

# OFDA

**OFFICE OF U.S. FOREIGN DISASTER ASSISTANCE**  
Bureau for Humanitarian Response  
U.S. Agency for International Development

A N N U A L R E P O R T F Y 1 9 9 8



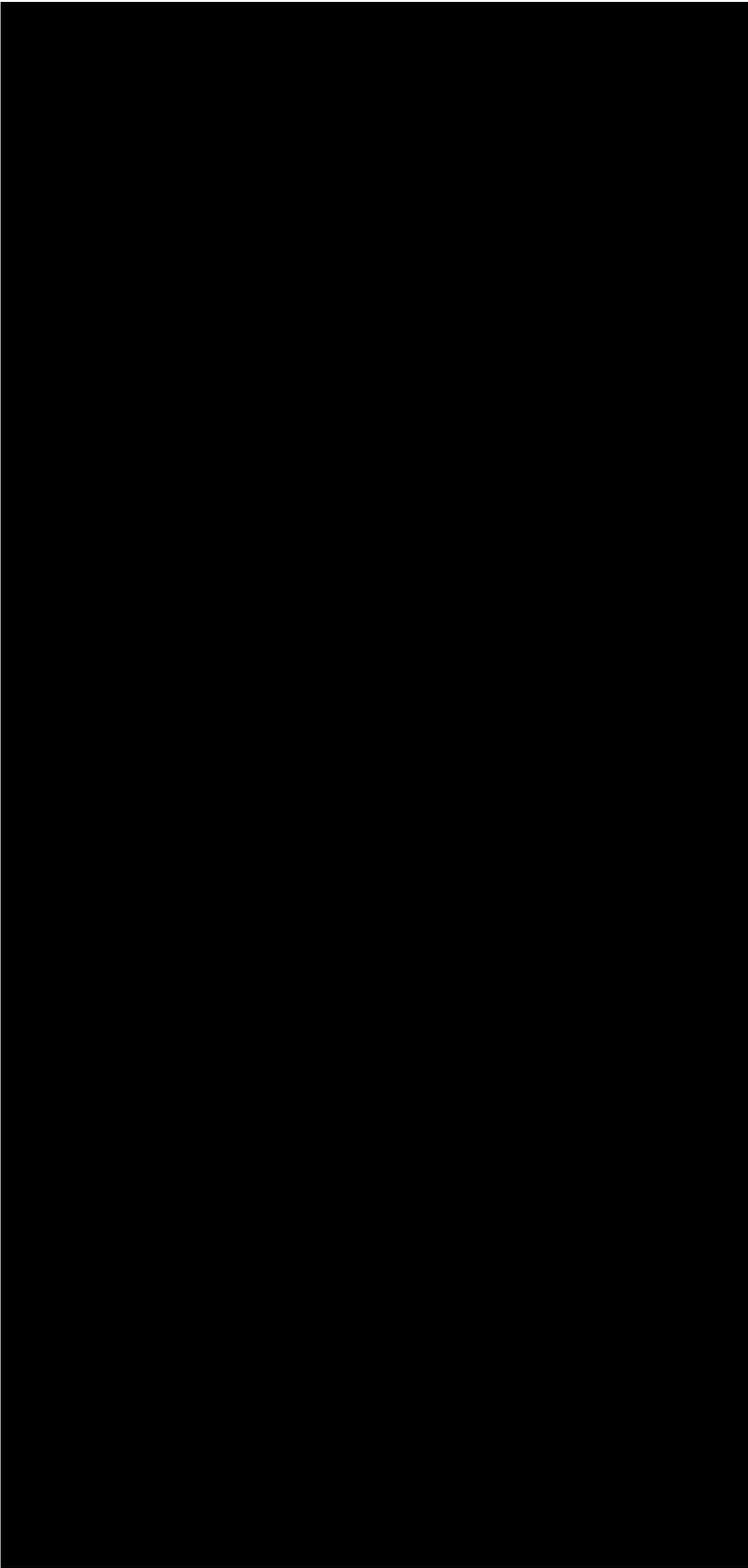
# BHR/OFDA ANNUAL REPORT FY 1998

The FY 1998 Annual Report of the U.S. Agency for International Development/Bureau for Humanitarian Response/Office of U.S. Foreign Disaster Assistance was researched, written, and produced by Jamy Bond, Laura Coughlin, Cara Feys, Faye Henderson, Guy Lawson, Alex Mahoney, Paul Majorowitz, Wesley Mossburg, Joseph Ponte, Eurydice Rorick, Zema Semunegus, Catherine Stiff, and Amy Tohill-Stull of The Mitchell Group/Labat-Anderson, Incorporated in Washington, D.C., under contract number AOT-000-C-00-4121-00.



Villagers obtain water from a well in Panthou, Bahr el Ghazal, Sudan. BHR/OFDA supported a MSF/H program in Panthou and surrounding towns, including the installation of this well. (Photo by Zema Semunegus, BHR/OFDA)

Cover photo: A woman and her child stand in what remains of their home after a flash flood destroyed a community in Trujillo, Peru, one of the country's hardest hit regions in the El Niño floods. (Photo by Alejandro James, BHR/OFDA/LAC)



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# COMMONLY USED ACRONYMS

## U.S. PRIVATE VOLUNTARY ORGANIZATIONS (PVOS) AND PRIVATE GROUPS

ADRA	Adventist Development and Relief Agency
AAH-USA	Action Against Hunger/United States
AmRC	American Red Cross
ARC	American Refugee Committee
CARE	Cooperation for American Relief Everywhere
CRS	Catholic Relief Services
CWS	Church World Services
IMC	International Medical Corps
IRC	International Rescue Committee
LWR	Lutheran World Relief
SC/US	Save the Children/United States
UMCOR	United Methodist Committee on Relief
WVUS	World Vision, Incorporated/United States

## NON-GOVERNMENTAL ORGANIZATIONS (NGOS)

ACF	Action Contre la Faim (Action Against Hunger)
AMREF	African Medical and Research Foundation
FHI	Food for the Hungry International
MDM	Médecins du Monde/Médicos del Mundo (Doctors of the World)
MERLIN	Medical Emergency Relief International
MSF	Médecins Sans Frontières (Doctors Without Borders)
MCI	Mercy Corps International
SCF	Save the Children Fund

## COUNTRY OF ORIGIN

/B	Belgium
/F	France
/H	Holland
/UK	United Kingdom
/US(A)	United States (of America)

## INTERNATIONAL ORGANIZATIONS AND UNITED NATIONS (U.N.) AGENCIES

ECHO	European Community Humanitarian Office
EU	European Union
FAO	Food and Agriculture Organization (U.N.)
ICRC	International Committee of the Red Cross
IFRC	International Federation of Red Cross and Red Crescent Societies
IO	International Organization
OAS	Organization of American States
OLS	Operation Lifeline Sudan

PAHO	Pan American Health Organization (WHO)
UNDP	U.N. Development Program
UNHCR	U.N. High Commissioner for Refugees
UNICEF	U.N. Children’s Fund
UNOCHA	U.N. Office for the Coordination of Humanitarian Affairs (formerly UNDHA)
WFP	World Food Program (U.N.)
WHO	World Health Organization (U.N.)

**U.S. GOVERNMENT ORGANIZATIONS/PROGRAMS**

BHR	Bureau for Humanitarian Response (USAID)
CDC	Centers for Disease Control and Prevention (U.S. Department of Health and Human Services)
DART	Disaster Assistance Response Team (USAID/DART)
DOD	U.S. Department of Defense
ENI	Bureau for Europe and the Newly Independent States (USAID)
FFP	Office of Food for Peace (USAID/BHR)
FEWS	Famine Early Warning System (USAID-sponsored program)
HUD	U.S. Department of Housing and Urban Development
LAC	Latin America and the Caribbean
OFDA	Office of U.S. Foreign Disaster Assistance (USAID/BHR)
OFDA/LAC	OFDA’s Regional Office for Latin America and the Caribbean
OTI	Office of Transition Initiatives (USAID/BHR)
PRM	Bureau for Population, Refugees, and Migration (State)
PK/HA	Peacekeeping and Humanitarian Affairs (DOD)
State	U.S. Department of State
USAID	U.S. Agency for International Development
USAF	U.S. Air Force
USDA	U.S. Department of Agriculture
USFS	U.S. Forest Service
USG	United States Government

**MISCELLANEOUS**

DROC	Democratic Republic of the Congo
ENSO	El Niño Southern Oscillation
FY	fiscal year
IDP	internally displaced person
MT	metric ton
P.L.	Public Law
Sq. Ft.	square feet
Hectare	2.471 Acres
Centimeter	.3937 Inches
Meter	1.0936 Yards
Kilometer (km)	.62 Miles

# MESSAGE FROM THE DIRECTOR

The Office of U.S. Foreign Disaster Assistance responded to a record total of 86 declared disasters in FY 1998. BHR/OFDA continued its emergency humanitarian assistance programs in numerous "complex emergencies," including those in the former Yugoslavia and in the African countries of Angola, Liberia, Sierra Leone, Somalia, Burundi, Rwanda, and the Democratic Republic of the Congo. At the same time, BHR/OFDA efforts dedicated to natural disasters brought about by the El Niño phenomenon were expended at unprecedented levels. The El Niño/Southern Oscillation (ENSO) phenomenon prompted BHR/OFDA responses for wildfires in Mexico and Central America, floods and drought in South America, drought in southern Asia, and floods in eastern Africa. BHR/OFDA coordinated the resources of the USG and worked with partners (U.S. PVOs, IOs, and NGOs) to deliver life-saving relief supplies to the victims of these and other disasters. The disasters and the USG responses are summarized in the case reports that follow.

Less publicized than the expressions of American generosity in response to major disasters overseas are the continuing initiatives taken by BHR/OFDA to assist host countries in preventing, preparing for, and mitigating the effects of disasters. Not only did BHR/OFDA expend vast resources in responding to ENSO-related disasters, but, for the first time in its 34-year history, the Office was directly involved in coordinating international efforts to prepare for the potential impacts of an anticipated event. BHR/OFDA worked closely with international scientists, USAID Missions, U.S. Embassies, host governments, and relief agencies to respond to ENSO conditions in 1997-98 by integrating prevention and preparedness with relief activities in Latin America and Africa. The article that follows describes the international efforts to bring about the successful integration of mitigation and relief activities in preparing for a natural disaster.

As BHR/OFDA responded to an increasing number of disasters in FY 1998, the exposure of relief workers to unstable or insecure environments also increased as growing numbers of the international humanitarian relief community were targeted in unprovoked attacks. The issue of security in increasingly hostile "complex emergencies" has heightened the need for relief agencies, including BHR/OFDA, to continually review their procedures for protecting workers, vehicles, and emergency relief commodities. Humanitarian interventions are crucial for saving lives and eliminating human suffering but issues of access and safety are of growing concern.

Another aspect of BHR/OFDA's FY 1998 relief operations was the increased focus on the importance of an appropriate humanitarian response as the relationship between the effects of disasters on political stability became increasingly clear.

In an attempt to meet ever-mounting challenges worldwide, BHR/OFDA has endeavored to change in keeping with the demands of the times. Additional demands lie ahead. Expectations and the needs are great. We are confident that we will be prepared to respond.

**H. Roy Williams**

Director

Office of U.S. Foreign Disaster Assistance

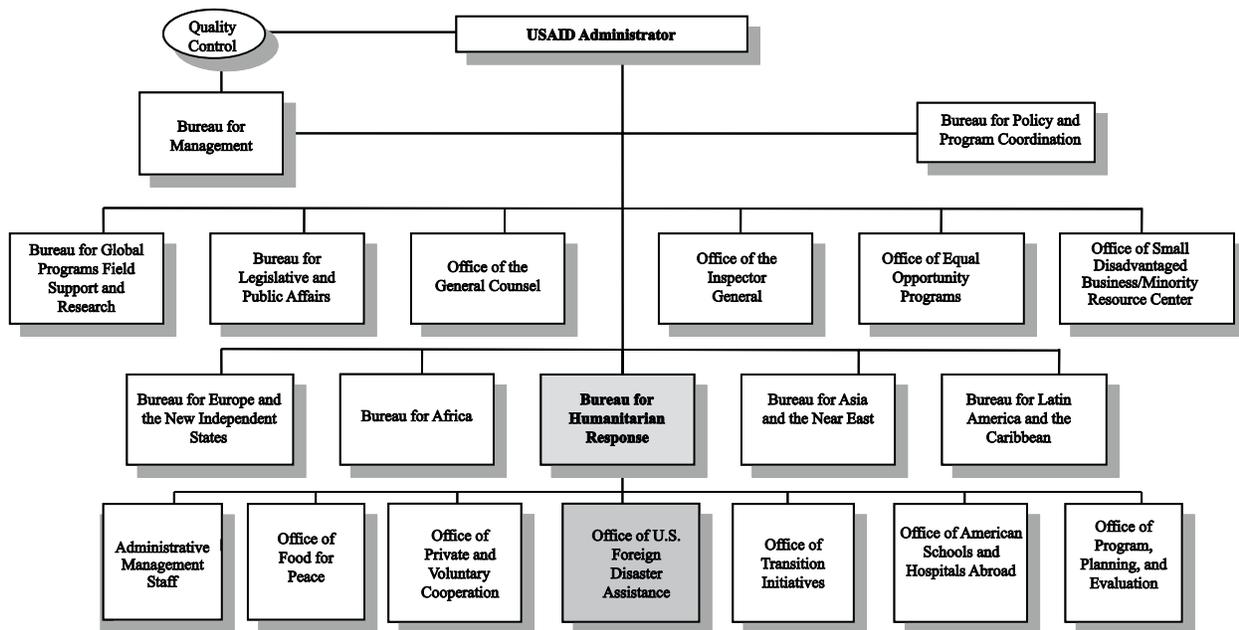
# HOW DOES THE U.S. GOVERNMENT PROVIDE HUMANITARIAN AID?

## THE OFFICE OF U.S. FOREIGN DISASTER ASSISTANCE

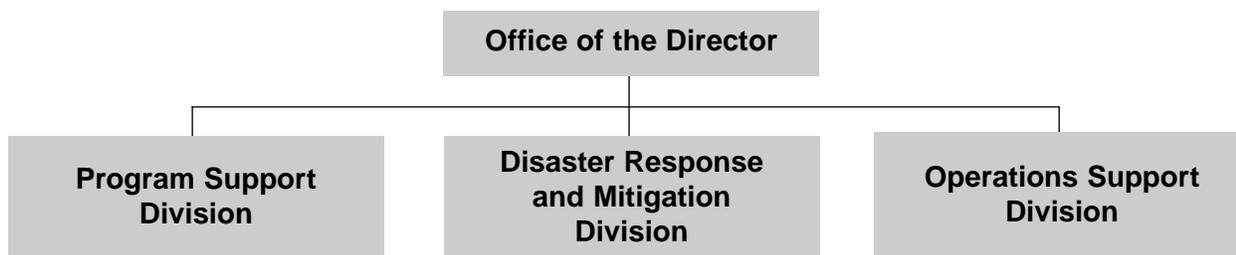
**O**FDA is the office within USAID responsible for providing non-food, humanitarian assistance in response to international crises and disasters. The USAID Administrator is designated as the President’s Special Coordinator for International Disaster Assistance and OFDA assists in the coordination of this assistance. OFDA is part of the Bureau for Humanitarian Response (BHR), along with the Office of Food For Peace (BHR/FFP), the Office of Transition Initiatives (BHR/OTI), the Office of Private and Voluntary Cooperation (BHR/PVC), and the Office of American Schools and Hospitals Abroad (BHR/ASHA). BHR/OFDA is organized into three divisions, under the

management of the Office of the Director. The Disaster Response and Mitigation (DRM) division is responsible for the aid given in response to disasters and crises that occur overseas and the mitigation assistance that is provided to prevent or reduce the impacts of disasters on the people and economic infrastructure in foreign countries. The Operation Support (OS) division provides the necessary technical and logistical support to the office and its programs and personnel overseas. The Program Support (PS) division administers the office’s financial and accounting systems which allow for rapid disbursement of funds in order to respond quickly to disasters. BHR/OFDA also maintains a staff of field personnel stationed in critical countries to monitor both disaster response and mitigation activities.

## U.S. AGENCY FOR INTERNATIONAL DEVELOPMENT



## OFFICE OF U.S. FOREIGN DISASTER ASSISTANCE



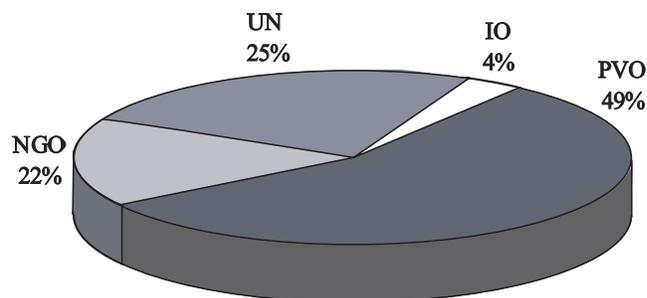
BHR/OFDA provides humanitarian assistance in response to a declaration of a foreign disaster made by the U.S. Ambassador or the U.S. Department of State. Once an event or situation is determined to require U.S. Government (USG) assistance, BHR/OFDA can immediately provide up to \$25,000 to the U.S. Embassy or USAID Mission to purchase relief supplies locally or give a contribution to a relief organization in the affected country. BHR/OFDA can also send its own relief commodities, such as plastic sheeting, tents, and water purification units, from one of its four stockpiles located in Italy, Guam, Panama, and Maryland. Increasingly, BHR/OFDA deploys short- or long-term field personnel to countries where disasters are occurring or threaten to occur, and in some cases, dispatches a Disaster Assistance Response Team (DART).

The largest percentage of BHR/OFDA's assistance goes to relief and rehabilitation project grants managed by Private Voluntary Organizations (PVOs), Non-Governmental Organizations (NGOs) and International Organizations (IOs). Relief projects include airlifting relief supplies to affected populations in remote locations, managing primary health care and supplementary feeding centers, and providing shelter materials to disaster evacuees and displaced persons. A rehabilitation project might immunize dislocated populations against disease, provide seeds and tools to farmers who have been affected by disasters, or drill wells or rehabilitate water systems in drought-stricken countries. BHR/OFDA carefully monitors the organizations implementing these projects to ensure that resources are used wisely and to determine if the project needs to be adapted to changing conditions. The goal of each project is to meet the humanitarian needs of the affected population, with the aim of returning the population to self sufficiency.

The “notwithstanding” clause of Section 491 of the Foreign Assistance Act of 1961 states that no statutory or regulatory requirements shall restrict BHR/OFDA's ability to respond to the needs of disaster victims in a timely fashion. BHR/OFDA follows the standard USAID procedures for routine procurements, but utilizes expedited or modified procedures when necessary to achieve its disaster response objectives. The first principle in disaster response accountability is to ensure that appropriate assistance gets to the neediest victims in time to minimize death and suffering. Procurement and accounting procedures may be expedited, but must include effective systems of internal control.

Not all of BHR/OFDA's assistance goes to providing aid in response to disasters. BHR/OFDA's mitigation staff oversees a portfolio of projects designed to reduce the impact of disasters on victims and economic assets in disaster-prone countries. Over the last several years, BHR/OFDA has invested in a number of programs in partnership with the U.S. Geological Survey (USGS), the Pan American Health Organization (PAHO), the Asian Disaster Preparedness Center, the World Environment

**OFDA SPENDING ON GRANTS BY AGENCY TYPE**  
\*FY 1998



Total BHR/OFDA FY 1998 grant obligations = \$128 million  
\*Note: Figures are estimates.

Center, and other offices within USAID. These programs not only enhance a country's capacity to manage its own disasters and hazards, but also promote the transfer of technology, goods, and services between the U.S. and the host country. BHR/OFDA mitigation-related programs range from investing in drought early warning systems that can possibly head off a famine to training local relief workers to manage the response to a disaster more effectively. BHR/OFDA is increasingly investing in programs designed to prevent, mitigate, prepare, and plan for complex emergencies, which are more the result of human actions than of acts of nature.

#### OTHER U.S. GOVERNMENT OFFICES THAT PROVIDE FOREIGN HUMANITARIAN ASSISTANCE

**B**HR/OFDA is not the only office within the USG that provides humanitarian aid to foreign countries. BHR/FFP is responsible for administering the USG's foreign food aid programs, under U.S. Public Law (P.L.) 480 Title II and III. Title II emergency food aid programs are targeted to vulnerable populations suffering from food insecurity as a result of natural disasters, civil conflict, or other crises. Title II emergency food aid is provided without repayment requirements, whereas Title III food aid is provided as a bilateral loan program to countries in need of assistance. BHR/OTI is the office within USAID responsible for providing assistance to countries that are in a stage of transition from crisis to recovery. Its assistance is designed to facilitate the transition to peace and democracy by aiding in the demobilization of combatants or developing democratic governance structures within the country. Other parts of USAID, such as the geographic bureaus, provide foreign development aid, which often complements humanitarian relief programs or can be regarded as disaster rehabilitation assistance. Countries where sustainable development has been accomplished are less likely to require massive USG humanitarian assistance.

Three of the biggest providers of USG humanitarian assistance are the U.S. Department of Agriculture (USDA), the U.S. Department of State's Bureau for Population, Refugees and Migration (State/PRM) and U.S. Department of Defense's Office of Peacekeeping and Humanitarian Affairs (DOD/PK/HA). USDA works closely with BHR/FFP in allocating surplus food commodities to developing countries, under the Section 416(b) program of the Agricultural Act of 1949. This food aid is often

used for emergency feeding programs in countries experiencing food shortages due to drought or civil strife. State/PRM provides multilateral grants to international relief organizations in response to refugee emergency appeals and contributes to the regular program budgets of organizations such as the U.N. High Commissioner for Refugees (UNHCR). DOD/PK/HA coordinates the utilization of DOD assets for humanitarian assistance overseas. In FY 1998, DOD provided humanitarian assistance in China, Indonesia, Sierra Leone, Vietnam, and the Ukraine. In addition, DOD works closely with OFDA and the U.S. Department of State to coordinate the Denton Program, a USG program that transports humanitarian goods on a space available basis using U.S. military transportation. The U.S. Geological Survey (USGS), the Centers for Disease Control and Prevention (CDC), the U.S. Forest Service (USFS), and the Environmental Protection Agency (EPA) can provide technical assistance in response to disasters and potential hazards overseas.

#### BHR/OFDA PUBLICATIONS

**I**n addition to the Annual Report, BHR/OFDA produces several other publications that are available on the INTERNET and by request. One of the most useful is the Field Operations Guide, a pocket-sized manual that contains methodology for conducting disaster assessments, as well as information on BHR/OFDA response procedures. BHR/OFDA also produces current reports on disasters and crises around the world, which describe the situation and the corresponding USG response.

Current reports are available on several INTERNET gophers and World Wide Web sites, such as:

- USAID Home Page  
<http://www.info.usaid.gov>
- UNOCHA ReliefWeb Home Page  
<http://www.reliefweb.int>
- Volunteers in Technical Assistance (VITA) Disaster Information Center  
<http://www.vita.org>

To have these reports sent to you automatically, send an E-Mail message to:

[listproc@info.usaid.gov](mailto:listproc@info.usaid.gov), and type in the Message field: subscribe OFDA-L <Your Name>

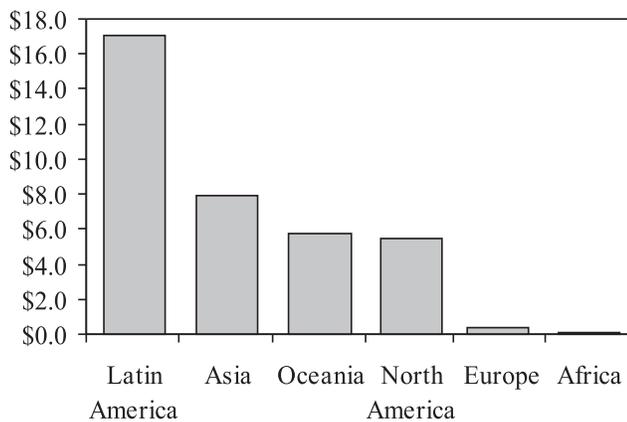
# INTEGRATING PREVENTION, PREPAREDNESS, AND RELIEF: THE 1997-1998 ENSO EVENT AS A CASE STUDY

## I. INTRODUCTION

One of the most severe climatic phenomena on record was the El Niño/Southern Oscillation (ENSO) event of 1997-1998. In the span of one year, natural disasters attributable to ENSO affected more than 129 million people worldwide: an estimated 22,000 people lost their lives, approximately 378,216 were infected with water- and vector-borne diseases, and some 4.6 million people were displaced from their homes.<sup>1</sup> The U.S. National Oceanic and Atmospheric Administration (NOAA) estimates worldwide economic damage at \$36.6 billion (*see Figure 1 for a breakdown of economic damage by region*). In total, more than 22 million acres of forest and agricultural land were lost to fires, floods, and drought.

Based on previous ENSO events and research conducted by BHR/OFDA, the fact that the 1997-1998 event was likely to cause disasters was well understood prior to any visible impacts. Unlike previous events, affected countries and regions around the world were aware of and could prepare for the climatic impacts associated with El Niño. This was made possible by progress in the preceding years in two key directions. The first was

**FIGURE 1: ECONOMIC DAMAGE BY REGION RESULTING FROM ENSO-RELATED DISASTERS, FY 1998**



SOURCE: NOAA'S COMPENDIUM OF CLIMATOLOGICAL IMPACTS

advances in the science of climate forecasting resulting from decades of sustained research in climatology and oceanography which currently enable forecasters to predict probable climate conditions three to six months ahead of time. Regionally tailored climate forecasts can assist affected regions in preparing and planning for negative climate impacts including post-disaster relief needs. BHR/OFDA's success in anticipating impacts and helping affected countries to do likewise was based on the second key development: the prior establishment of partnerships and networks which allowed for collaboration and information sharing among policy makers and implementers.

### WHAT IS ENSO? WHY DOES IT CAUSE DISASTERS?

El Niño is a warm ocean current that occurs every five to seven years in tropical areas of the central and eastern Pacific Ocean. Because this warm current typically peaks at the end of December, it is associated with Christmas, the celebration of the birth of the Christ child, hence the name "El Niño." The warming of the sea surface water causes an atmospheric response known as the Southern Oscillation. El Niño and the Southern Oscillation (ENSO) affects temperatures and rainfall patterns around the world, often leading to severe climate-related events such as storms, floods, drought, and secondary effects such as fires and disease outbreaks. These events can be disastrous to human populations, particularly in less-developed regions where there may be a lack of capacity to adequately respond.

Since 1993, BHR/OFDA had been working in a long-term partnership with NOAA's Office of Global Programs (NOAA/OGP) to develop ways to use knowledge of El Niño and its link to disasters to prevent and prepare for

<sup>1</sup> Sponberg, Kelly, *Compendium of Climatological Impacts* (Office of Global Programs, National Oceanic and Atmospheric Administration (NOAA), U.S. Department of Commerce, August 31, 1999), p. 17.

them. This partnership includes workshops, strategy papers, and the development of procedures for disseminating and using climate information in collaboration with other relevant national, regional, and international organizations. The partnership also led to the foundation of the International Research Institute for Climate Prediction (IRI), a NOAA-funded consortium of two universities that provide regional climate forecasts. BHR/OFDA's involvement in these two developments, climate early warning systems and information networks, marked a long-term commitment to minimizing adverse impacts of natural disasters by reducing vulnerability to hazards and increasing capacity to respond to them. Since risk is a function of both the magnitude of a hazard and a population's vulnerability to that hazard, BHR/OFDA is committed to a strategy of managing risk.

## II. THE 1997-1998 ENSO: A CASE STUDY IN RISK MANAGEMENT

BHR/OFDA's response to the 1997-1998 ENSO event provides one model for future efforts to apply risk management strategies in the humanitarian assistance field by integrating prevention, preparedness, and relief. When it became clear by mid-1997 that a major El Niño was developing, BHR/OFDA determined that the best way to reduce the risks and mitigate the disasters associated with ENSO was to facilitate increased information flow among key decision makers and practitioners, supplemented by technical assistance and relief efforts. BHR/OFDA mobilized staff and resources for this purpose.

### A. PREVENTION AND PREPAREDNESS: BHR/OFDA'S ROLE

In October 1997, BHR/OFDA created a team to coordinate BHR/OFDA's and USAID's response to ENSO. The ENSO team's core membership consisted of staff from BHR/OFDA's disaster response and mitigation divisions in Washington and its regional offices, as well as from BHR/FFP. The team also

### THE 1997-1998 ENSO EVENT: STORMS, FLOODS, AND DROUGHTS AROUND THE WORLD

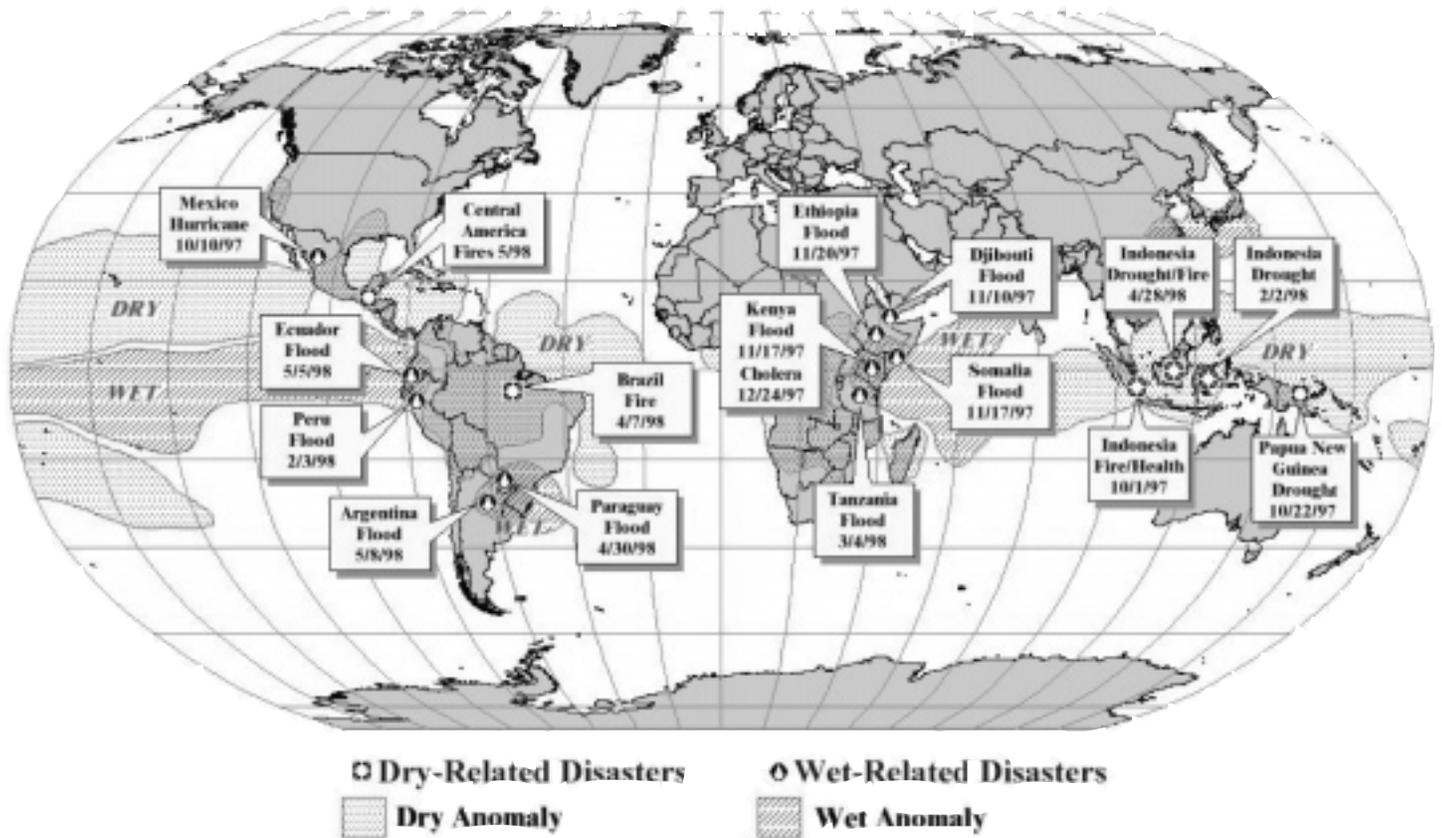
**A**bnormally warm sea surface temperatures first appeared in the eastern and central Pacific during March and April 1997. Pacific sea surface temperatures peaked in December 1997 at record levels before declining in subsequent months and returned to normal in May and June 1998. Largely conforming to historic patterns and climate prediction models, the 1997-1998 ENSO event produced severe weather anomalies, affecting millions of people around the world (*see Figure 2*). In Latin America, devastating floods and landslides affected Peru and heavy rains in Ecuador damaged agricultural production. Bolivia experienced drought in the highlands and floods in the eastern lowlands. There were also heavy rains and floods in east Africa, which led to massive transportation disruptions and outbreaks of disease. In southeast Asia, drought and fires in Indonesia caused smoke to cover the entire region. Central America and Mexico also experienced droughts and fires. One anomaly, which surprised climatologists, was that southern Africa did not suffer a drought, as is often the case during ENSO events.

included "virtual" members from USAID Missions around the world who were designated ENSO points of contact. BHR/OFDA and USAID Missions in Bolivia, Ecuador, and Peru jointly funded Mission ENSO Coordinators whose job was to provide technical advice to the Missions and host governments on managing potential ENSO impacts. A Regional ENSO Coordinator, based in Colombia, provided periodic guidance and technical advice to the three Mission ENSO Coordinators.

### Information Sharing within the USG

Early warning of a developing El Niño and the partnerships and networks already in place allowed BHR/OFDA's ENSO team to make information sharing a key and effective component of its prevention and preparedness strategy.

**FIGURE 2: FY 1998 ENSO-RELATED DISASTERS**



The ENSO team quickly established working relationships with relevant USAID Missions, national governments, other Bureaus within USAID, the White House, the Departments of State and Agriculture, Peace Corps, the World Bank, and NGOs, in some cases months before any serious climate effects began to appear. Within the USG, inter-agency task forces were formed to coordinate the overall response, monitor the situation, assess local capacities for preparedness and response, and advise on appropriate actions.

**Advising USAID Missions**

As part of its information dissemination strategy, BHR/OFDA communicated with U.S. diplomatic posts and USAID Missions worldwide to raise awareness about the ENSO event and its likely regional impacts. BHR/OFDA emphasized that Missions had time to prepare and plan for potential ENSO-related natural disasters

through reallocating resources and working closely with host governments. BHR/OFDA provided guidance on preparedness and response strategies, including such specific measures as public education campaigns, planting drought-resistant and short-season crops, conservation of water resources, cleaning of drainage canals and sewers, stockpiling health supplies, developing contingency plans, and budgeting for disaster response activities. In addition to providing information, BHR/OFDA also solicited field updates on ENSO-related impacts. BHR/OFDA requested USAID Missions to report on economic losses and total national spending attributable to ENSO, short-term relief efforts, and potentials for long-term reduction of vulnerability. The BHR/OFDA ENSO team used Mission reporting to track USG actions, identify needs and gaps, and develop strategies for assistance.

NOAA's Rapid Response Project

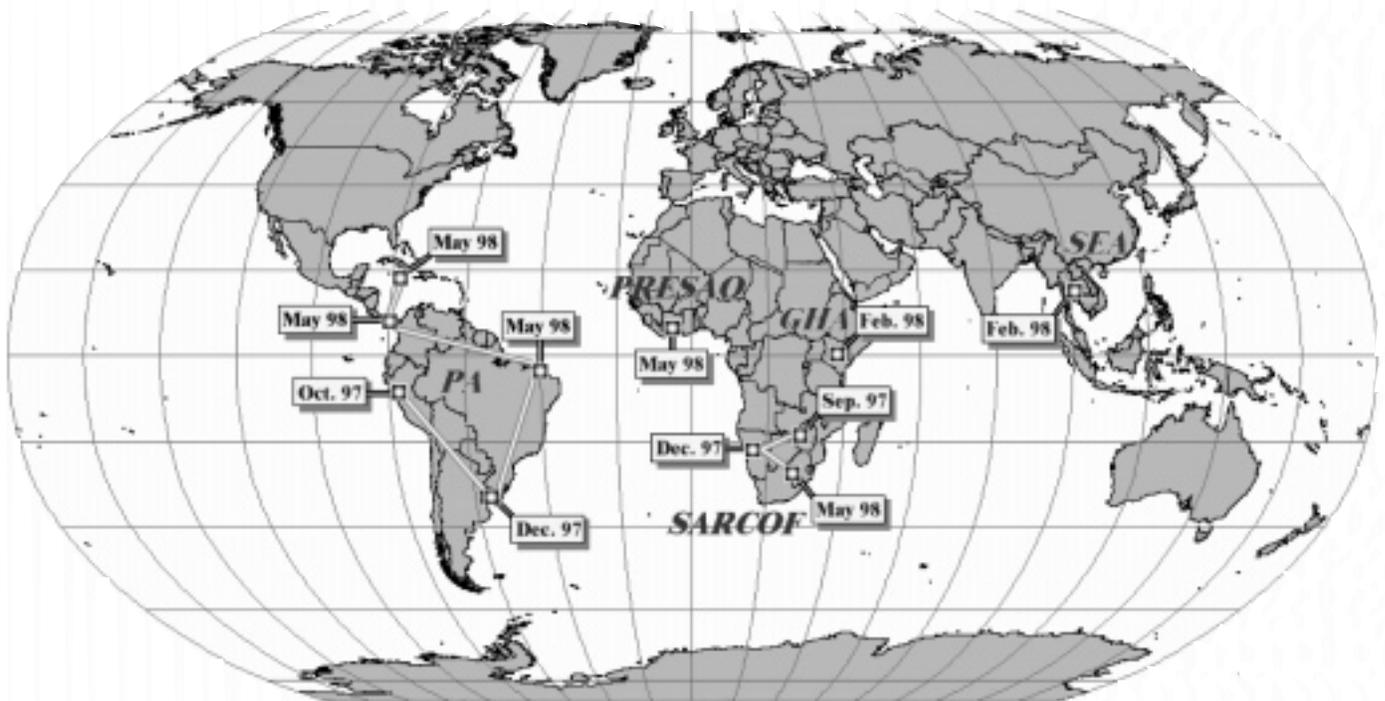
The long-term partnership between BHR/OFDA and NOAA [formalized in 1997 through BHR/OFDA's Participatory Services Agreement with NOAA's Office of Global Programs (NOAA/OGP)] enabled these two offices to widely disseminate early warning information in collaboration with a network of other relevant national, regional, and international partners. NOAA and its partners initiated programs to provide useful and accessible information about ENSO and its impacts to decision makers in climate sensitive sectors. One important initiative was NOAA's activation of the ENSO Rapid Response Project, a climate information clearing-house and hotline by producers of climate information for its users, which provided periodic updates of climate forecasts for government and other officials in the United States and overseas. The governments of Singapore, Indonesia, Malaysia, Philippines, and Brazil, for example,

requested information on fires burning in their respective regions. NOAA's Rapid Response Project provided satellite data on the extent of the fires and climate information to determine when rainfall was likely to return to normal. The World Bank and Inter-American Development Bank used information provided by the Rapid Response Project to help make decisions on loans to Peru for ENSO preparedness. In addition to the hotline, NOAA/OGP also developed a web site specifically to provide access to the latest information on El Niño, in a format easily understandable to a variety of audiences.

