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OFDA Annual Report FY 1992

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(Photo courtesy of Catherine Farnsworth)

Cover photos, clockwise from top left: A child waits with others outside a feeding station in Hoddur, Somalia; child at a feeding station in strife-torn Somalia; U.S.-donated wheat being transferred from ship to truck in Mombasa, Kenya, to be taken to the airport and flown into Somalia. (Photos by Renée Bafalis, AID/XA)

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Acronyms

U.S. Private Voluntary Organizations (PVOs) and Private Groups

ADRA	Adventist Development and Relief Agency
ARC	American Red Cross
CARE	Cooperation for American Relief Everywhere
CCF	Christian Children's Fund
CRS	Catholic Relief Services
CWS	Church World Service
FHI	Food for the Hungry International
IMC	International Medical Corps
IRC	International Rescue Committee
LWR	Lutheran World Relief (U.S.)
MAF	Mission Aviation Fellowship
MAP	Medical Assistance Programs, International
MCI	Mercy Corps International
PVO	private voluntary organization
SCF/US	Save the Children Federation/U.S.
WVRD	World Vision Relief & Development
YMCA	Young Men's Christian Association

Non-Governmental Organizations

AICF	Action Internationale Contre la Faim
CAFOD	Catholic Agencies for Overseas Development (U.K.)
SCF/UK	Save the Children Fund/U.K.
MSF	Medecins Sans Frontieres (Doctors Without Borders)
NGO	non-governmental organization

International Organizations and U.N. Agencies

DHA	U.N. Department of Humanitarian Affairs
EC	European Community
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
LWF	Lutheran World Federation
SADC	Southern Africa Development Community
UNDP	U.N. Development Program
UNDRO	U.N. Office of the Disaster Relief Coordinator
UNHCR	U.N. High Commissioner for Refugees
UNICEF	U.N. Children's Fund
WCC	World Council of Churches
WFP	World Food Program
WHO	World Health Organization

U.S. Organizations/Programs

A.I.D.	Agency for International Development
CDC	Centers for Disease Control (U.S. Department of Health and Human Services)
CENTCOM	Central Command (U.S. Department of Defense)
CINCPAC	Commander-in-Chief Pacific (U.S. Department of Defense)
DART	Disaster Assistance Response Team

DOD	U.S. Department of Defense
EPA	Environmental Protection Agency
EUCOM	European Command (U.S. Department of Defense)
FEMA	Federal Emergency Management Agency
FFP	Food For Peace Office (A.I.D.)
FFW	Food-for-Work (aid program)
FEWS	A.I.D.-sponsored Famine Early Warning System
FHA	Bureau of Food and Humanitarian Assistance (A.I.D.)
NOAA	National Oceanic and Atmospheric Administration
OFDA	Office of U.S. Foreign Disaster Assistance (A.I.D.)
RP	Bureau of Refugee Programs (U.S. Department of State)
SOUTHCOM	Southern Command (U.S. Department of Defense)
USAID	A.I.D. overseas Missions
USDA	U.S. Department of Agriculture
USFS	U.S. Forest Service (U.S. Department of Agriculture)
USG	United States Government
USGS	U.S. Geological Survey (U.S. Department of the Interior)

Other

DCM	Deputy Chief of Mission
DP	displaced persons
FY	fiscal year
MRE	Meal Ready to Eat
ORS	oral rehydration salts (a sugar-salt combination for diarrheal diseases)
PASA	Participating Agency Service Agreement
PMP	Prevention, Mitigation and Preparedness
PSC	Personal Services Contractor
TDY	temporary duty (assignment)

Message from the Director

The past year at OFDA could be remembered for many reasons: the international community's stunning success in heading off massive drought-related famine in southern Africa, the record number of disaster declarations the office faced, our first disaster response in Vietnam since the war years of the 1970s, innovations in Prevention, Mitigation and Preparedness (PMP) programs, and our efforts to strengthen multilateral disaster capacity through the fledgling U.N. Department of Humanitarian Affairs.

In my view, however, 1992 will be recalled for yet another reason: the crucial debate on "humanitarian intervention." The year marked the world's historic decision to intervene decisively in the Somalia tragedy. And 1992 witnessed the international community's failure to solve the Bosnia conundrum. In both these cases, and in others, OFDA and international relief agencies directly confronted a challenging and unsettling new reality: active intervention by the military in humanitarian crises.

OFDA, private voluntary organizations, and international organizations have worked in the past with DOD and non-U.S. forces in natural and manmade disasters. Our joint efforts have ranged from the use of military transport to get badly needed supplies to disaster sites to close cooperation in providing relief to returnees in northern Iraq.

But never before has military intervention in support of relief operations been proposed, debated, and unleashed the way it was in 1992. Never before had a major military power committed large numbers of combat troops to a peacekeeping situation—as the United States did in Somalia—with no strategic interest at stake, for the sole purpose of saving innocent lives.

In this environment, humanitarian intervention became a widely and hotly debated concept. Traditional practitioners in humanitarian relief, academics, Congress, policymakers, and the military itself have embroiled themselves in a range of potent issues: multilateralism versus bilateralism, civilian-military coordination, international community reaction, criteria for intervention, sovereignty, and impacts on long-term development activities.

OFDA attempted in 1992 to both stimulate the discussion of humanitarian intervention and bridge conflicts by bringing military and civilian relief workers together. We wanted to stimulate debate because too many disaster victims continue to die as armed groups refuse access to aid workers. And we wanted to bridge conflicts so that civilian and military practitioners could examine each others' capacities with an open mind, and with a willingness to see what each of us has to offer to those victims most in need.

About 70% of OFDA resources—provided through the generosity of American taxpayers—go to conflict-related disasters. As you review this year's OFDA annual report, the pervasiveness and difficulty of these conflicts become apparent.

What is not so apparent is how the international community can best resolve these crises, and what role "robust" military responses can play in the face of deep-seated ethnic divisiveness, political conflict, and resultant profound human suffering. If 1992 has not provided us with the answers to the humanitarian intervention question, it has impelled us to confront this debate directly.

OFDA enters 1993 committed to a catalyzing role in distilling from both civilian and military capabilities those capacities that can save the lives of disaster victims and advance human progress in crisis nations.

James R. Kunder
Director
Office of U.S. Foreign Disaster Assistance

Overview of Prevention, Mitigation, and Preparedness

Disasters inflict a heavy toll in terms of casualties and material losses each year around the world. Their impact is particularly severe in the developing world. Disasters cause approximately 250,000 deaths and about $40 billion in physical damage annually on a worldwide basis. Through OFDA's Disaster Prevention, Mitigation and Preparedness (PMP) Division, efforts are being made to minimize these casualties and material losses related to disasters in developing countries.

Through its PMP program, OFDA has carried out a vulnerability assessment to define the most hazard-prone countries of Latin America, Asia, and Africa. Target countries selected are as follows:

Latin America	Asia	Africa
Caribbean Basin	Bangladesh	Angola
Ecuador	Fiji	Ethiopia
El Salvador	Indonesia	Mozambique
Guatemala	Laos	Sahel Region
Nicaragua	Philippines	Somalia
Peru	Sri Lanka	Sudan

Of PMP resources, 80% has been allocated to these target countries. The remaining 20% has been allotted to technological hazards and targets of opportunity located outside the designated target countries.

Priority sectors have been defined for suitable PMP intervention. These sectors were chosen for their severity and impact on loss of life, loss of income, and economic disruption to the country. The sectors were also chosen with regard to PMP's ability to prevent or mitigate the impact of the particular disaster. Finally, the sectors were examined with respect to: (1) support for A.I.D. goals and development priorities; (2) relation to programs and priorities of other donors; and (3) impact on OFDA's goals of reducing casualties and expenditures on relief.

Food production, low-income shelter, small enterprise, and health/industry were identified as high-priority sectors with regard to a country's vulnerability and potential for PMP effectiveness.

Disasters tend to most negatively affect food production and shelter, resulting in high casualty rates and accounting for the highest levels of relief expenditures. With this in mind, PMP has designated food production and shelter as the sectors deserving the highest priority and expenditure allocation.

Food production interventions include such activities as preventing crop destruction from insect infestation, conducting well digging during drought periods, and supplying seeds, tools, and animal draft power. Food production interventions have the potential to mitigate against the effects of famine, especially in Africa.

Shelter interventions strive to improve the construction of low-income housing with disaster-resistant materials and building methods. Shelter interventions help prevent or mitigate the impact of such disasters as earthquakes and cyclonic storms.

The small enterprise sector also seeks to encourage disaster-resistant building practices through the introduction of insurance incentives. Encouraging public authorities, community leaders, and private sector entities to increase and promote mitigation activities is the focus of small enterprise interventions.

The health/industry sector includes the development of hazard mitigation projects in urban areas threatened by industrial accidents and hazardous materials disposal.

Disaster management was also cited as an integral part of the PMP strategy. It has performed a critical role and is anticipated to continue to do so in the future. Such activities as early warning systems, public awareness, evacuation plans, trained first responders, and disaster managers are all examples of disaster management strategies.

Private sector initiatives and training in disaster prevention, mitigation, and preparedness are the methods used to carry out the PMP strategy. With the successful implementation of this strategy, A.I.D. will have revitalized its leadership role among donors in stimulating and carrying out new initiatives in disaster prevention and mitigation.

Manali, Madras, site of the October 1992 UNEP/APELL seminar/workshop initiating the Local Accident Mitigation and Prevention (LAMP) project funded by OFDA/PMP under a five-year Cooperative Agreement with the World Environment Center. (Photo by Gudrun Huden, AID/FHA/OFDA)

Summary of U.S. Foreign Disaster Assistance

U.S. Foreign Disaster Assistance OFDA-Administered Funds October 1, 1991–September 30, 1992

Country	Date	Disaster	Dead
Angola[1]	10/01/91	Displaced Persons/Drought	—
Argentina	05/22/92	Floods	—
Bahamas	08/25/92	Hurricane	4
Burundi	09/22/92	Epidemic	220
Cambodia[2]	08/26/91	Floods	—
Cambodia	12/19/91	Displaced Persons	—
Cameroon	02/01/92	Emergency	150
Cameroon	02/26/92	Epidemic	731
Central African Republic	03/12/92	Epidemic	56
Cook Islands	05/15/92	Fire	—
Costa Rica[2]	04/23/91	Earthquake	—
Costa Rica[2]	08/12/91	Floods	—
Costa Rica	04/09/92	Fire	—

Note: The numbers of dead and affected for disasters carried over from previous year(s) have been previously counted and are not included in this report; otherwise, a dash (—) indicates that information is currently unavailable.

[1] Includes obligations for drought in Angola
[2] Carried over from previous year(s)
[3] Undeclared

Affected	Amount($)	Type of Assistance
1,400,000	13,426,787	Airlift of plastic sheeting; IMC immunization program; grants to WFP, UNICEF, Africare, UNDP, UNICEF, CRS, CARE, ICRC; contractor to monitor programs; orphan earmark
100,000	192,054	Airlift of plastic sheeting and wool blankets; Ambassador's Authority used for local purchase of medicine, blankets, and other relief supplies
1,700	75,000	Funds for relief supplies; grant to GOB
2,068	25,000	Ambassador's Authority used to procure medical supplies
—	92,599	Replacement cost and shipment of plastic sheeting
350,000	2,360,287	Funds for demining and rehabilitation of roads
500	20,174	Ambassador's Authority used for local purchase and transport of medical supplies
7,865	25,000	Ambassador's Authority used to purchase vaccines
418	24,984	Ambassador's Authority
—	25,000	Ambassador's Authority used to restore communications
—	5,296	Shipment of replacement plastic to stockpile
—	2,037	Shipment of replacement plastic to stockpile
1,200	19,980	Purchase of firefighting equipment

U.S. Foreign Disaster Assistance OFDA-Administered Funds October 1, 1991–September 30, 1992 (Continued)

Country	Date	Disaster	Dead
Ecuador	04/08/92	Floods	22
Ethiopia	10/09/91	Drought/Displaced Persons	—
Georgia	06/11/92	Medical Emergency	—
Guinea Bissau	05/18/92	Fire	—
Haiti[3]	—	Orphan Earmark	—
Haiti[3]	—	Assessment	—
India	10/21/91	Earthquake	2,000
Iraq[2]	03/27/91	Displaced Persons	—
Iraq	09/10/92	Emergency	—
Kenya	02/11/92	Displaced Persons	—
Kenya	05/13/92	Displaced Persons	200
Kenya	05/21/92	Drought	—
Kyrgyzstan	05/27/92	Earthquake/Floods	4
Kyrgyzstan	08/22/92	Earthquake	54

Affected	Amount($)	Type of Assistance
125,000	25,000	Ambassador's Authority given to Partners of the Americas for resettlement, food, medicine, and water
6,160,000	6,605,994	Grant to UNICEF for anti-malarial drugs; grants to AF of AICF, MSF/B, MSF/H, Irish CONCERN, CRS, FAO, Medecins du Monde, WVRD, FHI, UNDP, and American Red Cross for feeding, medical, and seeds programs; transport of MREs from Djibouti to Assab and Addis; orphan earmark
1,000	1,154,940	Procurement of insulin and syringes
2,000	25,000	Purchase and transport of roofing materials, food, seed, and tools
—	50,000	Grant to SOPABO orphanage
—	3,685	Evaluation of food relief program
53,000	25,000	Ambassador's Authority given to Prime Minister's Relief Fund
—	26,384	Shipment of plastic sheeting and blankets to stockpile for replacement
750,000	78,889	DART assessment team
300,000	20,000	Ambassador's Authority used for emergency relief
160,000	177,297	Ambassador's Authority used for local purchase of supplies; grant to IFRC
2,700,000	1,725,000	Ambassador's Authority used for emergency assistance; grants to UNICEF and CARE, MSF/Spain, and WFP
50,000	25,000	Delivery of medical supplies
130,000	152,715	Ambassador's Authority used for purchase and transport of relief supplies; health kits; housing assessment; purchase of yurts (tents)

U.S. Foreign Disaster Assistance OFDA-Administered Funds October 1, 1991–September 30, 1992 (Continued)

Country	Date	Disaster	Dead
Laos[2]	09/10/91	Flood	—
Lebanon	10/23/91	Civil Strife	206
Lesotho	06/18/92	Drought	—
Liberia	01/31/92	Civil Strife	—
Madagascar	05/22/92	Food Shortage	—
Malawi	04/30/92	Drought	—
Maldives[2]	06/07/91	Storm	—
Mexico	04/24/92	Accident	200
Mozambique	12/03/91	Civil Strife	—
Mozambique	04/19/92	Accident	—
Mozambique	05/22/92	Drought	—
Namibia	04/23/92	Drought	—

Affected	Amount($)	Type of Assistance
—	358,094	In-country travel of UNDP assessment team member; assistance to farmers
—	299,306	Grant with SCF for medical services and infrastructure repair
170,000	280,000	Ambassador's Authority given to local Red Cross for food transport; grants to UNICEF and ARC
1,800,000	7,189,742	Grants to WFP, OIC, CRS, UNICEF, AF of AICF, Africare, MEDAIR, American Colonization Society, and Partners in International Development for Drug and Medical Supply Program for food distribution and medical/water/sanitation/agricultural projects
950,000	125,000	Ambassador's Authority used to purchase water bladders; support for UNICEF program
5,700,000	2,244,491	Ambassador's Authority given to WFP for cost of U.N. volunteers; grants to CWS, ADRA, SCF, IRC, and others for food distribution and health, water, and nutrition assistance; drought relief coordinator
—	19,357	INTERTECT evaluation
15,000	25,000	Ambassador's Authority used for local Red Cross purchase of medicine
4,000,000	4,998,426	Grants to WVRD, ICRC, FHI and AirServ for airlifts and emergency activities
50,000	31,126	Funds for USCG and NOAA experts
3,300,000	3,400,982	Grants to World Relief for food distribution and to WFP and ARC
250,000	1,232,765	Ambassador's Authority used for purchase of water bladders; grant to IMC for well drilling project; drought coordinator; grants to ARC and UNICEF

U.S. Foreign Disaster Assistance OFDA-Administered Funds October 1, 1991–September 30, 1992 (Continued)

Country	Date	Disaster	Dead
Newly Independent States[3]	—	Food Shortage	—
Nicaragua	04/11/92	Volcanic Eruption	1
Nicaragua	09/02/92	Tsunami	116
Pakistan	08/24/92	Floods	133
Pakistan	09/15/92	Floods	2,600
Panama[2]	08/16/91	Floods	—
Paraguay	05/11/92	Floods	—
Peru	04/02/92	Floods	—
Peru	07/14/92	Drought	—
Philippines[2]	06/10/91	Volcanic Eruption	—
Philippines	10/31/91	Typhoon	39
Philippines	11/06/91	Floods	4,899

Affected	Amount($)	Type of Assistance
—	3,585,238	Grant with American Red Cross to manage medical program; medical equipment; CDC epidemiolgists; teams to implement food distribution and monitoring; contract with IDB; consultants; communications equipment
300,000	95,365	Ambassador's Authority used for local purchase of relief supplies; DOD airlift of plastic sheeting and replacement costs; dust masks
40,500	34,668	Ambassador's Authority used for local purchase of relief supplies; assessment team (PMP funds)
85,000	102,187	Ambassador's Authority used for emergency relief
9,300,000	333,747	Ambassador's Authority used for relief activities
—	4,583	Shipment and replacement of plastic sheeting
65,575	170,400	Ambassador's Authority used for local purchase of blankets; DOD airlift of plastic sheeting and replacement in stockpile
30,000	25,000	Ambassador's Authority used for relief supplies
1,100,000	2,829,003	Expert to assess crops; agricultural inputs
—	220,183	Plastic sheeting; INTERTECT study; replacement cost and shipping of stockpile items
300,000	25,000	Ambassador's Authority donated to Department of Social Welfare and Development (DSWD) for emergency needs
597,686	446,370	Ambassador's Authority given to DSWD for relief items; Corps of Engineers technical Assistance; grant to local NGO; plastic sheeting

U.S. Foreign Disaster Assistance OFDA-Administered Funds October 1, 1991–September 30, 1992 (Continued)

Country	Date	Disaster	Dead
Philippines	07/22/92	Floods/Lahars	50
Rwanda	07/21/92	Displaced Persons	—
Senegal	04/02/92	Accident	100
Sierra Leone[2]	08/14/90	Displaced Persons	—
Somalia	11/19/91	Civil Strife	500,000
South Africa	02/24/92	Drought	—
Southern Africa	06/08/92	Drought	—
Sudan	10/01/91	Drought/Civil Strife	—
Swaziland	05/22/92	Drought	—
Tajikistan	05/16/92	Landslide	100
Tajikistan	05/25/92	Floods	1,346

Affected	Amount($)	Type of Assistance
942,764	1,150,430	Ambassador's Authority given to DSWD; DOD airlift of plastic sheeting; funds to local NGOs for construction of longhouses and other assistance; OFDA assessment
350,000	2,206,487	Ambassador's Authority given to CARE and Africare for logistical support; plastic sheeting, blankets; additional funds to CARE and Africare
400	12,379	Purchase of monitoring equipment
—	964,311	Amendments to grants to CRS, AF of AICF, and Africare
4,500,000	26,126,668	Spare parts for water system; grants with World Concern, IMC, UNDP, SCF/UK, MSF, ICRC, Southern Air Transport, AF of AICF, CARE, WFP, American Red Cross; DART team; INTERTECT assessment and technical support to DART; relief coordinator
—	645,823	Technical assistance and water experts; disaster coordinator; funds to MSF and Rural Advice Center for water projects
—	4,775,093	Grants with WFP, Africare, IFRC, UNICEF, American Red Cross; travel of CDC team; assessment team; charter of aircraft; contractor for Task Force; PASA with Peace Corps
8,600,000	13,313,409	Plastic sheeting and blankets; grants with AF of AICF, WVRD, UNICEF, CARE, IRC, UNDP, SCF/UK, SCF/US, Mercy Corps International, ADRA, DHA/UNDRO; contract with FFP officer; evaluation of AirServ operation
250,000	175,000	Ambassador's Authority used to purchase local maize; grants to ARC and UNICEF
—	15,000	Ambassador's Authority used to purchase food, clothing, and construction materials
63,500	204,759	Ambassador's Authority used for transport of relief supplies; plastic sheeting and blankets; water pipes and shelter materials; assessment team

