



COMMISSION OF THE EUROPEAN COMMUNITIES

Brussels, 15.07.1998  
COM(1998) 448 final

# **Annual Report on Humanitarian Aid 1997**

(presented by the Commission)



# TABLE OF CONTENTS

## Executive summary

1. GENERAL FRAMEWORK.....	1
1.1 Legal basis, follow-up of the Council Regulation and coordination with Member States .....	1
1.2 Financial basis.....	1
2. OPERATIONAL FRAMEWORK .....	2
2.1 Revision of the Framework Partnership Contract.....	2
2.2 Coordination with partners .....	2
3. HUMANITARIAN OPERATIONS .....	3
3.1 Africa .....	3
3.2 Central and Eastern Europe.....	7
3.3 Russia and CIS.....	8
3.4 Asia.....	8
3.5 North Africa and the Middle East.....	10
3.6 Latin America and the Caribbean .....	11
4. HORIZONTAL ACTIVITIES.....	11
4.1 Information .....	11
4.2 Evaluation and Financial Audits.....	12
4.3 Databases and Management Systems .....	13
4.4 Disaster Preparedness .....	14
4.5 Education and Training.....	14
4.6 Policy Initiatives .....	15

5.	COORDINATION AND COOPERATION.....	15
5.1	Inter-service Coordination .....	15
5.2	European Parliament.....	16
5.3	WEU .....	17
5.4	Relations with United Nations.....	17
5.5	Relations with the United States.....	17
5.6	Japan .....	18
6.	PROSPECTS FOR THE FUTURE .....	18

Annexes

Annex 1	Financial Decisions for Humanitarian Aid by Region
Annex 2	Humanitarian Assistance – Contracts by Financial Years
Annex 3	Overview of Financial Decisions for EC Humanitarian Aid by source of Finance 1993-1997
Annex 4	Amount of the Contacts Signed in 1996 and 1997
Annex 5	Financial Decision for Humanitarian Aid by Region in 1996 and 1997
Annex 6	EC Contracts for Humanitarian Assistance in 1993-94-95-96-97 (Financial Years)

# Executive Summary

In 1997 ECHO's activities reached a regular cruising speed. They constitute an integral part of the Community's initiatives in the field of external relations and notably the "human dimension". Public support in Europe for humanitarian aid activities remains high.

On the financial side there was a certain decrease of funds from ECU 656 million in 1996 to ECU 441 million in 1997, mainly due to the fact that ECHO did not call on the humanitarian reserve and instead had additional funds transferred from other budget lines. However, within the reporting year ECHO, actually increased its activity level in terms of funds disbursed compared with the previous year. This increase is due to substantial decisions on humanitarian aid allocations at the end of 1996 for which contracts were signed in 1997.

Former Yugoslavia and the Great Lakes region remained the main theatres of activity, together accounting for 33% of ECHO's funds. As opposed to the previous years, 1997 – fortunately – did not produce the one major crisis that focused a lot of attention. At the same time ECHO considerably strengthened its presence in the field by basing additional ECHO correspondents in the Middle East (Amman), South-East Asia and Colombia.

Obviously, complex emergencies and natural disasters continued to occur, in the case of armed conflict often aggravated by lack of access to the victims. Humanitarian assistance is more and more hampered by a lack of humanitarian space, a problem which has to be addressed on all levels, including political ones. Consequently, the question of security for humanitarian relief workers and humanitarian space was ECHO's main field of policy development in 1997.

1997 also saw enhanced efforts to strengthen coordination with ECHO's partners. In the first 18 months of existence of the regulation on humanitarian aid, coordination with Member States intensified, on operational as well as political level. The revision of the Framework Partnership Contract was the occasion to improve ECHO's cooperation with partners, and intensified contacts with the different parts of the UN system resulted in closer cooperation at field as well as at headquarters level.

Disaster preparedness and the preparation for the possible effects of El Niño were another focus for ECHO in 1997, as well as the continued implementation of the communication on Linking Relief, Rehabilitation and Development.

## **1. GENERAL FRAMEWORK**

### **1.1 Legal basis, follow-up of the Council Regulation and coordination with Member States**

1997 witnessed the consolidation of work carried out within the Humanitarian Aid Committee which was set up in 1996 following the entry into force of Council Regulation (EC) No 1257/96 of 20 June 1996 concerning humanitarian aid.<sup>1</sup>

At its first meeting in 1997, and in accordance with the relevant provisions of the Regulation, the committee discussed guidelines and orientations for the year ahead on the basis of a working paper entitled "ECHO 1997 Strategy". This discussion was very fruitful and set out the basis for similar exercises in the future.

The committee met seven times in 1997. All of the Commission's draft proposals referred to the committee, either by oral or written procedure, received a favourable opinion.

In addition to formal decisions on proposed actions in a specific country or region the Committee handled an increasing number of horizontal issues in the field of humanitarian aid, thus helping to develop dialogue with Member States on issues of common interest. The main issues examined ranged from revision of the Framework Partnership Contract (see chapter 2.1), protection and security of relief workers, to evaluation of humanitarian aid programmes and visibility.

The main event regarding policy discussions was an informal meeting of the Committee dedicated exclusively to discussing the impact of the UN reform proposals on the humanitarian sector (see chapter 5.4).

### **1.2 Financial basis**

In 1997 the humanitarian aid budget managed by ECHO stood at ECU 441.6 million. Although a considerable amount, this was a smaller budget than ECHO disbursed in each of the two previous years (ECU 656 million in 1996 and ECU 692 million in 1995). The relative improvements on the ground in former Yugoslavia and Central Africa, as well as in other theatres of crisis in the world, have contributed to this development.

In spite of a drop in the volume of humanitarian aid in 1997, it is important to note that ECHO's level of activity stayed the same due to substantial resources committed at the end of 1996, for which contracts were signed in the reporting year (see annex 4). For a more detailed statistical breakdown please refer to the annexes.

---

<sup>1</sup> Official Journal L 16 of 1996

## **2. OPERATIONAL FRAMEWORK**

### **2.1 Revision of the Framework Partnership Contract**

The Framework Partnership Contract currently in force was adopted by the Commission in May 1993<sup>2</sup> and entered into force in September 1993. The adoption of the Regulation on humanitarian aid and the experience gained in recent years both highlighted the need for its revision.

The objectives of the revision are as follows: simplification, clarification, flexibility, transparency and optimisation of results, whilst maintaining an adequate level of control of the use of Community funds.

As part of the revision process, ECHO entered into an informal, yet exhaustive, dialogue with the humanitarian partner organisations: NGOs and international organisations. The Member States were duly informed of progress on the exercise in the framework of the Humanitarian Aid Committee.

The revision of the Framework Partnership Contract required a considerable input from ECHO legal and financial experts and the dialogue group of ECHO's partners. It is hoped that once the revised version of the agreement is introduced in 1998, it will have succeeded in capitalising on the strengths of the existing agreement while at the same time developing the partnership in the contested areas.

Once consultations with the humanitarian organisations are completed and the Member States have been notified, the Commission will adopt a communication establishing the new Framework Partnership Contract for regulating ECHO's relations with its partners.

### **2.2 Coordination with partners**

ECHO continued throughout the year to seek opportunities for, and devote time to, discussions with various groupings of partner NGOs in a number of Member States. Upon the new Director's assuming his functions, an early priority was to meet with NGOs in all Member States as well as with ICRC, IFRC and UN partner agencies in Geneva. Partners appreciated this approach and the lines of communication which it was instrumental in opening.

Close coordination with partners at the policy level was assured through participation in numerous forums and workshops in 1997. This and the ongoing work in the Dialogue Group on the revision of the Partnership Contract created a new climate of confidence between ECHO and its partners.

---

<sup>2</sup> PV (93) 1151 - SEC/93/688 and /2.

### 3. HUMANITARIAN OPERATIONS

#### 3.1 Africa

1997 was an especially difficult year for all humanitarian organisations in the **Great Lakes region**. After two years of the presence of more than two million Rwandan refugees in relief camps in former Zaire and Tanzania, the situation changed dramatically in the space of a few months by far-reaching developments.

The period was marked, at the end of 1996, by the sudden return of one million refugees to Rwanda. An exodus lasting several months saw hundreds of thousands of them scattered over vast areas of the Great Lakes region.

The task of humanitarian organisations was not made any easier by prohibitions of access, the lack of security and the policies of national and local authorities on the deployment of aid.

ECHO mainly funded the deployment of emergency relief aid in the form of food, hygiene, medical and sanitation supplies so as best to respond to requirements. ECHO was also swift to provide funding for emergency small-scale infrastructure rehabilitation schemes, particularly in **Rwanda**.

Under its ECU 158.93 million global plan, adopted in December 1996, ECHO endeavoured to meet immediate, post-emergency humanitarian requirements as best it could while at the same time respecting the mandate of each of the international organisations.

Humanitarian assistance in Rwanda principally focused on all vulnerable members of the community - the elderly, widows, the victims of genocide, unaccompanied children and prisoners - with a view to facilitating their reintegration.

In 1997, a total of ECU 31 million was allocated to Rwanda, 79% of which, i.e. 24.6 million, was used to finance operations via the international agencies, e.g. UNHCR, WFP, WHO, UNICEF, ICRC and IFRC.

The Member States and ECHO are the leading donors of humanitarian assistance to **Burundi**. 12 of the country's 16 provinces are covered by ECHO programmes despite the severe access problems and permanent lack of security. During 1997 ECHO provided financial support of around ECU 15 million.

In the early part of the year, the main programmes funded by ECHO in the **Democratic Republic of Congo** were UNHCR relief programmes for the Rwandan and Burundian refugees scattered throughout the country and medical programmes carried out by the ICRC and NGOs to assist displaced persons and other victims of the troubles in various regions.

After the capture of Kisangani in March, relief continued for refugees and local inhabitants but under increasingly difficult conditions and with limited access to victims. ECHO funded most of the operations for the return of Rwandan refugees, in particular airlifts out of Kisangani, Mbandaka and Loukolela between May and September.

More than ECU 10.5 million was spent on medical and nutrition programmes during the year via 18 NGOs, in addition to direct allocations to the UNHCR, WFP, UNICEF and ICRC.

Financial support provided by ECHO during 1997 totalled some ECU 60 million.

At the turn of the year 1996/97, the Tanzanian and Rwandan authorities caught the UNHCR unprepared by sending more than 500 000 Rwandan refugees in the camps in **Tanzania** back to Rwanda.

There were simultaneous reports of new movements of Congolese refugees in the direction of Tanzania.

The current total of refugees in DRC is approximately 335 000, consisting of 260 000 Burundians and 75 000 Congolese divided up into ten camps under the control of the UNHCR, IFRC and WFP and financed mainly by ECHO. ECHO has provided some ECU 22 million in support for 1997.

There are considerable delays in **Angola** in the schedule agreed for the implementation of the Lusaka agreements, signed in 1994. Angola is still divided up into Government and UNITA controlled zones which has hindered the free movement of persons and goods and restricted humanitarian aid programmes on account of localised trouble spots, banditry and anti-personnel mines.

