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**Annual Report on the Humanitarian Aid Policy and its Implementation in 2009**

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## 1. POLICY

### 1.1. Implementation of the European Consensus on Humanitarian Aid

The European Consensus on Humanitarian Aid<sup>1</sup> underlines the European Union's commitment to upholding and promoting the fundamental humanitarian principles of humanity, neutrality, impartiality and independence and to promoting the respect of international law on humanitarian issues, human rights, and refugees.

An Action Plan to implement the consensus was adopted on 29 May 2008<sup>2</sup>. This sets out a series of practical actions to enable the European Union's humanitarian donors to take a more closely co-ordinated approach. The aim is to ensure that the European Union maximizes the effectiveness of its contribution to the collective international humanitarian response.

#### **The Action Plan**

To facilitate implementation, related actions have been grouped into six action areas:

Area 1: Advocacy, promotion of humanitarian principles and international law

Area 2: Implementing a quality aid approach

Area 3: Reinforcing capacities to respond

Area 4: Strengthening partnerships

Area 5: Enhancing coherence and co-ordination

Area 6: Aid continuum

Implementation of the Action Plan is largely on track: out of 49 actions foreseen in the Plan, only seven still need to be implemented as of January 2010. Of these, two are scheduled to start by 2011-12. They concern measurability and participation of disaster-affected communities. A mid-term review is scheduled for 2010 and a final review will take place in 2012. Other actions, such as reviews of modalities for emergency decisions or of transition mechanisms, will also be carried out in 2010 and may become a part of legislative proposals. A few actions are experiencing slight delays, such as the European Commission's Good Humanitarian Donorship implementation plan, dissemination of material concerning humanitarian principles.

Throughout 2009, the priority was implementation of the 2005 International Humanitarian Law guidelines and the development of sectoral policies. Most of the Action Plan will be implemented earlier than initially scheduled.

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<sup>1</sup> The Consensus was endorsed in December 2007 by the Presidents of the Commission, Council and European Parliament

<sup>2</sup> SEC(2008)1991

## **1.2. International Humanitarian Law**

International humanitarian law is a set of rules which seeks to limit the effects of armed conflict on civilians. It protects people who are not actively involved in hostilities, or who have ceased to be involved. It restricts the means and methods of warfare. International humanitarian law is also known as the law of war or the law of armed conflict.

International humanitarian law is part of international law, the body of rules governing relations between states. International law is contained in agreements between states – treaties or conventions – in rules which consist of state practice that they consider legally binding, and in general principles.

International humanitarian law applies to armed conflicts. It does not regulate whether a state can actually use force. This is governed by an important, but distinct, part of international law set out in the United Nations Charter.

The Commission and Member States have worked to implement commitments made in the European Consensus on Humanitarian Aid and at the 2008 Brussels Conference on International Humanitarian Law. However, the situation on the ground is worsening. The potential list of countries whose governments simply do not abide by the law is getting longer. A particularly gruesome aspect of such violations is the increasing use of sexual violence as a weapon of war, particularly in the eastern part of the Democratic Republic of Congo (DRC). ECHO is working on a systematic approach to integrate all gender issues into its humanitarian operations. Meanwhile, humanitarian aid operations in the countries concerned will build this aspect into their response strategies.

Advocacy for the protection of the humanitarian space must continue unabated. Numerous governments continue to disregard commitments made in the Geneva Conventions. Such problems need ongoing political impetus if the Commission and the EU are to make progress in what is, admittedly, an extremely challenging area<sup>3</sup>.

## **1.3. Coherence between humanitarian aid and other policies**

### *1.3.1. Transition and Linking Relief, Rehabilitation and Development (LRRD)*

In 2009, the Commission worked extensively with other Commission services to refine the concept of linking relief, rehabilitation and development. This followed previous development in EU policies and instruments such as policies on fragility and security in development, the establishment of the Instrument for Stability, and reorganisation of co-operation instruments. This work complements the day-to-day work of country desk officers and personnel in the field who work on transition situations in the countries for which they are responsible.

Nonetheless it is worth mentioning that the LRRD approach is not limited to the notion of exit strategies for humanitarian aid, particularly in situations where humanitarian and development actors are present for a long period. As indicated in the European Consensus on Humanitarian Aid, LRRD challenges are tackled by applying a policy mix of humanitarian, stabilisation and development interventions which ensure the coherence of European interventions programmed and implemented simultaneously or successively in a country.

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<sup>3</sup> <http://www.icrc.org/web/eng/siteeng0.nsf/html/humanitarian-law-factsheet>

### 1.3.2. *Disaster Risk Reduction (DRR) – Climate Change*

Throughout 2009, policy work on Disaster Risk Reduction and climate change was driven forward.

The Commission produced a Communication on EU strategy supporting Disaster Risk Reduction in developing countries<sup>4</sup> (February 2009) and developed a plan to implement EU risk reduction strategy.

Based on this Communication, the new strategy entitled "*A Strategic Approach to Disaster Risk Reduction in Humanitarian Aid*" builds on the Commission's experience in disaster preparedness. The main aim is to define a coherent framework for risk reduction, financed from the humanitarian aid budget in the context of the EU policy and strategy in this field, linking the Communication with the Hyogo Framework of Action<sup>5</sup>.

The Commission has also started work on its own approach to the humanitarian impact of climate change. It will review current knowledge on climate change, analyse current responses to natural disasters, and formulate recommendations for EU-financed humanitarian operations.

In the run-up to the UN conference on climate change in Copenhagen, the Commission called on the international community to reinforce the link between disaster risk reduction activities and adapting to climate change, as to merge them in a coherent and innovative approach. This could boost the overall efficiency of humanitarian aid.

The Commission took part in the Global Platform for Disaster Risk Reduction organised by the UN International Strategy for Disaster Reduction (UNISDR) in Geneva. This was a good opportunity to enhance European institutions' involvement in disaster risk reduction. ECHO organised a particularly successful Commission stand, which enabled it to make available information and create new links and potential synergies with other organisations involved in risk reduction.

Finally, the Commission through ECHO developed strategic dialogue and strengthened relations in risk reduction, particularly with UNISDR, which is an important player in the field of disaster risk reduction and adaptation to climate change.

### 1.3.3. *Civil Protection*

Co-ordination with EU civil protection actors and the Commission's Monitoring and Information Centre (MIC) was actively strengthened i.e. through training sessions organised by the Community Mechanism for Civil Protection and the 23rd Meeting of the Directors-General for Civil Protection from the EU Member States, European Economic Area countries and candidate countries in Gothenburg in December 2009.

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<sup>4</sup> COM(2009)84

<sup>5</sup> [http://ec.europa.eu/echo/aid/dipecho\\_en.htm](http://ec.europa.eu/echo/aid/dipecho_en.htm)

The European Commission also distributed joint situation reports from field level on disasters outside the EU. This helped to strengthen co-ordination among EU humanitarian aid and civil protection actors and rapid and coherent information was made available to EU Member States. Implementation of the Commission's 2008 Communication on Reinforcing the Union's Disaster Response Capacity continued in line with the Action Plan.

#### *1.3.4. Civil-Military relations*

Civil-military issues also took greater prominence in 2009. The Commission became more active in calling for the protection of humanitarian space and the humanitarian mandate. Several meetings were held, including a contribution to the Finabel Military Committee<sup>6</sup> in Poland in June. The EU continued to fund civil-military liaison actions in the field in countries including Afghanistan.

### **1.4. Good Humanitarian Donorship**

The Commission was co-chair (together with the Netherlands) for the Good Humanitarian Donorship (GHD) Initiative for the period July 2008-July 2009. This coincided with the adoption of the European Consensus on Humanitarian Aid and helped to build up the good donorship project by involving all EU donors in the process. The Commission thus showed its strong commitment to leading policy and strategic dialogue processes among donors both at EU and international levels.

The co-chairs drew up a work plan in consultation with other donors, with comments from Inter-Agency Standing Committee<sup>7</sup> representatives. The plan aims to structure work on good donorship around three main priorities:

- Partnership
- Humanitarian financing based on needs
- Applying good donorship operationally

Work progressed over the year on all three priorities. The newly-appointed co-chairs have indicated they would like to continue this over the year ahead.

Four main one-day 'working level' donor meetings and two major senior-level meetings among donors and Inter-Agency Standing Committee partner representatives were organised in Geneva and Montreux. Ahead of each Geneva meeting, the co-chairs met representatives from the UN Office for the Co-ordination of Humanitarian Aid (OCHA), the International Council of Voluntary Associations (one of the main humanitarian NGO umbrella groups) and the Standing Committee for Humanitarian Response, which includes the Red Cross Movement and its secretariat, co-chairs of the Global Humanitarian Platform.

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<sup>6</sup> The Finabel Military Committee is an expertise forum contributing to european land armies interoperability since 1953 – [www.espace-finabel.eu](http://www.espace-finabel.eu)

<sup>7</sup> The Inter-Agency Standing Committee (IASC) is the primary mechanism for inter-agency co-ordination of humanitarian assistance. It is a unique forum involving the key UN and non-UN humanitarian partners - <http://www.humanitarianinfo.org/iasc/>

The co-chairs also held a meeting with the full membership of the Inter-Agency Standing Committee-Good Humanitarian Donorship contact group, which was re-established this year to liaise with donors. The Netherlands also convened four shorter meetings of the Rome group on good donorship, for which the Commission provided assistance and inputs.

As a result of this role, the Commission was able to use good donorship as a bridge between EU work and discussions with other donors and partner representatives. The agenda reflected a balanced and operational view of good donorship in practice. Discussions on needs assessment were considerably boosted as a result. There was closer examination of ways in which the principles of good donorship and good practice could be applied in the field, particularly as regards improving donor co-ordination. The Republic of Korea was the 36<sup>th</sup> donor to join the initiative. The Organisation for Economic Co-operation and Development (OECD) 'humanitarian' peer review framework was thoroughly revised by consensus to include renewed emphasis on quality (e.g. cross-cutting issues) and more humanitarian-sensitive formulation around 'transition' (early recovery). The good donorship process was broadened beyond 'like-minded' core donors, and is increasingly viewed by Inter-Agency Standing Committee as the key interlocutor with which to tackle a range of systemic issues on a consensual basis.

The Commission also used its role in the good donorship process to strengthen the integration of new European members. It continued as convenor of sessions for newcomers to the process, convening sessions co-hosted with Hungary and Estonia respectively. In addition, in its capacity as Good Humanitarian Donorship co-chair, the Commission was invited to speak at the OCHA Donor Support Group outreach event in Tallinn in June 2009.

## **1.5. External relations questions**

### *1.5.1. Council Working Group on Humanitarian Aid and Food Aid (COHAFA)*

The work of this group was successfully launched under the Czech Presidency of the European Council at the start of 2009 and continued under Swedish stewardship in the second half of the year. The impetus for the group came during negotiations on the European Consensus on Humanitarian Aid. Having a dedicated forum for regular policy exchange among Member State and Commission experts gave a boost to developing a more coherent, co-ordinated EU approach to humanitarian policy and action.

The working group, which brings together representatives from Member States capitals, met 10 times over the year. The Commission drew up a work plan with incoming EU Presidencies, with points on specific humanitarian crises (e.g. the Myanmar (Burma), Chad, Colombia, DRC, Gaza Strip, the Philippines, Saharawi refugees, Somalia, Sri Lanka, Sudan/Darfur, Zimbabwe), sectoral subjects (e.g. Food Aid Convention, HIV/AIDS guidelines, cash and voucher guidelines, transport study), and co-ordination on specific subjects (e.g. UN needs assessment work, UN Economic and Social Committee).

In its first year of work, the group established itself as the Council point of reference for questions on humanitarian aid and a useful forum for regular policy level exchanges and closer co-ordination by EU experts on humanitarian aid policy and operational strategies. It has been instrumental in helping the Commission and Member States to develop shared analysis on thematic (including food assistance) and geographical issues and raising the profile and relevance of humanitarian issues with other Council working bodies, notably geographical working groups (as was the case for Sri Lanka for example), the Political and Security Committee and the Committee of Permanent Representatives, which in turn feed in



to the Foreign Affairs Council. Discussions took place in the working group on the possible extension/renewal of the Food Aid Convention, and on the implementation of International Humanitarian Law guidelines by the Working Party on International Public Law. In time, this is leading to increased consistency and coherence in the application of the humanitarian principles and good practices outlined in the Consensus for Humanitarian Aid.

The working group also facilitated streamlining of the work of the Humanitarian Aid Committee's work. This committee can now focus exclusively on the Commission's financing proposals for humanitarian aid. This meant fewer meetings, and more use of the written procedure. Since strategic issues are now routinely put on the working group's agenda, the need for informal Humanitarian Aid Committee meetings was reduced.

On a strategic level, the working group has allowed the European Union to make its humanitarian aid activities more coherent. There is an annual exchange on individual humanitarian aid policies and budgets. This took place in several stages at the beginning of 2009. Policies produced by the Commission are often taken up by Member States (for instance, the HIV/AIDS and protection guidelines); individual EU donors' activities in specific crises are better co-ordinated and EU positions on specific issues are discussed ahead of international meetings (e.g. on UN needs assessment work). On a day-to-day basis, the work of the group was facilitated by the Commission's initiative to make its situation reports on specific humanitarian crises widely available. These reports soon became major source of information for a wide audience of stakeholders within and outside of Europe.

#### *1.5.2. Co-operation with EU Institutions, Member States, International organisations and other donors*

After elections to the European Parliament in June 2009, ECHO focused on following the day-to-day work of the newly constituted committees (mainly the Committee on Development and the Committee on Foreign Affairs). The Commission worked closely with the Committee on Development to raise awareness and interest in humanitarian issues. Several meetings were held with the new Chair of the Committee on Development, Ms Eva Joly, and the new standing Humanitarian Rapporteur, Ms Barbara Striffler, to discuss humanitarian policy and operational issues.

Regarding contacts with EU Member State donors, a high-level visit to the United Kingdom in February consolidated an already solid working relationship between the Commission and the Department for International Development. Newer EU Member States were involved through newcomers' sessions for the Good Donorship Initiative, which the Commission facilitated and through an OCHA Donors' Support Group in Tallinn. In the context of the Council Working Group on Humanitarian Aid and Food Aid, the Commission now regularly fields requests from Member States for bilateral discussions, thus reinforcing EU co-ordination in humanitarian aid.

The Commission ensured close contact throughout the year with relevant international organisations, particularly the UN and the Red Cross Movement, on both policy development and operational issues. Numerous high-level meetings and strategic dialogues were organised in Brussels to ensure close contacts with key UN agencies and partners. A special emphasis was put on close co-operation with UN Emergency Relief Coordinator John Holmes.

In addition, the Commission ensured representation at UN and Red Cross Movement related meetings and processes, mainly in New York, Geneva and Rome, in close liaison with relevant EU Delegations. Through ECHO's active participation in the OCHA and International Committee of the Red Cross (ICRC) Donor Support Groups, and through its observer status at World Food Programme Executive Board meetings and the UN High Commissioner for Refugee's Executive Committee, the Commission provided inputs to strategic decision-making and guidance at these organisations.

The Commission continued to promote EU-co-ordinated positions as well as resolutions and statements in UN bodies reflecting Commission policy. The Commission also took part in a tri-partite meeting with the United States and the United Kingdom with OCHA in New York in October.

Throughout the year, the Commission through ECHO also had extensive contacts with non-EU donors, both at an operational level and at policy level at headquarters. These included a strategic dialogue with the United States in April 2009 as well other meetings with other key and non-traditional donors.

## **1.6. Cross-cutting issues**

The Commission is committed to mainstreaming cross-cutting issues throughout its activities. They include, for example, gender equality or children's rights. These objectives are promoted and supported in all humanitarian aid operations through the contents of financing decisions and contracts. They are also vital to strengthen the impact of humanitarian aid in general and should be taken into account and integrated into all projects.

### *1.6.1. Gender*

In 2009 the Commission received the results of the review it commissioned on gender issues in humanitarian aid, including strategies against gender-based violence in humanitarian settings. This review, a commitment in the Consensus Action Plan, was the first step in the Commission's drive to strengthen its gender approach in the delivery of humanitarian aid.

The review looked at the experiences of selected donor governments and partners, and presented good practice and recommendations. It proposed developing a policy of identifying specific target areas for gender-related activities and practical steps to be taken to integrate gender considerations more fully in humanitarian operations. It also recommended that the Commission's position on issues such as sexual and gender-based violence, gender analysis, gender data and information systems, gender in the cluster system and capacity building etc should be clarified.

The Commission took stock of the review's recommendations and has started to work on ensuring integration of the specific needs, vulnerabilities and capacities of different segments of the population in the design and implementation of its humanitarian interventions. In November 2009, the Commission held a consultation with partners to discuss the results of the review and to open the debate on two challenging issues: gender mainstreaming and gender-based violence. This meeting enabled gender experts and policy makers to meet and helped to identify key issues to be developed in the forthcoming policy document.

Finally, the Commission contributed to the development of the Gender Action Plan as well as to the implementation of the EU Comprehensive approach to UN Security Council resolutions 1325 and 1820 on women, peace and security.

### 1.6.2. *Children*

After the adoption of a document on children in emergencies<sup>8</sup> in 2008, the Commission continued in 2009 its work mainly through calling for more attention to children's needs in EU-funded humanitarian interventions. Preventing separation during return programmes is a high priority. The Commission also continued to work on a better integration of children's rights and needs in EU policies.

## 1.7. **Aid effectiveness**

### 1.7.1. *Needs assessment*

The Commission has been actively engaged in debates on setting-up better co-ordinated, more coherent common needs assessment.

This thinking is being developed in the context of the Inter-Agency Standing Committee Needs Assessment Task Force. The Needs Assessment Group (created in March 2009), which later became the IASC Needs Assessment Task Force (July 2009), has developed Terms of Reference and a work plan for September 2009-September 2010. The Commission organised a multi-donor consultation on humanitarian needs assessment in May to facilitate a concerted donor approach to needs assessment. The meeting triggered regular informal exchanges among donors. The Commission also proposed a multi-donor letter to Sir John Holmes in support of OCHA's role in needs assessment. The letter was signed in May 2009 by 25 humanitarian donors.

On 16 October 2009, the Commission organised a Donor Roundtable in Geneva on a Common Needs Assessment/Dashboard. The meeting expressed continued strong support for more reliable assessment, and support for the work of OCHA and the IASC Needs Assessment Task Force to this end.

### 1.7.2. *Capacity building*

The Commission is committed to the Capacity Building approach through the European Consensus on Humanitarian Aid. In the Consensus, the Commission, EU Member States and the European Parliament agreed that "...*supporting the development of the collective global capacity to respond to humanitarian crises is one of the fundamental tenets of our [EU] approach*"<sup>9</sup>. Correspondingly, the Consensus Action Plan asks the EU to "...*explore how to enhance support to capacity building, including in the cluster approach and provisions for reinforcing local capacity... and to promote a multi-donor approach to capacity building*"<sup>10</sup>.

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<sup>8</sup> SEC(2008)135

<sup>9</sup> As adopted by the Council, EP and Commission on 18 December, (OJ 2008/C/ 25/01 of 30.01.2008).

<sup>10</sup> Commission Staff Working Document 'European Consensus on Humanitarian Aid – Action Plan' SEC(2008)1991, 29.5.2008

In addition, as a Good Humanitarian Donor, the Commission is committed to allocating "*funding to strengthen capacities for response*"<sup>11</sup>.

Following up on this commitment, an extensive consultation process was launched in 2008 and continued into 2009. This involved consultations with partners, other donors and humanitarian actors. It concluded with a Round Table Conference in January 2009. As a result, Financing Guidelines for Capacity Building were adopted in September 2009. These identify the main gaps in the global humanitarian system and define how the EU's humanitarian funding can best be used to address these gaps.

For 2009 and 2010, €25 million is available for EU humanitarian Capacity Building Funding. This is primarily for:

- needs assessment work by OCHA, the Food and Agriculture Organisation and the World Food Programme (WFP);
- building global humanitarian health capacity, especially through the health cluster roll-out, through World Health Organisation;
- building global humanitarian water/sanitation capacity, especially through the water/sanitation cluster roll-out, through the United Nations Children's Fund (UNICEF); building global humanitarian logistics capacity through WFP, especially through the logistics cluster;
- building local, regional and international capacity to respond to disasters through the International Federation of the Red Cross and the Red Crescent Societies (IFRC).

Over €25 million of EU humanitarian Capacity Building funding since 2006 has been allocated to the cluster approach, so a workshop to review progress on this was held at the ECHO Partners' Conference in December 2009.

As part of the 2009 Capacity Building programme, the EU has supported OCHA's project on "strengthening the co-ordination of humanitarian response". This included several components, including the Assessment and Classification of Emergencies. An important element is the development of a Humanitarian Dashboard, a tool to consolidate needs assessment and other core humanitarian information across sectors, presenting information in a one-page summary of key information and indicators, to strengthen evidence-based humanitarian decision-making. The tool was field-tested in Kenya in late 2009. This led to improvements that will be piloted in early 2010.

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<sup>11</sup> GHD principle 18, but also principle 8 on strengthening the capacity of affected countries and local communities and principle 10 to support and promote the central and unique role of the UN.

## 1.8. Sectoral policies

In line with the Consensus Action Plan, a number of sectoral policy initiatives were either in progress or completed in 2009.

### 1.8.1. Health

The Commission prepared a Position Paper on User Fees for Primary Health Services. This was presented to the Council Working Group. There is international consensus that user fees discriminate against the poor and most vulnerable, as only those who can pay get access to primary health care. The Commission's position is that partners running the emergency health care programmes that EU funds should not ask users to pay fees. However, development partners could consider levying fees during the rehabilitation process in exceptional situations, as a means of working towards financial sustainability.

Regarding the Novel Flu caused by Influenza A (H1N1), the Commission set up a task force to monitor the risk and to adjust the EU-funded humanitarian response as necessary.

The Commission is taking part in a Communication on "*The EU role in global health*" to be published in April 2010. The EU continued to fund WHO from budget earmarked for capacity building, to enable it to continue its leadership role for the Global Health Cluster and to support country health clusters so that these function efficiently. By the end of 2009, there were 36 partners in the cluster, 51 new Health Cluster Coordinators were trained, and new tools such as a Health Cluster Guide and an assessment tool were finalised.

### 1.8.2. Protection

After a thorough stakeholder consultation process, funding guidelines on protection in humanitarian assistance were finalised in 2009. The document was very well received, even if some organisations would have preferred a broader definition of protection.

The guidelines aim to define the framework in which the Commission should fund protection activities, as well as specifying the type of partners and activities eligible. The guidelines also provide recommendations as to how to programme and monitor protection activities.

Protection is approached in many different ways from the fundamental delivery of humanitarian assistance to institution-building and deployment of peacekeeping troops. The Commission opted for an operational approach in its guidelines. Protection is defined as support to "*non-structural activities aiming at reducing the risk and the impact of human-generated violence, coercion, deprivation and abuse of vulnerable individuals or groups in the context of humanitarian crises*". The humanitarian aid budget will therefore not fund activities such as long-term institution-building processes, which are a structural process that challenges society as a whole by aiming to change policy, attitudes, beliefs and behaviour.

The guidelines recognise that protection is as important in natural disasters as it is in conflict situations. They identify three levels of protection interventions:

- "Pure" protection activities;

- Interventions whose main objective is protection, but achieved through assistance;
- Other humanitarian interventions, in which protection should be mainstreamed in order to, at the very least, "do no harm".

On the more operational side, the guidelines insist on the need to recognise programmes, whose main objective is protection, as such, even when the objective is achieved through material assistance. This is important to ensure coherence between needs assessments, objectives, results, activities and indicators.

Monitoring protection programmes is challenging. Quantifying a protection problem can be very difficult. For example, it is hard to measure a reduction in abuse. Moreover, the impact of protection activities is often linked to factors beyond the control of programme operators. The timeframe is also an obstacle to measuring impact. However, where it is impossible to define realistic impact indicators, the level of activity can at least be measured.

### *1.8.3. The use of cash and vouchers in humanitarian crises*

In 2009, the Commission finalised work launched two years earlier on the use of cash and vouchers in humanitarian crises, with the adoption of funding guidelines in mid-2009, following extensive consultation with the main actors active in this field<sup>12</sup>.

It defines the standards to be followed during the full cycle of projects using cash and vouchers as a means of delivering humanitarian aid. Alternative ways of delivering humanitarian assistance should be systematically analysed and compared in project proposals.

The Commission believes that both cash-based and in-kind humanitarian assistance can be appropriate, and the choice depends on the context. It aims to provide funding to meet needs in the most appropriate, cost-effective and safe way in each case. Nevertheless, the guidelines aim to facilitate wider use of cash and vouchers to reduce costs and improve delivery of humanitarian aid, and to empower beneficiaries by offering them more choice, thus helping to foster self-esteem.

The Commission does not expect rapid, profound changes in the way humanitarian is delivered, though it sees potential for a gradual increase in cash-based systems.

The implementation of these guidelines will be monitored closely and an evaluation of their implementation will be carried out within two years with a view to amending them if need be.

## **1.9. Outlook 2010**

Overall trends and individual crisis situations show the current main challenges facing humanitarian aid:

- decreasing humanitarian space: a growing number of countries where access to beneficiaries has become more difficult or impossible;

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<sup>12</sup> UN agencies such as WFP, UNHCR, UNICEF, international organisations like ICRC/IFRC, NGOs like OXFAM, ACF, Horn Relief, CARE Kenya and Member States' humanitarian aid departments

- worsening security situation for beneficiaries and aid workers alike;
- steep increase in the frequency and intensity of natural disasters;
- difficulties of linking short-term humanitarian aid to longer-term development co-operation activities.

The Commission-implemented EU-funded humanitarian aid operations will address these issues. It is clear the answer lies not only in the quantity, but also in the quality of aid. In addition, there will have to be pressure through advocacy at the highest levels to counter some of the most serious impediments to carrying out humanitarian aid operations. This applies particularly to access to beneficiaries, and growing disregard for international humanitarian law.

The context is bleak and the prospect of maintaining humanitarian budgets at current levels in 2010 and beyond is unlikely, given that donor countries have to manage problematic budget deficits. The Commission will respond in two main ways:

- by addressing the main challenges horizontally, through policies to make aid more effective, and by bringing problems to the attention of decision-makers and the general public;
- through systematic, equitable and consistent programming to allocate what funding is available.

## **2. IMPLEMENTATION OF HUMANITARIAN AID IN 2009**

This synopsis of EU-funded humanitarian operations is presented on a geographical basis, organised around the five regions of the world where ECHO implements EU-funded humanitarian actions.

Each section has the same structure to facilitate comparison:

- (1) Overview of funding per country (region) and/or per humanitarian crisis in which ECHO has been active. For all types of interventions, humanitarian aid is implemented through Commission funding decisions and grant agreements with partners, who implement specific humanitarian operations in the field. The overview tables show funding decisions in 2009.
- (2) Description of humanitarian needs that were identified, the main objectives and achievements and, where applicable, the transition between emergency, relief, rehabilitation and development.

This overview includes all countries/crises for which there were funding decisions in 2009 as well as those for which funding was made available in previous years, resulting in ongoing implementation in 2009.

In section 2.8, there is information on disaster preparedness activities undertaken in 2009 to reduce both the vulnerability and exposure of people to risks and disasters as well as to reduce the costs of such disasters.

The figures in this chapter provide a general overview and/or illustrate the content of the chapter. Complete financial information is given in section 4.

## **2.1. A needs-based approach**

The EU provides assistance to populations with the greatest humanitarian needs, irrespective of origin, religion or political creed.

For a number of years, ECHO has been using a two-pronged approach to identify those with a high priority for humanitarian needs. The first approach is the evaluation of the needs undertaken in the field by experts and geographical units. In addition to the immediate reports about crisis areas, analyses are carried out to provide information on specific needs. At the same time, a comparative analysis is conducted to identify those countries which may require humanitarian assistance. This analysis has two dimensions:

- the Global Needs Assessment<sup>13</sup> based on national indicators, classes more than 140 countries according to the occurrence of a recent crisis (natural disaster or conflict, including the weight of displaced people or refugees on the population) and the degree of vulnerability of the population, incorporating various indicators (e.g. human development index, mortality of children under 5),
- the Forgotten Crisis Assessment attempts to identify serious humanitarian crises where the people affected do not receive sufficient international aid and/or media coverage.

These are important tools for ensuring coherence in allocating resources among countries according to their needs, independently of any type of pressure.

Using this method, the Commission identified 44 countries or territories in crisis in 2009. Out of these, 17 were classed as "extremely vulnerable". This meant a rise on figures for 2008, when there were 41 countries in crisis, 15 of which were "extremely vulnerable". A rise in the number of natural disasters partly accounted for this.

Of the 17 "extremely vulnerable" countries or territories, 14 were in sub-Saharan Africa (including Chad, the Democratic Republic of the Congo, Ethiopia, Kenya, Somalia, Sudan, Uganda and Zimbabwe). The others were Chechnya (Russian Federation), Afghanistan and East Timor.

These vulnerable areas<sup>14</sup> received a total of €429 million or 81% of the initial budget allocated to geographical decisions, under the humanitarian and food aid budget lines.

The following were classified as "forgotten crises":

- The inter-ethnic conflict in Myanmar (Burma): people displaced internally and Burmese refugees in Thailand. The population groups affected by cyclone Nargis;

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<sup>13</sup> The methodology used and the results for 2009 are available at the following internet address [http://EU.europa.eu/echo/information/strategy/index\\_en.htm](http://EU.europa.eu/echo/information/strategy/index_en.htm)

<sup>14</sup> Countries with a Crisis Index of 3

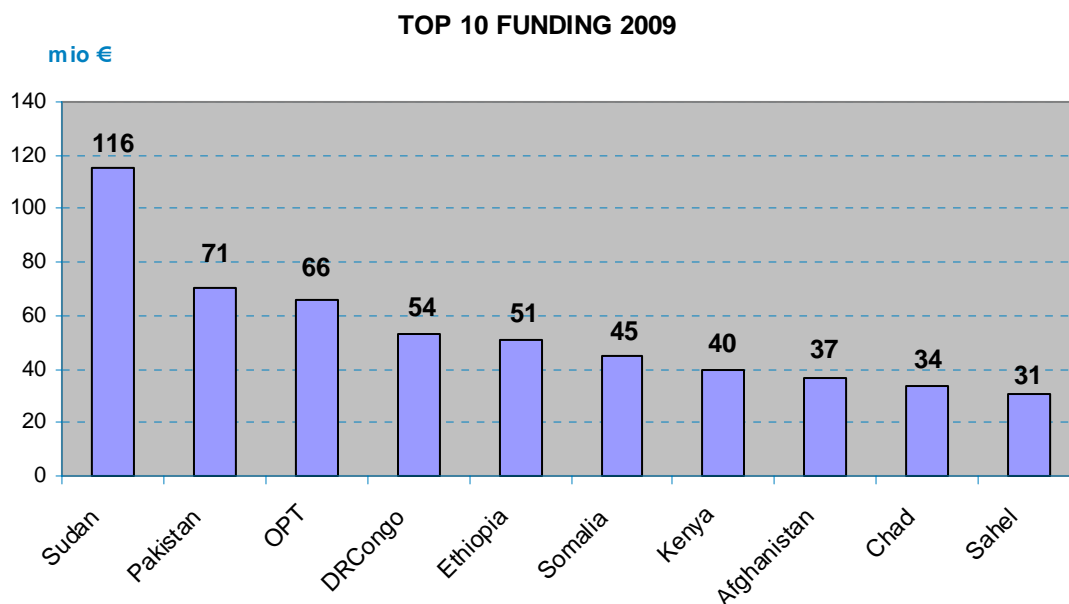


- Colombia: People affected by the internal armed conflict;
- Yemen: People affected by the conflict in the north;
- Sahrawi refugees in Algeria;
- India: People affected by various conflicts in Kashmir, North East India, as well as the conflict relating to Naxalite demands;
- Bangladesh: Rohingya refugees and the Chittagong Hill Tracts crisis.

These forgotten crises received 12%<sup>15</sup> of the budget for geographically delineated decisions.

## 2.2. Top 10 humanitarian crises in terms of funding allocations

In 2009, the top 10 crises in terms of funding allocations were the following



EU humanitarian funding for these crises was €544 million, or 63% of the total funding of operational budget dedicated to countries and regions. Of this, 68% was earmarked for countries in Africa.

<sup>15</sup> €40.5 million out of an initial budget of €350.3 million for geographically delineated decisions (humanitarian aid budget line)

## 2.3. Africa

In 2009, humanitarian and food aid interventions were funded in about half the countries in Africa, through 36 funding decisions worth a total of €489 million, 53% of the total budget managed by ECHO (€31.7 million).

In descending order, the ten main countries in which funding were required were: Sudan, DRC, Ethiopia, Somalia, Kenya, Chad, Sahel<sup>16</sup>, Zimbabwe, Uganda and Burundi/Tanzania.

Funding in response to natural disasters was made available as follows: recurrent epidemics in Southern Africa and West Africa (cholera, meningitis), droughts in Western Africa, Horn of Africa, Madagascar and floods in West Africa.

ECHO implemented drought preparedness activities in the Greater Horn of Africa (Ethiopia, Kenya and Uganda), and funded an ECHO Flight service for humanitarian operators in DRC and for emergency interventions elsewhere.

Country/region	Funding decisions adopted in 2009				
	HUM.AID	FOOD AID	EDF	DIPECHO	TOTAL
<b>SUDAN &amp; CHAD</b>	<b>94 600 000</b>	<b>53 000 000</b>	<b>2 000 000</b>		<b>149 600 000</b>
Sudan	75 600 000	40 000 000			115 600 000
Chad	19 000 000	13 000 000	2 000 000		34 000 000
<b>CENTRAL AFRICA</b>	<b>57 500 000</b>	<b>20 000 000</b>	<b>2 000 000</b>		<b>79 500 000</b>
Central African Republic	2 000 000				2 000 000
Congo Brazaville			2 000 000		2 000 000
Democratic Republic of Congo	30 000 000	15 000 000			45 000 000
Echo-Flight	8 500 000				8 500 000
Burundi andTanzania	17 000 000	5 000 000			22 000 000
<b>HORN of AFRICA</b>	<b>87 000 000</b>	<b>63 000 000</b>	<b>23 475 000</b>		<b>173 475 000</b>
Eritrea	3 000 000				3 000 000
Ethiopia	14 000 000	27 000 000	10 000 000		51 000 000
Kenya	3 000 000	29 000 000	8 000 000		40 000 000
Somalia	40 000 000	5 000 000			45 000 000
Uganda	17 000 000	2 000 000	5 475 000		24 475 000
Regional Drought Preparedness Programme (RDPP)	10 000 000				10 000 000
<b>WEST AFRICA</b>	<b>25 550 000</b>	<b>21 000 000</b>	<b>4 900 000</b>		<b>51 450 000</b>
Sahel and coastal states	9 550 000	20 000 000	4 900 000		34 450 000
Liberia	11 000 000	1 000 000			12 000 000
Regional West Africa	5 000 000				5 000 000
<b>SOUTHERN AFRICA, INDIAN OCEAN</b>	<b>18 500 000</b>	<b>12 000 000</b>	<b>4 300 000</b>	<b>735 000</b>	<b>35 535 000</b>
Southern Africa	5 500 000			735 000	6 235 000
Madagascar			2 800 000		2 800 000
Zambia			1 500 000		1 500 000
Zimbabwe	13 000 000	12 000 000			25 000 000
<b>TOTAL AFRICA</b>	<b>283 150 000</b>	<b>169 000 000</b>	<b>36 675 000</b>	<b>735 000</b>	<b>489 560 000</b>

<sup>16</sup> Coastal states not included

## Sudan and Chad, Central Africa

The region of Central Africa, Sudan and Chad represents the largest single concentration of ECHO humanitarian activities in the world. This is partly a reflection of the sheer scale of need: for example, five million people in Sudan are affected by conflict, displacement, drought, floods and epidemics. It is also an indication of the complexity and recurrent nature of crises in these countries. There is, for example, a highly complex web of conflicts in Darfur and South Sudan; a million internally displaced people returned to the DRC, but at the same time another million were displaced in a different part of the country. Many of the crises cut across national boundaries, for example, the Darfur-Chad dynamic and the Lord's Resistance Army's attacks in South Sudan, Central African Republic and North-Eastern DRC. Many crises occur in situations where the state's presence and basic facilities are very weak, or even non-existent.

Conflict is the major factor creating humanitarian crises in this region, displacing people from their homes, preventing them from enjoying a stable lifestyle, from earning their livelihoods and denying them access to basic services. But conflict also hinders the effectiveness of the humanitarian response. Organisations are frequently unable to work, or are constrained from working to capacity. On top of this, there is often administrative interference from central and local authorities who are suspicious of independent humanitarian aid, and wanting to exercise a degree of control over it.

All this takes place against a background of extremely weak infrastructure – which creates serious logistical challenges for humanitarian agencies, and appalling poverty. Four of the countries in the region figure in the bottom 10 of the UN's Human Development Index<sup>17</sup>.

Nevertheless, ECHO was able to administer effective humanitarian projects through its partners and to reach around ten million people in serious and urgent need in 2009.

## **Sudan**

### *Humanitarian needs*

Sudan represents the largest single country intervention by ECHO in 2009. This was justified by the scale of humanitarian needs, in Darfur, the Transitional Areas and also in the South where the humanitarian situation significantly deteriorated over the year.

The pattern of the conflict changed in Darfur in 2009, with a reduction in the scale and intensity of armed confrontations. Nevertheless, clashes between rebel factions, between rebels and government forces, and between tribes continued to take place, displacing 138 000 people and forcing humanitarian organisations to limit or suspend their operations. After more than six years of crisis, the humanitarian situation remains characterised by large-scale displacement. Two million people are still living in camps and settlements; two million others are affected by the conflict; and there are 40 000 refugees from Chad. All are dependent on international assistance for survival.

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<sup>17</sup> <http://hdr.undp.org>

Maintaining an adequate humanitarian response continued to be very challenging in 2009. This was due to the scale of the needs, ongoing displacement (even if this diminished compared to previous years), pressure on scarce natural resources, and the attitude of the Sudanese authorities towards humanitarian operations. The expulsion from North Sudan of 13 International NGOs (INGOs)<sup>18</sup> and three national NGOs in March aggravated existing aid delivery gaps and weakened the influence of organisations. UN agencies, along with line national ministries and the remaining NGOs, stepped in to fill the gaps left by expulsions, thereby helping to avoid a large-scale humanitarian catastrophe. However, deeper analysis reveals that the quality of basic service delivery deteriorated, and the effective coverage of needs decreased significantly. Protection needs were not met, and assessment and emergency response capacities were extremely weak, especially in remote and rural areas. On top of that, the cost of operations continued to rise because of security and logistical constraints.

In South Sudan, the humanitarian situation deteriorated in 2009, with violent inter-tribal clashes and indiscriminate attacks by the Lord's Resistance Army, which killed 2 500 people, displaced more than 350 000 others, and brought in more than 20 000 refugees from the Democratic Republic of Congo and Central African Republic. Because of these conflicts, plus meagre rainfall, drought and high food prices, severe food shortages significantly increased throughout South Sudan, affecting a million people. This exacerbated a situation that was already serious, given that over two million refugees and displaced people had returned since the end of the civil war to areas totally lacking in basic services. In addition, both South Sudan and the Transitional Areas were subject to recurrent disease outbreaks (cholera, meningitis) and to deadly haemorrhagic fevers such as *kala-azar*.

### ***Humanitarian aid response over the last five years***

Over the last five years, about €535 million were allocated for Sudan. ECHO has adapted its response as the situation changed in the country, in particular in Darfur, the South, and the Transitional Areas. In 2009, €15.6 million were allocated for Sudan. Darfur benefited from 71% of the total allocation, while 20% went to the South, 3% to the North and Transitional Areas, and 6% to national operations.

The conflict in Darfur generated one of the biggest-ever population displacements, and the EU's commitment has been significant since the beginning of the crisis in 2003. Since 2007, support for food aid, emergency food security and livelihood assistance have risen sharply. Food aid is now the biggest single sector. ECHO has also maintained a strong commitment to the South and the Transitional Areas since 2005, supporting the return and the reintegration of two million refugees and displaced people.

In mid-2008, ECHO started supporting the UN World Food Programme's emergency activities in South Sudan to help newly displaced people, and others needing food aid. Though the return of those displaced came to an end, ECHO's involvement in South Sudan increased, so as to respond to new emergencies in 2009.

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<sup>18</sup> International Non-Governmental Organisation

## ***Humanitarian objectives and achievements in 2009***

In 2009, ECHO focused on life-saving and life-preserving support. It targeted 6.5 million people in need of humanitarian assistance, most of them displaced people, refugees and returnees. General food distribution was the largest single response both in terms of overall funding (32%) and coverage, with 3.6 million beneficiaries in Darfur and 436 000 in South Sudan. More than 5.2 million people across Sudan benefited from health care (14% of funding), mainly through primary health care services. Short-term food security intervention (11%), such as support for agricultural and livestock activities, reached over 1.2 million people. Therapeutic and supplementary feeding programmes (11%) benefited more than 1.1 million people, mostly children under five. Water, sanitation and hygiene promotion reached 1.3 million beneficiaries (9%). ECHO gave substantial support (10%) to humanitarian air transport services, used by 50 000 people from 170 organisations. Shelter and other essential items were distributed to 2.8 million people.

