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REPORT FROM THE COMMISSION

on co-operation with European  
non-governmental development  
organisations (NGDOs) in those fields  
of importance to developing countries

(1997 financial year)

## SUMMARY

1. At its meeting of 28 November 1977 the Council approved the procedure to be followed in using appropriations under item B7-6000 of the Community budget for cofinancing operations with non-governmental development organisations (NGDOs).<sup>1</sup>

Under this procedure the Commission is required to present an annual report to the Council on the use of the appropriations allocated during the preceding financial year.

The Commission is presenting this report for 1997.

2. Although the Council's requirement only concerns appropriations under item B7-6000, the report also covers other major spheres of co-operation with NGDOs such as food aid, humanitarian aid, special programmes and co-ordination between NGDOs. The various contributions made by the relevant Commission departments provide an overview.

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<sup>1</sup> See Council document R/207/78 (GCD) of 26 January 1978.

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# INTRODUCTION

Over the last 25 years co-operation between the European Development NGOs and the EU has kept pace with the solidarity shown by the citizens of Europe through their support for the work of the NGOs with the poor and marginalized in the developing countries. The EU mainly contributes through the cofinancing of NGO development programmes in developing countries and awareness raising campaigns on development issues in Europe, through the provision of food aid and food security programmes, the provision of humanitarian aid and assistance in many other more specialised areas.

In 1997 more than 675 MECU was allocated to NGOs for development and humanitarian activities in developing countries from the EU budget.

In addition NGOs have played a significant role in the implementation of programmes within the EU's Asian, Latin American and Mediterranean and in the implementation of EDF (European Development Fund) programmes in the ACP countries.

The special budget line for cofinancing of development schemes with European NGOs amounted to 170 MECU in 1997 compared to 175 MECU in 1996 and 174 MECU in 1995.

This annual report focuses in Section I on NGO operations cofinanced by the Commission under budget heading B7-6000. Owing to the large number of such operations, the lists of development projects and development awareness raising campaigns have not been attached to the report. These are obtainable from the Directorate-General for Development (DG VIII/A/4).

Section II of the report "Other areas of co-operation" provides information on the other main sectors of EC development aid in which NGOs play an important role, financed by the EC budget and under Articles 254 and 255 of the Lomé Convention IV.

## EUROPEAN COMMUNITY CO-OPERATION WITH DEVELOPMENT NGOS IN 1997

The range of EC budget headings on which NGOs drew in 1997 reflects their role in almost all aspects of EC development co-operation programmes.

The following table covers the main areas of co-operation with NGOs<sup>2</sup>.

	1997	1996
1. Cofinancing of development projects in developing countries	MECU 150	MECU 155
2. Cofinancing of awareness raising of development issues in Europe and of the Liaison Committee of development NGOs.	20	18,3
3. Food aid	87	111,2
4. Humanitarian aid (ECHO)	306 <sup>3</sup>	301
5. Rehabilitation programmes in developing countries	23,4	42,8
6. Rehabilitation programmes in Southern Africa	12,4	14,6
7. Assistance for refugees and displaced persons	35,4	25,4
8. Special programme for South Africa	21	13,6
9. Other budget lines accessible to NGOs	20 <sup>4</sup>	20

The Community contribution from the EC budget to NGO projects in 1997 amounts to approximately 675 MECU.

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<sup>2</sup> Approximate figure.

<sup>3</sup> Exclusive of NGO projects funded under the EDF, ALA, MEDA funds.

<sup>4</sup> Approximate figures.

**1. EC COFINANCING OF PROJECTS IN DEVELOPING COUNTRIES AND INFORMATION AND AWARENESS RAISING ON DEVELOPMENT ISSUES IN EUROPE CARRIED OUT BY EUROPEAN NON-GOVERNMENTAL ORGANISATIONS (ITEM B7-6000 OF THE BUDGET)**

**1.1. General overview**

The three main objectives of the programme in 1997 were :

- in developing countries, to support local initiatives developed in partnership with European NGOs to combat poverty at the grass-roots;
- within the EU, to support activities that increased awareness of problems faced by developing countries and the interrelationship of the North and South; and
- to strengthen co-operation between European NGOs themselves, and between European NGOs and the EU institutions through the NGDO-EC Liaison Committee.

The Commission channelled almost 90% of the appropriations under the B7-6000 item into the cofinancing of operations carried out in developing countries. The remaining 10% went into cofinancing of activities to heighten public awareness in the EC and to support the NGDO-EC Liaison Committee.

The commitment appropriations entered in the 1997 budget under item B7-6000 amounted to a total of 196 MECU (160 MECU plus 36 MECU in reserve). 10 MECU were unblocked from the reserve by the budgetary authorities, so that the total available appropriations for 1997 amounted to 170 MECU. This amount was fully committed and a total of 767 projects were cofinanced.

The following table gives an overview of the number of projects dealt with by the Commission's NGO cofinancing unit in 1997 :

	No. of projects dealt with in 1997	No. of projects cofinanced in 1997	No. of projects rejected in 1997	No. of projects carried over to 1998
Projects in developing countries	1,199	596	138	465
Awareness raising projects on development issues in Europe	302	171	45	86
Total	1,501	767	183	551



Requests are dealt with in accordance with the criteria laid down in the General Conditions for Cofinancing. In examining proposals submitted by NGOs, particular attention is given to the professionalism and financial soundness of the NGO, the quality of the project, the Southern partner's operational capacity and the quality of the ties between it and the European NGDO, the expected impact of the project, its viability.

## **1.2. 1997 EC cofinancing programme of projects in developing countries carried out by the European development NGOs**

### *1.2.1. Main features of the 1997 programme*

In 1997, 596 projects were cofinanced, representing a Community contribution of just over 150 MECU, including 179 block grants.

The proportion of the Community contribution to the total costs of projects is about 43% and the average EC contribution per action is 300,000 ECU.

The Commission continued to prioritise NGO projects which showed a strong commitment to grass roots development and to groups which do not have access to official development co-operation.

The key sectors of intervention were rural development (36%), education and training (28%), health and sanitation (21%), economic activities including micro-credit support for small businesses (7%) and social support (8%) projects.

