On October 14, U.S. Ambassador Paul A. Trivelli declared a disaster due to food insecurity in the Waspam municipality within the North Atlantic Autonomous Region. In response, OFDA provided \$50,000 through USAID/Nicaragua for transport costs associated with delivering emergency food rations, potable water, and agricultural inputs to affected communities.

**OFDA Partner in Nicaragua**  
WFP

**OFDA Assistance ..... \$50,000**

### Hurricane

On October 30, 2005, Hurricane Beta made landfall on the Caribbean coast of Nicaragua, near Karabal and Sandy Bay, as a category two hurricane with sustained winds of 105 mph. Heavy rainfall and strong winds displaced 5,763 people and damaged or destroyed 506 homes, according to OCHA. In addition, the storm caused damage to infrastructure and negatively affected the livelihoods of fishermen and farmers in Desemboca-



dura de la Cruz de Río Grande, Laguna de Perlas, and Tortugero municipalities, Región Autónoma del Atlántico Sur. In advance of the hurricane, OFDA deployed an assessment team to Nicaragua to coordinate assistance with local disaster officials, assess damages, and identify needs.

On October 29, U.S. Ambassador Paul A. Trivelli issued a disaster declaration in anticipation of the damage from Hurricane Beta. In response, OFDA provided \$300,000 for water and sanitation activities and emergency relief supplies, including blankets, kitchen items, water containers, and hygiene kits. In addition, OFDA airlifted approximately 200 rolls of plastic sheeting, 5,000 ten-liter water containers, and 2,700 hygiene kits, valued at approximately \$120,000.

**OFDA Partners in Nicaragua**

Nicaraguan Red Cross, PAHO, and WFP

**OFDA Assistance ..... \$420,877**

**Methanol Poisoning**

In early September 2006, illegal undistilled liquor reportedly mixed with methanol led to an outbreak of methanol poisoning in the western Nicaraguan departments of León, Chinandega, and Managua. As a result of the poisoning, 44 people died and nearly 800 people reported symptoms, including nausea, vomiting, gastrointestinal pain, respiratory distress, and visual problems, according to the Government of Nicaragua.

On September 10, U.S. Ambassador Paul A. Trivelli issued a disaster declaration due to the effects of the poisoning. In response, OFDA provided \$50,000 through USAID/Nicaragua for the purchase of medical supplies and equipment.

In addition, DOD provided emergency medical supplies to a hospital in León and deployed a medical team and two evacuation helicopters to assist with the response.

**OFDA Partner in Nicaragua**

PAHO

**OFDA Assistance ..... \$50,000**



A Nicaraguan girl carries OFDA relief supplies following Hurricane Beta (Sidney Velado, USAID).

**SURINAME – Floods**

In early May 2006, heavy rains caused the Upper Suriname, Saramacca, and Coeroeni rivers to overflow and flood portions of the south and central Amazonian lowlands of Suriname. According to the Government of Suriname (GOS), the floods affected approximately 37,000 people, including 22,000 residents who fled their homes, in the departments of Sipaliwini, Brokopondo, and Marowijne. The GOS reported that flooding destroyed the majority of subsistence farms, livestock, and household goods in the affected areas.

On May 9, U.S. Chargé d’Affaires Mary Beth Leonard issued a disaster declaration due to the magnitude of the damage caused by the flooding. In response, OFDA provided \$50,000 through the U.S. Embassy in Paramaribo for emergency relief supplies. Following an OFDA team’s assessment, OFDA contributed an additional \$200,000 to provide safe drinking water for affected communities.

**OFDA Partners in Suriname**

PAHO and Suriname Red Cross

**OFDA Assistance ..... \$250,000**

## The Mission Disaster Relief Officer: An Essential Component of USG Disaster Response

Sara Westrick Schomig

Imagine serving abroad as a U.S. Department of State Foreign Service Officer or USAID specialist in agriculture, environment, or health. In addition to a regular schedule of demanding duties, imagine assuming responsibility for emergency planning and response when a powerful hurricane threatens with blustery winds, pounding rains, and battering waves. While this may be a seemingly daunting proposition for a non-expert in disaster preparedness, mission disaster relief officers (MDROs) perform this vital public service for U.S. embassies and USAID missions worldwide, fulfilling a critical role in the USG's disaster planning and response mechanism.

Despite having several strategically located regional offices across the globe, OFDA staff are not always present as a disaster unfolds. Because MDROs are already working in the affected country, they are often the first to know about and respond to an event, particularly in Latin America and the Caribbean where rapid-onset disasters are frequent.

Designated by the U.S. Chief of Mission, the MDRO serves on the U.S. embassy's Emergency Action Committee (EAC), which directs and coordinates an overseas post's response to emergency situations and addresses all political, consular, military, and public information concerns that arise. When an OFDA team does not

### The Mission Disaster Relief Officer:

- Monitors signs of potential disasters
- Is OFDA's primary point of contact at U.S. embassies and USAID missions for disaster-related information, planning, and activities
- Cultivates relationships with host country first responders, relief organizations, and U.N. agencies

deploy in response to a disaster, the MDRO assumes the role of incident commander and keeps colleagues informed of impending or actual emergency conditions. The MDRO prepares and updates the Mission Disaster Relief Plan and ensures that EAC members are familiar with its guidance on emergency operations. The MDRO also maintains relationships with host-country emergency responders and government ministries, as well as NGOs and U.N. agencies in the country. Most importantly for OFDA, however, the MDRO monitors signs of potential disasters, such as heavy rainfall or population movements, and communicates this information to OFDA regional advisors.



MDRO to Mexico Sara Walter signs an agreement with the Mexican Red Cross during the Hurricane Stan response (Pedro Soto, USAID).

Over the past decades, OFDA has trained and maintained strong relationships with MDROs. OFDA's partnership with MDROs has proven essential time and again to rapid disaster response and the successful provision of vital humanitarian assistance. In August 2006, OFDA held a training workshop in Dakar, Senegal for 27 MDROs from 17 West and North African countries. In the following months, recently-trained MDROs from Burkina Faso, the Gambia, Côte d'Ivoire, and Niger put their new skills into practice when disasters occurred in their respective countries.

After the unprecedented 2005 Atlantic hurricane season, regional advisors in Latin America and the Caribbean recognized the need to bring together MDROs to share information and best practices from the recent experience. With this in mind, on May 12 and 13, 2006, OFDA hosted a workshop in San Salvador, El Salvador. Nine MDROs and alternate MDROs from Central America and Mexico attended, as well as four OFDA staff members and the regional USAID contracting officer.

