USAID
FROM THE AMERICAN PEOPLE

# OFFICE OF U.S. FOREIGN DISASTER ASSISTANCE

## ANNUAL REPORT FOR FISCAL YEAR 2011

# COMMONLY USED ACRONYMS

### Non-Governmental Organizations (NGOs)

| | |
|---|---|
| AAH | Action Against Hunger |
| ACF | Action Contre la Faim |
| ACTED | Agency for Technical Cooperation and Development |
| ADRA | Adventist Development and Relief Agency |
| AmRC | American Red Cross |
| ARC | American Refugee Committee |
| CRS | Catholic Relief Services |
| FEWS NET | Famine Early Warning Systems Network |
| HKI | Helen Keller International |
| IMC | International Medical Corps |
| iMMAP | Information Management and Mine Action Programs |
| IRC | International Rescue Committee |
| IRD | International Relief and Development |
| PSI | Population Services International |
| SC | Save the Children |
| UMCOR | United Methodist Committee on Relief |
| WCDO | World Concern Development Organization |
| WHH | Welthungerhilfe |

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

| | |
|---|---|
| FAO | U.N. Food and Agriculture Organization |
| ICRC | International Committee of the Red Cross |
| IFRC | International Federation of Red Cross and Red Crescent Societies |
| IOM | International Organization for Migration |
| OCHA | U.N. Office for the Coordination of Humanitarian Affairs |
| UNDP | U.N. Development Program |
| UNDSS | U.N. Department of Safety and Security |
| UNFPA | U.N. Population Fund |
| UNHABITAT | U.N. Human Settlements Program |
| UNHAS | U.N. Humanitarian Air Service |
| UNHCR | Office of the U.N. High Commissioner for Refugees |
| UNICEF | U.N. Children's Fund |
| WFP | U.N. World Food Program |
| WHO | U.N. World Health Organization |

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

| | |
|---|---|
| AFRICOM | U.S. Africa Command |
| CDC | U.S. Centers for Disease Control and Prevention |
| CENTCOM | U.S. Central Command |
| DART | Disaster Assistance Response Team |

### USG Acronyms *continued*

| | |
|---|---|
| DCHA | USAID's Bureau for Democracy, Conflict, and Humanitarian Assistance |
| DoD | U.S. Department of Defense |
| EUCOM | U.S. European Command |
| FFP | USAID's Office of Food for Peace |
| HHS | U.S. Department of Health and Human Services |
| OFDA | USAID's Office of U.S. Foreign Disaster Assistance |
| OTI | USAID's Office of Transition Initiatives |
| PACOM | U.S. Pacific Command |
| RMT | Response Management Team |
| SOUTHCOM | U.S. Southern Command |
| State | U.S. Department of State |
| State/PM/WRA | State's Office of Weapons Removal and Abatement |
| State/PRM | State's Bureau of Population, Refugees, and Migration |
| USAID | U.S. Agency for International Development |
| USDA | U.S. Department of Agriculture |
| USFS | U.S. Forest Service |
| USGS | U.S. Geological Survey |

### OFDA Acronyms

| | |
|---|---|
| CMAM | community management of acute malnutrition |
| DRR | disaster risk reduction |
| ERMS | economic recovery and market systems |
| GAM | global acute malnutrition |
| GBV | gender-based violence |
| SAM | severe acute malnutrition |
| USAR | urban search and rescue |
| WASH | water, sanitation, and hygiene |

### Miscellaneous

| | |
|---|---|
| AFP | Agence France-Presse |
| FY | fiscal year |
| IDP | internally displaced person |
| km | kilometer |
| mph | miles per hour |
| MT | metric ton |

### Measurement Conversion

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

## 1 Introduction

4 Message from the Director

8 A Decade of Dedication

10 Year in Review

12 OFDA Disaster Responses in FY 2011

## 14 Saving Lives

16 Section Overview

17 From One American to Another with Tim Callaghan

18 Breaking the Cycle of Crisis: Saving Lives and Building Resilience in the Horn

27 Medical Assistance in Cities Under Siege: Rapid-Response Health Teams in Libya

32 Fighting Death and Disease: The Success of OFDA Hygiene Promotion Campaigns in Haiti

36 Prudent Planning to Save Lives: OFDA's Preparations for the Birth of the Republic of South Sudan

40 Helping Host Communities: OFDA's Support for an Overlooked Shelter Intervention

## 44 Preparing and Preventing: Investing in a Safer Tomorrow

46 Section Overview

47 From One American to Another with Harlan Hale

48 A Tragedy Averted: Early Warnings Save Lives in Indonesia

51 Preparing for a Catastrophic Earthquake in Nepal

54 Harnessing Data to Predict Flash Floods

56 Mapping Past Disasters for a Safer Tomorrow in Afghanistan

59 Restoring Southern African Grasslands

61 OFDA's 2011 DRR Success Story Winners:
61 *Zambians Reap the Benefits of Flood Preparedness*
63 *Reducing Community Vulnerability: Jamaican Youth Clean Up Kingston*

## 64 Bridging the Gap: From Relief to Recovery

66 Section Overview

67 From One American to Another with Anita Malley

68 OFDA's Cash-Based Programs: Protecting Livelihoods, Promoting Resilience

72 Addressing Inequity: Livelihoods and Gender Mainstreaming

73 Paving the Road to Recovery in Sri Lanka

76 Seizing Opportunities in Darfur: Employing a Dual Strategy to Build a Better Future

79 Encouraging Recovery in Haiti:
79 *The Painting of a City: Structural Assessments and Repairs in Port-au-Prince*
81 *Piecing Port-au-Prince Together One Neighborhood at a Time*

## 84 OFDA at the Forefront

86 Section Overview

87 From One American to Another with Arielle Giegerich

88 Coordinating USG Disaster Response Efforts Overseas

92 Versatility and Leadership in the Face of an Unmatched Disaster in Japan

95 OFDA Provides Strategic Humanitarian Assistance in Developed Countries

97 OFDA's Humanitarian Policy Leadership

## 100 FY 2011 Disaster Response Case Reports

100 Africa

116 Asia

128 Europe, the Middle East, and Central Asia

134 Latin America and the Caribbean

## 142 Nuts and Bolts: OFDA Procedures and Numbers

142 How the USG Provides International Humanitarian Assistance

146 Response Summary

150 Funding Summary

Mark Bartolini

The major humanitarian crises of this past year presented unique challenges to OFDA's core mission of saving lives, mitigating the impacts of disasters, enabling communities to better withstand future shocks through building resilience, and improving the international disaster response architecture.

These crises included Arab Spring revolutions in Libya and Yemen; a deadly cholera epidemic in the wake of the 2010 Haiti earthquake; the worst drought in more than 60 years in the Horn of Africa that, along with continuing violence, led to famine in Somalia; and an unprecedented earthquake and tsunami in Japan that triggered a nuclear crisis. Heeding our primary mandate to save lives and alleviate suffering, as well as to coordinate the U.S. Government's response to international disasters, OFDA's own technical experts worked with a range of U.S. Government agencies, including the Department of Defense, the Department of Health and Human Services—particularly its Centers for Disease Control and Prevention—the Department of State, the Department of Energy, the Nuclear Regulatory Commission, and the Forest Service, to provide timely and technically appropriate assistance. Their efforts, combined with those of USAID's Office of Food for Peace and the State Department's Bureau of Population, Refugees, and Migration, as well as the non-governmental, U.N., and international organization partners that we fund, made a difference in the lives of millions of people who, caught in sudden onset disasters and chronic crises, relied on humanitarian assistance to survive.

While saving lives immediately following a crisis is at the core of what OFDA does, it's only one aspect of what we accomplish every year. In many cases, our work begins before a disaster strikes. In areas that are prone to crises, we help communities prepare for disasters before they occur. These disaster risk reduction and preparedness programs include training disaster response professionals like urban search-and-rescue teams and creating early warning systems that allow people to evacuate before tsunamis, volcanic eruptions, and other natural disasters occur. These programs help prevent disasters from wiping out decades of hard-won development gains that lift people out of poverty, reduce child mortality, increase food security, foster the growth of new markets, and promote stable governments. By supporting disaster risk reduction efforts, OFDA is playing a lead role in developing solutions that save lives and money by limiting the impact, and thereby the response requirements, of future disasters.

A great deal of vulnerability to disasters is due to environmental degradation. Therefore, OFDA is helping communities in flood-prone areas restore mangroves and agro-pastoralists in Africa harvest rainwater, raise the water table, and increase their agricultural production through environmental restoration projects that reverse desertification and make living in arid lands more sustainable. For example, in Ethiopia last year, I met an elderly woman who, in the midst of the region's worst drought in 60 years, had used previous OFDA assistance to harvest water from her roof, start a drip-fed vegetable garden, sell dried cow dung as fuel, buy a second cow for breeding, and develop an extensive chicken and egg business. Diversifying her income stream not only allowed her and her extended family to survive the drought, it also provided a means to send her grandchildren to school.

OFDA's disaster risk reduction programs are only one layer in a comprehensive USAID strategy aimed at building resilience and helping communities withstand disasters. In the same way that OFDA works with USAID development partners to integrate relief programs into longer-standing development priorities, OFDA is also creating new ways to fit disaster risk reduction activities into USAID's transition and development programs.

With climate change, population growth, and urbanization increasing the number of people affected by disasters each year, we must constantly review and revise our approaches to ensure that we continue to respond to these challenges in the most effective way possible. We know that these factors are already driving both an increase in the frequency and the scale of hydrometeorological disasters and that these phenomena will continue to increase over the coming decades. OFDA is at the forefront of developing policies, codifying and disseminating best practices, and coordinating with other donors and national governments to continuously review and improve the international community's response to disasters abroad.

As with any profession, it is easy to get lost in the jargon and acronyms of aid work and for the public to become distracted by the complexity of the international response architecture. In its essence, as some of the photos and stories in this report attest, responding to natural disasters and war zones is defined by human tragedy. But just as every crisis is marked by tragedy, so too is it replete with individuals who embody courage, hope, and renewal. Helping those remarkable people when they need it most is one of this profession's greatest rewards.

After working with OFDA for the past year, I can say without a hint of exaggeration that I am humbled to be amongst such selfless and hardworking professionals who, along with our partners, work tirelessly under difficult and often dangerous circumstances to represent the best face of all Americans: our compassion, our generosity, and our courage.

Our work is incredibly challenging and complex. We know mistakes are inevitable, and we must learn from them if we are to make progress in fulfilling our mission. Our goal in producing this Annual Report is to inform the American people how OFDA invested their hard-earned dollars creating hope where nature or humans wreaked devastation. We welcome your feedback and observations.

In concluding, I would like to fulfill a solemn promise I made to many of the people I met this past year who benefited from our assistance. They asked me to relay a simple message back to the American people: Thank you!

Mark Bartolini
*OFDA Director*

**"The United States is known in the international system for its speed of response [and] the high quality and high integrity of its disaster responses around the world."**

- Andrew Natsios

*Distinguished Professor in the Practice of Diplomacy and Advisor on International Development at Georgetown University*

A UNICEF-trained peer educator presents a hygiene and sanitation lesson to displaced children in the western town of Man, Côte d'Ivoire. (Courtesy of UNICEF ©UNICEF/NYHQ2011-0248/Olivier Asselin)

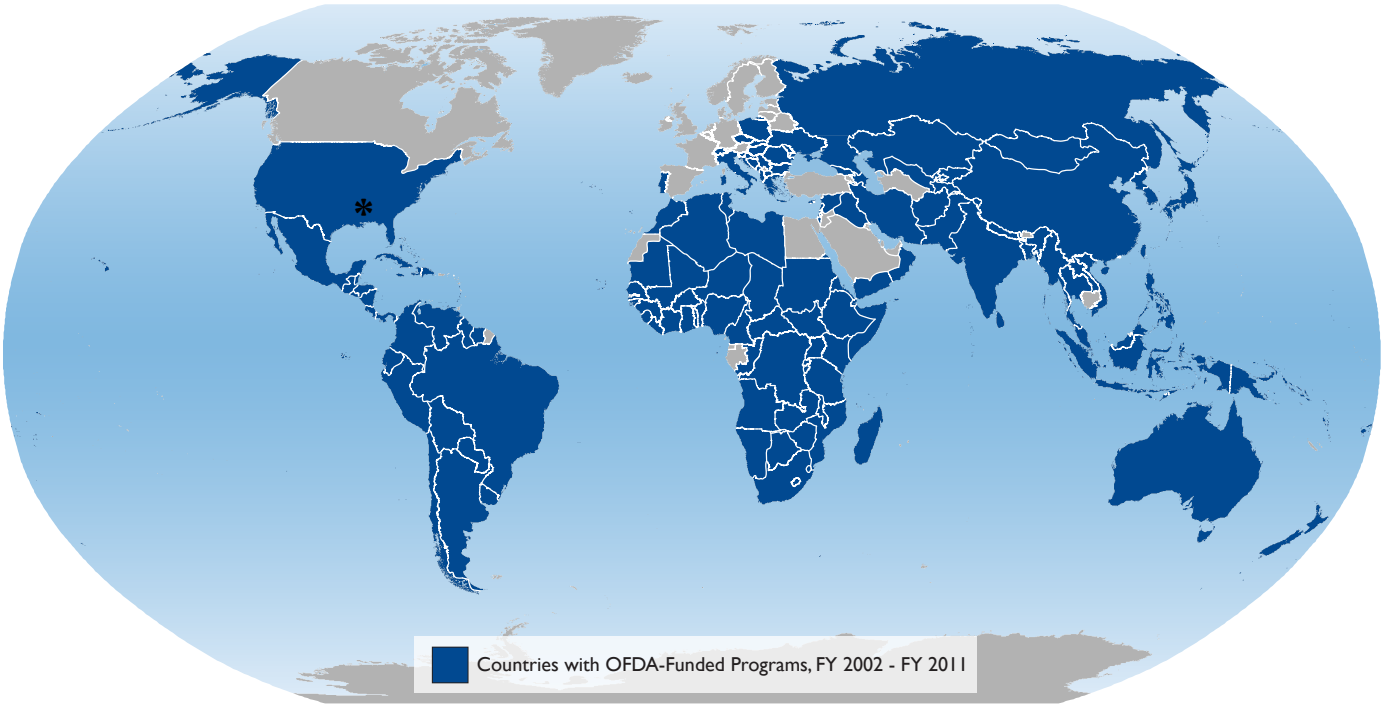
**"Our partnership is like a drop of water in a bucket. You cannot do anything with a drop of water, but once it accumulates, you can do many things. Each member saved a little from the cash transfer and we pooled it together. The little savings from every member gradually accumulated to a substantial amount of money for the group members to engage in alternative livelihood."**

- Ebla Abdi Bulle
  *OFDA Beneficiary*

*OFDA, through CARE, supported the Baraki Village Women's Group in Kenya, which improves access to capital needed for sustainable and viable livelihoods for group members*

A woman fills her water container with water from a collection tank in the drought-affected Borena Zone of Ethiopia. (Courtesy of UNICEF ©UNICEF/NYHQ2011-1568/Tibebu Lemmaa)

# OFDA's Global Reach:




*Under unique circumstances, OFDA responded to domestic disasters, hurricanes Katrina and Rita, in FY 2005 and FY 2006.

## Significant OFDA Disaster Responses by Fiscal Year

Afghanistan Complex Emergency

**72** DISASTER RESPONSES

Iraq Complex Emergency

**61** DISASTER RESPONSES

Iran Earthquake

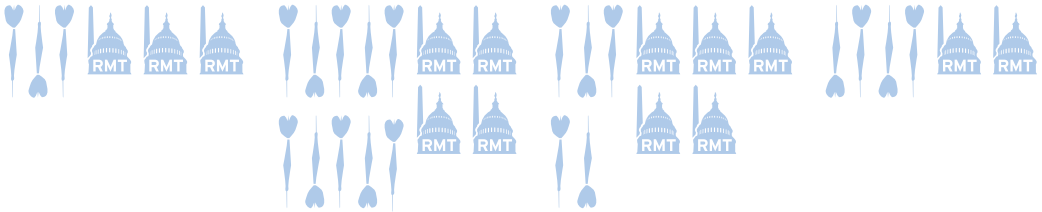
**68** DISASTER RESPONSES

Indian Ocean Tsunami

**72** DISASTER RESPONSES

Lebanon Complex Emergency

**74** DISASTER RESPONSES

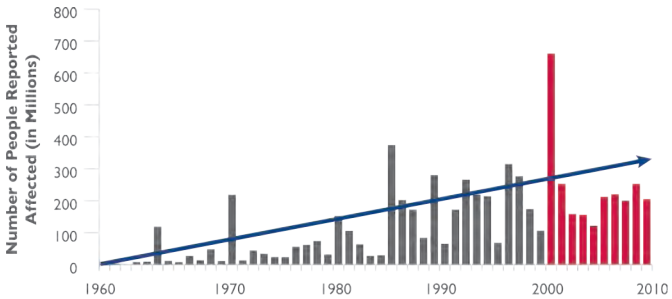



Number of OFDA DARTs and RMTs in Corresponding Fiscal Year

# 10 Years of Humanitarian Assistance Across the World

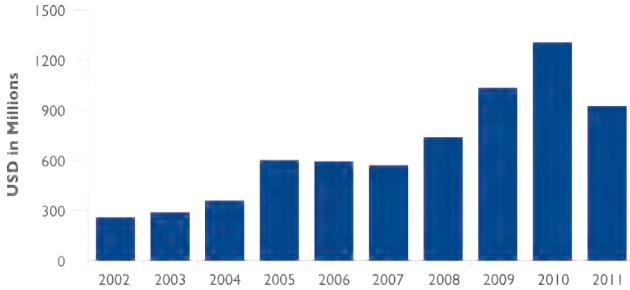
## OFDA Leading the Way: Coordinating USG International Disaster Response

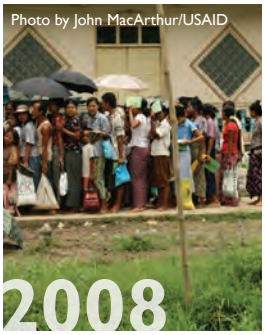
## Responding to a Growing Need: Global Population Affected by Natural Disasters



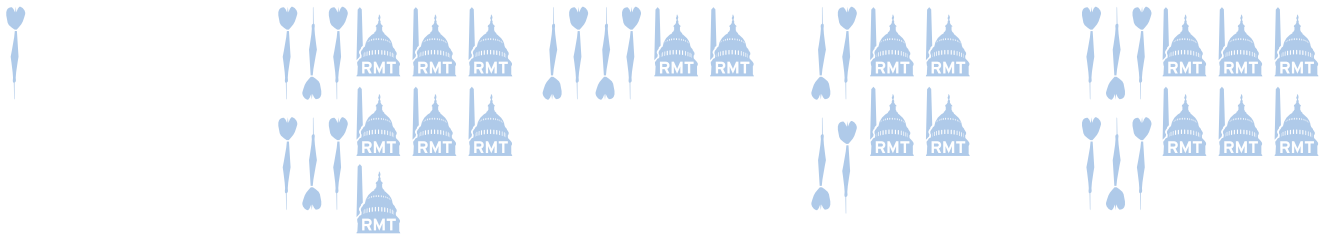

*(Source: EM–DAT: The OFDA/CRED International Disaster Database, www.emdat.be, May 2012)*

## A Decade of Responsibility: OFDA Funding by Fiscal Year





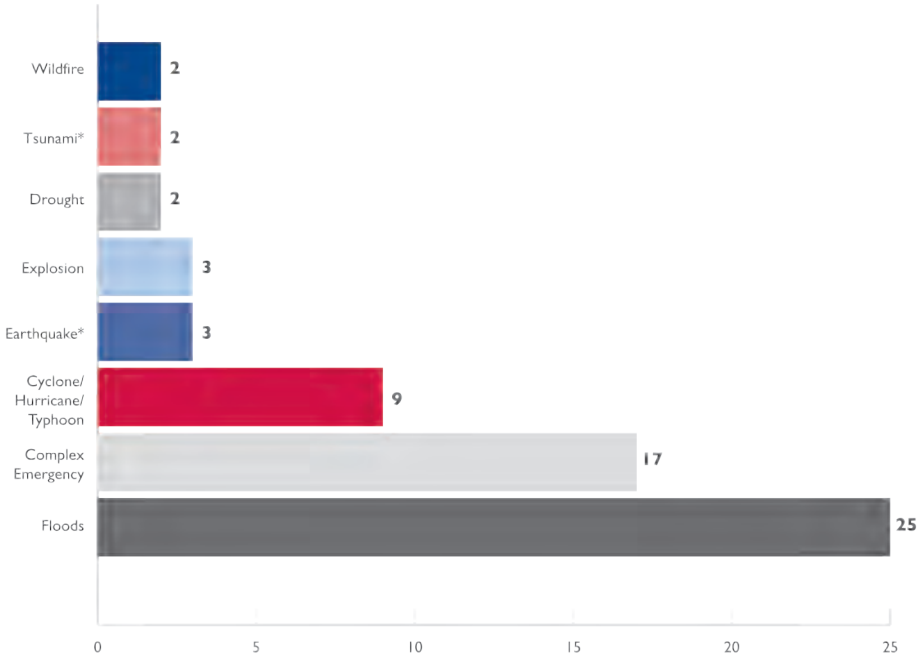
| Somalia Complex Emergency | Burma Cyclone | Pakistan Complex Emergency | Haiti Earthquake | Japan Tsunami |
|---|---|---|---|---|
| 77 DISASTER RESPONSES | 80 DISASTER RESPONSES | 63 DISASTER RESPONSES | 73 DISASTER RESPONSES | 67 DISASTER RESPONSES |



In FY 2011, OFDA responded to 67 disasters in 54 countries, assisting tens of millions of disaster-affected individuals across the world. OFDA programs spanned various geographic regions, including the Horn of Africa, where OFDA responded to the worst drought the region faced in decades. OFDA also worked to ensure a peaceful and efficient transition as South Sudan became the world's newest country. In addition, OFDA assisted populations affected by complex emergencies, including those in Côte d'Ivoire, the Democratic Republic of the Congo, Libya, and Yemen. In Asia and the Pacific, OFDA responded to a devastating earthquake, tsunami, and unprecedented nuclear disaster in Japan and a destructive earthquake in Christchurch, New Zealand. OFDA provided life-saving assistance following new flooding in Pakistan and continued to respond to humanitarian needs resulting from the historic 2010 floods. OFDA also continued to address conflict- and displacement-related needs in the Middle East and responded to flooding in areas of Eastern Europe. In Latin America and the Caribbean (LAC), OFDA assisted populations affected by a cholera outbreak in Haiti and continued to support recovery activities following the 2010 earthquake in Port-au-Prince. OFDA also supported communities impacted by flooding and storms throughout the LAC region.

During FY 2011, OFDA worked to meet the needs of disaster-affected populations by providing immediate, life-saving assistance and by helping them rebuild their lives and recover. Through targeted responses, OFDA addressed the distinct needs of each affected community with activities including restoring livelihoods through training in essential job skills; improving food security by providing seeds and tools to increase agricultural production; reconstructing

### Types of Disasters Requiring OFDA Assistance




OFDA also responded to one of each of the following disasters: cholera outbreak, food insecurity, locust outbreak, nuclear crisis, social unrest, and volcanic eruption.

**The March 2011 Japan earthquake and tsunami disaster is included in both the "earthquake" and "tsunami" categories, as OFDA responded to both components of the disaster. OFDA also responded to the nuclear emergency that resulted from the earthquake and tsunami.*

**67** OFDA disaster responses

Photo by Chris Knobel/USAID

**54** Countries that received OFDA disaster support

**FLOODS**
Most frequent disaster

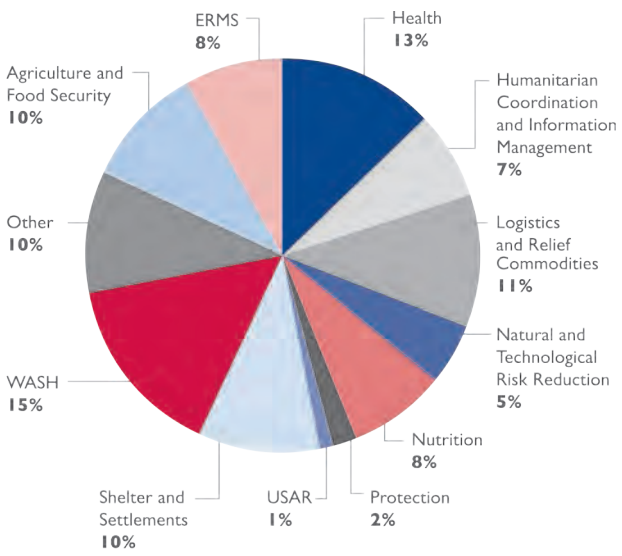
Photo by Brian Heidel/USAID

**$864 MILLION**
Total OFDA budget

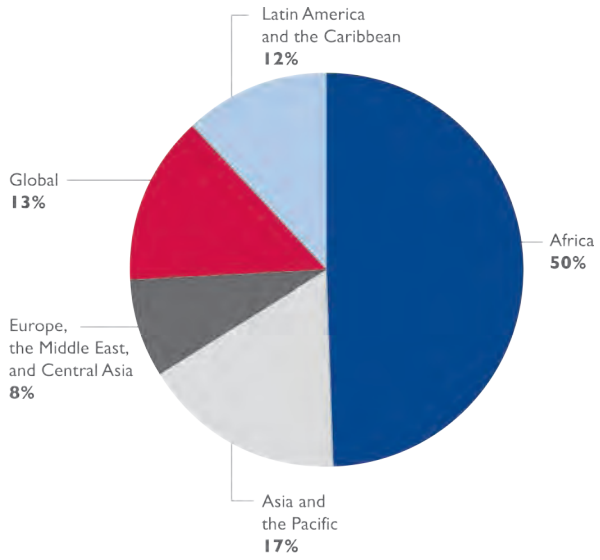
**WASH**
Most funded sector

Courtesy of AFP

## OFDA Funding By Sector




## OFDA Funding By Region




damaged water and sanitation facilities; erecting temporary and transitional shelter; supporting vaccines, disease surveillance systems, and other life-saving health services; and providing emergency relief supplies. Throughout the world, OFDA prioritized the needs of the most vulnerable populations impacted by disaster, from infants requiring treatment for malnutrition to female-headed households that needed agricultural and livelihoods support after losing their crops to drought or floods. OFDA helped countries and communities prepare for and reduce the impact of future disasters and worked with interagency partners to facilitate the transition from emergency relief to longer-term recovery.

In FY 2011, OFDA provided a total of nearly $864 million for disaster response programs that supported interventions in various sectors. The large majority of these programs help build communities' resilience, while simultaneously saving lives and alleviating human suffering. This total includes OFDA's contribution of more than $63 million in DRR funding to help communities across the world prepare for and mitigate the impact of disasters, as well as nearly $202 million for disaster response programs with DRR components.

## Largest OFDA Responses in FY 2011

OFDA Liaison Office at EUCOM Stuttgart, Germany

OFDA Liaison Office at AFRICOM Stuttgart, Germany

OFDA Liaison Office at U.S. Mission to the European Union Brussels, Belgium

OFDA Liaison Office at U.S. Mission to the U.N. (USUN) New York, New York, U.S.

OFDA Liaison Office at USUN Geneva, Switzerland

OFDA Liaison Office at CENTCOM Tampa, Florida, U.S.

**OFDA Headquarters Washington, D.C., U.S.**

OFDA Commodity Stockpile Miami, Florida, U.S.

OFDA Commodity Stockpile Pisa, Italy

OFDA Liaison Office at SOUTHCOM Miami, Florida, U.S.

OFDA Liaison Office at PACOM Honolulu, Hawaii, U.S.

OFDA Regional Office Dakar, Senegal

OFDA Regional Office San José, Costa Rica

**Regional Office**

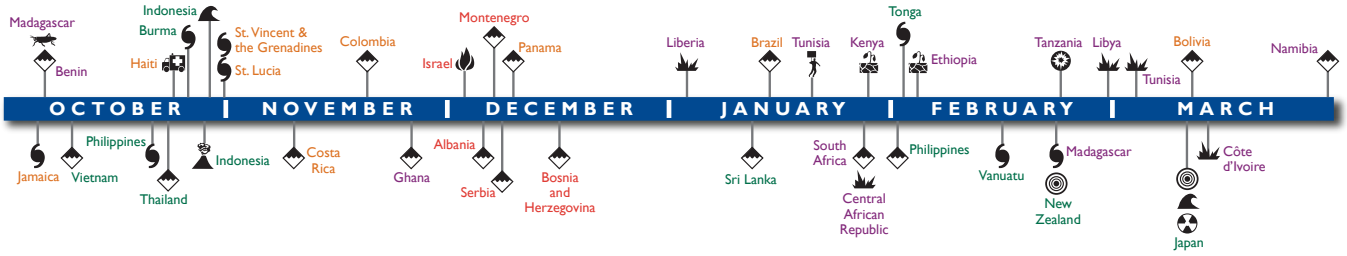
**Liaison Office**

**Commodity Stockpile**

**COUNTRIES WHERE OFDA PROVIDED HUMANITARIAN ASSISTANCE IN FY 2011**

**Latin America and the Caribbean** | **Africa** | **Europe, the Middle East, and Central Asia** | **Asia**

## DISASTER TIMELINE* - FY 2011




* Does not include disaster redeclarations

OFDA Regional Office
Budapest, Hungary

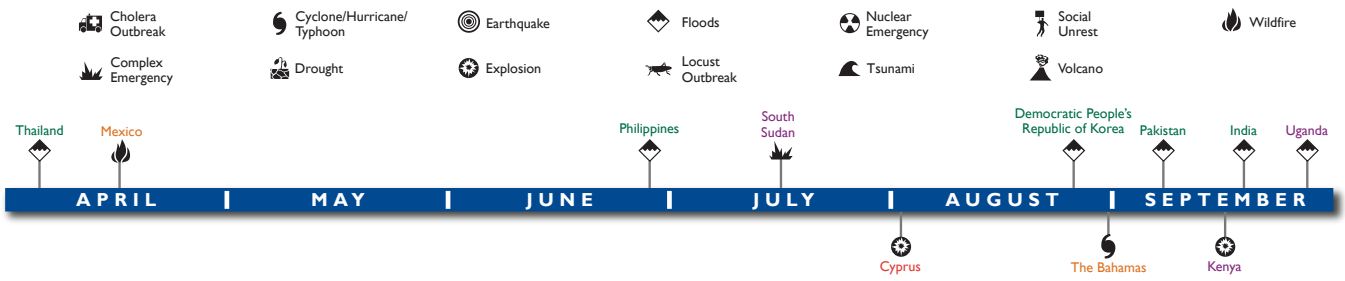
OFDA Liaison Office
at USUN
Rome, Italy

OFDA Regional Office
Bangkok, Thailand

OFDA Commodity Stockpile
Dubai, United Arab Emirates

OFDA Regional Office
Nairobi, Kenya

OFDA Regional Office
Pretoria, South Africa



# SAVING LIVES

## IN THIS SECTION:


Section Overview . . . . . 16

From One American to Another . . . . . 17

Breaking the Cycle of Crisis: Saving Lives and Building Resilience in the Horn . . . . . 18

Medical Assistance in Cities Under Siege: Rapid-Response Health Teams in Libya . . . . . 27

Fighting Death and Disease: The Success of OFDA Hygiene Promotion Campaigns in Haiti . . . . . 32

Prudent Planning to Save Lives: OFDA's Preparations for the Birth of the Republic of South Sudan . . . . . 36

Helping Host Communities: OFDA's Support for an Overlooked Shelter Intervention . . . . . 40

A girl holds a baby in the city of Hyderabad, in Sindh Province, Pakistan, after rising floodwaters forced them to evacuate their homes. (Courtesy of UNICEF ©UNICEF/NYHQ2011-1401/Warrick Page)

SAVING LIVES



PREPARING AND PREVENTING: INVESTING IN A SAFER TOMORROW



BRIDGING THE GAP: FROM RELIEF TO RECOVERY



OFDA AT THE FOREFRONT

## SAVING LIVES

When a disaster destroys cities, markets, and livelihoods, rescuing prized possessions is not foremost in people's minds. And when hunger and disease threaten to spread and cause despair, the affected are not merely facing simple inconveniences. Whether a disaster occurs within minutes or unfolds over months, the primary and most crucial concern of those caught in its path is simply to survive. And helping them do that is at the core of what OFDA does every day, wherever people are in need.

OFDA staff in Washington, D.C., and worldwide continually monitor emerging disasters, pre-positioning relief supplies, developing programs that help local groups respond rapidly, and sometimes pre-deploying response teams to help at-risk countries prepare even before a calamity hits. As soon as disaster strikes, OFDA utilizes its professional cadre of humanitarian experts, flexible and rapid funding, and established partnerships with relief agencies to begin providing life-saving humanitarian assistance. Deployable within hours, disaster response teams made up of regional experts and technical advisors help ensure that the USG is saving as many lives as possible in the most appropriate and cost-effective way. OFDA also has stocks of relief commodities positioned in regional hubs around the world, as well as the logistical and operational capabilities to quickly deliver the supplies to communities that have lost homes and livelihoods and critically need replenishment of basic items. Providing rapid assistance is crucial, but ensuring that the USG gets it right is essential. OFDA's team of humanitarian experts strives to do just that.

Major world events drove OFDA's actions during FY 2011: the worst drought in 60 years and ongoing conflict left 13.1 million people in the Horn of Africa without sufficient food or income, cholera broke out in Haiti for the first time in nearly a century, and protests in Libya led to conflict, unprecedented population movements, and the involvement of international forces. In each instance, OFDA's assistance saved lives. In Ethiopia, Kenya, and Somalia, OFDA treated thousands of malnourished people, while also helping families get back on their feet. OFDA's cholera treatment facilities in Haiti helped patients receive care—and recover—when hospitals were overwhelmed. And, when conflict in Libya resulted in urgent medical needs, OFDA ensured that surgeons and nurses were there to prevent injuries from turning into deaths.

From a child in Somalia being vaccinated for measles to a critically injured mother in Libya receiving the urgent medical care she needs to survive, or a toddler in Niger receiving therapeutic food to help bring him back from the brink of starvation—OFDA's assistance can make the difference between life and death. As history unfolded throughout the year, OFDA was there, providing assistance that saved lives.

# From One American to Another:

As senior regional advisor for OFDA's LAC Regional Office in San José, Costa Rica, I manage a team of committed humanitarian professionals who are responsible for providing disaster assistance throughout the region, which consists of 30 countries. Our main goal is to effectively implement OFDA's mandate—save lives, alleviate human suffering, and reduce the economic and social consequences of disasters. After a disaster strikes, my team and I assess the damage, identify humanitarian needs, recommend appropriate actions, and facilitate and coordinate USG emergency response activities. In addition to responding to disasters, we also help prevent or reduce the damage caused by natural hazards like earthquakes, floods, droughts, and storms. For example, we support early warning systems to notify people before a storm hits or a volcano erupts, letting them move out of harm's way ahead of time. We also help train first responders and support government officials as they work to adopt appropriate mitigation and response policies and practices. By taking action before disasters actually occur, we save more lives.

Tim Callaghan

**Senior Regional Advisor**

**Years with OFDA:** 12

**Hometown:** Brooklyn, New York

I started my career as a businessman on Wall Street in New York City. Though it was challenging, I was unhappy. In 1985, I decided to refocus my career by joining the U.S. Peace Corps. I worked for the Peace Corps on and off for the next 13 years, mostly focusing on business and development. Then, more than 12 years ago, fortune smiled on me when a door opened at OFDA. When my wife and I were adopting our second son in Ecuador, the USAID/Ecuador officer in charge of tracking and managing disasters called and offered me a job—working with USAID/Ecuador on an OFDA-funded project to respond to flooding that resulted from the El Niño weather phenomenon. That started my career with OFDA, and I haven't looked back since.

During my time with OFDA, I've helped respond to more than 25 different disasters, including flooding and volcano eruptions in Ecuador, earthquakes in El Salvador, an oil spill in the Dominican Republic, and hurricanes in Honduras, Jamaica, Mexico, and Grenada. And, of course, there was Haiti, where I witnessed unprecedented catastrophe and courage following the 2010 earthquake.

The earthquake response in Haiti was by far the most challenging situation I've ever faced. The disaster itself was devastating—hundreds of thousands of people were killed and homes and businesses were destroyed—and conditions for humanitarian staff were grueling. The people who helped respond to the earthquake in Haiti are true heroes.

As the leader of the Haiti DART, I was honored to manage a team of dedicated people who worked 20-hour days for weeks on end. The search-and-rescue teams crawled through broken buildings to save the lives of people trapped inside them. Other team members gave support to family members awaiting news of missing loved ones. Our technical experts determined appropriate health, water, and shelter interventions, while our logisticians ensured that emergency relief commodities reached those in need in a timely and efficient manner. I can proudly say that the support we provided saved many lives.

When I left Wall Street, people said I'd be back in less than six months. Well, 25 years later, here I am, a dedicated humanitarian. There's nothing else I'd rather be doing. I think, at least for many of us who work here at OFDA, it is a calling, not just a job. For me, it's all about helping people—that's what makes the long hours and intense conditions worth it at the end of the day.

# USAID PROVIDED:

**165,000**
**people with medicines to help treat malaria**

**3.3 MILLION**
**people with life-saving nutritional assistance**

**3.9 MILLION**
**people with improved water access, sanitation services, and hygiene trainings**

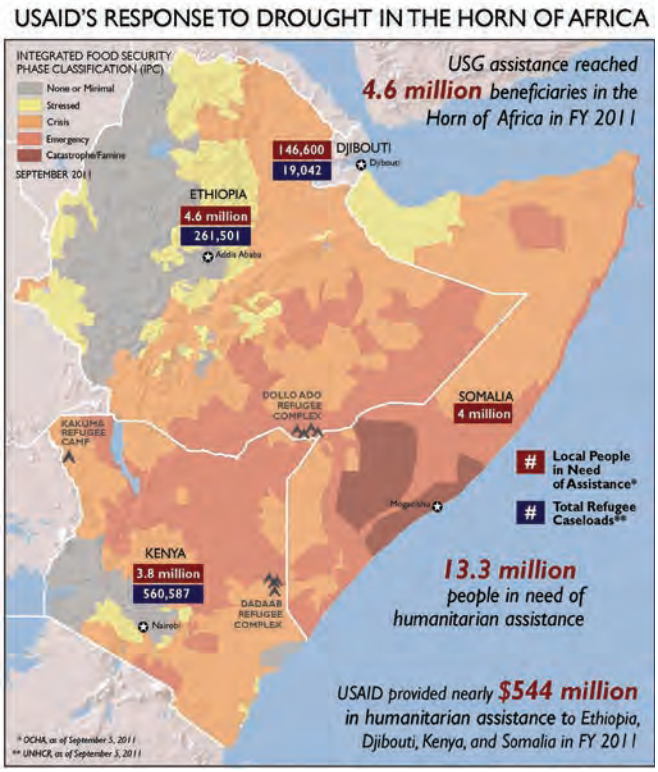
A Somali community experiences the effects of a historic drought in the region. (Courtesy of OCHA)

The bones of livestock that succumbed to drought conditions bake in the sun in Sericho village, northern Kenya. (Courtesy of OCHA)

## BREAKING THE CYCLE OF CRISIS: SAVING LIVES AND BUILDING RESILIENCE IN THE HORN

*By Amber Callaway, Kelly Doley, Michelle Lynch, Patty Shea, and Mark Skeith*

Mr. Fatima lives in the Somali Region of Ethiopia with his wife and six children. He has been a pastoralist most of his life, like his father and his father's father. As a pastoralist, Mr. Fatima's livelihood depends on his livestock. He and his family, like so many others in the region, move from place to place in search of food and water for their animals. A few years ago, Mr. Fatima and his family had 50 goats and many cattle. In his pastoralist society—where wealth is measured by the number of assets, or animals, a person owns—Mr. Fatima was a rich man. But last year, following another season of insufficient rainfall, the amount of available food and water for his livestock diminished. As a result, Mr. Fatima and other pastoralists were required to travel longer distances in search of these two basic necessities for their livestock. Mr. Fatima's animals became too weak to survive the extended treks. Those that did survive became sick and stopped producing milk, a main source of nutrition for Mr. Fatima's family. As a last resort, to obtain money for food and other essential household items, Mr. Fatima started selling his animals at prices significantly below their original value. After a while, all of his animals had been sold, and the money ran out. In




*OFDA strives to build resilience while providing emergency assistance, so communities will be better prepared to cope with emergencies. That way, people like Mr. Fatima can feed their families during the next drought without losing livestock or livelihoods.*

coping with this dire situation, Mr. Fatima lost his livestock and his livelihood.

Tragically, this is not an unfamiliar story. Drought in the Horn of Africa has been affecting families like Mr. Fatima's for decades. It occurs every few years and each time, it sets back development progress, disrupts food production systems, and jeopardizes the lives and livelihoods of millions of people. Compounding the problem, global climate change has led to more frequent and extreme dry periods, as well as periods of erratic rainfall. As a result, families like Mr. Fatima's have less time to rebuild their livestock herds and other assets between one drought and the next, leaving them less prepared to cope with a future crisis.

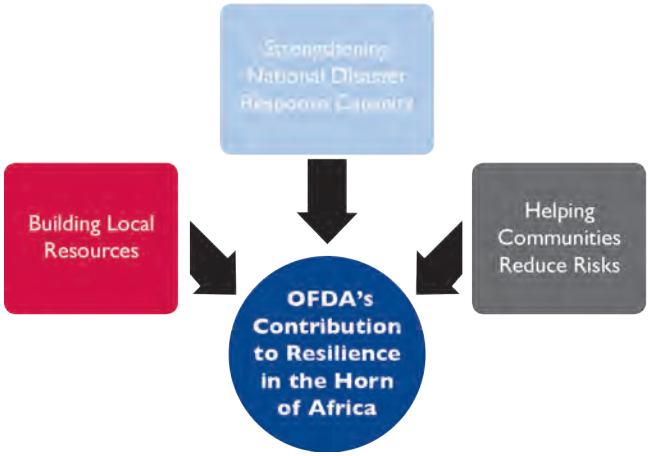
## A Unique Approach to a Complex Problem

Approximately 10 years ago, OFDA's approach to providing humanitarian assistance in the Horn of Africa started to change. In pursuit of its mandate to save lives and reduce suffering, OFDA has and will continue to provide safe drinking water, supplemental food, and medical care to those who need it. But in places where droughts occur too often and have devastating social and economic impact, humanitarian assistance must do more than save lives and alleviate suffering. In order to mitigate the negative effects of drought and climate change and break the cycle of climate-induced disasters, OFDA strives to build the resilience of communities so they are better able to cope with and persevere through the next crisis. Doing so fulfills another critical component of OFDA's mandate—reducing the social and economic impact of disasters.

### Taking on a Challenge as an Opportunity

The ongoing response in the Horn of Africa has reinvigorated USAID and the rest of the global community to not only integrate resilience-building efforts into humanitarian assistance, but also to better link humanitarian and development work and build resilience objectives into development activities. President Obama's Feed the Future is the USG's global hunger and food security initiative that connects an enduring commitment to humanitarian assistance with increased investments in agriculture and nutrition. USAID and Feed the Future are engaging in enhanced, joint humanitarian and development planning and implementation to build resilience amongst the most vulnerable populations in the Horn of Africa and to mitigate the impact of future droughts. USAID and Feed the Future are also integrating and linking with other donors and host country governments, with the goal of increasing the scale, effectiveness, and impact of the humanitarian community's collective efforts. As Nancy Lindborg, USAID's Assistant Administrator for DCHA, stated in December 2011, "The drought and famine in the Horn remains the world's worst humanitarian crisis and continues to command our attention and involvement, but it also has given the global community an opportunity to change the way we do things." This is a challenge that all of us at USAID embrace.

Just as it has done for a decade, OFDA continues to focus on building resilience in the Horn of Africa, which has helped many families better cope with this year's drought. However, the drought still caused many other families, like Mr. Fatima's, to lose their wealth and their livelihoods,




highlighting the need for more effective integration of humanitarian and development assistance to build resilience. OFDA strives to build these links to development programs in part through a focus on strengthening each country's ability to respond to disasters, building local resources, and helping communities reduce their own risks. This combination of activities aims to ensure that Mr. Fatima and others like him can meet their families' basic needs both now and in the future.

## Helping Communities Reduce Their Own Risks

The impact of any disaster, including drought, varies depending on the vulnerabilities of the affected communities. To help communities independently assess and address the hazards they face, OFDA and its partners work with them to translate knowledge of their risks into preventative actions. As a result, those communities

become more prepared to handle or avoid disasters.

For instance, with proper planning, water can be collected and managed to last a community through an extended dry period, leaving them less vulnerable to disease and death. In Kenya, where an estimated 18 million people face chronic, sometimes life-threatening water shortages, OFDA, its partners, and local communities are working to achieve that very goal by harvesting rain more effectively. Using natural rock surfaces and concrete gutters, rainwater can be diverted to a central collection point. Pipes running down short, terraced walls bring the water downhill. At the foot of the slopes, the water drains into pipes that lead to tanks. Here, the rainwater passes through a filter of sand and gravel. The water then flows into large, covered storage tanks where it remains protected from contamination and evaporation. Each storage tank is fitted with taps for easy access, whether by people at water points or by their livestock at watering troughs.

Residents build the infrastructure from local materials, such as stones fixed with mortar. OFDA provides them with a small wage for their work and training on the skills and knowledge needed for the structure's upkeep. During the construction process, men and women from the local community form committees that manage the water supply once it is in use. The committees charge users a small fee for the water, which pays for future maintenance and repairs.

The advantages of these rainwater-harvesting schemes are numerous. Having a nearby, reliable, safer source of water means improved health and quality of life for Kenyans. The risk of diarrhea and waterborne disease in villages with these projects is reduced. Less time—up to five times less—is spent fetching water. Women, who collect the majority of water, gain time to carry out other duties, and children have more time for school. With more plentiful water for people, animals, and gardens, families can make sure every member has enough nutritious food. The water systems are also environmentally friendly, requiring no fuel or chemicals.

Quite simply, rainwater harvesting is a cost-effective way to prevent a drought from becoming a disaster that threatens lives and requires a costly emergency response. The water in these modest reservoirs is a valuable and precious commodity, saving lives and livelihoods during periods of drought.

Since many people in the Horn of Africa rely on agri-

Rock catchments use natural rock surfaces to divert rainwater into a central collection area. With OFDA support, WHH constructed pipes—pictured above—along a hill to carry collected rainwater into community storage tanks in Makueni County, Kenya, such as those depicted below. These tanks enable communities to store rainwater for future use, especially during extended dry periods. Tanks are typically covered and equipped with an access point to allow beneficiaries to collect water. (Photos by Jane Strachan/USAID)

culture for their livelihoods, OFDA supports improved crop production methods, such as inter-cropping, crop rotation, and the use of disease resistant crops. With inter-cropping, farmers plant two or more crops in close proximity to maximize resource use. Using crop rotation, farmers increase production in an ecologically beneficial way by growing a series of dissimilar crops in the same fields in sequential seasons. Through FAO, OFDA is helping farmers in four regions of Ethiopia obtain access to drought-resistant root and tuber crops, such as cassava and taro. The root and tuber program helps shorten the typical hunger season by ensuring that farmers can plant, harvest, and consume key staple foods during the gap between major harvests. In FY 2011, OFDA supported FAO to provide high-yield, drought-resistant root and tuber crops to help bridge the cyclical hunger gap for approximately 15,000 vulnerable households.

## Strengthening National Disaster Response Capacity

The Horn of Africa is vulnerable to natural disasters due to a number of interlinked factors, including farming practices that rely on rainfall for water, under-development of water resources, land degradation, decreased frequency and duration of rainfall, rapid population growth, and low economic development. Despite the frequency of disasters, countries in the Horn of Africa have until recently lacked strong strategies focused on disaster prevention, mitigation, and preparedness. Understanding this need, OFDA has been working to help strengthen the capacity of national and local authorities, particularly in Ethiopia and Kenya, so they will be better equipped to prevent, prepare for, and respond to disasters, ultimately reducing the number of individuals requiring emergency assistance when crises do occur.

Since FY 2009, OFDA and USAID/Ethiopia have jointly supported Government of Ethiopia (GoE) efforts to increase the capacity of its Disaster Risk Management and Food Security Sector (DRMFSS), the lead agency for dealing with hazards, such as drought, flooding, and food insecurity. In FY 2011, OFDA provided $450,000 to help establish the DRMFSS National Incident Management System (NIMS), which is based on the USG's own emergency response management system. Through this system, federal, district, and local governments, as well as NGOs and the private sector, are better able to work together before, during, and after crises. To promote collaboration, the NIMS program brings together representatives from the GoE, U.N. agencies, NGOs, and other donors in Ethiopia through the Strategy-Level Multi-Agency Coordination Forum to discuss ways to improve the coordination of humanitarian assistance. OFDA also utilizes its long-standing relationship with USFS to provide disaster management technical expertise to GoE counterparts. Activities, such as workshops, trainings, and consultations, help the GoE integrate specific NIMS components into its existing response system. So far, OFDA has supported the training of approximately 100 GoE employees in disaster response management. Furthermore, OFDA has worked with USAID/Ethiopia to support programs that introduce, adapt, and institutionalize relevant components of the U.S. NIMS within the GoE model.

Community-based nutrition programs in Ethiopia provide supplemental food to children, bringing care and services closer to home and utilizing existing health facilities when possible. (Photo by Kimberly Flowers/USAID)

In addition, OFDA helped build national capacity through a partnership with the University of Arizona to support a graduate-level academic program in disaster risk science and sustainable development at Ethiopia's Bahir Dar University. Through this program, students interested in pursuing a career in disaster response and management can gain practical experience by interning with the DRMFSS. In FY 2011, OFDA provided $75,000 to support the academic and intern program.

In Kenya, OFDA has worked with the Government of Kenya (GoK) Ministry of Health to improve the treatment of acute malnutrition in drought-affected areas. With OFDA support, the GoK began incorporating CMAM programs into existing health care centers. CMAM involves training community members and volunteers to easily identify children experiencing SAM by, for example, using colored plastic strips to measure a child's mid-upper arm circumference. If below a certain level, the test indicates that the child requires urgent treatment. Once SAM is identified, children without medical complications can be treated at home. By detecting the condition early, CMAM can help prevent the deaths of hundreds of thousands of children. Nearly 10 years ago, OFDA was one

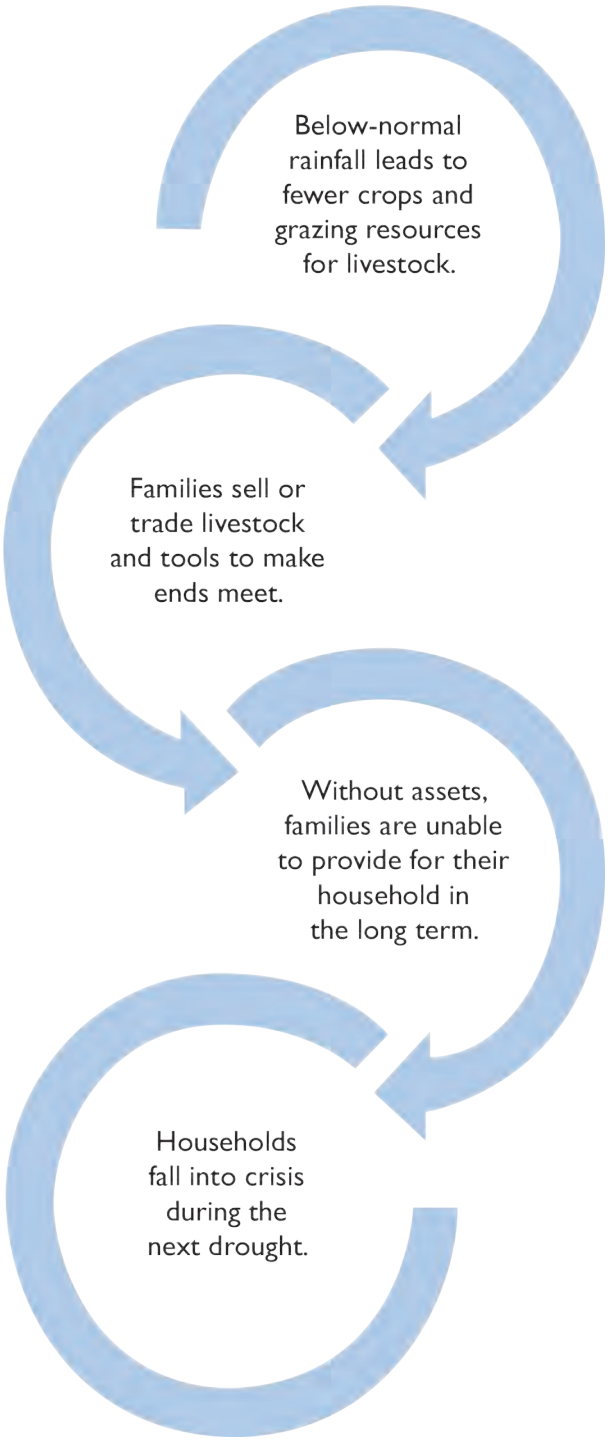
OFDA support increased malnutrition detection and treatment capacity, enabling health care facilities in northern Kenya to accommodate three times as many malnutrition cases.

of the initial supporters of the CMAM approach. Due to its proven ability to save lives, CMAM is now the global standard for the treatment of acute malnutrition.

