

DEVELOPMENTAL RELIEF: NARROWING THE GAP BETWEEN EMERGENCY AND DEVELOPMENT ASSISTANCE

USAID/OFDA's legislated mandate is to save lives and reduce human suffering by planning for, coordinating, and providing effective, appropriate assistance for those affected by natural and human-caused disasters. At the same time, USAID/OFDA supports short-term, emergency relief activities that continue to benefit local communities after the acute phase of the crisis has waned. Whether through strengthening local institutions and capacities, supporting individual and community economic revitalization, or assisting communities in mitigating the effects of future disasters, USAID/OFDA maximizes the impact of its emergency assistance by implementing developmental relief activities. For USAID/OFDA, developmental relief is the practice of

providing short-term, life saving emergency assistance in a manner that supports medium and long-term benefits to local communities.

PROVIDING DEVELOPMENTAL RELIEF

USAID/OFDA provides short-term emergency assistance in a way that narrows the gap between emergency relief and development assistance. Each year, USAID/OFDA receives hundreds of proposals from implementing partners to fund a wide variety of humanitarian projects. When appropriate, USAID/OFDA supports developmental relief options to augment more traditional humanitarian approaches. The following examples illustrate some of USAID/OFDA's developmental relief activities, each of which addresses short-term humanitarian needs while promoting medium- to long-term benefits for impacted communities.

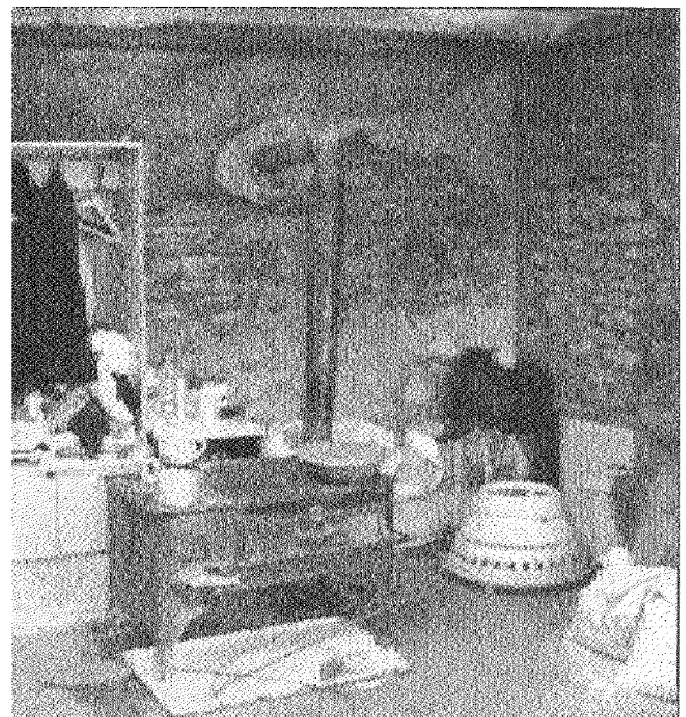
Warm-Dry Rooms

During the crisis in Kosovo between 1998 and 2000, USAID/OFDA's shelter specialist recommended the construction of warm-dry rooms in existing structures as an alternative to creating internally displaced persons (IDP) camps. The warm-dry room program in Kosovo

WHAT IS DEVELOPMENTAL RELIEF?

In 1996, the Swedish International Development Cooperation Agency (Sida) released a comprehensive study on the international humanitarian community's efforts to bridge the gap between emergency relief assistance and long-term development activities. The analysis reviewed concepts such as linking disaster relief and development, developmental disaster relief, relief for development, and the interface of relief and development, all of which are varied attempts to explain the relationship between emergency humanitarian relief and long-term development assistance. Each of these concepts stemmed from the international humanitarian relief response to the severe African famines of the 1980s.

Efforts to promote humanitarian and development approaches that not only save lives, but also facilitate recovery and reduce risk for future conflict were featured prominently in Sida's analysis. Mary B. Anderson, Director of the Local Capacities for Peace Project, coined a "Do No Harm" approach that was later incorporated in USAID's 1995 concept of humanitarian assistance in the post-Cold War era. This strategy links disasters and development by: 1) assessing relief activities for potential adverse, long-term effects; 2) examining development activities' impact on natural and human-caused disasters; 3) focusing on capacity building at the community level; and 4) mitigating the potential effects of future disasters. From this discussion, the concept of developmental relief emerged as an accepted approach to delivering humanitarian assistance. However, the international humanitarian community has not yet identified a universally acceptable definition for developmental relief.