U.S. Foreign Disaster Assistance OFDA-Administered Funds October 1, 1991–September 30, 1992 (Continued)

Country	Date	Disaster	Dead
Togo	03/27/92	Food Shortage	—
Turkey	02/03/92	Avalanches	261
Turkey	03/06/92	Accident	272
Turkey	03/14/92	Earthquake	547
United Nations[3]	—	—	—
Uruguay	06/09/92	Floods	—
Uzbekistan	05/21/92	Earthquake/Floods	9
Vanuatu	01/13/92	Cyclone	2
Vietnam	01/23/92	Typhoon	250
Western Samoa	12/09/91	Cyclone	12
Yemen	11/24/91	Earthquake	11
Yugoslavia	11/26/91	Civil Strife	21,000
Zaire[2]	09/28/91	Civil Strife	—

Affected	Amount($)	Type of Assistance
50,000	25,000	Ambassador's Authority used for emergency relief
1,000	25,000	Ambassador's Authority given to Turkish Red Crescent
—	25,000	Ambassador's Authority used for emergency activities
230,000	308,273	Ambassador's Authority used for relief activities; USGS technicians; grant to Turkish Red Crescent
—	2,500,000	Grant to Central Emergency Revolving Fund
4,700	25,000	Ambassador's Authority used for emergency relief
50,000	20,000	Ambassador's Authority used to purchase medicine and construction materials
—	25,000	Ambassador's Authority used for emergency relief
6,692	44,217	Grants to SCF for purchase of rice, fish nets, and repair and distribution of fish nets
85,000	497,482	Plastic sheeting, generators, water containers, communications equipment; assessment team; grant to IFRC for feeding program
93,000	5,000	Ambassador's Authority given to local PVO for purchase of tarps for hospitals
3,122,700	3,760,201	Ambassador's Authority given to Red Cross/Red Crescent for relief effort; assessment, monitoring, and logistics support teams; blankets and heaters; DOD airlift of blankets, MREs and medical supplies; grants to UNICEF for medicine and care of traumatized children (orphan earmark)
—	699,100	Grant with Mennonite Central Community to transport food to Zaire; transport of emergency medical supplies

U.S. Foreign Disaster Assistance OFDA-Administered Funds October 1, 1991–September 30, 1992 (Continued)

Country	Date	Disaster	Dead
Zaire	02/27/92	Emergency	40
Zaire	09/25/92	Displaced Persons	—
Zambia	02/27/92	Drought	—
Zimbabwe	02/11/92	Drought	—
Total			**535,635**

Disaster summary: 79 relief operations, 65 new declared disasters (49 countries), 10 carried over from previous year(s), 4 undeclared, and 17 disaster types.

Note: This chart includes funds from the International Disaster Assistance Account, monies borrowed from A.I.D. development assistance accounts, and OFDA disaster travel funds.

Affected	Amount($)	Type of Assistance
—	25,000	Ambassador's Authority used for emergency relief
40,000	25,000	Ambassador's Authority used for health needs
1,700,000	1,427,622	Relief coordinator and food aid program manager; technical assistance for maize storage; food distribution
4,600,000	1,441,168	Ambassador's Authority used to purchase supplies and services; grant to SCF for feeding program; PVO drought coordinator; grants to ARC and UNICEF
65,038,268	**114,932,557**	

Prior-Year and Non-Declared Disasters

OFDA obligated a total of $8,530,867 to continue funding relief activities begun in prior fiscal years or to replace commodities drawn down from OFDA stockpiles for prior-year emergencies. The total also included expenditures for four non-declared disasters, including the OFDA response to the emergency in the Newly Independent States following the collapse of the Soviet Union.

Cambodia—Floods (FY 1991)
Replacement of plastic sheeting to the Guam stockpile

OFDA Assistance **$92,599**

Costa Rica—Earthquake (FY 1991)
Shipment of replacement plastic to stockpile

OFDA Assistance **$5,296**

Costa Rica—Floods (FY 1991)
Shipment of replacement plastic to stockpile

OFDA Assistance **$2,037**

FEMA Reimbursement (FY 1992)
Replacement to stockpiles of 2,000 rolls of plastic sheeting used by FEMA for Western Samoa (Cyclone Val) and 2,000 rolls of plastic sheeting used for Hurricane Andrew and Guam (Hurricane Oma), with FEMA to reimburse the total cost of $1,090,537

OFDA Assistance **$0.0**

Haiti (Non-Declared FY 1992)
Grant to SOPABO (Solidarite des Paysans de Boucan Carre) orphanage

OFDA Assistance **$50,000**

Haiti (Non-Declared FY 1992)
Evaluation of food relief distribution system

OFDA Assistance **$3,685**

Iraq—Displaced Persons (FY 1991)
Shipment of 495 rolls of plastic sheeting and 15,030 blankets to stockpile for replacement

OFDA Assistance **$26,384**

Laos—Floods (FY 1991)
In-country travel of UNDP assessment team member and grant to WVRD for assistance to farmers

OFDA Assistance **$358,094**

Maldives—Storm (FY 1991)
INTERTECT evaluation and recommendations for relief requirements

OFDA Assistance **$19,357**

Newly Independent States (Non-Declared FY 1992)
Grant with ARC to manage medical program; medical equipment; CDC epidemiologists; teams to implement food distribution and monitoring; communications equipment; and consultants

OFDA Assistance **$3,585,238**

Panama Floods—(FY 1991)
Purchase and shipment of 225 rolls of plastic sheeting to replace in stockpile

OFDA Assistance **$4,583**

Philippines—Volcanic Eruption (FY 1991)
DOD airlift of 350 rolls of plastic sheeting; replacement cost and shipment of stockpile items; INTERTECT study of disaster impact and recommendations

OFDA Assistance **$220,183**

Sierra Leone—Displaced Persons (FY 1990)
Amendment to grants to CRS and AICF for medical and water projects and a grant to Africare for seeds and tools

OFDA Assistance **$964,311**

United Nations (Non-Declared FY 1992)
Grant to Central Emergency Revolving Fund

OFDA Assistance **$2,500,000**

Zaire—Civil Strife (FY 1991)
Grant with Mennonite Central Committee to transport food to Zaire; grant with MAF for delivery of emergency medicine; MAP transport of medical supplies

OFDA Assistance **$699,100**

FY 1992 Declared Disasters

Disaster Summaries in This Annual Report

The disaster descriptions on the following pages cover the period of the USG's fiscal year, Oct. 1, 1991, through Sept. 30, 1992. During FY 1992, OFDA responded to 65 new "declared" disasters.

How a Disaster Is Declared

The Chief of the U.S. Mission declares a disaster in the affected country when he or she determines that a disaster exists that warrants a U.S. response. A disaster cannot be declared without a request from the host country for U.S. assistance. A disaster declaration allows the Chief of Mission to allocate up to $25,000 (the "Ambassador's Authority") for host country relief efforts. OFDA releases the $25,000 Ambassador's Authority from its IDA account and provides the Mission with guidance for determining the need for additional USG assistance. OFDA sends assessment teams to disaster sites when needed.

OFDA Assistance and Other USG Assistance

Many of the disasters in FY 1992 required a complex mix of USG financial and staff resources. The disaster descriptions include total dollar figures for the assistance provided from OFDA's IDA, as well as summary information on assistance provided by other USG offices, such as AID/FHA/FFP, USDA, DOD, and State RP. It has not always been possible for OFDA to verify total assistance provided by other USG offices.

Assistance Provided by U.S. PVOs and the International Community

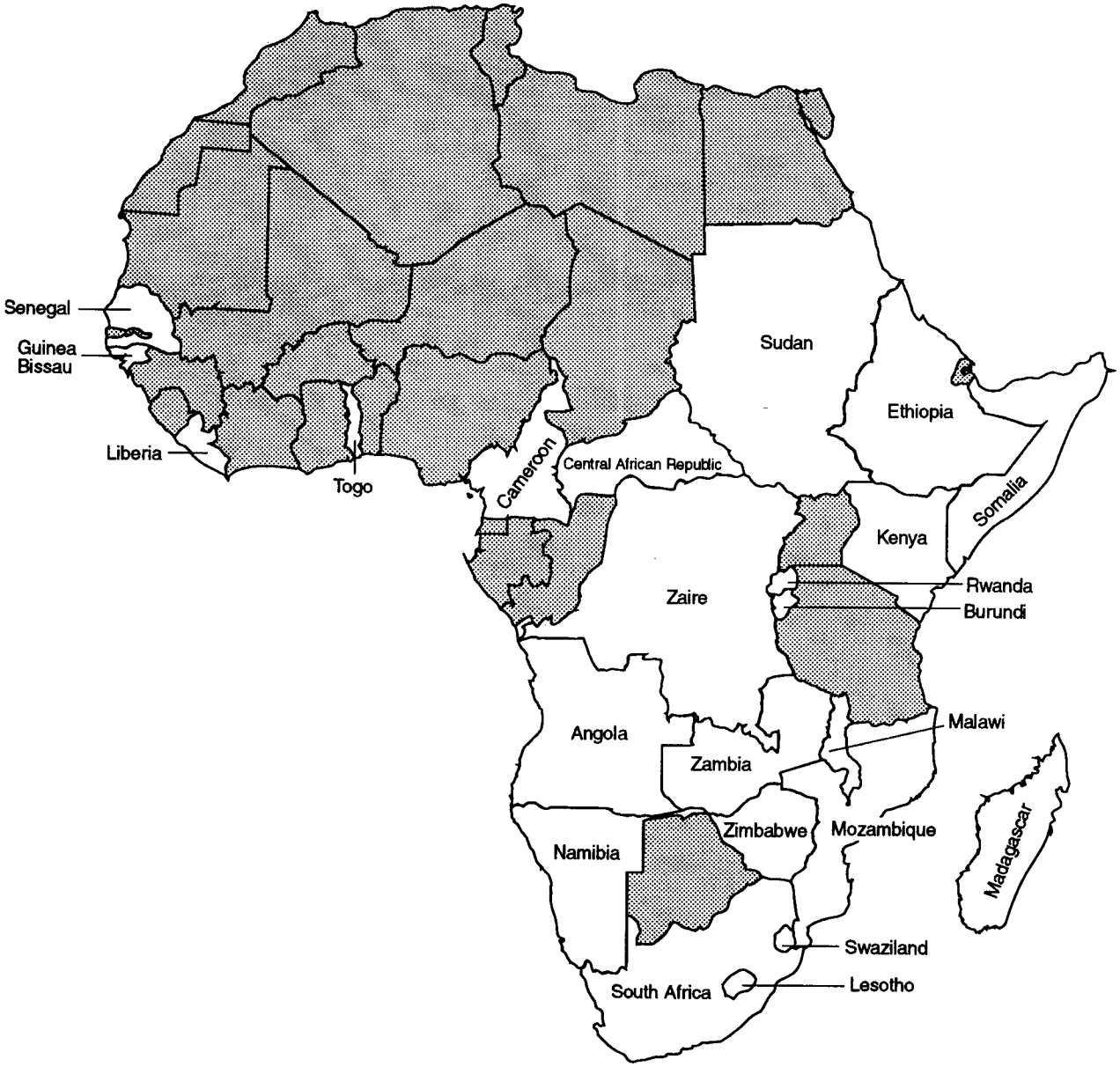
Information included in the disaster descriptions on assistance provided by U.S. PVOs and the international community is compiled from reports submitted voluntarily to OFDA. It is not always possible to verify the accuracy of these reports.

Detailed Situation Reports on Major Disasters Available Separately

Situation reports were written for the following major disasters in FY 1992:

Sudan—Drought/Civil Strife
Somalia—Civil Strife
Former Yugoslavia—Displaced Persons
Southern Africa—Drought
Liberia—Civil Strife
Western Samoa—Cyclone

Note: Past and current situation reports and information bulletins are available from OFDA.


Senegal
Guinea Bissau
Liberia
Togo
Cameroon
Central African Republic
Sudan
Ethiopia
Somalia
Kenya
Rwanda
Burundi
Zaire
Angola
Zambia
Malawi
Mozambique
Zimbabwe
Namibia
Madagascar
Swaziland
Lesotho
South Africa

Africa

Angola—Displaced Persons

The Government of the Republic of Angola (GRA), led by President Jose Eduardo dos Santos and Jonas Savimbi, leader of the insurgent National Union for Total Independence of Angola (UNITA), signed the Bicesse Peace Accord on May 31, 1991, marking the formal ending of the 16-year civil war. The peace accords called for the demobilization of military personnel belonging to the GRA and UNITA armed forces, the creation of a new national army, and free and fair elections to be held in September 1992.

Prior to the peace accord, the United Nations, working in coordination with local and foreign non-governmental organizations (NGOs), delivered food and supplies and other humanitarian assistance to affected populations in both MPLA- and UNITA-controlled territory. In 1991, the United Nations estimated that approximately 1.4 million Angolans were in need of emergency assistance. This figure included 827,000 internally displaced persons, 300,000 refugees expected to return to Angola, and 250,000 demobilized soldiers. The southern provinces of Cunene and Cuando Cubango were badly affected by the drought that extended over all of Southern Africa.

Angola's first elections took place in September 1992 and were monitored by the U.N. (UNAVEM II). The ruling Popular Movement for the Liberation of Angola (MPLA) claimed victory in the legislature, but President dos Santos received only 49.6% of the vote for the presidency. Under Angolan electoral law, the president must receive an absolute majority or stand for a second round of voting if this does not occur. The second round runoff had not taken place by the end of 1992. Despite the UNAVEM ruling that elections be generally free and fair, UNITA claimed massive electoral fraud and renewed fighting with the GRA shortly after the first round of elections.

On Oct. 1, 1991, Assistant Secretary of State Herman Cohen declared a disaster in Angola for the fourth year in a row. (See "Angola—Displaced Persons," *OFDA Annual Report FY 1991*.) Since October 1990, the U.N. has been providing assistance to Angolans affected by civil strife and drought under its Special Relief Program for Angola (SRPA). The USG has been providing assistance to the U.N. agencies and PVOs working under the SRPA mandate.

OFDA provided $9,421,984 worth of assistance to Angola. This included grants to the following organizations: UNICEF for the demobilization of soldiers; UNICEF, UNDP, and WFP in support of SRPA; WFP for transportation of food and non-food supplies; UNDP for a security network for NGOs; IMC for an immunization program; Africare for emergency relief programs, including assistance to orphans; and ICRC for relief trucks. OFDA also funded a disaster emergency relief coordinator stationed in Luanda.

The State Department's Bureau for Refugee Programs contributed $512,320 to the WFP's refugee feeding programs in Angola in FY 1992. In addition, RP contributed $14 million in support of UNHCR's Angola repatriation appeal.

The U.S. Department of Defense provided humanitarian assistance in FY 1992, including airlifts of tents and MREs, valued at approximately $16,097,000. (For additional USG assistance, see "Southern Africa—Drought.")

OFDA Assistance	**$9,421,984**
Other USG Assistance	**$30,609,320**
Total USG Assistance	**$40,031,304**

Burundi—Epidemic

On Sept. 22, 1992, U.S. Ambassador Cynthia Perry declared a disaster in Burundi caused by a bacterial meningitis outbreak. The first cases of meningitis were reported in July in isolated areas in the north and east. In an attempt to control the spread of the disease, the Ministry of Health restricted travel to the infected areas, developed treatment guidelines, prohibited mass meetings, and closed markets and primary schools in the affected areas. Peace Corps volunteers living in the area were evacuated and vaccinated with the meningitis vaccine. Despite these precautions, the disease spread to 11 of Burundi's 15 provinces. By Oct. 1, a total of 2,068 cases were reported, 220 of which resulted in death. The Ambassador's Authority financed the cost of emergency medical supplies for the treatment of meningitis,

logistical support activities associated with the nationwide vaccination campaign, and services of a two-person team of epidemilogists tasked to research the transmission of the disease.

OFDA Assistance **$25,000**

Cameroon—Emergency

Ethnic tension exacerbated by political differences in Kousseri, northern Cameroon, led to the violent clash between two Muslim groups in early 1992. After 5 days of fighting, 150 to 300 people were dead, more than 1,000 were injured, and 500 to 1,000 were left homeless. Local medical facilities were quickly overwhelmed, and an unknown number of wounded were evacuated to hospitals in Chad. On Feb. 1, U.S. Ambassador Frances Cook declared a disaster and allocated $20,174 under her Ambassador's Authority for the local purchase and transport of antibiotics, suturing materials, disinfectants, x-ray film, bandages, and other medical supplies for the northern province.

OFDA Assistance **$20,174**

Cameroon—Epidemic

The Republic of Cameroon suffered a massive meningitis outbreak in late January 1992. The outbreak began in three divisions in the far northern province and spread to two more by March. In the final disaster situation report in early June, Cameroon's Ministry of Health reported 7,865 cases and 731 deaths. On Feb. 26, U.S. Ambassador Frances Cook declared a disaster and allocated $25,000 under her Ambassador's Authority for the purchase of 137,500 doses of meningitis vaccine, antibiotics, and fuel. USAID/Yaounde conducted a site visit to the far northern province in late March to monitor the epidemic and assess the impact of donor-supplied commodities on the relief effort.

OFDA Assistance **$25,000**

Central African Republic—Epidemic

In early March 1992, the Ministry of Health confirmed the outbreak of type A cerebral/spinal meningitis in the city of Bozoum in northwestern Central African Republic. Although intervention measures were taken immediately, there were 418 confirmed cases and 56 deaths by the end of March. However, the total number of cases was unknown, as many lived in rural areas far from any health facility. On March 12, U.S. Ambassador Daniel Simpson declared a disaster and donated funds from his Ambassador's Authority to finance the procurement of treatment drugs and transportation expenses. Heavy rains in April diminished the dust in the air that was largely responsible for carrying the disease, causing the epidemic to gradually subside.

OFDA Assistance **$24,984**

Ethiopia—Drought/Displaced Persons

An estimated 6.16 million people in Ethiopia required emergency aid in 1992 because of widespread drought, insecurity, ethnic fighting, and pestilence. Providing emergency assistance for the hundreds of thousands of displaced people, returnees, and refugees was a top priority for relief organizations. As many as 360,000 people were internally displaced. In addition, hundreds of thousands of Ethiopians left Somalia to escape conflict and returned to their homeland, where many were registered and could receive food assistance for two months under returnee and refugee programs. Some 1.3 million former Ethiopian soldiers and their dependents were also repatriated to their homes and villages. Like many returnees, demobilized soldiers required assistance to reintegrate into civilian life, which added to the severe drain on the already limited resources and basic services in many areas.

Poor rains for the third consecutive year in Tigray, Gondar, East Haraghe, and the Ogaden left an estimated 4.5 million people requiring emergency food aid in 1992. In addition to drought, years of civil war had disrupted farming activities to the point that crop output had significantly decreased over the years. Crops in Gondar, Tigray, and Wello were also plagued by an infestation of pests, primarily locusts.

Many drought-affected areas lacked proper water and health and sanitation facilities, which contributed to the spread of epidemics. According to a Ministry of Health/WHO/UNICEF assessment, as many as 9 million people lived in areas affected by epidemic. The outbreak of malaria was particularly severe this year and threatened an estimated 34 million people who were reportedly at risk of contracting the disease.