Climate Outlook Fora

A major thrust of BHR/OFDA's and NOAA/OGP's outreach effort was a series of eleven Climate Outlook Fora in Africa, Latin America, the Caribbean, and southeast Asia, from September 1997 to May 1998 (see Figure 3). Participants included scientists, policy makers, and prac-

**FIGURE 3: REGIONAL CLIMATE INFORMATION NETWORKS AND FY 1998 CLIMATE OUTLOOK FORA**



- PA.....Pan America Outlook Fora
- PRESAO .....West Africa Regional Climate Outlook Forum
- GHA.....Greater Horn of Africa
- SARCOF.....Southern Africa Region Climate Outlook Fora
- SEA.....South East Asian Forum



This six hectare seed multiplication and distribution site in Chiwamba, Malawi, is one of a number of such sites which make improved seed varieties available to farmers. (Photo by Beth Stanford, BHR/OFDA)

tioners in climate-sensitive sectors such as agriculture, fisheries, water resources, energy, health, and disaster preparedness. When possible, the fora were organized in advance of anticipated ENSO-caused climate anomalies in each region. At each Climate Outlook Forum, climatologists and meteorologists developed a consensus-based forecast, or Climate Outlook, of local precipitation and temperature for the next three to six months. In many cases, adjunct press briefings were held to inform the general public of the issued Climate Outlook and its potential impacts. This process was chaired by NOAA and sponsored by the BHR/OFDA-supported International Research Institute for climate prediction (IRI). The principal objective of the fora was to build regional capacities to create, interpret, and incorporate newly available climate forecast information into policy decisions and, in turn, to shape the science of climate forecasting by a greater understanding of user needs. Following these fora, a variety of local, national, and international governments and organizations applied these climate outlooks to prevention and preparedness activities such as information campaigns, clearing of drainage canals, strengthening of dams and bridges, and programs for targeted vulnerable populations.

#### Applying Climate Forecast Information in Southern Africa

In southern Africa, for example, national meteorological services participated in the first Climate Outlook Forum held in Kadoma, Zimbabwe, during September 1997. The Climate Outlook developed at Kadoma predicted low rainfall and possible drought for parts of southern Africa. Spurred by this prediction, some national meteorological agencies undertook public education campaigns, and the Southern Africa Development Community (SADC) Regional Early Warning Unit released bulletins warning of high probabilities of low rainfall. SADC, partially with USAID financing, also reviewed the level of planning and preparedness in each of its member countries. BHR/OFDA, USAID Missions in the region, and USAID's Famine Early Warning System (FEWS), in coordination with other donors, provided technical support to host country governments in drought prevention and preparedness. They provided technical assistance in conserving water resources, monitoring food security, promoting drought-resistant and short-season seed varieties (mainly roots and tubers) which built on previous work in crop diversification, and epidemiological surveillance. Although a major drought did not materialize in southern Africa, the unprecedented degree of preparedness and planning was widely considered a success and a model for future action.

### Regional Climate Information Networks

At the recommendation of participants, who reflect the high demand for advance climate information, climate outlook fora have been institutionalized, and are now routine events in Latin America, Africa, and Asia (*see Figure 3*). BHR/OFDA, NOAA, and IRI, in conjunction with such institutions as the World Meteorological Organization (WMO) and regional and national partners, are continuing to promote the application of climate forecasting through the establishment of regional information networks around the world. These networks provide organized mechanisms for widely distributing climate forecast information. The Pan-American Climate Information and Applications System (PACIS), launched at the Summit of the Americas held in Santiago, Chile during April 1998, is a prominent example. Urged by NOAA and BHR/OFDA, among others, the United States and Chile agreed, through a bilateral pact, to cooperate to produce, analyze, disseminate, and apply seasonal climate forecasts to reduce disasters in the region. In southern Africa, regional climate outlook fora have continued uninterrupted since the 1997 Kadoma Forum, organized by the Drought Monitoring Center in Harare and national meteorological services. The Drought Monitoring Center also regularly provides seasonal climate outlook guidance for southern Africa. In Asia, a USAID-funded project implemented by the Asia Disaster Preparedness Center in Bangkok links the Philippines, Indonesia, and Vietnam in a regional framework designed to improve forecasting and applications at the national level through regional cooperation.

### Technical Assistance

BHR/OFDA also provided technical assistance, including fielding a number of technical assistance missions to U.S. Missions and host governments to better respond to the 1997-1998 ENSO occurrence. For example, in Bolivia, early warning of a potential drought came from the strong correlation between previous droughts and earlier ENSO events, as well as the Climate Outlook Forum held in Lima, Peru, in October 1997 which predicted lower than average rainfall in much of Bolivia. Acting on this early warning, the Government of Bolivia (GOB) declared a state of emergency and developed contingency plans to cope with a drought. The ENSO Coordinator at the USAID Mission worked closely with other donors and the GOB to identify the most

vulnerable areas of the country and provide the GOB with better data on those areas. The USAID Mission was able to reprogram food aid from development to emergency assistance in the most food-insecure provinces of Bolivia. The Mission also developed a strategy for improved water management in drought-prone provinces through providing assistance in the construction of water reservoirs, shallow water wells, and irrigation systems. These projects supplied needed income to small farmers, helping them to remain in their villages. In addition, the USAID Mission funded the local purchase and storage of potato, wheat, barley, and corn seeds for the 1998-1999 planting season. A drought disaster for Bolivia was averted, unlike during the 1982-1983 ENSO event, when a disaster for drought was declared and total USG assistance in response reached almost \$59 million.

### B. BHR/OFDA RELIEF EFFORTS

When ENSO-related impacts overwhelmed the internal capacities of affected countries to respond, BHR/OFDA provided humanitarian assistance to help meet the emergency needs of victims. BHR/OFDA responded to 22 ENSO-related disasters in FY 1998 (*see Figure 2*). These types of disasters comprised 26% of the total number of BHR/OFDA's FY 1998 disaster declarations, and BHR/OFDA provided approximately \$30 million for emergency relief and technical assistance. Of this total, \$27.3 million was spent on post-disaster response, while \$3.2 million was used for prevention and preparedness activities. Relief assistance for ENSO-related disasters included the delivery of emergency relief commodities such as medical supplies, food, shelter materials, plastic sheeting, blankets, firefighting equipment, water purification kits, and emergency veterinary drugs. BHR/OFDA also supported such activities as emergency road repair to facilitate the delivery of relief goods, especially in flooded areas. Firefighting training was provided where local capacity to respond was overwhelmed during the Mexico, Central America, and Indonesia wildfires. In addition, USAID expenditures for the 1997-1998 ENSO-related disasters included approximately \$72 million in P.L. 480 Title II emergency food commodities for disaster victims provided by BHR's Office of Food for Peace (BHR/FFP). Since planning



BHR/OFDA-provided emergency relief supplies for victims of Peru's winter 1998 floods are unloaded. (Photo by Alejandro James, BHR/OFDA/LAC)

was already underway, Missions were aware of BHR/OFDA's procedures and policies. In many cases, personnel and resources were in place and, therefore, relief efforts were more appropriate and cost-effective.

### III. LESSONS LEARNED

A major lesson of the 1997-1998 ENSO event is that early warning information can be used to alert and rally individuals and institutions. This information promotes early coordination and action among donors and responsible institutions in affected nations and regions. Allocating resources and acting early on the basis of early warning, rather than waiting until the crisis is imminent, can reduce damage and losses and allow for more effective, and often less costly, relief efforts because the relief is part of a planned response. Goods and personnel are pre-deployed, contingency plans are made, and reaction times are reduced. Long-established institutional relationships and information networks mean that lines of communication and taskings do not have to be reinvented with each threat or actual disaster. The time that would have taken is awarded, instead, to relief. In addition, the emphasis

for donors is placed more on providing information and technical assistance, rather than on providing goods and services, which transfers the responsibility to the governments and people in the affected areas. They have the local knowledge and often the required capacity necessary to take appropriate preventive, preparedness, and relief measures.

It is difficult to prove unequivocally the value of reducing vulnerability to cyclical climate anomalies such as ENSO and of acting on early warning information. After all, it is difficult to measure what would have happened if there had been no prevention or preparedness measures taken. In addition, definitions and measurements of "damage" as well as data collection and reporting on natural hazards have not been standardized. The difficulty remains in comparing natural disasters and their impacts from one year to the next and from region to region. Along with prevention and preparedness activities, many factors come into play—from the physical magnitude of the natural hazard, to population density, and the value of infrastructure.

PREPAREDNESS BASED ON CLIMATE  
FORECASTING CAN HELP LIMIT THE EFFECTS  
OF ENSO

Both in 1987 and 1992, the State of Ceara, Brazil experienced ENSO-induced drought, with rainfall measuring approximately 70% of normal. In 1987, no preparedness or preventive measures were taken, and consequently, grain production was less than 20% of a normal year. In 1992, an ENSO was again predicted but this time the Governor took a proactive approach. Farmers were informed about planting crops early, using cotton, bean, and corn seeds with short growing cycles. The government provided low interest loans to farmers and invested in early construction of a dam to conserve and control water supply. When the meteorological effects of ENSO occurred in July of 1992, agricultural output was nearly 80% of normal production.

#### IV. CONCLUSION

Despite the caveats to the lessons that can be drawn from the 1997-1998 ENSO event, the unprecedented early and coordinated response to its occurrence does show that recognizing risks early and having contingency plans in place creates opportunities for prevention and preparedness activities and more effective relief. Risk management, that is, taking steps to reduce vulnerability to a hazard and to increase capacity to respond to it, does work. ENSO response participants acknowledged, however, that more needs to be done to further improve the accuracy and detail of climate forecasting, and improve its presentation and dissemination. The full benefit of ongoing scientific advances in climate forecasting will be realized when forecasts are routinely and systematically applied to planning and decision making in multiple sectors. For example, forecast data could be usefully analyzed in conjunction with other data such as the prediction of hydroelectric energy demand, trends in soil moisture and crop yields, and epidemiological changes.

Given its cyclical nature, the ENSO phenomenon presents an ideal opportunity to apply risk management strategies. The severe storms, flooding, and droughts associated with the most recent El Niño event will occur in the future. Extreme climate variability is an unavoidable fact of life. As populations grow and live together in greater density, wealth centers consolidate, and human practices such as logging and slash and burn agriculture continue, climate variability may have an even greater impact on society. Consequently, managing the risk of the natural hazards associated with climate variability is a continuing and serious challenge. BHR/OFDA will continue to promote and support institutions and activities which strengthen national, regional, and international capacity to use the science of climate forecasting to better prevent, prepare for, and respond to ENSO and other extreme climatic events.

# PRIOR-YEAR AND NON-DECLARED DISASTERS

Activities initiated in response to a disaster declaration often require additional funding for completion in subsequent fiscal years. In FY 1998, BHR/OFDA obligated a total of \$60,000 in response to disasters declared in FY 1996 and FY 1997.

## Swaziland

DROUGHT (FY 1996)

Assistance to WVUS to help meet the immediate relief needs of drought victims .....**\$10,000**

## Bangladesh

FLOODS (FY 1997)

Assistance to CARE to help meet the immediate relief needs of flood victims .....**\$25,000**

## Malaysia

TROPICAL STORM (FY 1997)

Assistance to the Malaysian Red Cross to help meet the immediate relief needs of storm victims .....**\$25,000**

**BHR/OFDA Total Carryover Assistance in  
FY 1998 .....\$60,000**

# FY 1998 DECLARED DISASTERS

## DISASTER SUMMARIES IN THIS ANNUAL REPORT

**T**he disaster descriptions on the following pages cover the period of the USG's fiscal year, October 1, 1997 through September 30, 1998. During FY 1998, BHR/OFDA responded to 86 "declared" disasters.

## HOW A DISASTER IS DECLARED

**T**he Chief of the U.S. Mission declares a disaster in the affected country when he or she determines that a disaster exists that warrants a USG response and that is beyond the ability of the host country's response capacity. A disaster cannot be declared without a request from the host country for USG assistance. A disaster declaration allows the Chief of Mission to request up to \$25,000 for host country relief efforts. BHR/OFDA releases the \$25,000 Disaster Declaration Authority from its International Disaster Account (IDA) and provides the Mission with guidance for determining the need for additional USG assistance. BHR/OFDA sends assessment teams to disaster sites when needed.

## BHR/OFDA ASSISTANCE AND OTHER USG ASSISTANCE

**M**any of the disasters in FY 1998 required a complex mix of USG financial and staff resources. The disaster descriptions include total dollar figures for the assistance provided from BHR/OFDA's IDA, as well as summary information on assistance provided by other USG offices, such as BHR/FFP, USDA, DOD, and State/PRM. It is not always possible for BHR/OFDA to verify total assistance provided by other USG offices. However, wherever possible, State/PRM and BHR/FFP funding for regional grants, programs, and international appeals are listed separately.

## ASSISTANCE PROVIDED BY U.S. PVOS AND THE INTERNATIONAL COMMUNITY

**I**nformation included in the disaster descriptions on assistance provided by U.S. PVOs and the international community is compiled from reports submitted voluntarily to BHR/OFDA. It is not always possible to verify the accuracy of these reports.

## DETAILED SITUATION REPORTS, FACT SHEETS, AND INFORMATION BULLETINS ON MAJOR DISASTERS AVAILABLE SEPARATELY

**B**HR/OFDA produces documents which provide more detailed information about declared disasters than is provided in the case reports found in this annual report. Situation reports are 4-5 page documents updated on a regularly scheduled basis and written on long-term, complex emergencies (such as Kosovo or Angola). Fact sheets are traditionally one page documents written on natural disasters and complex emergencies, which eventually may warrant information bulletins or situation reports. Information bulletins are 2-3 pages in length and written only on fast-onset, natural disasters, and are updated frequently: bi-weekly, weekly, or daily.

Situation reports, fact sheets, and information bulletins were written for the following major disasters in FY 1998:

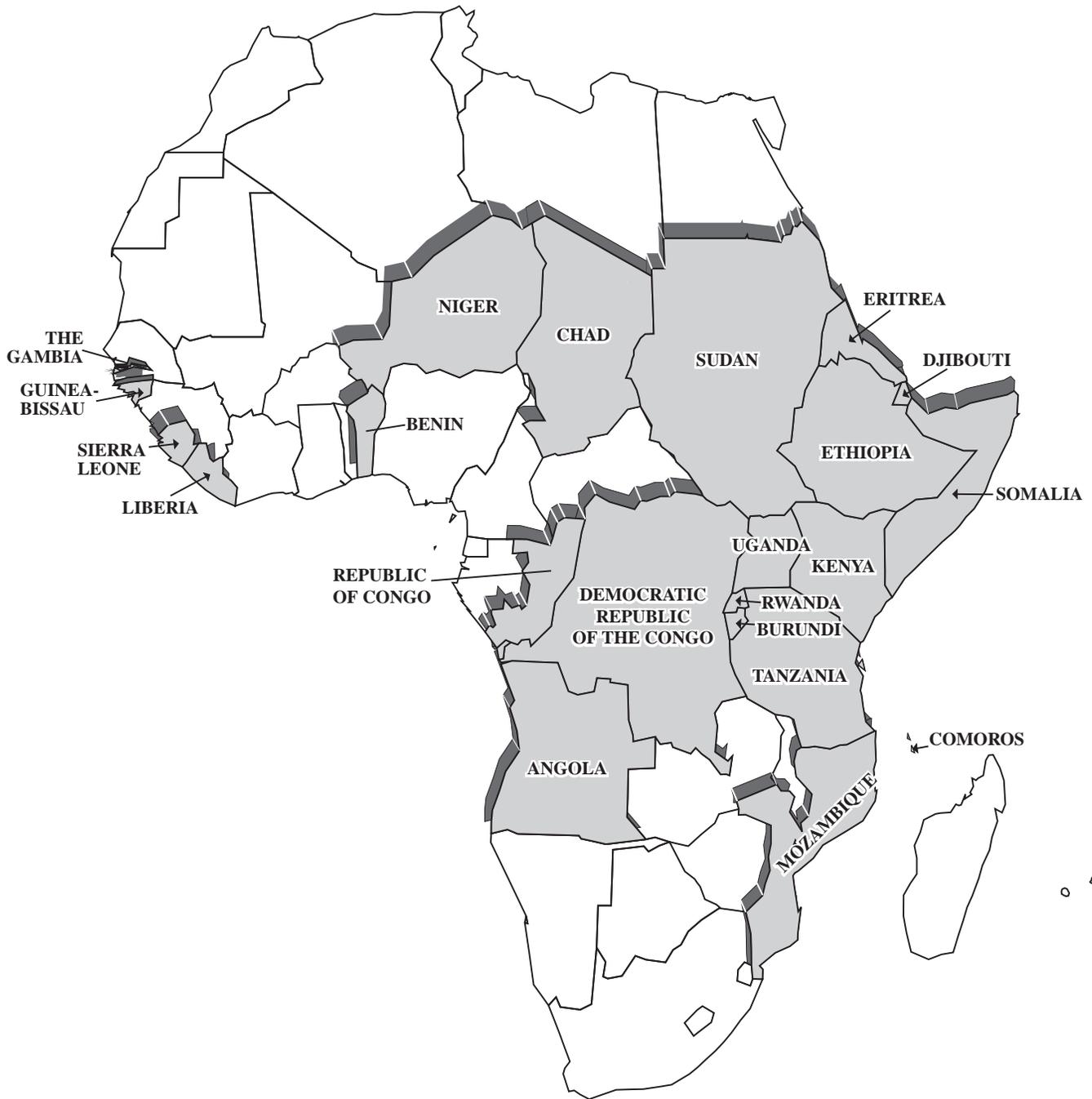
**Afghanistan** - Earthquakes  
**Afghanistan** - Complex Emergency  
**Angola** - Complex Emergency  
**Central America** - Hurricane Mitch  
**Dominican Republic, Haiti, and the Caribbean** - Hurricane Georges  
**Former Yugoslavia** - Complex Emergency  
**Great Lakes Region** - Complex Emergency  
**Kenya and Tanzania** - Bombings  
**Kenya** - Floods  
**Kenya** - Complex Emergency  
**Kosovo** - Complex Emergency  
**Mexico and Central America** - Fires  
**Sierra Leone** - Complex Emergency  
**Somalia** - Complex Emergency  
**Somalia** - Floods  
**Sudan** - Complex Emergency  
**Republic of Congo** - Complex Emergency

**Note:** Historical as well as current situation reports, fact sheets, and information bulletins are available from BHR/OFDA upon request.



**AFRICA**

# A F R I C A



# ANGOLA

## COMPLEX EMERGENCY

The complexities of implementing the 1994 Lusaka Protocol remained apparent in Angola during FY 1998. Although more than one million internally displaced persons (IDPs) had returned to their homes and 340,000 Angolans no longer needed USG-provided food assistance, all remaining actions agreed to under the Lusaka Protocol were not completed due to the increased state of insecurity which began in mid-1998. Fighting officially ceased with the signing of the protocol but decades of accumulated hostility and mistrust set the stage for subsequent cease-fire violations. In addition, on June 26, 1998, the U.N. Special Representative to Angola, Maitre Beye, died in an airplane crash in Côte d'Ivoire while attempting to gain support from various African leaders in addressing the faltering peace process in Angola. His death added to the general uneasiness of the Angolan population and to the political impasse in the peace process. According to estimates compiled by the Government of the Republic of Angola (GRA), 650 people were killed, 500 wounded, and more than 600 people kidnapped, as a result of the renewed violence.

In a reversal of the peace process, fighting among unidentified factions and the GRA resulted in the GRA losing one-fifth of the towns that UNITA turned over as part of the Lusaka Protocol. Sustained dialogue on reconciliation between the GRA and UNITA faltered as hostile propaganda from both sides intensified. The escalation in civilian attacks and military activities prompted non-governmental organizations (NGOs) and other international groups to reassess their programs in some rural provinces. In some instances, the relief community temporarily suspended its operations in the local communities affected and expatriate staff retrenched to provincial capitals. Although the U.N. Observer Mission in Angola (MONUA) was extended, the limited number of military personnel remaining under MONUA and the lack of access increased the difficulty in providing escorted humanitarian convoys to those contested areas with relief needs.

Due to the continuing humanitarian needs in Angola, a disaster declaration for FY 1998 was issued by U.S.

Ambassador Don Steinberg on November 18, 1997. Relief organizations reverted to providing for emergency needs while trying to implement grants which led to political, civil, and economic development. BHR/OFDA assisted USAID/Luanda in maintaining an emergency response capability, promoting preparedness and mitigation activities, and implementing grants under a child survival program initiated by USAID in November 1997 to address the needs of vulnerable children.

During FY 1998, BHR/OFDA provided \$1,659,622 in funding for relief activities through the IMC and MSF/B for emergency health projects and a supplemental feeding program, respectively. BHR/OFDA also provided \$1,300,000 to UNOCHA to support its Angola Humanitarian Coordination Unit, which is responsible for coordinating the various U.N. agencies, and \$1,000,000 to WFP in support of its airlift operation and the transportation of non-food items. Funding for OFDA's disaster relief coordinator in Angola was an additional \$25,050.

BHR/FFP expanded its activities in Angola from not only promoting food-crop self reliance but also to maintaining food security. In FY 1998, BHR/FFP provided 55,660 MT of P.L. 480 Title II emergency food commodities, worth more than \$34 million, to CARE, CRS, SC/US, WVUS, and WFP. BHR/FFP also funded a food officer in Luanda for one year. BHR/OTI promoted landmine action activities through Africare and WVUS and conducted a survey of the needs of landmine survivors. In FY 1998, BHR/OTI also transferred \$83,250 to Voice of America to provide management and administrative support for local news reports being broadcast in Angola. BHR/OTI community reactivation (empowerment) activities were implemented by Creative Associates (\$2,499,690) in more than 100 locations within Benguela and Huambo provinces.

USAID's Bureau for Africa gave \$13.3 million for resettlement and rehabilitation, most of which was directed toward supporting food production, child survival, vulnerable groups, and demining activities. An additional \$7.0 million was provided by the Bureau for Africa for democracy and governance projects. State/PRM granted \$3.2 million to UNHCR to provide assistance to Angolan refugees. Through IMC, State/PRM also pro-

vided \$800,000 to medical infrastructures damaged by the conflict.

**BHR/OFDA Assistance . . . . . \$3,984,672**  
**Other USG Assistance . . . . . \$60,815,040**  
**Total USG Assistance . . . . . \$64,799,712**

## BENIN

### POWER SHORTAGE

**O**n February 25, 1998, the Volta River Authority (VRA) instituted drastic cutbacks in hydroelectricity to Benin and Togo due to low water levels at the Akosombo Dam in Ghana. The VRA is Benin's sole source for hydroelectric power and until the recent cutback supplied approximately 90% of the electricity consumed in Benin. The reduction in electricity from Ghana caused widespread blackouts that adversely affected Benin's government offices, all USG local agencies, hospitals, factories, and hotels. It also increased food spoilage throughout the country. Industrial production decreased by 70-75%, resulting in the temporary layoff of thousands of factory workers. Wherever possible, local generators were used in Benin to compensate for the loss of the electricity provided by Ghana. However, the use of local generators was limited by the lack of fuel, local maintenance capabilities, and a scarcity of replacement filters. On April 2, 1998, Chargé d'Affaires Sam Brock issued a disaster declaration for the power shortage in Benin. BHR/OFDA responded by deploying a three-person USG assessment team that made recommendations on the possible integration and deployment of emergency generators and infrastructure supports.

## BURUNDI

### COMPLEX EMERGENCY

**W**hen Melchoir Ndadaye, Burundi's first democratically elected president as well as its first Hutu president, was assassinated in October 1993, nationwide ethnic violence erupted between Burundi's minority Tutsi and majority Hutu ethnic groups. The civil strife continued in varying degrees throughout FY 1998, manifesting itself in massacres, population dis-

placements, the forced regroupment of populations and their return home, significant malnutrition, limited political freedoms, and the suspension of Burundi's constitution. Major Pierre Buyoya, who came to power in a *coup d'état* on July 26, 1996, continued to rule Burundi.

FY 1998 was marked by the beginning of peace talks among the various factions of Burundi's civil war. In February 1998, regional heads of state (with Buyoya in attendance) met in Uganda to determine how to move Burundi's peace process forward. After numerous consultations between Julius Nyerere, the designated mediator for Burundi's peace process, and various interest groups, the first round of peace talks began on June 21. The talks were hailed as a success for bringing together 17 different factions that engaged in constructive dialogue and committed themselves to continuing negotiations. However, the talks did not result in the effective cessation of hostilities that all parties agreed to bring about by July 19. The second round of peace talks began on July 21 and the third began on October 13 (FY 1999). Each of the peace talks was attended by government representatives, the National Council for the Defense of Democracy (CNDD) and its military wing [the Forces for the Defense of Democracy (FDD)], and various parliamentary factions. The USG was active throughout the peace process, through the focused efforts of President Clinton's Special Envoy Howard Wolpe.



Women and children await examinations at a BHR/OFDA-funded mobile health clinic in Rutana Province. (Photo by Regina Davis-Tooley, BHR/OFDA)

Following various constitutional reforms, Buyoya was sworn in as president of Burundi on June 11, 1998. Buyoya ushered in a new cabinet that included 11 opposition members and approved a transitional constitution merging the 1993 constitution with the statutory law that was decreed in 1996 when he came to power. Buyoya replaced the prime minister's post with two vice presidents: Frederic Bamvuginyumvira (a member of the FRODEBU parliamentary group) and Mathias Sinamenye (a member of the UPRONA parliamentary group). The former, a Hutu, was designated to succeed to the presidency should the need arise.

Throughout FY 1998, regional leaders maintained the sanctions that they had placed on imports to Burundi in August 1996 in response to the *coup d'état*. Although the sanctions constrained the implementation of humanitarian relief programs, they did not prevent the humanitarian relief community from providing emergency assistance such as food, water and sanitation, medicines, agricultural inputs, and basic construction materials. The government's policy of forced regroupment of Burundians began in March 1996 in Karuzi Province and had spread to areas of Bujumbura Rurale, Bururi, Kayanza, Cibitoke, Bubanza, and Muramvya provinces by early 1997 in an effort to flush out rebel forces. In early 1997, the U.S. State Department issued statements strongly criticizing the Burundi government's regroupment policy and calling for the disbanding of forced regroupment camps. Policy guidelines set forth by USAID Administrator J. Brian Atwood and European Union Commissioner Emma Bonino in May 1997 restricted the aid provided to Burundi's regrouped population to exclusively emergency activities.

Regroupment continued until January 1998 when the last of the regroupment camps was dismantled by Burundian officials. A total of 250,000 regrouped persons returned to their home provinces: 57,000 in Muramvya, 93,000 in Kayanza, and 100,000 in Karuzi. The majority of the returnees resumed occupancy of their original homes while some remained in transit facilities for a short duration until new home construction had taken place. The WFP, UNICEF, and NGOs provided return packages (consisting of food and non-food items) to assist the regrouped populations in the transition phase. Although regroupment in the strictest sense ended early in 1998, it ap-

peared to continue throughout the fiscal year in a less systematic and formal manner as authorities forcefully rounded up persons in the northwest and south for short periods due to security concerns.

The first major clashes of FY 1998 occurred between the military and the Burundian rebels on January 1, 1998, following a speech made by Buyoya announcing the the government's success in restoring security to the country. The attacks that occurred on New Year's Day proved to be among the most deadly of the entire fiscal year: 200 - 300 civilians lost their lives in attacks on the Bujumbura airport, a military barracks in Gakumbu, and in the village of Rukaramu. From January 1, 1998, through the end of the fiscal year, insecurity continued in several areas of Burundi. Most rebel activities were concentrated in the western provinces of Bubanza, Cibitoke, Bururi, Bujumbura Rurale, and Makamba.

Targeted attacks against civilian populations and clashes between rebel groups and the Tutsi-dominated military added to the number of displaced persons. As rebels stepped up their presence in the provinces, the displaced population grew proportionately. By the end of FY 1998, 300 displaced sites throughout Burundi housed an estimated 535,000 people or 9% of the total Burundian population. In addition, approximately 400,000 Burundians resided as refugees outside the country, with the majority located in the Kigoma and Ngara regions of Tanzania. Armed assailants not only targeted the Burundian population, but also the humanitarian community. Road ambushes carried out against vehicles belonging to humanitarian organizations were not uncommon. As a result, many aid workers limited their activities in insecure areas and were forced to use military escorts to assist in the delivery of humanitarian supplies.

Because of the continued insecurity that besieged Burundi in one area or another over the last four years, the population's coping mechanisms degenerated. During FY 1998, malnutrition became widespread throughout Burundi and the general health situation declined. The incidence of severe malnutrition was especially high in the northwestern provinces. By July 1998, some 50,000 malnourished people were being treated in 248 feeding centers, according to a UNICEF report, and others remained hiding in the forests. The per-



A protected spring built by IRC with BHR/OFDA-funding is inspected by BHR/OFDA's Regional Coordinator for the Great Lakes, Regina Davis-Tooley, and a local IRC representative. (Photo provided by Regina Davis-Tooley, BHR/OFDA)

centage of severely malnourished adults was especially high, indicating that a large number of children had died before they could be treated. Insecurity was largely to blame for the high rates of malnutrition because it forced farmers to leave their homes and fields and impeded relief agencies from providing assistance, but other factors contributed to the worsening humanitarian situation as well: governmental spending focused on military procurement rather than social services, unfavorable weather conditions resulted in poor crop yields, agricultural implements were lacking, food exports encouraged higher prices in neighboring countries, and supply routes were disrupted as a result of flooding in Kenya and Tanzania.

On October 9, 1997, U.S. Ambassador Morris N. Hughes Jr., reissued a disaster declaration for FY 1998 due to the continued humanitarian crisis in Burundi. BHR/OFDA's assistance to Burundi during FY 1998 amounted to over \$14 million. BHR/OFDA funding helped NGOs and U.N. agencies implement emergency medical and health interventions, therapeutic and supplementary feeding programs, seed multiplication and agricultural assistance activities, water and sanitation programs, shelter rehabilitation, and airstrip expansions for the WFP airplane. The funding

also helped support food security assessments and follow-on food distributions.

BHR/OFDA began a pilot initiative in Burundi during FY 1998 that applied a livelihoods approach to program design in complex disasters. The initiative expanded BHR/OFDA's collaboration with Tufts University's Feinsein International Famine Center which had developed a set of principles that would encourage innovative responses to foster self-sufficiency and productivity of disaster victims. BHR/OFDA's efforts were aimed at attacking the serious malnutrition problem by looking for longer-term solutions that addressed the primary causes of malnutrition. The pilot projects included the provision of seeds and small farm animals, as well as food security educational activities. In

addition, BHR/OFDA maintained an Emergency Disaster Relief Coordinator in Burundi to coordinate the USG humanitarian response to the conflict and to monitor the progress of the USG-funded relief activities.

In FY 1998, BHR/FFP contributed humanitarian assistance to Burundi by providing approximately 22,000 MT of P.L. 480 Title II food aid at an approximate cost of \$13.8 million. Due to the regional nature of the complex emergency in the Great Lakes Region, State/PRM contributed funding on a regional basis for Rwanda, Burundi, Tanzania, Uganda, and the DROC. State/PRM provided approximately \$18 million to UNHCR's Great Lakes Regional Special Appeal and an additional \$2 million to UNHCR for refugee screening and security. To avoid double counting, this assistance has been included in the Rwanda case report as assistance to the Great Lakes Regional Crisis. (For additional information, readers may also request *BHR/OFDA situation reports on "Great Lakes - Complex Emergency."*)

<b>BHR/OFDA Assistance</b> . . . . .	<b>\$14,369,664</b>
<b>Other USG Assistance</b> . . . . .	<b>\$13,792,700</b>
<b>Total USG Assistance</b> . . . . .	<b>\$28,162,364</b>

# CHAD

## FLOODS

Record-level rainfall produced severe flooding in southern Chad during September 1998. In the capital city of N’djamenena over 3,000 homes were destroyed when the Chari River overflowed its banks. Two hundred families in N’djamenena sought temporary shelter and government reports indicated a rise in the number of cholera cases in flood-affected areas.

On September 1, U.S. Ambassador David C. Halstead issued a disaster declaration because of damage caused by the floodwaters. BHR/OFDA responded by providing \$25,000 through the U.S. Embassy in N’djamenena to support the local Red Cross. The funds were used to procure non-food items (tents, blankets, and mosquito nets) for the flood victims, to pay for the internal transport of the relief items, and to support efforts to control the floodwaters from the Chari River.

**BHR/OFDA Assistance . . . . . \$25,000**

# COMOROS

## EPIDEMIC

On February 2, 1998, U.S. Ambassador to Mauritius Harold Geisel issued a disaster declaration for an epidemic of cholera on Comoros’ main island of Grande Comore. According to WHO, the outbreak resulted in 15 deaths and more than 500 reported cholera cases. In response to a request by the Comorian foreign minister, BHR/OFDA provided \$25,000 to UNDP to assist with a local sanitation campaign to remove and incinerate uncollected garbage from Moroni, the capital city, and to clean the country’s main hospital. The BHR/OFDA funding was used to rent trucks, purchase gasoline, gloves, and masks, and to hire workers to conduct the cleanup, either directly or through one of the NGOs working with UNDP.

**BHR/OFDA Assistance . . . . . \$25,000**

# DEMOCRATIC REPUBLIC OF THE CONGO

## COMPLEX EMERGENCY

The root of the current crisis in the Democratic Republic of the Congo (DROC) is deeply seated in history. Its origins exist in the settlement of Banyarwanda and Banyamulenge (people of Rwandan origin) in North and South Kivu more than 200 years ago, and the tensions have stretched from sporadic ethnic violence between indigenous Zaireans and those of Rwandan origin to the more recent Zairean government and military supported harassment of the Banyarwanda. The last few years have seen a sharp increase in the level of violence in the DROC.

In 1994, tensions in the area were exacerbated by the arrival of approximately one million Rwandan refugees in danger of ethnic cleansing. Then, in 1995, the former Rwandan army (the ex-FAR) and the Rwandan Hutu militia (the Interahamwe), living as refugees in eastern Zaire, began a campaign to create an area of Hutu control. By October 1996, fighting intensified between the Banyamulenge and the Armed Forces of Zaire (FAZ) when territorial rights again came into question. By November 1996, approximately two million refugees (including more recent arrivals from Rwanda in fear of reprisal killings for genocide) repatriated and several hundred thousand more fled westward—prompting the Banyamulenge to join forces with the Alliance of Democratic Forces for the Liberation of Congo-Zaire (ADFL), led by Laurent Desiré Kabila.

In the early months of 1997, as the FAZ and ADFL continued to fight, Zairean troops retreated westward, looting and pillaging as they went. By the spring of 1997, the ADFL movement had displaced nearly 200,000 Zaireans—in addition to the 376,590 Rwandans that UNHCR estimated to be dispersed throughout eastern Zaire. On March 15, 1997, the ADFL seized Kisangani, thereby enabling relief organizations initial access to refugee populations that had gathered along the rail line south of Kisangani. On May 17, 1997, Kinshasa fell to the ADFL. Kabila

subsequently renamed Zaire the Democratic Republic of the Congo (DROC), and was inaugurated as president on May 29, 1997.

On October 16, 1997, U.S. Ambassador Daniel H. Simpson re-declared a disaster in the DROC as a result of continued suffering in the aftermath of the 1996-97 rebellion. BHR/OFDA responded by providing approximately \$5.3 million throughout the fiscal year for projects that focused on the repair of damaged water and sanitation facilities, the provision of emergency health and nutrition assistance, and agricultural rehabilitation. BHR/OFDA project implementors included Food for the Hungry International (FHI), MERLIN, MSF, WVUS, AAH-USA, UNICEF, and IRC.