The workshop provided participants with a valuable forum to reflect on past disaster responses and to explore key issues in depth. Beyond swapping stories of hurricanes and landslides, the MDROs thoughtfully analyzed past experiences and identified lessons learned. Discussions focused on plans for the 2006 Atlantic hurricane season, approaches to enhance collaboration with the U.S. Military during a disaster response, methods for strengthening emergency grant-making and public relations, and ways to build better partnerships with NGOs, the U.N., and the Red Cross Movement. At the end of the two-day meeting, El Salvador MDRO Sheldon Schwartz expressed, "Congratulations to you and the rest of the OFDA staff for presenting an excellent disaster preparedness program....I found the conference to be invaluable."



MDRO to El Salvador Sheldon Schwartz speaks with residents evacuated due to increased activity at the Santa Ana volcano.



## Alejandro James: Former OFDA Regional Advisor Remembered

Sara Westrick Schomig

On September 26, 2006, OFDA lost a beloved member of its extended family. Ebenezer Alejandro James, Jr., better known to many simply as “Don Alex,” passed away in Panama, succumbing to the Parkinson’s disease that had slowly deteriorated his health but never his spirit.

Prior to joining OFDA, Alex worked for the Red Cross Society of Panama and later the IFRC for more than 15 years. In 1985, Alex was one of the first people that the legendary Paul Bell hired to staff the OFDA Latin America and Caribbean (LAC) regional office. From that year until 2005, he was an integral part of nearly every OFDA disaster response in the LAC region. Whether as a result of a hurricane, earthquake, flood, or fire, when communities required international disaster assistance, Alex worked tirelessly on their behalf to improve the situation. From Peru to Guatemala and beyond, Alex often worked 12- to 18-hour days, 7 days a week during a response, coordinating with colleagues in national and local governments, domestic and international militaries, and partner organizations.

Recounting all of Alex’s contributions to the field of disaster response would take a lifetime, but since he loved to share tales from his field work, a few examples are indispensable. Alex was particularly fond of retelling the



Alejandro James, at right, accepts an award from the Government of Guatemala recognizing OFDA’s support during the 1998 forest fire response.

story of the night he spent in a bathtub, with only a mattress to protect himself from flying debris, as Hurricane Hugo passed over the eastern Caribbean island of Antigua in September 1989. In true Alex style, when the storm passed, he got up, dusted himself off, and went out to conduct a damage assessment. Similarly, he led a team to northern Venezuela in December 1999 when catastrophic rains and floods destroyed the area’s water and sanitation infrastructure and affected 400,000 people. He earned official recognition as well as acclaim and respect from disaster-affected citizens. For more than 20 years, Ambassadors and USAID Mission Directors routinely sent cables of commendation citing Alex’s dedication, leadership, and professionalism while handling the most difficult of disaster responses.

Even more inspiring than his commitment to his work was that Alex always put his humanity into humanitarian assistance. He treated all persons with dignity, respect, and great empathy during their time of need. He was a true gentleman with a vibrant and charismatic nature, always generous, thoughtful, and courteous. He was a good friend who shared real hospitality and affection for his colleagues. His refined and natural manner impressed even those colleagues who did not know him very well or for very long. Since his death, the outpouring of admiration and appreciation for his life’s work from people around the LAC region is a resounding testament to the footprints he left behind in the field of disaster management—a legacy that will endure through all who remember him.



# PREPAREDNESS & MITIGATION



In a preparedness drill in Honduras, a person stranded by flooding is rescued by community members (Sara Westrick Schomig, USAID).



## Preparing for Disasters, Saving Lives, and Reducing Costs

In FY 2006, a variety of natural disasters simultaneously tested and strengthened OFDA's commitment to disaster preparedness. Earthquakes, floods, and volcanoes abounded while the threat of an avian influenza pandemic prompted international cooperation as well as local preparedness. To minimize the risks of these and other types of disasters, OFDA devoted more than \$78 million to disaster mitigation programs. By making these strategic investments, OFDA is furthering its mission to save lives, alleviate suffering, and reduce the economic impact of disasters by organizing and preparing communities *before* they are affected.

“The good news is, we are far from powerless to reduce risks and protect ourselves from nature’s wrath. But we must act today if we are to prevent calamity tomorrow....One dollar invested in disaster reduction today can save up to seven dollars tomorrow in relief and rehabilitation costs....Disaster risk reduction is not a luxury. It’s an essential insurance policy for a more disaster-prone world, and one of the smartest, most cost effective investments we can make in our common future. The benefits of this investment will be calculated not only in dollars saved, but most importantly, in saved lives.”

- Jan Egeland, U.N. Under-Secretary General for Humanitarian Affairs and Emergency Relief Coordinator, 2003–2006

In the not-too-distant past, the humanitarian community was not always successful in convincing decision makers to spend limited financial resources on disaster preparedness efforts. Compared to disaster relief activities, preparedness programs tend to require a longer commitment, and the benefits are not immediately visible. Likewise, when disaster preparedness efforts are successful, the news rarely makes the headlines. Yet with creativity and persistence, disaster management practitioners worked to establish systems and networks that reduced the severity of disasters in many parts of the world. Over time, case upon case has proven the essential role disaster preparedness plays in saving lives, protecting property, and averting costly relief operations.

Since its establishment in 1964, OFDA has become a leader among international donors in risk management. OFDA strives to tailor programs to the specific—and often multiple—hazards that communities face, while building local disaster management capabilities. By empowering others at the government, community, and individual levels to identify, prevent, mitigate, and respond to future crises, OFDA continues to work toward advancing self-sufficiency in disaster management. When nations can effectively manage their own risks, human and economic investments are safeguarded and become part of a country’s sustainable development.



Through the Glacial Lake Outburst Floods and Flash Flood Management in the Himalayan region, OFDA prepares local populations, including this woman in the Tibet Autonomous region of China, to evacuate prior to flash floods (Sezin Tokar, USAID).



## REGIONAL INITIATIVES

### *LAC regional program trains thousands through “Multiplier Effect”*

OFDA’s commitment to the development of disaster risk management practices in Latin America and the Caribbean (LAC) is best illustrated through the Regional Disaster Assistance Program (RDAP), established in 1989. The multi-course program provided technical assistance and trained participants in implementing emergency coordination activities and preparing local, departmental, and national emergency action plans. OFDA has adapted the program to meet the increased levels of local capacity in LAC by changing from a strictly instructional approach to providing more technical assistance for planning, strengthening, and centralizing the role of national organizations in disaster management. The program’s initial “training of trainers” approach ensured that disaster response knowledge was transferred to local instructors and that the program’s impact would be multiplied many times over as host country institutions assumed full responsibility for implementation of the training course. As of September 2006, approximately 43,000 participants from 26 countries had taken part in the training program, and 4,200 instructors had been certified. These numbers include elected officials such as governors and mayors and a variety of personnel from civil defense organizations, national emergency commissions, Red Cross societies, fire and rescue departments, and ministries of health, natural resources, and public works. As such, OFDA’s investment has returned huge dividends and reached the breadth of actors working in disaster management throughout the LAC region.

