

More than Seeds and Tools:
An Overview of OFDA Livelihood Interventions
1964 – 2002

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Acronyms

AAH	Action Against Hunger
ACDI	Agricultural Cooperatives Development International
ACF	Action Contre la Faim
ACTED	Agence d'Aide à la Coopération Technique et au Développement
ADRA	Adventist Development and Relief Agency International
AIS	Columbia Association of Seismic Engineering (Spanish acronym)
AR	Annual Report
ARC	American Red Cross
CAHW	Community Animal Health Worker
CFW	Cash for Work
CHA	Coordinating body for Humanitarian Assistance (Afghan)
CIAT	International Center for Tropical Agriculture
CMD	Cassava Mosaic Disease
CRDA	Centre de recherché et de developpement sur les ailments
CRS	Catholic Relief Services
DART	Disaster Assistance Response Team
DOD	Department of Defense
FAO	Food and Agriculture Organization
FEWS	Famine Early Warning System
FFP	Food for Peace
FFW	Food for Work
FHI	Family Health International
FOODAC	Food for Asset Creation
FY	Fiscal Year
GAA	German Agro Action
HBEs	Home-based enterprises
HPI	Heifer Project International
ICARDA	International Center for Agricultural Research in the Dry Areas
ICRISAT	International Crops Research Institute for the Semi-Arid Tropics
ICRC	International Committee of the Red Cross
IDPs	Internally Displaced Persons
IFRC	International Federation of the Red Cross
IITA	International Institute of Tropical Agriculture
IMC	International Medical Corps
IOM	International Organization of Migration
IRC	International Rescue Committee
ITDG	Intermediate Technology Development Group
LAC	Latin American and Caribbean
LWR	Lutheran World Relief
MCI	Mercy Corps International

MSF	Médecins Sans Frontières
MT	Metric tons
NGO	Non-governmental organization
NOAA	National Oceanic and Atmospheric Administration
NPA	Norwegian People's Association
OFDA	Office of Foreign Disaster Assistance
OLS	Operation Lifeline Sudan
OTI	Office of Transition Initiatives
PACIS	Pan American Climate Information and Application System
PARC-VAC	Participatory Community-based Animal Health and Vaccination
PARSA	Physiotherapy and Rehabilitation Support for Afghanistan
PBSP	Philippine Business for Social Progress
PIPs	Policies, Institutions, and Practices within the livelihoods framework
PVO	Private Voluntary Organization
RMTP	Risk Management Training Program
SCF	Save the Children Foundation
SNI	Shelter Now International
SPLA	Sudan People's Liberation Army
STDs	Sexually Transmitted Diseases
TBA	Trained Birth Attendant
UNDP	United Nations Development Program
UNHCR	United Nations High Commission for Refugees
UNICEF	United Nations Children's Fund
USAID	United States Agency for International Development
USG	United States Government
WFP	World Food Programme
WVI	World Vision International
WVRD	World Vision Relief & Development

Executive Summary

1. This paper aims to capture the range of livelihood interventions that have been supported by OFDA over time, around the world, and in a wide variety of disaster settings. These interventions are not judged for their success or failure.
2. One goal of this paper is to demonstrate different types of livelihood classifications that can be used to report on interventions that support livelihoods. The second goal is to raise awareness among OFDA staff of the breadth of approaches the office has pursued in meeting the needs of disaster-affected populations.
3. There are important conceptual distinctions between livelihoods and PMP (prevention, mitigation, and preparedness) and developmental relief. Simply defined, livelihoods are *the sum of means by which people get by over time*. “Livelihoods” refer to a household *own relationship* to risk, vulnerability, and disasters. In contrast, PMP and developmental relief refer to *external interventions* that are designed to address disaster risks and hazards.
4. This paper uses a modified livelihood model to analyze OFDA interventions. This framework distinguishes between interventions that seek to protect the assets a household controls and interventions that seek to support or enhance the processes, institutions, and policies that influence livelihood strategies and outcomes.
5. A household’s collection of assets (human, financial, physical, natural and social) determines both the livelihood strategies pursued and the household’s vulnerability to disaster. Household resilience is usually greater when they have a broad and diverse endowment of assets. However, the possession of assets can increase vulnerability under certain conditions (such as in conflicts marked by raiding and looting, or when discrimination against ethnic groups occurs due to their historical access to power or resources).
6. Processes, institutions and policies (PIPs) enable or hinder livelihood strategies and, in turn, either promote or reduce vulnerabilities. Livelihood interventions may influence the informal practices that shape livelihoods (e.g., gender roles, customs of inheritance) or may focus on formal institutions (e.g., trade mechanisms, legal codes, conflict negotiations, and systems for disaster preparedness and response).
7. The analysis in this paper highlights a number of areas for further investigation, including the utility of examining the relationship between OFDA and DOD and between OFDA and DOS; continued analysis of the political economy of conflict to further understanding of the relationships between assets and vulnerability; continued (and perhaps expanded) investments in program monitoring and evaluation; and efforts to ensure clarity between OFDA and its implementing partners with respect to livelihoods.

Aim

This paper attempts to capture the types of livelihood interventions undertaken by OFDA over time, throughout the world, and across a myriad of disaster settings.* The United States Government has been saving lives through supporting livelihoods for over a century, even though the term “livelihoods” was not used widely within OFDA until the late 1990s.† The first U.S. Government livelihood intervention was undertaken from 1898-1902, when US military appropriations were expended on seeds and food to combat “disease and famine” in Cuba.¹ This intervention also marked the first use of US military assets for support to disaster-affected populations, but it was certainly not the last.

One aim of this paper is to demonstrate different types of classifications OFDA could use to report on interventions that support livelihoods. The second aim of this paper is to raise awareness among current and future OFDA staff of the breadth of approaches the office has pursued in meeting the needs of disaster-affected populations.

In this paper, a classic livelihood model is used to analyze OFDA’s current and historical livelihood interventions. This model distinguishes between interventions aimed at assets and those aimed at processes, institutions and policies. Following the model, the paper examines OFDA livelihood interventions that are aimed at specific groups (such as pastoralists, farmers, and other vocational groups), or that address different types of livelihood contexts, vulnerabilities, and resources (such as markets and conditions of forced displacement). The paper concludes with a consideration of the implications of this analysis for OFDA. The final section is presented as Annex I which provides a fairly comprehensive list of the range of OFDA’s livelihood interventions, organized over time and by region.‡

Methodology

Information for this paper was obtained through interviews with present and former OFDA staff and through review of (mostly internal) OFDA documents. Interviews were held in person or over the phone; people in the field were contacted via email. In total, approximately fifty people provided information for this paper, including several OFDA consultants and NGO staff who had extensive

* The term “OFDA” is used throughout this paper and refers to the office within USAID that handles non-food emergency assistance. Prior to 1964, disaster relief operations were handled by ad hoc committees, desk officers and senior leaders in State, AID and DOD. (Annual Report, FY 66, p. 193/266) Following the Skopje earthquake of 1963, the US Government established the Foreign Disaster Relief Coordinator’s Office within the Office of the War on Hunger, Voluntary Foreign Aid Service. The name was changed to the Office of Foreign Disaster Assistance in 1976. (Annual Reports, FY66 and FY89).

† The first documented use of the word “livelihood” to describe an OFDA response was in 1988 when OFDA provided \$500,000 to PBSP (Philippine Business for Social Progress), ADRA and CARE in response to Typhoon Nina in the Philippines. “The prime objectives of all three programs were to restore housing to habitable condition at minimal cost and to get fast-growing food crops cultivated or other livelihood activities underway in order to ensure shelter and food to beneficiaries within three months...As a result of the program 2,717 households received income-generating assistance.” P. 149 (128/132) OFDA Annual Report FY 1988.

‡ The authors have not attempted to document *all* of OFDA’s livelihood interventions over time, simply the breadth of the types of interventions that support livelihoods.

involvement with OFDA-funded interventions. (Please see Annex III for a complete list of people consulted.) OFDA Annual Reports since 1964 were also used (although there were no annual reports available between fiscal year 1974 and fiscal year 1982), as were After Action Reports from the major disaster responses over the last fifteen years. Lastly, a written draft was presented to OFDA for review and comment.

As defined in the Terms of Reference (Annex II), this paper does not attempt to evaluate the *success* of livelihood interventions but rather to capture the *range* of interventions that, by design or default, were implemented in support of livelihoods as a way of saving lives and reducing human suffering.

Livelihoods, PMP, Developmental Relief – Definitions and Differences

In its least elegant form, the term “livelihoods” can be defined as *the sum of means by which people get by over time*. The term “*livelihoods*” refers to the courses that ordinary people pursue to manage risk and vulnerability. As such, the term “livelihood” is merely descriptive: a person’s livelihood can be “good,” “sustainable” or “productive” just as easily as it could be “dangerous,” “harmful” or “illegal”.

More formally, livelihoods specialists, particularly those working in development, frequently refer to Chambers and Conway’s (1992) definition: *A livelihood comprises the capabilities, assets (including both material and social resources) and activities required for a means of living*. The Feinstein International Famine Center has developed a livelihoods definition more suited for disaster settings, particularly those characterized by conflict. FIFC (2002) refers to livelihoods as *the ways in which people access and mobilize resources that enable them to pursue goals necessary for their immediate and longer-term survival*.

Within USAID, the term “livelihood” sometimes is conflated with concepts of PMP (prevention, mitigation and preparedness) and, more recently, with “developmental relief.” These concepts are important for effective disaster management, but do not share the same meaning as livelihoods. The definition of PMP has three elements. The prevention component of PMP entails those “measures aimed at impeding the occurrence of a hazard event and/or preventing the event from causing harm.”² Mitigation activities are those that “concentrate on reducing the harmful effects of a disaster.”³ Preparedness efforts, meanwhile, “aim to limit the impact of a disaster by structuring the response and providing quick and effective actions after the disaster.”⁴

Developmental relief is similarly focused on the nature of assistance. Within OFDA, developmental relief refers to

assistance which retains the life saving focus on emergency relief interventions as its primary objective, while supporting and building on existing capacities of target populations. It also means reducing dependency by meeting only those needs that the community cannot meet itself, and sustaining livelihoods while saving lives.⁵

Most recently, OFDA has described developmental relief as “the practice of providing short-term, life saving emergency assistance in a manner that supports medium and long-term benefits to local communities.”⁶

Unlike the concept of “livelihood,” PMP and developmental relief relate to the nature of *response* rather than the nature of existence in disaster-prone areas. PMP and developmental relief are ends in and of themselves, connoting a desirable end state (of preparedness, of linking relief to development, etc.) PMP and developmental relief refer to philosophies of disaster intervention and the specific intervention modalities and aspirations adopted by humanitarians: these terms arise from the perspective of the assistance providers. In contrast, livelihoods refer to a *household’s own relationship to disasters* and the societies in which disaster-affected populations live, e.g. “the ways in which people access and mobilize resources”.

PMP and developmental relief-style interventions can – and do – provide important support to the livelihoods of disaster-affected populations. In addition, standard relief activities (provision of food, shelter, and health) also support livelihoods in times of crises, especially those interventions that aim to protect a household’s most important asset: the health and well-being of its members. This does leave open the difficult question of defining what is (and what is not) an emergency “livelihood intervention” since any intervention that influences the combined portfolio of assets a household commands (financial, human, physical, natural and social) and the policy, institution and process environment that shapes societies will have an impact (for better or worse) on livelihoods.[§]

There are no accepted definitions of an “emergency livelihood intervention”. For OFDA, emergency livelihoods interventions can be thought of as

humanitarian efforts that are designed to protect, promote or stimulate livelihoods *as a means* of saving lives, alleviating human suffering and reducing the economic impact of disasters, as per OFDA’s mandate.⁷

The protection of or support to livelihoods in times of crisis enables individuals and households to rely on their own coping strategies (which are embedded in livelihoods systems) in order to survive. Enhancement of these coping systems allows people to build resilience to hazards and minimize their risks, thereby reducing suffering and saving lives over time.

OFDA has supported many interventions that seek to support local coping strategies in the midst of crisis or disaster. A great number of these interventions relate to agriculture systems. For example, during the siege of Sarajevo in the early 1990s, for instance, OFDA supplied vegetable seeds for garden plots (many planted on balconies), assisted local businesses to restock lost inventories, and funded the clandestine import of fertilized eggs in an effort to lower the price of chickens and eggs

[§] In the strictest sense, humanitarian interventions that are directed at non-productive members of families (e.g. infants, the very young, the infirmed, the disabled, etc.) are sometimes not valued by households as livelihoods interventions when these interventions do not substantially increase the productivity of the household’s stock of human capital. Instead, these interventions are strictly considered as “relief”. It is here that the tension between the humanitarian imperative of saving the lives of the most vulnerable can conflict with a household’s strategy for protecting its livelihoods system (e.g. when one child is deprived of food to attract food rations for the rest of the family, e.g. the Khartoum displaced camps, 1991 - 93, when the elderly choose to starve so that children will have food, e.g. North Korea 1996 – 7, or when girls are sold into marriage at young ages to raise money to protect the family farm, e.g. Afghanistan 2002).

on the urban market.⁸ Disaster assistance funds were used to airlift chickens to Biafra, Nigeria, during the conflict of the late 1960s.⁹ The provision of small livestock in the midst of war (such as guinea pigs given to residents of Freetown, Sierra Leone, and Malanje, Angola) brought a rapidly multiplying and easily transportable source of protein and income to vulnerable residents.¹⁰ In a slightly different context, the HIV/AIDS virus that has besieged livelihood systems in many African countries has rendered the most economically active sector of the population unable to procure household income. OFDA is supporting the USAID/Zimbabwe mission in supporting households with “terminally-ill members” to produce high-value crops that require relatively less labor.¹¹

Notable Trends

Disasters are the products of *events that overwhelm the capacity of communities to cope*. Over the past forty years of disaster assistance, there have been important trends in both the nature of disasters and in the responses that have influenced OFDA’s engagement with disaster-affected communities.

Over time, OFDA has demonstrated a remarkable degree of creativity in meeting its mandate, as this study documents. Critical to this breadth of activity has been the *notwithstanding* clause that has given the office a relative degree of freedom to pursue a range of interventions in times of disaster.** This clause enables the office to employ an expedited and modified process to respond to emergencies in a timely fashion. As was stated in the lessons learned from the OFDA interventions in northern Iraq from 1991 – 1996, “The ability to attain an end should be the guideline for what is and is not within OFDA’s mandate.” Examples of some of OFDA’s more unusual (and lesser known) disaster relief interventions during the Cold War included:

- providing 20,000 mousetraps to slow a hemorrhagic fever outbreak in Bolivia in the first five months of 1969;^{††}
- funding the transport of clothing seized by US Customs for delivery to war-affected populations in Mozambique in 1988;¹²
- brokering the deal (behind the scenes) between the Government of Sudan, the Sudan People’s Liberation Movement and United Nations in March, 1989, to create Operation Lifeline Sudan;¹³

Livelihoods interventions (whether they are called that or not) have been used by the United States Government to fulfill a variety of objectives. The provision of humanitarian assistance by the USG often has been motivated by a concern for the economic impact of disasters and recognition of the

** Section 491 of the Foreign Assistance Act of 1961 allows the President to provide foreign disaster assistance to victims "on such terms and conditions as he may determine" through OFDA "notwithstanding any other provision of this or any other act." This means that emergency assistance can be provided regardless of sanction regimes or prohibitions on other forms of foreign assistance.

†† “The virus is carried by mice which invade the homes of population and contaminate whatever they contact. .. The US Mission moved a large tractor by air to Magdalena to enable it to make a broad bare-earth belt around the town as one measure to prevent the mice (*calomys callosus*) from entering the town from adjacent fields.” P. 93 – 94 (105-106/242), Ninth Report, Fiscal Year 1969, Foreign Disaster Emergency Relief, Office of the War on Hunger, Voluntary Foreign Aid Service, Disaster Relief Coordinator.

need to reduce vulnerability to future disasters. In the 1960s and 1970s, it appears that livelihoods also were supported because:

- disaster-affected host country governments requested emergency livelihoods assistance;
- appropriate disaster assistance was seen an important extension of US diplomatic relations;
- the US had military assets in place that could be quickly deployed for infrastructure repair;
- disasters were viewed as opportunities to promote US technologies;
- governments were concerned about dependency on relief food rations; and,
- it was evident that saving livelihoods saved lives.

Select examples of livelihoods interventions from this era follow.

