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AND THE EUROPEAN PARLIAMENT

# Annual Report 1995 on Humanitarian Aid

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## Executive Summary

In the last five years the humanitarian operations carried out by the Commission on behalf of the Union have grown sevenfold to make the EU now the **foremost single public donor** of humanitarian aid. From ECU 114 million in 1991, the figure reached ECU 764 million in 1994, and in 1995 stood at around ECU 692 million. As in 1994, the main theatres of operation this year continued to be **former Yugoslavia** and **Rwanda/Burundi**. This notwithstanding, a presence was maintained in some **sixty crisis-stricken countries** around the globe, most significantly in Angola, Sudan, Haiti, the Russian Federation (Chechnya), Armenia, Azerbaijan, Georgia, Tajikistan, Iraq, Afghanistan and Cuba.

Humanitarian assistance is implemented within the Commission by its Humanitarian Office (**ECHO**). ECHO was established in 1992 and became fully operational in 1993. 1995 was therefore the third full year of operations. Although the Commission has been involved in humanitarian operations on a smaller scale for many years, the dimension that the problems have taken since the end of the Cold War clearly more than justify a dedicated structure. 1995 may be seen as the year in which ECHO moved towards completing the consolidation of its functions. The year saw the Office take **full responsibility** for all the Commission's humanitarian operations, as well as the essential work towards the setting-up of its own **database** and the adoption of a **Council Regulation** covering EC humanitarian aid. It also reinforced its efforts in the field of **evaluation**, as well as its **policy instruments and capacity**.

1995 saw a new Commission take office. As far as humanitarian aid is concerned, the basic principles underlying ECHO's work were reinforced rather than changed. As in the past, its *modus operandi* continued to be based on the principle of partnership together with some 170 NGOs - for the most part European - **UN agencies** and the **Red Cross**, signatories in almost all cases to a Framework Partnership Agreement with the Commission. ECHO aid continued to be **granted without discrimination** on the basis of race, religion or political ideology, to benefit the many millions of human beings victims in 1995 of **natural disasters** and of man-made chronic crises, but above all of **civil war**.

In recent years humanitarian operations funded by the Commission have taken place in increasingly difficult and wide-ranging contexts, and 1995 was no exception to this trend. The conflict-related crises which account for the vast majority of interventions have proven to be **complex and persistent**. In general, the roots of such conflicts lie in deep socio-economic imbalances, which sometimes take on an ideological or ethnic tinge. Neither their causes nor their effects disappear from one day to the next.

In many cases, the Commission assumed a **key role** amongst donors in such crises. It was the single biggest donor not only in ex-Yugoslavia, but also in Afghanistan, South Sudan, Liberia and Sierra Leone, among others. While tenaciously defending the **autonomy and independence of humanitarian assistance**, this presence also allowed it - indeed obliged it - to draw attention to **conflict prevention and resolution** issues both at country level and more widely, even where such issues were not prominent on domestic or international political agendas. The year saw the adoption by the Commission of a communication on the external

dimension of human rights policy noting their relevance to conflict prevention<sup>1</sup>. On other occasions, humanitarian assistance helped prevent a tragedy from getting worse. In such countries as Haiti, Angola, Liberia and parts of Latin America, and even in the Israel/Palestine context, it contributed to fostering the first fragile moves towards **peace**, reconciliation and reconstruction.

Throughout the year the Commission has taken a close interest in the debate staged in the international humanitarian community on the need to reinforce **links between relief and development**, and the discussion paper it produced on the subject has already been widely debated and will be developed in 1996.

Flagrant **violations of international humanitarian law** sadly continued to mark the context of the Commission's work in 1995. Atrocities carried out on civilians in many theatres of conflict caused outrage in the international community and led to situations in which assistance was rendered difficult, dangerous and sometimes outright impossible. This notwithstanding, the Commission continued to be present through its partners in such countries as the Sudan, Somalia, and Sierra Leone, even where other donors withdrew, shouldering a correspondingly greater burden and responsibility.

Even where an uneasy peace was established, fundamental humanitarian and indeed socio-economic problems remained, most notably that of **land-mines**, the elimination of which remains a top priority for action by the international community.

If **natural disasters** cause in general less loss of life and suffering, they nonetheless can have an enormously damaging impact on developing societies. An approach aiming at **preparedness** is often preferable from the point of view of reducing suffering and diminishing the economic consequences of disasters; and this was an important element of ECHO's often pioneering work in this field in 1995.

Even in the absence of large-scale conflict or natural disaster, chronic and deteriorating situations such as those in **Algeria, Cuba and Iraq** similarly called for humanitarian assistance to alleviate the worst sufferings of particularly vulnerable groups of population.

Outside of particular crises, the Commission's role and influence within the international humanitarian community in general continued to develop throughout the year. Links with the **US** were significantly strengthened within the overall context of the EU-US Action Plan agreed in Madrid at the end of the year. Operational and policy links with the **UN** and its agencies, especially **UNHCR**, but also **WFP** and **DHA**, were also developed, in crisis situations and in overall planning, including support to initiatives such as **ReliefWeb, MCDA**, and **IDNDR**.

**Information and transparency** remain a top priority for ECHO and continued to be developed, not only as regards the Member States but also vis-à-vis the whole array of humanitarian actors. The **statistics** annexed to the present report once again demonstrate the

Commission's commitment to this principle. This year also saw the finalization of the **refugee** reporting system and a new ECHO presence on **Internet**.

Towards the end of the year a number of leading humanitarian agencies and donors attended a particularly significant event organized in Madrid on the initiative of Commissioner Bonino to discuss the problems confronting humanitarianism at the dawn of the twenty-first century. The event culminated in the adoption of the "**Madrid Declaration**", attached to this report, underlining a remarkable degree of convergence in the analysis of the major challenges on the part of all participants.

The coming year is likely to see humanitarian efforts being deployed at least on a par with 1995. While there are encouraging developments in some parts of the world, instability in others is unlikely to disappear and may well worsen. New forms of humanitarian assistance, particularly in aid of displaced persons, are likely to play a key role in the **Bosnian peace process** and in calming tensions in the region of the **Great Lakes** in East Africa and elsewhere. If the destructive impact of natural disasters is to be reduced, important challenges are before us in terms of **preparedness, prevention and mitigation**. Links between **relief and development** have to be reinforced to the benefit of both.

The Union's humanitarian assistance enjoys **widespread support** and growing visibility. With the hopefully imminent adoption of the new legal basis, it will enter a new phase. Yet it is still important to underline that it addresses the **symptoms**, not the causes, of conflict. Indeed, conflict prevention and resolution lie, needless to say, in the political, diplomatic or sometimes military spheres and require formal instruments and policies which the Union does not yet have. The task of the 1996 **Inter-Governmental Conference** will be to rise to this challenge.

# 1 Institutional Framework

## 1.1 Legal Basis

1995 was marked, among other things, by discussions with the Council and the European Parliament over the Commission proposal for a Council Regulation concerning humanitarian aid<sup>2</sup>.

Hitherto, European Union activities in this field have been conducted only on the *ad hoc* basis afforded by the allocation of funds within the budgetary procedure.

In view of the importance of the sums involved - over two billion ECU from 1992 to 1995 - the Commission and the Member States shared the view that the time had come to formalise this, and the new Regulation aims to provide a more precise legal basis for the management by the Commission on behalf of the Community budgetary resources made available for humanitarian aid.

The Commission's proposal, based on Article 130w of the Treaty, seeks notably to codify the scope and nature of humanitarian aid, the relationships with humanitarian partners, and introduce procedures for consultation with the Member States before decisions are finalised.

The draft regulation has been examined at length by the European Parliament under the cooperation procedure. Parliament delivered its opinion following the first reading during its second plenary session of November. Its reaction to the Commission's proposal was very favourable, and most of the amendments proposed by it were incorporated by the Commission into a revised proposal<sup>3</sup>.

The debate in the Council showed that a majority of Member States sought a much more constraining mechanism than the consultation procedure proposed by the Commission, wishing themselves to become an effective party to the conception, decision-making and implementation of humanitarian aid. The Council's common position was adopted at the Development Council held in Brussels on December 20. It responds to Member States' wishes while preserving the Commission's room for manoeuvre, especially in emergency situations.

Partner NGOs have also assiduously followed the debate in Council and Parliament. They are clearly keen to ensure that their interests, including flexibility, speed of response and political impartiality, are given due recognition and support in this exercise. They have made substantial efforts in their own right to ensure that these interests are duly heeded in the decision-making process of the Union's institutions.

If Parliament now endorses something similar to the Council's common position, it is hoped that the latter will be able to take its final decision on the Regulation in April or May 1996 under Italian Presidency.

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<sup>2</sup> COM (95) 201 final of 31 May 1995

<sup>3</sup> COM (95) 721 final of 15 December 1995

## **1.2 Emergency Food Aid**

Together with the proposed new legal basis for humanitarian aid, the Council received a Commission proposal for a new Regulation to replace the existing Food Aid Regulation. This Regulation is the responsibility of DG VIII and covers food aid, food aid management and special operations in support of food security.

The proposal defines the objectives, means and procedures for long-term food security policy. It no longer refers, as before, to emergency food aid operations, which have been under the responsibility of ECHO since a Commission decision of December 1994. This decision, which completes the transfer to ECHO of operational responsibility for all areas placed under its competence by the Commission, led to responsibility for funds totalling ECU 51 million being transferred from DG VIII to ECHO in 1995 for implementing humanitarian food assistance operations in favour of refugees, displaced persons and the most vulnerable groups in crisis situations, mainly through the World Food Programme (WFP), UNHCR, the International Committee of the Red Cross (ICRC) and NGOs. This aid was for the main part disbursed in the region of the Great Lakes, Angola, Iraq and the Caucasus.

ECHO's involvement in food aid is not confined to the crisis period, but continues in the post-emergency period so long as imperious humanitarian needs remain. The transition is closely managed to the point where DG VIII may (as necessary) take over.

## **1.3 Financial basis**

The great majority of the Commission's operations through ECHO are financed from the General Budget of the European Union. To a small extent, and in 1995 much less than in previous years, operations in favour of ACP countries have also been financed under the financial protocol to the Lomé IV Convention.

In the last five years the humanitarian operations carried out by the Commission on behalf of the Union have grown sevenfold, to make the EU now the foremost single public donor of humanitarian aid. From ECU 114 million in 1991, the figure (including a special allocation of ECU 150 million from Lomé convention funds for the Rwanda crisis) reached ECU 764 million in 1994, and in 1995 stood at around ECU 692 million. In 1996, initial appropriations under the "humanitarian aid" chapter of the EU Budget (B7-21) were ECU 319.5 million. Other funds may be made available during the year depending on the evolution of the humanitarian situation to which the Commission may be called upon to respond.

The financial position of EC humanitarian aid is nonetheless less than satisfactory in some ways. The main problem is the lengthy procedure required to release appropriations from the reserve part of the EU budget, coupled with the requirement first to have disbursed 80% of the funds initially attributed. These administrative requirements have sometimes proved to be at variance with crisis needs.



## **2 Means of action**

### **2.1 Framework Partnership Agreements**

In the course of the year a further 17 NGOs and international organisations signed the Framework Partnership Agreement (FPA) with the Commission, bringing the total to 170. Naturally enough, NGOs from the three new Member States of the EU - Austria, Finland and Sweden - were prominent among the newcomers.

Partner NGOs played a leading role in the work of the extended Dialogue Group set up to review the functioning of the FPA and identify possible improvements. The Dialogue Group did submit, in November 1994, a proposal to revise the FPA, which was carefully examined by ECHO at the beginning of 1995. Although the suggestions formulated by the group were very helpful, the result of the legal basis exercise (see section 1.1) will clearly be important in determining the Commission's future way of working and the policy options. ECHO is therefore awaiting the outcome of this exercise before deciding how to proceed with the further development of the FPA.

### **2.2 Databases and management systems**

Humanitarian assistance embraces a wide variety of scenarios, conditions, actors and requirements, spread across the surface of the planet. Proper communication is a must if all the various factors are to be mobilised with adequate cohesion to help the massive victim population and make best use of the available resources. Modern electronic databases and informatics-based communication and management systems have an increasingly key role to play, and the Commission has gone out of its way to develop such capacities and skills.

Its first concern was to rethink and modernise its own informatics tools. Late 1995 saw the operational commissioning of the first phase (relating to financial management) of ECHO's new database, the Humanitarian Office Programme Environment (HOPE) under development since spring 1994. Early in 1996 the contract management modules too will be commissioned. Increasingly, HOPE will permit the storage and active management of all data pertinent to ECHO's work.

Migration in early 1996 to the X400 Commission e-mail facility (Route 400) will open up new and advanced scope for electronic communication within and between services, between institutions of the Union and above all with the outside world: ECHO's partners and theatres of operations.

The Commission's longer-term goal is to help promote international informatics-based communication and management tools between the main actors in the international humanitarian community. To this end, ECHO has been actively involved in discussions with several international partners, including the United States authorities and the United Nations Department of Humanitarian Affairs, with a view to promoting a humanitarian Relief Web to foster information exchange. ECHO is also seeking ways of promoting closer interchange between the humanitarian bodies of the Member States of the Union and between these and the Commission. It is also aware that there is much to learn from the experiments in

electronic database and communications systems that are being carried out by NGOs and other international agencies specialising in humanitarian relief.

ECHO went up on the Commission's World Wide Web server (EUROPA) with a range of information in November 1995 (see section 4.1). The address of the home page is:

*<http://www.cec.lu/en/comm/echo/echo.html>*

## **3 Humanitarian operations in 1995**

### **3.1 Statistical overview**

The production of comprehensive and sound statistics has been a priority for ECHO and the means to achieve this goal were further developed in 1995. Such statistics are a vital management tool, and also serve important information, coordination and transparency needs. Statistics are now issued from ECHO on a quarterly basis, to which refugee statistics from the PISG database will soon be added (see section 4.3.1.1). A number of the statistical reports ECHO produces are annexed to the present report (**Statistical Annexes S1 to S7**).

Operations in 1995 were on a comparable scale to those in 1994 with, as has been said, a headline figure of ECU 692 million for decisions adopted during the year.

While statistics by **country** are available for the entire sum committed during the year, it should be noted that contracting inevitably continues, in some cases, into the following year. Statistics by **partners** are based on amounts contracted by end of year and therefore come to a lower figure. At the end of 1995, this amount was ECU 494 million, representing a contract to decision ratio by end of year of 71% (in 1994, the figure was 79%, and reached 99% in the course of 1995).

A list of funding decisions by country is provided in **Annexes S2 and S3** and by partner in **Annex S4**. These figures are summarised in **figures 1 and 3** overleaf. In order to avoid repetitiveness, the amounts involved are not always mentioned in the country sections which follow.

At the end of its third full year of operations, ECHO is still at a relatively early stage of its development, and any talk of trends needs to be cautious. Nonetheless, it should be noted that the figures show a striking increase in the proportion of aid channelled through NGOs in 1995 as compared to 1994, up from 41% to 56%, mainly at the expense of the UN system.

