

COMMISSION OF THE EUROPEAN COMMUNITIES

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Communication from the Commission to the Council and
the European Parliament

relating to a Special Food Aid Programme

for 1992

Reminder of the situation in 1991

1. Last year, in view of the very serious famine which threatened sub-Saharan Africa and in particular the Horn of Africa, a Special Food Aid Plan was decided in April/May (15 April 1991 General Affairs Council, 2 May Trilogue), comprising an additional 400,000 tonnes cereal equivalent for 140 MECU. The Commission's decision was undoubtedly had a follow-on effect and, in particular, Member States' aid of 200.000 tonnes cereal equivalent should be added to this community total.

Three quarters of this aid was allocated to the Horn, the rest to Liberia, Malawi, Niger, Angola and Mauritania.

A task force was established to ensure the rapid execution of the programme.

By July nearly the whole programme was being mobilised and by the end of October 80% of the food products had arrived at destination and the balance was being delivered.

2. The success of this Special Plan which, together with the efforts of other donors, avoided the worst in the Horn, was due to the rapidity of its implementation, the efficacy of the budgetary procedures used and the important package of measures taken in the field of logistics, not only by the Community, but also by the member States, to facilitate the transport and distribution at destination.

The Development Council of November 1991 welcomed the effort made which fully achieved the objectives set.

1992 situation

The threat of unprecedented hunger in Africa and exceptional needs in other regions of the world.

3. Information received in recent weeks on the food situation in Africa confirms, unfortunately, that the threat of serious famine in the countries of the Horn and certain countries of Southern Africa, seen so dramatically since autumn 1990, did not disappear at the end of last year when the additional programmes and efforts of the international community for these countries ended. Quite the contrary, the latest news speaks of very large scale distress throughout the Southern African region hit by an unprecedented drought which developed during February 1992 and which destroyed crops. 60 million people are threatened by famine in Africa (20 million in the Horn and 40 million in Southern Africa).

To this is added very alarming news from other parts of the world, especially in Peru where the whole coastal region is no longer producing anything due to a particularly severe drought and in Asia, especially in Cambodia which faces the reinstallation of millions of refugees and displaced persons or in Bangladesh where the influx of Burmese refugees continues. Furthermore, Kurdish people continue to need important food assistance.

There is one brighter point in this dark picture, however: Sahelian Africa where the harvest according to current estimates, is sufficient to ensure normal food levels for most people. According to the Commission's latest information, it seems to be the case that the situation of Liberian refugees is under control, thanks, in particular, to WFP operations underway or planned.

4. A meeting of the principal donors and international and non-governmental organisations held on 27 February in Brussels confirmed the gravity of the situation.

For the Horn of Africa, the United Nations Secretariat General has launched a second aid plan (SEPHA II), in Southern Africa FAO/WFP and World Bank evaluation missions are underway with the participation of certain donors, among them the Commission, and NGOs. The results of these mission are expected in the middle of April. In any case, it appears that they will not dispute the level of needs already known.

In South-East Asia a Special Plan has been put in place by the United Nations to prepare and carry out the repatriation of refugees and displaced persons in Cambodia.

In Latin America, Peru is suffering a very severe drought entailing a loss of 50% of the harvest. In El Salvador, the recent signature of a peace agreement allows humanitarian aid to reach people in need who were not able to benefit from it until now due to the war.

In Afghanistan the peace plan will be finalised in the coming weeks and will imply the need to provide for refugees returning to the country. In Bangladesh the influx of Burmese refugees appears greater than foreseen and will need the mobilisation of additional means. In Iraqi Kurdistan, returning refugees found villages and fields devastated. This region, which was formerly relatively rich, is now unable to support the resumption of normal economic life, especially in agriculture on which the population depend for their living.

Estimation of needs

5. The Commission services have made an estimate of needs in the most affected regions and countries and of aid already programmed on the basis of information currently available from international organisations (FAO, WFP, ICRC), governments of the countries concerned (especially in Southern Africa), other donors (U.S., Canada, Member States) and leading non-governmental organisations. These data have been checked with the Commission's delegations in the different countries.
6. These estimates show food aid needs of about 6.5 million tonnes of food, essentially cereals (see annex I).

These figures do not include South Africa whose need of 3 million tonnes will be covered by commercial imports.

The above estimates do not take account of a very important quantity of seeds which will be necessary to ensure sufficient and timely sowing for the next crop.

The food aid commitments known at present of international donors for the countries involved total about 2.1 million tonnes including Community aid (\pm 700,000 tonnes). This figure equals only a third of estimated needs.