The demobilisation process is proving particularly slow. The currently reported figure of 38 497 consists mainly of children and the elderly. According to various sources, between 18 000 and 35 000 armed UNITA troops are scattered throughout the country, although the figure is probably nearer 20 000.

Humanitarian aid from the Commission to Angola in 1997 totalled ECU 14 million, from which 31 operations were financed via 25 NGOs and international organisations covering the following priority sectors: health care and preventive care, emergency vaccinations, therapeutic and supplementary nutrition, improved water and sanitation, distribution of basic necessities, logistics, protection of civilians and family tracing. In December 1997 a new financial decision for Angola amounting to 19 million ECU was taken, these funds will be disbursed during 1998.

Thanks to ECHO and its partners, a population estimated at 2 300 000 has access to primary health care and medical referral services in some eleven of the country's provinces.

The **ECHO Flight** service created in 1994 continued to run in the Horn of Africa. Six aircraft, based in Nairobi, Djibouti, Mandera and Lokichoggio are currently used for humanitarian operations in Somalia, Kenya and southern Sudan.

Between May 1994 and the end of 1997, ECHO Flight carried more than 110 000 passengers, more than 35 000 tonnes of cargo and logged more than 39 000 flight hours. ECU 9 million in aid was granted in 1997 to allow ECHO Flight to continue operations.

During the year, the effective implementation of humanitarian aid was jeopardised by the poor security situation, in particular in Sudan, and by low air traffic capacity at Lokichoggio as a result of the ban on flights imposed by the Sudanese Government.

1997 may prove to be the year that peace returned to **Liberia** after more than seven years of a terrible civil war. Implementation of the 1996 peace accord (Abuja II) went ahead relatively smoothly with the disarmament and demobilisation of combatants in the first phase, and then, in a second phase, the elections which installed the government of Charles Taylor.

On the security front, the multinational African force ECOMOG continued its peacekeeping role. Its mandate lasts until February 1998. There was a considerable fall in security incidents and outbreaks of shooting during the year.

The dominant issue on the security front was the return of 400 000 refugees and displaced persons to their homes. In the interests of continuity, ECHO and DG VIII maintained close coordination of their operations in the region. ECHO focused on the medical and nutrition sectors adopting a strategy of gradual withdrawal while DG VIII took over responsibility for programmes in these areas. As ECHO's total withdrawal from Liberia was planned for the end of December 1997, it adopted only one new decision in 1997 for a total of ECU 1 million.

The return of refugees and displaced persons to north **Mali** gathered pace during the year thanks to the introduction of numerous aid programmes at their destinations. Mali's programme for the demobilisation and socio-economic reintegration of ex-combatants achieved its overall aim.

Nevertheless, the rehabilitation of essential everyday structures (means of subsistence, income-generating activities) remains a vital necessity.

In 1997 ECHO decided to step up operations in Mali both on a sectoral and geographical basis. Following an integrated approach, projects financed by ECHO were aimed principally at the rehabilitation of the return destinations of the refugees and displaced persons so as to help them resume their income-generating activities. ECHO's operations were coordinated with DG VIII as well as with Member State development programmes. The global plan decided by the Commission covers a period of one year from July 1997 to July 1998 for a total of ECU 7.6 million. Commissioner Emma Bonino visited Mali in December.

Although the year got off to a good start in **Sierra Leone** with the return of almost 500 000 displaced persons to their home villages, leaving the camps practically empty, a *coup d'état* on 25 May 1997 overthrew the fragile government which had been democratically elected the previous year. The political situation has been extremely confused ever since with the military junta forming an alliance with the RUF rebel movement (started in 1991) and the legitimate government in exile in Conakry, supported by local militias and the inter-African armed forces of the ECOWAS countries.

The ECOWAS countries decided to impose a total economic embargo on Sierra Leone at the end of August. On 8 October, the UN Security Council approved an extension of the embargo to cover arms and oil.

In the face of international pressure, a peace agreement was adopted on 22 October by the ECOWAS Committee of Five and the military junta. The agreement provides for a ceasefire and the demobilisation of both armies with effect from 1 December and the restoration of President Kabbah to power from 22 April 1998.

However, as the last few weeks of 1997 have shown, implementation of the agreement is proving very difficult. The disarmament and demobilisation phase has not got off to the expected start. An uncertain future is in prospect.<sup>3</sup>

---

<sup>3</sup> Since this report was written at the end of 1997, the situation in Sierra Leone has been thrown into chaos. Faced with an impasse on the peace agreement, the ECOMOG forces launched a military offensive on Freetown in early February. Although the capital has been retaken, the war has spread to the rest of the country, arousing fears of a

On the humanitarian front, the situation was kept under control thanks to some outstanding preparatory work and to the excellent coordination provided by the humanitarian organisations. Nevertheless, humanitarian assistance was used as a means of exerting political pressure when, at the end of 1997, aid was prevented from crossing the Guinea-Sierra Leone border by the ECOWAS blockade despite the fact that some trading was still going on even under the embargo.

ECHO encouraged coordination between all the parties involved in Sierra Leone by organising a meeting in Brussels in early October. It has played an active part throughout the crisis, contributing to the tune of ECU 3.7 million, mainly in the health sector through the ICRC, MSF, MERLIN and ACF.

Throughout 1997, the situation in **Somalia** has been characterised by a mixture of apparent progress towards political reconciliation between some of the major faction leaders, and continued or even worsening insecurity and inter-clan conflict on the ground in many locations. The different regional efforts to find a peaceful solution culminated in a meeting held in Cairo in November 1997 at which all major leaders, with the exception of 'President' Egal of Somaliland in the north east, seemed to have reached agreement on the establishment of a transitional national government. It is too early at this stage to say whether this agreement will be the breakthrough in restoring peace to a country that has been without a central government since the beginning of the decade.

In late October 1997, Somalia's problems were compounded by severe floods which affected much of the south of the country. By mid December, over 1 500 people were known to have died and a further 230 000 had been displaced from their homes by rising flood water.

During the year, ECHO allocated a total of ECU 7 million for humanitarian assistance in Somalia. Of this amount, ECU 2 million was released in November in order to provide immediate life-saving assistance to flood victims. The remaining ECU 5 million was used to fund a number of core health and nutritional programmes designed to meet the basic humanitarian needs of the most vulnerable sections of the population, in particular women, children and displaced persons. These programmes are concentrated in the most insecure regions of the country, such as Mogadishu and Kismayo, where basic conditions do not exist for DG VIII to fund more ambitious and far-reaching rehabilitation programmes.

Much of northern and eastern **Kenya** was affected by severe climatic conditions during 1997: drought until October, followed by exceptionally heavy rains in the last two months of the year which lead to widespread flooding. Combined with the increasing incapacity of governmental authorities to meet the basic needs of the Kenyan people, this lead to a significant deterioration in the humanitarian situation.

During 1997, new funding decisions totalling 3.1 million ECU were taken by the Commission for humanitarian assistance in Kenya. These funds were used for variety of water and nutritional interventions in drought affected areas between April and October, and later in the year also for emergency programmes in the health and food sectors in the response to the severe flooding.

---

humanitarian disaster, in particular as regards food supplies, as access by road and air to the interior of the country is currently impossible. ECHO has released ECU 1.9 million to help with the situation.

ECHO released a total of 2.23 million ECU for humanitarian assistance in **Ethiopia** during 1997. This amount was used to support three distinct humanitarian programmes. Firstly, ECHO made a grant to the UNHCR for a large-scale water programme in the east of the country designed to benefit the large Somali refugee population in this area as well as the local Ethiopian population, many of whom are themselves returned refugees from Somalia. Secondly, ECHO supported an emergency nutritional intervention in Gode town carried out by MSF Belgium in favour of a marginalised community of returnees from Somalia.

Finally, funds were given to the ICRC in order to strengthen their protection activities in Ethiopia, in particular visiting political prisoners and trying to ensure basic minimum prison conditions.

There was no improvement in the political situation in **Sudan**, especially in the south, compared to 1996. On the eve of its fifteenth anniversary, the war in Sudan flared up at the start of the year in the south of the country thus giving rise to new movements of displaced persons in the region.

For the majority of the inhabitants of this region of Africa, humanitarian assistance has become the sole means of subsistence. Meanwhile, the position of the humanitarian organisations in Sudan is becoming increasingly precarious following the expulsion of one French NGO (Action contre la Faim) from southern Sudan in September and attempts by all the warring parties to take direct control of the distribution of humanitarian aid.

In 1997, ECHO provided more than ECU 21 million in humanitarian aid to the victims of the war in Sudan and northern Uganda. This includes logistical support provided by ECHO to southern Sudan (ECHO Flight) and a contribution to the World Food Programme in respect of food aid in the north and south of the country. ECHO's priorities are basically still the same as for 1996, i.e. medical, sanitation and nutritional assistance and some food security programmes, notably in the veterinary sector.

### 3.2 Central and Eastern Europe

The political situation in **former Yugoslavia** in 1997 remained inconclusive. Entering the second year of peace there was a notable overall improvement of the humanitarian situation in most parts of the region. Nevertheless, the improvement of the general situation in Bosnia and Herzegovina that was expected in 1997 only partially materialised. While the large scale economic reconstruction programme has taken off and is starting to show real results, especially in the Croat-Muslim Federation, the country remains largely unable to provide for basic services to its population. This is particularly affecting Republika Srpska, where the lack of progress in the return process has made most donors withhold their funding for reconstruction projects. Humanitarian assistance, especially in the form of small-scale rehabilitation, coupled with specific efforts towards dependency reduction and local capacity building consequently remained necessary.

Nevertheless the continued implementation of the Dayton Peace Process meant that strictly humanitarian aid to Bosnia and Herzegovina could be further reduced as more regular assistance from the European Commission through the OBNOVA and PHARE programmes (217 MECU for Bosnia and Herzegovina) could be implemented. The return of internally displaced persons, as well as refugees from the Union did however continue to require special assistance from ECHO. Elsewhere in former Yugoslavia, aid continued to decline, being

restricted now to Croatia and FRY. Overall aid from ECHO to these three countries was ECU 133 million compared to ECU 187 million in 1996.

Two events demanded important ECHO assistance elsewhere in Eastern Europe. The collapse of an ordered system in **Albania** led to a series of decisions to provide humanitarian aid totalling ECU 16 million, but by the end of the year, as normality returned, the efforts were concentrated on the medical sector.

Equally the worst flood in recorded memory in this part of the world led to ECU 14.1 million being granted principally to **Poland and the Czech Republic**, but with small amounts to Slovakia and Hungary. Most of the funds were destined for rehabilitation and winterisation. Flood-related reconstruction in Poland, Romania and the Czech Republic was equally supported through re-allocation of over 100 MECU from the PHARE programme. At the height of the crisis in July 1997 Commissioner Emma Bonino visited both Poland and the Czech Republic to gain a first-hand impression of the scope of the natural disaster.