Overall, the Commission maintained a flexible approach to allow for an immediate response to new emergencies on the basis of identified needs.

### ***Working environment***

The working environment in all areas was extremely challenging, and access was constrained by logistical difficulties, administrative obstruction and insecurity. Darfur was particularly hard hit by administrative impediments, including the pressure to "Sudanize" humanitarian aid and by the expulsion of NGOs in March 2009. Civilians, humanitarian workers and peacekeepers were all targets for violence. There were five high-profile cases of abduction of expatriates from March 2009 onwards: Médecins Sans Frontières (MSF), International Medical Aid (AMI), GOAL, United Nations-African Union Mission in Darfur (UNAMID) and ICRC. Insecurity has completely changed the way in which humanitarians operate, drastically reducing their field presence and leading to the suspension and closure of some operations.

The authorities continued to restrict access to the Transitional Areas and the East. In the South, access was limited by the poor road network, lack of adequate infrastructure, and flooding during the rainy season. While inter-tribal and clan attacks do not usually target aid workers directly, they often create temporary no-go zones. Access is also seriously restricted in areas affected by LRA attacks.

It was very difficult for the humanitarian community to maintain the respect of humanitarian space and principles. Some progress was made when the authorities accepted a Joint Verification Mechanism to allow the monitoring and evaluation of those returning, ensuring they did so, on a voluntary, safe and sustainable basis. Also, the High Level Committee where humanitarian issues are discussed with the Sudanese authorities was strengthened and enlarged.

### ***LRRD – possible exit strategy from the sector and/or country***

The conditions for an exit strategy in Darfur will only come about when there is an inclusive peace agreement covering all parties to the conflict. Instability and insecurity are preventing substantial and definitive returns, so a flexible humanitarian approach is still required. Due to the lack of local capacity and effective development and recovery instruments, humanitarian operators continue to be the main providers of a safety net in South Sudan and the

Transitional Areas, but many vulnerable people are not covered. Efforts to link humanitarian operations to development, particularly to the 10<sup>th</sup> EDF programme, have been seriously hampered by the decision of the Sudanese government not to ratify the revised Cotonou Agreement. Humanitarian aid cannot compensate for the absence of development funding. However, support is necessary in the immediate term for the populations in great need of basic services, also to help preventing further destabilisation. This is particularly important in view of elections in 2010 and a referendum on the independence of the South in 2011.

### ***Co-ordination of aid***

Various Commission services work closely together on Sudan, as well as with the EU Delegation. The Commission also regularly shares its contextual analysis and concerns with Member States in COHAFSA<sup>19</sup>, with the EU Special Representatives, and with its partners, particularly in the aftermath of the NGO expulsions. Regular co-ordination meetings take place in Khartoum with other humanitarian donors. Representatives from the Commission have actively participated in the High Level Committee in Khartoum, and in the high-level donor meetings for Darfur held in New York and Geneva.

## **Chad**

### ***Humanitarian needs***

Since 2003, 257 000 Sudanese refugees have fled the province of Darfur to the border provinces of Eastern Chad, which are among the poorest regions of the country. In the south, the regions of Moyen Chari, Logone Oriental and Salamat are hosting some 67 000 refugees from the Central African Republic. Since 2006, about 168 000 people have been internally displaced in the south-eastern part of Chad near the border with Darfur. In certain areas, particularly in Southern Assounga and the Dar Sila, voluntary returns to villages of origin have been registered since 2007. From December 2008, when a survey on nutrition drew attention to an alarming situation, the humanitarian aid community reinforced its mobilisation in the region of Kanem to combat malnutrition.

The country is extremely vulnerable, threatened by epidemics and floods as well as malnutrition. In addition to displacements in the eastern and southern regions of the country, 2009 also saw floods and a meningitis epidemic in the south. Food insecurity is expected to increase.

### ***Humanitarian aid response over the last five years***

Since 2003, in the eastern part of the country, there has been an emergency response to the arrival of Sudanese refugees fleeing conflict in Darfur. A separate response assisted internally displaced people over 2006-2007. Since then, host populations close to the displacement territories 2007 have also needed assistance to maintain basic services. ECHO has had to respond to new emergencies, and will do so until security improves enough to allow the repatriation of displaced people. Parallel to this influx to the East further humanitarian operations were launched to aid refugees from Central African Republic coming to Southern Chad. Since 2008 the strategy on humanitarian aid has included a transition phase in connection with actions implemented by the EU Delegation. In December 2008 ECHO started

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<sup>19</sup> EU Council Working Group on Humanitarian Aid and Food Aid

to implement EU funded humanitarian activities in the region of Kanem to overcome acute malnutrition.

EU funding increased over the period 2006-2007 as a result of internal displacement. Due to the arrival of new humanitarian actors in Chad along with the intervention in Kanem, the sum total stabilised at €34 million in 2009.

### ***Humanitarian objectives and achievements in 2009***

In 2009, the EU contributed to alleviating the vulnerability of those affected by intervening in all traditional humanitarian aid sectors: nutrition and health, water/sanitation, shelter and other essentials, protection, education and community services. ECHO also intervened in co-ordination, humanitarian air transport, food aid and food security.

All Sudanese refugees benefited from operations funded by the EU, in all, about 257 000 people, as well as 168 000 others who were internally-displaced, including those who voluntarily returned to their villages of origin. In the South, ECHO supported 53 000 refugees from the Central African Republic. Lastly, ECHO continued to support host populations in areas where refugees are to be settled and displaced. In the absence of accurate censuses of the host populations in these areas, it remains extremely difficult to quantify the number of beneficiaries affected.

In the region of Kanem, EU financed a first food aid operation in early December 2008. This benefited 12 000 women, and children, of whom 7 000 were severely malnourished. This was followed by a decision of €2 million under the 10<sup>th</sup> EDF in 2009 to strengthen the humanitarian presence and aid response in the area. The response may have to be stepped up again, as food shortages could potentially grow even worse in 2010.

Overall, there was a satisfactory response in terms of meeting the needs of the most vulnerable. Major crises were averted, and the health supervision mechanism alerted actors in time to prevent decline in the main indicators. The maintenance of a humanitarian air service meant humanitarian aid workers were able to gain access to all areas of intervention, ensuring neutrality and independence. However this required an emergency mobilisation of funds during the second half of 2009. The initial Global Plan of €30 million was revised, bringing funding up to €32 million.

### ***Working environment***

The year 2009 was marked by increasingly frequent and violent criminal acts in Eastern Chad. This climate contributed to restricting humanitarian space, leading some organisations to suspend their activities. In 2009, there was a new type of criminally-motivated security threat, with humanitarian workers being taken hostage for ransom. Various humanitarian organisations such as '*Médecins sans Frontières*', '*Action contre la Faim*', '*Solidarités*' and '*International Committee of the Red Cross*' have been affected by this insecurity situation; ICRC in particular has had a delegate kidnapped on the 22nd of October 2009 and has only been released after 89 days of detention.

## *LRRD – possible exit strategy from the sector and/or country*

In southern regions which hosted Central African refugees, the Commission's strategy has changed since 2008, with the introduction of mechanisms to support reviving agriculture, as well as income-generating projects. This approach was developed with and through the EU Delegation, which started food security programmes in the regions of Maro and then Goré, in parallel with ECHO preparing to withdraw.

In the East, there needs to be a shift from emergency responses to programmes promoting self-sufficiency, assuming recipients could take on more responsibility. However, prospects are restricted because the government of Chad lacks decentralised services, and more development actors are needed in key sectors such as health, education and agricultural development.

### *Co-ordination of aid*

A joint mission by ECHO and the American humanitarian departments (BPRM<sup>20</sup> and OFDA<sup>21</sup>) took place in January 2009, allowing joint analysis of the situation as well as better co-ordination of actions financed by the two major humanitarian donors in Chad. Moreover, ECHO takes active part in the work of the informal group of donors for Chad, which is based in Geneva.

## **Central African Republic**

### *Humanitarian needs*

At the end of 2006, the increased level of fighting between government forces and rebels in the northwest and northeast of the country, together with the increase in foreign incursions and attacks by road bandits led to the displacement of more than 200 000 people. Although the level of violence and instability diminished in 2008, in 2009 conflict levels rose again as a result of a faltering peace process, new rebel movements and a rise in ethnic tension. The global humanitarian context remains complex, with conflict and post-conflict situations. The international economic crisis exacerbated the situation. The most urgent needs were water/sanitation, food security, health, other essentials, protection and logistical support.

### *Humanitarian aid response over the last five years*

ECHO became involved in the Republic in 2007. €8 million were allocated in 2007 and implemented in 2007-08, and €7.8 million in 2008 for implementation mostly in 2009, topped up by €2 million in 2009 in response to an increase in LRA attacks. Since mid-2007, the Commission has significantly contributed to a continuous and effective relief response in the northern regions affected by conflict. Water/sanitation, food security, health, protection, other essentials and humanitarian air support have predominated with an increasing focus on nutrition programmes. Presence in the field was expanded in 2007-08, and implementing capacity and geographical coverage went on expanding into 2009. However, logistical and security constraints have slowed down the rate of expansion.

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<sup>20</sup> Bureau of Population, Refugees, and Migration

<sup>21</sup> Office of U.S. Foreign Disaster Assistance (OFDA)



## ***Humanitarian objectives and achievements in 2009***

The EU's objective was to provide assistance for displaced people, refugees, returnees and vulnerable groups, to promote stabilisation and resettlement. In the northwest of the country, gradual improvements observed in 2008 allowed operations in new areas. Then in 2009, small-scale conflicts shifted from the northwest to the north-centre and northeast, and there was a new refugee influx from the Democratic Republic of Congo. ECHO's approach has been sufficiently flexible to respond immediately to the evolving situation and to maintain multi-sectoral assistance to 160 000 displaced people and returnees, 30 000 refugees and other vulnerable groups.

### ***Working environment***

Despite efforts to initiate dialogue among the parties to the conflicts, humanitarian access became increasingly restricted because of factors such as official denial, banditry, conflict and logistics. There was a worrying increase in violence targeting international organisations. This resulted in aid being withdrawn from some areas.

### ***LRRD – possible exit strategy from the sector and/or country***

ECHO has, as far as possible, focused EU-funded intervention in areas and sectors identified in the development strategy. This has meant funding actions facilitating an exit strategy from humanitarian aid towards recovery projects, especially for food security and water/sanitation. Discussions with the EU Delegation are ongoing so as to promote this trend through complementary initiatives and instruments. However, these efforts will be jeopardised if conflict and insecurity go on.

### ***Co-ordination of aid***

The Commission liaises on issues of common concern with the only other donors present in the country, namely France and the US Aid organisations have access to funding UN Pooled Funds such as the Central Emergency Response Fund (CERF) and the Common Humanitarian Fund (CHF); EU- and CHF-funded projects are often implemented in the same areas, hence the need for close co-ordination.

## **Democratic Republic of Congo (DRC)**

### ***Humanitarian needs***

Despite successful elections, the DRC is still far from peaceful. It remains a country of marked contrasts. Although a million displaced people were able to return home and regain self-sufficiency, renewed conflict and military operations in North and South Kivu in the East uprooted more than a million people, putting them in urgent need of health care, water, food and shelter. Violence against women and children remains a particular problem, especially in conflict zones, with victims requiring urgent medical and psychological assistance.

The situation in the Eastern region, especially Orientale Province and North and South Kivu, continues to give serious cause for concern. In the first eight months of 2009, 775 000 people were displaced in the provinces of North and South Kivu, and 455 000 in the eastern districts of Orientale Province. Major clashes between the Congolese armed forces and their allies and rebel armed groups (including the LRA) since early 2009 are among the factors to blame.

The situation was calmer in Katanga, but there was a marked slowdown in the repatriation of Congolese refugees from Zambia and Tanzania, because of growing insecurity in the areas to which refugees were returning.

Finally, the region of Dongo, along the river Ubangi between the DRC and the Republic of Congo, was tormented by violent conflict from the end of October 2009. These conflicts created huge movements of refugees from the DRC into the Republic of Congo.

### ***Humanitarian aid response over the last five years***

Humanitarian needs have matched conflict levels. At the height of the fighting (1996-2003) development aid was suspended and the EU-funded humanitarian aid programme became very broad covering the whole country. After peace agreements, the level of conflict subsided, allowing development aid to resume. However, persistent intermittent conflict in the East prolonged the need for emergency assistance. ECHO thus scaled down from the peak of EU-funding in 2000-03, though in the past five years, aid has remained relatively stable, with a budget of €45 million in 2009.

### ***Humanitarian objectives and achievements in 2009***

In a country which is among the world's neediest, the Commission's strategy is focused on internally-displaced people in conflict situations and on protection-related issues. Aid has targeted those most vulnerable in the worst-affected regions: victims of conflict, those displaced, and host communities affected by population movements. Help and protection for female victims of conflict is a high priority, with provision of obstetric care and special programmes for victims of sexual violence. The special needs of vulnerable children have also been taken into account, particularly regarding the risk of separation from their families during return journeys, and recruitment by armed groups.

EU funded programmes supporting 35 health zones, which provided coverage for three million people and curative care for a million patients. There was care for 9 100 victims of sexual violence; 122 500 people gained improved access to clean water, and 72 000 displaced families received survival kits. Some 160 000 households received support for seeds and tools, 135 km of key access roads were rehabilitated and 14 500 refugees were assisted in repatriation from neighbouring countries. The same applied to 11 000 people, who went back to Rwanda. There was food assistance for 2.8 million people.

### ***Working environment***

The working environment in the DRC is extremely difficult: logistics are a constant challenge, due to lack of basic infrastructure. This is made worse by an increasing level of government interference in humanitarian affairs, looking to influence who does what, where and how. Security in the zones where ECHO operates has also become increasingly problematic, with an ever-growing number of restricted areas.

### ***LRRD – possible exit strategy from the sector and/or country***

ECHO has continued to hand over health programmes to development partners in areas that have stabilised. However, in North and South Kivu and Orientale Province the process has been reversed. Several health districts have to ask extra EU support to face increased needs.

## *Co-ordination of aid*

The Commission is fully involved in the annual process led by the UN Humanitarian Coordinator to formulate humanitarian strategy and a new Humanitarian Action Plan.

The Global Humanitarian Donorship initiative in the DRC continues to foster active co-operation among donors. This is extremely relevant, given the growing number of funding instruments and programmes in the East of the country, including those being implemented at the initiative of the Congolese authorities. ECHO plays an active part in this process and closely monitors financing mechanisms such as the Pooled Fund and the Central Emergency Response Fund, although it does not contribute to them.

Co-ordination with development instruments continues. The multisectoral rehabilitation aid programme, financed from the 9<sup>th</sup> EDF and specifically designed to complement ECHO's programmes, is set to continue until December 2012. The €23 million Food Security Thematic Programme<sup>22</sup> (FSTP) will take over from EU humanitarian aid for longer-term food security initiatives. The Instrument for Stability<sup>23</sup> has also allocated €10 million, mostly for the reform and stabilisation of the security sector in the Eastern part of the country.

## **ECHO Flight**

### *Humanitarian needs*

There is no safe and reliable means of transport between the supply and personnel entry points and the main humanitarian destinations. Overland travel is dangerous and time-consuming, sometimes even impossible, given security constraints or lack of roads. The use of ECHO Flight services enables humanitarian NGOs to keep inventory stockpiles at field locations at low levels, reducing the risk of confiscation or theft by armed bandits or local militias. This makes quality control easier, as supervisory visits can be made more frequently. Having airborne stand-by evacuation capacity is essential for many agencies to enable them to go on implementing projects. ECHO Flight also operates in Kenya, to serve humanitarian operators in areas where alternative access has become too dangerous.

### *Humanitarian aid response over the last five years*

As the security situation improved, ECHO was able to expand its geographical coverage. This increased the need for air transport, so there has been a small but steady increase in funding, from €6 million in 2006, to €8.5 million in 2009.

### *Humanitarian objectives and achievements in 2009*

The aim has been to facilitate implementation of humanitarian and post-emergency development projects in difficult or inaccessible areas. After a tender process, ECHO entered into a service agreement with DAC Aviation, a commercial operator, providing suitable and secure aircraft. This has been satisfactorily achieved, using three aircraft operating a mix of fixed and flexible schedules.

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<sup>22</sup> [http://europa.eu/legislation\\_summaries/food\\_safety/international\\_dimension\\_enlargement/r12546\\_en.htm](http://europa.eu/legislation_summaries/food_safety/international_dimension_enlargement/r12546_en.htm)

<sup>23</sup> [http://EU.europa.eu/external\\_relations/ifs/index\\_en.htm](http://EU.europa.eu/external_relations/ifs/index_en.htm)

## *LRRD – possible exit strategy from the sector and/or country*

There are no plans at present to hand over this operation to the EU Delegation, though this might be possible at later stage.

## **Burundi and Tanzania**

### *Humanitarian needs*

Given the close links between the two countries in terms of humanitarian needs, the Commission again combined Burundi and Tanzania into one Global Plan, and administered field operations from Bujumbura, with a small field office in Kigoma.

Tanzania continues to host a large refugee population, almost entirely dependent on humanitarian aid. At the beginning of 2009, there were still 125 000 refugees in Tanzania, mainly Burundians and Congolese. Repatriation was very slow, and at the end of the year, there were still 100 000 refugees in two camps, needing food, water, shelter, protection and health care. Most of those who fled to Tanzania in 1972 are in the process of naturalisation, and the 30 000 who have asked to return to Burundi have been repatriated.

After 15 years of conflict, there has been no fighting in Burundi since April 2008. The reconstruction and stabilisation process is underway, with the second democratic elections in the country's history scheduled for 2010. Despite a major repatriation exercise, living conditions remain difficult. Burundi also hosts three camps for 19 000 Congolese refugees, with a further 11 000 registered refugees living in urban areas and needing care and maintenance support.

### *Humanitarian aid response over the last five years*

Assistance has evolved from life-saving emergency aid to rehabilitation and development. Chronic poverty, independent of the conflict, means many Burundians are in a very vulnerable position, and will remain so. The return of refugees, though positive, has added to this vulnerability. So, despite the increase in development aid, there is still a need for some humanitarian assistance. Furthermore, the situation in the Eastern DRC remains highly uncertain, and there could be a further influx of Congolese refugees. The Commission is progressively reducing EU assistance, from around €1.6 million per year in 2005-07, to €2 million in 2009.

### *Humanitarian objectives and achievements in 2009*

The main aim is to limit mortality and morbidity rates, and to support resettlement and stabilisation. ECHO's strategy for 2009 focused on water/sanitation, health, nutrition, housing, protection and transport. Vulnerable groups in Burundi, such as unaccompanied children, the disabled and the elderly, have also been targeted, and repatriation programmes have been financed in Tanzania. In the two countries, there was aid for 21 000 children under the age of five and 130 000 refugees living in camps, together with 40 000 returnees from Tanzania and up to a million vulnerable people in Burundi.

### ***Working environment***

Burundi has been free of conflict since April 2008. The demobilisation, disarmament and reintegration of the last party to have given up armed struggle, the *Palipehutu-FNL*, is now under way, with the support of the international community. However, peace and stability could be jeopardised if the outcome of the elections is challenged.

### ***LRRD – possible exit strategy from the sector and/or country***

The transition to development programmes in Burundi began in 2007 and remained high on the agenda in 2009. Ongoing and enhanced synergy among Commission services made it possible to implement several new multi-sector programmes, progressively reducing humanitarian aid. These programmes include: the Post Conflict Rural Development Project; the Food Security Thematic Programme; and the Santé Plus project.

### ***Co-ordination of aid***

The constructive, ongoing and wide-ranging dialogue between the European Commission and the EU Delegation resulted in several new multi-sector programmes in health, post-conflict rural development and food security; Co-ordination on LRRD and other matters is also being pursued with other development players, including DFID<sup>24</sup>, Swiss and German Co-operation, World Bank and the Global Alliance for Vaccines and Immunisation. There has been a national committee for coordinating aid since 2005.

#### ***2.3.1. Horn of Africa***

In 2009, the rains failed in the Horn of Africa. This, combined with conflicts and displacement, high food and fuel prices, as well as livestock diseases, exacerbated food insecurity. About 20 million people became dependent on food assistance. This number could rise in 2010, particularly among marginal farmers, pastoralists and low-income urban dwellers. Lack of adequate pasture has made conditions worse for livestock, reducing pastoralists' income and access to staple foods.

In 2009, the Commission allocated of €173 million to respond to this crisis. The initial budget was only €87 million, so additional resources were mobilised from the EU humanitarian operational reserve (€13 million), the EU Emergency Aid Reserve (€50 million) and the European Development Fund (€23 million). Food aid was ECHO's main sector of intervention and the World Food Programme its main partner, especially in Ethiopia and Kenya.

Because of political instability and continuing conflict and violence in Somalia, it has not been possible to put in place an adequate monitoring system for humanitarian operations. There were also serious access problems and very limited implementing capacity in Eritrea and the Somali region of Ethiopia. Kenya faces an increasing influx of Somali refugees. The Horn of Africa remains a region where the preservation of humanitarian space and the respect of humanitarian principles are at risk.

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<sup>24</sup> UK Department for International Development

## **Eritrea**

### ***Humanitarian needs***

Eritrea suffers recurring dry periods. Moreover, the country is still officially at war with Ethiopia and Djibouti. There has been no survey since 2006, so there is little information on the humanitarian situation. The latest EU-Joint Research Centre cereal production estimate is 140 000 tons, 30% below the 10-years average, and only 25%, at best, of minimum needs for the year. Based on a fairly realistic figure of five million people, this means the country needs over 660 000 million tonnes of cereal to make up the balance. Although there is no reliable data, an alarming number of people were admitted to nutrition programmes up to October 2009.

### ***Humanitarian aid response over the last five years***

A total of €23.6 million were allocated for Eritrea from 2005 to 2009. ECHO's interventions progressively shifted from water/sanitation support to include health, nutrition and protection, with an increasing focus on nutrition. However, implementing capacity has continued to decrease because of logistical and administrative constraints affecting all partners, including the expulsion of several NGOs. EU humanitarian allocations have progressively been reduced, from €6 million in 2007, to €4 million in 2008, and €3 million in 2009.

### ***Humanitarian objectives and achievements in 2009***

In May 2009, there was a €3 million funding decision. The scope of this was three-fold: detection and management of acute malnutrition, improvement of maternal healthcare, and food security in the Ethiopia-Eritrea border areas, targeting people whose lives had been disrupted by conflict. The number of partners in Eritrea decreased, following the expulsion of an NGO partner in August 2009. The few remaining partners (the UN and ICRC) are working under the strict control of the Government. This has had two consequences. First, the quality of programmes is deteriorating, because of the lack of (reliable) data, needs assessment and monitoring capacity, as well as training capacity hampered by lack of access. Second, limited implementation capacity has meant that funds available could not be deployed. This meant that although funding worth €3 million was originally envisaged, only €1 million was committed in 2009.

### ***Working environment***

Because of Government restrictions, resulting in shrinking humanitarian space, lack of reliable data and effective implementation capacity, ECHO could not implement all of the funding allocated in 2009 and is not at present able to support interventions to address the needs of vulnerable groups.

### ***LRRD – possible exit strategy from the sector and/or country***

Unless working conditions improve enough to allow humanitarian actors to work according to the guiding principles of humanitarian aid, the EU will not be able to fund activities in Eritrea.

## **Ethiopia**

### ***Humanitarian needs***

Lack of rain in 2008 meant lack of food, and up to 6.2 million people needed food assistance in 2009. The number of people affected was probably far higher than the Government's conservative official figure. Those in distress moved elsewhere, and their livestock died, according to reports from the pastoralist lowland areas. There was also conflict over resources, malnutrition, and erosion of livelihoods. Many people lacked basic productive assets. During 2009, the prevalence of acute watery diarrhoea (AWD-Cholera) increased sevenfold as compared to 2008. The conflict in the Somali Region and military operations restricted regular food deliveries to market, further aggravating the very fragile situation in this remote region.

### ***Humanitarian aid response over the last five years***

Ethiopia had copious harvests from 2004 to 2007, improving food security. However, from 2008 onwards, the situation deteriorated rapidly. The number of people in need of food aid peaked, reaching 6.4 million in October 2008, and in December 2009, the number was estimated at 6.2 million. Less rain immediately means less production and more need for food aid. Acute watery diarrhoea was first reported in April 2006, and became widespread, with more than 18 000 cases reported in September 2009. The trend is rising, mainly because people drank water from contaminated sources. Poor hygiene in general and migrant labourers became vectors for its transmission.

### ***Humanitarian objectives and achievements in 2009***

In 2009, EU allocated €2.6 million for Ethiopia, out of which €7 million was for food aid, €14 million for general humanitarian aid and €1.6 million to a Regional Drought Decision for Disaster Risk Reduction.

The major objectives can be summarised as follows:

- To relieve human suffering caused by natural and/or man-made disasters through provision of assistance in the health, food assistance and water/sanitation sectors to those most vulnerable, including refugees and internally displaced persons
- To contribute to alleviating the impact of the current drought and frequent drought cycles on targeted vulnerable local communities.

The EU supported food assistance, nutritional support, epidemic response, primary health care, water, sanitation and hygiene, food security and livelihood support and animal health. The number of beneficiaries totalled 6.85 million, of whom 62% received food aid. ECHO helped to ensure access to basic survival items, sustained livelihood recovery, and resilience built up. This was achieved by providing food to those identified in accordance with the national food aid targeting guidelines, nutritional response programmes including outreach therapeutic programmes, as well as supplementary feeding programmes. Treatment centres were set up to respond to epidemics, and acute watery diarrhoea awareness programmes were implemented, as well as educational programmes on safe hygiene and sanitation practices.

There was also support for better access to safe drinking water. Those who had lost the means to grow food as crops failed were given a second chance with supplies of inputs such as seeds and fertilizers.

### ***Working environment***

There were no serious threats to humanitarian workers. However, in Somali Regional State, security remained fragile. In particular, the Ogaden, which covers more than half of the region, was threatened area because of conflict between the Ogaden National Liberation Front (ONLF) and the Ethiopian Defence Forces. In the southern Oromiya area, ethnic clashes are common, and exacerbated by drought, when access to pasture and water becomes scarce. The Gambella Region has insecurity problems because of the conflict between the Anuak, Majangir, highlander settlers and Nuer (from Sudan). The Somali Regional State is the most difficult to access, possible only on a case-by-case basis when ensured by the Regional Government and the Ethiopian Defence Forces. In the Ogaden, access restrictions are imposed on all international NGOs and UN agencies. According to ECHO partners, the current situation has improved since 2006 and 2007, when access was almost impossible, but it is still a major concern.

### ***LRRD – possible exit strategy from the sector and/or country***

ECHO's Office in Ethiopia and the EU Delegation work closely with other donors to pursue an LRRD policy.

### ***Co-ordination of aid***

The Humanitarian Donors Co-ordination Group has been consolidated thanks to the active involvement of OFDA<sup>25</sup>, DFID, the Netherlands Embassy and the Humanitarian Response Fund (HRF)<sup>26</sup> of OCHA. ECHO plays an essential and active role in this group, which regularly discusses the humanitarian situation in the country, to inform the decision-making process of individual donor agencies. The group aims to avoid double-funding and geographic overlap; and discusses the implementation capacity of potential partners.

## **Kenya**

### ***Humanitarian needs***

The crisis in the Northern and Eastern part of the country is the result of near-total failure of the long rains in 2009, coupled with erratic short rains. This combination added to the accumulated impact of five consecutive failed seasons since 2006. The frequent recurrence of dry episodes means that pastoralists and agro-pastoralists are not able to recover between droughts. Food insecurity and malnutrition have to be seen in the context of poor development of marginalised arid and semi-arid lands, the weak health system, conflicts over resources, lack of governance at central and district levels, and poor management of the grain market.

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<sup>25</sup> Office of U.S. Foreign Disaster Assistance

<sup>26</sup> Humanitarian Response Fund (HRF) gets funding from The Netherlands, Norway, Sweden and the United Kingdom



Malnutrition of children under the age of five has peaked above WHO<sup>27</sup> emergency levels. Daadab refugee camps, built to accommodate 90 000 people, hosted 280 000 refugees at the end of 2009. More than 10 000 refugees have been relocated to Kakuma, which hosted former refugee camps during the South Sudan crisis. Existing refugee camps are operating far above their capacity, increasing the stress on refugees and agencies providing assistance. Refugees arrived at the camps at the rate of more than 5 000 a month in 2009.

### ***Humanitarian aid response over the last five years***

Since 2005, more than €3.5 million in EU humanitarian assistance has been allocated to Kenya. There was a peak in 2008 (€23.5 million) to meet the needs of those affected by post-election violence. Severe drought and the continuous influx of refugees made 2009 another bad year. The total budget allocation in 2009 was €40 million, out of which €10 million was for interventions in refugee camps.

### ***Humanitarian objectives and achievements in 2009***

ECHO had two main objectives. It supported refugees in vital sectors such as food, water/sanitation and health. It also aimed to alleviate the impact of recurrent drought cycles through improved response and more emergency capacity, including humanitarian food aid and other forms of emergency food assistance (including nutritional support and short-term food security and livelihood support). There was also a first-line response to urgent needs in the face of severe drought. To bridge the peak hunger period (December-March), EU made funds available to step up distribution of food for 350 000 children and pregnant or lactating women.

A substantial contribution to WFP should carry over into 2010 to respond to the significant rise in the number of food aid beneficiaries due to acute seasonal stress. Through four successive Decisions, the Commission proved able to scale up its response in line with the situation. In response to the drought, the EU supported food aid including funding for UNICEF (€1.5 million) and a Blanket Supplementary Feeding with the WFP (€7.5 million); emergency livestock interventions, mainly restocking; emergency water interventions, integrated into wider actions and a "food for work" intervention. Almost all of these were carried out in the arid lands of Kenya.

### ***LRRD – possible exit strategy from the sector and/or country***

In line with the 10<sup>th</sup> EDF, key sectors are road infrastructure and rural development. The focus is not on the arid and semi-arid lands. The mid-term review was an opportunity to stress the need for closer co-ordination. EU is not the lead donor in the health and nutrition sectors, though many aspects will be integrated under the rural development chapter. There was close co-ordination among all EU services to ensure that food facility was used as an opportunity for linkage with development, and some of the partners and types of activities show this. Co-ordination has intensified since the 9<sup>th</sup> EDF, for instance over the Drought Management Initiative. This initiative supports the joint Government of Kenya / World Bank Drought Contingency Fund. The arid and semi-arid lands are increasingly viewed from a development perspective with donors committing medium term funds.

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<sup>27</sup> World Health Organisation (UN)

## **Somalia**

### ***Humanitarian needs***

Humanitarian needs remained overwhelming in Somalia, a country afflicted by almost 20 years of conflict and instability. Worsening cyclical droughts, floods, and epidemic outbreaks aggravate and compound the situation. The humanitarian crisis remained widespread and severe throughout 2009, with half of the population, an estimated 3.76 million people, in need of humanitarian aid. In 2009, the number of people displaced increased from 1.3 million in January to 1.55 million in September, including 524 000 in the Afgooye corridor. Those in need include 1.4 million rural people affected by severe drought, 655 000 urban poor who continue to struggle with very high prices for food and other essentials, and more than 1.42 million people displaced by conflict. Around 93% of those displaced are concentrated in South and Central Somalia. The main cause of displacement in Somalia is insecurity (86.2%) followed by drought (7.8%) and lack of livelihood (4.7%). The numbers of people displaced are likely to rise in 2010. As well as suffering the impact of conflict, people in most parts of Somalia are seeing a sharp deterioration in their situation, with livelihoods undermined, coping strategies eroded, high commodity prices, inflation, a continuing currency devaluation, and persistent drought in Central and Northern Somalia.

### ***Humanitarian aid response over the last five years***

From 2005 to 2009, the EU provided aid reaching a total of €126 million for the period. In 2009, following the escalation of the conflict and related displacement from Mogadishu, worsening drought and the overall intensification of the humanitarian crisis, the Commission has progressively increased EU support through the Global Plan and other regional humanitarian aid decisions to €45 million. The main aim remained the same throughout the period: *'To assist the victims of insecurity and climatic hazards in Somalia'*.

### ***Humanitarian objectives and achievements in 2009***

The main sectors addressed were health care, nutrition, water/sanitation, food security, food aid, co-ordination and drought preparedness/response. The €45 million allocation in 2009 reflected the need to respond in real time to increasing needs. EU support in Somalia reached an estimated three million people, though it is hard to calculate figures accurately. In the health sector, EU support focused on primary health care, including both in-patient and out-patient, specialised mother and child health care, paediatrics and emergency war surgery as well as curative nutrition. Regarding food security, there were several components programmed, including reinforcement of emergency veterinary services<sup>28</sup> in response to outbreaks of livestock diseases threatening herds across the centre and south of Somalia as well as close to the border with Kenya. Seeds and tools were delivered, and there were cash-based interventions, income-generating activities or unconditional cash, as well as other initiatives to restore the ability to make a livelihood. EU humanitarian assistance has contributed to the WFP food aid pipeline, targeting about 2.2 million people. One key programme in Mogadishu provided roughly 75 000 cooked meals a day. Water/sanitation, a sector of vital importance in Somalia, included improved access to water and hygiene. When

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<sup>28</sup> The veterinary initiatives also aim to ensure that morbidity rate of critical livestock diseases would not exceed 20% and mortality rates kept below the normal 20% thus contributing significantly to ensuring the protection of people's livestock herds and livelihoods

appropriate, water trucking continued in 2009. In the past, most assistance went to the Central and Southern Regions. However, because of the drought in the Pastoral Central Northern regions and the influx of displaced people to other areas of the North, the focus has been adjusted to include more support for Puntland and Somaliland.

### ***Working environment***

The so-called *Djibouti peace process* has not yet produced any reconciliation between the Transitional Federal Government and Opposition Groups. As a result, thousands of civilians in and around Mogadishu are caught up in the impact of renewed hostilities. Though the numbers of humanitarian international staff in Somalia rose in 2009, most of them based in the North, they had difficulties moving in an unrestricted manner outside established compounds. There were fewer incidents targeting humanitarian personnel or assets, a fact clearly related to the decrease in the numbers of UN and NGO staff in South Somalia, as well as to operational changes limiting staff exposure to risk. Fighting for control of territory and the targeting of humanitarian assets frequently prevented access to populations in need or interrupted assistance activities, particularly in Mogadishu and the South Somalia<sup>29</sup>. That is why ECHO's partners and other aid agencies were unable to undertake accurate field assessments, do proper monitoring, or scale up their activities to meet growing needs. Furthermore, infringements of humanitarian law repeatedly undermined and restricted the ability of humanitarian actors to reach those in need of assistance. Despite this, the Commission has sought ways to improve the delivery of aid in Somalia, through rigorous selection of partners and programmes. It will go on with this, building on experience and lessons learned. ECHO partners have been challenged to develop imaginative and effective ways of going on with their mission, while remaining fully accountable.

### ***LRRD – possible exit strategy from the sector and/or country***

Links with development are a major challenge, partly because the geographic coverage of programmes but also because of high levels of insecurity preventing easy access and monitoring. Nevertheless, co-ordination and cooperation are ensured, especially over rural development and social services.

## **Uganda**

### ***Humanitarian needs***

In September 2009, about 1.4 million of people were still classified as displaced, of whom 1.2 million were in the Acholi region, where displacement has been prolonged and suffering more intense. Although most have now abandoned the camps, there has not yet been an official statement to declare the end of displacement, mainly because of the lack of services and infrastructure in the areas to which they returned. There are still 148 camps to be phased out and officially closed, and some 1 107 transit sites still house around 218 300 displaced people. The Karamoja region faced a fourth consecutive year of below-average rainfall in 2009. The situation was exacerbated by insecurity because of cattle raiding and the Government of Uganda's forceful disarmament programme. Restrictions on movement have, to some degree, been eased, but the future of the disarmament programme is not clear, and livelihoods remain precarious. In April 2009, malnutrition in the region was estimated at 9% global acute

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<sup>29</sup> Somalia UN CAP 2010 sources

malnutrition, reaching 10% in some districts, and 1.6% severe acute malnutrition. WFP provided food aid to some 1.1 million people in the region.

### ***Humanitarian aid response over the last five years***

Since 2005, the EU has contributed to providing continuous, effective relief response in areas affected by conflict in the north-central region. This has met basic needs such as water/sanitation, health care, food and other essentials, as well as protection and co-ordination. Over the years, relief has been scaled up significantly, and extended to the region of Karamoja. Insecurity hindered access until 2006. The assistance implemented by ECHO has started with camp services and psycho-social and re-integration assistance, and then included assistance to those returning home. The Commission allocated €14 million in 2005, increasing to €19 million in 2006 and €24.6 million in 2007 (including €8 million of food aid). In 2008 support amounted to €25.5 million (including €3.9 million through the regional drought decision). In 2009, the allocation was €24.5 million, including funds from the 10<sup>th</sup> EDF, and to which part of the regional drought decision is to be added.

### ***Humanitarian objectives and achievements in 2009***

ECHO's Global Plan for 2009 included two specific objectives:

- 1) to provide timely, integrated humanitarian support, with particular emphasis on extremely vulnerable people, to those internally displaced living in camps, and returnees, as well as to those affected by climate hazards
- 2) to continue strengthening management and co-ordination of the humanitarian response among multilateral and bilateral agencies and non-governmental agencies in Uganda.

Main achievements include:

- (1) Health: support to major hospitals and health centres in the Acholi and Karamoja regions, including health education and disease surveillance; support to outreach preventive healthcare services in return areas of Acholi, and mobile clinics. HIV/AIDS and malaria prevention were integrated into all health care programmes.
- (2) Water, Sanitation and Hygiene: operation and maintenance of water systems in camps (with emphasis on handing over infrastructure to local authorities); rehabilitation and construction of water systems in return areas, where 156 new water points were installed and 204 existing water points rehabilitated. Hygiene awareness raising was integrated into all water/sanitation programmes.
- (3) Food security: Support to reducing dependence on food aid by increasing self-reliance among displaced people through livelihood security programmes. After crop failure in 2009 in the Acholi and Teso regions, an emergency decision targeted areas where the harvest brought in less than half the yield expected.
- (4) Food aid: The WFP terminated general food distribution to displaced people in April 2009 because of a shortfall in funding. ECHO continued to assist some 100 000 extremely vulnerable people through nutrition programmes.

(5) Protection: UNHCR continued to support displaced people, to ensure they were not coerced during the return process. There was also support for phasing out camps, and reintegration of extremely vulnerable persons. Follow-up visits of formerly abducted children reintegrated into their communities continued, and there were referrals for specific cases. Psycho-social support also continued.

### ***LRRD – possible exit strategy from the sector and/or country***

The Peace, Recovery and Development Plan for northern Uganda made a faltering start during 2009. It will, hopefully, gather pace during 2010. The EU Delegation in Uganda has scheduled the launch of two major contributions to the plan in 2010. Other major donors such as the World Bank and the UK's DFID also plan to start major investments for northern Uganda in 2010.

## **Regional drought preparedness programme**

### ***Humanitarian needs***

The inhabitants of the Greater Horn of Africa are severely affected by recurrent man-made and natural disasters, leading to persistent vulnerabilities and reducing their capacity to cope. At the beginning of 2009, about 12 million people living in these arid lands had significant humanitarian needs. The coping capacities of those exposed to drought have been progressively eroded as a result of environmental policy failures and a lack of development. These nomadic pastoralists rely on the opportunistic use of natural resources, or the ability to move with their herds to areas with more water and better pasture. The effects of climate change — rising temperatures and increasingly erratic rainfall — have a serious impact on livelihoods. The combination of scarcer natural resources, inadequate resource management and a rise in the population in much of the region has increased competition for resources, and made conflict over them more likely. The severe drought of 2009 has exacerbated these trends.

### ***Humanitarian aid response over the last five years***

In 2006, the Commission adopted its first €15 million Regional Drought Decision to enable timely, relevant humanitarian responses to reduce the impact of drought on rural populations. Given the success of this, there was a further €30 million in 2008 and a further €10 million in 2009, for preparedness and mitigation measures. In parallel, funding made available for timely, short-term responses in 2008 and 2009. The 2008 and 2009 decisions included components for advocacy and technical co-ordination to strengthen the technical coherence of these operations and create stronger links with development actors, and to raise awareness of the need to reduce the drought risk in the Horn of Africa. This approach reflects best practice in drought management which focuses on community capacity building, and involvement with local authority drought services at strategic and operational levels.