In early 1992, parts of the east and south saw a resurgence of ethnic tensions and increased banditry, resulting in the disruption of relief operations as donors became fearful of operating in certain regions. The first democratic elections on June 21 sparked further ethnic tension, which left the situation tense for the remainder of 1992. Heightened ethnic conflict also created new displaced populations in Ethiopia, as well as population migrations to neighboring countries.

In Eritrea, 2.8 million people were in need of relief assistance during 1992 as a result of drought and 17 years of civil war. After victory over the Ethiopian army in 1991, many of the approximately 250,000–500,000 Eritrean refugees continued to return to their homeland, sometimes

averaging 100 to 200 per day. This large influx of returnees only exacerbated the food situation and scarce resources in-country.

On Oct. 9, 1991, U.S. Ambassador Marc Baas redeclared disasters in Ethiopia and Eritrea. OFDA provided USG assistance through grants to FAO, ARC, UNICEF, AICF, MSF/Holland, MSF/Belgium, CONCERN, CRS, WVRD, UNDP, and Medecins du Monde. OFDA also administered $100,000 for an orphan assistance program and funded a contractor to monitor the emergency program. FFP programmed 263,600 MT of Title II emergency food totaling $116,390,900, and USDA contributed 17,500 MT of Section 416 food valued at $9,144,600. In addition, RP earmarked $3,519,000 to WFP and $300,000 to MSF/Holland for Ethiopia.

OFDA Assistance	**$6,605,994**
Other USG Assistance	**$129,054,500**
Total USG Assistance	**$135,660,494**

Guinea Bissau—Fire

On April 19, 1992, a fire swept through Guidaje, a small rural village of 2,000 inhabitants located near the Senegalese border. The villagers lost virtually all their food stocks in the fire, which destroyed or damaged 116 dwellings for 423 families. On May 18, U.S. Ambassador William Jacobsen declared a disaster and allocated $25,000 for the purchase and transport of palms to be used as roofing material, as well as seeds and tools for the upcoming planting season.

OFDA Assistance	**$25,000**

Kenya—Displaced Persons I

In late 1991 and early 1992, northeastern Kenya experienced a huge influx of displaced persons from neighboring countries, who were fleeing civil unrest, drought, and famine. These refugees, displaced Kenyans, and nomads congregated in camps and settlements along the Somali, Ethiopian, and Sudanese borders and the Kenyan coast, suffering from severe malnutrition and disease. By July 1992, the total number of refugees had reached more than 300,000, including more than 220,000 Somalis, 55,000 Ethiopians, and 23,000 Sudanese. Since the spring of 1991, Kenya had experienced a devastating drought, which exacerbated conditions for the displaced persons. (See "Kenya—Drought" in this annual report.) Many of the displaced people lacked bedding, washing facilities, and other basic amenities; respiratory disease, malaria, and gastro-intestinal complaints were common. On Feb. 11, 1992, U.S. Ambassador Smith Hempstone declared a disaster and donated $20,000 from his Ambassador's Authority to CARE International for shelter for the displaced persons and refugees.

OFDA Assistance	**$20,000**

Kenya—Displaced Persons II

In the fall of 1991, a land dispute between the Kalenjin and Luo tribes escalated into fighting in western Kenya and eventually moved toward central Nakuru. By mid-1992, 200 people were dead and 160,000 displaced in the Western and Rift Valley provinces because of the conflict. Entire villages were burned and looted, and heavy losses of crops and grain storages were sustained. Poor sanitation in displaced camps led to a high incidence of diarrhea and respiratory infections among displaced children. Medical supplies for the wounded and warm clothing were desperately needed. A coalition, including opposition party members and Kenyan churches, released a report on June 12 that accused the Kenyan government of supporting the Kalenjin (President Moi's tribe) attacks on the Luo and other tribes. On May 13, U.S. Ambassador Smith Hempstone declared a disaster and allocated $25,000 under his Ambassador's Authority to the Kenyan Red Cross and local officials for medical supplies and other emergency assistance. As further assistance to those displaced, OFDA provided a grant for $152,297 in response to an IFRC appeal in June.

OFDA Assistance	**$177,297**

Kenya—Drought

Beginning in the spring of 1991, more than 80% of Kenya was affected by severe drought, leaving 2.7 million people in need of emergency relief. The drought's effect was exacerbated by the presence of an estimated 400,000 refugees from conflict zones in Somalia, Ethiopia, and Sudan and Kenyans displaced as a result of internal civil strife. (See "Kenya—Displaced Persons I" in this annual report.) The inability of Kenyan pastoralists to migrate to traditional pastures and watering holes in neighboring countries because of conflict affected traditional drought-coping mechanisms, leading to large-scale livestock deaths. In some areas, up to 90% of the livestock population perished. Livestock form the foundation of the local economy in many of the drought-affected districts, as well as provide a major food source. Malnutrition and hunger-related disease were widespread.

On June 11, Kenya appealed to the international community for 170,000 MT of cereal, pulses, and oil, 5,100 MT of supplementary food for children, and $24 million to support commodity transportation. The United Nations issued an appeal for more than $97 million and worked with the Government of Kenya and international NGOs to develop a 6–12 month relief plan. WFP was designated as food coordinator for drought and refugee programs, and CARE served as WFP's implementing agent, responsible for transporting food to the various NGOs implementing relief programs in drought-affected districts.

The USG disaster declaration preceded the Kenyan government's international appeal for assistance. On May 21,

Charge d'Affaires E. Michael Southwick declared a drought disaster in northern and eastern Kenya and granted the $25,000 Ambassador's Authority fund to UNICEF to purchase dry skim milk for malnourished children in the northeast. OFDA also allocated $300,000 to UNICEF to airlift supplementary food to Wajir; $400,000 to CARE for food trucking operations; $365,700 to UNICEF to implement an emergency water program in Wajir; $346,960 to MSF/Spain to feed severely malnourished children in the Garissa district; and $287,340 to WFP for emergency staffing needs. FFP provided 9,693 MT of P.L. 480 Title II food (valued at $5,803,400), including 6,000 MT of corn and wheat soya milk/blend to UNICEF for malnourished children. USG food assistance also included 44,500 MT of Section 416 commodities valued at $13,895,000. A U.S. military airlift from Mombasa, Kenya, which focused primarily on delivering food to southern Somalia (see "Somalia—Civil Strife" in this annual report), carried high-protein UNIMIX and other emergency supplies to Wajir and Garissa.

OFDA Assistance	**$1,725,000**
Other USG Assistance	**$19,698,400**
Total USG Assistance	**$21,423,400**

Liberia—Civil Strife

Since a small band of armed rebels led by Charles Taylor attacked government installations and villages in Nimba County in late 1989, Liberia has been a country engulfed in conflict. Efforts by the armed forces of the Government of Liberia (AFL) to expel rebels from their strongholds proved futile. The sixteen African nations of the Economic Community of West African States (ECOWAS) sent a contingent of 7,000 peacekeeping troops to Liberia. On Aug. 24, 1990, the West African Monitoring Group (ECOMOG) arrived with a mandate to end the factional fighting and to bolster the Interim Government of National Unity (IGNU) headed by Amos Sawyer. Charles Taylor's National Patriotic Front of Liberia (NPFL), Prince Johnson's Independent National Patriotic Front of Liberia (INPFL), and the AFL remained engaged in combat while attempting to solidify their support in the towns and outlying counties. In March 1991, the NPFL escalated the conflict by crossing the border into eastern Sierra Leone to destabilize one of the countries that had provided troops to ECOMOG and in Taylor's view had prevented the NPFL from capturing Monrovia.

Several agreements at Yamoussoukro, Cote d'Ivoire, were consummated in 1991 among the NPFL, the IGNU, and the ECOWAS, but following the intensification of armed conflict between the NPFL and the United Liberation Movement of Liberia for Democracy (ULIMO), made up of former members of the AFL, Taylor refused to disarm and encamp his NPFL forces as required under the Yamoussoukro accords. Spontaneous repatriation of tens of thousands of Liberian refugees from Guinea, Sierra Leone, and Cote d'Ivoire was halted following a ULIMO incursion into western Liberia in August 1992.

WFP estimated that there were 250,000 displaced persons in Monrovia out of a total population of 800,000, and 600,000 more were displaced throughout the countryside. Many of the uprooted in Monrovia occupied makeshift shelters in schools, churches, and other public buildings. Clean water and sanitation remained serious concerns, even though greater efforts were under way to bring deteriorating conditions under control. Although the exact number of dead in Liberia is unknown, estimates range from 15,000 to 20,000.

Many Liberians and Sierra Leoneans have sought refuge in other nearby countries. There were some 12,000 Sierra Leonean refugees seeking assistance in Liberia. In Sierra Leone, about 200,000 were internally displaced and about 10,000 Liberians sought sanctuary. Guinea was a haven for some 342,000 Liberian and 140,000 Sierra Leonean refugees. Cote d'Ivoire was hosting some 237,000 Liberian refugees, while 7,600 more Liberians had fled to Ghana and Nigeria. In total, approximately 1.8 million people were displaced or forced to flee their country because of the ongoing conflict.

On Jan. 31, 1992, Ambassador Peter J. de Vos proclaimed the third consecutive disaster declaration for civil strife in Liberia. During FY 1992, OFDA provided $964,311 to Sierra Leone (see "Prior-Year and Non-Declared Disasters" in this annual report) to assist people displaced by NPFL incursions and $7,189,742 in civil strife assistance to Liberia. At the request of OFDA, CDC nutritionists conducted assessments of Sierra Leonean and Liberian refugees in Guinea and displaced persons in Sierra Leone during February 1992. Other OFDA/PVO funded programs distributed seeds and tools, expanded medical operations, rehabilitated demobilized soldiers, provided food assistance, and helped restore water and sanitation facilities. FFP provided 97,732 MT in Title II emergency food assistance valued at $56,043,700 to Liberia and affected neighboring countries. RP allocated $6,223,343 in emergency assistance to Liberia, Cote d'Ivoire, and Guinea.

Various international governments made cash and in-kind contributions, and NGOs provided a variety of relief services in 1992. WFP worked closely with UNHCR, Africare, and CRS to provide food supplies for Liberian refugees in Cote d'Ivoire, Guinea, and Sierra Leone. WFP was also involved with NGOs and local PVOs in the distribution of Title II emergency food to displaced persons throughout Liberia. UNICEF assisted refugees with

implementation in the health, water, and sanitation sectors in all affected areas of western Africa and Liberia. ICRC rehabilitated or dug 58 wells and water pumps, distributed 32,000 liters of drinking water in Monrovia, and visited 269 detainees.

OFDA Assistance	**$ 7,189,742**
Other USG Assistance	**$62,267,043**
Total USG Assistance	**$69,456,785**

Madagascar—Food Shortage

The second straight year of drought in southern Madagascar caused a severe food shortage in 1992, with more than 950,000 people in need of emergency food assistance from WFP. Total annual rainfall for the region was 400 mm. with only 200 mm. during the rainy season. The emergence of gregarious locusts also threatened crops. In March and April, USAID and WFP conducted a targeting survey in 84 subdistricts of the southern region. USAID and WFP confirmed reports of an increase in acute malnutrition, the movement of populations in search of food, and deaths attributed to starvation. On May 14, the Government of Madagascar declared a famine in the southern region and created a national committee for famine relief, called S.O.S. Sud Solidarity. WFP managed a food distribution program to more than 950,000 beneficiaries. A.I.D., the World Bank, the Swiss Disaster Relief unit, UNDP, EC, and the Swedish, Italian, German, and French governments were major contributors of food and money to the WFP program.

On May 22, U.S. Ambassador Howard Walker declared a disaster and allocated $25,000 to UNICEF to cover the cost of transport and procurement of potable water and other urgent items, such as medicine, to treat the malnourished. OFDA provided an additional $100,000 to support UNICEF's plan to provide emergency food staples for the malnourished, as well as essential drugs for famine and drought-related illnesses, water treatment products, and blankets. Other USG assistance was provided by USDA, which contributed 25,000 MT of corn, under Section 416 through WFP, for a total value of $12,062,000. FFP furnished 6,916 MT of Title II commodities, valued at $4,033,100. In addition, USAID/Africa Bureau fielded a two-person assessment team that prepared a country action plan and supplemental environmental assessment on the locust outbreak. The cost of the assessment team was $17,500. USAID/Antananarivo provided substantial local currency funds in support of the WFP food distribution program.

OFDA Assistance	**$125,000**
Other USG Assistance	**$16,112,600**
Total USG Assistance	**$16,237,600**

Mozambique—Accident

On April 17, rough seas caused a Greek-registered oil tanker to lose a hull plate and run aground at the mouth of Maputo Bay. The *Katina P* was carrying 66,000 tons of grade six heavy fuel oil when waves dislodged the hull plate. The captain and crew steered the ship onto a nearby sandbar to try to delay the leakage of oil and then evacuated. By April 19, approximately 300 tons of oil had spilled into Maputo Bay, the prime source of seafood exports for Mozambique and a source of livelihood for approximately 100,000 people. Fearing that the oil tanker would break apart and cause an ecological disaster, the Mozambican Minister of Foreign Affairs appealed for international technical assistance. The government quickly organized a disaster response task force, composed of officials from various Mozambican ministries, the marine insurers, the vessel owners, and international specialists from the U.K.'s Oil Spill Service Center and the South African Coast Guard. The government also imposed a complete ban on fishing in the area, which seriously affected the small-scale artisanal fishing sector and reduced annual seafood exports by an estimated 1,500 tons. An estimated 50,000 people were affected, mostly fishermen and mollusk gatherers, who are primarily women.

On April 19, U.S. Ambassador Townsend Friedman declared a disaster and requested that OFDA dispatch a team of marine environmental specialists to inspect the affected area and devise an oil spill contingency plan for the Mozambican government. OFDA contacted the U.S. Coast Guard, NOAA, and EPA and arranged for a team of five specialists to travel to Mozambique on April 21. Members of the team accompanied other international specialists on a South African Coast Guard aircraft to overfly the spill and trace the dispersion of the oil. Team members also inspected cleanup operations onshore, conducted contamination tests on seafood samples, met with government officials, and prepared a written contingency plan for handling future marine accidents. The team accomplished its mission after six days, and the government officially thanked the team members for their assistance. The cost of airfares, per diem, and consultants' salary totaled $31,126.

The *Katina P* was towed out by a South African salvage tug to a position approximately 64 miles from the Mozambican coast and 240 nautical miles northeast of Maputo, where it finally broke apart and sank on April 26. Approximately 19 million gallons sank with the ship. However, most of this oil cooled and solidified before it could leak out. The strong Mozambique Channel current carried the spilled oil southward away from the Mozambican shoreline and diminished any significant threat to mangrove ecosystems. A major ecological disaster was averted, but a serious economic hardship was suffered by the

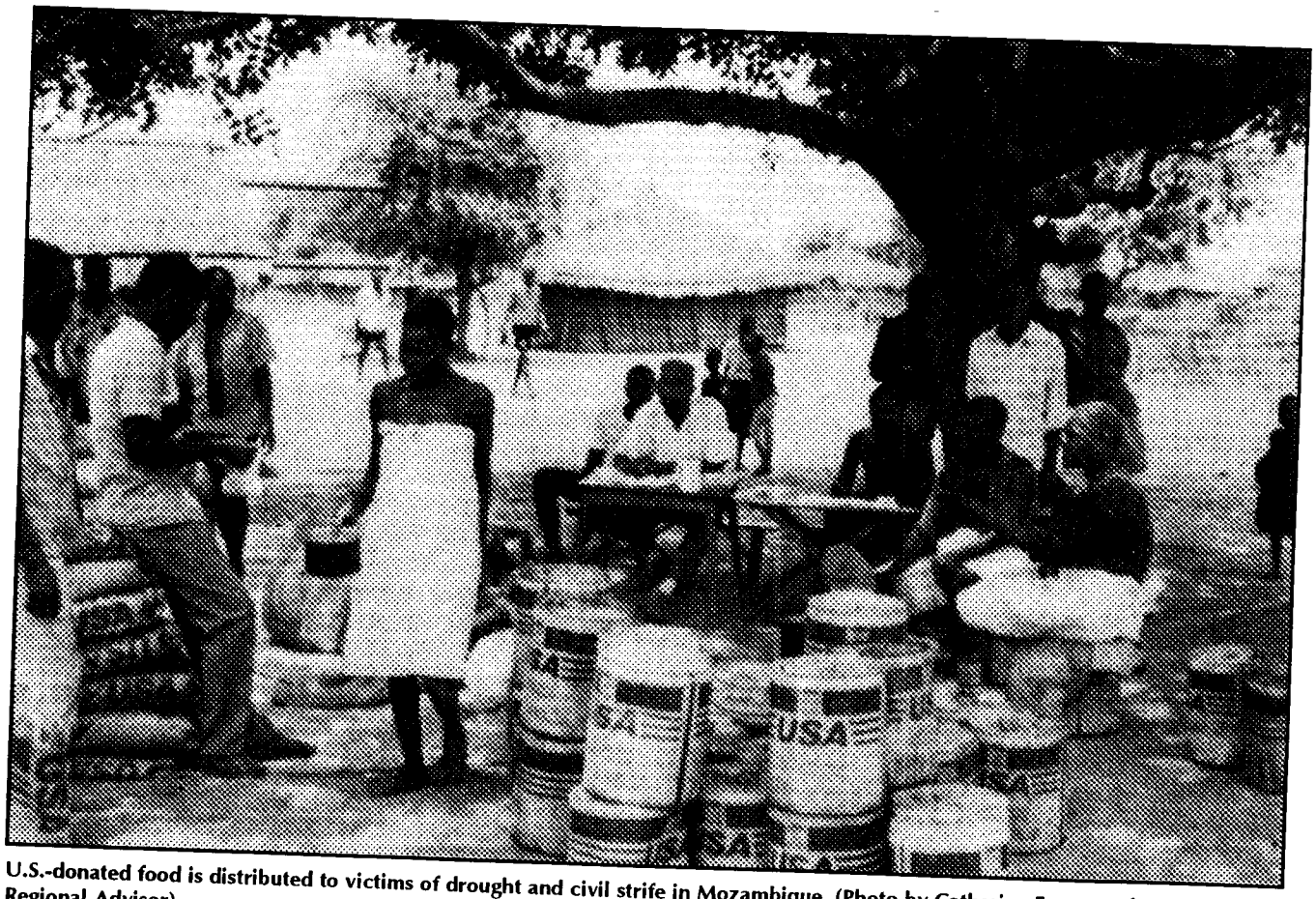
artisanal fishing sector because of lost catches and damaged fishing nets.

OFDA Assistance **$31,126**

Mozambique—Civil Strife

For 17 years Mozambique was embroiled in a civil war between the government and the insurgent, guerrilla group known as RENAMO. It is estimated that the war cost the country 1 million lives, drove 1.5 million people to seek refuge in neighboring countries, and displaced an additional 4 million people within the country. RENAMO guerrilla units terrorized the rural population and controlled villages and towns scattered throughout the countryside. Civilians who had escaped from these areas were usually severely malnourished and reported atrocities and wide-scale starvation. Mozambican government forces had been unsuccessful at defeating the elusive RENAMO guerrilla unit members, who carried out hit-and-run attacks on the country's logistical and health infrastructure and ambushed relief convoys delivering food and supplies to remote populations. In 1990, the government and RENAMO entered negotiations to bring an end to the civil strife and begin the transition to democracy. After years of frustration, negotiations finally began to make progress in 1992. In July, RENAMO agreed to permit humanitarian assistance to be distributed in previously inaccessible areas, and on Oct. 4, Mozambican President Chissano and RENAMO leader Dhlakama finally signed a peace accord, ending 17 years of fighting.