As in 1996, considerable importance continued to be attached to projects involving women and the Commission cofinanced a number of projects designed to enhance their access to education and training and income-generating activities in both urban and rural areas.

Street children are another important group of beneficiaries. Increasing awareness of the vulnerability of children in poverty to the sex tourism industry has given an added impetus to prioritising this vulnerable group. Projects were approved which combine access to education and income-generating opportunities for the families involved.

Support for the capacity building needs of Southern NGO partners also increased as an integral part of projects approved for cofinancing. The Commission has in recent years been actively encouraging its European NGO partners to take their Southern partner's institutional and capacity building needs into account.

### *1.2.2. Block grants*

In 1997, 179 block grants were allocated to NGOs for a total of 24.8 MECU.

Block grants are provided to a number of European NGOs with whom the Commission has had a satisfactory long term partnership. The main aim of the block grant is to provide the NGOs with a flexible financing tool for small actions (e.g. purchase of equipment, construction of small-scale

infrastructure, training assistance, etc.). Such operations often complement larger projects and many also serve to establish the initial contacts for co-operation with new partners in the South.

Between 1984 and 1997, the Commission has cofinanced 1,509 block grants for a total of 192.7 MECU.

### 1.2.3. Recipient countries

The geographical breakdown<sup>5</sup> of the Community's contributions was as follows:

	1997		1996 (%)	1995 (%)
	ECU million	%		
- Sub-Saharan Africa	45.7	36.3	35.5	32.4
- Latin America	41.2	32.7	34.6	36.1
- Asia	28.5	22.6	18.3	17.5
- Caribbean	2.2	1.8	4.5	6.0
- Mediterranean	8.0	6.4	5.8	8.0
- Pacific	0.5	0.2	0.7	0
- Other <sup>6</sup>	0	0	0.6	0
<b>TOTAL</b>	<b>126.1</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>

The breakdown between ACP and non-ACP countries was as follows :

	1997 <sup>5</sup>		1996 (%)	1995 (%)
	ECU million	%		
- ACP countries	47	37.3	40.5	37.2
- Non-ACP	79.1	62.7	59.5	62.8
<b>TOTAL</b>	<b>126.1</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>

<sup>5</sup> Does not include geographical breakdown of 1997 block grants which amount to 24.8 MECU. This will only be available in late 1998 and does not substantially affect the overall picture of the allocations per recipient country.

<sup>6</sup> Projects covering several countries.

### **1.3. Cofinancing of information and awareness raising campaigns on development issues in the EC**

#### *1.3.1. Main features of 1997 programme*

In 1997, 171 projects totalling 16.8 million ECU were cofinanced accounting for 9.4% of the commitments under budget item B7-6000. This included 61 multi-project programmes concerning 479 mini-projects amounting to 2.52 MECU.

Generally speaking, the aim of these projects is information, awareness raising and mobilisation of the European public with regard to development issues in order to increase support for policies and schemes which would have a positive impact on the people of the developing countries.

The formal education sector remains an important area of NGOs' work (30 projects cofinanced in 1997, with many others including schools amongst their target groups). A major evaluation, examining in particular NGOs' strategies to give development education a more lasting place in the schools' system, was finished and the synthesis report was to be made available in early 1998.

In the light of the individual project evaluations, approaches to teacher training and strategies towards educational authorities were also reviewed and further work on the results of the evaluation is planned for 1998.

Projects directed towards young people have shown a slight increase (10 in 1996, 13 in 1997) and show a general trend towards proposing active involvement in a range of ways, such as fair trade initiatives, campaigning on children's rights or youth-led development education events. Programmes designed to build on such involvement are also being encouraged.

In terms of issues addressed, the impact of globalisation, and labour questions remain key themes and fair trade continues to hold an important place in NGO work, as do Europeans' perceptions of cultures of the South and links between migration and development prospects.

A review of the multi-project programmes was undertaken in 1997 and its findings will be taken into account in the revision of the General Conditions.

Finally, the first European Summer School took place in the UK, providing learning opportunities for NGOs from all Member States, on methodologies for work on the links between anti-racist and development education, and on education on social problems South and North. The annual Development Education Forum, held in Luxembourg in September 1997 proposed a second school, to be held in Italy in 1998 on human rights and development.

### **1.4. Cofinancing programme from 1976 to 1997**

The cofinancing programme funded through a specific budget line was launched in 1976 on a trial basis with a small amount of commitment appropriations (ECU 2.5 million). In following years the appropriations were

gradually increased, partly as a result of active support from the European Parliament, and in 1997 they reached ECU 170 million.

The following table gives an overview of the evolution of appropriations available and commitments made under budget line B7-6000.

YEAR	APPROPRIATION AVAILABLE (ECU million)	COMMITMENTS (ECU million)	COMMITMENT RATE (%)
1976	2.5	2.5	100
1986	46.0	45.0	98
1990	90.2	90.2	100
1991	104.6	104.1	99.5
1992	110.0	109.9	100
1993	145.0	135.0	100
1994	135.0	145.0	100
1995	[174.0] 157.57	157.3	99.9
1996	[174+1] 175.0 <sup>8</sup>	175.0	100
1997	170	169.9	99.9

The breakdown of operations in developing countries and development awareness raising was as follows:

1976-1997	Number of projects	EC contribution (ECU million)	%
Projects in developing countries	8,022	1,381	90.3
Development awareness raising	1,869	148	9.7
TOTAL	9,891	1,529	100

Approximately 700 NGOs in 132 developing countries have carried out 8,022 development projects.

<sup>7</sup> 16.5 MECU was transferred to the budget lines for rehabilitation, AIDS, training and awareness raising for development to finance urgent projects carried out by NGOs.

<sup>8</sup> Addition of 1 MECU transferred from budget line B7-6006 (Assistance to NGOs working in Cuba).

Tables I and II in the Annex give a breakdown by recipient developing country and by allocations made to NGOs in each EC Member State.

Roughly half of all operations cofinanced and over 50% of all the funding took place during the last five financial years, i.e. from 1992 to 1997.

