

**ASSESSING THE RESPONSE TO  
TYPHOON YOLANDA/HAIYAN**

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**HEARING**  
BEFORE THE  
SUBCOMMITTEE ON EAST ASIAN  
AND PACIFIC AFFAIRS  
OF THE  
COMMITTEE ON FOREIGN RELATIONS  
UNITED STATES SENATE  
ONE HUNDRED THIRTEENTH CONGRESS  
FIRST SESSION

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## **ASSESSING THE RESPONSE TO TYPHOON YOLANDA/HAIYAN**

**TUESDAY, NOVEMBER 19, 2013**

U.S. SENATE,  
SUBCOMMITTEE ON EAST ASIAN AND PACIFIC AFFAIRS,  
COMMITTEE ON FOREIGN RELATIONS,  
*Washington, DC.*

The subcommittee met, pursuant to notice, at 10:33 a.m., in room SD-419, Dirksen Senate Office Building, Hon. Benjamin L. Cardin (chairman of the subcommittee) presiding.

Present: Senators Cardin, Markey, Rubio, and Flake.

Also Present: Senator Brian Schatz.

### **OPENING STATEMENT OF HON. BENJAMIN L. CARDIN, U.S. SENATOR FROM MARYLAND**

Senator CARDIN. Well, good morning. Let me welcome you all to the Subcommittee on East Asia and the Pacific from the Senate Foreign Relations Committee.

Let me thank Chairman Menendez for allowing us to conduct this subcommittee hearing on such short notice.

Senator Rubio, thank you very much for your help, and your staff's help, in arranging this hearing in record time.

When they say the Senate cannot act quickly, we did act quickly on putting this hearing together, and I very much appreciate that, all the people who worked to make this possible.

To Ambassador Cuisia, it is nice to see you again. We were together yesterday in Bowie. I will refer to that a little bit. But, the Filipino Ambassador to the United States is a friend and has been extremely helpful to us. Shortly after the typhoon, we had a chance to talk, and, at that time, I expressed our deep condolence on the loss of life as a result of the typhoon and America's interest to exercise leadership internationally in assisting the Filipinos in the recovery, saving lives, and dealing with the restorations that are going to be necessary for the people of the Philippines.

The tragic typhoon, Yolanda, was horrible, tragic. The numbers that we have from yesterday—as of yesterday, from USAID—indicates that over 10 million people were affected. There were close to 4,000 confirmed deaths, to date. That number will certainly change, unfortunately. Four million people have been displaced, 571,000-plus homes were damaged or destroyed by the typhoon. And the U.N. humanitarian action puts the emergency response humanitarian dollar need at over \$300 million. And I know that that is just an estimate. It could very well exceed those numbers. And obviously, it presents a real challenge.

I wanted to also acknowledge Senator Schatz, who is with us today representing the State of Hawaii. He is not a member of our committee, but he has been deeply concerned about this issue. Many Filipino Americans live in Hawaii, and I know that he has been very actively engaged, and we welcome you to this hearing.

The Philippines is a close ally of the United States. I need not tell that to the people in this room. We know the sacrifices that they endured during World War II, their incredible strategic partnership with the United States. It is a very important partner of the United States. And obviously we are concerned about humanitarian needs anywhere, but, when it hits one of our friends, it is a particular concern to the United States.

The response has been led by the Philippine Government, as it should, and they recognized immediately that they needed help. And the United States responded, even before the typhoon struck, by positioning resources, knowing that it may well have been needed. In fact, it was needed.

I am proud of the U.S. leadership committing \$20 million in aid. The USAID Disaster Assistance Response Team is on the ground. We appreciate that very much. The Department of Defense has mobilized in the region, and the State Department has been engaged. So, there has been a United States response, with the international community, to assist the Philippine Government. The immediate needs have been in the area of food, water, medicine, and logistics. The long-term needs are going to be the rebuilding of the affected areas. And clearly that will become a challenge for the Philippine islands and for the help of the international community.

It is personal to many people in America. We have 4 million Americans of Filipino descent that live in America. In my own State of Maryland, we have 26,000. And yesterday, with the Ambassador's assistance, and, Jeremy, with your help, we met with representatives of the Filipino community in Maryland. And they are obviously very anxious, because they have relatives and friends that were directly impacted, and they are worried about their well-being. They also are frustrated because they want to help, and how can they help? And that is a question that we are going to try to focus on during this hearing, is, How can individuals help in the response effort? What is the best way to do it?

I thought the meeting in Bowie was particularly helpful, but it was clear to me that we have to keep a focus on what is happening. And that brings me to this hearing. The purpose, of course, is to get an update as to where the circumstances exist today in the Philippines, what is the government doing, what is the international response, and what role America is playing on this latest humanitarian need.

With that, let me turn it over to Senator Rubio for his comments.

**OPENING STATEMENT OF HON. MARCO RUBIO,  
U.S. SENATOR FROM FLORIDA**

Senator RUBIO. Well, Mr. Chairman, thank you for holding this timely hearing.

Over the past week, our hearts have been broken by the news and the images that have been coming out of the Philippines. Entire towns and villages, and of course the lives of real people,

have been ruined. Thousands of human beings are dead, and the toll continues to rise every day.

It is in times like these, by the way, where we are reminded of how important an engaged America is for the world, especially for allies like the Philippines. We, as a nation, have pledged to provide the Filipino people with humanitarian assistance, and deployed some of our brave men and women in uniform to assist with these efforts.

And, as yesterday's front page of Florida Today—which is a newspaper in my State's Space Coast—ran a story that sums up what impact we are having, and the good will that it engenders.

So, in addition to being the right thing to do morally, this has a foreign policy implication for our country. Let me tell you what it says in the article, briefly. It says, "U.S. Military a Godsend for Typhoon Victims." "They are saving us," says one grateful victim.

As Americans, this is what we have always done as a people. This is who we still are. Contrast that, by the way, with Beijing, whose initial pledge was \$100,000—\$100,000, just a fraction of what was committed by other countries a fraction of their size. They have, of course, increased that pledge now to 1.6 million, in U.S. dollars—again, still dwarfed by what China can and cannot do. It is a separate conversation to be had, but a point of why it is so important that the United States remain engaged.

By the way, our assistance is not just limited to what our governments can do. American civil society, like non-for-profits, like the American Red Cross, and faith-based organizations, like Samaritan Purse and the Tim Tebow Foundation, have stepped up to help Americans turn their desire to help into action. This includes, by the way, many Floridians of Filipino descent, who have expressed a number of concerns I will address in my questions later on. And, as the chairman has already pointed out, Americans of Filipino descent are a significant part of our country involved in every aspect of our lives. In my own office, my chief of staff, Cesar Conda, who is here today, has family in the Philippines. And so, this is an issue that reaches all of us.

As a nation, we all know too well about the tragedies that natural disasters can cause. We know about how to save lives and help ensure much-needed food, water, and supplies reach the people who need it most. And we know about the resilience of the human spirit and how to rebuild our communities better and stronger than ever. Our example, our assistance, and our prayers are needed, today more than ever, by our allies in the Philippines, because, again, this is simply who we are as a people. This is who we are and have been and continue to be as Americans.

In return, the American people, as taxpayers, as charitable donors, expect us to ensure that this assistance does what it is intended to do and reaches whom it is intended to reach. We recognize that nothing does more to undermine Americans' willingness to help other nations in time of need than seeing unscrupulous actors filling the void left in the wake of natural disasters and exploiting the moment. So, it is important to ensure that that does not happen, as well.

So, I look forward to learning more about the administration's plans to ensure that our response to the calamity in the Philippines

is swift, transparent, and effective. And I thank you, Mr. Chairman, for making this a priority.

Senator CARDIN. We also recognize Senator Flake, who is on the subcommittee. Nice to have you here. Thank you for being here.

I am going to turn to our two witnesses, at this point. First, the Honorable Scot Marciel, the Principal Deputy Assistant Secretary, Department of State, Bureau of East Asia and Pacific Affairs. Scot Marciel began his term as Principal Deputy Assistant Secretary in August 2013 after serving for 3 years as the U.S. Ambassador to the Republic of Indonesia. He has previously served as the Assistant Secretary, East Asia and Pacific Bureau, responsible for relationships with Southeast Asia, and the Ambassador for the ASEAN Affairs. Deputy Assistant Secretary Marciel is a career member of the Senior Foreign Service and joined the State Department in 1985. So, we thank you very much for your long, distinguished career in public service.

Our second witness will be Jeremy Konyndyk, the Director of USAID's Office of Foreign Disaster Assistance, who has delayed his trip to the Philippines to be here today. We thank you very much. And I very much appreciate the fact that you traveled all the way to Bowie, MD, yesterday to be with me and the Filipino community in Maryland. I thought that was very helpful, and I was very impressed by the coordinated efforts that you have undertaken on behalf of USAID.

We will start with Mr. Marciel.

**STATEMENT OF HON. SCOT MARCIEL, PRINCIPAL DEPUTY ASSISTANT SECRETARY, BUREAU OF EAST ASIAN AND PACIFIC AFFAIRS, U.S. DEPARTMENT OF STATE, WASHINGTON, DC**

Ambassador MARCIEL. Thank you, Mr. Chairman, Senator Rubio, Senator Flake, Senator Schatz, for giving me this opportunity to testify on the U.S. Government's response to Super Typhoon Yolanda, which struck the Philippines on November 8.

The typhoon, which was, as you know, one of the largest and strongest in history, struck the central Philippines from the east and carved a swath of destruction across the middle of the country. Hardest hit were Leyte, which is the site of General MacArthur's return to the Philippines in 1944, Samar, and a series of other islands. The typhoon's winds and a major storm surge killed an estimated 4,000 people, left hundreds of thousands of others homeless, and devastated cities, towns, and villages.