- In 1967 in Uruguay, drought, floods and a freeze caused a major disaster. The USG approved a grant of 5,000 MT of Title II PL 480 corn *to be used as animal fodder* with an estimated value of \$520,000 (out of a total \$531,000 contributed by the USG in response to the disasters). This contribution was designed to augment the Government of Uruguay's measures to

*control all feed grain stocks in the country to fix sale price in order to avoid speculation. Also the GOU imported hay and feed grains exempting them from duties and taxes, granted loans for purchasing feed, and made loans to farmers for replacing flood-destroyed installations, consolidating debts with private and official banks and for planning annual winter and summer crops.*¹⁴
- Following a typhoon in the Philippines on December 28, 1966 that left 18,000 homeless and caused extensive crop damage, an OFDA grant of \$4,900 provided

*300 rice growing kits (also known as demonstration plot kits) which contained IR – 8 rice seed, fertilizer and insecticides/pesticides sufficient for a one hectare plot...This type of assistance was chosen not only to provide seed for disaster stricken farmers but also to boost USAID efforts in promoting new techniques with improved seed, proper application of fertilizers and use of pesticides.*¹⁵
- Following flash floods in Tunisia in 1964, the US Army Corps of Engineers provided a Bailey Bridge to replace a railway bridge destroyed by the flooding. With foreign exchange losses estimated at over \$1 million per month while the bridge was out of commission, this intervention clearly had a strong impact on a range of livelihoods in Tunisia. The US mission reported:

*The industries whose earnings of foreign exchange were in danger due to a lack of transportation means and their employees who faced a loss of jobs were all extremely grateful for such prompt and effective aid.*¹⁶

In many respects, very little has changed over time with regard to the importance of, motivations for, and application of livelihood interventions. Today, such responses are still considered valuable for their political implications; OFDA's role in resettling communities in northern Iraq (and

supporting the infrastructure critical for re-establishing livelihoods) is one such example.^{‡‡} Livelihood interventions are often important components of “developmental relief” initiatives that explicitly aim to lay the groundwork for follow-on development interventions. In addition, OFDA continues to fund livelihoods programs as a means of saving lives, of getting assistance to inaccessible populations, of providing stability, etc. One notable shift is in the role of the US military in livelihood support, a role that is arguably less clear now than in the past.^{§§}

Interest in livelihood interventions in recent years has also arisen from an awareness of the cost-benefits of such an approach. The cost of responding to disasters increased exponentially in the 1990s, but growth in AID’s overall budget did not keep pace. This monetary shortfall has resulted in increased pressure on both development and emergency resources for the more marginal countries (as defined by the USG political perspective). From 1964 to 1989, Contingency IDA Funds did not exceed \$25 million in a single year, and expenditures averaged approximately \$11.6 million annually. Fiscal Year 1992 marked the dramatic turning point in these modest expenditures. In FY 1991, OFDA spent over \$26 million on disasters. This figure increased to nearly \$115 million in FY 1992. In FY 1993, OFDA spent \$47 million in Sudan alone. (With nearly half of this spent on airlifts, OFDA changed its strategy to promote livelihoods in southern Sudan, beginning in FY 1994.) Between FY 1992 and 1996, OFDA spending averaged \$158 million annually. By the mid 1990s, there was considerable interest among senior management at OFDA in livelihood interventions as a possible means to reduce cost by promoting self-sufficiency among populations vulnerable to disasters. In 1996, OFDA commissioned and released an occasional paper entitled *Lives Versus Livelihoods: How to Foster Self-sufficiency and Productivity of Disaster Victims*, which centered on the cost-efficiency of a livelihood approach.¹⁷

Three other trends are worth examining: the shifting time frames and focus of OFDA interventions; the diminished capacities of affected states to respond to crises, and the enduring relationship between OFDA, the Department of State and the Department of Defense.

Trend One – Shifting Time Frames and Focus

The United States Government created an office to respond to foreign disasters in 1963. The early decades of disaster response focused on responding to natural disasters and accidents, with only occasional attention and a minority of funding dedicated to conflict-related assistance. For example, of the 28 disasters declared in FY 1967, only one is listed as a conflict (the Middle East Conflict from June 5 – 10), claiming 13% of the USG’s total disaster relief budget for the year. More typically, in the first six months of 1965, USAID responded to eight natural disasters and accidents (but no conflicts) in Africa including:

1. An earthquake in Algeria that killed 2 people and injured more than 37,000

^{‡‡} Staff interviewed expressed the view that livelihood interventions are most easily supported where political relations between authorities in the disaster areas and the US are favorable or important to US interests. Cited examples include OFDA support to livelihood interventions in southern Sudan, Afghanistan, and, in earlier periods, in Tigray and Eritrea during Ethiopia’s civil war, in Former Yugoslavia and northern Iraq.

^{§§} For example, the main thrust of US DOD Civil Affairs activities in Afghanistan has been oriented towards programs with high social value, such as the repair of schools, rather than towards direct support of the economy and factors of production, e.g., the repair of roads and bridges linking southern Afghanistan with Pakistan.

2. A famine and health crisis in Burundi that affected 15,000 people but killed none
3. A ferry boat accident in Malawi that killed 100 people
4. A famine in Somalia that affected over 700,000 and killed an estimated 50 people
5. A famine in Mauritania that affected 46,000 people but killed none
6. Floods in Tunisia that affected over 16,000 people and killed five
7. A train wreck in Sudan that killed 124 people and,
8. A meningitis outbreak in Sudan that affected 2,300 people.¹⁸

The conflict in Biafra in FY 1969 stands as a major exception, when the USG spent nearly \$66 million on food and non-food relief in Biafra—a sum that represented nearly 57% of the entire emergency relief allocations for the year.¹⁹

A major shift in the first two decades of OFDA responses was in the duration of disasters and the accompanying timeframe of assistance. Interventions commonly lasted a few days or months in the 1960s, and were often in response to low levels of death and suffering, by today's standards. By the 1980s, however, short-term disaster relief had extended to multi-year engagements in response to droughts, conflicts, locust plagues, etc. The 1990s brought further transformations, especially in the distribution of OFDA expenditures in conflict settings versus natural disasters. By 1992, OFDA funding for complex emergencies was at 70%.²⁰ This increased to 80% by FY 1994 and reached 90% by FY 1996.²¹

These trends have implications for the livelihoods of disaster-affected populations. First, there has been what humanitarian scholars term an “accommodation of suffering,” i.e., that over time, there has been an increasing level of suffering and mortality required before a disaster is formally declared.²² For some populations affected by localized disasters and accidents, this may mean that they are now less likely to receive humanitarian assistance than during the Cold War, i.e., that they must rely on their livelihoods in order to survive. For countries affected by protracted and complex emergencies, extraordinary levels of malnutrition and mortality have come to be expected (and accepted) by the rest of the world, thus failing to galvanize the level of humanitarian assistance that similar crises generated elsewhere (e.g., the unequal level of response to crises in the Former Yugoslavia as compared to crises in Africa in the 1990s). As the bar of suffering is raised and donor funds are stretched across a growing number of conflicts and disasters, livelihoods increasingly are sole the means by which people get by during disasters and crises.

A second implication relates to the duration of crises. Where OFDA staff once could expect to spend days or weeks in a crisis area, long term assignments to countries affected by complex emergencies became common in the 1990s, e.g. in Sudan, the Former Yugoslavia and West Africa, etc. Similarly, OFDA's strategies for disaster response have had to take increasingly longer time frames into consideration. The protracted nature of engagement between OFDA and disaster-affected communities has led to a focus (explicitly or otherwise) on the livelihoods systems of communities in crisis, in particular how such communities coped with disasters.

Trend Two – From Governments to Governance

During the Cold War, USAID Missions abroad turned to their local government counterparts to devise OFDA-funded disaster responses that augmented the efforts of host governments. In its

early days, OFDA was a niche organization, seeking to complement the activities of competent states affected by discrete crises.

This collaboration with states is evident in OFDA's annual reports from FY 1964 – FY 1991, all of which include a specific section on actions taken by the host government for each disaster declared. OFDA's quiet dropping of the reporting on the actions of host governments coincided not only with the end of the Cold War, but also with the declining ability (and/or increasing unwillingness) of many national governments to respond effectively to emergency needs within their own countries. This trend has been particularly apparent in Africa.

This changing nature of humanitarian assistance is characteristic of what has been termed a shift from "governments to governance".²³ Largely as a result of the combined effects of globalization and structural adjustment, the capacities of states have declined while networks of actors have expanded, in part, to fill the previous functions of the state. In the case of US foreign disaster assistance, the expansion of a key network of actors is demonstrated by the increasing willingness of US PVOs to implement USG-funded relief activities. Such "NGO sub-contracting" was a minor component of the OFDA response during the Cold War.²⁴ OFDA used to report on the value of US PVO own contributions to disasters as a mechanism that demonstrated these organizations' complementarities and independence. With PVOs now the leading implementers of OFDA-funded relief interventions, such distinctions have been dropped from reports.

The changing context of disaster response has important implications for both how OFDA fulfills its mandate and the types of interventions that are supported with US foreign disaster assistance resources. OFDA has shifted from an office oriented towards augmenting the disaster relief efforts of affected states to one that increasingly must provide leadership in designing and guiding relief strategies in deeply politicized contexts. In responding to these challenges, OFDA has invested in building regional capacity for self-sufficiency in disaster response, has developed strategies for Prevention, Mitigation and Preparedness (PMP), and has advocated for "developmental relief" in disasters.

In areas of the world with strong and functioning states, OFDA continues to support the development of national capacities for disaster management, particularly in Latin America. This is less true in areas where states are contested or viewed as illegitimate by the US Government. In these regions, communities coping with crisis must rely on their own efforts and on the assistance made available by the UN and the PVO communities.

Trend Three – The Durability of the OFDA – DOS - DOD Relationship

As is clear from current crises in Afghanistan and Iraq, OFDA must work closely with the DOD. Particularly during the Cold War, the US military was an important partner for OFDA livelihood interventions, especially with respect to the rapid repair of vital infrastructure (transportation, power, water) that has facilitated farmers, merchants, craftsmen, industrialists and exporters to resume their livelihoods, even in the midst of on-going crises (See Box 1). The US' Cold War political strategy relied on an extensive presence of US military, including in disaster-prone developing countries. At times, this proximity was an asset for disaster relief efforts and there was

a high degree of support for US military relief operations by OFDA. Such interventions always have been both expensive and valued for their contribution to US political interests globally.

Box 1. OFDA-supported US Military Emergency Livelihoods Interventions

OFDA has worked closely with the US military to provide emergency assistance with direct impact on livelihoods, especially key transportation infrastructure that links producers with markets, keeping cash flowing to vulnerable households. In Costa Rica in FY 1991, following an earthquake that measured 7.4 on the Richter Scale, OFDA funded (and was later reimbursed by the LAC Bureau) the air operations for SOUTHCOM to provide assistance in repairing roads, bridges, port facilities, airfields and other kinds of infrastructure. In Mali, in FY 1986, OFDA funded a DOD operation to install a 60 MT capacity raft to carry trucks and supplies across the Niger River until normal ferry service could be repaired. Following floods in Tunisia in late 1969, assessments found that four key bridges that linked the Djerrissa Iron Mines and Kalaat Djerda phosphate deposits to the Port of LaGoulette had been damaged. OFDA funded the US military to repair three of the bridges (the fourth was repaired by the Government of Tunisia), and rail transport was restored by late February 1970.

Like the Department of Defense, the US Department of State has been an important partner for OFDA. US diplomatic missions have demonstrated a noteworthy willingness to support emergency livelihood interventions in the first decades of the office's work, especially through the mechanisms of the Disaster Assistance Authority ("Ambassador's Authority -- see Box 2).^{***}

Box 2. Ambassador's Authority Support for Livelihoods

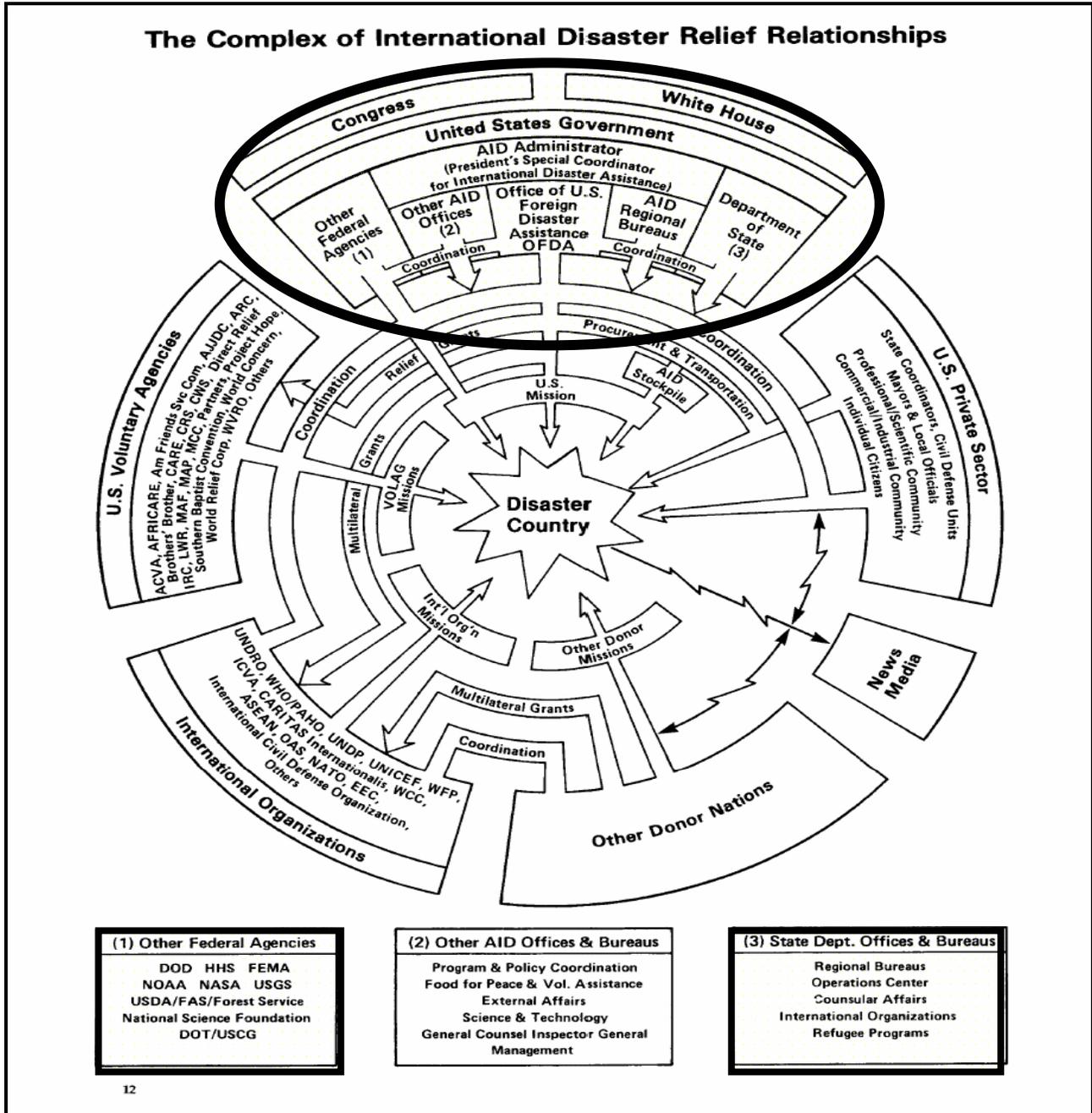
Ambassadors have been some of the strongest advocates of livelihood interventions in times of disasters. Using the Disaster Authority, Ambassadors have channeled OFDA monies to support local economies, provide vital inputs to producers and fund key livelihood institutions. Interventions funded through the Authority include \$10,000 to rebuild rural bridges following a cyclone in Madagascar in 1968 (enabling farmers to transport their products to the main town) and \$10,000 for the repair of the woodworking and home economics classrooms at the only school on the Nukunonu Atoll in the Tokelau Islands following a storm in FY 1987. Other examples include Ambassador's funding for:

- public works, including road, river crossing and bridge repair to link producers with markets;
- agricultural inputs, such as tools, seeds, fertilizers, pesticides, and livestock vaccines;
- local purchases that have supported local markets for cement, tents, rope, soap, clothes, roofing materials, and countless other items;
- cash grants for disaster victims, cash for work programs, and hand tools for FFW programs;
- well-digging parts and borehole repair to sustain aquaculture, agriculture, industry and livestock producers in times of drought;
- disease control to address epidemics (this was especially important when OFDA funds otherwise were ineligible to prevent outbreaks of contagious diseases, as was the case in the 1960s).

In the following graphic from the FY 1983 OFDA Annual Report, we have circled OFDA's relationship with DOS and DOD, a relationship that remains fundamentally unchanged today. As it has historically, OFDA must work to maintain "humanitarian space" within the broader geopolitical environment of the US Government. In real terms, this means advocating for the provision

^{***} Since 1964, the Ambassador's Authority has been limited to \$25,000. On April 1, 2002, it was increased to \$50,000. OFDA 2001 Annual Report, p. 8.

of assistance based on the principle of impartiality, i.e., providing assistance based on need alone rather than for its political benefit.



Disasters Declared Because of Livelihood Failures

Over time, the United States Government has responded to disasters declared as a result of livelihood failures. In some instances, these livelihood failures and related economic collapses were accompanied by civil unrest and political instability. In others, the complete failure of livelihood

systems led to excess mortality the perpetuation of suffering. Examples of disasters declared due to livelihood failures and the corresponding US response include:

- An Equine Encephalitis Epidemic in Central America in 1969/1970 resulted in 18,000 animal deaths and 16 human deaths. The US sent specialists to the region to assess the situation and provided 545,000 doses of VEE vaccine, with the total value of USG assistance equal to \$45,234.²⁵
- In 1983/1984, Niger experienced its worst crop shortage since the great Sahel-wide drought of the early 1970s. Niger was normally self-sufficient in food-production, but the harvests were insufficient after several months of sporadic and inadequate rainfall. Furthermore, the normally marginal rangeland areas did not produce enough grasses to support the large cattle herds.

*Falling cattle prices...left the herder populations without a source of income and few financial reserves to face the coming year...the rains which did arrive were short, sporadic, and insufficient to sustain new seedlings...the (farmers') fields were burned by the sun because the rains arrived too late.*²⁶

In response, USAID funded technical assistance, crop and pasture assessments, and livelihood inputs such as tools, seeds, fertilizer, and materials for well construction. USAID redirected an existing livestock management program in Niger to provide emergency relief (food, shelter, blankets, medical care) to herders who had lost all or most of their cattle and also expanded the dried meat program to supplement protein intake.

- Massive hyperinflation in Argentina in 1989 led to rioting and looting in five cities across Argentina. Rates of inflation stood at 79%, 114% and 179% for the months of May, June, and July, while interest rates soared to 300%.