### ***Humanitarian objectives and achievements in 2009***

The 18-month 2008 Regional Drought Decision, which came to an end in June 2009, was immediately followed by another programme for a 12-month period, to be implemented in the drought-prone areas of the Greater Horn of Africa. Given the scale of needs and lessons learnt from past interventions, the 2009 decision was intended to complement actions ECHO has already implemented in the region. Partners were asked to prioritise key sectors: disaster

preparedness (with a focus on Early Warning Systems), institutional linkages, information and communication, and small-scale infrastructure and services, and Food Assistance (with a focus on emergency food security and short-term livelihood support, and food security information and analysis). Activities will continue in line with the Drought Cycle Management approach, which promotes community-based knowledge in drought preparedness, strengthening of local resilience and early warning. ECHO's drought preparedness approach targeted up to 12 million pastoralists and/or agro-pastoralists, directly and indirectly.

### ***Working environment***

Poor security and lack of access to target populations constrained the implementation of some activities in 2009. Restricted access to Eritrea for humanitarian actors meant the project there was ended prematurely. The worsening security situation in Somalia also hindered the implementation of two cross-border projects. Other security constraints were encountered in Ethiopia's Southern and Ogaden regions, and in the Karamoja region of Uganda, requiring ECHO to have to choose very carefully the places and types of intervention it could support.

### ***LRRD – possible exit strategy from the sector and/or country***

Linkage has significantly improved since the Regional Drought Decision. However, ECHO (in co-operation with other EU instruments) has to find a path which will guarantee that projects which have been started can be scaled up appropriately, as well as their durability. The Commission will continue to focus on supporting operations at community level, respecting existing institutional disaster risk reduction frameworks in the region. This should create conditions for a smooth exit strategy. Best practices and lessons learnt in drought cycle management can be shared and replicated by governments and development stakeholders in the region, and also integrated into the humanitarian actions.

### ***Co-ordination of aid***

Good examples of co-ordination include the EU Delegation in Kenya's Drought Management Initiative, which initiative supports the joint Government of Kenya / World Bank Drought Contingency Fund. In Uganda, the ECHO-implemented drought preparedness is co-ordinated with the EU Delegation's Karamoja Livelihoods Programme (KALIP).

#### ***2.3.2. West Africa***

West Africa is one of the poorest and most underdeveloped regions in the world with 10<sup>30</sup> countries ranked at the bottom of the list of the 182 countries in the 2007 UN Human Development Index. Three quarters of the population lives in rural areas and relies mainly on subsistence agriculture.

The region experiences disasters ranging from war and civil conflict, to sudden natural disasters such as floods, as well as slow-onset disasters such as drought and acute malnutrition. Climate change means many countries are already showing signs of massive environmental stress. Those most vulnerable there are the first victims of global warming.

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<sup>30</sup> Togo, Benin, Ivory Coast, Senegal, Guinea, Guinea-Bissau, Chad, Burkina Faso, Mali and Niger.

Increasingly erratic rains, severe floods, drought and a rise in the number of epidemics are curbing prospects for development. Political instability and poor governance are further complicating factors.

The initial 2009 budget allocation for West Africa was €27 million, and nearly doubled to €1.5 billion by the end of the year. The poor 2009/2010 agricultural season means a drop in food production, raising fears of major shortages in the region.

## **Sahel and coastal states**

### ***Humanitarian needs***

Lack of food appears to be a critical issue in the Sahel's humanitarian needs. Rainfall is erratic, and livestock is reared in harsh environmental conditions aggravated by climate change (droughts, floods). High food prices, reduced incomes and locust plagues limit household coping mechanisms. About 1.2 million of the children under five, 11.1% of the current population of 55 million people in five Sahel countries (Burkina Faso, Chad, Mali, Mauritania and Niger) suffer from global acute malnutrition. Of these, 268 000 (2.4%) suffer from life-threatening severe acute malnutrition because of lack of essential food and poor access to basic health services. In 2009, bringing down acute malnutrition, as well as infant and maternal mortality rates, continued to be the main aim of humanitarian aid.

### ***Humanitarian aid response over the last five years***

Since 2005, a total of €19.6 billion has been allocated to cover humanitarian needs in the five countries of the Western Sahel, as well as in the Sahel zones of neighbouring states. In 2009, aid worth €3 billion was earmarked to combat under-nutrition. Lessons learned from the 2005 food shortage crisis in Niger and Mali were important for providing good indicators to deal with similar problems in the Sahel. There was stress on encouraging integration of humanitarian interventions into the national health system and structures. Decades of inadequate investment in the health system, a massive shortage of trained personnel and scarce stocks of essential medicines and equipment mean there has to be a sustained level of development assistance before humanitarian agencies can withdraw completely. The health system started to see the delivery of assistance in 2009, partly as a result of advocacy work implemented by ECHO.

### ***Humanitarian objectives and achievements in 2009***

In 2009, interventions were supported in Burkina Faso, Niger, Mali, Mauritania and Chad. These substantially contributed to improving emergency nutrition and health care services in the region. The pattern in each country was different, but humanitarian operations are evolving from re-active, quick-impact emergency mode to more sustainable, integrated projects involving local health and nutrition structures. This generates increased responsibility at national level, and also creates conditions for humanitarian aid to exit, as development actors increasingly introduce long-term support to the nutrition sector.

Funding covered treatment of 250 000 children for acute malnutrition and reached three million other beneficiaries indirectly. The Commission helped to pilot sustainable medico-nutritional early detection and health care systems, complemented by actions to improve livelihood protection, access to clean water and better analysis of early-warning data. The

promotion of free access to basic health care for children under five and for pregnant and nursing women is a long-term, essential objective, though much more work and investment is needed before the policy is transposed into services at village health centre level. Initiatives to promote wider use of Ready to Use Therapeutic Foods were further encouraged. Through ECHO, the Commission successfully spearheaded the implementation of routine rapid nutrition surveys to improve access to reliable baseline information. In 2009, that became a standard tool in West Africa. In addition, the Commission adopted an emergency decision worth €3 million in early September in response to severe floods in Burkina Faso and Niger. At the end of 2009, the 24 000 people still in tents at the transit camps started to move to new sites allocated by the government. EU humanitarian funding is supporting the resettlement of the most vulnerable people in these areas by providing them with kits (food, shelter material and other essentials).

### ***Working environment***

The precarious security conditions in Niger, Mali, Mauritania, Nigeria and Chad remain a serious cause for concern. There may also be spill over in Guinea, following possible instability there.

### ***LRRD – possible exit strategy from the sector and/or country***

The Sahel strategy was intended to encourage development partners to make available large-scale follow-up investment to combat under-nutrition sustainability. There was good progress in 2009, with a number of development donors contributing to the sector. The 10<sup>th</sup> European Development Fund *National Indicative Programmes (NIP)* in the Sahel is becoming increasingly involved. EDF funds were made available to take over nutrition projects in Guinea, Togo and the Ivory Coast. The Food Facility and Food Security Thematic Programme funds took over nutrition programmes in Burkina Faso, Mali, Mauritania and Niger. Other significant donors in this sector are: the World Bank; Canada; the United States; UNICEF; the Bill and Melinda Gates Foundation; the United Kingdom; Spain; the Asian Development Fund and Norway. To reinforce collaboration at country and regional level, an extra Commission's Field Expert was posted full-time in Burkina Faso from December 2009, to strengthen dialogue with the EU Delegation there, but also with regional organisations such as the permanent inter-state committee to combat drought in the Sahel.

### ***Co-ordination of aid***

Efforts to step up active dialogue with all EU services and other donors present in the Sahel involved regular exchanges of information and experience in 2009. The UN cluster system provided considerable support. Advocacy work was taken to a new level with EU investment in the joint UNICEF, WFP, FAO and WHO initiative on nutrition called REACH<sup>31</sup>. It will help keep nutrition high on the development agenda while showing that malnutrition needs to be tackled to achieve long-term sustainable development in the Sahel. NGO partners were encouraged to work more closely together and their willingness to do so was taken into consideration in funding decisions. Member State missions in the region are regularly informed as to the Commission's work and a number of operations have been co-funded.

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<sup>31</sup> Global Framework for Action, Renewed Effort Ending Child Hunger and Malnutrition



ECHO has actively participated in many recent initiatives on nutrition promoted by major institutional donors including EU Member States, the UN family, the World Bank and US aid agencies.

## **Liberia**

### *Humanitarian needs*

Since the end of the conflict in Liberia, humanitarian needs in the country have diminished. There has been a big push to improve access to basic services and provide support to restore livelihoods. Still, there are significant needs. The health sector still lacks qualified staff despite the efforts of a committed Minister of Health. Water/sanitation facilities have improved, but much remains to be done in many rural communities, as well as in urban areas especially Monrovia, where there are regular cholera outbreaks. There are still food shortages in numerous counties, though efforts are being made to improve the situation.

### *Humanitarian aid response over the last five years*

Humanitarian aid has switched from direct support for returning displaced people and refugees, and resuming access to basic services, to activities more focused on encouraging the transition to long-term development assistance.

### *Humanitarian objectives and achievements in 2009*

Funding worth €2 million in 2009 was designed to consolidate previous interventions and to prepare for the handover of ECHO implemented operations to development funding. The focus was mainly on the health sector, food assistance, and water/sanitation and to help beneficiaries recover the means to ensure their livelihood at community level.

### *LRRD – possible exit strategy from the sector and/or country*

Despite the difficulties, there has been some significant progress. The EDF will, as a priority, take over the funding of EU humanitarian aid supported programmes in the health sector in the second half of 2010. The supported Monrovia nutrition programme that EU has supported will be integrated into Ministry of Health structures. A LRRD strategy for Food Security was completed and ECHO was able to phase out this sector in 2009. In water/sanitation, ECHO contributed to the work of a consortium of five NGOs and UNICEF. LRRD in this sector will be facilitated by the creation of a *National Water Resource and Sanitation Board* in 2010.

## **Regional (epidemics)**

### *Humanitarian needs*

Epidemics are more frequent in West Africa than anywhere else, with 20% of the world epidemic alerts for 2% of the world's population. People there are more vulnerable to communicable diseases because of poverty, lack of basic sanitation facilities and low hygiene standards. Other contributing factors are malnutrition in post-emergency or structurally weak countries, and limited capability to respond to public health risks. West African countries are particularly prone to epidemics of cholera, meningitis, Lassa fever, yellow fever and hepatitis E. The region is also vulnerable to new epidemics, as was seen with an outbreak of dengue fever in Cap Verde.

### ***Humanitarian objectives and achievements in 2009***

During the first semester of 2009, both Niger and Nigeria were affected by a major meningitis epidemic. The Commission responded through ad hoc and emergency decisions with a total of €3.45 million. More than eight million people at risk were quickly vaccinated. In many cities on West Africa's coastal countries, cholera has become endemic and is one of the major causes of epidemics in the region. To enable high-risk countries to respond effectively in future, preparedness activities are currently being funded in Guinea Bissau and Guinea Conakry. In April 2009, the Commission allocated funds to early epidemic response and the continuation of cholera preparedness activities, particularly in Mali (measles epidemic) and Cap Verde (dengue fever epidemic).

### ***LRRD – possible exit strategy from the sector and/or country***

Most countries still need external support to respond swiftly to epidemics and to prevent them recurring. Outbreak detection and control interventions have been improved in some countries, thanks to better epidemic surveillance and Early Warning Systems, but donor support has diminished and government contingency plans, where these exist, are underfunded. Health systems do not have the capacity to absorb more patients, nor the resources to respond. Certain epidemics require a high level of expertise, which countries lack. Recurrent health emergencies need far more co-ordination, including information management, as well as technical support and resource mobilisation.

#### ***2.3.3. Southern Africa, Indian Ocean***

The overall picture in the region was mixed in 2009. There were free and fair elections in South Africa, Malawi, Mozambique, Botswana and Namibia. But the elected President of Madagascar was ousted in a civilian coup, and the new Government of National Unity in Zimbabwe experienced difficulties. Zimbabwe is still subject to suspension of development co-operation under article 96 of the Cotonou Agreement, and similar measures were enacted against Madagascar. In both countries, elections are due to take place in 2010. The harvest was generally very good across the region, except in southern Madagascar and northern Namibia, contributing to better food security prospects. The flood/cyclone season passed off quite calmly, though there was unusually severe flooding in southern Angola and northern Namibia. The repercussions of the political situation in Zimbabwe are, however, still felt in neighbouring countries, as demonstrated by the cholera epidemic in early 2009, and the continuing waves of migration from Zimbabwe.

### ***Humanitarian needs***

The countries of Southern Africa face challenges from what has been described as the “*Triple Threat*” – chronic food insecurity, HIV/AIDS and poor governance. These challenges, together with poor water/sanitation and health structures and a high incidence of natural disasters, make the region one of the most vulnerable in the world. Nine of the countries<sup>32</sup> are ranked at the bottom of the list of the 182 countries on the 2007 UN Human Development Index. Food production in the region still relies mainly on erratic rainfall. Climate change (droughts, floods) and other shocks (epidemics, political unrest) further reduce resilience and limit household coping mechanisms. In 2009, ECHO concentrated on tracking, assessing and

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<sup>32</sup> Angola, Comoros, Lesotho, Madagascar, Malawi, Mozambique, Swaziland, Zambia, Zimbabwe

tackling new emergency needs, and on preparing vulnerable populations for natural disasters to improve their resilience.

### ***Humanitarian aid response over the last five years***

Since 2005, a total of €150 million has been allocated to cover needs in the region. In 2009, €34.8 million was allocated through decisions for epidemic response (cholera), food/nutrition crisis and repatriation, as well as to provide basic essential services to vulnerable groups in Zimbabwe. Emergency needs assessment missions were carried out in Namibia (floods), Angola (floods), Madagascar (food/nutrition), Malawi (earthquake), South Africa (Zimbabwean migrants). These resulted in an ad hoc funding decision for Madagascar. The flood/cyclone season in the East of the region passed off relatively calmly in 2009, after two difficult years.

### ***Humanitarian objectives and achievements in 2009***

ECHO supported humanitarian aid in Zimbabwe, Zambia and Madagascar. There was an emergency cholera response to support actions, mainly in Zimbabwe, as well as in Mozambique and Zambia. Disaster preparedness funding was mobilised to complement and boost actions in Comoros, Madagascar, Malawi and Mozambique. Many of these projects will run into 2010. In Zimbabwe, funds allocated in 2009 substantially contributed to improving emergency health care services, epidemic response and food security. There was funding to assist the repatriation of 12 000 Congolese refugees from Zambia. In Madagascar, funding supported food security/nutrition status for people affected by drought in the south. There was very close monitoring of the humanitarian situation, with emergency needs assessment missions carried out in co-ordination and collaboration with EU Delegations in the region.

### ***Working environment***

Security conditions across the region in 2009 were very satisfactory, though one project in Zimbabwe had to be terminated because of political interference at local level.

### ***LRRD – possible exit strategy from the sector and/or country***

The Commission's strategy is to ensure that humanitarian interventions are sustainable and coherent with ongoing development activities. ECHO-implemented interventions add value in a context where many of the countries benefit from substantial 10<sup>th</sup> European Development Fund allocations, Malawi, Madagascar, Mozambique and Zambia – are among the top ten 10<sup>th</sup> EDF recipients.

### ***Co-ordination of aid***

Efforts continued in 2009 towards active dialogue with other donors present in the region. ECHO regularly exchanged information and experiences with other donors and humanitarian actors on the ground.

## **Zimbabwe**

### ***Humanitarian needs***

The major challenge in Zimbabwe is to rebuild essential health and water/sanitation services, which have all collapsed. The massive cholera outbreak at the end of 2008/beginning of 2009, which saw 100 000 cases and more than 4 000 deaths, was evidence of this. With the dollarization and the liberalisation of the economy at the beginning of the year, inflation has been defeated. This, together with the very good harvest, means that availability of food is no longer a problem. Access to food is, however, more problematic for those vulnerable groups who do not have land or foreign currency.

### ***Humanitarian aid response over the last five years***

Humanitarian aid has switched from food aid/food security activities and support to displaced people to targeted food security actions, and on re-establishing basic health and water/sanitation services for the population as a whole.

### ***Humanitarian objectives and achievements in 2009***

In 2009, the focus was on continuing to support basic health and water/sanitation services. Liberalisation of the economy at the beginning of the year and the good harvest enabled humanitarian actors to shift from food distributions to pilot livelihood interventions. €25 million were allocated to support vulnerable Zimbabweans, €13 million of which was for health and water/sanitation, and €12 million for re-establishing livelihoods. Another €4.5 million were allocated from a regional emergency decision to tackle the cholera epidemic and control its spread.

### ***LRRD – possible exit strategy from the sector and/or country***

The main features of EU funding in 2009 were a shift from food-based to health care and water/sanitation interventions. There was a conscious effort to support new humanitarian partners. Many of the food security interventions funded in 2007 and 2008 were taken over by longer-term funding from the Food Facility and the Thematic Food Security Budget Line managed by the EU Delegation. This will allow the Commission to reduce funding from its food aid budget line, and possibly to phase it out in 2010. As development assistance under article 96 of the Cotonou Agreement is still suspended, it is highly unlikely that the Commission will be able to phase out its health and water/sanitation in the foreseeable future. This was one of the issues discussed during a mission which took place in July 2009 to identify a short-term strategy of support to the new Unity Government.

## **2.4. Middle East and Mediterranean**

ECHO has predominantly been involved in preserving the dignity of its beneficiaries in the Middle East and Mediterranean in 2009. Some of the longest-running humanitarian crises in the world persist in this region, including the plight of the Saharawi refugees in Algeria, living in camps in the Sahara desert under extremely harsh conditions.

The United Nations Relief and Works Agency for Palestinian Refugees in the Near East (UNRWA) marked its 60<sup>th</sup> anniversary in 2009, one of the best illustrations of the complexity and persistence of the crisis in this region. The political context in which the crisis unfolds

comes under an intense media spotlight from time to time, though the humanitarian situation is overlooked or soon forgotten.

Funding for humanitarian assistance in the region is shown below.

Country/region	Funding decisions adopted in 2009			
	HUM.AID	FOOD AID	DIPECHO	TOTAL
<b>MIDDLE EAST and MEDITERRANEAN</b>	<b>58 975 000</b>	<b>50 500 000</b>		<b>109 475 000</b>
Occupied Palestinian Territory	25 000 000	41 000 000		66 000 000
Palestinian refugees in Lebanon	6 000 000			6 000 000
Syria		4 000 000		4 000 000
Iraqi Crisis	20 000 000			20 000 000
Yemen	2 500 000			2 500 000
Western Sahara	5 475 000	5 500 000		10 975 000

### **Palestinian population in the occupied Palestinian territories and Lebanon**

One year after the Israeli offensive on the Gaza Strip that killed 1 455 Palestinians and wounded 5 305 people, 20 000 people are still displaced, 6 345 houses are still in need of major repair. Reconstruction could not start, and the humanitarian situation has worsened dramatically.

In the West Bank, the Israeli authorities restrict freedom of movement, with a continued impact on all aspects of civilian life.

The EU has repeatedly called for immediate, sustained and unconditional opening of crossings to enable the flow of humanitarian aid, commercial goods and persons to and from Gaza, as well as for a freeze on settlements construction, evictions and demolitions in the West Bank/East Jerusalem<sup>33</sup>. Funding of humanitarian aid has risen considerably over the past few years, as the situation of Palestinians in West Bank, Gaza Strip and Lebanon has deteriorated. In 2009, EU funding helped to meet the urgent needs of the Palestinian population in occupied Territories and Lebanon. There was funding for livelihood support (food assistance and cash-for-work projects), water/sanitation operations, basic health services, including psycho-social support, and protection activities.

#### ***Humanitarian needs***

The situation on the ground in the Gaza Strip has worsened. Far from development, the region faces economic and social de-development.

In the West Bank, settlement activities, confiscation of land, forced evictions, house demolitions and displacements have continued unabated in 2009. Israeli authorities impose restrictions on freedom of movement that continue to affect all aspects of civilian life, undermining economic growth and hindering people's access to education, employment, health care and other services. In Lebanon, Palestinian refugees live in very precarious

<sup>33</sup> EU Council Conclusions on the MEPP, 8 December 2009

circumstances, with limited access to basic services, including health, and no social protection.

Humanitarian space has shrunk, creating a growing need for sustained protection and advocacy activities. An estimated quarter of the Palestinian population lacks food (60.5% of Gazans). With rising commodity prices and the drought of the last few years, access to food remains one of the salient features of this crisis, along with access to safe drinking water, means of making a living, psycho-social assistance and primary health services.

### *Humanitarian aid response over the past five years*

The EU has been providing humanitarian aid to the Palestinian population — including in neighbouring countries — since 2005. A total of €399 million has been made available, of which €12 million is from the food aid budget line (as from 2007).

### *Humanitarian objectives and achievements in 2009*

In 2009, the European Commission made available €72 million for humanitarian operations benefiting Palestinians in the Palestinian territory and in Lebanon.

The bulk of the funds, €66 million, went to operations in the **West Bank and the Gaza Strip**.

In the protection sector, the EU focused on prevention of violations of international humanitarian law by supporting the ICRC in its protection mandate, making possible prisoners' visits, livelihood support and access to agricultural land in areas affected by the separation barrier. There was also funding for legal assistance to victims of eviction and house demolition. In the health sector, the EU continued its support to the primary health care system. There was integrated assistance in vulnerable geographical areas to ensure a minimum standard of equitable access to health. It also provided assistance for emergency medical services in Gaza Strip, as well as ophthalmic care and rehabilitation services for people with disabilities. It funded focused psycho-social work in schools with children identified as vulnerable in the West Bank, and structured sessions in community based organisations with children and adolescents in the Gaza Strip. Parents, teachers and school councillors participated in awareness-raising sessions on psychosocial distress that they and their children may experience and were trained on coping mechanisms. The EU also funded activities to address the reintegration of ex-child detainees throughout the West Bank, besides funding UNICEF's co-ordination role in the sector. In water/sanitation sector, the EU provided 180 000 of those most vulnerable with access to safe drinking water. In the immediate aftermath of the Israeli attack on Gaza in early 2009, the EU funded free water distribution. It supported food assistance projects that distributed free fresh and dry food to both refugees and host populations of the Gaza Strip. In the most vulnerable areas of the West Bank hit by water scarcity and recurrent drought, it funded fodder distributions for herders lacking access to markets and grazing areas for their flocks. There was support for small farmers and livestock herders, enhancing food production and income generation capacity among Bedouin communities via short-term assistance, including veterinary support and cash-for-work activities. Additionally, there was a special focus on co-ordination.

For Palestinian refugees in **Lebanon** (€6 million), the EU helped to improve the quality of secondary health services for the most vulnerable, provided by hospitals managed by the

Palestinian Red Crescent Society. In addition, it helped to improve health services for elderly people, people with disabilities and young people suffering psycho-social distress. Palestinian refugees also received help to improve access to clean water supplies and adequate shelter. Protection capacities were increased at local and national levels through information dissemination, co-ordination and advocacy.

As for the specific situation in the Nahr el Bared Camp, relief has continued to mitigate some of the worst impacts of the 2007 crisis, ensuring access to shelter, food, water/sanitation, basic infrastructures, health needs (including psycho-social support) and other services for families affected.

### *Working environment*

The working environment both in West Bank and Gaza Strip remains unstable. Restrictions on access, inter-Palestinian tensions and pressures from local authorities that want to exert some form of control on humanitarian actions make the working environment challenging and volatile.

### *LRRD – possible exit strategy from the sector and/or country*

In view of the political context, there was little scope for exit strategies in 2009. What little was achieved was done with full co-ordination with more development-oriented community instruments and funding, particularly in the food, water/sanitation and health sectors. Consistency and complementarity with operations to assist Palestinian refugees in Lebanon were also sought, but with limited outcome.

### *Co-ordination of aid*

In the Occupied Palestinian territories, there was close co-ordination has been maintained with other donors, to ensure complementarity between humanitarian assistance and other programmes, notably Pegasus.

## **Syria**

### *Humanitarian needs*

There has been a severe lack of rain in the Middle East over the last three years. In Syria, drought has affected the whole country, especially the governorates in the East and North. Three of these are considered the country's food basket. The Eastern governorates are home to the so-called Badia region, the largest and most arid in Syria. Consisting of rangelands and desert areas, it is home to most of the country's livestock. According to UN assessment missions, some 1.3 million people in eastern Syria have been affected, out of whom some 800 000 have lost almost all their livelihoods and face extreme hardship. Out of those severely affected, 160 000 are highly vulnerable. This group consists of women-headed households, pregnant women, the sick and handicapped, children (0-14 years), elderly people, and families with large numbers of children.

### ***Humanitarian aid response over the last five years***

Syria, as a middle income country, is not usually a recipient of EU humanitarian aid, with the notable exception of support to Iraqi refugees living in Syria (see Iraqi crisis). However, in 2009, support worth €4 million was made available to mitigate the impact of recurrent drought on livestock herders.

### ***Humanitarian objectives and achievements in 2009***

The main aim of two subsequent funding decisions (of which one was an emergency decision) was to provide humanitarian food aid for those most vulnerable to drought. ECHO provided assistance to ensure their basic domestic and livelihood needs would be met until the beginning of the next harvest season, expected in June 2010. The action is intended to prevent their situation deteriorating any further. Those most at risk are marginalised Bedouin, animal herding and rain-fed farming communities who have exhausted all other coping mechanisms.

### **Working environment**

The Syrian authorities did not authorise international NGOs to respond to the crisis, but given the scale of the disaster, the United Nations agencies, with the support of the national authorities, to launch a \$52.9 million *Syria Drought Response Plan* in August 2009. ECHO responded to this.

### ***LRRD – possible exit strategy from the sector and/or country***

The draft 2011-2013 Country Strategy Paper envisages support to an integrated programme to foster the socio-economic development of a targeted rural area in the North of Syria.

### ***Co-ordination of aid***

The EU's support has succeeded in raising attention and interest from the other donors in this rather forgotten disaster. In addition, it is planned to launch an integrated socio-economic development in the drought-affected rural areas, with linkages between the emergency phase of the response and this longer-term operation.

## **Iraqi crisis**

### ***Humanitarian needs***

Since the 2003 war, Iraq has been faced with a dire security situation characterised by sectarian violence and ongoing asymmetric warfare, particularly after the attack on the Holy Shrine at Samara in February 2006.

However, since the middle of 2007 with the military surge of the Multi-National Force Iraq against insurgents and militias (Sadr city in April-May 2008, Dyala governorate in July-August), the number of violent incidents in Iraq has fallen. According to the United Nations, civilian casualty rates are down by 74% since August 2007, close to the pre-Samara level. Nevertheless, Iraq remains a very dangerous country, where civilians are killed on a daily basis. Many areas remain inaccessible to humanitarian actors due to continued violence. Insecurity has limited the population's mobility and access to basic services, and has severely damaged public infrastructure. Reconstruction efforts are badly needed, but are severely



hindered by continued violence resulting in high levels of unemployment, a steady decline in basic services and significant deterioration in health and education provision.

Neighbouring Syria, and Jordan to a lesser extent, is struggling to cope with a high number of refugees: 220 000 UNHCR-registered refugees from Iraq are in Syria, and 52 000 in Jordan as of October 2009. There is also an unknown number of unregistered refugees, resulting in strain on national housing, health and education systems.

### ***Humanitarian aid response over the last five years***

The EU's financial support, targeting both the population within Iraq and Iraqi refugees in neighbouring countries, mainly Syria and Jordan, remains around €23 million per year since 2007.

### ***Humanitarian objectives and achievements in 2009***

In 2009, the EU provided humanitarian assistance worth €20 million for those vulnerable in Iraq, particularly those displaced, and to Iraqi refugees living in neighbouring countries. The decision included a significant protection component, as well as activities in health and psycho-social support, water/sanitation and other essentials, as well as co-ordination within Iraq. An external evaluation conducted at the end of 2009 validated the strategy.

### ***Working environment***

Humanitarian access remains a major issue, due to continued sectarian violence and heightened security risks. Few agencies are present on the ground, so it is difficult to reach those most vulnerable, especially the internally displaced. Security and access constraints are also the main challenges for ECHO, as it cannot operate its normal service, with expatriate or local staff to assess needs, and manage and monitor activities on the ground.

A limited number of INGOs have opened offices with international staff in the Southern governorates, where the security situation is less risky. However, they implement development-type projects related to structural problems, and do not work on emergencies.

### ***LRRD – possible exit strategy from the sector and/or country***

There is a *continuum* process with the operations funded EU non-humanitarian instruments. In the hosting countries, EU humanitarian aid provides direct support to the refugees, while other instruments help local structures to absorb the impact of their large numbers with assistance for health, education and sanitation. In Iraq (€65.8 million under the 2009 and 2010 programming), the focus is on building capacity in the social sectors (health, education, €43.8 million) and the rule of law (€20-22 million), while humanitarian aid is concentrated on emergencies in protection, water/sanitation, and health.

### ***Co-ordination of aid***

The co-ordination with other donors is good. There are regular meetings with Member States and the United States in Amman and Damascus. Co-ordination in Iraq is limited by the security issue.

## **Yemen**

### ***Humanitarian needs***

Yemen is the poorest state in the Arab world. It faces food insecurity, widespread water scarcity and depletion of its natural resources. In recent years, the government has been confronted with an intermittent internal armed conflict in Sa'ada in Northern Yemen, a growing Southern separatist movement, clashes with tribal groups controlling the rural areas and a resurgence of terrorist groups including Al-Qaida.

The humanitarian challenges facing Yemen are multiple: natural disasters such as flooding and drought, arrival of refugees from the Horn of Africa, mainly from Somalia and more recently, the war in the Northern governorate of Sa'ada which is exacerbating political and development crises in the country. In 2009, for the first time, the Yemeni government allowed the UN to launch an appeal for international aid.

### ***Humanitarian aid response over the last five years***

EU support in Yemen started in 1993, to help victims of a major flood. Since 2005, the EU has allocated over €8 million to finance actions in several Yemenite governorates to help people made available by natural disasters, epidemics and internal conflict. There has also been support for refugees arriving in Yemen.

### ***Humanitarian objectives and achievements in 2009***

In 2009, the Commission adopted two decisions for a total of €2.5 million. The first enabled a swift response to the flow of displaced people, providing relief for those affected by clashes in North Yemen. There was assistance for 7 500 households, corresponding to approximately 50 000 final beneficiaries.

In November, there was an emergency decision to finance key elements of the UN Flash Appeal that were underfunded. The aims were to provide emergency shelter and basic household items for those most vulnerable, particularly in camps for the displaced, to reduce morbidity and mortality, particularly among children under the age of five, through preventive water/sanitation and hygiene interventions, and to facilitate co-ordination to ensure an appropriate response.

### ***Working environment***

Work in Northern Yemen is hampered by insecurity. There is growing dissatisfaction with the way the government manages international aid, and open tensions with the local population over the distribution of aid. There are restrictions on the movement of humanitarian aid workers even outside the war zone. Guaranteeing access is a precondition for any future increase in implementing capacity.

### ***Co-ordination of aid***

The EU is committed to joining international partners, including Yemen's neighbours, in assisting the government through a comprehensive approach encompassing security, political dialogue, humanitarian and economic assistance. The aim is to ensure the coherence and effectiveness of domestic and international efforts. Nonetheless, respect for humanitarian principles has to be guaranteed in any action taken.

The Council Working Group on Humanitarian Aid and Food Aid held a debate on the situation in Yemen on 14 October.

- OCHA should play a fundamental role in humanitarian advocacy and strengthened co-ordination between the different UN agencies and
- a better demarcation between humanitarian and development aid actions is needed to ensure efficient and effective humanitarian aid.

## **Sahrawi refugees (Algeria)**

### ***Humanitarian needs***

Since 1975, tens of thousands of Sahrawi refugees have been hosted by Algeria in camps situated in the South-Western region of Tindouf. The living conditions of the Sahrawi refugees, who have been living in these camps for more than 30 years, are extremely difficult. Refugees depend completely on humanitarian aid to meet their basic needs: food, health, water/sanitation, shelter, hygiene and education. The refugees are not able to earn a living in the camps or within the Tindouf area. Access to basic social services is provided in the camps thanks to external financial resources and refugees who work, mostly without pay.

### ***Humanitarian aid response over the last five years***

The EU has been providing humanitarian aid to the Sahrawi refugees since the early 1990s. Since 2005, a total of €1 million in funding has been allocated.

### ***Humanitarian objectives and achievements in 2009***

The EU's aid to the Sahrawi, living as refugees in the Tindouf camps is consistent with its strategy of focusing on regions with the greatest needs and on forgotten crises. The Sahrawi refugees, who have been living in camps located in the desert region of Tindouf since 1975, are victims of one of the longest-running humanitarian crises, largely forgotten.

It is unlikely that the situation of refugees will change in the short-term. The EU's aid covers basic needs such as: food aid, health and nutrition, water/sanitation, shelter and other essentials. An external evaluation conducted during the first semester of 2009 validated this strategy.

### ***Working environment***

In contrast to other refugee situations, the beneficiaries themselves manage international aid, including distribution of food and non-food products, via structures they or their representatives set up. The local Sahrawi organisations and structures act as the local counterparts of the international agencies and NGOs involved in humanitarian aid. This contributes to the success of projects (potential ownership, lower cost of humanitarian operations) but can also be a constraint (insufficient local capacity, limited participation of beneficiary communities) and a risk, particularly as regards monitoring. The quality of aid monitoring by international agencies and NGOs depends on their arrangements with Sahrawi counterparts, and the latter's acceptance of accountability and control requirements. This applies both to measuring impact, and to ensure appropriate use of public funds. Since 2005, there has been an improvement in this respect, especially following formal commitments from the Sahrawi authorities in 2004. These improvements need to be maintained and consolidated,

both to ensure transparency in the use of public funds and to improve the quality of aid delivered to refugees.

### ***LRRD – possible exit strategy from the sector and/or country***

Given that this is a "forgotten crisis", a major constraint is the limited number of donors. As there is no solution in sight, the need for aid will continue. More sources of funding would be help to reduce dependence on the capacities of a handful of donors. In view of the conditions prevailing in the camps, it is hard to envisage a transition to development. However, there have been some attempts to explore this, with other EU instruments and the Spanish development agency.

### ***Co-ordination of aid***

Both on the ground and at headquarters, the Commission liaises very closely with other donors, particularly the Spanish, Italian, Swiss and Swedish development agencies, and the UN agencies. This involves examining the overall strategy, sectoral priorities and funding from the various partners. There is also co-ordination by sector on the ground to improve consistency and to avoid overlapping. The Commission has good relations with its partners and with the Sahrawi authorities, which it will seek to maintain to improve the quality, targeting, implementation and monitoring of projects.

## **2.5. Caucasus and Central Asia**

The main purpose in these countries has been to preserve dignity. The good news is that Chechnya and Georgia no longer need humanitarian aid in response to past conflicts., so 2009 is set to be the last year in which funding is made available.

In 2009, ECHO managed a total of €12.3 million in this region.

Country/region	Funding decisions adopted in 2009			
	HUM.AID	FOOD AID	DIPECHO	TOTAL
<b>CAUCASUS and CENTRAL ASIA</b>	<b>8 300 000</b>	<b>2 000 000</b>	<b>2 000 000</b>	<b>12 300 000</b>
Chechnya crisis	6 000 000			6 000 000
Georgia	2 000 000	2 000 000		4 000 000
Tajikistan	300 000			300 000
Southern Caucasus			2 000 000	2 000 000

## **Chechnya crisis**

### ***Humanitarian needs***

The number of displaced people in neighbouring republics is around 12 000, of whom less than half want to return. In Ingushetia, half of them are of Ingush origin, and are already quite well integrated. Fewer than 2 000 of those displaced are living in temporary shelters in Ingushetia and Dagestan, and around 4 000 in Chechnya. The number of Chechen refugees in Azerbaijan fell throughout 2009, leaving 1 300 at the end of the year. Some 30 000 returnees are living in private-sector accommodation, waiting for assistance to reconstruct their houses.

ECHO's caseload is decreasing, and all needs are covered. Now a long-term approach is required. Most of the donors, including the EU, will end funding by the end of 2010. The

Russian Ministry of Foreign Affairs has asked the UN family, with the exception of UNHCR, to close their country programmes in 2010. This could seriously hamper a smooth transition to a more development-oriented approach.

In the North Caucasus region, the situation is stable, but a surge in armed terror attacks and serious human rights violations can not be ruled out. There were reports of abductions, suicide bomb attacks, clashes between law enforcement agents and militants, and other incidents throughout 2009. Nevertheless, the increase in violence and tension did not have a direct, significant impact on ECHO's operations at field level. Partners continued to implement their projects, facing challenges as they arose.

### ***Humanitarian aid response over the last five years***

The EU has been supporting victims in the Northern Caucasus since the beginning of the Chechen conflict. From 2005, the total funding made available has reached €90 million. The level of funding has been adapted according to needs. The phasing-out strategy ECHO introduced in 2008 is the result of both socio-economic improvements, and successful implementation of reconstruction and rehabilitation projects. Funding has been reduced accordingly, and made available where needs remain.

### ***Humanitarian objectives and achievements in 2009***

With a budget of €6 million, the EU humanitarian intervention focused on the following sectors: livelihood support activities for returnees and former food aid beneficiaries; shelter and community infrastructure activities and protection, including legal advice, monitoring returnees, and assistance to Chechen refugees in Azerbaijan.

### ***Working environment***

The situation is tense, and the number of incidents rose in 2009, compared to previous years. The main challenges are:

- 1) Lack of effective protection: inability of protection agencies to carry out their mandates to defend civilians from human rights violations such as abductions, arbitrary detentions or extra-judiciary killings; lack of a civil society network;
- 2) Growing violence and instability in the whole the North Caucasus – Dagestan, Ingushetia, Chechnya and Kabardino-Balkaria. However, this is not seen as likely to lead to displacement.

### *LRRD – possible exit strategy from the sector and/or country*

There are no plans for future action after humanitarian aid withdraws by the end of 2010. There are concerns that because other major donors and aid agencies have similar phase-out timeframes, there will not be enough staff to monitor the situation in Chechnya and to provide support to the few local NGOs and human rights organisations that still have the courage to work there. However, support via the European Initiative for Human Rights and Democracy instrument is likely.

LRRD with other EU instruments, which aim at encouraging democratisation, strengthening of the rule of law and the transition to a market economy in the Newly Independent States is not possible in the near future, as the Russian Government has shown diminishing interest in the present form of bilateral cooperation programmes after the TACIS<sup>34</sup> programme signed in 2006. Consequently, there is no bilateral cooperation programme foreseen for Russia for the programming period 2011-2013.

### *Co-ordination of aid*

Overall, the Commission has a very good relationship with other donors and the EU Delegation. The aim is to co-ordinate assistance to achieve the best possible outcomes for beneficiaries.

## **Georgia**

### *Humanitarian needs*

The conflict between Georgia and the Russian Federation in South Ossetia in August 2008 led to a series of financial decisions to make available aid for those affected. The allocation for 2008 was €8 million, complemented by €4 million in 2009 (€2 million for humanitarian aid and €2 million for food aid).

The situation of 30 000 people displaced in August 08 is now stable. Basic needs are covered and rehabilitation projects are in place. The situation of 50 000 ethnic Georgians in Abkhazia is also steady, following the change of the political status quo, after Russian recognition of independence. This was not been affected by the withdrawal of the United Nations Observer Mission in Georgia during the summer of 2009. In South Ossetia, humanitarian needs were well covered by the Ministry of the Russian Federation for Civil Defence, Emergencies and Elimination of the Consequences of Natural Disasters. As for the situation of the small Georgian population remaining in South Ossetia, the ICRC, the only international organisation on the spot, is taking care of basic needs.

The situation is now entering the reconstruction phase, and the Commission is in a position to continue the phasing-out strategy it initiated previously. The international community, particularly the EU and U.S., reacted quickly to support Georgia. New funding instruments were put in place, including the EU Instrument for Stability intended to provide medium- and long-term solutions for those affected, complementing EU humanitarian aid's approach.

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<sup>34</sup> Technical Assistance to the Commonwealth of Independent States

In addition, funding worth €2 million for disaster prevention (DIPECHO) was made available for the South Caucasus in November 2009. This programme has a regional approach covering Georgia, Azerbaijan and Armenia. In 2010, ECHO will maintain a limited presence in Georgia to follow up remaining operations, as well as new DIPECHO initiatives. This will allow the Commission to monitor the humanitarian situation and to facilitate a quick response if new needs arise.

### ***Humanitarian aid response over the last five years***

The EU has funded aid worth a total of €18 million since 2005. Funding has been adapted to needs. It was increased in 2008 to address the humanitarian situation in the aftermath of the war that year, and decreased in 2009 in line with reorganisation in the field, and the replacement of humanitarian funding by other medium- and long-term instruments.

### ***Humanitarian objectives and achievements in 2009***

Funding worth €2 million was made available to provide protection and relief assistance to those affected by war in Georgia. This funded protection activities; family reunification activities; close monitoring of people residing in protected areas in the former buffer zone, as well as Georgians remaining in South Ossetia. Clearance of unexploded ordnance continued during 2009, particularly important to allow the local population in the area adjacent to South Ossetia to resume farming. Firewood was identified as one of the most urgent needs in villages, and distribution continued during 2009. Psycho-social support was maintained, especially for children affected by the war, and for their carers.

Funding of €2 million for food aid enabled distribution of food rations and cash for work in villages, as well as in new resettlements built by the Government to host people displaced by the new conflict.