The only other aid to Eastern Europe was ECU 1.8 million of medical supplies and some food to **Bulgaria**. From the PHARE programme, a total of 40 MECU emergency social assistance was made available.

### 3.3 Russia and CIS

In 1997, humanitarian aid to the Commonwealth of Independent States totalled ECU 36.05 million.

In Central Asia, the Humanitarian Office provided aid of ECU 14.9 million to **Tajikistan**, a country where all socio-economic indicators continued their decline, although there was hope of a real end to the five-year civil war. In **Kyrgyzstan**, some degree of positive growth permitted a decrease in humanitarian aid from ECU 3.92 million in 1996 to ECU 2.75 million in 1997.

Following a strategy involving passing from relief aid to rehabilitation and development stages, ECHO has reduced its humanitarian assistance to **Armenia, Azerbaijan and Georgia** from ECU 24.6 million in 1996 to ECU 14 million in 1997.

Concerning the **Russian Federation**, the aid granted by the Commission reached ECU 2.75 million. Due to the ongoing deterioration of security in the northern Caucasus and despite the acute humanitarian needs in **Chechnya**, further scheduled programmes could not be implemented. The aid programme for the victims of the Chernobyl catastrophe in 1997 amounted to ECU 1 million.

### 3.4 Asia

**North Korea** has received special attention following the humanitarian crisis. ECHO sent an independent evaluation mission to this isolated country in March. As the findings of this mission confirmed the seriousness of the situation (total collapse of food distribution mechanisms and the public health system), the European Commission agreed on a substantial humanitarian assistance package. Apart from food aid (channelled via DG VIII), the programme also contains public health-related assistance carried out by ECHO. ECHO has allocated more than ECU 20 million to various projects in the fields of distribution of medicines and medical equipment, nutrition, as well as water and sanitation (implemented by various NGOs and international agencies). The programme is monitored and coordinated by a team of independent experts based in Pyongyang. Although working conditions remain tough, experience proves once again that ECHO and its

partners are capable of carrying out humanitarian assistance even in an extremely difficult environment.

As regards the Indian subcontinent, ECHO's attention in 1997 was - as in previous years - mainly focused on the humanitarian needs caused by the civil war in **Sri Lanka**. In 1997 ECHO allocated altogether ECU 3 million to various projects in favour of the hundreds of thousands of persons displaced by the war. Despite several major campaigns by government forces and some steps towards a political solution, the overall situation has not greatly changed in 1997, the fourteenth year of the conflict.

During 1997 ECHO signed humanitarian contracts in favour of **Afghanistan** for a total value of ECU 40.62 million. These humanitarian operations cover relief work, mine clearance, public health, water and sanitation as well as shelter projects.

The ongoing war as well as the strict rules imposed by the Taliban made the living conditions of the Afghan people worse than ever. ECHO's operations, implemented by a wide range of partners (including 20 European NGOs, the International Red Cross and some UN agencies), play a crucial role in providing relief to the local population.

The highly publicised visit of Commissioner Bonino to Afghanistan in September 1997 has helped to put the situation of Afghan women under the Taliban back on the world agenda.

ECHO approved five decisions in favour of the victims of war in **Cambodia**, for a total amount of ECU 5.535 million. Apart from the continuation of ongoing operations concerning orthopaedic programmes and training activities for victims of antipersonnel mines, the assistance to the population of the Northern provinces (started in 1996 after these areas had been deprived of humanitarian aid for nearly twenty years) was also continued. Following the violent fighting which broke out in July between followers of Prince Ranariddh's FUNCINPEC and Hun Sen's Cambodian People's Party (CPP), assistance was provided to the numerous victims who had either been displaced within Cambodia or had fled to Thailand.

In **Thailand**, ECHO funded operations in favour of the Karen, Karenni and Mon, who are living as refugees or displaced persons in the areas around the border with Myanmar. ECHO allocated ECU 3.25 million in assistance (food, medical and sanitation) to this refugee population.

An evaluation carried out in **Myanmar** confirmed the difficulties encountered by humanitarian agencies trying to implement projects autonomously. A decision of ECU 675 000 has, however, made it possible to continue a sanitation project in favour of vulnerable people living in the three townships of Rakhine State and the Rohingya.

As regards **Laos**, ECHO approved three decisions in favour of the victims of floods and displaced people (ECU 2.02 million).

**Vietnam** suffered considerable hardships during the autumn of this year, due to the damage caused by typhoons Fritz and Linda. Humanitarian assistance to the typhoon victims reached a total of ECU 1.625 million.

In September 1996, the government of the **Philippines** and the Moro National Liberation Front signed a historic peace agreement, putting an end to twenty years of conflict on Mindanao. One of the most urgent problems now will be the reintegration of 120 000 Muslim combatants and their families in the Mindanao area. Apart from a project in favour of vulnerable persons in some

neighbourhoods of Tondo District (Manila), the three decisions taken by the Commission in 1997 (ECU 980 000) mainly focused on Mindanao.

Severe droughts and fires, influenced by the El Niño phenomenon, put **Indonesia** into a state of emergency. Only with considerable delay did the Indonesian Government appeal for international assistance (heavy material for the extinction of the fires and for monitoring pollution levels). Humanitarian agencies were hesitant in submitting projects to ECHO, given the limited willingness of local authorities to grant access to some of the concerned population groups (in particular ethnic minorities). However, following an exploratory mission, a decision in favour of vulnerable groups on the island of Java was taken. A second decision was taken in December to cover health/sanitation needs in Irian Jaya and Sumatra. Total assistance to Indonesia amounted to ECU 2.055 million.

Since the end of the Gulf War in 1991, the Commission has been the major donor of humanitarian aid to **Iraq**, with over ECU 200 million. Despite considerable problems of access for the NGOs to Iraq, the ECHO 1997 contribution saw the implementation of projects to the order of ECU 22 million. These operations focused mainly on rehabilitation, the supply of medicines, mine clearance and victims of landmines. These operations were hindered by a renewed outbreak of armed conflict between the Kurdish factions in the North.

Initially aid was almost exclusively for the Kurdish controlled North, however the 1997 programme was almost equally split between the North and Government of Iraq (GOI) controlled areas. ECHO is monitoring the effects of the UN oil-for-food deal for Iraq of USD 4 000 million US dollars a year, which began to be implemented in 1997.

Commissioner Bonino travelled to Iraq with an evaluation mission in July 1997 in order to gain some first hand assessments of the humanitarian situation.

### 3.5 North Africa and the Middle East

ECHO operations mainly benefited the Sahrawi refugees in the Tindouf area of Algeria, Palestinians living in the Gaza Strip and the West Bank and Lebanese civilians and Palestinian refugees in Lebanon.

In May, aid of ECU 7 million was approved for the **Sahrawi** people, consisting of a substantial package of food aid and various non-food projects. An additional sum of ECU 0.6 million was allocated to help keep up supplies of essential food items to this vulnerable community.

Recent events in the **Occupied Territories in Israel** and in **southern Lebanon** continue to have a severe impact on the Palestinian community and on the Lebanese who are suffering under the repercussions of the repeated territory closures and tension in south Lebanon. ECHO has focused its efforts on the health sector and on emergency food aid to the poor.

A total of ECU 10.35 million has been approved in assistance to the Palestinians and Lebanese. This sum will help a number of NGOs and international organisations to provide relief to clinics, dispensaries, special centres, crèches, etc. in the Gaza Strip, the West Bank and Lebanon.

This year ECHO conducted its first operations in **Jordan**, providing assistance to Palestine refugee camps in the country (ECU 0.6 million) via the UNRWA and other European NGOs.

Another first for ECHO in the region was the opening of an office in Amman to oversee the various humanitarian assistance programmes.

### 3.6 Latin America and the Caribbean

ECHO's activities in **South America** have followed similar patterns to those in 1996. In Colombia and Peru, strategies were defined in favour of displaced persons and victims of violence which led to global plans being implemented. In **Ecuador, Bolivia and Paraguay** ECHO also assisted victims of natural disasters. In 1997 activities in Latin America were increasingly aimed at mitigating the effects of El Niño (see chapter 4.4).

ECHO provided assistance in **Guatemala** to demobilised ex-guerrillas and to displaced persons returning from **Mexico** following the signature of the definitive peace agreement putting an end to 36 years of internal armed conflict. The total aid approved amounts to ECU 6 050 000.

Operations in **Nicaragua** focused on helping public health services deal with epidemics and other urgent health problems. Aid totalling ECU 2.8 million was approved. Funding of ECU 250 000 was also provided for the first phase of a mine clearance programme. Humanitarian operations in **Honduras** supported pilot projects in the health sector for the benefit of indigenous minorities and isolated communities not covered by the state services for a total amount of ECU 0.9 million.

Funding was provided at minimum notice in **Mexico** for emergency aid to victims of hurricane Pauline (ECU 500 000). Towards the end of the year, a second sum of ECU 800 000 was approved in emergency aid to victims of hurricane Rick.

There are continuing problems in **Cuba**, in particular in the health and food sectors. In 1997 the Commission approved the Fourth Global Plan for a total sum of ECU 8 million in aid to the most vulnerable sections of Cuba's population: children, pregnant women, the sick and the elderly. A further ECU 2 million was approved in emergency aid to vulnerable groups not covered by the health system. Other humanitarian operations were conducted in 1997 in response to natural catastrophes, e.g. hurricane Lily and an epidemic of dengue fever.

**Haiti** has been one of the examples of a successful strategy of continuum linking relief and development. At the end of 1997 ECHO has ceased its activities in the health sector on Haiti with DG VIII taking over the programmes from February 1998. To ensure a smooth hand-over 2 MECU have been disbursed for the transition period.

## 4. HORIZONTAL ACTIVITIES

### 4.1 Information

ECHO's Information strategy in 1997 combined five strands: the media, publications, audio-visual productions, joint activities with NGOs and international organisations, joint activities with Member States.

In close cooperation with the Spokesman's Service, press releases were issued to announce major decisions. Smaller decisions were grouped in 'News in Brief' items. An ECHO website was developed, featuring ECHO publications and decisions. Facility visits for journalists were organised to theatres of ECHO operations, notably to Northern Iraq and Afghanistan. This yielded extensive coverage in both print and broadcast media. Also in close cooperation with

the Spokesman's Service, articles and letters to editors were drafted for publication in international newspapers such as the International Herald Tribune and Financial Times.

Publications included:

1. Annual Review, explaining ECHO's work over 1996 in accessible terms, illustrated with high-quality photographs and graphics, published in English, French, Spanish, Italian and German.
2. ECHO News, a quarterly newsletter in French and English, with editions in other languages as appropriate, e.g. an issue on Bosnia in Serbo-Croat.
3. Brochures on specific aspects of ECHO's work. Disaster Preparedness was highlighted, with a compact leaflet in three languages on this aspect of ECHO policy. In addition a leaflet was published using strong images from Magnum Photos to mark ECHO's fifth anniversary. Brochures were co-produced and co-financed with NGO partners.