With CMAM active in the areas of Kenya that are prone to drought, nutrition partners and the GoK were able to quickly and effectively scale up their existing programs. As a result, UNICEF estimated that health care facilities in northern Kenya were able to accommodate nearly three times as many malnutrition cases in July 2011 than in July 2010, thereby reducing the number of drought-related malnutrition deaths. The benefits of these community-based programs are many, and they long outlast the emergency. For example, consistent malnutrition treatment—especially in areas where malnutrition levels exceed the emergency threshold, even in non-drought years—helps ensure that more people are healthy enough to withstand the next emergency. Additionally, these programs help prevent malnutrition—and its damaging life-long implications—among vulnerable children under the age of two.

OFDA has also worked to strengthen the capacity of Kenya's primary emergency responder, the Kenya Red Cross Society (KRCS). Prior to the onset of the drought, KRCS—with OFDA funding—replenished pre-positioned emergency relief supplies in drought-prone areas, including kitchen sets, water containers, and temporary shelter materials. Pre-positioned items can be quickly distributed to help vulnerable individuals in case of future shocks, such as seasonal floods, which normally follow extended droughts. In addition, KRCS staff and volunteers received training on emergency relief supply distribution and monitoring, further building the organization's disaster response capacity. OFDA also supported KRCS efforts to rehabilitate key boreholes—holes drilled to give people access to groundwater—in eastern Kenya, providing communities and their livestock with immediate and longer-term access to water and making them more resilient to the effects of the next drought.

## How Drought Degrades Livelihoods




OFDA-funded agricultural trainings in arid counties helped farmers triple crop yields through terracing—a sustainable way for families to grow more crops, even during dry years.

OFDA supported communities in Ethiopia to construct land terraces using rocks and stones, as pictured below. Land terraces minimize water runoff and soil erosion and enable farmers to cultivate hillside terrain. In the photo above, a variety of crops, including maize, are growing on land terraces. (Photos by Fiona Baker/USAID)

## Building Local Resources

Local communities are often best placed to help their friends and neighbors when disaster strikes, as well as to mitigate their own risks before disasters occur. Through innovative cash transfer and market-based agricultural programs, OFDA—while responding to drought—also provided communities in drought-prone areas with the tools they need to bounce back from the disaster and deal with future shocks.

The plot sizes of smallholder farmers throughout the Horn of Africa continue to decrease due to population growth and variable rainfall. Smaller planting areas often lead to reduced harvests, impacting household food availability. In FY 2011, OFDA provided more than $11.1 million for agriculture and food security activities in the Horn of Africa, including community-based agricultural approaches that enhance farming techniques, ultimately ensuring that farmers have more food available to sustain themselves and their families when drought occurs. For example, irrigation activities supported by OFDA in northwestern Kenya enabled farmers to harvest sorghum, an important grain, during the peak of the drought. This ability reduced their dependency on food aid deliveries. OFDA also helped farmers double or triple their crop yields in some areas through terracing, a practice used to cultivate sloped land. In several instances, people who were not direct beneficiaries of OFDA programs adopted similar irrigation practices—including land terracing—after witnessing the positive results obtained by their neighbors who were program participants, thereby extending the reach of OFDA-supported activities. One OFDA partner observed that a three-year, OFDA-funded agricultural training program in Kenya significantly reduced the number of crops lost to drought and other threats, thus increasing beneficiaries' ability to profit or prepare meals from the crops they cultivated. In addition, the program rehabilitated market infrastructure through cash-for-work and community mobilization programs, provided business development training to market committees, helped them establish linkages to local financial institutions, and provided pastoralists with the option to sell their livestock strategically for a fair price during the drought.

As part of its agricultural support activities, OFDA also funds seed distributions and seed fair and voucher programs. Vulnerable farmers who lack seeds to plant their fields and are unable to obtain them through local markets, family connections, or other channels, receive a

voucher—essentially a coupon for a specified value of seeds. Farmers can then redeem the vouchers at a seed fair by choosing from different types of crop varieties based on their household requirements and preferences. In eastern Kenya, OFDA connected farmers with seed vendors through a series of local seed fairs, enabling the farmers to plant staple food crops in time for the rainy period in mid-October.

In addition to supporting agricultural interventions, OFDA helps communities diversify their livelihoods and access credit, leaving them with other options for obtaining income and supporting their families the next time a drought occurs. In FY 2011 in the Horn of Africa, OFDA provided nearly $19.5 million for these types of programs, which capitalize on the existing skills and tools of individuals in the community.

As demonstrated by Mr. Fatima's story, in times of drought, people may not be able to earn money from their usual livelihood activities. Individuals may also sell their resources, such as tools, livestock, and seeds, to provide for their families in the short-term, leaving them unable to sustain their families in the long run. With a stronger economic foundation, people are more resilient to the effects of disasters.

OFDA accomplishes this economic strengthening, and therefore increases resilience, through cash transfer and market support programs in Kenya. Cash transfer programs allow people to purchase food and other needed items in local markets, addressing immediate needs. The programs help families avoid having to sell household assets for quick money, which helps prevent long-term destitution as a result of the drought. Cash-based programs are fast and flexible and support local markets, boosting community recovery from a humanitarian crisis.

OFDA provided grants to more than 200 local traders and retailers in northwestern Kenya so they could increase the quantity and diversity of their food stocks, enabling them to negotiate more effectively with wholesalers for reduced prices. By ensuring that more people are able to buy food in the local markets, OFDA aims to improve the food supply line into drought-prone areas, with benefits of improved food availability and reduced food prices extending to households that were not direct beneficiaries of the program. Improving the supply line also helps local markets to develop and flourish.

## Strengthening Emergency and Development Collaboration and Coordination

Helping communities recover from the current drought and prepare for future dry periods requires a multi-year process of reducing their vulnerability to the increasing frequency and severity of drought in the Horn of Africa. To that end, OFDA is working to effectively connect its emergency programs to longer-term development efforts through joint planning teams that develop coherent programs that go beyond meeting immediate needs. Through USAID's Horn of Africa Joint Planning Cell, OFDA is working closely with USAID/East Africa, USAID/Kenya, and USAID/Ethiopia to help design a strategy for collaboration between emergency and development programs. This will help ensure that gains made through OFDA programs are not lost, but instead leveraged to further strengthen resilience and promote economic growth in traditionally marginalized areas of East Africa.

A displaced child drinks from a cup at an IDP camp in Mogadishu, Somalia. (Courtesy of AFP)

Through a three-year program in eastern Ethiopia's Somali Region, OFDA helped establish the first microfinance lending institution in the area based on *sharia*, or Islamic law, banking principles, such as interest-free banking. With first-time access to financial services such as savings, loans, insurance, or money transfers designed for low-income individuals and small businesses, households and businesses were able to save money, access small amounts of capital to withstand shocks, and invest in existing livelihoods while also developing new ones. The program also established 16 women's income-generating groups to increase household savings, enabling them to break the drought cycle by becoming less vulnerable to price hikes.

OFDA also provided temporary employment opportunities for vulnerable individuals in northeastern Kenya, which paid them for work on projects that rehabilitate public infrastructure, such as roads and water sources. These types of programs improve shared resources and inject money into the local economy, benefiting the entire community. By strengthening agricultural and market resources within communities, OFDA helps households in the Horn meet their immediate essential needs and increases the likelihood that they will withstand future shocks.

OFDA helped establish the first microfinance lending institution in eastern Ethiopia's Somali Region that uses *sharia* banking principles.

# MEDICAL ASSISTANCE IN CITIES UNDER SIEGE: RAPID-RESPONSE HEALTH TEAMS IN LIBYA

*by Amber Callaway*

As the old cruise ship *Red Star One* approached Misratah for its sixth evacuation mission, the crew could hear rockets falling near the port. Here, thousands of people had set up camp and were anxiously waiting to be evacuated from the besieged city in western Libya. The vessel—carrying an OFDA-supported medical response team and life-saving supplies—had been forced to anchor at sea for five days after sea mines were laid in the harbor by forces loyal to the Muammar Qadhafi-led Libyan government. Once the ship was able to dock, the crew quickly unloaded supplies and the team of IMC doctors helped the injured board. Rocket fire resumed and the ship was forced to depart Misratah within an hour of docking, carrying approximately 800 people, 200 fewer than the mission's organizer IOM had hoped. Inside the makeshift clinic onboard the vessel, doctors worked tirelessly to stabilize the wounded for the 250-mile journey to Benghazi, where ambulances waited to transfer the patients to hospitals. Ensuring that these critically wounded individuals inside Libya received the urgent medical care they needed is just one of the many ways that OFDA carried out a critical component of its decisive and focused mandate—save lives.

The *Red Star One* delivers emergency medical supplies to and carries evacuees from the Libyan city of Misratah. (Photo by Amber Callaway/USAID)

## Unrest in Libya

The uprising in Libya, inspired by popular revolts in Egypt and Tunisia, met a violent response from the Libyan government in February 2011. The ensuing conflict took a heavy toll on Libya's people, infrastructure, and economy. Entire communities were uprooted, traditional supply routes were cut off, and the Libyan people faced shortages of food, water, and fuel. While a coalition that included the U.S., as part of the North Atlantic Treaty Organization (NATO), and several Arab states took military action against the Qadhafi regime, OFDA mobilized and coordinated the USG's humanitarian response inside the country.

## OFDA Employs Speed and Flexibility

Days after violence began to escalate in late February, OFDA deployed humanitarian experts to neighboring countries, preparing its staff and its partners to enter Libya as soon as security permitted. Through pre-established relationships with relief agencies on the ground, OFDA staff began piecing together the realities of the situation and identifying when and where needs were greatest. Before even stepping foot on Libyan soil, OFDA was providing targeted, life-saving assistance through NGOs and U.N. agencies. In early April, as the frontlines fluctuated between Libya's central coastal towns, a small USG team was able to enter Benghazi, the opposition stronghold in eastern Libya. Although the city's conflict-damaged air-

### Logistics Spotlight

OFDA logistics specialists played a pivotal role in facilitating the movement of staff and supplies to and within Libya. In addition to securing a boat to transport the first USG team to Libya, OFDA logisticians ensured the delivery of 12 emergency health kits—each sufficient to support a population of 10,000 people for three months—and three trauma kits—each containing supplies for 100 surgical operations and 10 days of post-operation care—to Libya and its border countries at a time when transport options were limited. The operational speed with which the team worked ensured that the medical supplies arrived when and where they were needed most. In addition, an OFDA logistician traveled to Malta and Greece to assess the capacity of the islands to serve as staging grounds for the response. An OFDA logistician also deployed to Tunisia to lend technical expertise and facilitate the arrival of commodities, such as blankets, plastic sheeting, and water containers, from OFDA's warehouse in Italy.

**“When emergencies strike, OFDA staff are involved and committed, providing rapid support which enables our teams on the ground to respond quickly and provide life-saving care.”**

- Rabih T. Torbay
*IMC’s Vice President of International Operations*

OFDA-supported IMC medical teams performed more than 2,400 life-saving surgeries in Misratah, Dafniya, and the Nafusah Mountains. (Courtesy of IMC)

### All Hands on Deck: An Integrated USG Response

The crisis in Libya was unique in many ways due to the diverse needs that arose during the emergency. Prolonged active conflict resulted in continuously increasing medical needs at different times and in different areas throughout the country. At the same time, on the country's borders, hundreds of third-country nationals needed assistance to return to their home countries. In April, when the east became more stable, the people there primarily needed assistance forming a new democratic government. In response to the distinctive challenges in Libya, OFDA led an integrated USG response, which was critical to meeting fluctuating humanitarian needs and political challenges. As OFDA helped save lives inside Libya, State/PRM injected millions of dollars into IOM's unprecedented repatriation operation, transporting foreign nationals back to their home countries. When IOM's capacity to repatriate individuals from the border became hampered by a lack of available aircraft for a brief period of time, DoD utilized C-130s to transport displaced Egyptians from Tunisia to Egypt, as they were unable to travel through Libya by road due to fighting. And when trusted partners inside Libya identified the potential for countrywide food shortages, FFP provided $15.7 million for food assistance, which included commodities sent from the U.S. and food stocks purchased within the region. Joining the response early on, experts from OTI played a pivotal role in supporting Libyan efforts to build an inclusive and accountable democratic government.

port was not yet operational, OFDA exercised its logistical capabilities and expertise to mobilize a boat and other critical resources to get the USG team, including the U.S. Special Envoy for Libya and two DART members, on the ground as fast as possible. The DART immediately began assessing humanitarian needs in coordination with other donors, relief agencies, and local authorities, ensuring that U.S. assistance was efficient, effective, and provided in response to the most pressing, unmet humanitarian needs.

### The Nuts and Bolts of Saving Lives in Libya

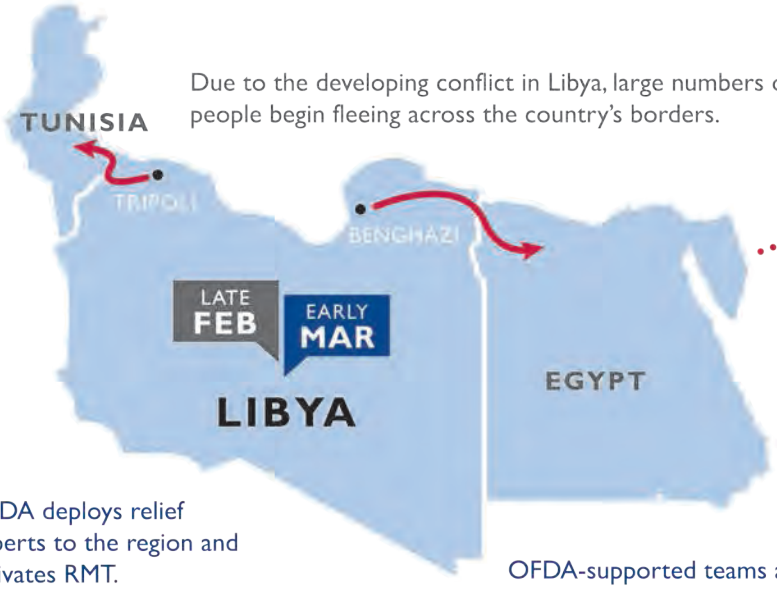
Although Libya's health system was well established, the majority of nurses and doctors were from other countries and had joined the thousands of people fleeing to neighboring countries to escape the violence. Concurrently, medical supply chains were cut, and the volume of trauma patients quickly overwhelmed the capacity of local hospitals as the conflict spread. From east to west, the Libyan health system's ability to provide live-saving medical assistance was severely impaired at a time when critical injuries were increasing significantly.

Recognizing the importance of supporting rather than replacing local health systems, OFDA focused on bolstering local clinics and hospitals with staff and supplies. OFDA was able to deliver supplies and provide doctors and nurses to work in hospitals and clinics near the frontlines through health-focused organizations like IMC. For example, IMC leveraged a pre-existing relationship with the Jordanian Health Aid Society to bring in 82 Arabic-speaking nurses to clinics and hospitals in eastern Libya; these nurses cared for and treated more than 13,800 civilian patients.

When the city of Misratah first came under siege, IMC used fishing boats to deliver much-needed medicines from Malta. As the conflict in Misratah intensified and continued, OFDA funded IMC doctors and nurses to work in overwhelmed health facilities, some of which were receiving more than 70 wounded per day. The teams established rotation systems to relieve exhausted local surgeons and nurses, coordinated medical evacuations, and stabilized patients on vessels like *Red Star One*. When fighting moved from Misratah to nearby Dafniya town, IMC, with OFDA support, opened a field hospital near the frontline. OFDA also worked with IMC to provide the first doctors and shipment of life-saving supplies to medical facilities in the Nafusah Mountains of western Libya, where indiscriminate missiles and rockets took a heavy toll on the population. And, when the battle began in the streets of Tripoli on August 21, OFDA-supported IMC teams arrived on the scene within 24 hours. These doctors, nurses, and medical support professionals worked for 72 hours straight, receiving new civilian trauma patients, clearing the patient backlog, and supporting hospital management. While it is impossible to know exactly how many lives OFDA saved in Libya, the assistance undoubtedly made a huge difference—in some cases between life and death—for thousands of men, women, and children.

# MEDICAL ASSISTANCE SAVES LIVES IN LIBYA

OFDA's humanitarian response in Libya focused on the timely provision of life-saving medical assistance. In order to ensure that medical supplies reached those most in need, OFDA contracted boats and planes to transport health and trauma kits into Libya and along its borders. OFDA also supported NGOs like IMC to help staff hospitals and clinics with teams of doctors




Due to the developing conflict in Libya, large numbers of people begin fleeing across the country's borders.

OFDA deploys relief experts to the region and activates RMT.

OFDA-supported IMC medical emergency response teams arrive in Benghazi and begin providing medical staff and supplies to hospitals.

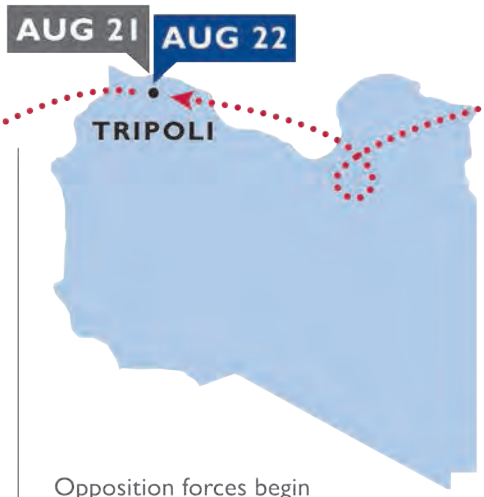
OFDA-supported teams and supplies begin arriving in Tunisia and Egypt to pre-position for possible entry into western and eastern Libya.

Fighting between pro-Qadhafi and opposition forces reaches as far east as Ajdabiya.

OFDA emergency medical supplies provided to Ajdabiya hospital.

Opposition forces amass and commence offensive in Sirte and Bani Walid.

Medical staff, emergency medicines and supplies, and logistical support reach facilities outside Sirte and Bani Walid.




Opposition forces begin the push for Tripoli.

With OFDA support, IMC trained 200 frontline medics while en route to Tripoli. OFDA-funded medical personnel arrive in Tripoli within 24 hours and work over 72 hours straight.

Opposition forces commence major offensive in Zlitan.

With heavy fighting in Zlitan, the IMC field hospital relocates to a nearby city and receives highest daily number of wounded.

and nurses who could offer emergency medical care to wounded Libyans. Through flexible funding mechanisms and operational speed, OFDA's support moved with the frontlines, ensuring that more lives were saved.

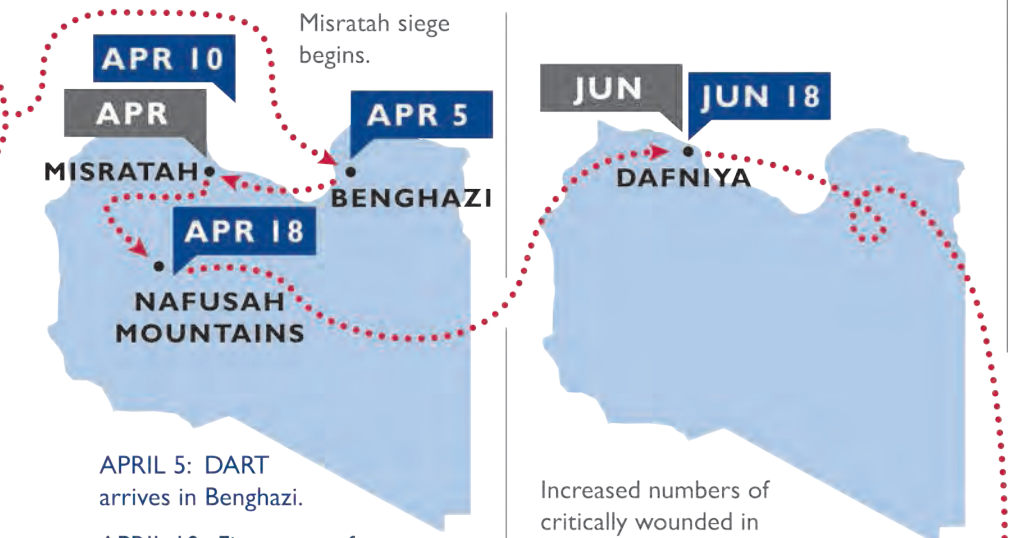
## WITH OFDA SUPPORT:

**78**
health care facilities were supported.

**2,272**
people received emergency medic training.

**3,860**
total surgeries were performed countrywide.

**10,180**
patients were provided care through mobile health teams.




APRIL 5: DART arrives in Benghazi.

APRIL 10: First team of OFDA-supported IMC doctors arrives in Misratah via small fishing boat and provides medical care and supplies.

APRIL 18: IMC supplies and medical team arrive in the Nafusah Mountains.



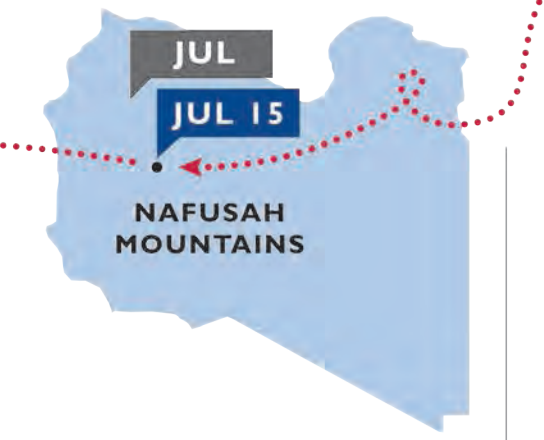

Increased numbers of critically wounded in Dafniya, following takeover of Misratah by opposition forces, as Qadhafi loyalists attempt to regain control.

OFDA-supported field hospital provides life-saving care 10 km from frontline.

## KEY

Major event in the conflict

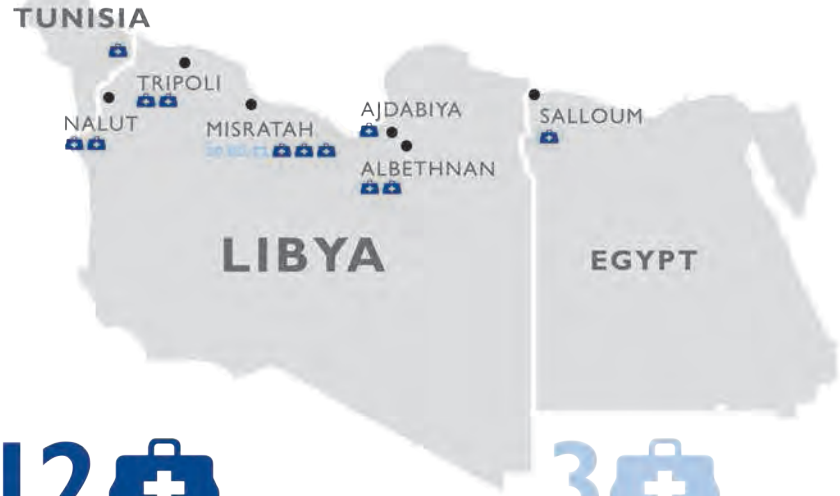
OFDA response




Significant escalation of fighting in the Nafusah Mountains.

Frontline ambulance operations commence. Additional medical staff and supplies arrive in accessible areas.

## MEDICAL COMMODITIES TRANSPORTED BY OFDA:




**12**
**EMERGENCY HEALTH KITS**

Each is sufficient to support a population of 10,000 people for three months.

**3**
**TRAUMA KITS**

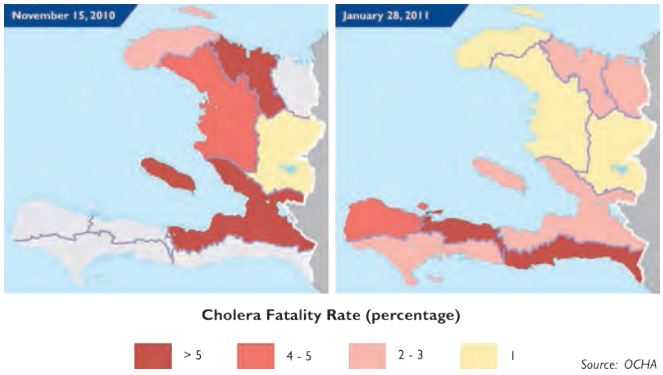
Each contains supplies for 100 surgical operations and 10 days of post-operation care.

# FIGHTING DEATH AND DISEASE: THE SUCCESS OF OFDA HYGIENE PROMOTION CAMPAIGNS IN HAITI

*By Loren Hyatt and Kylie Holmes*

As Haiti struggled to recover from the devastating 2010 earthquake, an emergency of a different kind emerged. While not a result of the earthquake or humanitarian response efforts, the cholera outbreak that started in October 2010 came as a surprise, as the country had not been touched by the disease in a century. Within months, cholera spread from one to all 10 of the country's departments. The disease began in areas unaffected by the earthquake but quickly spread to areas where people who lost homes in the disaster remained displaced in camps. Hospitals and relief agencies strained to contain the epidemic while treating thousands of patients. Since Haiti had not experienced a cholera outbreak in so long, people initially had little information about how to protect themselves or treat cholera, and, as a result, the infection rate and the death toll rose rapidly. Health clinics in urban areas were quickly overcrowded with the sick and dying, while infected Haitians in rural or remote areas often died along dusty roads trying to reach the nearest hospital for treatment.

**Curtailing Cholera in Haiti**




In less than three months, the number of cholera-related deaths had decreased.

To address the unfolding crisis, OFDA began responding the day after the Government of Haiti confirmed the outbreak and immediately formulated a four-part response plan to stem the spread of cholera, lower the number of cases requiring hospitalization, and reduce the fatality rate (see *The Response* box below). OFDA provided more than $40 million for programs and supplies to save Haitian lives and reduce suffering. At the height of the response, OFDA was reaching up to 98,000 people each day through hygiene promotion and cholera prevention activities implemented by more than a dozen partners. OFDA assistance also helped establish and staff cholera treatment facilities (CTFs) to alleviate the treat-

**The Response**

**PREVENTION**

**Safe Drinking Water**

Through the provision of chlorine, OFDA increased the availability of safe drinking water for Haiti's population.

**Hygiene Education**

By expanding national hygiene education, OFDA equipped Haitians with the knowledge and skills to better treat and prevent the spread of cholera.

**TREATMENT**

**Medical Supplies**

Through the provision of medical supplies and sachets of oral rehydration salts, OFDA helped treat infected patients and saved lives throughout Haiti.

**Cholera Treatment Facilities**

By increasing the number of CTFs, particularly in underserved and rural areas, OFDA strengthened the capacity of local hospitals and clinics to respond to the outbreak.

### Disinfection Area

Those entering CTFs pass through a disinfection area where feet are disinfected and hands are washed. Patients may also take showers and have their clothes cleaned to prevent spreading cholera or reinfecting themselves.

Kylie Holmes/USAID

### Patient Registration System

CTFs have a patient registration system to track those who come to the CTF for treatment.

Rebecca Gustafson/USAID

### Waste Pits & Latrines

CTFs have waste pits and latrines to contain contaminated human waste and prevent further spreading of cholera.

Amy Shatsoff/USAID

### Supply of Clean Water

Each CTF has access to clean, chlorinated water to rehydrate infected patients.

Kendra Helmer/USAID

## Anatomy of a Cholera Treatment Facility

Kendra Helmer/USAID

### Cholera Treatment Supplies

CTFs are stocked with necessary cholera treatment supplies, including oral rehydration salts, chlorine, clean water, intravenous (IV) equipment, and specialized saline solutions.

Kendra Helmer/USAID

### Acute Hospitalization Tent

CTFs dedicate a separate area for the treatment of patients with severe cases of cholera. These individuals are provided a specialized saline solution through IV equipment for rapid rehydration.

Kendra Helmer/USAID

### Special Cholera Beds & Buckets

Patients with severe cases of cholera are treated on specialized beds with buckets below for the safe disposal of waste and vomit. CTF staff ensure that the buckets are regularly replaced and disinfected properly.

Kendra Helmer/USAID

### Patient Recovery Area & Observation Tent

As patients' health improves, they may move to recovery areas or observation tents where they continue to receive treatment, as needed, and their progress is monitored by CTF staff.

ment burden on hospitals overwhelmed by the increasing number of patients. In remote areas, OFDA set up oral rehydration points (ORPs)—locations where affected individuals could receive initial assistance. Some ORPs also had the capacity to arrange fast transportation for the most urgent cases to reach the nearest hospital or health clinic for life-saving treatment. To ensure that adequate treatment and prevention supplies were available countrywide, OFDA airlifted water purification tablets, cholera testing kits, and other relief supplies to Haiti (see graph below) and coordinated with partners in country to distribute them to affected populations. Through critical WASH programs, OFDA provided safe drinking water and educated populations across the country about hygiene practices that could save their lives.

Targeted and timely assistance from OFDA was crucial in reducing new cholera cases, limiting severe cases requiring hospitalization, and lowering the cholera fatality rate in Haiti. Less than a year after the outbreak began, Haitians were successfully managing cholera with the knowledge to protect themselves and limit its resurgence. Cholera will likely remain present in Haiti for years; however, OFDA has provided Haitians with the training they need to successfully respond to future outbreaks. In addition, OFDA-funded cholera facility tents, beds, and other

**Mondyal Jou Lave Men Chante**
*Global Hand-Washing Day Song*

Bonjou dlo
*Good morning water*

Bonjou savon
*Good morning soap*

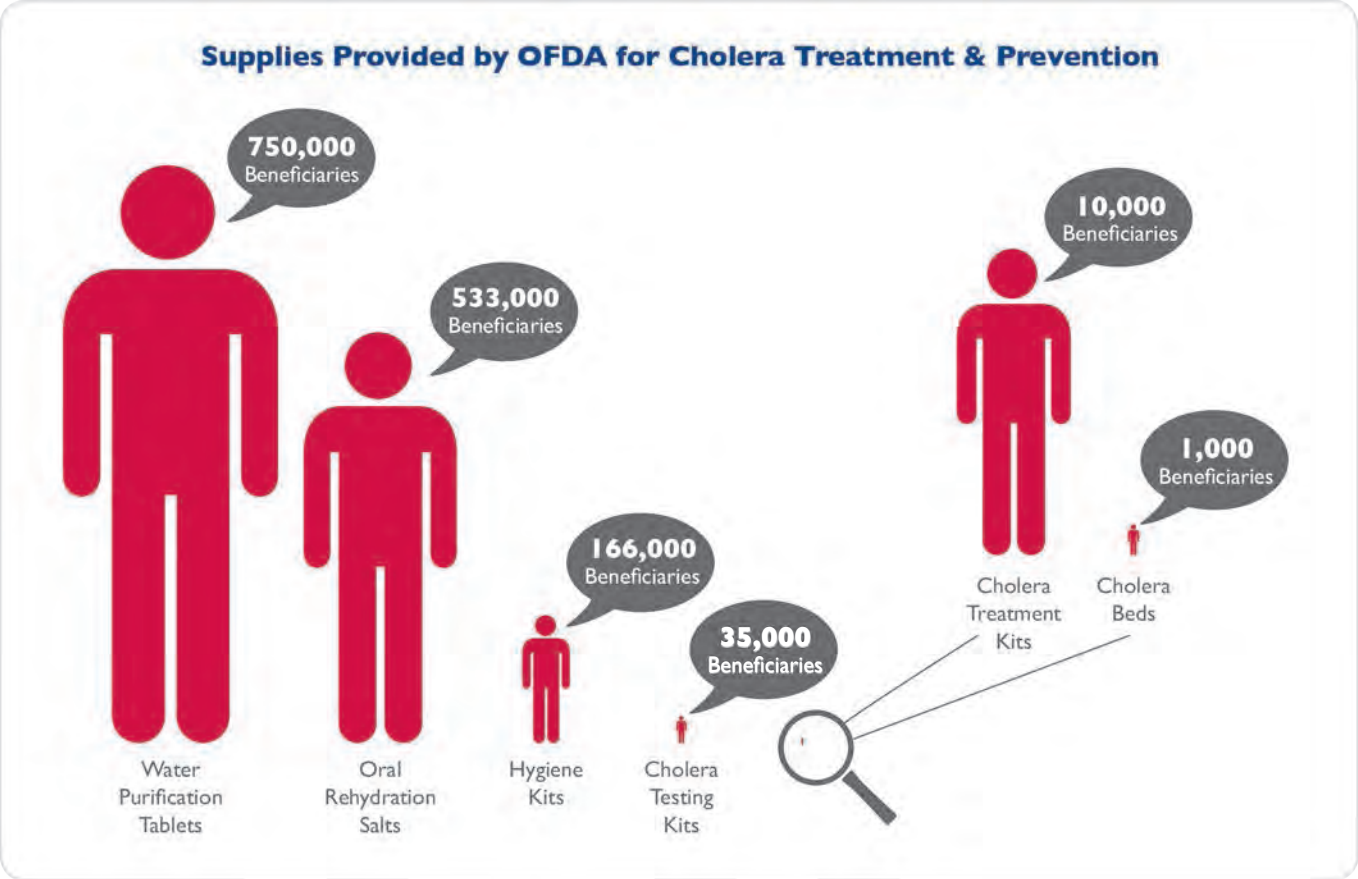
De zanmi tre enpotan
*Two very important friends*

Fe timoun yo an sante
*Healthy children*

An gran panpan
*Do a great job*

San gwo lajan
*Without great expense*

*An example of a song developed to help children remember the various aspects of cholera prevention. Lyrics courtesy of Save the Children.*



cholera treatment supplies have been handed over to hospitals and health clinics throughout the country. By training local staff, OFDA and its partners worked to ensure that Haitians can continue conducting hygiene promotion campaigns. Perhaps most importantly, OFDA successfully transferred several of its programs to other USG agencies, which have committed to working with the Government of Haiti's Ministry of Public Health and Population to mainstream cholera treatment.

Community members from the Mirebalais area attend an OFDA-funded hygiene promotion session on water chlorination. (Photo by Kendra Helmer/USAID)

**Hygiene Promotion in Action: Success in Haiti's Center Department**

In the town of Mirebalais and surrounding rural areas in Center Department, OFDA worked with Mercy Corps to conduct a successful six-month hygiene promotion campaign using outreach sessions, which drew large crowds from local communities and included repeated demonstrations of proper hand-washing techniques and preparation of a homemade oral rehydration solution of salt, sugar, and lime. Mercy Corps hygiene promoters held sessions daily throughout the department and visited each community at least once per month. To complement hygiene promotion activities, Mercy Corps distributed cholera relief commodities, such as oral rehydration salts and water purification tablets; supported water chlorination; and trained community decontamination teams. Mercy Corps also designed hygiene promotion events with specific activities for children, including hand-washing practice and songs to help children remember the various steps of successful cholera prevention.

OFDA partners across the country reported that ongoing, persistent hygiene promotion campaigns played a role in improving hygiene and sanitation habits throughout Haiti. For example, Mercy Corps staff in Center Department noted that hygiene promotion activities in the rural area of Sarazin, outside of Mirebalais, helped lower the number of people seeking treatment for cholera symptoms from 250 per day at the height of the outbreak to approximately 80 per day by late January 2011. Mercy Corps also reported that community involvement in the hygiene promotion program—including the formation of community hygiene committees and employment of qualified residents as hygiene promoters and decontamination team members—helped to ensure that the campaigns had a greater and more lasting impact.

Mirebalais area residents participate in an OFDA-funded hygiene education activity to learn cholera prevention techniques. (Photo by Kendra Helmer/USAID)

# PRUDENT PLANNING TO SAVE LIVES: OFDA'S PREPARATIONS FOR THE BIRTH OF THE REPUBLIC OF SOUTH SUDAN

*By Mark Skeith and Nick Reese*

By the time the world's attention turned to South Sudan on January 9, 2011, OFDA and its partners in the humanitarian community were well-prepared to save lives. OFDA had provided more than $21 million to ensure that partners had sufficient relief supplies and funding to meet humanitarian needs whenever and wherever they might occur.

Long before the first ballots were cast in the historic referendum that led to the creation of the Republic of South Sudan, OFDA and other relief agencies were preparing to respond to the humanitarian needs that might emerge during this exciting but potentially volatile period. More than two decades of North–South conflict preceded the signing of the Comprehensive Peace Agreement in 2005, which granted people from the 10 southern states the opportunity to choose autonomy. Tensions persisted in many parts of the country as the referendum approached.

In the months leading up to the referendum, as increasing numbers of citizens on both sides of the new border sought transport back to their home areas, relief agencies began to identify and manage transportation bottlenecks and health, shelter, water, and sanitation problems at major transit sites in Sudan and Southern Sudan. The continued presence of armed opposition groups and simmering inter-ethnic tensions within Southern Sudan also raised fears that conflict could erupt prior to or directly following the referendum, as the new government assumed power and people from the South who had been living in the North returned to their hometowns.

On January 9, 2011, people of southern origin throughout Sudan peacefully lined up at polling stations and overwhelmingly voted to separate from Sudan. With conflict still fresh in their memories, the people of South Sudan embraced independence on July 9, 2011. While the referendum and official independence marked an optimistic turning point for South Sudan, the transition posed significant challenges. Without firm arrangements in place between Sudan and South Sudan on issues like border demarcation, citizenship, oil revenues, and debt-sharing, the humanitarian community recognized the potential for conflict along the Sudan–South Sudan border.

## OFDA Assistance: Fast and Flexible

In January 2009—two years ahead of the vote—OFDA began proactively preparing for potential humanitarian impacts. Since then, OFDA has collaborated with the USAID Mission, other USG agencies, the U.N., and NGOs, to provide a variety of flexible grants to experienced relief organizations to help meet potential emergency needs in the new country. With large areas of South Sudan completely isolated for up to six months each year due to heavy rainfall that washes out roads and footpaths, OFDA and its partners emphasized the need to pre-position emergency relief commodities in areas where violence was most likely to erupt and where the most vulnerable—those returning from the North—were likely to concentrate.

The U.N. humanitarian pipeline system—a supply chain that centralizes the procurement, warehousing, and transportation of critical relief items—allowed OFDA and other donors to pre-position supplies at a reduced

Returnees from the North arrive by barge at Juba Port, South Sudan. (Photo by Kat Echeverria/USAID)

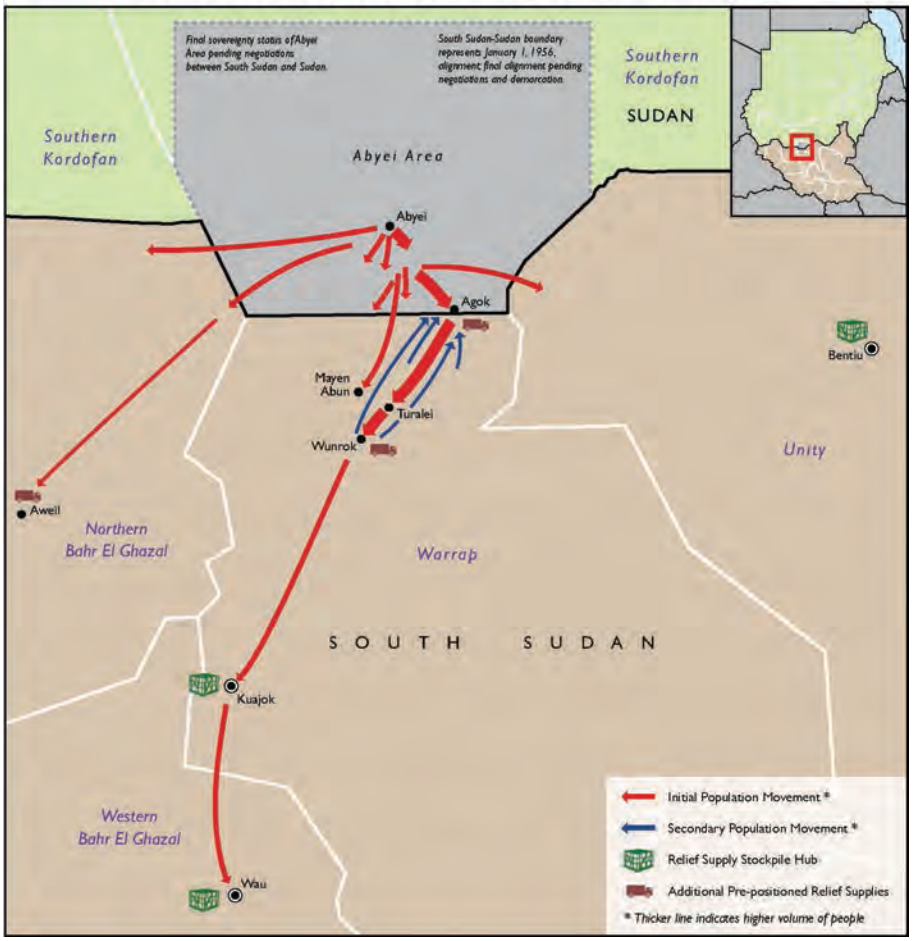
### Clearing the Way for Assistance

South Sudan spans a vast territory, with many people living in extremely remote areas. The poor condition of roads and landing strips adds to the isolation of these communities and makes it hard for relief agencies to reach them. To address this challenge, humanitarian agencies rehabilitated key transportation routes prior to the January 2011 referendum. With $1 million in OFDA support, the U.N. Office for Project Services (UNOPS) repaired airstrips and important roads in South Sudan before the referendum, ensuring that humanitarian assistance could reach people residing in areas prone to inter-communal conflict and at risk of isolation during the rainy season. To ensure continuous warehousing and transportation of pre-positioned relief supplies following the referendum, OFDA provided $1 million to WFP to install mobile storage tents and emergency fuel depots. OFDA support also enabled WFP to deploy additional international and national staff to support relief agencies' logistics activities.

cost without duplicating efforts or wasting unnecessary resources. If violence erupted, and outside access to populations in need was blocked, relief agencies already working in those areas could maintain life-saving services for at least three months using these supplies. OFDA pre-positioned emergency health kits, nutrition supplements, water containers, and other relief supplies on both sides of the Sudan–South Sudan border through IOM, UNICEF, and WHO and also ensured coordination of humanitarian operations through OCHA. To complement that assistance and meet food needs, FFP, through WFP, pre-positioned emergency food in the same border areas in Sudan and South Sudan.

As humanitarian needs could arise anywhere in the new country, OFDA designed flexible programs that could expand or shift based on new needs. For example, in August 2010, OFDA awarded $4 million to IOM to manage a rapid response fund through which experienced international and local organizations could quickly receive funding to provide life-saving assistance in the 10 states of South Sudan and the contested Abyei Area. In FY 2011, OFDA awarded $5 million to UNICEF for a similar program, covering the Three Areas of Abyei, Southern Kordofan, and Blue Nile.

**HUMANITARIAN RESPONSE TO MAY 2011 ABYEI CRISIS**




### When Planning Saved Lives

Although the referendum and independence passed with relative ease, crisis erupted on May 20, 2011, when the Sudanese Armed Forces (SAF) entered the highly contested Abyei Area along the North–South border with heavy military equipment, following the ambush of a U.N. convoy escorting SAF soldiers out of the area. The SAF military operation and subsequent fighting caused a massive flow of 110,000 people—the majority of Abyei Area's population—to move

southward toward Agok town on the southern border of Abyei Area and to destinations across South Sudan.

Abyei Area had long been a site of conflict and tension and was one of the key flashpoint areas identified in the humanitarian contingency plans developed for the referendum period. Due to the preparations made in advance of the referendum, OFDA and FFP partners were ready to respond quickly using pre-positioned supplies in nearby locations.

OFDA worked with the international community to immediately distribute plastic sheeting, blankets, water containers, soap, and other life-saving supplies to 68,000 people in need, while FFP partner WFP provided food to more than 100,000 IDPs. During the ensuing weeks, it became clear that the IDPs would not return home for several months and that continued assistance would be necessary. Mobilizing its USAID-funded enhanced logistical capacity, WFP delivered large quantities of food to Agok, ensuring that the IDPs received a three-month food ration before the rains made Agok inaccessible by road. OFDA also supported the repair of an airstrip in Warrap State, permitting humanitarian supplies to reach a large number of displaced people throughout the rainy season.

Aided by OFDA's flexibility, humanitarian partners adapted to evolving circumstances. Following the initial outbreak of violence, IDPs who had fled into neighboring Warrap State and the Bahr el Ghazal area of South Sudan moved north in increasing numbers, congregating in Agok town and the surrounding area. In anticipation of an associated increase in needs in and around Agok town, OFDA opened a mobile health clinic in the area in partnership with GOAL to augment the three GOAL clinics already present. When malnutrition levels increased among the displaced population, OFDA partners immediately provided live-saving nutritional supplements.

Through a fast and flexible approach, OFDA supported a quick and effective response. Less than one month after the crisis began, relief agencies had successfully addressed emergency needs, allowing OFDA and its partners to concentrate on strengthening the ability of communities across the world's newest nation to cope with future crises.

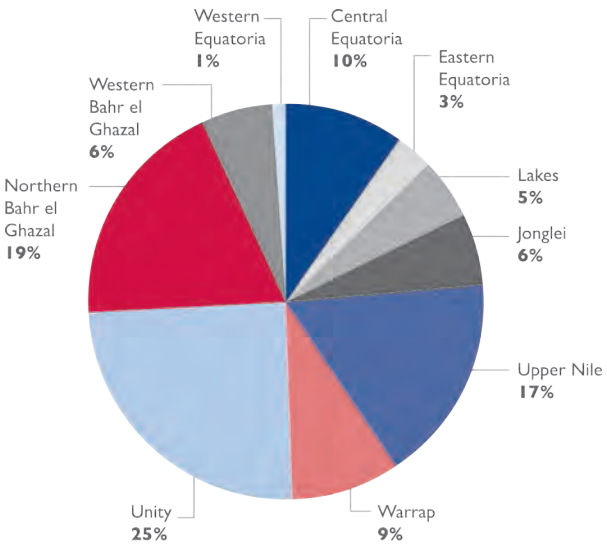
## The Journey Home

While part of OFDA's planning efforts focused on the possible outbreak of violence during the referendum period, another part focused on a very different story that began unfolding in the months prior to the vote. During the long civil war, many people had fled Southern Sudan to Khartoum and other cities in the North, where they stayed for years or even decades as violence and famine ravaged their homeland. Beginning in late 2010, optimism surrounding the referendum and uncertainty regarding the situation in the North after partition fueled the flow of Southerners from the North back to the South. The prospect of beginning new lives in a country they could call their own drew an average of 2,000 people per day to Southern Sudan in late December 2010 and early January 2011, the height of the migration.

The humanitarian community had prepared for a large influx of returnees and potential congestion at key transit points along the way. In FY 2011, OFDA provided $16 million in assistance through IOM to rehabilitate transit centers and prevent bottlenecks by providing transpor-

SUDAN TO SOUTH SUDAN POPULATION MOVEMENT

**Returnees by State - FY 2011**




tation to people who had arrived in South Sudan and became stranded en route to their final destinations. By December 2011, IOM, with OFDA support, had helped more than 15,600 stranded people reach their destinations in South Sudan.

OFDA also responded to emergency needs in key transit towns. When overcrowding and heavy rains contributed to deteriorating sanitation conditions at the Kosti way station in White Nile State, Sudan, OFDA, through partner ADRA, installed temporary latrines to help ensure returnees had access to sanitation facilities. When congestion grew in Renk, a key transit town in Upper Nile State, South Sudan, OFDA provided blankets, plastic sheeting, and other needed supplies to returnees in collaboration with IOM.

## Supporting Reintegration

Once returnees reached their final destinations, they faced the challenge of reintegrating into host communities that primarily rely on agriculture to meet their basic needs. To jump-start their new lives in South Sudan, OFDA committed more than $80 million to improve access to basic services—such as health care and safe drinking water—and to implement innovative, market-driven programs to help farmers improve their agricultural practices and enhance families' food security and livelihoods opportunities. OFDA assisted returnees and vulnerable host community members through several partners—including ARC, Mercy Corps, Norwegian Refugee Council, and World Vision—by supporting income-earning opportunities that included literacy assistance, business skills training, and cash grants and vouchers to help beneficiaries start or strengthen their small businesses. Due to the predominance of the agricultural sector in the local economy, OFDA also supported the repair of roads from farms to local markets and helped connect farmers to traders so that they could access regional markets and fetch better prices for their crops.

In Unity State, which received the highest number of returnees in South Sudan, OFDA, through Mercy Corps, provided farmers with seeds and horticultural skills training to expand vegetable production and increase their income. Also through Mercy Corps, OFDA provided cash grants and training to small business owners, enabling them to hire more staff and access community-based credit. Enlisting the support of local government and religious authorities and soliciting input from returnees and their hosts through 18 community mobilization meetings, OFDA and Mercy Corps built upon existing agricultural potential and invested in market-driven livelihoods opportunities to promote the peaceful reintegration of approximately 4,500 returnees in Unity State.

Farther south in Eastern Equatoria State, OFDA provided training in improved agricultural techniques and small business skills to returnees and the community members that host them through CHF International. Some beneficiaries maintained kitchen gardens for their families using OFDA-provided seeds and applied agricultural skills learned through trainings to boost yields from their gardens. Others participated in a three-month vocational training program, and on December 15, 2011, more than 40 electricians and 30 plumbers, mainly women and returnees, celebrated their graduation from the OFDA-supported CHF training program and their entry into the local economy. To prevent conflict, OFDA balanced the needs of returnees and host communities, which helped allow the people of South Sudan to put years of conflict behind them and begin their journey together as a new nation.

OFDA beneficiaries at the CHF International vocational training graduation ceremony. (Photo by Kat Echeverria/USAID)

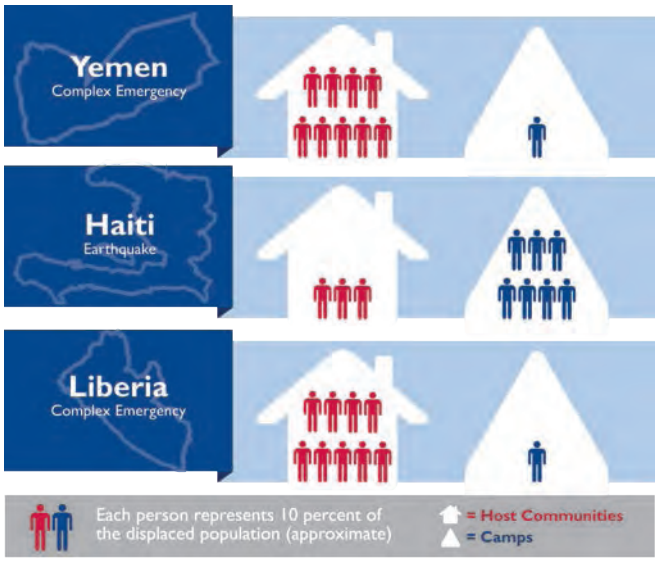
# HELPING HOST COMMUNITIES: OFDA'S SUPPORT FOR AN OVERLOOKED SHELTER INTERVENTION

*By Galen Tan and Lisa Gabriel*

Shelter, a fundamental need for every human being, is among the most pressing necessities for those affected by a disaster. Hurricanes and surging floodwaters sweep away houses, while earthquakes reduce homes to rubble in a matter of seconds. Conflict and violence also force people from their homes, leaving displaced populations exposed to the elements with what little they can carry, or sometimes, with nothing at all. In many cases, people made homeless by disasters rely on family and social ties for a place to stay.