The years of civil strife, compounded by chronic drought, had taken their toll on the people of Mozambique. UNICEF reported that 57% of all children suffered from moderate malnutrition and 20% of all infants exhibited low birth weight. The infant mortality rate was estimated at 200 per 1,000 live births, and 297 of every 1,000 children died before reaching the age of five. Normal life expectancy was estimated at 47.5 years. In 1992, cholera spread throughout crowded camps of displaced persons, infecting at least 10,000 people nationwide. Of the 4 million internally



U.S.-donated food is distributed to victims of drought and civil strife in Mozambique. (Photo by Catherine Farnsworth, OFDA Regional Advisor)

displaced persons in the country, 1.8 million in government-controlled areas required free food distribution. Most of this food had to be delivered by protected convoys because of the constant threat of attack. The government's relief agency, the Department for the Prevention and Control of Natural Calamities (DPCCN), was only able to deliver between 150,000 and 200,000 MT of food during the year, and the large increase in the amount of donated food for the drought necessitated WFP and ICRC to augment the transportation of food to remote areas.

The USG has been providing food and humanitarian assistance to victims of drought and civil strife in Mozambique since 1984. On Dec. 3, U.S. Ambassador Townsend Friedman declared a disaster because of civil strife and drought. In recent years, OFDA supported WVRD and AirServ's emergency airlifts of food, supplies, and relief personnel into famine-stricken areas of Zambezia and Tete Provinces that were inaccessible to road deliveries because of insecurity. In FY 1992, OFDA extended these grants with WVRD and AirServ and provided $795,000 to FHI to conduct the same type of emergency airlifts into Sofala Province. OFDA also provided $2 million to ICRC in response to its emergency appeal to expand its humanitarian operations in RENAMO-controlled areas. (For additional USG Assistance, see "Southern Africa—Drought" in this annual report.)

OFDA Assistance **$4,998,426**

Rwanda—Displaced Persons

In 1990, the Rwandese Patriotic Army (RPA), the military arm of the insurgent Rwandese Patriotic Front (RPF), invaded Rwanda from Uganda. The RPA has staged subsequent attacks, most severely affecting Byumba and Ruhenger Prefectures in the north. On Jan. 23, 1992, the RPA undertook a major new offensive in northern Rwanda, which led to the displacement of 350,000 people.

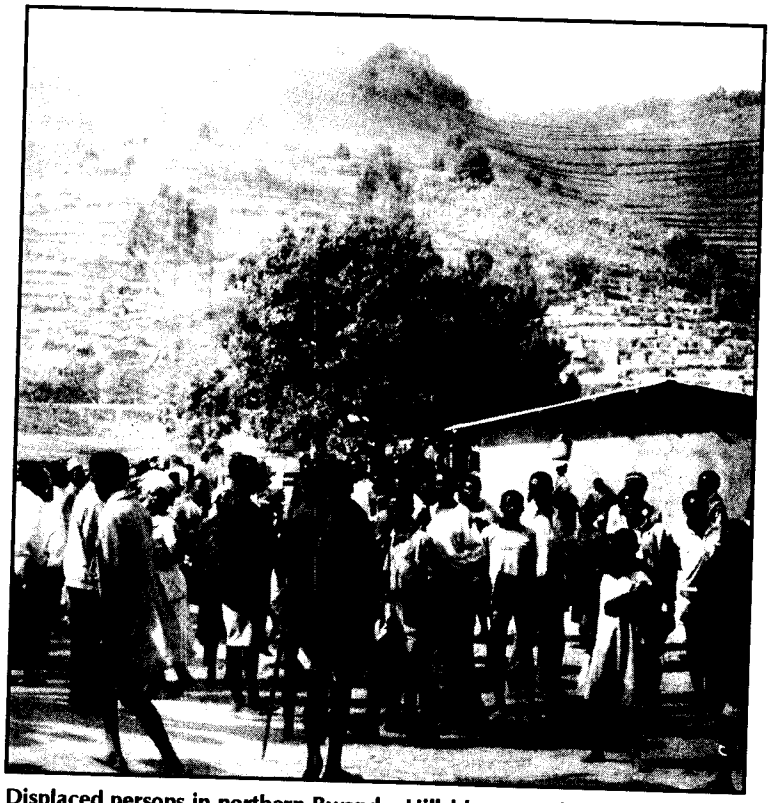
On July 21, U.S. Ambassador Robert Flaten declared a state of disaster in Rwanda for displaced persons. OFDA immediately dispatched an assessment team to evaluate the extent of the disaster. The team identified the following priority areas: food, water, shelter, blankets, health, and sanitation. The assessment team undertook field inspections of the displacement camps. The size of the camps ranged from 600 to 10,000 persons. The more densely populated camps were in Byumba Prefecture, where eight camps were set up to host an estimated 10,000 people. Children represented the largest population group of displaced persons.

OFDA awarded grants to CARE and Africare to assist the displaced persons. An amount of $139,532 was provided to Africare to assist with safe drinking water for the displaced population in Cyeru. A grant of $463,397 was given to CARE for the provision of water, household utensils, blankets, and soap, benefiting approximately 77,000 displaced persons in Byumba Prefecture. The $25,000 Ambassador's Authority was given to CARE and Africare to defray the logistical costs of implementing their respective grants. OFDA further provided 1,700 rolls of plastic sheeting for temporary shelters, 20,000 water containers, and 30,000 wool blankets at a total cost of $690,740. An additional $887,818 was allotted to cover the logistical costs of implementing the relief programs.

OFDA Assistance **$2,206,487**

Senegal—Accident

On March 24, 1992, Senegal experienced its worst industrial accident when a trailer tank carrying liquid ammonia exploded at the Sonocos peanut oil mill near Dakar port. The explosion created a cloud of gas that settled over the mill, nearby offices, and adjacent restaurants where workers were eating lunch. Forty-one people immediately succumbed to the fumes, and more than 400 people were



Displaced persons in northern Rwanda. Hillsides were denuded to provide building material for shelters. (Photo by LeVonne Harrell, AID/FHA/OFDA)

injured. Medical facilities were overwhelmed by the influx of victims. Most of the victims suffered from chemical burns to their eyes, mouths, esophagus, lungs, and skin, and many were in critical condition.

On April 2, 1992, U.S. Ambassador Katherine Shirley declared a disaster and requested that OFDA purchase emergency respiratory and cardiac monitoring equipment. OFDA procured two pulse oximeters and one ECG cardioscope with accessories from H.D. Schueler, Inc., and immediately dispatched the equipment to Senegal. The equipment was donated to the intensive care unit at Dakar's Trauma Center, where victims seriously injured by the accident were being treated. Nine days after the equipment was received, USAID/Senegal representatives met with the Trauma Center staff and were told by the physician-in-charge that the equipment had made a difference between life or death. Of the more than 400 patients admitted to the Center, only 31 still remained under treatment. In mid-April, the total death count from the accident was estimated at 100 people.

OFDA Assistance **$12,379**

Somalia—Civil Strife

Somalia, consumed by civil war since 1988, self-destructed in early 1991 after the overthrow of repressive military regime leader President Mohammed Siad Barre. As armed clan groups fought over control of the government, militia and bandits roamed the country, terrorizing urban and rural residents and looting everything in their path. Major cities were reduced to rubble, and food production and distribution systems ceased. By the end of 1992, up to 500,000 people had died, including an estimated 50% of Somali children under the age of five. More than 1.5 million Somalis perched precariously on the brink of starvation out of the total 4.5 million that required some form of food assistance.

Conditions were especially poor in the southern and central regions, where a bitter power struggle continued between the two rival groups of the United Somali Congress (USC) over control of Mogadishu and other southern regions. The resulting anarchy forced an estimated 800,000 Somalis into exile in neighboring countries, while more than 1 million displaced persons swarmed the urban hubs where NGOs struggled to provide food and other humanitarian assistance. By early summer, relief workers were reporting malnutrition rates of up to 75% among children and warned that if the international community did not intervene immediately with a massive humanitarian effort, hundreds of thousands might die. While chaos reigned in the south, conditions in northern Somalia were marginally better. Severe infrastructural damage was sustained during the prolonged civil war, but humanitarian conditions never reached the crisis levels seen in the south.

In August, OFDA dispatched a DART to coordinate the USG's civilian humanitarian response. The team included OFDA personnel, CDC epidemiologists, assessment experts, military liaison officers, food aid specialists, and others. The DART was originally based in Nairobi, Kenya, but eventually established cells in Mombasa, Kenya, and Mogadishu and other parts of Somalia. The DART performed assessments, coordinated with the U.N., NGOs, and DOD, and funded relief and rehabilitation activities.

On Aug. 28, the U.S. Government launched a military airlift from Mombasa, Kenya, to deliver food to Somalia. U.S. military aircraft flew daily to Belet Uen, Baidoa, Hoddur, and Wajit, while OFDA-funded civilian aircraft consigned to ICRC and WFP carried food to Mogadishu,

Food is prepared at a feeding center in Baidoa, Somalia. (Photo by Renée Bafalis, AID/XA)

Kismayo, and other areas. ICRC and CARE—in conjunction with WFP—worked with local NGOs and clan groups to distribute the food on the ground. By the end of FY 1992, DOD aircraft had delivered more than 5,000 MT of food and humanitarian supplies to Somalia. In addition, the Belgians, French, Canadians, and Germans all sent planes to sites in southern and central Somalia as part of the relief effort.

Despite the success of the airlift in carrying urgently needed food into Somalia, relief planners realized that it was only an emergency measure and that massive quantities of relief food would have to enter Somalia through ports and travel by land across the country to prevent hundreds of thousands of people from dying of starvation and related diseases. Nonetheless, the international airlift succeeded in accelerating the pace of the relief effort and in focusing the world's attention on Somalia. As journalists followed the airplanes into the Somali interior, the enormity of the tragedy in Somalia became shockingly apparent.

Paradoxically, as more food became available through the airlift, and NGO and U.N. activity increased, the towns served by the airlift faced growing insecurity. NGOs increasingly became the victims of armed bandits or, worse, of the security guards they had hired to protect themselves and the relief food. Relief flights were repeatedly canceled because of the violence at airstrips, distribution sites, and feeding centers.

As the end of the year approached, it became clear to the international community that unless the security situation in Somalia improved, relief efforts would be wasted and death rates would continue to rise. At the time, relief workers estimated that 50,000–60,000 MT of food per month were needed to prevent massive starvation; about half that amount was entering the country, and considerably less was reaching the people in need. The U.N. convened several meetings of the donor community, NGOs, and the Somali factions to discuss ways to resolve the security problem and facilitate the humanitarian assistance program, but the violence continued. In early December, the U.N. Security Council approved a U.S.-led military intervention in Somalia to secure the delivery of humanitarian convoys. (See "Somalia—Civil Strife," FY 1993 Situation Reports, for current information.)

U.S. Assistant Secretary of State Herman J. Cohen redeclared a disaster in Somalia for the ongoing civil strife on Nov. 19, 1991. During FY 1992, OFDA provided numerous grants to ICRC, U.N. organizations, and U.S. and international NGOs implementing food distribution, health and nutrition, and water and sanitation programs. OFDA also funded a civilian airlift operation into Somalia. FFP contributed 79,000 MT of food commodities, valued at $42,373,700, and RP provided assistance totaling $26,619,521.

OFDA Assistance	**$26,126,668**
Other USG Assistance	**$68,993,221**
Total USG Assistance	**$95,119,889**

(Note: This total does not include funds expended to support DOD airlift operations.)

Southern Africa—Drought

In 1992, Southern Africa experienced its worst drought of the century. An estimated 30 million people were affected, including approximately 18.1 million people who depended on emergency food aid. The 1991–1992 rainy season brought record below-average precipitation measurements across the region, with some areas of Zimbabwe, Zambia, Mozambique, and Malawi receiving absolutely no rainfall during the season. According to an FAO assessment, aggregate cereal production for the region fell to approximately 6 million MT, about half of normal production. Even Zimbabwe and South Africa, normally food suppliers to the region, required cereal imports to feed their populations. Overall, the region required an estimated 11.3 million MT of food until the next harvest in 1993. An estimated 7.3 million MT were to be commercial imports, leaving approximately 4 million MT needed in donated food aid from the international donor community.

Transport of this unprecedented volume of food put tremendous strain on the region's logistical infrastructure. Most of the food arrived at ports in Tanzania, Mozambique, South Africa, Namibia, and Angola and had be transported by truck or rail to inland destinations. Most ports experienced increased congestion, and the increased demand for railwagons, trucks, fuel, and spare parts also caused logistical problems. Bureaucratic delays in processing customs documents, the imposition of tariffs and road tolls, and a lack of coordination also impeded food traffic to inland destinations. In war-torn Mozambique, guerrilla attacks on convoys and sabotaged roads and bridges hindered the delivery of food to remote areas.

Economic and political developments in the region also complicated the effects of the drought. Many Southern African countries were undergoing austere structural adjustment programs directed by the IMF. The unanticipated need to import massive amounts of food, along with the drought's detrimental effects on employment, agricultural production, and exports, jeopardized the critical economic development of the region. Furthermore, the region was undergoing many transitional political developments, including a new government in Zambia, peace negotiations to end the civil war in Mozambique, the preparation for democratic elections in Angola, and the dismantling of

apartheid in South Africa. Droughts and disasters have been known to have a serious impact during times of political upheaval.

In February, reports coming in from the various U.S. Missions and early warning systems in the region alerted the U.S. Government and the international community to an impending crisis. An A.I.D. Task Force was established to monitor the situation and coordinate the USG response, along with the USDA and the State Department. On March 24, OFDA dispatched two assessment teams, which included experts in food aid, emergency health, water and sanitation, and famine mitigation, to visit the ten countries in the region. Both teams, under the direction of OFDA Regional Advisor Catherine Farnsworth, prepared a joint report, addressing regional issues, detailing country-specific sectoral findings, and making recommendations for the USG response. This assessment report was an important guide to decision making in determining food aid allocations, prioritizing non-food relief interventions, and formulating rehabilitation and recovery strategies.

The affected countries and the international community were also quick to recognize the severity of the drought and the need to mobilize food and non-food resources to avert massive malnutrition. In March and April, FAO and WFP dispatched regional assessment missions to the field. In May, the U.N.'s Department of Humanitarian Affairs (DHA) prepared an Appeal Document that was circulated among the donors. On June 1–2, the U.N. and SADC sponsored a pledging conference in Geneva, attended by 59 countries, 13 U.N. agencies, 20 NGOs, the EC, the World Bank, and the International Monetary Fund. DHA reported that, against the total cash requirements of $856 million, pledges announced at the conference totaled almost $600 million. AID/FHA Assistant Administrator Andrew Natsios and AID/AFR Acting Assistant Administrator John Hicks headed the U.S. delegation and pledged the largest amount of programmed and targeted food aid to the region. The USG food aid was provided by the USDA and A.I.D.'s Office of Food For Peace. By the end of FY 1992, the USG had allocated 1,728,976 MT of food commodities, most of it maize, but also wheat, sorghum, beans, and vegoil to Southern Africa.

On June 8, Assistant Secretary of State for African Affairs, Herman J. Cohen, issued a regional drought disaster declaration authorizing the use of USG funds for regional activities to expedite the delivery of emergency supplies, enhance accountability and coordination, and improve the USG's ability to monitor the distribution of emergency supplies to affected populations. OFDA provided a grant to WFP, the lead U.N. food agency, to enhance its coordination and logistical capability. Regional grants were given to UNICEF and IFRC to support water, agriculture, nutrition, and health projects in seven countries. IFRC used OFDA funds to dispatch two Red Cross delegates to Southern Africa. OFDA also contracted the U.S. accounting firm, Peat Marwick, to monitor the distribution of U.S. food and improve accountability. Both OFDA and AID/AFR supported a regional water program managed by the U.S. PVO, Africare, in Malawi, Mozambique, Zambia, and Zimbabwe and co-funded a PASA with the U.S. Peace Corps to provide hydrological technical assistance in Namibia, Lesotho, and Swaziland. AID/AFR also funded a $19.1-million Southern African Regional Project (SARP), managed by USAID/Harare, designed to alleviate transport bottlenecks throughout the region by upgrading rail and port infrastructures and enhancing logistical and communications systems.

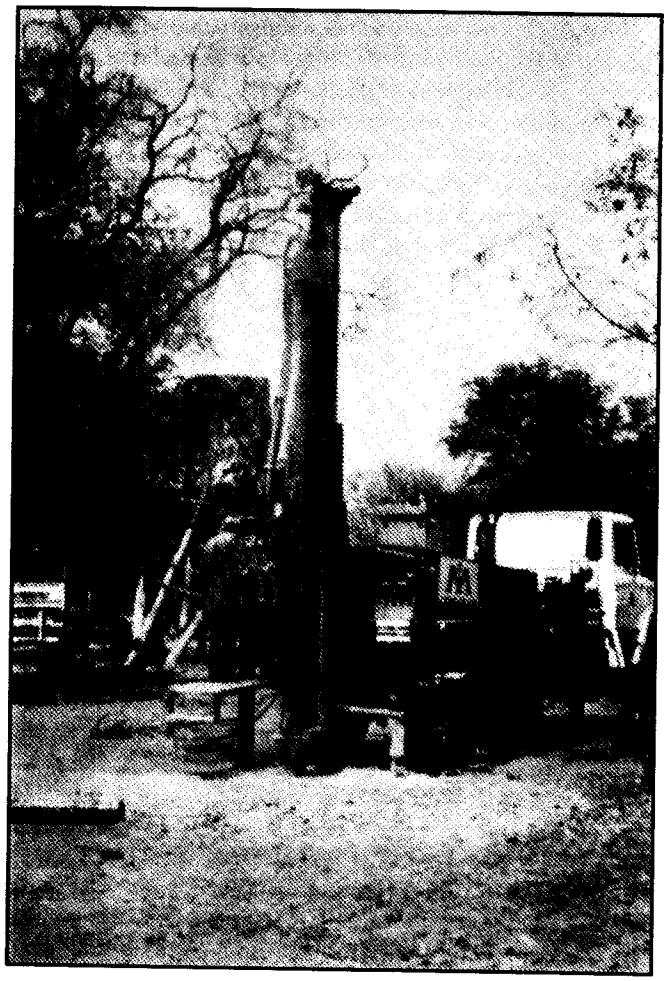
OFDA Assistance	**$4,775,093**
Other USG Assistance	**$34,502,000**
Total USG Assistance	**$39,277,093**

Angola

Although Angola was less affected by drought than some of its neighbors, the southern provinces of Cuando Cubango and Cunene had received below-normal rainfall for three consecutive years. The 1991 peace accords temporarily ended 16 years of civil war between the government and UNITA, but problems associated with large numbers of displaced persons, destruction of the infrastructure, and deterioration of health conditions remained. Despite a nationwide increase in food production in 1992, the U.N. estimated that nearly 1.4 million people, including displaced persons, refugees, and demobilized soldiers and their families, depended on emergency aid. In October, fighting broke out again between government and UNITA forces following the first round of elections, causing the evacuation of most PVOs providing assistance to affected populations and erasing hopes of a lasting peace and progress toward political and economic development.

The U.S. Government, through AID/FHA/OFDA and AID/FHA/FFP, had been providing direct humanitarian assistance to victims of civil strife and drought since 1989. Most of this assistance had been channeled through U.N. agencies and U.S. PVOs working under the U.N.'s Special Relief Program for Angola (SRPA). In FY 1992, the USG expanded its assistance to programs addressing the needs of both displaced persons and drought-affected southerners. FFP and USDA provided 53,394 MT of food to Angolans, and OFDA allocated grants to CARE and CRS food distribution programs. (For additional assistance, see "Angola—Displaced Persons.")