The spillover effects of OFDA’s program in LAC are readily apparent. National emergency organizations have an increased awareness of common information needs and regional concerns, which has led to the exchange of meteorological and seismological data. The OFDA program has also created regional linkages through instructor and student exchanges that allow participants to communicate successful disaster response practices while promoting cooperation among countries and facilitating information-sharing among national emergency organizations. As a result, the program has fostered strong ties among emergency organizations that can call on each other during a large response. In such an event, personnel not only know one another but also share a common terminology and methodology. In addition, the standard methodologies and disaster response mechanisms taught in the training courses ensure that disaster responders have a common understanding of emergency procedures.

By building upon and strengthening the capacity of established national and regional disaster management institutions, OFDA promotes local and national self-sufficiency in disaster preparedness and management. Now, many disaster management institutions in LAC countries are able to meet most national emergency needs. LAC countries today benefit from second-generation disaster management leadership and capabilities, as former disaster management students emerge as trainers and disaster managers in their respective countries. To further strengthen local capacity, OFDA maintains a network of LAC-based disaster assistance experts who assist with ongoing preparedness programs and deploy immediately following disasters to support local response capabilities.



Members of urban search and rescue teams receive training in San Pedro Sula, Honduras (Fernando Calderón, USAID).

## PREPAREDNESS AND MITIGATION

### *Pakistan joins the Program for the Enhancement of Emergency Response*

OFDA is committed to saving lives and reducing the human and economic impacts of disasters such as earthquakes through targeted preparedness and mitigation programming. Since 1998, and with more than \$9.5 million in funding, OFDA has supported the Program for the Enhancement of Emergency Response (PEER) as part of its regional preparedness and mitigation strategy. The program initially targeted four highly earthquake-prone countries—India, Indonesia, Nepal, and the Philippines—and later expanded to include Bangladesh. After a powerful magnitude 7.6 earthquake struck near Muzaffarabad on October 8, 2005, the program expanded following the Government of Pakistan’s decision to officially implement PEER in 2006.

Implemented by the National Society for Earthquake Technology based in Kathmandu, Nepal, the current phase of PEER promotes disaster preparedness through the training and development of national and regional cadres of professional emergency response instructors. While PEER is geared primarily towards earthquake preparedness, the courses are widely applicable to any disaster involving collapsed structures or mass casualties. The program assists local, national, and regional disaster management agencies in organizing and conducting trainings in medical first response, collapsed structure search and rescue, and hospital preparedness for mass casualties after a disaster.

The commitment by government and local communities to mitigate earthquake vulnerability has resulted in numerous achievements. Over the last 7 years, PEER has graduated more than 800 personnel trained as instructors, rescuers, responders, and hospital preparedness professionals, including 117 in Indonesia, 195 in Nepal, 205 in the Philippines, 198 in India, and 87 in Bangladesh. PEER-trained personnel have responded to a variety of disasters, including a nine-story building collapse in Bangladesh in April 2005 and the October 2005 earthquake in northern India. The cooperation fostered by PEER aids in the development of critical disaster management resources for the region’s population.



PEER prepares disaster responders in Asia to respond quickly and effectively to disasters such as the October 2005 earthquake, which destroyed this school in Bagh, Pakistan (USAID/Pakistan).



*Earthquake in Indonesia tests OFDA-supported emergency medical responders*

In September 2005, OFDA began a partnership with International Medical Corps (IMC) to promote emergency preparedness and response in Indonesia through a Jakarta-based organization known as Ambulan 118. Providing \$1.2 million since the program's inception, OFDA has supported IMC's efforts to strengthen Ambulan 118's technical, administrative, financial, and logistical capabilities to respond rapidly and effectively to disasters through paramedic and ambulance services. As a part of this initiative, IMC has expanded training in emergency relief best practices and created a training-of-trainers program. In addition, Ambulan 118 and IMC have strategically pre-positioned medical and non-medical equipment and supplies throughout the country.

While Indonesia is highly vulnerable to a range of natural hazards, the magnitude 6.2 earthquake that struck central Java on May 27, 2006, proved to be a major test of the IMC-Ambulan 118 project. The quake devastated the Yogyakarta metropolitan region, killing more than 5,700 people and injuring tens of thousands. Within hours, IMC and Ambulan 118 organized and readied a team of 65 medical responders and 14 ambulances. On the day of the quake, the team and equipment were airlifted 250 miles from Jakarta to affected areas in Yogyakarta and Bantul districts via an OFDA-funded flight. Together, Ambulan 118 and IMC provided paramedic and surgical support to hospitals and clinics. IMC also operated two mobile clinics, treating injuries and wounds and making referrals in conjunction with Ambulan 118. On May 31, a USAID team traveled to Sarjito, a major hospital in Yogyakarta, where Ambulan 118 was providing emergency medical services. The team met with Ambulan 118 staff and learned that between May 28 and 30, Ambulan 118 staff had operated on 218 patients. The dedicated work of IMC and Ambulan 118 staff alleviated the suffering of thousands of persons and their families. At the same time, Ambulan 118, a local organization, assumed a prominent role in response and accomplished remarkable objectives under the harshest of circumstances.



Through OFDA preparedness funds, IMC and Ambulan 118 mobile health units were positioned to quickly reach the areas hardest hit by the May 2006 quake (Alfred Nakatsuma, USAID).



## PREPAREDNESS AND MITIGATION

### *“Train-the-trainer” takes off in South Africa*

Following the successes of preparedness programs across LAC and Asia, OFDA has adopted preparedness approaches to the many hazards faced across Africa. Similar to those in LAC and Asia, OFDA’s preparedness programs in Africa emphasize building local resilience to disasters and improving communications, transportation, and information networks to more effectively respond to disasters.

As part of OFDA’s Urban Search and Rescue (USAR) capacity building program in South Africa, 26 firefighters from across the country received training in structural collapse situations from May 23 to 30, 2006. With support from OFDA and Rescue South Africa, six trainers from Fairfax County and Los Angeles County fire departments conducted the “train-the-trainer” program, which focused on urban rescues following a sudden-onset disaster. These disasters ranged from a building collapse to vehicle crashes into buildings, trench collapses during foundation-setting, and earthquakes. With additional OFDA funding, the 26 South African firefighters trained another 50 disaster responders in August and are likely to train hundreds more using their own resources. OFDA’s program has spurred the creation of a training cadre that will ensure continued operation and expansion of South Africa’s USAR capacity. In addition, the program supports South Africa’s preparedness in responding to disasters not only in the country, but also in the region and beyond.

“I’m glad USAID taught me and South African colleagues how to save lives when buildings collapse or similar disasters occur. Searching for patients and rescuing them is very complicated and if you don’t do it the right way, people will die,” said Adele Swanepoel, the training coordinator at the Potchefstroom Fire Department and the sole woman who participated in Rescue South Africa’s training of trainers by OFDA. Adele considers her job a “calling” to fight fires and disasters and save people.