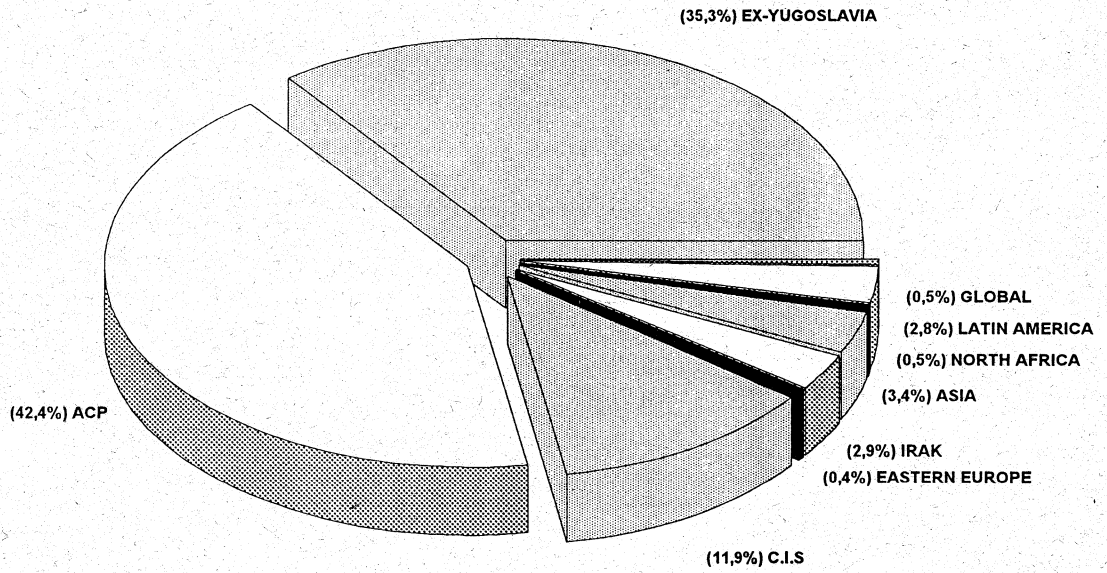


Figure 1

FINANCIAL DECISIONS FOR HUMANITARIAN AID BY REGION

As per: 09/01/96

1994



1995

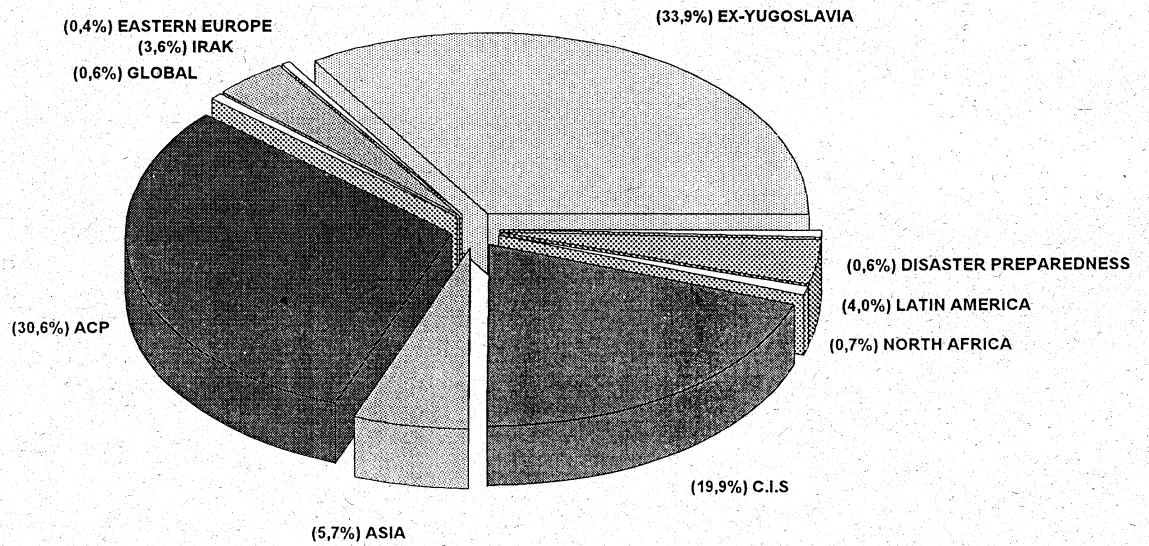
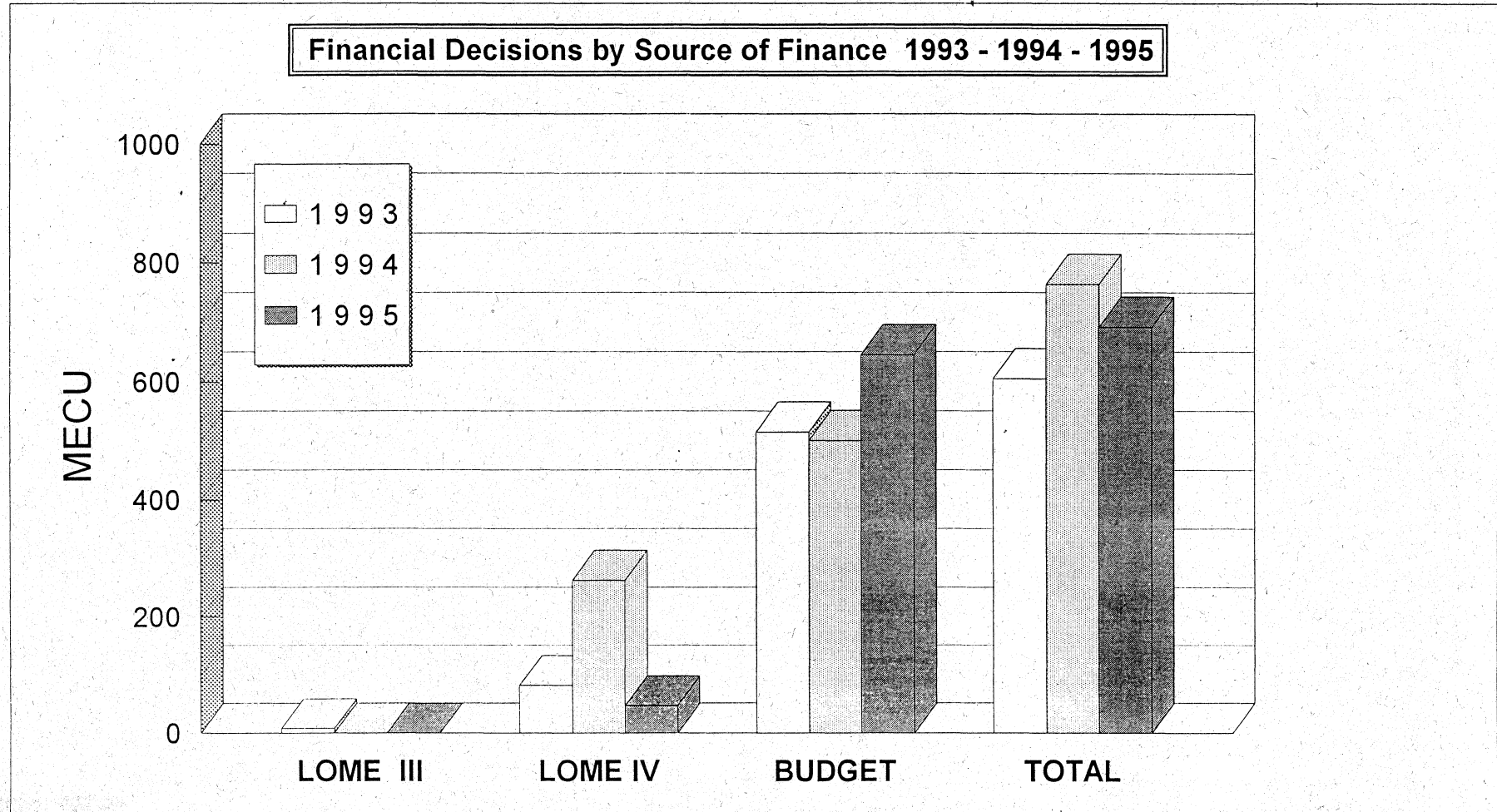


Figure 2



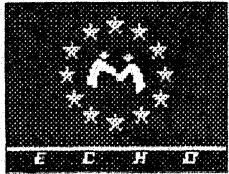
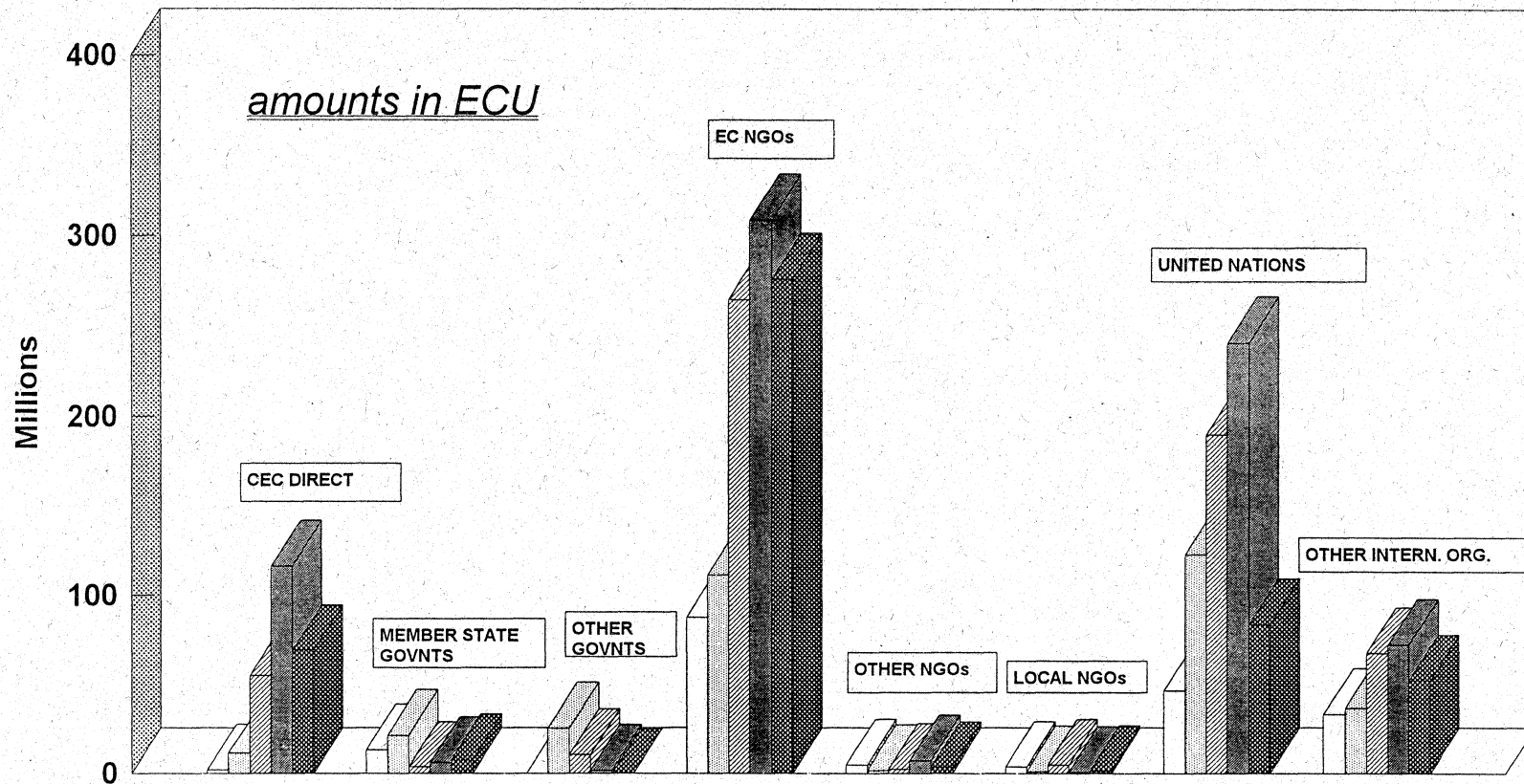


Figure 3

**Total Humanitarian Assistance 1991 - 1992 - 1993 - 1994 - 1995**



□ 1991	2 013 855	13 461 500	0	87 685 529	4 778 000	3 652 400	46 524 500	33 244 000
▤ 1992	11 368 642	21 526 340	25 325 000	111 446 577	1 552 000	1 089 626	122 843 166	36 809 900
▥ 1993	55 194 966	3 546 195	10 400 000	264 250 750	2 424 257	4 740 000	189 723 733	67 674 267
▧ 1994	116 225 415	6 173 000	1 800 000	308 334 733	7 089 870	600 000	240 672 705	72 434 812
▨ 1995	69 062 696	7 920 000	119 578	275 783 820	3 652 676	1 513 444	83 941 166	52 359 152

A part of this increase is probably due to random factors during the year, and in any case the final disbursement figures may be expected to redress the imbalance somewhat. Another part is arguably due, however, to a diversification of ECHO's activities as it continued to develop in 1995 and as the context of its work shifted somewhat, both geographically and functionally. Although ECHO was involved in slightly fewer countries in 1995, its funds were spread more evenly than in 1994. In this respect, it should be borne in mind that the UN agencies are more geared to immediate crisis response, whereas NGOs often have a comparative advantage in emergency rehabilitation, chronic disaster relief and first steps towards reconstruction, which constituted a greater proportion of ECHO's activities in 1995 as it was able to improve its perspective vis-à-vis crisis situations.

It is interesting also to see how ECHO aid may be broken down by **type of assistance**. This is done in **Annex S7**. Unsurprisingly, and as in previous years, some 40% of ECHO assistance was spent on **food aid**. The other major items were **transport, medical supplies, and local and expatriate staff costs**, making up altogether 83% of the overall total. Communications equipment accounted for another 7.5%.

### 3.2 General issues

In the increasingly difficult environment in which the Commission has had to provide humanitarian assistance in recent years, a number of general issues have emerged which were highlighted by events in 1995 and which will be discussed in this section. In the following sections, country-by-country accounts outline briefly the specific operations in which the Commission was involved and the backdrop against which they took place.

#### (i) *Humanitarian aid in relation to crisis resolution*

It is evident that humanitarian assistance does not have the means to address the root causes of conflicts, and cannot be a substitute for other measures to resolve them. On the other hand, it may accompany and provide **breathing space** for the resolution of conflicts in cases where the necessary political will is present. Such has been the case in **Haiti, Angola** or even **Liberia** and parts of **Latin America** where it has contributed to restoring peace by diminishing the inevitable tensions ensuing from struggles over resources which the crisis has made scarce. While such synergies exist, lines need to be clearly drawn if the impartial, neutral and independent character of humanitarian aid - so essential to its effective and safe delivery - is not to be compromised.

#### (ii) *Linking relief and development*

The Commission is well aware of the need to ensure a smooth transition from humanitarian assistance to rehabilitation, reconstruction and development measures as soon as possible once the crisis is over - always with an eye to addressing the factors which caused it in the first place. Indeed, even during a crisis every attempt must be made not to undermine but to reinforce local capacity to cope and to recover. In some instances, ECHO has been successful in preparing long-term activities but more has to be done to achieve this aim.

In full recognition of the inter-service character of such linkages, in December 1995 the Commission produced a **Discussion paper** on "Linking Relief, Rehabilitation and Development". The document was the result of a joint exercise by ECHO, DG VIII, DG IA and DG IB. Before the paper was finalized it was further discussed in a workshop, financed by ECHO, with experts drawn from Member States, USAID, UN agencies, NGOs and academic institutions. The final document, which incorporates many of the ideas presented during the workshop, was put to informal meetings both of Member State Directors-General for development and for humanitarian aid as well as to the Development working group in the Council. The document was well received and it was decided to develop it further during the first half of 1996 by, *inter alia*, including reference to linkage efforts by the Member States before a final document is presented to the Development Council, due in May.

(iii) *Crisis prevention*

Involvement in humanitarian assistance can scarcely fail to evoke a strong sense of the need for more efficient measures to address crises in the making. Not only is this a moral imperative: it also makes far more financial sense. However, existing provisions have yet to prove their worth, and it seems clear that a qualitative leap forward is required. Crisis prevention has both developmental and diplomatic dimensions - as well as, no doubt, a military one on occasions. If it is true that these are not issues for humanitarian assistance in the strict sense, they can often benefit from a **humanitarian stimulus** to their discussion. The humanitarian services of the Commission have often been called upon, in many different European and international fora, to contribute to discussions of "lessons learned" from various field operations.

(iv) *Development of global humanitarian plans to address major crises*

Major crises call for global plans, be it in terms of types of aid or geographical strategies and priorities. The Commission has continued to develop such plans in 1995, within which all the operations it finances are integrated. The added coherence and synergy thus generated have enabled the impact of operations to be maximised while avoiding overlaps or gaps in the coverage of humanitarian needs. Such global plans relate to a fixed amount of funding, providing for rational use of available funds.

The perspective necessary to develop such plans is not always present in crisis situations, however. Apart from the Great Lakes region and former Yugoslavia, such plans were developed in Cuba, Haiti, the southern Caucasus and Iraq; on the other hand, the unstable situations in Sierra Leone, Afghanistan and Somalia, for example, prevented their development.

(v) *"Forgotten" crises*

The Commission is present in a number of "forgotten" crises - such as those in Afghanistan, southern Sudan, Liberia or Sierra Leone, in all of which it is the premier donor of humanitarian aid. This fact should not allow other donors to evade their responsibilities, and the Commission therefore intends to continue working to draw attention to these tragedies, often as terrible as others relayed more directly to our living rooms.

"Forgotten" crises may also be of a sectoral nature, such as the diphtheria epidemic throughout the former Soviet Union and the ongoing effects on health of the Chernobyl disaster.

(vi) *Obstacles set in the way of humanitarian assistance*

While ECHO's partners are ever more solicited by the demands the humanitarian situation places on them, their work is severely handicapped in many parts of the world by flagrant and unacceptable **violations of international humanitarian law**. In internal conflicts under conditions often approaching anarchy, civilians have far too often become the target of atrocities explicitly orchestrated by the belligerent parties.