### ***Working environment***

Tension on the administrative border between South Ossetia and Georgia proper was constant. The European Union Monitoring Mission presence in the area helped to ensure that violence did not escalate. Some new mechanisms were designed in the context of Geneva Talks to ensure a rapid response mechanism and the use of non-violence as a coping mechanism among the parties. The main challenge after the humanitarian phase-out is to ensure the protection of those at risk on this border.

### ***LRRD – possible exit strategy from the sector and/or country***

More medium- and long-term oriented instruments have been put in place, allowing ECHO to phase out smoothly.

The EU Instrument for Stability allocated €14 million for 2009 to support confidence-building, political reform, socio-economic integration of displaced people, and assistance in Abkhazia.

The European Neighbourhood and Partnership Instrument has provided €3.5 million to support Georgia's internally displaced people action plan, complementing funding worth €1.5 million, made available in 2008. The aim is to assist the government via the Municipal Development Fund, to improve the living conditions of displaced people by providing long-term housing solutions, adequate infrastructure, and services to promote their integration, as well as development in host areas.

### *Co-ordination of aid*

Good synergy was ensured among various EU instruments.

## **Tajikistan**

### *Humanitarian needs*

The EU has provided humanitarian aid for Tajikistan since 1994 to meet needs in the wake of civil war. In 2003, ECHO formulated a three-year phasing-out strategy, and programming ended in September 2007. For the future, frequent natural disasters seem to be the country's biggest risk. In 2009, there were severe spring floods.

### *Humanitarian aid response over the last five years*

The EU has provided a total of €12 million in humanitarian aid since 2005 and completed its aid response in 2007. Support for disaster preparedness activities has continued through DIPECHO Action Plans.

### *Humanitarian objectives and achievements in 2009*

Prolonged, heavy rains in April and May 2009 caused multiple floods, mudflows, flash floods, rock-falls and landslides. More than 2 000 buildings (houses and social facilities) were destroyed or severely damaged, and 11 000 people were directly affected. Through an emergency decision, the Commission mobilised €300 000 to finance the rehabilitation of nine water systems in the Rash Valley and the construction of a new water supply for 3 000 internally displaced people from the city of Khalton, who have been re-housed by the government. All water systems will be managed and maintained by Tajik local authorities.

In addition, the EU maintained a presence in Tajikistan through its 5<sup>th</sup> DIPECHO Action Plan for Central Asia, monitoring natural disasters.

### *LRRD – possible exit strategy from the sector and/or country*

Water supply operations funded by an emergency decision in 2009 have been handed over to local authorities.

### *Co-ordination of aid*

The ECHO office in Tajikistan actively participates in meetings organised by the Committee of Emergency Situations on Humanitarian Aid and Disaster Risk Reduction in the framework of the Rapid Emergency Assessment Co-ordination Team mechanism. Operations funded after the May 2009 floods were selected on the basis of a joint needs assessment mission by the Monitoring Information Centre and ECHO, after consultation with other donors.



## 2.6. Asia and the Pacific

In 2009, humanitarian aid and food aid operations were funded in more than 15 countries in Asia and the Pacific region, following the adoption of 29 funding decisions granting a total of €206 million or 22% of the total budget committed.

EU humanitarian assistance was provided and/or implemented in the following countries:

Country/region	Funding decisions adopted in 2009				
	HUM.AID	FOOD AID	EDF	DIPECHO	TOTAL
<b>SOUTH ASIA</b>	<b>105 000 000</b>	<b>42 500 000</b>		<b>10 000 000</b>	<b>157 500 000</b>
Afghanistan	27 000 000	10 000 000			37 000 000
Pakistan	41 500 000	29 000 000			70 500 000
Bangladesh	11 000 000	2 000 000			13 000 000
India	7 000 000				7 000 000
Nepal/Bhutan	4 500 000	1 500 000			6 000 000
Sri Lanka	14 000 000				14 000 000
South & South-West Asia				10 000 000	10 000 000
<b>SOUTH-EAST &amp; EAST ASIA</b>	<b>37 000 000</b>	<b>8 500 000</b>			<b>45 500 000</b>
Myanmar (Burma) and Thailand	11 500 000	7 000 000			18 500 000
Indonesia	4 500 000				4 500 000
Philippines	12 000 000				12 000 000
Vietnam, Laos and Cambodia	9 000 000	1 500 000			10 500 000
<b>PACIFIC</b>	<b>700 000</b>		<b>650 000</b>	<b>1 500 000</b>	<b>2 850 000</b>
Pacific	700 000			1 500 000	2 200 000
Papua New Guinea			650 000		650 000
<b>TOTAL ASIA &amp; PACIFIC</b>	<b>142 700 000</b>	<b>51 000 000</b>	<b>650 000</b>	<b>11 500 000</b>	<b>205 850 000</b>

### 2.6.1. South Asia

The region is driven with instability and open conflicts (Afghanistan, Pakistan, and Sri Lanka) and 2009 saw, once again, an accentuation of tensions and violence. Consequently the number of people in need of humanitarian assistance increased. One particular cause for concern for the Commission was Sri Lanka, where over 300 000 people were trapped for five months within the theatre of hostilities and unable to flee to safety. And when the fighting finally ended, most were held captive in camps for another six months. The process of release started towards the end of the year and the Commission remains committed to providing protection and other forms of humanitarian assistance for resettlement, throughout the year ahead.

In Afghanistan and Pakistan, the humanitarian crises are twofold: on the one hand the 'Afghan' crisis affects not only Afghanistan but also Iran and Pakistan, where almost four million Afghan refugees are still living; on the other hand Pakistan went through a major population displacement in 2009. In Afghanistan the deterioration in security and the consequences of extensive military operations, aggravated by years of drought and recurrent small scale disasters, caused a sharp increase in humanitarian needs in 2009 which is likely to continue next year with more than 250 000 IDPs. In Pakistan, after the displacement of more than two million people in May, the situation has further deteriorated with new displacements in other parts of the country and major problems with gaining access to the beneficiaries due to insecurity and the constraints imposed on humanitarian workers.

In all three countries, humanitarian workers have often been the direct targets of violence or hostility, as the lines between parties in the conflicts and humanitarian workers are becoming increasingly blurred. This adds to the risks involved in providing humanitarian assistance to the victims. Consequently, some of those most in need become unreachable and cannot be assisted.

## **Afghanistan (including Afghan refugees in Pakistan and Iran)**

### ***Humanitarian needs***

The main groups with substantial humanitarian needs in 2009 were the over 250 000 internally displaced persons (IDPs) within Afghanistan affected by the conflict, primarily refugees who returned from Pakistan and Iran, although the level of return has been lower than expected, secondly the illegal Afghans immigrants deported from Iran and the host communities receiving these returnees and, finally, the high food-insecure population affected by recurrent natural disasters, including many years of drought, the recent severe flooding in the north and the global rise in food prices. The needs of the returnees and IDPs included protection, transport and resettlement support, plus food, shelter, and water/sanitation for the most vulnerable such as female headed households. Over five million refugees and displaced people have returned since 2002. Many of them, together with their host communities, have required continuing support to avoid a major humanitarian crisis, particularly in the area of water/sanitation where Afghanistan has some of the worst indicators in the world. Another significant area for humanitarian support remains protection and food assistance for the food-insecure population.

### ***Humanitarian aid response over the last five years***

The EU has been funding projects addressing the needs of vulnerable people affected by the consequences of the Afghan conflict and natural hazards since 1992. Between 2005 and 2009 The Commission spent €262 million, including €25.8 million from the food aid budget line.

The main focus was on the needs of the over five million returnees, IDPs and the most vulnerable host communities. Assistance was also provided to the victims of natural disasters, notably of the severe flooding in northern Afghanistan in 2009. Protection, water/sanitation, food, shelter, basic livelihood support, security advice and humanitarian flights were the main areas of activity. Activities in the health sector were taken over by the EU Delegation in 2004.

### ***Humanitarian objectives and achievements in 2009***

The focus in 2009 was on assisting the IDPs and the return of refugees and ensuring basic livelihood support for the most vulnerable and for their host communities. In parallel, the Commission worked with UNHCR to attain durable solutions for the Afghan populations remaining in Pakistan and Iran, preparing for the time when they would no longer be considered as refugees.

The EU funded €25 million of humanitarian aid for victims of the Afghan crisis under its 2009 Global Plan, covering registration and transportation of refugees from Pakistan and Iran to Afghanistan, plus continuing support for the most vulnerable of the remaining refugees. Protection assistance was provided, notably in the form of continued support for both UNHCR and ICRC to perform their respective protection mandate roles. Shelter, together with water/sanitation, were the other most important areas of activity within Afghanistan. Responses to localised natural disasters were supported with increasing emphasis on building

up local capacity. All projects were implemented with full respect for the key issue of gender. Given the constraints of security and geography, support for security advisory services for aid agencies in Afghanistan and for a subsidised humanitarian flight service was maintained. In 2009, a total of €10 million in food assistance was allocated to Afghanistan in order to respond to the food insecurity linked to years of recurrent drought followed by serious flooding in 2009.

### ***Working environment***

Along with various other players, the Commission has continued to advocate the need to respect basic humanitarian principles and international humanitarian law, in particular for humanitarian space and protection of civilians in a country where the line between military and civilian intervention is very blurred, putting at risk the lives of humanitarian workers and the projects themselves. The overall security situation in Afghanistan remains volatile and extremely unpredictable. Attacks on humanitarian aid workers have increased over the last few years. Access and humanitarian space are more limited than ever and this situation is likely to persist.

### ***LRRD – possible exit strategy from the sector and/or country***

Close co-ordination on LRRD matters is taking place with a view to ensuring that their programmes are mutually compatible and a handover wherever possible as was the case with health programmes in 2004. Regarding assistance to refugees in Pakistan and Iran, a clear distinction is to be made between funding for strict humanitarian purposes and more developmental actions. In Afghanistan, assistance has remained focused on the pockets of greatest need. In the food sector, a comprehensive LRRD strategy between food assistance and the Food Security Thematic Programming also continued in 2009.

## **Pakistan**

### ***Humanitarian needs***

Since August 2008, the conflict between the Pakistan military and various militant groups in the North-West Frontier Province (NWFP) and the Federally Administered Tribal Areas (FATA) has intensified significantly, leaving 168 000 internally displaced persons (IDPs) by the beginning of 2009. Following a broken ceasefire, the Taliban advanced further south from Swat in early April. This offensive and the Pakistani army's counter-offensive unleashed an unprecedented level of mass displacement with two million more fleeing their homes in less than a month to take refuge in other parts of NWFP. The vast majority of IDPs (90%) stayed with host families and not in the established camps, putting extra pressure on an already very poor population. At the end of May 2009, the army declared that it had taken over Swat District. Despite the heavy military presence, pockets of active conflict continue to affect the population in these areas. Nevertheless, an official large-scale return operation started on 13 July 2009, with strong support from the authorities. Since then, according to official estimates, 1.66 million people have returned to their places of origin. A further 1.3 million remain displaced, bringing the total population movement acknowledged by the authorities to almost 3 million people.

Further major military operations began in mid-October in South Waziristan (FATA), causing the displacement of 260 000 families according to official sources (460 000 people have sought official registration as IDPs). Military operations are also continuing in other areas of FATA, including Orakzai, Khyber and Bajaur, triggering further displacements. Populations in need include the internally displaced people, the returnees, the people who stayed in the conflict zones and the host families.

### ***Humanitarian aid response over the last five years***

After initially being involved mainly in response to the Afghan refugee crisis (assistance for Afghan refugees on Pakistani soil), humanitarian aid has become increasingly engaged in responding to natural disasters, including disaster risk reduction under the standard DIPECHO programme and the response to the 2005 earthquake when assistance worth almost €50 million was provided. Nevertheless, after the earthquake, the EU progressively scaled down its support in Pakistan, except for its assistance to Afghan refugees, as access to Pakistan's Baluchistan area was not granted at the time of the floods and earthquake in 2007. After the initial displacements of population in August 2008, the EU's contribution to combating the humanitarian crisis increased from €1.5 million, channelled through ICRC, in 2008 to €70.5 million of humanitarian assistance to the population affected by the conflict in 2009, following the displacement of almost three million civilians. The humanitarian situation is likely to remain critical in the months ahead.

### ***Humanitarian objectives and achievements in 2009***

In 2009, the Commission allocated €70.5 million in relief assistance to respond to immediate and basic needs of the population affected by the internal conflict (IDPs, returnees, people trapped in the conflict zone or host families). This included: (1) support for emergency food aid pipelines managed, amongst others, by WFP and serving an estimated 2.2 million people; (2) support for the ICRC's protection activities and distribution of food and other essentials (NFIs) to 490 000 IDPs, returnees and persons trapped in the conflict zones; (3) support for provision of protection and NFIs by UNHCR to 800 000 IDPs; (4) provision of health care to more than 1 million IDPs by WHO and its partners; and (5) support for UNICEF to provide water, sanitation and hygiene to 96 000 IDPs. Support for co-ordination of humanitarian assistance was channelled through UNOCHA.

### ***Working environment***

Throughout the year, the Commission, along with various other players, continued to advocate the need to respect basic humanitarian principles and international humanitarian law, in particular for humanitarian space and access for humanitarian workers, protection of civilians, voluntary and safe return, the right to assistance based on needs rather than officially vetted registration status and freedom of movement for IDPs from Waziristan. Access to the areas of displacement from South Waziristan is not possible for expatriates and rather limited for national staff. The overall security situation in Pakistan remains volatile and extremely unpredictable. More than 700 civilians have been killed over the last three months in a wave of attacks across the country. Humanitarian aid workers face serious risks to their lives and have also paid a big price in the form of stress. Access and humanitarian space are more limited than ever.

## ***LRRD – possible exit strategy from the sector and/or country***

With little prospect of an early end to the conflict in Pakistan and major constraints such as security and access, LRRD efforts are focusing on coordinating responses to the continuing needs. The Commission liaises with other donors to advocate that humanitarian considerations be reflected in reconstruction policies and programmes. In terms of disaster risk reduction, LRRD efforts will be maintained in a highly disaster-prone country.

## **Bangladesh**

### ***Humanitarian needs***

Bangladesh, the world's most densely populated country, is highly vulnerable to natural disasters, in particular floods, cyclones and earthquakes. This vulnerability is exacerbated by climate change. Cyclone Aila hit the south-western coast of the country on 25 May 2009, affecting over four million people and displacing over one million.

The protracted crisis affecting the unregistered Rohingya refugees living in an unofficial settlement in Leda was aggravated when some 25 000 newly displaced people, driven out of their villages, had to be added to those requiring assistance. This population lives in absolute destitution with no access to basic services and malnutrition rates also well above emergency thresholds due to severe food insecurity.

### ***Humanitarian aid response over the last five years***

The EU contributed with €3 million when the country was hit by severe floods in 2004 and 2006, providing food rations, safe drinking water and emergency items. In 2004, the EU also provided €0.8 million to support victims of communal violence in the Chittagong Hill Tracts. In 2007, the country was severely hit by two spells of monsoon and by cyclone Sidr. The EU allocated €6.5 million for the flood victims and €25.5 million for the cyclone victims, for integrated relief assistance, shelter, water/sanitation. Support for unregistered Rohingya started in 2007 with the relocation of 10 000 persons to a more appropriate site (€1.5 million), followed by emergency food aid in 2008 (€350 000).

In 2008, the EU funded assistance in response to flooding in the south-western region (€1.5 million) and to the food insecurity crisis caused by an invasion of rodents (€1.65 million).

The total amount funded by the EU between 2005 and 2009, was €43.4 million.

### ***Humanitarian objectives and achievements in 2009***

In 2009, €9 million was allocated to the victims of cyclone Aila. The emergency needs of those still living on breached embankments will remain the top priority until people can return to their destroyed homes. Wherever the situation permitted, restoration of livelihoods and reconstruction of shelters was initiated. This will continue next year. Furthermore, ECHO implemented the last package of assistance (€5 million) addressing the needs for shelter for people affected by Sidr<sup>35</sup>.

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<sup>35</sup> The cyclone that hit the country in November 2007

Basic humanitarian assistance was extended to unregistered Rohingya refugees settled in Leda, despite major security problems and tensions with local communities (€1 million). The EU also contributed (€1 million) to support 25 500 un-registered Rohingya refugees, taking refuge close to the official UNHCR camp, in order to avoid further deterioration of the humanitarian situation created by the monsoon. Assistance focused on health care, therapeutic feeding, safe drinking water and sanitary conditions.

Finally, the EU funded food assistance worth €2 million, to make up for crop destruction by rodents in the Chittagong Hill Tracts.

### ***LRRD – possible exit strategy from the sector and/or country***

LRRD in the area of food security and disaster preparedness/disaster risk reduction is particularly important, as structural issues in these sectors contribute directly to the humanitarian crises caused by sudden disasters.

In the case of cyclone Aila, close co-ordination is being ensured with the Instrument for Stability and the EU Delegation to link the EU's emergency action with longer-term initiatives, particularly on shelter reconstruction (e.g. construction of cyclone-proof houses or new cyclone shelters).

Active collaboration by the Commission helped to secure a site for relocating the Rohingya refugees in 2007. Close co-ordination is ensured supporting two official camps for documented Rohingya refugees.

## **India**

### ***Humanitarian needs***

The conflict between Maoist fighters (Naxals) and security forces intensified in 2009. Chhattisgarh, in particular its southernmost district, is one of the worst affected areas and the population (mainly tribal people and scheduled castes) are caught between the conflicting parties. Some areas are totally inaccessible and the region generally acutely lacks basic social services, as it is practically impossible to hire doctors or teachers to work in such a risky environment. Tens of thousands are displaced as a consequence of the fighting and this number is rising due to the recent escalation in hostilities. Several independent reports point to serious human rights violations, including use of child soldiers.

Violence in Jammu and Kashmir remained a cause for concern in 2009. Access to some of the victims was impossible at times and remains restricted.

Cyclone Aila hit West Bengal, in particular the Sunderbans area on 25 May 2009. Although the immediate needs of those worst hit were addressed, to a certain extent, by the authorities' response, concerns remained about a long-term food gap, given that the standing crops were destroyed and the land was left saline.

The 2009 monsoon season started late and brought below-average rainfall. Some places were therefore affected by drought, while serious flooding was occurring in others. On the other hand, food reserves are very high and should be enough to ensure food security for the population in general. The Commission is, nevertheless, monitoring the situation, paying particular attention to minorities and other marginalised groups.

### ***Humanitarian aid response over the last five years***

The EU has been funding projects addressing the needs of people affected by the conflict in Jammu and Kashmir since 2005 and in Chhattisgarh too since 2007.

India is also prone to natural disasters and the EU provided humanitarian assistance to the victims of such disasters in that country over the last five years, including the 2004 South Asia tsunami, the 2005 Kashmir earthquake and monsoon flooding in 2004, 2006, 2007 and 2008. Assistance was also provided to the victims of the Mizoram rat plague in 2008 and of the Koshi River flooding in 2009.

Over a five-year period, the Commission allocated a total budget of €34 million.

### ***Humanitarian objectives and achievements in 2009***

In the aftermath of the conflict in Kashmir, approximately 30 000 people received psycho-social support and protection including children in orphanages and specialised services for people living with disabilities. In Chhattisgarh, over 35 000 people benefited from curative and preventive basic health care services.

The Commission allocated €2 million in humanitarian aid for the victims of the Koshi River flood in Bihar, including for emergency shelter, drinking water and improved sanitation, health and livelihood support.

Assistance to the tune of €3 million, to bridge the food gap for the victims of cyclone Aila was approved towards the end of the year. These operations are currently being initiated.

In the Sri Lankan refugee camps in Tamil Nadu, the EU continued to finance shelter, water/sanitation, livelihood and protection activities, including support for possible returns following the end of the conflict in Sri Lanka.

### ***LRRD – possible exit strategy from the sector and/or country***

In Jammu and Kashmir, past EU support for non-formal education is being continued. In Chhattisgarh a State Partnership Programme has been signed between the Commission and the State authorities, aiming at equitable delivery of and access to quality health and education services, accompanied by improved forest-based tribal livelihoods, with the aid of governance, institutional reform and capacity-building at State and decentralised levels. This programme is expected to be a valuable vehicle for linking relief and rehabilitation, and will ultimately allow the Commission to exit from this crisis.

### ***Co-ordination of aid***

Co-ordination is facilitated by organising regular meetings (India team meetings, Country Strategy Paper discussions, etc.) backed up by *ad hoc* informal contacts. India is graduating out of aid and therefore just a few donors remain active. In general, the EU is the only external donor operating in the humanitarian context in India.

## **Nepal/Bhutan**

### ***Humanitarian needs***

The conflict between Maoist rebels and the Royal Army cost 13 000 lives. Although it ended in 2006, the country is still suffering from its consequences, marked by high volatility and frequent outbreaks of violence. The conflict isolated populations and disrupted trade and agriculture; it destroyed water supply systems and communications infrastructure. Health centres do not function properly and lack trained personnel, hygiene products and medicines as well as waste treatment equipment and systems. The Nepalese authorities are still not able to give support to communities due to the unstable political situation.

Some 88 000<sup>36</sup> Bhutanese refugees of Nepali origin are victims of a forgotten crisis and have been stuck in camps since 1992, accepted neither by Nepal nor Bhutan and totally dependent on external aid. In the absence of a political solution, the United States and other countries offered resettlement options and since 2008 more than 20 000 refugees have been resettled as a result.

In 2009, the hilly areas in the mid- and far-west suffered the worst drought of the last 40 years. The drought, followed by heavy rains, destroyed over 70% of the crops in some districts, affecting 2.7 million people.

### ***Humanitarian aid response over the last five years***

Since 2005, the EU has provided a total of €34 million in response to the food-related needs of the Bhutanese refugees and the humanitarian needs of the victims of the armed conflict, the monsoon flooding in 2007 and 2008 and the drought in 2006.

### ***Humanitarian objectives and achievements in 2009***

Primary and reproductive healthcare was extended to 100 000 people and 32 250 people benefitted from water/sanitation systems. In all, 250 000 people gained security from anti-mine operations and food aid was distributed to over 90 000 Bhutanese refugees. The EU also financed disaster preparedness activities worth €2.6 million, benefiting over 240 000 people.

### ***Working environment***

Although there is no major risk to humanitarian staff, most operations were delayed by blockades stemming from political instability. Access to hilly areas, the worst hit by drought and floods, is very difficult. Some villages can only be reached by helicopter.

### ***LRRD – possible exit strategy from the sector and/or country***

The EU humanitarian aid contribution for Bhutanese refugees is backed up by support from development aid for UNHCR's camp management. The resettlement programme brought renewed hopes of a workable solution. The majority of refugees are expected to opt for resettlement, but given the size of the caseload it is very likely to take close to five years to complete the process. During that time, political efforts will be sustained to lobby for a solution for those neither able nor willing to relocate, including a return to Bhutan and the

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<sup>36</sup> Previously 108 000 refugees



possibility for others to settle legally in Nepal. Socio-economic development, with the support of development partners, is expected to allow the Commission to wind down its operations linked to the conflict.

### *Co-ordination of aid*

There is proficient co-ordination between the Commission and humanitarian partners. DIPECHO partners have joined forces to establish a particularly productive platform, now formally accepted as a valid partner in all official initiatives concerning disaster risk reduction.

## **Sri Lanka**

### *Humanitarian needs*

The conflict between the government of Sri Lanka and the Liberation Tigers of Tamil Nadu (LTTE), which had been continuing in the north of the country since 1983, ended on 19 May 2009 when the President formally declared victory over the Tamil Tiger rebels. During the last months of the conflict almost 300 000 people, mostly ethnic Tamils, were trapped by the fighting in a narrow strip of land in Mullaitivu with little or no access to humanitarian assistance. Severe violations of international humanitarian law were committed by both sides during that period and thousands of civilians were killed and wounded. By mid-May, over 280 000 people had fled the conflict zone and were being detained by the government in IDP camps in northern Sri Lanka.

In October, the government began rapidly to release IDPs from the camps. By mid-December, over 170 000 people had returned to their places of origin in the north. IDPs have been returning to areas which are heavily mined, lack basic infrastructure and have a strong military presence. The majority of returnees live with host families and there are huge needs for de-mining, protection, temporary shelters, house repairs, livelihood recovery, water/sanitation and other essentials.

### *Humanitarian aid response over the last five years*

Since 2005 the EU has provided over €64 million of humanitarian assistance to the population affected by the conflict and over €43 million in response to the tsunami.

### *Humanitarian objectives and achievements in 2009*

In 2009, the EU provided €14 million in emergency relief assistance to over 500 000 IDPs and the population affected by the conflict in Sri Lanka and to 30 000 Sri Lankan refugees living in camps in Tamil Nadu, India. The focus has been on the population affected by the escalation in the conflict since 2006.

This has included: support for the efforts by the International Committee of the Red Cross (ICRC) to bring relief and protection to 300 000 people trapped in the conflict zone; emergency life-saving assistance to over 280 000 people detained in IDP camps; assistance to over 600 000 returnees, IDPs and host families in the form of protection, food security, shelter, other essentials, water/sanitation, demining and co-ordination. All the projects have been implemented by ECHO partners, the UN, ICRC and INGOs.

## *Working environment*

While security conditions for aid workers have improved since the end of the conflict in May 2009, the government of Sri Lanka is still failing to respect basic humanitarian principles. Government hostility to the aid community also hampers operations, causing lengthy delays in obtaining visas and authorisations. At the end of 2009, ECHO established a series of benchmarks for future humanitarian funding, including complete freedom of movement for IDPs, full and unhindered access for humanitarian agencies and donors, voluntary, safe and dignified return and access for protection activities. Some progress has been made by the government towards the benchmarks, such as the release of over 170 000 IDPs from the camps. However, many difficulties remain and the Commission will continue to engage with the government to emphasise the importance of complying with these humanitarian benchmarks.

## *LRRD – possible exit strategy from the sector and/or country*

In terms of LRRD, humanitarian aid programmes will be linked with programmes which complement and go beyond humanitarian emergency aid by concentrating on the medium-term needs of returnee IDPs and host communities in Sri Lanka.

Other programmes in favour of war affected communities and contracted in 2009 amounted to €4.5 million, of which €6.5 million under the Instrument for Stability, €6 million under the Development Cooperation Instrument and €12 million under the regional facility 'Assistance to Uprooted People'.

### *2.6.2. South-East and East Asia*

South-East and East Asia is one of the most disaster-prone areas in the world. In 2009, numerous countries in the region were, once again, severely affected by natural disasters. Successive tropical storms and typhoons caused damage in the Philippines, affecting more than 9 million people. In September, tropical storm Ketsana devastated Manila and the neighbouring areas, flooding up to 80% of the capital and displacing hundreds of thousands. Typhoon Parma caused extensive flooding and landslides in Northern Luzon. Vietnam, Laos and Cambodia were also badly affected by typhoon Ketsana and typhoon Mirinae in early November, causing the most severe storm damage of the last 40 years. Indonesia was hit by two major earthquakes in 2009. On 2 September, an earthquake of magnitude 7 struck the West Java province, affecting 700 000 people. On 30 September, a 7.9 magnitude earthquake struck West Sumatra (Padang), affecting 1.2 million people in 18 districts. More than 1 100 people were killed.

In Myanmar (Burma), the immediate relief needs after the devastating cyclone Nargis were addressed satisfactorily, paving the way for long-term recovery. However, the humanitarian situation in the rest of the country continued to give cause for concern and clashes between ethnic groups and the Burmese army in the border region with China in mid-2009 triggered mass displacements. In 2009 the European Union tightened its sanctions against the country.

On 28 December 2009, the Thai government deported approximately 4 000 Lao Hmong back to Laos after classifying them as illegal immigrants. The EU urged Laos to respect the rights of those who return and to allow humanitarian groups and diplomats free and open access to the returnees.

In the Philippines, following the August 2008 armed upheaval between the government and the main armed opposition groups — the Moro National Liberation Front and the Moro Islamic Liberation Front — the EU continue providing assistance for displaced populations in Mindanao. At the end of 2009, 300 000 people were still displaced.

The 6<sup>th</sup> DIPECHO Action Plan for South East Asia was successfully implemented in 2009 and the effects are clearly visible when compared with areas that have received no preparedness support.

## **Myanmar (Burma)**

### *Humanitarian needs*

Since its independence in 1948, Burma/Myanmar's history has been punctuated by civil wars with government forces fighting against militant ethnic groups. This protracted low-intensity conflict coupled recently with the drive to harness the country's natural resources, has displaced hundreds of thousands to other parts of the country or to neighbouring countries, particularly Bangladesh and Thailand. In 2009 the European Union tightened and extended its sanctions against the country. Consequently, humanitarian assistance remains an important share of Commission's interventions in the country which continues to be implemented through UN agencies and NGOs.

Tensions between the government of Myanmar and the various ethnic groups living along the country's eastern borders increased in 2009 with armed clashes involving ethnic Karen and Kokang groups. The July offensive by the Burmese army and its ally on some posts of the Karen National Liberation Army forced some 4 000 ethnic Karen to flee to Thailand. Currently they have found refuge in two temporary sites outside the existing camps. Aid agencies and district authorities are providing assistance to them.

The UN Special Rapporteur on Human Rights has observed massive human rights violations, notably affecting ethnic groups. Gulf States have seriously affected the country's economy. Likewise, Western economic sanctions have added to the hardship for ordinary people. Myanmar (Burma) is reported to have the highest number of child soldiers in the world. It is estimated that 70 000 or more in its army of approximately 350 000 soldiers. The lack of clean water, desperately poor health environment and widespread lack of hygiene are the main causes of the water-borne illnesses which account for 50% of morbidity among young children. According to UNICEF, diarrhoea is the second biggest cause of mortality among children under five, after malaria. Around 57% of the population have no access to sanitation facilities and 40% have no access to safe drinking water. The most widespread sources of water in the country are village wells and ponds which lack any proper protection and are therefore often a source of contamination. Access to basic health care is almost non-existent in many remote areas of the country.

The immediate relief needs following the devastating cyclone Nargis which hit the Irrawaddy Delta in May 2008 have been addressed satisfactorily, paving the way for long-term recovery. Although there are a large number of new humanitarian agencies in the Irrawaddy Delta, they have not been given permission to extend their activities to remote areas inhabited by ethnic minorities.

Despite the broad media coverage which the ‘*Rohingya boat people*’ received at the beginning of the year, the situation in Northern Rakhine State has been slowly worsening as border tensions with Bangladesh have been mounting.

The economic impact of the devastation caused by cyclone Nargis had an adverse impact on the general humanitarian situation in Burma/Myanmar in 2009 too. The decrease in demand for oil, jade and teak, particularly on the Chinese market, and the consequences of the economic crisis on demand for foreign labour in richer ASEAN<sup>37</sup> countries and the Gulf States have seriously affected the country’s economy.

### ***Humanitarian aid response over the last five years***

EU-funded operations in Myanmar (Burma) over the last five years have focused on the ethnic minority areas affected by the low-intensity conflict, in particular, along the borders with Thailand, India and China. Support has also been provided to the stateless Rohingya population in Northern Rakhine State and to the Burmese refugee camps in Thailand, which host up to 135 000 refugees. Since May 2008, emergency assistance totalling €39 million has been provided to the victims of cyclone Nargis.

The humanitarian situation of vulnerable populations affected by the conflict in Myanmar (Burma) and of Burmese refugees from that country along the Thai-Burmese border seems a "forgotten crisis". However, ECHO continues its support.

### ***Humanitarian objectives and achievements in 2009***

In 2009 the Commission's activities continued to focus on Northern Rakhine State and the ethnic areas along the border with China and Thailand (such as Shan, Kayah, Mon and Kayin States and the Tanintharyi Division) along with the Burmese refugee camps in Thailand. To continue responding to the humanitarian needs, the Commission allocated €18.5 million under the 2009 Global Plan targeting mainly protection, food/nutrition, water/sanitation and health activities. In response to cyclone Nargis, a decision releasing €22 million was adopted in December 2008 and implemented in the course of 2009.

### ***LRRD – possible exit strategy from the sector and/or country***

At the end of 2009, the Livelihood and Food Security Trust Fund, a five-year \$100 million programme, was launched by the EU and other major donors. This support links up particularly well with the phasing-out of EU-funded operations in the delta area affected by cyclone Nargis. Funding for the Burmese refugee camps in Thailand has also been provided by AIDCO, as the European Commission is looking for solutions offering a more durable livelihood for the refugees with the aim of gradually scaling down and phasing out its operations.

### ***Co-ordination of aid***

The most important aspect if the activities supported by EU-funding are to be more efficient and sustainable is close collaboration with other EU instruments. This not only strengthens the link between relief, rehabilitation and development, but also, together with joint inter-service advocacy vis-à-vis other stakeholders such as EU Member States, USAID or the Thai

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<sup>37</sup> Association of Southeast Asian Nations

Government, contributes to putting relevant issues on the international agenda and promoting durable solutions. Commission staff regularly participates in inter-agency co-ordination meetings and are actively engaged in donor task force meetings.

## **Thailand**

### *Humanitarian needs*

*Burmese refugees:* The nine refugee camps along the Thai-Myanmar border are populated by predominantly Karen and Karenni refugees from Myanmar (Burma). The resettlement programme to third countries which started in 2004 has reduced their number from the original total of 150 000. On 30 September 2009, there were 109 041 registered refugees, whereas TBBC<sup>38</sup> reported about 132 448 camp-dwellers benefiting from the organisation's food assistance, despite the fact that more than 54 000 have been resettled (out of which 14 039 left in the first nine months of 2009). The modest decline in the camp population cannot be explained by demographic trends alone. According to a UNHCR source, free access to services, particularly food, has been the main push/pull factor for 'new entries'. The hope of resettlement in a third country, mainly the United States, is another popular reason for young people to enter these camps. This means that genuine asylum-seekers mix with aspiring illegal migrants, thus complicating camp management, status determination and resettlement efforts. In February 2009, UNHCR started pilot screening of unregistered camp-dwellers in four of the nine camps. The majority of the screened people are expected to be granted refugee status. Should this exercise prove successful, it could be extended to the other camps.

After several decades of the Burmese refugee camps, a different type of response and assistance are required than in the early years after the camps were opened. Donors agree that it is imperative to move from hand-outs to more long-term and sustainable solutions which include livelihood alternatives. This transition is particularly important, because refugees have become totally dependent on aid after such a long time in camps.

The recently finalised draft Five-year Strategic Plan produced by the Committee for the Co-ordination of Services to Displaced Persons in Thailand (CCSDPT) and UNHCR marks a significant step forward in this process. It will provide a good basis for dialogue with the Thai government on finding sustainable solutions for the refugees by providing them with an alternative to increase their self-reliance.

*Lao Hmong:* The Hmong, an ethnic minority group which has inhabited the northern region of Laos for centuries, were recruited as guerrilla fighters by the US military in its 'secret war' against communist forces in Laos in the 1960s. When the communists prevailed in 1975, thousands of Hmong fled to neighbouring Thailand and sought resettlement abroad. Since 2006, a further 7 000 Hmong have sought refuge in Thailand and been regrouped in a closed camp in Petchabun province. Three thousand were repatriated to Laos, although concerns were raised about how far their move was voluntary. Another group of 432 Hmong were recognised by UNHCR, but 158 of them were arrested and detained in Nong Khai detention centre in North-East Thailand. The USA, Canada, the Netherlands and Australia have offered resettlement, but the government of Laos insists that they have to return to Laos first.

On 28 December 2009, some 5 000 Thai military personnel entered the Petchabun camp and started repatriating the 4 000 Hmong who had been classified as illegal immigrants by

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<sup>38</sup> Thailand Burma Border Consortium

Thailand. They were transported to Laos in buses. The second group of Hmong were deported on 29 December. None of them had been informed of their deportation and concerns were expressed about their safety. According to the Lao government, the 4371 returnees will initially be placed in a centre 80 km east of Vientiane and then housed in villages in Bolikhamsai and Vientiane provinces, where each family will receive a house and a plot of land.

On 28 December, the day the first move took place, the Swedish Presidency issued a statement declaring that it was 'deeply dismayed' at the deportation and warning that the move could violate refugee law. The EU urged Laos to respect the rights of those who return and to allow humanitarian groups and diplomats free and open access to them. In Laos, the EU (France, Germany and the EU Delegation), together with the US and Australian Ambassadors, presented a demarche on 30 December, calling for immediate access to the returnees for the international community, particularly to the group from Nong Khai who were recognised as 'persons of concern'. The Laos Vice-Minister of Foreign Affairs emphasised that the government considered these people illegal migrants and that, after processing, they would be sent back to their original homes or resettled in new villages. The Commission is continuing to monitor this situation closely and is in close contact with UNHCR and International Organisation for Migration.

### ***Humanitarian aid response over the last five years***

Given the political stalemate in Myanmar (Burma), refugees living in Thailand have received extensive support from the EU over the last five years in the form of food, health and water/sanitation. In 2009, the Commission started scaling down the EU contribution to the Burmese refugee camps in Thailand.

### ***Humanitarian objectives and achievements in 2009***

In 2009, the EU continued to provide assistance to the Burmese refugees, with a total of €8.75 million under the decision granting Myanmar (Burma) €18.5 million. This is just slightly lower than the 2008 figure of €9.5 million. Provision of food assistance and health services has stabilised the nutritional situation in the camps and prevented major outbreaks of disease.

### ***LRRD – possible exit strategy from the sector and/or country***

In 2009, the Commission started scaling down EU funding for Burmese refugees in Thailand as the humanitarian situation has been consolidated. After decades of these camps, a different type of response and assistance with more long-term livelihood options are required than in the early years after the camps were opened. The Commission's strategy has been co-ordinated with other EU instruments and other donors. It has become necessary to target the needs of the most vulnerable refugee groups better. At the same time the European Commission is currently looking for the most effective way to accompany early implementation of the five-year Strategic Plan of the CCSDPT and UNHCR.

## *Co-ordination of aid*

EU's financial support for the Burmese refugees in Thailand has been scaled down in close co-ordination with other EU instruments and donors. Regular meetings are held at field level. In November 2009, the Commission participated in a field visit by Heads of Mission to one of the refugee camps.

## **Indonesia**

### *Humanitarian needs*

In 2009, two earthquakes generated enormous humanitarian needs in Indonesia. On 2 September, an earthquake of magnitude 7 struck West Java province, affecting 700 000 people and destroying or damaging up to 142 000 houses. The area affected was so extensive that it took a long time to assess the unmet humanitarian needs, which were mostly for shelter, with a large number of people displaced in difficult conditions.

On 30 September, a 7.9 magnitude earthquake struck West Sumatra (Padang), affecting 1.2 million people in 18 districts. Over 1 100 people were killed. The disaster destroyed or damaged more than 180 000 houses.

The responses to these two disasters were very different. The West Java earthquake attracted very little external assistance, after the President declared that it was not necessary. By contrast, the West Sumatra earthquake attracted close to 200 organisations and massive funding (up to \$50 million), leading to overlapping of activities and compromising the efficiency and efficacy of the response.

### *Humanitarian aid response over the last five years*

This period was marked by the earthquake and tsunami which devastated Aceh and the Northern Sumatra coasts on 26 December 2004. For this crisis alone, the Commission disbursed close to €60 million on projects running from 26 December 2004 to 30 June 2007.

Other smaller crises were addressed during the period 2005-2009, including displacement due to ethnic violence, drought and malnutrition, epidemics, earthquakes, smaller tsunamis, and the destructive earthquake that shook the city of Yogyakarta and the surrounding areas in May 2006. In 2008, the Commission responded to malnutrition in the eastern part of the country with projects implemented mainly in 2009. The total EU humanitarian contribution to Indonesia, excluding the tsunami response, was close to €20 million.

### *Humanitarian objectives and achievements in 2009*

In response to the West Java earthquake, an emergency decision releasing €1.5 million was adopted to address needs for temporary shelter. After the West Sumatra earthquake, a primary emergency decision granting €3 million was adopted to cover needs for emergency shelter, water/sanitation, basic necessities, transport, mapping and co-ordination. Considering the massive funding made available in response to this crisis, the Commission has decided to allocate no more funding for the time being.

## *LRRD – possible exit strategy from the sector and/or country*

Food insecurity is not going to be addressed in Nusa Tenggara Timur (NTT) as part of a comprehensive LRRD approach, since the Commission Country Strategy for the period 2007-2013 does not include food security as an area of activity. Hence, Indonesia was not selected as a beneficiary under the Food Facility. However, EU-funded projects are being co-ordinated with the interventions supported by other external instruments in West Timor and by the Multi-Donor Support Facility funded by the Dutch and Danish governments. Nevertheless, the Commission will continue to advocate support under long-term instruments and by other donors to address the serious food insecurity in NTT. As far as the response to the earthquakes is concerned, the Commission will continue to assess the situation and will act in accordance with its mandate should further needs be identified.

## **Philippines**

### *Humanitarian needs*

*Mindanao:* Following the August 2008 armed upheaval between the Philippines government and the main armed opposition groups — the Moro National Liberation Front (MNLF) and the Moro Islamic Liberation Front (MILF) — the EU had to continue providing assistance for the displaced population living in evacuation centres, makeshift shelters or with host families in Mindanao. At the end of 2009 about 300 000 people were still displaced. Living conditions in evacuation centres and displacement sites failed to meet SPHERE<sup>39</sup> standards and basic services were not provided.