Clifford Mokgathe, an advanced life support practitioner, said, “Thanks a million for all the time, preparation, and knowledge shared. I’m proud to say I was trained by the best. Without USAID, this would not have been possible. I am glad to be a part of this experience.”

“Without individuals who can deliver USAR training, South Africa’s cadre of trained responders will dwindle. What will result from this project is a dramatic improvement in our rescue personnel response and a higher chance of survival for victims,” remarked Ian Scher, Chief Executive Officer of Rescue South Africa.



Participants in a train-the-trainer program near Johannesburg, South Africa, practice structural collapse rescues (Dewey Perks, Fairfax County Search and Rescue).

*Mozambique saves lives using MIND power*

In 2000, a series of intense cyclones hit Mozambique and caused unprecedented flooding in the Limpopo River Basin, killing approximately 700 people. To strengthen Mozambique’s ability to prevent human losses and economic disruptions from natural hazards, the Mozambique Integrated Information Network for Decision-Making (MIND) project, part of USAID’s Famine Early Warning System Network (FEWS NET), was established with funding from USAID/Mozambique. OFDA has also contributed to the MIND project, providing \$265,000 since FY 2004.

In coordination with Mozambican governmental agencies and universities, international and local NGOs, and USGS, MIND has strengthened early warning systems for cyclones and flooding and helped improve disaster management and contingency planning. The program combined a range of tools—from high-tech, satellite-derived rainfall estimations to multicolored cyclone warning flags and wind-up radios—to ensure that appropriate disaster warning information reaches decision makers at all levels and vulnerable communities.

MIND also expanded local early warning and response networks by educating and involving communities in disaster preparedness and mitigation, training community volunteers in early warning reporting, and educating children in schools. In the process, MIND also fostered networking, created linkages between key institutions, and built long-term human capacity in data gathering and information sharing in Mozambique. MIND activities include the establishment of Radio and Internet for the Communication of Hydro-Meteorological and Climate Related Information (RANET) stations managed by youth associations in remote locations that are highly vulnerable to floods and cyclones.

The English and Portuguese publications of the *Atlas for Disaster Preparedness and Response in the Limpopo Basin* were a major part of the MIND program. The atlas contains maps, data, original research and analysis, and other information on floods, cyclones, and droughts in Mozambique. The production of the atlas brought together more than 100 people from government agencies, international organizations, NGOs, universities, and community groups, who built relationships and established new local and national institutional networks.



A volunteer at the RANET station transmits information educating communities on floods and cyclones in Govuro District, Mozambique (Alexandra Riboul, USAID).

## PREPAREDNESS AND MITIGATION



With funding from OFDA, a local crew clears roads following a winter storm in Afghanistan (CRS).

### *Local populations prepare for winter in Afghanistan*

OFDA has also funded various preparedness and mitigation programs in Europe, the Middle East, and Central Asia. In late January and early February 2005, unusually heavy snowfall and frigid temperatures throughout much of Afghanistan led to outbreaks of infectious diseases, food insecurity, and deaths from avalanches and exposure to the cold. Food insecurity increased as most major highways were closed due to heavy snowfall, blocking access to provincial capitals as well as rural areas. Recognizing the need to prepare for another harsh winter, OFDA provided more than \$1.5 million to UNDP's winterization project for the 2005/2006 season. Through this project, OFDA provided 40,000 blankets and pre-positioned essential food and non-food humanitarian relief supplies for IDPs and returnees in Kabul and 11 high-risk provinces.

### *OFDA trains urban search and rescue teams in Jordan*

While many hazards are natural in origin, a host of socio-economic factors, such as urbanization and environmental degradation, are forcing the settlement of hazard-prone, marginal lands in rural and urban areas. For instance, the Jordan River Valley, the most seismically active region in the Middle East, has a growing urban population vulnerable to earthquakes. To address these hazards, OFDA engaged partners from the Fairfax County Fire and Rescue Department to improve the management, operational, and logistical capacity of the Government of Jordan's Civil Defense. By sharing best practices and training skills, USAID increased the ability of the Jordanian Civil Defense to provide immediate life-saving assistance to countless beneficiaries in response to sudden-onset urban disasters.

Extending from the Gulf of Aqaba, the 1,000 km-long valleys that run northward through the Dead Sea, along the Jordan River Valley, and into the mountains west of the Lebanon's Beqaa Valley mark the boundary between the African and Arabian plates. Written records of earthquakes in this area date back to the Biblical era—more than 4000 years, one of the longest written records of earthquake activity in the world. Although violent earthquakes occur less frequently than in other earthquake-prone areas, the vulnerability of surrounding Jordanian, Syrian, and Lebanese communities to earthquakes is higher because most structures are informally constructed and not seismically resistant.



## TRANSNATIONAL PREPAREDNESS: AVIAN INFLUENZA

Some hazards threaten populations across geographic regions or national borders, requiring regional approaches to preparedness and mitigation. To address this reality, OFDA supports a variety of preparedness and mitigation activities that tackle transnational threats, including regional food insecurity and nutrition emergencies, geological and meteorological hazards, and issues related to vulnerable populations and internal displacement.

In December 2003, the highly pathogenic H5N1 strain of avian influenza emerged in Southeast Asia, first killing migratory birds and domestic poultry and later infecting humans, often with fatal results. Since that time, the virus has steadily spread to Asia, Europe and Eurasia, and Africa, and has been responsible for the deaths of 151 people in 10 countries as of October 2006. With more than 200 million birds killed in the effort to contain the disease, the impact on lives and livelihoods has been great. However, due to the disease's virulence, the international community is concerned about the disease spurring a pandemic. To confront this threat, USAID—in close collaboration with the U.S. Department of State, HHS, USDA, WHO, FAO, the World Organization for Animal Health, and foreign governments—has developed a multi-faceted strategy that includes disease surveillance, planning and preparedness, outbreak response, communications, and commodity stockpiles.

In FY 2006, USAID designated OFDA to help establish the Avian Influenza International Stockpile, as OFDA has years of experience procuring, transporting, and warehousing disaster relief supplies. The importance of the stockpile cannot be underestimated, as countries battling avian influenza require readily available relief commodities to respond to outbreaks in animals or humans. While commodities form only one part of a comprehensive material, technical, and financial plan to combat avian influenza, equipment donations have enabled vigorous and timely outbreak management in the field.

The USG Avian Influenza International Stockpile, managed by USAID, has 1.5 million sets of personal protective equipment (PPE), 100 laboratory kits, and 15,000 decontamination kits for rapid delivery to countries responding to outbreaks. In FY 2006, USAID positioned more than 93,000 PPE sets for first responders to outbreaks in 66 countries in Asia and the Near East, Europe and Eurasia, and Africa.