The inevitable consequence of such disregard for the principle of humanity is a similar **lack of respect for humanitarian assistance**. In a disturbingly long list of countries, humanitarian operations have been compromised, threatened and attacked: restrictions on access to victims, deviation of aid, theft, kidnapping and physical attacks on aid workers, sometimes even assassinations, have occurred. Local authorities may see aid entering or passing through the territories under their control as a legitimate tool to gain tactical advantage in conflict situations. In any case, security measures regularly hinder or entirely prevent the delivery of aid.

The Commission has paid more attention than ever to avoiding that its aid "feed" the war or fall victim to it. At the same time, it is evident that humanitarianism - based as it is on a minimum of civilised values - needs to be emphatically reaffirmed.

### 3.3 Former Yugoslavia

Following initial optimism at the end of 1994 and a static though tense situation during the first months of the year, former Yugoslavia was characterised in 1995 by extremely dramatic and contrasting developments. Throughout the conflict, the European Union has been the main donor of humanitarian relief assistance and in 1995 the Commission granted ECU 234 million in aid to the victims, taking the total figure for 1992-95 to ECU 1 185 million. More detailed statistics are provided in **Annex S6**.

The failure of the warring parties to extend the Cessation of Hostilities Agreement upon its expiry in April 1995 was followed by an alarming deterioration of the overall situation in Bosnia-Herzegovina. Fighting escalated and humanitarian operations as a whole faced increased levels of obstruction. The Commission committed ECU 94 million in humanitarian aid in May. In July and August tens of thousands of civilians were uprooted as a result of the fall of the Srebrenica and Zepa enclaves and more fighting in both central and north-western Bosnia, to which the Commission responded with a further grant of ECU 5 million to reinforce the assistance provided.

The Croatian army offensive on former Sectors West (May 1995), North and South (August 1995) triggered the massive movement of 200 000 refugees into northern Bosnia, most of whom subsequently proceeded into Serbia and Montenegro. More fighting in north-western Bosnia in September and early October sparked off further movements of population, as approximately 100 000 persons fled towards Banja Luka, making it necessary to commit a further ECU 15 million in relief assistance.



In the first weeks of August approximately 25 000 refugees from Velika Kladusa (Northern Bihač) fled to Croatia to seek refuge and were stopped in Kupljensko. They subsequently endured inhumane living conditions on account of harassment by the Croatian police, who were obstructing the delivery of vital supplies to the camp, as well as the unsuitable site of the camp itself. The Commission granted ECU 4.6 million for the refugees in the Kupljensko camp in September.

The fighting in Bosnia-Herzegovina resulted not only in ever larger groups of population being moved and displaced, but also led to such movements occurring in increasingly distressing conditions, with mental and physical injuries being inflicted, in a climate of flagrant disregard for human rights. Vulnerable groups - the elderly, the disabled and children - were resettled in destroyed "newly liberated" cities taken during recent offensives and/or on the front line. Thousands of displaced or expelled civilians, isolated, lacked the most essential utilities and relief supplies.

The practice of ethnic cleansing continued unabated. Brutal evictions of minorities from the Banja Luka region in northern Bosnia intensified from August onwards.

From October on, substantial progress was nonetheless made in the search for a solution to the conflict. The upholding of the cease-fire agreement since mid-October, coupled with the restoration of utilities and access to Sarajevo, as well as the opening of land access to the enclave of Gorazde, led to optimism regarding the prospects of finally reducing the scope of the humanitarian tragedy.

In November, the Commission decided to provide an additional ECU 110 million in relief assistance to cover the winter needs of the 3.6 million beneficiaries of humanitarian aid in the region.

The signing of the peace agreement on 14 December in Paris gives grounds for hope that the humanitarian situation in Bosnia-Herzegovina will gradually improve. By the end of the year, the encouraging political and military developments had already had a positive impact. The end of the year was characterised both by greater access to humanitarian aid for victims and the prospect of greater freedom of movement for civilians and goods, together with the dismantling of internal checkpoints by the end of December.

### **3.4 Africa, Caribbean and Pacific Countries**

In 1995 the Commission spent ECU 212 million on humanitarian aid for refugees, displaced persons, returnees and the most vulnerable groups of population in ACP countries.

#### **3.4.1 The region of the Great Lakes**

The situation in the **region of the Great Lakes** (Rwanda, Burundi, Tanzania, Zaire and Uganda) hardly improved in 1995 and was characterized by instability due to three factors: the presence of 1.7 million Rwandan refugees and over 200,000 Burundian refugees, which represent a heavy burden for the host countries and for the international community; the frequent incursions and acts of sabotage in western Rwanda perpetrated by armed Hutu bands

based in Zaire, and the increasingly confrontational stance of the Hutu and Tutsi ethnic populations.

Faced with such large numbers of refugees, the regional approach developed by the Commission since the onset of the crisis in Rwanda in April 1994 was confirmed. In order to maximise coordination, speed and efficiency, the novel step was taken of designating UNHCR as lead agency, granting it ECU 118 million from April 1994 to date for humanitarian operations in favour of the refugees and returnees in the region, to finance both the operations of UNHCR itself and those of a number of NGOs. At the same time a joint ECHO/UNHCR Task Force was set up in order to organize practical initiatives to encourage the return of refugees to their country of origin. Thus, information programmes were launched for refugees, and justice and confidence-building measures were also supported. A further ECU 42.25 million for UNHCR to use in the region was granted by the Commission in November 1995.

**Within Rwanda**, the Commission continued to support twenty or so NGOs working in the health field, providing care for unaccompanied children, support to vulnerable groups and basic rehabilitation.

Through these activities, it proved possible to reopen health centres, pharmacies and hospitals throughout the country so as to ensure adequate health cover for the population. Supply of medical and sanitary products was mainly carried out by ECHO's partners. This assistance culminated in the reopening and reorganisation of the Rwandan Pharmaceutical Office (OPHAR). In addition, more than two hundred schools were restored and re-equipped making it possible to resume school education.

Beyond supporting nutritional programmes for children and pregnant and nursing mothers, the Commission lent its support to the work of care centres for unaccompanied children as well as to the ICRC tracing programme aimed at reuniting families.

In all its operations the Commission was careful to respect local salary levels and administrative requirements such as the need for NGOs to be registered with the government, and encouraged its partners to think in terms of the transfer of their activities to development organisations or local authorities by including training elements and making use of local staff. Some such programmes were indeed successfully transferred in this way in 1995.

Lastly, the Commission supported the restoration of the judicial system as well as other confidence-building measures within the country.

**In Burundi** the situation within the country worsened considerably during 1995. At the beginning of the year the Commission launched a global plan of assistance to displaced and dispersed persons to encourage them to return to the villages by re-establishing acceptable living conditions there. By funding ten or so NGOs, medical, nutritional and sanitary assistance was provided, as well as support for some small-scale housing and water supply rehabilitation programmes. Despite the caliber of the partners chosen to carry out these programmes, their activities were hindered by serious security problems, daily outbreaks of renewed violence, lack of protection for their staff and difficulties in reaching affected populations. Humanitarian work in Burundi became and remains very difficult.

Throughout the Great Lakes region the Commission has provided constant support for the international organisations and NGOs carrying out assistance programmes addressing the needs of the stricken populations. A specialist team based in the region regularly evaluated needs and monitored operations.

A statistical overview of operations carried out in response to the Rwanda/Burundi crisis is provided in **Annex S5**.

### **3.4.2 Angola**

In **Angola** the end of the civil war signalled by the signature of the peace agreement at Lusaka in November 1994 meant only a small reduction in the level of humanitarian assistance, from ECU 24 million in 1994 to ECU 17 million in 1995. Access to whole regions which had been inaccessible due to the war was restored. Funding was therefore channelled to these regions as a priority, and to the health sector in general.

The peace process and the country's economic reconstruction cannot be expected to be anything but slow and fragile after twenty years of civil war. Mine clearance and the demobilisation of troops are specific obstacles to economic recovery.

To meet the still pressing needs of the most vulnerable groups and to support and encourage the peace process, the Commission funded the programmes of twenty NGOs in 1995, covering all the accessible areas. Support for mine clearance is also provided to NGOs within the limited framework of their operational contracts, and significant assistance has been provided to war wounded.

### **3.4.3 Sudan**

The civil war in **Sudan** which opposes the predominantly Islamic Government in the North and the animist/Christian South started in 1983. In addition, there is open warfare between factions in the South, whose loyalties are often divided along tribal lines. In spite of the official four-month cease-fire declared in April 1995, fighting actually intensified with disastrous consequences from the humanitarian standpoint as politics took priority over humanitarian concerns for all warring parties. NGOs were forced to evacuate sites for extended periods; compounds were looted; staff threatened and some even taken hostage. This situation culminated in a 13-day total flight ban in November-December on all humanitarian flights into South Sudan instigated by GOS while the SPLA gained ground around Juba.

It is estimated that there are 4.25 million war-affected persons in Sudan, of which 3.6 million in South Sudan, 350 000 in the Transitional Zone and 300 000 in camps around Khartoum (out of a total of 1.2 million forced from their homes and living around Khartoum). A further 200 000 Sudanese are refugees in transit and settlement camps in northern **Uganda**.

In 1995 the Commission granted over ECU 20 million to humanitarian programmes in Sudan and to assist refugees in Uganda. Needless to say, it targeted its assistance in such a way as to avoid "feeding the war" while ensuring effective implementation of aid programmes.

Programmes in the North have focused on essential needs for the displaced around Khartoum, while in the South they have focused on three elements: household food security (fishing programmes, seed-barter shops, veterinary programmes, etc.) in order to counter food-aid dependency and food-aid diversion while creating a minimum of sustainability; primary health care coverage using low-value commodities; and basic relief (shelter, domestic items, water and sanitation, nutritional programmes, etc.) especially for the large number of displaced persons.

#### 3.4.4 Somalia

March 1995 saw the final withdrawal of UN peacekeeping forces from **Somalia**, and with that the withdrawal of a large number of humanitarian organisations. Though the predicted intensification of the conflict did not occur, low-level fighting continued throughout the country, encouraged by massive unemployment, the removal of the dollar economy and increasingly limited access to food. Where the situation has stabilized, however, rehabilitation programmes have begun. In such areas a number of ECHO-funded programmes were taken over by DG VIII.

In other regions, the Commission has continued to limit funding for Somalia to essential humanitarian programmes where effective implementation can be guaranteed. These programmes have focused on primary and specialist health care, supplementary feeding, water and sanitation, and food security. Partners have been careful to target only the most vulnerable groups and to use operating procedures which limit exposure to risk and the need for protection to the minimum. Nevertheless, threats, kidnappings and repeated forced evacuations have continued, and in November a staff member of Caritas was assassinated.

The Commission continued to provide considerable support to efforts to control cholera and measles epidemics and funds to assist the victims of the armed conflict in the North West of the country.

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#### ECHO-FLIGHT

1995 saw the continuation of the ECHO-Flight service to the Horn of Africa which was set up in May 1994 in order to fly essential cargo and passengers into areas where no other access is possible. The service is primarily at the disposal of NGOs working in humanitarian operations and is free of charge to them. There are eight aircraft currently involved in the operation, based in Nairobi, Entebbe, Djibouti, Manderla and Lokichoggio, and serving humanitarian operations in Somalia, Kenya, southern Sudan and Uganda.

Although security conditions forced the suspension of flights to various destinations on a number of occasions during 1995, notably in Sudan, on other occasions ECHO-Flight proved to be an invaluable asset in carrying out emergency evacuations.

As part of the ECHO-Flight network, the Commission also supported a Hercules C-130 from the Belgian Air Force, which, based in Lokichoggio, air-dropped essential food aid into South Sudan as well as transporting seeds, tools, logistical equipment and so on, mostly into Sudan but also, when necessary, into Somalia. In July 1995 the Sudanese Government banned the BAF C-130 and, even after considerable pressure, this decision was not reversed. As the year came to a close, there was no heavy lift capacity in Lokichoggio, hampering the humanitarian operation and, as the hunger gap approached early in the new year, this situation risked threatening the effective implementation of aid.

From May 1994 to the end of 1995, ECHO-Flight transported over 50 000 passengers, airfreighted over 13 000 million tonnes and flew over 15 500 hours. In 1995 ECU 16 million went to fund ECHO-Flight operations, including the C-130.

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### 3.4.5 Liberia

In **Liberia**, despite the peace agreement concluded between the various warring factions in August, the overall political situation remained highly volatile. Nevertheless the peace accords permitted access to several regions which had been isolated for the last two or three years, enabling the Commission to fund the programmes of ten or so NGOs to provide medical care, food aid and dietary supplements, and sanitation. In addition, the Commission funded a number of small-scale schemes to control cholera outbreaks and two major immunization programmes to control a yellow fever epidemic in Buchanan and Monrovia.

Besides initiatives in Liberia, the Commission provided support for a number of programmes to assist Liberian refugees (about 1 million) mainly settled in **Guinea** and **Côte d'Ivoire**.

### 3.4.6 Sierra Leone

In **Sierra Leone** relief efforts continued to be hindered by the climate of violence which prevails in the country as a result of the civil war. Numerous international organizations responded to the situation by repatriating their staff and keeping their aid programmes just ticking over. In such difficult circumstances, the Commission funded "strategic" programmes (in carefully targeted areas and sectors) so as to prevent further deterioration in the living conditions of both the displaced groups of population and those living in large towns who depend heavily on international assistance.

### 3.4.7 Haiti

Following the return to power of President Aristide in **Haiti**, the European Union expressed its desire to play an active role in the reconstruction of the country. An ambitious programme worth ECU 23 million for 1994/5 was immediately approved. It included over twenty projects spanning health care, food and water supply and water purification.

## 3.5 Commonwealth of Independent States

As was feared at the end of 1994, events in the Northern Caucasus region of the Russian Federation provoked a major humanitarian crisis in **Chechnya** and other surrounding Autonomous Republics. After an initial response of ECU 310 000 at the end of 1994, aid granted during 1995 to this region totalled ECU 26 million. A careful choice of partners, limited to those who could already demonstrate an ability to bring the necessary relief into the area and to distribute it fairly among all the needy groups of population, ensured the success of the programme, the emphasis of which shifted as the population moved and, in most cases, returned to their areas of origin. What began as assistance in the form of food, medicines and basic shelter for up to one million affected people, developed into a carefully targeted programme of medical supplies for the entire population, food for vulnerable groups and the restoration of shelter, sanitation and water supplies.

The sums allocated to the Northern Caucasus meant less aid elsewhere in the CIS, but the Southern Caucasus - **Armenia, Azerbaijan and Georgia** - continued to benefit from a high level of support, receiving aid totalling over ECU 80 million as compared to ECU 55 million in 1994. Distribution was made marginally easier by the continued, if uneasy, peace within and between the three countries, but the basic humanitarian problems remained as daunting as ever. In addition to normal humanitarian aid (food, medicine, relief items and shelter), the problem of energy supplies was tackled, with heavy fuel and gas supplied to Armenia and Georgia and specially targeted supplies to vulnerable groups and social centres in all three countries.

The three Southern Caucasus countries were once more the recipients of a special food aid programme, as did **Kyrgyzstan and Tajikistan**, although special assistance was no longer required for **Moldova**. This programme totalled ECU 197 million, as against ECU 204 million in 1994, with ECHO participation at the same level in both years at ECU 35 million.

**Kyrgyzstan and Tajikistan** both received extra humanitarian assistance from the Commission, largely medical. Unfortunately, other claims left no room to continue aid to **Belarus and Ukraine**, although these countries did continue to benefit from two multi-country programmes covering the CIS.

The multi-country programmes continued to address the aftermath of the **Chernobyl** disaster, affecting **Belarus, the Russian Federation and Ukraine**, and to fund a large scale immunization campaign. Aid in the wake of Chernobyl consisted mainly in continued support for ongoing activities providing consumables for equipment already delivered, ongoing monitoring programmes and the supply of additional specialist equipment.

In 1995 the focus of the 1994 immunization programme against common childhood illnesses shifted to the fight against **diphtheria**, some 200 000 cases of which were recorded in 1994, and was threatening to extend westwards into the European Union. Again a global programme was drawn up by UNICEF, IFRC and WHO with responsibility for activities in specific countries allocated to the first two organisations. The Commission has undertaken to continue playing a prominent role in what should be a three year campaign to control and eradicate this and other epidemics.

### **3.6 Eastern Europe**

Leaving aside former Yugoslavia, humanitarian assistance in Eastern Europe was limited to providing ECU 1.2 million for **Albania**, supplementing other Commission-funded aid; including the three **Baltic States** in the overall campaign against diphtheria; and providing ECU 0.5 million for **Romania** to deliver food and medical aid to hospitals and other institutions.

### 3.7 Asia

If the man-made humanitarian crises in **Afghanistan** and **Iraq** continued to dominate the Commission's humanitarian activities in Asia, 1995 was also a year of natural disasters in the continent, particularly floods.