In fact, many people who lose or are driven from their homes prefer hosting—whereby a community or family provides them with shelter and support—to other available shelter options, particularly IDP camps or makeshift settlements. Communities in many countries—Haiti, Yemen, and Liberia, among others—have strong traditions of hospitality, welcoming those seeking refuge into their homes. Hosting is a successful and accepted means of assisting displaced persons because it is culturally appropriate, and the displaced individuals choose it themselves. Despite the benefits of hosting as a shelter solution for the displaced, host families and communities often have limited resources themselves; hosting can quickly deplete those resources, widening the impact of the disaster beyond those directly affected. This burden can increase exponentially over time if hosting is required for an extended period. When needed, OFDA supports host families and communities, thereby addressing the needs of both disaster-affected and host populations by increasing the resources available to accommodate the displaced.

OFDA is at the forefront of the humanitarian community's shelter and settlements activities, all of which revolve around a common goal: the expeditious and appropriate provision of covered living space to adequately shelter displaced populations. Constructing new shelter is not always preferable or possible immediately following a disaster. Thus, hosting can be a multi-faceted solution to shelter needs. Rather than offering only plastic sheeting or shelter construction, OFDA programs run the gamut from providing blankets and cooking utensils to improving community water supplies and supporting livelihoods for host families and communities—all geared toward enabling host communities to help support the individuals they take in. This support is demonstrated in OFDA's FY 2011 responses in Yemen, Haiti, and Liberia.




The illustration above depicts the estimated percentage of IDPs residing with host communities versus those in camps during FY 2011. Percentages varied by district within each country. (Sources: Haiti Shelter Cluster, OCHA, and UNHCR)

## Yemen

Conflict and violence in Yemen have continuously and repeatedly displaced hundreds of thousands of people over the past several years. Many of the nearly 400,000 people displaced as of August 2011 lived with host families instead of in IDP camps, with up to 90 percent of displaced people in some areas opting to live in host communities. Despite widespread poverty and severely limited access to basic services throughout the country, Yemenis were willing to assist people in need due to their deep-rooted tradition of hospitality. This innate sense of generosity helped provide an immediate shelter solution to thousands of people. As violence and militant group restrictions on relief work limited humanitarian activities, hosting as a shelter solution in Yemen became even more critical.

Constructing new housing is dangerous, difficult, and expensive in violence-prone areas, as well as in the remote rural areas where some displaced populations choose to flee. Furthermore, new shelter is an undesirable solution to temporary housing needs, as many IDPs hope to return home when a conflict subsides. Consequently, hosting can be the optimal shelter option, as it is cost-effective, adapts to the expanding and changing needs of IDPs, affords displaced persons a strong sense of community, and minimizes construction of new, temporary shelters.

Earthquake-displaced people and members of their host community participate in an OFDA-funded cash-for-work program to rebuild a market road in rural Artibonite Department, Haiti. (Photo by Johs Pierce/USAID)

However, as a situation becomes protracted, host communities need additional help in order to continue supporting the displaced. OFDA seeks to balance the needs of the displaced and the host communities. For both populations in Yemen, OFDA supported activities such as distributing goats and hens to provide sources of income; rehabilitating water points to ensure continued access to safe drinking water; and providing free, quality primary and reproductive health care assistance, as well as treatment for acute malnutrition at local health facilities. OFDA's support for host communities in Yemen ensured that they could continue to provide housing and a sense of community to those driven from their homes.

## Haiti

In the weeks following the earthquake that devastated Port-au-Prince, approximately 140,000 families left affected areas to live with family and friends who were not directly impacted by the disaster. The outpouring of hospitality in post-earthquake Haiti flowed through diverse channels—some families opened their homes to relatives and friends in need, others allowed displaced individuals to construct shelters on their land, and many simply supported affected persons living within their communities. Likewise, OFDA's support for host communities in Haiti varied, depending on the situation and where assistance was needed the most.

While hosting provided an immediate shelter option to thousands of Haitian families, it did not come without difficulty. Host families in poverty-stricken Haiti were often unable to meet their own needs, let alone those of others. The strain of supporting additional people threatened the sustainability of hosting in Haiti, jeopardizing the newfound shelter of thousands of people who had already lost their homes to the earthquake. In response to the prolonged displacement of these individuals, OFDA provided tailored support to host families and their displaced guests, including physical home improvements, shelter materials, bedding, kitchen sets, hygiene supplies, cash vouchers, and cash-for-work opportunities. OFDA also supported the construction of transitional shelters on host family land to house displaced Haitians.

Throughout the earthquake response, OFDA recognized that hosting was an effective way to support displaced families while they sought longer-term housing solutions. Many displaced families, in fact, transitioned their hosting

### A Glimpse of Hosting in Liberia

Following intense fighting in Côte d'Ivoire in late 2010 and early 2011, hundreds of thousands of Ivorians fled to surrounding countries. In neighboring Liberia, host families welcomed the displaced into their already crowded homes. At the height of displacement, approximately 90 percent of displaced Ivorians in eastern Liberia resided with host families. Despite the willingness of Liberian communities to accommodate their guests, the needs of the displaced strained the basic resources of host communities.

OFDA recognized both the difficulties of accommodating the displaced and the fact that many Ivorians preferred to stay in host communities rather than move to camps. To ease the strain on host communities, OFDA supported activities that increased the availability of safe drinking water, improved sanitation conditions, and supported local health clinics to treat the increased number of people. OFDA also helped prevent sexual exploitation and GBV, which can increase in conflict-affected, overcrowded, and strained living conditions. By addressing the humanitarian needs of Liberian host communities, OFDA allowed them to continue to support the displaced Ivorians who relied on their hospitality.

Newly arrived Ivorian women and children await registration at a UNHCR reception area in Nimba County, eastern Liberia. (Courtesy of UNHCR/F. Lejeune-Kaba)

arrangement into a permanent housing solution. By the end of FY 2011, an estimated 70 percent of the hosting arrangements supported by OFDA in areas outside Port-au-Prince had evolved into permanent housing, indicating a sustainable solution for earthquake-displaced families.

### OFDA and Hosting Support

OFDA's agile approach to providing assistance adapts to the changing needs of each crisis. Hosting support demonstrates OFDA's commitment to working within the context of a disaster and a culture to determine how best to meet the needs of those affected. OFDA recognizes that local populations are the first people to provide assistance immediately after a disaster, but sometimes they need additional support in order to do so, as their resources are often limited. Furthermore, OFDA has found that supporting hosting arrangements in the short-term has often resulted in the evolution of permanent housing solutions for many displaced families. In pursuit of its mandate to alleviate suffering and save lives, OFDA supports those immediately impacted by disasters and the generous people who host their friends and families—and sometimes even strangers—in the wake of a crisis.

**“OFDA, in its history, has played just a vital role in responding to disasters and really making a difference to the people on the ground.”**

- Bill Frej
*Former USAID Mission Director*

A boy bathes outside his tent—constructed using OFDA-provided plastic sheeting—in the impoverished Cité l'Eternel neighborhood of Port-au-Prince, Haiti. (Courtesy of UNICEF ©UNICEF/NYHQ2010-2459/Marco Dormino)

# PREPARING AND PREVENTING: INVESTING IN A SAFER TOMORROW

## IN THIS SECTION:


Section Overview . . . . . 46

From One American to Another . . . . . 47

A Tragedy Averted: Early Warnings Save Lives in Indonesia . . . . . 48

Preparing for a Catastrophic Earthquake in Nepal . . . . . 51

Harnessing Data to Predict Flash Floods . . . . . 54

Mapping Past Disasters for a Safer Tomorrow in Afghanistan . . . . . 56

Restoring Southern African Grasslands . . . . . 59

OFDA's 2011 DRR Success Story Winners: . . . . . 61

*Zambians Reap the Benefits of Flood Preparedness* . . . . . 61

*Reducing Community Vulnerability: Jamaican Youth Clean Up Kingston* . . . . . 63

A girl prepares to wash dishes outside her family's shelter in the Parc Jean Marie Vincent settlement in Port-au-Prince, Haiti. (Courtesy of UNICEF ©UNICEF/NYHQ2010-0613/Shehzad Noorani)

SAVING LIVES

PREPARING AND PREVENTING: INVESTING IN A SAFER TOMORROW



BRIDGING THE GAP: FROM RELIEF TO RECOVERY



OFDA AT THE FOREFRONT

## PREPARING AND PREVENTING: INVESTING IN A SAFER TOMORROW

To residents of Luzon Island in the Philippines, watching Mt. Pinatubo produce the second-largest volcanic eruption of the 20th century in 1991 may have felt like the end of the world. Yet as the 20th anniversary of the eruption passed this year, historians described the event as a potential tragedy averted, thanks in large part to OFDA-supported early warnings that enabled the evacuation and survival of tens of thousands of people. Establishing volcano assistance teams to help host governments protect communities was one of OFDA's first initiatives in a now decades-long tradition of supporting DRR in disaster-prone areas.

OFDA supports DRR programs that reduce the risk and lessen the impact of disasters by preparing communities before a disaster hits. By establishing early warning networks, training schoolchildren on what to do when an earthquake strikes, or teaching local emergency personnel how to conduct search and rescue, DRR can reduce lives lost during a disaster. Moreover, by incorporating DRR into humanitarian response programs, OFDA is able to save lives and alleviate immediate suffering while simultaneously strengthening communities and families so they do not suffer devastating losses during the next emergency. In the current global context—where unplanned urbanization, population growth, and climate change have placed more people in harm's way—DRR offers a lifeline that helps communities reduce the risks they face and lessen the impact of disasters that do occur.

OFDA's approach to DRR recognizes the central role of national and local entities as disaster managers and seeks to strengthen their ability to respond efficiently and independently, while placing special emphasis on community-based initiatives. When disaster strikes, local people are first on the scene, with affected community members helping neighbors, friends, teachers, and others close to them. With the goal of creating a culture of safety and awareness, OFDA community-level programs incorporate instruction on preparing for a disaster into local school curricula, empower local leaders to develop disaster response plans, teach local masons how to construct buildings in a way that will help them withstand earthquakes, and otherwise directly provide community members with the knowledge and skills needed to prepare for and respond to disasters efficiently, so communities are able to begin recovery activities immediately after an emergency.

When OFDA invests in preparing governments and communities to respond to disasters, we not only reduce the amount of donor funding that will be needed to respond to the next emergency, but we also build more capable host-country counterparts who can manage our assistance in an effective manner. Cost-benefit analyses increasingly show that investments in DRR lead to cost savings of $4 to $7—if not much more—for every $1 spent. Some recent studies have shown savings of more than $20 for every $1 in DRR activities—a critical and sound investment in saving lives.

In addition, when OFDA addresses the underlying causes of disaster impacts, such as lack of knowledge or environmental degradation, we work toward making communities more resilient to the disaster risks they face. By engaging governments, donors, businesses, and civil society, DRR provides a strong tool for safeguarding communities against losing development gains, which occurs if a disaster destroys infrastructure, increases poverty, or eliminates economic opportunities. In combination with development programs and other national and international efforts, DRR helps enable villages, towns, and cities manage the changes that come with disasters without losing pace on the progress they were making before the emergency.

# From One American to Another:

My name is Harlan Hale, and I have the honor to serve as OFDA's principal regional advisor in southern Africa. My relationship with the region began during Mozambique's civil war in 1987, when I helped the Government of Mozambique deliver food aid to close to 2.5 million displaced people. The position combined my academic background in logistics and African history with my personal interest in experiencing the vibrancy of newly independent nations. From 1992–93, I was posted to Zimbabwe to manage a four-country drought relief program.

Returning 10 years later with OFDA, in 2003, I observed that rural families were having a harder time coping with disasters than before. In southern Africa, most rural households depend on rain-fed agriculture. If rains are good, crops grow; if they are insufficient or poorly timed, crops fail. In the time I was away, the situation had deteriorated such that even small droughts resulted in millions of people requiring food aid. This reduced ability to deal with disasters was a result of the combined and cumulative impacts of climate variability, land that had become worse due to poor management, and HIV/AIDS levels. Many households had sold off livestock and other assets over the years to meet food and health care needs. Given that droughts occur every few years in the region, we at OFDA embarked on a program to increase the resilience of drought-prone, food insecure communities throughout the region.

In a context where droughts are frequent and can be devastating, small-scale, community-based irrigation programs can keep water available even when rainfall is poor. In Malawi, we support a consortium of organizations working with communities to construct low-tech, low-cost irrigation systems. Communities provide all the labor and collect available materials, like stone and sand, for construction of small dams to create reservoirs. Using gravity—thus requiring no pumps or recurring costs for fuel—water is channeled into fields that are divided into individual family plots. The enhanced water availability enables communities to produce a second, and third, crop during the dry season. Money that was previously spent to buy basic food during lean times is now being reinvested in education, health care, small livestock, and good quality seeds and fertilizers to improve yields. Beyond crops for food, many communities are harvesting produce they can sell, greatly improving their ability to withstand future droughts by reducing the economic impact of such emergencies.

Harlan Hale

**Principal Regional Advisor**

**Years with OFDA:** 11

**Hometown:** Savannah, Georgia

When visiting these programs, I commonly hear community members speak proudly of accomplishments they've achieved with assistance from the American people. Their only request is that we remember other communities in the country that could benefit from similar assistance; they want nothing more for themselves. The difference small-scale irrigation has made in such a short time is truly gratifying. OFDA's support and the good work of our partners have made these communities more resilient and better able to manage future risks. They are very proud of the fact that they no longer need food aid or emergency relief and can stand on their own. We, all the American people, can share in their pride.

## A TRAGEDY AVERTED: EARLY WARNINGS SAVE LIVES IN INDONESIA

*By Alyssa Smith*

Mt. Merapi—Indonesia's "Mountain of Fire"—looms over the heavily populated city of Yogyakarta. One of the world's most active volcanoes, Mt. Merapi began erupting on October 26, 2010, producing the volcano's largest eruptions in more than 100 years. As the explosive events continued, searing hot gas clouds engulfed communities that sat in Mt. Merapi's shadow and blanketed them with volcanic ash. The eruptions spewed gas and ash into the air while pyroclastic flows—extremely hot, fast-moving currents of gas and debris—sped down Mt. Merapi's slopes. The flows traveled up to 11 miles from the volcano's summit, incinerating houses and fields in their path. While the eruptions left serious damage in their wake, early warnings from the Government of Indonesia (GoI) and OFDA-supported USGS volcanologists averted widespread tragedy by saving thousands of lives.

With more than 3 million people living within 6 miles of active volcanoes, Indonesia has the world's largest population at risk from volcanic hazards. In order to reduce the risks for these vulnerable people, the Volcano Disaster Assistance Program (VDAP)—a volcano hazard reduction initiative funded by OFDA and implemented by USGS—has worked closely with the GoI Center for Volcanology and Geological Hazard Mitigation (CVGHM) for several years, providing monitoring equipment and training to Indonesian geologists to prepare for and respond to volcanic events.

While Mt. Merapi has erupted regularly for hundreds of years, the monitoring equipment and training provided by VDAP helped scientists at CVGHM recognize early warning signs of impending large-scale, explosive eruptions in October 2010. Alerted by volcano-related seismic activity, growth of a lava dome at the volcano's summit, and other indicators that gas-rich magma was ascending quickly to the volcano's surface, CVGHM notified Indonesian disaster management officials of a potential crisis and requested VDAP assistance.

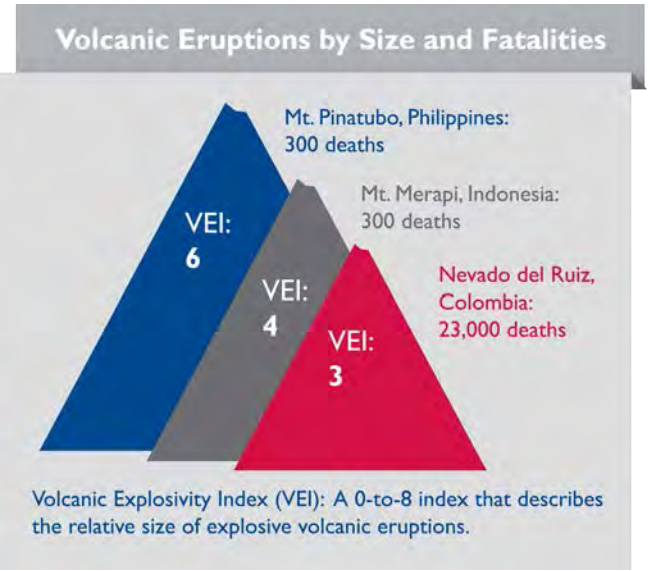
In response, VDAP immediately started monitoring events at Mt. Merapi remotely from the USGS Cascades Volcano Observatory in Washington State. VDAP continuously analyzed seismic and satellite data and updated CVGHM on their findings around the clock. In addition, at the

Two observers from CVGHM climb a radio mast to service antennas used to receive seismic data during the October–November 2010 eruptions of Mt. Merapi volcano. (Courtesy of CVGHM)

request of the GoI, a three-person VDAP team deployed to Yogyakarta city to provide on-site support to CVGHM in assessing hazards and forecasting eruptions. CVGHM's eruption predictions enabled the GoI to provide warnings to populations living near the volcano, leading to the timely evacuation of thousands of people. Utilizing data from radar sensors that could penetrate rain and ash clouds, VDAP relayed information to CVGHM that informed decisions on the appropriate extent of evacuation zones. Although Mt. Merapi's eruptions resulted in at least 300 deaths, destroyed approximately 2,000 homes, and displaced more than 300,000 people, early warnings and evacuation measures are credited with saving approximately 10,000 lives.

VDAP's response to the 2010 Mt. Merapi eruptions is a landmark success in mitigating the impact of volcanic eruptions. The success of the response becomes apparent when compared to the less powerful 1985 eruption of Colombia's Nevado del Ruiz Volcano, which caused

23,000 deaths due to a lack of warning for nearby communities. The tragic event prompted OFDA and USGS to establish VDAP, forming the world's only international rapid response volcano crisis team. Many active volcanoes are not continuously monitored, creating the need for a mobile crisis-response unit that can move quickly when a volcano becomes restless, particularly in countries where the scope of the potential disaster overwhelms local capacity. To meet this need, VDAP scientists deploy at the request of host governments and use mobile volcano-monitoring equipment to help their counterparts quickly assess hazards and generate eruption forecasts. VDAP also donates monitoring equipment to local volcano observatory staff, helps its counterparts develop early warning plans, and conducts technology and hazard assessment trainings for national volcano-monitoring organizations.




The large Mt. Pinatubo and Mt. Merapi eruptions that occurred after the moderate-sized Nevado del Ruiz eruption had much smaller impacts, due in part to assistance provided by VDAP.

This year marks the 20th anniversary of VDAP's most successful response to date. The 1991 eruption of Mt. Pinatubo in the Philippines validated the program as a critical hazard-reduction initiative. Observing warning signs from the volcano in March and April 1991, the Philippine Institute of Volcanology and Seismology (PHIVOLCS) requested assistance from VDAP. In response, VDAP deployed a team of experts. Installing volcano monitoring equipment, researching Mt. Pinatubo's eruptive history, mapping previous eruption deposits, and analyzing data enabled a joint PHIVOLCS–VDAP team to forecast an imminent, large eruption; identify hazardous areas; and formulate a response plan. Spurred by their findings, the team issued warnings to Filipino and American officials and to communities in danger, alerting them to the impending eruption. More than 75,000 people evacuated the area surrounding Mt. Pinatubo ahead of the June 15, 1991, eruption, including an estimated 15,000 U.S. military personnel and their families. While the eruption of Mt. Pinatubo devastated much of the surrounding landscape, displaced thousands of people, and resulted in at least

**Since its inception in 1986, VDAP has responded to volcano crises across the world.**

300 deaths, the PHIVOLCS–VDAP team's early actions saved thousands of lives.

Since VDAP's inception, OFDA has provided more than $20 million in support of the program, including more than $1.6 million in FY 2011. To date, VDAP has responded to 26 major crises throughout the world and has worked to build volcano-monitoring capacity in 12 countries, including Indonesia. VDAP assistance has helped save tens of thousands of lives, as well as several hundred million dollars in property damages. At Mt. Merapi, Mt. Pinatubo, and elsewhere, VDAP's success in helping local governments reduce loss of life and the economic impact of disasters—two key elements of OFDA's mandate—underscores the value of preparing for and mitigating the impacts of volcanic eruptions.

Two men stand in front of a house covered by volcanic ash following the October 2010 eruption of Mt. Merapi near Yogyakarta city in Indonesia's Central Java Province. (Photo by Courtney Brown/USAID)

**Reducing Risks from Earthquakes: Earthquake Disaster Assistance Team**

Unlike volcanic eruptions, earthquakes cannot be predicted. These seismic events—as well as the tsunamis, fires, and landslides that can occur in their wake—can devastate communities in a matter of seconds. However, proper efforts to prepare for and mitigate the impact of earthquakes can reduce loss of life and lessen their economic impact. In addition to VDAP, OFDA and USGS have formed another important partnership—the Earthquake Disaster Assistance Teams (EDATs), which help mitigate earthquake-related risks.

EDAT scientists provide rapid earthquake-related assistance, supporting geological agencies around the world to assess local geology and its effects on the impacts of earthquakes. EDAT members also train and advise local staff on seismic monitoring and improving seismic hazard assessments to reduce the impact of future quakes.

In FY 2011, an EDAT continued to respond to the effects of Haiti's devastating 2010 earthquake. The EDAT developed urban hazard maps that depict seismic hazards on a local scale, guiding reconstruction efforts to help Haiti rebuild more safely. The EDAT also collected data to assess Haiti's seismic hazards and collaborated with Haitian agencies to establish a permanent seismic monitoring network to provide information on the size and location of Haiti's earthquakes. Collecting information and establishing a record of seismic activity helps scientists understand where earthquakes in Haiti might occur in the future. Through support of such preparedness efforts, EDAT's actions in Haiti and other locations, such as Indonesia, Malawi, and China, help protect communities from the impacts of potential disasters.

## PREPARING FOR A CATASTROPHIC EARTHQUAKE IN NEPAL

*By John Arnold and Erin Magee*

Laid across the face of the Himalayas, Nepal contends with multiple natural hazards, including floods, droughts, landslides, and avalanches. It is the proverbial "big one," however, that scientists and Nepal's 28 million inhabitants fear: an earthquake affecting Nepal's urban centers that would eclipse those of recent memory. Seismologists anticipate that Nepal's capital city of Kathmandu, which has not felt the effects of a major earthquake in more than 75 years, is at risk of experiencing an earthquake of magnitude 8.0 or greater—at least 32 times more powerful than the 2010 earthquake that killed 316,000 people in Haiti.

### DRR's Origins in Nepal

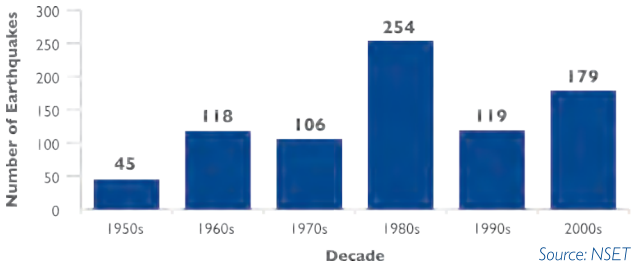
In the early 2000s, OFDA launched a pilot DRR project in Nepal known as Total Disaster Risk Management (TDRM), which was implemented through OCHA. TDRM has since formed the basis for OFDA's DRR programs in Asia.

In addition to TDRM, a number of DRR programs that started in Nepal have gone global. Two such programs are the Hospital Emergency Response Program, which promotes structural and non-structural improvements to hospital facilities while providing training for hospital staff to prepare for and respond to mass casualty events, and the School Earthquake Safety Program, which retrofits public schools while simultaneously training masons in best practices to increase earthquake resistance. The school safety program also promotes an earthquake awareness and response campaign targeting teachers, students, and communities.

In recognition of the country's vulnerabilities, particularly those associated with earthquakes, OFDA has prioritized DRR and preparedness programs in Nepal for more than a decade. In that time, OFDA has designed, developed, and implemented innovative DRR approaches in Nepal that now serve as models for neighboring countries and others worldwide.

Even so, lessons learned from the earthquake in Haiti made DRR professionals revisit Nepal's level of preparedness for a major earthquake. Like Haiti, Nepal is situated in a seismic zone that is capable of generating catastrophic earthquakes, and like Port-au-Prince, Kathmandu has experienced rapid urban development and a multiplication of buildings too weak to withstand a powerful quake—a lethal combination.

**Number of Earthquakes in Nepal by Decade, 1950s-2000s**




*Source: NSET*

In 2011, OFDA enhanced its DRR programming in Nepal in three primary ways. OFDA placed particular emphasis on strengthening support for NGOs that work to mitigate risks and improve earthquake preparedness. OFDA also piloted a unique public-private partnership program that seeks to demonstrate the benefits of DRR to businesses and create a commercial demand for preparedness measures, such as retrofitting buildings. Recognizing that the task of preparing for a massive natural hazard is beyond the capacity of any one organization, OFDA also partnered with agencies from across the USG, as well as with the Government of Nepal and the international community, to draw from the strengths of many different agencies to make a lasting difference for the people of Nepal.

### Fostering a World Class NGO

One of OFDA's most enduring partnerships in Asia has been with the Kathmandu-based National Society for Earthquake Technology (NSET). Established in 1993, NSET's mission is to reduce risks associated with earthquakes in Nepal. OFDA's partnership with NSET originated in 1997, when OFDA began funding programs to enhance NSET's capacity to raise awareness regarding the impact of earthquakes, particularly in the Kathmandu Valley. Since 1997, OFDA has provided more than $8 million for DRR activities in Nepal through NSET. In fact, the NGO now numbers among the world's leading organizations on earthquake preparedness and mitigation.

An NSET pamphlet with instructions for earthquake-resistant brick masonry building construction. (Source: NSET)

One of the most robust programs OFDA has sponsored through NSET is the Nepal Earthquake Risk Management Program. This program has improved the seismic safety of public schools, hospitals, residences, and other structures in the Kathmandu Valley by encouraging the use of appropriate construction methods. Through this program with NSET, OFDA also trains engineers and masons on proper building techniques and conducts complimentary workshops, seminars, and conferences on earthquake safety. Due to such accomplishments, OFDA renewed the program for an additional three years in 2011. The second, three-year phase of the program will coordinate long-term earthquake risk reduction planning among numerous and disparate governmental and non-governmental entities. NSET will also continue to increase earthquake awareness and preparedness through media campaigns, publications, and training programs for citizens and government officials alike.

## Strengthening Public-Private Partnerships

According to studies by the U.N., substandard building construction will likely be the leading cause of deaths when an earthquake strikes Kathmandu. In 2010, NSET estimated that an earthquake similar to the one that struck the Kathmandu Valley in 1934 would damage or destroy 60 percent of existing structures in the capital city.

Earthquake-resistant construction technology exists in Nepal, and a National Building Code mandates the use of seismic risk reduction measures. However, inadequate implementation of the code—partly due to lack of awareness and knowledge among the general public on what constitutes a safely built structure—continues to result in daily violations. With an estimated 10,000 new buildings constructed in the Kathmandu Valley each year, these infractions remain at the heart of Kathmandu's vulnerability.

Having been active in Nepal for decades, OFDA recognized that the private sector possessed great potential to contribute to earthquake risk reduction. In 2011, OFDA turned to NSET to help launch a new DRR initiative to foster and strengthen public-private partnerships focused on earthquake risk management. Through dialogue with business leaders, the initiative engages private sector entities that were previously left out of the DRR discourse, including businesses, developers, material suppliers, and manufacturers. By incorporating the private sector, the initiative seeks to increase awareness and overall demand for DRR in Nepal, including through the enforcement of building codes.

From a hilltop, the Swayambu Temple overlooks Nepal's capital city of Kathmandu. (Photo by Rob Friedman/USAID)

## Whole-of-Government DRR

The high level of risk in Kathmandu and threat of an imminent earthquake have also encouraged innovative thinking within the USG. Since arriving in Kathmandu in 2010, U.S. Ambassador to Nepal Scott H. Delisi has made earthquake preparedness a top priority, promoting a whole-of-government approach to meeting the many challenges faced by Nepal's population.

Following months of preparation, in September 2011, representatives from OFDA, other offices within USAID, State, DoD, and the Government of Nepal conducted a countrywide, multi-hazard assessment. During the three-week assessment, eight teams traveled across the country to conduct interviews with a wide array of relevant individuals and organizations, including NGOs, municipal authorities, community members, private sector representatives, media groups, and security forces.

### 2011 Nepal Assessment Objectives

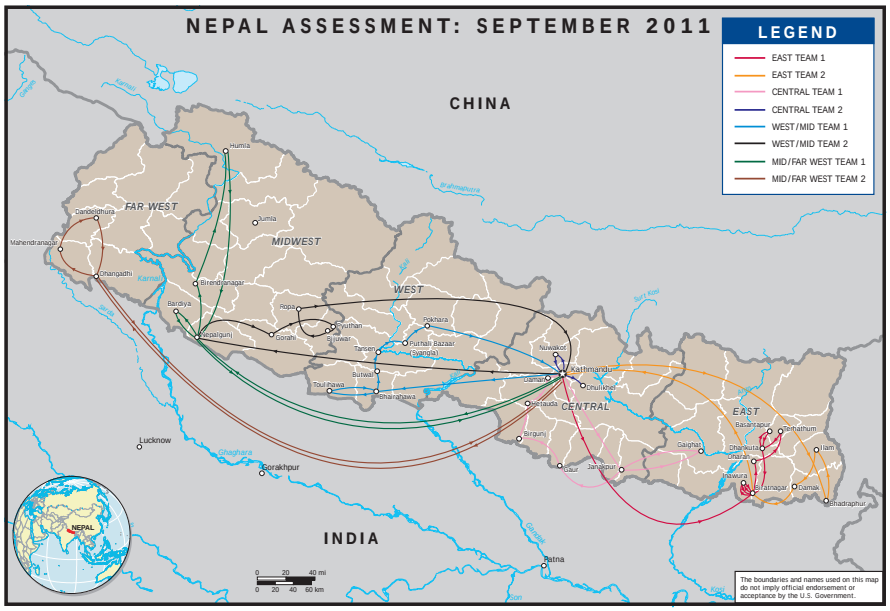
- ✓ Identify Nepal's vulnerability to hazards
- ✓ Document local and national DRR response capacity and plans
- ✓ Identify systematic impediments to DRR
- ✓ Analyze gaps and identify opportunities for USG engagement
- ✓ Determine how to mainstream DRR initiatives into current and planned USG-funded development programs

Armed with assessment findings, the USG formulated a five-year, comprehensive DRR strategy for Nepal that encompasses all USG assistance in the country. The strategy identifies clear objectives for USG-funded DRR activities in Nepal, with a particular emphasis on increasing the Government of Nepal's ability to respond to, prepare for, and mitigate the impact of disasters. Upon full implementation, activities initiated under the strategy could include training for first responders, strengthening of early warning systems, and assistance for government agencies to build DRR priorities into budgets and plans. The strategy also establishes indicators and goals to allow the USG to measure and evaluate performance and outcomes.

A team member conducts interviews as part of a countrywide, multi-hazard assessment of Nepal. (Photo by Judith Dunbar/USAID)

## Looking Ahead

Earthquakes have devastated Kathmandu several times in the past, with the last event in 1934 flattening homes and killing more than 10,000 people. Due to the population increase in Kathmandu since the 1934 earthquake, many more lives could potentially be lost during a similar-sized earthquake today. While future earthquakes cannot be predicted or prevented, OFDA strives to minimize the loss of life in the years ahead. Moving forward, USG risk reduction efforts will continue to build upon more than a decade of OFDA DRR work in Nepal, while incorporating established practices with novel approaches that will collectively work to make a lasting difference.



## HARNESSING DATA TO PREDICT FLASH FLOODS

*By Galen Tan*

Swelling under relentless monsoon rains, the Kandia River in the Khyber-Pakhtunkhwa Province of Pakistan burst its banks in August 2011. The surging waters wiped out the village of Richow, sweeping away at least 25 houses and killing more than 33 people in a matter of hours while leaving the rest of the district untouched.

### A Destructive Force

While often localized, flash floods—distinguishable from regular floods by their rapid onset of less than six hours—can be extremely destructive. When a significant amount of rain falls in a short period of time, often too quickly for the soil to absorb, the runoff overflows riverbanks and streams, swelling with debris carried along by the water, rapidly rushing downhill, and pooling in low-lying areas. The resulting wall of water crashes through towns and villages, devastating everything in its path with little or no warning and leaving extensive destruction in its wake. The power of flash floods can roll boulders, tear out trees, destroy buildings and bridges, and trigger catastrophic landslides, causing millions of dollars' worth of damage. People are often caught by surprise by the fast-moving floods. In fact, flash floods kill over 5,000 people every year, according to the U.N. World Meteorological Organization (WMO).

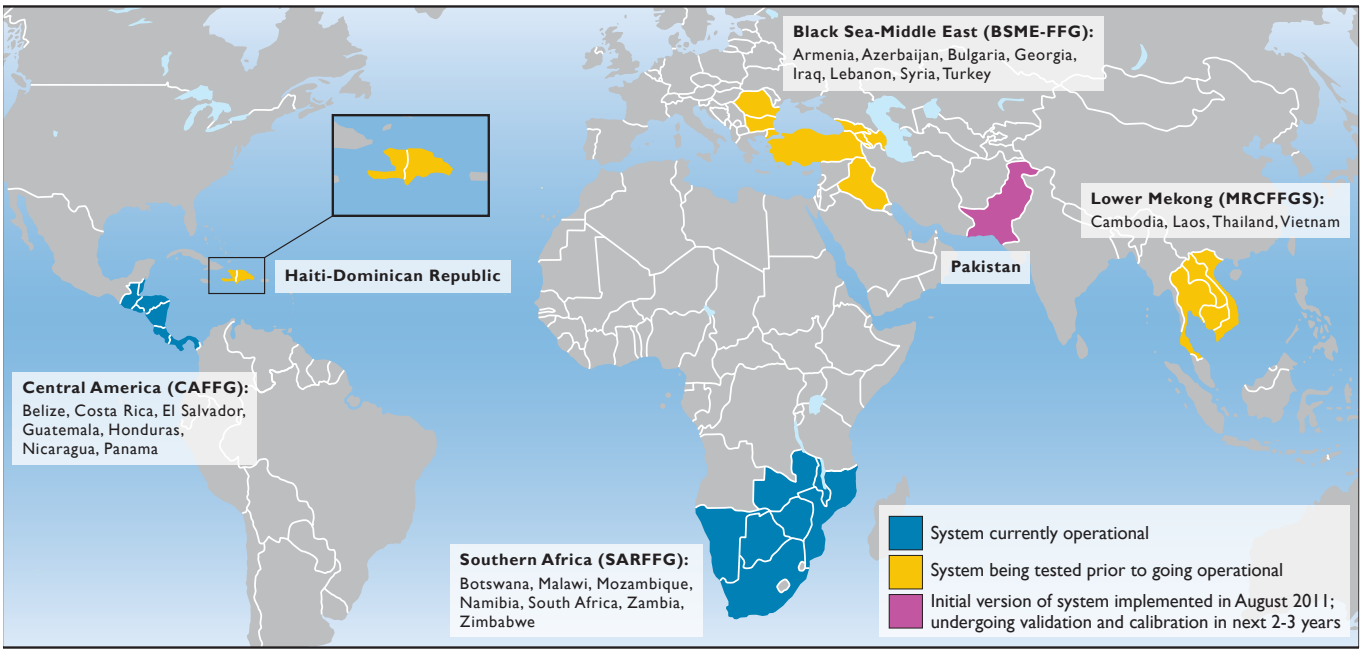
### A Flash Flood Guidance System

While most flash floods can be predicted, many countries around the globe lack the resources and technical capabilities to monitor the floods, warn their citizens about this relentless and unforgiving hazard before it occurs, or respond to the ensuing devastation. With the right resources and capabilities, people can take action and evacuate before the flooding begins. To help save lives and livelihoods, as well as reduce the economic destruction caused by flash floods, OFDA invested $675,000 in the Global Flash Flood Guidance System—implemented by WMO, the National Oceanic and Atmospheric Administration, the Hydrological Research Center, and participating national meteorological and hydrological agencies—in FY 2011. Since 2008, OFDA has invested a total of $1.8 million in the flash flood guidance system.

*"[Information from the Central America Flash Flood Guidance (CAFFG) System] saved many lives; the situation could have been worse if warnings were not given in advance to the affected communities."*

*— CAFFG user, Guatemala*

## OFDA-FUNDED GLOBAL FLASH FLOOD GUIDANCE SYSTEM



**Number of Reported Disasters per Year by Disaster Type**

The number of hydrometeorological disasters, such as flash floods, has risen steeply since the 1950s as a result of many factors, including climate change, population growth, and environmental degradation.
*(Source: EM–DAT: The OFDA/CRED International Disaster Database, www.emdat.be, Université Catholique de Louvain, Brussels, Belgium)*

Through the use of technology, the early warning system collates ground observations, radar, satellite, and historical information on factors that determine flash flood potential, such as rainfall forecasts, topographic and land use characteristics, and moisture absorption rates of soil. With little more than a computer and an Internet connection, local authorities can assess, detect, and disseminate reliable information on possible flash floods. The program emphasizes building the capacity of national authorities, fostering cooperation between different responders throughout a region by supporting information and expertise exchanges, and uniting participants over the common cause of forestalling disaster.

## Keeping More People Safe

The global flash flood system works. In 2011, the system was used to accurately and quickly predict flash flood potential in Central America, thereby allowing response personnel to properly warn the public. Although difficult to determine the exact number, the system saved lives as people were given enough notice to move out of harm's way. When Hurricane Tomas threatened the western coast of Haiti in November 2010, the early warning system was used to issue two 36-hour lead time flash flood threat warnings. In preparation for Hurricane Tomas, OFDA and other responders monitored the hurricane in real-time through the system. The flash flood guidance system helped them determine when to scale down preparedness efforts, ultimately saving both time and resources.

Hydrometeorological disasters—such as flash floods—are expected to continue to rise, as has been happening in the past several decades. This is a dire forecast for vulnerable communities, as the immediate devastation caused by flash floods is often only the beginning of their suffering. Washed-out roads and bridges leave people stranded and cut off from life-sustaining resources, such as markets, hospitals, and other basic services. Flash floods also destroy and contaminate wells and reservoirs, spawning waterborne diseases that linger and kill long after the floods are gone.

By preventing death and destruction through early warning systems, OFDA stays true to its mission of saving lives and alleviating suffering, while also reducing the costs of cleaning up the aftermath. Through supporting initiatives like the Global Flash Flood Guidance System, OFDA builds resilience and strengthens the capacity of local communities and governments to prepare for and reduce the impact of these threats, keeping more people safe.

A boy looks out on floods near Colombia's Atlantic coast. In FY 2011, OFDA provided $300,000 to the Colombian Red Cross Society for the local purchase and distribution of relief supplies. (Courtesy of the Colombian Red Cross Society)

## MAPPING PAST DISASTERS FOR A SAFER TOMORROW IN AFGHANISTAN

*By Fiona Baker*

Disasters are an inherent yet erratic part of life in Afghanistan. Each year, approximately 400,000 people are affected by natural disasters, although disaster types, locations, and impact vary considerably. Accordingly, OFDA has made disaster preparedness and mitigation a focus in Afghanistan, supplementing annual disaster responses with DRR programs. OFDA's programs put communities at the forefront of mapping hazards, developing disaster action plans, and protecting livelihoods.

### Hazards in Afghanistan

Due to the combination of geographic risk and political instability in Afghanistan, OFDA recognizes the importance of—and invests in—capacity building for vulnerable communities and the civil society organizations that serve them. Nationwide, more than 2.7 million Afghans reside in areas prone to drought, approximately 1 million live in heavily seismically active areas, and nearly all of Afghanistan's population lives in areas prone to flooding. Limited government response capacity and extreme poverty compound exposure and vulnerability to natural hazards. Without the resources to take basic preparedness measures or replace assets destroyed in a natural disaster, many Afghans are exceedingly vulnerable to even moderate shocks. A series of flash floods, for instance, has the potential to wipe out valuable farmland and sicken livestock, disrupting the local economy and exacerbating food shortages—as was the case in many parts of southeastern Afghanistan in August 2011. Likewise, the impact of longstanding drought in northern Afghanistan prompted approximately 18,000 people to abandon their homes in the summer of 2011. In 2010, Afghanistan experienced severe flooding, leading to the displacement of more than 220,000 people—roughly the same number of Afghans displaced by conflict and insecurity at the time. The effects of a major earthquake, particularly if it occurred in one of the many remote areas of northern Afghanistan that are inaccessible during the winter, could be similarly catastrophic.

The risks associated with the host of disasters that affect Afghanistan are well known. OFDA aims to ensure that the strategies used to anticipate, prepare for, and respond to these hazards are just as familiar to affected populations. In addition, OFDA and its partners aim to ensure that all DRR programs take into account the different vulnerabilities and capacities of men, women, girls, and boys.

### Leveraging Community Skills to Build a Culture of Risk Reduction

Through partner NGOs, OFDA works with communities, local NGOs, and government authorities in hazard-prone areas to help them mitigate and prepare for disasters, leveraging local knowledge and skills. For example, OFDA, through its partners, trains and establishes local emergency response teams—made up of both women and men from the community—that map natural hazards that have affected their village. Community members provide information on the location of vulnerable populations, natural resources, and social service facilities, such as hospitals. In addition, OFDA partners provide historical earthquake information from national and provincial earthquake databases to the mapping teams. The resulting comprehensive hazard maps that overlay all of this information establish the nature, scope, and potential impact of natural hazards on residents' property and livelihoods and inform local emergency preparedness plans, including those for safe evacuation routes and gathering points. The maps are posted in central locations, such as on the walls of mosques and meeting areas, so that all community members become familiar with their villages' hazard risks and emergency plans, making them safer in case of disaster.

Hazard mapping can also help communities identify and prioritize needs for additional local disaster preparedness activities. Based on the information contained in locally developed hazard maps, communities have implemented mitigation projects, including the repair of evacuation routes, the renovation of drainage systems, and the establishment of community-based early warning systems.

For areas in Afghanistan that are prone to flooding, OFDA implements a low-cost, community-led river and flood monitoring system through partner SC/US. The program includes training for community members on monitoring cloud formations that may cause rainfall, the use of simple rods to monitor water levels in small rivers, and how to analyze the collected data as early warning indicators. The tools used in the program are easy to employ and replicate, ensuring that communities can continue conducting DRR activities without outside assistance. Trained community members collect data on weather and other relevant indicators on a daily basis and share it with the wider community, as well as the

local government and NGOs. Flood monitors are also provided with basic emergency supplies and loudspeakers to warn the community of imminent danger, ensuring that people have more time to flee to safety and that supplies can be distributed immediately after a disaster.

### Distributing Life-Saving Emergency Supplies through Local Agencies

While mitigation and preparedness activities help lessen the impact of disasters such as floods and earthquakes, the probability of a large-scale event in Afghanistan remains very high. Bearing this in mind, OFDA has established warehouses throughout the country containing large quantities of relief commodities, such as blankets and shelter materials, which can be rapidly distributed to affected populations in the event of an uptick in humanitarian needs, whether from natural disasters or conflict. These emergency stockpiles enable OFDA partners to quickly and effectively respond to small-, medium-, and large-scale disasters throughout the country.

In addition, OFDA has supported emergency logistics training for local NGOs and national- and provincial-level government officials operating in at-risk areas. Training has included courses in effective relief supply procurement, warehousing, and distribution, as well as quality control and coordination, ensuring that emergency supplies are distributed efficiently and equitably. OFDA partners also build local capacity by including Afghan NGO staff in emergency response teams and providing local organizations with hands-on experience in emergency supply distribution and other response activities. OFDA emergency response capacity building has already begun to pay off, as local agencies have started to take leadership roles in disaster preparedness and response.

### Addressing the Impact of Disasters on Afghan Livelihoods

In the wake of a natural disaster, communities' resources often diminish, leaving residents with little choice but to liquidate their already limited assets or seek employment elsewhere. The impact of floods and drought can be particularly severe on rural households, which rely on crop and livestock production for survival. The effect on income and assets often endures long after floodwaters have receded or drought conditions have abated.

## 5 Steps to Creating a Community Hazard Map

**Step 1:** Members of the community identify and categorize local hazards according to frequency, seasonality, geographic location, and presence of early warning indicators. Community members also discuss local understanding of common disasters.

**Step 2:** Members of the community map the location of the hazards identified in Step 1, as well as pockets of community vulnerability, natural resources, and emergency response points. Relief partners may introduce historical seismic data, if available.

**Step 3:** Members of the community analyze the hazards from Step 1 as they relate to gender and the particular needs of children, the elderly, and the physically disabled. The community also determines the possible negative impact of future disasters on the health and economy of the community at large.

**Step 4:** The community uses hazards maps to design and implement early warning mechanisms such as water-level monitoring in flood-prone areas, cross-community alert mechanisms in landslide-prone areas, or mass communication tools to alert residents of imminent danger.

**Step 5:** The community shares the hazard maps and vulnerability assessments with the wider community, as well as district and national authorities, to inform broader DRR measures.

To mitigate a disaster's impact on local economies and livelihoods, OFDA supports programs that couple preparedness activities with livelihoods interventions for particularly vulnerable households, including those headed by women or children, or those with elderly or disabled family members. Through IRC, for example, OFDA provided flood- and drought-affected communities in eastern Afghanistan with temporary employment rehabilitating roads, thus facilitating market access while infusing cash into the local economy.

### Investing in DRR

Recognizing Afghanistan's significant vulnerability and exposure to natural hazards due to climate and weather extremes, seismicity, and political instability, OFDA has invested in both DRR and disaster response interventions throughout the country. Whenever possible, OFDA programs are implemented in a way that increases the capacity of local agencies and community members to take the initiative to conduct emergency preparedness and response activities on their own. This approach has been particularly helpful in the many remote beneficiary communities throughout Afghanistan that have both limited accessibility and acute vulnerability.

OFDA programs help Afghan communities prepare for a myriad of disasters, including severe winter weather and avalanches. (Courtesy of CRS)

## RESTORING SOUTHERN AFRICAN GRASSLANDS

*By Helen Ho*

In southern Africa, cyclical weather shocks, such as droughts and floods, are a primary risk to livelihoods. The majority of people—as much as 90 percent of the population by some accounts—are farmers with small plots of land who depend almost entirely on food grown during the rainy season and money earned from raising small animals. Thus, when insufficient rains fall or the soil deteriorates from overuse, these farmers and their families are unable to grow enough food to feed themselves or their animals.

To help keep food on people's plates, OFDA has been a major supporter of holistic land and livestock management (HLLM), a practice that enhances and restores the health, productivity, and profitability of farmland and pastures by re-establishing the balance between plant growth, soil health, and animals.

HLLM uses livestock to mimic the role that wild herbivores once played in maintaining ecosystem health on the grasslands of southern Africa, allowing the soil to better absorb and retain water. Healthier soil is less prone to erosion, decreasing the risk of flooding and allowing the land to support larger herds without environmental degradation.

### Land Regeneration—One *Kraal* at a Time

Since 2005, OFDA has partnered with the Africa Centre for Holistic Management (ACHM) to implement HLLM throughout southern Africa.

Cattle, goats, and sheep graze together on Dimbangombe Ranch, ACHM's research and training facility in western Zimbabwe. (Photo by Helen Ho/USAID)

**Benefits of HLLM**

*For Farmers*

- Agricultural yields are greatly increased.
- Little to no plowing or tilling is required to prepare crop fields for planting.
- Nutrients, including mineral-rich urine, are applied automatically, and the effect of the treated soil lasts into the next growing season.

*For the Environment*

- Land regenerates and desertification reverses.
- Risk of erosion and flooding diminishes.
- The land is able to support larger herds without environmental degredation.

ACHM works with villages in southwestern Zimbabwe to apply HLLM on a small scale. Participating communities develop managed grazing plans, whereby residents agree to graze all animals within the community in designated areas during the day. The animals graze no longer than three days in any one area and will not return to the same area again for at least three months, giving the plants time to recover and regrow between grazings to maximize forage production.

Each night, farmers gather their animals in *kraals,* or enclosures, which concentrate manure and urine in crop fields or other spots that need intensive regeneration. Deposited manure and urine—combined with the loosening of soil from the animals' hooves—opens the earth to let in more water and encourage seeds to grow. When farmers care for land this way between growing seasons, cropland yields approximately three to five times the amount of maize produced in non-treated fields, according to preliminary ACHM observations. The use of *kraals* also reduces the amount of labor necessary to upkeep the fields, as farmers can move the *kraals* over their plots of land every week or two and no longer need to till fields or spread fertilizer.

With OFDA support, ACHM works to increase awareness and adoption of HLLM methods among national government officials, ranchers' associations, and other interested parties in several southern African countries, including Botswana, Namibia, South Africa, and Zambia. ACHM also trains NGO staff working with agro-pastoralists, who

A Zambian farmer stands near a *kraal*, where his cattle are gathered. The land in the foreground has been treated by the animals and is ready for planting. (Photo by Helen Ho/USAID)

subsequently train additional communities in HLLM, so that the methodology can reach a wider audience. Participating villages serve as living laboratories, giving HLLM researchers and students a chance to see in person the challenges of HLLM—such as the difficulty in getting an entire village to commit to a managed grazing plan—and the innovative solutions that may be possible. To date, tens of thousands of people in southern Africa have learned and are employing HLLM techniques to improve the productivity and profitability of their land.

### Bringing Back the Rivers: HLLM on the Larger Scale

At its research and training facility on the Dimbangombe Ranch in western Zimbabwe, ACHM staff have been implementing and testing HLLM strategies for years, leading to dramatic changes to the ranchlands. The restoration of the Dimbangombe River, which runs through the ranch, is a sign of the land regeneration possible throughout the entire region. Previously, elephants gathered at watering points known as the Elephant Pools. These spring-fed pools located at the head of the Dimbangombe River used to be the only source of water on the ranch that lasted through the dry season. Now, the land is recovering, in part due to the HLLM practices employed on the ranch, and the wandering elephants no longer need to travel all the way to the Elephant Pools for a drink of water. Even late in the dry season, water is available to the elephants and other wildlife nearly a mile before the pools.

In some communities that began practicing HLLM in the past year, villagers are already talking about how ground cover is reappearing. Since cattle and small animals are herded to specific areas for grazing, they do not roam freely, consuming every blade of grass. As a result, grass is growing again around homes and along roads, marking a departure from the dry, packed red dirt that existed there before. Undoubtedly, these villages are experiencing the beginnings of environmental restoration, which will make the land more able to withstand poor rainfall and other shocks. By supporting HLLM, OFDA is empowering vulnerable communities in southern Africa to better prepare themselves in the face of recurrent weather shocks and avert potential disaster. In future years, even if the rains are inadequate or erratic, fewer people will be without food and require outside assistance—because their healthier, more productive land will provide enough food for them and their animals.

On this commercial ranch in South Africa, the land visible to the left of the fence—where grasses, wildflowers, and other plants are flourishing—is managed using HLLM. (Courtesy of ACHM)

## ZAMBIANS REAP THE BENEFITS OF FLOOD PREPAREDNESS*

*By Karey Haywood*

For centuries, annual flooding from the Zambezi—Africa's fourth longest river, which travels through six countries in southern Africa and stretches for 2,200 miles—has nourished crops and maintained fish populations, sustaining the residents of its basin. For countless generations, river communities along the Zambezi have coped with seasonal flooding by creating traditional warning systems. However, in recent decades, changes in land use and water release patterns, as well as environmental degradation, have resulted in irregular, more intense, and less predictable flooding. Now, the same waters that sustain the community can also wash away its lives and livelihoods.

To help those along the Zambezi mitigate the river's risks while reaping its rewards, OFDA launched a community-led program aimed at enabling farmers and fishermen to bring predictability back to their lives and preserve the natural resources that enable them to meet their basic needs. The program was implemented in partnership with Concern.

Recognizing the important role that communities play in reducing their own risks, OFDA and Concern joined with 90 Zambian communities in 2009 and 2010 to plan and carry out DRR activities. Through the program, OFDA helped pre-existing local disaster management committees conduct trainings that taught more than 1,200 participants—of whom nearly 40 percent were women—how to prepare for and reduce the risk of disasters, including flooding.

### Clearing the Path

In Zambia's Western Province, an extensive network of canals is used to manage the river's flow. Over the years, debris has clogged the canals, blocking the easy movement of water through farmland and often resulting in destructive flash flooding in agricultural areas. Since the majority of residents who live along the river bank rely on their crops for food and income, unpredictable flooding has left many of them unable to meet their basic needs. The water sometimes inundates the crops before they can be harvested, a devastating loss for these farmers.