A team of USG and local health experts use decontamination spray after investigating an outbreak of avian influenza in wild birds and domestic poultry in Turkey (Gavin Macgregor-Skinner, USAID).

OFDA developed three standardized kits and packages based upon best-practice recommendations of U.S. and international technical lead agencies and procured the items with more than \$53 million appropriated by the U.S. Congress. The stockpile contains essential items used to support infectious disease field outbreak investigation and disease control, including coveralls, gloves, masks, goggles, backpack sprayers, disinfectant powder, soap, scrub brushes, buckets, respirators, surgical scissors, testing materials, and sample storage containers.

OFDA has also supported avian influenza preparedness efforts in Cambodia and China, working with the American Red Cross and host-country Red Cross Societies to facilitate avian influenza preparedness and response workshops. The workshops

brought together Red Cross staff and volunteers, government officials, members of the international community, and human and animal health experts.

### PLANNING, MONITORING, AND EVALUATION

To maximize the impact of preparedness and mitigation efforts, the Strategic Resources Team works to strengthen OFDA's capacity to plan, monitor, and evaluate programs. Activities in FY 2006 ranged from conducting contingency planning exercises with USAID missions and supporting the expansion of humanitarian information centers to funding the development of new geographic tools to improve disaster response. OFDA's investment in planning, monitoring, and evaluating programs has proven integral to maximizing the effectiveness of our activities.

#### **OFDA Volcano Preparedness Programs Save Lives Across the Globe**

Sara Westrick Schomig

Volcanic hazards, including toxic gas emissions, lava flows, landslides, and ashfall, can kill people and destroy property within hundreds of kilometers. Fortunately, volcanoes often show signs of imminent activity that scientists and other observers can use to warn communities in the vicinity. Since 1986, OFDA has worked to mitigate volcanic hazards through a partnership with USGS known as the Volcano Disaster Assistance Program (VDAP). VDAP initiatives provide technical assistance to volcano-monitoring organizations throughout the world and include crisis response, training for risk assessment, early warning plans, and the transfer of volcano-monitoring equipment and technology.

In FY 2006, several active volcanoes were a source of concern for residents living in surrounding communities, and four volcanic eruptions resulted in USG disaster declarations. These events illustrated how investing in people and building capacity among national volcano-monitoring institutions can achieve tremendous results and minimize loss of life. Two examples occurred in April 2006 at Mt. Merapi in Indonesia and in August 2006 at Tungurahua in Ecuador.

The increase in volcanic activity at Mt. Merapi prompted the deployment of a four-member OFDA-funded VDAP team that assisted Indonesian authorities and upgraded seismic-monitoring equipment.



Volcanic eruptions at Mt. Merapi threaten local populations in Indonesia (USAID/Indonesia).

Rigorous surveillance by the Indonesian Volcano Technology Development and Research Agency provided critical information that led to the decision to evacuate as many as 20,000 citizens, the majority of whom included children, pregnant and lactating women, and the elderly, at the height of volcanic activity. Alongside this technical support, OFDA funded the Indonesian Red Cross (PMI) to assist families evacuated from the vicinity of the volcano. PMI and local authorities organized evacuation centers, set up early warning systems, and briefed local citizens on the hazards of an eruption at Mt. Merapi.

Several months later, VDAP's long-term relationship with and technical assistance to Ecuador's Instituto Geofísico helped successfully forecast the eruption at Tungurahua volcano in August 2006. Again, careful monitoring and interpretation of the volcano's behavior and characteristics permitted the timely evacuation of 19,000 residents from the danger zone. VDAP also replaced the seismic-monitoring equipment destroyed in the eruption.

VDAP's efforts encompass a range of mechanisms that draw from OFDA's technical assistance capacity and expertise. OFDA-funded VDAP assistance also included the deployment of a volcanologist to El Salvador to assist with increased activity at Santa Ana volcano in October 2005 and the shipment of equipment to the Observatorio Vulcanológico y Sismológico in Costa Rica to measure volcanic gas emissions from Poás volcano in April 2006. In Asia, OFDA provided support to the Philippine National Red Cross to care for families evacuated from the vicinity of Mount Mayon volcano in Bicol Province, Philippines, in September 2006. In addition, VDAP is engaged in a multi-year project to assist the Center of Volcanology and Geological Hazard Mitigation in Indonesia to improve volcano hazard monitoring and assessment through the construction of a regional volcano observatory for North Sulawesi and the nearby Sangihe Island volcanoes, where more than 500,000 people live on the flanks of hazardous volcanoes. VDAP members also deployed to Papua New Guinea and the Philippines to assist with volcanic emergencies in FY 2006.



OFDA preparedness programs in Ecuador helped to ensure that local populations safely evacuated prior to the eruption at Mt. Tungurahua (Sydney Velado, USAID).