*Retailers raised prices daily and during the week of June 1, food prices rose 27% while purchasing power eroded rapidly. Despite wage increases, real incomes had dropped more than 35% since 1983. No longer able to keep up with the pace of inflation, many frustrated Argentines took to the streets.*²⁷

Food shortages were severe, particularly in the poorer towns, and as many as 700,000 people were fed daily in soup kitchens in Buenos Aires Province alone. In response to the economic crisis, the US Ambassador provided \$10,000 from the Disaster Assistance Authority to three indigenous non-governmental organizations for the distribution of food.

- Sri Lanka experienced a crisis as a result of livelihood failure in 1990. Over 100,000 Sri Lankans—mostly women who had been working as housemaids—fled Kuwait and Iraq when Iraq invaded its neighbor. The returnees were largely unskilled workers that could not be absorbed into the Sri Lankan economy.

*Moreover, the remittances from the expatriate workers had provided the major source of income for as many as 500,000 people in Sri Lanka. Adding to the economic burden was the expected loss of tea exports to Kuwait and Iraq which could cost Sri Lanka \$20 million in 1990 and \$40.4 million in 1991.*²⁸

The government of Sri Lanka established three priorities in an attempt to deal with the economic crisis. First, return stranded Sri Lankans to the country; second, assist Sri Lankans in returning to their home areas; and third, attempt to integrate the returnees into the domestic economy. Grants from OFDA of \$162,045 helped to cover the transport and settling in costs of the returnees.

- A drought in Peru in 1992 brought a severe loss of purchasing power. An OFDA assessment team visited several areas to ascertain the extent of the disaster. The team found increasing levels of cholera, malaria, and dengue fever, and reported that approximately 1.1 million people would be unable to satisfy their annual food needs without external assistance. In response,

*OFDA provided \$2,829,003 to help small and subsistence farmers restore crop and agricultural productivity and to prevent the migration of rural families to the cities.*²⁹

These and other examples of OFDA interventions in response to livelihood failures and ensuing economic crises illustrate a long-standing awareness of the relationship between human survival and livelihoods system.

Framework for Analyzing Livelihood Interventions

There is no standard model or method of analysis for livelihood interventions. Most livelihood models focus on the interaction between the two main determinants in livelihood strategies and outcomes:

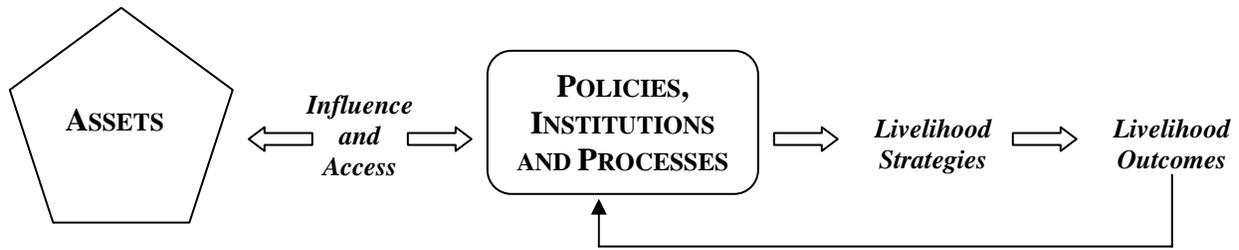
- a) the bundle of assets that households own, control or can access, and,
- b), the policies, institutions and practices (“PIPs”) that relate to how households are able to use these assets to pursue their livelihood strategies over time.^{†††}

We present a simplified livelihoods model as Figure 1. The figure illustrates the interaction between a household’s assets and society’s policies, institutions, and processes (“PIPs”) that shape the strategies a household pursues and the outcomes it attains. The assets that the household owns, accesses and control will determine their ability to influence and access formal and informal processes, institutions and policies, and vice versa (i.e., the nature of these PIPs will influence the household’s portfolio of assets).

The combination of assets and PIPs shape livelihood strategies employed in pursuit of livelihood outcomes. These livelihood strategies might include farming, midwifery, participating in armed groups, tin smithing, repairing tractors, working as a vendor in the informal sector, etc. Examples of livelihood outcomes include individual, household and communal survival, the attainment of food security, the accumulation of wealth, or the defense of family honor and social standing.

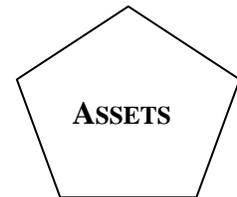
^{†††} One such model is the DFID Sustainable Livelihoods Model. See www.livelihoods.org

Figure 1. Simplified Livelihoods Framework



Livelihood strategies should not be assumed to be homogenous across households, or even across individuals within households. Livelihood strategies and outcomes are sensitive to combinations of age and gender, as well as to other socially constructed identities/institutions such as class, ethnicity, and religion. For example, families attempting to cope with disaster will seek to rearrange household roles and labor patterns by pulling girls and then boys out of school, the elderly out of retirement, and women out of the home to seek employment, intensify agriculture production or increase natural resource utilization (collecting water, wild foods, and fuel).³⁰ Intra-household allocations of food resources may also be sensitive to gender and generational tensions related to the distribution of power in the household as well as the customs and norms regarding children, the elderly and women, for example.

Assets, Emergencies and Livelihoods



Assets, also called capital, are usually categorized as human, financial, physical, natural and social. Collections of assets are central to disaster-affected households' strategies for managing risk and vulnerability in times of crisis. The quality of asset bases is important for shaping and sustaining – or, when insufficient, for limiting -- the livelihoods strategies that individuals and households use to prevent, prepare for, survive and recover from disasters.

Usually, households that have broader and deeper endowments of assets are less vulnerable than those that have fewer stocks and less diverse capital flows. There are important exceptions. For instance, under conditions of war or violent political instability, some assets can be a source of vulnerability, such as when pastoralists face raids *because* of their cattle herds (e.g., the Dinka of Sudan), ethnic groups experience discrimination *because* of their historical access to political power (e.g., Serbs today in Kosovo, Tutsis during the Rwandan genocide), or when landowners fear targeting by the landless (e.g., the landed classes in Brazil and Zimbabwe). Under these conditions, such assets become liabilities. In most instances, however, households have greater resilience to crisis when they possess a broad and diverse base of assets. Definitions of the types of capital and related interventions follow:

- **Human Capital** refers to the numbers of people available for productive processes, as well as the measure of people's skills, education, experiences and capacity for work and participation in social networks. All health interventions are livelihoods interventions because adequate human health and nutrition is essential for the pursuit of livelihoods.^{†††} The vast majority of OFDA health interventions protect a household, community or nation's stock of human capital. Examples are too numerous to detail, but include everything from controlling the Cholera epidemic in Goma in 1994 to current community-based interventions for water and sanitation in Malakal to historical support to the International Center for Diarrheal Disease Research in Bangladesh.
- **Financial Capital**, according to the DFID livelihood framework, includes "the financial resources that people use to achieve their livelihoods objectives."³¹ In times of disasters, financial resources are vital for survival, and include savings (both money and other stores of value, such as pastoralists' cattle and camels and women's jewelry) as well as income from regular jobs (e.g. national staff employees of NGOs and UN agencies) or emergency cash-for-work programs. OFDA support to the Mother Theresa Society in Kosovo was motivated, in part, because the organization supported the employment of large numbers of local staff.³² OFDA supplied \$29.8 million for Cash for Work programs in Afghanistan in 2002 because of vulnerability related to a shortage of cash at the household level.³³
- **Physical Capital** encompasses all of the structures, infrastructure and equipment used for production. OFDA-funded DOD interventions in the 1960s and 1970s to repair vital road links were examples of emergency interventions in support of physical capital. Support to the railroads and ports in Sudan in the 1980s also entailed major infrastructure improvements. On a more micro-level, OFDA's many agricultural interventions—such as the provision of seeds, tools, and ox plows for farmers—are examples of physical asset interventions.
- **Natural Capital** can be thought of the earth's equivalent of "goods and services," and includes, for example, forests, rivers, and oceans. Natural capital also includes the functions these resources provide (such as ozone protection, watersheds, erosion control, grazing lands, and fishing grounds). OFDA has funded many emergency natural asset interventions over time, such as terracing, reforestation, and building gabions for flood control.
- **Social Capital** can be thought of as membership in groups or voluntary associations. In times of crisis, people turn to social networks for support, and social coping strategies include borrowing from relatives, communal childcare arrangements, participation in revolving loan societies, and the use of community-based self-help networks. More formally, the World Bank refers to social capital as "the institutions, relationships, and norms that shape the quality and quantity of a society's social interaction." OFDA has supported social capital through assistance to establish women's handcrafts and livestock marketing cooperatives, vocational groups, etc.

^{†††} For a nuance on this theme, please see the footnote on p. 7.

Processes, Institutions and Policies – The PIP Box

Assets alone do not determine or delimit the nature of disaster vulnerability or the range of livelihood strategies that households pursue. Formal and informal processes, institutions and policies (PIPs) also enable or hinder livelihood strategies, thereby generating or reducing vulnerabilities.

All individuals and households live within, shape and are shaped by a set of informal and formal practices, norms and rules that constitute the institutional environment. As Pain and Lautze (2002) explain:

These influencing factors play a key role in mediating access to resources, shaping the context of vulnerability, and setting opportunities or constraints to pursuing various livelihood strategies. Customary practices related to marriage, gender roles, inheritance, ownership, management of and access to resources (land, water) and ‘real’ markets all fall within the sphere of informal institutions. These are dynamic rather than fixed institutions, and are subject to continual re-negotiation and change according to context and power. Formal institutions relate to the role of the state, for instance in setting and enforcing laws, regulating markets or extracting taxes. There is a constant interplay between the informal and formal institutions.

In addition, institutions themselves can be vulnerable in times of disasters. For example, government ministries for the provision of social welfare (e.g. the Ministries of Health, Agriculture, or Education) are often drained of resources when governments redirect domestic budgets towards war efforts or when implementing structural adjustments programs. International policies also affect households’ ability to access and utilize assets, such as when the US Governments linked the Somali *al Barakat* money wire transfer system to terrorist interests and shut down the channel many Somalis used to receive remittances.³⁴ Other processes generate household vulnerability, including religious extremism,³⁵ health crises (e.g. HIV/AIDS),³⁶ militarization³⁷ and globalization³⁸.

OFDA has a long history of engagement with formal and informal processes, institutions and policies. This engagement includes direct support for the development of formal disaster management institutions and policies as well as advocacy in domestic and foreign political processes for the interests of disaster-affected populations. This type of “humanitarian advocacy” has important positive implications for livelihoods. One example comes from OFDA’s work in 1967 with the US Immigration and Naturalization Service and authorities in Mexico during massive flooding in the wake of Hurricane Beulah in 1966. This opened the border to the free movement of relief goods *and disaster-affected populations* in northern Mexico and Texas.³⁹

OFDA described this sort of intervention as an “emergency political adjustment”—a useful phrase that encompasses much of OFDA’s most important pro-livelihoods PIP interventions. Recent examples of interventions of this nature include OFDA’s work with the State department to encourage the Gulf States to lift their ban on the import of Somali livestock, the “Buy Macedonia”

Campaign during the Kosovo crisis,^{§§§} and, in post-Mitch Central America, OFDA Senior Regional Advisor Paul Bell's efforts to convince the US military to rebuild strategic bridges to reduce the isolation of communities. Other OFDA staff have taken similar initiatives, for example:

- Bill Garvelink (as head of OFDA's Disaster Response Division) took the lead in behind-the-scenes negotiations on the original Operation Lifeline Sudan agreement in 1989;
- Jan Wescott (as OFDA program officer) monitored and reported from Somalia in 1991 and 1992, keeping OFDA funds flowing to the limited number of humanitarian organizations in country;^{****}
- Kate Farnsworth's (as OFDA Regional Advisor) engagement with warlords from Sudan to Congo has been well-received by NGOs who look to OFDA to negotiate when NGO neutrality would be compromised if they undertook the negotiations themselves;
- Tim Knight's (as OFDA DART team leader) advocacy in the Former Republic of Yugoslavia created a mechanism that supported a number of livelihood interventions, including the provision of spare parts for garbage trucks that in turn enabled garbage collectors to stay employed.

OFDA has supported the development of key institutions that promote and protect life-sustaining livelihoods in times of disasters. These efforts go back as early as the 1960s. For example, the Annual Report for 1966 discusses assistance efforts to establish national capacities for disaster prevention, in the form of funds, coordination assistance, and innovations in satellite technology. Similar efforts continue in many parts of the world today.

The office's historical support for disaster early warning systems has been vital in protecting the asset bases that underpin livelihood systems. Investments in this regard have been sizeable. In FY 1986 alone, for instance, OFDA invested over \$3 million for the establishment of the Famine Early Warning System (FEWS).⁴⁰ The EWS is credited for helping to avert the major famine that threatened southern Africa in the early 1990s. As a result, livelihood systems were preserved because farmers, pastoralists and urban migrants, among others, did not adopt asset-eroding coping strategies. In Central Vietnam, the Coastal Storm Early Warning System was initiated with OFDA funding in 2001 at a cost of \$1.4 million. This early warning system equipped fishermen with flares and radio beacons to alert fishermen farther out to sea of approaching storms and is designed to protect key assets in the fishing economy, such as fishermen, equipment and boats.⁴¹ In Cambodia, OFDA supported the Cambodian Red Cross to develop a community mapping system that depicted areas of higher elevation to which farmers could relocate their livestock in the event of flooding.⁴² In Niger and Uganda, the OFDA-support RANET has used local radio stations to communicate

^{§§§} This was advocated for by OFDA staff as an alternative to buying relief supplies from European countries, e.g. Germany, and for decreasing tensions between the Kosovar refugee and Macedonia host communities. OFDA organized a trade fair for the UN, NGOs and the military to expose them to Macedonian businesses. OFDA also worked to increase the productive capacity of select Macedonian businesses to meet the demand. (Kim Maynard, personal interview, 11-21-02).

^{****} "A major problem for OFDA proved to be focusing the attention of State Department and National Security Council (NSC leadership) on Somalia. Traveling into Somalia at some personal risk, Wescott became a primary USG source of information on the unfolding crisis. Her ongoing monitoring of political developments, humanitarian needs, and NGO activities provided the basis for OFDA's direct early relief aid in 1991 and 1992." *Humanitarian Aid in Somalia: The role of the Office of U.S. Foreign Disaster Assistance (OFDA), 1990-1994*, Refugee Policy Group, Washington, D.C., p. 2.

disaster risks to farmers and herders to aid in decisions regarding planting and livestock migration. The radio-based program has become a forum for a wide variety of issues, ranging from STDs (important for the protection of human capital bases) to livestock theft.⁴³ In Latin America and the Caribbean, the Pan American Climate Information and Application System (PACIS) for climate change and information dissemination was created with support from OFDA (with NOAA).⁴⁴

In addition to creating institutions, OFDA has also supported existing institutions that directly influence the livelihoods of disaster-affected populations. For example, OFDA has worked in the LAC region to reform insurance laws to promote hazard mitigation within the property insurance industry. This type of intervention aims to protect livelihoods in disasters by reducing the cost to households of disaster-related physical and economic damage. In Africa, OFDA has contributed to institutional livelihood interventions such as the 1997/98 ICRASAT strategic action plan for sorghum and millet and the International Institute of Tropical Agriculture for Community-Based Promotion of Food Security Crops.

OFDA has supported processes to promote legal reform in order to improve livelihoods in times of disaster. These types of interventions include, for example:

- Supporting the African Union-based PARC-VAC to work with governments in the Horn of Africa to legalize the rights of community-based animal health care workers to directly distribute and administer drugs to livestock;
- Funding IRC to use legal aid workers to review the plans and policies of Afghan authorities to find ways of securing property water rights for 24,000 Afghans; and
- Working with the Columbia Association of Seismic Engineering (AIS) to establish land use policies and building codes to reduce the social and economic disruption caused by earthquakes.

Other examples of support to processes important for protecting and sustaining livelihoods include efforts to establish or maintain cooperatives, women's groups, or local committees to work with authorities. In Angola, OFDA funded a project that encouraged the formation of local committees to manage and maintain community water systems and to liaise with the Angolan water authorities to ensure continued access and supply. In Mapel and Wulu in Sudan, OFDA has supported the formation of women's cooperative groups for the process and sale of lulu nut products.⁴⁵

OFDA supports livelihood processes through measures to gather information, conduct studies, and improve knowledge of community livelihood systems. Information gathering activities include a "livelihoods assessment" study in Indonesia in late 2001 (conducted by WFP with joint funding from AusAid), funding for IOM to conduct vocational surveys in demobilization camps in Angola, a study into wild foods and medicinal plants in southern Sudan, a study of the coping strategies of 1,200 households in Afghanistan in 2002, and an analysis of community-level coping strategies following droughts and floods in Bangladesh, Nepal, and India.⁴⁶

Select Focus on Ranges of Livelihoods Interventions

Despite the increases in OFDA's budgets between the 1980s and the 1990s, only a portion of disaster-affected people receive disaster assistance in any given year. According to Oxfam:

Global needs for humanitarian aid are vast, and not set to decline in the near future. Western governments' aid falls far short of meeting these needs, and is distributed in a grossly unequal way. To the 1999 UN appeal for Kosovo and the rest of former Yugoslavia, donor governments gave \$207 for every person in need. Those suffering in Sierra Leone received \$16 a head, and in the Democratic Republic of the Congo, little over \$8... despite their own tenacious efforts, people suffer because not enough aid is given to those emergencies beyond the media spotlight, or outside the areas of interest to the main Western governments.

Oxfam, *An End to Forgotten Emergencies?* Oxfam Briefing, May 2000, p. 1

Crisis affected populations that do not receive any humanitarian assistance or receive inappropriate or poorly-timed assistance must cope with disasters on their own. To do so, they rely on their livelihoods systems. OFDA intervened to support livelihoods systems, especially among rural populations, as a means of saving lives and reduce human suffering. Select categorizations of livelihood interventions are presented below.