Even before the storm hit, U.S. Government agencies began preparing to respond. USAID prepositioned a team in Manila. Our Embassy in Manila issued a message warning American citizens of the storm, urging that they seek shelter. And many of us in Washington began to communicate and coordinate to prepare to respond to the storm.

Then, once the storm hit, the State Department, USAID's Office of Foreign Disaster Assistance, the Pentagon, Pacific Command, all working closely with the U.S. Embassy in Manila, began intensive communication and coordination to ensure a swift, effective, and transparent response. So, USAID and PACOM Disaster Assessment Teams went almost immediately to Tacloban, which you all



have seen in the press, to coordinate our response, working very closely, of course, with Philippine authorities, who, as you said, Mr. Chairman, have the lead on this.

There was an immediate agreement, throughout the administration at all levels, on the need for a rapid, effective response, both because of the scale of the disaster and because—as you said, Mr. Chairman—because the Filipinos are long-time friends and allies of the United States.

So, Jeremy is going to describe in detail the efforts on the ground. What I would like to do is highlight that the U.S. Government's response has been, I think, extremely well coordinated and substantial. Within a few days of the disaster, USAID had announced \$20 million in humanitarian assistance, and, just a few days ago, announced an additional \$10 million in assistance. So, as of yesterday, combined U.S. Government assistance in response to the disaster totaled \$37 million. That includes \$7 million of Defense Department funds.

Our military, as you know, has deployed substantial assets to assist, and, with the help of USAID colleagues and U.S. military on the ground, our assistance is reaching people in the affected areas and is making a difference. And, of course, U.S. companies, foundations, and private citizens are also contributing.

President Obama and Secretary of State Kerry have called their Philippine counterparts to offer condolences and assistance, and to stress our commitment to helping the Philippines respond to, and recover from, this disaster. At the State Department, we set up a Crisis Response Task Force to monitor developments and try to identify any obstacles to effective relief supply, and make sure we were well coordinated, as well as deal with a lot of calls from concerned American citizens. Our Embassy in Manila continues to play a very crucial role. It is kind of serving as a platform for coordination of all the agencies working through them to coordinate with Philippine authorities and private organizations, as well.

The State Department and the Embassy have a special responsibility for helping American citizens caught up in the disaster. There are now five confirmed American deaths caused by the typhoon. The State Department and the Embassy have been working pretty much around the clock to assist the families of those victims, but also have received nearly 1,000 requests for information from U.S. citizens—or, on U.S. citizens in the disaster area, and we have located almost 500—about 475 American citizens through our efforts.

Our consular officers from the Embassy are visiting Tacloban and the area around it pretty regularly to try to help out with those American citizens' services. And we continue, of course, to work very closely with the Philippine authorities, making sure to address any security concerns—again, identifying any obstacles to relief, and asking them constantly what more they need, so that our response is effective and targeted.

President Obama told President Aquino, during a November 12 phone call, that the United States was fully committed to a swift and coordinated response to help the people of the Philippines recover, and that we stand shoulder to shoulder with the Philippines, our treaty ally.

Mr. Chairman, Senator Rubio, other members, thank you again for allowing me to appear. I would be delighted to answer any questions.

Thank you.

[The prepared statement of Ambassador Marciel follows:]

PREPARED STATEMENT OF HON. SCOT MARCIEL

Thank you Mr. Chairman, Senator Rubio, and other members of the subcommittee for giving me this opportunity to testify on the U.S. Government's response to Super Typhoon Haiyan, which struck the Philippines on November 8.

The typhoon, one of the largest and strongest in history, struck the central Philippines from the east, and carved a swath of destruction across the middle of the country. Hardest hit were Leyte, site of General MacArthur's return to the Philippines in 1944, Samar, and a series of other islands. The typhoon's incredible winds, plus a major storm surge, killed an estimated 4,000 people, left hundreds of thousands of others homeless, and devastated cities, towns, villages, and the region's infrastructure.

Even before the storm hit, U.S. Government agencies began preparing to respond. USAID prepositioned a team in Manila, our Embassy in Manila issued a message warning American citizens of the storm, and many of us in Washington began to communicate and coordinate in preparation for a potential disaster.

Once the storm hit, the State Department, USAID's Office of Foreign Disaster Assistance, the Pentagon, and the Pacific Command—working closely with the U.S. Embassy in Manila—began a period of intensive communication and coordination to ensure a swift and effective response. USAID and PACOM disaster assistance teams headed to Tacloban, the capital of hard-hit Leyte province, and moved rapidly to conduct joint disaster assessments. USAID is leading and coordinating the U.S. Government response, including with other donors.

There was immediate agreement within the administration on the need for a rapid, effective response, both because of the scale of the devastation and because of the close historic and people-to-people ties between the United States and the Republic of the Philippines.

My colleagues from USAID will describe in detail their agencies' efforts here and on the ground. I would simply highlight that the U.S. Government's response has been rapid, well-coordinated, and substantial. Our Embassy in Manila announced an initial \$100,000 in assistance almost immediately, and USAID announced \$20 million in humanitarian assistance a few days later, and an additional \$10 million in humanitarian assistance on November 18. Including another \$7 million in humanitarian assistance through the Defense Department, the combined U.S. Government assistance being provided in response to the disaster is \$37 million.

President Obama and Secretary of State Kerry have both been monitoring the situation closely. Both have called their Philippine counterparts to offer condolences and assistance, and to stress our commitment to helping the Philippines respond to and recover from this disaster. The State Department also set up a Crisis Response Task Force to help monitor and report on developments, help identify any obstacles to effective relief supply, help facilitate coordination with other agencies, and deal with large numbers of phone calls from concerned Americans.

Our Embassy in Manila has also played an important role. It has served, for lack of a better term, as a physical platform for all of the agencies involved in the relief effort, as well as a center for coordination and communication with other agencies, Philippine authorities, and private organizations and citizens.

The Embassy and the State Department as a whole have as a top priority helping American citizens caught up in this disaster. In the days before Haiyan made landfall we activated our messaging system and warden network so that American citizens who had registered with Embassy Manila would get the word that a colossal storm was coming, and that they needed to find refuge, immediately. We put warnings up on our Embassy Web site. We also tweeted warnings, not only to the American community but to our Filipino and third-country friends. In both Manila and here in Washington, we mobilized human resources for deployment in the event of a catastrophic storm—a mobilization that helped us move quickly when damage assessments started coming in. In both cities, we consulted with senior Philippine Government officials on prospective relief operations.

There are, Mr. Chairman, now five confirmed American deaths caused by the typhoon which reportedly killed about 4,000 people and injured more than 18,000 people. The State Department has been working around the clock to assist those who have lost loved ones. The Embassy has received nearly 950 requests for infor-

mation on U.S. citizens in the disaster area, and we have located more than 475 U.S. citizens at this time. Our first consular team arrived in Tacloban on November 13, to assist the evacuation of American citizens from the region, and consular officers are traveling to Tacloban regularly to provide any assistance required by American citizens. A second team has met evacuated Americans upon their arrival at Villamor Air Base, providing emergency cash assistance and help with emergency loan applications. We will do everything we possibly can to locate and assist these U.S. citizens. In both Manila and Washington, we are responding to phone calls and e-mails from the many concerned relatives of those who are missing.

The American people have responded to this natural disaster with an outpouring of support, not least of all in the Philippines itself, where the American business community has made donations to help those in storm-hit areas. The U.S. Embassy has worked with the American business community to ensure that donations are channeled most directly and effectively. As President Obama said, the best way for private parties to help is to make a monetary donation to a relief organization already working to provide aid on the ground. Begun months ago in anticipation of a future disaster, our public-private coordination has already made a meaningful difference in the relief effort, through monetary donations, as well as the donation of mobile power generators, transport equipment, and other goods.

The United States is also coordinating with other international donors, and together, donors have already pledged funding nearly \$200 million, an amount equal to about two-thirds the U.N. flash appeal of \$301 million.

The Department of State is working closely with Philippine Government officials, not only at the working level but also at higher levels. We have activated our response in close partnership with the Philippine Government, which has been helpful in facilitating the entry of assistance into the country, responding quickly to security concerns, and identifying urgent needs. At every such meeting, we underline what President Obama told President Aquino during their November 12 phone call: that the United States is fully committed to a swift and coordinated response to help the people of the Philippines recover. That we stand shoulder to shoulder with the Philippines, our treaty ally with whom we have kept the peace in the Asia-Pacific for more than 60 years. Given the strength of the Philippine people and the U.S. commitment to the bilateral relationship, I believe that Filipinos will emerge from the current difficulties even stronger than before. Similarly, I am convinced that our joint work to help the victims of Super Typhoon Haiyan will deepen the already robust U.S.-Philippine partnership and demonstrate U.S. commitment to this alliance and to our rebalance to the region.

Mr. Chairman, Senator Rubio, and other subcommittee members, thank you for allowing me to appear before you today.

Senator CARDIN. Well, thank you very much.

Mr. Konyndyk.

**STATEMENT OF JEREMY KONYNDYK, DIRECTOR, OFFICE OF FOREIGN DISASTER ASSISTANCE, U.S. AGENCY FOR INTERNATIONAL DEVELOPMENT, WASHINGTON, DC**

Mr. KONYNDYK. Thank you, Chairman Cardin. Thank you, Ranking Member Rubio. And thank you also for joining us, Senator Flake and Senator Schatz. And thank you for the invitation to testify on the ongoing U.S. Government response to Typhoon Haiyan, known locally in the Philippines as Typhoon Yolanda. And thank you also very much for your continued support of U.S. humanitarian programs around the world, which, every day, as they are doing currently in the Philippines, are saving many, many lives.