The humanitarian situation of the people affected by the conflict was aggravated by recurrent flooding. After some improvement during the second half of the year, the security situation in the conflict zone deteriorated after the election-related massacre of 57 people in Maguindanao on 23 November.

The recent conflict in Mindanao is a forgotten crisis which has attracted no international media attention, while the government continues to downplay the severity of the situation. Humanitarian agencies are also finding it difficult to raise funds to respond.

*Typhoons:* Several tropical storms and typhoons caused heavy damage in the north and in the centre of the country at the end of September and in October 2009, affecting more than 9 million people. Tropical storm Ketsana devastated the national capital region and neighbouring areas, flooding up to 80% of Manila and displacing hundreds of thousands. Typhoon Parma caused extensive flooding and landslides in Northern Luzon, hitting agricultural production hard. Extensive humanitarian needs included shelter, water/sanitation, food, health, logistics, telecommunications and co-ordination.

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<sup>39</sup> SPHERE project: Humanitarian Charter and Minimum Standards in Disaster Response <http://www.sphereproject.org>



### ***Humanitarian aid response over the last five years***

EU humanitarian interventions in the Philippines over the last five years (€21.7 million) have focused on the response to displacement due to the violence affecting Mindanao and on the response to natural disasters.

### ***Humanitarian objectives and achievements in 2009***

In 2009, the Commission provided €12 million to respond to the increasing humanitarian needs in areas affected by conflicts (€3 million) and to the typhoon season (€9 million), of which €2 million was allocated to the victims of tropical storm Ketsana.

### ***LRRD – possible exit strategy from the sector and/or country***

There is a close cooperation with EU-funded conflict prevention projects in Mindanao. From 2011 onwards, specific funding will target the people displaced by the 2008 crisis, which should allow the Commission to phase out its response to this crisis if the situation evolves favourably.

In case of typhoons, the Commission will assess the situation in order to cover any persisting needs.

### ***Co-ordination of aid***

Co-ordination is facilitated by organising regular meetings, both at headquarters and in the country. These are backed up by *ad hoc* informal contacts. Only a few donors are active in Mindanao. As for natural disasters, the EU-funded operation is being co-ordinated with other humanitarian players, including the UN country team.

## **Vietnam, Laos and Cambodia**

### ***Humanitarian needs***

Vietnam, one of the world's most disaster-prone countries, has developed good coping mechanisms over the years to prepare for and cushion the impact of natural hazards. Nonetheless, local capacity can be exhausted when disasters such as heavy rains and typhoons are more intense than normal. In Laos and Cambodia, the prevalence of general hazards and major disasters is considered medium to low compared with other Asian countries, but the overall vulnerability of these countries can cause relatively high risks for communities when disasters strike. Food insecurity is an endemic problem, particularly in Laos where it has been aggravated lately by an extraordinary rodent outbreak causing widespread loss of crops and stocks, triggering a serious food shortage in seven Northern provinces early in 2009.

Natural disasters are increasing. 2009 was yet another year marked by repeated episodes of extensive flooding and by two major typhoons — Ketsana (29 September) and Mirinae (2-3 November) — on a scale which overstretched the local capacity for relief and rehabilitation, causing the most severe storm damage for the last 40 years. In all, 14 central and southern provinces suffered from the combined effects of typhoons Ketsana and Mirinae. After devastating Vietnam, typhoon Ketsana ravaged five southern provinces in Laos, amongst the most vulnerable and food-insecure in the country, and seven northern and central provinces of Cambodia. Tens of thousands of households, already exposed to food insecurity near the end

of a lean season, had their food stocks and basic assets decimated, leaving them facing pressing food needs long ahead of the next rice harvest. In addition to food, the most urgent needs generated by the typhoons were for shelter, water/sanitation, health and livelihood recovery.

### ***Humanitarian aid response over the last five years***

The EU responded to natural disasters in Vietnam, Laos and Cambodia. Its contribution was limited to €1.41 million for flooding and typhoons in Vietnam over the period 2002-2006, but the increasing climate-related hazards prompted the Commission to take actions five times in the last three years: twice in response to typhoon Lekima in Vietnam (October 2007) with a total of €3 million, once in response to tropical storm Kammuri in Vietnam and Laos (August 2008), with a total of €1.5 million, and twice in response to the 2009 typhoons in Vietnam, Laos and Cambodia, with a total of €9 million. In spring 2009, the EU contributed with €1.5 million to address the most urgent food needs generated by the rodent outbreak in Laos.

### ***Humanitarian objectives and achievements in 2009***

In the immediate aftermath of typhoon Ketsana, a primary emergency decision releasing €2 million was adopted to address the consequences of the disaster, with the objective of providing immediate life-saving assistance to the victims. Five humanitarian operations were mounted in Vietnam, Laos and Cambodia under this financing decision, bringing assistance to 350 000 beneficiaries in the form of food aid, non-food relief items, shelter, water, sanitation, hygiene and emergency medical care until December 2009. A second financing decision granting €7 million was taken on 17 December 2009 with the objective of enabling the affected populations in the three countries to restore livelihoods and coping capacity quickly, while helping families and children to return to their normal life. Twelve six-month humanitarian operations were initiated under this financing decision, aiming to assist approximately 1 million beneficiaries in the early recovery phase during the first half of 2010.

### ***LRRD – possible exit strategy from the sector and/or country***

Longer-term structural recovery is or will be organised by the central and local governments of Vietnam, Cambodia and Laos supported by international development assistance. In these countries, continuation of the DIPECHO programme in the most disaster-prone areas, as confirmed by the 7th DIPECHO Action Plan starting in 2010, is aiming to disseminate best practice on typhoon/flood preparedness and to consolidate adoption of such best practice by national authorities and incorporation into relevant legislation.

### ***Co-ordination of aid***

In all three Mekong countries, co-ordination is ensured by exchanges of information and regular participation in meetings at headquarters (such as on the Country Strategy Paper or in the Mid-Term Review process). At field level, EU Delegations are constantly informed and involved in the follow-up to humanitarian activities, in order to guarantee appropriate linkage to development aid whenever feasible and relevant. As far as other donors are concerned, bilateral contacts (notably with USAID<sup>40</sup>, AUSAID<sup>41</sup> and CIDA<sup>42</sup>) are maintained and

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<sup>40</sup> US Agency for International Development

<sup>41</sup> The Australian government's overseas aid programme.

<sup>42</sup> Canadian International Development Agency

information is exchanged on an *ad hoc* basis whenever emergencies occur and also, fairly systematically, in the context of DIPECHO.

## **North Korea (Democratic People's Republic of Korea — DPRK)**

### ***Humanitarian needs***

Although the food security situation remained precarious in 2009, this was mainly due to structural problems, such as lack of modern agricultural know-how, techniques and equipment, distribution problems and vulnerability to external shocks. In November 2009, the Commission saw no evidence to support declaration of a food crisis in the country, although there are high expectations regarding the possible findings of the ongoing MCIS (multi-cluster integrated survey) led by UNICEF, focusing particularly on malnutrition data and updating the last national assessment undertaken in 2004.

### ***Humanitarian aid response over the last five years***

Between 2005 and 2007, the Commission allocated €23.7 million to finance health and water/sanitation programmes. The Commission's humanitarian aid office was then closed and no further funding has been provided since 2008.

### ***Humanitarian objectives and achievements in 2009***

In 2009 the EU provided no humanitarian assistance to DPRK.

### ***LRRD – possible exit strategy from the sector and/or country***

After an 11-year presence, on 14 May 2008, the Commission officially closed its ECHO field office in Pyongyang. This decision was in line with the strategy for 2008 as the humanitarian situation in DPRK had consolidated over the preceding years. For the period 2007-2010, the Commission has allocated €35 million under its Food Security Thematic Programme.

### ***Co-ordination of aid***

Although no funding decision was taken for DPRK in 2009, due to the very special political context, the Commission continued its inter-service dialogue and co-ordination with EU Member States on the humanitarian situation. This largely concerned the food security situation in the country given the huge WFP Emergency Operation (EMOP) and the lessons shared on health and water/sanitation.

## **Timor-Leste**

### ***Humanitarian needs***

In 2009, Timor Leste saw the end of the displacement crisis unleashed by the civil unrest in 2006. The return process was initiated in 2008 on the basis of the government's strategy and continued until August 2009, when the last IDPs left Metinaro, the largest and last camp in use. The last operations funded by the EU, under a 2008 funding decision, aimed at addressing the remaining needs in the camps and accompanying the return process in a sustainable way.

### ***Humanitarian aid response over the last five years***

Since the country became independent in 2002, the EU has provided €13.8 million in emergency assistance to the most vulnerable victims of violence and in response to alarming levels of malnutrition. The food aid and supplementary feeding programmes were phased out in 2006 when long-term programmes tackling the causes of malnutrition were put in place by the Commission. Since June 2006, following the outbreak of violence, the EU has provided assistance totalling €7.8 million to the IDPs. Since 2008, EU-funded operations have gradually shifted from relief assistance in the IDP camps to a more comprehensive strategy focusing on the return of IDPs.

### ***Humanitarian objectives and achievements in 2009***

No new funding was granted for Timor Leste in 2009, although most of the 2008 projects continued into the first part of 2009.

### ***LRRD – possible exit strategy from the sector and/or country***

The Commission stepped up its LRRD strategy at the end of its humanitarian operation in Timor Leste. The phase-out in mid-2009 coincided with implementation of the action supported by the Instrument for Stability which started at the end of 2008. One component of the Instrument for Stability programme aims at improving social and economic conditions within communities for reintegration of internally displaced people. Focus is on IDP return and food insecurity from various funding instruments and programmes (the Instrument for Stability, the Food Security Thematic Programme, the Water Facility, the Rural Development Programme under the 9th and 10th EDF, etc).

### ***Co-ordination of aid***

EU-funded interventions are co-ordinated with other stakeholders present in the country, such as Member States and other donors. Regular meetings and contacts also take place in Brussels.

#### ***2.6.3. Pacific***

The Pacific region was hit by numerous localised disasters with in particular the tsunami which struck Samoa and Tonga in September 2009, which caused unusually severe damage, calling for EU humanitarian intervention. Financial support was also given after a cholera outbreak in Papua New Guinea. In 2009, the first Disaster Preparedness Programme for the Pacific was launched by the Commission, targeting Papua New Guinea, the Solomon Islands and Vanuatu.

### ***Humanitarian needs***

The risks inherent in the exposure of vulnerable populations in the Pacific region are regularly demonstrated by successive disasters, some more serious than others. While the governments of the island states have made efforts, within their means, to prepare their populations better, when disasters strike external aid is frequently needed, as the response capacity of small states rapidly becomes overstretched. The dispersion of a relatively small population over an enormous area means that the number of people affected by a disaster often remains low in comparison with other regions. Nevertheless, the logistical challenges of helping those in need can render humanitarian aid operations rather costly.

In August 2009, Papua New Guinea was struck by a cholera epidemic which quickly overwhelmed the country's health system and, despite support from international agencies, could not be brought under control for a long time.

An earthquake in September generated a tsunami which hit Samoa and Tonga, killing 138 people and affecting 4 500.

### ***Humanitarian aid response over the last five years***

Given the remote location of the region (as observed from Europe) and the presence of very active donors in the South Pacific, i.e. Australia and New Zealand, who have a tradition of responding swiftly to disasters, the EU's involvement in funding humanitarian assistance is regular, but less frequent than in other parts of the world. Humanitarian aid funded by the EU over the last few years has included assistance to victims of a tsunami in the Solomon Islands (€550 000), to populations affected by cyclones on the Cook Islands (€200 000) and to vulnerable persons in Papua New Guinea affected by eruptions of volcanoes.

### ***Humanitarian objectives and achievements in 2009***

The measures taken in response to the needs caused by the floods in the second half of 2008 in Papua New Guinea, Fiji and the Solomon Islands continued. The EU provided funding of €700 000.

The EU contributed to replenishing IFRC's Disaster Response Emergency Fund which was used to assist victims of the tsunami in Samoa. The EU also supported the response to the cholera outbreak in Papua New Guinea with €550 000. Finally, €1.5 million from disaster preparedness budget line was used to launch a pilot programme to support community-based disaster preparedness action.

### ***LRRD – possible exit strategy from the sector and/or country***

So far, the EU has not been involved in longer humanitarian assistance programmes in countries in the region. The scale of the disasters has normally been such that there was no need for particular LRRD hand-over strategies. It remains to be seen whether the recently started pilot projects for community based disaster preparedness will be suitable for continuation and/or scaling up, in which case linkages with development activities would have to be identified.

## **2.7. Latin America and the Caribbean**

Many of the countries in Latin America and the Caribbean (LAC) region are recurrently affected by natural disasters, such as floods, hurricanes, droughts, cold waves, landslides, volcanic eruptions, earthquakes, etc. The EU was called on to respond to an array of disasters on different scales in 2009 — floods and landslides unleashed by hurricane Ida in El Salvador and Nicaragua, droughts in Guatemala, Paraguay and Bolivia, floods in Peru and Paraguay, hurricanes in Cuba and a dengue epidemic in Guatemala. The disasters which affected only a limited number of people were covered by a specific decision on small-scale disasters. The response to the dengue outbreak was funded under an epidemics decision adopted at the end of 2008 to prepare the most vulnerable LAC countries better for epidemics and provide an emergency response. In addition, the action in response to the natural disasters which affected Latin America and the Caribbean region in 2008 continued, notably for the hurricanes in Haiti and Cuba, tropical depression No 16 in Honduras and Guatemala, the drought in Honduras

and Paraguay and the cold waves in Bolivia and Peru. Apart from responses to natural disasters, The EU's humanitarian assistance to victims of Colombia's prolonged internal conflict continued in 2009, including support for IDPs, for rural populations facing restrictions on movement and on access to basic goods and services and for Colombians in need of protection who fled to neighbouring countries. In Haiti, the EU took action to reduce malnutrition and mortality rates.

In view of the recurrent nature of natural disasters and their humanitarian impact, the disaster preparedness programme (DIPECHO) continued, with the aim of improving the capacity of communities at risk to prepare for and protect themselves against natural disasters better. DIPECHO provided a continuous programme, enabling different organisations to become involved in disaster risk reduction and filling a gap by creating a platform for community-focused disaster preparedness and a means to reach isolated and vulnerable communities.

In Latin America and the Caribbean region, the Commission continued to work closely with other programmes and donors to make the transition to long-term development.

In 2009, humanitarian aid and food aid in Latin America and the Caribbean region were funded by adopting nine funding decisions releasing a total of €42 million, which was 5% of the total budget committed.

The following countries/regions were covered in 2009:

Country/region	Funding decisions adopted in 2009			
	HUM.AID	FOOD AID	DIPECHO	TOTAL
<b>LATIN AMERICA</b>	<b>13 800 000</b>	<b>525 000</b>	<b>12 000 000</b>	<b>26 325 000</b>
Central America	1 000 000			1 000 000
South America			10 000 000	10 000 000
Guatemala	800 000	525 000		1 325 000
Colombia	12 000 000			12 000 000
Peru			2 000 000	2 000 000
<b>CARIBBEAN</b>	<b>7 000 000</b>	<b>2 000 000</b>	<b>7 000 000</b>	<b>16 000 000</b>
Regional Caribbean			7 000 000	7 000 000
Cuba	2 000 000			2 000 000
Haiti	5 000 000	2 000 000		7 000 000
<b>TOTAL LATIN AMERICA &amp; CARIBBEAN</b>	<b>20 800 000</b>	<b>2 525 000</b>	<b>19 000 000</b>	<b>42 325 000</b>

## Central America (El Salvador, Guatemala, Nicaragua)

### *Humanitarian needs*

Central America is one of the most disaster-prone regions in the world. More than 80% of the area is at high risk of earthquakes, volcanoes, flooding, landslides and hurricanes. Every year, Central America is severely affected by tropical storms, heavy rains and floods, particularly during the hurricane season (July to November).

In 2009, hurricane Ida and related floods and landslides seriously affected El Salvador and Nicaragua. El Niño led to drought conditions in many Central American countries, but particularly affected Guatemala.

### ***Humanitarian aid response over the last five years***

From 2005 to 2009, a total of €21.29 million was allocated to Central America. This included the response to hurricane Stan in Guatemala and El Salvador and to hurricane Felix in Nicaragua.

### ***Humanitarian objectives and achievements in 2009***

In 2009, an emergency decision releasing €1 million was adopted to assist the most vulnerable populations in El Salvador and Nicaragua affected by hurricane Ida and related floods and landslides. A total of 45 000 people benefited from EU-funded operations. Five projects were financed, covering food assistance, emergency rehabilitation of houses, water/sanitation, basic health services and mainstreaming disaster preparedness activities.

In response to the drought in Guatemala, €1.325 million were allocated from the humanitarian and food aid budget lines to improve the nutritional situation of the most vulnerable populations, in particular children under five suffering from acute malnutrition. Distribution of food aid, food-for-work activities, nutritional recovery and measures to strengthen nutritional services and surveillance along with water/sanitation projects improved the humanitarian situation of the most vulnerable populations affected by drought and addressed pockets of acute malnutrition. Disaster risk reduction was mainstreamed into the response to make small-scale farmers' households more resilient.

The drought in northern Nicaragua was addressed by the Small-scale Disasters Decision adopted at the end of 2008. The Commission also continued actions launched in 2008 in response to the drought in Honduras (€1 million) and to tropical depression No 16 in Honduras and Guatemala (€1.17 million) as well as to implement the Sixth DIPECHO Action Plan (€10 million) in Central America.

### ***LRRD – possible exit strategy from the sector and/or country***

Close dialogue continued with the aim of bridging the gap between emergency relief and more medium- to long-term action, including the Instrument for Stability, the Food Facility and the Food Security Thematic Programme.

### ***Co-ordination of aid***

At the start of each emergency response, a dialogue was initiated with Member States and humanitarian aid agencies to share information about the action planned and avoid overlaps.

## **South America (except Colombia)**

### ***Humanitarian needs***

South America is one of the most disaster-prone regions in the world, exposed to panoply of natural hazards due to its geography, geology and climate. El Niño and La Niña contribute to warming and cooling in the eastern and central Pacific and cause regular floods and droughts.

The Andean region is particularly vulnerable to earthquakes — the last major one, causing significant loss of human life and physical damage, occurred in Peru in August 2007 — and many volcanoes are still active there. The vulnerability of the people most at risk from natural disasters has continued to increase over the last few decades, as climate change has further aggravated the situation.

### ***Humanitarian aid response over the last five years***

From 2005 to 2009, a total of €23.9 million was allocated to South America, in response to the earthquake in Peru, to floods in Bolivia and Ecuador, to cold waves in Peru and Bolivia and to drought in Paraguay. In 2009, action in South America (excluding Colombia) was funded under the 2008 Small-scale Disasters Decision.

### ***Humanitarian objectives and achievements in 2009***

In 2009, the EU's funding for the humanitarian response was mainly provided under the Small-scale Disasters Decision adopted at the end of 2008 (€1 million). In this connection, an emergency response (food assistance, other essentials, water/sanitation and shelter) was provided to droughts, floods and landslides in Bolivia, Peru and Paraguay, combined with mainstreaming disaster risk reduction.

### ***LRRD – possible exit strategy from the sector and/or country***

The Commission continued actively to explore avenues for LRRD with the EU Delegations in the region and with other EU instruments.

### ***Co-ordination of aid***

Dialogue is continuing with Member States and humanitarian aid agencies to share information about the action planned and avoid overlaps.

## **Colombia (including Colombians in need of international protection in Ecuador and Venezuela)**

### ***Humanitarian needs***

For well over four decades, Colombia has been suffering from an internal conflict, involving different protagonists (government, guerrilla and new illegal armed groups, many of whom are made up of former paramilitary groups). As a result, some 300 000 people are displaced every year. Altogether, between 3.1 and 4.6 million people (depending on the source) have been displaced since 1985. In addition, UNHCR estimates that some 373 000 Colombians are refugees or in a refugee-like situation. Most of them have fled the conflict to neighbouring countries (Ecuador or Venezuela). Despite a sophisticated protection system and substantial allocations by the Colombian government, there are significant gaps in humanitarian assistance, particularly during the time immediately following displacement and in the rural areas, where the population often has to face restrictions on movement and on access to basic goods and services because of the conflict. Women, children and Afro-Colombian and indigenous communities are particularly vulnerable. The increasing blurring of civil and military lines, the resulting reduction of humanitarian space and the threat to the humanitarian principle of independence are causes for concern. In the neighbouring countries, protection (notably determination of refugee status) and emergency assistance for new arrivals are the



most pressing humanitarian issues to address. In addition, Colombia is vulnerable to natural disasters, particularly floods, earthquakes and volcanic eruptions. National response capacity might not be sufficient in areas affected by conflicts.

### ***Humanitarian aid response over the last five years***

From 2005 to 2009, the Commission allocated a total of €35.5 million to improve the humanitarian situation of the victims of the Colombian conflict, both in Colombia itself and in neighbouring countries (Ecuador, Venezuela and Panama).

### ***Humanitarian objectives and achievements in 2009***

In 2009, a total of €12 million was allocated for the victims of the conflict (both inside Colombia and in neighbouring countries). In 2009, some 80 000 internally displaced people received emergency food and other essentials during the first three months of displacement. In addition, more than 40 000 'new' internally displaced people (displaced for less than 12 months) and rural populations facing restrictions on movement and on access to basic goods and services received short-term assistance to improve their humanitarian situation, including access to primary health care, water/sanitation, improved shelter and psycho-social assistance. Protection was the leitmotiv of all EU-funded humanitarian operations in Colombia. The Commission continued to concentrate on the more remote rural areas, where state institutions are generally not present or government assistance is insufficient. Protection of children remained a priority. Activities in this area included integrating IDP children in accelerated learning cycles with a view to preparing them for re-integration into the formal education system and, at the same time, helping to prevent their recruitment by illegal armed groups. EU assistance was intended to cover humanitarian emergency needs not sufficiently covered by the aid provided by the Colombian government. However, implementing partners were required not to substitute for the state, but actively to seek to involve local state sectoral institutions with a view to handing over operations to them in the near future.

The EU also financed projects to assist the victims of the Colombian conflict who had fled to the neighbouring countries Ecuador and Venezuela. More than 60 000 Colombians in need benefited from international protection activities (notably determination of refugee status) and emergency aid (food assistance, primary health care, water/sanitation and shelter) provided by UNHCR with EU humanitarian support.

### ***Working environment***

In line with Colombia's policy of 'democratic security', a presidential directive was issued in March 2009, seeking 'alignment' of armed forces and civilian state entities. As a result, an increasing number of mixed civil-military brigades have been organised, blurring civil and military lines. In line with the humanitarian principle of independence, ECHO partners have refused to participate in these mixed brigades. However, there is a clear possibility of further shrinking of humanitarian space.

### ***LRRD – possible exit strategy from the sector and/or country***

Close regular contacts are maintained with the EU Delegation to seek LRRD. Since the budget line for ‘uprooted people’ ended, links have been sought with other thematic budget lines, the Instrument for Stability and the support for peace and stability provided under bilateral cooperation. Moreover, ECHO’s partners were asked actively to seek the involvement of state sectoral institutions in the aid operations with a view to paving the way for handover/exit in the near future.

### ***Co-ordination of aid***

The main co-ordination forum in Colombia is the Inter-Agency Standing Committee which — quite uniquely — includes not only UN agencies but also NGOs. ECHO participates as an observer in the IASC. Furthermore, dialogue with Member States is continuing.

#### ***2.7.1. Caribbean***

### **Cuba**

#### ***Humanitarian needs***

Cuba is prone to disasters, particularly to hurricanes. The country is still recovering from the 2008 season, when three hurricanes hit the country in less than three months and caused damage of some \$10 billion. More than 500 000 houses and over 169 000 hectares of crop land were damaged. This is all the more significant because Cuba regularly has to import some 80% of the food it needs.

#### ***Humanitarian aid response over the last five years***

From 2005 to 2008, no funding was allocated to Cuba. In 2009, a decision was taken to provide a continuous hurricane response (€2 million), focusing on emergency rehabilitation of shelter.

#### ***Humanitarian objectives and achievements in 2009***

In response to the two hurricanes which struck Cuba at the end of August and in early September 2008, €2 million were allocated under a regional funding decision. In view of the continuing serious humanitarian impact of these disasters, in early 2009 a follow-up funding decision was adopted. It focused on emergency rehabilitation of shelter, benefiting the most vulnerable populations affected. Great importance was attached to mainstreaming DRR in the response, in particular to making houses more hurricane-resistant.

In addition, for the first time since 2003, two DIPECHO projects (total: €540 000) were started in Cuba. They are funded under the new — Seventh — DIPECHO Action Plan for the Caribbean.

### ***LRRD – possible exit strategy from the sector and/or country***

Regular meetings are held to discuss strategies. The foundations for linking relief, rehabilitation and development were laid during a mission in November 2008. As a result, the Instrument for Stability, the Food Facility and the Food Security Thematic Programme budget line have taken over funding of basic agricultural recovery activities.

## **Haiti**

### ***Humanitarian needs***

After the country was seriously affected by three hurricanes and a tropical storm during the 2008 hurricane season, Haiti is no longer a forgotten crisis. It remains, however, a pilot country for the new multi-service, inter-institutional 'fragile situation' initiative. Under-5 mortality and acute malnutrition are high. Pockets of acute malnutrition persist in several departments. Most people have no access to clean water, sanitation or health services. The country imports over 50% of its food (over 80% of its rice), which means that price rises hit household food security hard, with the risk of sparking riots (as was the case in 2008). Access to proper health care services remains a challenge, in particular as far as maternal health is concerned. The country is also highly vulnerable to natural disasters.

### ***Humanitarian aid response over the last five years***

From 2005 to 2009, a total of €7.6 million was allocated in response to different natural disasters and crises in Haiti, including food assistance, distribution of other essentials, access to primary health care and safe water/sanitation.

### ***Humanitarian objectives and achievements in 2009***

In 2009, a Global Plan with a budget of €7 million was adopted to address the different humanitarian needs in a more comprehensive way. The Commission's strategy in Haiti is to reduce malnutrition and mortality by means of multi-sectoral humanitarian aid, at the same time as responding to disasters and undertaking disaster preparedness operations. Food assistance is part of the multi-sectoral strategy, including food security (agricultural inputs and livelihoods), community therapeutic care and malnutrition programmes. In 2009, the ECHO office in Haiti was re-opened after ten years and a Global Plan was adopted. With a total budget of €7 million, it is focusing on reducing malnutrition and mortality. It also allows a response to natural disasters and epidemics. As one example, a rapid response was provided to the diphtheria outbreak in October 2009.

In addition to the funding under the Global Plan, the Commission allocated funds to the International Federation of Red Cross and Red Crescent Societies' Disaster Relief Emergency Fund in September and October 2009, in response to floods and mudslides. Over €1 million was also allocated to three DIPECHO projects in Haiti, under the Seventh DIPECHO Action Plan for the Caribbean. Meanwhile, implementation of the funding decisions taken in 2008 in response to tropical storm Fay and hurricanes Gustav, Hanna and Ike continued (€8.7 million).

### ***Working environment***

Haiti remains a fragile democracy, with crime rates high. Security conditions are therefore somewhat difficult. Violence linked to gangs and/or elections continues to affect some urban areas. Consequently, in October 2009 the mandate of MINUSTAH (the UN peace-keeping force) was extended for one more year.

### *LRRD – possible exit strategy from the sector and/or country*

There is an in-country dialogue with other major donors to identify LRRD opportunities. Synergies should be achieved via the Food Facility and Food Security Thematic Programme, but more donors are required in the health sector. Clearly, the earthquakes that devastated Haiti in January 2010, after this report was drafted, have fundamentally altered the prospects.

### *Co-ordination of aid*

Continuous dialogues are held with Member States to co-ordinate action.

## **2.8. Disaster preparedness activities, including DIPECHO**

Disaster preparedness helps to save lives, speed up recovery and soften the impact of future hazards. Disaster preparedness proves that people are far from helpless but can face hazards with the appropriate local knowledge, practice and response mechanisms.

EU's main contribution to the global disaster risk reduction efforts remains the DIPECHO programme which targets highly vulnerable communities living in seven of the most disaster-prone regions in the world. In ECHO terminology, this is called the '*community-based approach*'.

Since launching the DIPECHO programmes, the Commission has invested more than €180 million in the associated Action Plans.

<b>DISASTER PREPAREDNESS ACTIVITIES (+DIPECHO) 1998-2009</b>			
<b>Region</b>	<b>Funding 1998-2008</b>	<b>Funding 2009</b>	<b>Funding 1998-2009</b>
<b>Southern Africa</b>	5 000 000	735 000	5 735 000
<b>Southern Caucasus</b>		2 000 000	2 000 000
<b>Central Asia</b>	22 375 000		22 375 000
<b>South Asia</b>	19 200 000	10 000 000	29 200 000
<b>South-East Asia</b>	31 680 000		31 680 000
<b>Central America</b>	32 480 000		32 480 000
<b>South America</b>	23 740 000	10 000 000	33 740 000
<b>Peru</b>		2 000 000	2 000 000
<b>Caribbean</b>	16 975 000	7 000 000	23 975 000
<b>Pacific</b>		1 500 000	1 500 000
<b>Other - Capacity-building</b>		200 000	200 000
<b>Total DIPECHO programmes</b>	<b>151 450 000</b>	<b>33 435 000</b>	<b>184 885 000</b>
<b>Drought preparedness (on the HA budget)</b>	40 000 000	10 000 000	50 000 000
<b>Total disaster preparedness activities</b>	<b>191 450 000</b>	<b>43 435 000</b>	<b>234 885 000</b>

## **DIPECHO in Southern Africa**

The south-east African and south-west Indian Ocean regions are exposed to a wide range of natural disasters, such as floods, cyclones and volcanic eruptions. Their exposure to natural hazards, combined with socio-economic factors such as high population density, extreme poverty and, in most parts of southern Africa, a high incidence of HIV and AIDS, heightens the potential impact of disasters. Due to their extreme poverty, these vulnerable population groups have very low capacity to recover from losses. Furthermore, the current capacity in these regions to cope with disasters is limited. Consequently, support from the international community is definitely needed to promote preparedness activities, mitigation projects and early-warning systems.

Following the Action Plan launched in 2008, a sum of €735 000 was mobilised to supplement the ongoing disaster preparedness action (DIPECHO) in Comoros, Madagascar, Malawi and Mozambique. Many of the projects will run into 2010.

## **DIPECHO in South Caucasus**

The South Caucasus region is prone to natural disasters such as earthquakes, landslides, floods, flash floods, avalanches and debris flows. The risk of earthquakes is particularly high, as shown by past events causing numerous casualties (Spitak in Armenia in 1988) or extensive damage (Baku in 2000 and Tbilisi in 2002).

On the basis of two identification missions conducted by its experts, the Commission allocated €2 million to the Disaster Risk Reduction/DIPECHO Action Plan in this region to support implementation of existing and planned national disaster risk reduction plans and policies, including the Hyogo Framework for Action for 2005-2015.

In each project supported, ECHO will pay particular attention to coordinating and consolidating national platforms, the link between disaster risk reduction and climate change, project sustainability, the multi-country approach and greater consideration of vulnerable population groups, such as women, the elderly and disabled people.

This Action Plan, adopted by the Commission in November 2009, will be implemented from March 2010 to August 2011.

## **DIPECHO in Central Asia**

Central Asia is particularly exposed and vulnerable to natural disasters such as landslides, avalanches, floods, earthquakes and drought and to climate change. It is therefore highly appropriate to invest in community-based disaster preparedness and response capacity.

In 2009, ECHO proceeded to implement the 5th DIPECHO Action Plan for Central Asia adopted in 2008. Its total budget of €7.325 million is financing thirty operations in the five Central Asian countries.

The main activities include preparing emergency plans at the level of communities, training students and population groups in disaster preparedness techniques, improving the early-warning systems, training and equipping search and rescue teams, building small mitigation works, supporting the setting-up of national and regional disaster risk reduction platforms, strengthening and advocating disaster risk reduction amongst national authorities and other

development bodies and promoting public-private partnerships in disaster risk reduction operations.

50% of the funding was allocated to operations by local communities and local authorities, 25% to national authorities, 5% to regional cooperation and 15% to the Red Crescent societies. Over two million people have benefited from the Action Plan.

## **DIPECHO in South Asia**

South Asia is one of the most vulnerable regions in the world to natural disasters (especially floods, landslides, droughts, earthquakes, tsunamis, cyclones and forest fires) and the growing concerns about the impact of climate change are of particular relevance to this part of the world. It is a region where social and political structures, demographic pressures, the structure of settlements, agricultural practices and economic development leave the population extremely vulnerable to natural disasters. Not only peoples' lives but also their livelihoods are at risk each time. Some populations are even more vulnerable as they live in very remote areas, belong to minority groups and are forgotten or neglected by their own authorities. Recurring disasters, even very small-scale ones, have a greater impact each time on these populations already suffering from extreme poverty. Recent events in the region, from cyclone Sidr in Bangladesh at the end of 2007 to the floods in India and Nepal in 2008, have drawn further attention to the importance of prevention measures to reduce the impact of such natural disasters on the population, especially on the most vulnerable.

The Fifth DIPECHO Action Plan launched in 2009 (€10 million) is focusing on the most vulnerable local communities and institutions involved in risk reduction in Bangladesh, India and Nepal. Depending on the security situation and access to the beneficiaries at their locations, operations might be envisaged in Afghanistan, Pakistan and Sri Lanka. Furthermore, regional programming could take into account the whole of South Asia, including Bhutan, if deemed relevant for the overall coherence of the proposed project. Estimates suggest that approximately 3 million people will benefit directly from this Action Plan.

## **DIPECHO in South America**

South America is one of the most disaster-prone regions in the world, exposed to panoply of natural hazards due to its geography, geology and climate. El Niño and La Niña contribute to warming and cooling in the eastern and central Pacific and cause regular floods and droughts. The Andean region is particularly vulnerable to earthquakes — the last major one, causing a significant loss of human life and physical damage, occurred in Peru in August 2007 — and many volcanoes are still active there. The vulnerability of the people most at risk from natural disasters has continued to increase over the last few decades, as climate change has further aggravated the situation.

Implementation of the Sixth DIPECHO Action Plan started in 2009 (€10 million) in Argentina, Bolivia, Brazil, Chile, Colombia, Ecuador, Paraguay, Peru, Uruguay and Venezuela. The aid provided should assist approximately 1 million beneficiaries.

A wider DRR action was launched as a pilot exercise, with the aim of enhancing preparedness and coping capacity for earthquakes and tsunamis in Peru (€2 million).

## **DIPECHO in the Caribbean region**

The Caribbean region is prone to frequent natural disasters, especially hurricanes and floods. The region's vulnerability is accentuated by high population density, fast demographic growth and widespread poverty. This leaves communities with less capacity for coping in the event of disasters.

From 2005 to 2008, a total of €11.86 million was allocated for emergency responses to different natural disasters, including food assistance, distribution of other essentials, access to primary health care and safe water/sanitation. This amount includes, in particular, the response to tropical storms and hurricanes, for instance to the three hurricanes and the tropical storm which hit the Caribbean hard in 2008.

The emergency response to the hurricanes and tropical storms which struck the Caribbean in 2008 continued. Apart from a new DIPECHO Action Plan (€5 million), wider DRR action was launched as a pilot exercise to strengthen disaster management in the Caribbean (€2 million).

## **DIPECHO in the Pacific region**

The Pacific region ranks among the most disaster-prone regions in the world in terms of recurrence, severity and scope of hazards, with high exposure to cyclones, earthquakes, tsunamis, floods, tidal surges, landslides, flash floods, droughts, forest fires, volcano eruptions and epidemics. This is compounded by environmental degradation and climate change.

According to a recent World Bank report<sup>43</sup>, between 1950 and 2004 extreme natural disasters accounted for 65% of the total economic impact of disasters on the region. Ten of the fifteen most extreme events reported over the last half-century occurred in the last fifteen years. The number of mortalities and people affected might appear rather low in comparison with usual disaster statistics, but the Pacific countries rank among the highest in terms of the number of casualties and people affected per 100 000 population<sup>44</sup>.

In 2009, the first Disaster Preparedness Programme for the Pacific (€1.5 million) was launched by the Commission, targeting Papua New Guinea, the Solomon Islands and Vanuatu. Approximately 600 000 persons will be targeted by this pilot programme to support community-based disaster preparedness action.

## **Drought preparedness programme in the Horn of Africa**

In 2006, the Commission adopted its first (€10 million) Regional Drought Decision. The objective was to allow timely and relevant humanitarian responses in order to reduce the impact of droughts on the main assets of rural population groups. To build on the success of this approach, the Commission stepped it up with an additional allocation of €30 million in 2008, followed by a further €10 million in 2009, with the aim of supporting appropriate preparedness and mitigation measures setting an example.

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<sup>43</sup> Not if but when: Adapting to natural hazards in the Pacific islands region — a policy note', World Bank, 2006: [http://www.preventionweb.net/files/1141\\_NaturalHazardspacific.pdf](http://www.preventionweb.net/files/1141_NaturalHazardspacific.pdf).

<sup>44</sup> Source: Centre for Research on the Epidemiology of Disasters (CRED) "International Disaster Database", [www.emdat.net](http://www.emdat.net)

Activities will be kept in line with the drought cycle management approach, which promotes community-based knowledge in drought preparedness, strengthening local resilience and Early Warning Systems. Up to 12 million pastoralists and/or agro-pastoralists have been targeted, directly and indirectly, by ECHO's approach to regional drought preparedness.

For further information on the drought preparedness programme in the Horn of Africa, see the Horn of Africa section.

## **2.9. Case studies on the launching of humanitarian aid**

### **Pakistan: unprecedented internal displacement**

#### **Context and key dates**

The Federally Administered Tribal Areas (FATA), North-West Frontier Province (NWFP) and Baluchistan, along the border with Afghanistan, have become the scene of shifting areas of conflict, notably between the Pakistan military and various militant groups. Since **August 2008**, the conflict has intensified sharply with a consequent escalation of humanitarian needs, including 168 000 civilian internally displaced persons (IDPs) by the end of 2008, mainly from Bajaur and Mohmand. From **January to April 2009**, an additional 379 000 people were displaced in the region.

Following the violation of the **16 February 2009** ceasefire<sup>45</sup> by the Pakistani Taliban, the military launched an offensive in the Dir and Buner districts in NWFP followed, on **9 May**, by others in Swat and Buner. This military offensive forced a mass, unprecedented population displacement in the region with more than two million fleeing their homes in less than a month to take refuge in other parts of NWFP, notably in Peshawar, Mardan, Swabi and Noshwera.

Given the scale of the disaster, the humanitarian community and the authorities mobilised to respond to the most urgent needs of the population by establishing camps, but the vast majority of the displaced people (90%) nevertheless chose to stay with host families, putting extra pressure on an already very poor and vulnerable population.

On **20 May 2009**, the government of Pakistan organised a donors' conference in Islamabad inviting the international community to support the UN efforts in the relief phase, after which the government would take responsibility for the rehabilitation and reconstruction phases. On **21 May 2009**, the UN presented a revised Humanitarian Action Plan for Pakistan requesting almost \$544 million by the end of 2009.

The International Committee of the Red Cross (ICRC) twice extended its emergency appeal<sup>46</sup> and NGOs were heavily present on the ground. UNOCHA decided to increase its presence in view of the need for stronger protection of humanitarian principles.

From **29 May to 5 June 2009**, the Commission sent an assessment mission to Pakistan, after an emergency decision was adopted on **26 May**.

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<sup>45</sup> The Malakand Accord, agreed upon after two years of fighting on 16 February 2009, included a ceasefire in Swat (between the Taliban and the army) and imposition of Sharia law in the districts of Malakand, Swat, Shangla, Buner, Dir, Chitral and Kohistan.

<sup>46</sup> ICRC — 1st revision, 5 March 2009, and second revision, 4 June.



At the first EU–Pakistan summit, held in Brussels on **17 June**, the European Commission announced €72 million in humanitarian aid and a further €52 million in development aid to support the rehabilitation process.

### **ECHO's response**

The Commission had been present in Pakistan for many years assisting the Afghan refugees and responding to emergencies such as the 2005 earthquake. However, the ECHO's office was closed when the first displacements of population took place from Bajaur in FATA, following military interventions in the area in 2008.

Alerted by its partners about the situation, the Commission decided to support the ICRC's work, given its neutral mandate, under a €1.5 million funding decision. After monitoring and assessing the situation, it became clear that further support was necessary.

### **Crisis in May 2009**

The Commission was preparing a €5.5 million decision when more than 2 million people were displaced from Swat. The obvious solution was to change the decision into an emergency decision. Following the accelerated procedure, the emergency decision was adopted on **26 May**.

### **Immediate ECHO assessment mission**

As mentioned earlier, an assessment mission was sent to Pakistan from **29 May** to **5 June**. A field visit by three Commission representatives to six official camps (housing almost 56% of the total camp population), one school, humanitarian hubs (for registration, food and NFI distribution to off-camp IDPs) and host families gave the mission a fair picture of the needs, the current level of response and the urgent need for support.