In **Afghanistan**, the Commission continued to provide assistance to refugees and internally displaced populations, dovetailing with its other activities. Outbreaks of fighting in various parts of the country continued to make the delivery of humanitarian aid a complex and dangerous task. As in 1994, the emphasis was on providing medical and sanitation assistance with a view to ensuring minimum levels of health care and preventing the worst epidemics. Assistance provided by ECHO in 1995 stood at similar levels as in 1994 (around ECU 12.5 million).

In **Iraq**, the Commission continued to be among the largest providers of assistance with ECU 24.9 million -- a slightly higher total than in 1994. However, emphasis in the programme for the country shifted as it became ever clearer that humanitarian needs in the areas under central government control are rapidly equalling those of both the North and the Southern marshes. In the North, food aid for targeted groups remained essential and rehabilitation of social, medical and water facilities was undertaken, together with a continued programme aimed at restoring local agricultural production in close collaboration with the ODA.

Such is the number of mines laid in the area, running into several millions, that mine clearance programmes could be continued virtually forever, and support has continued for the provision of artificial limbs for a still large number of victims. The current mine clearance programme is being undertaken jointly with the UK. Food and medical assistance continued to be given to Iraqi refugees in **Iran** who fled the southern marshes region and assistance was further expanded in areas under central government control, but again under strictly monitored conditions. From over 90% of aid disbursed in the North some two years previously, only ECU 17.3 million -- slightly under 70% of the total -- was allocated to that region in 1995.

Natural disasters called for assistance to **Cambodia, Indonesia, Laos and Pakistan**, and twice to **Bangladesh** and the **Philippines**. Refugees from **Bhutan, Myanmar and Tibet** received assistance administered in **Nepal, Thailand and India**. For the first time, responding to appeals from a number of partners, emergency aid was provided to **North Korea** following exceptional floods in many provinces.

The fighting in **Sri Lanka**, which had already necessitated assistance in 1994, was the subject of two Commission decisions in mid 1995. However, violence broke out again later in the year requiring an additional decision to assist those forced to flee the northern city of Jaffna. At the end of the year the threat of a major man-made humanitarian disaster in the northern part of the island could not be ruled out.

### 3.8 Middle East and North Africa

The Commission continued to provide humanitarian assistance under its overall programme for the **Autonomous and Occupied Palestinian Territories** with a 1995 contribution of ECU 5.3 million. Aid went to supplying urgently needed equipment and training in private and public hospitals inherited by the Palestinian authorities, and followed on from similar initiatives in 1994. Palestinian refugees in camps in **Lebanon** received medical aid worth ECU 1.3 million, while the displaced and most vulnerable Lebanese populations received ECU 0.6 million in food aid.

In North Africa, in response to the exacerbation of civil strife in **Algeria**, humanitarian support in the form of food aid for the Sahrawi refugees was stepped up, to a total of ECU 4.5 million. Medical and logistical aid was also supplied to the tune of ECU 0.5 million.

The Commission also provided assistance following an earthquake in **Turkey**, and, together with other donors, made a small contribution to **Yemen** towards an immunization campaign and to assist with the aftermath of civil war.

Note that operations in Lebanon and for the Sahrawi refugees were preceded by specific needs-evaluation missions undertaken with Commission funding, and by consultation with the EU Member States directly interested in helping these populations.

### 3.9 Latin America

While the principal recipient of humanitarian aid in this region continued to be **Cuba**, there was nevertheless an overall increase in ECHO activities both in the aftermath of earlier civil wars and in response to natural disasters in Central America.

In view of the worsening crisis affecting the health system and the provision of basic health services to the population, aid to **Cuba** was slightly higher in 1995 than in 1994, reaching a total of ECU 15 million, and provided essential medical and sanitary supplies, food for hospitals and purification products to avoid epidemics. The programme is being carried out by a number of European NGOs with full responsibility for the proper implementation of the programme down to beneficiary level.

The aftermath of conflicts, and in particular the weakening of the health system, necessitated aid for **Mexico** and **Nicaragua**, while conflict between **Ecuador** and **Peru** affected the population of both countries. It should be noted that medical assistance provided through NGOs to the civilian population affected by the uprising in Mexico contributed to stabilizing the situation, which was seen as a precondition to successful peace negotiations.

In **Guatemala** the Commission funded a general aid programme for returnees and internally displaced persons, closely coordinated with its other development activities.

Natural disasters required assistance to **Bolivia**, which suffered from both drought and floods; and to **Colombia** and **El Salvador**.



## 4 Horizontal Activities

### 4.1 Information and Visibility

Humanitarian aid is one of the success stories of the EU in the past three years, in terms of both its magnitude and the diversity of theatres of operation. It is therefore natural that the Commission should want to emulate its partners in providing information and publicizing its activities on behalf of the Union both in the Member States and in recipient countries. Indeed, the impact of humanitarian activities often depends on how visible they are.

No doubt, visibility is primarily the result of immediate response in an emergency, using effective NGOs or international relief agencies as partners. But it is equally true that raising awareness of a crisis and informing the public on the way available resources are managed are also essential elements in humanitarian assistance.

The Commission spends a very small proportion of its budget on visibility compared with the organisations it finances. The latter have a further advantage in that, as operators in the field, they naturally often get all the credit for an operation. In 1995, only approximately ECU 1.5 million was spent on visibility measures, whence the need for the Commission to work closely with its partners to obtain a profile commensurate with its contribution.

The strategy pursued has four main components: the media, publications and audio-visuals, joint activities together with NGOs and international organisations, and joint activities with Member States.

To target the **media**, this year again a press release was issued for every allocation of aid: over 150 went out during the year. Material also started to be regularly made available on INTERNET (see section 2.2). Thirdly, facility visits for journalists to theatres of operation were organised. This resulted in good coverage both in the press and on television. Some such visits were arranged on the initiative of NGOs and UN agencies.

The media operation is backed up by a number of **publications and audio-visuals**. Publications currently comprise:

- (a) This '*Annual Report*', distributed widely inside and outside the EU;
- (b) '*ECHO News*' - a quarterly newsletter in French and English, mainly aimed at a more limited audience within the European Union;
- (c) '*ECHO Files*' - comprehensive background briefings on particular humanitarian crises, eg. Rwanda, Somalia, Haiti;
- (d) An '*ECHO Calendar*';
- (e) Various *brochures* explaining how the Commission operates through ECHO and describing some of its major operations, for example in former Yugoslavia.

The audio-visual aspect relies on videos explaining the role of ECHO and giving the profile of the organisations and aid workers it finances, plus television news clips and a documentary.

The Framework Partnership Agreement with **NGOs and International Organisations** (see section 2.1) requires them to give visibility to the EU as the donor. This is done largely through stickers and other ECHO distinctives being affixed to the material that is distributed in the field, and is now by and large standard practice.

However, the concept of visibility should go beyond mere stickers. In the past two years ECHO has been encouraging its partners to include it in their media projection just as ECHO does in its own. During the past year many NGOs have given extensive coverage to ECHO-financed operations in their own publications, which have a circulation that runs into tens of thousands. ECHO has now published brochures for general distribution jointly with the French and Spanish NGOs. Similar publications with the German and Italian NGOs are planned for next year.

To promote **cooperation with the Member States**, in view of the success of the Humanitarian Day in Berlin during the German presidency in 1994, this was repeated in Paris during the French presidency, while in Madrid, during the Spanish presidency, a "Humanitarian Summit" was organised (see next section). In both instances this was done in close collaboration with national authorities and NGOs. In Paris it included a two-day "green line" phone-in operation and a two-week exhibition at the Arche de la Défense.

## 4.2 "Humanitarian Summit" in Madrid

On the initiative of Commissioner Emma Bonino, a meeting was arranged in Madrid on 14 December, with the purpose of highlighting issues of humanitarian concern common to donors and humanitarian agencies alike. The meeting brought together - for the first time ever - the EU and US, together with UNHCR, UNICEF, WFP and DHA, the Red Cross, and representatives of Médecins sans frontières and of EU and US NGOs. The event, which all participants rated a success, culminated in the adoption of an action-oriented paper setting out a new humanitarian agenda, termed the "Madrid Declaration". The Declaration, which draws attention to the limits of humanitarian aid and the need to address the root causes of crises promptly and effectively, is attached as **Annex 1**.

Although unable to be present personally, Mrs Hillary Clinton, the wife of the US President, underlined her support for the event through a video which was shown at the meeting. The prominence of the event was also enhanced by a message of support from Pope John-Paul II, and by the active patronage of Queen Sofia and the interest taken by Prime Minister Felipe Gonzalez of Spain in his capacity as President of the European Council.

## 4.3 Coordination/cooperation

### 4.3.1 Inter-service coordination

The value of individual humanitarian operations is not only determined by their intrinsic qualities but also by the place they occupy within a global analytical framework covering all the political, humanitarian and developmental aspects of a given crisis. This being so, the Commission is careful to coordinate its humanitarian activities closely with those it undertakes in other fields. Such coordination covers all stages from design to implementation. In view of the need to further expand the conceptual basis, however, the debate on how to link relief and development (see section 3.2) took a broader look at some of the issues.

#### 4.3.1.1 *Refugees, internally displaced persons and returnees*

As mentioned in the Annual Report for 1994, ECHO has been at the forefront of efforts to set up a permanent inter-service group (PISG) on **refugees, internally displaced persons and returnees** in third countries, as a forum to coordinate the Commission's policy in respect of these groups of people. The group is also responsible for preparing the Commission's position in high-level discussions with UNHCR (see below, section 4.3.5.1).

In 1995 the working of this group was consolidated. The inter-service clearance procedure has proven to work well both as a stimulus to internal coordination and on the rare occasions when, for one reason or another, a proposal had to be revised.

The PISG has its own internal database which records all programmes related to refugees carried out by this or that department, and supports the production of a wide range of statistics. The database has logged all Commission activity since 1st January 1995. The first statistical report will be available early in 1996, and will be updated regularly.

#### 4.3.1.2 *Other inter-service groups*

In order to increase the impact of the ECHO disaster-preparedness programme, and to avoid any risk of duplication between Commission departments, an Inter-Service Group for **Disaster Preparedness** was created. This met on average once every two months to discuss relevant issues and opportunities for further programme development.

ECHO also participates in the permanent inter-service groups on **Human Rights** chaired by DG 1A, and on **immigration and asylum** chaired by the Secretariat General. In the Human Rights context, it was involved in the preparation of the Commission's communication to the Council and Parliament on the external aspects of human rights policy.

#### 4.3.1.3 *External relations coordination*

With a new Commission taking office as of January 1995, the Commission's external relations departments were reorganized, both at Commissioner and at departmental level. The four Directorates-General geographically responsible for external relations (DGs I, IA, IB and

VIII), together with ECHO and with the Directorate-General for Economic and Financial Affairs (DG II) now meet regularly within coordination structures known as "Relex" coordination. This consultation mirrors the Relex group of Commissioners which also meets regularly to discuss issues of common concern.

#### **4.3.2 Member States**

Discussions with Member States during 1995 focused heavily on the Commission's draft proposal for a Council Regulation on humanitarian aid, as discussed above (see section 1.1).

In addition to this, working relations with the Member States were maintained informally in crisis situations on the ground and in consultations in various international fora, particularly within the United Nations system, where the world's donor community discussed aid programmes.

More specifically within the Union's own institutional framework, the regular Quarterly Meetings, which bring together Member State Directors of humanitarian aid and the Commission, continued their useful function as a discussion forum. Particularly exemplary in this respect was the meeting in early November which examined in detail the Commission's pending decisions for new humanitarian aid packages for former Yugoslavia and the region of the Great Lakes in East Africa. An initial discussion paper on linking relief, rehabilitation and development was also examined at this meeting (see section 3.2).

Bilateral contacts and cooperation with individual Member States were pursued in various forms and fora both officially and on a more informal basis, making an important contribution to constructive dialogue.

It is worth mentioning that clear support for ECHO's operations was expressed by the Member States at the meeting of April 1995. On that occasion, most countries argued against cuts in humanitarian aid despite current budgetary constraints. They also called for greater Commission involvement in rehabilitation programmes and for a gradual switch from straightforward humanitarian aid to "sustainable programmes".

The enlargement of the Union on 1st January 1995 to include Austria, Finland and Sweden brought with it an unarguable enrichment of the context in which ECHO carries out its work. As neutral countries with a long tradition of humanitarian concern, they have taken a keen interest in ECHO's work from the outset.

#### **4.3.3 European Parliament**

1995 was a year of intense parliamentary activity on themes directly or indirectly related to humanitarian aid.

The discussions on the proposal for a Council Regulation on humanitarian aid have already been mentioned (see section 1.1). It is in this context and on the occasion of one of its ordinary meetings that the parliamentary Committee on Development convened a meeting on 17 October bringing together Ms Bonino, the Community's partners involved in humanitarian

work (NGOs and international agencies) and representatives of the Member States. The meeting indicated that the proposal as put forward by the Commission enjoyed the support of both the parliamentary commission and the Community's partners.

In addition, the committee monitored closely developments in the countries concerned and in their relief needs. In particular, the situation in the region of the Great Lakes in East Africa featured regularly on its agenda.

The Committee on Foreign Affairs focused its attention on former Yugoslavia and the war in Chechnya.

Besides ordinary parliamentary work, written and oral questions, resolutions, initiatives and reports, a number of significant events were organized within Parliament, namely the public hearings on anti-personnel mines on 21 and 22 March; on "50 years of United Nations: the humanitarian challenge" on 22 and 23 May and on "Evaluation, impact and perspectives of the human rights clause" on 20 and 21 November. The hearings have been a constant reminder of the keen interest shown by the European Parliament in all aspects of humanitarian work, cooperation and development, and observance of human rights.

Meanwhile the European Forum for Active Conflict Prevention (FEPAC) continued to meet once a month in Strasbourg to discuss topical matters in the presence of prominent personalities directly involved in its work. The forum enables views to be exchanged in a lively atmosphere and bears witness to the fact that however difficult dialogue might be, it is never impossible.

Under the auspices of the **ACP-EU Joint Assembly, a Refugee Working Group** was established in 1994 (rapporteur the Hon. Mr. Vecchi, MEP). At the first meeting it was agreed that ECHO should attend future sessions, two of which were held in 1995. ECHO has taken an active part in discussions within this forum, which has shown a keen interest in the development of the Permanent Inter-service Group for Assistance Towards Refugees, Internally Displaced Persons and Returnees (PISG) (see section 4.3.1.1).

#### **4.3.4 Non-Governmental Organisations**

During 1995, about half of humanitarian aid funds administered by ECHO were committed for operations carried out by non-governmental organisations (NGOs). This represents an increase even on the figures for preceding years, and underlines yet again the Commission's commitment to the partnership principle for its humanitarian operations and in particular the prominent role of NGOs in that partnership: they were involved in virtually every one of the almost sixty countries in which humanitarian assistance was funded.

ECHO has continued throughout the year to seek opportunities for, and devote time to, dialogue with various groupings of partner NGOs in a number of Member States. This has been a valuable investment in that it has allowed all parties to keep up to date with trends in humanitarian affairs and to tackle problems, clear up any misunderstandings and familiarise each other with the constraints under which each has to work.

While giving scope for joint review of policy issues pertinent to humanitarian work, these organised contacts proved particularly fruitful as a way of looking at the many practical issues involved in managing humanitarian operations. As time goes by, it is clear too that increasingly close working relationships are developing between NGOs and ECHO desk officers and field correspondents.

#### 4.3.5 United Nations

Where humanitarian assistance is concerned, the Commission's stake in the UN system remained very important in 1995, although figures were down compared to the previous year. Of the total of ECU 494 million committed by the end of the year, 17% was channelled through UN agencies (as compared to a final figure of 32% in 1994). This figure breaks down as follows:

UNHCR	ECU 46.9 million	9.5%
WFP	ECU 29.2 million	5.9%
UNICEF	ECU 4.7 million	0.9%
DHA	ECU 0.55 million	0.1%
UNRWA	ECU 0.14 million	0.0%
Others	ECU 1.45 million	0.3%

ECHO also contributed to the publication of a brochure on relations between the European Union and the United Nations to mark the latter's 50th anniversary.

##### 4.3.5.1 Office of the High Commissioner for refugees (UNHCR)

UNHCR is by far the Commission's most important single operational partner in delivering humanitarian assistance, and the converse is also true (in 1994, the Commission financed an estimated 22% of UNHCR's budget, of which the lion's share came from ECHO).

Indeed, support to UNHCR in 1995 went beyond simple financing of operations to encompass wide-ranging policy discussions and coordination initiatives, exemplified by the case of Rwanda/Burundi (see section ?).