Pastoralists/Livestock

OFDA has engaged in emergency livestock interventions because of the clear linkages between lives and livelihoods for livestock-dependent pastoral and farming communities. The FY 1996 OFDA Annual Report notes that, "Livestock is a major economic asset, forming the basis of the livelihoods of both pastoralists and farmers. Food security of pastoralists in particular depends directly on the health of their livestock."⁴⁷

Attention to the specific needs of pastoralist communities by OFDA in times of disaster began during the drought in the Sahel in the 1970s. Drought returned to Africa in the 1980s, and OFDA implemented a range of livestock interventions in response. In Botswana, the market supply of supplementary livestock feed was increased and cattle were moved to areas where reserve water supplies existed. In Niger, USAID reoriented its existing livestock management projects to devise an "emergency support program for nomadic herders." This included the provision of emergency feeding, shelter, blankets, and health care for those who had lost large numbers of cattle.⁴⁸ Most recently, OFDA has released an APS outlining a "Strategy for Pastoralist Programming in the Horn of Africa" to take a regional approach to protecting pastoral livelihoods under conditions of protracted and cyclical disasters.

In addition to direct interventions to promote the health of livestock-rearing populations, OFDA has supported the following types of livelihood interventions in support of livestock asset bases.

Water: boreholes; water troughs; pumps; conflict resolution to increase access to water points; legal aid for riparian rights; restocking with drought-resistant species;

Fodder: alfalfa seed distribution; fodder distribution; urea block distributions; conflict resolution to increase access to pastures; legal and economic interventions to stabilize market prices for fodder;

Animal Health: community animal health worker training, animal health suppliers and networks; legislative reform and policy development; privatization of input supplies of veterinary pharmaceuticals; placing veterinarians on assessment teams; mobile health clinics;

Asset Protection Strategies: market based de-stocking; community-based restocking; micro-loans to restock livestock; organizational development for traders' association; artificial insemination; interventions for cereal price stabilization to protect livestock to grain terms of trade; road rehabilitation;

Meat and Hide Processing: emergency dried meat interventions; support to butchers; hide processing.

Farmers

Disasters wreak havoc on farming systems, posing a direct threat to the food security of rural households and, by extension, the urban areas that depend upon their production. Floods wash away seedlings; rats and mice decimate harvested grain; droughts weaken oxen; disaster-related destitution forces farm families to sell or trade their tools in order to acquire food; locusts and grasshoppers sweep across fields in hordes of biblical proportion; farmers leave their families to join or escape fighting forces; landmines make fields dangerously unworkable and water points inaccessible.

The USG has intervened to support farming systems in times of disasters for over 100 years. OFDA continues to invest in building knowledge about farming systems in times of crisis, with recent exciting innovations in respect to interventions to promote farmers' access to seeds. Years of experience is gradually informing current practice, and OFDA is working to more carefully assess the needs of rural producers by evaluating not only the available supplies of seeds but also the degree to which farmers can access local supplies.^{††††}

In addition to interventions to protect rural workforces (e.g. through emergency nutrition, health, water/sanitation and shelter interventions), OFDA has supported livelihood interventions to support farming systems before, during, and after crises.

Farm Inputs

Seeds and plant materials: cuttings, improved seeds, fast-maturing seeds, seed multiplication, ag-paks, seed fairs, seed vouchers, revolving seed funds, food for seeds, seed-for-work, fruit tree nurseries/mango nurseries, composting;

^{††††} Please refer to the special issue "Beyond Seeds and Tools" (No. 26, Vol. 4, Dec 2002) of *Disasters: The journal of disaster studies and management* for a full review of lessons learned from emergency seeds and tools interventions.

Tools and traction: tools, plows, fertilizer, subsidizing tractors (directly, or through free repairs in exchange for plowing someone else's field), providing oxen/draft animals, training oxen/draft animals, paying for plowing by the local MOA (a cost usually covered by farmers);

Land: demining, land reclamation, terracing, improved swamp farming for rice fields;

Water Management: irrigation (pipes, gabions, dams, water storage, fuel, water pumps, engines, canals), bunding, dike constructing;

Plant and Harvest Protection: pesticides, rodenticides, plant protection (standards for “intervention thresholds”); post harvest & seed storage (fumigation, physical building of storage facilities, community seed banks), storage of emergency food reserves in case of price rise or conflict;

Technical Assistance: agricultural extension officers (paid, trained, provided fuel), crop diversification, crop research (to improve productivity, resist drought, restore biodiversity);

Marketing: marketing initiatives (backhauling of farm goods, barter shops, farm-to-market roads, vegetable seeds, cereal banks), organizational developments (cooperatives), re-building markets (as part of shelter repair), political market interventions (e.g., demarche to get Iraq to buy surplus wheat from Kurdish area), price stabilization and currency interventions, direct market support, cash for work to stimulate markets.

Other Vocational Interventions

Not all disaster victims, however, are pastoralists or farmers. Similarly, not all pastoralists and farmers have only one vocation. Livelihood diversification is an important strategy for managing risk and vulnerability for rural and urban households alike.⁴⁹ In rural Afghanistan, for instance, some farming households derive the majority of their income from carpet weaving. The Afar pastoralists of Ethiopia harvest and sell salt to townspeople. In southern Sudan and northern Uganda, people in rural areas collect and sell wild honey. The income derived from these livelihoods can – and often does – see households through times of crisis.

There are often strong linkages between the livelihoods systems of urban and rural areas, blurring the urban/rural distinction. In crises in Afghanistan and North Korea, urban households have relied on kinsmen in rural areas to provide added security and food resources, respectively.⁵⁰ As urbanization increases around the world, OFDA faces a growing challenge of designing appropriate interventions in urban areas. This is partially because work in urban areas is more complex, and also because the bulk of OFDA's historical experience in supporting livelihoods has been oriented towards rural populations (especially farmers, fishermen and pastoralists). OFDA has taken steps to focus on urban vulnerabilities, such as “the development of hazard mitigation projects in urban areas threatened by industrial accidents and hazardous materials disposal,” adopted in the early 1990s.⁵¹ OFDA interventions in the complex emergencies in the Former Yugoslavia and in Kosovo supported urban livelihoods. Interventions to support urban vocations have included the training of electrical apprentices (boys in female-headed households) in Afghanistan, the training of tractor mechanics and the restocking of small businesses following destruction in Kosovo, and the provision of livelihood kits for IDPs in urban areas in Indonesia.⁵²

Although not generally considered to be a livelihood intervention, OFDA's grants to UN agencies and NGOs provide critical livelihood support to the local employees of these organizations and to their extended families. The numbers of local staff employed by OFDA grantees is quite high: for instance, the ratio of international to national staff employees for two typical international NGOs ranges from 1:6 to 1:8, a ratio that includes staff at headquarters (i.e., the actual ratio in the field is higher).^{††††} OFDA-funded salary support to civil servants (such as government health workers and agriculture extension officers) is a further example of emergency interventions that support livelihoods.

Training

Health: Trained Birth Attendants, Health Workers/Communicators;

Fishing: techniques for drying fish;

Other: electricians, blacksmiths, police, small-scale carpentry;

Inputs

Fishing: nets, twine, hooks, fingerlings, fish ponds (construction and maintenance), shrimp ponds, boats (repair, replace, finance);

Other: tin smiths, carpenters, blacksmiths, bakers, bicycle mechanics, tractor mechanics, truckers (providing tires, spares, tarpaulins as incentives) barbers, carpet weavers, blanket makers, garbage collectors, grain millers, soap processors, demobilized soldiers, spare part suppliers, architects;

Settlement

Interventions designed to support or influence settlements affect livelihood systems in a variety of ways. The repair of shelter after conflict or disasters, such as that following the volcanic eruption in Goma in January 2001, supported livelihoods through direct employment in shelter industries (carpenters, contractors, lumberyards, material salvagers, brick makers, thatch supplies, plumbers, electricians, etc) as well as providing shelter as an input in productive processes (such as home-based enterprises).⁵³ The improvement of homes as an incentive for the host families of refugees or IDPs brings similar benefits to livelihood systems.

In turn, mitigation activities that are specifically aimed at protecting against destruction or damage to homes and settlements (such as the clearing of rubbish from canals in high density areas of Kinshasa to limit the effects of floods) protect the livelihood processes that rely on shelter as an input. These interventions also save lives through improved health, sanitation, and decreased vulnerability to disaster. Preventative construction (such as the design of houses with permanent

^{††††} MSF has about 2,500 international staff working with approximately 15,000 national staff while ACF has 500 international and 4,000 national staff. www.aah-usa.org and Abulhasan, A., Catenza, C., and Morishima, K. (2002), *Médecins Sans Frontières and NGO Codes of Conduct*, unpublished paper, Tufts University.

foundations and support poles in flood zones in Vietnam in 2000) helps to protect against catastrophic economic shock in the wake of disasters.^{§§§§}

In regard to protecting livelihoods, settlement support also includes conscious efforts to prevent migration. OFDA has implemented anti-migration measures in response to lessons learned from previous disasters where communities migrated to access relief distribution points.⁵⁴ As evident in an attempt to refurbish wells in northern Namibia, the creation or repair of water points in arid climates can also induce migration and lead to environmental degradation, over-crowding, and unsustainable livelihoods.⁵⁵ On the other hand, repairing water points in existing settlements (as funded by OFDA in Chad in FY1994) can be an important means of preventing migration in times of drought by pastoralist communities.⁵⁶ Resettlement of IDPs can also be encouraged through support to livelihood systems, as is the case in an on-going OFDA-funded program in Indonesia, where a combination of agricultural interventions, infrastructure repair, and food aid is designed to enable IDPs to restart their livelihoods and to curtail further migration.⁵⁷

OFDA has taken a stance in negotiations with national governments to try to discourage acts of forced relocation (Angola) or *regroupment* (Burundi).⁵⁸ Like anti-migration efforts, activities to induce settlement (or resettlement) also allow people to re-engage their livelihoods systems. Settlement incentives are central to most shelter repair projects, such as the reconstruction of Kurdish villages in Northern Iraq following the Gulf War and the restoration of electrical systems and infrastructure in Kosovo. Efforts to improve the economic conditions of displaced populations may encourage resettlement or allow households to build an asset base sufficient for returning home. Examples of such efforts come from Indonesia, where OFDA-funded projects have provided income-generating kits and micro loans to IDPs in urban areas (used to establish small tea and cake stalls, to stock newspaper and magazine stalls, or to buy coolers to allow for the transport and marketing of fish).⁵⁹

Transportation Infrastructure

The penetration of modern transportation systems has been blamed for exacerbating some of the worst famines in Asia and Africa in the late 1880s.⁶⁰ Today, however, many livelihood-based coping strategies rely heavily on transportation infrastructure in order to manage disaster-related risks and vulnerabilities. Farm-to-market roads link producers with consumers and keep inputs flowing to farming areas; ports send the surplus production of farmers, pastoralists, craftsmen and industrialists into world markets while facilitating the importation of both productive inputs and relief supplies; waterways and railroads provide cheaper forms of transportation than roads and air. Transportation networks face particular hazards in natural disasters when floods, earthquakes, typhoon and volcanic eruptions produce critical blockages. In complex emergencies, transportation

^{§§§§} Measures to protect against future housing and settlement losses are also extremely cost-effective disaster response mechanisms. Chuck Setchell conducted a cost-benefit analysis of the shelter project in Kinshasa and found that “one dollar of OFDA ‘investment’ in disaster reduction in 1998 resulted in a ‘savings’ of at least \$45.58 during the 1999 rainy season.” More importantly from the perspective of the beneficiaries, OFDA disaster mitigation measures brought a ‘savings’ of \$426 per family in money that would have been spent on housing repair. This amount was equivalent to 54% of average annual household income. See Chuck Setchell, “Urban Disaster Mitigation in Africa: Three Examples,” OFDA, January 21, 2002.

infrastructure is often targeted because of its military, political, economic or social value. In all emergencies, the need to move large quantities of relief supplies (especially food aid) increases the demand for access to transportation.

At times, OFDA has made sizeable investments in infrastructure repair, rehabilitation and improvements, which have in turn supported local and regional economies and livelihood systems. For example, during the drought/famine in Sudan in the mid 1980s, OFDA provided the following assistance in FY 1985 for port and rail upgrades:⁶¹

- Locomotive spare parts, \$3,016,561
- Four Vac-U-Vators and eight 3-ton hoppers for Port Sudan, \$346,089
- Grant to Government of Sudan for purchase of 10 GE locomotives, \$8,000,000
- Local contract for repair and maintenance of the railroad, \$2,400,000
- Rental of equipment to repair the rail line, \$700,000

In addition to supporting ports and railways, OFDA has funded emergency interventions for roads (construction, de-mining, maintenance, repair, and bridges), waterway clearance, provision of boats, repair of airfields and even the purchase of aircraft. While many such interventions were initially designed to improve humanitarian logistics, they have enabled the movement of goods and the pursuit of livelihoods. Examples range from the upgrading of ports in Somalia (FY2000), to the repair of a critical bridge between two market towns in China (FY2001), to the re-building of roads to isolated communities in southern Haiti.⁶²

Local/regional markets

Historically, merchants have been viewed with suspicion in times of crisis because of speculation, usury and hoarding. However, merchants and functioning markets are vital to many of the livelihoods systems on which disaster-affected populations rely to manage disaster risks and related vulnerabilities. Markets smooth inter-temporal and spatial risks by providing formal and informal incentives for surplus production, storage, employment, credit, insurance and savings. Active markets can provide the incentive for cease-fires and reduce the need for stress migration. Lastly, because they can respond quickly and effectively to consumer demand, markets can provide the diversity in diets necessary for micro-nutrient adequacy and also provide a broad range of essential services for local populations.⁶³ As a rule of thumb, markets that operate efficiently are more beneficial to disaster-affected populations than markets that are characterized by isolation, limited information, monopolistic/monopsonistic merchants, etc. It is therefore in the interest of disaster-affected populations that markets be supported in a way to increase their efficiencies during disasters.

In addition to supporting the transportation networks that link producers with consumers, OFDA has supported a number of interventions to strengthen markets, including local and regional procurement of relief goods, interventions to reduce prices to consumers, and support to local industries.

Local/regional procurement: purchase of locally available relief supplies; buying tents made by Tibetan refugees in India for war-affected IDPs in Jordan: the “Buy Macedonia” campaign;

Price reduction to consumers: the work of Fred Cuny in Tigray and Eritrea for local purchase and spot sales of wheat to drive down the price of cereals; cereal monetization in Somalia; the provision of vegetable seeds in several disasters, including the siege of Sarajevo;

Local industry support: for local production of shoes, socks, blankets, ovens, stoves, windows, door frames, local aluminum factory, tools, fertilizers; providing barley for beer-making; repairing damaged tourist centers; providing market repair kits as part of shelter interventions; providing cash to beneficiaries to induce traders to cross the lines of fighting to bring commercial foods into rebel-controlled areas of the Nuba Mountains; restocking of businesses after destruction (Kosovo);

Cash for work: Irrigation, shelter repair and reconstruction, re/construction of roads, clothing/quilt production, bridges, earthen dams, digging wells, schools, health facilities, terracing, water catchments improvements, construction of erosion barriers, construction of gabion retaining walls to control/divert water.

Conclusion

The aim of this paper has been to describe the range of livelihood activities supported by OFDA over time. In order to do this, livelihoods first had to be explained as a concept. As this paper has noted, livelihoods is not a point to be found on the much-critiqued “relief to development continuum”. Instead, the term *livelihood* refers to the combination of strategies that households employ to survive crises. The effectiveness of these strategies is a function of a household’s endowment of assets as well as the nature of the household’s interactions with their community, their nation and the world’s formal and informal processes, institutions and policies. A livelihoods approach to foreign disaster relief brings these issues to the fore. Livelihoods approaches, *per se* are not routinely employed by OFDA; rather, the Office’s interventions influence livelihoods on a case-by-case basis.

In order for disaster relief interventions to be effective, they must be grounded in an understanding of livelihoods systems. These systems include disaster-affected households’ assets and liabilities as well as the institutional environment’s influence on households. Most disaster assessments implicitly cover much of this ground, and as a result, most disaster relief interventions have some influence on livelihoods. Such analyses are already conducted by a number of agencies (e.g. Oxfam, SCF-UK, CARE).⁶⁴

The analysis in this paper highlights a number of areas for further investigation. In particular, the following areas seem to merit more in-depth consideration:

a) DOD-OFDA

Some Cold War OFDA-funded DOD interventions were designed to sharply reduce the economic impact of disasters through major emergency infrastructure repair. DOD’s current humanitarian strategies may be aimed more at “winning hearts and minds” than supporting

livelihoods systems. A review of the OFDA-DOD relationship from the perspective of livelihoods may help DOD humanitarian efforts to support OFDA's mandate of saving lives, alleviating suffering and reducing the economic costs of disasters.

b) DOS - OFDA

The Ambassador's Authority has increased from \$25,000 to \$50,000 per declared disaster. Historically, some Ambassadors have been creative in their use of these funds. It may be useful to review the guidance available to Ambassadors to assist them in programming decisions so that livelihoods are supported in times of disasters as a way of saving lives.

c) Political Economy – Assets as Liabilities

Analysis of the political economy of war indicates that it is the *strength* of some communities that makes them vulnerable in complex emergencies. Field analysis of the role of liabilities and their relationships to vulnerability is needed to understand more fully the impact (both positive and negative) of emergency relief interventions that protect or enhance disaster-affected households' bundles of assets.

d) M&E

This work did not attempt to explore the question of the effectiveness of OFDA's livelihood interventions. Impact evaluations of OFDA interventions were difficult to find, although select studies have been done, including specific reviews of seeds programs or the Office's strategy for Liberia, for example. In the course of this work, intriguing-sounding projects were identified (e.g. the work of the Philippine Business for Social Progress or OFDA's strategies for Afghanistan in 2002 and the Maluku Islands in 2001/2002)

e) OFDA Partners

If OFDA *intends* to have a greater impact on the livelihoods of disaster-affected populations, it will be important to understand more fully the livelihoods approaches of its partner institutions (UN, PVO). This might be accomplished through the mechanism of the bi-annual OFDA – PVO conference.