Speaking directly with victims gave the team a clear understanding of the human dimension of the crisis. People were still in shock after losing their relatives and fleeing from their homes. The situation for women was particularly dreadful: forced to leave their villages, often leaving their houses for the first time, keeping their excessively warm clothes for cultural reasons, staying mostly under their shelters in temperatures of up to 48°C and limiting their drinking to avoid having to go out during the day. Fans and Purdah walls were installed very quickly to solve this situation but not applicable everywhere.

The plight of the 90% of the IDPs living in public buildings such as schools was no better because of appalling hygienic conditions. Host families were horrifyingly overcrowded, as hosting four or five displaced families meant having over 30 people in a single household. The field visit was followed up by meetings with all relevant stakeholders from the UN, ICRC and Pakistani Red Crescent Society to NGOs and local authorities at provincial and federal levels. Other donors present in Islamabad, including the EU Member States, the US and Japan, etc., were given debriefings on the mission. Feedback was sent to Brussels every day.

### **ECHO's funding response**

The decision to scale up EU support was therefore taken immediately and funds were made available very quickly.

In the first instance, €20 million were allocated. The €5.5 million emergency decision was amended to produce a decision releasing €25.5 million, which was adopted on **2 July**. Contracts were signed immediately to cover the needs from **1 May** on.

A further €45 million was requested from the EU Budget's Emergency Aid Reserve. Taking into account the urgency of the situation, all of the EU institutions involved agreed very quickly on the transfer of funds. Another funding decision was immediately prepared for adoption. Once more, the willingness of all the institutions involved to proceed quickly was greatly appreciated and resulted in quick adoption (on 1 September 2009).

Further assessment missions were sent from Kabul and Delhi in early July and late August. At the beginning of September, a Commission presence was established by basing one ECHO technical assistant in Islamabad.

### **Advocacy for funding**

The entire crisis was under-funded for a long time and the Commission played a role in advocating for a more generous response from the international community in general and from EU Member States in particular.

### **Challenges**

The **May 2009** displacements were followed by a premature return in July. Then in October, further military interventions in South Waziristan and Orakzai triggered fresh displacements, although on a more moderate scale.

The security situation is also a vital concern, since the safety of humanitarian staff is at stake. Many (*too many*) humanitarian workers were killed in 2009.

The Commission's other main concern is the **loss of humanitarian space** for the agencies due to the heavy involvement and tight control of the authorities. This raises problems, e.g.:

- the general challenge of operating in a **principled way**: the problem of **independence** in terms of **needs** assessment and **targeting beneficiaries** on the basis of humanitarian principles;
- the problem of access to the beneficiaries in the areas affected by the conflict.

These **concerns were heightened** following the **displacements from South Waziristan** (in October) because:

- **only local NGOs** were granted access to provide humanitarian assistance. So far, de facto, access has been denied to UN agencies and international NGOs;
- it seems that many IDPs who are not registered and that there are **restrictions on freedom of movement** for IDPs from Waziristan.

**Protection of civilians** is another major worry: in many cases **IDP returns** appeared to be coerced and premature at a time of recurrent fighting in other areas (NWFP and FATA). **Access to assistance remains hindered**, both for female-headed households in that cultural environment and for the civilians who stayed behind during the conflict.

The lack of recognition by the Pakistani authorities that there is indeed a conflict situation in Pakistan and that there are humanitarian needs is still a general stumbling-block. This non-recognition of an armed conflict also supports the non-recognition of the need to apply relevant IHL rules.

It is crucial for the international community to continue insisting on application of humanitarian principles. The call to engage with Pakistan on important global issues such as counterterrorism, trade and development is clear. However, it should under no circumstances endanger humanitarian space and principles.

The humanitarian situation is likely to continue to deteriorate in the months and years ahead following military intervention in various regions. Nevertheless, if the conditions for implementing projects in accordance with humanitarian principles are not present, the Commission might have to review its strategy in Pakistan.

### **Yemen: a forgotten humanitarian crisis in a country at the centre of the world's attention**

Since the last week of 2009, following an aborted attempt by a terrorist trained in Yemen by Al-Qaida to destroy an American plane on Christmas Day, a significant level of interest has been shown in this country. However, little media attention has been paid to the humanitarian situation there. That is the paradox: a forgotten humanitarian crisis behind the headlines.

#### **Background: a forgotten but complex crisis**

Yemen is a very vulnerable country. It is the poorest state in the Arab world, with an estimated 35% of the population<sup>47</sup> below the poverty line. It faces food insecurity, widespread water scarcity and depletion of its natural resources, including oil. In recent years the government has been confronted with an intermittent armed conflict in Sa'ada in Northern Yemen, a growing southern separatist movement, clashes with the tribal groups controlling the rural areas and a resurgence of terrorist groups, including *Al-Qaida*.

Against a backdrop of poverty and political instability, the humanitarian challenges facing Yemen are multiple, including:

- natural disasters such as flooding in the eastern governorate of Hadramout in October 2008 or drought in Al Mahwit governorate;
- more than 60 000 people have arrived on boats from the Horn of Africa so far this year. The country was already hosting over 152 000 refugees, most of them Somali; and
- the current sixth war in Yemen's Northern governorate of Sa'ada which is exacerbating the political and development crises in the country. In 2009, for the first time, the Yemeni government allowed United Nations (UN) agencies to launch an appeal for international aid in response to the conflict in Sa'ada.

International organisations active in the country have country programmes encompassing humanitarian, recovery and development aspects. The overall level of humanitarian funding

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<sup>47</sup> The total population of Yemen is estimated at 23 million, of whom 45% are under 15 years of age. The crude birth rate is 42.42 births per 1 000 population.

for Yemen in 2009 was in the range of €24.6 million<sup>48</sup>. However, the extent of needs in the country exceeds current operational capacity and requires a comprehensive approach similar to other complex emergencies. To meet this challenge, a Yemen Humanitarian Response Plan for 2010 was launched by OCHA in December 2009, requesting total funding of €117 million to cover humanitarian needs.

Nevertheless, implementing capacity is hampered by insecurity. There is growing dissatisfaction with the way the government manages international aid and open tension with the local population concerning distribution of aid. Movements of humanitarian personnel are restricted, even outside the war zone in the northern part of the country. Guaranteeing humanitarian access is a precondition for any future increase in implementing capacity.

### **The sixth war in Northern Yemen**

In mid-August the sixth round of war began between Huthis rebels and national forces in the governorate of Sa'ada. Fighting spread to the neighbouring governorate of Amran. This is the worst fighting since the conflict began in 2004. The armed conflict has escalated further, spilling over into Saudi Arabia, and humanitarian workers on the ground are becoming increasingly concerned about the plight of civilians.

According to the UN, as many as 175 000 people have now been displaced by the conflict in the north of the country. For some, this is their second or third displacement. Access to Sa'ada and Al Jawf governorates remains very difficult.

The situation is steadily worsening, as the coping mechanisms of the civilians caught in the fighting and their host families are becoming exhausted. Access has yet to be guaranteed for humanitarian agencies to deliver assistance and their stocks in Sa'ada are dwindling.

On 2 September, OCHA launched a flash appeal for a total of €16 million including food aid, shelter, other essentials, camp management, water/sanitation and hygiene items.

### **ECHO's strategy in the crisis in Northern Yemen**

The main objective is to support action to protect and assist the population affected by the conflict. Since 2008, following the fifth round of fighting the EU has been supporting ICRC actions in Sa'ada in favour of IDPs and the host population.

In March 2009, the Commission adopted a funding decision releasing €1 million. Actions were taken under this decision when the conflict flared up again, allowing an immediate response to the new flows of displaced people.

In November €1 million was made available by an emergency decision to finance key aspects of the UN flash appeal that were underfunded. The emergency decision targeted three objectives:

- to provide emergency shelter and basic household items to most vulnerable IDPs, in particular in the IDP camps;
- to reduce morbidity and mortality among the population affected by the conflict, in particular children under-five, with the aid of preventive water/sanitation and hygiene (WASH) measures and by treating acute malnutrition; and

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<sup>48</sup> OCHA financing tracking system, data for 2008.

- to facilitate co-ordination of humanitarian action in Yemen. While international organisations are gearing up their humanitarian activities in Yemen, it is necessary to put in place a strong co-ordinated approach to ensure an adequate humanitarian response. The EU is the largest contributor in this sector.

The emergency decision raised the total funding available in 2009 for the conflict in Northern Yemen to €2 million.

### **West Africa: focus on the 2009 Meningitis epidemic in Niger, Chad and Nigeria**

Meningitis is a seasonal disease that spreads every year throughout the Sahel in a belt that spans from Senegal to Ethiopia. In 2009, a massive outbreak severely affected Niger, Northern Nigeria and South West Chad with many thousands of victims, mostly children, adolescents and young adults. Over 50 000 people contracted meningitis from the start of the epidemic in February 2009. Almost 3 000 people died. It was the worst outbreak in at least 5 years.

The Commission responded immediately by sending experts to evaluate the humanitarian needs and making available €4,68 million through ad hoc and emergency decisions to respond to this large scale epidemic.

The rapid vaccination of those at high risk was vital. The campaign was put into action quickly and it is estimated that 90% of targeted population was vaccinated in time. Public awareness raising in the most affected communities played a key role in this massive mobilization.

This vaccination campaign was unprecedented in its size and required the urgent mobilization of thousands of staff, doctors and nurses, as well as logisticians and cold chain specialists. A total of 8 million people between 2 and 30 years of age were immunized in Niger, Nigeria and Chad, between March and May 2009 making this the largest campaign ever.

To reach the maximum number of people at risk, hundreds of emergency medical teams went door to door vaccinating people in the most remote villages. *“We have come here today to get the vaccination. People visited our village to explain why it is important to come and get the shot. I am happy to be able to protect my family.”* says Tayo, a young beneficiary.

## **3. AID MANAGEMENT**

Humanitarian aid is often delivered in an emergency and/or situations where access to beneficiaries is difficult due to logistical or security constraints. To make sure that the best use is made of public funds under these circumstances, the Commission pursues an active relationship with its stakeholders and has put in place various monitoring and co-ordination mechanisms. Some of their key features are described below.

### **3.1. Ways and means of delivering aid**

The EU is the only humanitarian donor to have a worldwide network of field experts who play a key role in assessing the humanitarian needs and monitoring the EU-funded operations. The aid itself is implemented by a limited number of humanitarian organisations, which have

both the financial and operational capacity to manage emergency operations in often difficult circumstances.

### *3.1.1. Experts in the field*

The Commission manages its humanitarian activities from its headquarters in Brussels via a network of more than 40 field offices all over the world.

In order to meet the target set by the post-tsunami action plan of January 2005, the Commission has consolidated its network of field experts with the aim of organising multi-sectoral rapid response teams. This allows it to dispatch its field experts and programme assistants rapidly in response to new crises to carry out humanitarian needs assessments and help co-ordinate humanitarian activities in the field.

By the end of 2009, more than 100 experts and 300 local staff were in place. New field offices had been opened in Port au Prince (Haiti) and Gaza and the one in Islamabad (Pakistan) had been re-opened.

### *3.1.2. Relations with partners*

The Commission does not intervene directly on the ground, but implements its mandate by funding about 200 partners ranging from non-governmental organisations, United Nations agencies, other international organisations such as the International Committee of the Red Cross and the International Federation of the Red Cross and the Red Crescent Societies and specialised agencies of EU Member States.

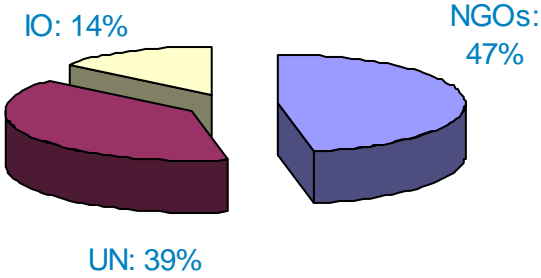
Having a diverse range of partners is important for the Commission since it allows comprehensive coverage of an ever-growing list of needs in different parts of the world and in increasingly complex situations. Grants and contributions are decided on the basis of the best proposals covering the needs of the most vulnerable beneficiaries.

Relations between ECHO and its implementing partners are governed by Framework Partnership Agreements (FPA), which define the roles and responsibilities in humanitarian operations financed by the European Union. The FPAs govern relations with both non-governmental organisations (NGO) and international organisations (IO).

In the case of United Nations agencies, the Financial and Administrative Framework Agreement between the EC and UN (FAFA) sets out the general legal framework governing relations between them in the domain of humanitarian aid.

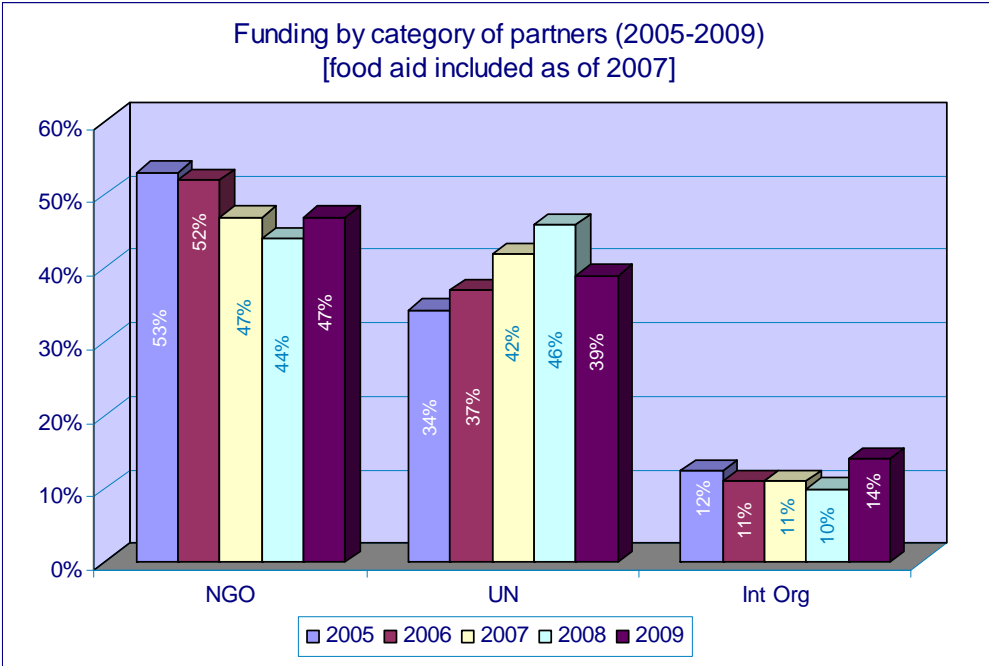
Further information on these Agreements is available on ECHO's website at: [http://EU.europa.eu/echo/about/actors/partners\\_en.htm](http://EU.europa.eu/echo/about/actors/partners_en.htm).

In 2009, the relative shares of funding for these three categories of partners were:



However, the figures from 2007 on are not entirely comparable with those for previous years, due to the creation of the humanitarian food aid budget line under which a significant portion of food aid is implemented by a small number of UN and international organisations.

In 2009, the relative shares of funding for food aid for the three categories of partners were: UN 59%, NGOs 37% and IO 4%.



### 3.2. Co-ordination of humanitarian funds

Various mechanisms are in place to ensure the co-ordination of the humanitarian funds implemented by ECHO with those of other humanitarian actors involved in response.

- Co-ordination with Member States is ensured by regular meetings with their representatives in the Humanitarian Aid Committee (HAC) which, in accordance with the Humanitarian Aid Regulation, gives an opinion on all funding decisions exceeding €2 million<sup>49</sup> before they are adopted by the Commission. In January 2009, in line with the European Consensus on Humanitarian Aid, a dedicated working group in the Council was set up to cover humanitarian and food aid issues — the ‘*Council Working Group on Humanitarian Aid and Food Aid*’ (COHAFA);
- When a disaster strikes or whilst tracking existing humanitarian operations, Commission experts also take the opportunity to keep up to date with the funds being considered or made available by other humanitarian organisations, including other donors and agencies in both the private and public sectors;
- The Commission organises annual meetings with its major partners, in particular United Nations organisations and international organisations (e.g. the Red Cross), to co-ordinate strategies and funding (‘strategic dialogue’ (SD) meetings);
- Co-ordination with NGOs is ensured via a dedicated network (VOICE) and an annual conference with partners; and
- An IT application has been developed to collect humanitarian aid contributions from EU Member States (called the ‘14-points application’). This database<sup>50</sup>, which is accessible to anyone<sup>51</sup>, gives details of the global EU (EU + Member States) humanitarian assistance provided by year and country. The system is linked to the OCHA<sup>52</sup> Financial Tracking System (FTS).

The core objective of the 14-points application is to cover all humanitarian aid contributions, whichever government department is responsible for them. The definition of what constitutes humanitarian aid — and therefore should be reported — is a difficult question and Member States have developed their own working definitions.

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<sup>49</sup> €10 million for emergency action

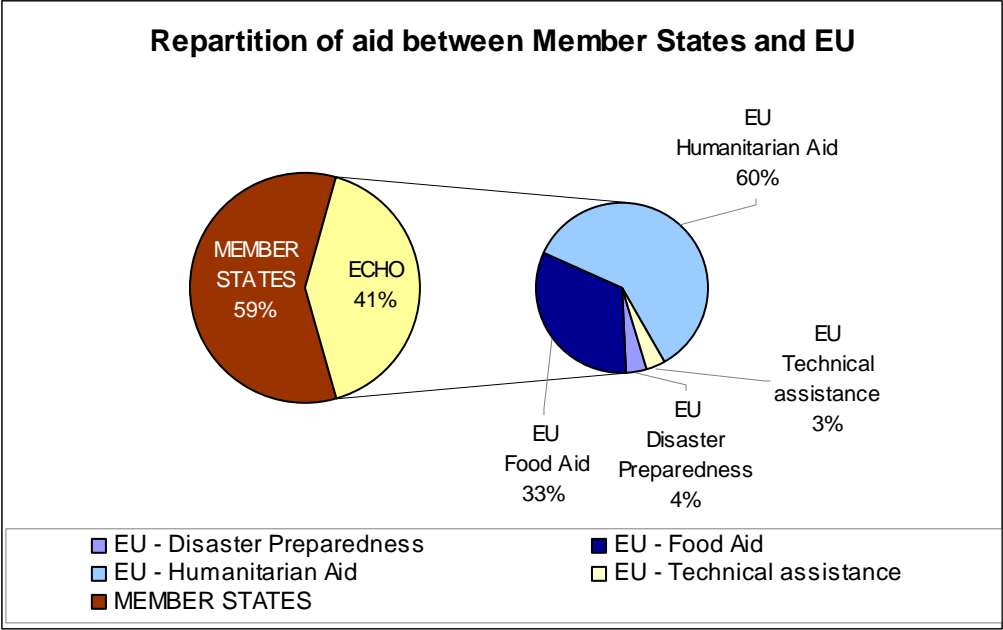
<sup>50</sup> Available since 1 January 2003

<sup>51</sup> <https://webgate.EU.europa.eu/hac>

<sup>52</sup> United Nations Office for the Co-ordination of Humanitarian Aid

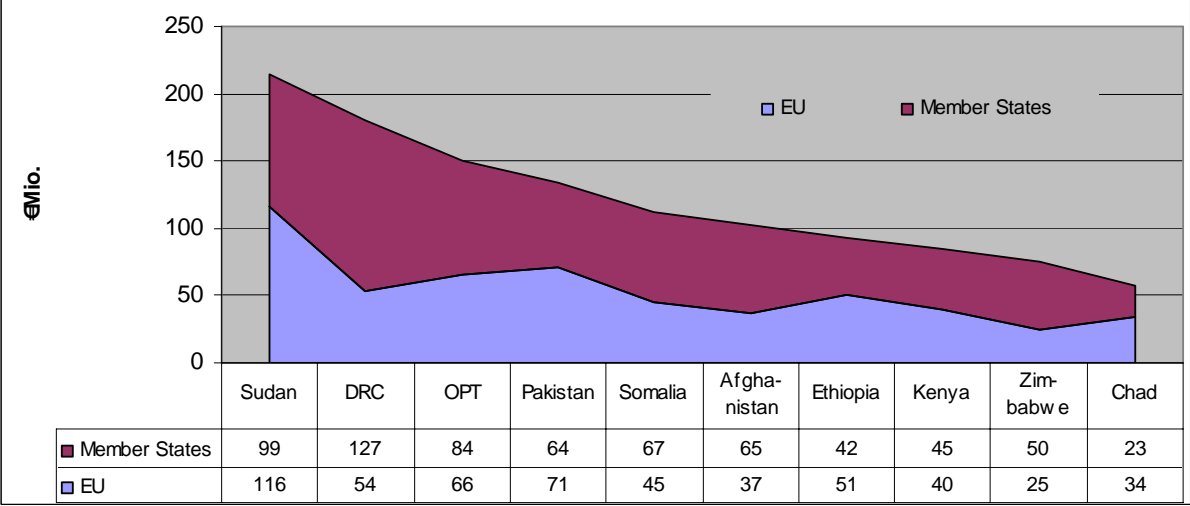


In 2009, humanitarian aid contributions totalling €2 248 million were reported in ECHO’s 14-points application, of which 59% were from Member States and 41% from EU funds.

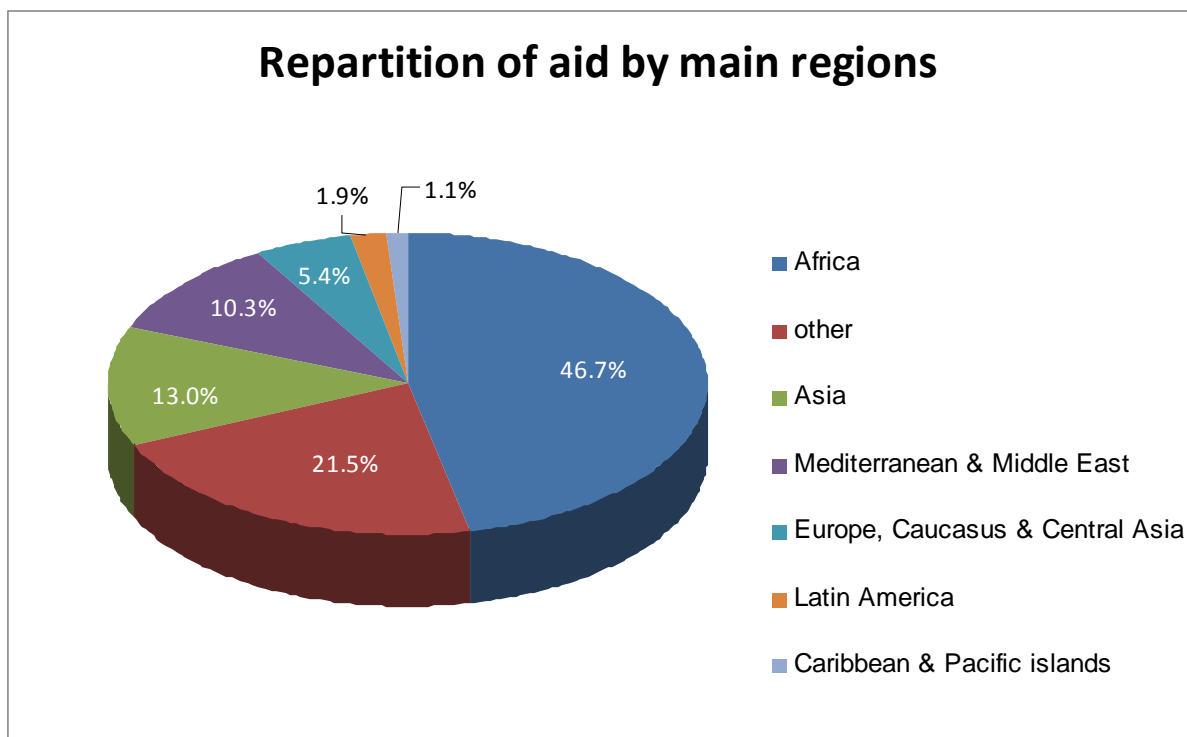


On the whole, approximately the same countries benefited from humanitarian aid from the Member States and from the EU. The two complex emergencies dating back to previous years — Sudan and the Democratic Republic of Congo — are the biggest recipients with more than one third of the total allocated to the top 10 beneficiaries.

Looking at the top 10 recipients, 70% of the funding went to African countries in 2009, with the balance going to the occupied Palestinian territories, Afghanistan and Pakistan.



Looking at the geographical breakdown of the total funding in 2009, as planned, the largest share went to African countries (46.7%), 13% to Asia and 10.3% to the Mediterranean and Middle East region. The 21.5% classified as ‘other’ stand for contributions allocated to unspecified countries, meaning mainly to UN agencies and other humanitarian aid activities.



### 3.3. Evaluations

The Commission has an evaluation function which is responsible for evaluating the activities it funds, mostly using independent evaluators. The legal basis for this activity is set out under Article 18 of the Humanitarian Aid Regulation: the Commission is required to "regularly assess humanitarian aid operations financed by the Community in order to establish whether they have achieved their objectives and to produce guidelines for improving the effectiveness of subsequent operations." Furthermore, Article 27 (4) of the Financial Regulation requires EU Institutions to undertake evaluations in line with the guidance provided by the Commission.

Each year, an indicative Evaluation Programme is established after consulting the EU Humanitarian Aid Committee. This programme is flexible and can be adapted to include evaluations not in the original programme, in response to particular events or changing circumstances.

Evaluations can cover not only reviews of operations funded by the EU, but also thematic issues and partnerships. The aim is to increase the level of co-ordination within the Commission and with EU Member States and other major donors.

#### 3.3.1. *The 2009 work programme*

The Commission continued to evaluate its major humanitarian aid programmes.

In 2009, thirteen evaluations and reviews were finalised or launched:

- nine evaluations on Food Aid, DIPECHO Caribbean, DIPECHO Central Asia, the Regional Drought Decision [Horn of Africa], Burundi, Iraq, Nepal Sahrawi refugee camps and Sahel;

- Three reviews/studies on mapping donor co-ordination at field level, gender, unit cost approach.
- A call for tenders on air transport was also launched combining elements of both evaluation and review.

These evaluations and reviews provide valuable input for further sectoral policy development and increase the effectiveness of the EU's humanitarian aid activities.

### 3.3.2. *Results from some evaluations finalised in 2009*

**Sahrawi refugee camps:** The evaluation took place between April and May 2009, focusing on the funding provided under the 2006-2008 decisions. The aim was to advise ECHO on priorities, make specific recommendations for improving the impact of its humanitarian response and provide advice on its strategy for 2009 onwards. ECHO-implemented action has had a continuous positive impact on the direct beneficiaries. It has helped to support family and community life in difficult circumstances. The food received makes a significant impact on the Sahrawi diet, as all assessments have demonstrated that the refugees continue to rely on the commodities provided. This action makes a difference ensuring that the refugees' most basic needs for food, water/sanitation, shelter and medicines are largely covered. The programme's positive impact would be increased by a strategic policy to reduce the levels of vulnerability and security by means of more stable programmes and providing buffer stocks. Responses that protect and support food security should be further based on a sound analysis, in consultation with the beneficiary population. Responses in the form of shelter take account of people's coping strategies and strengths. In the health sector, the number of players involved undermines concerted action and efforts to avoid any negative impact. Joint action, for example in schools for repairs and water/sanitation, has had an additional impact.

**Burundi:** The purpose of the evaluation was to assess the appropriateness of ECHO-implemented actions in Burundi over the period 2006–2009, in order to establish whether the objectives have been achieved, but focusing mainly on its LRRD strategy. EU assistance complied with its general objectives and responded to major humanitarian needs in the country. However, the evaluation found that one of its partners had continued with free distribution of food aid for too long, whereas food or cash for work would have been more appropriate and would have probably led to better results (regaining self-sufficiency). The repatriation and reintegration of 180 000 refugees has not led to major tension, which is considered to be a great success. Many people had feared that such a massive influx of refugees could lead to new outbreaks of violence. The main reasons justifying the presence of ECHO in Burundi are to follow up the repatriation and reintegration of the approximately 40 000 refugees still remaining in the camps in Tanzania and of approximately 15 000 refugees from 1972. At the moment, all these refugees are expected to be repatriated before the end of the year (2009). The follow-up of the reintegration process will take at least six months. The evaluation recommended that the Commission maintain a presence in Burundi until at least the end of 2011. This will also allow for an alert for the elections in 2010, which some fear might lead to new violence. The integrated approach to repatriation and reintegration should continue to be employed. Together with other stakeholders, the Commission should also address the problem of the refugees from 1972 who have remained without access to land.

**DIPECHO programme in the Caribbean:** Since 1999, ECHO has implemented six DIPECHO Action Plans in the Caribbean, supporting 66 projects implemented by twenty one different NGOs, UN agencies, academic institutions and government bodies. The evaluation covering the last two Action Plans running between 2006 and 2009 concluded that they have had a significant impact on the lives of poor communities in vulnerable areas of the region. For example, the four hurricanes that hit the island of *La Gonave* during August and September 2008 were reported to have caused six deaths in target communities, compared with more than twenty-four during similar events in 2006. Action plans are relevant given the high-risk nature of the region and the focus on addressing needs of vulnerable people in the highest-risk communities. This was reinforced by the severe flooding which occurred during the time frames of the action plan, affecting all the communities covered by the project in Haiti and the Dominican Republic. DIPECHO is, therefore, relevant to communities. Moreover, DIPECHO remains relevant, even essential, in that it is one of the very few funding sources for DRR initiatives in the region that targets the community level.

Further details of the evaluations carried out can be found on ECHO website at [http://ec.europa.eu/echo/policies/evaluation/introduction\\_en.htm](http://ec.europa.eu/echo/policies/evaluation/introduction_en.htm)

### **3.4. Control of use of funds**

#### *3.4.1. Internal control*

Correct implementation of EU-funded operations is ensured by several layers of checks at various stages of the project cycle from humanitarian operations. The main aspects of the control strategy developed by the Commission, its supervision and monitoring procedures and the ex-ante and ex-post controls are described below including:

- Strict selection and quality control mechanisms for partners under the Framework Partnership Agreement (FPA) signed with NGOs and International organisations<sup>53</sup> that define the financial credentials and expertise required of implementing partners, combined with both regular and ad hoc assessments of FPA partners in order to ensure that these requirements are met continuously. Financial management and control requirements for UN bodies are defined in the EU-UN Financial Administrative Framework Agreement (FAFA);
- Project monitoring by a network of field experts (technical assistants) worldwide. These specialists are based in the field in order to facilitate operations funded by the EU, regardless where, and maximise their impact. They closely monitor projects and write regular reports. In order to enhance the rapid reaction capacity and monitoring of operations, the number of field experts has gradually been increased in recent years. Currently about 100 field experts are based in the various field offices;
- Regular field visits to projects by geographical desks, auditors and management;

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<sup>53</sup> Mainly IFRC, ICRC and IOM

- An obligation for the partners to provide reports after the end of the operations to justify their expenses;
- A thorough analysis of these reports and checks of eligible expenditure by both the operational and financial desk officers. Various procedures, such as check-lists and double checking, have been set up to ensure that all financial transactions are in line with the financial rules, comply with sound financial management and are recorded correctly in the accounting system. Expenditure which is not sufficiently supported in final reports is disallowed and deducted from the final payment;
- Approximately ten evaluations are undertaken on average each year, focusing on major country operations (i.e. operations receiving funding totalling about €50 million and which have not been evaluated in the last three years), partners and thematic issues. The results of these evaluations can be found on ECHO's website at [http://ec.europa.eu/echo/policies/evaluation/introduction\\_en.htm](http://ec.europa.eu/echo/policies/evaluation/introduction_en.htm);
- EU-funded activities implemented by external (partners and contractors) are subject to a financial audit. The audit strategy is based on a two-track approach: audits are performed both at partners' headquarters on a cyclical basis for finalised projects and in the field for ongoing projects.

In 2009, five members of ECHO's audit team and a budget of €2.5 million for contracts with external auditors were allocated to audits.

In 2009, 53 audits were performed at headquarters; 47 field audits were finalised on projects under way; 8 office audits were carried out and 4 humanitarian procurement centres were assessed.

Audit recommendations are a valuable channel for feed back for improvements to partners' reporting systems. Furthermore, audit findings on the eligibility of expenditures are analysed by Commission officials and appropriate follow-up action is taken, such as recovery of funds.

- ECHO also has an internal audit capability (IAC), which provides an independent and objective opinion on the quality of the internal control systems and helps the Director-General and management to control risks and monitor compliance.

The checks listed above should not be seen in isolation. Each of them contributes to providing overall reasonable assurance on the legality and regularity of the transactions.

#### 3.4.2. *External control*

The Commission's operations and its financial management in the field of humanitarian assistance are further audited by the Internal Audit Service (IAS) of the European Commission and the European Court of Auditors.

The task of the Internal Audit Service is to audit the internal control systems that exist within the European Commission. In its 2008 annual Internal Audit Report, the IAS reported on implementation of the FAFA. In 2009, the IAS also audited the financial management of food assistance and endorsed without reservation, the internal control systems audited.

The European Court of Auditors audits the EU's finances. Its observations and recommendations are published in its annual report and in special reports to the European Parliament and the European Council.

For the 2008 financial year, the European Court of Auditors concluded that key internal controls of the Commission in relation to humanitarian aid were effective except for the internal audit capability which had only just been set-up that year. The Court nevertheless noted that 2008 was a transitional year for the IAC and that the full benefit of the new set-up was expected in 2009.

All Commission departments are accountable to the European Parliament and the Council, notably in annual reports giving details of their activities. Their budget management is also continuously audited by the Court of Auditors, which reports to Parliament and the Council. Every year, the Parliament and Council give their opinion on the discharge of past budgets.

Finally, the specialised committees of the budget authority exercise control over financial management in EU bodies and organise yearly hearings with the Commissioners concerned before deciding on the discharge of the Commission.

### **3.5. Co-operation with humanitarian aid's stakeholders**

As in previous years, the Commission maintained an active relationship in the humanitarian area with other EU institutions, Member States and international organisations and continued to promote respect for international humanitarian law and humanitarian principles (humanity, impartiality, non-discrimination and neutrality), particularly in relation to developments under the Common Foreign and Security Policy. It also ensured that the necessity to respect the humanitarian space during emergencies was duly taken into account in the European and international debate.

### **3.6. Visibility and communication**

The broad objective of the Commission's communication work on humanitarian issues is to **boost understanding, both in Europe and in countries where Commission-funded humanitarian operations are implemented**, of the practical contribution made by humanitarian aid to the EU's commitment to solidarity with the world's most vulnerable people. The high profile and rapidly moving environment of humanitarian aid means that media-oriented activities are central to the strategy. The EU is collectively the world's largest relief donor, with the Commission managing the majority of EU funding in this area. It, therefore, plays a leadership role in communicating the underlying values of European humanitarian aid. EU citizens strongly support action at European level to help crisis victims. Humanitarian aid policy therefore offers a continuing opportunity for the Commission to 'connect' positively with citizens. Effective communication with young people, who are generally more receptive, could have longer-term humanitarian benefits.

Printed publications were issued, including leaflets on protection of the humanitarian space, thematic leaflets entitled "From Relief to Development", ECHO Flight, "Humanitarian Aid at a Glance", a brochure for children, photo-albums, postcards and calendars.

Audiovisual items were produced such as reports and images featuring ECHO-implemented actions in crisis zones.

Other communication products included press releases, eye-witness accounts published on the ECHO part of the Commission website, new country-specific web sections, an annual review and a range of other publications.

Joint communications campaigns were carried out with major institutional partners such as (1) WFP, with the broadcast of a film on EU-financed WFP activities in Nepal; (2) UNHCR, with a cinema spot in Greece, Ireland and the Netherlands; (3) Save the Children, with a repeat of the UK festivals campaign; and (4) WHO/UNICEF/ACF, with a joint communication campaign on mid-upper arm circumference as a measurement of malnutrition following new WHO standards.

Other events were also organised, such as (1) integrated awareness-raising campaigns in Cyprus and Northern Italy; (2) profile-raising in the 2009 "*Tour de France humanitaire*"; (3) the Brussels' round table on the impact of climate change on humanitarian aid; and (4) the ISDR global platform for disaster risk reduction in Geneva.

### **3.7. Security and safety issues**

Humanitarian aid organisations operate in difficult environments, typified by unpredictability, volatility, insecurity and problems with gaining access to the people affected. These conditions combined with the fact that operations are carried out by third parties (ECHO's partners) make achievement of policy objectives a challenging task. This explains why security is a high priority for the Commission.

During 2009, a significant number of violent acts were committed, directly or indirectly, against humanitarian aid workers. In particular, there has been an upward trend in the number of incidents involving national/local NGO staff. These security incidents continued to undermine the operational efficiency and effectiveness of humanitarian partners. Fortunately, no significant security-related incidents involving Commission headquarters or field staff were recorded despite the increasing number of missions to hostile environments such as Afghanistan, Colombia, Haiti or Sri Lanka and the new Commission deployments in high-risk countries and areas, such as the Gaza Strip and Pakistan. An increase in the number of criminal acts against Commission staff in the field such as burglaries and break-ins was, nevertheless, reported during 2009.

In this context, the Commission continued its efforts to improve the overall security of humanitarian aid personnel – be they Commission or partners' staff in the field – in order to adapt an increasingly volatile and insecure environment. The Commission has established its own comprehensive security policy, taking into account the specific of delivery of humanitarian aid.

To respond to the growing security threats, the Commission set up a security team for DG ECHO at the end of 2008. The overall purpose is to develop and implement the security policies and procedures for relevant staff at headquarters and in the field, within the Commission's security framework.

Cooperation and co-ordination with other Commission departments, other EU institutions and leading stakeholders are also essential in order to deliver effective security solutions. On security-related issues, relations within the Commission and with the Security office of the

Council, UNDSS<sup>54</sup>, ICRC and NGOs' security set-ups are therefore primarily the responsibility of the Security team.

Finally, specific security plans were produced during the year for all ECHO Offices in the field. The security coordinator provided advice and support on a wide range of issues such as protective security measures, and security plans for field offices in high-risk areas. A permanently manned security system ensured non-stop 24/7/365 support for security crises. The Commission also promoted its security arrangements in seminars and fora organised by international organisations and NGOs.

### **3.8. Training**

The EU finances networks and training in the humanitarian field.

One example is NOHA, the first network of universities at European level dealing with development of education on humanitarian action. It seeks greater professionalism among humanitarian workers by providing a solid intellectual grounding and developing sound concepts and principles that would, in turn, lead to "good practice". It also contributes to greater awareness of humanitarian issues among the broader public and policy-makers. It has been a model for other quality networks.

The NOHA Master's programme is an inter-university, multidisciplinary postgraduate programme launched in 1993 that provides high-quality education and professional skills for personnel working or intending to work in the area of international humanitarian assistance. NOHA takes an interdisciplinary approach, linking theory, practice, participatory learning and case-based analyses.

NOHA was developed jointly by the European Commission under the auspices of the Socrates/Erasmus programme. The NOHA Master's programme is the first of its kind in the world, bringing together seven universities from all over Europe.

The objectives pursued by this training are:

- to pool academic resources and cultural traditions in order to accommodate diverse individual, academic and employment needs in the field of humanitarian action;
- to provide the academic and professional profiles and skills for personnel working in the field of international humanitarian action;
- to train a team of professionals in the field of humanitarian action who are able to share their experience world-wide and harness Europe's potential for innovation and social and economic development;
- to contribute to the quality and visibility of higher education in Europe by implementing a well-defined joint Masters programme in seven universities which responds to an academic and professional profile within a common framework of comparable and compatible qualifications in terms of profile, learning outcomes, skills, workload and level (comparable level of intellectual academic endeavour); and
- to become a world reference as a quality education and training system in the field of humanitarian action offering a programme open to graduates and scholars from third

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<sup>54</sup> United Nations Department of Safety and Security



countries which allows mobility between the institutions in the NOHA network and leads to a joint Master's degree in humanitarian action.

Administration and organisation of the NOHA programme are entirely in the hands of the universities participating. Further information on this training is available at <http://www.nohanet.org>.

## 4. ANNEXES

### 4.1. Introduction to financial tables

ECHO implements the part of the EU's general annual budget that is allocated to humanitarian aid. Over the last five years, an average of €793 million per year has been committed to humanitarian aid.

#### Sources of funds for humanitarian assistance

On the whole, the Commission has two sources of funding for humanitarian assistance:

- The **general EU budget**. Humanitarian aid falls under Title 23 of the budget, which is divided into four lines:
  - the main one which covers humanitarian operations;
  - a line which covers food aid activities from 1 January 2007;
  - a line which covers operational support and disaster preparedness operations; and
  - a line for support expenditure.
- The **European Development Fund** which is used for ACP countries.

To be able to respond rapidly to specific aid requirements created by events which could not have been foreseen when the budget was established, the Commission may also call on an Emergency Aid Reserve (Title 40). To mobilise this Emergency Aid Reserve, a trilateral agreement between the Commission, the Council and Parliament has to be obtained. In the case of ACP countries, the Commission also draws on financial resources available under the European Development Fund (EDF), which has a provision for emergency and humanitarian aid.