This symbiotic relationship has found expression in the establishment of a **high-level group** which met for the second time in May 1995. All relevant Commission and UNHCR departments take part in this structured dialogue, which is chaired by ECHO.

Not limited to this context, constant dialogue and policy discussions with UNHCR at all levels and in various fora led to the development of targeted strategies and a good deal of convergence in the analysis of needs and priorities.

In summary, as far as the operations funded by the Commission are concerned, UNHCR has proven to be an efficient implementing agency and relations between the two are good, to such an extent that it could be said that their relationship has been and is a major contributory factor to a more efficient international humanitarian relief effort.

#### 4.3.5.2 *DHA (Department of Humanitarian Affairs)*

The Commission has continued to follow with interest DHA's efforts to become an effective coordinating instrument within the overall UN humanitarian system. Some recent discussions in the revitalised Inter-Agency Steering Committee hold out the hope of specific progress with respect to issues such as internally displaced persons and the use of military and civil defence assets in humanitarian operations (MCDA).

Relations with DHA have been good, concentrating specifically on the MCDA project and discussions over the development of the ReliefWeb concept. Work has also proceeded on the IDNDR project supported in 1994 (see section 4.5). Training and standing procedures for air operations were supported under the MCDA project in 1995, followed by additional support, agreed upon towards the end of the year, for the development of a register of assets. ECHO has participated in and closely monitored work in the MCDA steering committee.

Another area of cooperation with DHA has been in the context of the so-called *Escrow account*, a facility set up by the US government which enables DHA to carry out humanitarian assistance operations in Iraq by providing it with counterpart funds released from frozen Iraqi assets, equivalent to the pledges of other donors.

#### 4.3.5.3 *World Food Programme (WFP)*

In 1995, WFP was once again a very important operational partner in delivering the Commission's humanitarian assistance. The operational problems highlighted in 1994, however, have not been solved. Specific failings have been highlighted in external evaluations commissioned by ECHO, notably in Tajikistan.

WFP's structure has been slow in adapting itself to the requirements of handling emergency aid, a fact which has been observed also by many other donors and by WFP's own external audits. On the other hand, the organization has considerable strengths when it comes to delivering large-scale food aid, e.g. in Rwanda/Burundi.

WFP signed a Framework Partnership Agreement with the Commission in May 1995, and high-level contacts were pursued throughout the year with a view to ironing out some of the operational difficulties, not without some progress.

#### 4.3.5.4 *United Nations Children's Fund (Unicef)*

A smaller but still significant partner. Contacts with Unicef were also frequent throughout the year. Relations are set to develop following the signing of a Framework Partnership Agreement between the two parties on 29 June 1995. Unicef's Executive Director, Mrs Bellamy, came to Brussels for the occasion, and this provided the opportunity for a fruitful exchange of views between herself and Ms Bonino.

#### 4.3.6 United States

Good relations with the US in the field of humanitarian assistance are a natural priority for the Commission in view of the fact that the EU, its Member States, and the US together accounted for some 86% of all official humanitarian aid in 1994. Links already established in 1994 were strengthened in 1995.

Alongside regular exchanges of information and contacts at working level, dialogue on matters of mutual interest in the humanitarian field was pursued through high-level consultations between the Commission and the Americans. On 24 and 25 May Ms Bonino had very fruitful meetings in Washington with Mrs Clinton, US politicians and high-ranking officials from the State Department and from the Agency for International Development (USAID). A further high level meeting between the Commission and USAID was arranged on 21-22 September in Brussels, in which ECHO took an active part. On this occasion, agreement was reached to cooperate on a number of joint concerns.

Partly as a result, humanitarian aid and related issues were also identified as one of the priority areas for closer overall relations between the EU and the US in the context of transatlantic dialogue. This was expressed in the drawing up of a Joint EU-US Action Plan, which was released at the EU-US Summit of 3 December. The Plan covers many specific humanitarian concerns, including peace and reconstruction in former Yugoslavia and the Middle East, preventive diplomacy, development assistance, human rights, democracy, asylum and refugee issues, nuclear safety and health. The Plan also foresees the setting-up of a High-Level Consultative Group on Development Co-operation and Humanitarian Assistance with a wide mandate, including all of the areas identified at the meetings with USAID in September (see **Annex 3**).

To improve the exchange of information, the Commission continues to work together with the US in attempting to set up a global financial tracking system for humanitarian aid. Problems with collecting data from the various US departments responsible for humanitarian aid which would be comparable with Commission statistics mean, however, that the picture is still very incomplete.

#### 4.3.7 Other third countries and international and regional organisations

##### 4.3.7.1 *Other third countries*

Following contacts in 1994 when membership of the Union was under consideration, the Commission has maintained a working relationship with aid authorities in **Norway**, traditionally a country with significant involvement in humanitarian issues.

Preliminary contacts were also pursued with **Canada** during the year and are likely to be intensified in 1996.



#### 4.3.7.2 Red Cross

An important partner of ECHO's is of course the **Red Cross**, guardian of the Geneva Conventions of 1949. Close working relationships were maintained and even intensified in 1995, both with the **International Committee (ICRC)**, the **International Federation of Red Cross and Red Crescent Societies (IFRC)** and national Red Cross Societies. Regular planning and policy meetings with these two partners have been organized so as to capitalize on their expertise in complex humanitarian situations.

During 1995 the Commission contributed ECU 40.4 million towards ICRC activities to protect prisoners and their basic rights, trace family members and missing persons, and implement numerous medical and first aid programmes, most notably in Rwanda and Burundi.

Through its liaison office in Brussels, in 1995 the IFRC was able to reinforce coordination between national Red Cross societies involved in ECHO operations, and remained an important operational partner in its own right.

## 4.4 Evaluation

The year was marked by growing interest on the part of the Member States and of ECHO's partners in the evaluation of humanitarian aid operations and its methodology. This coincided with the Commission's resolve to evaluate its activities in all fields under the "Sound and Efficient Management 2000" initiative launched by the new Commission.

ECHO has been among the first in responding to the challenge of evaluation, while bearing in mind the very specific nature of its own work. Good progress was made in 1995 both in finalizing an updated methodology which would fit in with ECHO's needs and its own *modus operandi* as well as those of its partners, and increasing the overall number of evaluations carried out. With the publication of a methodological manual containing practical and systematic guidelines for evaluating humanitarian aid, the first phase is now over. This handbook will not only serve the needs of the Commission, but also those of its partners and indeed of all those involved in humanitarian work.

The Commission continued to evaluate operations funded by the EU and implemented by NGOs or UN agencies. Accordingly, operations carried out by 46 NGOs and by 5 UN agencies were evaluated in the course of the year. The evaluations covered all types of programmes and all theatres of operation.

Having developed its own evaluation methods, the Commission has acquired sufficient experience to evaluate its own programmes, and in particular those in Southern Caucasus and Iraq. Evaluation has enabled the Commission to obtain first-hand information on the socio-economic situation and on the impact of its work in each sector (medical, food aid, etc.) with a view to improving the targeting of its activities in those regions.

For instance, the evaluation of an immunization campaign in Southern Caucasus, Ukraine, Russia and Belarus carried out by different partners has enabled the Commission to identify the pros and cons of the various methods. In addition, in 1995 the Commission for the first

time evaluated 12 disaster-preparedness operations in Africa, Latin America and Southern Asia.

Besides looking closely at the effectiveness of relief operations, the Commission has carefully monitored the impact of its initiatives, in particular on health indicators, the local market, the environment and on local institutional capacities throughout its evaluation effort, and has considered the need for continued funding of relief operations in the region.

Despite the large number of evaluations carried out, it is too early to draw meaningful conclusions at this stage, since humanitarian operations differ widely reflecting as they do the complex and very specific situations in which they are carried out. The Commission sees to it that evaluation results are extensively discussed with its partners. Generally speaking, it could be said that a sound partnership is being built since the role of evaluation is well understood and its findings are an effective way of obtaining better results.

## 4.5 Disaster Preparedness

ECHO's Disaster Preparedness Programme, begun in 1994, was consolidated in 1995 and received increasing attention from international organizations and NGOs active in both emergency and development programmes. The budget reserved for disaster-preparedness activities in 1995 amounted to ECU 4.2 million.

ECHO started supporting 27 Preparedness and Prevention projects in Africa, Asia, Latin America and the NIS in 1995, and continued funding 6 projects which were launched in 1994. A list of the projects is attached at Annex 2.

In addition to the three key elements of the Programme, namely:

- the development of human resources,
- the strengthening of institutional capacities, and
- the implementation of community-based, low-cost technology projects for preparedness and prevention,

projects favoured in the selection process met several of the following criteria:

- implementation in countries ranked unfavourably in the Human Development Index;
- focus on the needs of the most vulnerable groups;
- complementarity to national development programmes and relief operations;
- sustainability over the long term, and environmental soundness;
- community participation/management, strengthening of local capacities, and emphasis on the involvement of women.

Besides supporting field operations, ECHO also contributed to the development of international policies and awareness raising on the subject of prevention and preparedness. In this context, a meeting of experts on "The Environmental Impact of Displaced Populations"

was organized in Brussels on 23-24 September 1995. Recommendations and technical papers, presented during the workshop, are currently being prepared for publication and dissemination.

As stated above (see section 4.4), by the end of 1995 evaluations of most of the operational projects had been conducted. Most of the evaluations have shown very positive results, despite modest financial support and often a small geographical impact area. Evaluators have praised the projects' cost-efficiency, their being rooted in local resources and their effective potential in preventing or mitigating disaster.

The Commission's activities in the field of disaster preparedness take full account of the recommendations of the Yokohama Plan of Action agreed upon in the context of the UN International Decade for Natural Disaster Reduction (IDNDR), in support of which it has played and continues to play an active role.

The challenge for the future will be to further consolidate and develop the experience gained in 1995. A particular challenge in 1996 will be to develop further some specific elements of the Disaster-Preparedness Programme, including the Preparedness Technical Advisory Committee (PREP-TAG) as an expert group to give advice on the Programme, and the regionally-based Focal Centres which will be set up to allow ECHO to implement training programmes directly at a regional level.

As part of its mandate to coordinate Commission policies in the field of disaster-preparedness outside the territory of the EU, since March 1995 ECHO has been chairing an *ad hoc* inter-service group with the aim of addressing off-site **nuclear emergency preparedness** in Central and Eastern Europe.

Following a successful meeting with prospective beneficiary countries in August, a major needs assessment study was commissioned in September. This study, due to be completed by January 1996, has the twin objectives of determining the current state of off-site preparedness in the partner countries and of identifying areas where assistance is needed to bring these arrangements to an adequate level. Following analysis of the results, a coherent multiannual programme aimed at improving local preparedness systems will be developed.

Lastly, 1995 saw the further consolidation of the **NOHA Diploma** launched by ECHO together with DG XXII at the end of 1993 with the aim of upgrading the qualifications of humanitarian staff. Additional information on this can be found in **Annex 4**.

## **5 Prospects for 1996 and beyond**

### **5.1 Foreseeable needs in 1996**

No crystal ball is necessary to predict that instability, with its heavy toll of human suffering, will continue to haunt several regions of the world in 1996 and beyond.

Humanitarian assistance in **former Yugoslavia** has acquired a dimension never yet known in Europe. The international relief aid on which millions of people have had to depend during

more than four years of fighting has become a constant of daily life for the population of this stricken zone.

The enormous material and psychological damage inflicted by the conflict means that the population is highly vulnerable and will remain so for a long while. Moving back to normality will necessitate continued external support, with humanitarian assistance remaining high on the agenda in the short term, while needing to be conceived so as to reduce aid dependency and allow reconstruction to take over.

The Commission's support for humanitarian agencies, notably the UNHCR as the lead agency for repatriation and resettlement questions, and the ICRC as regards protection, therefore remains crucial. At the same time, aid will need to be evaluated and re-examined on a permanent basis to respond to changing needs.

Aware of the importance of the return and resettlement of displaced persons and refugees to the success of the overall peace process, the Commission will be increasing its humanitarian presence on the ground so as to monitor the situation and develop appropriate responses on a permanent basis. The granting of aid will continue to be guided by considerations only of needs, regardless of ethnicity, religion or political persuasion of the recipients. It may be hoped that this even-handed approach will in itself encourage some measure of conciliation between the communities.

With the continuing Rwandan refugee crisis and the deterioration of the situation in Burundi, an EU humanitarian presence will remain indispensable in **Africa**, especially in the region of the **Great Lakes**, but also in Sudan, Somalia, Liberia and Sierra Leone as well as Angola. Short of any clear signs of stabilisation, humanitarian needs are likely to persist in northern **Iraq** and in **Afghanistan** as well as in parts of **South-East Asia** and of the **CIS**, especially the Caucasus. In each of these regions, ECHO is unlikely to be able to phase out its intervention in the short term.

Building on results to date, the Commission has also identified **disaster preparedness and prevention** as a special priority for ECHO's work in 1996. Well-chosen activities in this field have proven their effectiveness and value many times over.

ECHO will also continue to **liaise closely** with other Commission departments and relevant outside bodies to ensure that humanitarian concerns are addressed in a timely and effective fashion. This includes contributing to discussions aimed at establishing **links between relief and development** and making sure that integrated Commission strategies vis-à-vis third countries take sufficiently into account the risk of disasters and the need to act to prevent them, as well as to be ready when disaster does strike.

## **5.2 Conclusions and future strategy**

It is evident that ECHO operates in an environment where speed of response and efficiency are of the essence. Its activities enjoy ever-increasing visibility and widespread support amongst the general public. It has become a leading partner for the major international organisations dealing with humanitarian relief and the many NGOs representing the

commitment and concern of ordinary citizens faced with enormous humanitarian needs. It has acted as a powerful force to draw the attention of the EU and the international community to the need for political solutions to crises and for genuine preventive strategy. It has fostered the conditions necessary for moves towards peace in more than one troubled region of the world. It has helped towards the affirmation of a new but precarious solidarity of the rich world towards the victims of disasters. It has contributed substantially towards more effective coordination of international humanitarian efforts.

ECHO's work is about people. People in need, who have nowhere else to turn. It is a task and a commitment which does the European Union credit and gains it enormous sympathy.

In presenting its proposal for a new Regulation on humanitarian aid, the Commission has asserted its belief that ECHO has to carry out its work with neutrality and impartiality, guided only by the needs of victims of humanitarian emergencies. This vision was recently endorsed by the world's major humanitarian actors as they met in Madrid on 14 December. In adopting their common position on the Commission's proposal for a legal basis, the Member States have also affirmed that they share that vision and wish to be an active party in translating it into action.

In this spirit, the Commission intends to continue fostering its relations with the US and bringing issues connected with the UN and other humanitarian partners into focus so as to develop this model of cooperation further. There is a need for relations to be built up with countries which already share or are desirous of sharing in the international humanitarian relief effort and, of course, are in a position to do so.

1996 will also see the opening of the Inter-Governmental Conference (IGC) intended to review the functioning of the Maastricht Treaty and prepare the necessary treaty changes, notably, to allow the Union to continue to function effectively after enlargement. The future development of the Union's Common Foreign and Security Policy, which has not, it is generally agreed, worked well so far, will be one of the major challenges. In this context, it should be underlined that humanitarian assistance is neither an element of foreign policy nor an instrument of conflict resolution, since it treats the symptoms, not the cause. This is the principle which has guided the Commission's work through ECHO in the past and which it is crucial to uphold.

However, the crisis situations in which ECHO is called upon to provide assistance highlight the need to strengthen the Union's capacity to act in the political arena, and especially, where foreign relations are involved, when conflict prevention and conflict resolution issues are at stake. As the Madrid Declaration underlined, recognition of the fact that humanitarian assistance does not have the wherewithal to address these issues must lead to the determination to use the political tools which are available. In the case of the European Union this also means reviewing the Treaty in such a way as to give the Union sufficient power to act - in defence of its own interests, and in defence of the defenceless. To do so is a matter which is independent from humanitarian aid, but which is central to humanitarian concerns.