Current response of the Community

7. For the Community, it will not be possible to respond to needs on such a scale using just the current food aid budget.

Taking account of the latest decisions taken and allocations programmed in response to the emergency situation in crisis affected countries, as well as those planned for other important food aid beneficiary countries (Bangladesh, Egypt), the margin of manoeuvre for any reprogramming of resources is almost non-existent. It should be underlined that planned actions are far from sufficient to respond adequately to the exceptional needs in the Horn and do not include the emergency requests received or expected from Southern Africa, Latin America and Asia (see Annex II).

8. It should be noted, however, that for the Horn of Africa where the continuation of the food deficit was evident from last year, the Commission programmed and mobilised important operations during the first three months of the current year in addition to the deliveries from the 1991 normal programme and the Special Programme for Africa of the same year. Quantities already decided and being mobilised are equal at present to more than 360,000 tonnes of food products, and to this should be added a further 110,000 tonnes still earmarked in the annual programme.

There is, thus, no break in the supply pipeline for the Horn. However, the supplies available from the 1992 programme will not allow us to meet requirements which are of an extent only recently made apparent, for the countries of Southern Africa which are mostly self-sufficient in normal times or even exporters with the exception of Angola and Mozambique, and so rarely beneficiaries of Community food aid, little or nothing has been able to be programmed from the 1992 food aid budget and only small, symbolic operations could be mobilised out of the means currently available.

Proposal for a new Special Food Aid Programme for 1992

9. While the situation in many African and Asian countries poses a problem of a humanitarian nature, the threat of famine in Ethiopia, Southern Africa and Latin America risks having disastrous political effects: in Zambia, Angola, Namibia and El Salvador in particular, the threat of famine coincides with the installation of new democratic governments giving rise to the fear that people will equate democracy with hunger. In Zimbabwe and Lesotho, countries politically stable among other reasons because of a traditionally balanced food situations the threat of famine risks destabilising the governments.
10. As last year, the Community and its Member States should show solidarity equal to their international responsibilities. Their action overall should cover 35 to 40% of total needs, this amount representing the relative share of the Community and its Member States in the international community's efforts in cases of large-scale distress.
11. In this context, in order to allow the Community to bring significant assistance to people in need and to avoid the very serious threat of destabilisation of the countries of Southern Africa and Latin America, a new Special Food Aid programme will be necessary in 1992.

Because of increased needs in 1992, this programme should comprise more substantial assistance than that of last year's Special Plan.

It is proposed that the 1992 Special Programme total a minimum of 800,000 tonnes cereal equivalent (see annex III). By adding this quantity to commitments made or planned, the Community would thus cover more or less 25% of estimated needs.

The mobilisation of quantities on such a scale poses enormous logistic problems, particularly in Southern Africa where the quantities to be supplied are additional to the extraordinarily high deficit of South Africa and risks the congestion of all port facilities and viable transport means in the region. It is therefore necessary to make deliveries very quickly and in any case before summer so as to spread deliveries to the different ports out over as long a period as possible. This should diminish the risk of boats waiting in ports or the blocking of ports preventing the delivery of food to the inland countries or regions of destination and all the risks of deterioration of commodities which that entails.

It is clear that such an operation requires very close cooperation and coordination with the usual distribution channels (international and non-governmental organisations), Member States and governments of the countries concerned. As the scale of aid operations necessary for Southern Africa raises new logistic problems which a new Special Programme of the Community must face, it is clear that the contribution of all actors and the mobilisation of all means available at Community level is vital.

Finance

12. **Based on current prices and information, the Commission estimates that the credits necessary for the purchase, transport and distribution of the additional 800,000 tonnes cereal equivalent proposed are about 220 MECU (see Annex IV).**

The cost for the EAGGF of refunds on 800,000 tonnes of cereals could amount to 91.2 MECU. As these quantities reduce the cereal surplus for which outlets would have to be found in any case, there would be no additional cost from the operation.

13. **The financing of this Special Food Aid Programme will require the application of the procedure contained in the declaration of the three institutions annexed to the decision on the financial perspectives adopted at the Trilogue of 5 February 1992 (see annex V).**

Due to the size of the operation envisaged and to ensure its implementations in the best conditions and with all necessary speed, the Commission proposes to mobilise the credits necessary by a possible revision of the financial perspectives followed by the adoption of a supplementary amending budget.

Conclusion

It is proposed that the Council and Parliament agree the principle of a Special Food Aid Programme for 1992 for certain countries of Sub-Saharan Africa and other regions of the world amounting to 800,000 tonnes of cereal equivalent.