The average Community contribution to projects in developing countries grew from ECU 123,000 in 1985 to ECU 275,000 in 1996, to ECU 301,700 in 1997.

#### **1.5. Relations with the Liaison Committee of Development NGOs to the EU**

In 1997, relations with the Liaison Committee (LC) of European NGOs were concentrated in two areas : policy dialogue and practical management problems arising out of EC funding of NGO projects.

The 1997 Annual Conference was held in April 1997 on the theme "Beyond Lomé - For a renewal of partnership in future EU/ACP cooperation". This was part of a wider LC process of information and consultation on the Commission's Green Paper on "Relations between EU and the ACP countries at the dawn of the 21<sup>st</sup> century". In addition, the LC sponsored several consultations with Southern NGO networks on the Commission's Green Paper which were held with the support and participation of the Commission. The two main points of consensus the NGOs regard as vital to EU/ACP negotiations are : consistency between EU policies and the participation of civil society as partners in the future convention. The issue of the future of the Lomé Convention has also been integrated into the LC's programmes to raise public awareness.

1997 saw the Liaison Committee and the European Commission intensify their dialogue on geographic areas and sectors that are of particular mutual concern. This process is called Meso-Policy Dialogue. Two such dialogues were held in 1997 : one on Nigeria, the other on the Congo, while two others were planned for 1998 : one on Haiti, the other on Palestine.

The LC and the Commission continued their joint project to ensure greater dissemination of information and understanding of EC decentralised co-operation approaches to European and Southern NGOs. Workshops were held and a successful newsletter established on the concerns and issues raised. An internet site on the EUFORIC network in the One World site was also established.

Concrete steps were taken with the support of the Commission to reinforce the role of the national platforms to ensure a greater ownership of the European NGDO movement. This was carried out through improved circulation of information, greater use of the new technologies such as the internet and ensuring greater involvement in the LC's initiatives. The reinforcement of national platforms was also supposed to reduce the workload of the LC secretariat in Brussels.

1997 saw the successful launch of the Cofinancing Support Programme (CSP). The broad strategic aim of the CSP is primarily to improve the

quality of documentation the NGOs present to the Commission and to help NGOs understand better the prevailing rules and practices of the Commission's NGO unit. The Commission retains its full responsibilities in the cofinancing process, such as selection and qualitative appraisal of projects, decision on eligibility of NGOs.

The Development Finance Working Group of the LC continued to provide useful inputs on various issues of NGO concern related to the revision of the General Conditions for Cofinancing and the development of a standard contract for all NGO grants from the EC.

The Commission participated in the creation of an International Forum on Capacity Building, an initiative of a group of Southern NGOs together with the Northern NGOs and the major donors to establish direct dialogue on this issue.

The Commission hosted an informal meeting with representatives of the EU Member States in April 1997 to share information on developments both within the Commission and at national level on cofinancing issues.

#### **1.6. Council Regulation on cofinancing operations with European NGOs**

In July 1997, the Council reached a common position on its regulation on cofinancing operations with European NGOs. The Commission endorsed this position and in December the Parliament delivered its opinion at a second reading, where it adopted eight amendments. As 1997 drew to a close, the Commission was in the process of re-examining a proposal that incorporated those amendments it accepted, under article 189c(D) of the EC Treaty<sup>9</sup>.

#### **1.7. Outlook**

European NGOs and their Southern partners are facing new challenges in this era of rapid globalisation of the world economy which in many countries is increasing the gap between rich and poor. It is widely recognised that isolated initiatives only have a limited and often unsustainable impact on the lives of beneficiary groups and that greater coherence and co-ordination of activities is required.

The Commission and the European NGO movement and their Southern partners through dialogue are addressing these challenges by

- increasing policy dialogue on how to ensure greater coherence and complementarity between EC NGO cofinanced projects and the EC's own development cooperation programmes on a country and/or regional basis;

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<sup>9</sup> The Council approved the Commission's resubmitted final version of the re-examined proposal in July 1998. This Council Regulation, n° 1658/98, entered into force on 3 August 1998.

- an increased emphasis on the importance of co-ordination with other actors in particular, in the context of a more decentralised cooperation approach;
- increased consultation on the development of sectoral guidelines;
- exchanges of information and views on the impact of programme approaches and design.

The revision of the General Conditions for Cofinancing is moving into its final stages and the Commission will be carrying out internal consultations within the Commission and with the NGO community in the coming months. It is intended that the revised General Conditions will take account of the criteria and guidelines laid down in the Council Regulation on Cofinancing and incorporate other best practises that will allow NGOs to respond to the new challenges they face.

Work will continue on the harmonisation of the conditions under which NGOs access the different EU budget lines under which they can obtain financing in a way which safeguards the right of initiative and autonomy of NGOs.

The Commission will maintain its contacts with cofinancing counterparts in Member States so as to explore issues of common concern and to exchange information.

The Commission will continue its active support for the establishment of genuine partnerships between European NGOs and their Southern partners in particular, through support for capacity building measures for Southern NGOs to enable them to participate in the construction of a strong civil society and ensure the sustainability of their activities. Plans are also advanced on holding a conference on capacity building that will bring together Southern and Northern NGOs as well as donors.

## 2. OTHER AREAS OF CO-OPERATION

### 2.1. Food security and food aid programmes implemented through development NGOs (Chapter B7-2 of the Budget)

In 1997 allocations to NGOs under the Food Security and Food Aid Budget totalled 87 MECU.

This amount represents 17% of the total Food Security and Food Aid Budget of the Community and represents about 40% of the indirect aid provided under the budget (aid for international organisations - PAM, UNRWA, CICR and NGOs) for 1997.

The breakdown of the aid is as follows :

PRODUCT	QUANTITY
Cereals	65,000 tons
Milk powder	3,500 tons
Sugar	1,800 tons
Vegetable oil	3,500 tons
Pulses	7,850 tons
Other products	20.92 MECU
Storage, early warning	1.75 MECU
Tools	5.228 MECU
Cash for projects in support of food security	20.00 MECU

In 1997 the EC continued to offer NGOs two alternatives for the implementation of food aid programmes, either using the services of EURONAIID, a service organisation created by 24 European NGOs, including the major European NGOs which carry out food aid operations, or a direct contract between the Commission and the NGO concerned.