Annex I - OFDA Funded Livelihood Interventions by Region

Select livelihood interventions are organized below by region. Please note that for older OFDA Fiscal Year annual reports, the original page number is followed by two numbers in brackets (e.g. 12/126). The second number refers to the Adobe Acrobat page where the reference is found if the annual report has been digitized, in this example, on page 12 of 126 digitized page numbers.

Latin America and the Caribbean

Country	NGO/Year	Disaster/ Beneficiaries/ Funding	Brief Description	Source
Cuba	1898-1902	yellow fever outbreak	“U.S. military appropriations were expended on fighting disease and famine in Cuba, furnishing seed and food and conquering yellow fever.”	Annual Report (AR) FY66, P. 2 (266/266)
Ecuador	FY64	drought 100,000 farmers \$123,500	2,000 MT corn for animal feed in response to drought, PL 480 Title II	AR FY64
Dominican Republic	FY 65	civil strife	2,250 tons of feed	AR FY65
Honduras	FY66	drought \$25,000	Airlift of 60 tons sorghum seed	AR FY66
Brazil	FY66	flood \$30,600	Local purchase, packaging and transportation of local seeds and agriculture hand tools	AR FY66
Uruguay	FY67	drought, floods and freeze livestock farmers \$520,000	5,000 MT of food grains (corn), PL 480 Title II, for a 90 day period.	AR FY67 p. 56 (210/253)
Bolivia	FY 68	floods \$450,000	GOB requested U.S. assistance in repairing the main highway from Cochabamba to Santa Cruz because of its economic importance to Bolivia.	AR FY68 (72/182)
Chile	FY69	drought 20,700 beneficiaries \$189,058	FFW for wells, irrigation, and canals. “The projects planned were to consist of activities designed to alleviate the present drought problems or to lessen the impact of future ones.”	AR FY69 p. 102 (114/242)
Guatemala	FY 70	hurricane \$100,000	Provided bailey bridges to reopen roads washed away by floods. Assistance offered in response to the “economic impact” of the hurricane on the country.	AR FY70 p. 123 (130/335).
Honduras	FY 70	civil strife	Used a local factory to provide clothes, also small seeds, tools, and fertilizer distribution	AR FY70 p. 140 (147/335)
Central America	FY 70	Equine encephalitis (18,000 animal deaths) Total USG	US sent specialists to assess situation, also provided 545,000 doses of VEE vaccine. Regional governments paid for 160,000 of the doses.	AR FY70 167/335

		assistance: \$45,234		
Bolivia	FY83	floods Amb's Auth: \$25,000 + additional \$20,000	Local purchase of tools and agricultural supplies.	AR FY83 (74/140)
Bolivia	FY83	floods \$8.8 million \$2,658,379 diverted from regular AID programs	Support to the GOB's agricultural rehab program. AID disaster recovery project to reconstruct roads and bridges, install water supply and irrigation systems, and assist in the importations of fertilizers and medicines.	AR FY83 p. 72 (78/140)
Guatemala	FY83	civil strife IDPs Amb.'s Auth: \$25,000	The funds "were to be used to operate a labor-intensive work program" and to purchase agricultural and household implements and to provide emergency medical assistance and supplies.	AR FY83 P. 95 (101/140)
Peru	FY83 CRS (in part)	drought	\$75,000 for the purchase of 125 MT of seed potatoes; six CRS projects to supply seeds and other agricultural needs to over 900,000 people (\$70,000); Mission also provided \$125,000 for the purchase of 200 MT of seed potatoes.	AR FY83 P. 108 (114/140)
Peru	FY83	floods	Caused \$999 million in damage, including \$390 million in damage to infrastructure. Funded road re-opening and the local purchase and transport of potato seed.	AR FY83 p. 103 (109/140)
Ecuador	FY83	floods \$262,450	USAID and GOE constructed 10 km of drainage canals to prevent repeated flooding of crop land	AR FY83 p. 88 – 89 (94-95/14)
Antigua and Barbuda	FY 84	drought	US naval facility assisted in cleaning, deepening, and refurbishing a dam and reservoir. Rehab of water system.	AR FY84 P. 73 (78/101)
Bolivia	FY84 CRS	drought \$28,370	Developed seed banks, provided alfalfa seeds (fodder), drilled for water, built water storage tanks, improved animal care.	AR FY84 p. 75 (80/101)
El Salvador	FY84	civil strife IDPs \$75,000	Shelter for 400 families, also improvements to farms that had been abandoned.	AR FY84 p. 78 (83/101)
Guatemala	FY84	civil strife IDPs Amb.'s Auth: \$45,000	Funding for food, housing materials, medicines, basic tools, and seeds.	AR FY84
Chile	1985	earthquake	For shelter repair, OFDA funded NGOs and housing cooperatives, who loaned money to families for repairs, re-building, etc. Repayment rate of 90%.	OFDA Staff
Bolivia	FY86	floods \$200,000	OFDA provided relief inputs through local purchase, also helped clear roads by providing spare parts for construction equipment.	AR FY86 p. 112 (114/145)
Haiti	FY86 OPDES (in part)	floods	Hand tools through OPDES (Haitian disaster relief org). Also provided \$93,700 for purchase and transport of supplies to re-build critical bridge.	AR FY86 p. 133 (133-5/145)
Jamaica	FY86	floods	Emergency potato seed distribution of 300 MT	AR FY86 p

	CARE	\$166,000	through seed banks. Construction of seed storage sheds to minimize post-harvest losses.	140
Haiti	FY 88	Hurricane Gilbert Amb's Auth: \$5,000	Purchase of agricultural tools and fishing equipment.	AR FY88 p 18
Panama	FY88 Caritas	economic sanctions \$256,968	The GOP had no money to pay large public sector, which resulted in civil unrest. Ambassador's authority funds used for the purchase of food, and support to Caritas program.	AR FY 88 p. 34 (29/132)
Dominica	FY89 Gov't of Dominica	Hurricane Hugo \$2,600,000 in bilateral grant	Rehabilitation of banana plantations and fisheries and for road clearance. Funds were to be reimbursed by LAC bureau.	AR FY89 p. 129
Panama	FY 90 US Army Corps of Engineers	emergency related to invasion \$300,000	The OFDA funded US Army Corps of Engineers to supervise the clean up destruction and garbage from looting in Panama City. Army Corps used the money to hire local contractors and laborers.	AR FY90 p. 127 (126/135)
Costa Rica	FY91 SouthCom	earthquake \$265,859 (helicopters) \$1,996,000 for bridge/road repair	Funded SouthCom air operations to transport a US military engineering damage assessment team and to provide assistance in repairing, roads, bridges, port facilities, airfields and other kinds of infrastructure. Led to an early resumption of Costa Rican agriculture exports valued at approximately \$1 million/day.	AR FY91 p. 138 (130/149)
Peru	FY92	drought \$2,892,003	OFDA helped small and subsistence farmers restore crop and agricultural productivity and to prevent the migration of rural families to the cities.	AR FY 92 p. 59
El Salvador	Co-funded with AID FY01	earthquakes female-headed households	Worked on shelter repair to rebuild communities. Received land from a community for resettlement.	OFDA staff
Haiti	2002	isolated communities	Roads repaired to isolated communities in south of island.	OFDA staff
Honduras and Nicaragua	FY99 CIAT	Hurricane Mitch	"Seeds of Hope for Central America" project to re-establish food production levels after an est. 70% of basic food crops destroyed. Restored critical seed stocks and taught sustainable agricultural practices.	OFDA "Success Stories," 2001
Latin America	FY99	Hurricane Mitch	As much regional purchase of relief food needs as possible. Repackaged for distribution.	former OFDA staff
Latin America	RMTP training	farmers	Farmers who come to RMTP fire fighting training courses learn dangers of "slash and burn" methods and how to use cattle grazing to mitigate fire danger.	OFDA staff

South and Central Asia

Country	NGO/Year	Funding/	Brief Description	Source
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		Beneficiaries (if available)		
India/ Rajasthan	FY 64	drought	25,000 tons milo as animal feed, PL 480 Title II	AR FY64
East Pakistan	FY66	cyclone \$802,000	Twine provided to 13 fishing cooperatives to replace 700 – 750 fishing nets lost (\$12,000); cash grants to fishermen cooperatives to replace boats lost (200 large, 800 medium sized fishing boats (\$790,000)	AR FY66
East Pakistan	FY66	floods and cyclones >\$1.4 million	Hit fisherman and farmers particularly badly. In some areas “the markets were destroyed and goods were strewn over the waterlogged streets.” Repair of 283 miles of embankment, construction of deep tube wells.	AR FY66 p. 74 (144/266)
India/ Andra Pradesh	FY 67 CRS	drought \$3,600	Self-help project for irrigation.*****	AR FY67 p. 50-51 (71/253)
India. Mah-arashtra	FY 67 CRS	drought \$437,000	Construction of irrigation wells.	AR FY67 p. 50-51 (71/253)
India/ Bihar	FY 67 CRS	drought 2 projects: \$30,267 and \$22,100	Irrigation projects, at least one is self-help	AR FY67 p. 50-51 (71/253)
India/ Gujarat	FY 67 CRS	drought 4 projects: \$70,649, \$65,579, \$238,920, and \$436,931	1) 87 wells deepened and constructed, 2) irrigation wells and installation of pump sets, 3) drilled 1500 wells to assist 46,000 farmers, 4) self –help well construction	AR FY67 p. 50-51 (71/253)
India	FY67	drought Amb’s Auth: \$25,000	Used to purchase well digging parts.	AR FY67
India/ West Bengal	FY69 CARE West Bengal	floods \$1,393,800	12,700 MT of wheat to CARE and the state of West Bengal for FFW flood rehabilitation programs.	AR FY69 p. 139 (151/242)
East Pakistan	FY 69	floods \$250,000	New tube wells, resinking of old tube wells	AR FY69 p. 192 (204/242)
East Pakistan	FY 71	civil strife \$750,000	Local monetization of \$750,000 worth of PL 480 Title II FFP commodities, as food was running three times greater than its normal price.	AR FY71 p. 74, 76- 77 (85/192)
Pakistan	FY 71	floods \$37,048	23,000 pounds assorted vegetable seeds (\$34,848), and materials for construction of 8 fiberglass fishing boats (\$2,200)	AR FY71 p. 32 (44/192)
East Pakistan	FY 71	civil strife Total USG assistance: \$34.1 million	Vegetable seeds provided, also \$5 million (25 million rupees) allocated to support emergency relief through employment and income. Airlift of	AR FY71 p. 50 61- (63/192)

***** “Self-help” items listed in the FY 67 Annual Report in response to the drought in India include: pumps, piping, tractors, fuses, detonation caps, stones, bricks, cement, tools, fittings, air compressors, air jackhammers, trucks, jeeps, mounted drainage pumps, drill bits, and grinders. AR FY67 p. 50-51 (71/253).

			16,000 pounds seeds.	
Afghanistan	FY73	drought \$15 million	Massive loss of wheat and cattle; USG gave 130,000 tons of wheat, 360 tons of vegetable oil, water pumps for irrigation projects, and animal feed and pharmaceutical supplies.	AR FY73 p. 11 (12/22)
Bangladesh	FY87	flood \$1,533,421	3500 MT of wheat seeds from Mexico	AR FY87 p. 24 (25/158)
Sri Lanka	FY87	civil strife \$ 1.5 million	Settlement packages with cash component for housing reconstruction, self-employment rehabilitation allowance, and cash for two month supply of dry rations.	AR FY87 p. 44-45
Bangladesh	FY88	floods \$1 million	Money towards the purchase of 2,000 MT wheat seed and 500 MT maize seed.	AR FY88
Sri Lanka	FY89 Gov't of Sri Lanka	civil strife	500K grant to GOSL for cash assistance for housing repair for low-income disaster-affected households.	AR FY89 p. 65 (64/133)
Sri Lanka	FY90 IOM and GOSL	after Gulf War \$162,045	Workers who had fled Iraq and Kuwait created an economic disaster for Sri Lanka, which could not absorb these people into the job market <i>and</i> had lost income from their remittances. Also lost revenue from tea exports to Kuwait and Iraq. GOSL est. 3 priorities: (1) return stranded workers to SL; (2) get them to their homes; and (3) attempt to integrate the returnees into the domestic economy. OFDA provided money to help these efforts.	AR FY90 p. 49 (48/135)
Pakistan	FY92	floods Amb's Auth: \$25,000	Wheat seeds and fertilizer.	AR FY92 p. 46
Kyrgyzstan	FY92	earthquake \$100,000	Local purchase of 333 yurts from a state-owned firm	AR FY92 p. 53-54
India, Afghanistan, and Pakistan	FY 93	locust plague \$824,425	Locust control	AR FY93 <i>pages</i>
Afghanistan	late '90s/early '00s (pre 9-11)	drought women	Beehives in gardens, included groups for women that doubled as a social forum.	OFDA staff
Afghanistan	FY02 FAO	drought livestock owners	Provided alfalfa seeds for fodder for small-plot farming	OFDA Staff & Afghan database ++++
Afghanistan	late '90s/early '00s FAO	drought households with milking cows	FAO provided fodder, households had to agree to provide milk for children in the community	OFDA staff
Afghanistan	late '90s/early '00s WFP	drought and economic crisis mostly women	Bread factories	OFDA staff
India/ Rajasthan &	2001 CRS	drought \$800,000	\$500,000 for CFW for the two provinces; also fodder seed	OFDA staff

++++ We refer to the database of select projects in Afghanistan (we accessed Spot Reconstruction, Cash-for-Work, Food-for-Work, Agriculture, Road Rehabilitation) as “Afghan Database” throughout these tables.

Gujurat				
India/ Rajasthan	2000/2001 CARE WVI CRS	drought \$400,000 25,000 families	CFW and FFW for water projects: water retention infrastructure, expanded water storage capacity. Improved health of livestock and decreased rural-urban migration. Water-harvesting structures by CRS. CARE did follow-up evaluation on use of money from livelihoods perspective.	OFDA Staff and OFDA "Success Stories" 2001
India/ Orissa	FY2000 CARE	cyclone 6000 fishing families	Repair and reconstruction of small boats and provision of fishing nets. Groups formed of 5 members each to contribute part of the money needed to acquire the boats. 1000 families received boats. 5000 received nets.	OFDA "Success Stories", 1999
Tajikistan	late '90s, early '00s ACTED and others	drought	Water for agricultural uses through provision of pipes, grants directly to families; also efforts to bring in improved seeds from Turkey.	OFDA Staff
Tajikistan	late '90s, early '00s ACTED		Revolving loans for women's groups	OFDA staff
Afghanistan	pre 9-11, local Afghan orgs (inc. CHA)	urban women	Support to carpet weaving, blankets and other handicrafts for women	OFDA staff
Afghanistan/ Kabul	pre 9-11 PARSA	female-headed urban households	Taught young boys to be electrical apprentices, also help set up wool spinning cooperatives for women.	OFDA staff
Afghanistan	FY01-03 Concern	drought	Mills, roads, water supply facilities repaired through FOODAC, also constructed piped gravity-run water supply schemes, seed banks	Afghan database
Afghanistan/ Jowzjan & Samangan	FY01-03 GOAL	drought \$369,650 30,000 beneficiaries	Local market reconstruction also roads, schools, clinics, canals	Afghan database
Afghanistan/ Jowzjan & Samangan	FY01-03 GOAL	drought \$401,400 30,000 beneficiaries	Wheat seed distribution, provide training for planting techniques and crop protection (including locust eradication), implement seed multiplication table through CFW.	Afghan database
Afghanistan/ Balkh & Ghor	FY01-03 IRC	drought \$1,071,525 206,400 beneficiaries	Support to kitchen gardens through inputs and training, also support to cultivation of wheat, cotton, pulses, and poultry.	Afghan database
Afghanistan	FY01-03 MCI	drought \$3,000,308	Fruit tree nurseries, distribute saplings, CFW for infrastructure improvements, establish veterinary field units, wheat seeds, spare parts supplier, and build capacity of Helmand Arghandab Valley Authority. Establish spare parts supplier for wells.	Afghan database
Afghanistan	FY01-03 SCF/US	drought \$1,500,000	Heating fuel to IDP populations, also wood, stoves, pipes, chimneys, drill and rehab wells,	Afghan database
Afghanistan/ North and Kabul	FY01-03 SCF/US	drought \$769,838	Fodder delivery (for FAO) for up to 10,000 cattle in 8 districts. Also provided rainfed wheat seed and fertilizer and agricultural extension services.	Afghan database
Afghanistan	FY01-03 FAO	drought	Seed-for-work to clean irrigation canals and construct terraces.	Afghan database