Warm-dry rooms in Kosovo helped residents remain in their homes throughout the winter (photo by Charles Setchell, USAID/OFDA)

used permanent construction materials to restore one room in each house for nearly 22,000 families. The warm-dry room provided each family with an adequate space that allowed people to return to their villages and homes for the winter. While the repairs were temporary and suitable only for short-term emergency winter accommodations, the basic construction materials were often recycled by the families in the permanent reconstruction of their homes. In addition to helping individual families survive a crisis situation, the program also benefited the local community through the generation of income and the restoration of livelihoods for residents of the community, such as those returnees working in building supply, contracting, and construction, or who engage in home-based livelihoods.

Seed Fairs

In addition to funding traditional seeds and tools activities, USAID/OFDA also supported seed fair initiatives in Uganda, Kenya, Burundi, and Sudan during FY 2001. Seed fairs provide disaster-affected populations with a mechanism to access local seed surpluses. A seed fair, or market, is organized in the community to enable small-scale merchants or local farmers with extra seed to sell to those in need. Disaster beneficiaries are given a seed voucher, or in some cases cash. Vouchers are accepted as payment for seeds or other agricultural inputs by sellers at the seed fair. The results include a greater impact than traditional seeds and tools initiatives at a lower cost, higher germination rates because seed varieties are local, and more seed variety options than are often provided in the local commercial market. Seed fairs not only provide short-term emergency humanitarian assistance to those in need but also impact livelihoods by reviving the agricultural sector in the affected community.

Livelihoods

Livelihoods activities provide opportunities for those affected by disasters to regain their economic self-reliance, support local communities, and begin the revitalization of village or urban economies. In a crisis situation, the most critical short-term basic humanitarian needs include food, water, sanitation, shelter, and access to health services. However, those adversely affected by disasters are immediately aware of the impact of catastrophe on their livelihoods and future self-reliance. USAID/OFDA's urban agriculture program in Sierra Leone, for example, addresses the emergency nutrition and food security needs of the 10,000 families who participate, while promoting livelihood opportunities. Each family receives a package that includes a variety of emergency vegetable seeds and access to a small plot of land to cultivate a garden. The vegetables provide families with produce that includes crucial vitamins and nutrients to meet emergency nutrition and food security requirements. Families are often able to produce surplus

vegetables that they can sell in local markets. The production and sale of these vegetables provides the family with a means to restore their livelihoods and reduce overall food insecurity in the community. While the project provides emergency assistance, it is also designed to be the first step in agricultural recovery.

DEVELOPMENTAL RELIEF THROUGH COOPERATIVE STRATEGIC PLANNING

In addition to funding individual NGO programs with a developmental relief component, USAID/OFDA also encourages developmental relief through integrated strategic planning activities. USAID/OFDA's emergency humanitarian assistance strategy for a country supports a variety of traditional relief responses and developmental relief activities to provide a comprehensive response to each major disaster. USAID/OFDA often coordinates with USAID mission staff to develop emergency response strategies that complement ongoing USAID development efforts. Coordination efforts also extend to other USG agencies involved in disaster relief or development activities, such as the Department of State's Bureau of Population, Refugees, and Migration (State/PRM). The results of this coordination range from informal agreements between USG offices to the development of integrated strategic plans (ISPs). Effective strategic planning initiatives enable the pertinent USG agencies to simultaneously pursue humanitarian assistance and development goals.

Burundi

Multi-sector emergency relief strategies, such as USAID/OFDA's response in Burundi, use a combination of traditional emergency activities and developmental relief initiatives to accomplish humanitarian objectives.



IMC medical staff in Burundi teach a basic nutrition and sanitation class at the Muyinga hospital's therapeutic feeding center funded by USAID/OFDA (photo by Pia Wanek, USAID/OFDA).