## OFDA FUNDING SUMMARY

<b>Funding Summary - FY 2006 Declared Disasters</b>						
Obligations from October 1, 2005 – September 30, 2006						
Country	Disaster	Declaration Date	Affected	Dead	Obligation	Disaster assistance provided by OFDA
<b>Africa</b>						
Algeria	Floods	02/15/06	60,000	-	\$ 50,000	Purchase and distribution of emergency relief supplies
Angola	Epidemic	04/19/06	54,135	2,205	\$ 50,000	Health activities
Botswana	Epidemic	03/13/06	15,000	290	\$ 100,000	Health activities
Burundi	Complex Emergency	10/20/05	1,300,000	300,000	\$ 2,490,756	Food security, agriculture, nutrition, health, and humanitarian coordination activities
Central African Republic	Complex Emergency	09/08/06	150,000	-	\$ -	Nutrition and water and sanitation programs
Chad	Complex Emergency	06/09/06	255,000	-	\$ 3,893,032	Water and sanitation activities; purchase and distribution of emergency relief supplies
Cote d'Ivoire	Complex Emergency	12/05/05	11,000,000	-	\$ 779,838	Health and humanitarian coordination programs
Côte d'Ivoire	Hazardous Waste	09/14/06	94,720	8	\$ 50,000	Health activities
Djibouti	Drought	04/17/06	150,000	-	\$ 200,000	Deployment of OFDA assessment team to identify needs, recommend assistance, and coordinate with relief agencies; health and nutrition activities
DRC	Complex Emergency	10/17/05	3,300,000	4,000,000	\$ 25,131,641	Health, nutrition, capacity building, food security, agriculture, infrastructure rehabilitation, livelihoods, and water and sanitation programs; support for humanitarian air transport; purchase and distribution of emergency relief supplies
Eritrea	Complex Emergency	10/26/05	2,300,000	-	\$ 1,987,832	Food security, agriculture, health, nutrition, and water and sanitation activities
Ethiopia	Complex Emergency	07/11/06	6,200	-	\$ 50,000	Purchase and distribution of emergency relief supplies
Ethiopia	Drought and Food Insecurity	10/07/05	2,600,000	-	\$ 16,866,430	Deployment of OFDA assessment team to identify needs, recommend assistance, and coordinate with relief agencies; water and sanitation, health, nutrition, food security, and agriculture programs
Ethiopia	Floods	08/16/06	363,000	630	\$ -	Water and sanitation, health, and shelter programs; purchase and distribution of emergency relief supplies
Ethiopia	Volcano	10/13/05	6,000 to 12,000	0	\$ 50,000	Health and nutrition activities
Kenya	Building Collapse	01/24/06	200	20	\$ 17,500	Purchase and distribution of emergency relief supplies
Kenya	Drought	01/09/06	3,500,000	-	\$ 5,613,521	Deployment of OFDA assessment team to identify needs, recommend assistance, and coordinate with relief agencies; water and sanitation, health, nutrition, food security, and agriculture activities
Liberia	Complex Emergency	11/11/05	3,400,000	-	\$ 3,706,891	Shelter, health, water and sanitation, and food security activities
Madagascar	Food Insecurity	12/30/05	400,000	-	\$ 252,901	Food security, agriculture, and livelihoods programs
Malawi	Floods	01/10/06	20,000 families	-	\$ 50,000	Purchase and distribution of emergency relief supplies
Malawi	Food Insecurity	10/19/05	5,100,000	-	\$ 2,789,713	Food security, agriculture, and nutrition activities
Mali	Nutrition Emergency	10/11/05	-	-	\$ 1,517,470	Water and sanitation, nutrition, food security, agriculture, and livelihoods programs
Mauritania	Floods	10/14/05	1,500 families	-	\$ 50,000	Purchase and distribution of emergency relief supplies
Mozambique	Food Insecurity	11/17/05	801,000	-	\$ 1,337,255	Agriculture, food security, and livelihoods programs
Niger	Floods	09/01/06	15,610	-	\$ 50,000	Purchase and distribution of emergency relief supplies
Niger	Nutrition Emergency	10/12/05	3,900,000	-	\$ 2,011,664	Food security, agriculture, livelihoods, capacity building, and nutrition activities
São Tomé and Príncipe	Epidemic	11/08/05	-	-	\$ 13,000	Purchase and distribution of emergency relief supplies
Somalia	Complex Emergency	10/17/05	2,100,000	-	\$ 6,918,412	Nutrition, health, food security, agriculture, and water and sanitation projects

## OFDA FUNDING SUMMARY

Country	Disaster	Declaration Date	Affected	Dead	Obligation	Disaster assistance provided by OFDA
Sudan	Complex Emergency	10/27/05	6,200,000	-	\$ 173,506,430	Support for USAID's Darfur Field Office; agriculture, capacity building, food security, health, nutrition, water and sanitation, income generation, protection, and shelter programs; transportation of humanitarian personnel and goods; purchase and distribution of emergency relief supplies
Tanzania	Armyworm	02/22/06	-	-	\$ 50,000	Purchase and distribution of pesticide spraying equipment
Uganda	Complex Emergency	10/31/05	1,500,000	-	\$ 12,068,347	Water and sanitation, health, nutrition, food security, agriculture, livelihoods, protection, and humanitarian coordination activities
Zambia	Food Insecurity	10/28/05	1,400,000	-	\$ 1,147,993	Food security, agriculture, and nutrition activities
Zimbabwe	Complex Emergency	11/14/05	4,500,000	-	\$ 1,250,000	Livelihoods, protection, food security, and agriculture projects; provision of emergency relief supplies
<b>Subtotal Africa</b>					<b>\$ 264,050,626</b>	
<b>Asia and the Pacific</b>						
China	Typhoons	08/15/06	75,000,000	1,819	\$ 250,000	Shelter assistance
East Timor	Complex Emergency	05/11/06	150,000	37	\$ 975,595	Health, protection, and capacity-building programs; airlift of blankets, water containers, plastic sheeting, and hygiene kits
India	Earthquake	10/11/05	156,622	1,309	\$ 600,662	Purchase and distribution of relief supplies; shelter activities
Indonesia	Bombings	10/03/05	100	26	\$ 50,000	Psychosocial activities; purchase and distribution of emergency relief supplies
Indonesia	Earthquake	05/27/06	1,173,742	5,778	\$ 6,401,649	Deployment of DART to identify needs, recommend assistance, and coordinate with relief agencies; shelter, health, humanitarian coordination, and water and sanitation activities; purchase and distribution of emergency relief supplies; airlift of emergency health kits, plastic sheeting, water containers, and hygiene kits
Indonesia	Floods	01/04/06	7,700	77	\$ 50,000	Purchase and distribution of emergency relief supplies
Indonesia	Tsunami	07/18/06	74,000	668	\$ 50,000	Purchase and distribution of emergency relief supplies
Indonesia	Volcano	05/15/06	20,000	2	\$ 50,000	Purchase and distribution of emergency relief supplies; technical assistance
Nepal	Complex Emergency	10/04/05	100,000 to 250,000	12,000	\$ 1,780,838	Health, food security, agriculture, shelter, humanitarian coordination, logistics, and water and sanitation activities
Nepal	Drought	07/25/06	250,000	-	\$ 250,000	Food security activities
Pakistan	Earthquake	10/08/05	5,000,000	73,338	\$ 69,420,744	Deployment of DART to assess needs, provide technical support, and coordinate USG assistance; provision of humanitarian air service; purchase and distribution of emergency relief commodities; airlift of blankets, tents, plastic sheeting, water containers, water bladders, water purification units, emergency health kits, and concrete cutting saws; health, logistics, shelter, water and sanitation, protection, and livelihoods programs
Philippines	Landslide	02/17/06	18,862	1,119	\$ 199,075	Airlift of plastic sheeting, blankets, water containers, and body bags
Philippines	Typhoon	09/29/06	2,000,000	98	\$ 100,000	Purchase and distribution of emergency relief supplies
Republic of Korea	Floods	07/19/06	6,000	58	\$ 50,000	Shelter activities; purchase and distribution of emergency relief supplies
Sri Lanka	Complex Emergency	08/11/06	217,000	1,000	\$ 1,100,000	Health, water and sanitation, and protection activities; purchase and distribution of emergency relief supplies
Thailand	Floods	12/27/05	700,000	26	\$ 50,000	Purchase and distribution of emergency relief supplies
Thailand	Floods	05/25/06	340,000	83	\$ 50,000	Purchase and distribution of emergency relief supplies
Vietnam	Typhoon	10/06/05	-	68	\$ 50,000	Purchase and distribution of emergency relief supplies; infrastructure rehabilitation activities
<b>Subtotal Asia and the Pacific</b>					<b>\$ 81,478,563</b>	