OFDA Assistance	**$4,004,803**
Other USG Assistance	**$26,105,700**
Total USG Assistance	**$30,110,503**



An IMC well drilling project in Angola. (Photo by Catherine Farnsworth, OFDA Regional Advisor)

Lesotho

Drought destroyed 65% of Lesotho's maize, wheat, and sorghum crops, and approximately 170,000 people required targeted food assistance, according to the U.N. Furthermore, the reduction of mine labor in South Africa limited the purchasing power of families that relied on remittances from family members who worked in the mines. The drought also drastically reduced the water supply in urban and rural areas, causing the government to establish rationing programs and drill and rehabilitate boreholes wells in the lowlands. A UNICEF survey estimated that severe malnutrition increased by 30% in rural areas, and the incidence of diarrhea, scabies, and typhoid took a dramatic increase because of the unhygienic use of limited water supplies.

On June 18, Ambassador Leonard Spearman declared a disaster and gave $25,000 to the Lesotho Red Cross to pay for food transport costs to 45 distribution points in the Thaba-Tseka, Mokhotlong, and Qacha's Nek districts. OFDA provided a $150,000 grant to UNICEF for its water and health programs in the country and $105,000 through the ARC in support of relief programs managed by the Lesotho Red Cross Society and IFRC. USDA and FFP provided 13,114 MT of food through WFP.

OFDA Assistance	**$280,000**
Other USG Assistance	**$5,454,000**
Total USG Assistance	**$5,734,000**

Malawi

The effect of the drought on the landlocked country was exacerbated by logistical difficulties and the presence of more than 1 million Mozambican refugees in its southern districts. In addition, approximately 4.7 million Malawians required emergency food assistance. The delivery of food was delayed by slow donor pledges, logistical bottlenecks, and poor coordination, necessitating the loan of 45,000 MT of maize from the refugee feeding stocks for the Malawian drought relief program.

The USG tried to balance its assistance to both the drought-affected indigenous population and the Mozambican refugees, channeling 283,000 MT through WFP, with 70% going to Malawians and 30% for refugees. Ambassador Michael Pistor declared a disaster on April 30 and used $25,000 to hire food monitors for WFP. OFDA provided a PSC to help the USAID Mission manage its drought relief assistance and provided grants in response to UNICEF and ARC/IFRC appeals. In addition, OFDA supported food distribution and health and nutrition projects operated by ADRA, the Christian Reformed World Relief Committee, IRC, and SCF/US. AID/AFR supported the SCF/US water project and the creation of a coordination unit through the SHARED project, and RP co-funded the IRC health and nutrition program that addressed the needs of Mozambican refugees.

OFDA Assistance	**$2,244,491**
Other USG Assistance	**$109,804,000**
Total USG Assistance	**$112,048,491**

Mozambique

Mozambique was the worst affected country in the region, because of years of civil strife that had displaced millions of people. Guerrillas destroyed much of the health and logistical infrastructure in rural areas and attacked relief convoys delivering food to remote areas. To make matters worse,

areas in Mozambique had been experiencing chronic drought for many years, and some parts of the country received absolutely no rainfall during the 1991–92 rainy season. However, government, U.N., and NGO relief organizations were already well established in Mozambique and had a good record for providing assistance to areas that were accessible. Despite this, tens of thousands of people died, mostly in areas that were difficult to reach because of insecurity. Wells and rivers completely dried up throughout Mozambique, and many people died of thirst, instead of starvation or disease. The U.N. estimated that at least 3.3 million people, including 1.8 million displaced persons, required emergency assistance in government-controlled areas alone.

The USG continued to be the largest food aid donor to Mozambique, with FFP providing 288,933 MT (its largest program in Africa) and USDA providing 200,000 MT. AID/AFR significantly expanded two of its USAID development projects, the PVO Support Program and the Primary Health Care Project, which provided direct rehabilitation assistance to affected populations. RP allocated $2 million to ICRC to support its emergency program to populations on both sides of the conflict. On May 22, U.S. Ambassador Townsend Friedman declared a disaster for the drought in Mozambique. OFDA, which has been providing humanitarian assistance to drought- and war-affected populations since 1984, gave $2.6 million to WFP to support the creation of the U.N. Food Logistics Unit (UNILOG), gave $321,251 to the Red Cross, and sponsored a new food distribution project managed by World Relief International (WRI). (For additional OFDA assistance, see "Mozambique—Civil Strife.")

OFDA Assistance	**$3,400,982**
Other USG Assistance	**$155,895,260**
Total USG Assistance	**$159,296,242**

Namibia

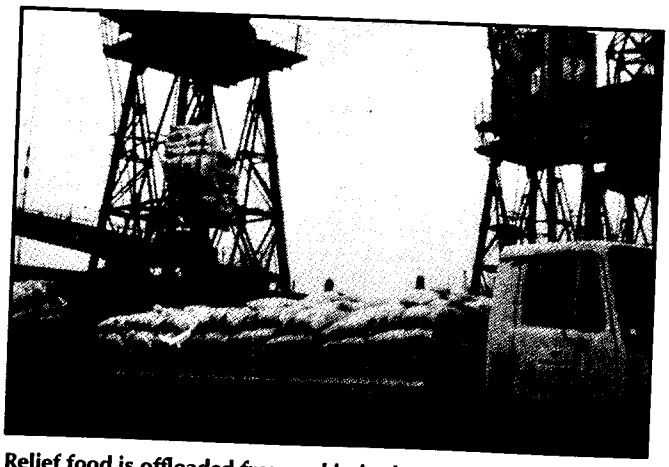
The sparsely populated, newly independent nation of Namibia is accustomed to minimal rainfall, but the 1992 drought was the worst in 50 years. Cereal production was only 33,000 MT, down 72% from 1991. An estimated 250,000 Namibians depended on emergency food aid. The incidence of malnutrition and diarrheal disease increased. The water table dropped to its lowest levels, and wells had to be sunk as deep as 100 meters in many areas. The government responded to the drought by instituting rationing and water distribution programs, closing schools and other public facilities, and rehabilitating and deepening existing wells and boreholes. The depletion of fodder and pastureland decimated the livestock sector, forcing the early sale of cattle to prevent losses.

The USG responded by channeling 10,000 MT of food through WFP. Ambassador Genta Holmes declared a disaster on April 23 and immediately donated $25,000 to the Government of Namibia for the purchase of six water bladders to keep schools and hospitals operating. OFDA provided grants to UNICEF and ARC/IFRC to support nationwide water and health programs and donated $431,832 to IMC to implement a well-drilling project in Damaraland.

OFDA Assistance	**$1,232,765**
Other USG Assistance	**$2,580,000**
Total USG Assistance	**$3,812,765**

South Africa

Normally a food supplier to the rest of the region, in 1992 South Africa required 5.5 million MT of maize and wheat to meet its own needs and imported additional food to continue its commercial sales to Botswana, Lesotho, and Swaziland. Rainfall was 50% below normal in the northern and eastern Transvaal, central and northern Natal, and eastern and northern Cape Regions. Especially hard hit were the so-called homeland areas, black enclaves situated on marginal lands scattered throughout South Africa. Drought led to massive unemployment among homeland residents who worked on white-owned farms in South Africa, reducing remittances and household incomes to buy food. Unemployed workers congregated into squatter camps on the outskirts of townships. Thousands of head of cattle died of starvation and dehydration in Lebowa homeland. The National Consultative Forum on the Drought, an independent drought relief coordinating body, reported



Relief food is offloaded from a ship in the port of Walvis Bay, Namibia. (Photo by Catherine Farnsworth, OFDA Regional Advisor)

that although blacks make up 93% of the rural population affected by the drought, only 19% of the national drought relief budget was allocated to black-affected populations.

The Republic of South Africa was not included in the U.N./SADC Appeal and did not receive any U.N. assistance. U.S. Ambassador William Swing declared a disaster on Feb. 24 and requested that OFDA send water experts and hydrologists to perform assessments. OFDA also provided grants to MSF and the Rural Advisory Committee to conduct borehole-drilling projects in black-populated areas of eastern Transvaal. OFDA funded a PSC to serve as the drought and disaster relief coordinator at USAID/Pretoria.

OFDA Assistance	**$645,823**
Total USG Assistance	**$645,823**

Swaziland

Drought destroyed as much as 70% of the country's maize crop and obliterated the cotton and sugar cane crops and livestock, sources of foreign exchange earnings for the country's farmers. An estimated 250,000 people required emergency food aid because of their loss of income. There was a shortage of drinking water in many rural areas, and many schools and health facilities were forced to close. Malnutrition and the incidence of diarrhea and skin infections, such as scabies and conjunctivitis, were reported to have increased.

USDA channeled 10,500 MT of corn through WFP. Ambassador Stephen Rogers declared a disaster on May 22 and used his $25,000 Ambassador's Authority for the purchase of 115 MT of corn. OFDA contributed funds to support UNICEF and Red Cross health and water programs in Swaziland.

OFDA Assistance	**$175,000**
Other USG Assistance	**$3,108,100**
Total USG Assistance	**$3,283,100**

Zambia

Zambia had been expecting above-normal production because of a change in pricing policy that stimulated increased planting, but the maize harvest was one-third of normal production. More than half of the population resides in the cities, and an estimated 1.7 million people depended on emergency food aid. Many boreholes and hand-dug wells completely dried up in rural areas. Cases of cholera and dysentery increased and malnutrition worsened among traditional vulnerable groups. A WFP-established consortium of NGOs, known as the Program Against Malnutrition, distributed food through subsidized sales, food-for-work, and supplementary feeding programs.

U.S. Ambassador Gordon Streeb declared a disaster on Feb. 27. OFDA funded a PSC to manage drought relief at USAID/Lusaka and another PSC to work for WFP. An additional $170,300 was given to USAID to pay for maize storage costs. OFDA also provided grants to support UNICEF and Red Cross emergency programs and a WFP food-for-work project. AID/AFR reprogrammed $12 million from its Development Fund for Africa account to purchase maize from the Zambian maize markets. USDA provided 30,000 MT of maize through WFP and 80,000 MT directly to the Government of Zambia, and FFP provided an additional 222,992 MT of food to the government.

OFDA Assistance	**$1,427,622**
Other USG Assistance	**$88,844,100**
Total USG Assistance	**$90,271,722**

Zimbabwe

The nation's maize harvest was only 500,000 MT, compared to 1.6 million MT during the previous year. Because of this serious shortfall, the Government of Zimbabwe purchased more than 2.2 million MT of maize. An estimated 4.5 million Zimbabweans required emergency food aid, and 100,000 Mozambican refugees also required assistance. Malnutrition and cases of water-borne diseases increased, and deaths caused by starvation and thirst were reported among the Mozambican refugees at the Chambuta camp near the border. Most of the country faced severe water shortages, necessitating rationing, phased brown-outs, and factory closings caused by power outages. The reservoir outside the city of Bulawayo was only at 5% of its normal capacity. Approximately 1 million head of cattle died from the lack of water.

Catherine Farnsworth, OFDA Regional Advisor for Africa, meets with drought-affected people in Zimbabwe while on an assessment mission to Southern Africa. (Photo courtesy of Catherine Farnsworth)

U.S. Ambassador Edward Gibson Lanpher declared a disaster on Feb. 11 and allocated his Ambassador's Authority to fund water projects that benefited 35,000 residents in drought-stricken villages. OFDA funded UNICEF and Red Cross drought relief projects and a SCF/US supplementary feeding program. OFDA also funded a PSC to serve as the PVO coordinator at USAID/Harare. AID/AFR provided $250,000 to USAID/Harare for self-help water projects and $1.15 million to furnish drought-resistant sorghum and millet seeds to the International Crops Research Institute for Semi-Arid Tropics (ICRISAT). As food aid, USDA provided 95,000 MT of corn through WFP, 108,750 MT directly to the Government of Zimbabwe, and furnished 332,702 MT of food in Title I loans.

OFDA Assistance	**$1,441,168**
Other USG Assistance	**$109,920,200**
Total USG Assistance	**$111,361,368**

A CDC doctor measures the arm circumference of children in southern Sudan to determine the degree of malnutrition. (Photo by Catherine Farnsworth, OFDA Regional Advisor)

Sudan—Drought/Civil Strife

On Oct. 1, 1991, U.S. Ambassador James Cheek redeclared the drought/civil strife disaster in Sudan. The United Nations estimated that there were approximately 7.6 million drought- and war-affected persons in Sudan in 1992, of which 7.2 million required food assistance. More than 230,000 Sudanese sought refuge across the borders in Ethiopia, Uganda, Zaire, Central African Republic, and Kenya. In addition to people leaving Sudan, it was estimated that Sudan hosted approximately 770,000 refugees, primarily from Eritrea and Ethiopia.

Intensified fighting between the Government of Sudan (GOS) and the Sudan People's Liberation Army (SPLA) severely limited access to the south, where conditions for the displaced were the worst in Sudan. Entire populations from towns in the Equatoria Province fled to areas along the Uganda border to escape fighting. In Juba, as many as 300,000 people were forced to live on a quarter of the land area of the town and faced life-threatening conditions because of the fighting until a regular food pipeline was established. Conditions for the displaced living in the transition zone were not much better. The GOS continued to actively relocate some 30,000 displaced people from the Nuba Mountains into camps located in insecure zones that lacked necessary food and medical supplies. In the north, the Khartoum State Government continued to forcibly relocate squatters and displaced people to camps lacking proper food, water, and sanitation and health facilities.

There was concern that the GOS and SPLA were slowly marginalizing international NGO efforts in Sudan or forcing them out entirely. ICRC, which provides assistance to civilian displaced and war wounded, was accused by the GOS of siding with the rebels and then expelled the organization from the country. NGOs were denied access to many areas, particularly in the south; relief flights were suspended and then banned; registration and travel permits were denied; and of utmost concern, two Foreign Service Nationals employed by A.I.D. were executed, and several relief workers and one journalist were killed. As a result, Operation Lifeline Sudan, the U.N. mechanism to deliver assistance to the south, became almost moribund in 1992.

OFDA provided USG assistance through grants to UNICEF, WVRD, SCF/UK and SCF/US, Mercy Corps International, IRC, UNDP, CARE, AICF, ADRA, and AirServ. FFP programmed 50,470 MT of Title II food totaling $26,081,000, and USDA contributed 75,430 MT of

Seasonal rains in southern Sudan turned the road between Bor and Kongor into a river, hampering the delivery of relief supplies. (Photo by Catherine Farnsworth, OFDA Regional Advisor)

corn and sorghum valued at $20,488,600 through the Section 416 U.S. Food Program. RP specifically earmarked $834,500 to WFP for refugees in Sudan.

OFDA Assistance	**$13,313,409**
Other USG Assistance	**$47,404,100**
Total USG Assistance	**$60,717,509**

Togo—Food Shortage

Poor harvests, coupled with political and ethnic disturbances, caused critical food shortages and internal distribution problems in all regions of Togo. The Government of Togo estimated that approximately 50,000 people were displaced. On March 27, 1992, U.S. Ambassador Harmon Kirby declared a state of disaster and released $25,000 to be used for relief operations in response to the food emergency.

Total OFDA Assistance	**$25,000**

Zaire—Displaced Persons

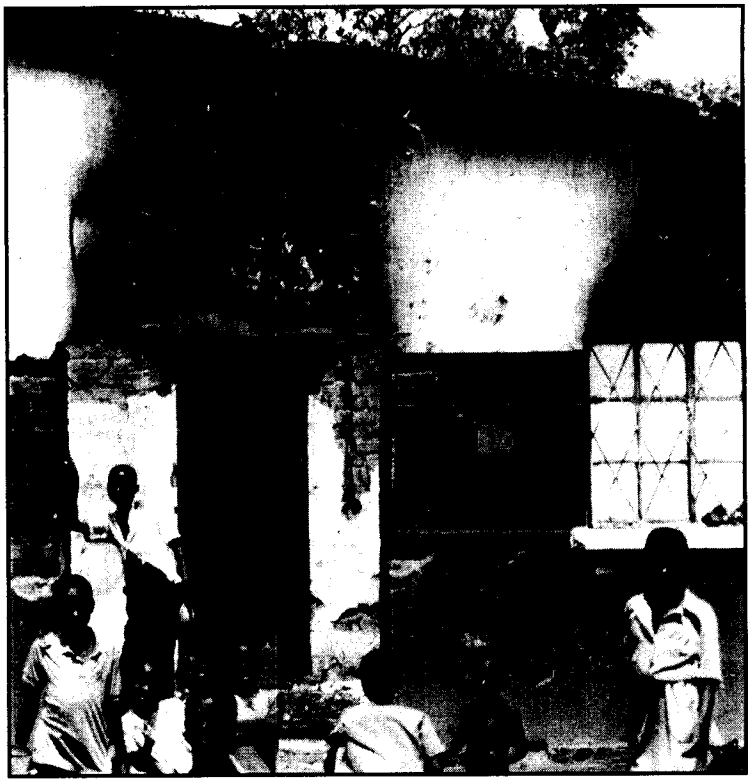
Ethnic violence broke out in Shaba Province in mid-September against people originating from the neighboring province of Kasai Occidental. Escaping the violence, approximately 40,000 people fled on foot, as well as by truck, train, and car, toward Kasai Occidental. Fuel shortages forced many to take refuge in makeshift camps along the way without proper sanitation, medical services, water, or food. On Sept. 25, Ambassador Melissa F. Wells declared a disaster because of the displaced persons in Kasai Occidental. The $25,000 Ambassador's Authority was channeled through Medecins Sans Frontieres to assist the displaced persons with water, sanitation, and food.

OFDA Assistance	**$25,000**

Zaire—Emergency

On Feb. 16, 1992, a peaceful protest against the suspension of the National Conference in Kinshasa turned to violence when the military fired on the protesters, apparently attempting to disperse the crowd. The total killed was estimated at 40, and the number wounded was approximately 100. On Feb. 27, Ambassador Melissa Wells declared a state of disaster and allocated the $25,000 Ambassador's Authority to assist the wounded and the families of the dead. The funding was funneled through Caritas/Zaire to provide medical support, food, and other immediate assistance.

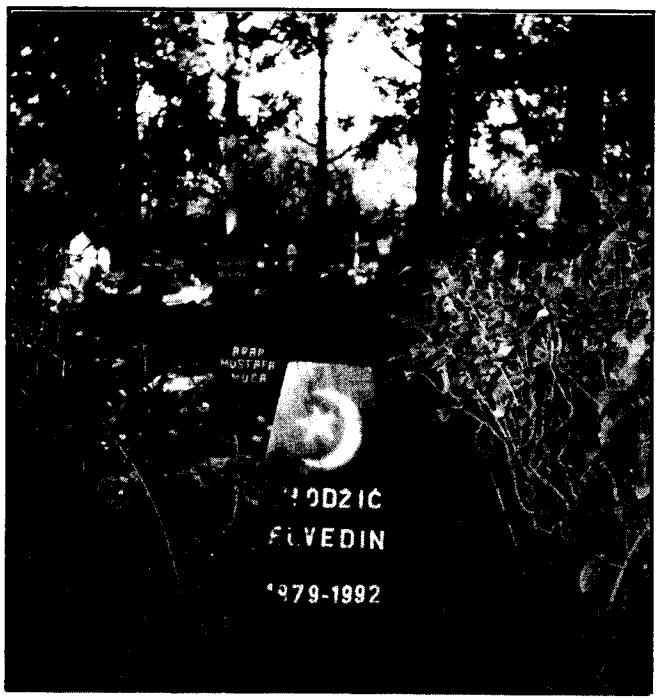
OFDA Assistance	**$25,000**



Building damaged during conflict in Zaire. (Photo by Loel Callahan, OFDA assessment team)

Contending with Complex Emergencies

Hundreds of thousands of Somalis, most of them children, died because armed gangs thwarted the delivery of food and relief supplies. In what used to be Yugoslavia, centuries-old ethnic tensions erupted into a civil war that forced millions of people to flee from towns and cities under siege. The worst drought of the century ravaged Southern Africa and caused more than 18 million people to depend on food donated by the international community. These are just some of the more publicized human catastrophes that took place in 1992. In all, the Office of U.S. Foreign Disaster Assistance provided humanitarian assistance to a record number of foreign disasters declared by the U.S. Government (USG).