Despite the end of the 1996-1997 rebellion, the security situation in the DROC, particularly in North and South Kivu, remained volatile throughout FY 1997 and into FY 1998. On August 2, 1998, fighting once again accelerated when rebels launched a revolt against the DROC government after President Kabila ordered Rwandan soldiers to leave the country. Despite counter-offensives by the Government of the DROC (GDROC) and regional support from Zimbabwe, Angola, Namibia, Chad, and possibly Sudan, the rebels remained strong throughout the remainder of FY 1998 and into FY 1999 and fighting continued despite international efforts to end the conflict. By the end of FY 1998, the rebels, aided by Rwanda and Uganda, held a vast area in the east of the country. The impact of continued fighting resulted in additional infrastructure damage and a general decline in the humanitarian situation. Kinshasa, especially, felt the impact of food shortages resulting from the inability to move food into the city because of the fighting. The insecurity also generated a new outflow of Congolese civilians and Rwandan and Burundian refugees to neighboring countries. Fear for safety was compounded by the broadcast of hate radio, forceful detention of Tutsi civilians, and credible reports of communal massacres and attacks against Tutsi non-combatants by the rebel and government forces.

FY 1998 was also marked by government imposed obstacles that inhibited the delivery of humanitarian assistance to the Congolese people. On October 3, 1997, UNHCR received a telegram from the governor of North Kivu, stating that all agencies working with

Rwandan refugees should leave the area immediately. On October 9, a similar decree was passed by the central government to the governor of South Kivu. These orders were promulgated by UNHCR's disdain for the September 1997 attempt to prevent approximately 800 Rwandan and Burundian refugees from entering the UNHCR transit center in Kisangani, and led to the cessation of UNHCR operations in North Kivu and a decline in those in South Kivu. The effect was significant on those relief organizations that relied upon the UNHCR for aerial transport of personnel and equipment into and out of the region and on the number of UNHCR grants to other humanitarian organizations on the ground. On December 5, the governor of North Kivu expelled seven other humanitarian organizations from the region and restricted the operations of the WFP. These expulsions occurred at a time when local authorities were increasingly harassing humanitarian organizations by irregularly detaining, questioning, and searching relief workers for no apparent reason. The local government further impeded relief efforts by requesting that relief organizations not travel 30 km beyond Goma and by confiscating communications equipment.

In May 1998, provincial authorities of North Kivu requested that the U.N. and other humanitarian organizations resume their assistance to persons internally displaced as a result of ethnic fighting. Provincial authorities also indicated that they would try to improve the security environment to allow access to the various target populations. A June assessment by WFP along the Goma-Rutshuru axis revealed that 40,000 people were displaced and in need of potable water and food assistance.

The U.N. Mission charged with investigating alleged human rights violations that occurred in the DROC was fraught with setbacks during FY 1998. In October 1998, U.S. Ambassador to the U.N. Bill Richardson met with President Kabila and resolved to move forward with the investigations as soon as possible; to allow the mission access to all parts of the country in carrying out its work; to focus the probe from March 1, 1993, through December 31, 1997; and to wrap up all inquiries by February 28, 1998, unless the GDROC and the U.N. mutually decided on an extension. In late February, the GDROC agreed to extend the duration of the investigation until May 31, 1998. The investigation was suspended in late December due to security concerns, resumed in early

February, and then ended in mid-April due to lack of cooperation by the GDROC. The final "Report of the Secretary General's Investigative Team Charged with Investigating Serious Violations of Human Rights and International Humanitarian Law in the DROC" was publicly released on June 30. The report stated that the GDROC "failed to give [the inquiry] its full and entire cooperation" and that as a result, most of the specific allegations of human rights abuses could not be verified. However, the report cited the ADFL for conducting mass killings of Rwandan Hutu refugees and Congolese (Hutu) civilians during its campaign to overthrow Mobutu Sese Seko. In addition, it implicated the Rwandan Patriotic Army and the FAZ for their involvement in the killings. Due to the lack of evidence, resulting from the team's inability to conduct a thorough investigation, the report stopped short of calling the killings genocide.

BHR/OTI and State/PRM also provided assistance to the DROC during FY 1998. BHR/OTI provided over \$7 million in political transition grants, managed by four satellite offices in Kisangani, Kinshasa, Lubumbashi, and Bukavu. BHR/OTI's grants addressed the areas of local infrastructure repair, public health and sanitation, human rights, and rule of law. Although the civil war disrupted the work of the satellite offices, all (except Bukavu) continued to operate under supervision of the local staff through the remainder of the fiscal year.

State/PRM assistance to the DROC in FY 1998 included approximately \$250,000 in funding to IRC for water, sanitation, and shelter for Burundian refugees. Due to the regional nature of the complex emergency in the Great Lakes, State/PRM also contributed funding on a regional basis for Rwanda, Burundi, Tanzania, Uganda, and the DROC. State/PRM provided approximately \$18 million to UNHCR's Great Lakes Regional Special Appeal and an additional \$2 million to UNHCR for refugee screening and security. To avoid double counting, this regional assistance has been included in the Rwanda case report as assistance to the Great Lakes Regional Crisis. *(For additional information, readers may also request BHR/OFDA situation reports on "Great Lakes - Complex Emergency.")*

**BHR/OFDA Assistance . . . . . \$5,251,416**  
**Other USG Assistance . . . . . \$7,206,745**  
**Total USG Assistance . . . . . \$12,458,161**

# DEMOCRATIC REPUBLIC OF THE CONGO

## FLOODS I

**H**heavy rains in December 1997 caused the banks of the Congo River and other waterways to overflow, resulting in the worst flooding in Kisangani since 1963. The flooding placed one-third of Kisangani under water and also submerged many areas located downstream of Kisangani. In addition to displacing approximately 9,000 people and precipitating a cholera outbreak in a nearby military camp, flood waters in Kisangani seriously curtailed the availability of electricity and potable water.

On December 24, 1997, U.S. Ambassador Daniel H. Simpson declared a disaster for flooding in Kisangani. In response, BHR/OFDA provided \$25,000 to the U.S. Embassy in Kinshasa. The funds were disbursed to CRS for the purchase of fuel to run an emergency generator to pump water to city residents. BHR/OFDA subsequently provided \$14,000 to the U.S. Embassy for an IFRC charter plane to deliver 20 MT of non-food items, benefitting approximately 1,000 flood victims in Mbandaka.

**BHR/OFDA Assistance . . . . . \$39,000**

# DEMOCRATIC REPUBLIC OF THE CONGO

## FLOODS II

**E**xcessive rainfall in March 1998 precipitated sand slides that damaged roads, water lines, and homes in Kinshasa. Matete and Kisenso quarters, two of the poorest and most densely populated areas in Kinshasa, were most severely affected by the sand slides. According to the Congolese Red Cross, 17 people were killed, approximately 2,321 families in nine different quarters lost their homes, and a total of 3,262 families were affected.

On April 14, 1998, U.S. Ambassador Daniel H. Simpson declared a flood disaster in Kinshasa when water retention basins collapsed in Kisenso. In response, BHR/OFDA

provided \$25,000 through the U.S. Embassy to CRS for a project to help remove the build-up of sand, mud, and fecal waste from affected neighborhoods. The funds supported the purchase of shovels and wheelbarrows and the rental of



A piece of plywood protects the doorway of a residence in Kinshasa from sand left after floodwaters receded. (Photo by Regina Davis-Tooley, BHR/OFDA)

dump trucks to assist in the clean-up effort. BHR/OFDA subsequently granted CRS an additional \$130,902 to expand the initial clean-up effort and to mitigate future floods in Kisenso quartier through the construction of water retention basins and the sandbagging of high-risk areas.

**BHR/OFDA Assistance . . . . . \$155,902**

## DJIBOUTI

### FLOODS

Many areas of Djibouti were flooded after more than a week of heavy rains occurred during late October 1997. Homes and schools were damaged and the threat of serious health problems was exacerbated by floodwaters that adversely affected a poor sanitation system in Djibouti's capital city.

The low altitude of Djibouti combined with poor sanitation and an incomplete canal project resulted in large pools of stagnant water, serious sewage problems, and the threat of insect and water-borne diseases. Several cases of cholera were reported by local officials.

Djibouti's Ministers of Health, Interior, and Foreign Affairs requested international assistance for the establishment of a disinfection program and aerial spraying of insecticide to combat flies and mosquitoes that were creating serious health risks. On November 10, U.S. Chargé d'Affaires Terri Robl issued a disaster declaration and BHR/OFDA responded by providing \$25,000 to assist in the aerial spraying.

**BHR/OFDA Assistance . . . . . \$25,000**

## ERITREA

### RETURNEES

In early May 1998, a simmering border dispute between the Ethiopian and Eritrean governments erupted into unexpected warfare. The warfare claimed an estimated 1,000 lives in both countries and displaced populations along both sides of the southwest border. In spite of numerous mediation efforts by the United States, Rwanda, and the Organization of African Unity, the former allies remained divided and forcibly expelled each other's nationals. Many American citizens, including USAID and Embassy officials, as well as other foreign nationals, were evacuated due to continued Ethiopian air strikes, which expanded the reach of the war beyond the disputed border areas, including Bodmi and Shiraro. About 150,000 Eritreans were displaced, and an additional 100,000 were war-affected. Among the war-affected were hundreds of people of Eritrean descent expelled from Ethiopia. Gash Barka and Debub (or Southern) provinces were particularly hard hit by the Ethiopia-Eritrea conflict.

On June 19, following appeals by the Government of the State of Eritrea, U.S. Chargé d'Affaires Robert Houdek declared that a disaster existed in Eritrea. In response to the declaration, BHR/OFDA provided \$25,000 to the U.S. Embassy in Asmara. The funds were channeled through the Eritrean Relief and Refugees Commission (ERREC) to meet the immediate relief needs of more than 6,000 deportees from Ethiopia.

Following a request from USAID/Asmara, BHR/OFDA provided \$16,634 to dispatch an assessment team to Eritrea. Based on the team’s recommendations, BHR/OFDA provided an additional \$656,500 to ERREC through USAID/Asmara for supplementary food, kitchen sets, and support and transportation costs. In addition, BHR/OFDA sent an in-kind contribution of blankets and water bladders, valued at \$213,400, to ERREC to meet immediate relief needs.

In response to an \$8.9 million U.N. Consolidated Inter-Agency Appeal for Shelter and Essential Household Utensils for Eritrea released in September, BHR/OFDA also provided \$100,000 to UNICEF for the purchase of hospital-sized tents for use in deportee reception centers along the border. In addition to the U.N., various donors, NGOs, and IOs assisted war-affected populations in Eritrea and Ethiopia. In mid-June, a U.S.-brokered deal halted air strikes, but prospects for peace and reconciliation remained dim as both sides continued a massive military build-up throughout the year. (See “Ethiopia - Displaced Persons” case report.)

**BHR/OFDA Assistance . . . . . \$1,011,534**

## ETHIOPIA

### DISPLACED PERSONS

Approximately 190,000 Ethiopians, primarily from Tigray Region, were displaced following the outbreak of intense fighting between Ethiopia and Eritrea in May 1998. On June 18, U.S. Ambassador David Shinn declared a disaster, following a request by the Government of the Federal Democratic Republic of Ethiopia (GFDRE). In response to the declaration, BHR/OFDA provided \$25,000 through USAID/Addis Ababa to the GFDRE’s Ethiopia Disaster Prevention and Preparedness Commission (DPPC) for the provision of food, shelter material, and other non-food relief items to Ethiopians displaced by the border conflict.

BHR/OFDA subsequently provided in-kind contributions of blankets, most of which were purchased locally, to Ethiopian civilians affected by the Ethiopia-Eritrea war. The cost of purchasing and transporting these blankets and supplemental food was estimated at \$801,000. BHR/OFDA provided these items to USAID/Addis Ababa,

which released them to the Relief Society of Tigray (REST) for distribution to IDPs near the border areas.

In addition, BHR/FFP provided 430 MT of food commodities valued at \$1,600,700 to REST in response to a DPPC appeal issued in June. The commodities were distributed to 150,000 IDPs. (See “Eritrea - Returnees” case report.)

**BHR/OFDA Assistance . . . . . \$826,000**  
**Other USG Assistance . . . . . \$1,600,700**  
**Total USG Assistance . . . . . \$2,426,700**

## ETHIOPIA

### FLOODS

Throughout October and November 1997, torrential rains related to the El Niño Southern Oscillation (ENSO) caused flooding in the lowland areas of southern and southeastern Ethiopia. Nearly 300 people and 14,000 head of livestock died as a result of the floods, and 560,000 people, including 16,000 IDPs, were affected in the Somali Region. An estimated 8,000 refugees and IDPs in the border town of Dollo were isolated by the heavy floods, which also destroyed nearly 30,000 hectares of irrigated farmland and caused the loss of 4,252 homes and other assets.

On November 20, the Government of the Federal Democratic Republic of Ethiopia (GFDRE) declared a disaster and asked for external assistance to address specific shortages in medium/heavy lift aircraft, shelter materials, food, and medicines. On the same day, U.S. Chargé d’Affaires Martin G. Brennan declared a disaster due to floods in Ethiopia. BHR/OFDA provided \$25,000 to SC/US through USAID/Addis Ababa to support logistical costs of emergency relief activities. Based on the recommendation of a joint USAID/NGO assessment, BHR/OFDA subsequently provided an additional \$204,266 to SC/US for the provision of supplementary food, human and livestock medicines, and seeds and tools to affected populations in Dollo. Several NGOs, IOs, and donor governments also provided assistance, including several aircraft, to the flood-affected areas, in concert with the GFDRE.

Beginning in early December, rainfall levels returned to normal and floodwaters receded, allowing many people

to return home. While the floods adversely affected crop production, they have had a longer-term positive impact on pasture and livestock conditions.

**BHR/OFDA Assistance . . . . . \$229,266**

## THE GAMBIA

### FIRE

In March 1998, a devastating fire destroyed approximately 250 houses in the village of Galleh Manda, located in Central River Division approximately 325 km from the capital city of Banjul. An estimated 800 people, or about 53% of the village's residents, were displaced by the fires and sought shelter with friends or relatives, in crowded public accommodations, or in makeshift brush quarters. No villagers perished in the fire.

On March 16, 1998, U.S. Ambassador Gerald Scott declared a disaster and requested BHR/OFDA assistance to support the Gambian Red Cross, which issued an international appeal. In response to the appeal, BHR/OFDA provided \$15,000 through USAID/Banjul to the Gambian Red Cross for the purchase and distribution of cooking utensils, cutlery, and rehabilitation materials to fire victims in Galleh Manda village.

**BHR/OFDA Assistance . . . . . \$15,000**

## GUINEA-BISSAU

### DISPLACED PERSONS

Intense fighting began in Guinea-Bissau on June 7, 1998, when a military junta attempted to oust President Joao Bernardo Vieira. The insurrection was triggered by the president's dismissal the day before of his Chief-of-Staff, General Ansumane Mane, a rival veteran of the war for independence against Portugal a generation earlier. A regional intervention force of some 1,600 Senegalese and Guinean troops joined Vieira's army in its attempt to put down the uprising.

Heavy artillery shelling in the capital city of Bissau forced an estimated 350,000 residents to flee to interior locations, where an additional 80,000 to 100,000 people were displaced as the fighting spilled over to rural areas and smaller towns. Many of the displaced found refuge

in and around Bafata, Gabu, and Mansoa. A cease-fire was signed between the rebels and the pro-Vieira forces on August 26, prompting the return of about 200,000 IDPs to Bissau. However, the resumption of hostilities on October 9 forced a second evacuation of the city, with approximately half of the IDPs going to Prabis, Cumura, and Safin, north and west of the city.

In addition to creating massive population displacements, the military conflicts in June and October seriously damaged an already limited infrastructure, including health services, and caused severe shortages of food, water, and medical supplies. The disruption of agricultural activities during the critical June planting season when food stocks are usually low further threatened food security. The closing of the Bissau port and airport and the sealing of borders by neighboring countries halted the normal flow of trade and complicated the transport of relief supplies to the interior. Resident populations in the countryside, many of whom provided shelter for the displaced, shared in the hardship imposed by the fighting. The vast majority of IDPs took refuge with friends and relatives; only 5,300 entered the neighboring countries of Senegal, The Gambia, Cape Verde, and Guinea. Over 5,000 Senegalese refugees in the northern part of the country were also among the populations in need of assistance.

Following the first round of hostilities in Guinea-Bissau, U.S. Ambassador Peggy Blackford issued a disaster declaration on June 29, 1998. Despite internal and external constraints to their operations, U.N. agencies, ICRC, and NGOs carried out a humanitarian program assisting IDPs and other vulnerable populations with food, agriculture, health services, and water and sanitation during the emergency period. BHR/OFDA responded with a total of \$931,160 in grants, including \$100,000 to Ajuda de Desenvolvimento de Povo para Povo (ADPP), a Danish NGO, for agricultural assistance and distribution of food aid in four regions of the country; \$180,000 to UNOCHA for relief coordination; and \$651,160 to MSF/S for emergency health care, water, sanitation, and an immunization program for 250,000 IDPs for four months.

**BHR/OFDA Assistance . . . . . \$931,160**

# KENYA

## DROUGHT

A severe drought which struck Kenya in early January 1997, following the failure of three consecutive rainy seasons, caused widespread crop destruction, water scarcity, and deteriorating pasture and rangeland conditions. An estimated 1.6 million people and agro-pastoralist areas in Eastern Province were seriously affected. Malnutrition rates exceeding 30% were reported in some locations. This was Kenya's third drought crisis in five years.

On October 9, 1997, U.S. Ambassador Prudence Bushnell re-declared a disaster in Kenya due to the drought. BHR/OFDA immediately provided \$25,000 to CARE, through USAID/Nairobi, for the distribution of food and rehabilitation of boreholes in Garissa District, North Eastern Province. BHR/OFDA subsequently provided an additional \$102,384 to CARE, through USAID/Nairobi, to support the drought response effort in the district. (See "Kenya - Floods" case report.)

**BHR/OFDA Assistance . . . . . \$127,384**

# KENYA

## EPIDEMIC

In late 1997, following record-level rains in October and November, the Government of Kenya reported an estimated 22,000 cholera cases, with nearly 1,000 deaths. Heavy rains continued in late December, further devastating communities and water and sanitation systems in Kenya, including the poorest sections of Nairobi, the capital, where some 1.6 million people reside.

On December 24, 1997, U.S. Ambassador Prudence Bushnell declared a disaster due to the cholera outbreak. BHR/OFDA provided, through USAID/Nairobi, \$201,307 to UNICEF and MSF/F for the provision of oral rehydration therapy and cholera medicines in affected areas, including Nairobi. UNICEF, along with MSF/F, coordinated donor-led efforts to control the cholera outbreak. Despite these efforts, the outbreak lasted nine months, affecting the Coast and Nyanza provinces most severely. Cholera, malaria, and malnu-

trition eventually contributed to an outbreak of a hemorrhagic disease thought to be Rift Valley Fever, which killed over 400 people and led to the deaths of large numbers of livestock throughout Kenya. (See "Kenya - Floods" case report.)

**BHR/OFDA Assistance . . . . . \$201,307**

# KENYA

## EXPLOSION

On August 7, 1998, terrorist bombs exploded almost simultaneously near the U.S. Embassies in Kenya and Tanzania, killing a total of 247 people. In Kenya, the explosions killed 213 people, including 12 U.S. citizens and 32 Foreign Service Nationals. Nearly 5,000 people, mostly non-Americans, were injured. The U.S. Embassy and an estimated 105 buildings nearby suffered damage, 31 seriously. The damage from the blast extended to many small and medium businesses near the Embassy, as well as 11 government buildings. According to the Government of Kenya (GOK), the estimated cost of repairing affected buildings was \$40 million. This damage, along with the loss of human lives, exacerbated the already unstable economic situation in Kenya. Foreign investment and tourism, Kenya's economic backbone, declined considerably in the aftermath of the blast. In addition, the large number of deaths and injuries caused significant loss of personal incomes, which affected the livelihoods of many Kenyan households. The GOK lacked the financial and material capacity to respond to the extensive humanitarian needs, particularly in the health sector.

Due to the magnitude of the disaster, the GOK appealed for international assistance. Following a request for immediate assistance by U.S. Ambassador to Kenya Prudence Bushnell, who issued a disaster declaration on August 9, BHR/OFDA provided an initial \$25,000 through the U.S. Embassy. Of this total, \$11,500 was provided to St. John's Ambulance for medical supplies, \$4,000 to the Kenyan Red Cross for medical supplies, and \$7,500 to Oasis Counseling for trauma consultations. BHR/OFDA also arranged for the immediate deployment of an Urban Search and Rescue (SAR) team from the Fairfax County, Virginia, Fire and Rescue Department. The 63-member SAR team was comprised of technicians, air-scenting dogs, col-

lapse rescue experts, physicians, paramedics, logisticians, and command/control personnel. A three-person DART accompanied the SAR team and provided coordination, administrative, and information support for USG response efforts. The team arrived in Kenya on August 9 and immediately began coordinating USG search and rescue efforts. In conjunction with the U.S. Embassy and rescue teams from France and Israel, the team assisted in the recovery of 50 bodies. Three additional BHR/OFDA staff, who were on temporary duty in the USAID/Nairobi mission at the time of the bombing, assisted in response activities. Following the attack, the U.S. Embassy formally re-located to the USAID Mission, housed 4.5 miles from the disaster site. In FY 1998, BHR/OFDA provided more than \$2.4 million to dispatch the SAR team, as well as to transport a team from the Miami-Dade Fire and Rescue Department in Florida, to Washington, D.C., to assist in the coordination of response efforts. BHR/OFDA and the U.S. State Department established task forces in Washington, D.C., on a 24-hour basis for approximately one week after the explosions.

Throughout the response phase DOD planes transported approximately 250 medical and support staff, including surgical, combat stress, and anti-terrorist security teams to Kenya. In total, U.S. military planes conducted 17 missions to Kenya and Tanzania. U.S. military planes also evacuated injured U.S. citizens and Kenyans to the United States, Germany, and South



USAID/BHR/OFDA-funded Search and Rescue Team works in coordination with international teams in an effort to save victims of the Nairobi bombing. (Photo by Steve Catlin, BHR/OFDA)

Africa for immediate medical attention. The bodies of eleven U.S. victims were flown from Nairobi aboard a U.S. military plane, while one U.S. victim, who was married to a Kenyan citizen, was buried in Kenya.

On August 16, the SAR team from Virginia effectively completed activities in Kenya and returned to the United States, after Ambassador Bushnell, who was slightly injured in the attack, determined that its services were no longer required. Israeli search and rescue efforts ended on August 12, four days after the last survivor was pulled from the wreckage.

In response to a request by Ambassador Bushnell, BHR/OFDA subsequently donated \$45,000 to UNICEF for the procurement and transport of medical support kits to Kenyan hospitals treating victims of the explosion. Kenyatta National Hospital in Nairobi distributed the kits, which benefitted at least 40,000 people for three months. The SAR team also donated search and rescue equipment, including supply vehicles and bulk medical supplies to the Kenyan Red Cross and Kenyatta National Hospital. BHR/OFDA airlifted 500 body bags, which were in short supply at the disaster site, at a cost of \$2,488. Furthermore, BHR/OFDA provided \$53,000 for an Emergency Disaster Response Coordinator in USAID/Nairobi to continue to coordinate the USG response to the bombing, as well as provide technical advice in disaster preparedness, prevention, mitigation, and planning in response to natural and man-made disasters. At the request of Ambassador Bushnell, BHR/OFDA deployed a structural engineer with expertise in building explosions to assist the GOK in evaluating the damage caused by the bomb blast to adjacent buildings. The cost of deploying the engineer was \$9,960. Moreover, BHR/OFDA provided \$41,050 to the African Medical and Research Foundation (AMREF) for first responder's training and in support of an information coordination center. In late 1998, BHR/OFDA dispatched a three-person team to Nairobi and Dar es Salaam to develop a long-term disaster management training program in both countries, in collaboration with local NGOs and the GOK. The training included first responder training to improve the emergency management performance of PVOs, local governments, and the GOK.



View of the devastation from the August 7, 1998, explosion adjacent to the U.S. Embassy in Nairobi. (Photo by Steven Catlin, BHR/OFDA)

Various other relief groups responded quickly to the disaster. UNICEF and several NGOs provided medical and home- and community-based assistance to survivors and families. WFP delivered approximately 1.7 MT of emergency medical supplies provided by the WHO to the U.S. Embassy in Nairobi. The AmRC provided 100 units of safe blood through the U.S. State Department, and in late August, the ICRC launched an appeal to support a Kenyan Red Cross program of medical and social assistance. In early September, the GOK launched an appeal to raise \$156 million for victims of the blast. The appeal ensured coordination of various contributions. A surgical team donated by the German government assisted in treating numerous severe eye injuries, many of which resulted in irreversible blindness. The Government of the United Kingdom also donated computers, medicines, and experts in plastic surgery, engineering, and medical accounting. The World Bank provided funds to assist in Kenya's recovery in the aftermath of the bomb blast. Private individuals and groups around the world also provided donations throughout the year.

On August 13, President and Mrs. Clinton hosted an official memorial ceremony at Andrews Air Force

Base, in suburban Washington, D.C., for deceased American victims of the Nairobi bombing. The victims arrived at the base aboard a U.S. C-141 military aircraft. U.S. Secretary of State Madeleine Albright and other senior USG officials accompanied the plane from Germany to Andrews. On August 15, Ambassador Bushnell, the SAR team, and USAID staff attended a GOK ceremony to honor the deceased and recognize the international humanitarian effort. Later, on August 17, Secretary Albright traveled to Dar es Salaam and Nairobi to tour sites, visit hospitals treating bombing victims, and show her support for local residents and U.S. Embassy employees affected by the bombings. Accompanying Secretary Albright were Assistant Secretary of State for African Affairs, Susan E. Rice, Assistant Secretary of State for Consular Affairs, Mary A. Ryan, and BHR/OFDA Director H. Roy Williams, as well as other USG officials. (*See "Tanzania-Explosion" case report. For additional information, readers may also request BHR/OFDA information bulletins on "Kenya/Tanzania - U.S. Embassy Bombing."*)

**BHR/OFDA Assistance . . . . . \$2,665,065**



Rushing floodwaters cut a ravine after heavy rains fell on the savannah in northern Kenya. (Photo by Mikaela Meredith, BHR/OFDA)

## KENYA

### FLOODS

During October and November 1997, unrelenting rains pounded Kenya's Coast, North Eastern, and Eastern provinces, causing the most severe flooding in the country in more than 40 years. Hundreds of people and an estimated 10,000 head of livestock died as a result of the floods, and, according to the Government of Kenya (GOK), nearly 300,000 people living in Tana River, Garissa, and Wajir districts were affected. Among those affected were 20,000 agriculturists displaced along the Tana River as a number of homes and personal belongings were swept away by the floods. The floods destroyed key roads, rail lines, and bridges in northeastern Kenya. Many communities were isolated following the floods, including an estimated 125,000 refugees, mainly Somalis, in and near the northeastern town of Dadaab. The floods also devastated crops and triggered sharp increases in prices for food commodities, particularly along the Tana River delta. In addition, poor access to food, potable water, and medicines in flood-affected areas led to increases in diarrheal diseases, malnutrition, malaria, and cholera. This unusually heavy rainfall, which also battered other eastern African countries, was related to the 1997-1998 ENSO event.

In late November, the GOK declared a state of emergency in affected districts and initiated a relief and rehabilitation program. The U.N. launched an appeal, and, in cooperation with the GOK and NGOs, initiated a one-month operation to deliver 1,000 MT of food, blankets, medicines, plastic sheeting, and other relief supplies at a cost of approximately \$7.2 million.

On November 17, U.S. Chargé d'Affaires Michael W. Marine declared a disaster in Kenya due to floods. BHR/OFDA immediately allocated \$25,000 to USAID/Nairobi, which donated the funds to IFRC and CRS for the purchase and distribution of cholera and sanitation equipment in Coast Province.

BHR/OFDA also provided more than \$3 million in grants to support various relief and rehabilitation activities in flood-affected areas in Kenya. For example, BHR/OFDA funding supported WFP's emergency air bridge operation, which was conducted in tandem with cross-border operations in flood-affected areas in southern Somalia. Additional BHR/OFDA grants to CARE, MSF/F, UNICEF, CRS, and World Concern funded the provision of medicines and plastic sheeting, water rehabilitation, and livestock vaccination and restocking. BHR/FFP also provided 8,390 MT of emergency food valued at approximately \$4.2 million to support WFP's emergency operations. Several donors,



USAID-provided flour is readied for distribution to Kenya flood victims in Garissa District. (Photo by Ron Libby, BHR/OFDA)

including the EU, also contributed to WFP's large air operation, which assisted a total of 515,000 people stranded by floodwaters in remote areas. Due to extensive damage to roads and bridges, most supplies were delivered by road to Garissa for airlifting to other areas, including to refugees in northeastern Kenya. UNHCR collaborated with WFP to provide emergency assistance to these refugees.

Although rainfall levels subsided in the beginning of December, higher than normal rainfall continued in late December, causing more damage to the same flood-affected areas. The U.N. issued a second appeal for \$2.75 million in March, 1998. Despite an improvement in road transport in most areas in late 1998, food prices remained inflated, particularly in pastoralist communities. Conversely, the floods proved beneficial for crop development and pasture regeneration in some drought-affected and grazing areas. (See "Kenya - Drought" case report.)

**BHR/OFDA Assistance . . . . . \$3,044,724**  
**Other USG Assistance . . . . . \$4,195,900**  
**Total USG Assistance . . . . . \$7,240,624**

## LIBERIA

### COMPLEX EMERGENCY

Since the July 1997 multi-party national elections officially elected Charles Taylor as president, Liberia has been a country recovering from its political turmoil and reliance on emergency food and non-food assistance. During FY 1998, the humanitarian community and the Liberian government focused their efforts on the resettlement and reintegration of returning refugees and IDPs. More than 250,000 of the estimated 500,000 Liberian refugees living in Côte d'Ivoire, Sierra Leone, Guinea, Ghana, Nigeria, and Cameroon returned as confidence grew in Liberia's peace process. Refugees either spontaneously returned or were assisted by UNHCR's official repatriation program and local offices established in returnee areas. Some refugees, however, were slow to repatriate to Liberia because of the fear of lingering ethnic hostilities; closed border crossings in areas experiencing continued instability; the slow pace in re-establishing basic services in rural areas of return; and the dearth of transport available. On October 1, 1997,

U.S. Ambassador William Milam re-declared a disaster for FY 1998 citing the overall poor humanitarian conditions still prevalent in Liberia.

The Liberian Red Cross and international relief organizations working in Liberia assisted the 350,000 IDPs living in Monrovia to resettle in their former towns and villages after living years in makeshift accommodations. Heads of IDP families received a resettlement package, which included emergency shelter materials, construction tools, farming implements and seeds, and kitchen utensils. Food assistance was also provided for a month after the IDPs' initial resettlement. By the end of FY 1998, an estimated 221,000 refugees and 75,000 IDPs had yet to return to their home areas.

In late July 1998, the Economic Community of West African States Military Observer Group (ECOMOG) moved its headquarters from Monrovia to Freetown, Sierra Leone, but left a contingent of its force in Liberia to control any ethnic violence. ECOMOG twice assisted in restoring order in Monrovia during March and September 1998. In the latter upheaval, President Taylor's government forces attempted to arrest the leader of a former opposition group in front of the U.S. Embassy in Monrovia. The violence in September caused the temporary evacuation of non-essential USG personnel from Liberia.



Medical supplies provided with BHR/OFDA funding at the Curran Hospital in Monrovia. (Photo by Sureka Bacchus, BHR/OFDA)



Latrines using BHR/OFDA-provided plastic sheeting are constructed in a village damaged during the conflict which ended in 1996. (Photo by Sureka Bacchus, BHR/OFDA)

From April 20 - May 8, 1998, a USAID health team visited Liberia to assess the condition of the health sector and to identify practical, appropriate, and focused health activities needed during the transition period. Health activities identified included restoring primary health care services, updating health providers in new service techniques and strategies, and addressing urgent health problems that were exacerbated by the war. These health problems included tuberculosis, sexually transmitted diseases, maternal mortality, cholera, and vaccine-preventable diseases such as polio.

To revitalize the health sector in Liberia, the USAID health team recognized the importance of restoring the health delivery system and implementing sectoral reforms and strategies in an effort to institute effective health policies. The team's recommendations were provided to USAID/Monrovia for strategic and programmatic choices for short- and medium-term activities in health sector programming.

From July 17-27, 1998, another USAID team traveled to Liberia to work with USAID/Monrovia in developing an agricultural assistance program as emergency food assistance was being curtailed. The team concluded that USAID should become involved in revitalizing the tree crop sector, which includes rubber, coffee, cocoa, and palm oil. Prior to the beginning of Liberia's civil war in late 1989, production of these crops was the country's major source of employment and income generation. Subsequent USAID assessment/program

team visits were canceled due to the September evacuation of USG personnel from Liberia.

In FY 1998, BHR/OFDA's contribution of \$8,955,337 funded emergency health and agricultural programs for IDPs, returnees, and war-affected Liberians. Rehabilitation of basic services destroyed during the war was essential to draw returnees to their homes, and BHR/OFDA programming supported these resettlement efforts.

BHR/OFDA grant activities took place primarily in the rural areas of Montserrado, Bomi, Rivercess, Grand Bassa, Margibi, Bong, Cape Mount, Sinoe, Grand Gedeh, Lofa, and Nimba counties. The major BHR/OFDA grantees included ACF, CRS, IRC, LWR, MDM, MERLIN, SCF/UK, and WVUS.

In the health sector, BHR/OFDA assistance supported primary health care; the reactivation of community health services; the rehabilitation of clinics; the training of traditional birth attendants; an expanded program of immunization; health training; and the nutritional feeding of vulnerable children. In agriculture, BHR/OFDA funding provided for seeds and tools distribution; farmer training; seed multiplication activities; seed payback schemes; swamp development; and the distribution of food for agriculture to encourage farmers not to consume their planting seeds.

BHR/FFP provided \$30,557,800 worth of emergency food (40,340 MT) to WFP and CRS to distribute to IDPs and refugees, in food-for-work and school feeding programs, and to vulnerable groups, including the elderly and nurturing mothers. BHR/OTI's funding, totaling \$419,415, continued to support independent, non-factional radio coverage to all geographic locations in Liberia and border areas, as well as civil reconstruction activities.

State/PRM funded a grant to IRC (\$749,312) to support non-formal education and skills development for 60,000 students in Lofa, Bong, and Nimba counties, and provided \$630,000 to UNICEF for the Liberian Children's Initiative. UNICEF used the funding under the Liberian Children's Initiative to re-establish civics classes and



A cholera patient receives intravenous fluids in a clinic in Mozambique funded by BHR/OFDA. (Photo by James Jackson, BHR/OFDA)

rehabilitate schools in six border counties. State/PRM also funded a regional grant to IFRC (\$1,000,000) to support health, food, and nutritional rehabilitation for 650,000 beneficiaries living in Liberia and returning from Côte d'Ivoire, Guinea, and Sierra Leone. In response to 1998 refugee repatriation appeals for Liberia by UNHCR, ICRC, and WFP, State/PRM contributed more than \$14.3 million.

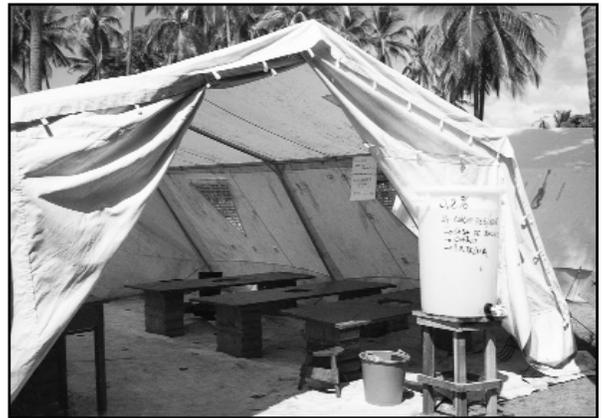
USAID/Monrovia provided \$4,538,083 for election management assistance, democratization support, human rights protection, rule of law activities, and support for the local media. Grants were given to the Carter Center, the National Democratic Institute, the International Foundation for Election Systems, and the U.S. Department of Justice to implement these programs. A total of \$7,835,019 was also provided by USAID's Office of Western African Affairs for demobilization, reintegration, education, training, and health activities which assisted ex-combatants, including child soldiers, IDPs, and returned refugees.

**BHR/OFDA Assistance . . . . . \$8,955,337**  
**Other USG Assistance . . . . . \$60,029,629**  
**Total USG Assistance . . . . . \$68,984,966**

## MOZAMBIQUE

### FLOODS

The city of Beira and the province of Sofala experienced a cholera outbreak as a result of heavy rains, flooding, and poor sanitary conditions during February 1998. The outbreak in Beira, Mozambique's second largest city, was spread by the contamination of existing water supplies and resulted in the death of 215 people. An additional 614 people were treated in Beira's central hospital and local clinics. In Sofala Province, 27 died from the cholera epidemic while no deaths were reported in Zambezia Province, where a threat of a cholera outbreak was reported.



Quarantine tents were established to house many cholera patients in Mozambique. (Photo by James Jackson, BHR/OFDA)

On February 17, U.S. Ambassador Brian D. Curran declared a disaster for the epidemic. BHR/OFDA responded by providing \$25,000 through the U.S. Embassy for emergency relief activities to cholera victims. In addition, BHR/OFDA funded a grant for \$434,294 to MSF/B for cholera prevention and treatment in Beira and the provinces of Sofala and Zambezia.