In recent years, the humanitarian assistance budget has systematically been topped up, either by the Emergency Aid Reserve (EAR), or by transfers from other budget lines under the 'external aid' heading or, in the case of ACP countries, by using resources from the European Development Fund (B-envelope), ranging from €71 million in 2001 to €187 million in 2008.

In practice, the Commission applies the same principles and guidelines to aid financed from the EDF and to aid from the general budget. It uses the Framework Partnership Agreement for operations funded from either source.

## 4.2. Financial tables

### 1. Budget and decisions for Humanitarian Aid 1993-2009 (in €'000)

YEAR	BUDGET COMMISSION (1)				Total	EDF	TOTAL BUDGET (Com Appr.)	COMMITTED FUNDS	Implementation rate
	Humanitarian Aid	Food Aid	Reinforcements Em. Aid Res.	Other					
1993	171,400		209,000	136,010	516,410	90,180	606,590	604,800	99.7%
1994	266,000		212,000	21,200	499,200	263,770	762,970	764,100	100.1%
1995	256,000		254,500	132,000	642,500	46,455	688,955	694,100	100.7%
1996	321,500		324,000	13,970	659,470	10,380	669,850	656,700	98.0%
1997	315,100		0	122,720	437,820	7,420	445,240	441,600	99.2%
1998	325,100		150,000	5,113	480,213	37,387	517,600	517,642	100.0%
1999	330,850		346,000	50,000	726,850	83,432	810,282	812,910	100.3%
2000	471,050		(2) 0	21,410	492,460	2,850	495,310	491,715	99.3%
2001	473,000		40,000	10,000	523,000	20,750	543,750	543,704	100.0%
2002	441,845		80,000	0	521,845	17,475	539,320	537,790	99.7%
2003	441,690		100,000	44,910	586,600	14,105	600,705	600,349	99.9%
2004	490,000		0	28,184	518,184	52,228	570,412	570,342	100.0%
2005	495,500		130,000	5,156	630,656	23,170	653,826	652,499	99.8%
2006	495,729		140,000	7,561	643,290	28,060	671,350	671,007	99.9%
2007	514,400	217,760	0	8,854	741,014	28,200	769,214	768,530	99.9%
2008	528,020	223,251	177,000	10,477	938,748	0	938,748	936,642	99.8%
2009	547,026	230,025	110,000	7,317	894,368	37,325	931,693	930,450	99.9%
<b>TOTAL 1993-2009</b>	<b>6,884,210</b>	<b>671,036</b>	<b>2,272,500</b>	<b>624,882</b>	<b>10,452,628</b>	<b>763,187</b>	<b>11,215,815</b>	<b>11,194,880</b>	<b>99.8%</b>
<b>AVERAGE YEARS 1993-2009</b>	<b>404,954</b>	<b>223,679</b>	<b>133,676</b>	<b>36,758</b>	<b>614,860</b>	<b>44,893</b>	<b>659,754</b>	<b>658,522</b>	<b>99.8%</b>
<b>AVERAGE LAST 5 YEARS</b>	<b>516,135</b>	<b>223,679</b>	<b>111,400</b>	<b>7,873</b>	<b>769,615</b>	<b>23,351</b>	<b>792,966</b>	<b>791,826</b>	<b>99.9%</b>

(1) Total of chapter B7-21 (lines 210A,210,214,217,219) - As of 01.01.2004 (23.0104 & 23.0201, 23.0202 and 23.0203)

(2) Part of the emergency reserve was transferred to the budget line B7-210. The emergency reserve (line B7-910) was reduced from 346 MEUR in 1999 to 203 MEUR in 2000 and the budget in chapter B7-21 was increased by 140 MEUR. It is important to note that the budget was not increased - it was only an increase of the chapter B7-21 (humanitarian aid) with a corresponding decrease in the chapter B7-91 (emergency aid reserve)

## 2. Sources and use of funds

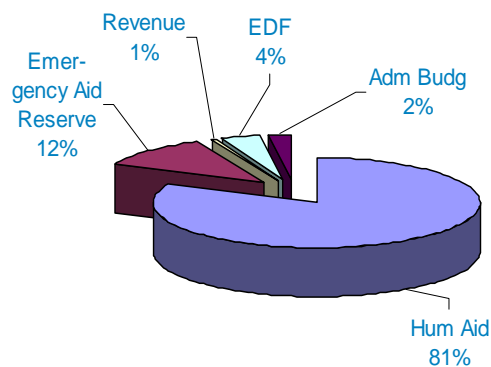
The total committed under the 2009 budget for operational and support expenditure by the end of the year was **€30 million**. The commitments were subdivided into the following categories of expenditure:

- €21 million for operational expenditure. Funds for humanitarian aid operations were drawn from four sources :
  - €71 million from the main budget line for humanitarian aid (23.0201);
  - €80 million from the budget line for food aid (23.0202);
  - €3 million from the budget line for disaster preparedness (23.0203);
  - €7 million from the 10th EDF (02.10.21.20); plus
- € million for support expenditure (ex BA line – 23.0104).

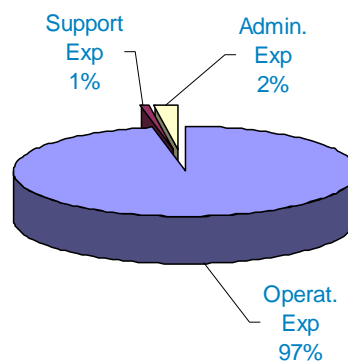
The budget for administrative expenditure, relating to humanitarian aid policy for 2009 was €20 million, which brings the total spent on humanitarian assistance (administrative expenditure included) in 2009 to €50 million. Out of the total funds allocated by the Commission for humanitarian aid, 97% are used directly to fund humanitarian aid operations, the balance being used for support expenditure (1%) and administrative expenditure (2%).

The sources and use of funds are illustrated below:

**Funding sources**



**Categories of expenditure**



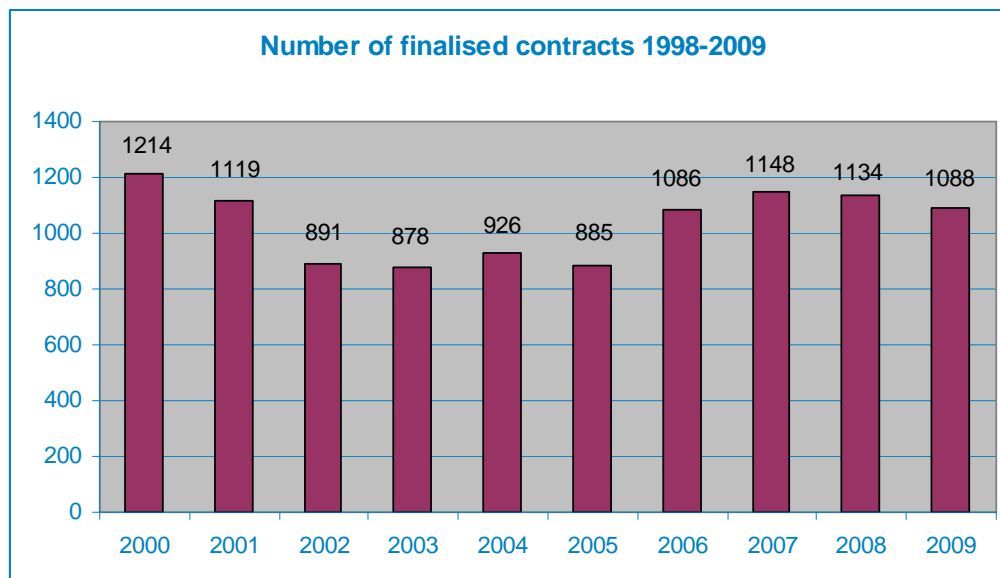
### 3. Contracts finalised by ECHO in 2009

Individual legal commitments are made on the basis of global commitments (funding decisions). They fall into four main categories:

- Grants or contributions for humanitarian aid operations – FPA<sup>55</sup> or FAFA<sup>56</sup> contracts;
- Grants for studies and training (including NOHA);
- Service contracts for audits, evaluation, information, communication, etc.
- Commitments for experts and imprest accounts where each individual commitment can cover several underlying commitments (contracts for experts, insurance, various expenditures for the imprest account, etc.).

In 2009, **1 088 individual legal commitments** were signed<sup>57</sup> adding up to a total of €844 million.

The table below shows the trend in contracts over the last 10 years.



<sup>55</sup> Framework Partnership Agreement

<sup>56</sup> EC/UN Financial and Administrative Framework Agreement

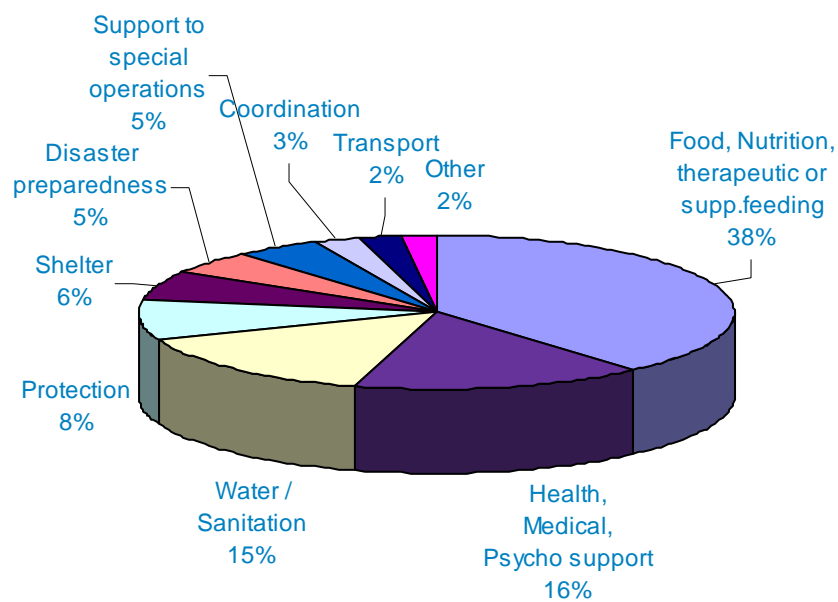
<sup>57</sup> Commission's Budget: Operational and Support Expenditure + EDF resources

#### 4. Sectoral breakdown of activities

The sectoral breakdown is based on the main area of activity covered by each grant or contribution agreement signed by ECHO.

The largest share of funding (38%) is for food and nutrition, mainly under the specific food aid budget line but also for agreements under the main budget line which have a substantial food component.

Health and medical support (16%) and water/sanitation (15%) are the other main areas of activity.



**5. Geographical breakdown of funding decisions, 2003-2009 – Global overview**

Country/Region	2004	2005	2006	2007	2008	2009
<b>Africa</b>	<b>301,555,000</b>	<b>247,716,500</b>	<b>322,060,000</b>	<b>422,760,000</b>	<b>551,847,000</b>	<b>506,410,000</b>
<b>SUDAN &amp; CHAD</b>	<b>103,000,000</b>	<b>59,000,000</b>	<b>111,500,000</b>	<b>140,950,000</b>	<b>197,000,000</b>	<b>149,600,000</b>
Chad	12,000,000	14,000,000	14,500,000	30,500,000	30,000,000	34,000,000
Sudan	91,000,000	45,000,000	97,000,000	110,450,000	167,000,000	115,600,000
<b>HORN of AFRICA</b>	<b>48,088,000</b>	<b>40,120,000</b>	<b>64,050,000</b>	<b>77,673,950</b>	<b>167,897,000</b>	<b>173,475,000</b>
Djibouti					1,400,000	
Eritrea	1,000,000	4,620,000	6,000,000	6,000,000	4,000,000	3,000,000
Ethiopia	6,998,000	4,500,000	5,000,000	20,000,000	39,700,000	51,000,000
Kenya	3,850,000	2,000,000	9,050,000	9,000,000	23,500,000	40,000,000
Somalia	9,150,000	9,000,000	10,000,000	18,000,000	43,797,000	45,000,000
Uganda	18,620,000	14,000,000	19,000,000	24,673,950	25,500,000	24,475,000
Regional Drought Decision			15,000,000		30,000,000	10,000,000
Echo-Flight <sup>(1)</sup>	8,470,000	6,000,000				
<b>CENTRAL AND SOUTHERN AFRICA, INDIAN OCEAN</b>	<b>107,690,000</b>	<b>98,750,000</b>	<b>103,250,000</b>	<b>139,900,000</b>	<b>126,200,000</b>	<b>115,035,000</b>
Angola	8,800,000	2,000,000	3,000,000			
Cameroon					2,000,000	
Burundi <sup>(2)</sup>	18,990,000	17,000,000	17,000,000	19,500,000	27,500,000	22,000,000
Central African Republic	470,000			8,000,000	7,800,000	2,000,000
Congo-Brazzaville	2,000,000	2,000,000				2,000,000
Congo (D. R.)	40,000,000	38,000,000	43,000,000	42,500,000	45,550,000	45,000,000
Gabon						
Madagascar	2,000,000	500,000		5,380,833	1,500,000	2,800,000
Malawi		5,000,000				

Country/Region	2004	2005	2006	2007	2008	2009
Mozambique — Botswana			2,000,000	7,000,000		
Namibia	1,000,000				350,000	
Tanzania	14,900,000	13,500,000	16,050,000	12,000,000		
Zambia	2,000,000	3,500,000	2,200,000	2,000,000		1,500,000
Zimbabwe	15,000,000	15,000,000	12,000,000	30,200,000	25,000,000	25,000,000
Regional — Southern Africa	2,000,000	1,750,000		5,819,167		5,500,000
Regional — South-East Africa					3,500,000	
Regional — Great Lakes			1,000,000			
DIPECHO — South-East Africa					5,000,000	735,000
Echo-Flight (1)	530,000	500,000	7,000,000	7,500,000	8,000,000	8,500,000
(1) Echo-flight was used mostly for Air Operations in the Horn of Africa but as of 2001 also for Air Operations in Central Africa. From 2006, it is only used in Central Africa. For the years up to 2003 a detailed breakdown by region was not available in the funding decision and the breakdown for these years is therefore indicative.						
(2) The regional decisions in 2008 & 2009 for Burundi/Tanzania include the assistance to Burundese refugees in Tanzania and have been included under <Burundi>.						
<b>WEST AFRICA</b>	<b>25,300,000</b>	<b>38,550,000</b>	<b>41,650,000</b>	<b>47,926,050</b>	<b>39,100,000</b>	<b>51,450,000</b>
Benin		1,050,000				
Burkina Faso						
Guinea					1,300,000	
Guinea Bissau			1,000,000		500,000	
Liberia — Ivory Coast — Nigeria	25,300,000	29,200,000	26,500,000	19,100,000	16,600,000	13,550,000
Mali — Niger — Mauritania		8,300,000	12,000,000	240,000	2,000,000	1,900,000
Senegal				1,086,050		
Regional — Sahel				25,500,000	15,700,000	31,000,000
Regional — West Africa (including Epidemics)			2,150,000	2,000,000	3,000,000	5,000,000

Country/Region	2004	2005	2006	2007	2008	2009
<b>Eastern Europe, Caucasus, Mediterranean, Middle East</b>	<b>93,205,000</b>	<b>87,587,000</b>	<b>183,950,000</b>	<b>124,897,118</b>	<b>152,635,000</b>	<b>121,775,000</b>
<b>MEDITERRANEAN &amp; MIDDLE EAST</b>	<b>48,855,000</b>	<b>48,887,000</b>	<b>144,900,000</b>	<b>99,090,000</b>	<b>124,860,000</b>	<b>109,475,000</b>
Algeria						
Iraq crisis				17,800,000	30,000,000	20,000,000
Morocco	975,000					
Palestinian Territories	37,350,000	34,000,000	84,000,000	60,000,000	73,260,000	66,000,000
Palestinian refugees (Lebanon, Jordan, Syria)		2,576,000	50,000,000	10,300,000	9,500,000	10,000,000
Yemen	2,530,000	3,000,000		990,000	2,100,000	2,500,000
Western Sahara (Sahrawi)	8,000,000	9,311,000	10,900,000	10,000,000	10,000,000	10,975,000
<b>EUROPE, CAUCASUS &amp; CENTRAL ASIA</b>	<b>44,350,000</b>	<b>38,700,000</b>	<b>39,050,000</b>	<b>25,807,118</b>	<b>27,775,000</b>	<b>12,300,000</b>
Caucasus (Chechnya crisis)	28,500,000	26,300,000	26,000,000	20,807,118	11,000,000	6,000,000
Georgia	4,000,000	2,000,000	2,000,000	2,000,000	8,000,000	4,000,000
Moldova, Republic of				3,000,000	700,000	
Mongolia	1,000,000	900,000				
Tajikistan	8,350,000	6,000,000	5,000,000		750,000	300,000
DIPECHO — Central Asia	2,500,000	3,500,000	6,050,000		7,325,000	2,000,000



Country/Region	2004	2005	2006	2007	2008	2009
<b>Asia, Latin America</b>	<b>134,523,630</b>	<b>267,445,370</b>	<b>118,491,305</b>	<b>157,365,678</b>	<b>192,327,000</b>	<b>231,325,000</b>
Tsunami	169,630	122,830,370				
<b>SOUTH ASIA</b>	<b>67,284,000</b>	<b>84,000,000</b>	<b>56,300,000</b>	<b>87,555,000</b>	<b>94,257,000</b>	<b>157,500,000</b>
Afghanistan (Afghan conflict, including aid for victims in Iran & Pakistan)	35,160,000	20,000,000	22,500,000	27,000,000	34,800,000	37,000,000
Pakistan		48,000,000	1,000,000		1,500,000	70,500,000
Iran	7,661,000					
Bangladesh	5,763,000			9,925,000	20,501,000	13,000,000
India	3,000,000		6,000,000	2,630,000	5,990,000	7,000,000
Nepal — Bhutan	4,000,000	6,000,000	7,800,000	6,000,000	7,966,000	6,000,000
Sri Lanka	6,500,000	4,000,000	12,000,000	15,000,000	19,000,000	14,000,000
Regional (India, Nepal, Bangladesh)				19,500,000	4,500,000	
DIPECHO — South Asia	5,200,000	6,000,000	7,000,000	7,500,000		10,000,000
<b>SOUTH EAST &amp; EAST ASIA</b>	<b>48,870,000</b>	<b>38,415,000</b>	<b>37,591,305</b>	<b>29,745,695</b>	<b>64,000,000</b>	<b>45,500,000</b>
Burma — Myanmar — Thailand	19,720,000	16,500,000	15,700,000	19,000,000	39,000,000	18,500,000
Cambodia	3,500,000	2,000,000				
China	2,000,000				2,000,000	
East Timor	250,000	2,500,000	3,000,000	3,000,000	2,000,000	
Indonesia	3,500,000	2,000,000	9,867,000	1,600,000	2,000,000	4,500,000
Laos	1,500,000	1,200,000				1,500,000
North Korea	16,750,000	13,715,000	8,000,000	2,000,000		
Philippines	1,650,000	500,000	564,305	2,145,695	6,500,000	12,000,000
Vietnam			460,000	2,000,000		
Vietnam — Cambodia — Laos					2,500,000	9,000,000
DIPECHO — South East Asia					10,000,000	

Country/Region	2004	2005	2006	2007	2008	2009
<b>LATIN AMERICA</b>	<b>18,200,000</b>	<b>22,200,000</b>	<b>24,600,000</b>	<b>40,064,983</b>	<b>34,070,000</b>	<b>28,325,000</b>
Bolivia			1,000,000	1,000,000	3,000,000	
Colombia	8,500,000	12,000,000	12,000,000	13,000,000	12,500,000	12,000,000
Cuba	1,000,000					2,000,000
Ecuador			1,000,000		2,000,000	
Guatemala			2,600,000			1,325,000
Honduras				500,000	1,000,000	
Honduras — Guatemala					1,170,000	
Nicaragua				6,000,000		
Paraguay				1,500,000	1,400,000	
Peru				10,064,983	1,000,000	
Regional — Central America		5,700,000	2,000,000			1,000,000
Regional — South America	2,700,000				2,000,000	
DIPECHO — Andean Communities / Peru		4,500,000		6,500,000		2,000,000
DIPECHO — South-East and Central America	6,000,000		6,000,000	1,500,000	10,000,000	10,000,000
<b>CARIBBEAN</b>	<b>17,477,000</b>	<b>11,096,500</b>	<b>1,610,000</b>	<b>15,760,000</b>	<b>21,650,000</b>	<b>14,000,000</b>
Bahamas	480,000					
Comoros		1,100,000				
Dominican Republic	1,600,000		250,000		250,000	
Grenada	2,250,000					
Haiti	11,197,000		160,000	4,500,000	16,000,000	7,000,000
Jamaica	1,200,000					
St Vincent & Grenadines	750,000					
Suriname			700,000		400,000	
Regional — Caribbean		6,496,500	500,000	7,260,000	5,000,000	
DIPECHO — Caribbean		3,500,000		4,000,000		7,000,000

Country/Region	2004	2005	2006	2007	2008	2009
<b>PACIFIC</b>		<b>200,000</b>		<b>550,000</b>		<b>2,850,000</b>
Solomon Island				550,000		
Papua New Guinea		200,000				650,000
Regional — Pacific						700,000
DIPECHO — Pacific						1,500,000

<b>THEMATIC FUNDING / CAPACITY BUILDING</b>	<b>19,430,000</b>	<b>20,500,000</b>	<b>19,500,000</b>	<b>27,500,000</b>	<b>2,534,000</b>	<b>25,200,000</b>
Protection of refugees (UNHCR)		5,000,000	4,000,000			
Response co-ordination strengthening (OCHA)	4,000,000	4,000,000	3,000,000	3,500,000		1,770,000
Protection of victims of armed conflicts (ICRC)		4,000,000	3,000,000			
Protection of children and women (UNICEF)	2,000,000		1,800,000	1,500,000		4,800,000
Preparedness and response capacity to hum. crises (UNICEF)	5,430,000		4,200,000	4,500,000		
Humanitarian logistic capacities/Response (WFP)				4,300,000		4,830,000
Emergency Shelter Cluster (UNHCR)				900,000		
Response to Natural Disasters (IFRC)		3,500,000		4,000,000		4,500,000
Support Health Emergencies (WHO)	3,500,000	4,000,000		4,300,000		4,300,000
Assessing Emergency Needs in food security (WFP)	4,500,000		3,500,000	4,500,000	2,534,000	980,000
Food security response (FAO)						4,020,000
<b>DREF DECISION</b>					<b>2,000,000</b>	
<b>GRANTS AND SERVICES</b>			<b>1,000,000</b>	<b>1,400,000</b>	<b>2,300,000</b>	<b>4,500,000</b>

<b>OTHER EXPENDITURE</b>	<b>21,628,000</b>	<b>29,250,000</b>	<b>26,005,667</b>	<b>34,607,038</b>	<b>32,998,941</b>	<b>41,239,710</b>
<b>Experts</b>	13,500,000	18,750,000	14,350,000	20,500,000	19,670,000	19,600,000
<b>Regional Imprest Accounts — Regional offices <sup>(3)</sup></b>	1,800,000	4,000,000	4,650,000	4,900,000	5,330,000	12,500,000
<b>Support Expenditure (audit, evaluation, information, etc)</b>	6,328,000	6,500,000	6,188,894	8,900,262	7,812,327	8,575,485
<b>Use of re-assigned revenue</b>			816,773	306,776	186,614	564,225

(3) Until 2008, the budget for the Imprest accounts for a country/region was often part of the country funding decisions. As of 2009, all these budgets are consolidated in 1 funding decision.

<b>BUDGET IMPLEMENTATION 2004-2009</b>	<b>570,341,630</b>	<b>652,498,870</b>	<b>671,006,972</b>	<b>768,529,834</b>	<b>936,641,941</b>	<b>930,449,710</b>
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## 6. Funding decisions for humanitarian aid in 2009 (by country/area in decision)

Country/sub-region	Decisions in €
<b>AFRICA, CARIBBEAN, PACIFIC</b>	<b>497,175,000</b>
Burundi (+refugees in Tanzania)	22,000,000
Central African Republic	2,000,000
Chad	34,000,000
Congo	2,000,000
Congo (Democratic Republic)	53,500,000
Eritrea	3,000,000
Ethiopia	51,000,000
Haiti	7,000,000
Kenya	40,000,000
Liberia	12,000,000
Madagascar	2,800,000
Niger	1,900,000
Nigeria	1,550,000
Papua New Guinea	650,000
Sahel	31,000,000
Somalia	45,000,000
Sudan	115,600,000
Uganda	24,475,000
Zambia	1,500,000
Zimbabwe	25,000,000
Regional West Africa	5,000,000
Regional Pacific	700,000
Regional Southern Africa	5,500,000
Regional Drought Preparedness	10,000,000

Country/sub-region	Decisions in €
<b>EASTERN EUROPE / CAUCASUS</b>	<b>10,300,000</b>
Georgia	4,000,000
Northern Caucasus (Chechnya crisis)	6,000,000
Tajikistan	300,000
<b>MIDDLE EAST/NORTH AFRICA</b>	<b>109,475,000</b>
Western Sahara (Sahrawi)	10,975,000
Iraq crisis	20,000,000
Middle East (Palestinian population)	66,000,000
Middle East (Lebanon)	6,000,000
Syria	4,000,000
Yemen	2,500,000
<b>ASIA</b>	<b>193,000,000</b>
Afghanistan	37,000,000
Bangladesh	13,000,000
India	7,000,000
Indonesia	4,500,000
Laos	1,500,000
Myanmar (Burma)/Thailand	18,500,000
Nepal	6,000,000
Pakistan	70,500,000
Philippines	12,000,000
Sri Lanka	14,000,000
Vietnam/Laos/Cambodia	9,000,000

Country/sub-region	Decisions in €
<b>LATIN AMERICA</b>	<b>16,325,000</b>
Colombia	12,000,000
Cuba	2,000,000
Guatemala	1,325,000
Regional Central America	1,000,000
<b>DIPECHO</b>	<b>33,235,000</b>
South America	10,000,000
Southern Caucasus	2,000,000
South Asia	10,000,000
Southern Africa	735,000
Caribbean	7,000,000
Peru	2,000,000
Pacific	1,500,000
<b>Capacity Building</b>	<b>25,200,000</b>
Capacity building	25,200,000
<b>Other funding</b>	<b>36,600,000</b>
Technical assistance	32,100,000
Grants and Services	4,500,000
<b>Total ECHO funding 2009</b>	<b>921,310,000</b>

## 7. ECHO's humanitarian assistance implementing partners

### 7.1. List of contracts for humanitarian aid operations

Partner's short name	Partner's long name	Partner's category	Partner's nationality	Amount Contracts	% on the total of operations
ACF - FRA	ACTION CONTRE LA FAIM, (FR)	NGO	FRANCE	18,285,941.00	2.19%
ACH- ESP	ACCION CONTRA EL HAMBRE, (ESP)	NGO	SPAIN	13,226,321.00	1.58%
ACP	ASAMBLEA DE COOPERACION POR LA PAZ, (E)	NGO	SPAIN	1,115,422.08	0.13%
ACSUR - MADRID	Asociación para la Cooperación con el Sur "LAS SEGOVIAS"	NGO	SPAIN	350 000.00	0.04%
ACTED	AGENCE D'AIDE A LA COOPERATION TECHNIQUE ET AU DEVELOPPEMENT, (FR)	NGO	FRANCE	9,456,190.00	1.13%
ACTIONAID	ACTIONAID	NGO	UNITED KINGDOM	5,231,520.00	0.63%
ADRA - DEU	Adventistische Entwicklungs- und Katastrophenhilfe e.V.	NGO	GERMANY	2,661,815.61	0.32%
ADRA - DK	ADVENTIST DEVELOPMENT AND RELIEF AGENCY - DENMARK	NGO	DENMARK	500 000.00	0.06%
AGA KHAN	AGA KHAN FOUNDATION (United Kingdom)	NGO	UNITED KINGDOM	1,256,602.00	0.15%
AMI - FRA	AIDE MEDICALE INTERNATIONALE, (FR)	NGO	FRANCE	4,476,765.00	0.54%
AMI - PRT	FUNDAÇÃO DE ASSISTÊNCIA MÉDICA INTERNACIONAL, (PT)	NGO	PORTUGAL	139,612.00	0.02%
ASB - DEU	ARBEITER-SAMARITER-BUND DEUTSCHLAND e.V.	NGO	GERMANY	261,090.00	0.03%
ASF-BELGIUM	Aviation sans Frontières Belgique/Piloten zonder Grenzen België	NGO	BELGIUM	699,047.90	0.08%
AVSI	ASSOCIAZIONE VOLONTARI PER IL SERVIZIO INTERNAZIONALE (ITA)	NGO	ITALY	1,858,284.39	0.22%
BIOFORCE	Institut Bioforce Développement Rhône Alpes	NGO	FRANCE	64,038.00	0.01%
CAFOD	CATHOLIC AGENCY FOR OVERSEAS DEVELOPMENT (GBR)	NGO	UNITED KINGDOM	300 000.00	0.04%
CAM	COMITE D'AIDE MEDICALE	NGO	FRANCE	814,881.00	0.10%

Partner's short name	Partner's long name	Partner's category	Partner's nationality	Amount Contracts	% on the total of operations
CARE - AUT	CARE ÖSTERREICH - VEREIN FÜR ENTWICKLUNGSZUSAMMENARBEIT UND HUMANITÄRE HILFE	NGO	AUSTRIA	8,271,561.16	0.99%
CARE - DEU	CARE INTERNATIONAL DEUTSCHLAND E.V. (DEU)	NGO	GERMANY	4,324,733.00	0.52%
CARE - FR	CARE FRANCE, (FR)	NGO	FRANCE	1,589,634.00	0.19%
CARE NEDERLAND (FORMER DRA)	Stichting CARE Nederland	NGO	NETHERLANDS	2,075 000.00	0.25%
CARE - UK	CARE INTERNATIONAL UK	NGO	UNITED KINGDOM	2,154,005.00	0.26%
CARITAS - AUT	CARITAS AUSTRIA, (AUT)	NGO	AUSTRIA	500 000.00	0.06%
CARITAS - BEL	CARITAS INTERNATIONAL	NGO	BELGIUM	300 000.00	0.04%
CARITAS - CZE	CHARITA CESKA REPUBLIKA	NGO	CZECH REPUBLIC	130 000.00	0.02%
CARITAS - DEU	DEUTSCHER CARITASVERBAND e.V, (DEU)	NGO	GERMANY	3,310,799.00	0.40%
CARITAS - FRA	CARITAS FRANCE - SECOURS CATHOLIQUE, (FR)	NGO	FRANCE	1,740 000.00	0.21%
CESVI	CESVI	NGO	ITALY	954,083.00	0.11%
CHRISTIAN AID - UK	CHRISTIAN AID (GBR)	NGO	UNITED KINGDOM	1,791,190.00	0.21%
CISP	COMITATO INTERNAZIONALE PER LO SVILUPPO DEI POPOLI (ITA)	NGO	ITALY	961,415.58	0.12%
CONCERN UNIVERSAL	CONCERN UNIVERSAL (GBR)	NGO	UNITED KINGDOM	359,689.00	0.04%
CONCERN WORLDWIDE	CONCERN WORLDWIDE, (IRL)	NGO	IRELAND	5,016,661.56	0.60%
COOPI	COOPERAZIONE INTERNAZIONALE (ITA)	NGO	ITALY	8,202,705.00	0.98%
CORDAID	CATHOLIC ORGANISATION FOR RELIEF AND DEVELOPMENT AID (NLD)	NGO	NETHERLANDS	5,512,845.00	0.66%
COSV - MILAN	COMITATO DI COORDINAMENTO DELLE ORGANIZZAZIONI PER IL SERVIZIO VOLONTARIO (ITA)	NGO	ITALY	1,041,200.00	0.12%
CRIC	CENTRO REGIONALE D INTERVENTO PER LA COOPERAZIONE (ITA)	NGO	ITALY	1,030 000.00	0.12%
CROIX-ROUGE - AUT	OESTERREICHISCHES ROTES KREUZ (CROIX ROUGE), (AUT)	NGO	AUSTRIA	667,954.00	0.08%

Partner's short name	Partner's long name	Partner's category	Partner's nationality	Amount Contracts	% on the total of operations
CROIX-ROUGE - BEL	BELGISCHE RODE KRUIS/CROIX ROUGE DE BELGIQUE, (BEL)	NGO	BELGIUM	1,488,393.14	0.18%
CROIX-ROUGE - DEU	DEUTSCHES ROTES KREUZ, (DEU)	NGO	GERMANY	1,482,167.00	0.18%
CROIX-ROUGE - DNK	DANSK RODE KORS, (DNK)	NGO	DENMARK	2,219,749.00	0.27%
CROIX-ROUGE - ESP	CRUZ ROJA ESPAÑOLA, (E)	NGO	SPAIN	3,405,527.40	0.41%
CROIX-ROUGE - FIN	SUOMEN PUNAINEN RISTI (CROIX ROUGE FINLANDAISE)	NGO	FINLAND	1,689,406.00	0.20%
CROIX-ROUGE - FRA	CROIX-ROUGE FRANCAISE	NGO	FRANCE	7,819,773.23	0.94%
CROIX-ROUGE - NLD	HET NEDERLANDSE RODE KRUIS (NLD)	NGO	NETHERLANDS	2,115,417.00	0.25%
CROIX-ROUGE - NOR	NORGES RODE KORS (NORWEGIAN RED CROSS)	NGO	NORWAY	411,998.00	0.05%
DAC AVIATION INTL	DAC Aviation International Limited	SUP	CANADA	8,500 000.00	1.02%
DANCHURCHAD - DNK	FOLKEKIRKENS NODHJAELP, (FKN)	NGO	DENMARK	4,790,534.50	0.57%
DIAKONIE	DIAKONISCHES WERK der Evangelischen Kirche in Deutschland (DEU)	NGO	GERMANY	1,175 000.00	0.14%
DIE JOHANNITER, (DEU)	JOHANNITER-UNFALL-HILFE e.V. (DEU)	NGO	GERMANY	450 000.00	0.05%
DRC	DANSK FLYGTNINGEHJAELP	NGO	DENMARK	8,894,498.00	1.07%
ECHO	European Community Humanitarian Office	EC		32,893,029.01	3.94%
EMDH	ENFANTS DU MONDE - DROITS DE L'HOMME	NGO	FRANCE	236,691.00	0.03%
FAO	UNITED NATIONS - FOOD AND AGRICULTURE ORGANIZATION	UN	INTERNATIONAL	22,169,249.00	2.66%
FSD__573	Fondation Suisse de Déminage (FSD)	NGO	SWITZERLAND	368,247.00	0.04%
GCIDS	GREEK COMMITTEE FOR INTERNATIONAL DEMOCRATIC SOLIDARITY, (GRC)	NGO	GREECE	400 000.00	0.05%
GERMAN AGRO ACTION	DEUTSCHE WELTHUNGERHILFE e.V.	NGO	GERMANY	8,757,626.00	1.05%
GLOBAL NETWORK	Global Network of Civil Society Organisations for Disaster Reduction	NGO	UNITED KINGDOM	135 000.00	0.02%



Partner's short name	Partner's long name	Partner's category	Partner's nationality	Amount Contracts	% on the total of operations
GOAL	GOAL, (IRL)	NGO	IRELAND	5,577,704.00	0.67%
GVC	GRUPPO DI VOLONTARIATO CIVILE (ITA)	NGO	ITALY	1,650 000.00	0.20%
HALO TRUST	THE HALO TRUST (GBR)	NGO	UNITED KINGDOM	500 000.00	0.06%
HANDICAP (BEL)	HANDICAP INTERNATIONAL (BEL)	NGO	BELGIUM	555,500.00	0.07%
HANDICAP (FR)	HANDICAP INTERNATIONAL (FR)	NGO	FRANCE	4,268,168.00	0.51%
HAP	Humanitarian Accountability Partnership	NGO	SWITZERLAND	100 000.00	0.01%
HEALTH UNLIMITED	Health Limited (Trading as	NGO	UNITED KINGDOM	217,050.00	0.03%
HELP	HELP- HILFE ZUR SELBSTHILFE E.V. (DEU)	NGO	GERMANY	5,967,594.01	0.71%
HELPAGE INTERNATIONAL - UK	HELPAGE INTERNATIONAL (GBR)	NGO	UNITED KINGDOM	150 000.00	0.02%
HILFSWERK AUSTRIA	HILFSWERK AUSTRIA	NGO	AUSTRIA	150 000.00	0.02%
HOPE '87	HOPE"87 - HUNDREDS OF ORIGINAL PROJECTS FOR EMPLOYMENT	NGO	AUSTRIA	399,663.00	0.05%
ICCO	Interkerkelijke Organisatie voor Ontwikkelingssamenwerking	NGO	NETHERLANDS	5,500 000.00	0.66%
ICMC	THE INTERNATIONAL CATHOLIC MIGRATION COMMISSION (CHE)	NGO	SWITZERLAND	1,060,292.00	0.13%
ICRC-CICR	COMITE INTERNATIONAL DE LA CROIX-ROUGE (CICR)	IO	SWITZERLAND	82,155,065.00	9.84%
IFRC-FICR	FEDERATION INTERNATIONALE DES SOCIETES DE LA CROIX-ROUGE ET DU CROISSANT ROUGE	IO	SWITZERLAND	13,599,300.00	1.63%
IMC UK	International Medical Corps UK	NGO	UNITED KINGDOM	3,286,408.00	0.39%
INITIATIVE DEVELOPPEMENT	INITIATIVE DEVELOPPEMENT	NGO	FRANCE	330,915.00	0.04%
INTERMON	INTERMON OXFAM, (E)	NGO	SPAIN	2,930,327.00	0.35%
IOM	INTERNATIONAL ORGANIZATION FOR MIGRATION (INT)	IO	SWITZERLAND	14,240,825.63	1.71%
IRC - UK	International Rescue Committee UK	NGO	UNITED KINGDOM	8,704,572.00	1.04%

Partner's short name	Partner's long name	Partner's category	Partner's nationality	Amount Contracts	% on the total of operations
IRD	Islamic Relief Humanitäre Organisation in Deutschland e.V.	NGO	GERMANY	400 000.00	0.05%
ISLAMIC RELIEF	ISLAMIC RELIEF WORLDWIDE	NGO	UNITED KINGDOM	3,378,300.00	0.40%
MADERA-FR	MISSION D'AIDE AU DEVELOPPEMENT DES ECONOMIES RURALES	NGO	FRANCE	1,782,273.00	0.21%
MAF	Mission Aviation Fellowship International	NGO	UNITED KINGDOM	700,480.00	0.08%
MALTESER HILFSDIENST	MALTESER HILFSDIENST e.V., (DEU)	NGO	GERMANY	4,862,800.00	0.58%
MAP	MEDICAL AID FOR PALESTINIANS (GBR)	NGO	UNITED KINGDOM	250 000.00	0.03%
MAPACT	MapAction	NGO	UNITED KINGDOM	21,436.00	0.00%
MDM - ESP	MEDICOS DEL MUNDO ESPAÑA	NGO	SPAIN	249,978.45	0.03%
MDM - FRA	MEDECINS DU MONDE	NGO	FRANCE	6,775,855.00	0.81%
MDM - GRC	MEDECINS DU MONDE, (GRC)	NGO	GREECE	640 000.00	0.08%
MEDAIR CH	Medair	NGO	SWITZERLAND	4,327,496.46	0.52%
MERCY CORPS SCOTLAND	MERCY CORPS SCOTLAND (GBR)	NGO	UNITED KINGDOM	6,399,440.00	0.77%
MERLIN	MEDICAL EMERGENCY RELIEF INTERNATIONAL (GBR)	NGO	UNITED KINGDOM	12,759,320.00	1.53%
MISSION OST - DNK	MISSION OST	NGO	DENMARK	676,649.00	0.08%
MPDL	MOVIMIENTO POR LA PAZ, EL DESARME Y LA LIBERTAD, (E)	NGO	SPAIN	707 000.00	0.08%
MSF - BEL	MEDECINS SANS FRONTIERES BELGIQUE/ARTSEN ZONDER GRENZEN BELGIE(BEL)	NGO	BELGIUM	5,900 000.00	0.71%
MSF - CHE	MEDECINS SANS FRONTIERES - SUISSE (CH)	NGO	SWITZERLAND	4,631,800.00	0.55%
MSF - ESP	MEDICOS SIN FRONTERAS, (E)	NGO	SPAIN	2,810,562.00	0.34%
MSF - FRA	MEDECINS SANS FRONTIERES (F)	NGO	FRANCE	3,465,108.00	0.42%
MSF - NLD	ARTSEN ZONDER GRENZEN (NLD)	NGO	NETHERLANDS	5,712 000.00	0.68%