Muslims and Christians share a common cemetery in what used to be a park in the city of Mostar, Bosnia. (Photo by William Stuebner, OFDA/DART/Zagreb)

A higher percentage of these disasters were what eventually were called "complex emergencies"—complicated disaster situations that involve a myriad of political, military, economic, and/or natural constraints. Most of these complex emergencies involved civil conflict that displaced millions of people, hampered the distribution of aid, killed innocent civilians, or cut off food and medical care from these civilians. OFDA spent twice as much on civil strife or displaced persons emergencies as it spent on natural disasters in FY 1992.

Although hundreds of thousands of Somalis died in 1992, many more might have died in 1993 if not for the U.S. military's humanitarian intervention, which enabled the relief agencies on the ground to provide life-saving assistance. In Southern Africa, the early intervention by the international relief community and the affected nations averted a massive drought-induced famine that could have resulted in large-scale loss of life. Early warning systems were heeded, food supplies were pre-positioned, transportation networks were repaired, and local coping mechanisms were used—all based on lessons learned from the last African drought and past disasters. The international relief community was less successful at preventing the continuing death and suffering where man, not nature, was the cause of the disaster, especially in former Yugoslavia, Sudan, Liberia, and Angola.

In complex emergencies where there is no stable government and the social, political, and economic fabric has been torn apart by civil strife, the international relief community must do all that it can to provide humanitarian assistance to vulnerable groups that are caught in the middle. This involves close coordination and cooperation among all of the various relief actors—from the major international aid organizations and donor governments to the relief workers that risk their lives so that others might live another day.

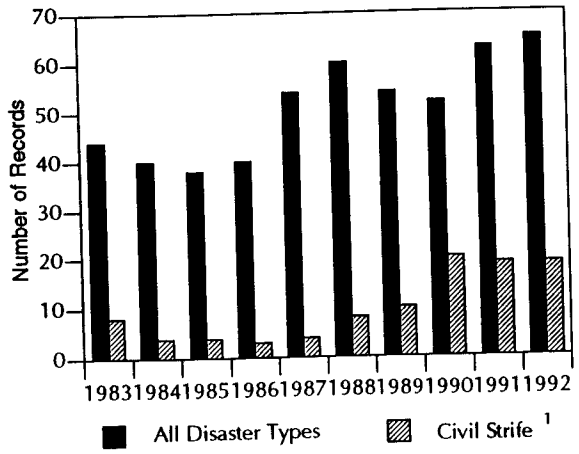
In FY 1992, OFDA was merged into A.I.D.'s newly created Bureau of Food and Humanitarian Assistance, along with the Offices of Food For Peace, Private and Voluntary Cooperation, and American Schools and Hospitals Abroad. This reorganization improved USG's ability to coordinate both food and non-food humanitarian assistance. The Office of Food For Peace (FFP) is responsible for administering USG's Public Law 480 Title II and Title III food aid programs. Working closely together, FFP and OFDA coordinated the appropriate provision of both emergency food and non-food assistance in Somalia, Ethiopia, Liberia, Peru, Iraq, former Yugoslavia, and all the countries affected by the drought in Southern Africa. OFDA and FFP also worked closely with A.I.D.'s Bureau for Africa in coordinating relief and rehabilitation assistance in Southern Africa.

The U.S. Department of Agriculture also provided massive amounts of food aid in emergency situations, such as the Southern Africa drought, through its Section 416(b) surplus food aid program of the Agricultural Act of 1949.

Another USG office that provides humanitarian assistance is the Department of State's Bureau for Refugee Programs (RP), which is responsible for providing multilateral

Civil Strife Disasters

Declared Disasters FY 1983 – FY 1992



[1] Includes displaced persons, emergencies, expellees

grant assistance in response to refugee emergencies around the world. In FY 1992, RP channelled USG aid to former Yugoslavia, Iraq, Cambodia, Liberia, Angola, Ethiopia, Liberia, Mozambique, Somalia, and Sudan. In addition to contributing to emergency appeals for specific refugee situations, RP donates a substantial portion of its funding to the annual budgets of UNHCR, ICRC, and other refugee assistance organizations.

In recent years, the U.S. Department of Defense (DOD) has become more involved in international humanitarian efforts, as it seeks to re-define its role in the post–Cold War world order. In 1991, DOD mounted massive humanitarian operations in response to the Bangladesh cyclone (Operation Sea Angel) and the Kurdish exodus from northern Iraq (Operation Provide Comfort). These operations set the precedent for continued DOD humanitarian assistance in northern Iraq and the former Soviet Union and, more dramatically, for the mobilization of a multinational force led by the U.S. military to airlift supplies and ultimately restore security in Somalia. While DOD is unmatched in its ability to provide logistical resources and restore order in conflict situations, it prefers to have clearly defined objectives and limited timeframes, which are not always identical to long-term humanitarian and rehabilitation goals. If DOD is going to continue to play a role in disaster situations, a new cooperative relationship must be forged with the international aid organizations, government relief agencies, and non-governmental organizations.

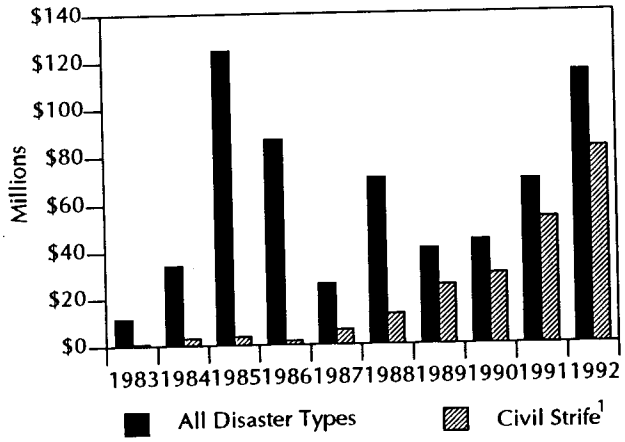
More than 60% of OFDA's funding is channeled through NGOs, or private voluntary organizations (PVOs) as they are known in the United States. It is the PVOs, using both local and expatriate staff, that actually distribute most of the USG-donated food, provide medical care to disaster victims, and re-build destroyed infrastructures after a calamity. The PVOs/NGOs are also concerned with improving the lives of disaster victims and the condition of communities once the relief phase is over, as well as accomplishing the objectives of "sustainable development." The PVOs/NGOs are an integral partner in the international relief and development community. OFDA has recognized this vital role and provided funding to support PVO/NGO coordination among themselves and with international and governmental organizations.

Of course, the international organizations and other donor governments are the other key players in providing humanitarian assistance, especially in addressing complex emergencies. The international community has a responsibility to assist countries and people that are affected by disasters. In complex civil strife situations, this assistance frequently infringes on the traditional concept of national sovereignty. In 1992, the United Nations established the Department of Humanitarian Affairs (DHA) to coordinate U.N. relief efforts in natural disasters and complex emergencies, and USG has been a strong supporter of DHA and its effort to improve coordination among the international donors. USG also consults and coordinates with the other major international donor organizations, such as the International Committee of the Red Cross, and regional organizations, such as the European Community.

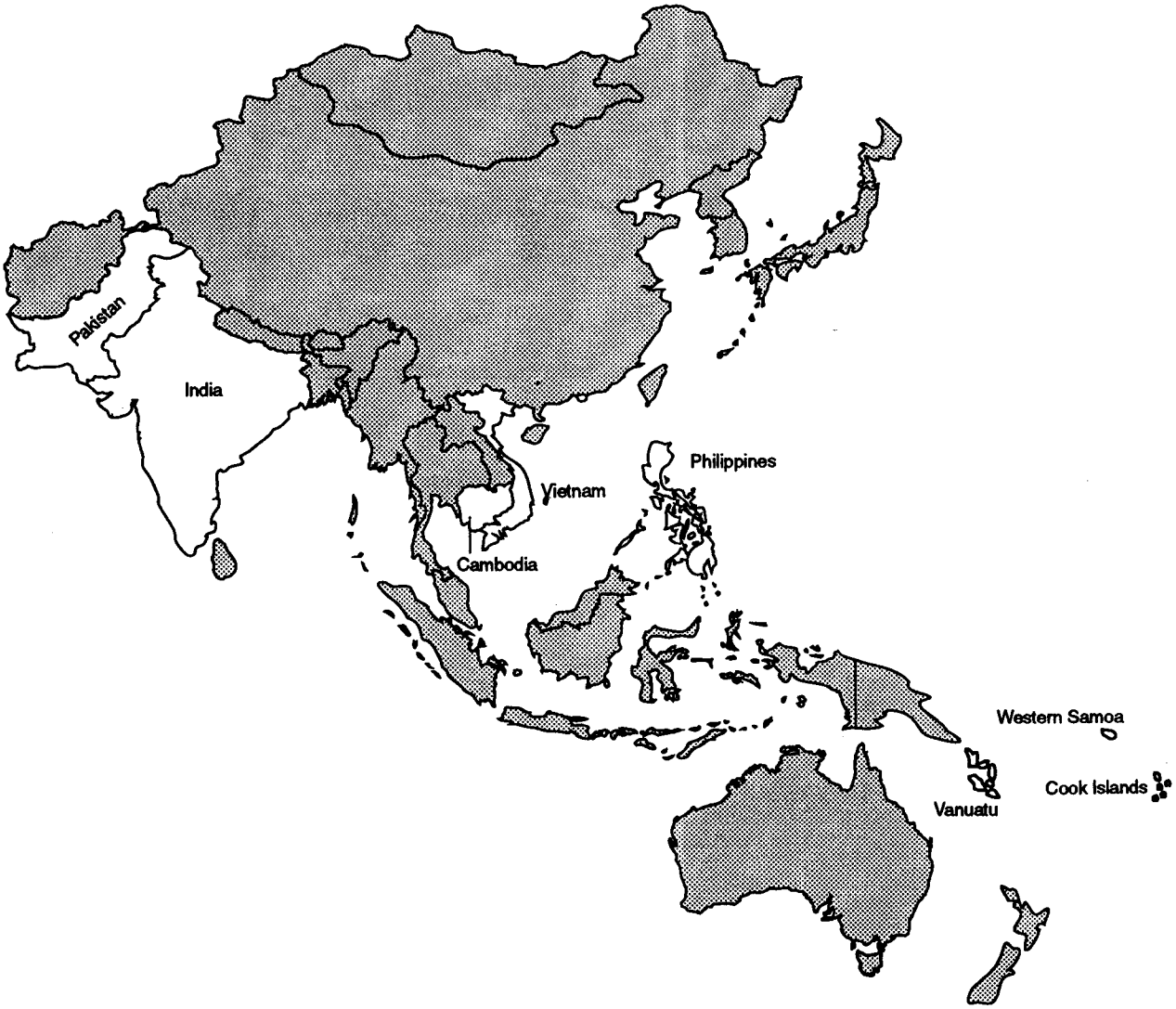
Statistics show that the number of disasters and complex emergencies is increasing around the globe, and we frequently hear mention of "donor fatigue." Despite the frustrations and constraints, the international relief community remains committed to providing humanitarian assistance and developing new mechanisms to provide this assistance. Coordination and cooperation are essential. To the millions of people caught in the middle of natural and political forces beyond their control, the good will and humanitarian efforts of the international community are their only hope.

OFDA Civil Strife Obligations

Declared Disasters FY 1983 – FY 1992



[1] Includes displaced persons, emergencies, expellees


Pakistan
India
Philippines
Vietnam
Cambodia
Western Samoa
Cook Islands
Vanuatu

Asia and the Pacific

Cambodia—Displaced Persons

Hundreds of thousands of Cambodians took refuge in border areas of neighboring Thailand or were otherwise displaced from their homes during the period of the oppressive Khmer Rouge regime (1975–78) and the 13 years of civil war that followed Pol Pot's replacement by a puppet Vietnamese government. After four rival factions in Cambodia agreed to a formal settlement of the conflict in October 1991, the process of repatriation began. Approximately 350,000 Khmer were to be repatriated by UNHCR. A major obstacle to the safe resettlement of the displaced Cambodians, however, was the presence of as many as 1 million mines that had been planted by one or another of the opposing factions. Cambodian amputees already totaled some 20,000 to 30,000 as a result of mining incidents, and the number was expected to double or triple unless an effective demining program was carried out.

Stating that the return of the displaced population constituted a life-threatening emergency beyond the coping means of the Cambodian authorities, U.S. Ambassador Charles Twining issued a disaster declaration on Dec. 19, 1991, to initiate USG emergency activities. OFDA provided grants totaling $2,360,287 for the demining and rehabilitation of a vitally important road (Route 69) in northwest Cambodia to be used by UNHCR in resettling refugees from the Thai border and internally displaced people returning from camps within Cambodia. Initially, deminers removed 1,500 explosives from a 50-km. stretch of the road, which was opened on July 2. A second 50 km. of road rehabilitation and demining was begun in late summer of 1992 and completed in January 1993. The rehabilitation and demining of the combined 100 km. of road enabled an estimated 300,000 refugees and displaced persons to return to Cambodia from the Thai-Cambodia border area and to claim relatively mine-free uncultivated agricultural land near the highway.

Other USG assistance included RP grants to UNHCR, WFP, and ICRC, totaling $21.5 million, for repatriation assistance, as well as 1,550 MT of P.L. 480 Title II commodities, valued at $1,515,700 (including transport), provided by FFP.

OFDA Assistance	**$2,360,287**
Other USG Assistance	**$23,015,700**
Total USG Assistance	**$25,375,987**

Cook Islands—Fire

On May 11, 1992, a massive fire broke out in the capital of the Cook Islands, a widely dispersed group of small islands with only 16,000 inhabitants. The fire destroyed a number of key government buildings and the telephone exchange, including approximately 3,000 domestic telephones lines and most international lines. Communication loss of this magnitude was disastrous for such an isolated island nation. On May 15, U.S. Ambassador Della Newman declared a state of disaster for the Cook Islands and provided $25,000 to replace government office equipment (computer equipment and photocopiers) destroyed in the fire.

OFDA Assistance	**$25,000**

India—Earthquake

An earthquake measuring 7.1 on the Richter scale hit northern India on Oct. 20, 1991, resulting in widespread destruction to life and property. Massive landslides triggered by the tremors blocked roads and trapped thousands of people. Approximately 2,000 people were killed, 10,300 homes were destroyed, and an estimated 53,000 people were affected by the earthquake. On Oct. 21, Ambassador William Clark, Jr., declared a disaster and made available $25,000 to the Prime Minister's National Relief Fund for quake relief efforts in northern India.

OFDA Assistance	**$25,000**

Pakistan—Floods

Heavy rains during August 1992 resulted in extensive monsoon flooding in the province of Sindh in southwest

Pakistan, killing 133 people and displacing 85,000. Official reports indicated that the flooding destroyed 165,000 houses and damaged another 209,000. On August 24, U.S. Ambassador Nicholas Platt declared a state of disaster in Pakistan and, under his Ambassador's Authority, allocated $25,000 worth of wheat seed and fertilizers.

To exacerbate the situation, a second storm system in September and October 1992 caused severe flooding in the northern and southern regions, especially in the Punjab, Northwest Frontier, and Azad Kashmir. It was the worst flooding in Pakistan's history; areas flooded in the first disaster were being flooded again. The Government of Pakistan reported the following statistics: 12,672 villages damaged or destroyed; 9.3 million people affected; 2,600 people confirmed dead (with many still unaccounted for); 4.8 million acres flooded, of which nearly 1 million were cropland; 350,000 houses damaged or destroyed; and 116,000 cattle killed. In addition, major roads were washed out or covered in mudslides, 80% of the bridges in the north were damaged or swept away, and several airports were submerged under water. Total damage was estimated at almost $1 billion. In the Punjab alone, 296 people were confirmed dead, and 6,139 villages were damaged or destroyed. One island was completely washed away, killing all 400 inhabitants. Most victims were either crushed as their mudhomes collapsed under mudslides or drowned as bridges and roads were swept away. In response, another state of disaster was declared on Sept. 15 by DCM Edward Abington.

Because of the inability to determine which flooding caused what damage in some areas, USAID/Islamabad requested that the first disaster declaration be considered closed with the donation of wheat seed and fertilizer. Following the second disaster declaration, OFDA obligated $25,000 for the purchase of 3,000 blankets for the homeless in the north. In addition, OFDA obligated $385,934 for the local purchase of medicine to be divided between the northern provinces and the Sindh on an 80%-to-20% distribution breakout. DOD provided $5 million in civil engineering equipment (cranes, bulldozers, and dump trucks) and spare parts for distribution to provincial irrigation departments and communications and works departments.

OFDA Assistance	**$435,934**
Other USG Assistance	**$5,000,000**
Total USG Assistance	**$5,435,934**

Philippines—Floods/Lahars

The June 1991 eruptions of Mt. Pinatubo in Central Luzon left thick deposits of pyroclastic material on the flanks of the volcano, posing a threat of mudflows (lahars) in the vicinity for many rainy seasons to come. (See "Philippines—Volcanic Eruption," *OFDA Annual Report FY 1991.*) As expected, a number of weather disturbances crossed Luzon in July and August 1992, intensifying the monsoon rains and triggering flash flooding and lahars. Rampaging lahar flows in the O'Donnell, Banguet, Sacobia, Pasig-Potrero, Santo Tomas, Bucao, and Basquero Rivers resulted in the destruction of whole communities and the displacement of large segments of the Central Luzon population. The flooding also washed out bridges and cut off a main road link between the northern provinces and Manila.

The Government of the Philippines (GOP) estimated that, as of Sept. 21, the total affected population from the 1992 disaster was 942,764 people. Casualties numbered 50 dead, 10 missing, and 13 injured. Damage to crops, infrastructure, and property was estimated at about $74.2 million. The 1992 flooding and lahars added to an already sizable population that had been displaced by the Mt. Pinatubo eruptions of the previous year.

The GOP's Department of Social Welfare and Development (DSWD) and the Philippine National Red Cross (PNRC) set up a total of 163 evacuation centers, which were housing an estimated 204,956 persons as of Sept. 11. An additional 213,367 people were receiving assistance outside the camps. Philippines President Fidel Ramos signed a law on Sept. 24 establishing a fund of 10 billion pesos ($400 million) for the areas ravaged by Mt. Pinatubo's eruptions and the subsequent lahars and floods.

USAID/Manila, which had worked closely with the GOP and other donors in the relief and rehabilitation effort following the 1991 eruptions, continued its close monitoring of events that could lead to new disasters from flooding and lahars during the 1992 rainy season. Even before President Ramos issued a call through UNDRO for international assistance on Sept. 7, the U.S. Government was responding to needs identified by the GOP. U.S. Charge d'Affaires Thomas C. Hubbard declared a disaster on July 22 and provided the DSWD with $25,000 to purchase emergency relief supplies. OFDA operations officer Raymond Dionne visited the Philippines from Aug. 7 to 13 to assess the condition of evacuees and the general readiness of the GOP. OFDA also arranged with DOD to airlift 1,000 rolls of plastic sheeting to the Philippines from the Guam stockpile, to be used by the DSWD and the PNRC for the construction of communal longhouses. In addition, OFDA provided funds for other construction materials, such as wooden planks, plywood, and nails) and approved two grants to Philippine NGOs (the Philippine Business for Social Progress and the Jaime V. Ongpin Foundation) for the construction of longhouses and other relief assistance.

Other donors included the U.N. system, Australia, the United Kingdom, Japan, and Germany.

OFDA Assistance	**$1,150,430**

Philippines—Floods

Tropical Storm Uring (international code name Thelma) dumped 148.2 mm. of rain on the island of Leyte on Nov. 5, 1991, resulting in the worst flood disaster in the Philippines in decades. The city of Ormoc was hardest hit, with flood waters rising to higher than 3 meters. Flash flooding and landslides swept buildings and cars out to sea and buried village inhabitants under a thick layer of mud. The extensive denudation of ground cover on the surrounding hillsides was believed to have been a factor in the rapid overflow of river channels. Several municipalities and cities in Negros Occidental were also affected, but less severely than Ormoc.