*" I have learned how to make the most of my land. Before the training that we received from Concern, I did not know that it was actually possible to do farming throughout the year… but now I even grow and supply fresh maize and tomatoes in the winter."*

*— Wamunyima Iluya, program participant*

Once communities identified that debris clogging the canals was contributing to floods, OFDA provided them with canal-clearing tools. Using the new equipment, individuals cleared more than 850 miles of canal, allowing water to flow downstream properly and Zambezi River basin inhabitants to reclaim land—previously unused due to flooding—for planting crops. With the knowledge and tools OFDA provided, community members can continue clearing the canals and controlling floods in the future.

### Growing Sustainable Livelihoods

Building on the benefits of increased farmland and crop production, OFDA helped program participants improve the quality of their soil and utilize water resources more effectively. In addition, OFDA and Concern distributed grain, vegetable seeds, and farming tools.

By early 2010, these activities allowed farmers to produce enough food to sustain themselves for five months—three more months than before the program was implemented. Farming communities also reported that, with the new rice planting methods they learned, they were able to use less

The average plot size of a farmer's land increased by 50 percent as a result of less flooding.

*In FY 2011, OFDA recognized this Concern program as one of two DRR success story winners for excellence and learning in DRR.

Due to canal clearing and reduced flooding, the average maize yield more than tripled in the flood plains.

seed and produce the same amount of rice. Furthermore, increased vegetable production resulted in larger quantities of produce to sell and more household income, which the farmers used to purchase additional seeds and hire labor. More crops also allowed farmers to save some of their seeds for the next planting season.

Fishing, also an important source of income for many people in Western Province, is permitted in the Zambezi River between March and November. In the past, many communities in the floodplain disregarded the legal fishing season and used destructive fishing methods, reducing the number of fish available in the river. In response, OFDA constructed nearly 180 fish ponds through Concern and supplied fish for these ponds, allowing for year-round fish breeding. Through this project, OFDA also trained 1,200 people in fish farming and successful fishing methods. The resulting increase in the number of fish caught and bred helped ensure that families had a sufficient amount of food to sustain themselves. It also allowed fish vendors to sell more fish, increasing their income and reducing the likelihood that future disasters would wipe out all their resources.

### Building Resilience for the Future

As a result of the program, more than 162,000 people in Zambia have cleared their own path toward a more resilient future. The program's popular methods spread throughout communities, inspiring others to adopt similar practices independently. Thanks to this increased resilience, floods are less likely to take those living along the Zambezi River by surprise, minimizing the need for costly response programs. Through Concern, OFDA is helping Zambian communities continue to learn that, while they cannot control the rains that feed the Zambezi River, they can mitigate the impact and take charge of their own livelihoods through simple yet effective steps.

Agatha Akakandelwa works in her tomato field in Nambinji village, Zambia. (Courtesy of Concern)

# REDUCING COMMUNITY VULNERABILITY: JAMAICAN YOUTH CLEAN UP KINGSTON*

*By Rachel Kleinberg*

Some of the toughest, most violent neighborhoods in Kingston, Jamaica, are also the most prone to disaster. Recognizing an opportunity to bring about positive change, OFDA funded CRS to engage at-risk Jamaican youth by empowering them to make their communities safer from the heavy rains, flooding, and tropical storms that occur all too frequently. OFDA worked with CRS and its local partner, the St. Patrick's Foundation, to establish a voluntary youth club called the St. Patrick's Rangers. The club provided youth between the ages of 16 and 26 with the training and experience they need to contribute to community development. Approximately 120 Rangers—from university-educated students to former gang members—played an important role in community-based DRR, harnessing their ideas, creativity, and energy to transform their neighborhoods and mitigate the impact of recurring disasters. The DRR skills and work experience these Rangers gained not only reduced community vulnerability to disasters, but also improved the long-term employment potential of club members.

## Rangers in Action

Between September 2009 and March 2011, OFDA supported CRS and the St. Patrick's Foundation, in coordination with local government agencies, to provide trainings to Ranger participants on teamwork and community development, as well as DRR principles. The Rangers learned how to prepare for hurricanes and developed first aid skills. One lesson helped Rangers become aware that simple preparedness and mitigation interventions—such as replacing or reinforcing leaky or loosely attached roofs, cleaning clogged drainage ditches and gullies, and properly disposing of trash to prevent drainage ditches from flooding—could greatly decrease the risks facing families in disaster-prone areas.

Using the knowledge they gained, the Rangers wrote and performed skits, songs, and dances to raise community awareness about preparing for and preventing damage from disasters. The Rangers also took action, conducting 16 community clean-up events throughout Kingston-area neighborhoods in 2010. In one community, Rangers cleaned a drainage ditch that reportedly contained approximately 14 years' worth of debris, including overgrown vegetation, plastic bottles, dead animals, and sewage. Within days of the cleaning, heavy rains fell, and the hard work of the Rangers paid off when the community did not flood as it had in the past. In another instance, during December 2010, Rangers helped 33 residents strengthen their roofs to withstand strong wind and rain.

## A Sustainable Initiative

In addition to reducing local vulnerability to recurring disasters, involving Jamaican youth in DRR has created a new generation of community-minded young people with the skills to engage in other activities that benefit their neighbors and themselves. The trainees influence not only their friends and families, but also serve as role models for area children. As youth from neighboring communities work with one another, barriers created by a culture of violence have also begun to disintegrate. "Most people from the Seivwright area do not want to go to the Riverton neighborhood," explained Joy Stevens, a program participant. "But when we wear our Ranger shirts, we can go anywhere in Jamaica."

These young Kingston residents have taken action to prepare their communities for the next disaster, while equipping themselves with new skills, a sense of commitment, and firsthand knowledge of the disaster risks they face. Perhaps most importantly, the Rangers have created solidarity within their communities.

The St. Patrick's Rangers work in their communities to raise DRR awareness and remove debris from ditches to prevent flooding during storms. (Photos courtesy of CRS)

**In FY 2011, OFDA recognized this CRS program as one of two DRR success story winners for excellence and learning in DRR.*

# BRIDGING THE GAP: FROM RELIEF TO RECOVERY

## IN THIS SECTION:


Section Overview . . . . . 66

From One American to Another . . . . . 67

OFDA's Cash-Based Programs: Protecting Livelihoods, Promoting Resilience . . . . . 68

Addressing Inequity: Livelihoods and Gender Mainstreaming . . . . . 72

Paving the Road to Recovery in Sri Lanka . . . . . 73

Seizing Opportunities in Darfur: Employing a Dual Strategy to Build a Better Future . . . . . 76

Encouraging Recovery in Haiti: . . . . . 79

*The Painting of a City: Structural Assessments and Repairs in Port-au-Prince* . . . . . 79

*Piecing Port-au-Prince Together One Neighborhood at a Time* . . . . . 81

A boy drinks water from a hand pump in a village in Zindajan District, Afghanistan. (Courtesy of UNICEF ©UNICEF/NYHQ2009-1009/Shehzad Noorani)

SAVING LIVES


PREPARING AND PREVENTING: INVESTING IN A SAFER TOMORROW

BRIDGING THE GAP: FROM RELIEF TO RECOVERY


OFDA AT THE FOREFRONT

## BRIDGING THE GAP: FROM RELIEF TO RECOVERY

While disasters and the temporary hardship they cause cannot always be prevented, the people and agencies that provide assistance in their aftermath can help communities rebound quickly. Recognizing the need to provide people with the immediate relief they need, while also setting the stage for recovery and rehabilitation, OFDA supports interventions that give people tools to restart former jobs, provide psychosocial care to traumatized disaster survivors, and otherwise prepare affected individuals to get back on their feet.

A key component of moving quickly from saving lives to post-disaster recovery comes from working with the affected country's USAID Mission in charge of development activities that are focused on making long-term, systemic improvements. By coordinating urgent relief activities with sustainable, multi-year programs, USAID helps people not only get back to where they were before the disaster, but also move toward continued growth. OFDA is collaborating with USAID/Sri Lanka, for example, to make sure emergency programs providing employment training and helping families displaced during Sri Lanka's civil war access markets are linked with the Mission's long-term economic development strategy.

In addition, OFDA programs seek unconventional and innovative ways to save lives or improve conditions after a disaster, in cases when doing so offers an opportunity to more fully or effectively meet beneficiary needs. Post-earthquake Haiti, where urban populations were displaced on an unprecedented scale, necessitated new approaches to shelter and settlements programs that not only offered affected families a roof over their heads, but also enabled Port-au-Prince residents to salvage existing buildings and keep neighborhoods intact. In many African nations, OFDA provided mobile cash transfers, allowing people to purchase needed food or items to restart small businesses using their cellphones. Such programs take communities beyond the immediate aftermath of a disaster, alleviating suffering and reducing the social and economic impact of the crisis as they begin to recover.

# From One American to Another:

## Anita Malley

**Internal Displacement and Protection Advisor**

**Years with OFDA:** 6

**Hometown:** Kalamazoo, Michigan

As the OFDA advisor on protection—focusing on ensuring people affected by disasters are protected from or assisted after cases of harm, exploitation, or abuse—I am part of OFDA's team of technical advisors. My teammates are specialists in health, nutrition, shelter, economic recovery, agriculture, livestock, and other issues, while I focus on protection of populations affected by disasters. Together, we use our specialized expertise to ensure that the assistance OFDA provides is designed in the best way possible, based on what we've learned from other disasters about how to ensure that aid provides as much help as possible to the people who need it most.

While it's easy to see how people who've been affected by a disaster are in need of things like clean water, health care, shelter, and food, the need for protection can be more difficult to understand. News reports often talk about the ugly types of problems that emerge in disaster situations—problems like rape used as a weapon in conflict, children abused and exploited, and people being forced to flee from their homes. These are all protection problems, and we try to address them by providing humanitarian assistance in ways that minimize risks for harm, exploitation, and abuse, and by providing special support for children, women, and men who have suffered these harms. For example, alongside the other assistance we provided following the earthquake in Haiti, OFDA supported programs that identified children who had been separated from their families during the earthquake, located their families, and reunified the children with their parents. We support programs like this to help people affected by disasters in many countries around the world.

My job is to provide protection analysis and advice for all of OFDA's disaster responses. I often travel to disaster locations to assist my field-based colleagues, coordinate with humanitarian agencies working in the area, and assess conditions on the ground. For example, following the conflict in early 2011, I traveled to Côte d'Ivoire with four colleagues to assess the situation. We spent a lot of time in planes and cars, traveling around the west and north of the country, as well as in the most affected neighborhoods around Abidjan, the most populated city in the country. We visited villages that had been burned and damaged in the conflict and met with people who had fled to camps for safety. We also visited people who had returned to their homes and were starting to rebuild their lives. These visits helped me determine that many Ivorian children were deeply affected by events and required psychosocial services, while women and others needed better ways to learn of services for survivors of GBV. Such trips are important for me to do my job well back in Washington, figuring out which programs would be most beneficial to people affected by disasters, ensuring we are having the greatest impact with the funding we provide, and teaching others how to better meet the protection needs of populations—all while knowing that my points and concerns are based on what is really happening.

The things I think about on a daily basis are some of the uglier problems in the world, and it does get depressing sometimes. Yet, my work also allows me to see the amazing resilience of even the most impoverished and vulnerable people—their ability to survive difficulties that are hard for me to imagine and to care for one another in the midst of it. All in all, I feel incredibly privileged to work with and for people affected by disasters and to represent the compassionate spirit of the American people in disaster situations around the world.

## OFDA'S CASH-BASED PROGRAMS: PROTECTING LIVELIHOODS, PROMOTING RESILIENCE

*By Karey Haywood and Amy Truong*

While collapsed buildings, overcrowded hospitals, or uprooted families are among the most high-profile consequences of a crisis, less visible impacts can do just as much harm. Natural disasters and conflict can stifle the underlying economic systems that communities need to function by reducing access to cash, increasing prices for basic goods, and limiting opportunities to earn income.

To help build resilient economies and communities that can more easily bounce back following a disaster, OFDA and its partners have designed a range of cash-based interventions that strengthen markets and help individuals access money, goods, and services. Restoring a functional economy requires businesses to re-open, families to re-establish livelihoods, and banks to provide financial services. For the past decade, OFDA has supported cash-based activities that complement people's own efforts to recover from a disaster and reduce their

**Why use cash-based programs?**

When food and essential supplies are available in local markets, cash-based programs are generally more appropriate than distributing basic supplies since the programs encourage local economic activity, which can boost recovery from a humanitarian crisis. Cash-based programs are fast, flexible, and allow beneficiaries to make their own choices, while reducing the costs associated with transporting and distributing goods.

**In-Kind Assistance**

Providing goods and services, including training courses or equipment for small businesses

**Cash Based Activities**

Money through direct grants, cash transfers, vouchers, or temporary employment opportunities

### Grants and Transfers

**What:**
Cash transfers, with or without conditions and requirements

**Why:**
Grants and cash transfers provide families with immediate funds to purchase needed goods

**When:**
Used to give recipients maximum choice in purchasing diverse goods that are locally available

### Vouchers

**What:**
Vouchers to exchange for specific goods, such as seeds and tools

**Why:**
Vouchers permit people to purchase items from participating vendors when goods are available on the market, benefiting both traders and voucher recipients

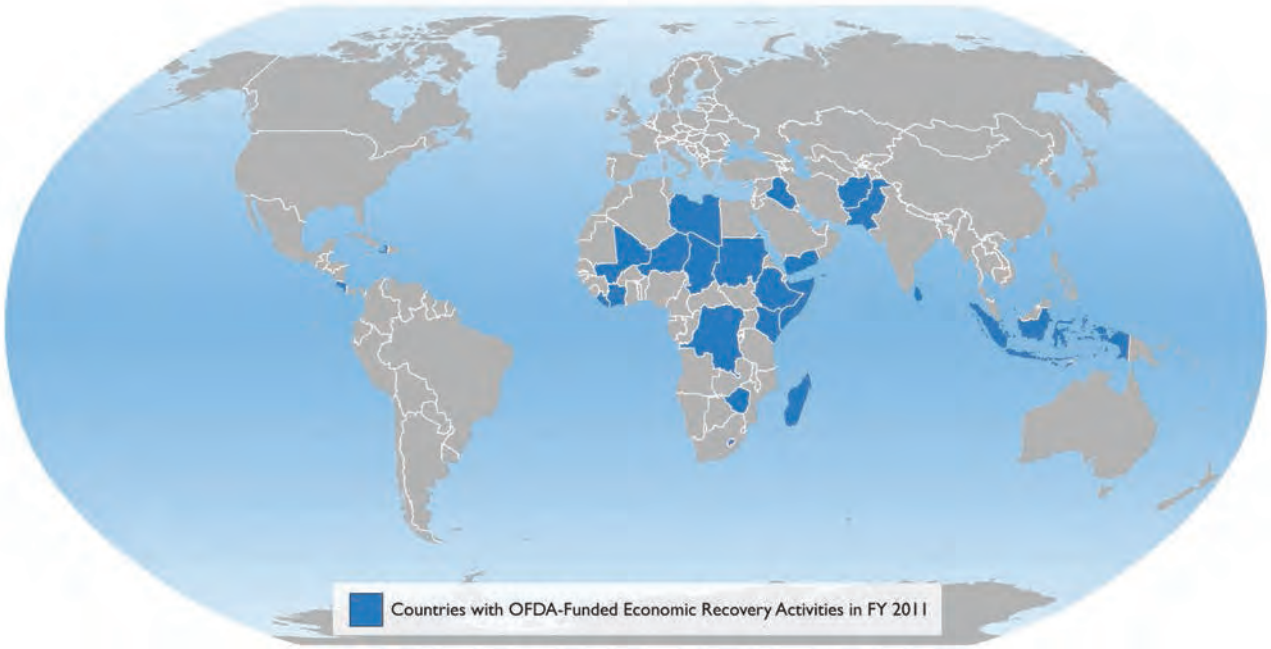
**When:**
Used when specific needed goods are available but families cannot afford them

### Cash-for-Work

**What:**
Money in exchange for temporary employment, primarily for public works projects

**Why:**
Such programs allow participants to earn income while improving communal areas or infrastructure, giving beneficiaries a stake in community recovery

**When:**
Often used following rapid-onset disasters and in areas with poor access




reliance on humanitarian aid. During FY 2011, OFDA provided more than $71 million to support economic recovery activities in 22 countries worldwide, as well as regional programs in West and Southern Africa.

### OFDA Tackles Drought in the Horn of Africa with Cash-Based Interventions

In response to drought conditions in the Horn of Africa that exhausted water sources and drastically increased the cost of food, OFDA launched its biggest cash intervention to date, supporting 20 economic recovery programs in the most severely affected areas.

In northern Kenya, where local populations were experiencing the highest levels of acute malnutrition in the country, OFDA and multiple NGO partners provided many vulnerable households—such as those headed by women or persons with disabilities—with monthly, unconditional emergency cash grants. Other residents benefited from temporary employment opportunities, which included public water reservoir construction and road repairs. OFDA also supported local traders and small business owners with cash transfers, boosting activity in community markets and improving the availability of food. These grants allowed traders to increase the quantity and diversity of goods for sale, while cash transfers and cash-for-work activities provided residents with the means to purchase food and other basic items.

### OFDA Provides New Opportunities through Cost-Effective Mobile Money Transfer Systems in Niger

The combined effects of drought, floods, and years of limited food availability left nearly 2.3 million people in Niger without sufficient quantities of food as of June 2011, according to the Government of Niger. Niger is one of the poorest countries in the world, ranking 186th of 187 countries on the U.N. Human Development Index. The livelihoods of its farmers and herders, the majority of the population, are directly impacted by rainfall—receiving too much or, more commonly, too little, leaves them without adequate income for purchasing food.

In Niger, OFDA used mobile money as part of an innovative program whereby NGO Concern identified vulnerable households in western Niger to receive a monthly cash transfer through ZAP, a mobile commerce service available in six African countries. Beneficiaries received solar-chargeable mobile phones and were sent special text message alerts letting them know when their trans-

**What is mobile money?**
Financial assistance that is transferred to beneficiaries through a mobile phone.

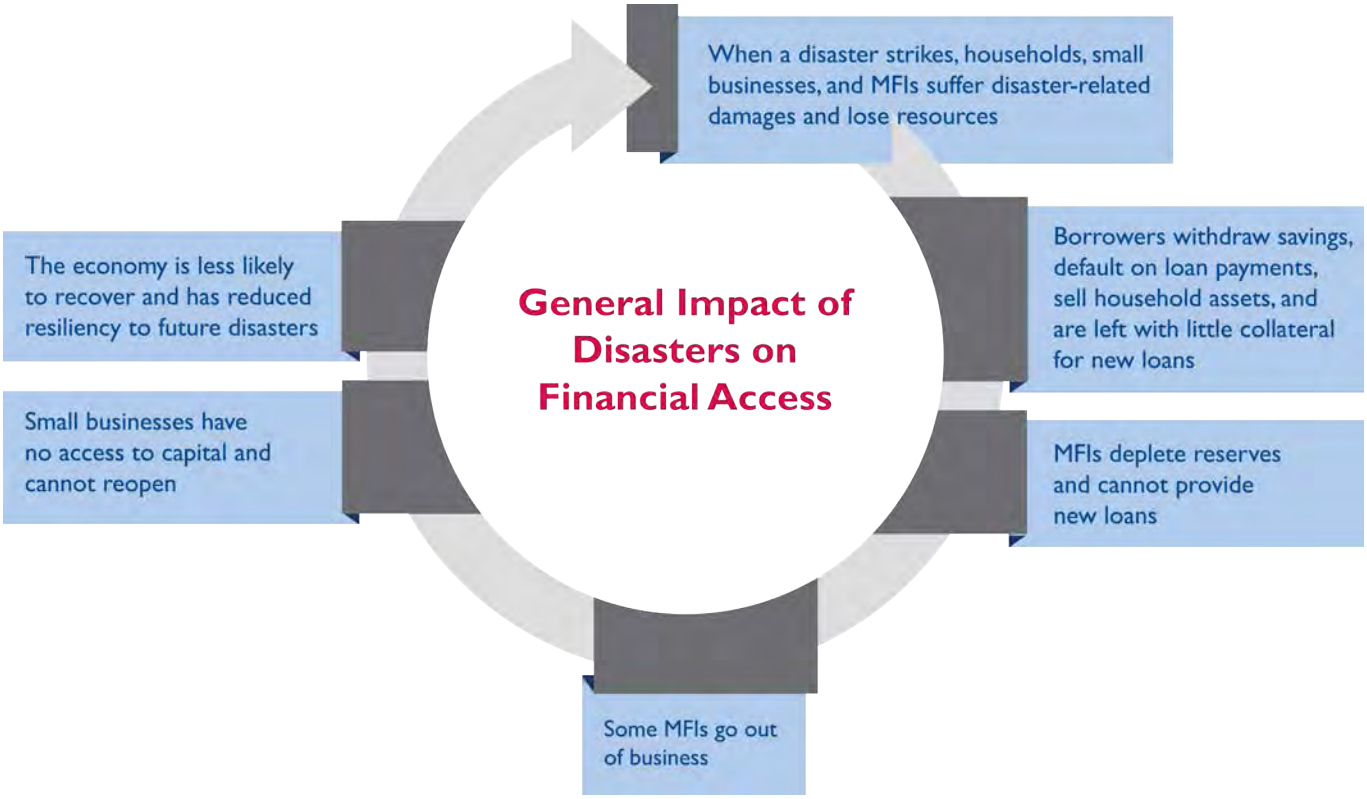
fers arrived. Participants then traveled to a local ZAP agent, who provided them with the funds upon verifying the text message. Program participants used the mobile phones to withdraw cash to purchase food, seeds, and basic goods; pay for services, school fees, and bills; and receive money from or send it to family and friends. For many, it was the first time they had access to advanced financial services through mobile phones. OFDA's mobile money project provided vulnerable, food-insecure households with the help they needed to get back on their feet and meet their basic needs.

A study of the mobile cash program found that mobile transfers had reduced costs for relief agencies providing assistance in Niger by requiring fewer staff and distributions.[1] Electronic transfers also minimized the distance beneficiaries had to travel to cash points. After receiving the transfers, vulnerable families, herders, and farmers in Niger were able to increase the variety of their crops, purchase a wider assortment of goods, and enjoy a more diversified diet than individuals receiving transfers via other means or no assistance at all.

**Average Round-trip Traveling Distance to Cash Point[1]**

### OFDA Joins Public-Private Partnership to Build Indonesian Post-Disaster Financial Resilience

In Indonesia—one of the most disaster-prone countries in the world—earthquakes, tropical storms, floods, droughts, and volcanic eruptions regularly destroy crops, kill livestock, and damage homes and businesses, depriving families of primary sources of income. Poor households and small business owners frequently do not use traditional, formal banks. Rather, they rely on microfinance institutions (MFIs)—organizations, such as rural banks

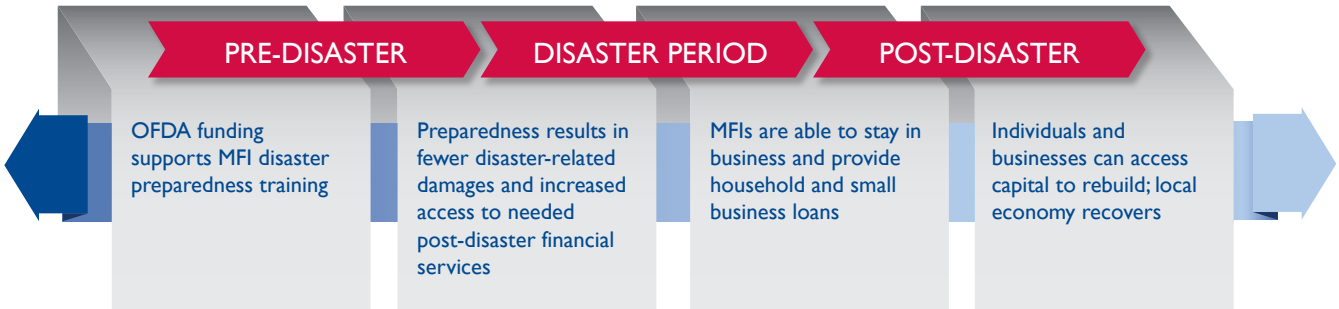


and credit unions, that provide financial services to lower-income populations. Following a disaster, these MFIs could provide immediate loans, savings withdrawals, and other services to help affected people repair homes and businesses or replace tools and inventory. However, MFIs are too often shuttered or slowed by the same disasters that increase the vulnerability of their clients.

Recognizing that MFIs can help communities recover after a disaster, in FY 2011, OFDA partnered with a non-profit institution, technical experts, and a wholesale commercial bank to build the capacity of Indonesian MFIs. OFDA, through its partner Mercy Corps, provides training and one-on-one assistance to Indonesian MFIs on disaster preparedness, and supports the development of tools and financial services specifically designed for disasters. This helps both MFIs and their clients to better withstand the impacts of disasters. The public-private partnership also increases MFIs' access to short-term, post-disaster funding through a mechanism—sponsored by a commercial Indonesian bank and triggered when the Indonesian National Disaster Management Agency or its provincial branches declare a disaster—that provides emergency cash injections to MFIs.

OFDA's support helps MFIs identify ways to prepare for disasters and anticipate clients' post-disaster needs, while increasing their ability to make smart loans to small business owners and households following a disaster. When the next disaster does come, MFIs will be able to keep their doors open and continue offering needed services to poor and vulnerable disaster-affected people. This will directly result in a reliable source of cash and finance for those most in need when they need it the most.

**Intended Financial Impact After Public-Private Partnership Established**




[1] Jenny Aker et al. 2011. *Zap It to Me: The Short-Term Impacts of a Mobile Cash Transfer Program.* CGD Working Paper 268. Washington, D.C.: Center for Global Development, September 2011.

## ADDRESSING INEQUITY: LIVELIHOODS AND GENDER MAINSTREAMING

*By Karey Haywood*

Disasters do not discriminate when they strike, but it is generally the poorest and most vulnerable that are the most affected. OFDA understands that disasters affect women, men, girls, and boys differently, due to differing needs and existing social inequalities. In many countries around the world, men may have greater control over resources, fewer restrictions on their movement or way of earning a living, and more decision-making power than women—often placing males in a better position to prepare for and recover from the effects of a disaster.

Women in many developing countries are often more vulnerable to disasters than men because they rely on work in agriculture-related or small-scale businesses that are frequently affected by disasters, holding jobs such as market vendors and seamstresses. As a result, a range of livelihoods interventions that are tailored to meet the specific needs of both men and women are critical following a disaster. OFDA supports activities that incorporate, or mainstream, gender-awareness into all phases of disaster response programs to ensure that the needs and capacities of women, men, girls, and boys are equally recognized and addressed.

Humanitarian actors must seek to create gender-balanced access to services, while being mindful of cultural norms that could prevent female participation. Relief workers must also recognize that programming that violates socially accepted gender roles or excludes men from receiving needed assistance could generate negative repercussions.

### A Culturally Sensitive Approach to Reaching Female Beneficiaries in Iraq

In Iraq, increased security led many displaced families to return home, particularly to Baghdad and Diyala governorates, which host the largest number of returnees and IDPs in the country. These families often lack resources, employment, and access to basic services. In response, OFDA, in partnership with Mercy Corps and other partners, supported temporary cash-for-work opportunities that provided income to vulnerable people in exchange for work, including gravelling roads, rehabilitating irrigation channels, and undertaking carpentry projects in public buildings.

Taking advantage of its long-term presence in the country, Mercy Corps consulted with female community representatives to determine what kinds of activities would allow women to participate in the program without creating tension or violating strict social concepts of gender-appropriate labor. Mercy Corps found that allowing all-female teams to work in closed-off public areas like schools or community centers would enable women to participate in the program, while also respecting conservative practices in their communities. OFDA's support allowed women to engage in income-generating activities, while still providing opportunities for men.

### Engaging Indonesian Women in Post-Volcanic Eruption Recovery

In late October 2010, following multiple eruptions from Indonesia's Mt. Merapi that damaged nearby homes and forced evacuations, many area residents found it extremely difficult to earn a living. With the destruction of houses, livestock, and crops, merchants lost both goods to sell, and a market in which to sell them. In response, OFDA supported cash-for-work activities and provided cash grants to assist volcano-affected families, in partnership with Save the Children.

OFDA's programs sought to provide men and women with short-term work opportunities and the means to restart their businesses. Save the Children partnered with existing women's groups in affected communities to organize activities, choose beneficiary criteria, and establish the rules for cash grants and cash-for-work opportunities. The women's knowledge and understanding of their communities helped Save the Children ensure that programs were accessible and appropriate for both men and women. In response to identified needs, participants were paid to clean up community areas and repair damaged water systems, while many small business owners received support to restart their trades.

### Gender and Community Dynamics

In both Iraq and Indonesia, OFDA and its partners were able to determine the best and most appropriate opportunities for both genders by asking for the opinions and perspectives of the affected communities. By better understanding the social dynamics and cultural sensitivities of an area, the humanitarian community can tailor programs to reach the most vulnerable people.

## PAVING THE ROAD TO RECOVERY IN SRI LANKA

*By Galen Tan*

After 26 years of civil war, Sri Lanka is at a pivotal moment in history in which those uprooted by conflict can begin revitalizing their communities. More than 384,000 people moved back to their home areas in Sri Lanka's Northern Province between the conclusion of the war in May 2009 and the end of September 2011. Although freed of the cramped conditions and insecurity of wartime displacement camps, they are now confronted with the daunting challenge of restarting their livelihoods. Families who were recently receiving basic humanitarian aid from OFDA now require longer-term development assistance to help them become more resilient to potential shocks and transition to productive livelihoods and a more prosperous future.

The ultimate success of the humanitarian response in Sri Lanka—as well as prospects for long-term peace and reconciliation—partially depends on the sustainable re-integration of affected individuals into their communities, including increasing livelihood opportunities. Therefore, OFDA has worked closely with USAID/Sri Lanka to ensure that short-term, early recovery programs support the Government of Sri Lanka's (GoSL) plan for long-term, equitable growth in Sri Lanka. By filling in strategic gaps that lie outside the large-scale rehabilitation efforts of GoSL and development actors, OFDA has assisted the transition from relief to recovery, ensuring more economic security and stability for returnees.

### Challenges for Returnees

While Sri Lanka's civil war ended when the GoSL declared victory over Liberation Tigers of Tamil Eelam separatist forces in 2009, Sri Lankans continued to experience hardship in FY 2011. Displaced individuals who were able to return home faced numerous challenges. Homes, roads, and other critical infrastructure, as well as farmland, fell into disrepair or were destroyed during the conflict. The GoSL became increasingly proactive in resettling displaced persons, maintaining security, and rebuilding the country's national infrastructure; however, Sri Lankans continued to require immediate assistance at the local level. Many affected people needed help with recovering livelihoods, restoring assets, and developing post-conflict coping skills to turn the newfound peace into an opportunity for development.

### OFDA Assistance Bridges the Gap

OFDA works hand-in-hand with other USAID and USG agencies to restore livelihoods, repair infrastructure, and reduce food insecurity at the local level for returnees. OFDA focuses on agriculture and livelihoods programs that rebuild the wealth and skills of returnees, allowing them to recover from the conflict. As a result, they are able to benefit from coordinated USAID/Sri Lanka development programs. By partnering with international NGOs such as CARE, Practical Action, ZOA, and World Vision, as well as Sri Lankan NGOs Sarvodaya and Sewalanka, OFDA taps broad expertise and local knowledge in order to implement effective and culturally sensitive projects. In FY 2011, OFDA provided nearly $4.4 million for early recovery efforts benefiting conflict-affected Sri Lankans.

A woman pounds rice in a village in northwestern Sri Lanka's Mannar District. Most residents recently returned to the village following the end of the country's civil war and require support to rebuild their lives and livelihoods. (Photo by Laura Meissner/USAID)

### Practical Action: Irrigation Infrastructure Rehabilitation and Market Integration

Access to water for agricultural purposes is essential to millions of Sri Lankan farmers—the primary livelihood in the north. After the war, many Sri Lankans returned to their home areas to find that the conflict had damaged or destroyed much of the irrigation infrastructure that fed and protected their crops. Widespread flooding, particularly in the north, during the 2010–2011 main growing season resulted in salt water contamination of paddy and further decreased crop yields, impeding many Sri Lankans' transition to normalcy.

In FY 2011, OFDA worked with Practical Action to rehabilitate minor irrigation systems in Kilinochchi District—one of the most conflict-affected districts—to increase paddy and other field crop cultivation for more than 4,000 beneficiaries across six villages. By employing local residents to work on these projects through cash-for-work programs, OFDA provided much-needed income to returnees while restoring the communities' agricultural infrastructure. The program complemented GoSL work to restore major irrigation systems in Northern Province. In fact, the GoSL has shown interest in having Practical Action's activities replicated in other areas of Northern Province, thus tying the OFDA-supported initiative into a larger development effort.

Social ties that smooth day-to-day commercial interactions also fell into disrepair during the protracted conflict. While war raged, farmers could not grow or sell crops, breaking the market linkages that transform agricultural productivity into income. Farmers who have returned to Northern Province now face weakened markets, underdeveloped input and supply systems, and outdated technology.

OFDA, through Practical Action, worked to re-establish these systems for more than 12,000 people by providing subsidized vouchers to farming families so they could buy agricultural tools at a lower price. The vouchers encouraged interaction between returnee farmers, local suppliers, business people, and regional dealers, building the interpersonal links that are crucial to healthy market systems. Training in agricultural techniques and supplies, such as sprinklers, weeding equipment, and land-preparation machinery, also allowed the farmers to compete with those in the south, who were less affected by the war and thus adopted new technologies years ago.

### Spotlight on OFDA Support to Sri Lankan NGOs

Sri Lankan NGOs Sewalanka and Sarvodaya support early recovery efforts by jump-starting livelihoods in many Northern Province returnee communities. Through these local organizations, OFDA reaches areas that are underserved by the mainstream resettlement and recovery process due to limited accessibility and visibility.

OFDA's FY 2011 support to Sarvodaya bolstered livelihood opportunities and food security for nearly 3,500 individuals by providing seeds and tools, facilitating home gardening, supporting small businesses, temporarily employing people to repair irrigation infrastructure, and ensuring access to safe water supplies.

To help returnees get back to the farming careers they were forced to leave, OFDA partnered with Sewalanka to provide assistance to more than 2,000 people by distributing kitchen garden kits, providing seeds, clearing access to community land and village roads through cash-for-work employment, and strengthening economic linkages by connecting local farmers with vendors who sell produce throughout Sri Lanka.

### World Vision, CARE, and CRS's Multi-Faceted Approach to Revitalizing Livelihoods

To help those returning to their fields and homes better integrate into local economies, OFDA provided returnees with cash grants and vouchers, infusing money into stunted local economies and giving beneficiaries the ability to purchase what they need most at markets through an NGO consortium comprising World Vision, CARE, and CRS. While one family may be in need of food, another may be in need of kitchen utensils or water containers. In rural areas without markets, the consortium distributed agricultural tools to enable returnees to perform their livelihoods more effectively.

As individual farmers face difficulty bargaining with larger companies, the consortium helped them negotiate fair and equitable price terms. Beneficiaries also received

training on small business practices, marketing, and vocational or agricultural skills. The consortium used temporary employment to jump-start local economies and involve communities in activities that enhance income opportunities once completed, such as repairing irrigation canals and roads to markets.

### Restoring Life and Building Resilience after Conflict

Early recovery and rebuilding are progressing across Sri Lanka, yet the benefits of those efforts take time to materialize. OFDA's programs are expediting the transition to full recovery by filling strategic gaps—such as community infrastructure repair and market revitalization in remote areas—that complement strategies of development actors and the GoSL. The ongoing transition to development programming is critical to ensuring economic security for returnees and much-needed stability in northern Sri Lanka. By building the resilience and capacity of Sri Lankan communities, the impact of OFDA's programs will last long after the programs cease. And by coordinating with USAID/Sri Lanka, OFDA ensures that its programs provide a firm foundation from which USAID/Sri Lanka can continue advancing its long-term goal of better employment and higher incomes for Sri Lanka's most disadvantaged citizens.

Farmers sell their paddy to a trader who will transport it to a mill to be processed into rice. (Photo by Laura Meissner/USAID)

# SEIZING OPPORTUNITIES IN DARFUR: EMPLOYING A DUAL STRATEGY TO BUILD A BETTER FUTURE

*By Rachel Miller*

While peace had not completely prevailed, conflict was no longer causing millions of new displacements by FY 2011—eight years after intense fighting between armed opposition groups and the Government of Sudan made Darfur the focus of international headlines. As conflict in the vast swath of land covering western Sudan known as Darfur became more localized, and improved security in some areas enabled a number of families to return home, OFDA shifted its humanitarian assistance strategy.

### Darfur Quick Facts

- **7.5 million:** Darfur's population (2008)
- More than **1.7 million:** Number of people that remain displaced in Darfur
- Approximately **140,000:** People that voluntarily returned to home areas in Darfur in 2011
- Approximately **50 percent:** Portion of Darfur's population that lives in or around a major city or along major transit routes between cities

In years past, meeting emergency needs topped OFDA's priority list in Darfur, and OFDA provided life-saving assistance where needed. However, the decrease in widespread violence created pockets of opportunity that permitted OFDA to embrace additional aspects of its humanitarian mandate by supporting activities that restore people's ability to provide for themselves. Early recovery activities offered a way to more fully address beneficiary needs in areas that meet basic conditions. This strategic approach has allowed OFDA to help identify gaps and support a comprehensive, integrated package of services for individuals in a way that enables communities to safely pursue their own livelihoods and reduce dependence on external assistance.

## A Complex Emergency Requires a Complex Response

In FY 2011, OFDA continued to support activities that provide immediate, life-saving assistance to Darfuri populations where needed, such as providing shelter and safe drinking water or screening children for acute malnutrition. At the same time, OFDA began implementing activities designed to help communities recover from conflict, restore economic opportunities, and build a foundation for sustainable growth in secure areas. Such activities included establishing community committees on water and sanitation and supporting vocational training programs. By focusing on both emergency assistance and early recovery activities in Darfur, OFDA's partners zeroed in on the needs of a diverse population, from newly displaced persons needing shelter to conflict-affected farmers seeking to re-establish their ability to feed their families. OFDA recognizes the importance of supporting activities that go beyond saving lives to help communities build a better future and bridge the gap between reliance on humanitarian aid and self-sufficiency. Nonetheless, OFDA acknowledges that this type of programming is not feasible, appropriate, or sustainable in every area of Darfur.

### OFDA's Two-Track Strategy in Darfur

- **Saving lives and alleviating human suffering** by providing immediate, life-saving assistance to conflict-affected populations
- **Mitigating the economic impact of the conflict** by stimulating early recovery through activities that bolster people's livelihoods and improve food security and access to basic services

## Addressing Shifting Rural Needs

In recent years, a shift in the conflict away from large-scale violence and toward localized attacks, banditry, and inter-ethnic fighting enabled displaced people to return voluntarily to their villages in some areas of Darfur, as people felt doing so was safe or in the best interest of their families. In these communities, OFDA supported recovery efforts through activities that bolster self-sufficiency, enhance sustainable livelihoods, and ensure that returnees have access to basic services, including sustainable health care, safe drinking water, and sanitation facilities.

An example of OFDA's dual strategy lies in its efforts to improve access to basic health care, which is critically important to ensure that conflict-affected rural populations stay healthy. To address limited access to health care services in areas where Darfur returnees live, OFDA provided funding for mobile health clinics that travel from village to village, offering health care to people where they live. OFDA also increased the availability of emergency life-saving services in rural areas by upgrading health facilities to include emergency reproductive health care for women.

Through UNFPA, OFDA trained midwives in conflict-affected rural areas across Darfur, helping to improve and increase reproductive health care services available to women.

The limited availability of safe drinking water and sanitation facilities in many rural areas curbs opportunities for people to return. To remedy this, OFDA supported community-led approaches, such as the formation of community water and sanitation committees. Committee members are trained on—and serve as focal points for—the maintenance, operation, and proper use of water and sanitation facilities. These committees then share their newly gained knowledge on water and sanitation resource management with the wider community. In addition, recognizing that innovation is necessary for recovery, OFDA helped conflict-affected Darfuris increase their water supply by collecting rainwater and using other systems that they could operate and maintain themselves. OFDA also supported trainers who taught basic hygiene and worked with communities to find solutions to common local hygiene problems. Topics included hand washing and the importance of clean water in preventing waterborne diseases.

## Rebuilding Livelihoods and Increasing Food Security

The conflict in Darfur disrupted traditional local markets, reduced access to natural resources that formed the foundation of the economy, and devastated occupations that people in Darfur had relied on for decades, like farming and livestock herding. The massive displacement of Darfuris further eroded the agriculture-based economy and forced many people to rely on unsustainable livelihoods activities, such as petty trade, daily labor, or firewood collection. OFDA's support for restoring once-vibrant markets helped individuals recovering from the conflict to rebuild their lives and begin re-establishing a means to survive on their own.



OFDA helped local farmers improve agricultural practices and food security, using training to increase their crop yield and the food supply in local markets. The skills gained in these trainings will benefit participants throughout their careers as farmers and beyond, as they transfer knowledge to the next generation.



With OFDA funding, HelpAge International provided trainings, resources, and equipment for conflict-affected older adults to re-establish their livelihoods and increase income by starting a poultry farm. Participants collectively tend chickens and sell products—such as meat and eggs—in the local market.

OFDA ensured that conflict-affected farmers could access the seeds and tools necessary to produce food for their families and for sale in the market. When families did not have sufficient income to purchase seeds, OFDA provided farmers in conflict-affected communities with vouchers to buy seeds from local sellers at seed fairs, where they were free to choose from a variety of different seeds to meet their family's needs. Vouchers ensure that farmers have seeds to plant crops, while simultaneously stimulating the local economy and keeping profits in the community.

The devastation wrought on the economy during the conflict broke down the traditional connections between buyers and sellers. To help jumpstart the economy, OFDA supported organizations working to foster those linkages. OFDA also supported vocational and financial trainings that build producers' skills, helping to improve production and increase income.

Recognizing the critical importance of livestock in rebuilding Darfur's economy, OFDA strove to support sustainable recovery among conflict-affected livestock herders. To build people's ability to keep livestock healthy, OFDA supported collaborations between NGOs and the local government to train community animal health workers (CAHWs) who help prevent livestock disease outbreaks, improve animal health, and ensure communities' sustained access to livestock care.

By improving access to the right supplies and services and building practical skills, OFDA supported the recovery process throughout stable areas of Darfur.

CAHWs trained by OFDA and its partner Concern treated more than 6,000 livestock in the first nine months of 2011, preventing disease outbreaks, improving animal health, and helping ensure that all livestock-keepers have sustained access to veterinary care.

## Urbanization: A Changing Mosaic

Throughout the world, increasing numbers of people are moving to cities. In Darfur, conflict accelerated that trend as rural populations fled for the sanctuary of urban areas and IDP camps near large towns. As a result of the fighting, IDP camps hosting nearly 2 million people dot Darfur's vast expanse, with many camps clustered in or around cities. At the onset of fighting in 2003, an estimated 20 percent of Darfuris lived in or near urban areas. By 2010, that figure had increased to approximately 50 percent, according to U.N. estimates. The availability of basic services and work opportunities in cities, as well as their relative safety and stability, means that a considerable number of displaced persons are likely to remain in urban areas permanently.



OFDA grantee UNHABITAT targeted up to 300,000 people across Darfur through radio programs and printed materials that raise awareness on housing, land, and property rights.

Building a sustainable urban environment to accommodate IDPs who choose to remain in cities is critical to enabling them to become productive contributors to their new communities. In FY 2011, OFDA-supported organizations worked with state-level government ministries to develop sustainable urban planning and land management systems in Darfur that utilize innovative low-cost, locally produced, and environmentally friendly building materials. These recovery activities help IDPs who choose to remain in urban areas, while building capacity and raising awareness among government officials on sustainable land management practices.

## Continuing Early Recovery in Darfur

By supporting early recovery activities in Darfur in FY 2011 and beyond, OFDA strives to bridge the gap between relief and long-term recovery. The tenuous situation in Darfur—with continuing violence in some areas and improved security in others—makes the use of a dual strategy involving humanitarian assistance and early recovery necessary in order to provide targeted, effective assistance to Darfuri populations. OFDA's early recovery strategy has helped communities recover from conflict and gain the tools for a better future by restoring access to essential services and reviving people's ability to provide for themselves.

Two boys smile in front of a recently planted seedling in South Darfur. (Courtesy of OCHA)

### ENCOURAGING RECOVERY IN HAITI

In January 2010, an unprecedented disaster struck Haiti, requiring OFDA to respond in innovative ways to meet the vast emergency and early recovery needs of earthquake-affected populations. To provide shelter and encourage Haitians to return from camps to their neighborhoods, OFDA and its partners embarked on an extensive structural assessment campaign and spearheaded a groundbreaking urban recovery project in several of Port-au-Prince's neighborhoods. These initiatives began shortly after the earthquake in FY 2010 but expanded and delivered real, visible results in FY 2011, while supporting the transition from relief to reconstruction. Experience gained from the Haiti response has the potential to impact post-earthquake urban recovery approaches in developing nations worldwide.

*"Rebuilding the poorest nation in the Western Hemisphere after one of the most devastating events in mankind's modern history is beyond the human mind, to say the least, but not beyond the human spirit."*

*— Rick Ehlert, Engineer, Miyamoto International*

## THE PAINTING OF A CITY: STRUCTURAL ASSESSMENTS AND REPAIRS IN PORT-AU-PRINCE

*By Rachel Kleinberg*

A cracked wall can be a simple eyesore or a serious structural flaw that can bring a building down, but sometimes only an expert can tell the difference. The catastrophic 2010 earthquake rocked buildings of all shapes and sizes throughout south-central Haiti, flattening some but leaving others standing despite varying levels of damage. As a result, nearly 1.5 million displaced Haitians remained in limbo, with many reluctant to leave camps for standing homes and apartment blocks, fearing that seemingly stable buildings would collapse due to an unseen structural deficiency. OFDA realized that, to help people return to their homes and resume their lives, thousands of buildings needed to be assessed by engineering experts. To accomplish this task, OFDA partnered with the World Bank to support multi-stage habitability assessments, in coordination with Haiti's Ministry of Public Works, Transportation, and Communication (MTPTC), the Pan American Development Foundation (PADF), the U.N., and Miyamoto International, a global seismic and structural engineering firm that specializes in post-earthquake rehabilitation.

### Habitability Assessments

Training on assessment techniques for MTPTC engineers began in mid-March 2010, and, in less than a year, teams of U.S. and Haitian engineers conducted structural assessments of more than 400,000 buildings in and around the earthquake-affected city. Using paint and MTPTC logo stencils, engineers marked each house according to safety: green if safe for habitation and yellow for those requiring minor-to-moderate repairs to be rendered safe. Structures determined to require extreme repairs or demolition were marked with a red tag. Engineers moved steadily through city neighborhoods, leaving a trail of MTPTC-painted doors in their wake. The mark-

An engineer marks a home after it has been inspected in Port-au-Prince. (Courtesy of PADF)

ings provided a clear message to displaced populations: progress was being made.

**The majority of structures surveyed were safe for occupancy.**

**A quarter of surveyed buildings needed minor-to-moderate repairs.**

**One-fifth of buildings were irreparable—far fewer than originally thought.**

To assuage residents' fears of sleeping indoors and uncertainty regarding the severity of visible damage to buildings, social workers from MTPTC and the U.N. reached out to affected communities to explain the assessment process, answer questions, and encourage people to return to green houses. Enabling and encouraging Haitians to return to stable houses was vital to optimizing limited space in Port-au-Prince.

To accelerate returns, OFDA initiated several programs to repair houses marked in yellow. OFDA used NGO partners to assemble and train repair crews composed of local masons and construction workers, technical experts, and engineers. Repairs began in August 2010, and by September 2011, OFDA had repaired thousands of residences with the help of partners—creating safe living spaces for nearly 7,200 families, or approximately 36,000 people. Upon confirming that the houses had been sufficiently repaired, MTPTC re-marked the yellow houses with a blue stencil, as yellow and blue make green, the designation for a structurally sound building.

"[Structures were] made safer through better engineering, implementation of better construction techniques, use of better materials, and a transfer of engineering and construction knowledge to Haitians for building a better future for their country," observed Miyamoto International engineer Rick Ehlert.

## Moving Forward

As a result of the habitability assessments, subsequent home repairs, the construction of transitional shelters, and support to host families, by September 2011—one year and eight months after the earthquake—the number of displaced people in Haiti had decreased by an estimated 60 percent. Port-au-Prince's homes and businesses were once again bustling with activity. Through the OFDA-supported structural assessments and construction training, nearly 800 newly skilled Haitian engineers and construction workers readily practiced their trade using improved techniques and materials.

Habitability assessments also led to the development of guidelines for reconstruction, along with a comprehensive database that identifies locations in need of repair. The standards and database continue to guide housing repair activities as Haiti more fully enters the reconstruction phase.

The habitability assessments' overall success in Haiti has demonstrated the importance of building local capacity and confidence. OFDA-supported assessments set the stage for reconstruction efforts, helping to transition international assistance from relief to development. Much-needed home repairs enabled returns while simultaneously laying the foundation for neighborhood recovery. As a result, the habitability assessment project has the potential to impact post-earthquake urban recovery approaches in developing nations worldwide.

Miyamoto International and Haitian construction professionals make repairs to a yellow-marked house. (Photo by Kendra Helmer/USAID)

## PIECING PORT-AU-PRINCE TOGETHER ONE NEIGHBORHOOD AT A TIME

*By Kylie Holmes and Loren Hyatt*

Port-au-Prince, Haiti – January 12, 2010: In less than 60 seconds, entire city neighborhoods slid downhill, leaving behind a trail of twisted rebar and rubble. Tightly packed rows of houses buckled along mountainsides, initiating a deadly domino effect that left one building precariously looming over the next. It quickly became apparent that the hilly terrain and years of poor construction practices had magnified the effects of the earthquake, as many of Port-au-Prince's neighborhoods were haphazardly assembled on an incline so steep that residents had always lived in peril.

Ravine Pintade was one such community—consisting of uneven, poorly constructed houses punctuated by narrow gravel paths winding up the steep slopes. Due to its crowded configuration, the earthquake devastated the neighborhood, killing people walking between the buildings, as well as those inside. The powerful tremor and subsequent aftershocks damaged or destroyed 75 percent of the houses in Ravine Pintade, generating an estimated 1.2 million cubic feet of rubble—blanketing the entire neighborhood in nearly 2 feet of debris. As a result, the majority of neighborhood residents were displaced to nearby camps, where many remained for months.

OFDA recognized that piecing Port-au-Prince neighborhoods back together was not only a logistical challenge, but also required a clear focus on the human element of the response. After first providing emergency shelter materials to displaced families to be sure they would have some protection before hurricane season, just months after the earthquake, OFDA and its partners embarked on a groundbreaking effort to help communities recover using the neighborhood approach.

Through this integrated urban recovery and rehabilitation strategy, OFDA partners removed rubble, repaired houses, and constructed transitional shelters (t-shelters), while working with community members to plan green spaces, schools, walkways, and roads. The highly consultative approach reflected residents' needs and preferences, while engaging community members in the rehabilitation process and gaining the crucial participation of local authorities. By placing value on neighborhoods and their inhabitants, OFDA was able to better understand the extent and impact of the damage and craft a response designed to lay a foundation for restoring vibrant neighborhoods.

### What is the Neighborhood Approach?

The neighborhood approach responds to multi-sector humanitarian needs through a community-based decision-making process that reflects the social, economic, and physical characteristics of the affected neighborhood. This approach is shelter-led but settlement-focused. It is based on the concept that the short-term recovery of neighborhoods can be best achieved through the adoption of a long-term view of configuring land to best accommodate shelter and related services, DRR, livelihoods, social connections, and the health and security of the disaster-affected population.

The approach moves away from conventional "four walls and a roof" efforts concentrated on households and toward a more holistic focus on neighborhoods. The approach utilizes an understanding of available local resources, emergent opportunities, and potential constraints when defining the framework within which housing, infrastructure, transportation, environmental management, and future growth occur.

### The Neighborhood Approach: The KATYE Project

OFDA's $8.6 million KATYE project has permanently altered the landscape of Ravine Pintade by demolishing damaged structures, removing rubble, building retaining walls, and terracing the ravine's steep slopes. Implementing partners CHF International and Project Concern International worked and established relationships in Ravine Pintade directly following the earthquake, hence they were able to use their months of experience in the neighborhood to build it back better. Launched at the outset of FY 2011, KATYE—the Creole word for neighborhood—also provided residents with safe water points and latrines, as well as drainage and septic systems.

