

STRATEGIC GOAL ON PROVIDING HUMANITARIAN ASSISTANCE

PUBLIC BENEFIT

The U.S. Government's commitment to humanitarian assistance demonstrates America's compassion for victims of natural disasters, armed conflict, forced migration, persecution, human rights violations, widespread food insecurity, and other threats. Providing humanitarian assistance requires immediate responses to rapid-onset emergencies, concerted efforts to address hunger and protracted crises, and the ability to build capacity to mitigate and prevent the effects of conflict and disasters.

The U.S. Government's emergency response to population displacement and distress caused by natural and human-made disasters is tightly linked to all other foreign assistance goals, including the protection of civilian populations, programs to strengthen support for human rights, provision of health and basic education, and support for livelihoods of beneficiaries. The United States provides substantial resources and guidance for humanitarian programs worldwide through international and nongovernmental organizations, with the objective of saving lives and minimizing suffering during crises, increasing access to protection, promoting responsibility-sharing, and coordinating funding and implementation strategies.

The goal of humanitarian assistance is to save lives, alleviate suffering, and minimize the economic costs of conflict, disasters, and displacement. Humanitarian assistance is provided on the basis of need according to principles of universality, impartiality, and human dignity. It is often organized by sectors but requires an integrated, coordinated, or multisectoral approach to be fully effective. Emergency operations will foster the transition from relief through recovery

to development, but they cannot replace the investments necessary to reduce chronic poverty or establish just social services. The two priority program areas within this strategic goal are Providing Protection, Assistance, and Solutions; and Disaster Readiness. Specific priorities include addressing continuing acute needs in Burma, Chad, Colombia, Darfur, Iraq, Somalia, and the West Bank/Gaza.

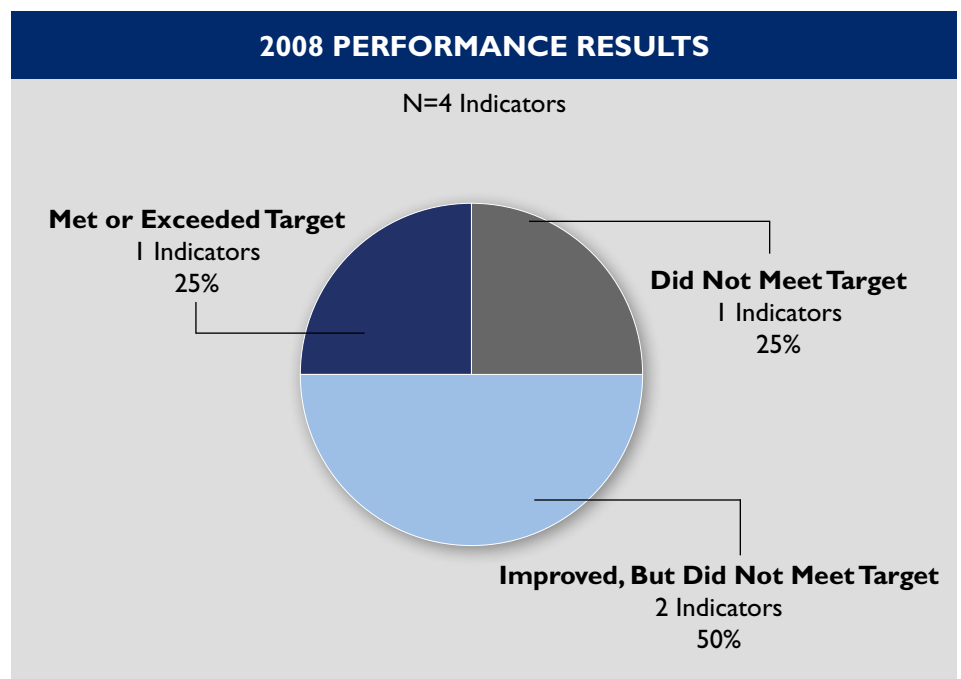
STRATEGIC GOAL PERFORMANCE

In FY 2008, USAID-managed resources for programs supporting the Humanitarian Assistance strategic goal totaled \$927 million, 6.6% of the total Agency budget. Four representative indicators illustrate USAID program performance for this goal,

of which one exceeded the performance target, two improved performance over the prior year but did not meet the targets, and one did not meet the target.

In FY 2008, USAID conducted three evaluations, assessments, and special studies in this strategic goal.

Budget and performance information for this strategic goal is presented below, with performance measures described in detailed tables linked to program areas. These measures illustrate USAID effectiveness in responding to natural disasters and complex emergencies.