**BHR/OFDA Assistance . . . . . \$459,294**

## NIGER

### FLOODS

Niger experienced extraordinarily heavy rainfall in July and August 1998, resulting in extensive flooding. By August 31, there was serious flooding in 162 villages, affecting an estimated

22,000 people. A total of 31 roads were washed away; 217 wells were destroyed; and approximately 8,500 hectares of millet and 588 hectares of rice were ruined. The Government of Niger (GON) estimated damages at approximately \$1 million, including costs to repair infrastructure (primarily roads and water mains). The greatest damage occurred in Niamey, Tillaberi, and Dosso.

In September, the GON appealed to international donors for assistance in meeting the immediate needs of flood victims for food, shelter, potable water, and medicines. As a result, U.S. Ambassador Charles Cecil declared a disaster on September 25. BHR/OFDA responded by providing \$25,000 in disaster assistance funds through USAID/Niamey to LWR. The funds were used by LWR for an emergency program in Niamey to rehabilitate wells destroyed by the rains and flooding, to sanitize the water supply to prevent outbreaks of cholera and other water-borne diseases, and to conduct public health education activities on water-borne diseases.

**BHR/OFDA Assistance. . . . . \$25,000**

## REPUBLIC OF CONGO

### COMPLEX EMERGENCY

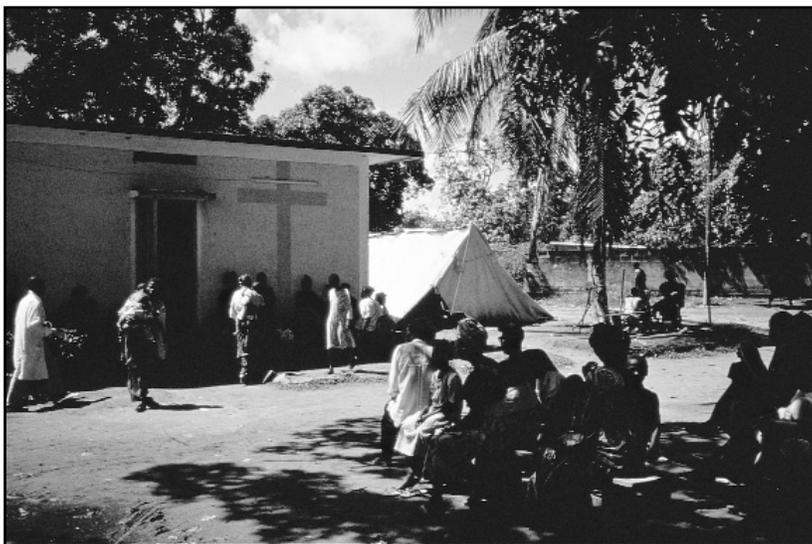
In June 1997, fighting broke out in the Republic of Congo between forces loyal to the elected government of President Pascal Lissouba and the forces of former President Denis Sassou Nguesso. The violence began when Lissouba's troops surrounded Nguesso's residence in an effort to crack down on private militias before a presidential election scheduled for July 27. Regional and international efforts at mediation failed to result in a settlement, and, on October 14, Nguesso's forces succeeded in overthrowing the Lissouba government and seizing control of the country. Much of the fighting and ensuing destruction was concentrated in the capital city of Brazzaville, home to between 800,000 and one million of Congo's total population of 2.6 million.

Citing "appalling conditions" in Brazzaville resulting from the four-month civil war, U.S. Ambassador Aubrey Hooks declared a disaster



A BHR/OFDA-contracted water and sanitation expert taking water samples from a water source for IDPs in Brazzaville. (Photo by Mikaela Meredith, BHR/OFDA)

on October 27 and requested BHR/OFDA assistance. BHR/OFDA responded by deploying an assessment team on November 4 to report on conditions in Brazzaville and recommend options to the USG. Based on the team's findings, BHR/OFDA awarded four grants to address Brazzaville's most pressing short-term emergency needs. BHR/OFDA gave UNICEF \$500,000 for an emergency measles campaign, medical equipment and supplies to re-establish basic health care, and nutritional assistance for children. BHR/OFDA provided \$208,093 to MERLIN to implement an emergency measles vaccination campaign in coordination with UNICEF, and to conduct a risk awareness program to benefit some 250,000 children in Brazzaville. BHR/OFDA provided \$443,610 to CRS to



IDPs find shelter in a church after fleeing from the fighting around Brazzaville. (Photo by Mikaela Meredith, BHR/OFDA)

assist in the initial restoration of public health and clinic services to benefit up to 300,000 IDPs, and to provide for the minimal shelter needs of approximately 120,000 IDPs. Finally, BHR/OFDA gave \$207,714 to the IRC to improve sanitary conditions and the water supply for approximately 10,000 returning families in Talangai and surrounding districts of Brazzaville. The administrative costs of the assessment team totaled \$3,733.

**BHR/OFDA Assistance . . . . . \$1,363,150**

## RWANDA

### COMPLEX EMERGENCY

On April 6, 1994, the president of Rwanda and Burundi were killed when their plane was shot down as it approached Kigali, the Rwandan capital. Immediately following the crash, government forces and armed militias launched a premeditated, systematic campaign to exterminate the minority Tutsi and moderate Hutu populations. Simultaneously, government forces and the Rwandan Patriotic Front (RPF) engaged in a civil war. By the time the RPF (a rebel movement composed primarily of exiled Tutsis) claimed victory and a new government was installed in late July 1994, more than 500,000 people had been killed in the genocide, two million had become displaced in Rwanda, and another two million had fled to neighboring countries. Most refugees remained encamped in neighboring countries through FY 1996, despite a few sporadic repatriations. At the beginning of FY 1997, a mass repatriation of Rwandan refugees occurred from Tanzania and former Zaire, the latter spurred by an attack on refugee camps by the Alliance of Democratic Forces for the Liberation of Congo-Zaire (ADFL), led by Laurent Desiré Kabila.

On October 2, 1997, U.S. Ambassador Robert E. Gribbin III re-declared a disaster for FY 1998 due to the ongoing effects of the large-scale refugee repatriation that occurred in FY 1997. The return and reintegration of 1.4 million Rwandans (including old-caseload refugees who fled Rwanda in 1959 and 1963) impacted the agricultural sector and strained the existing infrastructure. These stresses, in combination with

insecurity and the slow resumption of livelihoods, resulted in lingering, adverse health effects.

The months that followed the mass repatriation of refugees witnessed a steady increase in the level of violence within Rwanda, focused primarily in the northwestern prefectures. Members of the former Rwandan Armed Forces (ex-FAR) and the Rwandan Hutu militia (Interahamwe), who repatriated alongside the refugees, were suspected of committing much of the violence. Insecurity intensified throughout FY 1998 with major clashes occurring between ex-FAR/Interahamwe insurgents and Rwandan Patriotic Army (RPA) troops primarily in the northwest prefectures, and with targeted attacks taking place upon Tutsi and Hutu civilians who were unsympathetic to the insurgents' cause. In addition, ex-FAR/Interahamwe attacks on prisons became commonplace in an attempt to free supporters awaiting trial for their alleged participation in the 1994 genocide. Major atrocities against civilians included attacks on public transport buses, refugee camps inside Rwanda, transit centers, and boarding schools. Unable to escape the violence, humanitarian workers also found themselves victims of the violence, either directly or indirectly by the inability to carry out relief operations.

Major security incidents during FY 1998 included a December 10 attack on the Mudende refugee camp in Mutura Commune of Gisenyi Prefecture. In total, 327



Women prepare earthen blocks for the construction of homes being built in Kimironko through a BHR/OFDA-funded shelter program. (Photo by Nina Minka, BHR/OFDA)

refugees died as a result of the attack and another 252 were injured from a camp population of 17,000. All victims were Tutsis of Congolese descent and half of the dead were children. BHR/OFDA responded by funding the purchase of over 160 doses of anti-tetanus serum to assist the wounded. Also, following this incident, BHR/OFDA worked with the Rwandan Ministry of Health in developing an Emergency Response Unit. By the end of January 1998, relief organizations withdrew from Gisenyi Prefecture because of the poor security situation.

Insecurity in the northwestern prefectures contributed to the deterioration of the food situation in Rwanda during FY 1998. Although Rwanda is traditionally a food deficit country and a degree of undernutrition is endemic, prolonged and excessive violence against civilians prompted many individuals to flee their land in the northwest. As such, farmers in this area could not plant, cultivate, tend to, or harvest their fields. Nor could they travel safely to market or protect their crops against looting. WFP confirmed that the total number of Rwandans country-wide in need of food assistance amounted to more than 200,000. They were largely in the northern part of Gikongoro Prefecture and in the prefectures of Gisenyi and Ruhengeri, where approximately 106,000 persons became displaced as a result of insecurity. Because most of these individuals lived in insecure areas, humanitarian organizations found it difficult to provide for the food needs of the Rwandan population. Military escorts could not be provided consistently to accompany the food convoys, and government access to certain locations was denied. The U.S. Embassy in Kigali was instrumental in persuading the Rwandan government to allow WFP monitors to accompany food convoys to the displaced populations in the northwest. When they could travel, these monitors were able to ensure that food rations were provided to the populations most in need.

Food insecurity throughout Rwanda was exacerbated by a number of additional factors during FY 1998. The first agricultural season of 1998 was adversely impacted by a long dry season, followed by an unusually heavy rainy season. As a result, the first season's crop yield suffered and the seeds of the second agricultural season were not sown at the most opportune time.

Other impediments to the agricultural yield in Rwanda included lack of access to agricultural inputs, poor farming practices, and slow reintegration of resettled or repatriated households. Heavy flooding in Tanzania and Kenya also reduced the in-country supply of food in Rwanda by decreasing the availability of commercial food imports and impeding the logistical transport of emergency food assistance from regional delivery points. The resulting food shortage increased the price of staple crops to unaffordable levels, creating a particularly desperate situation in the northwest during the hunger season. As the security situation in the northwest continued to deteriorate toward the end of FY 1998, the number of IDPs rose substantially and living conditions in the camps became increasingly precarious.

In FY 1998, BHR/OFDA provided over \$4.3 million to humanitarian organizations working in Rwanda for emergency agricultural assistance, therapeutic and supplemental feeding, water and sanitation, urgent medical assistance in insecure areas, and reunification and reintegration of unaccompanied minors. In addition to program funding, BHR/OFDA also provided technical assistance to the Government of Rwanda for the establishment of an emergency health unit, capable of responding to large-scale medical emergencies associated with violent conflict.

In FY 1998, approximate BHR/OTI and BHR/FFP contributions in Rwanda totaled \$1.2 million and \$29.7 million, respectively. BHR/OTI directed its funding toward the continuing Women in Transition (WIT) initiative which provided funding to rural women's associations to assist with shelter construction, micro-enterprise development, agriculture and seeds, and livestock production. BHR/FFP funds assisted in the purchase and distribution of 54,900 MT of P.L. 480 Title II food aid assistance. The food aid was channeled through monetization programs, institutional and vulnerable feeding programs, emergency food distributions, and transitional assistance programs.

State/PRM assistance to Rwanda in FY 1998 included approximately \$1.9 million in funding to IRC, ARC, and CRS for water and health projects in Kibungo and Cyangugu prefectures; water, shelter, and environmental projects in Byumba Prefecture; and reconciliation and peace-building projects throughout the

country. In addition, State/PRM provided a total of \$11.5 million to UNHCR's Special Appeal for Rwanda, \$1.5 million to UNHCR for education within Rwanda, and \$200,000 to UNICEF for reconciliation and peace-building.

Due to the regional nature of the complex emergency in the Great Lakes, State/PRM also contributed funding on a regional basis for Rwanda, Burundi, Tanzania, Uganda, and the DROC. State/PRM provided approximately \$18 million to UNHCR's Great Lakes Regional Special Appeal and an additional \$2 million to UNHCR for refugee screening and security. (For additional information, readers may also request BHR/OFDA situation reports on "Great Lakes Complex Emergency.")

**BHR/OFDA Assistance..... \$4,340,188**  
**Other USG Assistance..... \$45,952,367**  
**Total USG Assistance ..... \$50,292,555**  
**STATE/PRM Assistance for**  
**Great Lakes Regional Crisis ..... \$19,550,000**

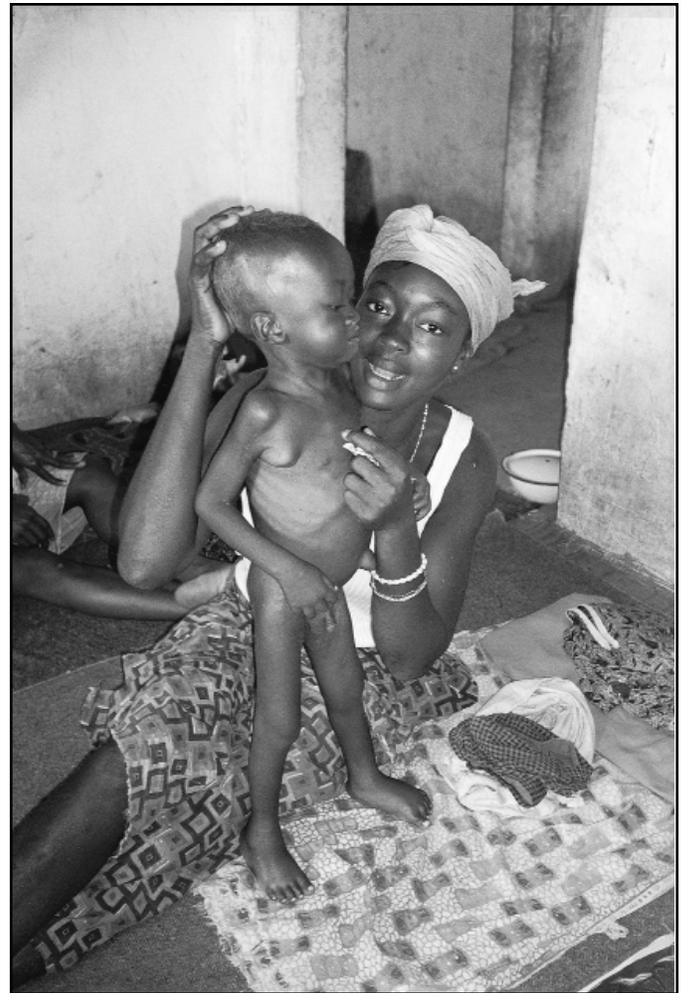
## SIERRA LEONE

### COMPLEX EMERGENCY

In the aftermath of the Armed Forces Revolutionary Council's (AFRC) seizure of power in Sierra Leone on May 25, 1997, foreign ministers of the Economic Community of West African States (ECOWAS) and the ruling AFRC signed a peace plan in Conakry, Guinea, calling for the restoration to power of the elected government of Ahmed Tejan Kabbah by April 22, 1998.

The Conakry peace plan also called for an immediate cease-fire, disarmament, and demobilization of combatants beginning on December 1, 1997; amnesty for the May 1997 uprising participants; and a broad-based government under restored President Kabbah. Civil conflict after the May 1997 *coup d'état*, however, plunged Sierra Leone back into a humanitarian crisis situation. On October 2, 1997, U.S. Ambassador John Hirsch re-declared a disaster for Sierra Leone in FY 1998 to assist in meeting emergency relief needs of those adversely affected.

After the leader of the AFRC, Major Johnny Koroma, announced that he was reluctant to reinstate ousted President Kabbah by the April 1998 transition date,



A young war-affected boy receives additional nutrition at a therapeutic feeding center. (Photo by Sureka Bacchus, BHR/OFDA)

ECOWAS' Military Observer Group (ECOMOG) launched an attack on AFRC forces in Freetown, Sierra Leone's capital, on February 5, 1998. On February 18, ECOMOG forces gained control of Freetown, forcing supporters of the AFRC to retreat north and east. President Kabbah returned to Freetown from Conakry to reassume power on March 10. After encountering further defeats in the towns of Bo and Kenema, retreating AFRC supporters concentrated their military efforts around the diamond-rich Kono Region in eastern Sierra Leone. Fighting continued during the remainder of FY 1998 between ECOMOG and the pockets of AFRC supporters who were scattered throughout small towns and villages in the northern and eastern portions of the country.

The security situation deteriorated significantly after fighting resumed during February 1998, especially in rural areas which were beyond ECOMOG's immediate

control. Serious atrocities (maiming, torture, and rape) carried out by AFRC supporters against local residents in the Kailahun, Kono, and Kenema districts sparked a new wave of refugees into Liberia and Guinea. Because of the renewed fighting, some 55,000 Sierra Leoneans fled to Liberia and 182,000 to Guinea.

The destruction of infrastructure and property by AFRC forces also aggravated humanitarian conditions. Targets included houses, hospitals, health facilities, schools, and agricultural resources such as seed banks, farm equipment, fertilizer, and rice mills. The destruction of agricultural inputs had a devastating effect in a country where an estimated 80% of the population is dependent on subsistence farming. According to UN-OCHA, between 40,000 - 50,000 people were displaced by the AFRC's destruction, including tens of thousands of villagers forced to flee to forested areas.

Although constrained by insecurity in Sierra Leone during FY 1998, BHR/OFDA was able to support its emergency humanitarian assistance programs through its implementing NGO grantees. NGOs effectively conducted relief activities by using local and/or international staff. BHR/OFDA grants were given to Africare, CARE, CRS, and WVUS to provide agricultural assistance, including seeds and tools inputs and agricultural extension programs. These seeds and tools distributions benefitted an estimated 75,000 in southern Sierra Leone. BHR/OFDA also funded health and water and sanitation-related grants to ACF/F, Africare, CRS, MSF/H, and UNICEF. These grants benefitted more than 1.5 million people who were displaced, war-affected, or recently resettled. In addition, BHR/OFDA made plastic sheeting available in Sierra Leone to provide emergency shelter; partially funded UNOCHA's relief coordination efforts in Sierra Leone; and provided financial support for ICRC's helicopter program to evacuate victims of atrocities.

The seed inputs funded by BHR/OFDA were provided in conjunction with P.L. 480 Title II emergency food assistance from BHR/FFP in an effort to prevent the seeds from being consumed rather than planted. BHR/FFP provided 49,010 MT of food aid valued at more than \$33.4 million to Sierra Leone in FY 1998, including internal

transport, shipping, and handling costs. This emergency food assistance was provided through CARE, CRS, WVUS, and WFP for IDPs, refugees, urban youth, vulnerable groups, therapeutic and supplemental feeding, emergency school feeding, food-for-work, food-for-training, and food-for-agriculture (seed protection) activities, targeting an estimated 623,000 beneficiaries.

BHR/OTI provided \$113,500 in FY 1998 assistance to launch a non-formal education campaign targeted at disenfranchised, war-affected children and youth; to provide technical assistance for developing post-conflict security systems; to support the reintegration of former combatants; and to promote reconciliation through workshops, public events, and study groups on important post-conflict issues. In addition, BHR/OTI assistance to Sierra Leone was provided to promote leadership, dialogue, communications, technical assistance, and training in management and governance for key ministries in the Kabbah government.

DOD's Defense Security Assistance Agency (DOD/DSAA) assisted the WFP program by providing 171 excess property trucks to increase the local transport capacity for emergency food distributions in Liberia, Sierra Leone, and Guinea for primarily Sierra Leonean refugees in response to a special appeal by WFP. DOD/DSAA also provided medical supplies to the ICRC (\$266,000) for distribution to NGOs, hospitals, and medical facilities accessible in Sierra Leone.



Two young men recuperate in the Connaught Hospital in Freetown after machete attacks by rebel forces. (Photo by Sureka Bacchus, BHR/OFDA)

State/PRM, which partially funded the transport (\$100,800) of the 171 DOD/DSAA excess property trucks to Sierra Leone, also supported Sierra Leonean refugees in FY 1998 through contributions to UNHCR, ICRC, and WFP totaling \$8,912,853. In addition to supporting IRC/Guinea and ARC regional grants assisting Sierra Leonean and Liberian refugees in Guinea, a portion of State/PRM's program contributions was used to assist returning Sierra Leoneans. State/PRM also contributed in FY 1998 to the Africa-wide general appeals of UNHCR, ICRC, and IFRC. *(For additional information, readers may also request BHR/OFDA situation reports on "Sierra Leone - Complex Emergency.")*

<b>BHR/OFDA Assistance</b> .....	<b>\$8,251,717</b>
<b>Other USG Assistance</b> .....	<b>\$42,874,053</b>
<b>Total USG Assistance</b> .....	<b>\$51,125,770</b>
<b>STATE/PRM Regional Assistance to West Africa</b> .....	<b>\$13,940,314</b>

## SOMALIA

### COMPLEX EMERGENCY

In FY 1998, Somalia continued to be wracked by violent fighting between clan-based factions vying for power and territory, despite efforts to unite the warring factions. Hundreds of civilians were killed or wounded and over one million Somalis remained dependent on external assistance. Political instability, coupled with a lack of purchasing power and rising unemployment and commodity prices, affected already vulnerable populations throughout the country (particularly urban IDPs). The main "Gu" 1998 harvest in Somalia—the worst in five years—was 37% lower than previous year levels. According to U.N. estimates, more than 1.25 million Somalis remained dependent on emergency food aid throughout FY 1998, including approximately 600,000 returnees, 250,000 IDPs, and an estimated 409,360 refugees in neighboring countries. Somalia hosted an estimated 446,000 refugees from the region throughout most of FY 1998.

Moreover, floods inundated much of southern Somalia's fertile land in late 1997, killing approximately 2,000 people. The floods destroyed food stocks, decimated 60,000 hectares of planted crop land, displaced 230,000 people, and left a total of one million affected. Rodent and pest infestation increased near rivers

following the floods, and outbreaks of cholera were reported. On June 19, 1998, WHO estimated that a total of 14,450 cholera cases with a resulting 600 deaths had occurred in southern Somalia. WHO also reported malaria outbreaks in flood-affected areas.

In February 1998, a ban on livestock exports imposed by Saudi Arabia further threatened food security in Somalia. The Saudi ban was imposed due to reported outbreaks of Rift Valley Fever, a hemorrhagic fever common among livestock and sometimes humans, in the aftermath of the floods. A reduction in banana exports also adversely affected the Somali economy in FY 1998.

Also in February, three rival clans agreed to remove checkpoints along the green-line dividing Mogadishu, temporarily allowing free movement of people for the first time in many years. The clans also established a joint administration in Mogadishu following peace talks in Cairo, Egypt. The security situation remained tense in Bay and Bakool regions for most of the year due to sporadic clashes between supporters of the Rahanweyn Resistance Army and Hussein Aideed. Although hard-hit by the livestock ban, "Somaliland" remained secure and self-sufficient in contrast. In July, political and clan leaders in the northeast established a new region, called "Puntland," with a constitution and regional government, but declared they were not seceding from the rest of Somalia. Like the self-declared "Somaliland," "Puntland" was not recognized internationally.

Attacks and hijackings of relief workers were reported throughout the year in Somalia, and humanitarian emergency supplies and equipment were looted frequently. In April, ten ICRC workers, including one American, were kidnapped in Mogadishu and held captive for nine days. Several aid agencies subsequently withdrew their expatriate staff from Somalia and many non-emergency activities were suspended as well. International staff also left Kismayo in April following an outbreak of violent inter-clan fighting. In June, relief and development activities were suspended in Bay Region after an international staff member working with MSF/F was murdered in the regional capital, Baidoa. In mid-July, six Somali guards were killed during an attack on a WFP convoy in south Mogadishu. In addition to insecurity, poor road conditions due to heavy rains and continued

closure of the port and airport in Mogadishu hampered relief efforts in Somalia.

On October 7, 1997, U.S. Ambassador to Kenya Prudence Bushnell re-declared the disaster for Somalia due to the continued complex emergency and projected humanitarian needs in Somalia for FY 1998. Consistent with the USG's policy to remain engaged in Somalia, BHR/OFDA contributed nearly \$8 million in FY 1998 to address the needs of vulnerable groups throughout Somalia, by supporting drought relief activities, health care, and water and sanitation activities. Of this total, more than \$2.8 million was provided by BHR/OFDA in response to the flooding of late 1997.

In FY 1998, BHR/FFP also provided 12,120 MT of food commodities valued at more than \$9.2 million to WFP and CARE to support flood assistance and rural food security projects, respectively. *(For additional information, readers may also request BHR/OFDA fact sheets on "Somalia - Floods.")*

USAID/Somalia's office, based in Nairobi, Kenya, obligated a total of \$4 million for development activities and for the USAID Famine Early Warning System program. State/PRM provided food aid and refugee assistance on a regional basis. State/PRM funding for regional programs is not included in the total figure of USG assistance to Somalia but is summarized in the "Sudan - Complex Emergency" case report. *(For additional information, readers may also request BHR/OFDA situation reports on "Somalia - Complex Emergency.")*

**BHR/OFDA Assistance . . . . . \$7,996,121**  
**Other USG Assistance . . . . . \$9,206,100**  
**Total USG Assistance . . . . . \$17,202,221**

## SUDAN

### COMPLEX EMERGENCY

**W**arfare continued in FY 1998 between the Government of Sudan (GOS) and southern and northern opposition factions, as well as among opposition factions in the south, causing significant loss of life, mass population displacement, and economic disruptions. According to U.N. statistics,

an estimated 4 million Sudanese remained internally displaced due to the conflict, including 2.2 million in Khartoum and 1.8 million in the transitional zone and southern areas. Approximately 350,000 Sudanese sought refuge in neighboring countries, and Sudan hosted about 360,000 refugees from the region in FY 1998. According to WFP estimates in late 1998, more than 2.6 million people, including 1.2 million in opposition-held areas in southern Sudan, faced severe food shortages due to regional insecurity, restricted access, drought, flooding, and difficulties associated with the distribution of relief assistance.

Among the most affected were 700,000 people in Bahr el Ghazal/Lakes Region, including at least 100,000 vulnerable civilians, mainly women and children, displaced by an outbreak of intense fighting in the region in January 1998. The fighting erupted after a rebel faction led by a former senior commander of the Sudan People's Liberation Army/Movement (SPLA/M), who had been allied with the GOS in recent years but had re-defected to the SPLA side, attempted to capture Wau and Aweil towns in Bahr el Ghazal/Lakes Region. After this attempt failed, the area also suffered from widespread looting and violent raids carried out by GOS-backed militia forces. Many civilians were killed and thousands were forced to flee their homes and land, preventing them from cultivating their crops/fields. Cattle and grains were also looted in the raids. In addition, war- and drought-affected southern Sudanese remained vulnerable to diseases such as cholera and measles.

In February 1998, immediately following the exodus of affected populations, the GOS imposed flight bans in the Bahr el Ghazal/Lakes Region—the largest regional flight suspension in the history of Operation Lifeline Sudan (OLS). In addition, OLS was authorized to use only one high-capacity C-130 and two Buffalo aircraft between February and March, which limited access to some outlying areas. These restrictions, combined with deteriorating livelihood systems, severe drought, flooding, and various logistical constraints, caused the precarious humanitarian situation in the region to worsen. In late February, after the ban was partially lifted in four locations, thousands of displaced civilians gathered at feeding sites in urban centers that were not



Severely malnourished children in a feeding center run by ICRC in Wau, Bahr el Ghazal/Lakes Region. (Photo by Marion Pratt, BHR/OFDA)

adequately equipped to handle such large numbers of beneficiaries. Death and malnutrition rates in these centers rose dramatically. For example, in Wau town, 72,000 beneficiaries were registered in August, and the global malnutrition rate was as high as 43.4% with 19.2% severely malnourished.

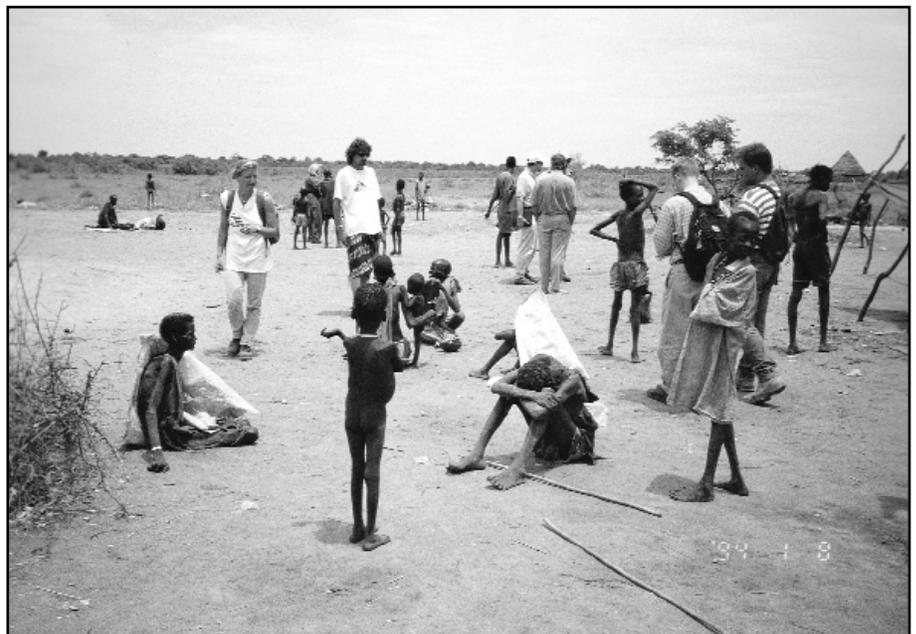
In April, the GOS lifted access and flight restrictions following pressure from donors and aid agencies, led by the USG. In response, WFP immediately undertook the largest airdrop operation in history, providing more than 16,000 MT in OLS/southern and northern locations in August. During the August - December period, WFP and implementing partners assisted approximately 1.8 million people per month, including 1.1 million in the Bahr el Ghazal Region.

With funding from donors, OLS increased field staff considerably and, by the end of August, supported nearly 70 feeding centers, reaching more than 46,000 children. Based on the recommendations of a joint SPLA/M-OLS task force established to deal with distribution and diversion problems, OLS established measures to standardize entry/discharge criteria, type of assistance, and data collection in these centers. Donor-funded programs also provided non-food stocks

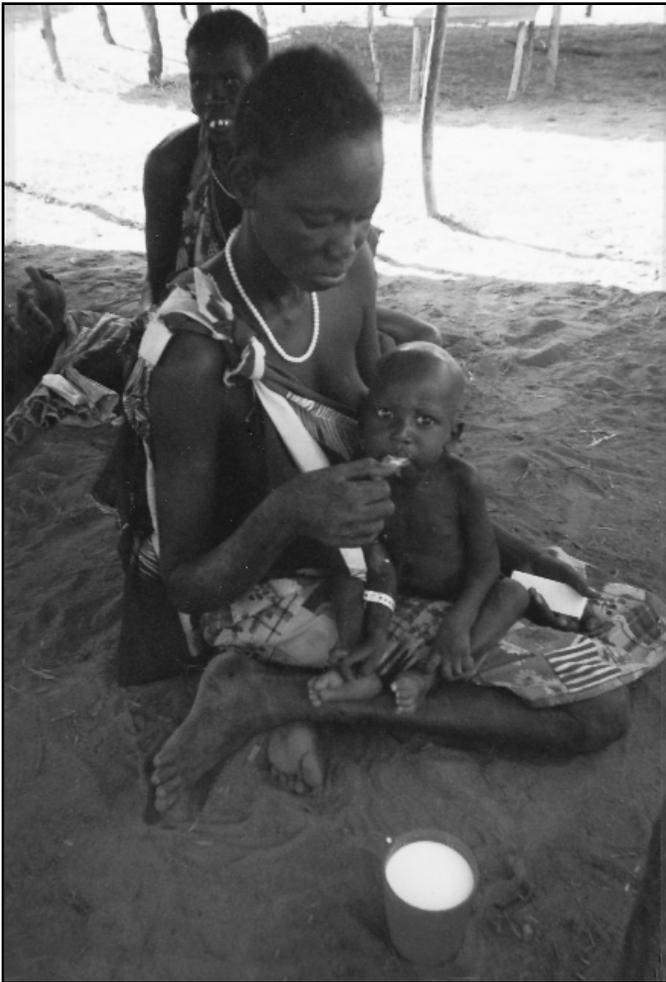
to affected areas and supported efforts to rehabilitate roads and airstrips.

As a result of these donor-funded efforts, mortality and malnutrition rates declined considerably in famine-hit areas by late 1998. For instance, in Ajiep, the famine's epicenter, mortality rates dropped from 69 to 3.6 per 10,000 people per day in late September, and in Wau malnutrition rates dropped to 9.6% by December, compared to 43.4% in August. Improvement in nutritional conditions was partly attributed to a successful harvest in early fall, as well as to a cease-fire signed between the GOS and SPLA on July 15 for Bahr el Ghazal/Lakes (later extended to April 15, 1999). The initial three-month cease-fire, brokered by Kenyan President Daniel arap Moi, effectively ended raids by GOS-allied forces for several months and brought better delivery of relief food. The USG welcomed the cease-fire and continued to urge all warring parties to end the civil war.

In FY 1998, another seriously affected area in southern Sudan was Western Upper Nile, where two pro-GOS forces fought for political and military control. These groups burned and looted villages and destroyed NGO compounds and feeding centers. The fighting prohibited OLS access to some 150,000 war-affected civilians,



A USAID/OFDA team, accompanied by USAID/Nairobi-based staff, assess needs in Ajiep, Bahr el Ghazal. Ajiep was severely affected by the famine. (Photo by Marion Pratt, BHR/OFDA)



An infant receives supplemental nutrition at a BHR/OFDA-funded therapeutic feeding center. (Photo by Zema Semunegus, BHR/OFDA)

most of them displaced by the fighting. Relief operations were suspended during most of the year in the area but resumed after the fighting subsided in July.

Despite interventions by high-level U.N. and USG representatives, in FY 1998 the GOS continued to deny access to SPLA-held areas of the Nuba Mountains. GOS officials approved a joint OLS assessment to the area in May, but the mission failed to receive access. The GOS and aligned factions were accused of looting and destroying crops in the Nuba Mountains.

Fighting also continued between the GOS and SPLA in other areas, including Eastern Ekuatoria. In late 1997, the SPLA launched a campaign to capture Torit, a GOS-controlled town located near Juba, Eastern Ekuatoria. More than 52,000 people were affected and hundreds were killed in the campaign. The GOS accused Uganda, with backing from Eritrea and

Rwanda, of spearheading the SPLA offensive and declared a general mobilization in response.

In FY 1998, the GOS conducted numerous aerial bombings of civilian targets, including NGO compounds, in southern Sudan. Between August 1997 and June 1998 more than 200 relief personnel were evacuated from 37 locations in Sudan, and indiscriminate bombings by the GOS were reported on 31 separate occasions. According to Norwegian People's Aid (NPA), the GOS attacked Yei, Eastern Ekuatoria, nine times from March to September, causing 20 deaths. In the most serious attack, which took place in early March, a hospital run by NPA was hit directly by five bombs, destroying the operating room and bringing medical services to a standstill. Sixteen people working in the hospital were killed, including a nurse, and 22 additional personnel were seriously injured. NPA was renovating the hospital with partial funding from BHR/OFDA, prior to the attack. In June, a GOS plane also dropped six bombs near an emergency feeding center run by WVUS in Gogrial County. No civilian deaths were reported following this attack. Refugees and IDPs often fell victim in Kassala State during GOS bombings and heavy shelling from inside Eritrea. Humanitarian workers in southern Sudan also were directly targeted in unprovoked attacks during FY 1998. *(In a report released in late August, Human Rights Watch accused the GOS and SPLA of gross violations of human rights and international humanitarian law.)*

In May 1998, ICRC resumed its program in Sudan, lifting a self-imposed suspension of operations dating from November 1996. The suspension followed the hijacking of an ICRC aircraft and the kidnapping of four expatriate staff, including one American, for 38 days by factional forces aligned with the GOS. In late 1997, the SPLA suspended ACF/F from SPLA-controlled areas, claiming that the NGO's presence was a security risk and that its activities exceeded the scope of responsibilities of an NGO.

On October 17, 1997, U.S. Ambassador Timothy Carney renewed the disaster declaration for Sudan for FY 1998, stating that continued U.S. assistance was required to assist more than four million war-affected and displaced Sudanese. In response, BHR/OFDA provided more than \$36.6 million in grants to support OLS and various relief and rehabilitation interventions

in affected areas. Of this total, approximately \$10 million supported NGOs implementing supplementary and therapeutic feeding centers in famine-affected areas, while an additional \$5 million supported UNICEF/OLS southern Sudan operations. In August 1998, a USAID mission led by BHR/OFDA Director H. Roy Williams visited El Obeid, Wau, Ajiap, and Lokichokio. Based on their assessment, BHR/OFDA provided plastic sheeting for 18,000 families in Wau and Khartoum. BHR/OFDA also contracted two Khartoum-based C-130 aircraft to deliver relief commodities, including supplementary food, in support of NGO emergency interventions.

In FY 1998, BHR/FFP contributed 82,050 MT of P.L. 480 Title II emergency food, valued at approximately \$65.8 million, to Sudan through WFP and several NGOs to assist war- and drought-affected populations and support refugee operations in Sudan. In anticipation of continued access restrictions by the GOS, BHR/OFDA and BHR/FFP doubled assistance to non-OLS NGOs working in areas outside of GOS control in FY 1998, compared to previous year levels.

In addition, USAID's Bureau for Africa obligated \$3 million in development assistance to CRS and UNICEF to support local community-building efforts and public administration training in opposition-held areas in southern Sudan. Overall, USAID's expanded efforts in Sudan directly supported the goals of U.S. Senate Resolution 267 adopted in late July by integrating preventive/mitigative efforts and promoting peace, self-sufficiency, and democracy.