USAID/OFDA's response in Burundi during FY 2001 supported short-term, high-impact, life-saving relief activities that contribute to the long-term recovery and coping strategies of affected communities. USAID/OFDA-funded nutrition programs, such as therapeutic and supplementary feeding, are integrated with a variety of food security initiatives that include hosting seed fairs, composting, distributing livestock to vulnerable farmers, and producing and supplying new and better varieties of seed where local stocks are not available. Many of the beneficiaries identified for food security initiatives are those who have been assisted in nutrition programs, primarily women- and child-headed households. A woman whose children participated in a supplementary feeding program to address their nutritional and health needs may also receive livestock, thus increasing the medium-term food security, nutrition, and livelihood opportunities for her family. USAID/OFDA's food security initiatives in Burundi assist short-term emergency needs, and take steps to help the community regain basic subsistence and livelihood capacities, as well as adopt additional coping strategies to increase resilience for future disaster occurrences.

Angola

During FY 2001, USAID/OFDA staff worked closely with the USAID Mission in Luanda (USAID/Angola) to develop an emergency humanitarian assistance strategy that complemented development activities outlined in USAID/Angola's FY 2001-2005 Strategic Plan. Due to the urgent humanitarian needs in the Planalto region, USAID/OFDA targeted its FY 2001 humanitarian activities in the same geographic area as elaborated in USAID/Angola's five-year Strategic Plan. USAID/Angola played an important role in providing technical expertise to USAID/OFDA's humanitarian program. In particular, USAID/OFDA programs in health and agriculture corresponded with USAID/Angola's strategic development objectives and were shared for comments and suggestions during the technical review process. USAID/OFDA coordinated with USAID/Angola to choose short-term emergency assistance activities that provided the groundwork for future development oriented programs

Sudan

The USG's FY 2000-2002 ISP for Sudan illustrates its intent to support a comprehensive approach to both emergency and development issues. USG offices and agencies, including USAID/OFDA, USAID/FFP, USAID's Regional Economic Development Support Office/East and Southern Africa (USAID/REDSO/ESA), USAID's Africa Bureau (USAID/AFR), USAID/Sudan, State/PRM, and the U.S. Embassy in Khartoum, jointly developed this plan to coordinate the USG response to the situation in Sudan, while allowing each office to fund activities within its humanitarian or development mandates under a common framework. The USG's general objective within the Sudan ISP is "a less vulnerable,

more self-reliant population better prepared for a transition to peace," with specific objectives in conflict reduction, food security, and primary health care. Participation in large multi-office coordination efforts, such as the Sudan ISP, allows USAID/OFDA to make targeted decisions regarding the provision of emergency humanitarian assistance that support the USG's overall development goals in Sudan, thereby narrowing the gap between emergency relief and development activities.

DISASTER PREPAREDNESS: PROTECTING DEVELOPMENT INVESTMENTS


Disaster preparedness initiatives play a vital role in USAID/OFDA's efforts to promote developmental relief in disaster-prone regions. USAID/OFDA aims to plan, prevent, and prepare for potential natural and complex emergencies, while lessening the adverse impact of disasters by saving lives and protecting development investments such as schools, transportation infrastructure, agriculture, health systems, and economic markets. USAID/OFDA funds a range of capacity-building efforts to enhance disaster responses by affected communities and national governments.

Central American Mitigation Initiative

In October 1998, Hurricane Mitch struck Central America, killing more than 9,000 people, displacing three million residents, and destroying \$8.5 billion in infrastructure as well as agricultural and economic development investments. The Central American Mitigation Initiative (CAMI) is a three-year, \$11 million program designed to reduce or negate the impact of natural disasters in the Mitch-affected countries of El Salvador, Guatemala, Honduras, and Nicaragua. CAMI is supporting activities that increase the capacity of NGOs and regional, national, and community authorities to forecast, prevent, and respond to disasters. For example, during recent heavy flooding in the Yoro Department of Honduras, a CAMI-supported flood monitoring and early warning system demonstrated the value of community-based disaster preparedness. The monitoring and warning system allowed for an early alert and timely evacuation of at-risk populations during massive flooding in late 2001 in Yoro, an area which experienced major devastation because of Hurricane Mitch just three years earlier.

Earthquake Preparedness

USAID/OFDA supports a variety of preparedness efforts in Asia through the Asian Urban Disaster Mitigation Project (AUDMP). AUDMP strives to make cities throughout Asia more resilient to natural disasters by reducing the vulnerability of urban populations, infrastructure, critical facilities, and shelter through national demonstration projects, policy seminars, professional training, and information dissemination and networking. AUDMP projects support USAID/OFDA's development-



al relief activities by providing assistance that will save lives in the event of a disaster, while building local capacity and mitigating the effects of future disasters, thereby protecting long-term development investments and allowing local communities to recover more quickly.