USAID-MANAGED RESOURCES FOR PROVIDING HUMANITARIAN ASSISTANCE		
By Fiscal Year, Program Area, and Representative Performance Measure		
	FY 2007 Actual	FY 2008 653(a) Final Base Plus Enacted Supplemental
TOTAL (\$ thousands)	12,712,484^{1,2}	13,965,426¹
HUMANITARIAN ASSISTANCE	673,860	927,376
Protection, Assistance, and Solutions	603,868	817,622
<i>Percent of Monitored Sites with Dispersed Populations (Internally Displaced Persons, Victims of Conflict) Worldwide with Less than 10% Global Acute Malnutrition (GAM) Rate</i>		
<i>Percent of Targeted Beneficiaries Assisted by Protection and Solution Activities Funded by USAID's Office of U.S. Foreign Disaster Assistance</i>		
<i>Percent of Planned Emergency Food Aid Beneficiaries Reached by USAID's Food for Peace Programs</i>		
<i>Percent of Targeted Disaster-Affected Households Provided with Basic Inputs for Survival, Recovery, or Restoration of Productive Capacity</i>		
Disaster Readiness	69,992	109,754

1. Includes USAID Foreign Service Retirement and Disability Fund but only 60% of the Global HIV/AIDS Initiative account. Does not include Public Law 480 funds.

2. Does not include the Andean Counter-Drug Program funds or \$110 million of Economic Support Funds transferred from the Department of Defense.

PROGRAM AREA: PROVIDE PROTECTION, ASSISTANCE, AND SOLUTIONS

The purpose of U.S. Government assistance in this program area is to provide life-saving disaster relief, including protection, food aid, and other humanitarian assistance, to people affected by natural disasters and complex human-made crises. Activities include distributing food and other relief supplies to affected populations; providing health services, including feeding centers;

and providing clean water and shelter materials. If the scope of the disaster merits, USAID dispatches Disaster Assistance Response Teams to affected countries to conduct on-the-ground assessments, provide technical assistance, and oversee provision of commodities and services. Where displaced populations require support for many years, humanitarian assistance is used to support livelihoods and other efforts to make populations as self-supporting as possible.

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Nutritional status is a key indicator for assessing the severity of a humanitarian crisis. The following performance measure (p. 53, top) highlights the percent of USAID-monitored sites with dispersed populations (internally displaced and victims of conflict) with less than a 10% global acute malnutrition (GAM) rate. The GAM rate is used to measure the nutritional status of vulnerable populations, which is affected not only by food aid, but also by non-food assistance, such as water and sanitation, primary health care, shelter, and support to livelihoods. An internationally accepted indicator, the GAM rate reflects the extent to which the U.S. Government is meeting the minimum requirements of care for beneficiaries of humanitarian assistance. Given the difficulties inherent in assisting dispersed populations, targets and results for this indicator are lower than they would be in a more controlled environment, such as a camp setting.

In FY 2008 the result for this indicator, 34%, fell short of the 50% target. In the majority of USAID-monitored sites, however, the GAM rate improved or remained stable. The impact of the decline for this indicator should therefore be minimal. A major contributor to the shortfall is that from 2000 through 2006 Sudan had an average 16% GAM rate across the country, according to the UNICEF statistics. Therefore, achieving a GAM rate of below 10% in Sudan would require beating the country GAM average in its most vulnerable communities, which would be highly improbable. In the Sahel, increased malnutrition coincided with local drought conditions exacerbated by an increase in food prices.

Given the immense numbers of children under the age of five who are malnourished, performance improvement requires increased resources and capacities from international and local partners. Improvement requires better security for humanitarian workers and beneficiaries to increase access to assistance, particularly in Darfur, Pakistan, Somalia, and Sudan. Moreover, improved household income and livelihoods and greater reach of nutrition programs can be achieved only through the active involvement of local authorities.

STRATEGIC GOAL: HUMANITARIAN ASSISTANCE

Program Area: Protection, Assistance, and Solutions

Performance Indicator: Percent of USAID-Monitored Sites with Dispersed Populations (Internally Displaced Persons, Victims of Conflict) Worldwide with Less than 10% Global Acute Malnutrition (GAM) Rate

FY 2005 Results	FY 2006 Results	FY 2007 Results	FY 2008 Target	FY 2008 Results	FY2008 Rating	FY 2009 Preliminary Target ¹
20%	23%	41%	50%	34%	Did Not Meet Target	55%

Data Verification and Validation

Data Source: Data were compiled and analyzed by the United Nations Standing Committee on Nutrition (UN SCN), Nutrition Information in Crisis Situations (NICS) from all sources, including the Complex Emergencies Database (CE-DAT), United Nations High Commissioner for Refugees (UNHCR), World Food Program, World Health Organization, other international and nongovernmental organizations, as well as the U.S. Centers for Disease Control and Prevention. Of the sites monitored in FY 2008, 80% were in Somalia, Sudan, Democratic Republic of Congo, and Ethiopia. These countries also suffer from the highest overall rates of violence, baseline malnutrition, internal displacement, and insecurity.