Audio-visual productions were financed, often as joint productions with ECHO partner organisations. ECHO has also developed a mobile exhibition that can easily be reconfigured and adapted to suit different contexts.

The ECHO TV and radio awards scheme, launched in 1996, entered its second year, and culminated in a ceremony at the end of the Luxembourg presidency. An innovation this year was an 'Artists for Humanitarian Aid' project, for which artists donated paintings auctioned in a fund-raising campaign for family tracing projects in Rwanda. The auction took place in The Hague in October.

The Framework Partnership Contract with NGOs and international organisations requires them to give visibility to ECHO as a donor, and we have successfully been developing strategies for highlighting which go beyond the obvious stickers.

To promote cooperation with Member States, events including seminars and exhibitions were organised in both the Netherlands and in Luxembourg during the respective presidencies, always in close collaboration with the national authorities and partner organisations.

ECHO Information's activities contributed significantly to raising the profile of the organisation and its activities, both in Member States and worldwide.

## **4.2 Evaluation and Financial Audits**

Evaluation is seen by ECHO as an instrument that is intimately linked with its operational work and is designed to provide critical, relevant and independent data to assist in the decision-making process.

During 1997, the Evaluation Unit spent much of its time on the preparation of two evaluations of all humanitarian operations financed by the Community, the first decided by the Council of Ministers on 22 November 1996, the second as provided for by Article 20 of Council Regulation (EC) No 1257/96 of 20 June 1996 concerning humanitarian aid. The two evaluations are planned to start at the beginning of the first quarter of 1998 and to last beyond the end of the year. The aims of the evaluations are as follows:

- to contribute to future reflection on the Union's humanitarian aid policy by drawing on the information gained from analysing the programmes and considering the viability and effectiveness of the policy pursued by the European Union in this area;
- to improve the effectiveness and efficiency of the European Union's aid procedures and instruments, particularly with regard to devising, organising and using them;
- to ensure feedback on formulation and operational monitoring of the European Union's future humanitarian aid policy.

ECHO continued to carry out evaluations throughout the year, mainly of its humanitarian aid programmes in different parts of the world which amounted to a total of ECU 150.53 million.

Most of these evaluations fell within the framework of the Commission communication to the Council and to Parliament on the link between emergency aid, rehabilitation and development. Priority was given to the need for systematic coherence and synergy between the different instruments at the Commission's disposal for rehabilitation and development.

During the year ECHO continued to develop its methodology for evaluating humanitarian operations. Its manual of operations, published in 1996, is currently undergoing revision to adapt it in the light of the experience ECHO has acquired in the field of evaluation and to the requirements of Regulation No 1257/96. The revised manual will be published in 1998.

At the end of 1997 ECHO carried out audits at the headquarters of those of its partners which had received 80.5% of ECHO's funds over the three preceding years. These control missions have proved to be very productive: not only did they allow ECHO to check the conformity of actual expenditure incurred with those agreed upon in the contracts, they also provided ECHO with additional information on the capacity of its partners. For them the control missions provided an additional communication channel for their financial and administrative personnel to ECHO's budget unit.

In 1997 ECHO also introduced a second audit methodology, in order to complement the existing well established methodology for audits at the headquarters of ECHO's partners. This new approach is designed for the audit of ECHO-financed operations in the field. It has been tested in two joint field missions with major partners of ECHO and it is expected to be used in a limited number of missions with some of ECHO's partners in 1998.

### **4.3 Databases and Management Systems**

Humanitarian assistance embraces a wide variety of scenarios, conditions, actors and requirements, spread across the surface of the planet. Proper communication is a must if all the various factors are to be mobilised with adequate cohesion to help the victims and make best use of the available resources. Modern electronic databases and IT-based communication and management systems increasingly have a key role to play.

Since mid-1996, ECHO's database related to financial management, the Humanitarian Office Programme Environment (HOPE) is operational. The Contract Management System has been extended to cover financial reports and analysis and is under redesign to integrate the new FPA. Several modules are expected to be commissioned in 1998, including one for humanitarian aid actions efficiency evaluation, one for financial audits, and one for operational actions follow-up.

1997 also saw the implementation of a revised system for exchange of information on funding decisions between the Commission and the Member States. This system aims to strengthen coordination by means of a 48-hour turn-around retransmission on internet of reports received, alongside the statistics and contract lists from HOPE already provided on internet since 1996. The 14 point fax system will be integrated into HOPE in 1998, allowing the production of aggregate and comparative statistics.

The address of the ECHO home page on the Commission's World Wide Web server (EUROPA) is: <http://europa.eu.int/en/comm/echo/echo.html>

#### **4.4 Disaster Preparedness**

ECHO continued its global programme of disaster prevention and preparedness and adopted three financing decisions relating to 25 projects for a total sum of ECU 5 384 000.

ECHO also began preparation of the DIPECHO programme (Disaster Preparedness ECHO) designed to put its new proactive, regional approach into effect. The programme covers the Caribbean, Central America, South-East Asia and Bangladesh and is intended to address shortcomings in disaster prevention and preparedness systems and help make them more coherent. Analyses were carried out for each of these regions and distributed first to ECHO's partners and then to the Member States and to European NGOs in July. The next step in the process is the preparation of framework programmes. The Centre for Research on the Epidemiology of Disaster (CRED) is helping draw up the programme documents under contract to ECHO.

Lastly, ECHO made a contribution of ECU 1 616 000 to the Off-Site Emergency Programme (OSEP) for the prevention of nuclear accidents in Central and Eastern Europe.

The Commission's disaster-preparedness activities take full account of the 1994 Yokohama recommendations for action plans, approved as part of the UN International Decade for Natural Disaster Reduction (IDNDR). Through them, human resources continue to be developed, response capabilities improved and demonstration microprojects implemented.

A newly emerging area of activity in 1997 were the efforts to mitigate the effects of El Niño. ECHO and DG VIII co-chair a newly established inter-service group on preparedness for El Niño and have – based on an action plan for 1997/98 – committed resources to meet the humanitarian needs resulting from the predicted crisis. By the end of 1997 ECHO had committed more than ECU 21 million in response to the effects of El Niño. Of this amount ECU 20.6 million was spent on assistance to the victims of natural disasters in nine countries in Asia and Latin America, whereas about ECU 500 000 went into disaster preparedness measures in the regions most struck by El Niño.

On an international level ECHO has been beginning to coordinate the efforts with the UN (especially the World Food Programme) and other major donors like the United States (USAID).

#### **4.5 Education and Training**

ECHO continued its support for the NOHA (Network on Humanitarian Assistance) diploma during 1997. Based on the Socrates model, the programme was launched in conjunction with DG XXII in 1994 with the aim of enhancing the professionalism of relief workers by

organising postgraduate-level university courses. The NOHA network focused its efforts during the year on the second edition of the diploma course manual which is due to be completed in February 1998. As a key instrument in the protection of victims of conflicts, the section on international humanitarian law has received special attention and ECHO continues to support its wider distribution.

In view of the constantly rising demand for training in the field of relief work, ECHO has also considered other types of course involving a number of the parties involved, e.g. solidarity organisations, training and research centres.

#### 4.6 Policy Initiatives

In 1997, ECHO began work on a draft paper on **relief worker security** and humanitarian space, which was the subject of extensive consultations with partners and external experts and so far has been extremely well received. Clearly, the lack of security is one of the major factors impeding operations in many parts of the world. It is, however, a complex and multi-faceted issue, encompassing technical as well as political aspects. It is intended to issue the paper together with a communication to the Council in 1998, which will draw concrete conclusions to guide future policy.

In common with many other donors, ECHO placed increasing emphasis in 1997 on the issues of **gender** and **environment**. The gender policy is based on a growing awareness of the central role that women should play in relief contexts and particularly with regard to distribution, as well as the need to focus on issues of reproductive health. Recent experience has also underlined the potentially negative impact, particularly of large and inappropriately located and planned refugee settlements, on the environment, which can increase tensions with local populations and undermine the economic basis of a given region for many years to come. Both of these issues are flagged in the "**ECHO Humanitarian Aid Good Practices Manual**" on which considerable effort was expended in 1997 and which is scheduled to be completed in the first part of 1998. Both issues also feature in the upcoming "**Field Manual for ECHO Correspondents**".

The launch of an International Campaign in the field of international humanitarian law took place in Paris in June attended by Commissioner Bonino. The aim of the campaign is to build up a groundswell of opinion in favour of the creation of an International Criminal Court and to support the activities of the *ad hoc* Tribunals for former Yugoslavia and Rwanda on the grounds that, if peace is to be built on solid foundations, there must be an end to impunity, those responsible for war crimes must be sought out and justice restored.

Events leading up to the signing of the Ottawa Treaty banning **anti-personnel landmines** were also a particular focus of advocacy efforts during the year.

## 5. COORDINATION AND COOPERATION

### 5.1 Inter-service Coordination

In the interests of maximising the effectiveness of its humanitarian activities, ECHO devoted itself in 1997 to the implementation, at headquarters as well as in the field, of the recommendations on linking relief, rehabilitation and development (LRRD) contained in the Commission's communication of April 1996 and the European Council's conclusions of May 1996. The inter-service country and regional task forces in particular have helped build close and fruitful cooperation between ECHO and the Commission departments dealing with the

long-term development of the countries or regions concerned. Some of the task forces have recently completed their mandate and handed over responsibility for ECHO's activities to other Commission departments (Haiti, Guatemala, Liberia).

As the file leader of the PISG (Permanent Interservice Group on Refugees), ECHO arranged a special meeting in October on Palestinian refugees which was attended by the EU Special Envoy to the Middle East, Miguel Angel Moratinos. The participants discussed the preparation by the Commission of a strategy paper on the issue.

ECHO continued in 1997 to take part in the permanent Inter-service group on **human rights** (chaired by DG 1A) which focused mainly on general policy questions, country policy and project proposals.

ECHO also participated in the newly created Steering Committee on Human Rights on directors level which will meet regularly in order to coordinate policy on Community level.

More specifically ECHO contributed to the draft regulation on "Development and Consolidation and the Rule of Law and Respect for Human rights and Fundamental Freedoms" (COM 97/357) and the European Parliament's report on Human Rights in the World 1996/97.

ECHO continued to participate in the Mine-Clearance Co-ordination Group (chaired by DG IA), which assists the development of coherent and consistent policies in relation to the Commission's very extensive engagement in mine action.

## **5.2 European Parliament**

At the start of the year, ECHO's new Director appeared before the European Parliament's Committee on Development and Cooperation to present the broad strategic guidelines of its "ECHO Strategy 1997" paper (see above).

The European Parliament has had considerable involvement with matters relating to humanitarian aid especially in connection with the Court of Auditors' Special Report No 2/97 on humanitarian aid in the period 1992-95.

Throughout the year, ECHO was a keen participant in discussions in the relevant committees on the recommendations that the Court of Auditors put forward in its Special Report. The variety of points of view in an atmosphere of constructive and open dialogue helped enrich the debate and led to suggestions of ways to make humanitarian aid more effective.