In FY 1998, State/PRM contributed more than \$84 million to UNHCR, IFRC, ICRC, WFP, IRC, and LWR to assist refugees, including Somalis and Sudanese, in the region. In June, with State/PRM support, UNHCR completed its program of organized voluntary repatriation of Ethiopian refugees in Sudan. However, in late 1998, fighting between rival ethnic groups in western Darfur reportedly forced an estimated 10,000 Sudanese to flee to Chad. (*State/PRM funding for regional programs is not included in the total figure of USG assistance to Sudan.*)

During FY 1998, as in previous years, USAID and State/PRM staff coordinated with the USAID/Regional Economic Development Services Offices/Sudan Field Office, USAID/Khartoum, and U.S. Embassy officials located in Nairobi to plan and monitor USG-funded programs in Sudan. However, following the August 20 U.S. airstrikes on designated sites in Khartoum and Afghanistan with suspected links to the Kenya and Tanzania U.S. Embassy bombings, American staff in Embassy/Khartoum returned to their home bases in Cairo, Egypt, and Nairobi. Despite the strong potential for retaliatory attacks, many NGOs and U.N. agencies remained in Khartoum to continue their emergency aid operations in the north. (*See "Sudan - Floods" case report. For additional information, readers may also request BHR/OFDA situation reports on "Sudan-Complex Emergency and BHR/OFDA information bulletins on "Kenya/Tanzania - U.S. Embassy Bombing."*)

<b>BHR/OFDA Assistance . . . . .</b>	<b>\$37,810,860</b>
<b>Other USG Assistance . . . . .</b>	<b>\$65,783,900</b>
<b>Total USG Assistance. . . . .</b>	<b>\$103,594,760</b>
<b>STATE/PRM Assistance for Refugees in the Region . . . . .</b>	<b>\$84,271,369</b>

## SUDAN

### FLOODS

Between late August and mid-September 1998, one million people were adversely affected by Sudan's worst flooding in 50 years. Of the total affected, 100,000 were displaced in 18 of Sudan's 26 states, including White Nile, Kassala, and Khartoum states in northern and eastern Sudan. More than 20 people were killed and 500 villages were completely destroyed in Khartoum State, along the Nile River. In early August, an estimated 20 people were killed and 5,000 families were made homeless after floods swept away villages in Southern and Northern Darfur. In mid-October, 63 people were killed by floods in Sodari Province, North Kordofan State. The water and sanitation situation deteriorated in flood-affected areas, increasing the incidence of malaria, diarrhea, and water-borne diseases to alarming levels. Lack of shelter and poor food security conditions were also concerns among vulnerable pop-

ulations. The floods also destroyed bridge and rail links from Port Sudan, hindering the delivery of fuel for OLS aircraft in Khartoum.

In late September, severe flooding displaced populations in southern Sudan, particularly in Bor County and the Upper Nile/Jonglei Region, where the White Nile River reached historic high levels. Approximately 80% of Bor County was flooded and an estimated 180,000 people were affected. The flooding also destroyed crops and infrastructure and caused loss of livestock and personal property. Moreover, unusually heavy and late rains interfered with food airdrops and deployment of field staff to famine-hit areas in Bahr el Ghazal/Lakes Region. Bad weather and poor roads affected relief operations in Juba County, where approximately 2,000 people were stranded. The rains, however, were responsible for improving longer-term pasture and livestock conditions.

Various NGOs, international organizations, and U.N. agencies, as well as donor governments, including several Arab countries, immediately responded to the disaster. On September 18, U.S. Chargé d’Affaires Donald G. Teitelbaum declared a disaster in Sudan due to the floods. As requested in the declaration, BHR/OFDA provided \$25,000 to the the IFRC, which issued a \$2.1 million appeal on September 6 to assist 95,500 flood-affected people. IFRC used the \$25,000 to provide essential items such as blankets and tents. BHR/OFDA also allotted \$39,014 to CARE for flood response efforts. In addition, CARE used a portion of BHR/OFDA-provided relief supplies, including plastic sheeting, blankets, and water jugs, that were originally intended for the war-displaced in Khartoum, to meet the immediate needs of the flood-affected population. An ongoing BHR/OFDA-funded CARE program to support health and water/sanitation activities also incorporated flood preparedness activities in IDP camps in Khartoum.

Several U.N. agencies assisted thousands of flood-affected families and coordinated international relief efforts. Sudan received some \$35 million in bilateral donations in response to a \$230 million flood-recovery and rehabilitation plan formulated in November 1998 by U.N. agencies, the GOS, the World Bank, the IMF, and regional development banks. Donors also

contributed \$1.2 million to U.N. agencies in response to the \$8.9 million emergency flood appeal launched by UNOCHA in September.

**BHR/OFDA Assistance . . . . . \$64,014**

## TANZANIA

### EXPLOSION

**O**n August 7, 1998, terrorist bombs exploded almost simultaneously near the U.S. embassies in Kenya and Tanzania, killing a total of 247 people. In the Tanzanian explosion, 10 people were killed and 76 people were injured. Seven of the casualties were local employees of the U.S. Embassy; none were U.S. citizens.

U.S. Chargé d’Affaires John Lange declared a disaster in Tanzania on August 14 as a result of unmet medical needs following the bomb blast. In response, BHR/OFDA provided \$100,000 through the USAID Mission to the African Medical and Refugee Foundation (AMREF) for the purchase of medical supplies to assist local hospitals and clinics in the treatment of victims. In late 1998, BHR/OFDA also dispatched a three-person team to Nairobi and Dar es Salaam to develop a long-term disaster management training program in both countries. The training included first responder capacities to improve the emergency management performance of NGOs, local governments, and the Government of Tanzania. (*See “Kenya - Explosion” case report. For additional information, readers may also request BHR/OFDA information bulletins on “Kenya/Tanzania - U.S. Embassy Bombing.”*)

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

## TANZANIA

### FLOODS

**T**orrential rains from October 1997 through March 1998 caused excessive flooding in north-western Tanzania. The Misenyi area of Bukoba was especially hard hit by the flooding, as were the areas surrounding Kasulu and Kibondo. In total, approximately 5,000 families were rendered homeless. More than 128,000 hectares of food crops were de-

stroyed and some 900 km of roads and rail lines were washed away. The damage to the transportation network hampered the delivery of relief commodities to approximately 300,000 refugees from DROC, Burundi, and Rwanda in the eastern border regions of Tanzania. The damaged transportation network also inhibited the delivery of relief supplies from Dar es Salaam to delivery points in Rwanda, Burundi, and eastern DROC, affecting approximately 2.5 million people who depend on the Tanzania transport corridor.

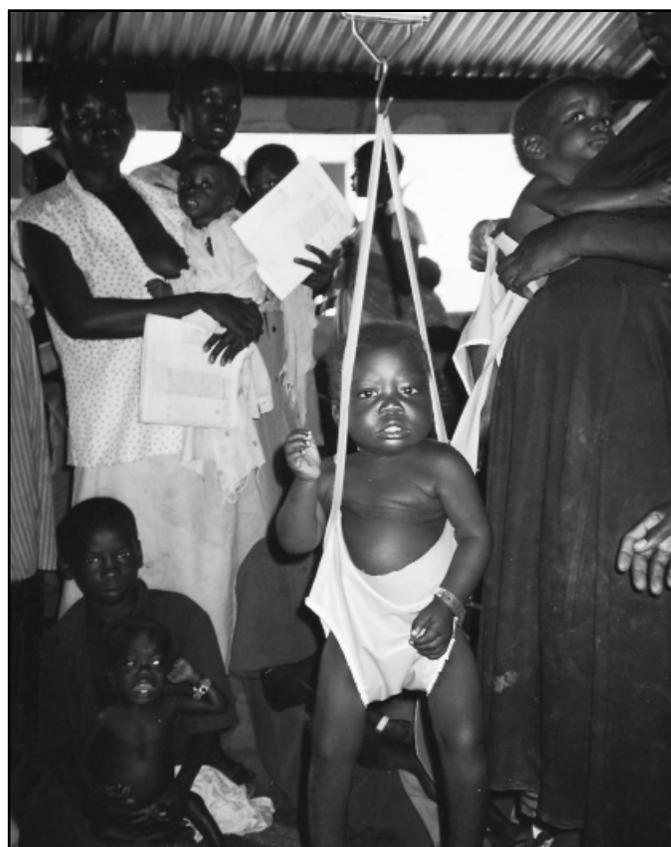
On March 4, 1998, Chargé d’Affaires John Lange declared a disaster in Tanzania because of damage caused by the floodwaters. In response, BHR/OFDA provided \$1 million to USAID/Dar es Salaam for emergency road repairs in five priority areas: Mbeya, Kagere, Iringa, Ruvuma, and Kilimanjaro. Repairs were made in collaboration with engineers from the Government of Tanzania’s Ministry of Public Works and local contractors.

**BHR/OFDA Assistance . . . . . \$1,000,000**

## UGANDA

### COMPLEX EMERGENCY

Insecurity and displacement continued in Uganda during FY 1998, due to violent attacks on civilian populations by a number of armed insurgent groups, including the Lord’s Resistance Army (LRA) and the Allied Democratic Forces (ADF). The conflict particularly affected northern Uganda as rebel groups indiscriminately looted and attacked civilian populations. These violent attacks often resulted in deaths, injuries, and forced abductions of adults and children. As a result of these attacks, the number of IDPs in the northern districts of Gulu and Kitgum increased to 400,000. An additional 80,000 people were displaced in the western districts of Kasese and Bundibugyo due to increased ADF activities. Mass displacement and ongoing insecurity, as well as the deliberate destruction of assets by rebels, hindered crop production and limited access to markets. Crowded and unsanitary conditions in IDP camps and protected villages established by the Government of Uganda (GOU) military raised serious concerns about public health. In addition, increased insecurity impeded access by PVOs and NGOs, and humanitarian relief workers often became targets of vi-



The last checkup for an infant before being released from a BHR/OFDA-funded AAH-USA therapeutic feeding center in Gulu, northern Uganda. (Photo by Mikaela Meredith, BHR/OFDA)

olent attacks. Three WFP local employees were killed as a result of insecurity in the northern districts, and land mines made access by road particularly dangerous.

Regional instability, including the wars in the DROC and Sudan, affected security in Uganda. In FY 1998, Uganda hosted 192,000 refugees, mostly from Sudan, and an estimated 182,000 Ugandans resided in neighboring countries. Refugees and IDPs in Uganda, as well as villages protected by the GOU, often fell victim to attacks by rebel groups.

A succession of poor harvests due to poor rainfall followed by floods further exacerbated the problem. In late 1997, nearly 900,000 Ugandans, roughly 5% of the nation’s population, continued to suffer from the long-term effects of low production and depletion of assets, particularly in the north and northeast. In some areas, heavy rains slightly improved livestock and pasture conditions, while in the eastern and western regions, an estimated 100 people were killed during floods and landslides. An estimated 150,000 people



IDPs bring their water containers to the camp's well, which was constructed with BHR/OFDA funds in Gulu, northern Uganda. (Photo by Mikaela Meredith, BHR/OFDA)

were displaced by the floods, which also destroyed food and cash crops, assets, and infrastructure. Later in July, an additional 25,000 people were displaced by flooding of Lake Kyoga.

On November 3, U.S. Chargé d’Affaires P. Michael McKinley declared a disaster due to ongoing conflict and civilian displacement in six districts in northern Uganda: Gulu, Kitgum, Arua, Nebbi, Moyo, and Adjumani (formerly Easy Moyo). The disaster declaration also covered three districts in southwestern Uganda: Bundibugyo, Kasese, and Kabarole. In response to this request for assistance, BHR/OFDA provided an estimated \$2 million in grants to several NGOs to implement emergency health, nutrition, water/sanitation, resettlement, and shelter activities in these locations. During FY 1998, BHR/FFP contributed 12,330 MT of P.L. 480 Title II emergency food assistance valued at more than \$6.3 million. State/PRM also provided food aid and refugee assistance on a regional basis. A portion

of the State/PRM assistance benefitted Ugandan refugees, but, to avoid double counting, this assistance has been included in the “Sudan - Complex Emergency” case report.

WFP played a crucial role in responding to the crisis in northern Uganda. In late 1997, WFP appealed for \$12.8 million in emergency food aid for victims of civil strife in northern Uganda. The food aid targeted 257,600 IDPs in Gulu and Kitgum, encouraged primary school attendance and the return and assimilation of former rebels and abducted children, and provided food as payment to workers in projects to improve agricultural production and water supply and sanitation.

<b>BHR/OFDA Assistance</b> .....	<b>\$2,036,378</b>
<b>Other USG Assistance</b> .....	<b>\$6,349,100</b>
<b>Total USG Assistance</b> .....	<b>\$8,385,478</b>



ASIA AND  
THE PACIFIC

# ASIA AND THE PACIFIC



# BANGLADESH

## FLOODS

Monsoon rains and abnormal tidal effects produced flooding throughout Bangladesh in early July 1998. Severe flooding was experienced in 51 districts, covering an area of more than 36,000 km. The floods affected 35 million people, including 755 persons who died. Acute shortages of drinking water and widespread damage to rice paddies, schools, roads, and bridges were also reported. More than one million people were housed in temporary shelters and nearly 230,000 people were affected by water-borne diseases. The catastrophic and widespread nature of the floods overwhelmed the response capacity of the Government of Bangladesh (GOB).

Based upon a request for international assistance from the GOB, U.S. Ambassador John C. Holzman issued a disaster declaration on August 27. BHR/OFDA responded by providing a \$25,000 grant through USAID/Dhaka to CARE to support immediate relief efforts. The BHR/OFDA Senior Regional Advisor for Asia and the Pacific traveled to Bangladesh on September 6 to assess the extent of the damage and need for further USG assistance. In response to the Regional Advisor's recommendations, BHR/OFDA provided 612,000 sq. ft. of plastic sheeting, 1,625 blankets, and 16,300 five-gallon water containers, at a cost of \$142,160 for transport and replenishment in one of the BHR/OFDA stockpiles. These relief commodities were consigned to CARE and the International Center for Diarrheal Disease Research (ICDDR) for distribution to flood-affected victims.

BHR/OFDA also expended \$65,000 to transport two UNICEF water purification units to Dhaka. In addition, BHR/OFDA provided a \$1 million grant to UNICEF to support medical and public health programs in the flood-affected regions. This funding was used for the procurement of pharmaceuticals, medical supplies, oral rehydration salts, water purification tablets, and high energy biscuits. BHR/OFDA also provided an additional grant of \$300,000 to UNICEF for the procurement of essential pharmaceuticals and medical supplies. The total of \$1.3 million provided to

UNICEF for emergency health and nutrition assisted more than 20 million flood-affected victims.

In addition to the BHR/OFDA assistance, BHR/FFP provided approximately \$1.6 million in disaster relief assistance through the monetization of P.L. 480 Title II emergency food grains. BHR/FFP funding was provided to support relief efforts by the ICDDR and CARE. The USDA also provided 400,000 MT of Section 416 (b) wheat valued at \$64 million. This wheat was given to the WFP for use in a national feeding program.

<b>BHR/OFDA Assistance</b> . . . . .	<b>\$1,532,160</b>
<b>Other USG Assistance</b> . . . . .	<b>\$65,575,000</b>
<b>Total USG Assistance</b> . . . . .	<b>\$67,107,160</b>

# CHINA

## EARTHQUAKE

On January 10, 1998, an earthquake measuring 6.2 on the Richter Scale struck the Shanyi and Zhanbei counties in China's Hebei Province, 200 km north of Beijing. The earthquake affected more than 470,000 people, including 47 people killed, 11,440 injured, and 44,000 left homeless. The earthquake also caused the collapse of 103,000 homes and damage to tens of thousands of buildings. Survivors confronted both sub-freezing temperatures and a fresh snowfall on January 13, which complicated the delivery of emergency relief supplies.

The Government of the People's Republic of China (GOPRC) responded to the earthquake, as did the Chinese Red Cross, which set up field hospitals and distributed warm winter clothing, blankets, and medicines. In response to an appeal for international assistance from the GOPRC, U.S. Ambassador James R. Sasser issued a disaster declaration on January 13. BHR/OFDA responded by providing \$25,000 through the U.S. Embassy in Beijing to UNDP for disaster relief assistance. In addition to the BHR/OFDA assistance, DOD provided more than 40 MT of relief

supplies, including tents, medical supplies, sleeping bags, cold weather clothing, blankets, and humanitarian daily rations. The DOD assistance was valued at \$65,000.

<b>BHR/OFDA Assistance</b> . . . . .	<b>\$25,000</b>
<b>Other USG Assistance</b> . . . . .	<b>\$65,000</b>
<b>Total USG Assistance</b> . . . . .	<b>\$90,000</b>

## CHINA

### FLOODS

China's 1998 flood season, which started in June and continued for several months thereafter, was widespread and catastrophic. Torrential rains battered central, southeastern, and northeastern China, causing vast flooding—particularly in the Yangtze River Basin in northeastern China, where floodwaters reached a level not witnessed since 1954. The rains, part of the La Niña weather phenomenon, also affected Bangladesh, India, Korea, and Nepal.

By early July 1998, the flooding had affected at least 56.8 million people, mostly in southern China. More than 520 people lost their lives; 133,000 people sustained injuries; 1.3 million housing units collapsed; 3.5 million housing units received damage; and more than 4.5 million people became homeless. In addition, 3.4 million hectares of crops were damaged. Economic losses totaled an estimated \$5 billion. The provinces affected included Fujian, Anhui, Jianxi, Hubei, Hunan, Guangdong, and Guangxi.

On July 9, the Government of the People's Republic of China (GOPRC) announced that it would accept assistance from the international community. The needs of the disaster victims included shelter, pharmaceuticals, food, clothing, and potable water. In follow-up to the announcement by the GOPRC, U.S. Ambassador James Sasser declared a disaster on July 10. BHR/OFDA provided \$25,000 through the U.S. Embassy to the Chinese Ministry of Civil Affairs to meet the immediate relief needs of flood victims. In addition, BHR/OFDA provided plastic sheeting, blankets, tents, and water containers to aid those adversely affected. The cost of transporting these items and replenishing a BHR/OFDA stockpile was \$89,660.

Heavy rains and flooding continued throughout the summer, spreading the effects of the disaster to the provinces of Sichuan, Heilongjiang, Neininggu, and Jihin. By the end of September, 223 million people in 29 provinces had been affected by the flooding—nearly one-fifth of China's population. In addition, more than 3,000 people were killed, 14 million people were left homeless, and nearly three million additional survivors were living on dikes. Economic damage was estimated to be approximately \$20 billion.

Approximately 22 million hectares of arable land were adversely affected, including the partial or complete loss of six million hectares of crops. An estimated 233 million head of livestock also perished. Infrastructure damage was severe and included health facilities, schools, water supply stations, roads, bridges, and irrigation systems. The southern provinces of Hubei, Jiangxi, and Hunan were most severely affected.

The GOPRC mounted a massive rescue and relief operation. The government's effective forecasting and early warning systems, along with its massive response mobilization, prevented even more widespread losses and deaths, and protected major population and economic centers. By the end of FY 1998, the government had provided a total of \$229 million worth of relief funds to flood-affected areas. Due to crop damage and food shortages, the GOPRC adopted price stabilization measures. The government also mobilized one million army troops to provide relief. This constituted the largest mobilization of the Chinese army since the 1949 Revolution. The army was able to maintain the integrity of most dikes and construct backup dikes to protect the major cities affected. Many people displaced by the floods were provided with temporary medical care, emergency shelter, basic food, clothing, and quilts.

As floodwaters began to recede, many families returned to devastated homes and communities. It was at this stage of the disaster that the displaced population, totaling almost 15 million, faced the highest risk of infectious disease because the water supplies and the environment to which they returned were contaminated. In addition, since the waters in southern China were receding

more slowly than expected, countless numbers of people remained living on dikes, where they were more susceptible to water-borne diseases. As floodwaters receded from those villages that had been under water for months, it became evident that the water systems had become contaminated and health facilities had been destroyed. One of the main concerns of humanitarian agencies, including the U.N., was to prevent or at least mitigate the outbreaks of diseases such as diarrhea, anthrax, acute respiratory infections, skin and eye ailments, and schistosomiasis that posed a threat to humans and animals alike. Diseases carried by rats, mosquitoes, and flies were also common. Women and children, the most malnourished and ill, were particularly susceptible to diseases. The peak of infectious disease prevalence lasted for several months after the floodwaters receded.

In September, the GOPRC asked the U.N. to issue an appeal for assistance from the international community. As a result of the request and the continuing crisis, an official Consolidated U.N. Inter-Agency Appeal for China was issued on September 23. The appeal sought \$139 million, with the aim of reaching 5.8 million beneficiaries.

UNICEF requested \$5.4 million as its part of the consolidated appeal. Working with the Chinese Ministries of Health, Education, Civil Affairs, and Foreign Trade and Economic Cooperation, UNICEF rapidly restored safe water supplies and ensured widespread access. It also supervised community clean-up efforts, helping to assure adequate sanitation. UNICEF focused its efforts initially on the six most seriously affected counties in Hunan Province by providing water purification tablets, bleach, and insecticide to provide clean water.

By early September, the temperature was already dropping in the newly affected northern Chinese provinces of Heilongjiang and the Inner Mongolia autonomous region, where the lack of shelter was life threatening as a result of the upcoming winter. Millions of homeless people prepared for winter by digging makeshift homes in the sides of mountains. By this time, cases of typhoid and cholera were being reported and environmental pollution was increasing the danger of epidemics. The IFRC concentrated its efforts in northern

China on the provision of non-food assistance, such as medicine and shelter materials.

BHR/OFDA's Senior Regional Advisor for Asia and the Pacific traveled to Beijing in September to consult with both Chinese officials and NGO representatives. The BHR/OFDA Regional Advisor concluded that the need for additional assistance was necessary, especially in the areas of medical supplies, water, and sanitation.

As a result of the continuing disaster and the BHR/OFDA Regional Advisor's recommendations, BHR/OFDA responded to the combined U.N. Inter-Agency Appeal by providing a \$825,000 grant to UNICEF to help fund emergency medical and public health assistance targeted at the six worst-affected counties in Hunan Province. In addition, BHR/OFDA granted \$550,000 to IFRC for the procurement and distribution of water-purification tablets, sanitation and medical supplies, and blankets for flood victims.

**BHR/OFDA Assistance . . . . . \$1,489,660**

## INDIA

### CYCLONE

On June 9, 1998, a cyclone with winds ranging from 100-120 km/hour struck in the western state of Gujarat. The storm, together with an accompanying six-meter tidal wave, left 1,250 people dead and 15,000 people homeless, severely damaged the port of Kandla, and disrupted electricity, water, and communications systems throughout Gujarat.

As a result of the destruction, U.S. Ambassador to India Richard F. Celeste issued a disaster declaration on June 17. In response, BHR/OFDA provided \$25,000 to the Prime Minister's National Relief Fund through USAID/Delhi. This grant supported relief activities in Gujarat State. In addition, BHR/FFP provided 161 MT of P.L. 480 Title II emergency food assistance valued at \$70,000 through CRS to feed cyclone victims in the Kandla and Gandhidham districts.

**BHR/OFDA Assistance . . . . . \$25,000**  
**Other USG Assistance . . . . . \$70,000**  
**Total USG Assistance . . . . . \$95,000**

# INDIA

## FLOODS

Heavy rains during August 1998 resulted in extensive flooding in the states of West Bengal, Bihar, and Uttar Pradesh in eastern India.

More than 31.4 million people were affected by the floods, including more than 2,500 people who died. The floods also displaced more than eight million people and damaged or destroyed several thousand houses and several hundred thousand hectares of rice paddies. Nearly 15,000 villages in the three states were adversely affected by floods and landslides.

On August 28, U.S. Chargé d’Affaires E. Ashley Wills issued a disaster declaration for India due to the flooding. In response, BHR/OFDA provided a \$25,000 grant through USAID/Delhi to the Prime Minister’s National Relief Fund to support the relief effort. BHR/FFP provided 6,680 MT of P.L. 480 Title II emergency food assistance through CARE and CRS. These emergency food commodities were valued at \$3.2 million.

**BHR/OFDA Assistance . . . . . \$25,000**  
**Other USG Assistance . . . . . \$3,200,000**  
**Total USG Assistance . . . . . \$3,225,000**

# INDIA

## STORM

A tornado with winds of up to 250 km/hour devastated several villages in West Bengal and Orissa states in eastern India on March 24, 1998. The storm killed 47 people in West Bengal and 36 in Orissa. It also destroyed or damaged 6,300 homes and left 8,000 people homeless. In addition, the tornado damaged thousands of hectares of rice paddies and killed more than 10,000 head of livestock. U.S. Ambassador Richard F. Celeste issued a disaster declaration on March 27 due to the devastation caused by the tornado. BHR/OFDA responded by providing \$24,472 through USAID/Delhi to the Prime Minister’s National Relief Fund to support relief activities. BHR/FFP also provided 308 MT of P.L. 480 Title II emergency food assistance to CARE.

This food aid, valued at \$156,000, included corn-soya blend and vegetable oil.

**BHR/OFDA Assistance . . . . . \$24,472**  
**Other USG Assistance . . . . . \$156,000**  
**Total USG Assistance . . . . . \$180,472**

# INDONESIA

## FIRE, DROUGHT, AND HEALTH EMERGENCIES

The 1997-1998 ENSO event triggered drought, forest fires, and related food shortages and health problems throughout Indonesia. During FY 1998, BHR/OFDA received three separate disaster declarations for Indonesia. These disasters, together with the Asian financial crisis, contributed to a worsening economic and political climate. The political crisis climaxed on May 21 when, following several days of widespread unrest, Indonesian President Suharto resigned from office after 32 years. The presidency was passed to Vice-President B. J. Habibie, but the new government’s ability to recover from recent natural disasters and the economic/political turmoil was limited.

On October 1, 1997, U.S. Ambassador J. Stapleton Roy issued a disaster declaration for Indonesia due to wildfires and resulting health problems. In response, BHR/OFDA provided \$25,000 in funding to support immediate relief activities, and deployed an assessment team to Irian Jaya. Based on the team’s recommendation, BHR/OFDA funded three relief projects. First, \$248,195 was channeled through WVUS to provide seeds appropriate for a short growing season in Irian Jaya. These seeds were passed to indigenous areas by missionary groups working with WVUS, reducing the need to fly bulk food into drought-stricken areas later in the year. Second, BHR/OFDA provided \$100,000 to Mission Aviation Fellowship (MAF) to provide airlift support to the WVUS seeds program and to ensure that MAF was able to continue other drought-related relief missions in Irian Jaya. Third, BHR/OFDA provided \$150,000 to ICRC to distribute medical supplies to targeted vulnerable groups in Irian Jaya.

On October 17, DOD deployed three C-130 aircraft (two of which were capable of Modular Airborne Fire Fighting System operations) and support equipment along with a 47-person detachment from the 153rd Wyoming Air National Guard. DOD also funded the deployment of a six-person USFS technical assistance team in support of firefighting operations. The personnel and air assets worked in close coordination and collaboration with the Government of Indonesia, the Indonesian military, and the U.S. Embassy. The aircraft flew 249 firefighting missions and were instrumental in controlling priority wildfires in East Java and Sumatra. DOD assistance was valued at \$3,934,000.

During January and February 1998, BHR/FFP, in conjunction with IOs and PVOs, carried out food needs assessments in Indonesia. These assessments confirmed that the drought had been most severe in Sulawesi and in the eastern island provinces of Nusa Tenggara Barat, Nusa Tenggara Timur, and East Timor. In these islands, failed crops and delayed harvests had caused food shortages and had overtaxed traditional coping mechanisms. The assessments revealed that the food security of about 700,000 people was threatened. As a result, Ambassador Roy declared a disaster for East Timor on February 2. BHR/OFDA responded by providing \$25,000 to CARE to enhance on-going drought assistance programs on the island.

Finally, on April 27, 1998, Ambassador Roy issued a third disaster declaration in response to drought and related fires in East Kalimantan. BHR/OFDA responded by granting \$22,500 to a consortium of indigenous NGOs for the purchase of rice seed. These seeds were distributed to affected populations for planting upon the resumption of rainfall. In addition to BHR/OFDA humanitarian assistance, BHR/FFP provided 83,500 MT of P.L. 480 Title II emergency food assistance to Indonesia for ENSO-related impacts totaling more than \$47 million. This food aid was provided through CARE, CRS, CWS, ADRA, and WFP.

**BHR/OFDA Assistance . . . . . \$570,695**  
**Other USG Assistance . . . . . \$51,539,900**  
**Total USG Assistance . . . . . \$52,110,595**

## LAOS

### FLOODS

In July and August 1997, heavy monsoon rains caused severe flooding along the Mekong River and its tributaries in central and southern Laos. The floodwaters caused many farmers to lose part or all of their 1997 rice crop for the fourth consecutive year. An estimated 10,985 families were affected in the southern province of Savannakhet alone. The continuous cycle of flooding depleted the safety net of many vulnerable families and resulted in a serious food shortage in southern Laos. Rice seed stocks and livestock were lost and physical infrastructure such as irrigation canals, weirs, and fish ponds were seriously damaged. Many families had no remaining food stock and were forced to rely on other means to secure food, including selling remaining livestock and foraging for food in nearby forests and rivers.

On November 13, U.S. Ambassador to Laos Wendy J. Chamberlin declared a disaster due to the flood-induced food shortage. BHR/OFDA responded by providing \$156,557 through CARE to fund a program aimed at helping families produce crops and maintain their livelihoods. The CARE program involved seed distribution and food-for-work projects designed to rehabilitate irrigation infrastructure.

**BHR/OFDA Assistance . . . . . \$156,557**

## NORTH KOREA

### FOOD/HEALTH EMERGENCY

Since 1995, North Korea [Democratic People's Republic of Korea (DPRK)] has suffered significant food shortages because of poor planning, lack of agricultural inputs, and generalized economic decline. Chronic and systemic deficiencies, particularly in the agriculture and health sectors, were exacerbated by several years of back-to-back natural disasters, leaving millions of people vulnerable to malnutrition, disease, and starvation. In 1995, floods damaged more than 400,000 hectares of arable land, destroyed crops, and left 500,000 people homeless. Then, during 1996, floods left at least 30,000 people homeless and

caused an additional estimated \$1.7 billion in damage to crops and infrastructure. Due to the flooding and resulting food shortage, the WFP estimated in 1996 that nearly 2.5 million women and children were at serious risk of starvation. During the 1997 harvest season, a severe drought resulted in the loss of 1.5 million MT of corn, approximately 70% of the total corn crop. In addition, tidal waves struck prime rice-producing zones in late August, destroying 700,000 MT of grain and leaving an estimated 28,000 people homeless. A mid-1998 FAO/WFP Crop and Food Supply Assessment confirmed that the crisis was far from over. The food supply situation and general health conditions remained precarious.

Due to the considerable amounts of food, medicines, and health equipment donated by the international community, a moderate improvement in the humanitarian situation was observed by 1998. The USG provided \$66.4 million in humanitarian assistance to the DPRK between FY 1995 and FY 1997. Relief efforts benefited the most vulnerable groups, and improved food availability during the lean period before the autumn harvest. However, these improvements were considered to be temporary and, without continued relief assistance, the overall nutritional situation was expected to worsen.

In February 1998, the U.N. launched its fourth consolidated appeal for the DPRK, requesting \$415.6 million. The U.N. appeal included a WFP component requesting \$378.2 million to provide 657,972 MT of emergency food. The food aid was targeted to meet the needs of 7,470,000 people, including 5,520,000 children, and was complemented by support in health services to prevent widespread malnutrition and disease among children.

On September 29, 1997, Deputy Assistant Secretary of State for East Asian and Pacific Affairs Charles Kartman declared a disaster for FY 1998 due to the severe food shortages and the near total collapse of the DPRK's health care system. BHR/OFDA responded with a \$5 million grant toward a UNICEF appeal to provide medicines and medical supplies, including measles immunizations, cold chain equipment, multi-nutrient vitamins, and supplementary food for therapeutic feeding in hospitals. In addition, BHR/OFDA provided more than \$443,000 to fund a consortium, in-

cluding CARE, CRS, WVUS, Amigos Internacionales, and MCI, to monitor the implementation of this grant.

In FY 1998, BHR/FFP provided 200,000 MT of corn, soy-fortified cornmeal, corn-soy blend, and rice through the WFP appeal. This assistance was valued at more than \$70 million. The same consortium of U.S.-based NGOs was funded to monitor the food-for-work portion of food aid provided by BHR/FFP under the WFP umbrella.

In October 1997, USAID/BHR's Acting Assistant Administrator Len Rogers led the first official USG team of experts on a food needs assessment mission to the DPRK. The team included the Chief of BHR/FFP's Emergency Relief Division, a CDC epidemiologist, and representatives from USDA, the U.S. State Department, the National Security Council, and the U.S. Congress. The delegation's visit served as an opportunity to increase transparency on the food crisis, particularly related to access, information, and monitoring.

<b>BHR/OFDA Assistance</b> . . . . .	<b>\$5,448,227</b>
<b>BHR/FFP Assistance</b> . . . . .	<b>\$72,874,000</b>
<b>Total USG Assistance</b> . . . . .	<b>\$78,322,227</b>

## PAKISTAN

### FLOODS

In March 1998, two days of heavy rainfall led to flooding of the Makran coastal range in Baluchistan Province. The Government of Pakistan reported that the floods left at least 150 people dead and 500 missing. The floods destroyed nearly 3,000 homes, caused the loss of hundreds of livestock, and were responsible for major crop damage. On March 12, U.S. Ambassador Thomas W. Simmons, Jr. declared a disaster due to the flooding. In response, BHR/OFDA provided the U.S. Embassy with \$25,000 in funding for the Pakistan Red Crescent Society for the purchase of relief supplies such as tents, blankets, and medicines for flood victims.

<b>BHR/OFDA Assistance</b> . . . . .	<b>\$25,000</b>
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Low water level in a reservoir shows an effect of the drought. (Photo by Ron Libby, BHR/OFDA)

## PAPUA NEW GUINEA

### DROUGHT

**T**he 1997-1998 ENSO event resulted in severe drought conditions throughout Papua New Guinea. Most areas of the country received no significant rainfall between May 1997 and March 1998, while in some areas rains ceased as early as February 1997. The drought destroyed crops and resulted in severe shortages of food and potable water. Drought conditions also gave rise to an increase in health problems including diarrhea, eye infections, and skin irritations. At its height, nearly 1.2 million of the country's estimated 3.15 million rural inhabitants were severely affected by the drought. In addi-

tion to the drought, many highland areas were simultaneously affected by acute frost that killed crops and exacerbated the food shortages.

On October 22, U.S. Ambassador to PNG Arma Jane Karaer declared a disaster due to the effects of the continuing drought. BHR/OFDA responded by providing \$25,000 through the U.S. Embassy/Port Moresby to the Government of Papua New Guinea's (GPNG) Trust Fund for drought assistance. This trust fund was managed by the GPNG's Disaster Relief Committee and donations were used to support the cost of critical disaster relief activities.

BHR/OFDA also dispatched a disaster response expert to PNG to assess the effects of the drought and coordinate USG response efforts with those of other

international donors. Based on this expert's assessment, BHR/OFDA granted \$100,000 to the IFRC to support efforts to provide emergency feeding for 550,000 people severely affected by the drought.

**BHR/OFDA Assistance. . . . . \$125,000**

## PAPUA NEW GUINEA

### EARTHQUAKE/ TSUNAMI

**O**n July 17, 1997, an earthquake with a magnitude of 7.0 on the Richter Scale was registered in the Bismarck Sea off the north-western coast of Papua New Guinea, near the Sissano Lagoon. This earthquake triggered tsunamis of approximately ten meters that crashed into the north coast of West Sepik Province, near the coastal town of Aitape. A string of coastal villages to the west of Aitape were most severely affected. The coastline consists of low beaches that protect extensive inland lagoons and waterways. The tsunamis, which struck at a high rate of speed shortly after dark, penetrated up to one kilometer inland. A number of coastal villages, from Sissano to Malol, were completely destroyed. Other villages were partially destroyed and isolated shelter damage occurred even to the east of Aitape.

The Government of PNG (GPNG) did not have precise population information, but some 9,000 people were estimated to have inhabited the affected area. The total number of deaths related to this disaster may never be known, but estimates suggest that more than 2,000 people perished. In addition, many of the survivors were badly injured, with broken bones and bruising. Due to the extreme difficulties of finding and retrieving bodies from the lagoons and inland debris, the search was abandoned and Sissano Lagoon was declared off limits for health and cultural reasons.

On July 19, U.S. Ambassador to PNG Arma Jane Karaer declared a disaster due to the earthquake and resulting tsunamis. BHR/OFDA responded by providing \$24,861 through the U.S. Embassy/Port Moresby to the GPNG's National Disaster Emergency Service to help meet the critical disaster-related needs of the

affected population in the Sissano Lagoon area. As initial assessment reports began to reveal the magnitude of the disaster, BHR/OFDA provided an airlift of 3,200 five-gallon water containers and 391,680 sq. ft. of plastic sheeting (enough to provide shelter for approximately 1,600 families). These relief commodities, valued at \$128,904 for airlift and replenishment of a BHR/OFDA stockpile, were donated to the PNG Red Cross for distribution to the affected population. BHR/OFDA also dispatched a disaster response expert to assess the situation and assist the U.S. Mission in coordinating relief efforts.

On July 28, 1998, U.S. Secretary of State Madeleine Albright traveled to Papua New Guinea as part of a pre-scheduled USG delegation to the region. Based upon commitments made during her visit, BHR/OFDA will provide \$650,000 to support rehabilitation activities in FY 1999. These activities will focus on rebuilding the livelihoods of affected communities, and mitigation activities that may help to reduce the impact of similar disasters in the future.