The death toll had risen to 4,899 by Nov. 13, according to the Government of the Philippines (GOP), of which 4,446 were from Ormoc. Another 1,385 were missing, and 3,074 were injured. The affected population stood at 597,686, with 44,953 homeless. The GOP figures also showed that 4,480 head of cattle had perished, and nearly 16,000 ha. of crops had been damaged or destroyed. Three key bridges inside Ormoc and several on access roads to the city were washed out. Water and sewer lines were damaged, and power lines were downed.

GOP agencies—the National Disaster Coordinating Council, the Philippine National Red Cross, the Department of Social Welfare and Development (DSWD), and the armed forces—were quick to respond with rescue and relief operations. On Nov. 6, U.S. Ambassador Frank Wisner declared a disaster and donated $25,000 to the DSWD for the provision of relief supplies. USAID/Manila conducted an assessment on Nov. 7 and brought in MREs donated by the U.S. military. At the request of the GOP, DOD sent a Disaster Assessment Team to further define the needs of the victims and sources of assistance. Based on these assessments, OFDA allocated 100 rolls from a shipment of plastic sheeting sent to the Philippines for the victims of the Mt. Pinatubo volcanic eruption for use as emergency shelter in Ormoc. In addition, OFDA provided a grant of $365,000 to the Philippine NGO, the Ramon Aboitiz Foundation, for a shelter project that eventually housed about 16,000 people whose homes had been destroyed by the flood. Finally, OFDA arranged to provide technical assistance to the GOP to assess the causes of the disaster and propose mitigative measures. A two-person team from the U.S. Army Corps of Engineers, with extensive experience in river morphology, visited the Philippines from Dec. 5 through 13. The international community provided more than $5.8 million in assistance, as reported by UNDRO.

OFDA Assistance **$446,370**

Only the roof tops of structures were visible after lahar flows deposited volcanic debris near Bamban, the Philippines. (Photo by Raymond Dionne, AID/FHA/OFDA)

Philippines—Typhoon

Typhoon Trining (international code name Ruth) swept over the northern part of the island of Luzon on Oct. 26, 1991, with winds estimated at 200 km. per hour at the center. Damage from flooding and landslides was most severe in Regions I and II. The city of Baguio received 81 cm. of rain over a two-day period, causing considerable subsidence and the sinking below ground level of a bus station and a small hotel. Electrical transmission was interrupted in the affected regions. According to government statistics, the storm's casualties included 39 dead, 26 missing, and 38 injured. Preliminary estimates put the number of severely affected people at about 300,000; some 16,000 people were evacuated. Damage to crops, infrastructure, and private property was estimated at $24.3 million. U.S. Ambassador Frank Wisner made a disaster declaration on Oct. 31 and donated $25,000 to the GOP's Department of Social Welfare and Development to be used for food, temporary housing, and other relief supplies.

OFDA Assistance **$25,000**

Vanuatu—Cyclone

Tropical Cyclone Betsy passed through the central islands of Vanuatu (New Hebrides) on Jan. 8 and 9, 1992, causing extensive damage to the northern portion of Efate, the western tip of Ambrym, the southern tip of Pentecost, and the islands of Epi, Makura, Buninga, Tongarika, Ewose, Malakula, and Tongoa. The average winds of the storm reached 80 knots, with gusts up to 120 knots, and resulted in damage to housing, crops, water supplies, and road systems. Thousands of people became homeless, and two deaths were attributed to the cyclone. On Jan. 13, Charge d'Affaires Edward Michal declared a disaster and allocated the $25,000 Ambassador's Authority for temporary shelter materials, medical supplies, water containers, and food for distribution to the homeless.

OFDA Assistance **$25,000**

Vietnam—Typhoon

On Dec. 28, 1991, gale force winds hit the central coast of Vietnam, where some 3,000 fishermen had set sail that morning to fish along a 20-km. coastal strip. The typhoon killed 250 people (112 from one village) and left hundreds injured or missing. One-third of the boats and almost all the fishing nets were damaged or lost in the storm. Villagers in the affected areas were devastated by the personal and financial loss, because most of the casualties were fishermen whose families depended on them to earn their living. A SCF/US assessment reported that 6,692 people lost their means of support. The Government of Vietnam

OFDA funded a shelter project in Ormoc, Leyte, after flood waters caused by Tropical Storm Uring killed more than 4,000 people and left nearly 45,000 homeless. (Photo by USAID/Manila)

encouraged some of the affected families to relocate to other areas by helping to build their homes and give them farmland. On Jan. 23, 1992, the Assistant Secretary of State for East Asia and the Pacific, Richard Solomon, declared a disaster. OFDA allocated $25,000 for the purchase of rice and fish nets and the reparation of a local clinic. OFDA provided an additional grant of $19,217 to SCF/US for the purchase of fish nets.

OFDA Assistance **$44,217**

Western Samoa—Cyclone

Cyclone Val lashed Western Samoa with winds in excess of 160 km. per hour on Dec. 6, 1991. After battering Savaii, the largest of Western Samoa's two main islands, the storm moved southeastward and remained stationary in a position between Savaii and the more heavily populated island of Upolu for three days. Damage was extensive on both islands but was most severe along the northwest and south coasts of Savaii. Twelve confirmed deaths were reported, and 50% to 75% of the country's population of 170,000 was affected by the storm. A U.S. assessment team found that 30% of the buildings on Upolu were damaged, and damage to structures on Savaii ranged from 20% in some villages to

90% in others. Many government and commercial buildings lost their roofs, and virtually all schools suffered some damage. Power and communications lines were downed, and the international airport was closed for six days. Heavy crop and forest damage was reported, with a 75% to 80% loss of starch foods (bananas, taro, and breadfruit) and a nearly 100% loss of leafy vegetables and fruit in the hardest hit areas. There was also considerable damage to livestock and chickens and to communal fishing boats. The Government of Western Samoa estimated reconstruction costs at about $331 million, exclusive of private property.

U.S. Charge d'Affaires David Walker in Wellington, New Zealand, issued a disaster declaration on Dec. 9, and OFDA dispatched an assessment team to Western Samoa on Dec. 12. On the team's recommendation, OFDA provided two generators, communications equipment, 490 rolls of plastic sheeting, and 10,000 5-gallon water containers. The total cost to OFDA for these relief items was $372,246. In addition, OFDA provided a grant to the IFRC in the amount of $125,236 for an emergency feeding program for one month.

OFDA Assistance **$497,482**

Former Yugoslavia
Uzbekistan
Kyrgyzstan
Turkey
Iraq
Georgia
Lebanon
Tajikistan
Yemen

Europe, Near East, and Newly Independent States

Former Yugoslavia—Civil Strife

Beginning in June 1991, warfare between the nations of the former state of Yugoslavia took a severe toll in lives, displaced large populations, and inflicted enormous damage to property and infrastructure. Six months of fighting between the Serbs and Croats, ending in January 1992, took an estimated 10,000 lives in Croatia. Interethnic fighting between the Serbs and Muslims in Bosnia-Hercegovina (B-H) began early in 1992 when the Bosnian Serbs, supported by the Yugoslav military, sought to create a Bosnian Serb republic and expel all non-Serbs from its territory. According to Bosnian Muslim government sources, more than 11,000 people were known dead, 56,000 were missing and believed dead, and 128,000 had been wounded in the ongoing struggle by the end of 1992. The UNHCR estimated that the number of displaced persons, refugees, and people in need in former Yugoslavia totaled about 2.7 million in August 1992, of which 1.35 million were in B-H. Some 422,700 had fled to other countries.

Despite numerous ceasefire agreements, fierce fighting continued in the capital, Sarajevo, and other parts of B-H. Surrounded by Serbian nationalists attacking from the hills outside the city, much of Sarajevo lay in ruins. More than two-thirds of B-H was under Serb control by the end of September 1992. Reports of massive violations of human rights, including torture, intimidation, "ethnic cleansing," and other atrocities provoked international outrage.

On Nov. 26, 1991, U.S. Ambassador Warren Zimmermann issued a disaster declaration. A U.S. assessment team traveled to former Yugoslavia in December 1991. This was followed by an announcement by President Bush that the United States would provide $7 million through RP grants to the ICRC, UNHCR, and UNICEF. Subsequent multilateral grants brought RP's total contributions to $33,632,138 in FY 1992.

In January, the IRC, under a grant agreement with OFDA, initiated a relief program in former Yugoslavia, working with local and international organizations in the affected areas. OFDA funded DOD transport to Zagreb of MREs and other relief supplies from Italy and Rotterdam, provided 10,000 stoves and 10,000 fuel containers through UNHCR, and shipped 1,000 rolls of plastic sheeting for shelter repair. In addition, OFDA gave grants to UNICEF for medical assistance and distribution programs and provided technical assistance to UNHCR and G-24 (a group of 24 governments whose representatives meet in Brussels under EC chairmanship to coordinate policy issues and aid). Finally, OFDA sent consultants to assist with U.S. relief activities and fielded an assessment mission to Macedonia.

Small children were placed inside the cabs of convoy vehicles during inclement weather. Funding from OFDA enabled the IRC and Soliderites to carry out vital relief projects in former Yugoslavia. (Photo by William Stuebner, OFDA/DART/Zagreb)

A.I.D.'s FHA/FFP approved the provision of food commodities for all areas of former Yugoslavia; total food commitments totaled $9.35 million. A.I.D.'s Europe Bureau sent a medical assessment team to B-H and funded a shipment of medical supplies through Project Hope; the Europe Bureau's contribution was $619,900. DOD provided MREs, powdered milk, B-rations, and DOD excess property clothing for the relief effort. DOD also participated in

the U.N.-sponsored airlift of relief supplies to Sarajevo. The total DOD contribution reached $44,849,574.

In August, the U.N. Security Council authorized the use of any means necessary to guarantee the delivery of relief supplies to civilians, and the U.N. Human Rights Commission voted to send a representative to Bosnia to investigate reported atrocities. The U.N. issued a consolidated appeal Sept. 4, calling for $434,165,800 to cover life-threatening emergency needs. The U.N. Secretary General designated UNHCR as the lead agency in the relief effort, with its activities complementing those of the ICRC, which began a program in Yugoslavia in mid-1991. The ICRC carried out its activities in several affected towns and provided assistance to 26 hospitals in B-H. Despite security concerns, the UNHCR planned a comprehensive land convoy system, with regular visits to accessible points. The U.N. also sponsored relief flights to Sarajevo, involving more than 18 nations. The European Community was an important player in the relief effort, committing a total of $211,250,000 for relief operations by September 1992. G-24 countries had committed a total of $289,064,000, exclusive of USG contributions, by Sept. 1. U.S. PVOs, other countries, and international organizations also made significant contributions.

OFDA Assistance	**$3,760,201**
Other USG Assistance	**$87,831,712**
Total USG Assistance	**$91,591,913**

Georgia—Emergency

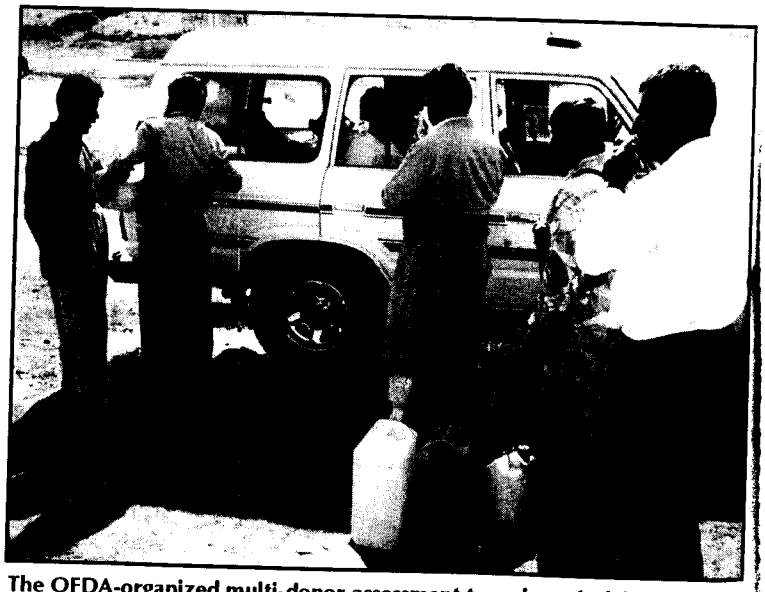
One of the major problems faced by the Newly Independent States of the former Soviet Union was the shortage of basic medical supplies, especially vaccines, drugs, anesthesia, and antibiotics. This situation reached crisis proportions in the Republic of Georgia. Following independence, Georgia could no longer rely on Russia as its primary source of medical supplies and lacked the hard currency to procure needed vaccines, pharmaceuticals, and basic medical equipment from other sources. The internal conflict in the Abhazia region of Georgia required that remaining medical stocks reserved for civilian use be diverted for provision to wounded military personnel. There was also continued concern over reports of outbreaks of infectious diseases (especially diphtheria) along the Georgia-Russia border that could spread throughout the country.

On June 11, U.S. Charge d'Affaires Thomas Hanson declared a state of disaster in Georgia because of the acute nonavailability of insulin in the country. Especially at risk were approximately 1,000 children who no longer received their daily doses of insulin from diabetic hospitals in the capital city of Tbilisi. At the request of A.I.D.'s Newly Independent States Task Force (AID/NIS/TF), OFDA used its emergency procurement capabilities to purchase 194,000 vials of insulin from Eli Lilly & Co. and 500,000 syringes from Becton-Dickinson. The insulin and syringes were delivered to Georgian Ministry of Health authorities on June 23. Georgia's Coordinator of Humanitarian Assistance and the head of the Diabetic Children's Protection Association expressed their appreciation to the USG for providing the 6- to 8-month supply of insulin for adults and children. Additional emergency medical assistance was provided through AID/NIS/TF's Emergency Medicines Project, UNICEF, and IFRC.

OFDA Assistance	**$1,154,940**

Iraq—Emergency

An estimated 3.1 million people, most of them belonging to the Kurdish ethnic group, live in the northern portion of Iraq, in the governorates of Dohuk, Erbil, and Suleymaniyah. Virtually one-half of this population had fled into Iran and Turkey at the end of the Persian Gulf War, but returned to northern Iraq following the establishment of a Coalition Force-protected no-fly zone above the 36th Parallel. On June 30, 1991, the U.N. signed a 1-year memorandum of understanding (MOU) with the Government of Iraq (GOI), guaranteeing the presence of a U.N. Guard Force to maintain security on the ground and permitting U.N. agencies and signatory NGOs to provide humanitarian assistance to the affected population. However, the



The OFDA-organized multi-donor assessment team buys fuel for its vehicle from a roadside vendor, the only available source because of the internal embargo imposed on northern Iraq by the Iraqi government. (Photo by Shawn Messick, AID/FHA/OFDA)

GOI frequently violated the MOU by imposing bureaucratic impediments on the U.N. and NGOs and physically harassing U.N. guards and relief workers. In May 1992, the citizens of Dohuk, Erbil, and Suleymaniyah governorates voted for political autonomy from the Baghdad regime, and, in retaliation, the GOI imposed an economic blockade on domestic trade of government-subsidized food rations, diesel fuel, and kerosene into the region. In June, the MOU expired, although the U.N. and such NGOs as MSF, SCF/UK, and Caritas continued to provide aid. The entire population of 3.1 million was cut off from its primary source of fuel for heating and cooking, and an estimated 750,000 people depended on food aid distributed by the U.N. and NGOs.

To make matters worse, the Government of Turkey (GOT) clamped down on trade between Turkish entrepreneurs and northern Iraqis. GOT military forces launched several attacks into northern Iraq against the Kurdish Workers Party, a left-wing, Turkish Kurd separatist movement. In turn, the Kurdish Workers Party began terrorizing and obstructing Turkish truck drivers delivering supplies into northern Iraq. Explosive devices were found attached to U.N. trucks that had gone through Iraqi checkpoints, and U.N. guards and relief workers were repeatedly threatened and harassed. One U.N. guard was assassinated, and several U.N. guards and relief workers were wounded in Iraqi terrorist attacks. The increasing number of security incidents, coupled with the GOI internal embargo and the disruption of the transport of supplies from Turkey, raised concern that a sizable portion of the population would be cut off from food and fuel during the upcoming winter.

In FY 1992, the U.S. Congress appropriated $30 million to DOD to provide humanitarian assistance in northern Iraq. By the end of the fiscal year, DOD delivered and distributed more than 7,000 MT of wheat and barley seeds for winter planting, 12,500 MT of flour, 486,200 gallons of diesel fuel, and 743,000 gallons of kerosene. The total value of DOD's FY 1992 humanitarian assistance was estimated at $15 million. In addition, FFP contributed 28,060 MT of Title II food commodities, valued at $11,763,100, to WFP's International Emergency Food Reserve for distribution in northern Iraq. RP furnished $44.35 million in grants to various international relief agencies, including $9 million to UNHCR, $12.57 million to UNICEF, and $12.1 million to the U.N. Guard Force.

On Sept. 10, 1992, Edward P. Djerejian, Assistant Secretary of State for Near Eastern and South Asian Affairs, issued a disaster declaration for northern Iraq. OFDA helped organize a multidonor assessment team, composed of representatives of the U.N., EC, and the governments of the U.K., France, and Turkey, along with several NGOs, to conduct a winter emergency needs assessment in northern Iraq. The team was led by OFDA Regional Advisor Kate Farnsworth and included a transport expert, an epidemiologist, and an operations officer provided by OFDA. Funds to support the team were taken from the FY 1992 account, although the team traveled to northern Iraq in early FY 1993.

OFDA Assistance	**$78,889**
Other USG Assistance	**$71,113,100**
Total USG Assistance	**$71,191,989**

Kyrgyzstan—Earthquake/Floods

An earthquake measuring 7.0 on the Richter scale shook the districts of Osh and Jalalabad in southern Kyrgyzstan on May 15, 1992. The same region received torrential rains from May 15–17 that triggered floods, mudslides, and snow avalanches throughout the region. More than 51,000 ha. of agricultural land were inundated, and crops were lost. The earthquake and floods left four people dead and at least 50,000 others homeless. The U.S. Embassy reported a total of 17,665 houses damaged or destroyed, as well as damage and destruction to several schools, hospitals, and kindergartens. Infrastructural damage was also reported to 129 km. of power lines, 576 km. of roads, 50 bridges, and several irrigation systems. DHA/UNDRO estimated total damage to the region at $31 million. Russia, a major donor, responded with a grant of 1 billion rubles to Kyrgyzstan.

On May 27, U.S. Charge d'Affaires Edward Hurwitz declared a disaster because of the effects of the earthquake and floods. The damage to hospitals and health systems exacerbated the already existing shortage of medical supplies. The Charge provided $25,000 to the IFRC for the purchase of urgently needed medical supplies for distribution by the local Red Crescent Society. The USG contribution paid for 10 medical kits, which supplied 30,000 people for up to three months with basic drugs. A total of 25 medical kits were sent by the IFRC, with major funding from the Danish government.

OFDA Assistance	**$25,000**

Kyrgyzstan—Earthquake

An earthquake measuring between 6.5 and 7.5 on the Richter scale hit southern Kyrgyzstan on Aug. 19, 1992. This earthquake exacerbated an already severe housing shortage created by an earthquake and floods that hit some of the same areas in May and June. The earthquake and the several aftershocks affected a total population of 130,000 in the Jalalabad, Naryn, and Talas areas of southern Kyrgyzstan. Fifty-four people were reported dead or missing, more than 100 were injured, and 16,800 were left without shelter. The U.S. Embassy reported 9,884 houses

damaged, 2,137 of which were completely destroyed. In addition, 26 of the 79 health facilities in the affected area were damaged, and 13 schools were rendered unusable. Total damage was estimated at approximately $130 million. Temporary housing was the most urgent need because of the location of affected villages in mountainous areas, where winter weather sets in as early as October.