In 1997, as in 1996, the implementation of almost all operations involving food aid products was entrusted to EURONAIID.

It should be noted that in addition to the above allocations where support is provided directly to NGOs for their own programmes, several of the direct aid programmes contained programmes implemented with the support of NGOs. In addition, in the case of programmes implemented by the World Food Programme, NGOs are directly involved in the final distribution of



food aid products. It is therefore clear that NGOs have a significant role to play in the overall implementation of Community food aid and food security programmes.

### 1997 - the first full year of implementation of the new Council Regulation

In 1996 the Council adopted the new framework Regulation on food aid policy and food aid management and special operations in favour of food security (Regulation (EC) n° 1292/96 of 27/6/96). This regulation marked a significant policy shift from a policy dealing with food aid to a policy covering food security and food aid.

Apart from the overall emphasis on the integration of food aid operations into a wider food security and overall development policy framework, this new regulation provides for the possibility of funding operations in support of food security with financial and technical assistance. This new possibility is important for NGOs. As a result of this change, and as can be seen from the table above, a total of 20 MECU was set aside in 1997 for the funding of projects of this type presented by NGOs.

Given the nature of such projects, all allocations are covered by direct contracts between the Commission and the NGO concerned.

By the end of 1997, the entire allocation of 20 MECU destined for financial and technical assistance for projects in support of food security presented by NGOs had been allocated to a total of 29 projects of varying types, covering a wide range of countries and NGOs. A list of the projects financed from this allocation can be found at Annex 1.

In 1997 a total of 72.6 million ECUs was allocated to NGOs through EURONAIID for projects involving the provision of food aid products and/or inputs/tools/seeds. A list of the projects funded through EURONAIID is provided in Annex 2.

### The decision-making process

Once the global financing decisions in favour of NGOs have been taken, the allocation of food and/or cash to specific projects can take begin. The process is as follows :

- 1) Initial discussion of the request between the NGO and the Commission Delegation in close collaboration with the technical assistance team in the country, if appropriate. The Delegation then indicates its opinion on the request to the Food Security and Food Aid Unit in Brussels.
- 2) Based on the opinion of the Delegation, the Food Security and Food Aid Unit takes the decision as to whether to fund the programme. Contracts can then be drawn up or implementation of the programme via EURONAIID can begin.

The role of the Delegations and technical assistance teams is very important, in that it allows for a field level dialogue between the NGO and the

Commission, whereby programmes and ideas can be discussed on a regular basis. Technical assistance teams are now in place in most priority countries.

### Trends in 1997

As indicated above, 1997 was the first year in which cash financing for food security projects was available to NGOs under the Food Security and Food Aid Budget. The high level of use of the cash provision (100%) would seem to indicate that NGOs have reacted favourably to the new opportunities offered and are ready to use the facility extensively.

The absence of major food crises in 1997 resulted in a reduced level of allocation of food aid products compared to previous years; this reduction was however balanced by the substantial allocation made for technical and financial assistance to projects in support of food security.

#### **2.2. Aid for refugees, repatriated and displaced persons (Article 255 of the Fourth Lomé Convention)**

NGOs were, as in previous years, the EU's main operational partners in delivering assistance to refugees and repatriated and displaced persons during the period under review. Some 92% of the ECU 2,329,331 approved in 1997 as aid under Article 255 of Lomé IV (ECU 2,141,000) is to be implemented by NGOs.

Two action programmes totalling ECU 1,441,000 and ECU 700,000 for Côte d'Ivoire are to be undertaken by Action Contre la Faim (improved supply of drinking water and sanitation for Liberian refugees and the local population) and Médecins sans Frontières-France (primary health care for Liberian refugees and the local population).

#### **2.3. Rehabilitation (headings B7-3210 and B7-6410 of the 1997 budget)**

Since the Special Initiative for Africa was launched in 1993 NGOs have increasingly played a role not only in defining the concepts of rehabilitation – and the role of their representatives in drawing up policy papers on the linkage of emergency aid, rehabilitation and development – but also proposing and implementing projects and programmes in this sector.

It is Council Regulation (EC) n° 2258/96 of 22 November 1996 on rehabilitation and reconstruction operations in developing countries which expressly provides for their input in this area, referring to them as cooperation partners eligible for financial support from the Community budget, although it also calls for cofinancing from them. Their pivotal role was discussed in the talks held in March and April 1997 with the Member States to define guidelines for the budget rehabilitation process.

In 1997 39 NGOs from seven Member States of the European Union and two ACP States (six local NGOs in Haiti and several in Mozambique) received the bulk of financial assistance under the two budget headings in question (B7-3210 "Rehabilitation programmes in southern Africa" and B7-6410 "Rehabilitation and reconstruction measures for the developing

countries – ACP”). This was ECU 35.8 million of the ECU 38.86 million approved (92.1%) for rehabilitation operations in the ten eligible ACP countries.

Operational partners provided cofinancing under Article 4 of Regulation n° 2258/96 for virtually all the projects amounting to ECU 10.7 million (27% of the total for the projects) for the first year in which the Regulation was implemented. This increased the financial impact of the budget heading and helped serve as a catalyst for funds and partnership.

Of the 23 operations approved under budget heading B7-3210 (Rehabilitation programme in southern Africa) 20 were to be implemented directly by NGOs who received a total of ECU 12.35 million (82.6% of the total allocation) for operations in Angola, Malawi, Mozambique and Namibia. The 17 NGOs in question come from six Member States of the European Union and one ACP country (Mozambique). A significant financial contribution was obtained for virtually all projects from operational partners amounting to ECU 3.4 million (27.5% of financing for the projects in question). The average allocation for NGO projects is ECU 600,000.