Data Quality: Nutrition data were taken from surveys, which used a probabilistic sampling methodology that complies with agreed international standards (i.e., WHO, Standardized Monitoring and Assessment of Relief and Transition [SMART] Methodology, and Médecins sans Frontières). The data were taken from surveys that assessed children aged 6 to 59 months who were 65 to 110 centimeters tall.

Notes:

1. FY 2009 targets are set at a preliminary level and will be updated when the FY 2009 budget is appropriated.

From the broadest perspective, all humanitarian assistance has a protection component. Efforts to protect vulnerable populations derived from international refugee, human rights, and humanitarian laws include activities to help internally displaced persons and similarly vulnerable populations to reduce or manage risks associated with armed conflict and other violence, persecution, family separation, unlawful recruitment of child soldiers, discrimination, abuse, and exploitation.

USAID incorporates protection considerations into the design, implementation, and evaluation of assistance programs wherever possible. This second representative indicator (p. 54, top) highlights USAID's performance in supporting protection and solution activities. It reflects the gross number of beneficiaries who have benefited from USAID protection activities.

There is a growing acknowledgement within the international community that material assistance alone cannot ensure the well-being of at-risk communities. USAID therefore designs its efforts to emphasize protection across all levels of relief planning and implementation. Examples 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. Tracking whether candidates eligible for these programs receive such support during a humanitarian crisis is a key indicator of whether the goals of protection, assistance, and solutions are being met.

In FY 2008 USAID improved its performance over FY 2007, reaching 77% of beneficiaries assisted by protection and solution activities though falling short of the 80% target. The major reason for the shortfall was that beneficiaries lacked access to protection, assistance, and solutions programs, particularly in Afghanistan, Sri Lanka, and Sudan. Plans to improve

performance include increasing cooperation with international partners to encourage government authorities to give better access for humanitarian assistance.

By prioritizing emergency food aid to reach those most vulnerable, USAID is meeting its mission of saving lives, reducing hunger, and providing a long-term framework through which to protect lives and livelihoods. The emergency food aid indicator; (p. 54, bottom) which is also tracked by the Program Assessment Rating Tool, demonstrates the effectiveness of USAID programs by measuring the percentage of beneficiaries they reach. Emergency food aid provided by USAID reached more than 25 million people in FY 2008, 92% of

VOICES FROM THE FIELD

STORM RELIEF

To date, USAID has provided more than \$28 million for emergency relief commodities and programs to mitigate the impact of Cyclone Nargis in Burma. USAID commodities such as hygiene kits, plastic sheeting, mosquito nets, water containers, water treatment units, Zodiac boats, and water storage bladders benefited at least 445,000 individuals. USAID also provided \$29 million worth of humanitarian assistance in response to hurricanes in Haiti; in September 2008 alone, USAID air-lifted deliveries of emergency relief supplies to Port-au-Prince that benefited more than 200,000 people.

STRATEGIC GOAL: HUMANITARIAN ASSISTANCE

Program Area: Protection, Assistance, and Solutions

Performance Indicator: Percent of Targeted Beneficiaries Assisted by Protection and Solution Activities Funded by USAID's Office of U.S. Foreign Disaster Assistance

FY 2005 Results	FY 2006 Results	FY 2007 Results	FY 2008 Target	FY 2008 Results	FY2008 Rating	FY 2009 Preliminary Target ²
N/A ¹		70%	80%	77%	Improved, but Did Not Meet Target	90%

Data Verification and Validation

Data Source: USAID's Office of U.S. Foreign Disaster Assistance (OFDA) Annual Reports, monitoring systems, and implementing partner reporting based on individual response settings.

Data Quality: This indicator is reviewed by OFDA's internal systems for measurement and response and coordinated by individual Regional Teams and OFDA's Technical Advisory Group. The result was determined by polling individual Cognizant Technical Officers on their portfolios and averaging the results across all OFDA-funded programs.