Chairman Cardin, I want to thank you, as well, for the invitation to participate yesterday in the event in Bowie. It was very enjoyable, and it was good to see the energy that exists in the Filipino-American community, and their deep, deep commitment to helping with the response to this.

Super Typhoon Haiyan was one of the most powerful storms ever to make landfall, and the Government of the Philippines estimates that around 10 million people have been affected, of whom 4 mil-

lion have been displaced from their homes and roughly 4,000 deaths have, so far, been confirmed.

The devastation and the loss of life is absolutely staggering, and I want to express my deepest condolences, and, of course, on behalf of USAID, our deepest condolences, to the people of the Philippines for these horrific losses.

In the face of this disaster, the U.S. Government has mobilized the full range of our humanitarian response capabilities. My office, the Office of Foreign Disaster Assistance at USAID, is mandated to direct and coordinate that overall USG humanitarian effort, in close partnership with our military, State Department, and a range of other interagency colleagues. And I have to say that the collaboration and cooperation we have seen across the USG in assistance has been absolutely exemplary, and we have seen tremendous collaboration and coordination both here in Washington and in the Philippines.

Before the storm hit, the U.S. response was already beginning. Our hydrometeorological experts identified the severity of the storm, and the Office of Foreign Disaster Assistance predeployed a Disaster Assistance Advance Team in Manila. That team was on the ground in Leyte province almost immediately after the storm passed through, and was beginning to assess damage and send back reports on assistance priorities. And we rapidly stood up a Response Management Team, back here in D.C., as well, and started sending people out to the Philippines to lead that response.

We have been working hand in glove with the Department of Defense's Pacific Command, which has proved absolutely critical. There were enormous logistical constraints that we faced in the first days after the storm, and the DOD involvement has been vital to getting some of those obstacles cleared and enabling the initial aid effort to gain momentum.

As Scot said, we have mobilized, now, across the U.S. Government, more than \$37 million in assistance to help typhoon-affected populations. And, while much still remains to be done, we are beginning to see some notable progress.

Several days ago, USAID partnership with UNICEF and the Government of the Philippines, with support from DOD, got the water turned back on in the city of Tacloban, restoring clean water to roughly 200,000 people in that town. That was a major accomplishment. DOD has, so far, transported than 1,000 metric tons of relief commodities to communities throughout the affected areas. And USAID's Food for Peace Program, in partnership with the Government and the World Food Programme, has provided, really, the backbone of support to a joint food response that, so far, has fed 1.9 million people.

Going forward, we are seeing a range of different needs. And I will go through those quickly and turn it over for questions.

On logistics, that will remain a challenge. That has been the major challenge, as I think everyone is aware. We have seen real progress in clearing of blocked roads, restoration of airport services, and, notably in the past few days, restoration of ferry services to enable much greater scale of aid to reach affected areas. So, we are seeing improvements here, but it still will remain a major focus.

Food will also remain a major focus. We anticipate 2½ million people will require emergency food aid over the next 6 months. USAID has, so far, provided \$10 million in food support—that is, working with the World Food Programme.

And, in particular, I want to emphasize the importance of flexible cash programming for food aid in this instance. We were able, using some of the flexibility that Congress has granted us, to procure 2,500 metric tons of rice on local markets in the Philippines for immediate distribution. This was much faster than would have been possible using traditional food-aid tools. So, that flexibility has really helped enhance the response.

We are also focusing quite a lot on water. As I mentioned earlier, we helped get the water turned back on in Tacloban City. And, looking ahead, we are continuing to source generators for water pumping stations, to provide chlorine tablets for household-level treatment of water, and bulk chlorine for larger scale treatment, as well as providing family water containers for transport of clean water.

Shelter remains an urgent priority, as well. And I know, Senator Cardin, you have seen the emergency shelter sheeting kits that we are currently distributing. And that is—we have—we will have distributed enough of those for about 30,000 families' needs.

I want to just conclude quickly. And I see I am over time. We are looking ahead to the early recovery process. We are starting to plan on that. And I want to just call specific attention, again, to the important contributions of the Filipino-American community in the United States. We are looking for ways to partner with them. We are setting up some mechanisms for that, and they will be a critical piece of that response, going forward.

Thank you.

[The prepared statement of Mr. Konyndyk follows:]

PREPARED STATEMENT JEREMY KONYNDYK

Chairman Cardin, Ranking Member Rubio, and members of the subcommittee, thank you for inviting me to testify on the ongoing U.S. response to Typhoon Haiyan, known locally in the Philippines as Typhoon Yolanda. Thank you also for your continued support for our humanitarian programs around the world, which make a positive difference every day in the lives of millions.

It is truly heartbreaking to see the devastation and loss of life caused by Super Typhoon Haiyan, and I would like to express my deepest condolences to those who lost loved ones due to the storm.

Super Typhoon Haiyan struck the central Philippines on the morning of November 8 local time. The storm was one of the most powerful typhoons ever to make landfall, bringing heavy rains and sustained winds of up to 195 miles per hour, and a resulting storm surge that caused near complete destruction in many coastal areas of East Samar and Leyte provinces.

The strong, experienced disaster preparedness and response capacity of the Government of the Philippines undoubtedly saved countless lives. For more than two decades, the U.S. Agency for International Development's Office of U.S. Foreign Disaster Assistance and Mission in the Philippines have worked with the Philippine Government to strengthen its disaster management system and response capabilities. Prior to the storm making landfall, the Philippine Government evacuated 792,000 people to 109 evacuation centers in 22 provinces. In the first 24 to 48 hours, the government quickly triaged and evacuated many critically injured survivors to receive medical care, and subsequent government response efforts have been aggressive—mobilizing airlifts of safe drinking water, relief supplies, and food commodities to Tacloban and other hard-hit areas.

As of November 18, an estimated 10 million people have been affected and more than 4 million individuals have been displaced across 44 provinces in the Phil-

ippines, according to the Philippine National Disaster Risk Reduction and Management Center (NDRRMC). There are at least 4,000 deaths, and this figure will likely continue to fluctuate pending further verification.

On November 12, the U.N. released a Humanitarian Action Plan requesting \$301 million for the response, including approximately \$76 million for food assistance; \$46 million for shelter; \$31 million for livelihoods; \$22 million for water, sanitation, and hygiene (WASH) activities; and \$21.5 million for health. As of November 13, international donors had pledged approximately \$193 million in funding to address humanitarian needs among populations affected by Typhoon Haiyan. The total amount pledged represents more than 64 percent of the \$301 million requested by the U.N. Humanitarian Action Plan.

#### U.S. RESPONSE EFFORTS

As Principal Deputy Assistant Secretary of State Marciel said, the U.S. response to Typhoon Haiyan has mobilized capacities across the U.S. Government (USG). The Administrator of USAID is the President's Special Coordinator for International Disaster Assistance, an authority that is executed by my office—the Office of U.S. Foreign Disaster Assistance (USAID/OFDA). USAID/OFDA is charged with directing, coordinating, and prioritizing the overall U.S. humanitarian response effort, working closely with our interagency colleagues as well as other USAID offices, including USAID's Office of Food for Peace to help meet emergency food needs, as well as USAID's Asia Bureau and the USAID Mission in the Philippines.

In anticipation of Typhoon Haiyan, USAID predeployed disaster experts to the Philippines, enabling us to conduct some of the first rapid assessments of hardest-hit areas and establishing teams to lead and coordinate the USG humanitarian response. Our response management structure ensures a fast and flexible response, efficient and effective action, clear communication, and clear lines of authority.

Consistent with our mandate to direct and coordinate the overall USG response, USAID is working hand in glove with the Department of Defense (DOD) Pacific Command up and down the chain of command to ensure the U.S. response effort is effective, timely, and comprehensive in reaching the response needs identified by the USAID team on the ground.

On November 11, USAID's field-based Disaster Assistance Response Team (DART) leader and the Commanding General of III Marine Expeditionary Brigade Forward Command Element conducted the first U.S. aerial assessments in severely affected Tacloban City in Leyte province and neighboring areas, including the southern coast of Samar Island. We have since worked together to airlift critically needed aid to the affected areas and address major logistical obstacles, working jointly to transport U.S. humanitarian assistance to affected areas. USAID is also supporting delivery for the humanitarian community, enabling United Nations, the Philippine Government and other international responders to utilize DOD airlift capacity. The collaboration and coordination between USAID and the U.S. military in this response has been exemplary.

USAID's assessments in the days after the storm quickly identified shelter, water and sanitation, and food as immediate priority needs. In response to the storm, the USG is providing more than \$37 million in humanitarian assistance to help typhoon-affected populations. USAID began to immediately call forward shelter materials and hygiene kits from our global stocks, mobilize food assistance, and support programs to address these priorities.

The first airlift of USAID heavy-duty tarpaulins and family hygiene kits arrived in Manila on November 12, and the U.S. military flew these much-needed supplies to storm-affected communities in Guiuan City and surrounding communities on November 13. A second identical airlift arrived on November 15. In line with the Philippine Government shelter-in-place strategy, these shipments support emergency shelter efforts that work with households to identify salvageable material and heavy-duty tarpaulin kits to address immediate shelter needs. USAID is providing enough materials to provide temporary shelter for 30,000 families.