On 21 February Parliament adopted a resolution on humanitarian aid, the role of ECHO and the Commission communication on linking relief, rehabilitation and development. The Commission has informed Parliament of the action taken in response to the resolution.

On the operations side, the crisis in the Great Lakes region was the subject of special attention from the committee concerned, as it was in 1996. Commissioner Bonino appeared before the Committee on Development and Cooperation to report on developments in the crisis and its impact. Other theatres of humanitarian action, e.g. North Korea, Sudan, Sierra Leone and Afghanistan, were also debated in Parliament and were the subject of resolutions.

Commissioner Bonino took part in the debate in the Committee on Women's Rights on "mainstreaming and humanitarian aid" against the backdrop of the plight of Afghan women.

### 5.3 WEU

A seminar was held in December 1997 on cooperation between the EU and WEU in humanitarian crises, on the initiative of Commissioner Bonino and the German WEU Presidency. It made it possible to identify a series of practical measures which could be taken to enhance synergy between the two organisations in the event of a crisis. Possible follow-ups are being discussed.

### 5.4 Relations with United Nations

Since ECHO came into existence five years ago the United Nations system has been one of its major partners in the field.

ECHO closely follows the work of UN organisations, both on operational and policy level. The special importance of UNHCR as a partner is reflected in the regular trilateral meetings US/ECHO/UNHCR (sometimes as a quadrilateral with WFP). The last meeting in June 1997 dealt mainly with the application of the Memorandum of Understanding between UNHCR and WFP and budgetary questions.

On a day-to-day coordination level ECHO has intensified contacts with DHA, especially MCDU and ReliefWeb, which has been supported financially in 1997. The envisaged reform of DHA's Consolidated Appeals Process has also been a point of interest for ECHO.

On a general level the year 1997 for the United Nations system was largely driven by the discussions on the UN reform proposals by Mr Annan which will affect the humanitarian sector in a substantial way. It is anticipated that the replacement of DHA with the Office for Coordination of Humanitarian Affairs (OCHA) will lead to a focus on advocacy and policy functions in New York and coordination functions in Geneva, with the transfer of a number of operational functions to other agencies or parts of the UN system.

In order to exchange views and sound out possible common ground on EU level, ECHO convened an informal **meeting on UN reform in the humanitarian sector** with the Member States in September 1997. Although it was agreed not to formalise the results, the meeting provided a useful start of a more in-depth policy discussion between ECHO and the Member States on matters of common interest. The discussion was followed up by bilateral contacts both with Member States and within the UN System.

### 5.5 Relations with the United States

The relationship between ECHO and the branches of US Government dealing with Humanitarian aid (namely USAID and State/PRM) went through two completely different phases in 1997. Whereas in the first six months there were some major (and sometimes public) disagreements on how to deal with the refugee situation in ex-Zaire, which led to a virtual standstill in communication on operational matters, the second half of 1997 on the contrary was more positive.

The third Annual High Level Consultations on Development and Humanitarian Aid between the Commission and USAID provided a good starting point for an intensified contacts in the future. Amongst the conclusions was the decision to work together to mitigate the effects of El Niño, to coordinate activities regarding enhanced security of relief workers and to implement a staff exchange between ECHO and USAID. In the framework of the New

Transatlantic Dialogue the possibility of establishing a transatlantic NGO dialogue on humanitarian issues will be explored.

## 5.6 Japan

Contacts with the Japanese authorities dealing with humanitarian aid intensified in 1997. A regular exchange of data on the provision of humanitarian aid was agreed, in addition the possibilities of ECHO liaising with the Japanese in developing their NGO policy were discussed. 1998 will probably see further developments in that area.

## 6. PROSPECTS FOR THE FUTURE

ECHO will continue to try to improve its work, both on an operational and on policy level, alone and in coordination with our partners. This work will eventually lead up to a concept of ECHO beyond the year 2000.

An important aspect to be kept in mind will be the necessity to go beyond a simplistic concept of humanitarian aid as always being the "right thing" to do. The practitioners of humanitarian assistance will have to become more aware of the implications of their actions, an approach to be summed up under the heading "do no harm".

Realising that the obstacles to delivering humanitarian aid are, as always, considerable, and that **massive violations of human rights** are too often associated with complex humanitarian crises, **advocacy** on humanitarian principles and ethical issues has always been of central and growing importance to ECHO. This policy will have to be further reinforced, by seeking consistent action in the field from our partners; by contributing to the international debate on horizontal issues; as well as through information and visibility actions.

One issue ECHO will be focusing on increasingly is **gender**, highlighting the problem in **Afghanistan** with a campaign launched on the initiative of the European Parliament and culminating on Women's Day, 8th March. Other issues in the public domain which ECHO is planning to support on humanitarian grounds are the "**Ottawa process**" for a total ban on landmines; and the establishment of an **International Criminal Court**. Generally speaking, special attention is needed to efforts establishing coherence between humanitarian actions and political positions taken by the EU or its Member states at the **United Nations** in New York.

Still on the theme of obstacles to aid, the Commission is pursuing its work with a view to issuing in the course of this year a Communication on the **security of relief workers**, together with ECHO's working paper on the same issue, which is central to humanitarian work all over the world.

Doubts as to the **standards** associated with the international humanitarian effort in a given situation can be extremely damaging to the **identity** we are trying to reinforce on the ground and which plays a large part in creating secure **humanitarian space**. With this in mind, ECHO will join with the UK Presidency to address the subject of **ethics**, which is an important dimension of this issue and which contributes to the debate on how to operationalise **humanitarian principles** in the complex environment which now characterises almost all of its major interventions.

**Linking with rehabilitation and development** remains a major priority. A particular focus will be the creation of open-ended task forces in the field, including the participation of interested Member States. It is worth noting that successful transition has reached its logical

end-point with the phasing out of ECHO aid in such places as Haiti and FYROM, and, in 1998, also in Liberia and Iraq (subject in the latter case, to UN Res. 986 becoming fully operational).

**Visibility** will move up a gear in 1998 with the strengthening of visibility plans for major projects, drawn up in cooperation between operational units and implementing partners: improving the ability of ECHO's information and awareness campaigns to reach the recipient countries.

ECHO will continue to try to live up to the hope and expectations of the victims of armed conflict, natural disasters and complex emergencies, for whom the help of those better off often remains their only chance.

# ANNEXES

## Statistical Overview

Operations in budgetary year 1997 were on a significantly smaller scale than 1996, with decisions amounting to ECU 441 million as opposed to ECU 656 million the previous year (see annex 3).

The **share of funds between regions** was more balanced in 1997, with ECHO's two main theatres of activity, former Yugoslavia and ACP countries, receiving 30.1% and 26.7% of the budget respectively (see annex 1). There was a significant increase of funding spent on preparedness for natural disasters (see chapter 4.4).

Annex 2 shows the development of **distribution of funds** between ECHO's partners since 1993.

Annex 3 provides a breakdown by **budgetary sources** since 1993. Although in a decreasing manner, the 8<sup>th</sup> EDF remains an important source of funds for humanitarian aid.

Annex 4 illustrates more clearly the difference between **decisions taken** in a financial year (ECU 441 million in 1997) and **contracts signed** on the basis of decisions of the current as well as the previous financial year (ECU 612 million in 1997, of which ECU 298 million are based on 1997 decisions and ECU 314 million on 1996 decisions).

Annex 5 shows the **financial decisions in 1997 by regions**, whereas annex 6 demonstrates the **breakdown of contracts by partners**.

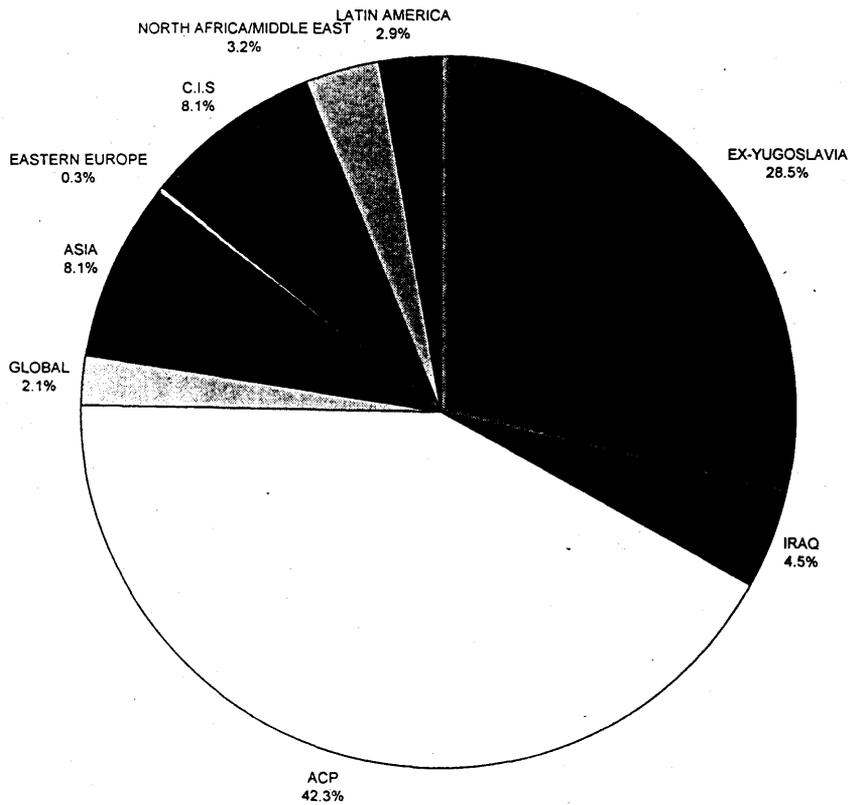
ECHO produces a set of detailed quarterly statistics which are available on request. Some summary statistics and contract lists are also available on the web page.