Under that part of budget heading B7-6410 (Rehabilitation and reconstruction measures for the developing countries) managed by DG VIII the 43 operations approved were implemented by 29 NGOs from six Member States of the European Union and one ACP country (six local NGOs in Haiti). These totalled ECU 23.4 million (98% of funds allocated). A financial contribution of over ECU 7 million (29.9% of total) was obtained from operational partners for virtually all projects in the very first year. The average volume of Community financing for projects implemented by NGOs is ECU 544,000, slightly more than in the previous year.

#### **2.4. European Programme for Reconstruction and Development (EPRD) (budget line B7-320)**

##### General objectives of the EPRD

The European Programme for Reconstruction and Development (EPRD) is a 4-year (1996-1999) 500 MECU programme, which supports the policy manifesto of the new South African government, the Reconstruction and Development Programme (RDP) and particularly the newly adopted Growth, Employment and Redistribution (GEAR) Government Programme, based on promotion of economic reforms, support to private sector and delivery of basic social services and infrastructure to the poorest. The financial support given by the EU to the new South Africa reinforces democracy and institutions and provides the government with additional resources for carrying out the policy reforms which should result in improved living conditions and better access to services for the most disadvantaged sections of the population.

South Africa's qualified membership of the Lomé Convention was approved on 24 April 1997. Once the Lomé IV bis Convention enters into force, South Africa will be able to participate fully in the Lomé institutions and have

access to tenders for EDF projects in all ACP countries. A comprehensive Bilateral Agreement, currently under negotiation, will cover other issues, such as development co-operation, political dialogue, economic co-operation and trade relations.

#### Specific objectives

In May 1997, a Multiannual Indicative Programme (MIP), covering the period 1997-1999, was signed by the EU and the South African government. The MIP provides guidelines for the EU/SA co-operation programming, with an average of 125 MECU to be committed each year. It identifies major challenges and constraints to development in South Africa, and provides a limited number of sectors of intervention for future development assistance financed under the EPRD, which are :

- basic social services (education, health, water and sanitation ...);
- private sector development;
- good governance and democratisation;
- regional integration.

Project implementation will be undertaken by the government (under the responsibility of the Ministry of Finance), the private sector, and NGOs. The government has committed itself to allocate a minimum of 25% of the MIP funds to programmes with decentralised partners, although it is to be noted that this is largely destined for South African partners, and projects will not normally be initiated by European partners.

In 1997, 127.8 MECU was committed for a total of 13 programmes/projects, according to the following breakdown by sector :

SECTOR	Number of projects	MECU
Basic social services	5	89.2
Private sector	1	17.0
Good governance	2	18.2
Regional	1	0.3
Other	4	3.1
TOTAL	13	127.8

Four of the programmes, for a total of 21 MECU, are directly financed through South African NGOs. These are :

Soul City series 4 and 5 (3.2 MECU) is a multi-media awareness and education programme focusing on health and social issues. The main themes to be covered by the two series are : HIV/AIDS, water and sanitation, domestic violence, hypertension, disability, personal finance, mother and child health and tobacco.

The Participatory Primary Health Care Programme (Western Cape) (9.6 MECU) proposes a staged expansion and diversification of health services to reach more than a million disadvantaged people in the Western

Cape, and to develop a recognised role in the provincial health care delivery system of the area.

The Integrated Community Sports Programme (7.9 MECU) aims to empower and strengthen the cohesiveness of 50 townships and rural communities in South Africa by increasing community involvement in sport. To achieve these aims it will increase the number of basic, low cost, low maintenance multi-use sports facilities in disadvantaged areas.

Support to the Fight against Corruption in South Africa (0.3 MECU) aims to combat corruption by promoting transparency and accountability.

Two further programmes are with decentralised partners : the Community Projects Fund Support Programme in the Free State (17 MECU), and Strengthening Local Governments in Mpumalanga and Northern Province (17.9 MECU).

### Conclusions

The 1997 programme was executed according to the criteria set out in the MIP. Resources have been concentrated more efficiently by reducing the number of focal sectors in order to target development assistance on impact-oriented priority sectors of the government, coherent with their overall development policies. Programming and implementation are closely monitored through bi-annual EU/SA government consultations.

## **2.5. Environment and forest sectors (budget line B7-6200 "Environment in developing countries" and budget line B7-6201 "Tropical forests")**

### *2.5.1. Environment in developing countries (budget line B7-6200)*

Total environment budget for all developing countries in 1997 was 15 MECU. The split in commitment funds between the ACP and ALA/MED countries in 1997 was 50-50.

The Council adopted Regulation (EC) n° 722/97 on 22 April 1997 on environmental measures in developing countries in the context of sustainable development.

The main objective is assistance for activities conducted in developing countries which enable the people in these countries to integrate environmental protection and sustainable development concepts more easily into their daily life.

### Actions funded

16 contracts which were awarded to various aid recipients and co-operation partners. Partners included :

- international organisations such as the UNEP, UNDP, FAO received about 20% of the ACP budget;

- international research institutes, universities and international non-governmental organisations received about 74% of the ACP budget;
- public agencies received about 6% of the ACP budget.

Activities carried out focused on a narrower range of environmental themes :

- strategic decision making for sustainable development (15%),
- urban environment (13%),
- sustainable agriculture and desertification (16%),
- management of freshwater resources (16%),
- biodiversity conservation (27%),
- coastal zones and wetlands management (6%),
- environmentally sensitive use of energy and renewable energy (7%).

Pilot schemes in the field (41%) built on local initiatives, enhanced information exchange and training programmes. These activities directly addressed the needs of the local population and encouraged "ownership".

Policy guidelines, impact studies and information systems (59%) will promote EC and Member States' principles of coherence, complementarity and coordination amongst donors and with aid recipient countries.

The results of the evaluation of activities over the period 1990-1995 indicate the need for better identification of objectives and beneficiaries, as well as emphasis on sustainability issues.

#### 2.5.2. *Tropical forests (budget line B7-6201)*

Total forest budget for all developing countries in 1997 was 50 MECU. The ACP commitment credits totalled 19 MECU.

The Tropical Forest Regulation of December 1995 remains in force.

The main objective is to support activities which assist and encourage the efforts of developing countries and their regional organisations to conserve and sustainably manage their tropical forests, in the context of the sustainable development of those countries and regions (Article 3.1).