On November 14, approximately 55 metric tons of USAID emergency food aid—airlifted from the USAID warehouse in Miami, FL—arrived in Cebu and was transported to Tacloban for onward distribution. The food commodities, comprising nutrition-dense food bars and other food items that do not require cooking, are sufficient to feed 15,000 adults and 20,000 children for 5 days. These rapid efforts helped families in hard-hit areas begin to meet basic food, shelter, and hygiene needs.

Progress has accelerated since those initial efforts. In partnership with UNICEF and with the help of DOD-supplied fuel, USAID helped Tacloban's municipal water pumping station regain full functionality on November 17, providing access to safe drinking water for up to 200,000 people. We are also taking other measures to

improve access to, and distribution of, safe drinking water, including mobilizing water tanks, distributing jerry-cans, and installing mobile water treatment units.

#### PRIORITY NEEDS

Despite the significant progress over the past week and a half, significant needs remain:

##### *Logistics*

In the immediate aftermath of the storm, the relief effort was badly hampered by destroyed infrastructure and blocked roads. For the first several days, the only means of delivering aid to Tacloban City was through the small and badly damaged city airport. Land routes into the city and toward outlying areas were blocked by debris, and the destruction of buildings had made many roads impassable in the city. Though aid was available, the throughput capacity of the airport was extremely limited, and “last mile” distribution—challenged by impassable roads—created bottlenecks for the little aid that did arrive at the airport.

Helping the government address these logistical constraints has been a top USG priority, and the partnership between USAID and the U.S. military has been crucial to the progress seen in recent days. We have sought to address logistical challenges by supporting combined U.S. Government, Philippine Government, and U.N. efforts. Government road clearing has opened up many transport routes. DOD has operated an air-bridge between Manila, Tacloban, and Guiuan, thereby facilitating allowed access to most-affected Tacloban City, as well as outlying areas. The opening of roads has also enabled a World Food Programme (WFP) land-bridge between Cebu, Ormoc, and Tacloban, further expanding the logistics network and easing congestion at the airports.

Remaining challenges include fuel supply in some affected areas, and availability of smaller vehicles for end-point distribution of relief to affected populations. WFP is sourcing additional trucks that will arrive in Tacloban with relief commodities in the coming days and will remain in the area to facilitate the transport and distribution of supplies to populations in need. Despite the remaining challenges, the progress made over the past week means the humanitarian relief effort is now gaining momentum with significant international contributions and strong engagement and support from the Government of the Philippines.

##### *Food*

An estimated 2.5 million people are expected to require emergency food assistance over the next 6 months. USAID is providing \$10 million toward WFP’s Emergency Operations Program that will work to help these vulnerable storm-affected individuals.

In the wake of the disaster, we have been able to use cash to immediately purchase food locally in the Philippines to meet urgent needs. A cash contribution from USAID enabled WFP to purchase 2,500 metric tons of rice in local markets for inclusion in the family food packs that the Philippine Department of Social Welfare and Development is distributing to typhoon-affected populations. By November 15, the family food packs had reached more than 170,000 people. These packs supply more than six pounds of rice and canned goods—an amount adequate to feed a family of five for up to 3 days. The food that WFP procured with U.S. funds was able to arrive faster than the prepositioned food that the U.S. airlifted.

USAID funds have also allowed WFP to procure 555,000 packets of high-energy biscuits, which arrived in Tacloban on November 13 for onward distribution to evacuees and other vulnerable populations in typhoon-affected areas. WFP distributed packets of high-energy biscuits to 5,000 people awaiting evacuation at Tacloban airport on November 14, and distributions of the biscuits are ongoing in Guiuan and Tacloban.

The U.S. response to the Typhoon Haiyan in the Philippines illustrates why greater flexibility in our food aid programs is needed.

##### *Water*

The typhoon has damaged most if not all water infrastructure in affected areas, while a lack of power has left some water systems inoperable. Current response efforts are expected to adequately address sanitation and hygiene needs, as well as medium-term water production capacity through existing water pump stations.

Following a disaster of this magnitude, humanitarian organizations typically focus on identifying and restoring sources of safe drinking water that have not been damaged, such as groundwater sources that can be treated with chlorine and wells that are intact but require generators for production. USAID partners are currently sourcing generators for a water pumping station that is expected to supply water

in the coming weeks. Additional USAID partners are providing chlorine tablets for household-level treatment and utilizing bulk chlorine for larger scale treatment, as well as providing water containers to assist with distribution.

In addition, USAID has directed its Be Secure program—an existing USAID program focused on water security for resilient economic growth—to support the Philippine Local Water Utilities Administration (LWUA) to conduct rapid damage assessments of water systems and facilities in Aklan, Cebu, Iloilo, Leyte, Negros Occidental, and Samar provinces. LWUA and Be Secure plan to send six teams—29 people—to conduct the rapid assessments over a 5-day period.

The assessments will serve as the basis for prioritizing assistance to critical areas and identifying appropriate interventions to repair, rehabilitate, and develop water systems able to withstand future hydrologic disasters.

#### *Emergency Shelter*

Emergency shelter is a priority humanitarian need in the immediate aftermath of the typhoon, which damaged or destroyed nearly 600,000 houses. USAID and DOD are supporting the government's shelter-in-place approach by distributing plastic sheeting, which affected populations can use with locally available materials to create temporary shelters. USAID is also supporting the distribution of shelter kits to typhoon-affected households.

#### *Health*

Due to immediate health concerns caused by the effects of the typhoon, numerous actors have begun health-related relief activities to address the immediate needs of typhoon-affected populations. The Armed Forces of the Philippines successfully evacuated severely injured persons out of Tacloban City within 24 to 48 hours after the typhoon made landfall. The Philippine Government has established several field hospitals and continues to identify appropriate sites to place additional hospitals already in-country. Relief organizations have set up numerous other health points and are providing medical supplies, pharmaceuticals, and medical staff to assist the most vulnerable. The U.N.'s health coordination cluster and the Philippine Department of Health have said in the past several days that the needs in the health sector are now being met and that additional relief should be directed toward other priorities.

Our USAID mission in the Philippines has played an important role, providing six solar-powered refrigerators from its existing health project to enable the Philippine Government to implement a mass immunization program against measles and polio and thus prevent disease outbreaks in the affected areas. Additionally, USAID, in response to a government request, has provided two technical advisors to the Department of Health to help develop a mid-to-long-term health recovery and rehabilitation plan.

#### NEXT STEPS

In this initial response phase, USAID has focused on programs that provide emergency shelter, increase food security; and improve the water, sanitation and hygiene situation. Our programs remain flexible to allow us to meet needs that are identified by the Philippine Government.

Looking beyond the immediate emergency response, USAID has already initiated and will continue to pursue and coordinate medium- and long-term recovery and rehabilitation planning in consultation with the U.N., international donor community, and the Philippine Government. Concurrently, existing USAID programs in the Philippines will facilitate recovery and rehabilitation efforts. For example, through the Cities Development Initiative, a focus of the Partnership for Growth, recovery programs will work to bolster the environmental resilience of affected cities to mitigate impact of future disasters—both in the typhoon-affected areas as well as countrywide. As the second most disaster prone country in the world, the Philippines loses up to 2 percent of its gross domestic product to national disasters each year. Therefore, USAID's country strategy has the achievement of environmental resilience as one of its three development objectives for the Philippines.

#### CONCLUSION

The typhoon that struck the Philippines was devastating. Lives were lost, homes were destroyed, and livelihoods were decimated. Helping provide aid to the 10 million people affected by this disaster is an extraordinary logistical challenge, but the United States is meeting the challenge, working in support of the Philippine Government's strong response effort.

In the wake of crisis, the generosity of the American people is evident. And I would be remiss if I did not call specific attention to the Filipino-American commu-



nity's contribution. Their historic generosity in providing support to friends and relatives in the Philippines through remittances and in the wake of natural disasters is laudable. The United States has already begun outreach to the diaspora community, and USAID's Center for International Disaster Information has been invaluable in helping with our outreach effort. We encourage those who want to help to visit [usaid.gov/haiyan](http://usaid.gov/haiyan) for more information on how to make the most effective contributions.

The United States was helping the people and Government of the Philippines long before this crisis, and we will continue to stand by them in their time of need.

Senator CARDIN. Well, thank both of you for testimony, and thank you for updating the dollar amount from the original \$20 million. Now we are close to double that, as far as the direct support that we have given. And I very much appreciate your testimony. I think Senator Rubio pointed out pretty clearly, U.S. leadership and what that is all about, and the fact that, but for U.S. leadership, the international partnership could not be as strong with the Government of the Philippine Islands.

So, we are proud of what we have been able to do. Our technology in dealing with these crisis, we know—I mean, you—I was impressed by the temporary shelters. They are pretty simple, but they do protect people from the elements and allow for international assistance, or local assistance, to provide a more permanent type of housing for individuals who were left homeless.

These high-energy bars are interesting. I do not know whether I would—they were not—they are not on my diet, I see that. The number of calories that are included in these high-energy—but, they are efficient, they keep people alive. And people were desperate immediately after the typhoon; they did not have food, and there was no place to get food. So, to be able to distribute these type of high-energy bars so that they can get through the day with enough calories to survive was critical, and we have the expertise here, through—this is, by the way, a—nine bars is included in this, so that is a—we know how to get this type of sustenance out, and I applaud the U.S. leadership.

And then, on the logistics, I really do thank our Department of Defense. They understand how to get to people who have been isolated, and to get a better assessment.

Let me just point out one other obvious point, here. And most of the damage was done on the coast, and that is what we saw. And we could reach the coast. We could not reach those communities that were isolated from the coast, so therefore, at least initially, there was not a good understanding as to the severity of the damage inland. Do we now have some indication as to whether there is going to be additional significant losses as a result of reaching people that we were not able to reach originally?