The additional resources necessary to finance this programme should be made available on the basis of a Commission proposal to the budgetary authority applying the declaration of the three Institutions adopted in the framework of the Trilogue on 5 February 1992.

The Commission launches an appeal to the Member States and invites them to mobilise their own resources so that the response of the European Community as a whole should rise to the challenge set.

PLAN EXCEPTIONNEL D'AIDE ALIMENTAIRE 1992

Annexe I

ESTIMATION DES BESOINS

PAYS	Besoins en aide alimentaire	Aides CEE (1)	Aides Etats Membres	Aides autres donateurs	Besoins restant à couvrir
Ethiopie	1.170.000 T céréales (880.000 T céréales)	258.700 T céréales 32.000 T autres (192.700 T céréales) (17.000 T autres)	70.000 T céréales (70.000 T céréales)	161.000 T (161.000 T)	648.300 T (439.300 T)
Erythrée	(290.000 T céréales)	(66.000 T céréales) (15.000 T autres)			(209.000 T)
Somalie	400.000 T céréales	50.000 T céréales 4.700 T autres	32.000 T céréales 4.200 T autres	25.300 T céréales	283.800 T céréales
Soudan	480.000 T céréales 133.000 T autres 59.000 T huile vég.	82.600 T céréales 5.600 T autres 2.000 T semences	45.000 T céréales 4.200 T autres	91.400 T céréales 1.200 T autres	261.000 T céréales 122.000 T autres 59.000 T huile vég
Angola	100.000 T céréales 1,5 MECU semences	25.000 T 1,5 MECU semences	36.000 T	30.000 T	9.000 T
Malawi	500.000 T céréales	46.000 T	15.000 T	10.000 T 1.500 T autres	427.500 T
Mozambique	900.000 T céréales 150.000 T autres	140.000 T	65.000 T	117.000 T	578.000 T 150.000 T
Namibie	45.000 T céréales	5.000 T	1.500 T	5.000 T 300 T huile	33.200 T
Lesotho	45.000 T céréales	15.000 T		5.000 T 1.300 T légumIn.	23.700 T
Zimbabwe	500.000 T		7.000 T	108.000 T	385.000 T
Kenya	275.000 T			15.000 T	260.000 T
Zambia	700.000 T céréales 30.000 T huile vég.	5.000 T céréales 2.000 T huile vég.	27.500 T céréales	156.000 T céréales	511.500 T 28.000 T huile vég
Pérou	400.000 T		37.500 T	176.000 T	186.500 T
Cambodge	350.000 T	35.000 T	110.000 T		205.000 T
Populations kurdes	45.000 T	-	.....	....	45.000 T
Réf. birmans au Bangladesh	35.000 T	-	....	15.000 T	20.000 T
Salvador	.....	-	....	....	....
Afghanistan	200.000 T	-	58.000 T		142.000 T
TOTAL GENERAL	6.517.000 T	706.600 T	1.431.900 T		4.378.500 T

(1) Aides décidées ou programmées.

PROGRAMME NORMAL D'AIDE ALIMENTAIRE 19921. Allocations décidées

TOTAL ALLOUE	Céréales (T)	Autres (T)
Total alloué	655.000	120.000
Dont les pays les plus affectés par la crise	412.000	58.000

2. Allocations programmées mais pas encore décidées, par région

REGION	Céréales (T)	Autres (T)
Sahel	10.000	-
Afrique Occidentale	-	-
Afrique Centrale	-	-
Afrique Orientale	-	5.250
Corne de l'Afrique	110.000	-
Afrique Australe	110.000	-
Océan Indien	19.000	-
Caraïbes	-	-
Méditerranée	150.000	12.000
Amérique Latine	72.000	22.000
Asie (Bangladesh/Cambodge (+ HCR Thaïlande)	210.000	2.500
TOTAL	681.000	41.750

REPARTITION INDICATIVE DES 800.000 T (1)

Angola	± 5.000 T
Ethiopie	± 140.000 T
Kenya	± 40.000 T
Lesotho	± 5.000 T
Malawi	± 60.000 T
Mozambique	± 70.000 T
Namibie	± 10.000 T
Somalie	± 50.000 T
Soudan	± 100.000 T
Zambie	± 120.000 T
Zimbabwe	± 80.000 T
Afghanistan	± 10.000 T
Réfugiés birmans au Bangladesh	± 10.000 T
Cambodge	± 40.000 T
Populations kurdes	± 20.000 T
Pérou et Salvador	± 40.000 T
	<hr/>
	800.000 T

(1) Les pays et les quantités indiqués ci-dessus sont donnés à titre indicatif, mais d'autres pays pourraient être inclus et les quantités modifiées en fonction de l'évolution des récoltes attendues et des aides d'autres donateurs.