Partner's short name	Partner's long name	Partner's category	Partner's nationality	Amount Contracts	% on the total of operations
MUSLIM AID	Muslim Aid	NGO	UNITED KINGDOM	1,550 000.00	0.19%
NOHA	NETWORK ON HUMANITARIAN ASSISTANCE	EDU	SPAIN	500 000.00	0.06%
NORWEGIAN REFUGEE COUNCIL	NORWEGIAN REFUGEE COUNCIL (NOR)	NGO	NORWAY	9,387,108.00	1.12%
OCHA	UNITED NATIONS, OFFICE FOR THE CO-ORDINATION OF HUMANITARIAN AFFAIRS	UN	INTERNATIONAL	12,726,460.00	1.52%
OIKOS	OIKOS - COOPERAÇÃO E DESENVOLVIMENTO	NGO	PORTUGAL	300 000.00	0.04%
OXFAM - BEL	OXFAM-Solidarite(it), (BEL)	NGO	BELGIUM	2,710 000.00	0.32%
OXFAM - UK	OXFAM (GB)	NGO	UNITED KINGDOM	27,781,746.00	3.33%
PA_05	PRACTICAL ACTION	NGO	UNITED KINGDOM	710,889.20	0.09%
PAHO	UNITED NATIONS - PAN AMERICAN HEALTH ORGANIZATION	UN	INTERNATIONAL	1,599,719.00	0.19%
PEOPLE IN NEED	Člověk v tísni, o.p.s.	NGO	CZECH REPUBLIC	1,094,488.00	0.13%
PIPA	People in Peril Association	NGO	SLOVAKIA	45 000.00	0.01%
PLAN GERMANY	Plan International Deutschland e.V.	NGO	GERMANY	300 000.00	0.04%
PLAN INTERNATIONAL UK	PLAN INTERNATIONAL (UK)	NGO	UNITED KINGDOM	1,622,207.00	0.19%
PMU INTERLIFE	PMU INTERLIFE/PINGST FFS	NGO	SWEDEN	1,190 000.00	0.14%
PREMIERE URGENGE	PREMIERE URGENGE, (FR)	NGO	FRANCE	5,877,058.00	0.70%
PSF - FRA/CLERMONT-FERRAND	PHARMACIENS SANS FRONTIERES COMITE INTERNATIONAL	NGO	FRANCE	406,883.00	0.05%
PTM	FUNDACIÓN MUNDUBAT, (E)	NGO	SPAIN	2,050 000.00	0.25%
REDR	RedR - Engineers for Disaster Relief	NGO	UNITED KINGDOM	129,724.00	0.02%
RI-UK	Relief International-UK	NGO	UNITED KINGDOM	897,956.00	0.11%
SAVE THE CHILDREN - NLD	SAVE THE CHILDREN (NLD)	NGO	NETHERLANDS	2,129,063.43	0.26%

Partner's short name	Partner's long name	Partner's category	Partner's nationality	Amount Contracts	% on the total of operations
SAVE THE CHILDREN - UK	THE SAVE THE CHILDREN FUND (GBR)	NGO	UNITED KINGDOM	18,336,176.00	2.20%
SCD-RB	Red Barnet	NGO	DENMARK	500 000.00	0.06%
SI	SOLIDARIDAD INTERNACIONAL, (E)	NGO	SPAIN	550 000.00	0.07%
SIF-FR	SECOURS ISLAMIQUE FRANCE	NGO	FRANCE	280,438.00	0.03%
SOLIDARITES	SOLIDARITES, (FR)	NGO	FRANCE	6,679,731.00	0.80%
SOS KINDERDORF INT.	SOS-KINDERDORF INTERNATIONAL (AUT)	NGO	AUSTRIA	963,125.00	0.12%
STCH	Fundación Save The Children	NGO	SPAIN	610 000.00	0.07%
TEARFUND - UK	TEARFUND (GBR)	NGO	UNITED KINGDOM	2,914,681.00	0.35%
TERRE DES HOMMES - CHE	TERRE DES HOMMES-CHE	NGO	SWITZERLAND	3,550,781.00	0.43%
TERRE DES HOMMES (TDH) - ITA	FONDAZIONE TERRE DES HOMMES ITALIA ONLUS	NGO	ITALY	832,408.00	0.10%
TRIANGLE	TRIANGLE Génération Humanitaire, (FR)	NGO	FRANCE	2,875 000.00	0.34%
TSF, FRANCE	TELECOMS SANS FRONTIERES	NGO	FRANCE	265 000.00	0.03%
UCODEP__298	Unity and Cooperation for Development of Peoples	NGO	ITALY	700 000.00	0.08%
UNDP-PNUD	UNITED NATIONS DEVELOPMENT PROGRAMME	UN	INTERNATIONAL	7,097,251.13	0.85%
UNESCO	UNESCO	UN	INTERNATIONAL	499,891.00	0.06%
UNFPA	UNITED NATIONS POPULATION FUND	UN	INTERNATIONAL	802,862.60	0.10%
UNHCR	UNITED NATIONS HIGH COMMISSIONER FOR REFUGEES - BELGIUM	UN	INTERNATIONAL	53,544 000.00	6.41%
UNICEF	UNICEF	UN	INTERNATIONAL	39,564,412.00	4.74%
UNRWA	UNITED NATIONS RELIEF AND WORKS AGENCY FOR PALESTINE REFUGEES IN NEAR EAST	UN	INTERNATIONAL	16,330 000.00	1.96%
VOICE ASBL	VOLUNTARY ORGANISATIONS IN COOPERATION IN EMERGENCIES	NGO	BELGIUM	135 000.00	0.02%

Partner's short name	Partner's long name	Partner's category	Partner's nationality	Amount Contracts	% on the total of operations
VSF - BE	Vétérinaires Sans Frontières- Belgique - Dierenartsen Zonder Grenzen - Belgie um	NGO	BELGIUM	963,853.00	0.12%
VSF G	Tierärzte ohne Grenzen e.V.	NGO	GERMANY	2,144,690.00	0.26%
VSF-SUISSE	Vétérinaires Sans Frontières Suisse	NGO	SWITZERLAND	530 000.00	0.06%
WFP-PAM	WORLD FOOD PROGRAM	UN	INTERNATIONAL	146,373,762.00	17.53%
WHO	WORLD HEALTH ORGANISATION - ORGANISATION MONDIALE DE LA SANTE	UN	INTERNATIONAL	10,960,242.00	1.31%
WORLD VISION DEU	WORLD VISION, (DEU)	NGO	GERMANY	4,342,946.00	0.52%
WORLD VISION - UK	WORLD VISION - UK	NGO	UNITED KINGDOM	1 000 000.00	0.12%
ZOA	ZOA-Vluchtelingen zorg	NGO	NETHERLANDS	655 000.00	0.08%
<b>TOTAL:</b>				<b>834,836,743</b>	<b>100.00%</b>

## 7.2. List of contracts for humanitarian aid operations – Top 25 partners

Partner's short name	Partner's long name	Partner's category	Partner's nationality	Amount Contracts	% total of operations	Cumul %
WFP-PAM	WORLD FOOD PROGRAM	UN	INTERNATIONAL	146,373,762.00	17.52%	17.52%
ICRC-CICR	COMITE INTERNATIONAL DE LA CROIX-ROUGE (CICR)	IO	SWITZERLAND	82,155,065.00	9.84%	27.36%
UNHCR	UNITED NATIONS HIGH COMMISSIONER FOR REFUGEES - BELGIUM	UN	INTERNATIONAL	53,544 000.00	6.41%	33.77%
UNICEF	UNICEF	UN	INTERNATIONAL	39,564,412.00	4.74%	38.50%
OXFAM - UK	OXFAM (GB)	NGO	UNITED KINGDOM	27,781,746.00	3.33%	41.83%
FAO	UNITED NATIONS - FOOD AND AGRICULTURE ORGANIZATION	UN	INTERNATIONAL	22,169,249.00	2.65%	44.48%
SAVE THE CHILDREN - UK	THE SAVE THE CHILDREN FUND (GBR)	NGO	UNITED KINGDOM	18,336,176.00	2.20%	46.68%
ACF - FRA	ACTION CONTRE LA FAIM, (FR)	NGO	FRANCE	18,285,941.00	2.19%	48.87%
UNRWA	UN RELIEF AND WORKS AGENCY FOR PALESTINE REFUGEES IN NEAR EAST	UN	INTERNATIONAL	16,330 000.00	1.95%	50.82%
IOM	INTERNATIONAL ORGANIZATION FOR MIGRATION (INT)	IO	SWITZERLAND	14,240,825.63	1.70%	52.53%
IFRC-FICR	FEDERATION INTERNAT. DES SOCIETES DE LA CROIX-ROUGE ET DU CROISSANT ROUGE	IO	SWITZERLAND	13,599,300.00	1.63%	54.16%
ACH- ESP	ACCION CONTRA EL HAMBRE, (ESP)	NGO	SPAIN	13,226,321.00	1.58%	55.74%
MERLIN	MEDICAL EMERGENCY RELIEF INTERNATIONAL (GBR)	NGO	UNITED KINGDOM	12,759,320.00	1.53%	57.27%
OCHA	UNITED NATIONS, OFFICE FOR THE CO-ORDINATION OF HUMANITARIAN AFFAIRS	UN	INTERNATIONAL	12,726,460.00	1.52%	58.79%
WHO	WORLD HEALTH ORGANISATION - ORGANISATION MONDIALE DE LA SANTE	UN	INTERNATIONAL	10,960,242.00	1.31%	60.10%
ACTED	AGENCE D'AIDE A LA COOPERATION TECHNIQUE ET AU DEVELOPPEMENT, (FR)	NGO	FRANCE	9,456,190.00	1.13%	61.23%
NORWEGIAN REF. COUNCIL	NORWEGIAN REFUGEE COUNCIL (NOR)	NGO	NORWAY	9,387,108.00	1.12%	62.36%
DRC	DANSK FLYGTNINGEHJALP	NGO	DENMARK	8,894,498.00	1.06%	63.42%
GERMAN AGRO ACTION	DEUTSCHE WELTHUNGERHILFE e.V.	NGO	GERMANY	8,757,626.00	1.05%	64.47%
IRC - UK	International Rescue Committee UK	NGO	UNITED KINGDOM	8,704,572.00	1.04%	65.51%
DAC AVIATION INTL	DAC Aviation International Limited	SUP	CANADA	8,500 000.00	1.02%	66.53%
CARE - AUT	CARE ÖSTERREICH-VEREIN FÜR ENTWICKLUNGSZUSAMMENARBEIT UND HILFEN	NGO	AUSTRIA	8,271,561.16	0.99%	67.52%
COOPI	COOPERAZIONE INTERNAZIONALE (ITA)	NGO	ITALY	8,202,705.00	0.98%	68.50%
CROIX-ROUGE - FRA	CROIX-ROUGE FRANCAISE	NGO	FRANCE	7,819,773.23	0.94%	69.44%
UNDP-PNUD	UNITED NATIONS DEVELOPMENT PROGRAMME	UN	INTERNATIONAL	7,097,251.13	0.85%	70.29%
<b>TOTAL TOP 25 PARTNERS:</b>				<b>587,144,104</b>	<b>70.29%</b>	

### 7.3. Contracts by category and nationality of partners

<b>NGOs</b>			
Nationality of partner	TOTAL	% ALL	% NGOs
UNITED KINGDOM	102,538,391	12.28%	27.62%
FRANCE	77,490,342	9.28%	20.87%
GERMANY	40,441,261	4.84%	10.89%
SPAIN	28,005,138	3.35%	7.54%
NETHERLANDS	23,699,325	2.84%	6.38%
DENMARK	17,581,431	2.11%	4.74%
ITALY	17,230,096	2.06%	4.64%
SWITZERLAND	14,568,616	1.75%	3.92%
BELGIUM	12,751,794	1.53%	3.43%
AUSTRIA	10,952,303	1.31%	2.95%
IRELAND	10,594,366	1.27%	2.85%
NORWAY	9,799,106	1.17%	2.64%
FINLAND	1,689,406	0.20%	0.46%
CZECH REPUBLIC	1,224,488	0.15%	0.33%
SWEDEN	1,190 000	0.14%	0.32%
GREECE	1,040 000	0.12%	0.28%
PORTUGAL	439,612	0.05%	0.12%
SLOVAKIA	45 000	0.01%	0.01%
<b>SUBTOTAL NGOs</b>	<b>371,280,675</b>	<b>44.47%</b>	<b>100.00%</b>
<b>INTERNATIONAL ORGANISATIONS</b>			
IOs	109,995,191	13.18%	
<b>UNITED NATIONS</b>			
UN	311,667,849	37.33%	
<b>INTERNATIONAL COMPANY</b>			
CANADA	8,500 000	1.02%	
<b>UNIVERSITIES</b>			
NOHA	500 000	0.06%	
<b>ECHO - TECHNICAL ASSISTANCE</b>			
EC - ECHO	32,893,029	3.94%	
<b>GRAND TOTAL</b>	<b>834,836,743</b>	<b>100.00%</b>	

#### 7.4. List of contracts for humanitarian aid operations in 2009 – by beneficiary country and implementing partners

<b>AFGHANISTAN</b>	<b>35,270,296</b>
ACF - FRA	1,739,814
ACTED	3,430,557
ACTIONAID	1,800,175
AGA KHAN	351,540
CARITAS - DEU	632,332
DRC	1,503,040
EMDH	236,691
GERMAN AGRO ACTION	860,000
ICRC-CICR	6,100,000
IFRC-FICR	406,300
IRC - UK	863,154
MADERA-FR	1,782,273
MAF	700,480
MEDAIR CH	1,413,496
MISSION OST - DNK	450,000
NORWEGIAN REFUGEE COUNCIL	1,508,000
OCHA	2,000,000
PEOPLE IN NEED	1,094,488
RI-UK	347,956
SOLIDARITES	1,600,000
UNHCR	6,450,000
<b>ALGERIA</b>	<b>9,065,000</b>
MDM - GRC	640,000
MPDL	157,000
OXFAM - BEL	1,450,000
PTM	1,750,000
TRIANGLE	900,000
UNICEF	100,000
WFP-PAM	3,825,000
WHO	243,000
<b>ARGENTINA</b>	<b>623,000</b>
CROIX-ROUGE - FIN	360,000
UNDP-PNUD	263,000
<b>AZERBAIJAN</b>	<b>800,000</b>
DRC	300,000
UNHCR	500,000
<b>BANGLADESH</b>	<b>15,030,200</b>
ACF - FRA	780,000
ACTIONAID	1,418,411
CARE - UK	500,000
CHRISTIAN AID - UK	300,000

CONCERN UNIVERSAL	359,689
CONCERN WORLDWIDE	950,000
DANCHURCHAID - DNK	1,000,000
IFRC-FICR	373,000
ISLAMIC RELIEF	1,882,000
MSF - NLD	600,000
MUSLIMAID	1,550,000
OXFAM - UK	1,457,100
PLAN INTERNATIONAL UK	310,000
SAVE THE CHILDREN - UK	1,150,000
SOLIDARITES	400,000
WFP-PAM	2,000,000
<b>BELIZE</b>	<b>411,998</b>
CROIX-ROUGE - NOR	411,998
<b>BHUTAN</b>	<b>486,355</b>
UNDP-PNUD	486,355
<b>BOLIVIA</b>	<b>1,895,000</b>
ACH- ESP	370,000
COOPI	595,000
FAO	150,000
OXFAM - UK	420,000
STCH	360,000
<b>BURKINA FASO</b>	<b>9,287,021</b>
ACF - FRA	1,002,380
CROIX-ROUGE - BEL	988,565
FAO	399,875
HELP	2,744,908
IFRC-FICR	570,000
INTERMON	260,000
MSF - FRA	700,000
SAVE THE CHILDREN - UK	950,000
TERRE DES HOMMES - CHE	974,531
UNICEF	327,000
WFP-PAM	369,762
<b>BURUNDI</b>	<b>12,900,000</b>
AVSI	250,000
CARITAS - BEL	300,000
CARITAS - DEU	1,400,000
CORDAID	200,000
CROIX-ROUGE - DEU	200,000
FAO	1,500,000
GVC	750,000



ICRC-CICR	800,000
IMC UK	250,000
SOLIDARITES	650,000
UNHCR	3,900,000
UNICEF	700,000
WFP-PAM	2,000,000
<b>CAMBODIA</b>	<b>580,000</b>
CONCERN WORLDWIDE	80,000
OXFAM - UK	500,000
<b>CAPE VERDE</b>	<b>283,862</b>
AMI - PRT	83,862
WHO	200,000
<b>CENTRAL AFRICAN REPUBLIC</b>	<b>4,724,308</b>
ACF - FRA	370,335
ICRC-CICR	500,000
MSF - FRA	350,000
MSF - NLD	400,000
OCHA	200,000
PREMIERE URGENCE	600,000
TRIANGLE	275,000
UNICEF	1,528,973
WFP-PAM	500,000
<b>CHAD</b>	<b>34,257,145</b>
ACF - FRA	2,813,000
ACTED	1,252,260
ASF-BELGIUM	699,048
CARE - FR	791,243
COOPI	1,262,520
FAO	737,000
HELP	625,736
ICRC-CICR	3,000,000
IMC UK	600,000
INTERMON	1,387,316
IRC - UK	1,211,908
MSF - FRA	335,108
OCHA	500,000
OXFAM - UK	612,178
PREMIERE URGENCE	1,000,000
SOLIDARITES	1,025,600
UNFPA	504,228
UNHCR	5,700,000
WFP-PAM	9,800,000
WHO	400,000

<b>COLOMBIA</b>	<b>11,415,353</b>
ACH- ESP	700,000
CISP	211,416
CROIX-ROUGE - ESP	650,537
CROIX-ROUGE - FRA	670,000
CROIX-ROUGE - NLD	353,400
DIAKONIE	800,000
FAO	200,000
HELPPAGE INTERNATIONAL - UK	150,000
HILFSWERK AUSTRIA	150,000
ICRC-CICR	3,500,000
MDM - FRA	300,000
MPDL	250,000
OCHA	250,000
OXFAM - UK	350,000
PAHO	200,000
PLAN GERMANY	300,000
SAVE THE CHILDREN - UK	230,000
SI	550,000
UNHCR	900,000
WFP-PAM	700,000
<b>CONGO, DEMOCRATIC REPUBLIC OF</b>	<b>53,496,701</b>
ACH- ESP	1,446,158
ACTED	1,500,000
AMI - FRA	1,700,000
AVSI	404,916
CARITAS - FRA	700,000
DAC AVIATION INTL	8,500,000
DIAKONIE	375,000
FAO	3,772,636
HANDICAP (BEL)	255,500
ICRC-CICR	4,500,000
IRC - UK	626,583
MALTESER HILFSDIENST	2,199,000
MEDAIR CH	604,000
MERCY CORPS SCOTLAND	842,276
MERLIN	1,000,000
MSF - BEL	3,350,000
NORWEGIAN REFUGEE COUNCIL	298,563
OCHA	1,250,000
OXFAM - BEL	460,000
OXFAM - UK	2,555,011
PMU INTERLIFE	450,000

PREMIERE URGENCE	1,807,058
UNHCR	2,000,000
UNICEF	3,900,000
WFP-PAM	9,000,000
<b>COTE D'IVOIRE</b>	<b>240,000</b>
UNICEF	240,000
<b>CUBA</b>	<b>2,540,000</b>
ACSUR - MADRID	350,000
HANDICAP (BEL)	300,000
MPDL	300,000
OIKOS	300,000
OXFAM - BEL	450,000
PTM	300,000
STCH	250,000
UNDP-PNUD	290,000
<b>DOMINICAN REPUBLIC</b>	<b>1,795,932</b>
ACP	365,422
CROIX-ROUGE - ESP	454,990
INTERMON	413,011
PLAN INTERNATIONAL UK	562,509
<b>ECUADOR</b>	<b>2,110,000</b>
CARE NEDERLAND (FORMER DRA)	260,000
CRIC	330,000
INTERMON	320,000
UNDP-PNUD	400,000
UNHCR	800,000
<b>EL SALVADOR</b>	<b>800,000</b>
CARE - FR	200,000
IFRC-FICR	200,000
IOM	150,000
WFP-PAM	250,000
<b>ERITREA</b>	<b>1,000,000</b>
ICRC-CICR	1,000,000
<b>ETHIOPIA</b>	<b>29,483,850</b>
ACF - FRA	1,500,000
CARITAS - DEU	450,000
CORDAID	1,159,543
DANCHURCHAID - DNK	450,000
GOAL	1,500,000
IFRC-FICR	2,000,000
IRC - UK	900,000
MDM - FRA	601,355
MERLIN	1,000,000
MSF - BEL	1,000,000

OXFAM - UK	2,074,307
SAVE THE CHILDREN - UK	1,848,645
WFP-PAM	14,000,000
WORLD VISION - UK	1,000,000
<b>FIJI</b>	<b>250,000</b>
UNICEF	250,000
<b>GEORGIA</b>	<b>4,500,000</b>
CARE - AUT	505,000
DRC	250,000
HALO TRUST	500,000
ICRC-CICR	1,000,000
SAVE THE CHILDREN - NLD	245,000
WFP-PAM	2,000,000
<b>GUATEMALA</b>	<b>270,000</b>
IFRC-FICR	120,000
PAHO	150,000
<b>GUINEA</b>	<b>475,000</b>
ACH- ESP	300,000
UNICEF	175,000
<b>GUINEA-BISSAU</b>	<b>494,978</b>
MDM - ESP	249,978
UNICEF	245,000
<b>HAITI</b>	<b>13,357,920</b>
ACF - FRA	1,680,782
ACTED	1,502,259
AMI - FRA	530,000
AVSI	261,497
CESVI	434,271
CHRISTIAN AID - UK	779,707
CROIX-ROUGE - DEU	184,167
FAO	983,750
INITIATIVE DEVELOPPEMENT	330,915
MDM - FRA	825,000
MSF - NLD	750,000
OXFAM - UK	802,424
PAHO	49,719
SAVE THE CHILDREN - NLD	424,063
SAVE THE CHILDREN - UK	499,116
TERRE DES HOMMES - CHE	926,250
WFP-PAM	2,394,000
<b>INDIA</b>	<b>7,128,336</b>
ACTIONAID	991,719
ADRA - DEU	705,460
AGA KHAN	395,062

CARE - UK	66,228
CARITAS - DEU	263,000
CHRISTIAN AID - UK	211,483
CONCERN WORLDWIDE	197,984
DANCHURCHAID - DNK	380,000
GERMAN AGRO ACTION	205,700
HANDICAP (FR)	936,500
ICRC-CICR	1,000,000
MALTESER HILFSDIENST	275,200
MSF - BEL	250,000
MSF - NLD	600,000
SAVE THE CHILDREN - UK	325,000
UNICEF	325,000
<b>INDONESIA</b>	<b>4,499,956</b>
ASB - DEU	261,090
CROIX-ROUGE - NLD	864,405
IOM	1,783,461
MAPACT	13,270
MERCY CORPS SCOTLAND	280,160
OCHA	167,570
OXFAM - UK	1,130,000
<b>IRAN</b>	<b>1,000,000</b>
UNHCR	1,000,000
<b>IRAQ</b>	<b>15,250,000</b>
ICRC-CICR	8,000,000
OCHA	600,000
UNHCR	5,500,000
UNICEF	1,150,000
<b>JORDAN</b>	<b>1,452,000</b>
CARE - AUT	985,000
CROIX-ROUGE - FRA	467,000
<b>KENYA</b>	<b>28,659,766</b>
ACH- ESP	1,200,000
CARE - DEU	1,900,000
CARE - UK	675,000
CONCERN WORLDWIDE	500,000
COOPI	948,000
CORDAID	800,000
DANCHURCHAID - DNK	695,057
FAO	800,000
GERMAN AGRO ACTION	2,625,000
ISLAMIC RELIEF	600,000
MSF - CHE	1,000,000
NORWEGIAN REFUGEE COUNCIL	1,100,000

OXFAM - UK	916,709
SAVE THE CHILDREN - UK	1,700,000
UNICEF	1,500,000
VSF - BE	290,000
VSF G	380,000
VSF-SUISSE	530,000
WFP-PAM	10,500,000
<b>LAOS</b>	<b>3,576,515</b>
CARE - AUT	859,465
HEALTH UNLIMITED	217,050
WFP-PAM	2,500,000
<b>LEBANON</b>	<b>8,200,000</b>
ACH- ESP	284,674
CARITAS - AUT	500,000
CARITAS - FRA	700,000
CROIX-ROUGE - NLD	897,612
DRC	500,000
HANDICAP (FR)	444,869
MERCY CORPS SCOTLAND	660,000
NORWEGIAN REFUGEE COUNCIL	1,512,845
PREMIERE URGENCE	1,200,000
UNRWA	1,500,000
<b>LIBERIA</b>	<b>12,000,000</b>
ACF - FRA	890,000
ICRC-CICR	750,000
IRC - UK	822,531
MDM - FRA	700,000
MERLIN	3,000,006
OXFAM - UK	1,700,000
PMU INTERLIFE	740,000
SAVE THE CHILDREN - UK	1,070,000
UNICEF	1,357,239
WFP-PAM	100,000
WHO	870,224
<b>MADAGASCAR</b>	<b>2,618,009</b>
CARE - FR	598,391
FAO	914,480
SIF-FR	280,438
UNICEF	224,700
WFP-PAM	600,000
<b>MALI</b>	<b>3,118,863</b>
ACH- ESP	350,000
CHRISTIAN AID - UK	500,000
CROIX-ROUGE - BEL	499,828

MSF - BEL	300,000
OXFAM - UK	300,000
SAVE THE CHILDREN - UK	669,035
UNICEF	500,000
<b>MAURITANIA</b>	<b>2,367,000</b>
ACH- ESP	950,000
CROIX-ROUGE - FRA	750,000
SAVE THE CHILDREN - UK	667,000
<b>MOZAMBIQUE</b>	<b>462,766</b>
INTERMON	210,000
OXFAM - UK	252,766
<b>MYANMAR (BURMA)</b>	<b>26,963,008</b>
ACF - FRA	4,945,510
ADRA - DEU	943,800
AMI - FRA	801,765
CROIX-ROUGE - FRA	497,000
GERMAN AGRO ACTION	810,000
ICRC-CICR	850,000
IOM	4,625,180
IRC - UK	880,419
MALTESER HILFSDIENST	488,600
MDM - FRA	421,000
MERCY CORPS SCOTLAND	1,213,477
MSF - CHE	300,000
MSF - NLD	750,000
OXFAM - UK	654,888
SAVE THE CHILDREN - UK	1,382,470
SOLIDARITES	1,082,491
TERRE DES HOMMES (TDH) - ITA	432,408
UNDP-PNUD	1,800,000
UNHCR	2,584,000
WFP-PAM	1,500,000
<b>NEPAL</b>	<b>7,623,719</b>
ACTIONAID	320,531
ADRA - DEU	413,855
CARE - AUT	307,096
CONCERN WORLDWIDE	500,000
CROIX-ROUGE - DNK	420,110
HANDICAP (FR)	513,000
ICRC-CICR	500,000
MERCY CORPS SCOTLAND	347,397
MERLIN	645,000
MISSION OST - DNK	226,649
OXFAM - UK	968,556

PA_05	360,890
UNFPA	298,635
UNICEF	302,000
WFP-PAM	1,500,000
<b>NICARAGUA</b>	<b>306,701</b>
ACH- ESP	108,000
ADRA - DEU	198,701
<b>NIGER</b>	<b>9,012,933</b>
CONCERN WORLDWIDE	599,486
CROIX-ROUGE - FRA	1,253,446
MDM - FRA	400,000
MSF - BEL	1,000,000
MSF - CHE	2,490,000
MSF - ESP	539,000
SAVE THE CHILDREN - UK	1,035,001
UNICEF	1,696,000
<b>NIGERIA</b>	<b>2,730,000</b>
MSF - ESP	768,000
MSF - FRA	1,230,000
MSF - NLD	732,000
<b>PAKISTAN</b>	<b>46,635,527</b>
ACTED	504,941
ACTIONAID	400,758
AGA KHAN	510,000
CARE - UK	382,777
CARITAS - DEU	565,467
CONCERN WORLDWIDE	309,173
DANCHURCHAID - DNK	963,731
FSD__573	368,247
HANDICAP (FR)	693,799
HOPE '87	399,663
ICMC	162,292
ICRC-CICR	12,000,000
IRC - UK	400,000
MDM - FRA	500,000
MERLIN	1,299,889
NORWEGIAN REFUGEE COUNCIL	787,700
OCHA	500,000
OXFAM - UK	2,437,090
SAVE THE CHILDREN - UK	700,000
UNHCR	9,750,000
UNICEF	2,000,000
WFP-PAM	9,000,000
WHO	2,000,000

<b>PALESTINIAN TERRITORY, OCCUPIED</b>	<b>61,000,000</b>
ACH- ESP	3,625,000
ACP	750,000
ACTED	1,050,000
CARE - AUT	5,615,000
CARE - DEU	280,000
CISP	750,000
COOPI	1,700,000
CRIC	700,000
CROIX-ROUGE - DNK	800,000
DIE JOHANNITER, (DEU)	450,000
GCIDS	400,000
GVC	900,000
HANDICAP (FR)	500,000
ICRC-CICR	4,500,000
IMC UK	625,350
IRD	400,000
MAP	250,000
MDM - FRA	1,320,000
MERCY CORPS SCOTLAND	2,400,000
MERLIN	800,000
NORWEGIAN REFUGEE COUNCIL	700,000
OCHA	1,250,000
OXFAM - BEL	350,000
OXFAM - UK	3,700,000
PREMIERE URGENCE	1,270,000
RI-UK	200,000
SAVE THE CHILDREN - NLD	1,460,000
SAVE THE CHILDREN - UK	350,000
SCD-RB	500,000
TERRE DES HOMMES - CHE	400,000
TERRE DES HOMMES (TDH) - ITA	400,000
UCODEP_298	700,000
UNICEF	1,030,000
UNRWA	14,330,000
WFP-PAM	6,300,000
WHO	244,650
<b>PAPUA NEW GUINEA</b>	<b>934,310</b>
CROIX-ROUGE - FRA	450,000
UNICEF	235,000
WHO	249,310
<b>PARAGUAY</b>	<b>1,018,706</b>
COOPI	150,000
CROIX-ROUGE - FIN	528,706

INTERMON	340,000
<b>PERU</b>	<b>4,310,757</b>
CARE NEDERLAND (FORMER DRA)	350,000
COOPI	691,354
FAO	391,508
GERMAN AGRO ACTION	150,000
PA_05	349,999
UNDP-PNUD	2,377,896
<b>PHILIPPINES</b>	<b>11,399,655</b>
ACH- ESP	249,689
CARE NEDERLAND (FORMER DRA)	400,000
CROIX-ROUGE - ESP	300,000
HANDICAP (FR)	630,000
ICRC-CICR	2,000,000
IFRC-FICR	500,000
IOM	960,000
MAPACT	8,166
MSF - CHE	391,800
OCHA	100,000
SAVE THE CHILDREN - UK	320,000
TSF, FRANCE	190,000
WFP-PAM	5,150,000
WHO	200,000
<b>RUSSIA</b>	<b>5,210,000</b>
ACF - FRA	180,000
DRC	750,000
FAO	700,000
HELP	450,000
ICRC-CICR	800,000
IMC UK	500,000
IRC - UK	700,000
UNDP-PNUD	130,000
UNHCR	1,000,000
<b>SAINT VINCENT AND THE GRENADINES</b>	<b>420,000</b>
CROIX-ROUGE - FIN	420,000
<b>SOMALIA</b>	<b>41,465,574</b>
ACF - FRA	1,050,000
ADRA - DEU	400,000
CARE NEDERLAND (FORMER DRA)	1,000,000
CESVI	519,812
CONCERN WORLDWIDE	900,000
COOPI	900,000
COSV - MILAN	506,129
DRC	4,691,458

FAO	3,000,000
ICRC-CICR	14,605,065
IRC - UK	700,000
ISLAMIC RELIEF	499,993
NORWEGIAN REFUGEE COUNCIL	3,400,000
OCHA	800,000
OXFAM - UK	500,000
SAVE THE CHILDREN - UK	1,099,992
SOLIDARITES	780,000
SOS KINDERDORF INT.	963,125
UNHCR	2,150,000
UNICEF	2,000,000
VSF G	1,000,000
<b>SRI LANKA</b>	<b>10,450,000</b>
ACTED	216,173
CARE - DEU	298,283
DRC	500,000
GERMAN AGRO ACTION	285,000
ICRC-CICR	3,000,000
MSF - FRA	850,000
MSF - NLD	450,000
OXFAM - UK	745,544
SAVE THE CHILDREN - UK	200,000
UNHCR	900,000
UNICEF	350,000
WFP-PAM	2,000,000
ZOA	655,000
<b>SUDAN</b>	<b>119,491,729</b>
ACH- ESP	2,342,800
ADRA - DK	500,000
CAFOD	300,000
CAM	814,881
CARE - UK	530,000
CONCERN WORLDWIDE	630,019
COOPI	1,955,831
CORDAID	2,475,126
COSV - MILAN	535,071
CROIX-ROUGE - AUT	567,000
CROIX-ROUGE - DEU	548,000
DANCHURCHAID - DNK	1,301,747
DRC	400,000
FAO	1,000,000
GERMAN AGRO ACTION	1,083,000
GOAL	2,097,993

HANDICAP (FR)	550,000
ICRC-CICR	10,000,000
IFRC-FICR	300,000
IMC UK	600,000
IOM	5,325,699
ISLAMIC RELIEF	396,307
MALTESER HILFSDIENST	400,000
MDM - FRA	720,000
MEDAIR CH	1,610,000
MERLIN	4,499,116
MSF - CHE	450,000
MSF - NLD	1,430,000
OCHA	2,738,890
OXFAM - UK	1,400,000
PSF - FRA/CLERMONT-FERRAND	406,883
RI-UK	350,000
SAVE THE CHILDREN - UK	1,380,066
SOLIDARITES	500,000
TEARFUND - UK	2,914,681
TERRE DES HOMMES - CHE	500,000
TRIANGLE	1,700,000
UNDP-PNUD	1,350,000
UNHCR	2,600,000
UNICEF	6,878,500
VSF G	764,690
WFP-PAM	48,100,000
WHO	2,253,058
WORLD VISION DEU	2,292,372
<b>SYRIAN ARAB REPUBLIC</b>	<b>4,148,000</b>
FAO	1,000,000
ICMC	898,000
TERRE DES HOMMES - CHE	750,000
UNRWA	500,000
WFP-PAM	1,000,000
<b>TAJIKISTAN</b>	<b>300,000</b>
GERMAN AGRO ACTION	150,000
UNICEF	150,000
<b>TANZANIA</b>	<b>7,600,000</b>
CROIX-ROUGE - ESP	2,000,000
UNHCR	4,600,000
WFP-PAM	1,000,000
<b>THAILAND</b>	<b>8,750,000</b>
AMI - FRA	1,445,000
ICCO	5,500,000

IRC - UK	550,000
MALTESER HILFSDIENST	1,200,000
SOLIDARITES	55,000
<b>UGANDA</b>	<b>21,158,979</b>
ACH- ESP	1,300,000
AVSI	941,871
CONCERN WORLDWIDE	350,000
FAO	2,600,000
GOAL	700,000
ICRC-CICR	1,000,000
IRC - UK	700,000
MEDAIR CH	700,000
MSF - ESP	800,000
OCHA	450,000
OXFAM - UK	2,418,255
UNHCR	1,400,000
UNICEF	1,200,000
VSF - BE	673,853
WFP-PAM	4,475,000
WORLD VISION DEU	1,450,000
<b>VENEZUELA</b>	<b>640,000</b>
CARITAS - FRA	340,000
UNHCR	300,000
<b>VIETNAM</b>	<b>5,793,109</b>
ACTIONAID	299,926
CROIX-ROUGE - DEU	550,000
CROIX-ROUGE - FRA	2,265,000
MALTESER HILFSDIENST	300,000
OXFAM - UK	578,485
PLAN INTERNATIONAL UK	749,698
SAVE THE CHILDREN - UK	1,050,000
<b>YEMEN</b>	<b>3,000,000</b>
ICRC-CICR	1,000,000
OCHA	150,000
UNHCR	1,250,000
UNICEF	600,000
<b>ZAMBIA</b>	<b>1,720,000</b>
IOM	1,000,000
MSF - ESP	460,000
UNHCR	260,000
<b>ZIMBABWE</b>	<b>26,979,855</b>
ACF - FRA	1,334,120
CARE - DEU	1,846,450
CORDAID	878,176

CROIX-ROUGE - DNK	999,639
CROIX-ROUGE - FIN	380,700
CROIX-ROUGE - FRA	1,467,327
GERMAN AGRO ACTION	2,588,926
GOAL	1,279,711
HELP	2,146,950
ICRC-CICR	1,750,000
IMC UK	711,058
IOM	396,486
IRC - UK	349,977
MDM - FRA	988,500
MERCY CORPS SCOTLAND	656,130
MERLIN	395,441
MSF - ESP	243,562
OXFAM - UK	499,637
SAVE THE CHILDREN - UK	1,579,851
SOLIDARITES	586,640
UNICEF	5,300,000
WORLD VISION DEU	600,574
<b>UNSPECIFIED/NEUTRAL ZONE</b>	<b>5,209,891</b>
IFRC-FICR	2,450,000
OXFAM - UK	560,000
PAHO	1,200,000
UNESCO	499,891
UNICEF	500,000
<b>GRANT FACILITY</b>	<b>1,794,130</b>
AMI - PRT	55,750
BIOFORCE	64,038
CARE NEDERLAND (FORMER DRA)	65,000
CARITAS - CZE	130,000
CROIX-ROUGE - AUT	100,954
GLOBAL NETWORK	135,000
HAP	100,000
IFRC-FICR	180,000
MERLIN	119,868
NORWEGIAN REFUGEE COUNCIL	80,000
OXFAM - UK	248,796
PIPA	45,000
REDR	129,724
SAVE THE CHILDREN - UK	130,000
TSF, FRANCE	75,000
VOICE ASBL	135,000
<b>EUROPEAN COMMISSION</b>	<b>32,893,029</b>
ECHO FIELD	32,893,029

<b>CAPACITY BUILDING</b>	<b>25,200,000</b>
FAO	4,020,000
IFRC-FICR	4,500,000
OCHA	1,770,000
UNICEF	4,800,000
WFP-PAM	5,810,000
WHO	4,300,000

<b>DREF DECISION</b>	<b>2,000,000</b>
IFRC-FICR	2,000,000
<b>NOHA Network</b>	<b>500,000</b>
NOHA Program	500,000

<b>TOTAL CONTRACTS 2009</b>	<b>834,836,743</b>
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## 5. GLOSSARY

ACF	Action contre la Faim
ACP	African, Caribbean and Pacific States
ASEAN	Association of South-east Asian Nations
AUSAID	Australian government's overseas aid programme
AWD	Acute watery diarrhoea
BPRM	Bureau of Population, Refugees and Migration
CCSDPT	Committee for the Co-ordination of Services to Displaced Persons in Thailand
CERF	Central Emergency Response Fund
CHF	Common Humanitarian Fund
CIDA	Canadian International Development Agency
COHAFA	Council Working Group on Humanitarian Aid and Food Aid
DFID	UK Department for International Development
DIPECHO	Disaster Preparedness ECHO
DRR	Disaster risk reduction
EAR	Emergency Aid Reserve
EDF	European Development Fund
EU	European Union
EWS	Early warning systems
FAFA	The EC/UN Financial and Administrative Framework Agreement
FAO	Food and Agriculture Organisation of the United Nations
FCA	Forgotten crises assessment
FPA	Framework Partnership Agreement (between the Commission and its operating partners)
FTS	Financial Tracking System (OCHA)
GHD	Good Humanitarian Donorship
GNA	Global needs assessment
HRF	Humanitarian Response Fund
IAC	Internal Audit Capability
IAS	Internal Audit Service
IASC	Inter-Agency Standing Committee
ICRC	international committee of the red cross
IDP	Internally displaced people
IFRC	International Federation of the Red Cross and the Red Crescent Societies
IHL	International Humanitarian Law
INGO	International non-governmental organisation
IO	International organisation
LAC	Latin America and the Caribbean
LRRD	Linking relief, rehabilitation and development
MCIS	Multi cluster integrated survey
MIC	Monitoring and Information Centre
MINUSTAH	United Nations Stabilization Mission in Haiti
MSF	Médecins sans Frontières
NGO	Non-governmental organisation
OCHA	UN Office for the Co-ordination of Humanitarian Aid
OECD	Organisation for Economic Co-operation and Development
OFDA	Office of US Foreign Disaster Assistance
REACH	Global Framework for Action, Renewed Effort Ending Child Hunger and Malnutrition
SD	Strategic dialogue
SPHERE	SPHERE project: Humanitarian Charter and Minimum Standards in Disaster Response
UN	United Nations

UNAMID	UN African Union Mission in Darfur
UNDSS	United Nations Department of Safety and Security
UNHCR	United Nations High Commissioner for Refugees
UNICEF	United Nations Children's Fund
UNISDR	UN International Strategy for Disaster Reduction
UNRWA	UN Relief and Works Agency for Palestine Refugees in near East
USAID	US Agency for International Development
WASH	Water/sanitation and hygiene
WFP	UN World Food Programme
WHO	UN World Health Organisation