Mr. KONYNDYK. Shall I? Thank you, Senator.

We did initially focus on the coast. We also did initial overland and overflight assessments in some of the inland areas, as well, working with our DOD colleagues. Our initial assessment was that the coastal areas were the worst affected, and so that was the first priority for focus. And, as that situation has started to—"stabilize" may be too strong a word, but let us say "head in the direction of stabilizing," we have also begun looking further afield, in partnership with Government of Philippines colleagues, to try to reach some of those inland areas.

I would emphasize, as well, that our initial prioritization of the coast also reflected in what we have been given by the Philippines Government. So, from the early days, we were talking to mayors and governors from the affected provinces to get their input on where they would advise we focus, at first. And so, we followed that guidance fairly closely.

We are getting better visibility now on what is the situation inland. And, while the loss of life is obviously less, because they did not face the storm surge, there is fairly significant damage to structures and to crops. And so, that is going to be a focus, going forward, and we are gathering more and more information on that every day. In fact, we had teams out today going to some of those areas.

Senator CARDIN. Thank you.

The question that is frequently asked is, How well is the help being coordinated? The Catholic Relief Services, which is located in my State of Maryland—we are very proud of the role that they have played. They have a natural alliance and are very well represented in the Philippines. We know that they mobilized right away to help in regards to their international humanitarian mission.

Can you just share with us how the coordination is taking place between the Philippine Government, international governmental responses, and the NGO responses, and how that is coming together?

Mr. KONYNDYK. Absolutely. Well, I think it is, first, important to emphasize that the Government of the Philippines is in the lead. And we have worked with them for what is sort of a good-news/bad-news story. On the one hand, we have a great relationship with them because we are there five or six times a year responding to disasters. The bad news is that we are there five or six times a year. But, because of that, we have a longstanding relationship with the Philippines authorities, the National Disaster Management Authorities there, and we work very closely and very well together. And they are in the lead, they have been providing invaluable information on priorities and needs.

The U.N. has also activated what it calls the “cluster system,” which is the globally recognized system for coordinating response across United Nations, NGOs, and all humanitarian actors. And that is being coordinated with the Government of the Philippines, so they are directly integrated into that. And we are working very closely with that and then, within the U.S. Government, also have been doing nightly interagency calls and a variety of other mechanisms to make sure that, in our own—that we have our own house in order. And I think that it is been going fairly well, so far. As more and more NGOs and more actors come in, it will become a greater challenge.

Senator CARDIN. So, does the Government of the Philippines coordinate the capacities of the NGOs and the capacities of the participating international partners, as well as their own cash requirements? Is that all sort of balanced together?

Mr. KONYNDYK. Yes, their involvement in those cluster coordination meetings—which are by sector, so you will have a meeting on health every day, you will have a meeting on water every day—the

Government of the Philippines is involved in those, so is able to hear what the NGOs' capacities are available, what their plans are, provide feedback on that, and provide feedback on priorities, in addition to its own activity.

Senator CARDIN. Now, as I mentioned, there were 4 million Americans-plus that have Filipino heritage. There is strong compassion among the American people, generally, to be engaged. People want to help. I think that is true internationally, but particularly true here in America. Is there any advice that you can give Americans who may want to participate in the relief effort as to how they can best interact into the coordinated efforts?

Mr. KONYNDYK. Absolutely. Our general advice is always—the best way to support, in the early response, is to give cash. It is the most efficient way to—to give cash to a reputable organization that they know and trust is the best way to get assistance in. In-kind assistance from the United States can be valuable, but it often costs more to ship it from the United States than the value of the assistance, itself. So, it is generally more efficient, and certainly a lot quicker, to provide cash assistance to, you know, groups like we met yesterday at the roundtable meeting.

And, for more information on that, there is a Web site called CIDI.org, which is the Center for International Disaster Information, that is a USAID partner, and they have a lot of information there on how to give effectively in this kind of situation.

Ambassador MARCIEL. If I could just add, Mr. Chairman, both USAID and State have been in touch with major Philippine-American associations, talking—both briefing them on what we are doing, but also talking about ways that they can help, sort of, I hope, complementing your outreach efforts and those of other members, and then, looking forward, because there is still going to be a lot of work to do—you know, recovery, reconstruction. It is still early days, but talking to both Philippine-American associations, U.S. foundations, U.S. businesses, about how, going further down the road, they can contribute. So, this is going to be a long-term effort with a lot of coordination.

Senator CARDIN. Thank you.

If Americans want to check on the status of relatives and friends, how do they go about doing that if they cannot make direct connections?

Ambassador MARCIEL. Mr. Chairman, so the Embassy and State Department have been focused on American citizens first in—as a priority for us. And so, we have a system set up, through our own task force, where people who have been able to call in or e-mail in, talk to people, and then working with our Embassy, we have been able to, as I said, track down almost 475 Americans, in response.

For people looking to try to track down non-American citizens—Filipino nationals—it is a little bit harder, just given the numbers. We have encouraged them to, of course, contact Philippine authorities. The Red Cross in the Philippines can also help. The Philippine Red Cross has a Web site that families can reach out to directly to try to—or friends—to try to help locate Filipino citizens.

Senator CARDIN. Thank you.

We know this is going to be a long-term project—first, of course, dealing with the immediate individuals that are still in harm's

way, and then looking at how the United States properly can assist in dealing with the long-term needs. We would appreciate you keeping this committee informed as to the status and how you see the needs and the role that the United States should consider playing.

Senator Rubio.

Senator RUBIO. Thank you.

I have heard from a lot of people in Florida who are desperate to hear from their loved ones and to provide a helping hand during the relief-and-recovery operations. For example, Monica Andrade, a resident of Jacksonville, last spoke to her parents 5 minutes before they were evacuating, and she has not heard anything since, she said, and she has not slept for 5 days. What advice do we have for people in this circumstance that are trying to reach loved ones in the Philippines? I imagine it is still logistically pretty difficult. Do we have any advice that you would say I should be giving people desperate to hear from their loved ones and looking to offer a helping hand?

Ambassador MARCIEL. Senator, I wish there was an easy answer. Again, if they are Philippine citizens missing or who have not been heard from in the Philippines, perhaps going to the Philippine Red Cross Web site, where you can make inquiries, as well as contacting Philippine authorities, who are, I think, in a long effort to try to make sure everybody is found.

I think—maybe Jeremy could speak a little bit to the communications, because I think one of the problems is cell phone connections were lost, and that will be key to getting that going again.

Mr. KONYNDYK. Yes, absolutely. Thank you, Senator.

The communications infrastructure, especially in the coastal areas, was just ravaged by the storm. It is slowly returning, and there is 3G coverage now. It is spotty, but it is there in Tacloban City. So, we are seeing that slowly restored.

I know, as well, that the Philippines Embassy here has set up some mechanisms for citizens to check up on their relatives in the Philippines, and can be a hub for information on that. So, I think they could be directed there, as well.

Senator RUBIO. We have also heard from several organizations—the Filipino-American Association of Southwest Florida in Cape Coral, the Council for Filipino-American Organizations—they are looking for ways to help in the relief-and-recovery efforts. What advice do we give them, in terms of streamlining their efforts to make sure it reaches the intended beneficiaries as quickly and as efficiently as possible?

Mr. KONYNDYK. Well, if they are Filipino-American groups, I would imagine they have very good connections with communities there in the Philippines. And that is often one of the best protections. You know, you want to make sure that any group that you are supporting actually has a footprint that is relevant to the nature of the crisis. And so, I would image that—you know, many Filipino-American organizations will have links to community groups in the Philippines that would have that kind of a footprint.

And again, I would underscore that it is always best, in this kind of a situation, to support them with cash. Not only is that more efficient, but it also helps support the recovery of local markets. So,

if we bring in—you know, if groups bring in a lot of in-kind supplies, then those are supplies that are not being bought in the Philippines are not ending up in the Philippines economy.

So, those would be a couple. And there is a lot more on the CIDI.org Web site.

Senator RUBIO. I think you have both answered this before. I might have missed it as I was taking notes here. But, what is the Federal agency in our Government that has the lead and convening power, in terms of our relief efforts?

Mr. KONYNDYK. So, that is my office. We have—under the Foreign Assistance Act, there is authority that is delegated to the President, which is then delegated to USAID as the lead Federal coordinator on international disaster response. And so, we have been coordinating—we work with the military to validate requests, and work with them to help steer their effort toward where it is the most value-add, and working closely with the State Department and other interagency colleagues on that coordination.

Senator RUBIO. Related to that, one of the things we have seen in the past, from humanitarian crisis in places like the 2010 earthquake in Haiti and others, is that children who are displaced become potential victims of trafficking and things of this nature. Reportedly, about 2 million children have been affected by Typhoon Yolanda in the Philippines. What steps are being taken, and who is thinking about steps we can take to reduce the risk of abuse and trafficking?

Mr. KONYNDYK. Absolutely. Yes, thank you. Absolutely, that is a serious concern. And trafficking in the—and I know that Scot can talk more to the trafficking aspect, in particular.

On the USAID side, we have sent a protection advisor on to the Disaster Assistance Response Team to look into exactly this set of issues. We have also been, in all of our partnerships so far, ensuring that we do a technical review of those, that takes those kinds of issues into account to make sure that nothing that any of our partners are doing could inadvertently be supporting or enabling that. And, going forward, I think we are going to look into more specific program options to ensure that that is addressed.