AUDMP works with the National Society for Earthquake Technology (NSET) and GeoHazards International (GHI) in Nepal in implementing the Kathmandu Valley Earthquake Risk Management Project (KVERMP) to reduce the earthquake vulnerability of Kathmandu and surrounding areas. The KVERMP engages in a variety of public awareness campaigns and community preparedness activities. For example, KVERMP promotes school safety with the development of earthquake preparedness curriculum for students and instructional materials for school teachers. NSET engineers assess school buildings to determine their vulnerability to earthquakes and provide education and community officials with specific retrofitting measures to make the buildings earthquake-resistant. Community participation programs work with local construction companies to implement the repairs.

DISASTER PREPAREDNESS THROUGH TRAINING

USAID/OFDA also supports developmental relief activities by sponsoring training initiatives that build local capacity to respond to disaster situations. For example, in an earthquake, 95% of fatalities worldwide occur almost instantaneously as a result of collapsed buildings and flying debris. The majority of those who survive these disasters receive rescue and medical assistance within minutes or hours following the event. USAID/OFDA sponsors training activities that prepare local responders, such as policemen, paramedics, firefighters, and other emergency rescue workers, to effectively provide for immediate rescue and medical needs. The Asia Disaster Preparedness Center, based in Bangkok, Thailand, receives USAID/OFDA funding to support national and local emergency response training in Indonesia, Philippines, Nepal, and India through the

Program for Enhancement of Emergency Response (PEER). In addition to providing life-saving training opportunities, these initiatives also increase the medium- and long-term capacity of the local community to respond adequately to disaster situations.

In Latin America and the Caribbean, USAID/OFDA has supported similar training initiatives since 1989. To date, USAID/OFDA has funded training for more than 20,000 emergency response personnel, including civil defense agencies, firefighters, NGO staff, and members of local Red Cross chapters. These ongoing training initiatives offer an innovative approach to meeting USAID/OFDA's mandate, while promoting self-reliance within disaster-prone countries to respond to crises, save lives, reduce human suffering, and protect development investments. These training activities also contribute to medium- and long-term community development by empowering local and national institutions to manage disaster relief operations within their countries.

CONCLUSION

USAID/OFDA supports developmental relief activities before, during, and after humanitarian disasters. Before disasters strike, USAID/OFDA's preparedness and planning activities reduce the risk to residents and strive to protect development investments. International training initiatives, sponsored by USAID/OFDA, prepare local communities and governments to effectively respond to disaster situations while building local capacity. After a disaster affects a community, USAID/OFDA integrates traditional emergency assistance efforts with developmental relief activities, such as warm-dry rooms, seed fairs, and livelihoods initiatives, to meet short-term emergency needs while promoting positive medium- to long-term benefits in local communities. Each of these developmental relief initiatives supports USAID/OFDA's efforts to narrow the gap between relief and development.

— Kasey Channell

USAID/OFDA AND ITS NGO PARTNERS

USAID/OFDA relies on U.S. and international NGOs to implement its emergency response programs. Therefore, the approach that USAID/OFDA's NGO partners consider when designing and implementing their assistance programs has a direct impact on the success of USAID/OFDA's developmental relief efforts. InterAction, a coalition of 165 U.S.-based non-profit organizations involved in relief, development, environment, and refugee issues around the world, defines developmental relief as the implementation of relief activities that address immediate needs, and contribute to sustainable development and peace. Among their developmental relief activities, InterAction members pursue emergency programs that also strengthen local participation, capacity, and civil society, facilitate economic and agricultural revitalization, and encourage peace building and reconciliation. Many of the grant proposals that USAID/OFDA funds are designed and implemented by NGO partners who are striving to bridge the gap between relief and development while incorporating not only USAID/OFDA's concept of developmental relief, but their own developmental relief vision.

ADDITIONAL FUNDING FOR PRIOR YEAR(S) DECLARED DISASTERS

Activities initiated in response to a disaster declaration often require additional funding for completion in subsequent fiscal years. In FY 2001, BHR/OFDA obligated a total of \$5,469,627 in response to disasters declared in FY 2000 and FY 1999.