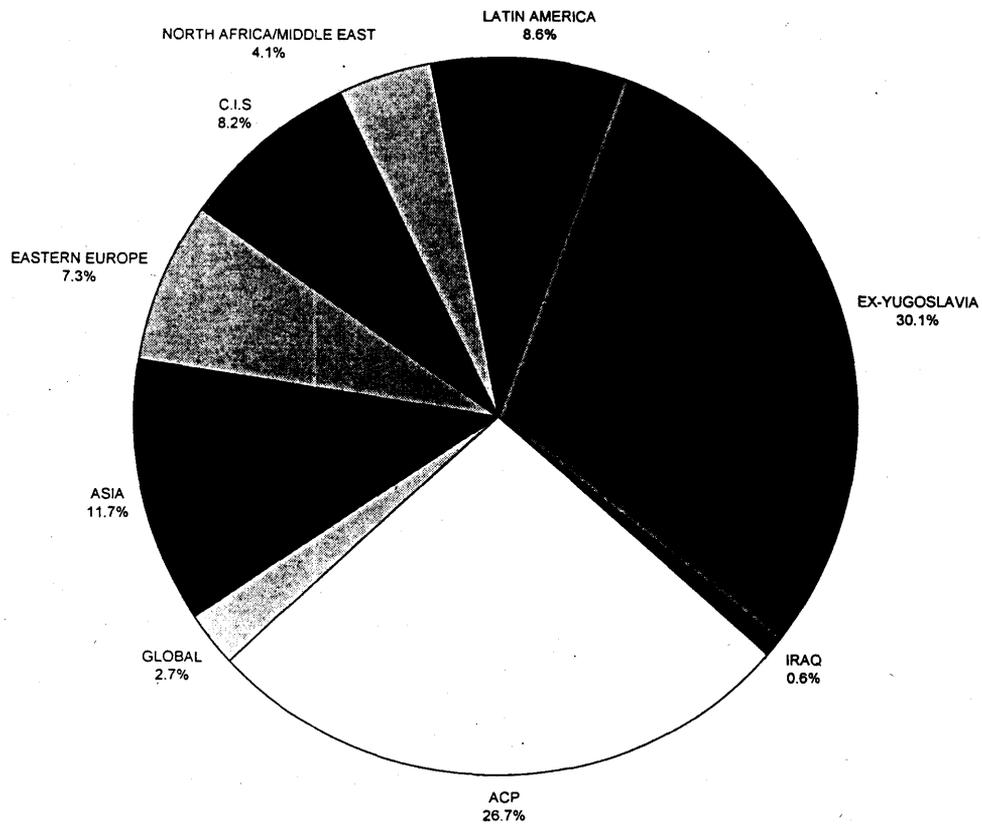
FINANCIAL DECISIONS FOR HUMANITARIAN AID BY REGION

As per: 31/12/97

1996



1997

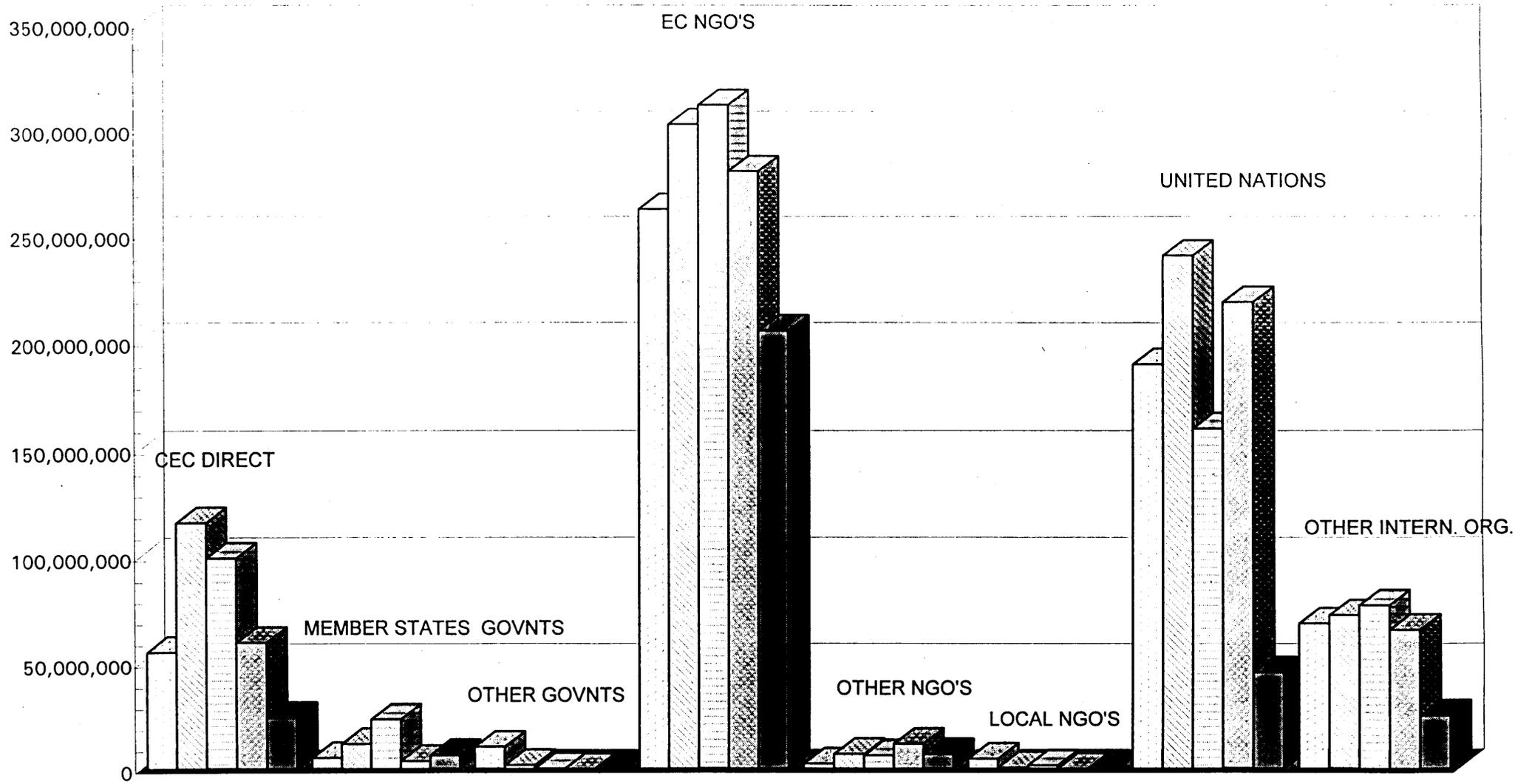




# Humanitarian Assistance - Contracts by Financial Years

1993
  1994
  1995
  1996
  1997

AS PER : 29/01/98



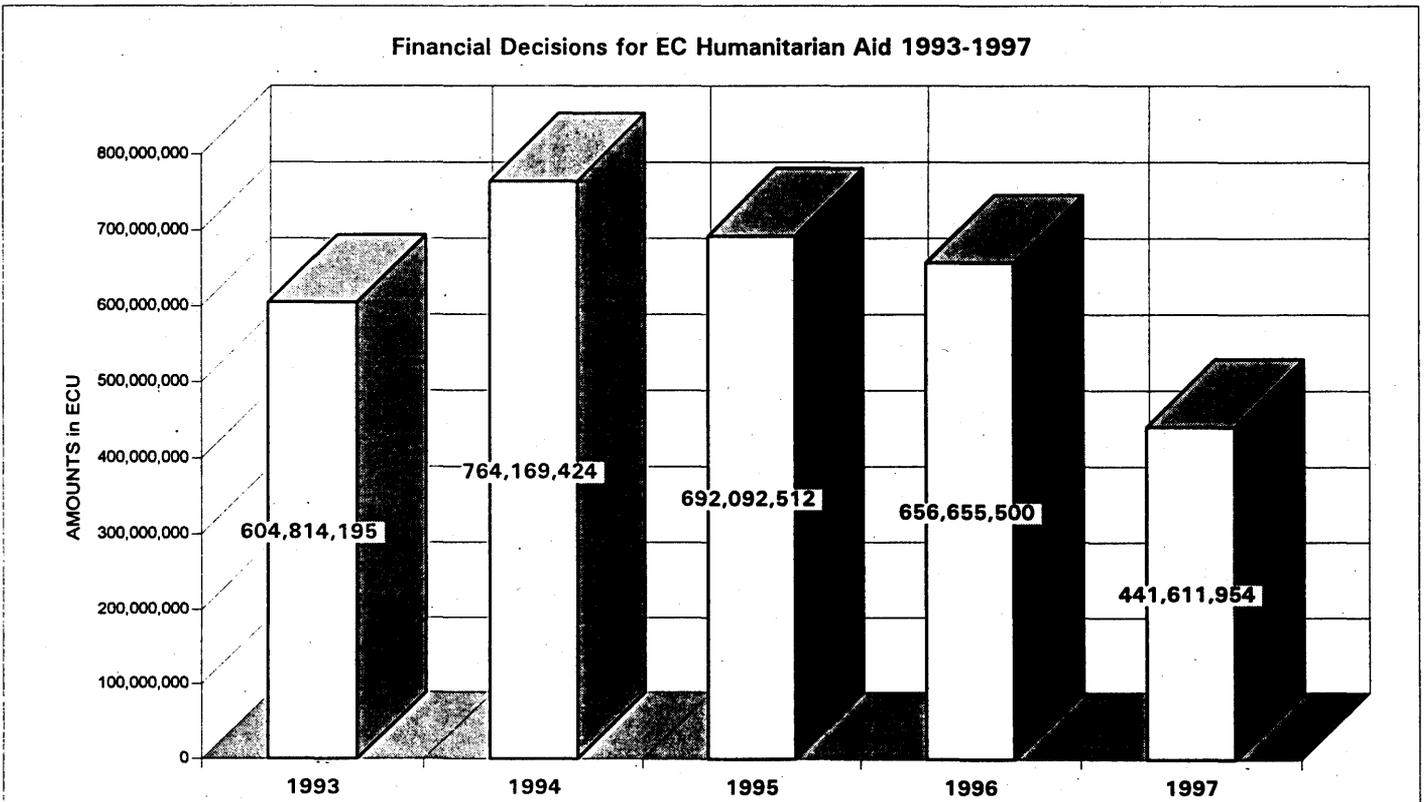


**OVERVIEW OF FINANCIAL DECISIONS FOR EC HUMANITARIAN AID BY SOURCE OF FINANCE 1993-1997**

Source of finance / Budget Line	Description	As per: 29/01/98				
		1993 DECISIONS (in ECU)	1994 DECISIONS (in ECU)	1995 DECISIONS (in ECU)	1996 DECISIONS (in ECU)	1997 DECISIONS (in ECU)
LOME III	NATIONAL INDICATIVE PROGRAMME (NIP) (1)	6,500,000	-	-	-	-
LOME III	ART 203	1,296,000	-	-	-	-
FEOGA	FOND EUR. D'ORIENTA ET DE GARANTIE AGRI. (3)	-	-	-	-	-
B7-5000	HUMANITARIAN & EMERGENCY AID	-	-	-	-	-
B7-6000	PHARE	-	-	-	-	-
LOME IV	ART 164 and ART 254 (2)	82,185,000	263,268,603	46,456,000	3,487,000	7,420,000
B7-510	DISASTER AID DEVELOPING COUNTRIES	70,033,195	109,522,247	-	-	-
B7-210	(4)	-	-	238,339,500	386,550,000	212,162,954
B7-511	EMERGENCY FOOD AID	17,425,000	46,000,000	-	-	-
B7-211	(4)	-	-	33,710,000	-	-
B7-514	HUMANITARIAN AID TO C & E EUROPE	385,000,000	271,380,000	-	-	-
B7-214	(4)	-	-	236,670,000	187,150,000	158,985,000
B7-515	HUMANITARIAN AID TO EX-USSR	30,000,000	50,000,000	-	-	-
B7-215	(4)	-	-	93,350,000	49,750,000	36,050,000
B7-516	HUMANITARIAN ACTION IN 3RD COUNTRIES	8,713,000	3,998,574	-	-	-
B7-216	(4)	-	-	-	-	-
B7-517	REFUGEES & DISPL. PERSONS IN DEV. COUNTRIES	3,662,000	20,000,000	-	-	-
B7-217	(4)	-	-	38,540,000	21,420,000	19,960,000
B7-219	OPERATIONAL SUPPORT, DISASTER PREPAR.	-	-	5,027,012	6,298,500	7,034,000
B7-644	HUMANITARIAN AID TO WESTERN SAHARA POP.	-	-	-	2,000,000	-
<b>TOTAL</b>		<b>604,814,195</b>	<b>764,169,424</b>	<b>692,092,512</b>	<b>656,655,500</b>	<b>441,611,954</b>