Senator RUBIO. My last question is more in the geopolitical realm, but, I think, still critical, long term, as we go to the American people and justify our ability to project our influence abroad. Because if you look at this, it is a multifaceted response, right? It involves our aid agencies, our diplomatic programs. But it also involves military assets, in terms of being able to deliver aid and so forth, and it calls attention to why our military serves a purpose well beyond just conducting warfare. Obviously, that is its principal objective, is to provide for our national security, but it also has logistical capabilities that, quite frankly, are unrivaled and unmatched anywhere in the world.

In contrast, the Chinese response to this has been so limited, at best. And there is all kinds of speculation as to why. What has been the perception of that? I mean, has that been noticed, that the Chinese are not there? They do have an aid ship—I think it is called the *Peace Ark*. It is a hospital ship that they have not made available. What is the perception as to why the Chinese have not

participated more robustly in responding to this crisis in the Philippines?

Ambassador MARCIEL. Senator, it is a good question. I would say, I absolutely agree with you, that we have responded fully to this crisis, for humanitarian reasons. But, I think it has shown—I think, reinforced, in the minds of Filipino people, that we are a long-time and good partner that they can depend on and, I think, more broadly throughout the region, has highlighted what we have been saying throughout the region, that the U.S. military, as you said, in addition to being an unmatched fighting force, also brings unmatched logistical capabilities, which they use—unfortunately, have to use quite often in the region for disaster response. So, I think that is gone widely noticed.

I would not want to speculate on, you know, why the Chinese have responded the way they have. I do know that, at some point, Philippine authorities suggested there was no need for further medical equipment and support. Whether that played a role on the hospital ship not coming, I am not sure. But, I think the more important point, from our perspective, is that, by doing the right thing, we have been seen in the region as doing the right thing.

Senator RUBIO. Well, just my editorial comment, to close. And I do not expect you to respond to it. We have this debate going on in this country about how engaged the United States needs to be around the world diplomatically in aid programs, and of course, militarily. And I would just point to this as an example of what would happen if the United States did retreat from the global stage. There is no substitute for the United States, as the people of the Philippines would probably agree, given our response.

As far as the Chinese Government is concerned, all this talk about containing China—that is not really our goal. We would love to see the peaceful rise of China. But this is an example of Chinese foreign policy, which is a one-way street. Right? If you can go into these countries and do everything they want you to do, then they respond with cash assistance and things of this nature. On the other hand, it is well documented that they have territorial disputes with the Philippines, which the Philippines is right on and the Chinese are wrong on, and you have seen the result, now. When you have a humanitarian crisis, the Chinese have been less than willing to respond. Compare that to the United States, which consistently has been willing to put aside whatever political differences we may have when a humanitarian crisis strikes. We saw it in Pakistan. We have seen it in Haiti. We have seen it here and in other places, and including Japan, of course, a very close ally. But, my point is, I think this is a graphic example of—imagine a world without an engaged United States. This response effort would not be at the stage it is at right now, and I think it is just, obviously, the right thing to do, but also calls attention to how important it is that we remain engaged, not just in this region, but all over the world.

Thank you both for your service.

Senator CARDIN. Senator Rubio, thank you for your comments.

Senator Flake.

Senator FLAKE. With regard to Chinese involvement, also issues that they have disputes with the Philippines in the South China

Sea—how much has that played, do you think, in their inability or unwillingness to help out?

Ambassador MARCIEL. Senator, it is a good question. The disputes between China and the Philippines over maritime boundaries, in particular, are pretty well known. I do not want to try to speak for the Chinese Government, because I do not know how much, if at all, that has affected their response. But, certainly the disputes have been getting a lot of attention, and something we pay a lot of attention to, as well.

Senator FLAKE. We have heard mostly about the efforts in Tacloban. Can you tell about some of the efforts in some of the other provinces or islands? What is the United States doing?

Mr. KONYNDYK. Absolutely. So, the storm first made landfall in the area of Guiuan, which is in the far east of Samar Island, and then continued along through the central Philippines, going almost directly over top of Tacloban City and onward across the northern tip of the island of Cebu and then some of the islands further west. It had weakened by that time. So, the worst damage that we have seen, really, is in that—about a 40-mile—a 40-mile strip north and south of the central path of the typhoon. And the worst affected really are in those coastal areas from Guiuan in the east over to Tacloban and then Ormoc, on the other side of Leyte Island. After that, it is bad, but it was not—we did not see the ferocious storm surge.

So, the U.S. military, working in partnership with USAID, has been delivering aid shipments all over those coastal areas. And there is a great map—I do not have it with me, but we can make sure you get it—that the Marine units did, just showing where they did all those airdrops—not—I am sorry—all those deliveries, excuse me—and that it just—there are dots all over that coast, all over those coastal areas. So, that is really where it has been focused. And now we are also starting to look into some of the inland areas, which suffered wind and rain damage, but obviously not the storm surge.

Senator FLAKE. All right. The World Bank has made loans available, or will make loans available, for better buildings, more storm-resistant infrastructure there. Are the Philippines—the Philippine Government able to participate or to take advantage of this, or not?

Mr. KONYNDYK. I would start by saying—I think in the wake—in the face of the storm surge like we saw there, there is only so much you can do. And I think we even saw that, you know, here, with Hurricane Sandy, a few years ago. You know, that is just a ferocious force.

With that said, building improved buildings and a whole range of other natural disaster risk-reduction activities have been a focus of USAID's partnership with the Government of the Philippines, and the World Bank's partnership, for quite some time. I would certainly imagine that that will be a focus, going forward.

This is a huge priority now for the whole development and humanitarian community, and I would expect that any tool that is appropriate to that context will be used. Yes.

Senator FLAKE. Well, thank you.

Ambassador MARCIEL. Senator, if I could just add—

Senator FLAKE. Sure.

Ambassador MARCIEL [continuing]. Real quickly. I think, per Jeremy's point, the Philippine Government actually did a lot to prepare for this storm, because they had a little bit of warning. And I think, if I remember right, they evacuated almost 800,000 people—evacuated, in the sense of bringing them to shelters. Again, not anticipating—none of us anticipated the storm surge which caused a lot of the damage and probably a lot of the deaths. And, since the storm, it, I think, has done a very good job of facilitating, not only ours, but international, assistance. I think they deserve a lot of credit for that.

Senator FLAKE. Well, the first responsibility, obviously, of the U.S. Government, to make sure that U.S. citizens living there are taken care of. And I just want to commend U.S. Government response in that regard. I have family members who are there, serving Mormon missions, and there was a situation in Tacloban with a number of Mormon missionaries who were eventually brought to safety in Manila by a C-130 flying out of Tacloban. And they endured a lot. Gratefully, all were safe. But, the U.S. Government helped a great deal in that regard.

So, are you—were you aware of that? Or—

Ambassador MARCIEL. Senator, I was not aware of that particular case, but I certainly am aware that the U.S. military did transport a number of American citizens. I think 123, if I remember correctly—I will double check that number—from Tacloban up to Manila or to Cebu, people who were affected by the storm.

Mr. KONYNDYK. As well as a lot of Filipinos who have needed—

Ambassador MARCIEL. That is right.

Mr. KONYNDYK [continuing]. Extra care. Yes.

Senator FLAKE. That is right. Well, thank you for that. And thank you for the response.

Senator CARDIN. Senator Schatz, as I pointed out, is not a member of the committee, but we will give him the courtesy to ask questions through the Chair.

Senator SCHATZ. Thank you very much, Mr. Chairman and members, for your indulgence.

Thanks, to the testifiers. And, Mr. Ambassador, our condolences and our appreciation for all your good work.

Director Konyndyk, could you take us through the next 6 to 9 months as we move into the recovery phase? And, sort of, what is the best-case scenario, from a recovery standpoint, and what is the worst-case scenario? And what kinds of resources, American and international, private, not-for-profit, need to be put together so that we can avoid the worst-case scenario?

Mr. KONYNDYK. Absolutely, and thank you for that question.

So, first, obviously, there is only so much we can speculate, because there is still a lot we do not know. We are gathering a lot of information. We are currently heavily focused on ensuring that we get the relief response right. And that has been an intense focus for the past 10 days. But, we are beginning to think, now, about the longer term and what that is going to look like. I will be traveling out tomorrow, and that is going to be a major focus of my trip, is exploring more of that.

We know a couple of things—you know, we know some things now. We know, for example, obviously, a transitional shelter will



be an enormous priority. We are providing emergency shelter materials right now, the heavy-duty plastic sheeting that was shown earlier. And that can get people a certain period, but it is obviously not a long-term solution. Rubble clearance will be a significant challenge, and we are already talking with the military about whether there is a role for—whether the U.S. military can play a role in that. That is obviously a significant policy question for the Government of the Philippines, as well.

We know, as well, that things like agriculture will be very, very important to focus on. A number of important agricultural crops were wiped out by this storm. And this is an agricultural area. There is coconut farming, there is rice farming and other agricultural commodities. So, we are going to be moving swiftly, coordinating with the USAID development mission in the Philippines, to address some of those, what we would call, early recovery needs, and assure there are not deficits there.

I would also point out that there is a robust development mission that the United States has in the Philippines, and they will be also prioritizing this response over the coming 6 to 9 months.

Senator SCHATZ. So, I think it has been established that the United States response has been robust, has been well coordinated, and has exceeded, by orders of magnitude, the response of any other country. But, my question for you is scale. Certainly what we are doing is a lot. How does it compare to the current needs? Are we anywhere near dealing with the consequence-management piece of this? Before we move into recovery, the response is, no doubt, robust, but is it enough? And how much more will we need to do in order to sort of wrap our arms around this problem in the next several weeks?