# DOCUMENTARY ANNEXES

# MADRID DECLARATION

**We, leaders and representatives of prominent humanitarian agencies and donors, met this day, the 14th of December 1995, for a Humanitarian Summit.**

## **RECALLING:**

- 1.1 That in response to ever-growing needs, global humanitarian assistance has increased many-fold in the past five years to exceed today 4 billion dollars. In 1994 an estimated 45 million people depended on humanitarian assistance. However, it is clear that humanitarian assistance is neither a solution, nor a panacea for crises which are essentially man-made. This is true in Rwanda and Bosnia, but also in many other parts of the world, such as Afghanistan, Northern Iraq, Liberia and Sierra Leone, Tajikistan, and the Sudan;
- 1.2 That in line with our respective mandates and responsibilities, we remain committed to relieve the plight of victims of man-made and natural disasters when and where we can, and to support and encourage local and regional initiatives to address crises. We will provide assistance, in particular, to protect and feed the victims, to organise shelter, to provide medical care and counselling and to reunite children with their families. We will ensure we coordinate closely amongst ourselves and with our partners to achieve maximum impact to reduce suffering;
- 1.3 That since the end of the Cold War, the world is torn by some 50 armed conflicts. A large number of civilians have been and are being brutally murdered, wounded or forced to flee their homes on a scale unseen since the UN Charter was drawn up. Those who cannot flee, or have nowhere to go, have suffered untold misery and seen their lives traumatized and, in many cases, their existence rendered more fragile than ever. Basic principles of international humanitarian law are often disregarded; human rights continue to be trampled underfoot in many areas of the world;
- 1.4 That too often the causes of humanitarian disasters still lie deep in the social and economic injustice existing within and between nations. Power struggles, poor governance and competition over scarce resources are also related to widespread abject poverty, overpopulation, and social inequality;
- 1.5 That the work of humanitarian organisations is guided by the principles of humanity, impartiality, neutrality and independence;

## **WE APPEAL TO THE INTERNATIONAL COMMUNITY AT LARGE FOR:**

- 2.1 Determination to take whatever resolute decisive action may be necessary to resolve crisis situations and not to use humanitarian activities as a substitute for political action. The independence and impartiality of humanitarian assistance must be fully recognized and respected. This is indispensable for saving lives in crisis situations.
- 2.2 The development of a global system of **proactive crisis prevention**. Determination and political will are needed to address both the direct and indirect causes of conflict and other humanitarian emergencies. Early warning should lead to early action.
- 2.3 A new and imaginative commitment to **development assistance**. Crises are greatly exacerbated by the current decrease in development assistance, just at a time when it needs to be increased to reduce the severity of humanitarian crises. Poverty leads to vulnerability and forces people into survival strategies that can further hasten the onslaught of crises. As a result, crises become more likely and more deadly when they strike.
- 2.4 A global campaign against hunger which afflicts one out of every seven people on earth. **Food security** is one of the issues which must be singled out in view of the particular importance that food has in poor rural households in the developing world. Not only must food production and supplies be assured but also access at affordable prices for the poorest segments of society. Similar attention must be given to the supply of clean drinking water.
- 2.5 Greater stress on and support for **preparedness** measures, especially for natural disasters. Reluctance to fund local initiatives, carry out preparedness programmes and support self-reliance may not only cause human suffering when the crisis strikes but it will also lead to much larger costs for victims and donors alike.
- 2.6 Resources to bring relief and political solutions also to the many "**forgotten**" crises which do not hit, or quickly slip from, the international headlines. These crises, just like any others, threaten the survival of millions of people and can destabilise whole regions.
- 2.7 Urgent steps to address the deliberate **targeting of civilians** in today's conflicts. Atrocities such as ethnic cleansing, torture and rape have become in many cases tools and objectives of warfare, in flagrant disregard for international humanitarian law. All parties to conflict should be held accountable. Impunity for human rights abuses must end. The International Criminal Tribunals for Former Yugoslavia and Rwanda must be enabled fully to carry out their mandates, with a view to the establishment of a permanent International Criminal Tribunal for the punishment of genocide, war crimes and crimes against humanity.



2.8 Measures to address the specific protection and assistance needs of the millions of people who have fled within their own countries as a result of conflict. Guiding principles must be formulated to improve their plight, and to safeguard their right to physical and material security. We also support the development by the UN of improved facilities to prevent human rights abuses in cases of internal conflict. Moreover, the right of refugees to seek and enjoy in other countries asylum from persecution must be upheld.

2.9 Urgent attention to be given to the needs and protection of all victims, with priority to women, children and the elderly, who are invariably the vast majority of all victims of armed conflict. The **central role of women** must be recognised and women must be reasserted in the planning, management and distribution of relief assistance, as the best way of ensuring that relief reaches the most vulnerable. Their reproductive health must be systematically taken into consideration.

**Children**, in particular, should not be deprived of their home and family, of their right to life, physical and psychological health and education, and to a peaceful existence.

2.10 Resources to remain available to meet the challenge of rebuilding war-shattered societies and thus consolidate a peace settlement and prevent the seeds of future disaster from being sown. The links between **relief and development** must be strengthened and local capacity to cope must be reinforced. Reconstruction involves not only water systems, bridges and roads but also civil society: the demobilisation of soldiers and the rebuilding of the judiciary and administration and of education and social services. Flexible mechanisms to provide more funding for emergency rehabilitation must be found. At the same time, relief must be managed efficiently in order to phase out humanitarian aid as soon as the emergency period is over, switching over rapidly to other forms of assistance.

2.11 All concerned to respect the humanitarian and non-political nature of our work, as well as our respective mandates, to give us full access to all persons in need, to ensure the safety of humanitarian personnel, and to provide us with a more secure basis for funding. In this connection we reaffirm **international concern and commitment**. The resourcefulness of human solidarity is enormous. Yet fatalism and compassion fatigue are real threats. Governments and leaders need to recognise that, in an ever more interdependent world, the vital interests of every nation in global peace and security can only be achieved through concerted international action.

*[Signed by:]*

**Mr Brian Atwood**

USAID Administrator

**Ms Carol Bellamy**

Executive Director of UNICEF

**Ms Catherine Bertini**

Executive Director of the World Food Programme (WFP)

**Mrs Emma Bonino**

European Commissioner for Humanitarian Aid

**Mr Agostinho Jardim Gonçalves**

President of the Liaison Committee of Development NGOs to the European Union

**Mr Peter Hansen**

United Nations Under-Secretary General responsible for Humanitarian Affairs

**Mrs Sadako Ogata**

United Nations High Commissioner for Refugees

**Mrs Doris Schopper**

President of Médecins Sans Frontières

**Mr Cornelio Sommaruga**

President of the International Committee of the Red Cross

**Mrs Julia Taft**

President of InterAction (the American Council for Voluntary International Action)

## List of Disaster Preparedness Projects financed in 1995

### In Central/Latin America and the Caribbean.

1. *Building hazard-resistant features into Central American schools: 273,000 Ecu*
2. *Risk assessment in Costa Rica, Ecuador and Jamaica: 179,000 Ecu*
3. *Safer roads and bridges in Central America and the Andean countries: 184,000 Ecu*
4. *Safer, healthier housing for low-income families in Lima, Peru: 34,000 Ecu*
5. *A network of experts in Latin America: 70,000 Ecu*
6. *Environmental planning in Jamaica: 13,500 Ecu*
7. *Developing hurricane-proof low-cost housing in Jamaica: 18,200 Ecu*
8. *Disaster mitigation in hospitals and health facilities: formulation of guidelines for Latin America and Caribbean Region: 18,400 Ecu*
9. *Strengthening institutional capacity in disaster management and prevention in Latin America: 148,871 Ecu*
10. *Community-based disaster prevention and management in Peru: 93,977 Ecu*

### In Asia.

11. *Early warning systems in coastal Andhra Pradesh, India: 65,000 Ecu*
12. *Cyclone preparedness in Andhra Pradesh, India: 37,300 Ecu*
13. *Waste management project to prevent outbreaks of plague in Baroda, Gujarat, India: 69,000 Ecu*
14. *Preparedness training in Myanmar: 225,500 Ecu*
15. *Preparedness training in the Philippines: 119,500 Ecu*
16. *Preparedness and disaster mitigation in Quang Binh, Vietnam: 209,600 Ecu*
17. *Disaster preparedness, mitigation and response project in Nepal: 204,200 Ecu*

18. *Community-based disaster preparedness and management system in Northern Bangladesh: 310,086 Ecu*

**In Africa.**

19. *Local radio warnings in Sahel countries: 101,000 Ecu*

20. *Kits for displaced people in southern Sudan: 458,300 Ecu*

21. *Monitoring and preparedness activities in Fogo Island, Cape Verde: 20,700 Ecu*

22. *Refugee women and health: relief strategy for self-help in emergency situations in Ethiopia: 236,100 Ecu*

**In the former Soviet Union.**

23. *Landslide prevention in Kyrghyzstan: 110,300 Ecu*

24. *Training for emergency personnel in Spitak, Armenia: 67,000 Ecu*

**On a global level.**

25. *Streamlining procedures for the use of military and civil defence assets in getting emergency relief goods to disaster spots, together with the UN Department of Humanitarian Affairs: 178,000 Ecu*

26. *Disaster preparedness training programme in Latin America and East Africa, together with the International Federation of the Red Cross: 270,066 Ecu*

27. *Disaster preparedness programme development and monitoring project, together with the Centre for Research into the Epidemiology of Disasters (CRED): 222,500 Ecu*

**EU-USAID High Level Meeting  
21-22 September in Brussels**

*AIDE -MEMOIRE*

**Breakout Session on Humanitarian Assistance**

1. **Public and Political Support for humanitarian assistance and emergency food aid**
  - US and EU agreed to mutually reinforce each other's efforts to secure public and political support for humanitarian assistance.
2. **Chronic Crises**
  - Agreement to promote concrete measure to follow up relief in terms of mobilization of development funds.
3. **Relations with UNHCR**
  - Agreement to suggest tripartite meetings EU-US-UNHCR to discuss operational and policy matters with UNHCR.
  - Joint consultations with UNHCR to encourage voluntary repatriation in long-term crises (e.g. in Horn of Africa and Afghanistan)
4. **Relations with WFP**
  - Joint consultations with WFP to encourage on-going internal reforms in that organisation.
  - Joint US-EU consultations on Protracted Refugee Operations (PRO)
  - Joint prior EU-US consultations prior to CFA (especially on cost agreements)
5. **DHA**
  - Agreement on analysis on DHA's needs to meet goals.
  - Continuous US-EU consultations on DHA's horizontal programmes, not least ReliefWeb.
  - Action: In parallel with DHA's efforts to develop ReliefWeb, EU/US should continue their own information sharing systems.
  - Agreement that both sides would consider secondment of staff to DHA on an experimental basis to improve the human resource base of that organisation.

## **6. Joint EU-US Assessments**

- Any impediments to joint assessment missions should be removed.
- Joint missions should be considered whenever possible.

## **7. Security in refugee camps**

- Support for military to improve camp security was discussed (ref. UNHCR support of Zairian troops in Rwanda refugee camps). It was agreed that each situation must be considered carefully and prior EU-US consultations were encouraged.

## **8. Relations with Military**

- Agreed that US deployment of humanitarian advisers to military forces (to avoid that military action causes unnecessary harm on civilians and humanitarian aid personnel) is useful (ref. recent US adviser in former Yugoslavia).
- Suggested that EU humanitarian advisers should be invited to join US humanitarian advisers to military forces on future occasions.

## **9. General Operational Coordination**

- Move operational coordination to include planning phase ("upriver") to avoid overlapping.
- Continue and improve US-EU operational information sharing on decisions taken or proposals under consideration.
- Active search on both sides of the Atlantic for complementarity (you provide blanket we do food; you do region A, we do region B).
- Appoint humanitarian US/EU focal points on both sides of Atlantic responsible for:
  - (1) to arrange policy discussions
  - (2) consultations on UN humanitarian matters and
  - (3) to set up meetings of operational experts.

## **10. Staff Relations**

- Exchange of Staff
- Mutual training of officials administering humanitarian aid.

## The NOHA Diploma

The NOHA (Network On Humanitarian Assistance) Diploma was designed as a means of enhancing the professionalism of relief workers. The need had become increasingly obvious in view of the considerable increase in disasters calling for humanitarian aid throughout the world. Confronted with the dearth of options, at European level, offering specific training in this field, at the end of 1993 ECHO launched a multidisciplinary diploma, European in spirit, covering the major subjects related to humanitarian work. The NOHA Diploma was developed in collaboration with DG XXII (Education, training and youth), which is responsible for the Erasmus/Socrates programme, within which framework this post-graduate diploma is implemented.

Five universities take part in the programme: Aix-Marseille III (F), Bochum (D), Deusto-Bilbao (ES), Université Catholique de Louvain (B), and Oxford (UK).

The academic year is subdivided into four parts: a two-week intensive programme in one of the five universities (at the beginning of September), followed by a foundation course at the university of origin (October-February), then by specialised tuition in one of the other four universities (February-May) and lastly two-months' work experience in international organizations, NGOs or national administrations responsible for humanitarian assistance.

Subjects taught cover the major aspects of humanitarian aid, namely : international humanitarian law, economics, logistics, geopolitics, anthropology, medicine/epidemiology.

A course book has been written for each of the five modules. These manuals, intended for both teachers and students, have been translated into the four working languages of the participating universities. Demand for them has been such, mainly from persons who are unable to attend lectures, that it was decided to publish a new, up-to-date edition of the manuals in 1996. So as to reach a wider audience, the volumes will be available for sale. Two new modules - geography and psychology - are being written and will be published in September 1996.

**ACRONYMS USED IN THE REPORT**

ACP	African, Caribbean and Pacific Countries signatory to the Lomé IV Convention
CEC	Commission of the European Communities (European Commission)
DG I	Directorate-General for External Relations (Trade Policy, Relations with North America, the Far East, Australia and New Zealand) of the European Commission
DG IA	Directorate-General for External Relations (Europe and the newly independent States, common foreign and security policy and external missions) of the European Commission
DG IB	Directorate-General for External Relations (Southern Mediterranean, Middle East, Latin America, South and South-East Asia and North-South Cooperation) of the European Commission
DG VIII	Directorate-General for Development of the European Commission
DHA	Department of Humanitarian Affairs of the United Nations
EC	European Community
ECU	European Currency Unit (value at date of going to press: 1.33 US dollars, 1.87 DM)
EU	European Union
FPA	Framework Partnership Agreement
HOPE	Humanitarian Office Programme Environment (ECHO database system)
ICRC	International Committee of the Red Cross
IDNDR	International Decade for Natural Disaster Reduction (DHA)
IFRC	International Federation of Red Cross and Red Crescent Societies
MCDA	Military and Civil Defence Assets
NGO	Non-Governmental Organisation
PAHO	Pan-American Health Organisation
PISG	Permanent Inter-Service Group on Refugees, Displaced Persons and Returnees in third countries
UNHCR	United Nations High Commissioner for Refugees
UNICEF	United Nations Children's Fund
UNRWA	UN Relief and Works Agency for Palestine Refugees in the Near East
USAID	United States Administration for International Development
WFP	World Food Programme
WHO	World Health Organisation



# STATISTICAL ANNEXES

## NOTE ON THE STATISTICAL ANNEXES

The figures in the annexes for 1995 deal with decisions adopted up to the end of that year and contracts concluded by then. It should be understood that, while the figure contracted the decisions is a final one, funds relating to a number of decisions will only be committed or, a fortiori, disbursed in 1996 and that, in view of the above, the 1995 figures for contracted amounts and payments are far from definitive.

The final figures for 1995 contracts will be included in the Annual Report for 1996.

It should be noted that ECHO publishes up-to-date quarterly statistics which are available on demand.