**BHR/OFDA Assistance. . . . . \$168,415**

## PHILIPPINES

### FIRE

**S**evere forest fires in southern Palawan Province in west-central Philippines started in mid-March 1998 and continued for several weeks. Most large fires were concentrated in Quezon and Rizal municipalities, about 70-100 km south of the provincial center, Puerto Princessa. Approximately 400-500 Philippine military reservists and local volunteers fought fires on the ground. Approximately 100 families were burned out of their homes and two small children were killed. More than 30,000 hectares of farmland also were burned.

In early April, the Government of the Philippines (GOP) made an official request for USG assistance in providing specialized firefighting aircraft, supporting the airlift of hand tools to firefighters, and advising with technical assistance. As a result, U.S. Deputy Chief of Mission Eugene G. Martin declared a disaster

ter on April 2, given the continuing effects of the ENSO-related drought. In response, BHR/OFDA dispatched a technical assistance team of two USFS specialists to provide advice on firefighting and fire preparedness. Heavy rainfall subsequently diminished the fires to a level that the GOP could sufficiently control. As a result, the BHR/OFDA assessment team concluded that no disaster response assistance would be required. The U.S. Embassy rescinded its disaster declaration on April 8.

## REPUBLIC OF KOREA

### FLOODS

**T**orrential rains battered Seoul and the central region of South Korea in August 1998. Floods created by the rains claimed more than 200 lives and left approximately 170,000 people homeless. The floods also left 74,000 hectares of farmland and 82,000 buildings under water, and damaged roads and bridges throughout the country. Parts of two major railroads were damaged. Estimates of property damage from floodwaters and landslides ranged from 50 billion won (\$38 million) to as high as one trillion won (\$750 million).

As a result of the humanitarian crisis caused by the flooding, U.S. Chargé d’Affaires Richard Christensen declared a disaster on August 10. In response, BHR/OFDA provided \$25,000 to the Korean National Council for the purchase of blankets, cooking utensils, and clothing to meet the immediate needs of flood victims. This emergency assistance supplemented the relief work of the Korean authorities, including the police, rescue groups, the military, various ministries, local governments, the Korean Red Cross, and NGOs.

**BHR/OFDA Assistance . . . . . \$25,000**

## VIETNAM

### DROUGHT

**P**oor rainfall in the summer of 1998 resulted in severe drought conditions for the seven central provinces of Vietnam. According to the Government of Vietnam the drought affected 140,500

hectares of rice, 91,400 hectares of which were totally destroyed. The drought also left 2.3 million people without safe drinking water and health officials reported an increase in the incidence of dengue fever, malaria, and other water-related diseases.

Due to the severity of the drought conditions, U.S. Ambassador Douglas B. Peterson issued a disaster declaration for Vietnam on August 12. BHR/OFDA responded by providing \$25,000 to UNDP through the U.S. Embassy in Hanoi to meet the immediate needs of drought victims. In addition, BHR/OFDA provided \$185,000 through the U.S. Embassy to UNDP to supplement the domestic water supply. This assistance provided safe drinking water to 52,000 of the most vulnerable residents.

**BHR/OFDA Assistance . . . . . \$210,000**

## VIETNAM

### TYPHOON

**B**etween November 2-4, 1997, Typhoon Linda ripped through the coastal provinces of the western Mekong Region of Vietnam. The storm caused more than 3,000 deaths, destroyed or damaged 300,000 homes, sank nearly 4,000 boats, and devastated some 864,000 hectares of rice paddies. The provinces of Ca Mau and Kien Giang were most severely impacted.

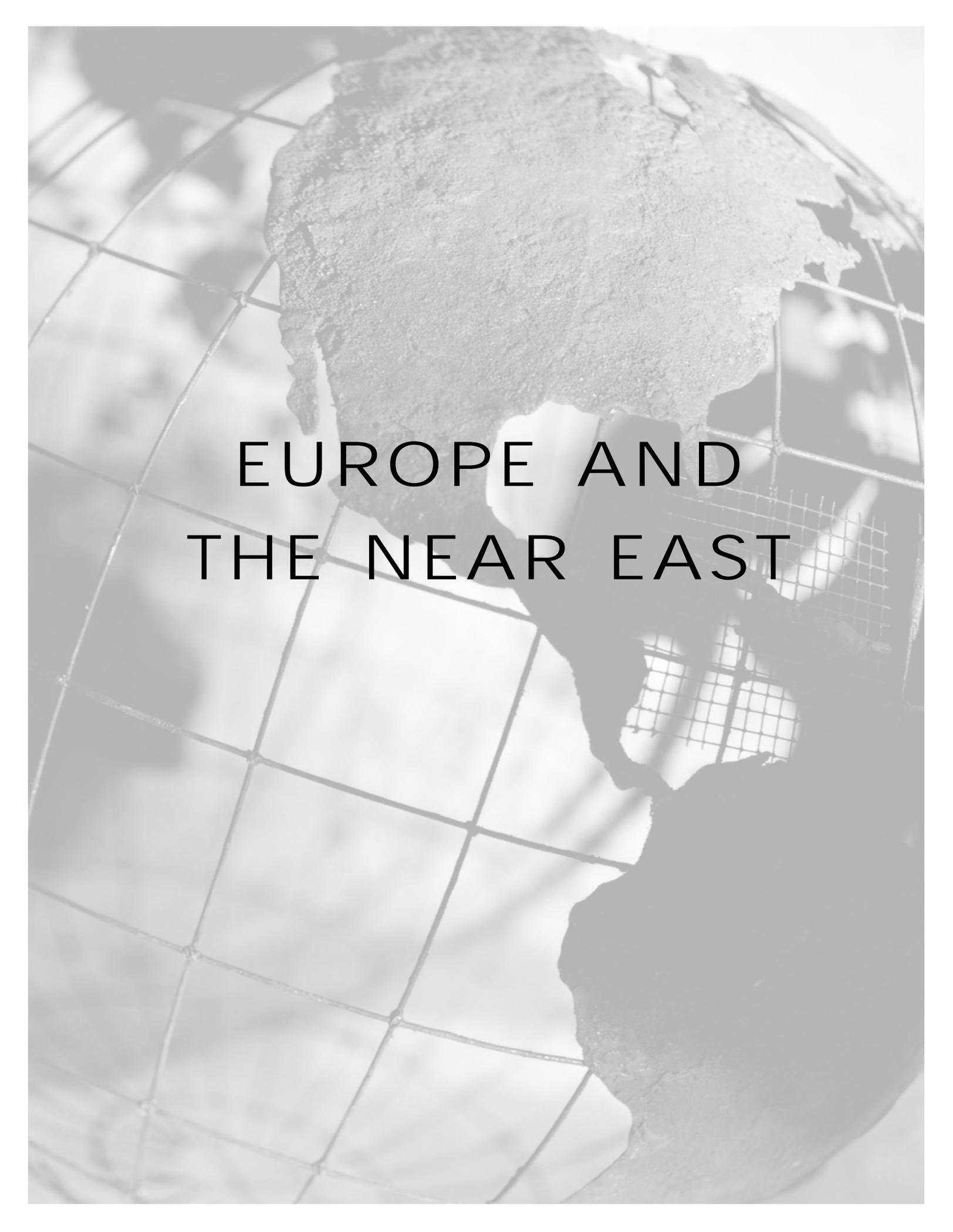
On November 7, after consultations with BHR/OFDA’s Senior Regional Advisor to Asia and the Pacific, U.S. Ambassador Douglas B. Peterson declared a disaster for Vietnam. BHR/OFDA responded immediately by providing \$25,000 to the U.S. Embassy to support critical relief activities. As the impact of the storm became more apparent, BHR/OFDA provided an airlift of relief commodities including 489,600 sq. ft. of plastic sheeting (enough to provide temporary shelter for approximately 2,000 families), 11,200 five-gallon water containers, and four 3,000-gallon water bladders. These commodities arrived in Ho Chi Minh City on November 11, and were transferred to UNDP for distribution to the affected population. The total combined cost of the purchase and transport of these commodities was \$193,556.

In addition to this assistance, BHR/OFDA funded WVUS to assist affected families in Ca Mau Province. The WVUS project focused on maintaining livelihoods by providing boats and nets, repairing fish and shrimp ponds, and offering critical disaster mitigation training in the areas of hygiene and sanitation. The total cost of this project was \$179,448.

A BHR/OFDA social scientist traveled to Vietnam to evaluate this program in April 1998, reporting that project objectives were achieved and may be applicable to other disaster-affected communities in the region.

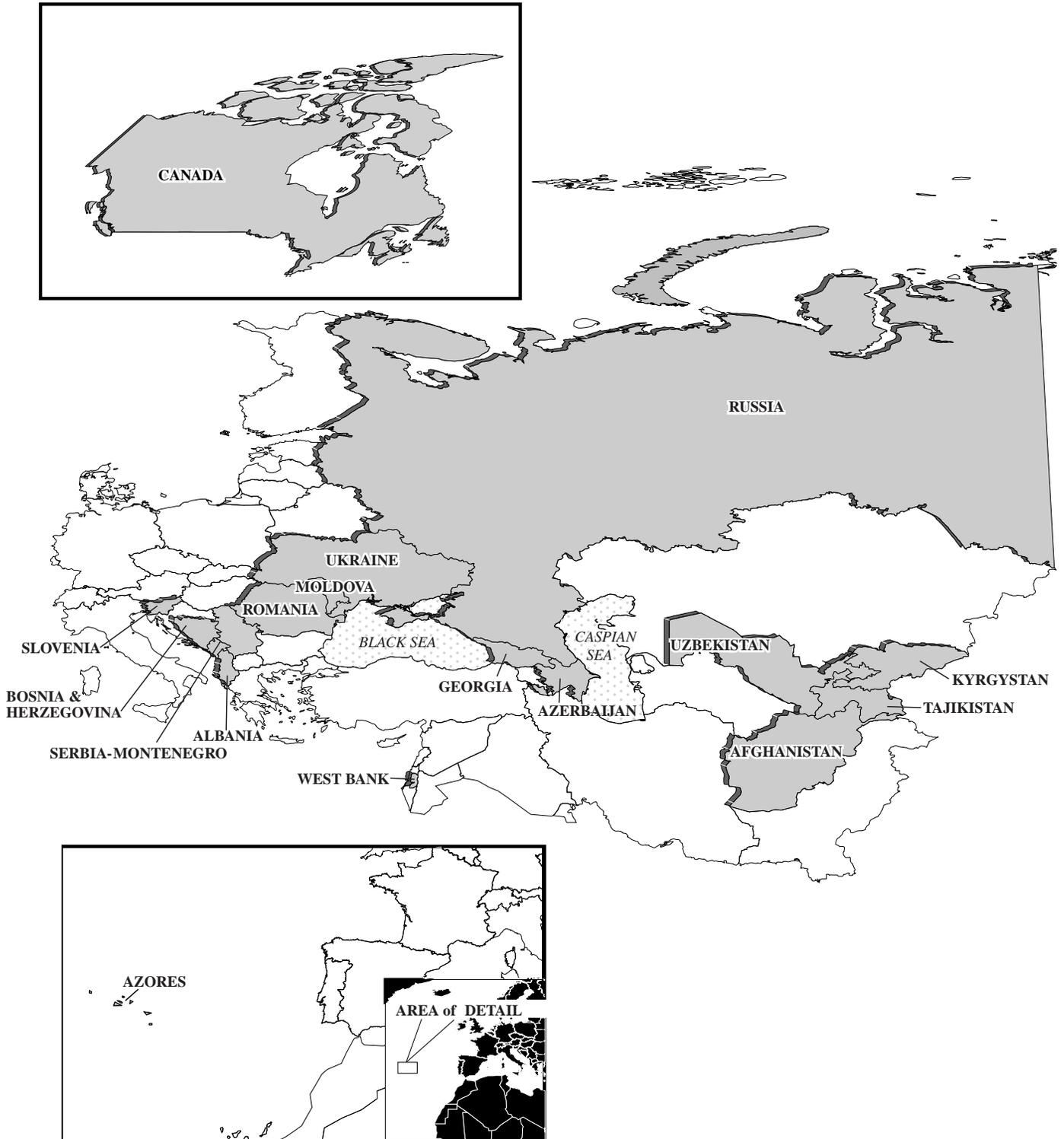
DOD was also involved in responding to this disaster. DOD provided 48,000 pounds of commodities including tents, cots, sleeping mats, blankets, clothing, medical supplies, and other emergency materials. The total combined cost of the purchase and transport of these DOD commodities was approximately \$612,521.

<b>BHR/OFDA Assistance</b> . . . . .	<b>\$398,004</b>
<b>Other USG Assistance</b> . . . . .	<b>\$612,521</b>
<b>Total USG Assistance</b> . . . . .	<b>\$1,010,525</b>



EUROPE AND  
THE NEAR EAST

# EUROPE AND THE NEAR EAST



# AFGHANISTAN

## COMPLEX EMERGENCY

In FY 1998, Afghanistan continued to deal with the ongoing civil crisis that began two decades ago. According to UNHCR, some 2.6 million refugees, the largest single refugee caseload in the world for the nineteenth year in a row, remained abroad. Although the exact number of IDPs was unknown, the U.S. Committee for Refugees estimated that there were more than one million people internally displaced. The average life expectancy in Afghanistan is less than 44 years, among the lowest in the world. Some 1.5 million people have lost their lives during the long-running crisis; of this number, an estimated 400,000 were children.

FY 1998 was characterized by continued conflict and serious setbacks for international relief organizations trying to provide emergency assistance to Afghanistan. In July, 1998, the Taliban, a Muslim fundamentalist militia group that controls most of the territory of Afghanistan, told NGOs in Kabul that they had to move into a single dilapidated building or leave Kabul. The organizations objected strongly, citing concerns about the condition of the building and security risks associated with locating all NGOs in a single place. In reaction to the order, ECHO announced the suspension of all funding for its programs in Kabul. NGOs withdrew from the city, leaving the U.N. as the only remaining component of Kabul's international relief community.

On August 7, terrorists with strong links to organizations in Afghanistan bombed the U.S. embassies in Kenya and Tanzania. On August 20, in response to the bombings, U.S. military forces used guided missiles to attack guerilla training camps in rural Afghanistan. The resultant heightened security fears, coupled with an August 21 incident in which two U.N. staff were fired on in Kabul, spurred the U.N. and other relief organizations to evacuate international staff, leaving the country more isolated than ever.

On September 30, 1997, Acting Assistant Secretary of State for South Asia E. Gibson Lanpher renewed the disaster declaration for Afghanistan for FY 1998 and requested continued USG assistance. The disaster declaration cited ongoing civil conflict, marked by aerial bombing, cannon and rocket fire, anti-tank and anti-personnel land mines, and automatic weapons.

In addition, the declaration cited large numbers of IDPs as well as returning refugees; a breakdown of governmental authority; obstacles to the delivery of humanitarian assistance; danger of continued fighting; and the country's near-bottom ranking on the U.N. Human Development Index.

BHR/OFDA responded to the continuing crisis with support for programs in Kabul and elsewhere. In Kabul, BHR/OFDA provided a grant of \$750,000 to ICRC for water and sanitation programs that benefitted approximately 160,000 persons for one year. BHR/OFDA also provided \$345,000 to the United Nations Center for Human Settlements (Habitat) for the rehabilitation of the electrical grid, and \$244,443 to ACF/F for a health survey and rehabilitation of maternal and child health clinics in rural Kabul Province. In addition, BHR/OFDA provided \$71,515 to the NGO, Physiotherapy and Rehabilitation Support for Afghanistan (PARSA), for income-generating activities benefitting approximately 550 widowed families for one year.

In Hazarajat, BHR/OFDA provided WFP with a total of \$650,000 for food purchase and distribution in a region where food shortages existed as the result of a blockade enforced by the Taliban since June 1997. Elsewhere, BHR/OFDA provided \$84,520 to SCF/US for winterization programs and \$360,000 for programs to benefit children and women for one year. BHR/OFDA provided \$1.3 million to ICRC for agricultural and relief programs to benefit IDPs and other vulnerable persons. BHR/OFDA also provided \$600,000 to IFRC for relief and disaster assistance programs and \$65,750 to the Shuhada Organization for training of health workers and the production of blankets. In addition, BHR/OFDA provided \$125,230 worth of plastic sheeting (and \$16,508 in transport) to UNHCR for winterization programs. BHR/OFDA provided a grant of \$81,000 to the Committee for Promotion of Medical and Humanitarian Aid to Afghanistan for costs associated with running a hospital in Wardaq Province.

BHR/FFP made \$3.6 million available to WFP for use in Afghanistan in FY 1998, but programmatic constraints prevented WFP from using these funds. State/PRM contributed approximately \$3.9 million to relief organizations assisting refugees in Pakistan and refugees repatriating to Afghanistan. Of this \$3.9

million, State/PRM provided \$896,280 to UNHCR for health and education programs in Pakistan that focused on women and girls. Because funding for programs in Pakistan assisted Afghan refugees, it is considered part of the total USG assistance to Afghanistan. State/PRM also contributed \$3.9 million to UNHCR's program supporting Afghan repatriation. Finally, State/PRM contributed \$10.4 million to ICRC and \$600,000 to WFP for regional programs that benefitted Afghan refugees.

**BHR/OFDA Assistance . . . . . \$4,705,986**  
**Other USG Assistance . . . . . \$7,762,143**  
**Total USG Assistance . . . . . \$12,468,129**  
**STATE/PRM Assistance to the Region . \$11,000,000**

## AFGHANISTAN

### EARTHQUAKE I

**O**n February 4, 1998, an earthquake measuring 6.1 on the Richter Scale struck Takhar Province, a remote region in northeastern Afghanistan about 50 km from the Tajikistan border. The earthquake affected 28 villages surrounding the city of Rostaq and completely destroyed eight of them. The region was particularly vulnerable to earthquake damage because of the predominately mud housing. Massive landslides swept entire mountainside villages into valleys. Aftershocks, which continued for several days, caused additional casualties and spurred further population displacement.

The earthquake killed between 3,000 and 5,000 people and left more than 20,000 people without shelter. In the days following the earthquake, some 5,800 people found temporary shelter in seven reception centers in Rostaq. Many more found accommodations in private homes. Virtually all livestock—the region's primary means of livelihood—died as a result of the earthquake. Aftershocks killed an additional 250 people.

There was a substantial response by international governments and relief organizations to the earthquake, but the region's isolated, rugged terrain, limited road access, hazardous weather conditions, and Afghanistan's unstable political situation severely hindered relief efforts. The Afghan Red Crescent Society (ARCS), which had emergency supplies prepositioned in the region, was the only relief organiza-

tion providing aid to victims for the first two days after the disaster. Problems of access made the logistics of aid delivery the most critical relief issue in the disaster response.

On February 6, 1998, Assistant Secretary of State for South Asian Affairs Karl Inderfurth declared a disaster. In response, BHR/OFDA provided \$500,000 in support of ICRC and UNOCHA airdrops of 1,000 MT of high priority emergency relief supplies. BHR/OFDA also provided \$25,000 to ARCS for relief activities through the U.S. Embassy in Pakistan.

In addition, ongoing USG support to IOs contributed to the disaster response. Support to general and specific relief programs included a contribution by BHR/FFP of emergency food commodities to WFP's country-wide emergency program, and a \$14.9 million discretionary contribution from State/PRM to ICRC's South Asia programs. A small portion of this contribution helped enable ICRC to respond to the Afghanistan disaster as required.

**BHR/OFDA Assistance . . . . . \$525,000**

## AFGHANISTAN

### EARTHQUAKE II

**O**n May 30, 1998, an earthquake measuring 6.9 on the Richter Scale struck a remote area of northeastern Afghanistan, about twenty miles west of Faizabad, the capital of Badakshan Province. The earthquake struck the region of Rostaq, which was also struck by an earthquake on February 4 (*See "Afghanistan - Earthquake I" case report*), as well as Cha Ab, and most severely, Shar-e-Bozorg. Nearly 50 villages (approximately 4,000 homes) were destroyed. Entire villages perched on steep mountainsides slid into valleys or were buried by landslides. A month after the earthquake, aftershocks were still continuing on an almost daily basis, forcing even those villagers whose homes were not destroyed to sleep outside because of the ongoing danger. The situation worsened further when heavy rains led to flash flooding and mudslides. Relief organizations responded to the earthquake under the coordination of UNOCHA, which used \$1.2 million remaining from its appeal for the February 4 earthquake. ICRC and IFRC, in conjunction with the Afghan Red Crescent Society, provided first aid, evac-

uation for the wounded, medical assistance to clinics and hospitals, and distribution of non-food relief items to survivors. MERLIN conducted a vaccination campaign and treated some 2,500 earthquake victims. MSF/B's hospital in Taloqan tended to the needs of earthquake victims. OXFAM coordinated water and sanitation efforts and flew in equipment such as piping, pumps, and water jugs. Most personal food stocks and many crops and water sources were destroyed; however, there were ample supplies of relief food in the region at the time of the earthquake. WFP, supported by a BHR/FFP contribution of emergency food commodities to its country-wide emergency program, had 40,000 MT of food in Peshawar, Pakistan, 2,300 MT in northern Afghanistan, and 2,500 MT in Termez, Uzbekistan (on Afghanistan's northern border).

A critical problem, due to the region's rugged terrain, bad weather, and earthquake-damaged or buried roads, was the logistics of getting aid to the victims. Helicopters were the only feasible means of reaching many affected villages. A related problem was the scarcity of helicopter fuel in the region.

In response to this situation, Assistant Secretary of State for South Asian Affairs Karl Inderfurth declared a disaster on June 1. Following the disaster declaration, BHR/OFDA contracted two helicopters as an in-kind donation to the U.N. for the joint relief operation, at a cost of \$1.2 million. In addition, BHR/OFDA dispatched two planes, at a cost of \$151,000, with 50,000 humanitarian daily rations (HDRs). The HDRs, from BHR/OFDA's stockpile in Pisa, Italy, were delivered to WFP in Peshawar, Pakistan, on June 9-10 for onward transport to Afghanistan. BHR/OFDA also provided four 3,000-gallon water bladders and 672,000 sq. ft. of plastic sheeting, and contracted transportation of these items via commercial airliner. The cost of replacing the plastic sheeting to a BHR/OFDA stockpile was \$48,447. Finally, BHR/OFDA provided transportation at a cost of \$64,000 for humanitarian relief supplies donated by UNOCHA.

**BHR/OFDA Assistance . . . . . \$1,484,843**

## ALBANIA

### REFUGEES

In early June 1998, Serbian military and police units stepped up their harassment of ethnic Albanians in the Serbian province of Kosovo. The increase in the level of attacks caused the forced displacement of several thousand refugees across the border into Albania. After an appeal for assistance by the Government of Albania, U.S. Chargé d'Affaires Robert F. Cekuta issued a disaster declaration for Albania on June 5. BHR/OFDA responded by providing \$25,000 through USAID/Tirana to CRS for the procurement of humanitarian supplies for the refugees. BHR/FFP sent 970 MT of food commodities, valued at \$607,400, for emergency feeding programs.

**BHR/OFDA Assistance . . . . . \$25,000**  
**Other USG Assistance . . . . . \$607,400**  
**Total USG Assistance . . . . . \$632,400**

## AZERBAIJAN

### EARTHQUAKE

An earthquake measuring 6.5 on the Richter Scale struck the southern portion of Azerbaijan on July 9, 1998. Although there were no deaths reported, more than 10,000 buildings were damaged including several schools, hospitals, and clinics. Due to the severity of the damage, U.S. Ambassador Stanley T. Escudero issued a disaster declaration on August 4. BHR/OFDA responded by providing a \$25,000 grant through the U.S. Embassy in Baku to the IFRC. This funding was used for the purchase of local relief supplies, such as tents and blankets, to assist earthquake victims.

**BHR/OFDA Assistance . . . . . \$25,000**

## AZORES

### EARTHQUAKE

On July 10, 1998, an earthquake measuring 5.8 on the Richter Scale struck the Azores. The earthquake left eight people dead, destroyed more than 300 homes, and rendered more than 1,500 people homeless. On July 14, due to the continuing emergency

conditions, the Government of Portugal (GOP), on behalf of the Regional Government of the Azores, requested assistance from the USG. The GOP requested that the USG provide 50 portable latrines for use by the population that had been left homeless as a result of the earthquake.

On July 17, U.S. Ambassador Gerald S. McGowan officially declared a disaster for the Azores. BHR/OFDA responded immediately by providing \$22,000 to the U.S. Embassy for the local purchase of portable latrines. The latrines were given to the GOP for use by the population most severely affected by the July 10 earthquake.

**BHR/OFDA Assistance . . . . . \$22,000**

## BOSNIA-HERZEGOVINA

### COMPLEX EMERGENCY

Although the 1995 Dayton Peace Accord was meant to halt the ethnic violence and begin the reconciliation between Serb, Muslim, and Croat populations throughout Bosnia-Herzegovina, FY 1998 ended with the three major ethnic groups maintaining their political, economic, and geographical separation. A humanitarian emergency continued to exist in Bosnia-Herzegovina due to the significant numbers of IDPs unable to return to their homes, inadequate municipal services for minorities, and poor economic and employment conditions. These conditions prevailed in the Bosnian Serb-controlled Republika Srpska (RS) as well as in the Muslim-Croat dominated Federation of Bosnia and Herzegovina (Federation). During FY 1998, extremely vulnerable individuals such as the elderly, women, children, and the handicapped required home care, winterization items, emergency food, and personal hygiene parcels.

UNHCR registered approximately 2,000 minority returnees to the Republika Srpska and an additional 14,500 people to the Federation of Bosnia and Herzegovina in FY 1998; however, more than 800,000 inhabitants remained as IDPs while another 600,000 former residents continued to reside in third countries as refugees. Despite international political and military efforts, IDPs and returnees still faced discriminatory property laws, bureaucratic inaction, and ethnically-motivated violence or harassment. IDPs continued to live

in remaining collective centers, overcrowded private accommodations, or abandoned and damaged buildings.

A disaster was re-declared for Bosnia-Herzegovina by U.S. Ambassador Richard D. Kauzlarich on October 15, 1997, because of the continued lack of security in the region and the need for emergency winterization supplies, agricultural inputs, and sanitation commodities for IDPs and refugees. In response, BHR/OFDA funded the distribution of seeds and tools, stoves, fuel, hygiene kits, winter clothing, and pharmaceutical supplies. Emergency services provided included medical assistance, repair to municipal water systems, weatherization of houses, and home care for the elderly and disabled.

In FY 1998, BHR/OFDA supported CRS (\$195,282) in continuing to provide home care assistance to the elderly in Sarajevo; Partners for Development (\$620,211) and MCI (\$567,223) to provide seeds and tools distributions for the rehabilitation of the agricultural sectors in the RS and the Federation; ACF/F (\$593,454) to distribute emergency food and personal hygiene parcels to extremely vulnerable individuals remaining in the RS collective centers; Partners for Development (\$382,685) to provide winterization commodities to vulnerable elderly beneficiaries; and CARE (\$270,724) for its REACH project to assist the vulnerable elderly in the RS.

To support emergency feeding programs, BHR/FFP donated 31,520 MT of emergency food commodities with a total value of \$14,982,900. BHR/OTI funded local civil society organizations in Bosnia-Herzegovina, at a cost of \$5.9 million. These local organizations promoted demobilization and reintegration as well as democracy and governance activities. State/PRM provided more than \$40.7 million to Bosnia-Herzegovina in response to the regional consolidated appeals of UNHCR, ICRC, IFRC, and WHO for refugee assistance. In addition, State/PRM supported CRS, the International Catholic Migration Commission, the American Refugee Committee, WVUS, and International Orthodox Christian Charities in assisting the repatriation of ethnic minority refugees.

**BHR/OFDA Assistance . . . . . \$2,634,997**  
**Other USG Assistance . . . . . \$61,657,526**  
**Total USG Assistance . . . . . \$64,292,523**

# CANADA

## STORM

Millions of homes and businesses in eastern Ontario, southern Quebec (especially in the Montreal area) and portions of New Brunswick lost electricity and heat after an ice storm swept through the region between January 5-10, 1998. At least 15 people died and one million people were without power for several weeks, creating a huge demand for emergency shelter, food, health care, electrical generators, and portable heating equipment. The impact was prolonged in rural areas where parts of the electric grid had to be rebuilt. Total economic damage was estimated in the billions of dollars.

The Government of Canada (GOC) deployed more than 12,000 of its military personnel (the largest peacetime military deployment in Canadian history) to provide assistance and to police affected areas. Electrical line crews from the United States assisted Canadian workers in restoring power. BHR/OFDA responded to the disaster by assisting the U.S. military in procuring and transporting (on a reimbursable basis) 61,000 cots for displaced families living in temporary shelters, airlifting field kitchens and other equipment from Edmonton to Montreal, and assisting with the transport of telephone poles from the southern United States to Canada. There was no official disaster declaration for this storm. BHR/OFDA did not provide any monetary or technical assistance.

# GEORGIA

## DISPLACED PERSONS

On May 20, 1998, Abkhazian separatist forces launched an offensive against Georgians living in the Gali District, part of the breakaway Republic of Abkhazia. Although the Gali District included a security zone in which Commonwealth of Independent States (CIS) peacekeepers were deployed, the District was firmly under the control of Abkhazian separatists. In 1993, the Abkhazian had driven out 200,000 Georgians from this Black Sea province. Nearly 40,000 Georgians, former IDPs who had resettled in the area since being forced out in 1993, were again driven out by the Abkhazian forces who engaged in substantial burning and looting. On May 24, nearly 40,000 newly displaced

Georgians fled across the Inguri River after their villages were destroyed. They occupied the neighboring region of Zugdidi and Salendzhikha, where they took shelter with relatives, in schools or other public buildings, in tents, and in railway cars. This new influx of IDPs exacerbated the already precarious condition of those in the area who had been displaced for more than four years. UNHCR, ICRC, and other NGOs provided for the immediate food and medical needs of the new IDPs.

As a result of this humanitarian crisis, U.S. Chargé d’Affaires Martin Adams declared a disaster on May 27. BHR/OFDA responded by providing \$25,000 to assist those left homeless by the fighting. USAID/Tblisi administered the funds through a \$25,000 grant to IRC for emergency water and sanitation facilities in 30 collective centers housing 7,267 IDPs for one month. IRC provided showers, pit latrines, and laundry pads and cleaned existing sanitation areas. One of the principal objectives of the assistance was to prevent the spread of illnesses such as scabies, diarrhea, diphtheria, and hepatitis.

USAID’s Bureau for Europe and the New Independent States provided a \$2,500,000 grant to UNHCR, which was used for non-food assistance (mattresses, blankets, and kitchen sets), health assistance, and emergency shelter.

<b>BHR/OFDA Assistance</b> . . . . .	<b>\$25,000</b>
<b>Other USG Assistance</b> . . . . .	<b>\$2,500,000</b>
<b>Total USG Assistance</b> . . . . .	<b>\$2,525,000</b>

# KYRGYZSTAN

## FLOODS

The Suzak Region of Jalalabad Oblast flooded on May 19, 1998, when a dam burst on the Kugart River. As a result, 7,000-8,000 people in the Suzak Region lost their homes. On May 22, U.S. Chargé d’Affaires Angus T. Simmons declared a disaster for floods in the Suzak Region. In response, BHR/OFDA provided \$25,000 to the U.S. Embassy in Bishkek for the purchase of non-food items to help those adversely affected by the rising waters and for the local purchase of building materials to help restore damaged dwellings.

<b>BHR/OFDA Assistance</b> . . . . .	<b>\$25,000</b>
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# MOLDOVA

## LANDSLIDE

On March 11, 1998, U.S. Ambassador to Moldova John T. Stewart issued a disaster declaration for landslides, which struck the village of Leuseni in west central Moldova on February 25, 1998. There were no fatalities or serious injuries reported, but the landslides caused damage to 300 homes and forced the relocation of 1,000 people. In response to an official request for assistance from the Moldovan Prime Minister's office, BHR/OFDA provided \$15,000 through the U.S. Embassy in Chisinau to the Leuseni village committee to locally purchase shelter materials.

**BHR/OFDA Assistance. . . . . \$15,000**

# ROMANIA

## FLOODS

Heavy rains in June 1998 caused severe flooding throughout Romania. The floodwaters killed 24 people and hundreds of livestock; destroyed 274 bridges and 27 dams; disrupted telephone, electricity, and gas services; contaminated fresh water reservoirs; and damaged 9,000 houses, 85,000 hectares of cropland, and 600 km of roads and rail lines.

On June 24, U.S. Ambassador Donald Blinken declared a disaster for flooding in Romania. In response, BHR/OFDA provided \$25,000 to USAID/Bucharest for the provision of potable water, bread, and non-perishable food supplies to meet the immediate needs of approximately 1,000 flood victims.

**BHR/OFDA Assistance. . . . . \$25,000**

# RUSSIA

## FLOODS

The Lena, Alden, Yana Kolyma, and Indigirka rivers in the Yakutia Region of the Republic of Sakha began to overflow in May 1998 when warm temperatures caused ice and snow to melt rapidly. The flooding was further exacerbated by large chunks of ice within the rivers that impeded the flow of water. The floodwaters killed 15 people, displaced 51,055 residents, submerged 15,245 houses in 171 vil-

lages, and inundated 38,000 hectares of arable land. Local Red Cross officials estimated that the total amount of damage caused by the flooding was approximately \$700 million.

U.S. Ambassador Thomas Pickering declared a disaster for floods in the Yakutia Region on June 19, 1998. In response, BHR/OFDA provided \$25,000 through the U.S. Embassy in Moscow to IFRC for the emergency needs of 20,000 flood victims in the most adversely affected areas. The funds were used to procure 20,000 hygiene kits, 4,000 bed sheets, 4,000 blankets, 500 shelter kits, and 12 power generators.

**BHR/OFDA Assistance. . . . . \$25,000**

# SERBIA-MONTENEGRO

## COMPLEX EMERGENCY

In FY 1998, Serbia-Montenegro continued to face the effects of its recent wars in Bosnia-Herzegovina and Croatia, and as violent conflict began to brew in Kosovo later in the year, the degree of the humanitarian emergency in the federation escalated. At the beginning of the fiscal year, Serbia-Montenegro was still faced with supporting 560,000 refugees from the Krajina Region in Croatia, many of whom had been in Serbia-Montenegro for two years, as well as a significant number of IDPs. In addition, the ethnic Albanian population of Kosovo began another winter with little ability to provide for its own needs due to extremely high unemployment, limited access to health care, and very little economic assistance. Chronic poverty conditions created critical humanitarian needs in Serbia's southern province.

Due to the ongoing humanitarian emergency, U.S. Ambassador Richard M. Miles declared on October 29, 1997, that a disaster continued to exist in Serbia-Montenegro and requested BHR/OFDA assistance. BHR/OFDA responded to this request with nearly \$15 million in humanitarian assistance during FY 1998.

Since February 1998, the conflict in Kosovo heightened the extent of the humanitarian emergency in Serbia-Montenegro. Fighting began in late February, set off by a series of clashes between Serbian security forces and members of the Kosovo Liberation Army (KLA), an

ethnic Albanian group fighting for the independence of Kosovo. When these clashes resulted in deadly violence, thousands of ethnic Albanians demonstrated in Pristina. The demonstrators were attacked with tear gas, water cannons, and clubs by Serbian police forces breaking up the protests. Serbian forces then mounted an attack in the Drenica region of Kosovo, a stronghold of the KLA. This marked the beginning of Serb offenses in Kosovo, which brought heavy fighting to areas west of Kosovo's capital, Pristina.

As a result of the fighting, thousands of ethnic Albanians were displaced from their homes, many taking refuge with host families, while several thousand found refuge in the nearby hills and forests. By September 30, 1998, UNHCR estimated that as a result of the fighting in Kosovo, there were 200,000 IDPs in Kosovo, 20,000 in other parts of Serbia, and nearly 42,000 in Montenegro. In addition, 18,000 refugees had fled to Albania, and nearly 10,000 refugees had fled to third countries. The total population displaced by the conflict was 291,600.

Throughout the conflict, access to emergency relief was interrupted only periodically. Coordination of humanitarian assistance activities through sectoral working groups was led by UNHCR, and distribution of international relief commodities occurred through the local Albanian NGO, the Mother Teresa Society (MTS). MTS used a local network of 44 branch and 644 sub-branch offices throughout Kosovo.

Primary humanitarian needs during this time were food, shelter, winterization items, and emergency health and water/sanitation assistance. BHR/OFDA responded through its partner PVOs and NGOs by providing plastic sheeting, bulk food, family food packs, wheat flour, hygiene parcels, blankets, stoves, fuel, winter clothing, and sleeping pads. BHR/OFDA also funded water/sanitation repairs and emergency health care. During FY 1998, BHR/OFDA continued to assist Croatian Krajina Serb refugees living in Kosovo with food, health care, personal hygiene packs, and winterization commodities.

BHR/FFP supplied 19,610 MT of emergency commodities, valued at \$9,853,300. BHR/OTI provided grants totaling \$3.9 million to support independent media outlets and civil society organizations. State/PRM

provided \$3,023,763 in response to U.N. and IO consolidated appeals.