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FICHE FINANCIERE DU PROGRAMME SPECIAL 1992

30 MARS 92

TOTAL en ecu : en tonnes :	GENERAL 221 296 000 800 000	CEREALE EQUIVALENT (T)	VALEUR PRODUIT (MECU)	VALEUR TRANSPORT (MECU)	VALEUR VALEUR (MECU)
SOLIDAN		100 000	16.52	24.03	40.56
ETHIOPIE		140 000	18.09	26.69	44.78
SOMALIE		50 000	5.75	6.75	12.50
ANGOLA		5 000	0.58	1.20	1.78
KENYA		40 000	4.60	3.80	8.40
LESOTHO		5 000	0.58	0.30	0.88
MALAWI		60 000	6.90	9.60	16.50
MOZAMBIQUE		70 000	8.05	8.75	16.80
NAMIBIE		10 000	1.15	0.90	2.05
ZAMBIE		120 000	13.80	15.60	29.40
ZIMBABWE		80 000	9.20	11.20	20.40
BANGLADESH		10 000	1.15	0.31	1.46
AFGHANISTAN		10 000	1.15	1.75	2.90
CAMBODGE		40 000	4.60	1.40	6.00
KURDES		20 000	2.30	1.80	4.10
PEROU		40 000	4.60	8.20	12.80
TOTAL :		800 000	99.01	122.28	221.30

Hypothèse de calcul

(1) Prix unitaires des produits

Au prix de marché, en tenant compte de leur évolution attendue sur les prochains 6 mois et du fait qu'il s'agit d'équivalent céréales : 115 Ecu/tonne. Notez que pour les pays de la Corne de l'Afrique, les calculs se basent sur la répartition suivante en tonnes : 308.500 céréales, 4.000 sucre, 6.000 huile, 11.500 légumineuses à 280 Ecu/tonne pour le sucre, 570 Ecu/tonne huile, 430 Ecu/tonne légumineuses.

(2) Prix unitaires des transports au stade rendu destination

- Corne de l'Afrique : une moyenne de 185,88 Ecu/tonne suivant les destinations.
- Afrique Australe : une moyenne de 135,86 Ecu/tonne.
- Bangladesh : 31 Ecu/tonne; Afghanistan : 175 Ecu/tonne.
- Cambodge : 35 Ecu/tonne; Kurdes : 90 Ecu/tonne; Pérou : 205 Ecu/tonne.

Déclaration des trois Institutions sur
une procédure de révision et de budgétisation
accélérée pour les dépenses d'aide humanitaire d'urgence

Lorsqu'une aide humanitaire d'urgence, d'un montant substantiel en faveur de pays tiers apparaît nécessaire mais qu'elle ne peut être financée telle quelle sous le plafond de la rubrique 4 des Perspectives Financières, la Commission invite les deux branches de l'Autorité budgétaire à une réunion de trilogue.

S'il s'agit d'aide alimentaire, les besoins supplémentaires pourraient être couverts par le FEOGA-Garantie, pour autant que les perspectives d'exécution des crédits de celui-ci le permettent. Dans tous les autres cas et si un accord se dégage sur la base de son Initiative, la Commission saisit simultanément l'Autorité Budgétaire d'une proposition concernant les Perspectives Financières et d'un avant-projet de budget rectificatif et supplémentaire.

Chacune des branches de l'Autorité Budgétaire met tout en oeuvre pour que les décisions correspondantes soient prises en une seule fois et dans les meilleurs délais.

Déclaration au Procès-verbal
du Conseil

Le Conseil et la Commission déclarent que la procédure à laquelle fait référence la déclaration des trois Institutions sur une procédure de révision et de budgétisation accélérée pour les dépenses d'aide humanitaire d'urgence ne peut viser que le seul objectif de dégager des fonds d'aide humanitaire d'urgence.

Déclaration de la Commission
au Procès-verbal du Conseil

Concernant l'aide alimentaire d'urgence faisant l'objet de la déclaration des trois institutions et jointe (en annexe I) au doc. 4560/92 FIN 28, la Commission estime que les besoins supplémentaires pouvant être couverts par le Feoga-Garantie, correspondent tout au plus à la deuxième tranche d'aide alimentaire à l'Albanie et aux pays baltes.