FY 2000 Carryover

ALBANIA – COMPLEX EMERGENCY

Grant modification to CRS for food and non-food items, potable water, emergency shelter needs, health services, psycho-social needs, and education for Kosovar refugees and their host communities **\$3,701,063**

CAMBODIA – FLOODS

Procurement of water pumps and the distribution of fast-maturing rice seed to affected families. **\$361,495**

ERITREA – COMPLEX EMERGENCY

Replenishment of 244,800 sq. ft. of plastic sheeting and 20,000 blankets to stockpile. **\$332,000**

INDIA – EARTHQUAKE

Replenishment of four water purification units and 391,690 sq. ft. of plastic sheeting to stockpile . . **\$175,200**

INDIA – FLOODS

Grant modifications to CRS and WVI for the purchase and distribution of non-food items, emergency food assistance, and shelter materials for flood victims. **\$691,800**

VIETNAM – FLOODS

Replenishment of 13 Zodiac boats with motors and 212,916 sq. ft. of plastic sheeting to stockpile, cost of one airlift of relief commodities, and additional OFDA administrative costs to manage the flood response. **\$182,769**

FY 1999 Carryover

NICARAGUA – HURRICANE MITCH

Replenishment of 281,520 sq. ft. of plastic sheeting to stockpile **\$25,300**

FY 2001 DECLARED DISASTERS

Disaster Summaries in this Annual Report

The disaster descriptions on the following pages cover the period of the USG's fiscal year, October 1, 2000, through September 30, 2001. During FY 2001, USAID/OFDA responded to 79 declared disasters.

How a Disaster is Declared

The Chief of the U.S. Mission declares a disaster in the affected country when it is beyond the ability of the host country's response capacity and when he or she determines that a disaster exists that warrants a USG response. In the event that a U.S. Mission is not located in the affected country, the appropriate U.S. Assistant Secretary of State may declare a disaster. Since April 1, 2002, a disaster declaration allows the Chief of Mission or U.S. Assistant Secretary of State to allocate up to \$50,000 (the "Disaster Assistance Authority") for host country relief efforts. During FY 2001, the level of funding allocated under the "Disaster Assistance Authority" was up to \$25,000. USAID/OFDA releases the \$25,000 Ambassador's Authority from its International Disaster Assistance (IDA) account and provides the Mission with guidance to determine the need for additional USG assistance. USAID/OFDA sends assessment teams to disaster sites when needed to assist in the verification of relief needs.

USAID/OFDA Assistance and other USG Assistance

Many of the disasters in FY 2001 required a combination of USG financial and staff resources. The disaster descriptions include total dollar figures for the assistance provided from USAID/OFDA's IDA account, as well as summary information on assistance provided by other USG offices, such as USAID/FFP, USAID/OTI, USDA, DOD, and State/PRM. It is not always possible for USAID/OFDA to verify total assistance provided by other USG offices.

Detailed Situation Reports and Fact Sheets on Major Disasters Available Separately

USAID/OFDA produces documents that provide more detailed information about declared disasters than is provided in the case reports found in this annual report. Situation reports are 4-5 page documents updated periodically and written on long-term, complex emergencies. Fact sheets are bulletized one or two-page documents written on natural disasters and fast-onset complex emergencies.

Situation reports or fact sheets were written for the following major disasters in FY 2001:

Afghanistan – Complex Emergency

Angola – Complex Emergency

Belize – Hurricane Keith

Burundi – Complex Emergency

Democratic Republic of the Congo – Complex Emergency

East Timor – Complex Emergency

Ethiopia – Complex Emergency/Drought and Health Emergency

El Salvador – Earthquake

Guinea – Complex Emergency

India – Drought

India – Earthquake

Indonesia – Complex Emergency

Kenya – Drought

Mozambique – Floods

Peru – Earthquake

Republic of the Congo – Complex Emergency

Sierra Leone – Complex Emergency

South and Southeast Asia – Floods

Sudan – Complex Emergency

Uganda – Civil Strife and Health Emergency

Note: Current situation reports, fact sheets, and other related information are available on the Internet at:

USAID/OFDA Home Page

http://www.usaid.gov/hum_response/ofda/

Historical situation reports and fact sheets are available from USAID/OFDA upon request.