Courtesy of CHF International

Photo by Kathleen Miner/USAID

An earthquake-affected area of the Ravine Pintade neighborhood from the same vantage point both before (left) and after (right) OFDA's neighborhood approach activities began.

The project has allowed a systematic response to humanitarian needs in Ravine Pintade through a multi-sector, community-based approach that not only addresses short-term needs, but also establishes a basic platform for longer-term neighborhood recovery.

The major impediment to recovery in many of Haiti's earthquake-affected neighborhoods was rubble—a mix of broken concrete, metal, glass, and unsalvageable household items. In Ravine Pintade, KATYE offered a professional, consultative, and efficient approach to remove rubble using light and heavy equipment, supplemented by cash-for-work activities. OFDA's partners used backhoes and other heavy machinery to efficiently remove large slabs of concrete and debris in accessible areas, while crews consisting of paid community members worked in hard-to-reach areas with smaller equipment, handheld tools, wheelbarrows, and buckets.

Another essential component of neighborhood recovery in Haiti was the restoration of public services. Access to basic water and sanitation services at the household level and in key communal locations was vital in creating an environment that was both safe and inviting for returning residents. KATYE addressed these issues through water distribution points, latrines, and septic systems, all of which helped to ensure a sustainable return of people to the neighborhood.

Many of the displaced families from Ravine Pintade had been working in the neighborhood during the day but returned to nearby camps at night. To help displaced families permanently return to the neighborhood, OFDA prioritized the repair of yellow-marked houses, while constructing t-shelters in the vacant lots of demolished homes. (For more details, see the preceding article *The Painting of a City: Structural Assessments and Repairs in Port-au-Prince*.) Along with rubble removal, home repair and shelter construction visibly demonstrated progress to neighborhood residents. One by one, families returned to spend the night.

The return of residents brought the return of commerce and other daily activities to Ravine Pintade. What was once a desolate pile of rubble became a lively community. Within several months of the project's start, young children were playing among finished t-shelters, makeshift market stalls and vendors were stationed along cleared paths and roadways, and families were laying concrete foundations for future permanent homes on newly cleared and demarcated plots of land.

In addition to meeting the relief and recovery needs of earthquake-affected communities, OFDA recognized that risk reduction should play a central role in neighborhood recovery. To create a safer neighborhood, KATYE initiated basic site planning and community infrastructure projects based on geotechnical analysis and DRR principles, minimizing future risks related to flooding, wind, fire, and other natural hazards. For example, because of the slope of the ravine, land was terraced and retaining walls constructed to improve stability, create level housing space, and improve drainage. In addition, community members collectively designated land for potential green spaces,

schools, paths, and communal areas. Some families even willingly forfeited portions of their land for the greater good of the community; others donated a portion of their property to allow the construction of safer, wider walkways between houses.

## The Way Forward: Implications for the Neighborhood Approach

The KATYE project has proven that the neighborhood approach is an effective way to meet post-disaster needs in an urban environment, while jump-starting recovery efforts. In addition to activities at Ravine Pintade, OFDA has utilized a similar multi-sector methodology in numerous shelter programs throughout Port-au-Prince. When implemented immediately following a disaster, the neighborhood approach can retain community linkages and foster sustainable living situations to avoid the establishment of semi-permanent displacement camps and minimize long-term strain on host families. The integrated approach also reduces communities' vulnerability to future disasters by analyzing and identifying potential hazards, reshaping perilous terrain, and improving the neighborhoods' overall design to mitigate risks.

As demonstrated by KATYE, the neighborhood approach paves the way for post-crisis recovery through community involvement. It is particularly suited for post-disaster recovery efforts in urban settings, where neighborhoods become the building blocks for city-wide response and rehabilitation efforts.

In Haiti, OFDA has been at the forefront of neighborhood-based humanitarian interventions. The neighborhood approach has become the paradigm for urban reconstruction and recovery throughout the country, successfully linking emergency response activities to longer-term development initiatives.

The habitability assessments' overall success in Haiti has demonstrated the importance of building local capacity and confidence. OFDA-supported assessments set the stage for reconstruction efforts, helping to transition international assistance from relief to development. Much-needed home repairs enabled returns while simultaneously laying the foundation for neighborhood recovery. As a result, the habitability assessment project has the potential to impact post-earthquake urban recovery approaches in developing nations worldwide.

Photos by Kendra Helmer/USAID

# OFDA AT THE FOREFRONT

## IN THIS SECTION:


Section Overview . . . . . 86

From One American to Another . . . . . 87

Coordinating USG Disaster Response Efforts Overseas . . . . . 88

Versatility and Leadership in the Face of an Unmatched Disaster in Japan . . . . . 92

OFDA Provides Strategic Humanitarian Assistance in Developed Countries . . . . . 95

OFDA's Leadership in Humanitarian Policy . . . . . 97

Two members of the OFDA-supported USAR team from L.A. County search for survivors amidst tsunami rubble in northeast Japan. (Courtesy of L.A. County Fire Department)

SAVING LIVES



PREPARING AND PREVENTING: INVESTING IN A SAFER TOMORROW



BRIDGING THE GAP: FROM RELIEF TO RECOVERY

OFDA AT THE FOREFRONT

## OFDA AT THE FOREFRONT

OFDA staff proudly recognize that when they go out to assist fellow human beings at their hour of greatest need, they are representing the American people. OFDA advances America's long legacy of sharing not just material assistance, but values and ideas about human dignity as well. Within USAID—the lead federal agency for international disaster response—OFDA is the office charged with coordinating USG international humanitarian response activities and developing the best practices and lessons learned needed to continuously improve those efforts.

Channeling America's principled compassion, OFDA engages in humanitarian reform efforts to coordinate with other governments and international bodies on the best way to deliver aid after a disaster. OFDA staff based in Washington, D.C.; New York; Brussels; Geneva; and Rome work with international bodies to develop and advance humanitarian policy initiatives. In their work, they strive to improve international humanitarian assistance structures and strengthen the collective humanitarian response priorities that are shared by many countries. Collaborating closely with other USAID divisions, OFDA supports USG humanitarian policy objectives and their underpinning values, including by using those principles to shape international decision making. Activities include enhancing coordination with key donors, engaging and supporting influential donors from countries that are new to providing humanitarian assistance, and contributing substantively in global humanitarian policy discussions. OFDA staff advocate for and monitor implementation of policy positions across a range of areas, including humanitarian reform, humanitarian standards, performance accountability for NGOs, and civil–military coordination.

In addition, OFDA plays a lead role within the USG interagency: validating U.S. military disaster response assistance and coordinating with other humanitarian actors within the USG to ensure that response efforts are complementary and effective. When a disaster requires particular expertise or capabilities, OFDA can draw from established relationships to assemble a whole-of-government response with participation from other agencies, including the departments of State, Defense, and Agriculture; the U.S. Nuclear Regulatory Commission; and the CDC, among others. By deploying various teams and providing a wide array of humanitarian assistance each year, OFDA and the USG agencies it draws upon offer tangible evidence of American concern, generosity, and accountability.

# From One American to Another:

Working with OFDA has transformed my personal definition of the word "leadership" into one that entails properly assessing a problem using the best information possible, taking stock of available response tools, imparting critical information to others, making potentially unpopular decisions, and being prepared to defend those decisions to very important people. With its direct impact on people's lives, humanitarian leadership is critical to OFDA's mission. Through strong leadership and the provision of needs-based humanitarian assistance built on guiding principles, we work to bestow the generosity of the American people on disaster-affected communities worldwide.

During my time with OFDA, I have deployed to the Democratic Republic of Congo, Haiti, Kyrgyzstan, and Sudan. Although the disasters ranged from conflict and displacement to natural disasters, the needs of those affected and the humanitarian imperative driving the response efforts were constants. Working in the field has shaped my perspective and continues to impact my daily work as OFDA's humanitarian assistance advisor to SOUTHCOM and NORTHCOM. Although working with the U.S. military may seem unexpected for someone in OFDA, the common desire to serve provides a foundation on which USG civilian and military colleagues can and do work together to provide American assistance to those in need.

As the lead federal coordinator for international disaster response, OFDA places advisors in combatant commands to inform and advise military decision-makers about disaster response operations and humanitarian principles. OFDA's leadership and guidance is increasingly critical when a response requires unique DoD capabilities, as was the case in some of the largest disaster responses in recent history—the Haiti earthquake in 2010, the Pakistan floods in the same year, and the Indian Ocean Tsunami in 2004.

When disaster strikes, I work with OFDA's LAC team to relay OFDA's assessment of humanitarian needs, response efforts, humanitarian priorities, and potential requests for assistance to SOUTHCOM and NORTHCOM. Additionally, I ensure that the commands' disaster response planning reflects potential OFDA requests for their assistance. Essentially, I am amplifying the critical information and humanitarian imperative from my OFDA colleagues in disaster zones to one critical interagency partner at home, ensuring a more unified and effective USG response.

Arielle Giegerich

**Humanitarian Assistance Advisor to SOUTHCOM and NORTHCOM**

**Years with OFDA:** 4

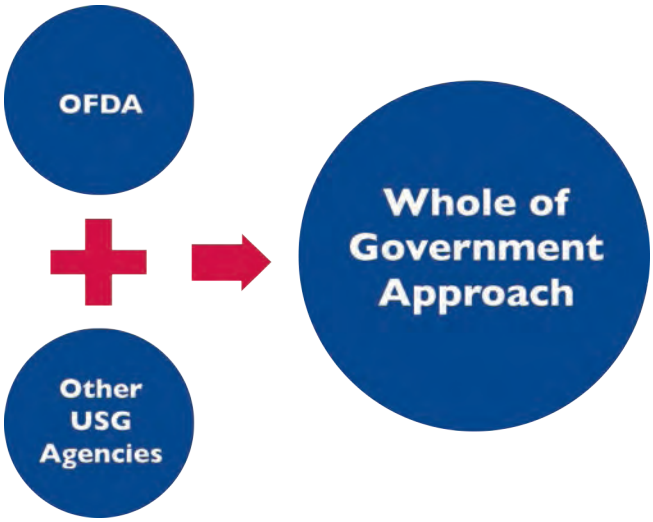
**Hometown:** Titusville, New Jersey

During non-disaster times, we teach our U.S military colleagues about OFDA's humanitarian activities through our Joint Humanitarian Operations Course (JHOC), which outlines OFDA's mandate, how we achieve it, and ways in which we might require DoD's unique capacities in extraordinary responses. With more than 70 courses every year, the JHOC has reached more than 10,000 people, enabling OFDA's humanitarian leadership to impact operational responses. This learning process continues when military staff pass on the things they learn to others who have not yet worked on a disaster response or taken a JHOC. Sharing and implementing the critical tenets of effective humanitarian leadership is a formidable challenge, but it is one that I am honored to take on in support of disaster-affected people worldwide and on behalf of the American people.

## COORDINATING USG DISASTER RESPONSE EFFORTS OVERSEAS

*By Patty Shea*

Cholera spreading throughout Haiti for the first time in decades. A regional drought with 13.3 million lives at stake in the Horn of Africa. A tsunami engulfing coastal towns in Japan. These are but a few of the 67 emergencies in 54 countries to which OFDA responded during FY 2011. Under USAID's authority as the lead federal agency for international disaster response, OFDA quickly brought humanitarian assistance to millions of people affected by disasters and deployed DARTs to mega-emergencies, including the Haiti cholera outbreak, the Horn of Africa drought, and the Japan tsunami. As the USG lead for these responses, OFDA relied on the unique strengths of




multiple USG agencies—known as the interagency—to employ a whole-of-government approach, which ensured that the USG comprehensively addressed the diverse humanitarian needs resulting from each emergency. Throughout the past year, OFDA worked tirelessly with much of the interagency to ensure that affected populations received the most appropriate assistance to meet the most acute needs. This article highlights examples of collaboration with some of the USG offices OFDA worked with most frequently during FY 2011.

### Collaborating with CDC to Respond to the Haiti Cholera Crisis

In October 2010, Haiti experienced its first cholera outbreak in nearly a century. Already in country and continuing to respond to the January 2010 earthquake, OFDA quickly scaled up humanitarian programs to meet health needs arising from the outbreak. OFDA worked with CDC on a strategic and comprehensive interagency response that focused on treating new cholera cases to reduce death rates, supporting hygiene promotion and other awareness-raising activities to minimize cholera's spread, and building local health care capacity to respond to cholera.

The needs arising from the cholera outbreak were immense. The USG worked rapidly to help Haitians suffering from cholera, while simultaneously training Haitians to monitor and track the outbreak. The USG response allowed each agency to bring its own skills to the response. OFDA supported emergency health and WASH interventions, such as providing chlorine to increase availability of safe drinking water and expanding the number of cholera treatment facilities. In addition, OFDA medical supplies—including 1,000 cholera beds, 5.3 million oral rehydration salt sachets, and 25 cholera treatment kits—helped staff at local health facilities treat and care for sick patients. To complement these interventions, OFDA called on CDC to develop and conduct training for Haitian clinical staff on proper treatment of patients with cholera. CDC experts also traveled to Haiti to provide technical guidance and assist the Haitian government in establishing a national cholera surveillance system.

As cholera could remain present in Haiti for many years, OFDA and CDC understood the importance of maintaining activities that would address future cholera-related emergencies, such as supporting safe household water treatment and storage and bolstering cholera surveillance systems. By the end of 2011, OFDA's emergency assistance programs had transitioned into longer-term programs managed by CDC and USAID/Haiti, allowing this unique interagency response to bridge the gap from disaster to development assistance.

### Coordinating with DoD during the Japan Earthquake and Tsunami Response

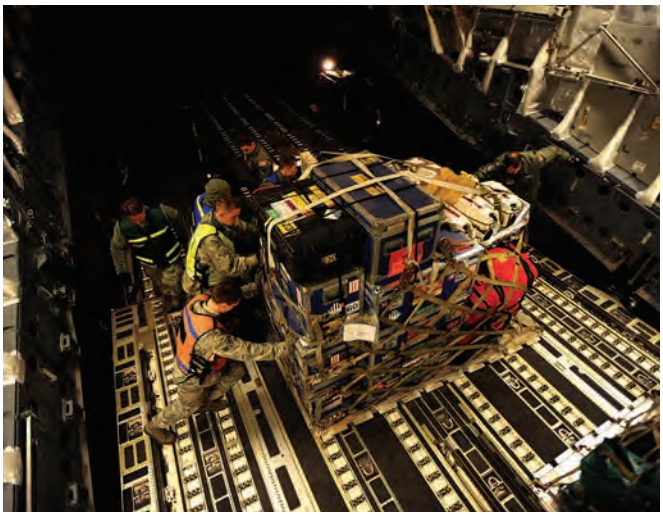
When a magnitude 9.0 earthquake struck Japan on March 11, the USG immediately responded. A DART, including two USAR teams from Fairfax and Los Angeles counties, began deploying within hours. To expedite the delivery of life-saving assistance, OFDA requested DoD transportation of USAR equipment from the U.S. to Japan, accomplished via two C-17 aircraft. In addition, the U.S. military, which has a longstanding presence in Japan, began providing emergency assistance to hard-hit coastal communities. As part of the DART's role as the overall response coordinator for the USG, two OFDA civil–military coordinators deployed to Yokota Air Base, the headquarters of U.S. Forces–Japan and control center

for the U.S. military's portion of the emergency response. Through March and April, the OFDA civil–military coordinators worked with DoD to prioritize humanitarian assistance undertaken by the U.S. military. For example, the DART worked with DoD to coordinate transportation of Government of Japan (GoJ), U.N., and USG personnel to affected areas so the staff could meet with local government officials and people displaced to evacuation centers and identify humanitarian needs and potential gaps in assistance.

OFDA's coordination with DoD ensured that the military mission filled critical humanitarian gaps in the country, strengthening the strategic and historical relationship between the U.S. and Japan. In total, more than 24,000 U.S. military personnel assisted in the effort, utilizing 189 aircraft and 24 ships to deliver emergency assistance. In addition, DoD—in coordination with the GoJ and USAID—conducted at-sea search-and-rescue efforts, transported Japan Self-Defense Forces and other emergency responders, and worked to restore a damaged airfield and seaports. These activities provided critical assistance to the thousands of people affected by the Japan tragedy.

Also involved in the Japan response were USG agencies less accustomed to responding to international disasters. The U.S. Department of Energy (DoE) and the U.S. Nuclear Regulatory Commission (NRC) joined the DART to respond to the nuclear crisis caused by the earthquake and tsunami. DoE and NRC facilitated assessments of conditions in and around the damaged Fukushima Daiichi power plant and provided technical expertise to the GoJ in order to bring the situation under control. OFDA's leadership and international disaster expertise helped the

Members of the DART meet with DoD officials in Japan to discuss response options. (Courtesy of Sgt. Marie Brown, U.S. Air Force)



USAR equipment is transported from the U.S. to Japan via a DoD C-17 aircraft. (Courtesy of MSgt. Jeremy Lock, U.S. Air Force)

DoE and NRC conduct activities in Japan and supported the two entities' efforts to provide critical assistance during the crisis.

## Working with FFP to Address Malnutrition in the Horn of Africa

In FY 2011, the combination of severe drought, limited humanitarian access in some areas, and ongoing conflict worsened food security conditions throughout Kenya, Ethiopia, and Somalia and resulted in alarmingly high acute malnutrition rates throughout the region. The regional emergency required a coordinated effort to address a multitude of challenges across the region.

For many years, OFDA and FFP have worked closely on numerous responses to jointly meet the food and non-food emergency needs of affected populations. This well-honed coordination paid dividends during the Horn drought response, when OFDA and FFP worked side by side to come up with creative solutions to a complicated situation. OFDA and FFP swiftly organized interventions to address the crisis, including joint support of nutrition programs. Throughout the Horn, USAID supports CMAM, an approach that focuses on training community members on the detection and treatment of acute malnutrition and treating the majority of severely malnourished

USAID nutrition programs involve the entire community and allow families to give malnourished children proper care at home.

Beneficiaries prepare USAID-provided fortified foods for malnourished children in Turkana County, Kenya. (Photo by Fred Munyalo/USAID)

children in their homes. These CMAM programs have been highly successful in engaging communities to detect the early signs of malnutrition and to seek treatment.

In the Horn, OFDA and FFP supported complementary aspects of nutrition interventions, including community training programs, blanket supplementary feeding programs, inpatient and outpatient malnutrition treatment programs, and the provision of ready-to-use therapeutic food (RUTF). In Somalia, where more than 450,000 children were suffering from SAM as a result of the complex emergency and drought, OFDA and FFP rapidly scaled up assistance. For example, OFDA built on FFP's support for the regional and local procurement of RUTF—an intervention that acquired supplies sufficient to treat 66,450 severely malnourished children in Somalia—with programs that not only addressed severe malnutrition, but also improved health and nutrition surveillance and increased access to safe drinking water and sanitation facilities. Working together in the Horn of Africa, OFDA and FFP improved the nutritional status of thousands of children and saved many lives.

OFDA and FPP also collaborated on support for cash-based assistance, working together to ensure programs funded by one office complemented and strengthened those supported by the other. For example, OFDA and FFP worked with humanitarian partners, such as FAO, on complementary cash and voucher programs that provided families with the means to purchase food and other basic household items. These life-saving interventions prioritize cash assistance for families with malnourished children. Cash-based programs also support the local economy, which can stimulate early recovery from a crisis. By working together on various interventions during the Horn of Africa drought response, OFDA and FFP helped nearly 4.6 million people affected by this regional emergency.

### Partnering with OTI to Clear Rubble from Earthquake-Affected Haiti

The January 2010 earthquake in Haiti affected millions of people and left the country in ruins. Throughout Port-au-Prince and the surrounding area, the earthquake destroyed infrastructure and buildings, generating a minimum of 10 million cubic meters of rubble. Homes could not be rebuilt and neighborhoods could not be revitalized without clearing the rubble. OFDA did not tackle this considerable challenge alone. OFDA worked with OTI to remove rubble through complementary cash-for-work activities that employed members of affected communities to clear smaller stones and used heavy equipment to remove larger pieces of rubble. OFDA and OTI collaboratively supported separate temporary employment programs that allowed the community to rebuild its own neighborhoods and injected much-needed cash into the local economy. By the end of October 2011, USAID

USAID-supported programs helped remove more than 50 percent of the total rubble cleared by the international community in Haiti.

Rubble removal allowed for the construction of transitional shelters like the ones pictured here, built for those displaced by the Haiti earthquake. (Photo by Patty Shea/USAID)

rubble removal activities had cleared nearly 2.1 million cubic meters of rubble, more than 50 percent of the total amount removed by the international community.

Systematically removing rubble enabled OFDA to move forward with its neighborhood-based approach to addressing humanitarian needs in a comprehensive manner, while incorporating DRR measures in the rebuilding process. That approach helped transform broken neighborhoods into safe environments and provided a platform for longer-term recovery.

## Joining Other USAID Offices to Address Global Climate Change

As climate change continues to contribute to extreme and unpredictable weather events, OFDA is focusing on helping communities minimize their risks to disasters. In one such effort, OFDA engages with other DCHA offices through a cross-bureau Global Climate Change Working Group[1] to coordinate related programming, policy, and budget support within USAID and the interagency. Since FY 2010, this climate-centered working group has focused on implementing integrated programs that help vulnerable populations adapt to and become better able to withstand the impact of climate change in crisis-prone countries. More specifically, DCHA's climate change activities—such as natural resource management—provide short-term relief, while also improving environmental surroundings, which can have long-term development benefits. Key elements include considering climate issues as a way to advance opportunities for peace and stability and integrating climate change adaptation into disaster recovery and DRR, including through flood and famine early warning systems.

## Conclusion

Whether delivering aid to disaster-stricken communities from a U.S. military base in northeastern Japan, the rubble-strewn streets of Haiti, or the dry landscape of east Africa, OFDA's work is enhanced by the unique strengths that each USG partner brings. Using a whole-of-government approach allows OFDA to combine expertise from different USG offices and agencies to implement targeted humanitarian interventions that save lives and alleviate the suffering of disaster-affected populations. As the lead USG office for international disaster response, OFDA strives to coordinate disaster assistance overseas in a way that leverages impact and builds relationships between USG partners, such that key offices will already be familiar with working together before the next big disaster hits.

IOM

Pakistan Floods Interagency Partners: DoD, FFP, USAID/Pakistan, State/PRM

Patty Shea/USAID

Haiti Cholera Interagency Partners: CDC, OTI, USAID/Haiti

Shanna Devoy, State/PRM

Libya Complex Emergency Interagency Partners: FFP, DoD, OTI, State/PRM, State/PM/WRA

AFP

Japan Earthquake and Tsunami Interagency Partners: L.A. County and Fairfax County USAR teams, DoD, DoE, NRC, HHS

**Examples of OFDA Interagency Coordination**

[1] Offices in the working group include OFDA; FFP; the Office of Program, Policy, and Management; the Office of Conflict Management and Mitigation; and the Office of Democracy and Governance.

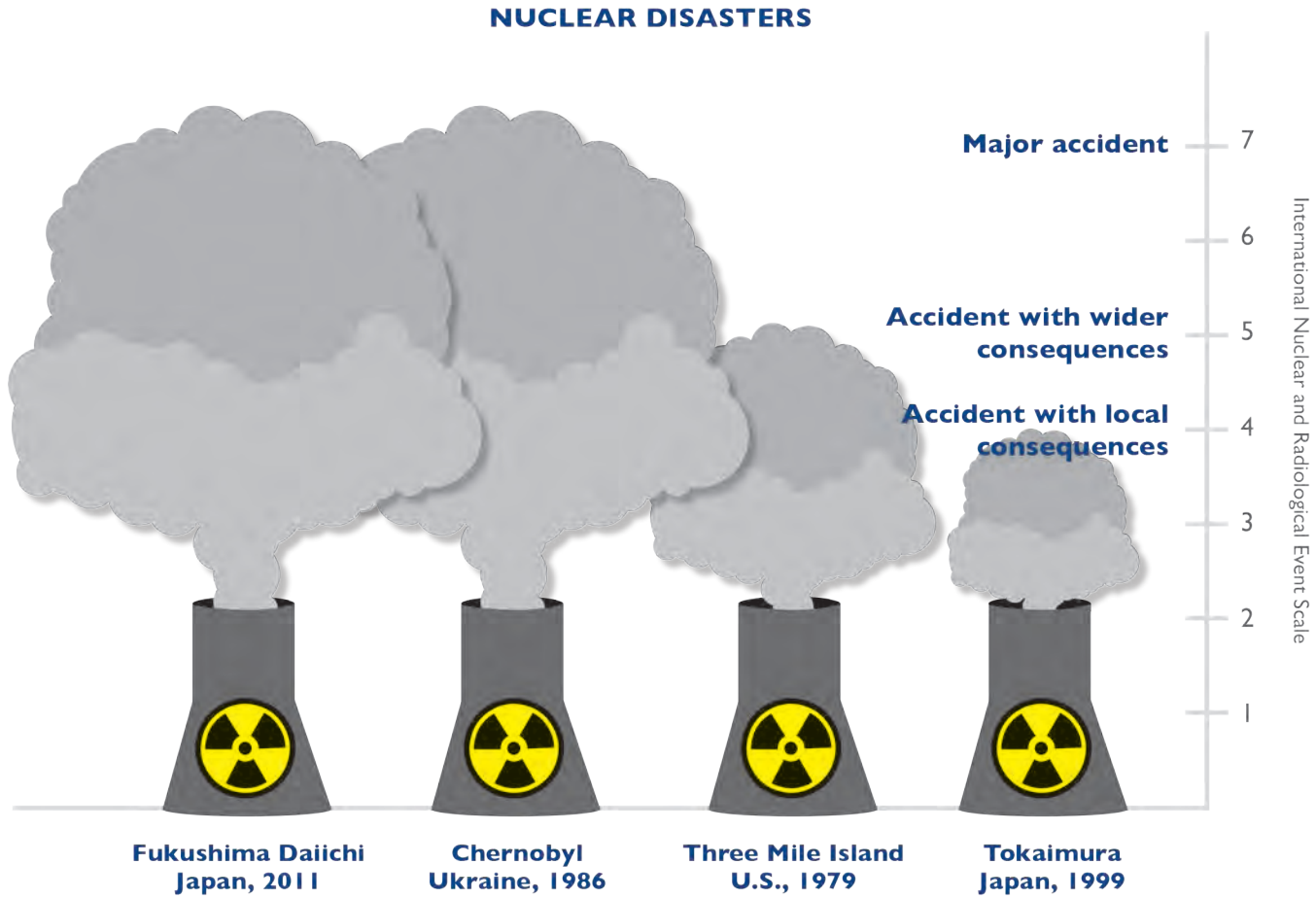
## VERSATILITY AND LEADERSHIP IN THE FACE OF AN UNMATCHED DISASTER IN JAPAN

*By Alison Lapp and Helen Ho*

Prior to March 11, 2011, the USG had responded to international disasters ranging from conflict to cholera and from floods to fires, but it had never provided humanitarian assistance following a major nuclear crisis overseas. However, when a powerful tsunami struck the Fukushima Daiichi power plant in eastern Japan, sparking one of the most serious nuclear meltdowns in history, OFDA's leadership and existing capabilities laid the groundwork for an unprecedented response.

OFDA deployed a DART within hours of the magnitude 9.0 earthquake that generated the tsunami, activating an agreement with the Fairfax County and L.A. County fire departments to bring USAR professionals to Japan to search for survivors. OFDA also deployed its own expert on chemical, biological, radiological, nuclear, and explosive hazards to observe and advise on the situation at Fukushima Daiichi. As the severity of the damage to the nuclear plant became apparent in the days following the tsunami, OFDA applied a strategy that had proven successful in previous disasters: expanding the disaster response team to include technical specialists with advanced knowledge of the needs on the ground. In this case, OFDA augmented its team with colleagues from the U.S. Department of Energy (DoE) and the U.S. Nuclear Regulatory Commission (NRC), who facilitated assessments of conditions in and near the damaged power plant. These specialists also offered technical expertise to the Government of Japan (GoJ) and the Tokyo Electric Power Company (TEPCO)—the owner of Fukushima Daiichi—on bringing the nuclear crisis under control. Since this emergency was the first international disaster response many of the USG specialists had participated in, OFDA provided the humanitarian leadership, as well as the operational and administrative support that allowed them to contribute their expertise quickly and effectively.

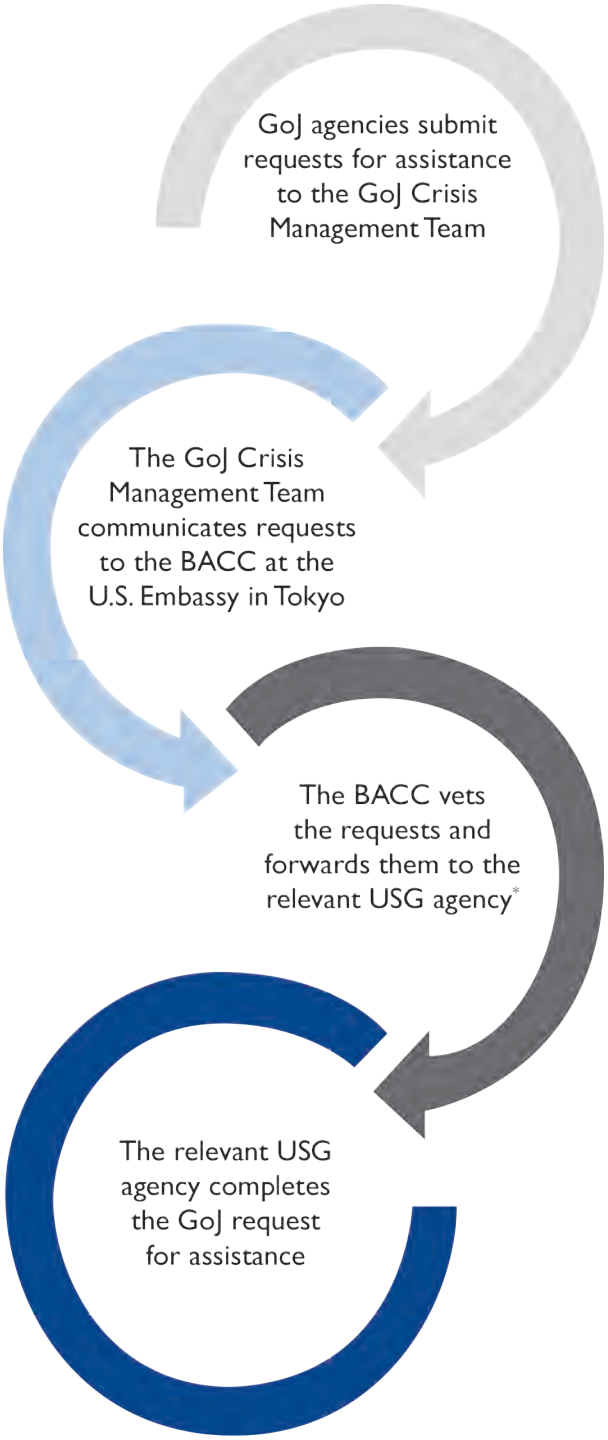
As the USG and the GoJ had never before collaborated to manage a nuclear emergency, in the beginning, both governments were writing the rules of the response as it unfolded. Early requests for assistance occurred on an



ad hoc basis, emanating from multiple GoJ agencies and arriving at numerous USG offices. No system existed to help avoid duplication, streamline communication, and ensure that the USG was responding to the most pressing humanitarian needs. To standardize and improve the process, OFDA looked to the way it organizes humanitarian tasks for another influential entity that often receives a barrage of emergency assistance requests—the U.S. military. For years, OFDA and DoD have implemented a system whereby OFDA vets and validates third-party requests for U.S. military humanitarian assistance to ensure that tasks are appropriate and will help meet identified needs. This OFDA–DoD tasking validation process proved to be a good model for enabling the USG to more efficiently receive, vet, and respond to GoJ requests for USG assistance.

By mid-April, the DART had worked with colleagues at the U.S. Embassy in Tokyo to assemble the Bilateral Assistance Coordination Cell (BACC)—a USG interagency group with the technical knowledge to assess requests and the political standing to converse with the GoJ and other donors regarding the best way to address them.[1] The BACC presented a single window into the USG through which the GoJ could direct requests for assistance. Through coordination with the GoJ, the BACC identified the Crisis Management Team led by Special Advisor to the Prime Minister Goshi Hosono as the sole GoJ point of contact for discussions on USG nuclear assistance, thereby creating a single, mutually endorsed stream of communication between the two governments.

Neena Sasaki, five years old, surveys the wreckage of her home, which was destroyed by the tsunami of March 11, 2011, in Rikuzen-Takaata, a small town in Iwate Prefecture. (Courtesy of UNICEF ©UNICEF/NYHQ2011-0427/Adam Dean)




*The BACC vetting process also determined appropriateness of USG assistance for each request. When private sector capacity existed to meet a given request, the BACC would refer the GoJ to commercial sources.

With OFDA assistance, the BACC also systematized the provision of assistance in response to the crisis at Fukushima Daiichi by forming thematically organized GoJ–USG working groups that met regularly. The meetings occurred at the political, operational, and technical levels to promote collaboration at each stage of the

[1] The BACC comprised representatives from the U.S. Embassy in Tokyo, USAID, DoE, NRC, DoD, and the U.S. Foreign Commercial Service.

process needed to bring joint nuclear response activities to fruition.

Japan's status as a developed nation means that no USAID development mission exists in country, which left OFDA without the traditional partner to which it would transition activities as the response moved from relief to recovery. However, by forming the BACC, OFDA and the wider USG ensured the sustainability and continuity of support to the GoJ. The BACC represented a platform for U.S. Embassy staff to maintain consistent USG support after the DART left.

At every stage in the response, OFDA was presented with novel challenges that only arose due to the unique circumstances of a nuclear crisis in a developed nation. Yet, for every obstacle, OFDA was able to find a solution in its existing toolkit. From calling forward appropriate technical specialists in Washington, D.C., to collaborating with USG interagency colleagues in Japan, the DART used lessons learned from previous disasters to successfully meet the needs of this unique disaster, providing specialized equipment, technical advice, and logistics support to the GoJ. In doing so, OFDA contributed significantly to a coordinated response that allowed the USG to help the GoJ contain the impact of an unparalleled nuclear disaster on its people.

Workers wear radiation protection suits, similar to the personal protective equipment provided by OFDA, at the Fukushima Medical University hospital in Fukushima city, Japan. (Courtesy of AFP/YOMIURI SHIMBUN)

## OFDA PROVIDES STRATEGIC HUMANITARIAN ASSISTANCE IN DEVELOPED COUNTRIES

*By Alison Lapp*

In the years leading up to 2011, OFDA was no stranger to cooperating with Japan and New Zealand to respond to disasters—just not on their own soil. But when a devastating earthquake struck New Zealand in late February and a powerful tsunami hit Japan three weeks later, the two countries that had so often worked alongside OFDA to send first responders and provide humanitarian assistance to developing nations suddenly faced needs within their borders.

The USG was quick to offer assistance to these long-standing partners, and, despite being more accustomed to responding in countries with poor infrastructure, limited government capacity, and a large international relief agency presence, OFDA rapidly identified ways to respond to specific needs in countries that already had strong national systems in place to manage the overall response. OFDA's experiences in Japan and New Zealand yielded the following principles, which help prepare and define approaches to USG humanitarian assistance in developed countries.

***Disasters can happen anywhere; even countries with robust capabilities and preparations may require assistance.***

The February 22 earthquake in New Zealand and March 11 earthquake and tsunami in Japan precipitated two atypical responses for OFDA—prompting DARTs to deploy to developed nations with robust domestic response capacities. Both countries had made significant investments in disaster preparedness through comprehensive building codes and early warning systems, which saved many lives during the crises. Although OFDA was historically more likely to interact with Japan and New Zealand as fellow donors than as nations requiring aid, the earthquakes, tsunami, and resulting nuclear crisis revealed that any country, when faced with a disaster of significant magnitude, may require and request international assistance.

***OFDA's role is to fill specific gaps strategically and based on identified needs.***

OFDA assessed that, in each case, the USG role was appropriately limited to addressing only a very small set of needs that exceeded the host nations' ability to respond. This included USAR support due to the large size of the affected area in Japan and the limited number of national teams available to respond to a disaster of the magnitude of New Zealand's. In Japan, strategic OFDA activities also included technical assistance to mitigate the nuclear

OFDA-supported firefighters from L.A. County search a parking structure in Christchurch, New Zealand, for earthquake survivors. (Photo by Rebecca Gustafson/USAID)

crisis and facilitation of in-country logistics and transport. As sufficient resources remained available in-country to meet disaster needs and using them helped bolster Japan's disaster-affected economy, Japan did not require relief supplies from abroad. Rather, OFDA coordinated with DoD to facilitate the movement of local commodities to places in Japan that needed them urgently.

***Interagency responses are most effective when OFDA requests support from particular USG agencies for defined capabilities that fill identified gaps.***

In New Zealand, daily OFDA assessments confirmed that Government of New Zealand (GoNZ) efforts were aptly meeting the majority of humanitarian needs. Therefore, OFDA's response was restricted to activating an existing agreement with the L.A. County Fire Department to send a USAR team. The team augmented the capacity of local firefighters to search for survivors trapped in buildings and provided engineering advice to local officials as they decided whether to demolish or rehabilitate damaged structures. Similarly, OFDA determined that Government of Japan (GoJ) national, regional, and local authorities were providing sufficient health, water, food, and shelter assistance to tsunami-affected communities, making the provision and coordination of nuclear technical assistance the DART's primary focus. To meet that need, OFDA engaged DoE, NRC, and the Federal Occupational Health Office of HHS in an effective interagency response. The agencies involved were thereby requested to fill specific and urgent gaps. OFDA is prepared to respond to chemical, biological, radiological, nuclear, and explosive emergencies but could not have offered the level of technical expertise required by the GoJ without expanding the DART to include specialists from other agencies. OFDA's international disaster response expertise and capabilities enabled staff from these offices to engage effectively overseas, and the USG partners allowed the OFDA-led DART to provide the required level of nuclear technical support to Japan.

***A country that does not typically need international assistance may need the greatest help in coordinating international responders and systematizing assistance requests.***

To help New Zealand firefighters divide and assign duties to the international teams participating in USAR efforts in Christchurch, some members of the L.A. County team joined the staff of the GoNZ-led On-Site Operations Coordination Center (OSOCC), a structure that allows affected countries to coordinate international USAR efforts following a disaster. Although the GoNZ had never run an OSOCC before, with U.S. support, the center linked international rescue personnel to local authorities and facilitated the coordination of many international USAR teams—an action critical to ensuring optimal rescue efforts.

In Japan—a nation more familiar with responding to international requests for assistance than making them—the DART helped direct GoJ requests by creating a coordination system with the U.S. Embassy in Tokyo for vetting and responding to GoJ needs, thereby reducing the risk that urgent requests would be missed or efforts duplicated. In addition, the DART identified developing strategic linkages as a niche need due to a lack of GoJ experience with incorporating non-GoJ actors into disaster response. As the central coordinating body for the USG disaster response and the primary USG point of contact for the GoJ, the DART was able to address logistical challenges by channeling private sector donations to support GoJ humanitarian operations. The DART also alleviated communication disconnects between national and local governments by arranging travel for U.N. and national government officials to conduct assessments in affected areas and expanded the delivery of aid by connecting small NGOs with U.N. logistics capacity.

In both Japan and New Zealand, OFDA found capable national governments with established systems for disaster response that were nonetheless overwhelmed by the severity of the disasters that occurred on their soil. By calling forward interagency specialists and aiding in the coordination of the international or non-governmental aspects of the responses, OFDA was able to provide strategic assistance targeted to the areas where the otherwise effective developed governments needed support.

Structural engineers from the American USAR team pair with New Zealand counterparts to provide strategic assistance on how to handle damaged buildings. (Courtesy of L.A. County Fire Department)

## OFDA'S HUMANITARIAN POLICY LEADERSHIP

*By Caroline Haskins*

Providing shelter for people who have lost their homes and medical services to those who would otherwise go without are the aspects of OFDA's work that grab headlines. But out of the spotlight, OFDA is working to make humanitarian aid more effective by, among other activities, improving the systems we use to coordinate and deliver relief assistance. As the office in charge of providing and coordinating humanitarian assistance abroad on behalf of the USG, OFDA helps spearhead this collective endeavor.

OFDA internally crafts humanitarian strategies and policies from offices in Washington, New York, Brussels, Geneva, and Rome, as well as externally in conjunction with other USG actors involved in humanitarian response and with international donors and humanitarian agencies. OFDA team members around the world advocate the adoption of USG humanitarian policies by other donors and operational agencies, including U.N. and NGO partners. As disasters become more frequent and complex, creating and advocating for policies that incorporate best practices and improve response efforts become increasingly important.

### Improving International Humanitarian Aid Management Structures

The ongoing movement to review and improve relief work began in 2005, after the scale and scope of the Indian Ocean tsunami challenged humanitarian assistance structures in unprecedented ways. In the aftermath of the disaster, the U.N. commissioned the Humanitarian Response Review to assess humanitarian agencies' capacity to respond to complex emergencies and natural disasters. The assessment aimed to identify the causes of inefficiency, unpredictability, and ineffectiveness in collective humanitarian responses. Subsequently, the U.N. launched a humanitarian reform initiative that emphasized capacity, accountability, predictability, leadership, and partnership. The initiative established new structures to strengthen humanitarian coordination, such as the cluster system, which aims to encourage collaboration and coordination among U.N. agencies and NGOs within each humanitarian sector. The initiative also reformed the U.N. humanitarian leadership system to more effectively identify and recruit for senior level positions.

In 2010, the earthquake in Haiti and the floods in Pakistan again revealed systemic inefficiencies in the humanitarian aid management structures. These mega-crises brought the shortcomings of the new reform structures into sharp focus, prompting the humanitarian community to

A young Pakistani boy, whose family was affected by floods, peers out from a shelter made from OFDA-provided plastic sheeting in a camp for people displaced by flooding in Sindh Province, Pakistan, in September 2010. (Courtesy of AFP)

**On behalf of the USG, OFDA** has been spearheading efforts to improve the systems the international community uses to coordinate and deliver humanitarian relief assistance.

reassess and approach reform differently. Thus, the U.N. Under-Secretary-General for Humanitarian Affairs and Emergency Relief Coordinator Valerie Amos developed the Transformative Agenda. The agenda focuses on system-wide change through a collective approach, which values shared accountability for performance and to affected people. To the detriment of the collective response, the previous system allowed individual agencies to remain too inwardly focused. This new paradigm is being used to improve the critical elements of an effective humanitarian response: leadership and coordination, as well as accountability to beneficiaries and other humanitarian agencies.

Throughout this multistage, seven-year reform process, OFDA has played a significant role within the international humanitarian community to advance reform efforts by providing policy guidance, technical input, and funding to individual agencies and the overall process. As the USG's lead office for disaster response, OFDA's strong relationships with the U.N., NGO community, and donors present tremendous opportunities to influence global policy.

One of the many ways that OFDA leverages its policy, technical, and operational expertise to influence partners and donor counterparts is through the USG's Interagency Humanitarian Policy Working Group (HPWG).

The HPWG was established in 2010 to develop overall humanitarian policy objectives and accompanying implementation plans for the USG. A forum in which relevant USG agencies and offices harmonize humanitarian policy positions on critical and strategic issues, the HPWG comprises members of DCHA, State/PRM, and State's Bureau of International Organizational Affairs. To date, the HPWG has developed policy positions on cluster performance and accountability, as well as humanitarian leadership. OFDA furthers these policy positions strategically by advocating for them in multiple global humanitarian policy fora, as well as through financial support to programs with tangible goals, such as providing appropriate and adequate training to candidates for the U.N. humanitarian coordinator position in disaster-affected countries.

### Supporting Good Humanitarian Donorship

OFDA has been an active participant in and strong supporter of the Good Humanitarian Donorship (GHD) Initiative since its inception in 2003, when the U.S. joined other donors in shaping its original 23 principles and best practices. These were developed to enhance the coherence and effectiveness of donor actions and strengthen donor accountability to beneficiaries, implementing organizations, and domestic constituencies. In FY 2011, OFDA expanded its outreach to donors outside the GHD realm, including Gulf States, to promote participation in established coordination systems and contributions to collective humanitarian response plans. Doing so ensures that all responders to a given disaster are working with a common operating picture, following the same principles, and striving toward the same goals.

In 2011, on behalf of the USG, OFDA's Safety and Security Unit and policy staff led the GHD Initiative's Humanitarian Safety and Security Working Group, which was established on the premise that donor involvement in safety and security issues should go beyond funding. That is, donors must understand the implications of inadequate or inconsistently applied safety and security systems on humanitarian programs.

OFDA staff in Washington, New York, Geneva, and Rome continue to participate proactively in all GHD deliberations and decisions. OFDA is prioritizing enhancing partnerships with beneficiary countries, strengthening accountability through the development and application of humanitarian indicators, and improving humanitarian safety and security.

### Developing and Promoting Best Practices

Although inspired by good intentions and generosity, humanitarian assistance—when unneeded and provided without consideration of the local culture or context—can sometimes do more harm than good.

The U.S., through OFDA, is committed to providing responsible and effective humanitarian assistance to people affected by international disasters. In addition, OFDA encourages all humanitarian actors, including its partners and fellow donor countries, to follow the best practices and minimum standards for humanitarian assistance as prescribed by the Sphere Handbook. The handbook is

**The Protection Principles** deal in part with protecting women, men, girls, and boys from physical and psychological harm caused by violence or coercion during and after disasters. The Sphere Handbook outlines ways to prevent, respond to, and remedy these abuses.

published by the Sphere Project—an international initiative aimed at improving the effectiveness and accountability of humanitarian assistance. OFDA has supported the Sphere Project since its launch in 1997, contributing to the development of the original minimum standards and continuing to assist in timely revisions as humanitarian practice evolves.

The most significant change to the third revision of the Sphere Handbook, released in April 2011, is the inclusion of the chapter on "Protection Principles"—the general responsibilities of those involved in humanitarian assistance to help protect the safety, dignity, and rights of people affected by disasters. The revised handbook also addresses civil–military relationships and cross-cutting issues such as psychosocial support and DRR. OFDA is also supporting the translation of Sphere handbooks, as well as training in Sphere standards, into multiple languages, including Arabic.

## From Policy to Action

When disasters strike, chaos and confusion inevitably ensue. Therefore, it is critical to ensure that all humanitarian actors are coordinated and committed to implementing an efficient and principled response. OFDA leverages its policy, technical, and operational expertise, as well as its strong institutional relationships, to help ensure that policy is translated into action. For all humanitarian actors, participating in and continuously improving the humanitarian architecture should be a priority and collective endeavor. Millions of disaster-affected people around the world depend on it.

A group of women and girls sing at the Halabokad IDP settlement near Gaalkacyo city, central Somalia. (Courtesy of OCHA's Integrated Regional Information Networks)

# AFRICA

## IN THIS SECTION:


Benin - Floods . . . . . 102

Central African Republic - Complex Emergency . . . . . 102

Chad - Complex Emergency . . . . . 102

Côte d'Ivoire - Complex Emergency . . . . . 103

Democratic Republic of the Congo - Complex Emergency . . . . . 103

Ethiopia - Complex Emergency . . . . . 104

Ethiopia - Drought . . . . . 104

Ghana - Floods . . . . . 105

Kenya - Drought . . . . . 105

Kenya - Pipeline Explosion . . . . . 106

Liberia - Complex Emergency . . . . . 106

Libya - Complex Emergency . . . . . 107

Madagascar - Locust Outbreak . . . . . 108

Madagascar - Cyclone. . . . . 108

Namibia - Floods. . . . . 108

Niger - Food Insecurity . . . . . 109

Somalia - Complex Emergency . . . . . 109

South Africa - Floods . . . . . 110

South Sudan - Complex Emergency . . . . . 110

Sudan - Complex Emergency . . . . . 111

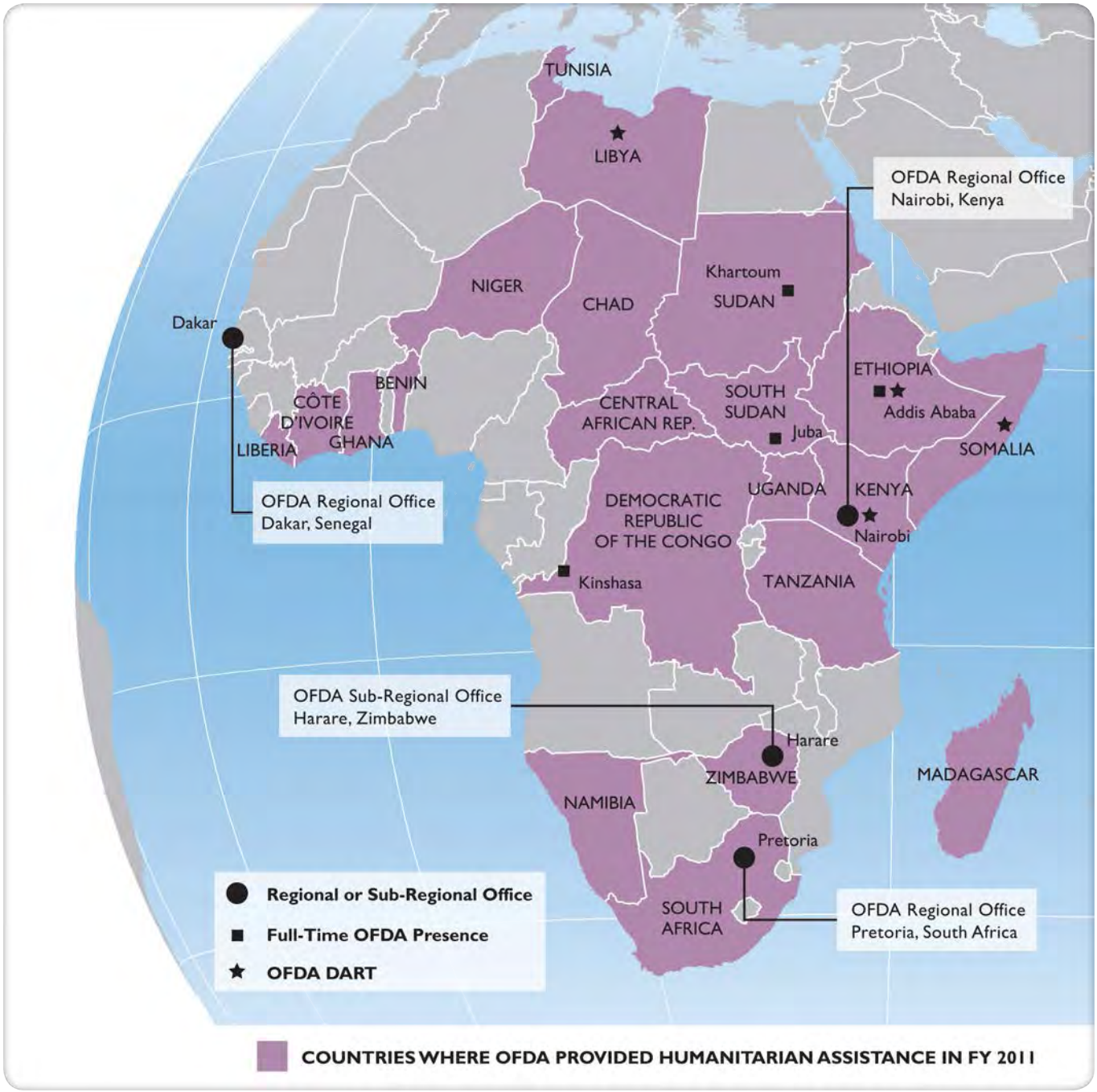
Tanzania - Munitions Explosion . . . . . 112

Tunisia - Social Unrest . . . . . 112

Tunisia - Complex Emergency . . . . . 113

Uganda - Floods . . . . . 113

Zimbabwe - Complex Emergency . . . . . 113




## REGIONAL SUMMARY

OFDA responded to 25 disasters in 21 countries in Africa in FY 2011. In total, OFDA provided approximately $406 million for humanitarian assistance in Africa, including nearly $303 million for disaster responses, approximately $1.8 million for DRR activities, and more than $95 million for disaster response programs with DRR components. OFDA deployed DARTs in response to crises in Ethiopia, Kenya, Libya, and Somalia and deployed emergency humanitarian staff to disasters in Benin, the Central African Republic, Côte d'Ivoire, and Liberia.