Special consideration shall be given to operations in support of the conservation of forests, as regards both quality and quantity, which are considered to be of importance for local effects such as the protection of hydrographic basins and biotopes, the prevention of soil erosion and the restoration of degraded areas, and for global effects, such as climate change and loss of biological diversity (Article 3.3).

#### Actions funded

21 contracts were concluded with different aid recipients and cooperation partners in the ACP including

- NGOs which received 54% of budget, or about 10 MECU for 12 actions executed in the areas of agroforestry techniques, certification and

sustainable forest management, training and scientific capacity building, community conservation, woodlands conservation and applied research, sustainable private sector forestry, ecotourism and conservation, and capacity building for natural forest programmes;

- 5.6 MECU, or 30% of ACP budget : international organisations. There were 4 actions executed by international organisations in the areas of timber trade industrialisation, development of criteria and indicators for sustainable forest management, forest data collection for sustainable forest management, and a regional environment information programme;
- 2.2 MECU, or 12% of ACP budget : consultancy firms. There were 8 actions executed by consultancy firms in the areas of forest project evaluation, trade sector strategy in SADC countries, forest sector strategy in development co-operation, certification information service, forest sector strategy in Surinam, exploitation of Forest Manual in CD-ROM, and biomass energy conservation programme;
- 0.8 MECU, or 5% of ACP budget : government. There was only 1 action executed by a government in the area of forest certification system in Ghana.

A synopsis of the priority areas of activities shows :

- 34% for capacity building,
- 27% for the conservation and sustainable management of forest resources,
- 21% for forestry information and communication,
- 18% for forestry certification.

## **2.6. Uprooted people (budget heading B7-2120)**

Since 1984 the Community has had a financial instrument to meet the specific needs of uprooted people (refugees, repatriated and displaced persons) in Asian and Latin American developing countries.

Council Regulation n° 443/97 of 3 March 1997 (OJ 68 of 8 March 1997) provides the legal basis for this financial instrument.

Appropriations under heading B7-212 (ex B7-302) have regularly increased since it was introduced in 1984. They were used to finance over 400 projects totalling ECU 438 million between 1984 and 1986. These projects were undertaken by a number of European or local NGOs, international organisations (in particular the UNHCR) and government institutions.

In 1997 a total of ECU 56 million was committed under Article B7-2120 for 67 projects of which ECU 35 million went to Asia (63%) and ECU 20 million to Latin America (37%).

40 projects were adopted for Asia under Article B7-2120 in 1997. 32 of these projects were implemented by NGOs (23.76% by local NGOs) and funding totalled ECU 25.6 million (72.28% of the total committed in 1997).

Operations in Asia in 1997 focused on the resettlement of uprooted Afghans (70.54%) (mine clearing and rehabilitation of sanitation and rural areas).

Projects were also undertaken to help repatriate, resettle and reintegrate Rohingya refugees from Thailand and Bangladesh in Myanmar (9.53%). More targeted projects were carried out to help people displaced from Sri Lanka (7.6%), the Bhutanese in Nepal (6.76%), the Karen on the border between Thailand and Myanmar (4.87%) and Vietnamese repatriates (0.7%).

In 1997 27 projects were undertaken in Latin America under Article B7-2120. 17 of these projects were implemented by NGOs (of which 23.5% by local NGOs) and received ECU 9.8 million (47.26% of the total committed in 1997).

In Latin America projects focused on :

- rehabilitation and socio-economic reintegration of uprooted persons (64.7%);
- reintegration of demobilised and disabled servicemen into civilian life (11.7%);
- democratisation and peacebuilding process (11.7%);
- help for indigenous children (5.8%);
- global health programme (5.8%);
- three projects to help Guatemalan refugees and the host population in southern Mexico (17.6%).

## **2.7. Decentralised co-operation (budget line B7-6430)**

The year 1997 saw an accentuated political interest in decentralised co-operation (DC), thus carrying on the tendency observed the year before when the Commission's report<sup>10</sup> focused on action taken in the context of decentralised co-operation.

Following the Council's recommendations that

- in the run-up to the review of the EC co-operation instruments relating to the ALA developing countries, the Mediterranean, the ACP and South Africa before the year 2000, priority should be given to defining criteria which will allow actions appropriate for the application of a decentralised co-operation approach to be better identified;
- coordination within the European Union, as well as with other donors at both policy definition level and on the ground regarding decentralised co-operation should be encouraged,

it was decided to proceed with the mainstreaming of the decentralised co-operation approach in key policy areas such as poverty alleviation, the

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<sup>10</sup> COM (96) 70 final, 01.03.1996.



development of the private sector, local development and the strengthening of civil society. Mainstreaming is already foreseen in the revised version of the Lomé IV Convention, so that decentralised co-operation is now moving from a pilot approach to a more institutional one whereby various development actors are put at the heart of EC development co-operation. This "development actor" approach has been integrated into the mandate for the negotiation of the Post Lomé Convention.

On the practical side, current priorities include the development of methodological tools to promote and further operationalise the decentralised co-operation approach in EC development programmes.

Decentralised co-operation is responding to the necessity of reinforcing capacity for initiative and the active participation in development projects of both civil society and local community protagonists in the recipient countries. It is intended to provide a more appropriate response to the needs identified by the local populations themselves, in particular the poorest, which are the ultimate beneficiaries of this form of co-operation. In the context of poverty alleviation and the emphasis on the social dimension of aid, support is given to the reinforcement (i.a. capacity building) and diversification of civil society and local communities, and the provision of fora to channel their input regarding the delivery of EC development aid.

Decentralised co-operation is above all an approach and a method which can be applied in numerous areas using the different co-operation instruments at the disposal of the Commission. It is therefore in no way restricted to a budget line. The budget line B7-6430 has been able to support a number of initiatives from either associations of local authorities, or trade unions, farmers unions, small producers, NGO networks, umbrella organisations, etc. as the protagonists concerned by decentralised co-operation. In fact they include numerous non-profit making associations able and willing to make their contribution to development.