Mr. KONYNDYK. Yes. Well, I think the U.S. role, so far, obviously has been crucial in getting aid in, but also has been really crucial in setting the foundation for a much broader aid effort. So, by clearing out some of those initial logistical problems, in close partnership with the Government of the Philippines, we have really enabled a much broader aid response that, without that partnership between USAID, the State Department, and the Department of Defense, would not have been possible.

In terms of resource availability, we are getting more and more clarity on that. There is a lot coming in now. The United States is still the largest, but Australia has put in a substantial amount. The U.N. itself, from its Emergency Response Fund, has put in a substantial amount. And I think that the total committed now—the U.N. has asked for \$300 million for the initial response, and I think, as of yesterday, there was about 55 percent that had been committed, which, for this point in a crisis, within just a few days of the appeal launching, is generally considered to be a pretty good figure. Now, that figure is not based on a huge amount of evidence, because it came out early. There is a lot more examination ongoing now of what that true scale of the need and the response requirements will be. And some of the other donor inputs are beginning to come online. So, I think we feel like it is in a good place for this point in time. The momentum is positive. The U.S. assistance and the U.S. role was absolutely critical in getting momentum and getting the ball rolling. And, going forward, we are going to—we will

have to see how needs evolve, but I think we are on a good trajectory, for this point in the crisis.

Senator SCHATZ. Thank you very much.

And, Chairman, on behalf of the nearly 200,000 Filipino Americans living in Hawaii, we really appreciate your indulgence and all of your great work in this very difficult time.

Thank you.

Senator CARDIN. Thank you, Senator Schatz, appreciate your being here.

Today the Congress is here, and we are all focused on how we can help. And obviously, it is receiving the type of priority it should. One of the purposes for this hearing is to make sure that, in the months ahead, that the focus is still on how America can help with the international community and the Government of the Philippines. So, that is why I think it was particularly important to hold this hearing, but to let people know this is not the end of our interest on this issue as to how we move forward and proceed.

Senator Markey is here, and he will be recognized.

Senator MARKEY. Thank you, Mr. Chairman, very much.

So, in the wake of the disaster, there is also a risk of secondary disasters—unsanitary drinking water, rapidly spreading virus. What precautions and measures are being taken to prevent outbreaks of infectious diseases? And I do not know if that question had been asked.

Senator CARDIN. No, it is not.

Mr. KONYNDYK. Thank you, Senator.

That is a major concern of ours, and we have been paying very attentive—putting a very attentive focus on the health sector, from the USAID side.

At this point, we have not seen, and the Department of Health has not seen, indications of disease outbreaks. It is always a risk in this kind of a situation, as you know, because of a lot of standing water and, often, poor sanitation. And that is why, from the very beginning, USAID, in partnership with our DOD colleagues, have really prioritized water and sanitation in our response, so that people have access to clean water and that they can address some of the sanitary issues and hygiene issues that often go hand in hand with that increased disease risk.

Senator MARKEY. So, will our ship, the USNS *Mercy*, be deployed?

Mr. KONYNDYK. Do you want to address that?

Ambassador MARCIEL. Senator, at this point, no. The Pacific Command was prepared to deploy, but Philippine authorities advised that they would rather have us focus in other areas, that they felt like they had sufficient assistance, plus their own resources, on the medical side.

Senator MARKEY. At a time like this, we need to be focused on helping the survivors. And the USS *George Washington* and other ships are providing essential help in saving lives, but we also need to be concerned about the next storm and the one after that. How did the early-warning system perform? And how could it be improved?

Mr. KONYNDYK. It was certainly a significant factor in this case. And, while it is hard to speculate exactly how many lives it saved, I think we could say, pretty confidently, it definitely saved lives.

USAID, both my office, the Office of Foreign Disaster Assistance, and our development mission in the Philippines, have worked for many years with the Government of the Philippines to help reinforce and build up their disaster risk-reduction capacity. And they take that very seriously, because they are hit by disasters many, many times a year.

In this case, the storm was anticipated well in advance, and there are regional meteorological networks that help contribute to that awareness. That enabled the Government of the Philippines to evacuate nearly 800,000 people into emergency shelters out of the way of the storm's path, as well as preposition food and some other commodities.

Senator MARKEY. So, reports that the storm surge took many people by surprise, you think is exaggerated?

Mr. KONYNDYK. I think that—the storm surge was surprising. I think what we were anticipating was, certainly, heavy winds, rainfall—actually, we were anticipating a much worse rainfall problem than we saw. You know, and these predictions are never exact, but—

Senator MARKEY. So, did the storm surge come as a surprise to our scientists, as well?

Mr. KONYNDYK. The storm surge—and much like, I think, with Superstorm Sandy, here, where the severity of the storm surge was not anticipated, I think it is a similar dynamic there. We anticipated some, but not a 30-foot storm surge.

Senator MARKEY. Do you think, after Hurricane Sandy and after this situation, that we should begin to reevaluate what it is that we should be expecting, in terms of storm surges? Is the fact that the oceans are getting so much warmer and these storms much more dynamic now something that actually should be factored in to what it is that we—as warnings from storm surges?

Mr. KONYNDYK. You know, I think—and I am not—you know, I am not a scientist on these issues. Clearly, we need to factor in the potential for storm surge. And I am not sure what the science behind making that possible looks like, but it is something that, you know, our—you know, after any disaster like this, USAID does an after-action review that is pretty thorough, and I am sure that will be a factor that we are going to look at.

Senator MARKEY. Yes. So, it is my understanding that many of the casualties occurred in government shelters that collapsed or flooded. Were they badly built and positioned, or was the storm just too strong?

Ambassador MARCIEL. Sir, my understanding is that—I mean, I cannot speak for everyone, but, in general, people were evacuated to storm shelters that most of us anticipated would serve the purpose effectively, but the storm surge, in particular, that Jeremy described, I think inundated some of those shelters, even if they withstood the wind and the rain.

Senator MARKEY. So, what was—this was an EF-4 tornado strength, you know, winds—what were these shelters built to withstand, do you know?

Mr. KONYNDYK. I do not know offhand, but we can look into that. I think there—there is going to be—certainly, once this initial period of intense relief activity settles down, there is going to be a lot of probing of those kinds of questions.

Senator MARKEY. Yes. I think it might be advisable for us to work with them so that we might be able to give them a good recommendation as to what the strength should be, given, kind of, the predictable nature of intensifying of storms. I mean, you know, water expands when it is heated. The oceans are getting much warmer. And, as a result, the waves are much higher. As a result, the storms are much more devastating. OK? So, this is something that is scientifically indisputable and, I think, something that we should work with them to help them to think it through.

It is worth noting that this typhoon was forecast to potentially hit Vietnam after it just struck the Philippines. Just last month, the United States and Vietnam agreed to a Civil Nuclear Cooperation Agreement. I think we should begin to think about whether or not we should be putting nuclear power plants, you know, with United States cooperation, in countries like Vietnam, knowing that, without proper protection, there could be catastrophic consequences that flow from the interaction of a natural disaster in a nuclear power plant that is not as strong or as well positioned as it could be. We just saw that in Japan, and they are going to be going several generations with the consequences of a natural disaster linked to nuclear power plants.

And so, from my perspective, you know, I want to, you know, congratulate everyone who participated in helping, especially in these early stages of relief. But, I think, for USAID, for the State Department, for the Defense Department, I think that we all have to come together in a way that deals with the national security consequences of climate change, the impact that it is having upon our allies and our enemies that modifies their behavior, in terms of how they are able to, in fact, control their own environment and understand, then, what the consequences are for our national security because theirs is undermined.

So, again, it is just one more warning, and if we needed it—it is a domestic issue, as well, with 65 tornados all dropping down in one day out in the middle West in the middle of November. This is unprecedented, the impact that climate change is having, and it has severe long-term national security consequences.

And we thank both of you for your work.

I thank you, Mr. Chairman.

Senator CARDIN. Well, let me join Senator Markey in his concerns. I mean, it is clear that the realities of more extreme weather require us to be engaged internationally on mitigating as much damage as we can with the new reality. Of course, the best course, as Senator Markey's been one of the leaders, is to do something about this, from the point of view of climate change. And I think both are important points, that the cost of these storms, in loss of life and in the cost of rebuilding communities, is enormous and beyond the capacities of governments to be able to respond to. And then, when you put certain facilities in these high-risk areas, the security issue becomes even greater, and the cost even greater. So, I thank Senator Markey for raising those issues.

And I am very impressed by the U.S. response to this storm, and I thank both of you for your leadership.

Mr. Konyndyk, we wish you safe travels tomorrow.

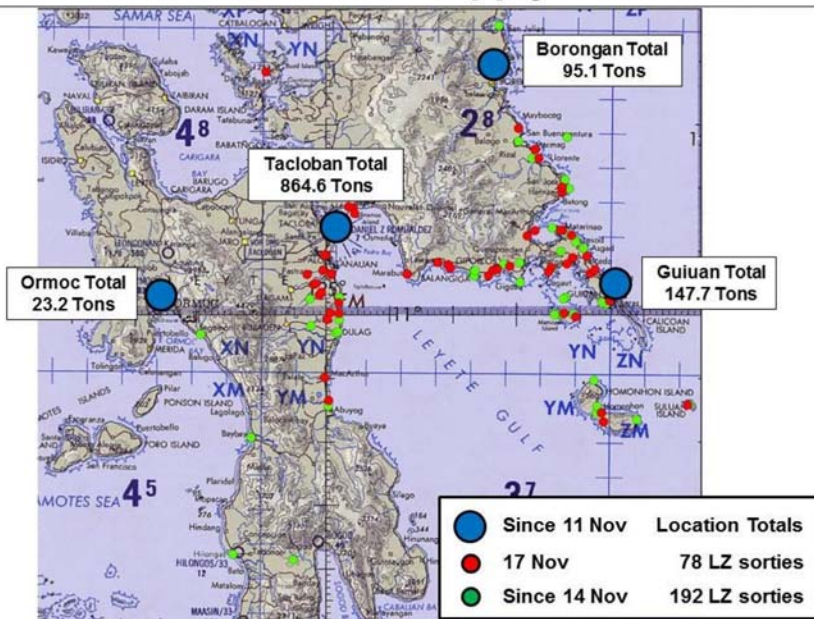
Mr. Marciel, we wish you a speedy return here tomorrow for our second hearing, this week, of the subcommittee. But, we thank you both for your public service. And we will continue our interests, and we thank you for, not only your testimony today, but your willingness to keep us informed as we look at the long-term rebuilding process that is going to be necessary, and how the United States plays a role in that, and following up on Senator Markey's points as to what we should be doing to try to mitigate these types of disasters in the future.