**BHR/OFDA Assistance . . . . . \$14,908,121**  
**Other USG Assistance . . . . . \$16,777,063**  
**Total USG Assistance . . . . . \$31,685,184**

## SLOVENIA

### EARTHQUAKE

**O**n April 12, 1998, an earthquake registering 5.5 on the Richter Scale struck the Kovarid-Bovec region of western Slovenia. The earthquake damaged 311 buildings and left 710 residents either homeless or living in unsafe buildings. Of the damaged buildings, 120 needed to be completely demolished and rebuilt. The Slovenian Red Cross and other NGOs helped the Government of Slovenia, the Slovenian Civil Defense, and the Italian provinces of Friuli, Venezia, and Giulia to provide assistance. Emergency needs included potable water, food, building materials, and financial assistance for reconstruction.

As a result of the earthquake, U.S. Chargé d'Affaires J. Paul Reid declared a disaster on May 4. In response, BHR/OFDA provided \$10,000 in disaster assistance funds through the U.S. Embassy in Ljubljana to the Slovenian Red Cross for the purchase of emergency relief commodities to meet the immediate emergency needs of earthquake victims.

**BHR/OFDA Assistance . . . . . \$10,000**

## TAJIKISTAN

### FLOODS

**R**ains, which began in Tajikistan in mid-April 1998, led to flooding and landslides in the Aini, Garm, Kulyab, and Varzob/Sakhrinav areas of Tajikistan. Some 1,900 homes were destroyed or damaged, and IFRC reported that 16,600 people were left homeless. Roads, schools, hospitals, water pipelines, electrical lines, and agricultural land were washed away. In all, some 17,000 people were seriously affected. On May 8, U.S. Ambassador to Tajikistan R. Grant Smith declared a disaster and requested \$25,000 to provide assistance through IFRC and the Tajikistan Red Crescent Society. On May 15, BHR/OFDA responded by pro-

viding \$25,000 to IFRC through the USAID Mission in Kazakhstan to meet the immediate emergency needs of flood victims.

**BHR/OFDA Assistance . . . . . \$25,000**

## UKRAINE

### ACCIDENT

On April 4, 1998, an explosion at the Skochinsky coal mine, 25 km west of the town of Donetsk, Ukraine, resulted in the death of at least 63 Ukrainian coal miners. Ninety-two additional miners were hospitalized, some with critical injuries. The explosion, which occurred at a depth of more than 1,300 meters, was the result of a combination of methane gas and coal dust. At the time of the accident, more than 600 miners were underground.

Upon the request for assistance from the Government of Ukraine, U.S. Ambassador Steven Pifer issued a disaster declaration on April 8. BHR/OFDA responded by sending \$25,000 to provide medical supplies for the victims of the explosion. Through the U.S. Embassy in Kiev, the funds were given to the Counterpart Humanitarian Assistance Program (CHAP), an NGO already operating in Ukraine, for the direct purchase and distribution of pharmaceuticals and medical supplies. CHAP used the grant to purchase locally (from American pharmaceutical companies with offices in Kiev) antibiotics, anticoagulants, blood analysis solutions, syringes, gloves, dressings, masks, intravenous kits, disposable bedding, and a bronchoscope. CHAP worked with Ukraine’s Ministry of Health (which provided transportation) to deliver the medical supplies directly to Kalinin Hospital in Donetsk Oblast, where the worst trauma and inhalation cases were being treated.

**BHR/OFDA Assistance . . . . . \$25,000**

## UZBEKISTAN

### FLOODS

During the night of July 7-8, 1998, severe flooding occurred in the Ferghana Region of Uzbekistan after heavy rains. Nearly 100 people were killed and there was substantial damage to houses and businesses. U.S. Ambassador Joseph A.

Presel declared a disaster for flooding on July 15, 1998, and requested \$25,000 for Uzbek Red Crescent relief efforts. On July 17, BHR/OFDA responded by providing \$25,000 through the U.S. Embassy to support the immediate emergency needs of flood victims.

**BHR/OFDA Assistance . . . . . \$25,000**

## WEST BANK/GAZA

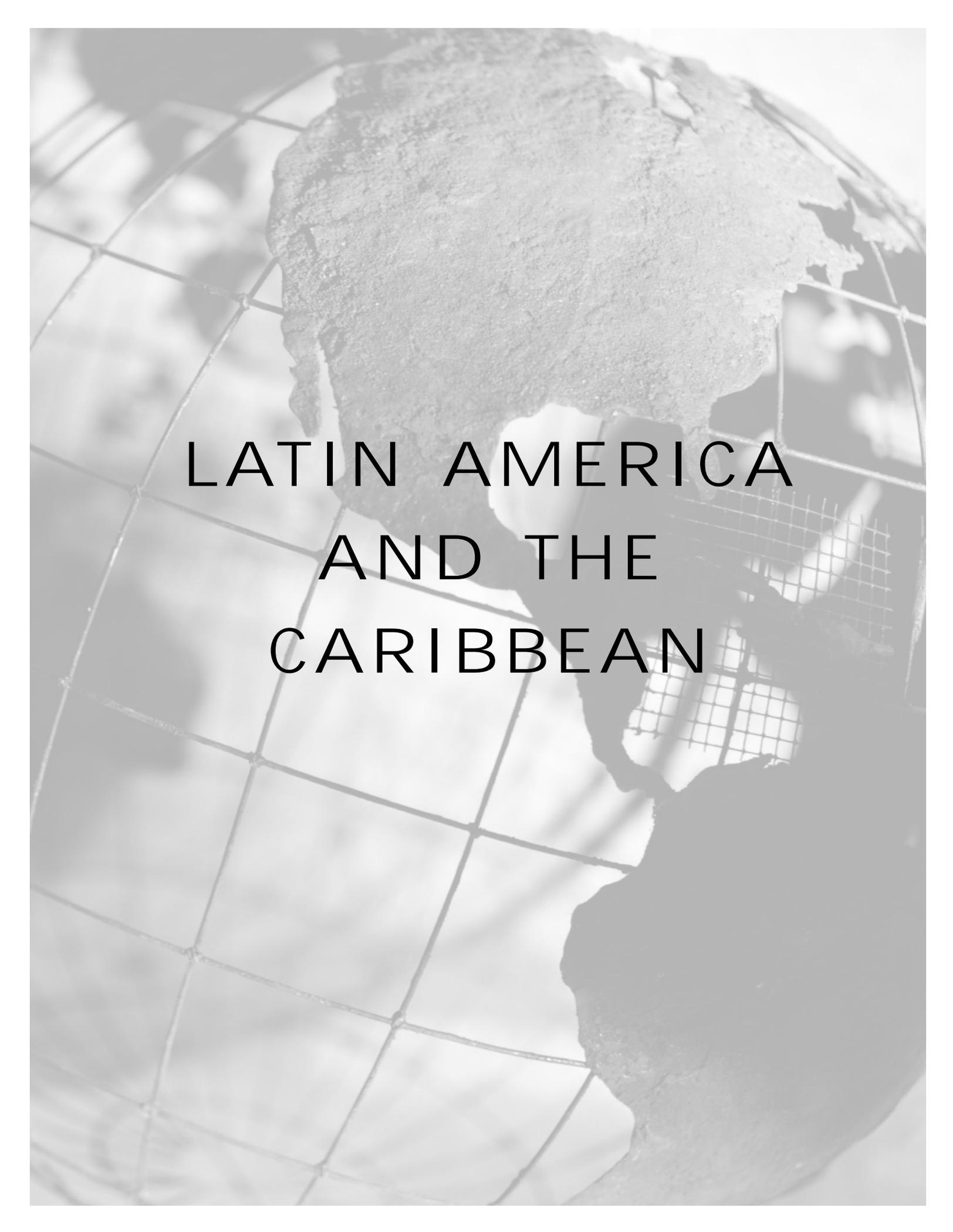
### FLOODS

On the evening of October 17, 1997, thunderstorms, high winds, and flash flooding occurred in Jericho, West Bank, and the surrounding area. An earthen dam located above Jericho broke and water inundated the city. The flooding disrupted the city’s electrical and communications systems, made roads impassable, damaged homes, and temporarily displaced a large number of Jericho’s population. The floods also caused significant agriculture and livestock damage.

The Palestinian Authority (PA), in conjunction with the municipality of Jericho, established an Emergency Action Committee (EAC) to respond to the disaster. It soon became apparent that the situation was beyond the capacity of the PA to respond. In response to a request by the EAC for additional assistance, the U.S. Consul General in Jerusalem declared a disaster in Jericho on October 20. BHR/OFDA provided \$25,000, which was given to the EAC to assist in recovery activities.

On February 1, 1998, BHR/OFDA deployed an assessment team, with support from the USAID Mission and U.S. Embassy in Tel Aviv, and the U.S. Consulate in Jerusalem, to survey the damage inflicted by the storm and to evaluate whether any future emergency actions were necessary. The team recommended prevention and mitigation activities, including the construction of a canal to divert future flooding away from Jericho. Because this activity was outside of BHR/OFDA’s mandate, the recommendation was passed to the USAID Mission, which implemented the recommendation.

**BHR/OFDA Assistance . . . . . \$25,000**



LATIN AMERICA  
AND THE  
CARIBBEAN

# LATIN AMERICA AND THE CARIBBEAN



# ANTIGUA AND BARBUDA

## HURRICANE

Hurricane Georges passed over the eastern portion of the Caribbean during the evening of September 20 and the morning of September 21, causing loss of life and damage to Antigua and Barbuda. According to official estimates, the storm was responsible for a total of three deaths, two injuries, and the displacement of 3,338 persons in Antigua and Barbuda. In addition, 1,762 homes were damaged and 390 dwellings were destroyed on the two islands.

The towns along the southern Antiguan coastline suffered the greatest damage. Fire Island, All Saints, Liberta, Bolan, and Crab Hill were declared disaster areas as a result of extensive damage in the low- and middle-income neighborhoods. In addition to the housing stock, the hurricane also damaged the hospital and airport on both islands, as well as a number of businesses in Antigua and one school and two hotels in Barbuda. The storm completely curtailed the supply of electricity and partially disrupted telephone service throughout the island nation. The supply of water was hampered by the absence of power; however, the use of water tankers met immediate emergency needs.



A downed utility pole in Antigua. About 50% of the telephone lines in Antigua sustained damage during the hurricane, and electricity was available only in the capital, St. John. (Photo by the Miami-Dade Fire and Rescue team)

U.S. Chargé d’Affaires Philip Jones declared a disaster for Antigua and Barbuda on September 23 in response to the damage caused by Hurricane Georges.



Plastic sheeting and other relief supplies being off-loaded from a USAID/BHR/OFDA-chartered aircraft at the airport in Antigua on September 26. (Photo by the Miami-Dade Fire and Rescue team)

BHR/OFDA immediately dispatched a pre-positioned assessment team (comprised of three Miami-Dade Fire and Rescue team personnel) from Barbados to Antigua. On September 25, BHR/OFDA chartered an aircraft for the delivery of relief supplies (1.25 million sq. ft. of plastic sheeting, eleven 3,000-gallon water bladders, and 1,903 five-gallon water containers) to Antigua for distribution in the affected islands. Nearly 27,000 sq. ft. of plastic sheeting, one water bladder, and 51 water containers were sent onward to Barbuda; 247,248 sq. ft. of plastic sheeting, four water bladders, and 502 water containers remained for use in Antigua; and the difference was distributed in St. Kitts and Nevis. (See “St. Kitts and Nevis - Hurricane” case report.)

The assessment team assisted in off-loading relief supplies and conducting in-country training in the use of plastic sheeting. It also coordinated the delivery of relief supplies with local government authorities. In response to the team’s specific recommendations, BHR/OFDA contributed \$150,000 to the PAHO appeal for emergency assistance to the eastern Caribbean. These funds were used to respond to the health needs of hurricane victims in Antigua and Barbuda and St. Kitts and Nevis.

**BHR/OFDA Assistance for Antigua and Barbuda and St. Kitts and Nevis . . . . . \$386,772**

# ARGENTINA

## FLOODS

As a result of the 1997-1998 ENSO event, unusually strong rains began in Argentina in October 1997. By the spring of 1998, the northeastern areas of Argentina were experiencing severe flooding, and nearly 290,000 people had been affected by the end of April. Argentina's previous experience with ENSO mitigation and response was put to use as national, provincial, and municipal agencies assisted flood victims. When the capacity of these agencies to respond to the flooding was surpassed, U.S. Chargé d'Affaires V. Manuel Rocha declared a disaster on May 8.

In response to the request for assistance, BHR/OFDA provided 2.4 million sq. ft. of plastic sheeting and 10,000 blankets for emergency shelter and protection from the cold for 5,000 of the most vulnerable displaced families. In addition, BHR/OFDA sent two OFDA/LAC Regional Advisors to Argentina to coordinate the delivery of assistance and provide training in the use of plastic sheeting. The total cost of BHR/OFDA's assistance to Argentina was more than \$400,000.

**BHR/OFDA Assistance . . . . . \$414,900**

# BOLIVIA

## EARTHQUAKE

On May 22, 1998, an earthquake registering 6.8 on the Richter Scale struck the Aiquile-Totora area of Bolivia in the Department of Cochabamba. The epicenter of the earthquake was the town of Aiquile, where some 200 buildings collapsed from the tremor. In the town of Totora, 21 people were killed, 52 injured, and 223 houses destroyed. U.S. Ambassador Donna Hrniak declared a disaster in Bolivia on May 22 due to the need for potable water and emergency shelter. In response to the declaration, BHR/OFDA provided \$25,000 through USAID/La Paz for the local purchase of garden hose, chlorine, and lumber for shelter frames.

On May 24, OFDA/LAC coordinated the airlift of 391,680 sq. ft. of plastic sheeting, twelve 3,000-gallon water bladders, and 1,000 five-gallon water containers to Cochabamba. Bolivia's Civil Defense force assisted in

moving the airlifted relief supplies from Cochabamba to Aiquile and Totora. OFDA/LAC also provided consultants to assess the extent of the damage caused by the earthquake and to facilitate the transfer of USG-donated relief commodities. After assessing the rural hamlets near Aiquile and Totora, USAID/La Paz requested an additional \$110,000 for the local purchase of lumber and tools and transportation costs. An additional 293,760 sq. ft. of plastic sheeting was provided to USAID/La Paz for distribution as required. The cost of replenishing stockpile items and transporting them to Bolivia totaled \$252,042. To meet immediate food needs, BHR/FFP provided seven MT of P.L. 480 Title II emergency food for distribution in the affected area. The food commodities, diverted from in-country stocks, were valued at approximately \$3,000.

**BHR/OFDA Assistance . . . . . \$387,042**  
**BHR/FFP Assistance . . . . . \$3,000**  
**Total USG Assistance . . . . . \$390,042**

# BRAZIL

## FIRE

In early 1998, continued drought conditions related to the 1997-1998 ENSO event caused fires to burn out of control in the northern state of Roraima. The fires, set by subsistence farmers and fueled by extremely high temperatures and strong winds, affected approximately 12,000 people in the state. Of this population more than 7,000 people needed immediate emergency assistance including potable water and food. The fires, the worst on record, burned an area of 9,255 sq. km and affected an estimated 17,000 sq. km, damaging crops and neighboring savannas, the traditional source of wild fruits and game. The fires also damaged wells, bridges, schools, and health centers, triggering a sharp increase in the number of respiratory infections and diarrheal diseases. The Makuxis, an indigenous agriculturalist group in the northern Roraima savannah plains, was among the hardest hit.

On April 7, U.S. Ambassador Melvyn Levitsky declared a disaster due to the combined effects of the drought and the fires. As requested by the Ambassador, BHR/OFDA responded by providing \$25,000 through USAID/Brasilia to the World Wildlife Fund (WWF) for the purchase of basic food items,

such as rice and beans, and the preparation of 200 food relief packages for shipment to the state of Roraima. The Government of Brazil also provided food packages, established a coordinating body, and deployed military personnel and firefighter contingents to affected areas. Overall, approximately 1,000 firefighting personnel were involved in combating the fires, including some from Argentina and Venezuela.

The international donor community also responded to the fires. The UN dispatched a seven-person Disaster

Assessment and Coordination (UNDAC) team, including two experts from the U.N. Environment Program, to conduct joint assessments and to assist the government in relief operations. The EU and the Government of Germany also provided immediate humanitarian aid through a local NGO, in conjunction with civil defense and local authorities.

**BHR/OFDA Assistance . . . . . \$25,000**

## DOMINICA

### LANDSLIDE/FLOODS

In mid-November 1997, torrential rains triggered a number of massive landslides in the Carholm Region of Dominica. The landslides created earthen dams which blocked two rivers, the Layou River and the Mathieu River, approximately 9.6 km from the sea. Water backed up behind the dams, creating huge lakes and causing the dams to burst after only a few days. Severe flooding resulted downstream at the mouth of the Layou River, where 600 people resided. Several hundred people were evacuated from the lower Layou River Valley. There was no loss of life, but farms and roads were flooded. The Government of Dominica (GOD), with assistance from the Caribbean Disaster Emergency Response Agency (CDERA), the Regional



Aerial view of the Layou River in Dominica which partially flooded the village of Layou, forcing some of its residents to flee to temporary shelters. (Photo by Alejandro James, BHR/OFDA/LAC)

Security System (RSS), and PAHO, was able to provide emergency food and shelter to the IDPs.

In response to a request for assistance from the GOD, U.S. Ambassador Jeannette M. Hyde declared a disaster on November 28. OFDA/LAC responded by dispatching a two-person team, consisting of an OFDA/LAC Regional Advisor and a USFS geologist/landslide expert, to assess the technical and humanitarian damage from the landslides and flooding. The team conducted its assessment from December 3-8. Based on the team's recommendations, BHR/OFDA provided \$25,000 to the GOD through the U.S. Embassy in Bridgetown, Barbados. These funds were used for water and sanitation facilities (washtubs, showers, and toilets), blankets, food, and health assistance to IDPs living in temporary shelters.

Following the emergency response, OFDA/LAC assisted the GOD to improve its public information (early warning system) and public awareness program. In early 1998, an OAS engineering team assisted the GOD to mitigate against future earthen dams and the risk of additional flooding.

**BHR/OFDA Assistance . . . . . \$25,000**

# DOMINICAN REPUBLIC

## HURRICANE

**H**urricane Georges swept across the Dominican Republic on September 23, causing significant infrastructure damage and loss of life. Reports of hurricane-related damage varied widely. Figures from the Dominican State Secretary's Public Health and Welfare Office indicated 208 deaths and 134,836 displaced persons. However, PAHO reported 865,510 displaced and 400,000 homeless persons and the AmRC reported 2,000 missing persons and 300 deaths. The actual number of deaths may never be known because many unregistered migrant workers were carried away by floodwaters and mudslides.

The areas hardest hit by the hurricane include the southeast provinces of La Romana and San Pedro de Macoris, the south-central province of Distrito Nacional (which includes Santo Domingo), and the southwest provinces of San Juan, Bahoruco, and Barahona. While the greatest wind damage to housing was in the coastal areas of Santo Domingo and to the east, most flood damage to homes was in the south and west. Critical shortages of food, water, and shelter occurred in poor urban neighborhoods and rural areas throughout the country in the aftermath of the storm. According to the AmRC, most shelters in these affected areas were overcrowded, low on potable water, and in need of proper sanitation to alleviate potential health problems.

Infrastructure damage included schools, hospitals, health clinics, homes, the main airport, and municipal water systems. In addition, approximately 100% of the road network and 60% of the bridges sustained damage, hampering the ability of relief workers to assess needs and carry out relief operations. The storm curtailed the supply of electricity and availability of telephone services for several months in areas throughout the country. Official estimates indicated a total of \$1.2 billion worth of damage to the power system, while the Dominican Secretary of Agriculture conservatively estimated \$260 million worth of damage (90% destruction) to the agricultural sector. This latter figure included loss of crops, poultry, small ruminants, and pasture and grain crops for large ani-

mals. Crop production was non-existent for four months following the hurricane. According to the Dominican Tourism Association, only 5-10% of the country's tourism facilities received damage.

U.S. Chargé d'Affaires Linda Watt declared a disaster for the Dominican Republic on September 23. In response, BHR/OFDA immediately provided \$25,000 to the U.S. Embassy for the purchase of chainsaws (to assist with debris removal), emergency construction materials, and water purification supplies. In addition, BHR/OFDA chartered three commercial flights and one DOD aircraft to deliver a total of 1,248,480 sq.ft. of plastic sheeting, 100 body bags, 2,000 five-gallon water containers, 10 water bladders, and 24 chainsaws. Costs for the airlifts totaled \$107,477. The Dominican Red Cross coordinated the distribution of these BHR/OFDA relief supplies. BHR/OFDA also funded the deployment of six U.S. military helicopters (at a cost of \$1.2 million) for a two-week duration to assist with the delivery of relief supplies and to conduct overflight assessments of the damaged areas.

A six-person BHR/OFDA assessment team (including USAID/BHR Assistant Administrator Hugh Parmer) arrived in Santo Domingo on September 25. Two additional assessment team members joined the team on October 2. In addition to assessing damage and current needs, the assessment team also trained community volunteers on the use of plastic sheeting. Based on the specific recommendations of the assessment team, BHR/OFDA provided \$300,000 in support of PAHO's appeal for emergency assistance to meet the health needs of hurricane victims; \$40,000 to the USAID Mission/Santo Domingo in support of a U.S. Peace Corps program to deliver 21,000 bags of pre-packaged food to displaced persons; and \$260,000 to the U.S. Embassy for the purchase of 100 plastic 500-gallon water tanks, 10 generators to power small municipal water pumps, and seeds for replanting.

A VIP delegation headed by USAID Administrator J. Brian Atwood and Housing and Urban Development (HUD) Secretary Andrew Cuomo visited the Dominican Republic on September 30. The delegates observed U.S. relief efforts, conducted overflights of affected areas, and met with senior Dominican government officials. While on the ground, USAID Administrator

Atwood announced that the USG was prepared to provide a total of \$35 million in humanitarian and food assistance to the Dominican Republic in the wake of Hurricane Georges. This total included assistance already provided, plus an additional \$32 million: \$10 million for USAID's P.L. 480 Title II emergency food aid, \$10 million from USDA for the purchase of 100,000 MT of wheat, and \$12 million for the promotion of economic ties with U.S. agricultural producers.

**BHR/OFDA Assistance . . . . . \$1,932,477**

## ECUADOR

### FLOODS

The 1997-1998 ENSO event triggered heavy rains, floods, and landslides throughout Ecuador. In the spring of 1998, floods ravaged the coastal provinces of Ecuador, particularly affecting Manabi Province. The floods impacted approximately one million people, resulted in 226 deaths, rendered 52,000 people homeless, and damaged or destroyed nearly 9,000 homes, 19 bridges, and 2,500 km of roads. Because bridges and roads were washed out by floodwaters, food supplies, medicines, and potable water could not reach affected populations. Due to the lack of clean water, the population experienced an increased incidence of diarrheal disease.

President Fabian Alarcon requested assistance from the USG; as a result, U.S. Ambassador Leslie Alexander declared a disaster on May 5. BHR/OFDA responded by providing \$25,000 for the local purchase of chlorine for water treatment and facilitated repairs to water filtration and delivery systems. In late May, an additional \$50,000 in disaster relief funding was obligated by BHR/OFDA through USAID/Quito. These funds were used for disaster assessments, the local purchase of chlorine, and the transport and installation of water purification equipment to provide potable water for nearly 200 affected communities. In addition, BHR/OFDA airlifted 5,000 five-gallon water containers and twenty 3,000-gallon water bladders to the flood victims to alleviate the shortage of potable water in Manabi, El Oro, and Guayas provinces. The cost of the airlift was \$5,826.

**BHR/OFDA Assistance. . . . . \$80,826**

## HAITI

### HURRICANE

Hurricane Georges crossed Haiti on the evening of September 22 and the morning of September 23 in a west-northwest direction after entering the country from Plaine du Nord. According to the Haitian Civil Protection Directorate, the storm was responsible for 147 deaths, 34 serious injuries, 40 people missing, and 167,500 individuals affected.

Nearly the entire country was impacted by the heavy rains and high winds. The supply of electricity and the availability of telephone services were hampered from one end of the country to the other. In the north, north-west, and central portions of the country (particularly in the low-lying areas of Cite Soleil, Croix des Missions, Gonaives, Hinche, Anse a Galets, Jacmel, and Leogane), heavy rains caused rivers to overflow and led to flash floods and mudslides. According to estimates by the IFRC, approximately 4,500 people in Haiti lost their homes to flash floods and thousands more were temporarily displaced. In Leogane, 25,000 sought temporary shelter from neighboring flood-prone areas.

Extensive crop losses also were a result of the heavy rains. Flooding in the Artibonite Valley (the country's breadbasket) destroyed three-fourths of the country's September 1998 rice crop and significantly affected the October 1998 rice planting season, which should have accounted for three-fourths of the country's overall annual rice production. According to an FAO assessment, heavy rains also destroyed most of the sorghum and millet crops in the Artibonite Valley, central plateau, and southwest and northern portions of the country. The FAO reported that 80% of the banana crop was destroyed in the southwest and that many vegetables, roots, tubers, and other minor food crops were ruined throughout the country. In addition, a significant number of small farm animals perished. U.S. Embassy estimates put the total loss in the agricultural sector at \$179 million. This total included crop and animal losses and damage to the irrigation system, but did not include damage to the main commercial port in Port-au-Prince.

Preliminary overflight assessments suggested that the Peligre Dam (located on the Artibonite River in the central plateau) was unable to accommodate floodwaters as a result of the hurricane, thus endangering tens of thousands of lives. However, a more detailed assessment by Haitian authorities indicated that the dam was under no direct threat. The USG stood ready to provide technical assistance to monitor and assess the dam's condition and to fortify the walls if they weakened.

U.S. Ambassador Michael Carney declared a disaster for Haiti on September 24 in response to damage sustained by Hurricane Georges. BHR/OFDA immediately provided \$25,000 to the U.S. Embassy for the supply of potable water to hurricane victims in Port-Au-Prince, Cap-Haitien, and Leogane and an aerial survey of the most affected areas. An OFDA/LAC Regional Advisor arrived in Haiti on September 25 to assist with assessment efforts and to coordinate BHR/OFDA's response. Based on the Advisor's specific recommendations, BHR/OFDA delivered two airlifts of relief supplies (including 489,600 sq. ft. of plastic sheeting, 1,000 five-gallon water containers, and 5,000 blankets) on September 28-29. The airlifts cost \$11,480. In addition, BHR/OFDA contributed \$300,000 to PAHO's appeal for emergency assistance to Haiti. USAID Administrator J. Brian Atwood and HUD Secretary Andrew Cuomo headed a VIP delegation of USG officials to Haiti on September 30 to review the relief efforts. While on the ground, USAID Administrator Atwood announced that the USG was prepared to provide an additional \$12 million in food aid assistance and relief supplies to the victims of the hurricane. This assistance was provided in FY 1999.

**BHR/OFDA Assistance . . . . . \$336,480**

## MEXICO/CENTRAL AMERICA

### FIRE

**D**uring FY 1998, Mexico and the entire Central American region were severely affected by drought exacerbated by El Niño conditions. The drought aggravated the effects of slash and burn agricultural practices in forest and grassland areas, leaving hundreds of fires burning. As a result, in May

1998, BHR/OFDA received separate disaster declarations from the U.S. Ambassadors in Mexico, Costa Rica, El Salvador, Guatemala, Honduras, and Nicaragua.

## MEXICO

**B**etween January and July 1998, there were more than 13,600 fires reported throughout Mexico. According to Government of Mexico (GOM) officials, these fires consumed more than 500,000 hectares. The fires severely affected visibility and air quality in Mexico and throughout Central America. The smoke from these fires also entered the southern and mid-western United States, prompting local warnings for residents with heart and respiratory conditions and for children to limit their outdoor activities.

On May 15, U.S. Chargé d'Affaires in Mexico Charles Brayshaw declared a disaster due to the unprecedented outbreak of wildfires throughout the country. BHR/OFDA immediately responded by providing \$25,000 to the U.S. Embassy for relief activities and by deploying a seven-member assessment team consisting of BHR/OFDA, USFS, and Texas Forest Service personnel on May 16. Based on the recommendations of the team, and in coordination with the GOM's firefighting authority (SEMARNAP), the USG mounted a major response effort geared toward assisting SEMARNAP in fire suppression in the states of Oaxaca and Chiapas and providing a series of training courses to Mexican firefighters.

While training was taking place during the initial weeks of the USG response, the primary focus was on supporting SEMARNAP's fire suppression efforts.

BHR/OFDA provided SEMARNAP with a wide variety of firefighting equipment and supplies. These commodities included safety and firefighting equipment for 3,000 firefighters; three complete radio start-up kits and hand-held radios; two portable MARK III water pumps and four smaller water pumps with 4,000 feet of hose; two 4,800-gallon collapsible water tanks to be used in support of helicopter fire suppression operations; and 1,650 gallons of Class A foam to increase the effectiveness of helicopter water drops. BHR/OFDA also provided \$2.4 million to the GOM to support the fire suppression operations of five medium-duty helicopters equipped with fixed and portable tanks, cargo nets, swivels, and long lines. In addition, BHR/OFDA funded two fixed-wing aircraft with

infrared cameras to map fire areas in Chiapas and Oaxaca. The aircraft photographed extensive portions of southern Chiapas and the Chimalapas region of Oaxaca to determine the proper fire suppression strategy and to gauge the necessary assets required for responding to priority fires.

BHR/OFDA also funded the deployment of U.S. fire suppression experts to act as advisors, trainers, and observers in the priority areas of Oaxaca and Chiapas. Two teams of firefighting experts were deployed. The first team consisted of 41 members and was divided between Mexico City, Tuxtla Gutierrez, Chiapas, and the Incident Command Posts (ICP) in Zanatepec, Oaxaca, and Cintalapa, Chiapas. The team began arriving in Mexico on May 23 and remained in the field for more than three weeks. The first team transitioned out of Mexico as a second team of 33 U.S. fire suppression experts began arriving to replace them. The transition was completed on June 17. With these two teams, plus the original seven-member assessment team, BHR/OFDA fielded a total of 81 individuals as a part of its response efforts to the wildfires in Mexico.

By late June, fire suppression efforts combined with the advent of seasonal rains led to a dramatic reduction in the number and intensity of active fires. The number of fires fell from more than 250 nationwide at the end of May to only 15 on June 24. In addition, smoke from the Mexican fires over the United States had substantially diminished.



Paul Maxwell (left) of the U.S. Embassy/Mexico and Guy Lawson of BHR/OFDA inspect firefighting equipment on arrival at the Benito Juarez International Airport in Mexico City. (Photo by Guy Lawson, BHR/OFDA)



USAID Administrator J. Brian Atwood (center) and Secretary of Agriculture Dan Glickman tour helibase operations in Cintalapa, Chiapas. (Photo by Guy Lawson, BHR/OFDA)

SEMARNAP phased out its suppression activities in Oaxaca, and all USG personnel transferred out of the ICP in Zanatepec on June 14. As fires continued to be extinguished in Chiapas, the ICP in Cintalapa began to scale back suppression activities. A number of helicopters were either released from service or redeployed to other areas of Mexico. In addition, SEMARNAP scaled back ground suppression efforts and released firefighting personnel from Cintalapa.

As a result, the USG team began to shift its focus from suppression to training of Mexican firefighting counterparts. The team provided six different types of formal training: radio/communications system setup and maintenance; helibase training focused on aviation safety and training for ground crew technicians; first aid training for first responders; instruction on the use of Global Positioning System (GPS) equipment; use and maintenance of portable water pumps; and training on the safe use of chain saws. According to USG field team reports, this training resulted in significantly improved performance in areas such as helibase safety procedures. SEMARNAP officials expressed great satisfaction with the training provided by the USG field team, and requested that further training be provided. Through implementing partners in the USFS' Disaster Assistance Support Program (DASP), BHR/OFDA continued to provide this successful management training to SEMARNAP and other national governments in Central America.

## COSTA RICA

**M**uch of northwestern Costa Rica was affected by fires in FY 1998. The fires of greatest concern were those in the national parks and protected areas. In the Parque Nacional Guanacaste, 3,600 hectares (of a total area of 43,000 hectares) burned. This is a park with significant bio-diversity and some exotic species of wildlife. Other parks affected by fires were Palo Verde, Barra Honda, and Ca Flo Negro. A total of 40,000 hectares of parkland forests were burned.

OFDA/LAC's Senior Regional Advisor coordinated closely with Costa Rica's National Commission of Forest Fires. The Commission reported that its inability to suppress the fires was due to several problems: the amount of smoke, which made it difficult to detect fires before they were beyond control; difficulties with transportation and communication; and, most serious, the lack of firefighting tools and equipment.

On May 22, U.S. Ambassador to Costa Rica Thomas J. Dodd declared a disaster in response to fires in the northern portion of Costa Rica. The disaster declaration requested firefighting tools and equipment, but no USG funding. On June 11, an OFDA-funded commercial airlift of firefighting tools and equipment for Honduras, Costa Rica, Nicaragua, and El Salvador arrived in San Jose, after a delivery stop in Honduras. OFDA/LAC and OFDA/Washington staff met the aircraft to assist in off-loading and warehousing the remaining equipment for distribution in Costa Rica, Nicaragua, and El Salvador. The cost of these relief items to be distributed in the four countries, as well as transport, was charged against a \$5 million grant that BHR/OFDA provided to the USFS to support regional fire suppression efforts.

## EL SALVADOR

**O**n May 21, 1998, BHR/OFDA received a disaster declaration for fires from U.S. Ambassador to El Salvador Anne W. Patterson. El Salvador's National Emergency Organization (COEN) reported more than 1,140 brush and forest fires during the fire emergency. BHR/OFDA had trained 25 Salvadoran instructors in fire management, while COEN had trained an additional 680 volunteer firefighters. However, efforts during the 1998 fire season were hin-

dered by a lack of equipment and tools. As a result, USAID/San Salvador requested firefighting equipment and clothing in place of financial assistance. BHR/OFDA worked with the OFDA/LAC Senior Regional Advisor to provide these tools and equipment in response to the U.S. Embassy request. El Salvador was one of four countries to benefit from an OFDA-funded airlift of firefighting equipment off-loaded in San Jose, Costa Rica, on June 11 and charged to a \$5 million OFDA grant to USFS.

## GUATEMALA

**A**t the peak of Guatemala's fire emergency, more than 2,000 fires were reported to be burning throughout the country. These fires led to severe smoke problems and, at one point, threatened several populated areas.

U.S. Ambassador to Guatemala Donald J. Planty declared a disaster in response to the fires on May 16. The USG mobilized a multi-faceted approach as part of a wider regional response to forest fires in Mexico and Central America. BHR/OFDA provided \$25,000 to the U.S. Embassy in Guatemala in response to the disaster. On May 21, OFDA/LAC deployed a Regional Advisor and two USFS technical fire experts to the Guatemalan government's command center at the Santa Elena military airbase in Flores, Peten to coordinate USG assistance.

Based on the determination that Guatemala's most critical need was for firefighting equipment, BHR/OFDA's initial \$25,000 went toward the purchase of firefighting tools and equipment, valued at \$249,000 including transport. The remainder of the \$249,000 was charged against a \$5 million BHR/OFDA grant to USFS for regional fire suppression support. Firefighting tools and equipment arrived at Santa Elena airbase on May 28 via a C-130 commercial aircraft. The equipment was taken by ground and by U.S. helicopter to 18 distribution sites. A USFS technical fire expert and OFDA/LAC's Regional Advisor conducted field training on the use of the tools and equipment.

The USG also provided air support by funding the operations of four DOD helicopters that conducted reconnaissance; transported food, water, and firefight-

ers between affected sites; and dropped water on fires between May 21 and June 5. BHR/OFDA provided \$501,236 in support of these operations. Air support was also provided by a USFS-contracted infrared aircraft, supported by \$5,000 in BHR/OFDA funding for fuel. The aircraft attempted to conduct aerial assessments in Guatemala between May 29 and June 1 before returning to Mexico to continue its assessment mission. These aerial assessment efforts were unsuccessful due to continued dense cloud cover, moisture, smoke, and haze.

## HONDURAS

**O**n May 20, BHR/OFDA received a disaster declaration for fires from U.S. Ambassador to Honduras James F. Creagan. The U.S. Embassy requested that BHR/OFDA supply specialized firefighting equipment to assist in fire suppression efforts on the ground. The fire season ended after May 23 when widespread rains began.

An assessment mission by DOD, the USFS, and U.S. fire and rescue personnel began on May 27. An OFDA/LAC Regional Advisor joined the assessment mission for one day. The findings of the assessment mission concluded that tools and equipment should be allocated in conjunction with training. On June 11, an OFDA-funded commercial airlift of firefighting tools and equipment for Honduras, Costa Rica, Nicaragua, and El Salvador arrived in San Pedro Sula, Honduras. The U.S. Embassy assumed responsibility for off-loading the tools and equipment being provided to Honduras' national disaster agency, COPECO. The cost was charged against OFDA's \$5 million grant to the USFS for regional fire suppression support. The remaining equipment was airlifted to San Jose, Costa Rica for distribution in the remaining three countries.

## NICARAGUA

**B**etween December 1997 and June 1998, more than 13,000 fires were reported in Nicaragua. By April, more than 804,000 hectares of land had burned. During the month of April, there were 11,283 fires burning, according to Nicaragua's Ministry of Environment and Natural Resources (MARENA). On May 22, MARENA officially requested USG assistance in dealing with the numerous fires. On the same

day, U.S. Ambassador to Nicaragua Lino Gutierrez declared a disaster. No funding was requested, but there was a need for firefighting tools, equipment, and training. By May 23, an OFDA/LAC Fire Management Specialist and MARENA had completed a draft plan for the deployment of firefighting equipment and the training of firefighters in areas where fires presented the greatest danger to Nicaragua's forests and ecological resources. The plan was approved and finalized by USAID and MARENA on May 26.