The Commission pays special attention to a new generation of projects and programmes elaborated with a common perspective to promote dialogue amongst the different categories of actors i.e. state, local elected representatives, their technical and decentralised services, support organisations et representative associations. Participative planning to be undertaken under the responsibility of decentralised actors will guide these projects combining local development, decentralisation and active citizenship. One of the basic ideas is to combine institutional and/or organisational strengthening of decentralised actors with a concrete capital investment-like support to their initiatives (i.e. urban development programmes bringing together local authorities, NGOs, urban grassroots organisations, and involving both capacity building and investment aspects).

Some of the key trends observed in 1997 are :

- greater financial resources being put at the disposal of the ACP countries in order to bolster the decentralised co-operation approach;

- an increase in the number of promotional actions, seminars, studies and strategies aimed at increasing awareness of the decentralised co-operation approach as well as designing effective strategies to implement this approach.

At the same time, however, there was :

- a decrease in the number of decentralised co-operation actions in Latin America above all due to the abandonment of the urban programme MERCOCIUDADES;
- a decrease in the number of cofinancing requests originating in the Mediterranean countries;
- a decrease in the amount available to the decentralised co-operation budget line B7-6430 (down by 1 MECU).

In 1997 a total of 13 projects were implemented with NGOs, of which 6 were directly carried out with Southern NGOs. The main areas of activity were support for decentralisation processes, capacity building of local actors, citizen education and urban development.

**TABLE I**  
**BREAKDOWN BY RECIPIENT COUNTRY OF DEVELOPMENT PROJECTS**  
**COFINANCED FROM 1976 TO 1997 INCLUSIVE (\*)**

<i>Recipient country</i>	<i>1997</i>	<i>Period 1976-1997</i>	<i>Total projects</i>
Afghanistan	-	2.913.662	17
Sub-Saharan Africa	391.768	2.912.342	8
Algeria	295.831	2.752.910	16
Angola	685.155	3.411.958	21
Antigua & Barbuda	-	218.376	1
Netherlands Antilles	-	202.926	2
Argentina	672.852	15.974.290	88
Bangladesh	4.303.371	24.179.211	130
Barbados	-	522.506	3
Belize	-	1.171.572	9
Benin	518.250	4.264.698	26
Bhutan	-	212.740	6
Bolivia	4.338.283	41.707.888	189
Botswana	450.000	4.122.521	20
Brazil	8.254.414	86.969.472	377
Burkina Faso	1.890.666	27.167.221	232
Burundi	436.541	5.996.902	36
Cameroon	937.785	11.758.845	91
Cape Verde	347.396	5.471.320	34
Caribbean	-	1.017.323	4
Central African Republic	464.658	8.051.809	41
Chile	4.017.076	34.400.901	213
China	1.346.328	6.651.319	28
Cyprus	-	43.200	1
Colombia	2.126.216	16.381.865	89
Comoro	-	622.004	6
Congo	-	1.328.653	11
Costa Rica	203.961	2.735.322	15
Côte d'Ivoire	1.024.833	5.459.065	37
Cuba	900.321	7.283.388	21
Democratic Republic of Congo	563.285	26.677.284	138
Djibouti	-	575.683	5
Dominica	468.579	1.342.080	10
Egypt	333.675	6.182.350	32
El Salvador	2.147.765	15.940.313	79
Ecuador	2.599.862	21.469.422	121
Eritrea	-	4.513.846	15
Ethiopia	5.902.970	37.843.151	155
Fiji	-	1.225.580	4
Gabon	-	455.263	7
Gambia	498.497	2.244.702	17
Ghana	784.239	6.912.164	34
Grenada	-	815.439	9
Guatemala	1.225.876	11.997.044	65
Guinea	245.833	6.184.542	21
Guinea Bissau	-	8.259.266	39
Equatorial Guinea	105.857	1.186.491	7
Guyana	-	985.290	6
Haiti	219.729	18.445.479	95
Honduras	962.038	4.970.069	28
India	10.017.358	71.464.578	472
Indonesia	1.833.910	7.325.147	55

(\*)these figures do not include Block Grants (BG)

Iraq	500.000	1.103.960	5
Israel	293.461	2.122.464	7
Jamaica	-	3.220.686	23
Jordan	699.901	3.760.570	16
Cambodia (Kampuchea)	2.296.620	23.053.412	95
Kenya	5.431.130	31.698.532	162
Laos	-	4.528.513	21
Lesotho	150.101	2.287.402	18
Lebanon	2.320.092	19.391.413	103
Liberia	-	701.437	8
Madagascar	2.127.677	14.590.432	68
Malaysia	-	263.933	4
Malawi	899.302	7.761.627	36
Maldives	-	760.277	2
Mali	1.466.563	19.749.223	133
Morocco	394.333	3.464.899	22
Mauritius	-	840.008	10
Mauritania	156.142	4.561.828	28
Mexico	1.074.704	12.904.106	59
Mongolia	-	858.313	2
Mozambique	2.358.210	17.841.959	82
Myanmar	-	205.337	2
Namibia	535.231	9.900.299	41
Nepal	363.498	4.371.288	29
Nicaragua	3.853.150	46.595.815	225
Niger	-	5.350.423	35
Nigeria	-	3.101.783	26
Uganda	4.543.251	24.122.120	110
Pakistan	-	3.485.644	34
Panama	-	1.163.973	11
Papua New Guinea	452.592	1.084.433	9
Paraguay	161.421	4.933.404	37
Peru	7.805.801	52.105.235	237
Philippines	3.084.529	30.829.495	148
Republic of South Africa	499.153	499.153	1
Southern Africa Region	-	1.079.570	5
East Africa Region	-	519.737	3
West Africa Region	-	1.677.967	9
Sahel Region	259.745	2.045.214	6
Central America Region	-	999.750	3
South America Region	540.664	2.350.154	8
Asia Region	615.883	1.048.688	4
Africa Region	170.567	170.567	1
Mediterranean Region	-	396.284	1
Pacific Region	-	1.354.852	6
Dominican Republic	611.254	9.608.731	46
Rwanda	-	13.364.767	112
Saint Lucia	-	235.246	2
Solomon Islands	-	1.272.750	5
Western Samoa	-	268.550	1
Sao Tome & Principe	930.000	3.161.742	10
Senegal	4.197.978	21.765.872	136
Seychelles	-	110.064	3
Sierra Leone	-	3.427.927	33
Somalia	-	5.147.142	24
Sudan	978.809	10.564.802	55
South Korea	-	872.372	7
Sri Lanka	649.916	7.340.973	57