And with that, the subcommittee will stand adjourned. Thanks. [Whereupon, at 11:35 a.m., the hearing was adjourned.]

ADDITIONAL MATERIAL SUBMITTED FOR THE RECORD

MAP SUBMITTED FOR THE RECORD BY JEREMY KONYNDYK

**3d MEB HA/DR Relief Supply Deliveries**



RESPONSES OF DIRECTOR JEREMY KONYNDYK TO QUESTIONS SUBMITTED BY SENATOR BENJAMIN L. CARDIN

*Question.* Haiyan's estimated wind speeds were between 195 mi/h at its peak and 155 mi/h as it weakened and moved west, with wind gusts of up to 235 mi/h. The typhoon went directly through six provinces and affected roughly 9.5 million people. The typhoon caused unimaginable damage and left millions of people in need of assistance.

- ◆ What are the initial cost estimates of how much the response to the Typhoon will cost?
- ◆ What can we do to prepare better in the future for these types of unexpected storm surges both at home and abroad?

Answer. As of November 25, the Government of the Philippines (GPH) estimates that Typhoon Yolanda/Haiyan resulted in nearly \$560 million in damage, including approximately \$300 million in infrastructure damage and nearly \$260 million in agriculture damage. As of November 29, international donors had pledged nearly \$393 million to address the needs of populations affected by Typhoon Yolanda/Haiyan. The total amount pledged exceeds the \$348 million requested by the revised U.N. Haiyan Action Plan (HAP) for the Philippines typhoon response. Both the GPH and U.N. are in the process of revising these initial damage estimates and resource requirements for the emergency relief through recovery and rehabilitation processes. The GPH plans to release its recovery and reconstruction plan around December 8, in advance of the U.N.'s Strategic Response Plan, which will be a revised version of the HAP based off of a U.N. multisector rapid assessment.

Effective preparedness incorporates timely and accurate early warnings, as well as established procedures that enable communities to act on the available information. The Philippine Atmospheric, Geophysical, and Astronomical Services Administration (PAGASA) issued storm warnings that highlighted potential wind strength, rainfall, storm surges, flooding, and landslides. Improvements in oceanic and atmospheric modeling, as well as strengthened data monitoring and collection along coastal areas, would enable more location-specific storm surge forecasts.

As evidenced by the prestorm evacuation of nearly 800,000 people, the Government of the Philippines has preventative measures in place to mitigate the human impact of large-scale storms, and used them to great effect to save countless lives during Typhoon Yolanda/Haiyan. However, variance in prestorm evacuations across communities indicates more can be done to encourage appropriate action at the local level. One of the most critical components to preparing for storm surges at home and abroad is the dissemination of information and appropriate guidance to communities when a warning is received. Communities need to understand the warning and associated appropriate action. Therefore, a system that integrates monitoring and data gathering with dissemination to and preparedness activities by at-risk communities is the most effective method for preparing for future storm surges.

Toward that end, current USAID Office of U.S. Foreign Disaster Assistance (USAID/OFDA) disaster risk reduction programs in the Philippines have engaged with various sectors of civil society, such as community-based organizations, local nongovernmental organizations, and institutions of higher learning, to more fully integrate the whole-of-society Community-Based Disaster Risk Reduction approach that is necessary to actualize the aspirations of the supported communities. These efforts will continue and, where applicable and appropriate, we will seek to incorporate relevant disaster risk reduction measures into our early recovery efforts.

*Question.* When the Haiti earthquake struck, OFDA had to shift funds from other crises to respond to the Haiti crisis. Some responses were cut by as much as 40 percent.

- ◆ What steps are you taking now to ensure that OFDA can respond adequately to the needs of our Filipino allies and not cut some of the funds for less publicized crises around the world?

Answer. In FY 2014, USAID/OFDA may have to make very difficult tradeoffs among humanitarian assistance priorities, depending on the outcome of the International Disaster Assistance (IDA) appropriation. USAID/OFDA's budget is already strained by the overwhelming cost of responding to the crisis in Syria, with spending levels in FY 2014 expected to increase significantly from the FY 2013 level of \$252 million. Syria has been a strain on the USAID/OFDA budget on an ongoing basis rather than for just 1 fiscal year.

FY 2014 humanitarian needs from other major complex, less publicized, worldwide emergencies are expected to be similar or greater than in FY 2013. Under some appropriations scenarios, USAID/OFDA would be able to maintain robust responses for Syria and the Philippines, and maintain adequate worldwide programming for ongoing disasters and response readiness for new small- and medium-scale disasters.

Other appropriations outcomes may necessitate difficult tradeoffs among ongoing programs and initiatives. For example, USAID/OFDA would have to scale back or forgo programs to improve the resilience of communities prone to disaster shocks—the very types of programs that help prepare communities to cope with shocks and save money on response costs over time.

*Question.* I understand the administration is utilizing some local and regional procurement of food to ensure vulnerable families are able to get desperately needed food.

- ◆ Could you explain the amount of time it will take to procure food locally versus the amount of time it would take to ship U.S. commodities to the populations in need?
- ◆ What other innovations in humanitarian response are being utilized?

*Answer.* So far in the Philippines, USAID's Office of Food for Peace (USAID/FFP) has responded with both local and regional purchase of food and U.S. in-kind food commodities. Immediately following Typhoon Yolanda/Haiyan, USAID contributed \$7.75 million to the U.N. World Food Programme (WFP) to facilitate the local and regional purchase of food for immediate distribution through the Government of the Philippines Department of Social Welfare and Development. This included 2,400 metric tons (MT) of rice purchased in the Philippines, which was already being distributed 5 days after the storm and high-energy biscuits airlifted from Dubai. Using \$2.3 million of Title II resources, USAID airlifted 55 MT of emergency food products from Miami, FL, and authorized the shipment of 1,020 MT of rice from its prepositioning warehouse in Colombo, Sri Lanka. The prepositioned rice is expected to arrive during the first week of December arrived in Cebu on December 3.

The ability to respond with both Title II resources for U.S. in-kind food and cash resources for local and regional purchase has been critical to USAID's support for a quick response. Generally, purchase of U.S.-sourced rice to be sent to the Philippines can take 7 days to order, 45 days to reach load port, and another 40 days to ship, for a total of more than 13 weeks.

Several independent analyses point to a clear consensus: local and regional purchases allow partners to purchase food closer to the site of an emergency, thus getting food to those in need 15–16 weeks faster on average and at up to 34 percent less cost than traditional U.S. in-kind food aid.

Each crisis where food assistance is needed should be evaluated based on the local context to determine the most appropriate intervention. This will require flexibility to use a variety of tools in order to ensure we reach those in need.

USAID currently has a variety of tools available to respond to crises: U.S. commodities, vouchers, transfers, or local and regional purchase of food. These resources are available to USAID through Food for Peace Act funds and IDA funds. IDA funds became available to USAID/FFP in 2010, to be used when USAID's in-kind food aid cannot arrive in time or other forms of assistance are more appropriate due to local market conditions.

In Syria, for example, we are implementing multiple approaches that are specifically tailored to the situation given the intense conflict and political uncertainty. WFP, with funding from USAID, has provided debit cards and vouchers to nearly 1.3 million refugees to purchase food available in host country markets. USAID and WFP are also purchasing wheat regionally for use inside Syria, as security concerns have limited the ability of USAID and its partners to transport and distribute in-kind food aid.

Limited access to flexible resources, however, means that we may well face a situation where we respond not so much based on what is the most appropriate, effective and timely tool, but rather by what resources we have on hand. As the Philippines crisis has shown, disasters can occur at any time, and flexibility is needed to respond.

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RESPONSE OF SCOT MARCIEL TO QUESTION  
SUBMITTED BY SENATOR BENJAMIN L. CARDIN

*Question.* Following the typhoon, U.S. Chargé d'Affaires Brian L. Goldbeck issued a disaster declaration, and USAID, through the Office of Foreign Disaster Assistance, authorized funds to be released for the initial implementation of an emergency response program. As of November 19, the United States has provided \$37,230,302 in humanitarian assistance.

- ◆ (a) Has any funding been shifted from other crises, like Syria, to respond to the Typhoon?
- ◆ (b) If so, how has that affected our effectiveness in dealing with those crises?

*Answer.* We have not had to divert any funds from ongoing humanitarian crises to respond to the typhoon in the Philippines. Given the scale of the humanitarian crisis in Syria, other global needs, and the possible long-term response that is required in the Philippines, the U.S. Agency for International Development's Office of Foreign Disaster Assistance will continue to monitor all demands on their

resources to determine if a future redistribution of humanitarian assistance funds may be required.