Afghanistan	FY01-03 FAO	drought	Provided alfalfa (fodder) seeds, as well as wheat and sorghum.	Afghan database
Afghanistan/ North, Kabul, Parwan	FY01-03 ACTED	drought \$249,612 2,000 beneficiaries	“Food-for-seed” swap after harvest to allow communities to re-build and manage seed stores. Also created agricultural tool and machinery bank to allow for shared usage of tractors and plowing equipment. Distributed winter wheat seed.	Afghan database
Afghanistan	FY01-03 ICARDA	drought \$2,525,000	Seed multiplication program	Afghan database
Afghanistan	FY01-03 SNI	drought \$321,535 81,000 beneficiaries	Drill new wells, install water pipelines to replace open ditches, protect open water sources from animal contamination, construct gabion retaining wells.	Afghan database
Afghanistan/ North and Kabul and Parwan	FY01-03 ACTED	drought \$214,672 2,000 beneficiaries	CFW for women: producing clothing and quilts for humanitarian distribution, CFW for men on road reconstruction	Afghan database
Afghanistan/c ountrywide	FY01-03 CARE, GOAL, IRC MCI, SCF/US SNI, Solidarites ACTED		CFW for reconstruction of roads, irrigation, natural assets, bridges, earthen dams, digging wells. schools, health facilities, farm-to-market roads	Afghan database
Afghanistan/ Wardak and Gazni	FY01-03 CARE	drought \$826,334 120,000 beneficiaries	Construction of erosion barriers, rehab of irrigation systems, small livestock husbandry training, repair of village-to-market roads and associated infrastructure.	Afghan database
Afghanistan/ Northeast	FY01-03 Concern	drought \$944,478 305,000 beneficiaries	Seeds, seedlings, tools, agricultural implements, agricultural training, rehab of canals, terraces, and rainwater storage reservoirs.	Afghan database
Afghanistan/ Balkh, Bamiyan, Samanagan	FY01-03 Solidarites	drought \$668,267 5,385 beneficiaries	Rural rehabilitation kits (seeds and tools); CFW micro-projects to rehab agriculture; provide water for agriculture and human consumption; improve farm-to-market roads; build terraces, improve meadows, plant trees	Afghan database
Afghanistan/ Wardak and Gazni	FY01-03 CARE	drought \$89,127 800 beneficiaries	Construction skills and other income-generating programs (unspecified),	Afghan database

Southeast Asia and the Pacific

Country	NGO/Year	Funding/ Beneficiaries (if available)	Brief Description	Source
Philippines	FY66	volcano-affected	200 tons bagged corn for livestock	AR FY66
Vietnam	FY 66	flood 125,000 (75 dead)	Road repair; \$1 million program for rapidly growing crops to offset rice losses through provision of maturing seeds, water pumps and	AR FY66 p. 113 (182/226)

			engines to drain fields (and for later irrigation use)	
Laos/ Mekong	FY 66	floods	Rice and vegetable seeds	AR FY66
Philippines	FY67	typhoon 18,000 homeless & farmers \$4,900	300 rice growing kits containing IR – 8 rice seed, fertilizer and insecticides/pesticides sufficient for a one hectare plot	AR FY67 p. 104 (127/253)
South Korea	FY 70	floods	Eighth US Army provided heavy equipment company to assist with road repairs	AR FY70 p. 314 (321/335)
Philippines	FY71	typhoon	US military units provided bridging; AID provided power specialists to address power and water shortages; operation also included local procurement of seeds/fertilizers (\$11,566); PL 480 FFP commodities for use as animal feed, valued at \$117,940	AR FY71 p. 113-115 (124-6/192)
Indonesia	FY 73	drought	USG provided seeds	AR FY73
Fiji	FY83	cyclone	\$125,476 for a Small Projects Assistance/Disaster Program for rehab of kitchens, water supply systems and vegetable crops. Accelerated Impact Program grant of \$10,000 to the GOF to provide seeds, cuttings, and fertilizer. An addition \$27,160 in grants was provided to purchase planting materials and fertilizer for a quick cash crop.	AR FY83 p. 48 (54/140)
Indonesia	FY83	volcano Amb's Auth. \$25,000	Part of donation used to buy 14,000 hoes	AR FY83 p. 54 (60/140)
Philippines	FY 84 Project Compassion (local NGO)	typhoon \$865,500 \$100,000 (from AID)	Repair of electric power received highest priority, 40% of cost for purchasing poles and 60% for labor. Mission provided short-term rehabilitation assistance in the disaster zone, including \$62,000 to assist in rebuilding efforts \$27,500 for vegetable seeds, and \$10,500 for raising poultry.	AR FY84 p. 65 (70/101)
Philippines	FY85 Philippine Business for Social Progress (local)	typhoon \$540,000	\$40,000 to Philippine Business for Social Progress for housing construction for 700 families; \$500,000 to re-establish electrical services, 50% of the project for purchase of new poles, most went to labor costs.	AR FY85 P. 103 (115/154)
Philippines	FY86 CRS and GOP	typhoon \$100,000 to GOP	CRS delivered rice, corn and vegetable seeds in remote areas. \$100,000 to GOP for replacement seeds for small farmers. Also a 50% subsidy of the market price of the seeds (enabled 3,862 severely affected farmers to buy enough seeds for 2 ha land.)	AR FY86 p. 94 (87/145)
Philippines	FY86	typhoon	5 sawmills purchased in Papua New Guinea. InterTect did housing reconstruction.	AR FY86 p. 101 (103/145)
Cook Islands	FY87	Cyclone Raja \$5,000	To finance the replacement of the badly damaged government tourist center	AR FY 87 p. 31
Tokelau Islands, New	FY87	Storm Amb.'s Auth:	To rebuild "wood work and home economics classroom" at the only school on Nukunonu	AR FY87 p. 50

Zealand		\$10,000	Atoll	
Philippines	FY88 PBSP (Philippine Business for Social Progress), ADRA, CARE	Typhoon Nina \$884,165	1 st known use of the term “livelihood” to describe an OFDA response. Rebuilding of shelter with storm debris or through local purchase of materials, income generating assistance to 2,717 households, provision of seeds, nets, and other inputs that were destroyed.	AR FY88 p. 149 (128/132)
Philippines	FY89 PBSP (see above)	Typhoon Ruby \$225,000	Provision of “livelihood inputs”: seeds, farm implements, small farm animals.	AR FY 89 p. 59 (58/133)
Laos	FY91 WVRD	floods \$357,494	Famine mitigation. Public works projects to enable 1,000 households to supplement diet during the off-season in 1992. Also provided specific relief inputs, such as rice seed and draft animals.	AR FY 91 P 29 – 30 (28- 29/149)
Philippines	FY91 CARE	volcano \$445,000	Tools, shelter materials, tents, and cash wages paid to evacuees to assist the GOP in the clean up of ash deposits.	AR FY91 P. 42 (41/149)
Laos	FY92 WVRD	floods \$358,094	Assistance to farmers	AR FY92 p. 24 (25/59)
Cambodia	FY 92	post-conflict \$2,360,287 total OFDA	Demining and rehabilitation of a vitally important road (Route 69) in NW Cambodia. Allowed for an estimated 300,000 refugees and IDPs to return from the Thai-Cambodia border area and to claim relatively mine-free uncultivated agriculture land near the highway.	AR FY 92 P. 45 (45/59)
Vietnam	FY92 SCF/US	typhoon Amb’s Auth. \$25,000 and \$19,217 to SCF/US	Purchase of fishing nets and other fishing needs.	AR FY 92 p. 48 (48/59)
Fiji	FY93 through USAID/Suva	cyclone. \$35,500	Grant Fiji’s Ministry of Primary Industries for 2,630 kg of seeds for affected farmers.	AR FY 93 p. 31 (31/57)
Vietnam	1990s World Vision		Oxen provided to families	OFDA staff
Vietnam	1997 World Vision	storms	Boats provided to most vulnerable in a fishing community (used for fishing, trade, transport, etc), also provided nets, shrimp and fish ponds	OFDA staff
Laos	FY98 CARE	floods \$156,557	Rehab irrigation infrastructure through FFW	AR FY98 p. 59
Papua New Guinea	1998 ARC	earthquake and tsunami \$650,000	“Rebuilding the livelihoods of affected communities” through mitigation and relief	AR FY98 p. 62
Mongolia	IFRC 1998/1999	blizzards livestock owners \$35,042	Animals were unable to forage for food after blizzard, and OFDA funded IFRC appeal based on fodder. Also sent OFDA assessment team.	AR FY01 p. 55
North Korea	FY99 WVI	food/health emergency \$290,000	Seed potatoes provided through air-lift and planted on a model farm.	AR FY99 p. 43
Vietnam	FY99 UNDP	floods \$171,000	Distributed rice and maize seeds and set up seed	AR FY99 p. 48

			banks for increased food security	
Vietnam	FY00 IFCR	floods \$225,000	Shelter repair and construction of flood-safe houses with permanent foundations and support poles	AR FY00 p. 62
East Timor	FY2000 CRS, WVI CARE	25,000 returnees coming to East Timor	Purchased and distributed seeds and tools for returnees to revive subsistence farming	OFDA “Success Stories,” 2001
China/ Tibet	FY01 Kham Aid Foundation	earthquake \$40,000	Critical bridge repaired between 2 market towns (controversial b/c of military use)	former OFDA staff
Indonesia/ Maluku	2001-2002 MCI	civil strife returning IDPs	Basic fishing support: nets, line, hooks, etc (Boats funded by other donors)	OFDA staff
Indonesia/ Maluku	2001-2002 MCI	civil strife IDPs in urban areas	Micro-loans to IDPs to help them set up or expand businesses (small cake and tea stalls, magazine and newspaper stalls, loans to buy coolers to take fish to markets, etc)	OFDA staff
Indonesia/ West Kalimantan	2001-2002 WVI and CRS	civil strife IDPs	“Livelihood support” to resettling IDPs, through FFW rehabilitation of infrastructure (land prep, seeds and tools, agricultural extension)	OFDA staff
Indonesia/ Maluku	2001-2002 ACF & CARE	civil strife IDPs in urban areas	Provision of “Income Generating Kits” containing basic tools. 20 types of kits (eg., Barber Kit, Tin Smith Kit, baker kit, carpenter kit, vendor kits, pushcart kit) based on survey of interest and skills	OFDA staff

Europe and the Middle East

Country	NGO/Year	Funding/ Beneficiaries (if available)	Brief Description	Source
Jordan	FY66	flash floods	USAID highway engineers and technicians repair roads and water supply system	AR FY66 236/266
Jordan	FY68	refugees from the Middle East conflict \$263,158	Funded manufacturing and provision of tents made by Tibetan refugees living in India. 2,000 tents.	AR FY68 p. 91 (112/182)
Romania	FY70	floods \$11,590,000	Vegetable seeds, alfalfa seeds, and equipment for bovine artificial insemination. Credit of \$1.5 million to be use to purchase soy been seed.	AR FY70 p. 78-81 (85-88/335)
No. Iraq	FY93 WFP and SCF/UK	Gulf War \$4.2 million (total assistance)	Partial funding for WFP's local wheat procurement and provided funding to SCF/UK to repair a section of the Atrush road.	"Iraq After Action" p. 77
No. Iraq	FY93	Gulf War	Local purchase of wheat.	"Iraq After Action" p. 77
No. Iraq	Dec. 1993 North West Medical Teams (NWMT)	Gulf War	Vaccinating for goats, sheep and cattle, up to 5 million livestock by 1994.	"Iraq After Action" p. 78
No. Iraq	early 1994 DART funded	Gulf War	Irrigation projects	"Iraq After Action" p. 78
No. Iraq	early 1990s Kurdish NGOs	Gulf War	Local procurement of some shelter needs (doors and windows), and some support to local contractors	Former OFDA staff
Lebanon	FY 93 11 local NGOs	displaced persons \$200,000	OFDA provided cash grants to 11 indigenous NGOs "to rehabilitate housing, provide emergency medical services and assist farmers in replenishing killed livestock."	AR FY 93 p. 40
Former Republic of Yugoslavia	FY 94	conflict	Seeds and tools funded by UNHCR, OFDA, and several others resulted in "plentiful harvest in central B-H" and contributed to improved overall situation.	AR FY 94 p. 45
Former Republic of Yugoslavia	FY94 DART Rapid Response Fund & NGOs	conflict \$370,000 (DART) \$23.2 million (to NGOs)	Included spare parts for garbage trucks, tool kits. NGOs distributed fuel, seeds, and other commodities.	AR FY 94 p 46
Bosnia	FY97 MI/USA	post-conflict Breza	Provided seeds and tools – seeds found to be the only source of income in the town.	OFDA "Success Stories" FY97

Kosovo	1998/1999	civil strife	Fodder provided in the form of urea blocks (for energy component due to late hay harvest)	OFDA staff
Kosovo	1998/1999	civil strife small business owners and farmers	OFDA funded NGOs to help businesses re-stock after destruction. Most were businesses that provided agricultural inputs, such as tractor parts. Also helped establish a shared tractor system with rotational schedule for use.	OFDA staff
Kosovo	1998/1999	civil strife	Local production of some shelter needs (eg., stoves, windows and door frames)	Former OFDA staff
Kosovo	1998/1999	civil strife agricultural communities	Provided fuel to extension workers so that they could reach the farms	OFDA staff
Bosnia	mid-90s IRC	civil strife	Relied heavily on local production (for ovens, shoes, socks, blankets) and supported local factories to do this work	OFDA consultant and NGO partner
Bosnia/Sarajevo	early to mid-90s IRC	urban residents under siege	Seed program to enable besieged residents to grow vegetables on balconies, etc. Marketed surplus, “concentrated communal effort to maximize production,” also for psychological benefits.	OFDA consultant and NGO partner
Bosnia/Central and Northern	early to mid-90s IRC	civil strife	Grain and vegetable seeds provided during conflict. Helped people stay in their homes, produce food locally, and decreased difficult logistics of bring food in from outside	OFDA consultant
Bosnia/Sarajevo	early to mid-90s IRC	urban residents under siege	Several tons of barley provided to local brewery, which had been lacking inputs, using dish soap to get foam, making people sick, cutting down on sales.	NGO partner
Bosnia/Sarajevo	early to mid-90s IRC	urban residents	Smuggled in pallet of fertilized eggs to try to lower price of chickens and eggs on the market (but did not do follow-up of effects)	NGO partner
Kosovo	1998/1999	civil strife	Training provided to tractor mechanics. People could come to the shop and get their tractor fixed for free, but then had to go plow someone else’s field in exchange.	Former OFDA staff
Kosovo	FY 2001 FAO	in response to livestock losses (est. at 60-80%)	Vaccinated 200,000 cattle, 150,000 sheep and goats in communities most affected by disease	OFDA “Success Stories,” 2001
Macedonia/Kosovo	US and UN humanitarian orgs	civil strife	Bought goods in Macedonia for Kosovo response, with <i>explicit</i> goal of supporting Macedonian livelihoods.	Former OFDA staff
Macedonia	FY1998/1999	civil strife	“Buy Macedonian Campaign.” Encouraging all donors, NGOs, and UN agencies to buy from Macedonia instead of shipping in from outside.	Former OFDA staff
Kosovo	FY1998/1999	civil strife	Limited local purchase and manufacturing of shelter supplies, such	Former OFDA staff

			as window and doorframes. Also use of local architects and builders for technical assistance.	
Bosnia/ Saravejo	early-mid 1990s IRC	women living under siege	Support to women's handicraft groups. Considered "psychosocial micro-grants" set up groups around handicrafts but designed to provide social interaction.	NGO partner

East Africa

Country	NGO/Year	Funding/ Beneficiaries (if available)	Brief Description	Source
Sudan	FY65	train wreck (killed 124 people) \$5000	Cash for Sudanese dependents of victims of train wreck	AR FY65
Uganda	FY 83	civil strife IDPs \$75,000	Purchase of hoes and pangos (machetes)	AR FY83 p. 35 (41/140)
Ethiopia	FY85 HPI and CRDA	drought \$540,000	To purchase 2,000 oxen locally over two years and distribute them through PVOs to farmers. Some plows and other farm implements also included.	AR FY85 p. 29 (41/154)
Sudan	FY85	civil strife	Assistance for transportation and shipping infrastructure. Locomotive spare parts (\$3,016,561); 4 Vac-u-vators and 8 3-ton hoppers for Port Sudan (\$346,089). Mission hired 3 contractors to work with USAID/Sudan to, among other efforts, monitor agricultural projects and emergency seeds assistance. Grant to GOS for purchase of 10 GE locomotives (\$8,000,000); contract with Arkel Talab cargo service for repair and maintenance of the railroad (\$2,400,000); rental of equipment to repair the rail line (\$700,000); wheat seed rehabilitation program (\$3,500,000); sealift of locomotive spare parts (\$15,143)	AR FY85 p. 79 – 80 (91-92/154)
Sudan, Sahel, Horn	FY86	funds from African supplemental	Road and bridge repair in the Sudan; food crop and seed procurement; small water projects in the Sahel and the Horn	AR FY86 p 6 8/154
Ethiopia	FY86 multiple partners	all Ethiopia work funded under the supplemental	Grant to Partners for Productivity for seed program in Wollo and Tigray (\$250,218), grant to LRCS for agriculture recovery program in Wollo (\$2,588,292), to CARE for agriculture recovery program in Harerge (\$110,179), to WVRO for ag recovery in several locations (\$3,000,000). Grant to SCF for agricultural recovery in No. Shoa and So. Wollo (\$692,762), to CARE for agpak	AR FY86 p 25-26 (28/145)

			program in Wollo, Tigray and Harerge (\$725,908), grant to FHI for agricultural recovery program in Shoa and Gondar (\$463,273), grant to LWR for agpak program in several provinces (\$490,356).	
Sudan	FY 86		Road and bridge repair/rehab grants (rehab of Zelingei-El Geneina road and the Kosti-Tendelti road, among other projects)	AR FY86 p 29 (31/145)
Uganda	FY86	civil strife IDPs \$1million total OFDA)	\$500,000 for the purchase blankets, saucepans, hoes, 12,000 pangas and seeds for 13,130 families.	AR FY86 p. 85 (87/145)
Ethiopia	FY87 American Joint Distribution Committee	drought \$450,000	Agricultural rehab in Gondor	AR FY87 p 21
Ethiopia	FY 87	1.5 million	Rehab and maintenance of the WTOE (inter-agency transport) truck fleet	AR FY87 p. 136
Sudan	FY87	rodent infestation \$233,819	wafarin (rodenticide), transportation, dyes, Vitamin K (poison antidote)	AR FY87 p. 154
Ethiopia	FY88 Ethiopian Council of Churches	\$150,000	Rehabilitation program—seeds, tools, other agricultural inputs	AR FY88 p 11
Uganda	FY88 Agricultural Cooperatives Development Int'l (ACDI)	drought IDPs \$220,000	To purchase and delivery pangas, hoes, crop seeds	AR FY88 p 107 (86/132)
South Sudan	FY89 UNICEF, ICRC, CARE, CRS	civil strife	Seeds, tools, and local transport. Goods to several locations, GOS and SPLA alike.	AR FY89 (106/133)
Uganda	FY 89 CARE	drought \$75,000	47 tons of seeds and cassava cuttings	AR FY 89 p. 113
So. Sudan	late-1980s to mid-1990s	civil strife and drought	Basic irrigation for improved rice cultivation.	OFDA staff
Ethiopia/ Borana	1990s CARE	civil strife and drought	Training for community animal health workers (CAHWs)	OFDA staff
Greater Horn of Africa	1990s	women	TBA training	former OFDA staff
South Sudan	FY90 CRS, UNICEF	civil strife \$805,813 (CRS) Unicef (\$1.27 million)	Seeds & tools (CRS in Equatoria, UNICEF distributed elsewhere in a UNICEF program for distribution elsewhere in southern Sudan (\$1.2 million) UNICEF funded fishing equipment (\$70,000). Also grants to UNICEF for OLS projects (including veterinary services, EPI, health, and distribution of seeds and tools)	AR FY90 p. 87 (86/135)
Sudan	FY90 World Vision	civil strife \$287,865	Cattle vaccination programs	AR FY90 p. 88 (87/135)
Sudan	early '90s	civil strife and	Blacksmith training	former