(\*)these figures do not include Block Grants (BG)

Suriname	-	116.830	2
Swaziland	-	2.160.828	11
Syria	-	753.408	4
Tanzania	3.132.205	25.556.252	175
Chad	1.206.263	9.680.288	51
Thailand	921.036	11.123.611	79
Togo	199.811	4.824.783	31
Tonga	-	117.427	2
All countries	-	3.993.966	15
Trinidad & Tobago	-	776.125	3
Tunisia	351.781	4.512.431	21
Uruguay	796.853	12.182.303	68
Vanuatu	-	356.649	1
Venezuela	449.980	6.139.005	26
Vietnam	3.110.266	13.637.323	75
West Bank & Gaza	2.799.068	23.142.925	85
Yemen (North & South)	-	3.059.450	20
Zambia	358.255	8.410.798	57
Zimbabwe	878.125	17.568.415	97
<b>TOTAL</b>	<b>126.140.499</b>	<b>1.183.031.326</b>	<b>6395</b>

TABLE II

## BREAKDOWN BY MEMBER STATE OF COMMUNITY FUNDS ALLOCATED FOR COFINANCING FROM 1976 TO 1997 INCLUSIVE (\*)

Nationality of contractor	Development projects in the developing countries			Awareness raising activities in Europe			TOTAL		
	n° projects	Amount (ECU)	%	n° projects	Amount (ECU)	%	n° projects	Amount (ECU)	%
Austria	44	8.621.425	0,6	14	1.193.490	0,8	58	9.814.915	0,6
Belgium	1101	165.282.476	12,0	239	16.607.677	11,3	1.340	181.890.153	11,9
Denmark	115	17.331.597	1,3	57	4.756.468	3,2	172	22.088.065	1,4
Finland	14	3.364.371	0,2	5	783.812	0,5	19	4.148.183	0,3
France	1282	198.161.652	14,3	258	16.217.324	11,0	1.540	214.378.976	14,0
Germany	1259	236.061.908	17,1	238	21.190.158	14,4	1.497	257.252.066	16,8
Greece	34	5.328.549	0,4	20	2.120.565	1,4	54	7.449.114	0,5
Ireland	316	32.722.137	2,4	63	3.984.819	2,7	379	36.706.956	2,4
Italy	1129	205.967.052	14,9	256	20.084.027	13,6	1.385	226.051.079	14,8
Luxembourg	254	16.656.717	1,2	12	345.034	0,2	266	17.001.751	1,1
Netherlands	477	77.183.792	5,6	203	15.566.214	10,6	680	92.750.006	6,1
Portugal	42	7.460.646	0,5	36	3.088.258	2,1	78	10.548.904	0,7
Spain	336	73.667.126	5,3	111	7.931.208	5,4	447	81.598.334	5,3
Sweden	12	3.384.961	0,2	5	370.307	0,3	17	3.755.268	0,2
UK	1459	234.676.852	17,0	328	26.057.594	17,7	1.787	260.734.446	17,1
Consortium	148	95.826.363	6,94	24	7.130.019	4,8	172	102.956.382	6,7
<b>TOTAL</b>	<b>8.022</b>	<b>1.381.697.624</b>	<b>100,0</b>	<b>1.869</b>	<b>147.426.974</b>	<b>100,0</b>	<b>9.891</b>	<b>1.529.124.598</b>	<b>100,0</b>

(\*) these figures include Block grants (BG)

TABLE III

## BREAKDOWN BY MEMBER STATE OF COMMUNITY FUNDS FOR COFINANCING ALLOCATED IN 1997 (\*)

Member States	Development projects in the developing countries			Information campaigns for European public opinion			TOTAL		
	n° projects	EC contribution (ECU)	%	n° projects	EC contribution (ECU)	%	n° projects	EC contribution (ECU)	%
Austria	14	2.580.552	1,7	5	290.835	1,7	19	2.871.387	1,7
Belgium	55	12.146.540	8,1	23	2.489.681	14,8	78	14.636.221	8,7
Denmark	3	190.300	0,1	4	255.906	1,5	7	446.206	0,3
Finland	6	1.367.501	0,9	4	543.812	3,2	10	1.911.313	1,1
France	89	20.071.290	13,3	16	1.539.260	9,2	105	21.610.550	12,9
Germany	108	27.367.587	18,2	20	2.303.435	13,7	128	29.671.022	17,7
Greece	4	384.270	0,3	2	184.923	1,1	6	569.193	0,3
Ireland	17	4.672.795	3,1	3	411.184	2,4	20	5.083.979	3,0
Italy	98	22.372.732	14,8	35	2.666.940	15,9	133	25.039.672	14,9
Luxembourg	13	1.266.274	0,8	2	34.117	0,2	15	1.300.391	0,8
Netherlands	32	9.408.351	6,2	13	931.520	5,5	45	10.339.871	6,2
Portugal	3	890.000	0,6	4	280.849	1,7	7	1.170.849	0,7
Spain	23	5.169.081	3,4	11	1.006.413	6,0	34	6.175.494	3,7
Sweden	4	1.171.888	0,8	1	125.000	0,7	5	1.296.888	0,8
UK	102	25.841.598	17,1	24	2.587.107	15,4	126	28.428.705	17,0
Consortium	25	15.812.642	10,49	4	1.144.616	6,8	29	16.957.258	10,1
<b>TOTAL</b>	<b>596</b>	<b>150.713.401</b>	<b>100,0</b>	<b>171</b>	<b>16.795.598</b>	<b>100,0</b>	<b>767</b>	<b>167.508.999</b>	<b>100,0</b>

plus 2.2 MECU for support to the NGO Liaison Committee, the Co-financing Support Programme and consultancies

(\*) these figures include Block grants (BG)

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