FOOTNOTES:

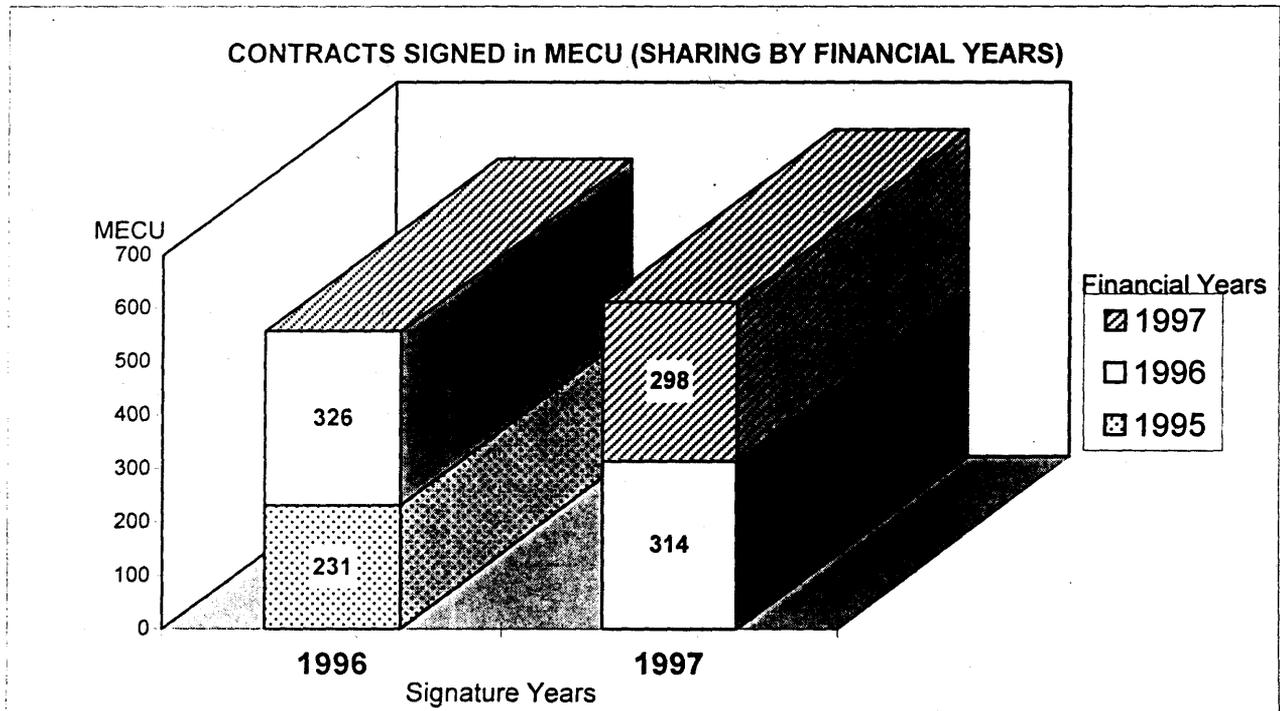
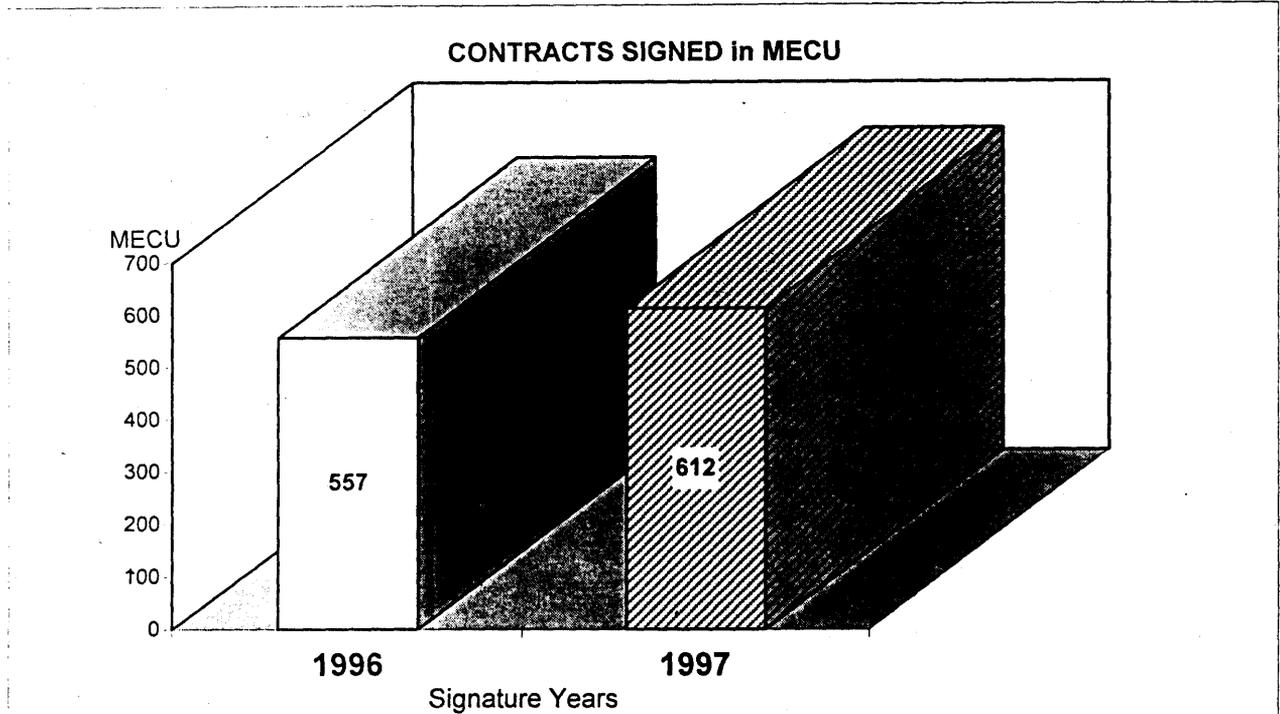
- (1) NATIONAL INDICATIVE PROGRAMME FOR SOMALIA
- (2) 5-YEAR ALLOCATION (1991-95) UNDER LOME IV IS 250,000,000 ECU
- (3) DECIDED ON A CASE-BY-CASE BASIS
- (4) IN 1995, THE BUDGET CHAPTER THAT CORRESPONDS TO ECHO BECOMES B7-200 INSTEAD OF B7-500
- (5) IN 1995, A 5 MECU DECISION WAS CANCELLED AND DE-COMMITTED UNDER BUDGET LINE B7-214. HENCE, NET DECISIONS IN 1995 FOR THE FORMER YUGOSLAVIA AMOUNTED TO 229.8 MECU.





Amount of the Contracts Signed in 1996 and 1997

As per : 07/01/98



The 612 MECU signed in 1997 include 314 MECU from decisions taken in F.Y. 1996 and 298 MECU in the F.Y. 1997.



FINANCIAL DECISIONS FOR HUMANITARIAN AID BY REGION IN 1996 AND 1997

1996

1997

COUNTRY/REGION	DECISIONS IN ECU	COUNTRY/REGION	DECISIONS IN ECU
<b>EX-YUGOSLAVIA</b>	<b>187,000,000</b>	<b>EX-YUGOSLAVIA</b>	<b>132,990,000</b>
<b>ACP</b>	<b>278,040,000</b>	<b>ACP</b>	<b>118,056,940</b>
ANGOLA	14,000,000	ANGOLA	33,000,000
BURKINA FASSO	300,000	ANTIGUA AND BARBUDA	700,000
CHAD	850,000	BURKINA FASO	470,000
EASTERN & CENTRAL AFRICA	14,000,000	CHAD	875,000
ETHIOPIA	646,000	CHAD AREA (INSECTS INFESTATION)	2,900,000
GHANA	140,000	COMOROS	450,000
GUINEA	160,000	DJIBOUTI	70,000
GREAT LAKES REGION	205,430,000	EASTERN & CENTRAL AFRICA	4,000,000
HAITI	10,000,000	ETHIOPIA	4,620,000
IVORY COAST	340,000	GAMBIA	395,000
KENYA	342,000	GHANA	456,940
LIBERIA	1,900,000	GREAT LAKES REGION	13,000,000
MADAGASCAR	315,000	GUINEA BISSAU	240,000
MALI	2,100,000	HAITI	2,000,000
MOZAMBIQUE	317,000	HORN OF AFRICA (Air Transport)	2,000,000
MAURITANIA	80,000	KENYA	4,715,000
NIGERIA	1,050,000	LIBERIA	1,070,000
SENEGAL	550,000	MADAGASCAR	1,650,000
SIERRA LEONE	7,000,000	MALI	7,600,000
SOMALIA	5,000,000	MOZAMBIQUE	700,000
SUDAN	13,375,000	NIGER	2,900,000
ZAIRE	145,000	PAPUA NEW GUINEA	250,000
		SIERRA LEONE	3,700,000
		SOMALIA	6,900,000
		SUDAN	20,954,000
		TOGO	310,000
		UGANDA	2,131,000
(1) <b>C.I.S</b>	<b>53,450,000</b>	<b>C.I.S</b>	<b>36,050,000</b>
ARMENIA	5,070,000	ARMENIA	2,100,000
AZERBAIJAN	9,450,000	AZERBAIJAN	6,100,000
GEORGIA	10,205,000	BELARUS	117,000
BELARUS	500,000	GEORGIA	5,800,000
KIRGYZSTAN	3,920,000	KIRGYZSTAN	2,750,000
RUSSIAN FED	8,849,000	RUSSIAN FED	2,747,000
TAJIKISTAN	14,156,000	TAJIKISTAN	14,900,000
TCHERNOBYL Disaster	500,000	TCHERNOBYL Disaster	1,000,000
UKRAINE	800,000	UKRAINE	536,000
<b>EASTERN EUROPE</b>	<b>1,650,000</b>	<b>EASTERN EUROPE</b>	<b>32,201,514</b>
ALBANIA	1,650,000	ALBANIA	16,295,000
		BULGARIA	1,800,000
		CZECH REPUBLIC	4,150,000
		HUNGARY	12,500
		POLAND	9,931,514
		SLOVAKIA	12,500
<b>IRAQ</b>	<b>29,520,000</b>	<b>IRAQ</b>	<b>2,750,000</b>
(2) <b>ASIA</b>	<b>53,275,000</b>	<b>ASIA</b>	<b>51,615,000</b>
AFGHANISTAN	41,100,000	AFGHANISTAN	8,120,000
BANGLADESH	300,000	BANGLADESH	350,000
CAMBODIA	2,490,000	CAMBODIA	5,535,000
CHINA	2,450,000	CHINA	300,000
INDONESIA	120,000	IRAN	3,000,000
INDIA	570,000	INDIA	490,000
LAOS	500,000	INDONESIA	2,055,000
MYANMAR	300,000	LAOS	2,020,000
NORTH KOREA	500,000	MYANMAR	675,000
SRI LANKA	1,175,000	NORTH KOREA	20,215,000
THAILAND	3,420,000	PHILIPPINES	980,000
VIETNAM	200,000	SRI LANKA	3,000,000
YEMEN	150,000	THAILAND	3,250,000
		VIETNAM	1,625,000
<b>NORTH AFRICA/MIDDLE EAST</b>	<b>20,900,000</b>	<b>NORTH AFRICA/MIDDLE EAST</b>	<b>18,150,000</b>
ALGERIA	7,000,000	ALGERIA	7,600,000
LEBANON	4,400,000	JORDAN	600,000
MOROCCO	500,000	LEBANON	3,500,000
PALESTINE/ISRAEL	9,000,000	PALESTINE/ISRAEL	6,450,000
<b>LATIN AMERICA</b>	<b>19,090,000</b>	<b>LATIN AMERICA</b>	<b>38,085,000</b>
COLOMBIA	1,060,000	BOLIVIA	3,600,000
COSTA RICA	400,000	BRAZIL	200,000
CUBA	8,600,000	COLOMBIA	4,500,000
ECUADOR	300,000	CUBA	10,350,000
GUATEMALA	4,690,000	ECUADOR	3,075,000
HONDURAS	450,000	GUATEMALA	6,050,000
MONTSERRAT	380,000	HONDURAS	900,000
NICARAGUA	1,750,000	MEXICO	1,200,000
PANAMA	200,000	NICARAGUA	2,800,000
PERU	1,260,000	PARAGUAY	210,000
		PERU	5,200,000
General Studies	1,940,000	General Studies	494,500
Food aid (several countries)	2,000,000	Evaluation	1,400,000
Coordination & Monitoring	4,500,000	Information	2,635,000
Disaster Preparedness	5,012,500	Disaster Preparedness	7,034,000
MISCELLANEOUS	278,000	Miscellaneous	150,000
<b>GRAND TOTAL</b>	<b>656,655,500</b>	<b>GRAND TOTAL</b>	<b>441,611,954</b>