Notes:

1. This is a new indicator and has only been measured since FY 2007.

2. FY 2009 targets are set at a preliminary level and will be updated when the FY 2009 budget is appropriated.

STRATEGIC GOAL: HUMANITARIAN ASSISTANCE

Program Area: Protection, Assistance, and Solutions

Performance Indicator: Percent of Planned Emergency Food Aid Beneficiaries Reached by USAID's Office of Food for Peace Programs

FY 2005 Results	FY 2006 Results	FY 2007 Results	FY 2008 Target	FY 2008 Results	FY2008 Rating	FY 2009 Preliminary Target ²
N/A ¹		85%	80%	84%	Met or Exceeded Target	85%

Data Verification and Validation

Data Source: USAID's Office of U.S. Foreign Disaster Assistance (OFDA).

Data Quality: This indicator is reviewed by OFDA's internal systems for measurement and response and coordinated by individual Regional Teams and the Technical Advisory Group.

Notes:

1. This is a new indicator and has only been measured since FY 2007.

2. FY 2009 targets are set at a preliminary level and will be updated when the FY 2009 budget is appropriated.

planned beneficiaries. Although this result is below the 93% target, USAID improved its performance over FY 2007, when it reached 86%. Most countries receiving assistance are beset by natural or human-made disasters or complex emergencies, or a combination of these, which exacerbate already acute or chronic food insecurity.

The reason for USAID's slight shortfall in performance is that the cost to purchase and transport food has increased dramatically over the past several years as commodity and fuel prices rose. The effect of the increase in costs has been fewer commodities and cash resources with which to meet needs. To counter the increased costs, which have drastically driven up the

cost per ton of food assistance, USAID is making several improvements to enhance performance:

1. The Agency is more selective in the commodities it chooses to purchase, such as switching to acceptable alternatives at a lower price.

STRATEGIC GOAL: HUMANITARIAN ASSISTANCE

Program Area: Protection, Assistance, and Solutions

Performance Indicator: Percent of Targeted Disaster-Affected Households Provided With Basic Inputs for Survival, Recovery, or Restoration of Productive Capacity

FY 2005 Results	FY 2006 Results	FY 2007 Results	FY 2008 Target	FY 2008 Results	FY2008 Rating	FY 2009 Preliminary Target ¹
85%	84%	86%	93%	92%	Improved, but Did Not Meet Target	93%

Data Verification and Validation

Data Source: USAID's Office of Food for Peace (FFP) Summary Request and Beneficiary Tracking Table.

Data Quality: FFP regularly assesses the quality of data from implementing partners. The last data quality assessment was conducted in July 2007.

Notes:

1. FY 2009 targets are set at a preliminary level and will be updated when the FY 2009 budget is appropriated.

2. It pre-positions stocks more effectively to decrease transportation costs.
3. It is improving beneficiary targeting by concentrating resources for greater impact. This is achieved through better emergency needs assessments, new early warning tools, and a refined emergency needs allocation process.

USAID provides basic inputs for survival, recovery, and restoration of productive capacity in communities that have been devastated by natural and human-made disasters. The U.S. Government maintains stockpiles of emergency relief commodities, such as plastic sheeting, blankets, water containers, and hygiene kits, in three warehouses around the world. To ensure that disaster-affected populations receive sufficient relief supplies, USAID manages the provision and delivery of these warehoused commodities and also provides funding to implementing partners to procure relief supplies locally. These supplies are distributed based on detailed needs assessments, often in coordination with other donors and NGOs. One major impediment to achieving 100% distribution is lack of security that prevents humanitarian workers from reaching beneficiary populations.

The indicator above illustrates USAID's achievements in providing disaster-affected households with basic inputs for survival, recovery, or restoration of productive

capacity. USAID's primary objective during a humanitarian crisis is to alleviate human suffering and reduce the social and economic impact of these emergencies. Providing affected households with the inputs

necessary for basic survival and recovery is the first and most significant step toward restoring the social and economic capabilities of affected areas. Tracking the percentage of households that receive this support in



Credit: James Pinsky/U.S. Navy

Haitian citizens worked with U.S. service members to offload disaster relief support that USAID provided to areas affected by tropical storms.

a crisis is a solid indicator of how effective USAID's efforts are in providing lasting solutions during a humanitarian crisis. FY 2008 performance slightly exceeded the target. Plans to improve performance include increasing cooperation with international humanitarian partners to obtain from government authorities better access for humanitarian assistance.

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PROGRAM AREA: DISASTER READINESS

U.S. Government assistance builds and reinforces the capacity of disaster-affected countries, American responders, and the international community to reduce risks, prepare for rapid response, and increase the affected population's ability to cope with and recover from the effects of a disaster. It is estimated that 90% of disaster responders in the Western Hemisphere have been trained by USAID in programs that have been in operation for more than 30 years.