Charge d'Affaires Robert Weisberg declared a disaster on Aug. 22 and requested the immediate allocation of the Ambassador's Authority for the purchase and delivery of urgently needed medicine. Three emergency health kits were purchased through UNIPAC and sent to the affected region. OFDA also funded a housing expert from the consulting firm INTERTECT to conduct a shelter assessment following the earthquake. The housing expert recommended that OFDA provide yurts, dome-like tents indigenous to the region, as temporary shelter for the earthquake victims. OFDA provided USAID with $100,000 to purchase 333 of these tents from Kench, a state-owned firm. Other donors involved in the relief effort included Russia, Kazakhstan, Sweden, Iran, Switzerland, Denmark, Turkey, DHA/UNDRO, IFRC, and CARE.

OFDA Assistance **$152,715**

Lebanon—Civil Strife

During the summer and fall of 1991, southern Lebanon experienced an escalation of military activities and air raids along the Israeli border and fighting on the ground between the Lebanese army and the Palestine Liberation Organization. The intensification of civil strife caused extensive damage to water and sanitation systems, agricultural areas, and thousands of homes. By October 1991, the casualty toll was estimated at 206 deaths and 627 injuries. On Oct. 23, 1991, U.S. Ambassador Ryan Crocker declared a disaster for the fourth consecutive year because of the continuing civil strife in Lebanon. OFDA amended its ongoing grant with SCF/US to repair damaged water systems, rebuild houses, and provide medical aid for approximately 151,000 people.

OFDA Assistance **$299,306**

Tajikistan—Floods

Beginning in mid-May 1992 and continuing into June, a series of disasters caused extreme hardship for the former Soviet republic of Tajikistan. Constant heavy rains for 100 hours from May 14 through 19 produced flooding and mudflows in the Kus region after the Vaksh and Yakshu Rivers overflowed. Sections of natural gas and water pipelines were washed away, 60% of water service was cut off, bridges and roads were destroyed, and irrigation systems were clogged with silt. Severe cases of diarrhea and three cases of typhoid were reported. On May 21 and 22, a freak hail storm struck the Farkhor, Moscovski, Panj, and Dangara regions, and on June 7, heavy rains fell on the capital city of Dushanbe, leaving 3,500 homeless and six persons dead. In the town of Komsomolobad, a landslide and river bank collapse on July 5 resulted in 40 deaths and more than 40 homes destroyed. An evacuation center was established 25 km. away from the town. By July, dysentery and infectious diarrhea had reached epidemic levels, raising the level of child mortality in the towns of Kylyab and Kurgan Tyube (75 km. south of Dushanbe). The total damage throughout the country was estimated at $300 million.

Compounding the problems caused by the flooding, Tajikistan is considered the poorest of the former Soviet republics and had major medical shortages before the disaster. Furthermore, political unrest led to displaced persons moving from town to town throughout the flood period, leading to further shortages. For example, civil strife in Kurgan Tyube resulted in 1,300 deaths and hundreds of injuries. By July, 60,000 displaced persons had moved from northern Tajikistan to the Kulyab region. This displacement put extra burdens on the health care system.

On May 25, Charge d'Affaires Stanley Escudero declared a disaster and used his $25,000 disaster assistance authority to furnish ground transportation of the first relief supplies from Kurgan Tyube to Kulyab. In June, OFDA fielded a DART, which included a team leader, a CDC epidemiologist, a logistics officer, and an agricultural specialist, to conduct a needs assessment of all the affected regions. The DART recommended that the USG provide medicine, water and sanitation equipment, and shelter materials. Based on these recommendations, OFDA provided $69,683 for the local purchase of water pipes and tents, 2,400 wool and cotton blankets from the Guam and Leghorn stockpiles, 100 rolls of plastic sheeting from the Leghorn stockpile, and emergency drugs and medical supplies from UNICEF.

OFDA Assistance **$204,759**

Tajikistan—Landslide

On May 13, 1992, heavy rains produced a large mudslide that struck the village of Kandak (100 km. east of Dushanbe), killing more than 100 people and destroying houses and other structures. Charge d'Affaires Stanley Escudero declared the site a disaster on May 16 and allocated $15,000 of the Ambassador's Authority for the local purchase of clothing, food, bedding, medicine, and construction materials.

OFDA Assistance **$15,000**

Turkey—Accident

In the town of Zonguldak, Turkey, a coal mine explosion on March 3, 1992, killed more than 270 people. At least 122 bodies were recovered, but as many as 150 miners were missing and presumed dead. The explosion, caused by the combustion of natural methane gas, started numerous fires, which greatly hindered recovery efforts. U.S. Ambassador Richard Clark Barkley declared a disaster on March 6, and the $25,000 Ambassador's Authority was allocated to a special fund established to assist the families of the explosion victims.

OFDA Assistance	**$25,000**

Turkey—Avalanches

On Feb. 1, 1992, severe snowstorms set off a series of avalanches in several districts of southeastern Turkey. A total of 70 avalanches struck 8 districts and resulted in approximately 70 injuries and 261 deaths; overall, more than 1,000 people were affected. On Feb. 3, U.S. Ambassador Richard Clark Barkley declared a disaster and allocated the $25,000 Ambassador's Authority to the Turkish Red Crescent Society for relief operations. U.S. military helicopters from Incirlick Airbase brought in medical and relief specialists with food, clothing, blankets, water, and sleeping bags to the town of Gormec and evacuated 17 injured victims to Diyarbakir.

OFDA Assistance	**$25,000**

Turkey—Earthquake

On March 13, 1992, an earthquake registering 6.8 on the Richter scale rocked the city of Erzincan and its surrounding province in mountainous eastern Turkey. Two days later, a second earthquake registering about 6.0 centered on the town of Tunceli (southwest of Erzincan) and sent tremors throughout the province. These earthquakes resulted in 547 dead, 2,000 severely injured, 230,000 affected, and damage to more than 18,000 buildings. Because of the harsh winter weather, temporary shelter became an immediate concern. Other needs included heaters, blankets, water purification units, blood plasma, and antibiotics. Railways and roads were damaged or blocked by landslides, and power and water systems were knocked out.

On March 14, U.S. Ambassador Richard Clark Barkley declared a disaster and donated $25,000 into a special account for emergency assistance to the earthquake victims. U.S. military forces in Turkey immediately dispatched teams to the site, along with food, portable lights, and tow vehicles. Also, a team of 18 U.S. military engineers reached Erzincan on March 16 to repair a wing of the city's damaged hospital. OFDA gave $270,000 to the Turkish Red Crescent Society for the local purchase of family-sized tents. OFDA also covered the costs of a USGS technician and six seismographs that were sent to the area and reimbursed the Fairfax County Fire Department search and rescue team that had been put on alert. U.S. military earthquake relief assistance was valued at $184,670.

OFDA Assistance	**$308,273**
Other USG Assistance	**$184,670**
Total USG Assistance	**$492,943**

Uzbekistan—Earthquake/Floods

On May 15, 1992, an earthquake registering 5.6 on the Richter scale rocked the eastern portion of the former Soviet republic of Uzbekistan. The quake was accompanied by a week of the heaviest rains reported in 19 years. The most damaged area was the Andizhan Oblast along the Syrdarya River in the Fergana Valley, with extensive damage in the Namangan Oblast (along the same river) and the Kashkadarin Oblast (along the Amudarya River). The earthquake and flooding resulted in nine people dead, 50,000 homeless, and significant damage to hospitals, houses, small businesses, schools, and the cotton crop. On May 21, Charge d'Affaires James S. Elliott declared a disaster and drew on $20,000 of his Ambassador's Authority for the purchase of medicine (including antibiotics for Hepatitis B and dysentery) and construction materials to repair damaged buildings. During the summer, the USG, through the newly established Newly Independent States Task Force of A.I.D., sent an emergency medical assessment team and funded an immunization program.

OFDA Assistance	**$20,000**

Yemen—Earthquake

On Nov. 22, 1991, an earthquake measuring 4.5 on the Richter scale hit a rural and remote region of southern Yemen, killing 11 people and causing widespread damage to infrastructure and dwellings. Although injuries were relatively light, approximately 93,000 people were left homeless as their mud and stacked-stone dwellings could not withstand the earthquake. The earthquake was followed by continuous seismic activity and tremors in the area. Some 20 to 30 shocks per day, with magnitudes less than 3.5 on the Richter scale, caused further damage and weakness to rural dwellings, delaying the reconstruction effort and creating the need for long-term relief assistance. Following U.S. Ambassador Arthur Hughes's disaster declaration on Nov. 24, OFDA committed $5,000 for the local purchase of 100 large tarpaulins for distribution in the quake area.

OFDA Assistance	**$5,000**

Bahamas
Mexico
Nicaragua
Costa Rica
Ecuador
Peru
Paraguay
Argentina
Uruguay

Latin America and the Caribbean

Argentina—Floods

Heavy rains in April 1992 caused the Parana and Paraguay Rivers and their tributaries to swell, resulting in widespread flooding not only in Argentina, but also in Paraguay and Brazil. Flood levels reached historic records in many parts of northern Argentina, where official reports estimated more than 100,000 people were forced to evacuate. On May 22, U.S. Ambassador Terence Todman declared a disaster and targeted the $25,000 Ambassador's Authority for the local purchase of essential medicines. As continued rainfall caused the rivers to rise in June, it became evident that the need for emergency relief far exceeded original requests for assistance. OFDA provided an additional $25,000 for the local purchase of relief supplies. OFDA also obligated $142,054 for the purchase and delivery of 150 rolls of plastic sheeting and 4,000 wool blankets, which were airlifted by DOD from OFDA's stockpile in Ft. Clayton, Panama, to Buenos Aires. OFDA Regional Disaster Advisor Alejandro James supervised OFDA emergency activities in Argentina and Paraguay. By early July, the situation started to improve in many parts of the affected areas, allowing a portion of the evacuees to return to their homes.

OFDA Assistance **$192,054**

Bahamas—Hurricane

Hurricane Andrew struck the island of Eleuthera head-on Aug. 23, 1992, and caused extensive damage to Bimini, the Berry Islands, Spanish Wells, Harbour Island, Gun Cay, Ocean Cay, Cat Cay, and Chub Cay. The estimated $250 million in damages resulted in four deaths, approximately 1,700 homeless, five schools and 800 homes destroyed, and severe damage to the water, sanitation, transportation, and telecommunications systems. The agricultural and fishing industries were also adversely affected. On Aug. 25, Charge d'Affaires Lino Gutierrez declared a disaster and allocated the $25,000 Ambassador's Authority for emergency relief supplies, including food, water, and shelter. In early September, U.S. Ambassador Chic Hecht requested another $50,000, which OFDA authorized for a vector control program to control rodents and insects (particularly mosquitoes) and prevent the outbreak of diseases.

OFDA Assistance **$75,000**

Costa Rica—Fires

On the morning of April 9, 1992, a major fire swept through the Talamanca Region, an area covered by forest with an altitude of 3,000 meters (about 10,000 feet). The forest fire affected some 1,200 people in three provinces and destroyed an estimated 4,000–5,000 ha. of land, much of it in some of Costa Rica's richest biodiverse forests. The mountainous terrain and jungle growth made initial firefighting efforts grueling, and local firefighters were overwhelmed. In response to the Government of Costa Rica's request for assistance, U.S. Ambassador Luis Guinot declared a disaster later that day. OFDA immediately responded by procuring and delivering firefighting equipment (chainsaws, backpack pump outfits, and tools) to the affected area. With the equipment, and help from timely rains and calm winds, the fire was slowly controlled.

OFDA Assistance **$19,980**

Ecuador—Flood

On March 24, torrential rains caused heavy flooding along the coast of Ecuador, affecting more than 125,000 people in 10 provinces. According to civil defense officials, weeks of floods left 22 people dead and 16,000–18,000 families homeless and destroyed 55,000 ha. of cropland, including banana crops, Ecuador's principal agricultural export. In addition, hundreds of kilometers of roads were destroyed, and incidences of cholera, typhoid, malaria, and dengue fever rose sharply because of thousands of acres of stagnant water. On April 8, Charge d'Affaires Jim Mack declared a disaster. OFDA allocated $25,000 to Partners of the Americas to assist in the resettlement of displaced families, the purchase of food, medicine, and other basic needs, and the provision of potable water to flood victims.

OFDA Assistance **$25,000**

Mexico—Accident

On April 22, 1992, more than 15 earthquake-like underground explosions rocked the city of Guadalajara, Mexico. The explosions were allegedly caused by either gasoline or liquid hexane that had leaked into the municipal sewer system. Damage was estimated at $300 million and covered approximately 20 square blocks. The accident caused more than 200 deaths and 1,600 injuries and left 15,000 homeless. The explosions destroyed more than 1,200 buildings and 600 vehicles and resulted in chemical fires, utility shutdowns, and the evacuation of thousands of people in areas where the smell of gas was evident. On April 24, U.S. Ambassador John Negroponte declared a disaster and allocated the $25,000 Ambassador's Authority for general cleanup, medical services, and emergency supplies. On April 27, upon the request and at the expense of the Mexican Institute of Water Technology, a team of U.S. EPA and Coast Guard personnel was sent to evaluate the ecological damage and to identify the necessity for emergency actions and equipment.

OFDA Assistance	**$25,000**

Nicaragua—Tsunami

In the early evening of Sept. 1, 1992, an earthquake registering 7.2 on the Richter scale, with its center approximately 121 km. southwest of Managua, triggered a 3- to 9-meter-high tsunami that struck 125 km. of Pacific coastline from Corinto in the north to El Astillero in the south. The estimated $25 to $30 million in damages resulted in 116 deaths, 489 injured, 63 missing, 3,500 homeless, 1,300 homes destroyed or badly damaged, and a total of 40,500 people affected. The wave, which moved inland approximately 300 to 400 meters, also destroyed the fishing fleet.

On Sept. 2, Charge d'Affaires Ron Goddard declared a disaster and allocated the $25,000 Ambassador's Authority to purchase food, water, and shelter materials for Nicaraguans whose homes were destroyed by the tsunami. OFDA Regional Advisor Paul Bell traveled to Nicaragua to conduct an assessment. The cost associated with his assessment mission was $9,668. Based on his recommendations, OFDA arranged for the delivery, by C–130 aircraft, of 132 rolls of plastic sheeting, 980 collapsible water containers, and six 11,355-liter water storage tanks from DOD's Panama stockpile. These will be replaced to the stockpile and charged to FY 1993 accounts.

OFDA Assistance	**$34,668**

Nicaragua—Volcanic Eruption

On April 9, 1992, the Cerro Negro volcano, located about 24 km. from Leon, erupted. The volcano spewed a dense column of ash 7,012 meters into the air. Up to 1.5 meters of ash and sand were deposited in areas within close proximity of the volcano, and 5 cm. were reportedly accumulated in Leon. More than 50 homes and several buildings collapsed under the weight of volcanic ash. One teenage boy was killed while trying to clear away ash from his roof, and approximately 75 people suffered injuries. The Sandinista People's Army, assisted by the Nicaraguan Red Cross, evacuated 7,500–10,500 people from the immediate vicinity and moved them to nine displaced persons camps established in and around Leon. According to Government of Nicaragua estimates, up to 300,000 people were affected, and 14,000 ha. of agricultural land were damaged.

On April 11, Charge d'Affaires Ronald Godard declared a disaster. OFDA responded immediately by dispatching OFDA Regional Advisor for Central America Paul Bell to assess the most critical needs of the affected population. The $25,000 Ambassador's Authority was turned over to PAHO for the local purchase of powdered milk to be distributed to evacuees. On April 16, OFDA sent 100 rolls of plastic sheeting (22,032 sq. meters), 1,505 collapsible water containers, and 5,300 dust masks from its stockpile in Panama using U.S. Air Force transport. Another 51,600 masks were purchased in the United States and flown to Nicaragua by commercial airlines. The total value of commodities and transport totaled $70,365. In addition, USAID/Managua allocated $90,000 (as part of an ongoing public works project) to hire cleanup crews in Leon.

OFDA Assistance	**$95,365**
Other USG Assistance	**$90,000**
Total USG Assistance	**$185,365**

Paraguay—Floods

By mid-May 1992, record rains caused the Paraguay River to reach record heights, resulting in flooding in communities around Concepcion. The flooding caused severe damage to crops and farmland, and large numbers of cattle and domestic animals perished. Although no human deaths were reported, the National Emergency Committee estimated that 65,575 people were affected, many suffering from cholera and diarrhea. This number does not include an additional 10,000 people located in isolated areas, some of them in small communities along tributaries.

On May 11, U.S. Ambassador Jon Glassman declared a disaster and released $25,000 in cash for the local purchase of blankets and medicines. Two OFDA Regional Advisors flew to Paraguay to assist the government in conducting an assessment. In addition, OFDA authorized the release and airlift of 400 rolls of plastic sheeting, valued at $145,400, from OFDA's stockpile to be used for temporary shelter, along with the building of small health posts in the

displaced settlements. DOD supplied $120,000 worth of MREs.

OFDA Assistance	**$170,400**
Other USG Assistance	**$120,000**
Total USG Assistance	**$290,400**

Peru—Drought

Insufficient rainfall in the central and southern highlands of Peru resulted in a severe drought, which many experts considered to be the worst of this century. The drought was thought to be caused by the El Nino phenomenon, an anomalous oceanic occurrence that affects the strengths and positions of jet streams in the subtropics and manifests in a major drought or flooding. The drought had devastating effects on agricultural and livestock production, causing the Government of Peru (GOP) to declare a state of emergency in 16 departments. According to GOP reports, only 64% of the total hectares of the arable agricultural land were planted, a reduction of 15% from the 1990–91 season, and about 90% of total hectares lost were crops for human consumption, a value of approximately $250–300 million.

Emergency conditions were initially verified by a team of consultants contracted by USAID/Lima in March 1992. Two months later, a USAID/Lima team led by OFDA's Regional Disaster Advisor Rene Carrillo visited several of the most affected departments to ascertain the magnitude of the disaster. The team reported that the affected population suffered great losses in purchasing power, the levels of cholera, malaria, and dengue fever had increased, and approximately 1.1 million people would be unable to satisfy their annual food needs without outside assistance. On July 14, U.S. Ambassador Anthony Quainton declared a disaster. OFDA provided $2,829,003 to help small and subsistence farmers restore crop and agricultural productivity and to prevent the migration of rural families to the cities. In addition, FFP contributed 4,901 MT of Title II emergency food for a total value of $1,335,800.

OFDA Assistance	**$2,829,003**
Other USG Assistance	**$1,335,800**
Total USG Assistance	**$4,164,803**

Peru—Floods

Excessive rainfall and river flooding occurred in the regions of Grau and San Martin in northern Peru during the last weeks of March 1992. The flooding resulted in severe damage to housing, agricultural production, and infrastructure. According to Peru's disaster management authority, INDECI, approximately 30,000 people were affected by the rains. U.S. Ambassador Anthony Quainton declared a disaster on April 2 and allocated the $25,000 Ambassador's Authority for the purchase of shelter materials for the flood victims.

OFDA Assistance	**$25,000**

Uruguay—Floods

During the end of May and early June 1992, numerous homes were destroyed in northwestern Uruguay as a result of excessive rainfall and flooding in the region. According to DHA/UNDRO, the Uruguay and Cuareim Rivers overflowed into adjacent lands, killing cattle and forcing the evacuation of 4,700 people, primarily from the Artigas, Salto, Paysandu, and Rio Negro departments. On June 9, U.S. Ambassador Richard C. Brown declared a disaster and allocated the $25,000 Ambassador's Authority for the purchase of medicine, blankets, and food supplies.

OFDA Assistance	**$25,000**