## BENIN

### Floods

Beginning on September 20, 2010, unseasonably heavy rains caused flooding in 55 of the 77 communes in Benin. The floods affected approximately 680,000 people across the country, displacing more than 105,000 individuals and causing at least 46 deaths and 1,000 injuries, according to OCHA.

On October 6, 2010, U.S. Chargé d'Affaires, a.i., Susan Tuller declared a disaster due to the effects of the floods. In response, OFDA provided an initial $50,000 for water storage units to benefit displaced populations residing in temporary shelters in Sô-Ava County, where some of the heaviest flooding occurred. To address the immediate shelter needs of more than 10,000 flood-affected people, OFDA provided additional assistance for the local procurement of 2,000 rolls of plastic sheeting. OFDA also airlifted 200 rolls of plastic sheeting from its regional warehouse in Dubai to Benin.

In mid-October 2010, OFDA deployed a regional advisor to assess flood impacts and determine additional emergency assistance needs. Based on the resulting recommendations, OFDA provided nearly $1 million for WASH and agriculture and food security interventions to mitigate the floods' effects on livelihoods and sanitation conditions for approximately 35,000 people.

**Implementing Partner in Benin**
CRS

**OFDA Assistance ..... $1,239,544[1]**

## CENTRAL AFRICAN REPUBLIC

### Complex Emergency

Ongoing conflict and restricted humanitarian access have contributed to a complex emergency in southeastern Central African Republic (CAR). Since 2008, Lord's Resistance Army (LRA) attacks along the border between CAR and the Democratic Republic of the Congo (DRC) have resulted in significant population displacement and increased humanitarian needs. In early 2010, LRA violence intensified in southeastern CAR.

An OFDA assessment team traveled to southeastern CAR in late October 2010. The team concluded that insecurity and poor road infrastructure significantly restricted humanitarian access, leaving populations affected by LRA violence highly vulnerable to food insecurity and increased incidence of disease.

On January 27, 2011, U.S. Ambassador Laurence D. Wohlers declared a disaster due to LRA-related humanitarian needs. In response, OFDA provided $2 million for health, protection, and WASH programs in CAR. OFDA supported primary health care and psychosocial services, such as the reintegration of youth who have escaped after being abducted by the LRA. OFDA also helped increase access to safe drinking water and basic sanitation, benefiting approximately 20,000 conflict-affected individuals.

In response to food insecurity throughout CAR, other USG offices provided approximately 3,980 MT of Title II emergency food assistance, including cornmeal, corn-soy blend, vegetable oil, and peas, to support an estimated 24,000 IDPs and as many as 6,000 Congolese refugees. In FY 2011, the USG also provided funding for health and WASH interventions to assist and protect nearly 200,000 IDPs and 30,000 Congolese and Sudanese refugees throughout CAR.

**Implementing Partners in CAR**
Merlin and UNICEF

**OFDA Assistance ..... $2,000,000**

## CHAD

### Complex Emergency

Large-scale displacement in the context of endemic poverty, competition over scarce resources, and frequent environmental disruptions, such as floods and droughts, has contributed to an ongoing complex emergency in Chad. In FY 2011, protracted displacement compromised the productivity and livelihoods of 1.9 million refugees, IDPs, returnees, and host community members, according to the U.N.

Despite above-average rainfall during the 2010 growing season, more than 50 percent of the population of Chad's central-western Sahelian zone was food insecure in FY 2011, due to preceding consecutive years of insufficient rainfall, failed harvests, and a paucity of alternative livelihoods options. Inadequate nutrition and limited access to safe drinking water, sanitation, and health services contributed to outbreaks of disease, including measles, polio, and cholera, affecting more than 3 million people between January and May 2011, accord-

ing to U.N. estimates. Violence in Libya prompted the return of 70,000 Chadian migrant workers and restricted imports of food and fuel, compounding humanitarian challenges in Chad.

On November 4, 2010, U.S. Ambassador Mark M. Boulware reissued a disaster declaration in Chad due to the complex emergency and ongoing humanitarian needs. In response, OFDA provided more than $8.9 million for programs that addressed emergency needs while laying the foundation for long-term recovery. OFDA's FY 2011 assistance to Chad included nearly $2.4 million in livelihoods and agriculture support for more than 62,000 people and more than $3 million in nutrition and medical support for up to 850,000 Chadians.

In FY 2011, other USG agencies responded to emergency food needs for up to 1 million individuals in Chad—including refugees from CAR and Darfur, Sudan—with 57,030 MT of Title II emergency food assistance, such as corn-soy blend, cornmeal, sorghum, vegetable oil, and yellow split peas. The USG also provided funding to assist and protect 340,000 Sudanese and CAR refugees, as well as 180,000 internally displaced Chadians and 50,000 Chadian migrants returning from Libya, through support for education, health, WASH, livelihoods, and logistics.

**Implementing Partners in Chad**
ACF, ACTED, Air Serv International, CRS, FAO, IMC, the MENTOR Initiative, OCHA, Première Urgence, UNHAS, UNICEF, and WCDO

**OFDA Assistance ..... $8,964,707**

## CÔTE D'IVOIRE

### Complex Emergency

In late November 2010, following the disputed presidential election between Alassane Ouattara and then-incumbent Laurent Gbagbo, increasingly intense fighting between forces loyal to the two sides resulted in extensive displacement throughout Côte d'Ivoire and to neighboring countries.

After forces loyal to Ouattara gained control of the economic capital of Abidjan in April 2011, the conflict calmed significantly, and some displaced Ivorians began returning home. However, localized insecurity persisted. As of September 2011, approximately 247,000 people remained displaced throughout Côte d'Ivoire, and more than 200,000 Ivorian refugees continued to reside in neighboring countries, primarily Liberia, according to U.N. agencies.

On March 13, 2011, U.S. Ambassador Phillip Carter III declared a disaster due to the humanitarian impact of increasing violence and significant displacement resulting from the political impasse. In response, OFDA deployed a humanitarian assessment team and provided nearly $8 million to address the identified humanitarian needs of conflict-affected communities in Côte d'Ivoire, including both IDPs and host community members.

Of the total, OFDA provided nearly $2.5 million for WASH interventions to improve water access and sanitation conditions for as many as 189,000 Ivoirian IDPs, host community members, and returnees through water infrastructure rehabilitation and environmental health activities. OFDA also provided more than $1.8 million to re-establish support centers for GBV survivors and strengthen systems to reunite unaccompanied children and separated families.

In response to emergency food needs, the USG also contributed approximately 2,620 MT of emergency food commodities, provided additional funding for regional food procurement to benefit 340,000 affected people, and supported cash transfer programs to help rebuild livelihoods for as many as 108,000 conflict-affected people.

In addition, the USG assisted displaced Ivorians in Côte d'Ivoire and neighboring countries through protection and family reunification activities, support for IDP and refugee camp coordination, and interventions in the sectors of health, WASH, education, and food security.

**Implementing Partners in Côte d'Ivoire**
IRC, OCHA, Première Urgence, SC/US, UNFPA, UNHAS, UNICEF, and WFP

**OFDA Assistance ..... $7,960,877**

## DEMOCRATIC REPUBLIC OF THE CONGO

### Complex Emergency

Since 1998, fighting in the DRC between the Armed Forces of the DRC and armed opposition groups has contributed to insecurity and significant population displacement. LRA attacks in the DRC have increased significantly since 2008 and continue to impact populations in

Orientale Province in the country's northeast.

In FY 2011, forced child recruitment into armed groups, ongoing violence, and reduced access to cropland and local markets contributed to the deterioration of humanitarian conditions throughout the DRC. In September 2011, OCHA reported that more than 1.6 million people remained displaced in the DRC.

On October 13, 2010, U.S. Chargé d'Affaires, a.i., Samuel C. Laeuchli redeclared a disaster for the complex emergency in the DRC. In response, OFDA provided more than $33.5 million in assistance. Of the total, more than $9 million supported health interventions benefiting as many as 1 million conflict-affected people in the DRC and more than $7.4 million supported ERMS activities, such as cash-for-work programs. In addition, OFDA provided approximately $6.2 million for emergency relief supplies, including blankets, kitchen sets, and plastic sheeting, to address the needs of more than 900,000 people.

Other USG agencies responded to the food needs of 3.3 million people by contributing 24,010 MT of Title II emergency food assistance, including cornmeal, corn-soy blend, vegetable oil, and peas. USG funding also supported programs in livelihoods, health, WASH, education, and GBV prevention, as well as voluntary refugee returns and reintegration. In addition, the USG supported ongoing logistics, communications, and protection programs for conflict-affected populations in the DRC and provided multi-sector support to more than 400,000 refugees from the DRC residing in neighboring countries.

**Implementing Partners in the DRC**

AAH/US, Concern, CRS, Handicap International/France, IMA World Health, IMC, Medair, Mercy Corps, Merlin, OCHA, Première Urgence, Samaritan's Purse, SC/UK, Solidarités, Tearfund, UNHAS, UNICEF, and WHH

**OFDA Assistance ..... $33,511,114**

## ETHIOPIA

### Complex Emergency

Consecutive seasons of failed rains, a rapidly growing population, inflation, and endemic poverty have contributed to Ethiopia's ongoing complex emergency. Due to worsening drought conditions in 2011, both the Government of Ethiopia (GoE) and relief agencies significantly scaled up assistance to meet emergency needs. Land degradation and poor access to health services, safe drinking water, and markets continued to limit vulnerable populations' ability to weather shocks and exacerbated the humanitarian situation.

Failed rains further decreased water availability and adversely affected crop yields and livestock health, worsening food insecurity among affected populations. As of September 2011, the GoE had classified 347 districts—or approximately 65 percent of districts nationwide—as priorities for humanitarian interventions based on food security and nutrition indicators. Conflict and drought in neighboring Somalia and Sudan accelerated refugee flows into Ethiopia, increasing humanitarian requirements.

On October 25, 2010, U.S. Ambassador Donald E. Booth redeclared a disaster due to the ongoing complex emergency in Ethiopia. In response, OFDA provided more than $10.4 million in FY 2011 to support the most vulnerable populations in Ethiopia. Assistance included more than $5 million for nutrition programs to train health workers in management of SAM and establish in-patient and out-patient nutrition treatment centers.

In FY 2011, other USG agencies provided approximately 275,120 MT of Title II emergency food assistance, including wheat, sorghum, peas, and oil, as well as support for the purchase of more than 8,600 MT of locally and regionally procured beans and corn-soy blend. This assistance addressed the significant food needs of approximately 3.5 million drought-affected Ethiopians and an estimated 240,000 refugees residing in Ethiopia. In addition, USG-supported safety net interventions reached more than 2.2 million Ethiopians, and USG agencies provided funding for health, water, sanitation, shelter, and education interventions to assist and protect 275,000 Somali, Sudanese, and Eritrean refugees in Ethiopia.

**Implementing Partners in Ethiopia**

ADRA, Bahir Dar University, FAO, IMC, Mercy Corps, Merlin, OCHA, SC/US, UNDSS, UNHAS, UNICEF, USFS, and World Bank

**OFDA Assistance ..... $10,433,368**

## ETHIOPIA

### Drought

Failed rains resulted in drought and significantly impacted humanitarian conditions among vulnerable populations in southeastern Ethiopia. In addition to below-normal harvests,

failed rains resulted in pasture and water shortages for livestock, leading to abnormal migration patterns and increased livestock mortality. Deteriorating animal health led to reduced market prices for livestock, decreasing incomes used to purchase food. In a number of affected areas, the prevalence of acute malnutrition surpassed emergency threshold levels, and an influx of drought- and conflict-affected refugees and livestock, particularly from Somalia, increased pressure on limited food, water, and pasture. As of September 2011, approximately 4.8 million people in Ethiopia, including more than 184,000 drought- and conflict-affected Somali refugees, remained in need of humanitarian assistance, according to the U.N.

On February 4, 2011, U.S. Chargé d'Affaires Tulinabo S. Mushingi declared a disaster due to the effects of the drought. In response, OFDA increased support to meet emergency needs, particularly through food security, health, nutrition, and WASH activities. On July 6, USAID activated a regional DART in Nairobi, Kenya, and Addis Ababa, Ethiopia, to monitor regional drought conditions, identify humanitarian needs, and coordinate response activities with other donors. USAID also activated an RMT in Washington, D.C., to support the DART and coordinate USG humanitarian efforts. In FY 2011, OFDA support for the Ethiopia drought response exceeded $24.6 million.

In FY 2011, USG assistance addressed the significant food needs of approximately 3.5 million drought-affected Ethiopians. Other USG support included assistance to drought-affected Ethiopians and Somali refugees in and around the Dollo Ado refugee complex located on the Ethiopia–Somalia border. [For more details, please see the preceding *Ethiopia – Complex Emergency* case report.]

**Implementing Partners in Ethiopia**
CHF International, FAO, Food for the Hungry, GOAL, IMC, IRC, Mercy Corps, OCHA, SC/US, UNDSS, UNHAS, and UNICEF

**OFDA Assistance ..... $24,681,747**

## GHANA

### Floods

From October 15 to 26, 2010, prolonged and heavy rainfall in Ghana caused flooding in areas adjacent to the overflowing Black Volta and White Volta rivers. According to the Government of Ghana National Disaster Management Organization, the floods damaged more than 2,300 houses, restricted access to water and sanitation facilities, and submerged farmland, affecting more than 141,000 individuals.

On November 26, 2010, U.S. Ambassador Donald G. Teitelbaum declared a disaster due to the effects of the floods. In response, OFDA provided $50,000 for emergency relief commodities to assist individuals displaced by flooding, as well as families hosting such individuals in Northern Region. In addition, other USG agencies provided 180,000 water purification tablets to public health facilities in Northern Region to supplement depleted supplies.

**Implementing Partner in Ghana**
Opportunities Industrialization Centers International

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

## KENYA

### Drought

Following below-normal October-to-December 2010 short rains, food security among pastoralists and agro-pastoralists in northern and eastern Kenya and populations in rain-dependent farming areas sharply deteriorated. A severe shortage of grazing land caused livestock health and market prices to decline markedly, and milk production diminished significantly for the majority of affected households, limiting a vital source of nutrients and protein for vulnerable children. OFDA and other USAID staff assessed drought-affected areas from January 12 to 28, 2011, finding almost complete failure of the maize crop. As a result, the cost of maize—Kenya's primary staple food—sharply increased nationwide at a time when affected families had lost purchasing power due to poor livestock terms of trade.

As of September 2011, more than 507,000 drought- and conflict-affected Somali refugees remained in Kenya, the majority of whom resided at Dadaab refugee complex in northeastern Kenya, compounding the effects of the drought by increasing pressure on limited food and water resources, heightening the risk of communicable disease transmission, and increasing humanitarian assistance requirements.

On January 28, 2011, U.S. Ambassador Michael E. Ranneberger declared a disaster due to the effects of the drought. In response, OFDA immediately increased support to existing grantees to meet emergency agriculture, livelihoods, nutrition, and WASH needs, including through economic recovery interventions

designed to increase the ability of affected families to purchase food. On July 6, 2011, USAID activated a regional DART in Nairobi, Kenya, and Addis Ababa, Ethiopia, to monitor regional drought conditions, identify humanitarian needs, and coordinate response activities with other donors. USAID also activated an RMT in Washington, D.C., to support the DART and coordinate USG humanitarian efforts. In FY 2011, OFDA's support for the Kenya drought response exceeded $26.6 million.

To assist as many as 1.4 million drought-affected Kenyans, the USG also provided approximately 57,380 MT of Title II emergency food assistance, comprising cornmeal, corn-soy blend, sorghum, peas, and oil; approximately 15,000 MT of regionally procured maize; and support for cash-based interventions. Likewise, to assist more than 530,000 refugees in Kenya, the USG provided approximately 46,440 MT of food assistance, including wheat flour, sorghum, cornmeal, corn-soy blend, peas, and oil.

FY 2011 USG support also assisted and protected as many as 580,000 Somali, Sudanese, and Ethiopian refugees in Kenya. USG-funded protection activities aimed to improve camp security and prevent GBV in the Dadaab camps. In addition, USG agencies supported activities in the sectors of shelter, health, WASH, education, and livelihoods, as well as the expansion of Dadaab camp.

**Implementing Partners in Kenya**
ACTED, Adeso, CHF International, Concern, FAO, Food for the Hungry, IFRC, IMC, Kenya Red Cross Society (KRCS), Mercy Corps, Mercy USA, Merlin, OCHA, Oxfam/GB, SC/UK, SC/US, UNICEF, Wajir South Development Association, WFP, and WHH

**OFDA Assistance ..... $26,647,979**

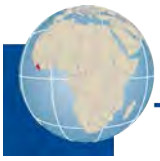
## KENYA

### Pipeline Explosion

On September 13, 2011, more than 100,000 liters of fuel from a major pipeline in Nairobi, Kenya, leaked through storm drains under the densely populated Sinai settlement into the Ngong River. Following the accident, pressure in blocked sewer lines triggered an explosion that caused fire to spread through residential areas. The accident resulted in 119 deaths, displaced 137 families, and caused at least 100 burn injuries, according to KRCS. On September 16, 2011, U.S. Ambassador J. Scott Gration declared a disaster due to the effects of the pipeline explosion and resulting fire. In response, OFDA provided $50,000 for the procurement and delivery of medical supplies to treat critical injuries.

**Implementing Partner in Kenya**
KRCS

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



## LIBERIA

### Complex Emergency

In late November 2010, refugees from Côte d'Ivoire began fleeing to Liberia due to violence following the disputed Ivorian presidential election. According to UNHCR, nearly 160,000 Ivorian refugees remained in eastern Liberia as of early October 2011—with many reluctant to return to Côte d'Ivoire due to fears of ongoing insecurity, and others unwilling to return as a result of homes, food stores, and other essential livelihoods items destroyed or looted during the conflict. The vast majority of refugees stayed with Liberian hosts, overcrowding homes and placing additional strain on local health services and water and sanitation resources. In some instances, depleted food stocks forced host families to consume seeds normally saved for planting the following year's crops. In December 2010, the OFDA West Africa principal regional advisor, accompanying U.S. Embassy and USAID/Liberia representatives, conducted a field assessment in Nimba County to evaluate humanitarian needs in areas affected by the refugee influx.

On January 4, 2011, U.S. Ambassador Linda Thomas-Greenfield declared a disaster due to the increasing humanitarian needs of Liberian host communities. In response, OFDA provided an initial $100,000 to support emergency health, humanitarian protection, and WASH activities in affected areas. OFDA subsequently provided more than $3.8 million in assistance, including nearly $1 million for a seed fair program that helped as many as 25,000 Liberian host community members replenish seeds and other agricultural inputs.

Through partners, OFDA also provided latrines, strengthened existing primary health facilities, and operated mobile health clinics in affected areas. To ease overcrowded living conditions in host communities, OFDA provided emergency shelter support to benefit approximately 26,000 people in as many as eight Liberian villages hosting significant numbers of Ivorian refugees.

The USG also responded to the complex emergency by providing 7,590 MT of Title II emergency food assistance, comprising bulgur wheat, yellow split peas, and vegetable oil, for approximately 186,000 conflict-affected individuals in Liberia. In addition, USG agencies funded the regional procurement of 990 MT of emergency food assistance, benefiting approximately 185,000 people. USG assistance also targeted more than 150,000 Ivorian refugees in Liberia through a range of refugee protection and assistance interventions, including activities in the sectors of shelter, education, WASH, health, and family reunification.

**Implementing Partners in Liberia**
ARC, CRS, Danish Refugee Council, EQUIP Liberia, IRC, UNICEF, and WFP

**OFDA Assistance ..... $3,980,088**

## LIBYA

### Complex Emergency

In mid-February 2011, the people of Libya began protesting against the government led by Muammar Qadhafi. As unrest rapidly spread, Libyan security forces under Qadhafi's authority began responding to protesting crowds with increasing violence. Fighting between anti-Qadhafi forces—soon united under the Transitional National Council (TNC)—and forces loyal to Qadhafi quickly escalated into more than seven months of armed conflict nationwide. The conflict resulted in large-scale population displacement, increased medical needs, humanitarian protection concerns, and other humanitarian needs.

By the height of displacement in July, the conflict had forcibly uprooted approximately 218,000 people within Libya and had led another 100,000 Libyans to seek temporary refuge in neighboring countries, according to the U.N. In addition, IOM reported that more than 700,000 migrants departed the country during the conflict, further exacerbating health needs, as third-country nationals composed a large percentage of Libya's medical workforce. After TNC forces gained control of Tripoli in August 2011, large-scale conflict concluded and only pockets of fighting remained. According to TNC estimates, the conflict resulted in at least 25,000 deaths and more than 60,000 people injured between February and September.

On February 28, 2011, Acting U.S. Assistant Secretary of State for Near Eastern Affairs Ronald L. Schlicher declared a disaster due to the complex emergency in Libya. In response, the USG deployed a DART to the region in early March and activated a Washington, D.C.-based RMT to support DART activities. The DART, which included teams in Benghazi, Libya, and the humanitarian coordination hubs of Zarzis, Tunisia, and Cairo, Egypt, remained active in the region for more than six months to assess humanitarian conditions and monitor the distribution of USG assistance throughout the conflict.

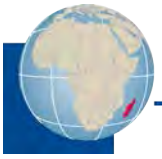
In response to the complex emergency, OFDA provided more than $13 million to assist conflict-affected populations. Of the total, OFDA contributed more than $6 million to support health-focused interventions, such as the deployment of specialized surgical and nursing staff to assist local hospitals and mobile health teams. OFDA also provided critically needed health supplies, including 12 emergency health kits—each sufficient to meet the basic health needs of 10,000 people for three months—and three trauma kits—each containing supplies for 100 surgical operations and 10 days of post-operative care.

Other USG agencies contributed more than 4,260 MT of Title II emergency food assistance, as well as additional funding for the local and regional procurement of food assistance, to benefit vulnerable populations in Libya. The USG also provided funding to assist and protect more than 300,000 Libyan refugees and IDPs and more than 300,000 vulnerable migrants and other foreign nationals. Priorities included medical care and sanitation interventions throughout Libya, multi-sectoral assistance to Libyan refugees and conflict-affected migrants in Tunisia and Egypt, and evacuation and repatriation efforts for stranded and vulnerable migrants in Libya and neighboring countries. USG agencies also funded the destruction of conventional weapons and landmine stockpiles.

> OFDA programs ensured that people injured by fighting in western Libya, as well as the thousands of others forced into displacement and otherwise affected, received the assistance they needed to stay alive. Libyans in eastern areas of the country also received assistance to help them survive the economic slowdown caused by the fighting. Third-country nationals received urgent health assistance through an OFDA partner once they reached the Tunisian border.
>
> - Jack Myer, DART Leader in Libya

**Implementing Partners in Libya**
ACTED, Danish Refugee Council, HHS, IMC, IRD, Mercy Corps, Merlin, OCHA, UNDSS, UNHAS, WFP, and WHO

**OFDA Assistance ..... $13,168,309**



## MADAGASCAR

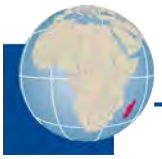
### Locust Outbreak

As the onset of the rainy season approached in October 2010, locust swarms that formed in May continued to spread beyond typical distribution areas in southern Madagascar, threatening to damage 1.2 million acres of crops and negatively affect the livelihoods of at least 2.3 million people residing in drought-prone and food-insecure areas across Madagascar, according to FAO. To prevent rapid locust reproduction and associated increases in food insecurity, FAO launched an insect control response. The program mobilized locust surveillance and control teams, secured agricultural production through the protection of crops, and monitored and mitigated the potential effects of pesticides on the environment and health of local populations. As of early May 2011, FAO locust control activities had protected more than 462,000 acres of crop fields from infestation.

On October 6, 2010, U.S. Chargé d'Affaires, a.i., Glenn Fedzer declared a disaster due to the effects of the locust outbreak. In response, OFDA provided $2 million to support the aforementioned national locust survey and control program, benefiting as many as 2.7 million people living in areas at risk of locust outbreaks across Madagascar.

**Implementing Partner in Madagascar**
FAO

**OFDA Assistance ..... $2,000,000**



## MADAGASCAR

### Cyclone

On February 14, 2011, Tropical Cyclone Bingiza made landfall on the northeast coast of Madagascar, bringing heavy rains and wind speeds of approximately 95 mph. According to the Government of Madagascar National Bureau of Risk and Disaster Management (BNGRC), the resulting floods affected more than 210,000 people, causing 34 deaths and displacing more than 77,000 individuals. In addition, BNGRC reported that flooding damaged approximately 42,000 houses and more than 160,600 acres of agricultural land. Floods also destroyed many roads, particularly in northeastern Madagascar, thereby limiting access and creating some localized needs.

On February 22, 2011, U.S. Chargé d'Affaires, a.i., Eric W. Stromayer declared a disaster due to the effects of Tropical Cyclone Bingiza. In response, OFDA provided an initial $50,000 to repair critical road infrastructure in the most heavily affected areas and deliver emergency relief commodities, including plastic sheeting for shelter use by displaced individuals. OFDA subsequently provided more than $450,000 for interventions to help restore agricultural production, rehabilitate infrastructure, and provide livelihoods opportunities for as many as 61,000 people in southern Madagascar. OFDA also bolstered residents' livelihoods opportunities and market accessibility through food-for-work and temporary employment programs designed to rehabilitate and repair cyclone-damaged roads, bridges, and irrigation canals.

**Implementing Partner in Madagascar**
CARE

**OFDA Assistance .....$500,051**

## NAMIBIA

### Floods

From December 2010 to April 2011, heavy and persistent rains resulted in flooding in northern Namibia. The floods resulted in 65 deaths, displaced approximately 60,000 individuals, and affected as many as 400,000 people, according to OCHA. The floods also caused extensive damage to roads, bridges, and clinics, submerging as many as 40 health centers and making an additional 100 health centers inaccessible. In addition, floodwaters destroyed much of the sorghum crop and significant food reserves in affected areas for a third consecutive year.

On March 30, 2011, U.S. Ambassador Wanda L. Nesbitt declared a disaster due to the effects of the floods. In response, OFDA provided nearly $600,000 to support a wide range of relief programming, including distribution of emergency relief commodities and health, WASH, logistics, humanitarian coordination, and shelter interventions.

OFDA funding included approximately $175,000 to train Government of Namibia and Namibia Red Cross Society (NRCS) staff at nearly 80 centers hosting displaced people on international humanitarian camp management and coordination standards. OFDA also provided approximately $130,000 to ensure proper operation of the national food distribution system, from warehouse management to commodity transportation. In addition, nearly $70,000 in OFDA funding supported the distribution of 1,500 solar-powered lights to flood relocation centers, thereby helping to improve night security at the displacement sites.

**Implementing Partners in Namibia**
Elephant Energy, IFRC, IOM, NRCS, and WFP

**OFDA Assistance .....$594,950**

## NIGER

### Food Insecurity

Between late 2009 and early 2010, approximately 7.1 million residents of agro-pastoral and pastoral zones throughout Niger experienced significant increases in food insecurity and acute malnutrition levels due to failed harvests and poor pasture conditions resulting from rainfall deficits during the 2009 growing season. Although food security conditions improved in 2010, extreme weather events, including floods, continued to negatively impact agricultural and pastoral activities throughout the country. In addition, many Nigeriens remained in a vulnerable state of recovery, having exhausted many coping mechanisms during the emergency. Up to 520,000 Nigeriens were food insecure as of August 2010, according to the USAID-funded FEWS NET. As of November 2010, GAM levels in five of Niger's eight regions had exceeded the WHO emergency threshold of 15 percent.

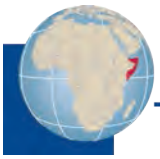
On November 5, 2010, U.S. Ambassador Bisa Williams redeclared a disaster due to the effects of ongoing food insecurity in Niger. In response, OFDA provided approximately $6.5 million to help meet nutrition needs for more than 567,000 people in affected areas of Niger. OFDA-funded programs used community-based methods to prevent, treat, and mitigate acute malnutrition among children under five years of age through activities including nutritional monitoring and surveillance, nutrition education, and procurement of ready-to-use therapeutic and supplementary foods.

Through more than $2.6 million in agriculture and food security interventions, including distribution of high quality seeds and fertilizer and provision of agricultural guidance to farmers, OFDA helped address persistent food insecurity for up to 132,000 people in Niger. OFDA also provided nearly $2 million to enable as many as 92,000 vulnerable individuals to rebuild and reinforce livelihoods through cash transfers, temporary employment programs, and livestock fairs.

Other USG agencies addressed food needs and supported Nigerien health centers by providing more than 26,400 MT of emergency food commodities, consisting of soy-fortified bulgur wheat, yellow split peas, and vegetable oil, for 500,000 people, including children under five and pregnant and lactating women. The USG also provided cash and voucher assistance to 217,000 individuals and cash transfers to 9,000 families.

**Implementing Partners in Niger**
AAH/US, Concern, CRS, FAO, HKI, Humedica, Mercy Corps, OCHA, Oxfam/GB, SC/UK, UNHAS, UNICEF, and World Vision

**OFDA Assistance ..... $13,658,943**



## SOMALIA

### Complex Emergency

In FY 2011, famine resulting from three consecutive seasons of failed rains exacerbated a complex emergency in Somalia that has persisted since 1991, largely due to widespread violence, endemic poverty, unstable governance, and recurring droughts and floods. From December 2006 to January 2009, fighting between the Somalia Transitional Federal Government (TFG), backed by Ethiopian forces, and armed groups opposed to the TFG resulted in a deterioration of humanitarian conditions, particularly in southern Somalia. Following January 2009 Ethiopian troop withdrawals, conflict between armed opposition groups in Somalia continued to displace populations and limit humanitarian access.

As of September 2011, the opposition group al-Shabaab continued to launch attacks against forces aligned with the TFG and African Union Mission in Somalia peacekeepers, further hindering humanitarian access and forcing many relief agencies to suspend activities. Approximately 4 million people in Somalia required humanitarian assistance, including an estimated 1.5 million IDPs uprooted within the country. The worsening food security conditions and insecurity also prompted more than

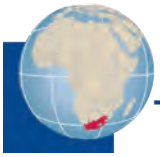
900,000 individuals to flee Somalia to neighboring Djibouti, Ethiopia, Kenya, and Yemen.

In July and August 2011, food access levels, acute malnutrition indicators, and crude mortality rates exceeded famine thresholds in Bay and Lower Shabelle regions, in agro-pastoral areas of Bakool and Middle Shabelle regions, and among IDPs in the Afgooye corridor and Mogadishu. Approximately 450,000 children in Somalia remained malnourished, with the prevalence of GAM in most affected Bay Region reaching more than 58 percent, far exceeding the WHO-designated emergency threshold of 15 percent, according to the U.N. Food Security and Nutrition Analysis Unit. In addition, poor sanitation conditions, a shortage of safe drinking water, and overcrowded living conditions facilitated the spread of communicable diseases among vulnerable people, the majority of whom had not received immunizations due to sustained, restricted humanitarian access and the unavailability of health services in parts of Somalia.

On October 7, 2010, U.S. Chargé d'Affaires, a.i., Lee A. Brudvig redeclared a disaster due to the ongoing complex emergency in Somalia. As the food security situation deteriorated, USAID activated a regional DART in Nairobi, Kenya, and Addis Ababa, Ethiopia, on July 6, 2011, to monitor drought conditions, identify humanitarian needs, and coordinate response activities for the Horn of Africa, including Somalia. USAID also activated an RMT in Washington, D.C., to support the DART and coordinate USG humanitarian efforts. In FY 2011, OFDA provided more than $46.6 million to support a wide range of relief activities in Somalia. While insecurity and humanitarian access restrictions constrained response options, OFDA, in coordination with other USAID offices, adopted a three-pronged strategy to increase access to basic food items through local markets, provide direct food aid, and address critical health, nutrition, and WASH needs.

In FY 2011, other USG agencies provided approximately 31,420 MT of emergency food assistance, including sorghum, peas, corn-soy blend, and oil, for more than 2.2 million vulnerable individuals in Somalia. The USG also supported NGO nutrition activities through the provision of 1,900 MT of ready-to-use therapeutic food and 3,800 MT of corn-soy blend and oil, and USG cash-based interventions increased the ability of Somalis to purchase food.

OFDA Assistance[2] ..... $46,620,155



## SOUTH AFRICA

### Floods

In early January 2011, heavy rains that began in mid-December caused flooding throughout South Africa, affecting 33 municipalities in eight of the country's nine provinces. The Government of South Africa reported that floods caused approximately 91 deaths, injured 321 individuals, damaged more than 13,000 houses, and displaced more than 6,000 people.

On January 27, 2011, U.S. Ambassador Donald H. Gips declared a disaster due to the effects of the floods. In response, OFDA provided $50,000 for the procurement and distribution of emergency relief commodities. OFDA funding also supported the implementation of communication and coordination structures that allowed municipal-level disaster management centers to better assist flood-affected populations.

Implementing Partner in South Africa
Rescue South Africa

OFDA Assistance ..... $50,000

## SOUTH SUDAN

### Complex Emergency

On July 9, 2011, South Sudan became an independent country and confronted an ongoing complex emergency caused by insecurity, displacement, returnee inflows, perennial environmental disturbances, and low levels of development. Secession from Sudan followed a January 2011 referendum on self-determination stipulated by the 2005 Comprehensive Peace Agreement (CPA) that ended more than two decades of north–south conflict.

Between the signing of the CPA and independence, more than 2 million IDPs and 331,000 refugees returned to their communities in South Sudan, the states of Southern Kordofan and Blue Nile in Sudan, and the disputed Abyei Area, according to UNHCR. In the months preceding and following the referendum, the pace of returns increased, with more than 342,000 people returning to South Sudan in FY 2011, according to OCHA. The influx stressed local absorptive capacity in South Sudan, creating significant reintegration needs.

Armed conflict—including inter-ethnic violence, internal armed opposition group activity, conflict in the disputed Abyei Area in May 2011, and fighting in Southern Kordofan and Blue Nile states in Sudan—displaced a significant number of people within and into South Sudan in 2011. Landmines, poor rainy season road conditions, and persistent insecurity diminished humanitarian access to many of these populations, particularly in Unity and Jonglei states.

Disruptions of key north-south trade routes, insecurity, and mass population returns from Sudan contributed to deteriorating food security in South Sudan in FY 2011. Food insecurity reached emergency levels in parts of the country.

On July 14, 2011, U.S. Chargé d'Affaires R. Barrie Walkley declared a disaster in South Sudan due to the ongoing complex emergency and persistent humanitarian challenges facing the new country.

In FY 2011, OFDA provided more than $94 million for humanitarian activities in the 10 states that constitute South Sudan. OFDA programs supported the reintegration of returnees in South Sudan through provision of basic services, livelihoods support, and transportation assistance to move stranded returnees to final destinations upon arrival in South Sudan. Prior to the referendum on independence, OFDA supported humanitarian preparedness measures, including the procurement and stockpiling of relief supplies in strategic locations across the country, which allowed humanitarian agencies to quickly meet the needs of populations displaced into South Sudan by the May 2011 Abyei Area conflict.

Other USG agencies provided 49,270 MT of Title II emergency food assistance for vulnerable populations, including recent returnees, in the 10 states of South Sudan in FY 2011. Food assistance consisted of sorghum, lentils, split peas, vegetable oil, and corn-soy blend. USG assistance also supported interventions in the sectors of health, education, WASH, economic livelihoods, child protection, and GBV prevention and response to protect and assist refugees in South Sudan. USG agencies provided additional protection efforts for IDPs and other conflict-affected populations in South Sudan, as well as returnees from northern to southern Sudan.

**Implementing Partners in South Sudan**

AAH/US, ACTED, Adeso, ADRA, ARC, CARE, CHF International, Christian Mission Aid, Concern, CRS, FAO, GOAL, IFRC, IMA World Health, IMC, IOM, IRC, Medair, Mercy Corps, Norwegian People's Aid, Norwegian Refugee Council, OCHA, Pact, Relief International, Samaritan's Purse, SC/US, Solidarités, Tearfund, UMCOR, UNDP, UNHAS, UNICEF, U.N. Office for Project Services, Vétérinaires Sans Frontières/Belgium, WCDO, WFP, WHO, World Relief International, and World Vision

**OFDA Assistance .....$94,359,859[3]**

## SUDAN

### Complex Emergency

Since 2003, a complex emergency in Sudan's western region of Darfur has affected more than 4.7 million people, including approximately 2 million IDPs. Periodic conflict persisted in Darfur in 2011 among armed opposition factions, the Sudanese Armed Forces (SAF), militias, and various ethnic groups. Insecurity, access restrictions, and bureaucratic impediments continued to compromise the ability of relief agencies to respond to humanitarian and recovery needs in some areas. In other locations, displaced people began to return to areas of origin in small numbers, and humanitarian agencies expanded support for early recovery activities where security and access allowed.

In 2011, conflict, insecurity, displacement, and large-scale population movements contributed to an ongoing complex emergency in Sudan. On January 9, 2011, Sudan's 10 southern states conducted a referendum on self-determination in accordance with the 2005 CPA. The referendum resulted in a vote for independence, leading to the separation of the 10 southern states from Sudan. Beginning in October 2010, individuals of southern origin living in northern Sudan began relocating south in increasing numbers, leading to crowding at key transit points and associated health and sanitation concerns.

In May 2011, a SAF military action in the disputed Abyei Area resulted in the displacement of more than 98,000 people, mostly to neighboring South Sudan. In June 2011, fighting commenced in Southern Kordofan State between SAF and the Sudan People's Liberation Army-North (SPLA-N), displacing or severely affecting more than 350,000 people, according to U.N. estimates. In September 2011, conflict between SAF and SPLA-N began in Blue Nile State, displacing or severely affecting more than 130,000 people, according to the U.N. Insecurity, landmines, and access restrictions constrained the ability of humanitarian agencies to respond to needs in affected areas of Southern Kordofan and Blue Nile.

On October 12, 2010, U.S. Chargé d'Affaires, a.i., Dennis B. Hankins renewed the disaster declaration for the complex emergency in Sudan for FY 2011. The U.S. Mission in Sudan has declared disasters due to the complex emergency annually since 1987.

In FY 2011, OFDA provided more than $100 million to support humanitarian activities in Sudan, including more than $71 million for emergency assistance and community-led early recovery programs in Darfur. Health, WASH, and agriculture and food security interventions accounted for more than 63 percent of OFDA assistance. In Darfur, OFDA increased support for early recovery activities where security for beneficiaries and access for humanitarian staff permitted, while continuing to meet the immediate humanitarian needs of conflict-affected individuals. In the Three Areas and northern Sudan, OFDA supported humanitarian preparedness measures, including the strategic stockpiling of relief supplies, that facilitated a rapid response to populations displaced by fighting in Abyei Area. OFDA also supported the delivery of essential humanitarian services to IDPs and returnees, including transit services for returnees delayed at key way points.

In FY 2011, other USG agencies provided more than 166,000 MT of Title II emergency food assistance, including sorghum, lentils, split peas, vegetable oil, and corn-soy blend, to vulnerable individuals in Sudan. The USG also supported protection efforts for IDPs and conflict-affected individuals in Darfur, as well as multi-sectoral and protection assistance for refugees throughout Sudan. In addition, the USG supported efforts to prevent statelessness resulting from the separation of Sudan and South Sudan.

**Implementing Partners in Sudan**
ACTED, ADRA, ARC, CARE, Concern, Cooperazione Internazionale, CRS, Danish Refugee Council, FAO, GOAL, HelpAge International, IFRC, IMC, IOM, Medair, Mercy Corps, Merlin, OCHA, Partner Aid International, Relief International, SC/US, Terre Des Hommes, UMCOR, UNDP, UNDSS, UNFPA, UNHAS, UNHABITAT, UNICEF, WHH, WHO, World Relief International, World Vision, and ZOA

**OFDA Assistance ..... $100,922,160[4]**

## TANZANIA

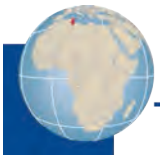
### Munitions Explosion

On February 16, 2011, the accidental detonation of munitions at the Gongo la Mboto military base in Dar es Salaam, Tanzania, resulted in an hours-long series of explosions in the base's storage facility and nearby heavily populated areas. The blasts killed at least 27 people, injured more than 400 others, and forced approximately 4,000 individuals to flee the area, according to the Tanzania Red Cross National Society (TRCNS).

On February 23, 2011, U.S. Ambassador Alfonso E. Lenhardt declared a disaster due to the effects of the munitions explosion. In response, OFDA provided $50,000 for the distribution of emergency relief supplies, including shelter materials, blankets, mattresses, and soap, to individuals displaced by the explosions, as well as construction materials to facilitate the rebuilding of residences damaged by the blasts.

**Implementing Partner in Tanzania**
TRCNS

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



## TUNISIA

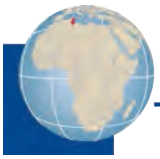
### Social Unrest

Violent demonstrations throughout Tunisia that triggered a change of government on January 14, 2011, resulted in more than 200 deaths, according to the U.N. In Kasserine, Sidi Bouzid, and other affected governorates in central and northern Tunisia, instability and civil disorder displaced residents, limited access to basic supplies, and reduced employment opportunities for an estimated 20,000 vulnerable Tunisians reliant on day labor opportunities.

On January 20, 2011, U.S. Ambassador Gordon Gray declared a disaster due to the social unrest. OFDA provided $50,000 to support response efforts, including the distribution of potable water, blankets, sleeping mats, and other emergency relief commodities, to benefit affected populations throughout Tunisia.

**Implementing Partner in Tunisia**
Tunisian Red Crescent

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



## TUNISIA

### Complex Emergency

Between February and September 2011, more than 394,000 people previously residing in Libya, including nearly 97,000 Tunisians, more than 207,000 third-country nationals, and up to 90,000 Libyans, fled to Tunisia following the escalation of conflict in Libya, according to IOM and UNHCR. The increased population strained host community resources, already affected by social unrest in January 2011 and further diminished by the loss of remittances from Tunisian migrants who fled Libya. The sudden influx of people crossing the Tunisia–Libya border—as many as 1,500 people per hour during the first weeks of conflict—and the subsequent need for food, medical care, shelter, and large-scale repatriation also stretched the response capacity of the Government of Tunisia and humanitarian agencies on the ground.

On March 2, 2011, Ambassador Gray declared a disaster due to the increasing humanitarian needs on the Tunisia–Libya border. In response, OFDA provided an initial $50,000 for medical care, shelter, blankets, and other emergency assistance to benefit displaced individuals. OFDA also airlifted 2,000 blankets, 40 rolls of plastic sheeting, and 9,600 water containers, valued at approximately $40,300, for distribution to displaced migrant families and host communities.

The broader USG response to the complex emergency included funding for local and regional food procurement, as well as assistance and protection activities for approximately 100,000 Libyan refugees and Tunisian host community members. USG agencies also provided funding to evacuate and repatriate more than 200,000 vulnerable migrants who fled from Libya to Tunisia.

**Implementing Partner in Tunisia**
Tunisian Red Crescent

**OFDA Assistance ..... $50,000**[5]

## UGANDA

### Floods

Beginning in late August 2011, heavy rains caused substantial flooding and landslides in at least 12 districts in Uganda, particularly Bulambuli District. As of September 2011, floods and associated landslides had resulted in more than 30 deaths and affected approximately 80,000 people, including more than 47,000 individuals displaced to churches, schools, and host families in neighboring villages, according to the Uganda Red Cross Society (URCS). URCS assessments indicated an acute shortage of safe drinking water in affected areas and noted the potential for increased incidence of water-borne diseases.

On September 27, 2011, U.S. Ambassador Jerry P. Lanier declared a disaster due to the effects of the floods. In response, OFDA provided $50,000 for the procurement and delivery of water purification tablets and temporary shelter materials to address the identified WASH and housing needs of flood-affected individuals.

**Implementing Partner in Uganda**
URCS

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

## ZIMBABWE

### Complex Emergency

Since 2000, serious economic deterioration—characterized by hyperinflation and high unemployment rates—has negatively impacted humanitarian conditions for the majority of Zimbabweans. The weakened economy led to the degradation of much of Zimbabwe's infrastructure for agricultural production, power generation, health, and water and sanitation. Such breakdowns significantly limited people's access to food, health care, and WASH services in recent years.

Although Zimbabwe's economy began improving in 2009, food needs persisted among vulnerable households in both urban and rural areas in FY 2011, particularly as Zimbabwe's national cost of living remained higher than the national average household income. While the number of Zimbabweans requiring emergency food assistance in 2010 and 2011 decreased relative to previous years, approximately 900,000

people countrywide were food insecure as of October 2010, according to the Zimbabwe Vulnerability Assessment Committee.

On October 29, 2010, U.S. Ambassador Charles A. Ray reissued a disaster declaration in Zimbabwe in response to the ongoing complex emergency. In response, OFDA provided more than $13 million in assistance, including nearly $5.4 million for WASH activities to improve access to clean water and mitigate the risk of waterborne disease for approximately 1.3 million people. Interventions included support for the development and distribution of a home water treatment product, rooftop rainwater harvesting projects at schools and for vulnerable households, and rehabilitation of existing wells. OFDA-funded programs also promoted hygiene education and improved sanitation, further reducing the risk and spread of illnesses such as cholera.

To strengthen livelihoods and increase resiliency, particularly in drought-prone communities, OFDA provided nearly $3.5 million for agriculture and food security activities that promoted crop diversification and conservation agriculture, benefiting at least 103,000 people.

In addition, other USG agencies assisted nearly 1.6 million food-insecure Zimbabweans by providing approximately 29,600 MT of Title II emergency food assistance, comprising sorghum, bulgur, vegetable oil, and peas. The USG also provided funding for the regional procurement of nearly 9,200 MT of maize.

### Implementing Partners in Zimbabwe

ADRA, CRS, FAO, GOAL, IMC, IOM, IRC, Medair, Mercy Corps, OCHA, and PSI

**OFDA Assistance ..... $13,023,009**

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[1] This total omits the cost of OFDA relief supplies provided during the response that have yet to be replenished.

[2] OFDA does not publicly report names of implementing partners in Somalia due to security concerns.

[3] Figure includes all FY 2011 funding provided to the 10 states that became the Republic of South Sudan on July 9, 2011, including funding provided prior to independence.

[4] Figure excludes all FY 2011 funding provided to the 10 states that became the Republic of South Sudan on July 9, 2011.

[5] The total omits the cost of OFDA relief supplies provided during the response that have yet to be replenished.

# ASIA

## IN THIS SECTION:

Burma - Cyclone. . . . . 118

Democratic People's Republic of Korea - Floods. . . . . 118

India - Floods . . . . . 118

India - Floods . . . . . 118

Indonesia - Volcano . . . . . 119

Indonesia - Tsunami . . . . . 119

Japan - Earthquake and Tsunami. . . . . 119

New Zealand - Earthquake. . . . . 120

Pakistan - Complex Emergency . . . . . 121

Pakistan - Floods. . . . . 122

Pakistan - Floods. . . . . 122

Philippines - Typhoon . . . . . 123

Philippines - Floods. . . . . 123

Philippines - Floods. . . . . 123

Sri Lanka - Complex Emergency . . . . . 124

Sri Lanka - Floods . . . . . 124

Thailand - Floods . . . . . 125

Thailand - Floods . . . . . 125

Tonga - Cyclone . . . . . 125

Vanuatu - Cyclone . . . . . 125

Vietnam - Floods. . . . . 126

While temporarily residing in an evacuation center to remain safe during the eruption of Mt. Merapi in Indonesia, this boy benefited from distributions of OFDA relief items and shelter supplies. (Photo by Rob Friedman/USAID)

## REGIONAL SUMMARY

OFDA responded to 21 disasters in 13 countries in Asia and the Pacific in FY 2011. In total, OFDA provided nearly $123 million in funding for disaster response programs, as well as more than $1.8 million for DRR programs and approximately $11.6 million for disaster response programs with DRR components. OFDA deployed DARTs in response to disasters in Japan, New Zealand, and Pakistan and deployed humanitarian staff to emergencies in Indonesia, the Philippines, and Sri Lanka.

## BURMA

### Cyclone

On October 22, 2010, Tropical Cyclone Giri made landfall on the western coast of Burma near Kyaukpyu town in Rakhine State, with wind speeds of 140 to 155 mph. The cyclone resulted in 10 deaths and affected at least 5,200 people in Rakhine State, according to the Myanmar (Burma) Red Cross Society.

On October 25, 2010, U.S. Chargé d'Affaires Larry M. Dinger declared a disaster due to the effects of Cyclone Giri. In response, OFDA provided $300,000 for emergency relief supplies, including hygiene items, cooking supplies, emergency shelter materials, and mosquito nets, benefiting nearly 15,000 people. OFDA also supported complementary WASH activities to help prevent post-cyclone transmission of waterborne diseases.

Implementing Partner in Burma
SC/US

OFDA Assistance .....$300,000

## DEMOCRATIC PEOPLE'S REPUBLIC OF KOREA

### Floods

Typhoon Muifa and above-average rainfall during August 2011 produced floods throughout the Democratic People's Republic of Korea (DPRK). Flooding resulted in 68 deaths, left an estimated 25,000 people homeless, and affected more than 11,000 households, according to IFRC.

On August 25, 2011, Acting U.S. Assistant Secretary of State for East Asian and Pacific Affairs Joseph Y. Yun declared a disaster for DPRK due to the effects of the floods. In response, OFDA provided $900,000 to support health, nutrition, and WASH programs, as well as the distribution of emergency relief commodities, including blankets, plastic sheeting, hygiene kits, water filtration systems, and medical supplies.

Implementing Partner in DPRK
Samaritan's Purse

OFDA Assistance .....$900,000

## INDIA

### Floods

In FY 2011, some populations in northern India continued to require humanitarian assistance following flash floods in early August 2010 that resulted in at least 200 deaths and affected an estimated 2,500 families in Leh District, Ladakh Region, Jammu and Kashmir State. According to SC/India, floodwaters caused substantial agricultural damage, with crop losses of up to 90 percent in some areas and as much as 3 to 5 feet of debris and rubble covering agricultural land. While OFDA initially funded the provision of emergency relief supplies in response to the floods, damaged agricultural land needed to be restored before winter set in with below-freezing temperatures.

On October 26, 2010, U.S. Ambassador Timothy J. Roemer reissued a disaster declaration due to the effects of the floods. In response, OFDA provided more than $86,000 to assist affected populations with restoring farmland and water channels across 68 acres of Shey village, Leh District.

Implementing Partner in India
SC/India

OFDA Assistance .....$86,351

## INDIA

### Floods

Beginning in mid-July 2011, heavy monsoon rains caused flooding in several states in eastern India. In mid-September, a new wave of floods inundated 19 of 30 districts in Orissa State. Excess water released from the Hirakud dam in neighboring Chhattisgarh State exacerbated the floods, while high tides in the Bay of Bengal slowed the drainage of water into the sea. Flooding affected more than 2.2 million people, resulted in at least 41 deaths, and displaced an estimated 190,000 people, according to the Orissa State Disaster Management Authority and IFRC.

On September 19, 2011, U.S. Chargé d'Affaires, a.i., A. Peter Burleigh declared a disaster due to the effects of the floods. In response, OFDA provided nearly $50,000 to support hygiene promotion activities and the distribution of emergency relief commodities, including water treatment and temporary shelter kits, to nearly 15,000 flood-affected individuals.

Implementing Partner in India
CRS

OFDA Assistance ..... $49,996

## INDONESIA

### Volcano

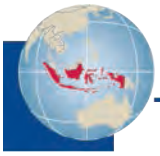
On October 26, 2010, the Mt. Merapi volcano—located approximately 15 miles north of Yogyakarta city in Indonesia's Central Java Province—erupted several times, emitting clouds of gas and volcanic ash. Continued eruptions killed 386 people and displaced more than 300,000 others, according to the Government of Indonesia (GoI). Approximately 25 percent of casualties resulted from eruptive activity during November 4 and 5, which was amongst the largest since 1872, according to the GoI Center of Volcanology and Geological Hazard Mitigation (CVGHM).

On October 28, 2010, U.S. Ambassador Scot A. Marciel declared a disaster due to the effects of the Mt. Merapi eruptions and resulting population displacement. In response, OFDA deployed two regional advisors to Yogyakarta to assess humanitarian conditions and determine a response strategy. OFDA provided emergency relief supplies and supported programs in agriculture and food security, ERMS, and WASH, totaling nearly $1.7 million.[1]

Other USG offices also responded to volcano impacts by funding the local procurement of approximately 360 MT of food commodities, as well as food vouchers, to assist 8,000 affected individuals in meeting their immediate food needs for four months beginning in February.