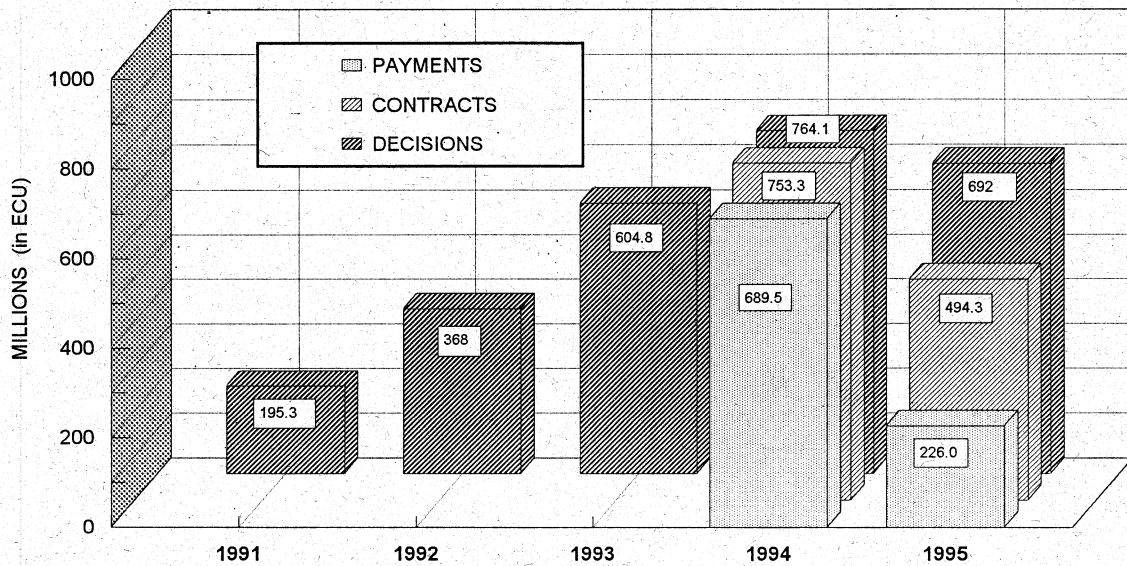
**OVERVIEW OF FINANCIAL DECISIONS FOR EC HUMANITARIAN AID BY SOURCE OF FINANCE 1991-1995**

Source of finance / Budget Line	Description	1991	1992	1993	1994			1995		
		DECISIONS (in ECU)	DECISIONS (in ECU)	DECISIONS (in ECU)	DECISIONS (in ECU)	CONTRACTS (in ECU)	PAYMENTS (in ECU)	DECISIONS (in ECU)	CONTRACTS (in ECU)	PAYMENTS (in ECU)
LOME III	NATIONAL INDICATIVE PROGRAMME (NIP) (1)	-	40000000	6 500 000	-	-	-	-	-	-
LOME III	ART 283	42 445 000	-	1 296 000	-	-	-	-	-	-
FEOGA	FOND EUR. D'ORIENTATION ET DE GARANTIE AGRIC. (2)	-	72500000	-	-	-	-	-	-	-
B7-5000	HUMANITARIAN & EMERGENCY AID	139 375 000	154 867 297	-	-	-	-	-	-	-
B7-6000	PHARE	-	69000000	-	-	-	-	-	-	-
LOME IV	ART 234 (2)	13500000	31 675 000	82 185 000	263 268 603	261 594 855	290 619 007	46 456 000	45 338 927	26 747 798
B7-510	DISASTER AID DEVELOPING COUNTRIES	-	-	70 033 195	109 522 247	105 308 025	83 085 236	-	-	-
B7-210	(4)	-	-	-	-	-	-	238 339 500	123 912 958	47 607 710
B7-511	EMERGENCY FOOD AID	-	-	17 425 000	46 000 000	45 567 650	39 850 699	-	-	-
B7-211	(4)	-	-	-	-	-	-	33 710 000	29 453 388	21 130 160
B7-514	HUMANITARIAN AID TO C & E EUROPE	-	-	385 000 000	271 380 000	267 503 758	226 876 033	-	-	-
B7-214	(4)	-	-	-	-	-	-	236 670 000	176 991 075	67 835 531
B7-515	HUMANITARIAN AID TO EX-USSR	-	-	30 000 000	50 000 000	49 660 858	39 327 573	-	-	-
B7-215	(4)	-	-	-	-	-	-	93 350 000	80 658 509	42 254 913
B7-516	HUMANITARIAN ACTION IN 3RD COUNTRIES	-	-	8 713 000	3 998 574	3 998 568	3 449 278	-	-	-
B7-216	(4)	-	-	-	-	-	-	-	-	-
B7-517	REFUGEES & DISPL. PERSONS IN DEV. COUNTRIES	-	-	3 662 000	20 000 000	19 696 821	16 336 175	-	-	-
B7-217	(4)	-	-	-	-	-	-	38 540 000	34 141 000	19 312 150
B7-219	OPERATIONAL SUPPORT, DISASTER PREPAREDNESS	-	-	-	-	-	-	5 027 012	3 856 675	1 162 802
<b>TOTAL</b>		<b>195 320 000</b>	<b>368 042 297</b>	<b>604 814 195</b>	<b>764 169 424</b>	<b>753 330 535</b>	<b>689 544 001</b>	<b>692 092 512</b>	<b>494 352 532</b>	<b>226 051 064</b>

**FOOTNOTES:**

- (1) NATIONAL INDICATIVE PROGRAMME FOR SOMALIA
- (2) 5-YEAR ALLOCATION (1991-95) UNDER LOME IV IS 250,000,000 ECU
- (3) DECIDED ON A CASE-BY-CASE BASIS
- (4) IN 1995, THE BUDGET CHAPTER THAT CORRESPONDS TO ECHO BECOMES B7-200 INSTEAD OF B7-500

**Financial Decisions for EC Humanitarian Aid 1991-1995**





Summary of Financial Decisions by Countries Benefitting from Humanitarian Aid 1993-94-95

LOME IV	1993 DECISIONS (in ECU)	1994 DECISIONS (in ECU)	1995 DECISIONS (in ECU)
AFRICA	1 000 000	1 000 000	
AFRICA Burundi Refugees	18 300 000	13 500 000	
AFRICA Burundi & Rwandan Refug		151 000 000	25 000 000
ANGOLA	6 000 000	18 000 000	
BENIN	1 000 000		
BURKINA FASO	500 000		
BURUNDI	4 000 000	16 000 000	
CAPE VERDE			220 000
CHAD		447 000	
DJIBOUTI	515 000	355 000	
ERITREA		1 000 000	
ETHIOPIA	350 000	60 000	
FEU	1 000 000		
GHANA	500 000	1 000 000	
GUINEA	1 000 000	300 000	540 000
GUINEE BISSAU	300 000	100 000	
HAITI	2 000 000	1 010 000	
IVORY COAST			950 000
KENYA	2 400 000	1 204 163	581 000
LIBERIA	8 990 000	7 473 550	2 125 000
MADAGASCAR		1 170 000	
MALAWI		300 000	
MALDITANA		400 000	
MAYOTTE		500 000	
MOZAMBIQUE	3 000 000	1 180 000	
NAMIBIA	180 000		
NIGER		70 000	465 000
NIGERIA		340 250	400 000
PAPUA NEW GUINEA		123 440	
RWANDA	9 000 000	15 500 000	
SENEGAL	1 000 000		
SERRA LEONE	1 850 000	2 773 200	4 520 000
ST LUCIA		125 000	
SUDAN	9 300 000	18 507 000	9 950 000
TANZANIA	2 000 000	1 810 000	
TOGO	500 000	200 000	
TUNISIA	1 000 000	500 000	
ZAMBIA	6 500 000	7 320 000	
Caribbean Region			1 005 000
Floods in Benin, Congo and Mauritania			700 000
Totals	82 185 000	263 268 603	46 456 000

LOME III	1992 DECISIONS (in ECU)	1993 DECISIONS (in ECU)
1 SOMALIA	40 000 000	7 796 000
Totals	40 000 000	7 796 000

As per 08/01/96

BUDGET	1993 DECISIONS (in ECU)	1994 DECISIONS (in ECU)	1995 DECISIONS (in ECU)
AFGHANISTAN	2 750 000	12 315 000	12 695 000
ALBANIA	456 000	1 675 000	1 150 000
ALGERIA	1 225 000	2 935 000	5 000 000
ANGOLA	1 000 000	6 000 000	17 000 000
ARMENIA		19 089 000	23 955 218
AZERBAIJAN		18 850 000	28 831 010
BANGLADESH		500 000	2 100 000
BELARUS		3 520 000	2 735 000
BOLIVIA	445 000	1 115 000	1 150 000
BRAZIL	470 000	600 000	
BULGARIA		1 004 000	
BURUNDI		5 000 000	
CAMBODIA	1 785 000	2 236 000	5 960 000
CAPE VERDE			220 720
CHILE	500 000		
COLOMBIA	470 000	700 000	2 320 000
CUBA	7 805 000	14 054 500	15 000 000
ECUADOR	350 000		450 000
EGYPT		630 000	
EL SALVADOR		340 000	750 000
ETHIOPIA			236 100
EX-USSR	51 295 000		
EX-YUGOSLAVIA	395 080 195	269 376 000	234 670 000
GEORGIA		17 806 000	27 469 772
GUATEMALA	250 000	830 000	2 770 000
HAITI		17 000 000	11 580 000
HONDURAS	595 000		
INDIA	920 000		
INDONESIA			100 000
IRAQ	21 500 000	22 515 000	24 873 500
IRAN	230 000		
IVORY COAST			1 000 000
KIRGYZSTAN		6 250 000	8 050 000
LAOS		1 500 000	1 180 000
LEBANON	1 800 000		1 875 000
LIBERIA			4 000 000
MEXICO		1 050 000	1 225 000
MOLDOVA		2 500 000	320 000
MONGOLIA	1 820 000	1 000 000	
MYANMAR		240 000	
NEPAL	1 800 000		950 000
NICARAGUA	700 000	500 000	1 990 000
NIGER			100 000
NORTH COREA			290 000
PAKISTAN	430 000	200 000	200 000
PALESTINE/ISRAEL	10 400 000	4 700 000	5 350 000
PERU	510 000	2 320 000	1 730 000
PHILIPPINES		550 000	2 619 578
RUANDA	350 000		500 000
RUSSIA		9 870 000	29 523 000
RWANDA	2 000 000		
SERRA LEONE			1 900 000
SOMALIA	4 500 000	8 338 359	6 010 000
SRI LANKA	150 000	615 000	3 125 000
SUDAN	1 100 000	8 000 000	11 450 000
TAJIKISTAN		9 825 000	16 105 000
THAILAND			2 320 000
TURKEY			250 000
UKRAINE		3 300 000	500 000
VENEZUELA	150 000		
VICTNAM	110 000	750 000	500 000
YEMEN	75 000	1 220 000	200 000
ZAMBIA	1 300 000		
ZIMBABWE	12 000		
General Studies	500 000	100 000	
Disaster Preparedness		3 481 962	4 000 614
Rwanda & Burundi Refugee		12 000 000	82 000 000
Refug. & displ. in Centr. & East Africa		4 500 000	20 595 000
Orphanage in Estonia, Latvia, Lithuania			1 000 000
Cyclon in the Caribbean (Antigua, Barbuda)			900 000
Direct Action Africa - South America			8 570 000
Coordination and Monitoring			4 290 000
Totals :	514 833 195	500 900 821	645 636 512

Grand total 1993 : 604 814 195 ECU  
 Grand total 1994 : 764 169 424 ECU  
 Grand total 1995 : 692 092 512 ECU


**FINANCIAL DECISIONS FOR HUMANITARIAN AID BY REGION IN 1994 AND 1995**

1994

COUNTRY/REGION	DECISION IN ECU	Nr of CONTRACTS
<b>EX-YUGOSLAVIA</b>	<b>269 376 000</b>	<b>419</b>
<b>ACP TOTAL</b>	<b>324 106 962</b>	<b>480</b>
AFRICA: Burundi Refugees	13 500 000	14
AFRICA: Burundi & Rwandan Refug	168 500 000	112
ANGOLA	24 000 000	57
BURUNDI	21 000 000	34
DJIBOUTI	355 000	3
ERITREA	1 000 000	3
ETHIOPIA	60 000	1
GHANA	1 000 000	2
GUINEA	300 000	1
GUINEA BISSAU	100 000	1
HAITI	18 010 000	55
KENYA	1 204 163	3
LIBERIA	7 473 550	18
MADAGASCAR	1 170 000	5
MALAWI	300 000	1
MAURITANIA	400 000	3
MAYOTTE	500 000	1
MOZAMBIQUE	1 180 000	3
NIGER	70 000	1
NIGERIA	340 250	1
PAPUA NEW GUINEA	123 440	1
RWANDA	15 500 000	23
SIERRA LEONE	2 773 200	7
SOMALIA	8 338 359	35
ST. LUCIA	125 000	1
SUDAN	26 507 000	69
TANZANIA	1 810 000	3
CHAD	447 000	2
TOGO	200 000	1
UGANDA	500 000	1
ZAIRE	7 320 000	18
<b>C.I.S (1)</b>	<b>91 010 000</b>	<b>228</b>
ARMENIA	19 089 000	53
AZERBAIJAN	18 850 000	57
GEORGIA	17 806 000	55
BELARUS	3 520 000	4
KIRGYZSTAN	6 250 000	17
MOLDOVA	2 500 000	2
RUSSIA FED	9 870 000	17
TAJKISTAN	9 825 000	16
UKRAINE	3 300 000	7
<b>EASTERN EUROPE</b>	<b>2 679 000</b>	<b>9</b>
ALBANIA	1 675 000	6
BULGARIA	1 004 000	3
<b>IRAQ</b>	<b>22 515 000</b>	<b>49</b>
<b>ASIA (2)</b>	<b>25 826 000</b>	<b>67</b>
AFGHANISTAN	12 315 000	34
BANGLADESH	500 000	3
CAMBODIA	2 236 000	5
LAOS	1 500 000	2
MONGOLIA	1 000 000	2
MYANMAR	240 000	1
PALESTINE/ISRAEL	4 700 000	7
PAKISTAN	200 000	2
PHILIPPINES	550 000	3
SRI LANKA	615 000	2
VIETNAM	750 000	2
YEMEN	1 220 000	4
<b>NORTH AFRICA</b>	<b>3 565 000</b>	<b>13</b>
ALGERIA	2 935 000	10
EGYPT	630 000	3
<b>LATIN AMERICA</b>	<b>21 509 500</b>	<b>49</b>
BOLIVIA	1 115 000	3
BRAZIL	600 000	3
COLOMBIA	700 000	3
CUBA	14 054 500	25
EL SALVADOR	340 000	2
GUATEMALA	830 000	2
MEXICO	1 050 000	2
NICARAGUA	500 000	1
PERU	2 320 000	8
General Studies	100 000	1
Disaster Preparedness	3 481 962	20
<b>GRAND TOTAL</b>	<b>764 169 424</b>	<b>1 335</b>

1995

As per: 09/01/96

COUNTRY/REGION	DECISION IN ECU	Nr of CONTRACTS
<b>EX-YUGOSLAVIA</b>	<b>234 670 000</b>	<b>223</b>
<b>ACP TOTAL</b>	<b>212 017 820</b>	<b>212</b>
AFRICA: Food Aid	8 570 000	1
AFRICA: Burundi & Rwandan Refug	107 000 000	17
EASTERN & CENTRAL AFRICA	20 595 000	10
IVORY COAST	1 950 000	5
KENYA	581 000	4
LIBERIA	6 125 000	13
NIGERIA	400 000	1
NIGER	565 000	4
SIERRA LEONE	6 420 000	8
SOMALIA	6 010 000	20
SUDAN	21 400 000	49
ANGOLA	17 000 000	39
HAITI	11 580 000	25
CAPE VERDE	440 720	5
GUINEA	540 000	3
CARIBBEAN Region	1 905 000	2
ETHIOPIA	236 100	1
Floods : Congo, Benin, Mauritania	700 000	5
<b>C.I.S (1)</b>	<b>137 491 000</b>	<b>225</b>
ARMENIA	23 955 218	42
AZERBAIJAN	28 831 010	47
GEORGIA	27 469 772	54
BELARUS	2 735 000	3
KIRGYZSTAN	8 050 000	11
MOLDOVA	320 000	1
RUSSIAN FED	29 525 000	38
TAJKISTAN	16 105 000	28
UKRAINE	500 000	1
<b>EASTERN EUROPE</b>	<b>2 900 000</b>	<b>5</b>
ALBANIA	1 150 000	4
Baltic States	1 000 000	1
RUMANIA	500 000	1
TURKEY	250 000	1
<b>IRAQ</b>	<b>24 873 500</b>	<b>24</b>
<b>ASIA (2)</b>	<b>39 464 578</b>	<b>86</b>
CAMBODIA	5 960 000	9
NEPAL	950 000	4
LEBANON	1 875 000	9
AFGHANISTAN	12 695 000	26
BANGLADESH	2 100 000	9
SRI LANKA	3 125 000	3
ISRAEL	5 350 000	8
PHILIPPINES	2 619 578	6
THAILAND	2 320 000	7
YEMEN	200 000	1
INDONESIA	100 000	1
NORTH KOREA	290 000	2
PAKISTAN	200 000	1
LAOS	1 180 000	3
VIETNAM	500 000	1
<b>NORTH AFRICA</b>	<b>5 000 000</b>	<b>5</b>
ALGERIA	5 000 000	5
<b>LATIN AMERICA</b>	<b>27 385 000</b>	<b>55</b>
PERU	1 730 000	9
NICARAGUA	1 990 000	5
BOLIVIA	1 150 000	2
COLOMBIA	2 320 000	5
GUATEMALA	2 770 000	8
ECUADOR	450 000	1
CUBA	15 000 000	21
MEXICO	1 225 000	3
EL SALVADOR	750 000	1
Coordination & Monitoring	4 290 000	1
Disaster Preparedness	4 000 614	30
<b>GRAND TOTAL</b>	<b>692 092 512</b>	<b>865</b>