	CRS	drought		OFDA staff
So. Sudan	1990s	civil strife and drought	Road repair and local procurement.	OFDA staff
Sudan/ Um Rwaba	early 1990s SCF/US	civil strife and drought	Helped establish grain banks	OFDA staff
Tanzania	FY90	floods Amb's Auth: \$24,990	For the partial transportation costs and the purchase of 17 MT of Katumani seed from Kenya (which arrived less than a month after the disaster was declared).	AR FY90 p. 93 (92/135)
Ethiopia	early 1990s	civil strife	Fred Cuny given large amounts of cash to travel around Ethiopia and support markets as needed	former OFDA staff
Somalia	early 1990s WFP	civil strife and drought	Funding of small mills	OFDA staff
Somalia	early 1990s	civil strife and drought	Water pumps along Juba River	OFDA staff
Somalia	1993 CRS	civil strife and drought	Poultry raising	OFDA staff
Somalia	early 1990s SCF and ICRC	civil strife and drought \$1 million	CFW (\$1 million) for cleaning of irrigation ditches. (Most NGO programs in Somalia were CFW at the time.) ICRC was largest employer in the country in early 1990s.	OFDA staff
Somalia	early 1990s IRC	civil strife and drought	Micro-loans for milling and water pumps	OFDA consultant
Somalia/ Baidoa	early-mid 1990s GOAL	civil strife and drought farmers and orphanages	Trained oxen to be draft animals, also tool making. Both happened at orphanages as a means of indirect support.	OFDA staff
Ethiopia/ Tigray and Hararage	FY93 CRS	drought, food shortages, returnees	Seeds and tools	AR FY93 p. 19
Somalia	FY 93	civil strife over \$49 million	OFDA funding for non-food aid activities was provided to all areas of Somalia and for virtually all sectors, including food distribution, health, nutrition, sanitation, water, agriculture, livestock, demining, and assistance to displaced persons and refugees.	AR FY 93 p. 22
Sudan	mid-1990s	civil strife	Cash injection in Nuba Mountains, allowed traders to cross over Nuba Mountains while opposition area was under siege.	OFDA staff
Sudan/ Akot	mid-90s Norwegian People's Association (NPA)	civil strife	Seeds (3-month sorghum and drought resistant tubers), tools, extension services. 1,000 ox plows and training for 2,500 farmers and their oxen. Road repair allowed market access between Akot and Agang and enable relief truckers from Uganda to conduct private business with local traders.	OFDA "Success Stories," 1999
Sudan/ Bor County	mid-1990s		Flood control through dyke building	OFDA staff
Sudan	mid-late 1990s		Terracing in Nuba Mountains to prevent erosion, also dyke rehabilitation	OFDA staff
Sudan/ Showak	mid-late 1990s		Bunding for improved water retention on flat sorghum fields	OFDA staff
So. Sudan	World Vision and CARE		Exchange rates set with local authorities	OFDA staff

Kenya	FY97 WaterAid (UK) & ITDG	drought Gabbra pastoralists	To respond to severe livestock losses: 1) rehab of 6 boreholes 2) medicines to improve livestock health	OFDA, “Success Stories” 1997
Sudan/ Equatoria	began 1997	women	Cooperatives of women to make and market lulu nut products	OFDA staff
Sudan/ Tambura	IMC FY 98	sleeping-sickness	Collected data on the epidemic, provided treatment to reduce mortality, screened 33,000 Sudanese. Also worked to increase the local health capacity, including the rehabilitation of 5 PHC centers and training of more than 100 local staff.	“Sum- mary of Declared Emer- gencies,” 1998
Sudan/ Tambura	98/99		Seeds and marketing program to assist farmers to produce 1100 MT of high quality maize and sorghum seeds. Road rehabilitation to facilitate the movement of surplus produce to deficit areas.	OFDA, “Success Stories”, 1999
Kenya/ Turkana	late ‘90s World Vision	drought	Provided small hand operable maize to groups of households.	former OFDA staff
Kenya/ Tana River	late 1990s CRS	floods women	Women formed groups and were trained to start mango nurseries; also support to kitchen gardens.	former OFDA staff
Kenya	1999/2000 CARE		Fodder included as part of animal nutrition program.	former OFDA staff
Ethiopia	1999/2000 CARE		De-stocking: animals exchanged for grain, veterinary services, dried meat. Meat to schools. EU funded radio broadcast of price and market information.	OFDA staff
Uganda/ Lira and Kitgum	FY2000 CRS	civil strife 12,000 displaced families	Assist returning families to obtain seed for planting when they returned home. CRS distributed seed vouchers and set up special market days and seed fairs. First OFDA funding of a seed voucher system following a disaster.	OFDA, “Success Stories” 2001
So. Sudan			Improved technology for drying fish	OFDA staff
Sudan	SupraAid, NPA, WVI		Provided ox plows.	OFDA staff
Eritrea/North Red Sea Zone	FY 2000 CARE, Vision Eritrea, MOA	drought 4,200 farm families	OFDA funded distribution of maize and pearl millet seed. OFDA also paid to fund the farmer’s portion of plowing costs. (Plowing usually done by MOA with farmer paying 1/3 rd of cost.) Estimated higher yields to produce fodder, food supply, and 800 tons of surplus for sale by farmers.	OFDA, “Success Stories”, 2001
Sudan/ Western Equatoria	early ‘00s CARE & World Vision		Set up barter shops for trading household and agricultural items imported by NGOs (such as tools, cloth, bikes, etc). Barter shops later switched to cash. Seed fairs.	OFDA staff
Kenya	2000 CRS	drought	CFW provided for terracing and water catchments improvements; also seed vouchers for local merchants	former OFDA staff
Eritrea	early ‘00s CARE	drought	Local grain purchase and seed distribution, subsidization of tractors to help prepare land.	OFDA staff
Djibouti and	2000		Rehabilitation of roads between Djibouti and	former

Somalia	WFP and UNDP		Somalia (WFP); Rehabilitation of Somali ports (UNDP) at Berbera and Bosaso. Done for movement of relief goods but had great impact on commerce through movement of goods.	OFDA staff
Somalia	early '00 CARE through ICRISAT	farmers in the breadbasket region	Seed multiplication of drought resistance sorghum and maize; training, production of seeds, attempts to market in Bay region; storage of seeds.	former OFDA staff
Kenya	on-going Tufts University		Re-stocking. Trying to use people and organizations who knew their traditional communities very well	former OFDA staff
Kenya	on-going Tufts University	pastoralist communities	PARC-VET project: paravet training	former OFDA staff
Kenya	2000 CRS	drought	CFW provided for terracing and water catchments improvements; also seed vouchers for local merchants	former OFDA staff

Southern, Western, and Northern Africa

Country	NGO/Year	Funding/ Beneficiaries (if available)	Brief Description	Source
Tunisia	FY64 US Army Corps of Engineers	floods	Floods destroyed vital railroad bridge, resulting in losses over \$1m/month in foreign exchange. USG provided a Bailey Bridge.	AR FY64 p. 7 (part II)
Malawi	FY65	ferry tragedy (100 people died) \$2,800	Cash given to dependents of victims of ferry tragedy	AR FY65
Bechuanaland	FY66	drought and famine	Provided ground corn for cattle, which was essential to enable oxen to be strong enough to plow after the first rainfall	AR FY66
Malagasy	FY 68	cyclone Amb. Auth: \$10,000	Ambassador authorized cash grant in local currency to rebuild rural bridges	AR FY 68 p. 16 (37/182)
Nigeria/ Biafra	FY69	civil strife	Chickens brought in by airlift	AR FY69 p. 38, 50/242
Tunisia	FY 70	floods over \$4 million	USAID purchased 40,000 items of cooking and eating utensils (including primus stoves) from a local aluminum factory and donated them to the disaster victims. Also provided three Bailey Bridges to reopen highways and railroad bridges, repaired roads.	AR FY70 p. 60-61 (67-68/335)
Botswana	FY83	drought	Supported GOB disaster efforts,	AR FY83 p. 16

		Amb.'s Auth: \$25,000	including provision of seeds, botulism vaccine and Vitamin A for cattle to pastoralists, supplementary livestock feed, and cash and in-kind payment for labor-based relief projects	(22/140)
Senegal	FY83	flood Amb.'s Auth: \$25,000	Donation to Senegal disaster committee to provided medicines, seeds, receptacles for drinking water	AR FY83 p. 25 (31/140)
Burkina Faso	FY84 SCF and Centre International de Developpement et Recherche	drought/food shortage 2 grants of \$12,500 each	To purchase 50 MT grain on the local market and distribute to village groups and cereal banks	AR FY84 p. 12 (17/101)
Ghana	FY84 CRS	food shortage \$1.7 million	Provision of agriculture tools to farmers and "tires, spare parts, and tarpaulins as incentives to truck operators." Also 160 MT of rice seed purchased from the Philippines and distributed to the Ghana Feed Company.	AR FY84 p. 17-18 (23/101)
Mozambique	FY84	cyclone	OFDA helped fund other donors to buy motors and parts to refurbish the pumps of private farmers	AR FY84 p. 37 (42/101)
Niger	FY84 Africare, Tufts University	drought \$400,00 (approx.)	Provided relief to those who had lost their cattle, e.g., animal health provision to herders. Supplemented maternal and child feeding for pastoralists, expanded emergency dried meat program.	AR FY84 p. 49 (54/101)
Burkina Faso	FY85	drought over \$2.4 million	Provided food, nutritional surveillance, dam construction, wells, roads. 19,000 MT of red sorghum to be delivered through cereal banks and through the OFNACER commercial network to increase mkt. supply of food. Also provided 10 mills to process grains (purchased in Lome, Togo). Also supported government in reconstructing Ouagadougou Dam no. 2, as well as technical assistance, water tanks, and drilling and repair of wells.	AR FY85 p. 6-7 (18- 19/154)
Chad	FY85	drought Amb.'s Auth: \$25,000	Purchase of seeds, tools, fuel, and other household items; rice seeds airlifted in from Senegal (\$264,698)	AR FY85 p. 16, (28/154)
Lesotho	FY85	storms Amb.'s Auth: \$25,000	To repair the Khubelu River crossing with gabions and cement purchased locally.	AR FY85 p.40 (52/154)

Mali	FY85	drought	Sale and distribution of PL 480 Title II grains; money from sales used to transport other commodities to rural areas; funded DOD to install 60 MT capacity raft to carry supplies across Niger River until ferry service repaired; deepened 5 wells in isolated regions	AR FY85 p. 44 (56/154)
Mali	FY85 Africare	drought 1.7 million out of supplemental funds	Food crop production	AR FY85 p. 45 (57/154)
Mozambique	FY85	Amb.'s Auth: \$25,000	To repair roads	AR FY 85 p. 59 (71/154)
Niger	FY 85 Government of Niger	drought 1.78 million to GON from FY 84 special appropriation	Internal transport of emergency food.	AR FY85 P. 62 (74/154)
Niger	FY85 Africare	drought \$12,500 (Africare) \$175,000 for emergency support to herders \$78,500 for VP Bush's plane	FFW project (TA, tools, seeds, fertilizer, materials for well construction and staff). Special relief project for nomads. Emergency feeding, shelter and medical support to herders. VP Bush also brought food, medical supplies, seeds and OFDA paid for plane.	AR FY85 p. 62 (75/154)
Cape Verde	FY85	undeclared disaster, \$700,000 out of supplemental	Road and bridge repair	AR FY85 p. 135 (147/154)
Botswana	FY86	drought Amb.'s auth: \$25,000	CFW to support the GOB's Handstamping Program that paid rural women to pound sorghum into flour for a school feeding program.	AR FY86 P. 60 (62/145)
Botswana	FY86	drought \$1 million	To support GOB's agricultural recovery efforts.	AR FY86 p. 24 (26/145)
Mali	FY86 Africare	drought \$1.723 million	Food crop production in Timbuktu, involving a small-scale pump irrigation.	AR FY86 p. 27 (29/145)
Mozambique	FY86	drought \$800,000 in response	Purchase of seeds	AR FY86 p. 27 (29/145)
Niger	FY86 LWR & Africare	drought \$911,000	Grant to LWR for an emergency and rehab project to help pastoralists regain self-sufficiency (\$61,000); Amendment to Africare grant to continue recovery and rehabilitation in work to support agricultural recovery and village	AR FY86 p. 28 (29/145)

			restoration (\$850,000)	
Chad	FY87	rodent control \$32,710	Response to severe damage to 1986 crops, including groundnuts, vegetables, millet and sorghum.	AR FY87 p. 129
Mozambique/Tete and Zambezia	FY87 World Vision	civil strife \$500,292	Distribution of agricultural packs (seeds, tools and fertilizers).	AR FY87 p. 140
Lesotho	FY88 support to Min. of Agriculture	drought \$531,010	Support to MOA rehab program to purchase seeds and livestock fodder	AR FY88 p. 66 (49/132)
Angola	FY89 support to ICRC airlift	civil strife \$237,280	Airlift included seeds	AR FY89
Guinea Bissau	FY89	fire Amb's Auth: \$10,000	Rice and seeds for 525 families who lost homes, crops, seed stores, and food	AR FY89 p. 87
Malawi	FY89 ARC and Africare	floods \$100,000 (ARC) and approx. \$120,000 (Africare)	To provide ag-paks and clothing (ARC); to provide seeds, hand tools, fertilizers (Africare)	AR FY89 p. 88
Togo	FY89 Africare (listed in FY90 report)	drought Amb's Auth: \$25,000 Africare: \$28,890	Ambassador's funds used for seeds (corn, sorghum, rice, beans, peanuts). Africare: seeds, tools and fertilizers for displaced farmers.	AR FY89 p. 111 AR FY90 p. 13 (12/135)
Angola	FY 90 ICRC	civil strife \$2.1 million Total OFDA response: \$4,188,402 for the year	Food, seeds, tools and blankets to 30,000 families.	AR FY 90
Mozambique	FY 90 thru mission allotment to USAID/ Maputo	civil strife \$500,000	Procurement for sorghum, butterbean and cowpea seed, distributed to displaced farmers in the four southern provinces in time for planting. [2/3rds of food aid to Mozambique was monetized by Ministry of Commerce for affected urban dwellers]	AR FY 90 p. 76 (75/135)
Mozambique	FY90 World Vision and AirServe	civil strife \$394,460 for air services \$484,000 for airlifts \$500,000 for seeds	Airlifts included ag paks, and funded AirServe to purchase a Cessna Caravan provided a grant to run air services and provided a grant to World Vision for emergency airlifts.	FY AR 90 p. 76 (75/135)
Angola	FY91 grants to UN and 6 US PVOs	Multiple project grants	Special Relief Program for Angola. Activities included an	AR FY 91 (p. 57-58, 56-