## OFDA FUNDING SUMMARY

Country	Disaster	Declaration Date	Affected	Dead	Obligation	Disaster assistance provided by OFDA
<b>Europe, Middle East, and Central Asia</b>						
Afghanistan	Complex Emergency	-	-	-	\$ 1,500,598	Shelter assistance; purchase and distribution of emergency relief supplies
Czech Republic	Floods	04/07/06	4,200	6	\$ 30,250	Transport of larvicide to affected areas
Hungary	Floods	04/07/06	32,600	-	\$ 50,000	Purchase and distribution of emergency relief supplies
Iraq	Complex Emergency	-	230,000	-	\$ 7,886,172	Health, water and sanitation, and livelihood programs; purchase and distribution of emergency relief supplies
Lebanon	Humanitarian Emergency	07/25/06	974,184	1,191	\$ 40,794,461	Deployment of DART to conduct assessments, coordinate assistance, and identify needs; airlift of plastic sheeting, blankets, and emergency health kits; food security, agriculture, health, infrastructure rehabilitation, shelter, protection, demining and UXO clearance, oil spill cleanup, water and sanitation, livelihood recovery, humanitarian coordination, and psychosocial activities
Romania	Floods	04/20/06	12,069	6	\$ 283,498	Protection and water and sanitation programs; purchase and distribution of emergency relief supplies
Tajikistan	Earthquake	09/21/06	16,512	3	\$ 50,000	Shelter activities
<b>Subtotal Europe, Middle East, and Central Asia</b>					<b>\$ 50,594,979</b>	
<b>Latin America and the Caribbean</b>						
Bahamas	Hurricane	10/28/05	1,500	1	\$ 59,000	Purchase and distribution of emergency relief supplies; aerial assessments of affected areas
Bolivia	Floods	01/31/06	175,000	23	\$ 262,550	Airlift of plastic sheeting, water containers, blankets, and hygiene kits
Colombia	Floods	05/15/06	221,238	150	\$ 50,000	Purchase and distribution of emergency relief supplies
Cuba	Hurricane	10/27/05	700,000	0	\$ 100,000	Purchase and distribution of emergency relief supplies
Ecuador	Floods	04/12/06	140,000	16	\$ 50,000	Purchase and distribution of emergency relief supplies
Ecuador	Volcano	08/22/06	300,000	5	\$ 50,000	Purchase and distribution of emergency relief supplies; technical assistance
El Salvador	Floods and Volcano	10/04/05	70,000	50	\$ 200,000	Water and sanitation activities; purchase and distribution of emergency relief supplies
Guatemala	Floods	10/05/05	474,928	669	\$ 4,140,240	Deployment of a DART to identify needs, conduct assessments, and coordinate USG response; health, water and sanitation, and shelter activities; purchase and distribution of emergency relief supplies; airlift of hygiene kits, plastic sheeting, blankets, water containers, water bladders, and water treatment units
Honduras	Floods	11/18/05	30,000	32	\$ 255,500	Purchase and distribution of emergency relief supplies; airlift of blankets, water containers, and plastic sheeting
Honduras	Hurricane	10/31/05	11,000	-	\$ 91,894	Purchase and distribution of emergency relief supplies
Mexico	Floods	10/06/05	14,000	41	\$ 200,000	Purchase and distribution of emergency relief supplies
Mexico	Hurricane	10/23/05	1,000,000	7	\$ 400,000	Purchase and distribution of emergency relief supplies
Nicaragua	Food Insecurity	10/14/05	12,450	-	\$ 50,000	Transportation of emergency relief supplies
Nicaragua	Hurricane	10/29/05	5,763	-	\$ 420,877	Water and sanitation activities; purchase and distribution of relief supplies; airlift of plastic sheeting, water containers, and hygiene kits
Nicaragua	Methanol Poisoning	09/10/06	788	44	\$ 50,000	Health activities
Suriname	Floods	05/09/06	22,000	3	\$ 250,000	Water and sanitation activities; purchase and distribution of emergency relief supplies
<b>Subtotal Latin America and the Caribbean</b>					<b>\$ 6,630,061</b>	
<b>TOTAL FY 2006 DISASTER RESPONSE</b>					<b>\$402,754,229</b>	
Notes: * A hyphen (-) in the dead and/or affected columns indicates that reliable information was not available.						