Implementing Partners in Indonesia
AmRC, IRD, SC/US, and World Vision/US

OFDA Assistance ..... $1,661,100



## INDONESIA

### Tsunami

Late on October 25, 2010, a magnitude 7.7 earthquake struck off the coast of West Sumatra, Indonesia, generating a 10-foot tsunami that struck 10 coastal villages in the remote and sparsely populated Mentawai islands. The earthquake and tsunami killed more than 500 people, injured approximately 175 others, and damaged more than 700 houses, according to OCHA.

On October 29, 2010, Ambassador Marciel declared a disaster due to the effects of the tsunami. In response, OFDA supported ERMS interventions and provided logistics support and emergency relief supplies, totaling $709,000. As adverse weather conditions threatened to stall the delivery of relief supplies to affected communities, OFDA assistance facilitated the establishment of a relief supply chain from the airport in Padang to distribution points in the Mentawai islands, allowing more than 70 NGOs to transport more than 2,060 MT of commodities to affected populations via charter contracts for two cargo ships, 10 small boats, and 316 trucks. In addition, two OFDA humanitarian experts deployed to the affected area to assess humanitarian conditions and help coordinate the response.

Implementing Partners in Indonesia
IOM and Mercy Corps

OFDA Assistance ..... $709,000

## JAPAN

### Earthquake & Tsunami

On March 11, 2011, a magnitude 9.0 earthquake occurred off the coast of Honshu Island—approximately 231 miles northeast of Tokyo—generating a tsunami that struck the eastern coast of Japan and particularly affected Miyagi, Fukushima, and Iwate prefectures. The tsunami resulted in a protracted loss of power at the Fukushima Daiichi nuclear power plant located approximately 150 miles north of Tokyo, causing hydrogen explosions and the melting of spent fuel rods. The earthquake and tsunami killed at least 19,000 people, while leaving an estimated 4,200 others missing—many of whom may have been pulled out to sea by the tsunami, according to the Government of Japan (GoJ). Approximately 350,000 people were residing in evacuation centers at the height of displacement in late March, according to GoJ reports.

On March 11, 2011, U.S. Ambassador John V. Roos declared a disaster due to the effects of the earthquake and tsunami. In response, OFDA immediately deployed a DART—including USAR experts from Los Angeles (L.A.) County and Fairfax County fire departments—and activated a

The earthquake that hit Japan on March 11, 2011, was the largest ever recorded for the nation, but it was the tsunami that followed that did the greatest damage, resulting in extensive loss of life and causing critical damage to a coastal nuclear power plant. The subsequent explosions and radiation leaks made this a triple disaster and one of the most complex response efforts in modern history. Beyond the potential for radiation to affect countries outside Japan, the disaster struck at a time of global financial crisis. Damage to factories in Japan sent shockwaves around the world, forcing factories in other countries to shut down for lack of Japanese products. Japan faced the double imperative of rescuing and stabilizing hundreds of thousands of traumatized citizens while getting back on its feet—not just for its own sake, but for that of the global economy as well.

For OFDA, this was the first large-scale nuclear assistance response ever. Even so, we knew we had to get it right. President Obama pledged to stand with the people of Japan, and it was up to the DART to call forward and focus a fulsome array of USG resources to accomplish that mission. So, when, against all odds, the city of Sendai held a professional baseball game a little over two months after the devastating disasters, U.S. Ambassador John Roos was asked to throw out the first ball. In the huge cheer that went up after that pitch could be heard the strength and resilience of the Japanese people, whose voices joined in that deep and moving tribute to American assistance.

- Bill Berger, DART Leader in Japan

Washington, D.C.-based RMT to support the DART. The USAR teams—composed of 144 personnel and 12 canines trained to detect survivors—conducted four days of search operations in Ofunato and Kamaishi cities, completing all GoJ-issued search assignments during the life-saving phase of the response. On March 18, the USAR teams transferred equipment, valued at nearly $145,000, to the Ofunato Fire Department. The equipment included four zodiac boat kits, containing boats, motors, fuel tanks, and paddles; 16 kerosene heaters; 160 cots; and 160 sleeping bags.

As a critical need for nuclear assistance became evident in the days following the tsunami, the DART expanded to include nuclear specialists from the U.S. Department of Energy (DoE) and U.S. Nuclear Regulatory Commission (NRC), who provided the GoJ with both equipment and specialized knowledge necessary to bring the facility under control. The DART created the process and organizational structure through which the GoJ could request and receive targeted assistance from U.S. nuclear scientists. In addition, OFDA provided 100,000 sets of personal protective equipment to aid GoJ workers operating near the Fukushima Daiichi plant.

Other USG agencies also responded within 24 hours of the disasters, eventually supplying more than 24,000 U.S. military personnel, 189 aircraft, and 24 U.S. Navy ships to support relief operations. In close coordination with the GoJ, other USG agencies also assisted search-and-rescue efforts, restored a damaged airfield and seaports, and transported and provided nuclear expertise and equipment to the Japan Self-Defense Forces and other emergency responders.

**Implementing Partners in Japan**
DoD, DoE, Fairfax County Fire Department, L.A. County Fire Department, NRC, and HHS

**OFDA Assistance ..... $6,604,135**

## NEW ZEALAND

### Earthquake

On February 22, 2011, a magnitude 6.1 earthquake struck 3 miles southeast of Christchurch—New Zealand's second largest urban area with a population of approximately 390,000 people—at a depth of 3.7 miles, according to USGS. The earthquake caused extensive damage to Christchurch's central business district, resulting in 166 deaths and trapping others under collapsed buildings.

On February 22, 2011, U.S. Ambassador David Huebner declared a disaster due to the effects of the earthquake. In response to the Government of New Zealand's (GoNZ) request for U.S. USAR support, OFDA deployed a DART, including a 74-person USAR team from the L.A. County Fire Department, to support search-and-rescue efforts. OFDA also activated a Washington, D.C.-based RMT to support the DART and coordinate the USG humanitarian response to the earthquake.

The DART provided round-the-clock USAR assistance for two weeks in support of the GoNZ earthquake response. From February 25 to March 10, the USAR team fully or partially

Behind the simple statistics stemming from the Christchurch earthquake response—that American USAR teams cleared "16 blocks of homes and 23 office buildings"—is the larger story of what those numbers meant to the people personally affected by the earthquake. Following an event of this magnitude, the confusion, anxiety, and general departure from "normal" experienced by the people of Christchurch is something that only those who have experienced a similar trauma can fully understand. In the aftermath of the quake stood block after block of partially or fully collapsed homes too hazardous to enter. Thousands of concerned homeowners and families remained vigilant outside the structures, still uncertain in many cases of the safety or whereabouts of loved ones, pets, and personal mementos. The methodical "house-to-house" search and clearing of homes by USG rescue teams, including their personal and professional assurance to the residents immediately following a search that the structure was "clear," brought enormous relief and peace of mind to many during a critical time. The work of the U.S. team went far beyond areas where only U.S. citizens may have been trapped and instead prioritized the needs of all in Christchurch. This all-encompassing approach, in my opinion, was the real help we gave to our friends in New Zealand.

- Al Dwyer, DART Leader in New Zealand

cleared 16 city blocks, as well as 23 buildings in the Christchurch central business district, to confirm the absence of trapped survivors. Within hours of arrival in country, the U.S. USAR team seconded two search-and-rescue experts to the GoNZ-led On-Site Operations Coordination Center to assist in coordinating activities of the eight international and three national USAR teams deployed to Christchurch during the active rescue phase.

In early March, OFDA-supported structural engineers from L.A. County coordinated with New Zealand engineers to assess buildings in Christchurch's central business district for potential structural instability. American engineers provided recommendations as to which buildings required deconstruction or demolition, noted the potential effects of demolition on surrounding structures, and indicated whether owners or residents could access their buildings prior to demolition. The New Zealand engineers then used that input to make final decisions on each structure's stability.

In advance of the DART's departure from New Zealand, OFDA transferred equipment and supplies—which included technical supplies, such as visual scoping and listening devices, as well as other logistical and rescue equipment—from the L.A. County Fire Department USAR team to the New Zealand Fire Service.

### Implementing Partners in New Zealand

L.A. County Fire Department and New Zealand Red Cross

**OFDA Assistance ..... $3,716,717**

## PAKISTAN

### Complex Emergency

Between August 2008 and September 2011, conflict between the Government of Pakistan (GoP) and militants in Khyber Pakhtunkhwa (KPk) Province and the Federally Administered Tribal Areas (FATA) displaced more than 3 million individuals, the majority of whom were displaced during 2009. Subsequent military offensives in South Waziristan, Orakzai, and Kurram agencies in FATA during 2010 and 2011 resulted in additional displacement, bringing the total number of displaced individuals to 4 million. Although large-scale spontaneous and GoP-assisted returns to areas of origin occurred each year, as of September 2011, an estimated 875,000 conflict-affected individuals remained displaced.

On October 3, 2010, U.S. Ambassador Anne W. Patterson redeclared a disaster for FY 2011, requesting OFDA assistance for conflict-affected people in Pakistan. Through its program office in Islamabad, established in July 2009, OFDA continued to respond to urgent humanitarian needs and monitor ongoing programs throughout FY 2011. OFDA provided more than $280,000 during FY 2011 to meet displacement-related humanitarian needs and support sustainable returns to residences in former conflict areas. Most of this assistance was provided through local implementing partners.

The USG also responded to the emergency food needs of conflict-affected populations in Pakistan, providing 47,730 MT of Title II emergency food assistance and approximately 6,800 MT of locally and regionally procured food. In addition, USG assistance supported supplementary feeding for pregnant and lactating women and children aged 6 to 59 months, food-for-asset programs to foster the early recovery of livelihoods, the

provision of emergency relief commodities, and camp coordination and camp management, as well as health, protection, livelihoods, shelter, and WASH activities.

OFDA Assistance[2] ..... $280,720[3]

## PAKISTAN

### Floods

Unusually heavy monsoon rains and widespread flooding in late July and August 2010 affected 18.1 million people across Pakistan—impacting nearly one-fifth of the country's territory, according to the GoP National Disaster Management Authority (NDMA).

By the end of 2010, flooding had resulted in 1,985 deaths countrywide and destroyed an estimated 1.7 million houses—the majority located in Punjab and Sindh provinces. In addition, floods damaged approximately 5.8 million acres, or 25 percent, of total standing crops; in some areas, stagnant water prevented farmers from rehabilitating and cultivating agricultural land for the winter growing season. As a result, more than 12 million people continued to require humanitarian assistance at the end of FY 2010.

On October 3, 2010, Ambassador Patterson redeclared a disaster due to the extension of needs resulting from the July and August 2010 floods. The DART deployed by OFDA in early August remained operational during October, the first month of FY 2011. The DART then folded into an existing OFDA program office in Islamabad, which continued to monitor humanitarian needs and programs as the response transitioned to the early recovery stage.

During FY 2011, OFDA provided more than $114 million to meet humanitarian needs resulting from the floods. To address the shelter needs of flood-affected returnees, OFDA provided materials and technical assistance through locally hired carpenters to help beneficiaries construct transitional shelters and repair damaged homes using DRR principles. To supplement an existing OFDA-supported disease surveillance system in Pakistan, OFDA partners continued to carry out WASH programs and worked to prevent the spread of mosquito-borne illnesses by removing standing water in and around homes. Where water had begun to recede, OFDA and USAID/Pakistan helped more than half a million people who lost crops and livestock take advantage of the winter planting season, providing farmers and herders with seeds, fertilizer, animal feed, and veterinary supplies.

In FY 2011, other USG agencies also continued to respond to emergency flood needs in Pakistan with 46,000 MT of Title II emergency food assistance and funding for the local and regional procurement of approximately 74,900 MT of food assistance. Other USG offices also provided early recovery assistance to help communities rebound from the floods, funding recovery and rehabilitation projects focused on schools and infrastructure, as well as gender programs benefiting women and girls. In support of GoP flood recovery efforts, USG agencies contributed to the Citizens' Compensation Fund, established by the GoP to provide cash grants to approximately 1.6 million families in flood-affected areas.

OFDA Assistance ..... $114,170,079

## PAKISTAN

### Floods

As Pakistanis continued to recover from the 2010 monsoon floods—one of the worst disasters in Pakistan's history—heavy monsoon rains from mid-August to early September 2011 resulted in flooding throughout Sindh Province and five districts in Balochistan Province. As of September 2011, the floods had resulted in at least 430 deaths and affected more than 5.4 million people, according to the GoP and the U.N. Flooding also damaged or destroyed nearly 2.2 million acres of crops. Flooding in 2010 and 2011 damaged or destroyed an estimated combined total of 1.6 million homes.

On September 9, 2011, U.S. Chargé d'Affaires, a.i., Richard Hoagland issued a disaster declaration due to the effects of the floods. In response, OFDA provided an initial $100,000 for the distribution of shelter and WASH materials. In addition, OFDA supported the Logistics Cluster, which offered relief agencies warehouse space and transport services that enabled the uninterrupted delivery of relief items to the most-affected populations. Due to existing capacity and resources in southern Pakistan, OFDA also worked with partners to make $5.7 million of FY 2010 funds available for the 2011 floods response. The majority of existing OFDA funding was programmed through the Responding to Pakistan's Internally Displaced (RAPID) fund, which supported short-term programs to meet priority shelter, health, emergency relief item, and WASH needs.

The USG provided 9,000 MT of rice to benefit flood-affected individuals in Pakistan. The rice, when added to a family ration of wheat flour, peas, vegetable oil, and salt, met the immediate

food needs of more than 1.2 million people in Sindh Province for approximately one month.

Other USG agencies also contributed to the flood response by supporting the provision of additional emergency relief commodities and shelter items.

OFDA Assistance .....$450,000

## PHILIPPINES

### Typhoon

On October 18, 2010, Typhoon Megi passed over northern Luzon Island in the Philippines with heavy rains and wind speeds of up to 140 mph, resulting in extensive flooding and landslides. The Government of the Philippines (GPH) reported that the typhoon and associated flooding resulted in 31 deaths and affected nearly 2 million people, mainly in Cagayan Valley Region.

On October 19, 2010, U.S. Chargé d'Affaires Leslie A. Bassett declared a disaster due to the effects of Typhoon Megi. In response, OFDA provided an initial $100,000 for the provision of emergency relief commodities, including blankets, plastic mats, and water containers. OFDA also facilitated cleanup efforts following the typhoon. In late October, a five-person OFDA assessment team traveled to typhoon-affected areas in northern Luzon Island to identify humanitarian needs in coordination with other USG agencies, the GPH, and relief organizations. Based on the team's assessments and discussions with local agencies, OFDA provided an additional $1.1 million to meet the emergency needs of approximately 29,250 individuals from the three most-affected coastal villages in Isabela Province, where the typhoon destroyed up to 90 percent of houses.

From October 21 to 23, the USG also provided humanitarian air support for relief operations—particularly to isolated coastal villages left inaccessible by typhoon-related damage—and transported disaster relief personnel and approximately 44 tons of GPH relief supplies to flood-affected populations in Isabela Province.

Implementing Partners in the Philippines
Philippine Red Cross and World Vision/US

OFDA Assistance ..... $1,200,000

## PHILIPPINES

### Floods

During the first week of February 2011, heavy rains exacerbated seasonal floods, causing landslides, flash flooding, and storm surges in low-lying areas of Eastern Visayas and Caraga regions. Flooding and associated landslides affected approximately 600,000 people and resulted in more than 20 deaths. Floods also damaged or destroyed nearly 2,500 houses, leading to the evacuation of approximately 50,000 people to temporary shelters.

On February 1, 2011, Chargé d'Affaires Bassett declared a disaster due to the effects of the floods. In response, OFDA provided $100,000 for the procurement and distribution of emergency relief supplies, including hygiene kits and chlorine tablets, to approximately 4,000 flood-affected families in Eastern Visayas Region.

Implementing Partner in the Philippines
Plan International

OFDA Assistance .....$100,000

## PHILIPPINES

### Floods

Heavy rainfall in early June 2011 resulted in widespread flooding across Mindanao Island in the southern Philippines. Increased water levels in marshes near the Mindanao River basin dislodged a large number of water hyacinth plants and transported them into the river system, causing a total of 11 rivers to overflow. The flooding resulted in 12 deaths and affected nearly 945,000 people across 10 provinces, according to the GPH.

On June 28, 2011, U.S. Ambassador Harry K. Thomas Jr. declared a disaster due to the effects of the floods. In response, OFDA provided $100,000 for the distribution of 2,000 hygiene kits, rehabilitation of damaged water sources, and hygiene promotion activities for 12,500 beneficiaries.

Other USG offices contributed 1,519 MT of Title II commodities—specifically, rice and vegetable oil—to support flood-affected individuals by authorizing the reallocation of a portion of ongoing relief and recovery assistance to IDPs and returnees in conflict-affected areas of central Mindanao to meet emergency flood needs.

The USG also responded to flood needs in the Philippines through DoD's U.S. Joint Special Operations Task Force–Philippines, which already had assets in country, which were then used to assist Manila-based NGOs in transporting medical supplies to affected areas.

Implementing Partner in the Philippines
AAH/US

OFDA Assistance .....$100,000

## SRI LANKA

### Complex Emergency

Despite the end of Sri Lanka's civil war in May 2009, conflict-affected individuals—particularly displaced persons and individuals recently returning to areas of origin—continued to require humanitarian assistance in FY 2011. By September 2011, more than 384,000 conflict-affected people had returned to areas of origin in Northern Province, approximately 15,500 individuals remained in camps or welfare centers, and an estimated 105,000 people resided with host families, according to the U.N.

On October 14, 2010, U.S. Ambassador Patricia A. Butenis redeclared a disaster due to the effects of the complex emergency in Sri Lanka. In response, OFDA provided nearly $4.4 million in humanitarian assistance to benefit IDPs and returnees. OFDA-supported livelihoods activities in northern Sri Lanka benefited more than 32,000 conflict-affected individuals, while agriculture and food security programs aided approximately 9,400 people.

Other USG offices also responded to humanitarian needs in Sri Lanka by contributing 10,780 MT of Title II emergency food assistance and supporting returnees with six-month food rations and food-for-work activities. The USG also implemented agriculture and livelihoods recovery activities for conflict-affected populations, such as distributing seeds and tools, training farmers, rehabilitating irrigation canals, and renovating farmer equipment, which benefited approximately 17,000 families returning to northern Sri Lanka. USG support to Sri Lanka also included humanitarian demining and mental health activities for humanitarian workers.

Implementing Partners in Sri Lanka
FAO, OCHA, Practical Action, Sarvodaya, Sewalanka, World Vision, and ZOA

OFDA Assistance ..... $4,389,856

## SRI LANKA

### Floods

Heavy rains beginning in late December 2010 exacerbated seasonal monsoon conditions, resulting in floods in the majority of Sri Lanka. Floods and landslides affected nearly 1.2 million people, resulted in approximately 62 deaths, and displaced an estimated 360,000 individuals, according to OCHA. Floodwaters also damaged or destroyed more than 741,000 acres of rice paddy and nearly 78,000 houses, according to the Government of Sri Lanka and the Sri Lanka Red Cross Society.

On January 11, 2011, Ambassador Butenis declared a disaster due to the effects of the floods. OFDA provided an initial $50,000 for emergency relief supplies, including hygiene kits, buckets, mats, and mosquito nets.

OFDA staff traveled to affected districts in eastern Sri Lanka to assess the impacts of the floods and found deteriorating food security linked to significant crop damage and loss of income. In response, OFDA supported agriculture and food security activities that benefited more than 94,000 flood-affected individuals. OFDA partners distributed rice and other seeds to boost the yala—or minor season harvest—and worked to re-establish home gardens by distributing kitchen garden packets containing various types of vegetable seeds. OFDA also supported cash-for-work activities to rehabilitate agriculture-related infrastructure, such as irrigation channels and tanks, agricultural roads, marketplaces, and other community assets. OFDA-supported ERMS activities benefited nearly 19,000 individuals.

Other USG offices provided 320 MT of Title II emergency food assistance, funded a cash-for-work program, provided emergency relief commodities, and supported citizen participation in relief and recovery in Eastern and Northern provinces following the floods.

Implementing Partners in Sri Lanka
FAO, IOM, Sarvodaya, Sewalanka, and SC/US

OFDA Assistance ..... $1,997,248

## THAILAND

### Floods

Beginning in early October 2010, heavy monsoon rains resulted in flooding in 51 provinces in central and northeastern Thailand. The floods killed approximately 260 people and affected nearly 9 million others, according to the Government of Thailand Department of Disaster Prevention and Mitigation (DDPM).

On October 21, 2010, U.S. Ambassador Eric G. John declared a disaster due to the effects of the floods. In response, OFDA provided $50,000 for the procurement of emergency relief commodities, such as water purification supplies, hygiene kits, and basic household goods.

**Implementing Partner in Thailand**
Thai Red Cross Society (TRCS)

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

## THAILAND

### Floods

Above-average seasonal rains beginning on March 23, 2011, led to flooding in southern Thailand. The flooding and landslides resulted in 64 deaths, displaced more than 63,000 individuals, and damaged agricultural land and infrastructure, affecting nearly 2.1 million people, according to DDPM.

On April 5, 2011, U.S. Ambassador Kristie A. Kenney declared a disaster due to the effects of the floods. Based on a joint OFDA–TRCS assessment, OFDA provided $75,000 to procure and distribute safe drinking water and other emergency relief items, including hygiene and sanitation supplies.

**Implementing Partner in Thailand**
TRCS

**OFDA Assistance ..... $75,000**

## TONGA

### Cyclone

Tropical Cyclone Wilma passed over the Kingdom of Tonga on January 24 and 25, 2011, with heavy rain and winds of up to 75 mph, affecting an estimated 7,600 people.

On February 2, 2011, U.S. Chargé d'Affaires Richard K. Pruett declared a disaster due to the effects of the cyclone. In response, OFDA provided $75,000 for emergency relief supplies, including emergency shelter materials, blankets, hurricane lamps, and kitchen sets, to support relief operations in the Ha'apai island group.

**Implementing Partner in Tonga**
Tonga Red Cross Society

**OFDA Assistance ..... $75,000**

## VANUATU

### Cyclone

Between January 13 and 14, 2011, Tropical Cyclone Vania passed over Vanuatu's southern islands, bringing strong winds and heavy rains, particularly to Tafea Province. The cyclone affected approximately 32,000 people, damaged houses and crops, and limited access to safe drinking water. The winds' strength and flooding resulting from the rains also damaged schools and health infrastructure throughout the southern island group. From January 19 to 20, a joint U.N., Government of Vanuatu, and NGO team assessed conditions in Tafea Province, finding significant damage to taro and cava crops—the area's main source of food and income. Further assessments showed substantial unmet needs for WASH assistance and relief commodities.

On February 15, 2011, U.S. Ambassador Teddy B. Taylor declared a disaster due to the effects of the cyclone. In response, OFDA provided $100,000 to support immediate relief efforts in the health and WASH sectors, as well as the procurement and distribution of critical emergency relief commodities in Tafea Province.

**Implementing Partner in Vanuatu**
Vanuatu Red Cross Society

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

## VIETNAM

### Floods

In early October 2010, heavy rains from Tropical Depression 14 caused flooding in central Vietnam. Affecting more than 1.2 million people in total, the floods killed 52 people, damaged or destroyed 150,000 houses, and contaminated drinking water sources for approximately 107,000 people.

On October 8, 2010, U.S. Ambassador Michael W. Michalak issued a disaster declaration due to the effects of the floods. In response, OFDA provided $50,000 for emergency relief supplies to meet immediate needs of flood-affected families.

**Implementing Partner in Vietnam**
IFRC

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

[1] For more on OFDA's volcano early warning assistance, please see *A Tragedy Averted: Early Warnings Save Lives in Indonesia* on page 48.

[2] OFDA does not publicly report names of implementing partners in Pakistan due to security concerns.

[3] OFDA provided additional monies to assist conflict-affected Pakistanis through the RAPID response fund. That funding is included as part of the redeclared Pakistan floods response total, as the funding has not been disaggregated between the two Pakistan disasters.

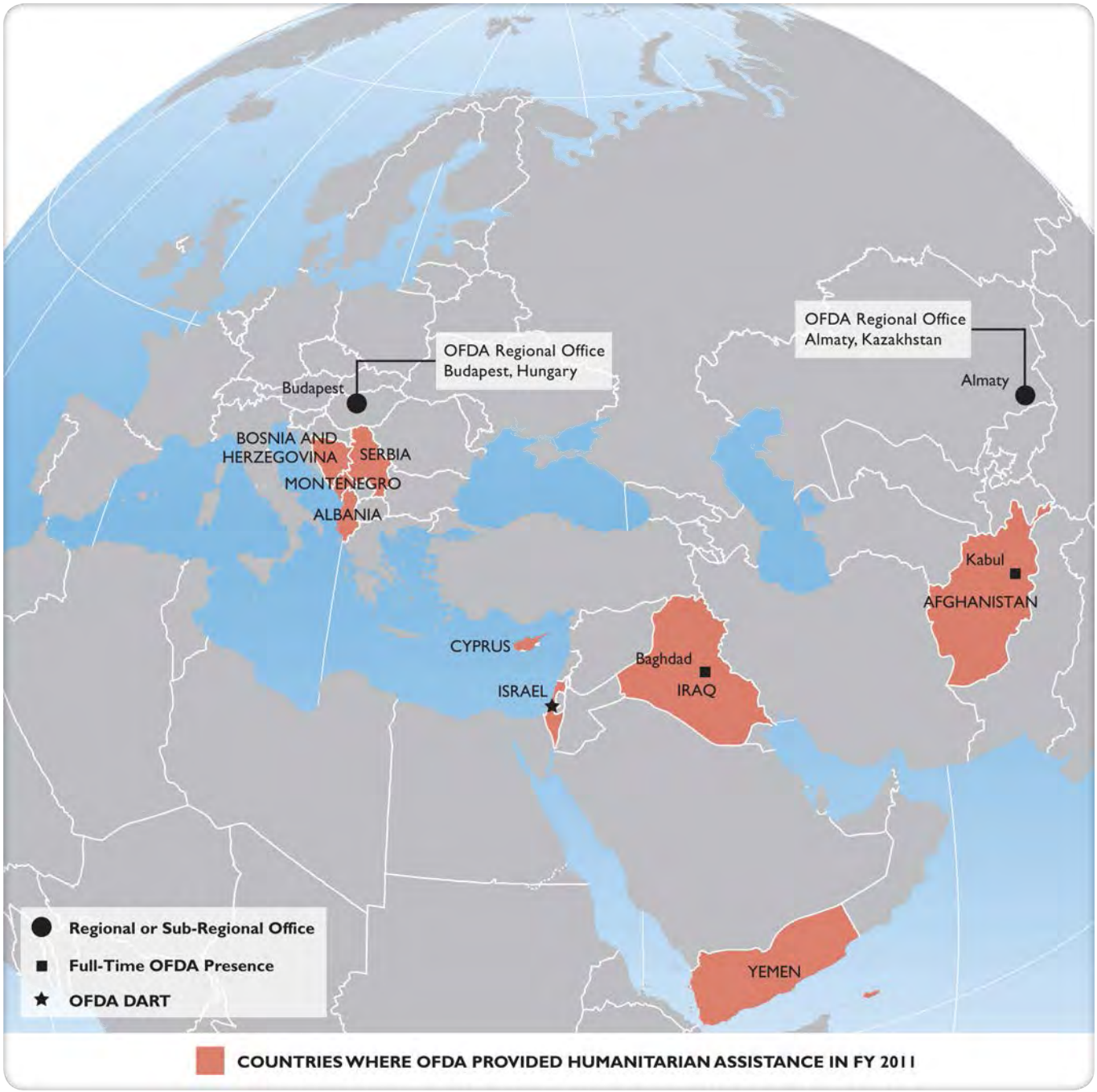
CHỮ THẬP ĐỎ
VIỆT NAM
HIỆP HỘI CHỮ THẬP ĐỎ VÀ
TRĂNG LƯỠI LIỀM ĐỎ QUỐC TẾ
USAID
TỪ NHÂN DÂN MỸ

# EUROPE, THE MIDDLE EAST, AND CENTRAL ASIA

## IN THIS SECTION:

Afghanistan - Complex Emergency . . . . . 130
Albania - Floods . . . . . 130
Bosnia & Herzegovina - Floods . . . . . 130
Cyprus - Munitions Explosion . . . . . 131
Iraq - Complex Emergency . . . . . 131
Israel - Wildfire . . . . . 131
Montenegro - Floods . . . . . 132
Serbia - Floods . . . . . 132
Yemen - Complex Emergency . . . . . 132

A boy helps carry supplies distributed as part of OFDA's assistance to conflict-affected civilian populations in Iraq. (Courtesy of IOM)




## REGIONAL SUMMARY

OFDA responded to disasters in nine countries in Europe, the Middle East, and Central Asia (EMCA) in FY 2011. In total, OFDA provided more than $70 million for humanitarian assistance in EMCA, including nearly $52 million for disaster responses, $1 million for DRR activities, and approximately $17 million for disaster response programs with DRR components. OFDA deployed a DART to the disaster in Israel and emergency humanitarian staff to the crisis in Yemen.

## AFGHANISTAN

### Complex Emergency

Since 2002, frequent natural disasters and protracted conflict have resulted in large-scale population displacement, widespread vulnerability, and significant humanitarian needs throughout Afghanistan. Recurring natural disasters in the country include drought, floods, landslides, earthquakes, and avalanches, which affect an average of 400,000 Afghans each year, according to OCHA. In 2011, U.N. agencies estimated that approximately 485,500 people remained internally displaced in Afghanistan, an increase of nearly 166,000—or approximately 52 percent—since September 2010.

On December 30, 2010, U.S. Ambassador Karl W. Eikenberry redeclared a disaster due to the effects of natural disasters and continued insecurity in Afghanistan. In response, OFDA provided more than $30.5 million in humanitarian assistance in FY 2011. OFDA continued to pursue a three-pronged approach to humanitarian response in Afghanistan that rapidly responded to acute needs following natural disasters and conflict; improved humanitarian indicators and built household economic resilience; and enhanced humanitarian coordination, data collection, and analysis.

In FY 2011, OFDA continued to support community-based DRR activities and the pre-positioning of emergency relief supplies in remote areas in preparation for the 2010/2011 winter. OFDA ERMS interventions benefited approximately 194,000 conflict-affected and vulnerable Afghans throughout the country.

In response to emergency food needs throughout Afghanistan, other USG offices provided food insecure Afghans with 61,410 MT of Title II emergency food assistance and an additional 47,740 MT of locally and regionally procured food. USG agencies also supported education, shelter, livelihoods, GBV prevention and response, and humanitarian protection interventions for returned Afghan refugees and Afghan refugees residing in Iran and Pakistan.

**Implementing Partners in Afghanistan**
CRS, FAO, IMC, iMMAP, IOM, IRC, OCHA, SC/US, UNHABITAT, UNHCR, UNICEF, WFP, and WHO

**OFDA Assistance ..... $30,524,309**

## ALBANIA

### Floods

Melting snow and heavy rains that began on November 25, 2010, caused severe flooding in northern Albania—particularly in the floodplain between Lezhë city and the Adriatic Sea. The Government of Albania (GoA) reported that floodwaters inundated approximately 34,500 acres of land and 7,200 homes, leading to the evacuation of approximately 14,500 people, mainly in northern Albania. In early December, the GoA declared a state of emergency in response to the flooding and requested international assistance.

On December 6, 2010, U.S. Ambassador Alexander A. Arvizu declared a disaster due to the effects of the floods. In response, OFDA provided nearly $50,000 for emergency relief supplies, such as blankets and hygiene kits, to assist flood-affected populations.

**Implementing Partner in Albania**
Albanian Red Cross

**OFDA Assistance ..... $49,962**

## BOSNIA AND HERZEGOVINA

### Floods

In late November and early December 2010, heavy rains caused flooding in 26 municipalities in eastern and southern Bosnia and Herzegovina. Flooding impacted an estimated 40,000 people—or approximately 5,800 households—according to UNHCR.

On December 15, 2010, U.S. Ambassador Patrick S. Moon issued a disaster declaration due to the effects of the floods. In response, OFDA provided nearly $50,000 for the distribution of emergency relief supplies, including blankets, to flood-affected populations.

**Implementing Partner in Bosnia and Herzegovina**
Red Cross Society of Bosnia and Herzegovina

**OFDA Assistance ..... $47,622**

## CYPRUS

### Munitions Explosion

On July 11, 2011, a munitions explosion at the Evangelos Florakis Naval Base on the southern coast of Cyprus resulted in 13 deaths and more than 60 injuries. The munitions explosion disabled the nearby Vasilikos Power Station, which produced between half and two-thirds of total electricity for the Republic of Cyprus, resulting in countrywide rolling blackouts and hampering the delivery of basic services.

On August 2, 2011, U.S. Chargé d'Affaires, a.i., Andrew J. Schofer declared a disaster due to the effects of the munitions explosion. In response, OFDA provided $50,000 for logistics support and emergency relief supplies, including portable generators and communications equipment.

**Implementing Partner in Cyprus**
Cyprus Red Cross Society

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

## IRAQ

### Complex Emergency

The February 2006 bombing of the Al-Askari mosque in Samarra and ensuing sectarian violence resulted in the most significant wave of displacement in Iraq's history, prompting more than 1.6 million people—or 5.5 percent of the population—to flee their homes and increasing Iraq's total displaced population to more than 2.8 million people. Improved security conditions since 2008 have led to decreased conflict-related displacement and increased humanitarian access to vulnerable populations, including IDPs. Between January and August 2011, more than 101,100 IDPs returned to places of origin. However, insecurity and poor economic conditions continued to deter many IDPs from returning to home areas. By the end of FY 2011, approximately 2.4 million Iraqis remained displaced.

On October 24, 2010, U.S. Ambassador James F. Jeffrey requested continued support from OFDA to respond to ongoing humanitarian needs in Iraq. Throughout FY 2011, OFDA continued to identify and meet needs in regions of critical vulnerability countrywide. In areas where conditions had stabilized, humanitarian agencies' focus shifted to early recovery activities. In total, OFDA programs in FY 2011 benefited up to 617,000 people.

OFDA activities in Iraq in FY 2011 included support for displacement monitoring, humanitarian needs assessments of returning and vulnerable populations, and tracking IDP preferences for durable return to facilitate appropriate humanitarian response and prevent secondary displacement.

In FY 2011, other USG agencies supported education, ERMS, health, protection, shelter, and WASH activities, as well as the distribution of emergency relief supplies and food assistance, for conflict-affected populations, including IDPs, returnees, and Iraqi refugees in neighboring countries.

**Implementing Partners in Iraq**
ACTED, Danish Refugee Council, IMC, IOM, IRC, IRD, Mercy Corps, QED Group, and SC/US

**OFDA Assistance ..... $23,800,903**

## ISRAEL

### Wildfire

On December 2, 2010, a wildfire began in Carmel Forest, located approximately 11 miles south of Haifa city in the Galilee Region of northern Israel. Adverse weather conditions, including unseasonably high temperatures and drought, prompted the wildfire to spread rapidly across more than 12,300 acres of land during the following four days. The wildfire caused 42 deaths, displaced 17,000 people, and damaged or destroyed 250 houses, according to the Government of Israel (GoI). The GoI estimated that fire-related damages totaled nearly $55 million.

On December 3, 2010, U.S. Ambassador James B. Cunningham declared a disaster due to the effects of the wildfire. In response, OFDA deployed a DART, including fire management experts from USFS, to assist local authorities in containing the wildfire. OFDA also activated a Washington, D.C.-based RMT to support the DART. OFDA provided more than $780,000 for fire management technical support and provision of emergency firefighting commodities—such as fire retardant and firefighting foam—to support fire suppression efforts in Israel.

Other USG agencies also transported emergency firefighting commodities, including fire retardant and fire retardant

concentrate, via five U.S. C-130 aircraft to support GoI-led relief operations.

Implementing Partner in Israel
USFS

OFDA Assistance .....$783,757

## MONTENEGRO

### Floods

Beginning in late November 2010, heavy rains resulted in severe flooding along Lake Skadar and five rivers in Montenegro. Twelve of Montenegro's 21 municipalities experienced flooding, with the most affected municipalities in the eastern and southern parts of the country. In addition, severe landslides occurred in the northeastern municipality of Mojkovac, according to the U.S. Embassy in Podgorica.

On December 8, 2010, U.S. Chargé d'Affaires, a.i., Bennett Y. Lowenthal declared a disaster due to the effects of the floods. In response, OFDA provided $50,000 for emergency relief commodities, including plastic sheeting, emergency home repair materials, and disinfection supplies, to assist flood-affected populations.

Implementing Partner in Montenegro
Red Cross of Montenegro

OFDA Assistance .....$50,000

## SERBIA

### Floods

Beginning in early December 2010, heavy rains caused severe flooding along the three rivers in western Serbia. Floods damaged more than 5,000 homes and buildings countrywide and resulted in the evacuation of approximately 3,000 individuals.

On December 9, 2010, U.S. Ambassador Mary Burce Warlick declared a disaster due to the effects of the floods. In response, OFDA provided $50,000 for emergency relief supplies, including dehumidifiers, mud pumps, and protective clothing, to assist flood-affected populations.

Implementing Partner in Serbia
Red Cross of Serbia

OFDA Assistance .....$50,000

## YEMEN

### Complex Emergency

Since 2004, conflict between Republic of Yemen Government (RoYG) forces and al-Houthi militants has affected more than 1 million people and repeatedly displaced populations in northern Yemen, resulting in an ongoing complex emergency. In April 2011, a February 2010 ceasefire betwen RoYG and al-Houthi forces collapsed. Sporadic fighting and isolated security incidents continued to hinder humanitarian access and large-scale population returns. As of September 2011, more than 319,000 individuals remained displaced by the conflict in the north.

In early February 2011, protests demanding the resignation of President Ali Abdullah Saleh erupted across Yemen. Escalating clashes among RoYG security forces, pro-Saleh demonstrators, and opposition demonstrators limited the RoYG's capacity to provide basic services and contributed to increasing humanitarian needs throughout the country. In southern Yemen, clashes that began in May between RoYG forces and militant groups displaced more than 96,000 individuals as of September 2011, according to UNHCR.

On December 21, 2010, U.S. Ambassador Gerald M. Feierstein redeclared a disaster due to the complex emergency in Yemen. OFDA deployed a regional advisor to the Yemeni capital of Sana'a in November 2010 and February 2011 to assess the humanitarian situation and response activities throughout the country. In July 2011, USAID deployed a humanitarian and transition assessment team, including representatives from OFDA. The team identified acute humanitarian needs and increased vulnerability countrywide resulting from the protracted economic and political instability.

In response, OFDA provided more than $8.2 million for WASH activities and nearly $1.8 million for nutrition assistance in conflict-affected areas, particularly addressing the needs of displaced women and children. OFDA also provided nearly $1.6 million for health activities, such as vaccinations, rehabilita-

tion of health clinics, support for mobile health teams, training of health care workers, and treatment for diseases such as malaria, pneumonia, and acute watery diarrhea. In total, OFDA provided nearly $15 million to address humanitarian needs in Yemen, benefiting nearly 340,000 IDPs and other vulnerable individuals.

Other USG offices responded to emergency needs in Yemen by providing 17,430 MT of Title II emergency food assistance to 415,000 conflict-affected persons in Sana'a and four northern governorates, a food voucher program in the north, and additional food assistance in southern Yemen. The USG also provided additional health support, delivered relief commodities to vulnerable populations, and aimed to mitigate the effects of the political and economic crises and prepare for political transition through small infrastructure rehabilitation, activities for unoccupied youth, and support to service delivery.

Furthermore, the USG addressed the emergency needs of refugees from the Horn of Africa residing in Yemen—the majority of whom were from Somalia—and Yemeni IDPs through ERMS, health, humanitarian coordination and information management, protection, and WASH programs, as well as through the provision of logistics support and relief commodities.

### Implementing Partners in Yemen

ADRA, CARE, iMMAP, IOM, OCHA, Relief International, SC/US, and UNICEF

**OFDA Assistance ..... $14,974,584**

A health worker measures a boy's mid-upper arm circumference to assess his nutritional status at Najid Al-Jumai Health Clinic in Al-Sabrah District, Ibb Governorate, Yemen. (Courtesy of UNICEF ©UNICEF/NYHQ2010-2102/Jean-Baptiste Lopez)

# LATIN AMERICA AND THE CARIBBEAN

## IN THIS SECTION:


The Bahamas - Hurricane . . . . . 136

Bolivia - Floods . . . . . 136

Brazil - Floods . . . . . 136

Colombia - Floods . . . . . 136

Costa Rica - Floods . . . . . 137

Haiti - Earthquake . . . . . 137

Haiti - Cholera Outbreak . . . . . 138

Jamaica - Tropical Storm . . . . . 138

Mexico - Wildfires . . . . . 139

Panama - Floods . . . . . 139

St. Lucia - Hurricane . . . . . 139

St. Vincent and the Grenadines - Hurricane 140

Haitian children receive OFDA-funded oral rehydration salts and other supplies to protect them against the potential negative impacts of cholera. (Photo by Kendra Helmer/USAID)

## REGIONAL SUMMARY

OFDA responded to 12 disasters in 11 countries in Latin America and the Caribbean (LAC) in FY 2011. In total, OFDA provided approximately $695 million in LAC, including nearly $513 million for disaster responses, approximately $5 million for DRR activities, and more than $168 million for disaster response programs with DRR components. OFDA deployed a DART in response to the cholera outbreak in Haiti and emergency humanitarian staff for disasters in the Bahamas, Bolivia, Jamaica, and Panama.

## THE BAHAMAS

### Hurricane

On August 24 and 25, 2011, Hurricane Irene passed over the Bahamas as a Category Three hurricane on the Saffir-Simpson scale. Heavy rains and winds greater than 115 mph resulted in significant damage on several islands. Approximately 15,000 hurricane-affected individuals required safe drinking water and other humanitarian assistance following the hurricane, according to the Government of the Commonwealth of the Bahamas (GCoB) National Emergency Management Agency (NEMA).

On August 22, in preparation for Hurricane Irene, OFDA activated an assessment and response team composed of disaster risk management specialists, local surge capacity consultants, a communications officer, and a military liaison officer to conduct rapid assessments and coordinate with other humanitarian actors in the Bahamas.

On August 31, 2011, U.S. Ambassador Nicole A. Avant declared a disaster due to the effects of the hurricane. In response, OFDA provided $50,000 for the local procurement of generators and other emergency relief supplies to assist storm-affected populations. In addition, OFDA sent 1,800 water containers, 480 hygiene kits, 50 rolls of plastic sheeting, and 5 chainsaws—valued at approximately $36,000—from OFDA's warehouse in Miami.

**Implementing Partners in the Bahamas**
GCoB NEMA and Bahamas Red Cross Society

**OFDA Assistance ..... $57,205[1]**

## BOLIVIA

### Floods

Heavy rains beginning in January 2011 resulted in flooding in six of Bolivia's nine departments. According to OCHA and IFRC, flooding and landslides affected up to 89,000 individuals and resulted in 52 deaths. A landslide in Bolivia's capital, La Paz, destroyed approximately 800 houses and displaced more than 6,000 people.

On March 12, 2011, U.S. Chargé d'Affaires, a.i., John S. Creamer declared a disaster due to the effects of the floods. In response, OFDA provided $50,000 for the local procurement and distribution of emergency relief supplies, including shelter materials, blankets, and hygiene kits. In addition, an OFDA team conducted humanitarian assessments in flood-affected communities throughout Bolivia.

**Implementing Partner in Bolivia**
IOM

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

## BRAZIL

### Floods

In late December 2010 and January 2011, heavy rains caused flooding and landslides in southeastern Brazil. The floods resulted in approximately 900 deaths, displaced more than 100,000 people, and affected approximately 2 million others, according to the Government of Brazil. The majority of casualties occurred in Rio de Janeiro State, where landslides damaged neighborhoods located on steep inclines. On January 17, the governor of Rio de Janeiro declared a state of emergency in seven municipalities due to heavy rainfall, flooding, and landslides.

On January 14, 2011, U.S. Ambassador Thomas A. Shannon Jr. issued a disaster declaration due to the effects of the floods. In response, OFDA provided $100,000 for emergency relief supplies, including hygiene items and plastic sheeting. OFDA supplemented initial assistance with more than $135,700 in funding for additional relief supplies for approximately 3,250 displaced individuals in Rio de Janeiro State.

**Implementing Partner in Brazil**
ADRA

**OFDA Assistance ..... $235,705**

## COLOMBIA

### Floods

In November 2010, Colombia experienced floods, landslides, and significant damage to public and private infrastructure following its second above-average rainy season of the year.

La Niña conditions caused the rainy season to persist beyond its normal November conclusion into March 2011, ultimately affecting 28 of Colombia's 32 departments and isolating many rural communities. Flooding resulting from heavy rainfall throughout the year impacted a total of approximately 2.5 million people and resulted in more than 300 deaths. Floodwaters and landslides damaged or destroyed more than 340,000 homes and approximately 80 percent of Colombia's infrastructure. In addition, floodwaters covered more than 1 million acres of farmland. On November 18, the Government of Colombia declared a public emergency in the Capital District of Bogotá and the 28 affected departments.

On November 19, 2010, U.S. Ambassador P. Michael McKinley declared a disaster due to the effects of the floods. In response, OFDA provided $500,000 to support the local procurement and distribution of emergency relief supplies, including hygiene kits, mosquito nets, kitchen sets, mattresses, and blankets. OFDA supplemented initial assistance by providing additional relief commodities to nearly 8,000 flood-affected individuals in Bolívar, Sucre, and Valle del Cauca departments. OFDA also supported hygiene awareness programs to prevent the transmission of waterborne diseases.

**Implementing Partners in Colombia**
CHF International and Colombian Red Cross Society

**OFDA Assistance ..... $1,010,720**

## COSTA RICA

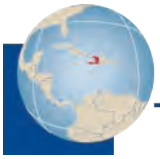
### Floods

On November 3, 2010, above-average and sustained heavy rainfall caused floods throughout Costa Rica, particularly in Guanacaste and Puntarenas provinces along the Pacific coast and San José Province in the center of the country. The flooding and subsequent landslides affected an estimated 20,000 people and resulted in 26 deaths, according to the Government of Costa Rica National Emergency Commission. In addition, the floods displaced as many as 4,800 people and damaged more than 2,500 houses.

On November 8, 2010, U.S. Ambassador Anne S. Andrew declared a disaster due to the effects of the floods. In response, OFDA provided $50,000 for the local procurement of small generators and blankets to assist affected populations, as well as air support to reach isolated communities with emergency relief supplies. OFDA also transported 100 rolls of plastic sheeting, 2,000 water containers, and 2,016 hygiene kits from stockpiles in Miami. In late November, OFDA provided more than $330,000 for the distribution of kitchen sets, hygiene kits, and mosquito nets, as well as to support economic recovery activities.

**Implementing Partner in Costa Rica**
AmRC

**OFDA Assistance ..... $481,899[2]**



## HAITI

### Earthquake

On January 12, 2010, a magnitude 7.0 earthquake struck Haiti, with its epicenter located 10 miles southwest of the capital of Port-au-Prince, affecting an estimated 3 million people, according to the U.N. and IOM[3]. In September 2011, one year and eight months after the earthquake, approximately 680,000 individuals remained displaced, according to IOM—55 percent fewer displaced households than the figure reported in July 2010.

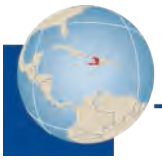
Due to continuing earthquake-related humanitarian needs in Haiti, U.S. Ambassador Kenneth H. Merten redeclared a disaster on October 5, 2010. In response, OFDA provided nearly $39 million in emergency and early recovery assistance for earthquake-affected populations during FY 2011. With new and ongoing programs, OFDA continued to address the humanitarian needs of more than 1 million people. Throughout FY 2011, OFDA provided safe, secure, and appropriate shelter solutions for tens of thousands of displaced families. In Port-au-Prince, OFDA facilitated recovery efforts through a neighborhood-based initiative that engaged residents in all elements of recovery. As the earthquake response transitioned from the emergency to recovery and development stages, OFDA coordinated closely with its interagency partners to smoothly and efficiently bridge potential gaps in coverage. The most notable example of interagency collaboration in post-earthquake Haiti included coordination among OFDA and other USAID offices to remove nearly 2.1 million cubic meters of rubble by the end of FY 2011. USAID-funded rubble removal represented more than half of the total 4 million cubic meters removed by the international community from Port-au-Prince neighborhoods.

In FY 2011, the USG also provided 5,950 MT of emergency food commodities to more than 2.5 million people and cash and food vouchers benefiting nearly 75,000 people. In addition, the

USG continued to help rebuild damaged Government of Haiti (GoH) infrastructure, provide cash-for-work opportunities, and began collecting information on land tenure and occupancy as part of a neighborhood enumeration program.

**Implementing Partners in Haiti**
ARC, CHF International, GOAL, IOM, Medair, the MENTOR Initiative, Pan American Development Foundation, Partners in Health, Première Urgence, UNDP, USGS, and WCDO

**OFDA Assistance ..... $38,841,943**



## HAITI

### Cholera Outbreak

On October 21, 2010, the GoH Ministry of Public Health and Population (MSPP) confirmed a cholera outbreak in Artibonite Department—the first such outbreak in Haiti in nearly a century. The outbreak subsequently spread to each of Haiti's 10 departments. By late September 2011, approximately 463,000 reported cholera cases had resulted in more than 6,500 deaths, according to MSPP.

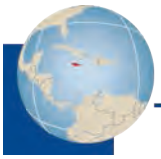
On October 22, 2010, Ambassador Merten declared a disaster due to the cholera outbreak. In response, OFDA deployed a DART, which served in Haiti from late October 2010 to late January 2011. Supported by RMT staff in Washington, D.C., the DART identified humanitarian needs, developed and implemented a strategic USG response, coordinated response efforts with the GoH and relief agencies, and evaluated response effectiveness.

In FY 2011, OFDA provided more than $40 million to prevent new cholera cases, decrease the number of cases requiring hospitalization, and reduce the case fatality rate. Of the total, more than $16.5 million in OFDA funding supported cholera-related health interventions, including the establishment and operation of more than 30 cholera treatment facilities and nearly 130 oral rehydration points at the height of the response. OFDA also provided nearly $7 million for WASH activities, such as hygiene promotion and education, the provision of chlorine, the distribution of emergency WASH supplies, the establishment of hand-washing stations, improved waste management, and social mobilization programs that encouraged individuals experiencing cholera symptoms to seek immediate treatment. Throughout Haiti, OFDA supported the procurement and transportation of cholera-related relief commodities and worked to save lives by delivering supplies through an OFDA-funded emergency relief commodity distribution system, assuring that the broader humanitarian community had access to OFDA commodities. At the height of the response, OFDA was conducting hygiene promotion and cholera prevention education activities throughout Haiti, reaching an estimated 98,000 people each day through more than a dozen partners. Although the cholera outbreak originated in an area unaffected by the January 2010 earthquake, ongoing OFDA earthquake response programs continued to provide WASH and health services in earthquake-affected areas—primarily in metropolitan Port-au-Prince—reducing the impact of the cholera outbreak in densely populated areas and camps.

Other USG offices responded to the cholera outbreak by supporting public health outreach efforts, funding health and WASH interventions, and providing logistics support and emergency relief supplies, such as blankets, buckets, and cleaning and disinfectant equipment.

**Implementing Partners in Haiti**
ACF, ARC, CARE, CDC, Center for International Studies and Cooperation, Concern, CRS, Fairfax County Fire Department, IMC, IOM, L.A. County Fire Department, Management Sciences for Health, Mercy Corps, OCHA, Partners in Health, Samaritan's Purse, SC/US, WCDO, and WHO/Pan American Health Organization

**OFDA Assistance ..... $40,218,150**



## JAMAICA

### Tropical Storm

From September 27 to 30, 2010, heavy rains associated with Tropical Storm Nicole resulted in flash floods and landslides in all of Jamaica's 14 parishes, according to IFRC. Tropical Storm Nicole caused 13 deaths and the displacement of nearly 140 people, as well as significant damage to transportation infrastructure, according to the Government of Jamaica (GoJ) Office of Disaster Preparedness and Emergency Management (ODPEM).

On October 5, 2010, U.S. Chargé d'Affaires Isiah Parnell declared a disaster due to the effects of the storm. In response, OFDA provided $50,000 for the local purchase and delivery of emergency relief supplies, as well as fuel for emergency

vehicles. An OFDA team conducted needs assessments and coordinated humanitarian assistance with the GoJ and the international humanitarian community. In addition, ODPEM distributed pre-positioned OFDA emergency relief supplies, valued at $25,000.