	working under SRPA umbrella		IMC project for seeds and tools (\$1,744,642) and well-drilling (\$557,052) (plus other health initiatives). Also had a WVRD food/seeds/tools distribution project \$2,712,722.	57/149)
Guinea Bissau	FY92	fire Amb's Auth: \$25,000	Purchase and transport of palms to be used as roofing material, as well as seeds and tools for the upcoming planting season.	AR FY 92
Sierra Leone	FY 93 Africare	civil strife \$488,800	Health, feeding, and agricultural rehabilitation in southern and eastern areas	AR FY93 p. 22
Zambia	FY 93 through AID mission	drought	Fumigation and storage costs to deal with armyworm threat to maize harvest.	AR FY 93 p. 25
Zimbabwe/ Matabeleland	FY 93 CRS	drought \$834,950	Project for seeds and the construction of water catchments.	AR FY 93
Chad	FY 94	drought Amb's Auth. for \$25,000	Rehabilitate two wells to prevent pastoralists were migrating south, selling their plow animals and opening termite mounds to recover stored grain.	AR FY 94 p. 23 (24/71)
Liberia	FY94 CRS, AICF/F, MSF/H, SCF/UK, Africare and Opportunities Industrialization Center, International	civil strife	In addition to activities listed above, FY1994 included a training and resettlement program in Monrovia for demobilized soldiers.	AR FY 94 p 26 (27/71)
Sierra Leone	FY 94 CRS, ACF/F, Africare	civil strife \$2,218,846 total	Activities included seeds and tool distribution	AR FY 94
Rwanda	FY 94 Int'l Institute for Tropical Agriculture	civil strife	"Seeds of Hope": tried to preserve genetic diversity of seeds, to replenish seed stocks and help repair seed multiplication farms that had been destroyed. Pest-resistant seeds grown in neighboring countries and distributed to returning Rwandan farmers by national and int'l aid orgs. Generated roughly 1/6 th of maize seed needed for planting season.	AR FY 94 p. 15
Zaire	FY94 WVRD, CRS, MSF/H/B/F	civil strife total grants \$10,043,826	Resettlement assistance for IDPs, and support of urban gardens	AR FY 94 p. 35
Sierra Leone	FY97 World Vision	civil strife IDP & farm families	Farm inputs to help IDPs "rebuild their shattered	OFDA, "Success Stories"

			livelihoods” (seeds, tools, cuttings)	FY97
Burundi	1997 to present IMC	civil strife mothers at TFCs	Vegetable gardens established for mothers of children in therapeutic feeding centers.	former OFDA staff
Angola/ Malanje	late 1990s Concern	families of SFC patients	Guinea pig kits to families of kids with high rates of recidivism in SFCs, also community gardens	OFDA staff
Rwanda	mid-late ‘90s		Terracing for improved land use.	former OFDA staff
DRC/ Uvira (Swima)	FY97 SNHR (local NGO)	civil strife (water system of village had been destroyed)	Water from a spring was challenged to village through underground pipes into a pressure tank and reservoir. SNHR formed a committee of 5 people who mobilized 1,000 to dig trenches.	OFDA, “Success Stories,” FY97
Namibia/North	late 1990s	livestock farmers	Drilled wells for grazing animals.	OFDA staff
Liberia	Multiple PVOs 1989-1999 .	civil strife funded agriculture beginning in '92 Total OFDA contribution (10 years): \$63,218,571	“Protection of livelihoods”: OFDA funded seeds and tools program beginning in '92 and continued throughout the civil war, also included extension training, development of community-based swamps for better rice production, seed multiplication, seed payback schemes, provision of food to farmers to prevent seed consumption. Created Seeds and Tools Committee of major players. “The emergency seeds and tools program has had a profound impact on agricultural production and protection of livelihoods of the rural population” (p. 18).	OFDA, “Liberia Complex Emergency, (1989-1999),” Final Report. April 2001.
Rwanda	FY97-98 World Vision	food shortages of returnees \$858,000	10 million sweet potato cuttings, 600,000 cassava cuttings, also seed multiplication, training farmers and local agronomists, revitalizing farmer associations, supplying seeds and tools. Farmers sold surplus seed to WVI for distribution elsewhere in the country.	OFDA, “Stories from the Field” 1998
Liberia/ Lofa County	FY98 LWF	civil strife returnees and rural residents	Development of swamps within communities to allow for better rice production, increase availability of local rice seeds, and to prevent destruction of forests.	OFDA, “Liberia Complex Emergency,” (1989-1999),” Final Report. April 2001.

DRC/ Kinshasa	FY98 CRS	landslide \$25,000 Matete Commune, pop: 10,000	Built dams of sand bags in ravines to prevent slides. Replanted steep ravine slopes with grass and bamboo to slow water run-off. Strengthened a water retention basin. Provided shovels and wheelbarrows to community.	OFDA, "Stories from the Field," 1998
Burundi/ Karuzi	FY98 World Vision	civil strife 5,000 families vulnerable households	Provides seeds and tools, technical assistance, fertilizer. Households agree to attend monthly training sessions.	OFDA staff
DRC/ Katanga and Kisangani	mid-late '90s WFP (OFDA funded airlifts)	civil strife	WFP would try to maximize local employment. Used CFW.	OFDA staff
DRC/ Goma	2001 CRS	volcano	Shelter repair, recognizing importance of home-based enterprises in area	OFDA staff
DRC/ South Kivu	on-going SCF/US	civil strife Bunyakiri: pop. 108,500	To maintain and repair a key road to facilitate trade and improve FS	OFDA staff
DRC/ Kinshasa	on-going CRS	over-crowding Kinshasa communes	Cleaning of area to prevent flooding through canal rehab	OFDA staff
DRC/ Kinshasa	2002 ACF	IDPs living in Kinshasa and Equatoria	Provided fishing nets in peri-urban areas; urban gardening for IDPs in Equatoria	OFDA staff
DRC	early 2000s IRC	civil strife communities with large % of IDPs	Income-generation through fishing and soap-processing	OFDA staff
DRC	1999 to present GAA	civil strife	Providing seeds to peri-urban areas in Bandundu, Katanga, Kinshasa; establishing local seed banks for distribution; repair feeder roads for market access	OFDA staff
DRC/ Katanga	1990s IRC Umbrella Grant		Guinea pigs	OFDA staff
Mali/ Bamako	early '00s AAH	high-density areas 2 communes in peri-urban area	Flood threat reduction by clearing trash from canals, saving HBEs and shelter, providing support to metal industries through secondary market for trash cans, trailers (for rubbish)	OFDA staff
Sierra Leone	2000-2002 World Vision	Freetown residents, esp. women	kitchen gardens for women for income gen. and consumption, guinea pigs, women to sell or give away offspring, poultry raising	OFDA staff
Sierra Leone	FY01 International	farmers and Institute of	Improved planting materials of	OFDA, "Success

	Institute of Tropical Agriculture	Agricultural Research (IAR)	cassava, yams, improved seeds of maize, cowpea, and soybean, and basic farm tools. Also support to IAR.	Stories”, FY01
Burundi	late ‘90s-early ‘00s CRS	civil strife	Seed fairs and seed multiplication	OFDA staff
DRC/ Kivus	late 1990s-early ‘00s GAA	civil strife	Roads and potato seeds. Potatoes were both famine food and for cash income. Gave seeds to IDPs living with host families. Seeds bought locally.	OFDA staff
DRC (eastern)	late 1990s-early ‘00s OFDA took over from OTI	civil strife	Road maintenance. Very controversial because of military use, but community had stressed importance of road to their livelihoods.	OFDA staff
DRC (eastern)	late 1990s-early ‘00s ACF	fishing communities	Gave fishermen nets on rotating credit, also replanting reeds near banks, keeping fisherman close to shore	OFDA staff
Burundi and DRC	late 1990s-early ‘00s ACF	fishing communities	Fish farming, fish station, setting up ponds, pond cleaners	OFDA staff
Burundi	mid-late 1990s WVI	civil strife	Goat restocking	OFDA staff
Burundi	late ‘90s-early ‘00s Concern	civil strife	Cash crops—potatoes	OFDA staff
Uganda	2001/2002 CRS and CARE	drought	Seed vouchers	OFDA staff
sub-Saharan Africa	since Oct. 1998 IITA	Cassava Mosaic Disease (CMD)	CMD has devastated cassava production in East Africa. Support to IITA and its partners to try to tackle epidemic through monitoring, multiplying resistant varieties, train in CMD mgmt. methods.	OFDA, “Success Stories,” 2001
DRC/ Goma	2001 CRS	volcano	Shelter repair and reconstruction, all through CFW, shelter reconstruction would include a certain # of market repair kits	OFDA staff
Zimbabwe	on-going through AID mission	households with “terminally-ill” member (usually HIV/AIDS)	Provides cash crop that is easier to harvest, households sells small portion into larger reserve; crop is also high-protein (good for AIDS patients)	OFDA staff
Burundi/ Northern	2000/2001 IMC, MSF, UNICEF	malaria	“Malaria Initiative”, includes aspects to address food security and malnutrition.	OFDA staff
Burundi	2000/2001 IMC		Training of TBAs and CAHWs	OFDA staff
Burundi	2002 World Vision	civil strife	Micro-loans for restocking of livestock. Tried micro-loans to rent lands, did not work.	OFDA staff

NB: Multi-country response to grasshopper, locust, and cricket infestation, FY 1986-1989. OFDA TOTAL: \$30,603,141. Assistance provided to: Algeria, Burkina Faso, Botswana, Chad, Cameroon, Cape Verde, Ethiopia, Gambia, Guinea-Bissau, Jordan, Mali, Mauritania, Morocco, Niger, Senegal, Sudan, Tanzania, Tunisia, Yemen, Zambia.

Annex II – Terms of Reference

Desk Study OFDA Investments in Livelihoods

Purpose:

To increase awareness among OFDA staff of the scope, range and nature of livelihood-related emergency investments that OFDA is supporting, and has historically supported in times of crisis. The aim of this work is to increase the range of interventions that OFDA staff will consider as potentially appropriate (i.e., within OFDA's mandate of saving lives and reducing human suffering) interventions in disasters.

Scope of Work:

1. Review current portfolios of OFDA projects by examining project documents and interviewing key USAID staff. Select, compile and describe a sample of projects from a range of sectors and regions that have a component for protecting, promoting or stimulating livelihoods intended as life-saving relief, disaster mitigation/preparedness or disaster recovery interventions.
2. Identify projects for field based analysis between 2003 – 2004.
3. Produce a paper for OFDA that describes the range and scope of livelihood-related projects that OFDA has and currently is supporting in a range of sectors across a range of countries and disaster types.
4. Orally present findings, including a discussion of the programmatic implications of the study, to OFDA staff.

Annex III. People Interviewed (in person, via email, or by phone) for this Report

Caroline Abla	Greg Gottlieb	Lauren Landis	Amy Paro
Rob Andrew	Bill Hagelman	Liz Lukasavich	Joe Ponte
Georgia Beans	Harlan Hale	Ron Libby	Laura Powers
Paul Bell	Tami Halmrast-Sanchez	Dave Lillie	Marion Pratt
Pete Bradford	George Havens	Ric Machmer	David Rhoad
Jeff Bryan	Johan Kieft	Sydel Maher	Juanita Rilling
Nick Cox	Sureka Khandagle	Ted Maly	Chuck Setchell
Jonathon Dworken	Julie Klement	John Marks	Amy Sink
Kate Farnsworth	Tim Knight	Michael Marx	Peter Smith
John Fawcett	Jim Kunder	Kim Maynard	Beth Stanford
Stephanie Fritz Savolaine	Elizabeth Jackson	Tim McRae	Vic Tanner
Bill Garvelink	Michelle Jennings	Peter Morris	Rob Thayer
			Giselle Zimmerman

¹ P. 2 (266/266) “Genesis of U.S. Foreign Disaster Relief” appendix (?) to FY 1966 Annual Report

² OECD/DAC Guidelines on Aid and the Environment, No. 7, Guidelines for Aid Agencies on Disaster Mitigation, Paris, OECD, 1998, p. 8, cited in Annual Report FY 1996, Office of US Foreign Disaster Assistance, p. 15.

³ OFDA, OFDA Annual Report FY 1991, Office of US Foreign Disaster Assistance, p. 10 (9/149).

⁴ *Ibid.*

⁵ OFDA, Annual Report FY 1996, Office of US Foreign Disaster Assistance, p. 11.

⁶ OFDA, FY 2001, p. 10.

⁷ OFDA 2001 Annual report, p. 10.

⁸ Personal correspondence, NGO partner, 11-22-02.

⁹ Annual Report FY 1969, p. 38, 50/242.

¹⁰ Personal interviews, Sureka Khandagle, 10-17-02, and Jeff Bryan, 10-25-02.

¹¹ Personal interview, Ron Libby, 11-15-02.

¹² OFDA Annual Report FY 1988, p. 70 (53/132).

¹³ Personal interview, Bill Garvelink, 10-11-02.

¹⁴ . P. 56 (210/253) fy 1967

¹⁵ P. 104 (127/253) fy 1966

¹⁶ First Report, Part II, Foreign Disaster Emergency Relief, July 1 to December 31, 1964, P. 7 (75/115).

¹⁷ ADD CITATION for *Lives Versus Livelihoods*, 1996.

¹⁸ Annual Report, FY 1965, Table 1, page one (7/150)

¹⁹ OFDA, Annual report 1969, p. 44 (56/242)

²⁰ Annual Report FY 1992

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- ²¹ Annual Reports Fy 1994, 1996
- ²² Bradbury, M. Normalizing the Crisis in Africa , <http://www.jha.ac/articles/a043.htm> , Document Posted: 3 June 2000.
- ²³ Duffield, M. (2001) *Global Governance and the New Wars. The Merging of Development with Security*. Zed Press, (London and New York: 2001).
- ²⁴ Duffield, M. (1994) "Complex Emergencies and the Crisis of Developmentalism" *IDS Bulletin*, Vol 25, No. 4, pages 37 – 45.
- ²⁵ . (OFDA Annual Report FY 1970, 167/335).
- ²⁶ Annual Report FY 1984 51/101(53-54/101).
- ²⁷ (Annual Report FY 89 118/133)
- ²⁸ (Annual Report FY 1990 48/135)
- ²⁹ Annual Report FY 1992, 59/59
- ³⁰ Pain and Lautze, p. 21 – 22.
- ³¹ See the DFID livelihoods framework at www.livelihoods.org.
- ³² Personal interview, Kim Maynard, 11-21-02.
- ³³ E-mail from Rebecca Scheurer, February 11, 2003.
- ³⁴ Annex to Executive Order 13224
- ³⁵ Rashid, A (2000). *Taliban : militant Islam, oil, and fundamentalism in Central Asia..* New Haven : Yale University Press.
- ³⁶ de Waal, A. (forthcoming) "AIDS-Related Famine in Africa: Questioning Assumptions and Developing Frameworks," Unicef.
- ³⁷ Enloe, C. (2000) *Maneuvers: the international politics of militarizing women's lives* / Cynthia Enloe. Berkeley : University of California Press.
- ³⁸ Duffield, M. (2001) *Global governance and the new wars : the merging of development and security*. London ; New York : Zed Books.
- ³⁹ Fourth Report, Foreign Disaster Emergency Relief Operations, p. 38 (192/253).
- ⁴⁰ FY 1986, p. 23
- ⁴¹ Tohill-Stull, A. (2001), OFDA – Annual Report FY 2001, p. 52.
- ⁴² Personal interview, Stephanie Fritz Savolaine, 11-18-02.
- ⁴³ Personal interview, Marion Pratt, 10-04-02.
- ⁴⁴ "Summary of Declared Emergencies- Stories from the Field" FY 1998.
- ⁴⁵ Personal interviews, Jeff Bryan, 10-25-02, and John Marks, 10-09-02.
- ⁴⁶ Personal interviews, Rob Thayer, 10-16-02, Jeff Bryan, 10-25-02, Ted Maly (via email), 11-22-02, and Dave Lillie, 10-16-02. Also, Lautze, et al, (2002) *A Cash Famine: Household Food Security in Afghanistan 1999 – 2001*, www.famine.tufts.edu.
- ⁴⁷ "Summary of Declared Emergencies- Stories from the Field" FY 1998. P. 16
- ⁴⁸ The program was administered by USAID under an existing program with Tufts University, at a cost of \$175,000 p. 49 (54/101) FY 1984
- ⁴⁹ Pain and Lautze, p. 9
- ⁵⁰ Lautze, et al, (2002), *A Cash Famine*; Lautze (1997) *The Famine in North Korea: Humanitarian Responses in Communist Nations*. Feinstein International Famine Center, Tufts University, Massachusetts.
- ⁵¹ FY 1992 p. 9 (10/59)
- ⁵² Personal interviews, Georgia Beans, 10-16-02, Ron Libby, 11-15-02, Kim Maynard, 11-21-02, Harlan Hale (via email), 10-24-02.
- ⁵³ Setchell, Charles A. "Reducing Vulnerability through Livelihoods Promotion in Shelter Sector Activities: An initial examination for potential mitigation and post-disaster application." Feinstein International Famine Center, Working Paper No. 5, September 2001.
- ⁵⁴ Personal interview, Amy Sink, 10-16-02.
- ⁵⁵ Personal interview, Ron Libby, 11-15-02.
- ⁵⁶ The use of Ambassador Authority funds (\$25,000) allowed for the rehabilitation of two wells in Chad to slow the migration of pastoralists who were migrating south, selling their livestock, and depleting their grain storage reserves. OFDA Annual Report FY 94, p. 23 (24/71).
- ⁵⁷ Personal correspondence, Harlan Hale, 10-24-02.
- ⁵⁸ Personal interviews, Jeff Bryan, 10-25-02, and Nick Cox, 10-29-02.
- ⁵⁹ Personal correspondence, Harlan Hale, 10-24-02.
- ⁶⁰ Davis, M. (2001). *Late Victorian Holocausts: El Niño famines and the making of the third world*. New York: Verso

⁶¹ AR FY 87, p. 79 – 80 (91-92/154)

⁶² Personal interviews, Caroline Abla, 10-29-02, Stephanie Fritz Savolaine, 11-18-02, ADD HAITI SOURCE.

⁶³ Lautze, S. (1997), *Saving Lives and Livelihoods: The fundamentals of a livelihood strategy*, The Feinstein International Famine Center, Tufts University, Medford, P. 17.

⁶⁴ See, for example, Young et al (2001) *Food Security Assessments in Emergencies: A livelihoods approach* HPN Network Paper 36, Overseas Development Institute London; Maxwell, D. (1999) “Programmes in Chronically Vulnerable Areas: Challenges and lessons learned”; and Boudreau, T. (1998) *The Food Economy approach: A framework for understanding rural livelihoods*, Relief and Rehabilitation Network Paper 26, Overseas Development Institute London.