<b>FY 2006 Preparedness and Mitigation Activities</b>				
<b>Country or Category</b>	<b>Activity</b>	<b>Obligation</b>	<b>Assistance Provided by OFDA</b>	
<b>Africa</b>				
Southern Africa	Regional Preparedness	\$ 465,788	Disaster management training, and urban search and rescue training, training of trainers, and support for regional vulnerability assessment and analysis	
West Africa	Regional Preparedness	\$ 1,625,135	Nutrition capacity building and protection staffing and training	
<b>Asia and the Pacific</b>				
Regional	Preparedness	\$ 3,953,118	Replication of successful preparedness measures in cities throughout Asia; creation of a cadre of earthquake preparedness trainers; support for national earthquake monitoring networks, flood preparedness activities, and early warning systems; technical assistance to national volcano monitoring organizations; climate forecasting applications; drought preparedness activities; and capacity building for local and national disaster management agencies	
Cambodia	Preparedness	\$ 55,000	Pandemic preparedness and response	
China	Preparedness	\$ 425,000	Promotion of private-sector participation in and contribution to disaster preparedness, capacity building, and response; and pandemic preparedness and response	
Indonesia	Preparedness	\$ 500,000	Support for volcano-affected populations in Central Java and capacity building for an Indonesian NGO to respond rapidly and effectively to disasters	
Mongolia	Preparedness	\$ 6,500	Promotion of civilian disaster management activities	
Nepal	Preparedness	\$ 145,078	Support for local NGO to oversee earthquake risk management program, including raising awareness of seismic hazards and monitoring the earthquake risk reduction plan for the Kathmandu Valley	
Pacific Islands	Preparedness	\$ 544,943	Capacity building and disaster management training to improve the performance of local and national disaster management agencies and individuals	
Philippines	Preparedness	\$ 299,806	Conflict preparedness activities, including responding to internal displacement in western Mindanao and providing support for volcano-affected populations in Bicol Province	
<b>Europe, Middle East, and Central Asia</b>				
Jordan	Preparedness	\$ 27,600	Urban search and rescue training for Jordanian Civil Defense	
West Bank and Gaza	Health Assessment	\$ 11,600	Assessment of local health conditions	
<b>Latin America and the Caribbean</b>				
Caribbean	Preparedness	\$ 249,680	Strengthening local capacity to detect, monitor, and provide early warning of tsunamis	
Central America	Preparedness	\$ 101,403	Strengthening inter-institutional coordination and collaboration to respond to wildland fires in Mexico, supporting incident command training activities, improving local radio-communication systems, and improving rapid detection and localization of fires	
Costa Rica	Preparedness	\$ 25,000	Technical assistance for national volcano monitoring organization	
Honduras	Preparedness	\$ 242,120	Preparedness training for school children and organization of community emergency committees	
Regional	Risk Reduction	\$ 6,290,019	Strengthening volcano monitoring capacity through provision of technical support and equipment; maintenance of regional disaster management experts to respond to disasters and oversee a disaster management training program; capacity building for health professionals; and support for the creation of emergency response and risk management curricula in higher education institutions	
<b>Technical Assistance Group</b>				
Agriculture and Food Security	Preparedness	\$ 4,279,485	Cassava mosaic disease mitigation, maize seed multiplication, ongoing development and evaluation of seed system assessment tools, and pest and pesticide control	
Geohazards	Preparedness	\$ 949,844	Natural hazard mitigation	
Meteorological Hazards	Preparedness	\$ 1,950,000	Global flood hazard mapping, technical assistance for weather-induced hazards, and flood early warning and mitigation activities	
Public Health and Nutrition	Preparedness	\$ 1,558,824	Health and nutrition technical assistance, development of pre-certification criteria for pharmaceutical wholesalers, support for community-based therapeutic care activities, and funding for communicable disease prevention and control in humanitarian emergencies	
Vulnerable Populations and IDP Protection	Preparedness	\$ 636,535	Protection training for NGOs in Liberia, workshops to reduce sexual and gender-based violence, support for Women's Commission for Refugee Women and Children, and technical evaluation of cooking stoves	
<b>Global Avian Influenza (AI) Preparedness</b>				
Afghanistan	AI Preparedness	\$ 37,600	Support for AI preparedness, including procurement, stockpiling, and distribution of personal protective equipment	
Cameroon	AI Preparedness	\$ 35,515		
Central Asia	AI Preparedness	\$ 160,000		
General	Personal Protective Equipment stockpile	\$ 53,118,975		
Iraq	AI Preparedness	\$ 28,000		
Niger	AI Preparedness	\$ 47,160		
Nigeria	AI Preparedness	\$ 38,321		
West Bank and Gaza	AI Preparedness	\$ 301,735		
<b>Subtotal Preparedness</b>		<b>\$78,109,784</b>		
<b>OFDA Total Budget for FY 2006</b>				
FY 2006 Obligated Funding for FY 2006 Disasters			\$402,754,229	
FY 2006 Obligated Funding for Previous FY Disasters			\$140,066	
<b>SUBTOTAL - FY 2006 Funding for Disaster Response</b>			<b>\$404,894,295</b>	
Preparedness Activities			\$78,109,784	
Evaluation and Monitoring			\$1,604,826	
Program Support, Operations, and Coordination			\$63,909,683	
<b>TOTAL - FY 2006 Obligated Funding</b>			<b>\$546,518,588</b>	
Budget Carryover to FY 2007			\$49,306,014	
<b>TOTAL OFDA Budget for FY 2006</b>			<b>\$595,824,602</b>	
* This figure represents OFDA FY 2006 funding obligated for disasters that were declared during FY 2004 and FY 2005. OFDA provided an additional \$965 for the earthquake declared in Iran in FY 2004. For FY 2005 declared disasters, OFDA provided \$50,000 for floods in CAR, \$50,000 for floods in Senegal, and \$39,101 for a locust emergency in West Africa. Please refer to the OFDA Annual Reports for FY 2004 and FY 2005 for more information on these disasters.				

### Disaster Summaries In this Annual Report

The disaster descriptions on the preceding pages cover USG FY 2006. From October 1, 2005, through September 30, 2006, OFDA responded to 72 declared disasters. In addition, OFDA responded to emergencies in two countries for which no disaster declaration was issued.

### Explanation of Assistance Covered

As the financial record of how OFDA dispensed emergency assistance funds in FY 2006, this report details only the assistance provided through OFDA's budget. In many of the disasters detailed in the preceding pages, other USG offices provided a level of humanitarian assistance in addition to the OFDA funds indicated. Every effort was made to note when other offices participated in a disaster response. For some responses, implementing partners' names have been omitted due to sensitivities regarding this information.

### Detailed Situation Reports and Fact Sheets on Major Disasters Available Separately

Documents are available that provide more detailed information about declared disasters than is given in the case reports found in this annual report. Situation reports are four- to five-page documents that provide periodic updates on long-term, complex emergencies. Fact sheets are one- or two-page documents that focus on rapid-onset natural disasters or rapidly changing complex emergencies. For information on where to find current situation reports, fact sheets, and other related information, please see page 107.

### Situation Reports, Fact Sheets, or Program Summaries Produced for Major Disasters and Preparedness Programs in FY 2006

**Asia** – Disaster Preparedness and Mitigation Programs

**Burundi** – Complex Emergency

**Central America and Mexico** – Floods and Hurricanes

**Côte d'Ivoire** – Complex Emergency

**Democratic Republic of the Congo** – Complex Emergency

**Ethiopia** – Complex Food Insecurity

**Horn of Africa** – Complex Emergency

**Indonesia** – Earthquake

**Indonesia** – Volcano

**Iraq** – Complex Emergency

**Latin America and the Caribbean** – Hurricane Season 2005

**Latin America and the Caribbean** – Disaster Preparedness and Mitigation Programs

**Lebanon** – Humanitarian Emergency

**Malawi** – Food Insecurity

**Philippines** – Landslides

**Sahelian West Africa** – Malnutrition

**Somalia** – Complex Emergency

**South Asia** – Earthquake

**Southern Africa** – Food Insecurity

**Sudan** – Complex Emergency

**Uganda** – Complex Emergency

## PUBLICATION CREDITS

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Design and layout by Marian Spivey-Estrada and Diedra Spencer. Maps created by Dong Chung.

## OFDA PUBLICATIONS

In addition to annual reports, OFDA produces several other publications that are available on the Internet and by request. One of the most useful publications is the Field Operations Guide (FOG), a pocket-sized manual that contains methodology for conducting disaster assessments, as well as information on OFDA response procedures. In order to fulfill its mandate, OFDA has developed guidelines for proposals and reporting to assist in the preparation of proposals for new awards and award modifications for submission to OFDA. This guidelines publication provides information relevant to the proposal review and award process, outlines the main components of a proposal, and presents reporting guidelines. OFDA also produces current situation reports and fact sheets on selected international disasters and crises, which describe the humanitarian situation and the corresponding USG response.

Current situation reports, fact sheets, and the Guidelines for Proposals and Reporting are available on the Internet at the USAID/OFDA Home Page at [http://www.usaid.gov/our\\_work/humanitarian\\_assistance/disaster\\_assistance/](http://www.usaid.gov/our_work/humanitarian_assistance/disaster_assistance/), as well as on OCHA’s ReliefWeb Home Page at <http://www.reliefweb.int/>.

## COVER PHOTO CREDITS

Front Cover: Pakistani children sit atop USAID relief supplies (GOAL).

Back Cover: Children in Somalia participate in a hygiene promotion program funded by OFDA (ACF).









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