**Implementing Partner in Jamaica**
GoJ ODPEM

**OFDA Assistance .....$50,000[4]**

## MEXICO

### Wildfires

On March 16, 2011, lightning strikes in northern Mexico's Coahuila State triggered multiple wildfires, affecting protected land. Exacerbated by a lack of winter precipitation that left plants dry and prone to fire, the wildfires spread rapidly and burned more than 245,000 acres of forest and brush. On March 17, the Government of Mexico (GoM) declared the municipalities of Acuña, Múzquiz, Ocampo, and Arteaga in Coahuila State as disaster zones and subsequently declared a federal natural disaster on March 31.

On April 13, U.S. Ambassador Carlos Pascual declared a disaster due to the effect of the wildfires. In response, OFDA deployed a forest fire and incident command system expert from its regional office in San José, Costa Rica, to Mexico that same day. OFDA also provided approximately $30,000 to enable forest fire and fire-fighting experts from USFS to provide technical fire management support to the GoM National Forestry Commission of Mexico.

**Implementing Partner in Mexico**
USFS

**OFDA Assistance .....$29,244**

## PANAMA

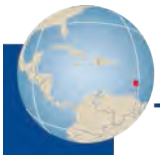
### Floods

In November and December 2010, heavy rains caused flooding and landslides in eight of Panama's nine provinces, prompting the Government of Panama (GoP) to declare a state of national emergency on December 9. Floods and associated landslides affected more than 42,000 people, displaced approximately 2,700 individuals to temporary shelters, and caused at least 13 deaths, according to the Red Cross Society of Panama. In addition, high water levels at the Gatun, Madden, and Bayano dams prompted the controlled release of water, which resulted in flooding downriver.

On December 11, 2010, U.S. Ambassador Phyllis M. Powers declared a disaster due to the effects of the floods. In response, OFDA provided assistance for the local procurement of emergency relief supplies, fuel, and air support to reach individuals in isolated areas, as well as delivered additional relief commodities from the OFDA warehouse in Miami. OFDA also activated a four-person assessment team to conduct damage assessments in affected communities and assist the GoP in coordinating the response effort.

**Implementing Partner in Panama**
Fundación Logística Humanitaria

**OFDA Assistance ..... $126,672[5]**



## ST. LUCIA

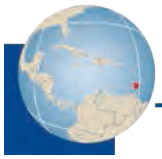
### Hurricane

On October 30, 2010, Hurricane Tomas passed to the south of St. Lucia as a Category Two hurricane on the Saffir-Simpson scale. The hurricane resulted in 14 deaths, according to OCHA. In addition, IFRC reported that the storm displaced more than 1,000 people in the western and central regions of St. Lucia and affected approximately 181,000 people.

On October 31, 2010, U.S. Chargé d'Affaires, a.i., for Barbados and the Eastern Caribbean D. Brent Hardt declared a disaster due to the effects of the hurricane. In response, OFDA provided $50,000 for the local procurement and distribution of emergency relief supplies. OFDA also provided the Government of St. Lucia (GoSL) National Emergency Management Office (NEMO) with additional relief commodities—including plastic sheeting, water containers, blankets, and hygiene kits—from the OFDA warehouse in Miami for distribution.

**Implementing Partner in St. Lucia**
GoSL NEMO

OFDA Assistance .....$155,665



## ST. VINCENT AND THE GRENADINES

### Hurricane

On October 30, 2010, Hurricane Tomas passed to the north of St. Vincent and the Grenadines as a Category Two hurricane on the Saffir-Simpson scale, particularly affecting St. Vincent Island. The hurricane displaced nearly 500 people, damaged or destroyed more than 1,200 houses, and caused extensive damage to roads and bridges, according to the Caribbean Disaster Emergency Management Agency.

On October 31, 2010, Chargé d'Affaires Hardt declared a disaster due to the effects of the hurricane. In response, OFDA provided $50,000 for the local procurement and distribution of emergency relief supplies, including roofing materials to repair damaged houses. OFDA also mobilized relief items, including 100 rolls of plastic sheeting, 1,000 water containers, 1,000 blankets, and 1,056 hygiene kits, from the OFDA warehouse in Miami for distribution by the Government of St. Vincent and the Grenadines (GoSVG) National Emergency Management Office (NEMO).

Implementing Partner in St. Vincent and the Grenadines
GoSVG NEMO

OFDA Assistance .....$141,625

[1] This total omits the cost of OFDA relief supplies provided during the response that have yet to be replenished.

[2] This total omits the cost of OFDA relief supplies provided during the response that have yet to be replenished.

[3] Based on findings in its Displacement Tracking Matrix, IOM decreased the estimated maximum number of individuals displaced by the earthquake from 2 million to 1.5 million as of July 2010.

[4] This total omits the cost of OFDA relief supplies provided during the response that have yet to be replenished.

[5] This total omits the cost of OFDA relief supplies provided during the response that have yet to be replenished.

Local first responders assist a community affected by floods and landslides in the town of Callapa, Bolivia. (Photo by Alberto Lora/USAID)

The USAID Administrator is designated as the President's Special Coordinator for International Disaster Assistance. Within USAID, OFDA is designated as the lead USG office for providing and coordinating USG humanitarian assistance in response to international crises. In cooperation with other USG offices and international humanitarian experts, OFDA continuously monitors global hazards, identifies potential areas of need, and responds when disaster strikes.

**OFDA's Mandate**

- Save Lives
- Alleviate Suffering
- Reduce the Social and Economic Impact of Disasters

## Declaring an International Disaster

The U.S. Ambassador or Chief of Mission to the affected country—or the appropriate U.S. Assistant Secretary of State in the event that a U.S. Mission is not present—declares a disaster when an event meets the following criteria:

- The magnitude of the disaster is beyond the capacity of the host country to respond;
- The host country requests, or is willing to accept, assistance; and
- The response is in the interest of the USG.

An official disaster declaration allows OFDA to provide humanitarian assistance to affected populations. OFDA closely coordinates all activities with the U.S. Embassy or USAID Mission in the affected country. OFDA also conducts assessments to determine if and when USG humanitarian assistance may be appropriate.

**To respond to a disaster, OFDA may do one or more of the following:**

- Immediately provide up to $50,000 in initial relief assistance to the U.S. Embassy or the USAID Mission in the affected country for relief supplies or to support other humanitarian programs.
- Deploy regional staff, assessment teams, or a DART to disaster-affected areas to conduct assessments, determine additional needs, provide technical assistance, recommend proposals for funding, and coordinate with response organizations.
- Activate an on-call RMT in Washington, D.C., to provide operational support to the DART and serve as the focal point for coordination among USG interagency partners and other key stakeholders.
- Procure, transport, and distribute emergency relief supplies—such as plastic sheeting, water containers, water purification units, blankets, and health supplies—from one of OFDA's three regional warehouses.
- Request support from other USG agencies when their unique capabilities are required.
- Support relief and early recovery activities through grants to implementing organizations, including international and local NGOs, U.N. agencies, or international organizations. OFDA staff carefully monitor grantee programs to ensure that resources are used wisely and determine whether to adapt projects to changing conditions.

## OFDA's Organizational Structure

Based at OFDA's headquarters in Washington, D.C., a professional team of senior managers, experienced disaster responders, and technical experts work to implement OFDA's mission. OFDA also maintains disaster management personnel in regional offices strategically located around the world. In FY 2011, OFDA's more than 300 staff members were organized into three divisions under the management of the Office of the Director:

- The Disaster Response and Mitigation Division is responsible for coordinating the provision of humanitarian assistance and relief supplies, as well as providing sectoral technical assistance.

- The Operations Division develops and manages logistical, operational, and technical support for field offices and disaster responses, including USAR teams, DARTs, and RMTs.

- The Program Support Division provides programmatic and administrative support, including budget and financial services, procurement planning, contracts and grants administration, training support, information technology, communications support, and information services.

### The Technical Assistance Group

Part of the Disaster Response and Mitigation Division, the Technical Assistance Group (TAG), based in Washington, D.C., applies scientific, technical, and analytical knowledge and skills to OFDA's activities and decision-making process to achieve OFDA's mission more effectively and efficiently. TAG members possess expertise in a variety of sectors:

Agriculture and Food Security
ERMS
Geological Hazards
Hydrometeorological Hazards
Internal Displacement
Livestock and Animal Health
Monitoring, Evaluation, and Reporting
Natural Resources
Nutrition
Pest and Pesticide Monitoring
Pharmaceuticals
Protection
Public Health
Shelter and Settlements
Social Sciences
WASH

## OFDA's Operational Partners within USAID and the USG

Although OFDA is the lead USG office charged with providing and coordinating humanitarian assistance in response to international disasters and humanitarian emergencies, many additional USAID and USG offices provide technical and material assistance to ensure that populations in need of humanitarian aid receive it rapidly and efficiently. During a disaster, OFDA is charged with leading and coordinating USG-wide response efforts and, in doing so, often partners with the following offices.

### USAID/DCHA Offices

**FFP:** Provides assistance to address emergency and chronic, non-emergency food needs.

**OTI:** Assists local partners in fragile and conflict-affected states to advance peace and democracy, promote reconciliation, jump-start local economies, support nascent independent media, and provide fast, flexible, short-term assistance targeted at key political transition and stabilization needs.

**Office of Conflict Management and Mitigation:** Leads USAID's efforts to identify and analyze sources of conflict, supports early responses to address the causes and consequences of instability and violent conflict, and seeks to integrate conflict mitigation and management into USAID's analyses, strategies, and programs.

**Office of Military Affairs:** Facilitates joint planning, policy coordination, training, communication, and assessment and evaluation in support of USAID development and U.S. military foreign assistance objectives.

**Office of Democracy and Governance:** Works toward advancing democratic governance and human rights in developing countries as critical components for sustainable development and lasting peace.

**Beyond USAID**

OFDA maintains pre-existing interagency agreements with the following federal and local government entities. These agreements allow OFDA to call forward resources from these entities under OFDA authority, direction, and funding.

- **HHS:** Within HHS, **CDC** provides public health, nutrition, and WASH technical expertise, as well as support to U.N. agencies during acute emergencies. **Federal Occupational Health** provides environmental and occupational support to worldwide relief operations, including in response to chemical, biological, radiological, nuclear, or explosives-related disasters.

- **National Oceanic and Atmospheric Administration:** Provides technical and scientific support for responding to, preparing for, and mitigating the impact of hydrometeorological disasters, such as floods, droughts, cyclones, and climate variability.

- **USAR:** Enables the worldwide deployment of search-and-rescue teams from Los Angeles County, California, and Fairfax County, Virginia, as part of rapid OFDA responses. Teams can deploy within hours.

- **U.S. Coast Guard:** Provides support for pre-disaster planning activities and training exercises, as well as disaster response operations. The U.S. Coast Guard falls within the U.S. Department of Homeland Security.

- **USFS:** Provides fire-fighting assistance, as well as technical expertise and training to institutionalize systems for disaster response and to implement disaster management capacity building programs internationally.

- **USGS:** Provides technical assistance to address geological and seismic hazards worldwide, including monitoring and other preparedness measures for earthquakes and volcanoes.

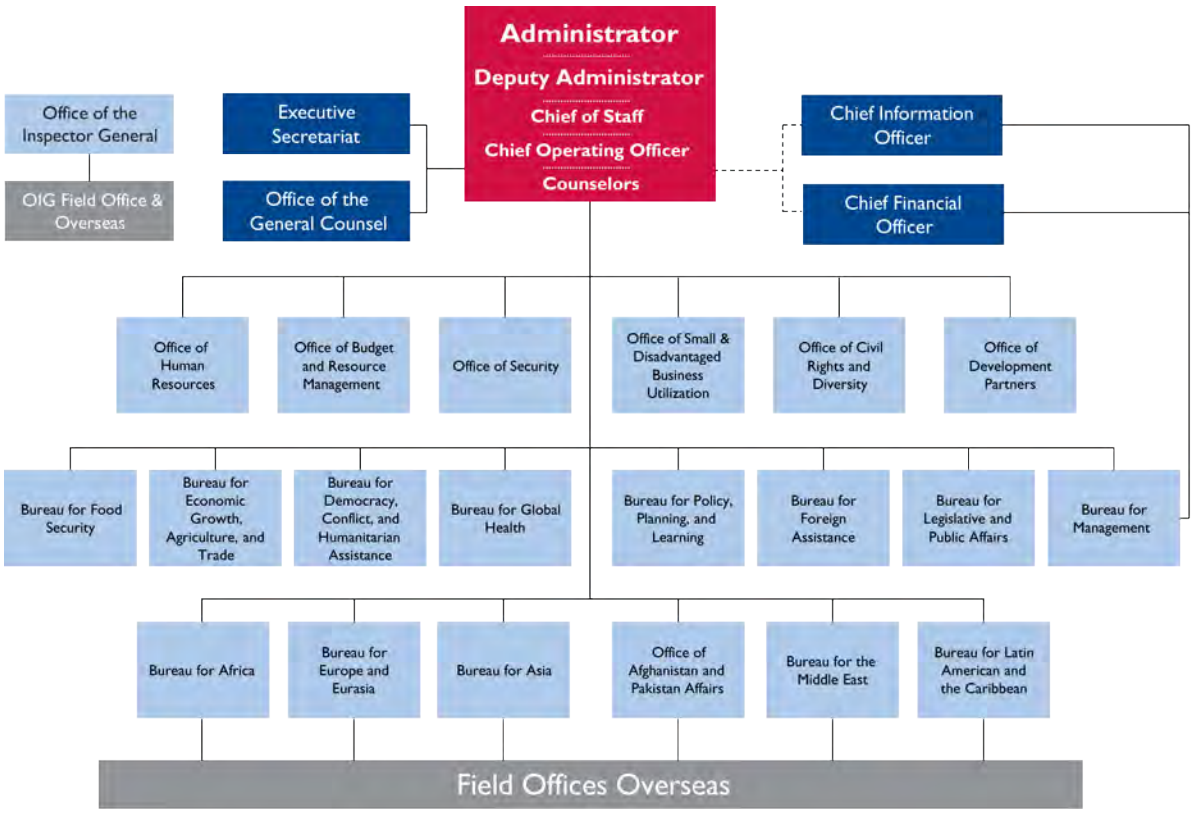
Depending on the type of disaster, other key USG entities may provide specialized support, funding, and technical assistance. OFDA coordinates closely with the following key USG partners:

- **State/PRM:** Formulates USG refugee policy and works through the multilateral humanitarian system—notably UNHCR, ICRC, IOM, and the U.N. Relief and Works Agency for Palestine Refugees—to provide protection, life-sustaining relief, and durable solutions for refugees and other conflict victims.

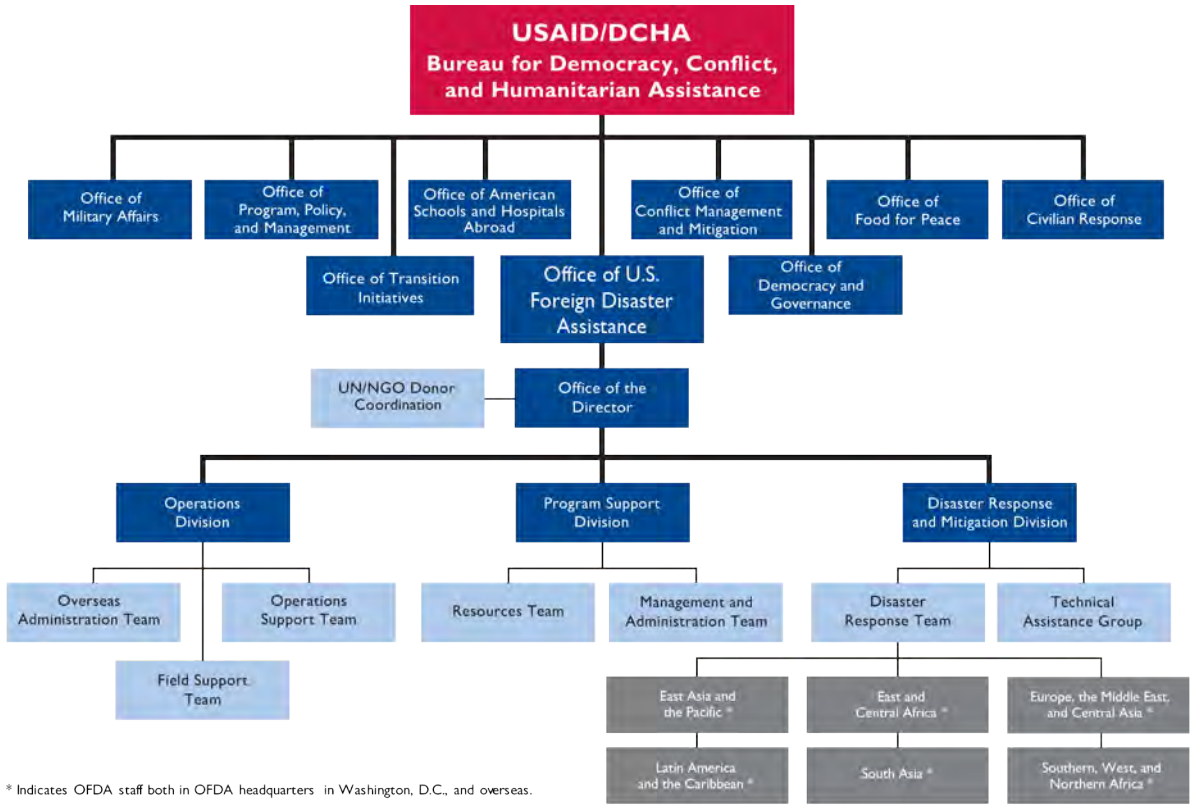
- **DoD:** Coordinates with OFDA and provides support when unique military resources—such as personnel, aircraft, and equipment—are needed for disaster responses.

- **USDA:** Delivers international food assistance through Title I of the Food for Peace Act, Food for Progress, and the McGovern-Dole International Food for Education and Child Nutrition Program.

## ORGANIZATIONAL CHART FOR USAID




## ORGANIZATIONAL CHART FOR DCHA AND OFDA




* Indicates OFDA staff both in OFDA headquarters in Washington, D.C., and overseas.

| COUNTRY | DISASTER | DECLARATION DATE | AFFECTED | DEAD[1] | DISASTER ASSISTANCE PROVIDED BY OFDA |
|---|---|---|---|---|---|
| **AFRICA** | | | | | |
| Benin | Floods | 10/06/10 | 680,000 | 46 | Deployment of OFDA staff to conduct assessments and coordinate assistance; provision of emergency relief commodities; agriculture and food security and WASH activities |
| Central African Republic | Complex Emergency | 01/27/11 | 1,900,000* | - | Deployment of OFDA staff to conduct assessments and coordinate assistance; health, protection, and WASH activities |
| Chad | Complex Emergency | 11/04/10 | 3,811,000* | - | Provision of emergency relief commodities; agriculture and food security, ERMS, health, humanitarian coordination and information management, nutrition, and WASH activities |
| Côte d'Ivoire | Complex Emergency | 03/13/11 | 1,050,000* | 3,000 | Deployment of OFDA staff to conduct assessments and coordinate assistance; provision of emergency relief commodities; ERMS, health, humanitarian coordination and information management, nutrition, protection, and WASH activities |
| DRC | Complex Emergency | 10/13/10 | 1,649,493* | - | Provision of emergency relief commodities; agriculture and food security, ERMS, health, nutrition, protection, and WASH activities |
| Ethiopia | Complex Emergency | 10/25/10 | 3,100,000** | - | Provision of emergency relief commodities; agriculture and food security, humanitarian coordination and information management, natural and technological risk reduction, nutrition, and WASH activities |
| Ethiopia | Drought | 02/04/11 | 4,800,000 | - | Deployment of a regional DART to conduct assessments and coordinate with government and relief agencies; activation of Washington, D.C.-based RMT; provision of emergency relief commodities; agriculture and food security, ERMS, health, humanitarian coordination and information management, nutrition, and WASH activities |
| Ghana | Floods | 11/26/10 | 141,000 | 18 | Provision of emergency relief commodities |
| Kenya | Drought | 01/28/11 | 3,750,000* | - | Deployment of a regional DART to conduct assessments and coordinate with government and relief agencies; activation of Washington, D.C.-based RMT; provision of emergency relief commodities; agriculture and food security, ERMS, humanitarian coordination and information management, natural and technological risk reduction, nutrition, protection, and WASH activities |
| Kenya | Pipeline Explosion | 09/16/11 | 110 | 119 | Health activities |
| Liberia | Complex Emergency | 01/04/11 | - | - | Deployment of OFDA staff to conduct assessments and coordinate assistance; provision of emergency relief commodities; agriculture and food security, ERMS, health, protection, shelter and settlements, and WASH activities |
| Libya | Complex Emergency | 02/28/11 | 318,000* | 25,000 | Deployment of a regional DART to conduct assessments and coordinate with government and relief agencies; activation of Washington, D.C.-based RMT; provision of emergency relief commodities; agriculture and food security, ERMS, health, humanitarian coordination and information management, protection, and WASH activities; technical assistance on chemical, biological, radiological, and nuclear hazards |
| Madagascar | Locust Outbreak | 10/06/10 | 2,300,000 | - | Agriculture and food security activities |
| Madagascar | Cyclone | 02/22/11 | 210,000 | 34 | Provision of emergency relief commodities; agriculture and food security and ERMS activities |

| COUNTRY | DISASTER | DECLARATION DATE | AFFECTED | DEAD[1] | DISASTER ASSISTANCE PROVIDED BY OFDA |
|---|---|---|---|---|---|
| **AFRICA** | | | | | |
| Namibia | Floods | 03/30/11 | 400,000 | 65 | Provision of emergency relief commodities; health, humanitarian coordination and information management, shelter and settlements, and WASH activities |
| Niger | Food Insecurity | 11/05/10 | 7,100,000 | - | Provision of emergency relief commodities; agriculture and food security, ERMS, humanitarian coordination and information management, natural and technological risk reduction, and nutrition activities |
| Somalia | Complex Emergency | 10/07/10 | 4,000,000* | - | Deployment of a regional DART to monitor drought conditions and coordinate with government and relief agencies; activation of Washington, D.C.-based RMT; provision of emergency relief commodities; agriculture and food security, ERMS, health, humanitarian coordination and information management, nutrition, protection, and WASH activities |
| South Africa | Floods | 01/27/11 | 48,100 | 91 | Provision of emergency relief commodities |
| South Sudan | Complex Emergency | 07/14/11 | 1,200,000** | - | Provision of emergency relief commodities; agriculture and food security, ERMS, health, humanitarian coordination and information management, nutrition, protection, shelter and settlements, and WASH activities |
| Sudan | Complex Emergency | 10/12/10 | 4,200,000** | - | Provision of emergency relief commodities; agriculture and food security, ERMS, health, humanitarian coordination and information management, nutrition, protection, shelter and settlements, and WASH activities |
| Tanzania | Munitions Explosion | 02/23/11 | - | 27 | Provision of emergency relief commodities |
| Tunisia | Social Unrest | 01/20/11 | 20,000 | 200 | Provision of emergency relief commodities |
| Tunisia | Complex Emergency | 03/02/11 | - | - | Provision of emergency relief commodities |
| Uganda | Floods | 09/27/11 | 80,000 | 30 | WASH activities |
| Zimbabwe | Complex Emergency | 10/29/10 | 1,700,000 | - | Agriculture and food security, ERMS, humanitarian coordination and information management, protection, and WASH activities |
| **ASIA** | | | | | |
| Burma | Cyclone | 10/25/10 | 5,200 | 10 | Provision of emergency relief commodities; WASH activities |
| Democratic People's Republic of Korea | Floods | 08/25/11 | 51,700 | 68 | Provision of emergency relief commodities; health, nutrition, and WASH activities |
| India | Floods | 10/26/10 | 13,500 | 200 | Agriculture and food security activities |
| India | Floods | 09/19/11 | 2,200,000 | 41 | Provision of emergency relief commodities |
| Indonesia | Volcano | 10/28/10 | 300,000* | 386 | Deployment of OFDA staff to conduct assessments and coordinate assistance; provision of emergency relief commodities; agriculture and food security, ERMS, and WASH activities |
| Indonesia | Tsunami | 10/29/10 | 11,500 | 500 | Deployment of OFDA staff to conduct assessments and coordinate assistance; provision of emergency relief commodities and logistics support; ERMS activities |
| Japan | Earthquake and Tsunami | 03/11/11 | 350,000* | 19,000 | Deployment of a DART to conduct assessments and coordinate with government and relief agencies, including deployment of technical specialists from the USG interagency; activation of Washington, D.C.-based RMT; USAR and health activities; technical assistance on chemical, biological, radiological, and nuclear hazards |

| COUNTRY | DISASTER | DECLARATION DATE | AFFECTED | DEAD[1] | DISASTER ASSISTANCE PROVIDED BY OFDA |
|---|---|---|---|---|---|
| **ASIA** | | | | | |
| New Zealand | Earthquake | 02/22/11 | 381,000 | 166 | Deployment of a DART to conduct assessments and coordinate with government and relief agencies; activation of Washington, D.C.-based RMT; provision of emergency relief commodities; USAR activities |
| Pakistan | Complex Emergency | 10/03/10 | 875,000* | - | Assistance to conflict-affected people[2] |
| Pakistan | Floods | 10/03/10 | 18,100,000 | 1,985 | Deployment of a DART to conduct assessments and coordinate with government and relief agencies; provision of emergency relief commodities; agriculture and food security, ERMS, health, humanitarian coordination and information management, nutrition, protection, natural and technological risk reduction, shelter and settlements, and WASH activities |
| Pakistan | Floods | 09/09/11 | 5,400,000 | 430 | Provision of emergency relief commodities and logistics support; WASH activities |
| Philippines | Typhoon | 10/19/10 | 2,000,000 | 31 | Deployment of OFDA staff to conduct assessments and coordinate assistance; provision of emergency relief commodities; agriculture and food security and shelter and settlements activities |
| Philippines | Floods | 02/01/11 | 600,000 | 20 | Provision of emergency relief commodities |
| Philippines | Floods | 06/28/11 | 945,000 | 12 | Provision of emergency relief commodities |
| Sri Lanka | Complex Emergency | 10/14/10 | 120,500* | - | Agriculture and food security, ERMS, humanitarian coordination and information management, shelter and settlements, and WASH activities |
| Sri Lanka | Floods | 01/11/11 | 1,200,000 | 62 | Deployment of OFDA staff to conduct assessments and coordinate assistance; provision of emergency relief commodities; agriculture and food security, ERMS, and WASH activities |
| Thailand | Floods | 10/21/10 | 9,000,000 | 260 | Provision of emergency relief commodities |
| Thailand | Floods | 04/05/11 | 2,100,000 | 64 | Provision of emergency relief commodities |
| Tonga | Cyclone | 02/02/11 | 7,600 | 0 | Provision of emergency relief commodities |
| Vanuatu | Cyclone | 02/15/11 | 32,000 | 0 | Provision of emergency relief commodities |
| Vietnam | Floods | 10/08/10 | 1,200,000 | 52 | Provision of emergency relief commodities |
| **EMCA** | | | | | |
| Afghanistan | Complex Emergency | 12/30/10 | 485,500* | - | Provision of emergency relief commodities; ERMS, health, humanitarian coordination and information management, natural and technological risk reduction, nutrition, protection, shelter and settlements, and WASH activities |
| Albania | Floods | 12/06/10 | 14,500 | - | Provision of emergency relief commodities |
| Bosnia and Herzegovina | Floods | 12/15/10 | 40,000 | 3 | Provision of emergency relief commodities |
| Cyprus | Munitions Explosion | 08/02/11 | - | 13 | Provision of emergency relief commodities |
| Iraq | Complex Emergency | 10/24/10 | 2,400,000* | - | Provision of emergency relief commodities; agriculture and food security, ERMS, humanitarian coordination and information management, protection, shelter and settlements, and WASH activities |
| Israel | Wildfire | 12/03/10 | 17,000* | 42 | Deployment of a DART to conduct assessments and coordinate with government and relief agencies; activation of Washington, D.C.-based RMT; provision of emergency relief commodities; natural and technological risk reduction activities |

| COUNTRY | DISASTER | DECLARATION DATE | AFFECTED | DEAD[1] | DISASTER ASSISTANCE PROVIDED BY OFDA |
|---|---|---|---|---|---|
| **EMCA** | | | | | |
| Montenegro | Floods | 12/08/10 | 7,800 | - | Provision of emergency relief commodities |
| Serbia | Floods | 12/09/10 | 4,000 | - | Provision of emergency relief commodities |
| Yemen | Complex Emergency | 12/21/10 | 415,600* | - | Deployment of OFDA staff to conduct assessments and coordinate assistance; provision of emergency relief commodities; agriculture and food security, ERMS, health, humanitarian coordination and information management, nutrition, and WASH activities |
| **LAC** | | | | | |
| Bahamas | Hurricane | 08/31/11 | 15,000 | 0 | Deployment of OFDA staff to conduct assessments and coordinate assistance; provision of emergency relief commodities |
| Bolivia | Floods | 03/12/11 | 89,000 | 52 | Deployment of OFDA staff to conduct assessments and coordinate assistance; provision of emergency relief commodities; health and shelter and settlements activities |
| Brazil | Floods | 01/14/11 | 2,000,000 | 900 | Provision of emergency relief commodities |
| Colombia | Floods | 11/19/10 | 2,500,000 | 300 | Provision of emergency relief commodities; WASH activities |
| Costa Rica | Floods | 11/08/10 | 20,000 | 26 | Provision of emergency relief commodities; ERMS activities |
| Haiti | Earthquake | 10/05/10 | 3,000,000 | 316,000 | Provision of emergency relief commodities; ERMS, health, humanitarian coordination and information management, natural and technological risks, protection, shelter and settlements, and WASH activities |
| Haiti | Cholera | 10/22/10 | 463,000*** | 6,500 | Deployment of a DART to conduct assessments and coordinate with government and relief agencies; activation of Washington, D.C.-based RMT; provision of emergency relief commodities; health, humanitarian coordination and information management, and WASH activities |
| Jamaica | Storm | 10/05/10 | 508,000 | 13 | Deployment of OFDA staff to conduct assessments and coordinate assistance; provision of emergency relief commodities |
| Mexico | Wildfire | 04/13/11 | 0 | 0 | Provision of technical assistance |
| Panama | Floods | 12/11/10 | 42,000 | 13 | Deployment of OFDA staff to conduct assessments and coordinate assistance; provision of emergency relief commodities |
| St. Lucia | Hurricane | 10/31/10 | 181,000 | 14 | Provision of emergency relief commodities |
| St. Vincent and the Grenadines | Hurricane | 10/31/10 | 27,000 | 0 | Provision of emergency relief commodities |

**NOTES:**

1 A hyphen (-) in the dead and/or affected columns indicates that reliable information was not available.

2 Sector-specific activities benefiting conflict-affected individuals in Pakistan are listed under the floods response, as funding provided through an umbrella grant to local organizations has not been disagregated between the two Pakistani disasters.

* Figures represent the number of people displaced in the country during FY 2011 due to the listed disaster.

** Figures represent the number of people reported by the U.N. as requiring humanitarian or food assistance during FY 2011.

*** Approximate number of reported cholera cases.

## Disasters

| COUNTRY | DISASTER | DECLARATION DATE | ASSISTANCE TYPES: Disaster Response | Disaster Response with DRR | DRR | Operational Readiness | Admin Support | GRAND TOTAL |
|---|---|---|---|---|---|---|---|---|
| **AFRICA** | | | | | | | | |
| Benin | Floods | 10/06/10 | $1,212,017 | | | $27,527 | | $1,239,544 |
| Burkina Faso[1] | Floods | | $1,200,391 | | | | | $1,200,391 |
| Central African Republic | Complex Emergency | 01/27/11 | $2,000,000 | | | | | $2,000,000 |
| Chad | Complex Emergency | 11/04/10 | $7,934,652 | $986,229 | | | $43,826 | $8,964,707 |
| Côte d'Ivoire | Complex Emergency | 03/13/11 | $7,885,877 | | | | $75,000 | $7,960,877 |
| Democratic Republic of the Congo | Complex Emergency | 10/13/10 | $28,188,314 | $4,320,554 | | | $1,002,246 | $33,511,114 |
| Ethiopia | Complex Emergency | 10/25/10 | $8,167,172 | $497,546 | $1,100,000 | | $668,650 | $10,433,368 |
| Ethiopia | Drought | 02/04/11 | $23,081,747 | $1,600,000 | | | | $24,681,747 |
| Ghana | Floods | 11/26/10 | $50,000 | | | | | $50,000 |
| Kenya | Drought | 01/28/11 | $16,785,715 | $9,862,264 | | | | $26,647,979 |
| Kenya | Pipeline Explosion | 09/16/11 | $50,000 | | | | | $50,000 |
| Liberia | Complex Emergency | 01/04/11 | $3,980,088 | | | | | $3,980,088 |
| Libya | Complex Emergency | 02/28/11 | $12,997,701 | | | | $170,608 | $13,168,309 |
| Madagascar | Locust Outbreak | 10/06/10 | $2,000,000 | | | | | $2,000,000 |
| Madagascar | Cyclone | 02/22/11 | $500,051 | | | | | $500,051 |
| Namibia | Floods | 03/30/11 | $594,950 | | | | | $594,950 |
| Niger | Food Insecurity | 11/05/10 | $12,791,683 | $867,260 | | | | $13,658,943 |
| Somalia | Complex Emergency | 10/07/10 | $46,506,279 | | | $113,876 | | $46,620,155 |
| South Africa | Floods | 01/27/11 | $50,000 | | | | | $50,000 |
| South Sudan | Complex Emergency | 07/14/11 | $43,586,735 | $48,663,541 | $676,756 | $40,472 | $1,392,355 | $94,359,859 |
| Sudan | Complex Emergency | 10/12/10 | $79,873,521 | $18,629,134 | | $25,290 | $2,394,215 | $100,922,160 |
| Tanzania | Munitions Explosion | 02/23/11 | $50,000 | | | | | $50,000 |
| Tunisia | Social Unrest | 01/20/11 | $50,000 | | | | | $50,000 |
| Tunisia | Complex Emergency | 03/02/11 | $50,000 | | | | | $50,000 |
| Uganda | Floods | 09/27/11 | $50,000 | | | | | $50,000 |
| Zimbabwe | Complex Emergency | 10/29/10 | $3,000,000 | $10,023,009 | | | | $13,023,009 |
| **Total** | | | **$302,636,893** | **$95,449,537** | **$1,776,756** | **$207,165** | **$5,746,900** | **$405,817,251** |

**NOTE:**

[1] Funding for Burkina Faso in FY 2011 was provided in response to the flooding disaster declared in late FY 2010.

## Disasters

| COUNTRY | DISASTER | DECLARATION DATE | ASSISTANCE TYPES: Disaster Response | Disaster Response with DRR | DRR | Operational Readiness | Admin Support | GRAND TOTAL |
|---|---|---|---|---|---|---|---|---|
| **ASIA** | | | | | | | | |
| Burma | Cyclone | 10/25/10 | $300,000 | | | | | $300,000 |
| Democratic People's Republic of Korea | Floods | 08/25/11 | $900,000 | | | | | $900,000 |
| India | Floods | 10/26/10 | $86,351 | | | | | $86,351 |
| India | Floods | 09/19/11 | $49,996 | | | | | $49,996 |
| Indonesia | Volcano | 10/28/10 | $1,661,100 | | | | | $1,661,100 |
| Indonesia | Tsunami | 10/29/10 | $709,000 | | | | | $709,000 |
| Japan | Earthquake and Tsunami | 03/11/11 | $6,279,135 | | | | $325,000 | $6,604,135 |
| New Zealand | Earthquake | 02/22/11 | $3,638,247 | $78,470 | | | | $3,716,717 |
| Pakistan | Complex Emergency | 10/03/10 | | | | | $280,720 | $280,720 |
| Pakistan | Floods | 10/03/10 | $106,058,067 | $6,064,306 | $1,828,468 | | $219,238 | $114,170,079 |
| Pakistan | Floods | 09/09/11 | $450,000 | | | | | $450,000 |
| Philippines | Typhoon | 10/19/10 | $1,200,000 | | | | | $1,200,000 |
| Philippines | Floods | 02/01/11 | $100,000 | | | | | $100,000 |
| Philippines | Floods | 06/28/11 | $100,000 | | | | | $100,000 |
| Sri Lanka | Complex Emergency | 10/14/10 | $543,795 | $3,846,061 | | | | $4,389,856 |
| Sri Lanka | Floods | 01/11/11 | $397,250 | $1,599,998 | | | | $1,997,248 |
| Thailand | Floods | 10/21/10 | $50,000 | | | | | $50,000 |
| Thailand | Floods | 04/05/11 | $75,000 | | | | | $75,000 |
| Tonga | Cyclone | 02/02/11 | $75,000 | | | | | $75,000 |
| Vanuatu | Cyclone | 02/15/11 | $100,000 | | | | | $100,000 |
| Vietnam | Floods | 10/08/10 | $50,000 | | | | | $50,000 |
| **Total** | | | **$122,822,941** | **$11,588,835** | **$1,828,468** | **$0** | **$824,958** | **$137,065,202** |

## Disasters

| COUNTRY | DISASTER | DECLARATION DATE | ASSISTANCE TYPES: Disaster Response | Disaster Response with DRR | DRR | Operational Readiness | Admin Support | GRAND TOTAL |
|---|---|---|---|---|---|---|---|---|
| **EMCA** | | | | | | | | |
| Afghanistan | Complex Emergency | 12/30/10 | $13,108,045 | $17,213,889 | | $5,210 | $197,165 | $30,524,309 |
| Albania | Floods | 12/06/10 | $49,962 | | | | | $49,962 |
| Bosnia and Herzegovina | Floods | 12/15/10 | $47,622 | | | | | $47,622 |
| Cyprus | Munitions Explosion | 08/02/11 | $50,000 | | | | | $50,000 |
| Iraq | Complex Emergency | 10/24/10 | $22,524,527 | | $1,000,000 | | $276,376 | $23,800,903 |
| Israel | Wildfire | 12/03/10 | $781,772 | | | | $1,985 | $783,757 |
| Montenegro | Floods | 12/08/10 | $50,000 | | | | | $50,000 |
| Serbia | Floods | 12/09/10 | $50,000 | | | | | $50,000 |
| Yemen | Complex Emergency | 12/21/10 | $14,974,584 | | | | | $14,974,584 |
| **Total** | | | **$51,636,512** | **$17,213,889** | **$1,000,000** | **$5,210** | **$475,526** | **$70,331,137** |
| **LAC** | | | | | | | | |
| The Bahamas | Hurricane | 08/31/11 | $57,205 | | | | | $57,205 |
| Bolivia | Floods | 03/12/11 | $50,000 | | | | | $50,000 |
| Brazil | Floods | 01/14/11 | $235,705 | | | | | $235,705 |
| Colombia | Floods | 11/19/10 | $1,010,720 | | | | | $1,010,720 |
| Costa Rica | Floods | 11/08/10 | $425,940 | | | $55,959 | | $481,899 |
| Haiti | Earthquake | 10/05/10 | $15,050,761 | $22,406,319 | $298,000 | $385,311 | $701,552 | $38,841,943 |
| Haiti | Cholera Outbreak | 10/22/10 | $18,410,968 | $21,552,431 | | $219,179 | $35,572 | $40,218,150 |
| Jamaica | Tropical Storm | 10/05/10 | $50,000 | | | | | $50,000 |
| Mexico | Wildfires | 04/13/11 | $29,244 | | | | | $29,244 |
| Panama | Floods | 12/11/10 | $126,672 | | | | | $126,672 |
| St. Lucia | Hurricane | 10/31/10 | $101,325 | | | $54,340 | | $155,665 |
| St. Vincent and the Grenadines | Hurricane | 10/31/10 | $141,625 | | | | | $141,625 |
| **Total** | | | **$ 35,690,165** | **$43,958,750** | **$298,000** | **$714,789** | **$737,124** | **$81,398,828** |
| **Disasters Total** | | | **$512,786,511** | **$168,211,011** | **$4,903,224** | **$927,164** | **$7,784,508** | **$694,612,418** |

## Regional & Global Support

| COUNTRY / REGION | ASSISTANCE TYPES | | | | | GRAND TOTAL |
|---|---|---|---|---|---|---|
| | Disaster Response | Disaster Response with DRR | DRR | Operational Readiness | Admin Support | |
| **AFRICA** | | | | | | |
| East and Central Africa | | | $1,000,000 | $9,913 | $32,150 | $1,042,063 |
| Southern Africa | $70,002 | $800,000 | $17,575,094 | | $28,915 | $18,474,011 |
| West Africa | | $5,282,181 | $2,104,798 | $7,670 | $60,731 | 7,455,380 |
| **Total** | **$70,002** | **$6,082,181** | **$20,679,892** | **$17,583** | **$121,796** | **$26,971,454** |
| **ASIA** | | | | | | |
| China | | | $500,000 | | | $500,000 |
| East Asia and Pacific | | | $955,592 | $10,410 | $76,018 | $1,042,020 |
| FSM and RMI | | | $320,000 | $14,648 | $367,586 | $702,234 |
| Indonesia | | $200,000 | $1,713,000 | | | $1,913,000 |
| Laos | | | $203,300 | | | $203,300 |
| Mongolia | $100,000 | | $175,000 | | | $275,000 |
| Pacific Islands | | | $750,000 | | | $750,000 |
| Philippines | | | $1,149,943 | | | $1,149,943 |
| Solomon Islands | | | $150,050 | | | $150,050 |
| South Asia | $223,401 | $480,704 | $4,543,969 | $40,963 | $28,827 | $5,317,864 |
| Vanuatu | | | $153,352 | | | $153,352 |
| Vietnam | | | $1,460,303 | | | $1,460,303 |
| **Total** | **$323,401** | **$680,704** | **$12,074,509** | **$66,021** | **$472,431** | **$13,617,066** |
| **EMCA** | | | | | | |
| Balkans | | | $700,000 | | | $700,000 |
| Central Asia | | | $1,501,200 | | | $1,501,200 |
| Regional | | | | $23,806 | $24,400 | $48,206 |
| **Total** | | | **$2,201,200** | **$23,806** | **$24,400** | **$2,249,406** |
| **LAC** | | | | | | |
| Caribbean | | | $3,150,137 | | | $3,150,137 |
| Central America | $10,000 | | $2,816,437 | | | $2,826,437 |
| Haiti | $32,345 | | | $110,968 | | $143,313 |
| Regional | | $7,088,985 | $1,875,389 | $15,238 | $40,453 | $9,020,065 |
| South America | $47,226 | | $2,804,146 | | | $2,851,371 |
| **Total** | **$89,571** | **$7,088,985** | **$10,646,109** | **$126,206** | **$40,453** | **$17,991,323** |
| **GLOBAL** | | | | | | |
| Agriculture and Food Security | | $1,196,891 | $1,229,767 | $12,844 | $19,746 | $2,459,248 |
| ERMS | | $354,271 | | $3,895 | | $358,166 |
| Geohazards | | | $2,300,616 | | | $2,300,616 |
| Global/DRR | | | $2,756,003 | | | $2,756,003 |
| Hydrometeorological Hazards | | | $4,172,990 | | | $4,172,990 |
| Information Management and Coordination | $9,250,400 | $6,441,199 | $2,025,480 | $80,394 | $317,498 | $18,114,971 |
| Monitoring and Evaluation | | | $4,365 | $9,368 | | $13,733 |
| Health and Nutrition | | $6,483,888 | $215,467 | $3,117,585 | $29,566 | $9,846,506 |
| Shelter and Settlements | | $105,000 | | $23,940 | $4,716 | $133,656 |
| Global Support | | | | $4,569 | $767,220 | $771,789 |
| Vulnerable Population and IDP Protection | $103,960 | $2,631,415 | | $10,566 | | $2,745,941 |
| **Global Total** | **$9,354,360** | **$17,212,664** | **$12,704,688** | **$3,263,161** | **$1,138,746** | **$43,673,619** |
| **Regional and Global Support Total** | **$9,837,334** | **$31,064,534** | **$58,306,398** | **$3,496,777** | **$1,797,826** | **$104,502,868** |

## Operations & Program Support

| COUNTRY / REGION | ASSISTANCE TYPES | | | | | GRAND TOTAL |
|---|---|---|---|---|---|---|
| | Disaster Response | Disaster Response with DRR | DRR | Operational Readiness | Admin Support | |
| Operational Support | $1,771,887 | $2,516,153 | | $12,467,171 | $15,086,527 | $31,841,738 |
| Program Support | $21,602 | $1,836 | $10,456 | $104,663 | $32,611,428 | $32,749,985 |
| **Operations & Program Support Total** | **$1,793,489** | **$2,517,989** | **$10,456** | **$12,571,834** | **$47,697,955** | **$64,591,723** |

## Summary

| COUNTRY / REGION | ASSISTANCE TYPES | | | | | GRAND TOTAL |
|---|---|---|---|---|---|---|
| | Disaster Response | Disaster Response with DRR | DRR | Operational Readiness | Admin Support | |
| Disaster Total | $512,786,511 | $168,211,011 | $4,903,224 | $927,164 | $7,784,508 | $694,612,418 |
| Regional and Global Support Total | $9,837,334 | $31,064,534 | $58,306,398 | $3,496,777 | $1,797,826 | $104,502,868 |
| Operations and Program Support Total | $1,793,489 | $2,517,989 | $10,456 | $12,571,834 | $47,697,955 | $64,591,723 |
| **Total FY 2011 Obligated Funding** | **$524,417,334** | **$201,793,534** | **$63,220,078** | **$16,995,775** | **$57,280,288** | **$863,707,009** |

**"[OFDA's] grant represents an investment in Africa and in the 10 universities that represent the Periperi partnership. It allows us to find African solutions to the challenges we face. We have seen how things can go awry when disaster strikes, the world responds, but local capacity is weak....This grant is unique in that it will allow us to build our own capacity so that we can deal with disasters ourselves, using home-grown expertise."**

- Professor Arnold Van Zyl

*Former Vice-Rector of Research at Stellenbosch University in South Africa, speaking of OFDA's support to the Periperi U program, which brings together 10 African universities to manage and reduce the risks and impact of disasters in Africa*

Children play in an OFDA-supported IDP camp in Danané town, western Côte d'Ivoire. (Photo by Melanie Thurber/USAID)

## DISASTER SUMMARIES IN THIS ANNUAL REPORT

The disaster descriptions on the preceding pages cover USG FY 2011. Between October 1, 2010, and September 30, 2011, OFDA responded to 67 disasters.

### Explanation of Assistance Covered

This annual report documents only the financial record of FY 2011 assistance provided through OFDA's budget. In addition to OFDA funds delineated in the report, other USG entities provided humanitarian assistance in response to many of the disasters detailed in the preceding pages. When such information was made available, the annual report notes the participation of other USG agencies.

### Detailed Fact Sheets and Public Summaries of Major Disasters Available Separately

OFDA staff often produce information products, including public fact sheets, regarding declared disasters which include detail beyond what is provided in the case reports found in the annual report. Such documents provide more in-depth information on individual OFDA disaster responses, as well as assistance by region or sector. To read current fact sheets and other public information products, please refer to OFDA's website: http://www.usaid.gov/what-we-do/working-crises-and-conflict/responding-times-crisis.

Children play as they wait with their families to receive health care services at a clinic in southern Pakistan, which was heavily affected by floods in FY 2011. (Courtesy of OCHA)

## Fact Sheets or Program Summaries Produced for Major Disasters and DRR Programs in FY 2011

AFGHANISTAN – Complex Emergency

CENTRAL AFRICAN REPUBLIC – Complex Emergency

CHAD – Complex Emergency

CÔTE D'IVOIRE – Complex Emergency

DEMOCRATIC REPUBLIC OF THE CONGO – Complex Emergency

EAST AND CENTRAL AFRICA (ECA) REGION – Regional Fact Sheet (includes complex emergency, floods, drought, and other disasters for ECA countries), Disaster Risk Reduction Strategy, Regional Snapshot, Humanitarian Assistance in Review

EAST ASIA AND PACIFIC REGION – Disaster Risk Reduction Programs, Humanitarian Assistance in Review, Newsletters, Regional Snapshot

EMCA REGION – Disaster Risk Reduction Programs, Humanitarian Assistance in Review, Regional Snapshot

ETHIOPIA – Complex Emergency

FEDERATED STATES OF MICRONESIA AND REPUBLIC OF THE MARSHALL ISLANDS – Regional Overview

GLOBAL SECTOR UPDATES – Agriculture and Food Security, ERMS, Natural and Technological Risk Reduction, Shelter and Settlements, and WASH

HAITI – Earthquake, Cholera, Hurricane Tomas, Sector Overviews for Haiti (Eight overviews: Agriculture and Food Security, ERMS, Geohazards, Health, Nutrition, Protection, Shelter and Settlements, and WASH)

HORN OF AFRICA – Drought

INDONESIA – Tsunami, Volcano

IRAQ – Complex Emergency

ISRAEL – Wildfires

JAPAN – Earthquake and Tsunami

KENYA – Drought

KYRGYZSTAN – Complex Emergency

LAC REGION – Newsletters, Humanitarian Assistance in Review, Regional Snapshot

LIBYA – Complex Emergency

NEW ZEALAND – Earthquake

NIGER – Food Insecurity

PAKISTAN – Complex Emergency, Floods

PHILIPPINES – Typhoon

SOMALIA – Complex Emergency

SOUTH ASIA REGION – Disaster Risk Reduction Programs, Humanitarian Assistance in Review, Newsletters, Regional Snapshot

SOUTHERN AFRICA REGION – Humanitarian Assistance in Review, Regional Snapshot, Disaster Risk Reduction Strategy

SOUTH SUDAN – Complex Emergency

SRI LANKA – Complex Emergency, Floods

SUDAN – Complex Emergency

WEST AND NORTH AFRICA REGION – Humanitarian Assistance in Review, Regional Snapshot

YEMEN – Complex Emergency

ZIMBABWE – Complex Emergency

# PUBLICATION CREDITS

The OFDA FY 2011 Annual Report was researched, written, and produced by John Arnold, Sarah Bailin, Fiona Baker, Amber Callaway, Kelly Doley, Katherine Echeverria, Christine Forster, Lisa Gabriel, Karey Haywood, Helen Ho, Kylie Holmes, Loren Hyatt, Rachel Kleinberg, Alison Lapp, Hilary Linder, Dianna Long, Michele Lynch, Erin Magee, Rachel Miller, Wesley Mossburg, Johs Pierce, Nicholas Reese, Patricia Shea, Mark Skeith, Alyssa Smith, Galen Tan, and Amy Truong of Macfadden & Associates, Inc. in Washington, D.C., under contract number DFD-I-00-06-00170-00. Tim Callaghan, Arielle Giegerich, Harlan Hale, Caroline Haskins, Auriana Koutnik, and Anita Malley also contributed to this report.

Maps created by Brendan Bartow. The maps included in this report are for illustrative purposes only and are not authoritative representations. The boundaries and names used on the maps do not imply official endorsement or acceptance by the USG.

## OFDA Publications

In addition to the annual report, OFDA produces several other publications that are available on the Internet and by request:

- The Field Operations Guide (FOG) is a pocket-sized manual that contains methodologies for conducting disaster assessments, as well as information on OFDA response procedures.

- To fulfill its mandate, OFDA has developed Guidelines for Unsolicited Proposals and Reporting to assist in the preparation of proposals for new grants and grant modifications for submission to OFDA. The publication provides information relevant to the grant proposal review and award process, outlines the main components of a grant proposal, and presents reporting guidelines.

- OFDA also produces current fact sheets on selected international disasters and crises, which describe the humanitarian situation and the corresponding USG response.

Current fact sheets, the FOG, and the Guidelines for Unsolicited Proposals and Reporting are available on the Internet at OFDA's home page at http://www.usaid.gov/what-we-do/working-crises-and-conflict/responding-times-crisis. Fact sheets are also available on OCHA's ReliefWeb home page at http://www.reliefweb.int.

## Cover Photo Credits

**Front:** A health care worker in Ethiopia measures the circumference of a child's mid-upper arm to screen for malnutrition. Community outreach was an integral part of OFDA's efforts to identify and treat malnourished children during the response to the Horn of Africa drought. (Courtesy of SC/US)

**Back:** Part of the destruction caused by the post-earthquake tsunami, a cruise ship sits atop a two-story building in a debris-strewn area in Otsuchi town, northeastern Japan, on March 24, 2011. (Courtesy of AFP)

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