FOOTNOTE  
 (1) COMMONWEALTH OF INDEPENDENT STATES



**EC CONTRACTS FOR HUMANITARIAN ASSISTANCE 1991 - 92 - 93 - 94 - 95**

TYPE OF CONTRACT	1991	1992	1993	1994	IN % OF TOTAL	1995	IN % OF TOTAL
	ECU	ECU	ECU	ECU		ECU	
<b>EC COMMISSION-DIRECT</b>							
COMMISSION/ECHO	1 793 855	8 474 142	45 324 321	104 381 838	13,9%	64 026 854	13,0%
COMMISSION/AEC	0	2 524 500	8 318 645	11 581 577	1,5%	4 535 842	0,9%
DELEGATIONS	220 000	370 000	1 552 000	262 000	0,0%	500 000	0,1%
<b>SUBTOTAL</b>	<b>2 013 855</b>	<b>11 368 642</b>	<b>55 194 966</b>	<b>116 225 415</b>	<b>15,4%</b>	<b>69 062 696</b>	<b>14,0%</b>
<b>MEMBER STATE GOVNTS</b>							
BELGIUM	1 300 000	20 000 000	25 000	4 648 000	0,6%	6 600 000	1,3%
DENMARK				100 000	0,0%		0,0%
FRANCE	4 812 000	1 526 340	0	500 000	0,1%		0,0%
ITALY	42 500		0		0,0%		0,0%
NETHERLANDS	1 822 000		0		0,0%		0,0%
SPAIN	1 233 000		0	129 000	0,0%		0,0%
UK	4 252 000		3 521 195	796 000	0,1%	1 320 000	0,3%
<b>SUBTOTAL</b>	<b>13 461 500</b>	<b>21 526 340</b>	<b>3 546 195</b>	<b>6 173 000</b>	<b>0,8%</b>	<b>7 920 000</b>	<b>1,6%</b>
<b>OTHER GOVERNMENTS</b>							
WESTERN SAMOA		300 000			0,0%		0,0%
MOZAMBIQUE					0,0%		0,0%
GRENADA					0,0%		0,0%
TRINIDAD AND TOBAGO					0,0%		0,0%
WALLIS AND FORTUNA		75 000			0,0%		0,0%
NEW CALLEDONIA		250 000			0,0%		0,0%
PHILIPPINES						119 578	0,0%
FIDJI			400 000		0,0%		0,0%
CROATIA/MACEDONIA		24 700 000	10 000 000	1 800 000	0,2%		0,0%
<b>SUBTOTAL</b>	<b>0</b>	<b>25 325 000</b>	<b>10 400 000</b>	<b>1 800 000</b>	<b>0,2%</b>	<b>119 578</b>	<b>0,0%</b>
<b>EC NGOS (1)</b>							
AUSTRIA	NA	NA	NA	625 000	0,1%	1 280 000	0,3%
BELGIUM	28 155 900	20 187 650	25 098 353	35 256 810	4,7%	28 000 000	5,7%
DENMARK	4 630 000	26 313 000	48 724 057	27 128 000	3,6%	8 800 000	1,8%
FINLAND	NA	NA	NA	0	0,0%	0	0,0%
FRANCE	27 057 209	38 579 700	88 634 711	110 942 799	14,7%	91 636 000	18,5%
GERMANY	6 374 000	460 187	24 769 700	29 357 380	3,9%	32 629 000	6,6%
GREECE		1 745 000	886 500	980 000	0,1%	915 750	0,2%
IRELAND	4 296 000	2 105 000	1 026 000	2 335 250	0,3%	2 368 000	0,5%
ITALY	4 273 500	8 943 500	16 406 961	18 901 237	2,5%	23 206 556	4,7%
LUXEMBOURG	0	0	0	445 266	0,0%	850 000	0,2%
NETHERLANDS	5 274 500	9 314 040	15 212 795	24 496 993	3,3%	25 157 910	5,1%
PORTUGAL	?	244 000	862 990	1 945 000	0,3%	3 130 720	0,6%
SPAIN	216 100	1 160 000	19 021 832	21 516 375	2,9%	21 121 500	4,3%
SWEDEN	NA	NA	NA	350 000	0,0%	940 000	0,2%
UK	7 408 320	2 394 500	23 606 851	34 054 623	4,5%	35 748 384	7,2%
<b>SUBTOTAL</b>	<b>87 685 529</b>	<b>111 446 577</b>	<b>264 250 750</b>	<b>308 334 733</b>	<b>40,9%</b>	<b>275 783 820</b>	<b>55,8%</b>
<b>OTHER NGOS (1)</b>							
NORWAY	727 000		0	4 170 000	0,6%	800 000	0,2%
AUSTRALIA				250 000	0,0%	0	0,0%
SWITZERLAND	3 761 000	320 000	744 692	1 237 140	0,2%	1 746 000	0,4%
USA	290 000	1 232 000	1 679 565	1 432 730	0,2%	1 106 676	0,2%
<b>SUBTOTAL</b>	<b>4 778 000</b>	<b>1 552 000</b>	<b>2 424 257</b>	<b>7 089 870</b>	<b>0,9%</b>	<b>3 652 676</b>	<b>0,7%</b>
<b>LOCAL NGOS (1)</b>							
ANGOLA					0,0%		0,0%
BANGLADESH	338 000	300 000			0,0%		0,0%
BOLIVIA			175 000		0,0%		0,0%
CHILI	130 000				0,0%		0,0%
EL SALVADOR		70 000			0,0%		0,0%
ETHIOPIA	420 000	58 000			0,0%		0,0%
GHANA					0,0%		0,0%
IRAQ - MISC - 1990			2 520 000		0,0%		0,0%
JAMAICA						13 444	0,0%
LEBANON			800 000		0,0%		0,0%
OCC. TERRITOTY (ISRL)		50 000	1 245 000	600 000	0,1%	1 500 000	0,3%
PAKISTAN		500 000			0,0%		0,0%
PHILIPPINES	364 400	41 000			0,0%		0,0%
SUDAN					0,0%		0,0%
TURKEY	2 400 000	70 626			0,0%		0,0%
<b>SUBTOTAL</b>	<b>3 652 400</b>	<b>1 089 626</b>	<b>4 740 000</b>	<b>600 000</b>	<b>0,1%</b>	<b>1 513 444</b>	<b>0,3%</b>
<b>UNITED NATIONS</b>							
WFP	16 853 000	35 831 586	71 318 781	47 355 716	6,3%	29 155 000	5,9%
FAO			868 000	0	0,0%	493 500	0,1%
WHO	0	3 809 500	9 250 000	500 000	0,1%		0,0%
UNDR0	0	110 000			0,0%		0,0%
UNHCR	22 640 500	78 232 580	87 955 354	177 335 429	23,5%	46 885 500	9,5%
UNICEF	5 547 000	4 127 000	13 631 598	11 908 135	1,6%	4 684 000	0,9%
UNDP	198 000	470 500			0,0%	575 000	0,1%
UNRWA			6 000 000	450 000	0,1%	140 000	0,0%
SPECIAL UN OPERATIONS	1 286 000	262 000	700 000	3 122 425	0,4%	2 008 166	0,4%
<b>SUBTOTAL</b>	<b>46 524 500</b>	<b>122 843 166</b>	<b>189 723 733</b>	<b>240 672 705</b>	<b>31,9%</b>	<b>83 941 166</b>	<b>17,0%</b>
<b>OTHER INTERNATIONAL ORG.</b>							
ICRC	27 593 000	35 073 900	38 006 820	32 327 000	4,3%	40 385 000	8,2%
FIRC	5 651 000	1 666 000	26 001 135	37 163 603	4,9%	11 349 066	2,3%
CARITAS INTERNATIONAL		70 000	491 560		0,0%		0,0%
LUTHERAN WORLD FEDERATION			3 160 440	2 852 105	0,4%	625 086	0,1%
THE WORLD COUNCIL OF CHURCHES			1 000 000	92 104	0,0%		0,0%
<b>SUBTOTAL</b>	<b>33 244 000</b>	<b>36 809 900</b>	<b>68 659 955</b>	<b>72 434 812</b>	<b>9,6%</b>	<b>52 359 152</b>	<b>10,6%</b>
Decomittments			(985 688)				
<b>TOTAL</b>	<b>191 359 784</b>	<b>331 961 251</b>	<b>597 954 168</b>	<b>753 330 535</b>	<b>100,0%</b>	<b>494 352 532</b>	<b>100,0%</b>

(1) INCLUDING NATIONAL RED CROSS ASSOCIATIONS

(2) THE MAIN REASON WHY IN 1992 THE CONTRACT AMOUNTS (322 MECU) ARE SUBSTANTIALLY LOWER THAN THE DECISION AMOUNTS (968 MECU) IS THAT 23 5 MECU HAS BEEN DIRECTLY ADMINISTERED BY DG VI (FROGA) IN ACCORDANCE WITH THE COMMISSION DECISION OF 2 JULY 1992. HENCE, CONTRACTS HAVE BEEN SIGNED BY DG VI FOR THIS AMOUNT AND NOT ECHO. THE REMAINING DIFFERENCE (23 5 MECU) CONSISTS OF ACCUMULATED AND UNUSED RESERVES FROM A LARGE NUMBER OF ACTIONS IN 1992. WHEN ECHO BECAME FULLY OPERATIONAL IN EARLY 1993 MEASURES WERE IMMEDIATELY TAKEN TO ENSURE THAT ALL RESERVES ARE EITHER UTILIZED OR DECOMMITTED SO THAT THE QUESTION OF SUPERSEDING RESERVES WILL NOT ARISE AGAIN.



**EUROPEAN COMMISSION (ECHO) FINANCIAL DECISIONS IN FAVOUR OF THE AFFECTED  
BURUNDI/RWANDAN POPULATION since the 21st October 1993 until December 1995**

AMOUNTS IN ECU

As per 09-January-1996

COUNTRY	DATE	Reason for Contribution	PARTNER	AMOUNT	TOTAL
BURUNDI	25/11/93	Displaced Population	ICRC/ONG	1 000 000	25 000 000
	25/11/93	Displaced Population	UN	1 000 000	
	25/11/93	Displaced Population	ONG	1 000 000	
	22/12/93	Displaced Population	ONG	1 000 000	
	03/02/94	Displaced Population	ONG/UN	1 000 000	
	28/03/94	Displaced Population	ONG/UN	14 000 000	
	17/05/94	Burundi Repatriates and Rwandan Refugees	ONG	1 000 000	
	15/12/94	Displaced Population	ONG	5 000 000	
REGIONAL	21/12/93	Burundi Refugees	ONG/UN/IFRC	18 300 000	306 300 000
	16/03/94	Burundi Refugees	ONG/UN	13 500 000	
	27/05/94	Rwandan, Burundi, Tanzania Refugees	UNHCR/ICRC	12 000 000	
	21/06/94	Rwandan, Burundi, Tanzania Refugees	UNHCR	19 000 000	
	20/07/94	Rwanda, Burundi, Zaire, Uganda, Tanzania	HCR/ONG/IC	12 000 000	
	27/07/94	Rwanda, Burundi, Zaire, Uganda, Tanzania	UN/ONG/ICRC	75 000 000	
	21/09/94	Refugees & Disp. pop. in Central/East Africa	ONG	4 500 000	
	20/12/94	Rwandan/Burundi Populations	ONG/UN/IFRC	45 000 000	
	09/03/95	Rwanda, Burundi, Zaire, Tanzania	WFP	12 000 000	
	25/07/95	Rwanda, Burundi, Zaire, Tanzania	UNHCR/NGO	25 000 000	
	21/11/95	Rwanda, Burundi, Zaire, Tanzania	UN/ONG/ICRC	70 000 000	
RWANDA	28/10/93	Burundi Refugees	ONG	1 000 000	20 500 000
	28/10/93	Burundi Refugees	ONG	1 000 000	
	28/10/93	Displaced population	ONG/UN	1 000 000	
	10/11/93	Burundi Refugees	UN	1 000 000	
	15/12/93	Burundi Refugees	ONG	1 000 000	
	04/02/94	Refugees and displaced population	ICRC/ONG	8 000 000	
	09/04/94	Conflict	ONG	500 000	
	12/04/94	Conflict & Drought	ONG	1 000 000	
	11/05/94	Conflict	ONG/ICRC	1 000 000	
	17/10/94	Rehabilitation-Electricity & Water	GTZ	5 000 000	
TANZANIA	15/11/93	Burundi Refugees	ONG	1 000 000	3 130 000
	11/11/93	Burundi Refugees	UN/ONG	1 000 000	
	29/04/94	Rwandan Refugees	ONG	680 000	
	29/04/94	Rwandan Refugees	ONG	450 000	
ZAIRE	15/11/93	Burundi Refugees	UN/ONG	500 000	500 000
<b>TOTAL 1993-December 1995</b>					<b>355 430 000</b>

## Breakdown of Community Aid to the Former Yugoslavia, 1991-1995 by Republic

<b>Republic</b>	<b>%</b>
<i>Bosnia-Herzegovina</i>	52,4%
<i>Croatia (+UNPAS)</i>	21,4%
<i>Serbia and Montenegro</i>	18,0%
<i>Slovenia</i>	0,7%
<i>F.Y.R. of Macedonia</i>	4,2%
<i>All Republics</i>	3,1%
<i>Turkey and Hungary</i>	0,2%
<b>Total</b>	<b>100%</b>

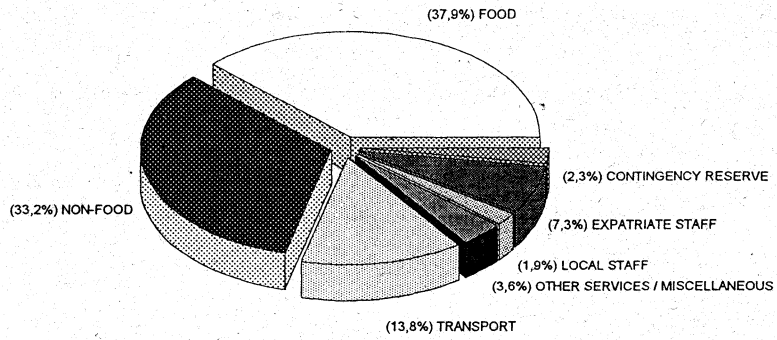
## Breakdown of Community Aid to the Former Yugoslavia, 1995 by Relief Items

<b>Relief Items</b>	<b>%</b>
<i>Food Aid</i>	32,4%
<i>Sanitation</i>	8,6%
<i>Medical Aid</i>	16,3%
<i>Logistics</i>	8,4%
<i>Psychosocial</i>	3,3%
<i>Emergency Rehabilitation</i>	17,6%
<i>Miscellaneous</i>	13,3%
<b>Total</b>	<b>100%</b>



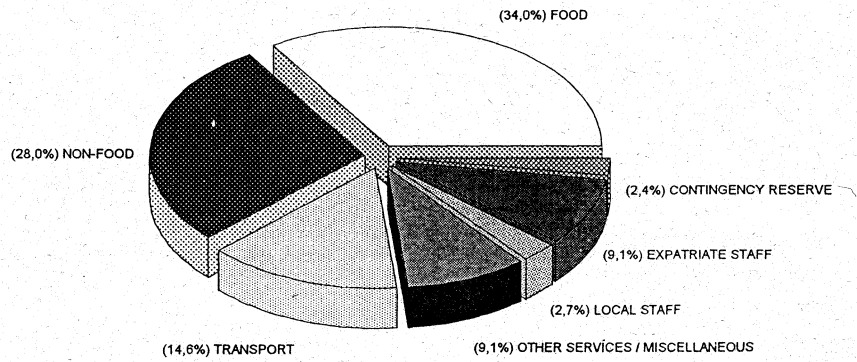


Breakdown of Items for Humanitarian Assistance



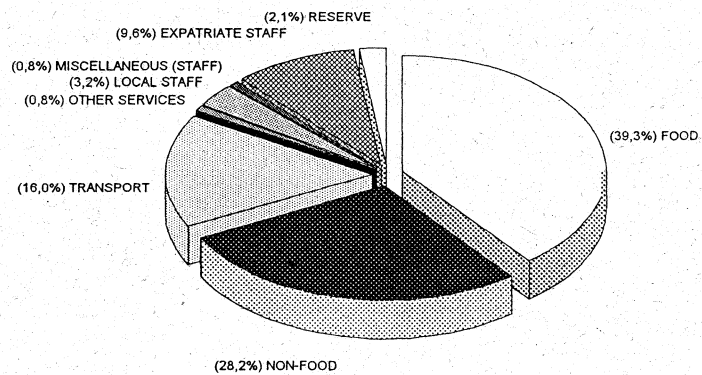
1993

Breakdown of Items for Humanitarian Assistance



1994

Breakdown of Items for Humanitarian Assistance



1995

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