Firefighting tools and equipment for Nicaragua were airlifted by BHR/OFDA to San Jose, Costa Rica, on June 11. The cost of the commodities for all four countries was charged against a \$5 million grant from BHR/OFDA to USFS for regional fire suppression support.

<b>BHR/OFDA Regional Assistance</b> . . . . .	<b>\$5,000,000</b>
<b>BHR/OFDA Assistance to Mexico</b> . . . . .	<b>\$2,615,907</b>
<b>BHR/OFDA Assistance to Guatemala</b> . . . . .	<b>\$531,236</b>
<b>TOTAL BHR/OFDA Assistance</b> . . . . .	<b>\$8,147,143</b>

## MEXICO

### FLOODS

**I**n September 1998, several days of heavy rainfall produced intense flooding in the Mexican state of Chiapas. The floodwaters cut off almost 50 communities and affected more than 1.2 million people. As many as 185 people were killed and thousands were left without food or water. U.S. Ambassador to Mexico Jeffrey Davidow issued a disaster declaration for the flooding in Chiapas on September 11. In response, BHR/OFDA provided \$25,000 through the U.S. Embassy in Mexico to the Mexican Interior Ministry. The funding was used for emergency food, potable water, medicines to control waterborne diseases, and to help defray the cost of transporting relief commodities to flood-affected areas.

<b>BHR/OFDA Assistance</b> . . . . .	<b>\$25,000</b>
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# MEXICO

## HURRICANE

On October 9, 1997, Hurricane Pauline slammed into the Mexican states of Oaxaca and Guerrero. Pauline was the most destructive hurricane to strike the Pacific coast of Mexico in the past 50 years. According to the Mexican Red Cross, more than 400 people were killed, and approximately 25,000 residents were displaced as a result of the storm. Pauline destroyed thousands of acres of crops, contaminated local water supplies, and killed livestock. In Guerrero, 41 centimeters of rain fell in 24 hours, sending floodwaters and mudslides through shantytowns on the slopes above Acapulco Bay.

On October 10, U.S. Chargé d'Affaires to Mexico Charles Brayshaw declared a disaster due to the devastation caused by Hurricane Pauline. OFDA/LAC immediately deployed four Regional Advisors to assess the situation and assist in the implementation and coordination of disaster response activities.

Based on the findings of the Regional Advisors, BHR/OFDA provided \$300,000 to the Mexican Red Cross to assist in the local purchase and delivery of relief supplies to the affected areas. BHR/OFDA also donated and shipped twelve 3,000-gallon water bladders to address the critical need for potable water.



The coastal village of Port Escondido in Oaxaca Province is ravaged by the effects of Hurricane Pauline. (Photo by Alejandro James, BHR/OFDA/LAC)

Based on the OFDA/LAC's final report, and in response to a request by the Government of Mexico, BHR/OFDA also provided \$200,000 to PAHO for the

provision of emergency health assistance to the Mexican Ministry of Health. The medical assistance was directed to the people most adversely affected by Hurricane Pauline, primarily in the states of Oaxaca and Guerrero.

In addition, at the request of President Clinton, the Director of the Federal Emergency Management Agency (FEMA) James Lee Witt, and BHR/OFDA's Assistant Director for Operations Support traveled to Mexico on October 13 to convey the USG's support and to review response efforts.

**BHR/OFDA Assistance . . . . . \$501,940**

# PARAGUAY

## FLOODS

In April 1998, the ENSO event triggered heavy rains in southern Paraguay, causing severe flooding of the Pirana and Paraguay rivers. In the hardest-hit department of Neembucu, one person was killed and 15,000 people were evacuated from their homes.

On April 29, U.S. Ambassador to Paraguay Maura Harty declared a disaster. BHR/OFDA responded by providing \$25,000 through USAID/Asunción to the Paraguayan Red Cross for the local purchase of emergency relief supplies. The funds were used to provide 3,860 flood-affected people in 18 rural villages with mattresses and blankets. In addition, BHR/OFDA dispatched an OFDA/LAC Regional Advisor to assess flood damage and related disaster relief needs in Neembucu and to assist in the coordination of relief efforts. Based on the findings of the Regional Advisor's assessments, and the fact that river levels were beginning to recede, it was determined that no further assistance from BHR/OFDA was required.

**BHR/OFDA ASSISTANCE . . . . . \$25,000**

# PERU

## FLOODS

ENSO-related rains coupled with rising river levels resulted in severe flooding in most of the departments of Peru throughout January 1998.

Flooding and mudslides damaged or destroyed thousands of homes, roads, and bridges. Local reports estimated that nearly 500,000 people were affected, 203 people killed, and 222 residents injured.



Houses built on a hillside in the village of Malpaso, Department of Trujillo, partially collapsed after heavy rains. (Photo by Alejandro James, BHR/OFDA/LAC)

On February 3, U.S. Ambassador to Peru Dennis C. Jett issued a disaster declaration due to the flooding. In response, BHR/OFDA provided \$25,000 through USAID/Lima to the Peruvian Civil Defense for the local purchase of relief supplies. BHR/OFDA also provided 465,120 sq. ft. of plastic sheeting and five 3,000-gallon water bladders after an initial disaster assessment had been completed. The cost of transporting these BHR/OFDA stockpile items was \$16,328. In addition, OFDA/LAC dispatched a team of Regional Advisors to assist in the assessment of humanitarian needs and the management of relief operations. BHR/OFDA provided \$7,198 to USAID/Lima for chartered air transport of the OFDA/LAC Regional Advisors during the field assessments of flood-affected areas.

Based on the findings of the Regional Advisors' assessments, BHR/OFDA funded three airlifts containing more than 4.1 million sq. ft. of plastic sheeting, ten 3,000-gallon water bladders, and one chain saw kit. These relief commodities were delivered to the cities of Piura and Trujillo at a cost of \$599,424. BHR/OFDA provided \$1,918,500 to Caritas and ADRA through USAID/Lima for the purchase, transport, and distribution of relief supplies as well as the installation of plas-

tic sheeting. BHR/OFDA also provided a grant of \$386,000 to CARE for the purchase and distribution of sanitation kits to flood victims in rural communities. BHR/FFP provided \$9,700 to support food-for-work programs in the town of Ica.

<b>BHR/OFDA Assistance</b> . . . . .	<b>\$2,952,450</b>
<b>Other USG Assistance</b> . . . . .	<b>\$9,700</b>
<b>Total USG Assistance</b> . . . . .	<b>\$2,962,150</b>

## ST. KITTS & NEVIS

### HURRICANE

**H**urricane Georges struck St. Kitts and Nevis during the evening of September 20 and the morning of September 21, causing five deaths and extensive infrastructure damage. Of all eastern Caribbean islands that incurred damage as a result of Hurricane Georges, St. Kitts was the most severely affected. According to a damage assessment conducted by the St. Kitts National Emergency Management Agency, total damage was \$445 million. The northern and western areas of the island incurred the most devastation, but the southern tip of the island (a major tourist area) also sustained some damage. The tourist industry was also affected by the destruction of the main pier and berthing platform in Bassterre and the damage to several major hotels. Because St. Kitts relies on its tourist industry for much of its national income, the economic effects of the hurricane were more significant than initial damage assessments indicated. The loss of 50% of the 1999 sugar harvest also adversely impacted the economy of St. Kitts.



The Joseph N. France Hospital, which serves the twin islands of St. Kitts and Nevis, was rendered almost inoperable by Hurricane Georges. (Photo by the Miami-Dade Fire and Rescue team)



Shelters using BHR/OFDA-provided plastic sheeting are constructed to provide temporary housing for flood victims. (Photo by Alejandro James, BHR/OFDA/LAC)

Hurricane Georges also destroyed 25% of the homes on St. Kitts—temporarily displacing 2,500 people. Other infrastructure damage included lost roofs to 60% of the housing stock and to many schools, health facilities, commercial businesses, and public buildings. The airport in St. Kitts sustained 25% damage to its main terminal and control tower, thus hampering the immediate delivery of relief commodities. The storm also curtailed the supply of electricity and water, and disrupted the availability of telephone services.

Press sources reported a total of \$39 million worth of damage in Nevis as a result of Hurricane Georges. The National Disaster Coordinator in Nevis indicated \$1 million worth of damage to the electrical system and \$2.5 million to the agricultural sector. Damage to dwellings was less severe in Nevis than in St. Kitts. No homes were destroyed and only 30-40 (10-15%) received minor damage to roofing. Several schools and hotels in Nevis also sustained damage, and many beaches were eroded. As in St. Kitts, the storm curtailed telephone and water services and hampered the distribution of potable water.

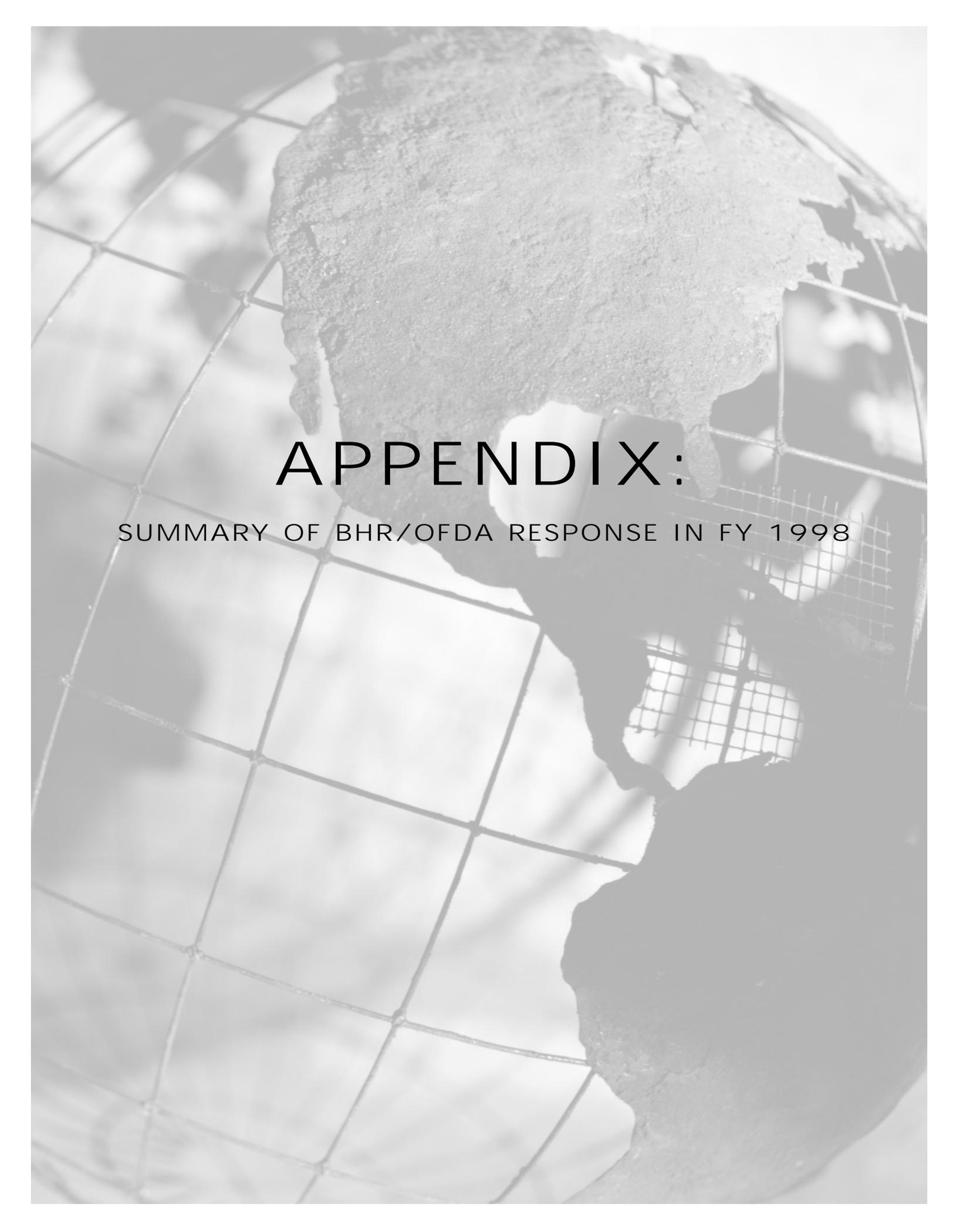
On September 23, U.S. Chargé d' Affaires in Bridgetown, Barbados, Philip Jones declared a disaster for St. Kitts and Nevis in response to damage sustained by Hurricane Georges. Having pre-positioned personnel in Barbados prior to the hurricane's arrival, BHR/OFDA immediately deployed an assessment team to St. Kitts and Nevis. On September 22, an



USAID/BHR/OFDA team leader Alejandro James demonstrating the appropriate use of BHR/OFDA-provided plastic sheeting to local officials in St. Kitts. Some of the plastic sheeting was used to cover damaged wards in the Joseph N. France Hospital. (Photo by the Miami-Dade Fire and Rescue team)

OFDA/LAC Regional Advisor arrived in St. Kitts and two Miami-Dade Fire and Rescue personnel arrived in Nevis to assess damage and conduct needs assessments. On September 25, BHR/OFDA chartered an aircraft for the delivery of relief supplies to the eastern Caribbean nations. St. Kitts received 739,296 sq. ft. of plastic sheeting, four 3,000-gallon water bladders, and 1,150 five-gallon water containers; and Nevis received 244,800 sq. ft. of plastic sheeting, two 3,000-gallon water bladders, and 200 five-gallon water containers.

The BHR/OFDA assessment team in St. Kitts and Nevis assisted in the off-loading of relief supplies and carried out in-country training in the use of plastic sheeting. It also coordinated the delivery of relief supplies with local government authorities. Based on specific recommendations from the assessment team, BHR/OFDA provided \$150,000 to PAHO's appeal for emergency assistance to the eastern Caribbean. These funds were used to respond to the health needs of hurricane victims in St. Kitts and Nevis and Antigua and Barbuda. *(To avoid double-counting, BHR/OFDA assistance to St. Kitts and Nevis is included in the Antigua and Barbuda case report.)*



# APPENDIX:

SUMMARY OF BHR/OFDA RESPONSE IN FY 1998

## APPENDIX: SUMMARY OF BHR/OFDA RESPONSE IN FY 1998

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Obligations from October 1, 1997 - September 30, 1998

This chart includes funds from the International Disaster Assistance account.

COUNTRY	DISASTER	DATE	DEAD	AFFECTED	OBLIGATION	TYPE OF ASSISTANCE
AFRICA						
<b>Angola</b>	Complex Emergency	11/18/97	650	-	\$3,984,672	Funding provided to USAID/Luanda to maintain an emergency response capability, promote preparedness and mitigation activities, and implement grants under a child survival program; grant to IMC for emergency health projects; grant to MSF/B for supplemental feeding program; funding to UNOCHA to support its Angola Humanitarian Coordination Unit; funding to WFP to support airlift operations and transportation of non-food commodities
<b>Benin</b>	Power Shortage	04/02/98	-	-	\$0	A USG team was dispatched to assess possible deployment of emergency generators
<b>Burundi</b>	Complex Emergency	10/09/97	-	935,000	\$14,369,664	Grant to WFP for internal air service in Burundi; grants to MSF/H, ACF/F, and UNICEF for therapeutic feeding assistance; grant to WVUS for emergency medical assistance; grant to IMC for medicines to treat dysentery; grant to Action Aid for shelter rehabilitation; grant to CARE for food distribution; grant to FAO for seeds and tools; grant to IRC for seeds distribution; grant to WVUS for a food security project
<b>Chad</b>	Floods	09/01/98	-	-	\$25,000	Disaster Assistance Authority given to Embassy to support efforts to control floodwaters
<b>Comoros</b>	Epidemic	02/02/98	15	500	\$25,000	Disaster Assistance Authority given to the UNDP to assist with a local sanitation campaign and to clean the country's main hospital
<b>Democratic Republic of the Congo</b>	Complex Emergency	10/16/97	-	-	\$5,251,416	Grant amendments to MERLIN, FHI, and AAH-USA for vaccinations and emergency medical support, seeds and tools and agricultural rehabilitation, and water infrastructure repairs; grant to MSF/H for emergency health assistance; grant to AAH-USA for seeds and tools; grant to WVUS for health and nutrition programs; UNOCHA for humanitarian coordination in the DROC
<b>Democratic Republic of the Congo</b>	Floods	12/24/97	-	9,000	\$39,000	Disaster Assistance Authority given to CRS for the purchase of fuel to run emergency generators to pump water to city residents; grant to IFRC for delivery of non-food items to Mbandaka via charter plane
<b>Democratic Republic of the Congo</b>	Floods	04/14/98	17	16,000	\$155,902	Disaster Assistance Authority given to CRS for the removal of sand, mud, and fecal waste from Kinshasa and Kinsenso; grant to CRS to expand initial clean-up effort to mitigate against future floods

COUNTRY	DISASTER	DATE	DEAD	AFFECTED	OBLIGATION	TYPE OF ASSISTANCE
<b>Djibouti</b>	Floods	11/10/97	-	-	\$25,000	Disaster Assistance Authority given to the Ministry of Health, Interior, and Foreign Affairs for the aerial spraying of insecticides to combat flies and mosquitoes
<b>Eritrea</b>	Refugee Return	06/19/98	1,000	250,000	\$1,011,534	Disaster Assistance Authority given to USAID/Asmara to meet immediate needs of deportees; grant to ERREC to meet additional needs of deportees, provide supplementary food and kitchen sets, and transport commodities; grant to ERREC to distribute blankets and water bladders from a BHR/OFDA stockpile; grant to UNICEF for the purchase of tents
<b>Ethiopia</b>	Floods	11/20/97	300	560,000	\$229,266	Disaster Assistance Authority and grant to SC/US to support logistical costs of emergency relief activities and provide supplementary food, human and livestock medicines, and seeds and tools
<b>Ethiopia</b>	Displaced Persons	06/18/98	-	190,000	\$826,000	Disaster Assistance Authority and grant given to GFDRE's DPPC to provide relief materials to displaced persons; grant to REST to provide supplementary food and blankets to IDPs in the northern border area
<b>The Gambia</b>	Fire	03/16/98	0	800	\$15,000	Disaster Assistance Authority given to Gambian Red Cross for the purchase and distribution of relief items
<b>Guinea-Bissau</b>	Displaced Persons	06/29/98	-	440,000	\$931,160	Grants to ADPP for agricultural assistance, to UNOCHA for relief coordination, and to MSF/S for health care, water, and sanitation.
<b>Kenya</b>	Drought	10/09/97	-	1,600,000	\$127,384	Disaster Assistance Authority given to CARE for distribution of food and rehabilitation of boreholes; grant to CARE to support additional drought response efforts
<b>Kenya</b>	Floods	11/17/97	-	300,000	\$3,044,724	Disaster Assistance Authority given to IFRC and CRS for purchase and distribution of cholera and sanitation equipment; grant to WFP to support its emergency air bridge operation; grants to various NGOs for the provision of medicines and plastic sheeting, water rehabilitation, livestock vaccinations, and livestock restocking
<b>Kenya</b>	Epidemic	12/24/97	1,000	22,000	\$201,307	Funding provided to MSF/B and UNICEF for provision of oral rehydration salts and other medicines
<b>Kenya</b>	Explosion	08/09/98	213	5,000	\$2,665,065	Disaster Assistance Authority given to Kenyan Red Cross for medical supplies; grant to Oasis Counseling for trauma counseling; grant to UNICEF for procurement and transport of medical support kits; grants to ARC, AMREF, and IMC for first responder's training; support for search and rescue teams; funding for transportation of body bags; funding for EDRC
<b>Liberia</b>	Complex Emergency	10/01/97	-	-	\$8,955,337	Grants to ACF, CRS, IRC, LWR, MDM, Merlin, SCF/UK, and WVUS for emergency health and agriculture projects and rehabilitation of basic services destroyed during the war

COUNTRY	DISASTER	DATE	DEAD	AFFECTED	OBLIGATION	TYPE OF ASSISTANCE
<b>Mozambique</b>	Epidemic	02/17/98	242	-	\$459,294	Disaster Assistance Authority given to U.S. Embassy for emergency relief activities; grant to MSF/B for cholera prevention and treatment
<b>Niger</b>	Floods	09/25/98	-	22,000	\$25,000	Disaster Assistance Authority given to LWR for water/sanitation activities and health education
<b>Republic of Congo</b>	Complex Emergency	10/27/97	-	1,000,000	\$1,363,150	Grants to UNICEF, MERLIN, CRS, and IRC for an emergency measles campaign and vaccinations, medical equipment, restoration of public health clinics and shelters, and water and sanitation projects
<b>Rwanda</b>	Complex Emergency	10/02/97	327	1,400,000	\$4,340,188	Funding provided to the U.S. Embassy for emergency response; grants to WVUS, FHI, and CRS for agricultural assistance; grants to Concern and IRC for reunification and reintegration of children; grants to SCF/UK and Norwegian People's Aid for medical assistance; grant to ARC for home repair
<b>Sierra Leone</b>	Complex Emergency	10/02/97	-	1,500,000	\$8,251,717	Grants to Africare, CRS, CARE, and WVUS for agricultural assistance, including seeds and tools and agricultural extension programs; grants to Africare, CRS, MSF/H, and UNICEF for water/sanitation and primary care needs; replenishment and transport of plastic sheeting dispatched from a BHR/OFDA stockpile
<b>Somalia</b>	Complex Emergency	10/07/97	2,600	1,250,000	\$7,996,121	Grants to various NGOs for drought relief activities, health care, and water and sanitation assistance
<b>Sudan</b>	Complex Emergency	10/17/97	-	4,000,000	\$37,810,860	Grants to various NGOs for supplemental and therapeutic feeding; funding provided in support of UNICEF/OLS operations; replenishment and transport of plastic sheeting dispatched from a BHR/OFDA stockpile; funding to contract two aircraft to deliver relief commodities within Sudan
<b>Sudan</b>	Floods	09/18/98	103	1,000,000	\$64,014	Disaster Assistance Authority given to IFRC for the provision of essential relief supplies; grant to CARE for flood response efforts
<b>Swaziland**</b>	Drought	10/20/95			\$10,000	Emergency relief activities in response to the drought
<b>Tanzania</b>	Floods	03/04/98	-	325,000	\$1,000,000	Funding provided to USAID/Dar es Salaam for emergency road repairs
<b>Tanzania</b>	Explosion	08/14/98	10	76	\$100,000	Funding provided to AMREF for the purchase of medical supplies and treatment of victims
<b>Uganda</b>	Complex Emergency	11/03/97	100	480,000	\$2,036,378	Grants to AAH-USA, MSF/F, World Harvest Mission, MDM, and IRC to implement emergency health, nutrition, water/sanitation, resettlement, and shelter activities
<b>Subtotal</b>					<b>\$105,339,153</b>	

COUNTRY	DISASTER	DATE	DEAD	AFFECTED	OBLIGATION	TYPE OF ASSISTANCE
ASIA AND THE PACIFIC						
<b>Bangladesh**</b>	Floods				\$25,000	Disaster Assistance Authority given to CARE to support immediate relief efforts.
<b>Bangladesh</b>	Floods	08/27/98	755	35,000,000	\$1,532,160	Grant to UNICEF for procurement of pharmaceuticals and medical supplies; replenishment and transport of commodities dispatched from a BHR/OFDA stockpile
<b>China</b>	Earthquake	01/13/98	47	470,000	\$25,000	Disaster Assistance Authority given to UNDP for disaster relief assistance
<b>China</b>	Floods	07/10/98	3,000	223,000,000	\$1,489,660	Disaster Assistance Authority for relief activities; grants to IFRC and UNICEF for emergency programs including health and water/sanitation assistance; replenishment of BHR/OFDA-stockpiled blankets donated for flood victims; transport of relief items from a BHR/OFDA stockpile
<b>India</b>	Storm	03/26/98	83	8,000	\$24,472	Disaster Assistance Authority given to the Prime Minister's National Relief fund to support relief activities
<b>India</b>	Cyclone	06/17/98	1,250	15,000	\$25,000	Disaster Assistance Authority given to the Prime Minister's National Relief fund to support relief activities
<b>India</b>	Floods	08/28/98	2,500	31,400,000	\$25,000	Disaster Assistance Authority given to the Prime Minister's National Relief fund to support relief activities
<b>Indonesia</b>	Health Emergency	10/01/97	-	-	\$523,195	Disaster Assistance Authority given to the U.S. Embassy to help meet immediate relief needs; grant to WVUS for a seeds program; grant to MAF in support of ongoing drought relief activities; grant to ICRC for the distribution of medical supplies
<b>Indonesia</b>	Drought	02/02/98	-	700,000	\$25,000	Disaster Assistance Authority given to CARE in support of ongoing emergency relief activities for drought victims in East Timor
<b>Indonesia</b>	Drought/Fire	04/27/98	-	-	\$22,500	Disaster Assistance Authority given to indigenous NGOs for the purchase of rice seeds for East Kalimantan
<b>Laos</b>	Floods	11/13/97	-	55,000	\$156,557	Funding provided to CARE for seed distribution, food-for-work, and rehabilitation of irrigation infrastructure
<b>Malaysia**</b>	Storm	12/31/96			\$25,000	Disaster Assistance Authority given to the Malaysian Red Cross to support victims of the storm
<b>North Korea</b>	Food/ Health Emergency	09/29/97	-	7,470,000	\$5,448,227	Funding provided to UNICEF for medicines, medical supplies, and medical treatment; funding to PVO Consortium (CARE, CRS WVUS, MCI, and Amigos Internationale) for monitoring and implementation of UNICEF grant
<b>Pakistan</b>	Floods	03/12/98	150	15,000	\$25,000	Disaster Assistance Authority given to the Pakistan Red Crescent Society for the purchase of relief supplies
<b>Papua New Guinea</b>	Drought	10/22/97	-	1,200,000	\$125,000	Disaster Assistance Authority given to PNG Trust Fund for drought assistance; grant to IFRC in support of emergency feeding

COUNTRY	DISASTER	DATE	DEAD	AFFECTED	OBLIGATION	TYPE OF ASSISTANCE
<b>Papua New Guinea</b>	Earthquake/Tsunami	07/19/98	2,000	9,000	\$168,415	Disaster Assistance Authority given to PNG National Disaster Emergency Service to help meet critical needs; replenishment and transport of commodities dispatched from a BHR/OFDA stockpile
<b>Philippines</b>	Fire	04/02/98	2	500	\$0	Request withdrawn
<b>Republic of Korea</b>	Floods	08/10/98	200	170,000	\$25,000	Disaster Assistance Authority given to the Korean National Council for the purchase of blankets, cooking utensils, and clothing
<b>Vietnam</b>	Typhoon	11/07/97	3,000	1,500,000	\$398,004	Disaster Assistance Authority given to the U.S. Embassy to help meet the immediate needs of drought victims; grant to WVUS for livelihood projects and disaster mitigation training; replenishment and transport of commodities dispatched from a BHR/OFDA stockpile
<b>Vietnam</b>	Fire	03/30/98	-	-	\$0	Request withdrawn
<b>Vietnam</b>	Drought	08/12/98		2,300,000	\$210,000	Disaster Assistance Authority and grant given to UNDP to help meet the immediate needs of drought victims and to supplement the domestic water supply
<b>Subtotal</b>					<b>\$10,298,190</b>	
<b>EUROPE AND THE NEAR EAST</b>						
<b>Afghanistan</b>	Complex Emergency	09/30/97	-	1,000,000	\$4,705,986	Grant to ICRC for water and sanitation; grant to Committee for Promotion of Medical & Humanitarian Aid for costs associated with running a hospital; grant to SCF/US and UNHCR for winterization programs; grant to IFRC for general disaster assistance; grants to ICRC for agricultural relief programs; grant to WFP for food purchase and distribution; grants to PARSAs and Shuhada Organization for health training and income-generating activities; grant to ACF/F for a health survey and rehabilitation of maternal and child health clinics; funding to the United Nations Center for Humanitarian Settlements for disaster rehabilitation
<b>Afghanistan</b>	Earthquake	02/06/98	4,000	20,000	\$525,000	Disaster Assistance Authority given to ARCS in support of relief activities; funding provided to ICRC and UNOCHA in support of food and non-food airdrop operations
<b>Afghanistan</b>	Earthquake	06/01/98	-	20,000	\$1,484,843	Funding to contract helicopters as in-kind donations to the U.N. for joint relief operations; replenishment and transport of HDRs and plastic sheeting dispatched from a BHR/OFDA stockpile
<b>Albania</b>	Refugees	06/05/98	-	-	\$25,000	Disaster Assistance Authority given to CRS for procurement of humanitarian supplies for the IDPs
<b>Azerbaijan</b>	Earthquake	08/04/98	-	-	\$25,000	Disaster Assistance Authority given to IFRC for purchase of local relief supplies
<b>Azores</b>	Earthquake	07/17/98	8	1,500	\$22,000	Disaster Assistance Authority provided to the U.S. Embassy for the local purchase of portable latrines

COUNTRY	DISASTER	DATE	DEAD	AFFECTED	OBLIGATION	TYPE OF ASSISTANCE
<b>Bosnia-Herzegovina</b>	Complex Emergency	10/15/97	-	1,400,000	\$2,634,997	Grants to various PVOs and NGOs for emergency agriculture projects, water system repair, winterization of homes, emergency medical assistance, home care for the elderly, and provision of stoves, fuel, hygiene kits, winter clothing, and pharmaceutical supplies
<b>Canada</b>	Ice Storm	01/08/98	15	1,000,000	\$0	Funding provided to DOD, on a reimbursable basis, for procurement and transport of relief items. No official disaster declaration
<b>Georgia</b>	Displaced Persons	05/27/98	-	40,000	\$25,000	Disaster Assistance Authority given to IRC for emergency water/sanitation assistance
<b>Kyrgyzstan</b>	Floods	05/22/98	-	7,500	\$25,000	Disaster Assistance Authority given to the U.S. Embassy for the purchase of non-food items and building materials for damaged homes
<b>Moldova</b>	Landslides	03/11/98	-	1,000	\$15,000	Disaster Assistance Authority given to the Leuseni Village Committee for purchase of home construction materials
<b>Romania</b>	Floods	06/24/98	24	-	\$25,000	Disaster Assistance Authority given to USAID/Bucharest for the provision of drinking water, bread, and non-perishable food supplies
<b>Russia</b>	Floods	06/19/98	15	51,055	\$25,000	Disaster Assistance Authority given to IFRC for procurement of emergency health and shelter supplies
<b>Serbia-Montenegro</b>	Complex Emergency	10/29/97	-	851,600	\$14,908,121	Grants to Childrens Aid Direct, CRS, DOW, Handicap International, and MCI for hygiene, food, health, and fuel programs; grants to various organizations for water/sanitation assistance; replenishment and transport of commodities dispatched from BHR/OFDA stockpiles
<b>Slovenia</b>	Earthquake	05/04/98	-	710	\$10,000	Disaster Assistance Authority given to the Slovenian Red Cross for the purchase of relief commodities
<b>Tajikistan</b>	Floods	05/08/98	-	17,000	\$25,000	Disaster Assistance Authority given to IFRC to meet the immediate needs of flood victims
<b>Ukraine</b>	Accident	04/08/98	63	92	\$25,000	Disaster Assistance Authority given to CHAP for direct purchase and distribution of pharmaceuticals and medical supplies
<b>Uzbekistan</b>	Floods	07/15/98	100	-	\$25,000	Disaster Assistance Authority given to the Uzbekistan Red Crescent for relief efforts to provide for immediate needs of the flood-affected
<b>West Bank</b>	Storm	10/20/97	-	-	\$25,000	Disaster Assistance Authority given to EAC for recovery activities
<b>Subtotal</b>					<b>\$24,555,947</b>	

COUNTRY	DISASTER	DATE	DEAD	AFFECTED	OBLIGATION	TYPE OF ASSISTANCE
LATIN AMERICA AND THE CARIBBEAN						
<b>Antigua &amp; Barbuda</b>	Hurricane	09/23/98	3	3,338	\$386,772	Disaster Assistance Authority given for deployment of aircraft and assessment team; funding provided to PAHO's appeal for emergency assistance to the eastern Caribbean to respond to the health needs of hurricane victims in Antigua and Barbuda and St. Kitts and Nevis; replenishment and transport of commodities dispatched from a BHR/OFDA stockpile
<b>Argentina</b>	Floods	05/08/98	-	290,000	\$414,900	Replenishment and transport of commodities dispatched from a BHR/OFDA stockpile
<b>Bolivia</b>	Earthquake	05/22/98	21	-	\$387,042	Disaster Assistance Authority given to USAID/La Paz for garden hose, chlorine, and lumber (for shelter frames); funding provided to USAID/La Paz for additional lumber, construction tools, and transportation of relief supplies; replenishment and transport of commodities dispatched from a BHR/OFDA stockpile
<b>Brazil</b>	Fire	04/07/98	-	12,000	\$25,000	Disaster Assistance Authority given to WWF for purchase of basic relief items
<b>Costa Rica</b>	Fire	05/22/98	-	-	***	Assistance part of a \$5 million region-wide grant for the purchase and transport of firefighting tools and equipment
<b>Dominica</b>	Floods/Landslides	11/28/97	0	600	\$25,000	Disaster Assistance Authority provided to the Government of Dominica for water and sanitation facilities (washtubs, showers, and toilets) and blankets, food, and health assistance for families living in temporary shelters
<b>Dominican Republic</b>	Hurricane	09/23/98	300	865,510	\$1,932,477	Disaster Assistance Authority given to Dominican Red Cross for chainsaws, emergency construction materials, and water purification supplies; funding provided to PAHO's appeal for emergency assistance in the Dominican Republic; funding provided to USAID/Santo Domingo to support a Peace Corps food assistance program; funding provided to the U.S. Embassy for purchase of water tanks, water pumps, generators, and seeds for replanting; replenishment and transport of commodities dispatched from a BHR/OFDA stockpile
<b>Ecuador</b>	Floods	05/05/98	226	1,000,000	\$80,826	Disaster Assistance Authority used for water treatment and water system rehabilitation; grant to USAID/Quito for additional water-related activities; replenishment and transport of commodities dispatched from BHR/OFDA stockpiles
<b>El Salvador</b>	Fire	05/21/98	-	-	***	Assistance part of a \$5 million region-wide grant for the purchase and transport of firefighting tools and equipment
<b>Guatemala</b>	Fire	05/16/98	-	-	\$531,236	Disaster Assistance Authority provided to the U.S. Embassy for the purchase and transport of firefighting tools and equipment; additional assistance part of a \$5 million region-wide grant for the purchase and transport of firefighting tools and equipment
<b>Haiti</b>	Hurricane	09/24/98	147	167,500	\$336,480	Disaster Assistance Authority provided to the U.S. Embassy to help meet potable water needs of hurricane victims and to help meet the transportation costs associated with damage assessments; funding provided to PAHO's appeal for emergency assistance in Haiti; replenishment and transport of commodities dispatched from BHR/OFDA stockpiles

COUNTRY	DISASTER	DATE	DEAD	AFFECTED	OBLIGATION	TYPE OF ASSISTANCE
Honduras	Fire	05/20/98	-	-	***	Assistance part of a \$5 million region-wide grant for the purchase and transport of firefighting tools and equipment
Mexico	Hurricane	10/10/97	400	25,000	\$501,940	Disaster Assistance Authority given to the Mexican Red Cross to assist in the local purchase and delivery of relief supplies; funding provided to PAHO for the provision of emergency health assistance; replenishment and transport of commodities dispatched from a BHR/OFDA stockpile
Mexico	Fire	05/15/98	-	-	\$7,615,907	Funding provided to the USFS for two teams of firefighting experts and operation of infra-red aircraft; grant to GOM for charter of helicopters. In addition, includes \$5 million provided to USFS for purchase and transport of firefighting equipment for regional fire suppression
Mexico	Floods	09/11/98	185	1,200,000	\$25,000	Disaster Assistance Authority given to the Mexican Interior Ministry for emergency food, potable water, medicines to control water-borne diseases, and transportation of relief commodities to flood-affected areas
Nicaragua	Fire	05/22/98	-	-	***	Assistance part of a \$5 million region-wide grant for the purchase and transport of firefighting tools and equipment
Paraguay	Floods	04/29/98	1	15,000	\$25,000	Disaster Assistance Authority given to the Paraguayan Red Cross for local purchase of mattresses and blankets
Peru	Floods	02/03/98	203	500,000	\$2,952,450	Disaster Assistance Authority given to the Peru Civil Defense for the purchase and airlift of relief supplies; grants to Caritas and ADRA for the purchase, transport, and distribution of relief supplies and the installation of plastic sheeting; grant to CARE for the purchase and distribution of sanitation kits; replenishment and transport of commodities dispatched from a BHR/OFDA stockpile
St.Kitts & Nevis	Hurricane	09/23/98	5	2,500	***	Disaster Assistance Authority given for deployment of aircraft and assessment team; funding provided to PAHO's appeal for emergency assessment to the eastern Caribbean to respond to the health needs of hurricane victims in Antigua and Barbuda and St. Kitts and Nevis; replenishment and transport of commodities dispatched from a BHR/OFDA stockpile
<b>Subtotal</b>					<b>\$15,240,030</b>	
<b>TOTAL</b>					<b>\$155,433,320</b>	

\* The Disaster Assistance Authority is a discretionary fund of up to \$25,000 available to an ambassador upon declaration of a foreign disaster to meet immediate relief needs.

\*\* Carry over emergency assistance.

\*\*\* Refer to Type of Assistance column for funding explanation.

Note: A dash (-) in the dead and affected column indicates that information was not available.

Disaster Summary: 90 relief operations, including 86 new declared disasters, one non-declared disaster, and 3 carried over from prior years.