EC CONTRACTS FOR HUMANITARIAN ASSISTANCE IN 1993 - 94 - 95 - 96 - 97 (Financial Years)							
TYPE OF CONTRACT	1993	1994	1995	1996		1997	
	ECU	ECU	ECU	ECU	IN % OF TOTAL	ECU	IN % OF TOTAL
<b>EC COMMISSION-DIRECT</b>							
COMMISSION/ECHO	45,324,321	104,381,838	87,289,368	50,366,796	7.9%	18,535,850	5.9%
COMMISSION/AEC	8,318,645	11,581,577	11,488,919	8,729,471	1.4%	5,173,960	1.7%
DELEGATIONS	1,552,000	262,000	740,000	686,050	0.1%	425,000	0.1%
<b>SUBTOTAL</b>	<b>55,194,966</b>	<b>116,225,415</b>	<b>99,518,287</b>	<b>59,782,317</b>	<b>9.3%</b>	<b>24,134,810</b>	<b>7.7%</b>
<b>MEMBER STATES SPECIALIZED AGENCIES</b>							
BELGIUM	25,000	4,848,000	6,600,000	0	0.0%	0	0.0%
DENMARK	0	100,000	0	0	0.0%	0	0.0%
FRANCE	0	500,000	0	0	0.0%	0	0.0%
GERMANY	1,700,000	5,600,000	15,470,000	750,000	0.1%	6,468,000	2.1%
NETHERLANDS	0	0	0	0	0.0%	40,000	0.0%
SPAIN	0	129,000	0	0	0.0%	0	0.0%
SWEDEN	0	0	0	2,470,000	0.4%	0	0.0%
UK	3,521,195	796,000	1,320,000	500,000	0.1%	0	0.0%
<b>SUBTOTAL</b>	<b>5,246,195</b>	<b>11,773,000</b>	<b>23,390,000</b>	<b>3,720,000</b>	<b>0.6%</b>	<b>6,508,000</b>	<b>2.1%</b>
<b>OTHER GOVERNMENTS</b>							
PHILIPPINES	0	0	119,578	0	0.0%	0	0.0%
FIJI	400,000	0	0	0	0.0%	0	0.0%
CROATIA/MACEDONIA	10,000,000	1,800,000	0	0	0.0%	0	0.0%
<b>SUBTOTAL</b>	<b>10,400,000</b>	<b>1,800,000</b>	<b>119,578</b>	<b>0</b>	<b>0.0%</b>	<b>0</b>	<b>0.0%</b>
<b>EC NGOs (1)</b>							
AUSTRIA	NA	625,000	1,680,000	2,233,000	0.3%	3,079,000	1.0%
BELGIUM	25,098,353	35,256,810	34,740,000	30,370,928	4.7%	18,233,380	5.8%
DENMARK	48,724,057	27,128,000	11,343,000	7,252,517	1.1%	3,103,574	1.0%
FINLAND	NA	0	280,000	1,255,000	0.2%	1,780,000	0.6%
FRANCE	88,634,711	110,942,799	110,102,014	100,194,021	15.7%	59,298,269	18.9%
GERMANY	23,069,700	23,757,380	22,579,000	18,050,081	2.8%	17,129,640	5.5%
GREECE	886,500	980,000	915,750	1,150,000	0.2%	1,035,000	0.3%
IRELAND	1,026,000	2,335,250	3,413,000	3,203,391	0.5%	739,900	0.2%
ITALY	16,406,961	18,901,237	28,137,556	22,573,000	3.5%	28,848,024	9.2%
LUXEMBOURG	0	445,286	1,085,721	0	0.0%	253,529	0.1%
NETHERLANDS	15,212,795	24,691,993	28,507,910	20,790,000	3.2%	12,838,760	4.1%
PORTUGAL	862,990	1,945,000	3,380,720	1,396,000	0.2%	1,790,000	0.6%
SPAIN	19,021,832	21,516,375	22,012,500	24,325,151	3.8%	28,392,500	9.1%
SWEDEN	NA	350,000	1,450,000	4,905,000	0.8%	2,200,000	0.7%
UK	23,606,851	34,054,623	42,497,755	42,778,644	6.7%	26,626,840	8.5%
<b>SUBTOTAL</b>	<b>262,550,750</b>	<b>302,929,733</b>	<b>312,124,926</b>	<b>280,476,733</b>	<b>43.8%</b>	<b>205,328,416</b>	<b>65.5%</b>
<b>OTHER NGOs (1)</b>							
NORWAY	0	4,170,000	1,542,944	3,421,000	0.5%	1,340,000	0.4%
AUSTRALIA	0	250,000	0	250,000	0.0%	0	0.0%
FRANCE	0	0	0	1,200,000	0.2%	0	0.0%
SWITZERLAND	744,692	1,237,140	3,211,500	3,088,000	0.5%	2,055,000	0.7%
USA	1,679,565	1,325,000	1,525,000	3,776,830	0.6%	3,474,000	1.1%
<b>SUBTOTAL</b>	<b>2,424,257</b>	<b>6,982,140</b>	<b>6,279,444</b>	<b>11,735,830</b>	<b>1.8%</b>	<b>6,869,000</b>	<b>2.2%</b>
<b>LOCAL NGOs (1)</b>							
BOLIVIA	175,000	0	0	0	0.0%	0	0.0%
IRAQ - MISC - 1990	2,520,000	0	0	0	0.0%	0	0.0%
JAMAICA	0	0	13,444	0	0.0%	0	0.0%
LEBANON	800,000	0	0	0	0.0%	0	0.0%
OCC. TERRITORY (ISRL)	1,245,000	600,000	1,500,000	0	0.0%	0	0.0%
<b>SUBTOTAL</b>	<b>4,740,000</b>	<b>600,000</b>	<b>1,513,444</b>	<b>0</b>	<b>0.0%</b>	<b>0</b>	<b>0.0%</b>
<b>UNITED NATIONS</b>							
UNCHS	0	0	0	700,000	0.1%	0	0.0%
WFP	71,318,781	47,355,716	32,675,000	75,390,996	11.8%	16,450,567	5.2%
FAO	868,000	0	493,500	0	0.0%	800,000	0.3%
WHO	9,250,000	500,000	500,000	3,135,000	0.5%	380,000	0.1%
UNHCR	87,955,354	177,336,429	115,595,500	129,371,000	20.2%	20,600,000	6.8%
UNICEF	13,631,598	11,908,135	7,939,000	8,520,000	1.3%	6,811,703	2.2%
UNDP	0	0	575,000	0	0.0%	0	0.0%
UNRWA	6,000,000	450,000	240,000	1,560,000	0.2%	400,000	0.1%
UNDHA	0	402,175	548,166	0	0.0%	0	0.0%
PAHO	0	2,149,450	910,000	130,000	0.0%	176,000	0.1%
SPECIAL UN OPERATIONS (IOM)	700,000	570,800	550,000	0	0.0%	0	0.0%
<b>SUBTOTAL</b>	<b>189,723,733</b>	<b>240,672,705</b>	<b>160,026,166</b>	<b>218,806,996</b>	<b>34.2%</b>	<b>45,618,270</b>	<b>14.5%</b>
<b>OTHER INTERNATIONAL ORG.</b>							
ICRC	38,006,820	32,327,000	53,265,000	40,348,000	6.3%	12,704,000	4.1%
FIRC	26,001,135	37,163,603	22,285,068	19,308,400	3.0%	8,333,000	2.7%
CARITAS INTERNATIONAL	491,580	0	0	0	0.0%	0	0.0%
INTERNATIONAL MANAGEMENT GROUP	0	0	0	4,737,400	0.7%	3,310,000	1.1%
LUTHERAN WORLD FEDERATION	3,160,440	2,852,105	1,069,288	1,009,770	0.2%	596,000	0.2%
ORGANIZATION OF AMERICAN STATES	0	107,730	636,676	221,800	0.0%	164,900	0.1%
THE WORLD COUNCIL OF CHURCHES	1,000,000	92,104	0	0	0.0%	0	0.0%
WEU	0	0	0	0	0.0%	4,000	0.0%
IOM	0	0	0	221	0.0%	0	0.0%
<b>SUBTOTAL</b>	<b>68,659,955</b>	<b>72,542,542</b>	<b>77,256,028</b>	<b>65,625,591</b>	<b>10.3%</b>	<b>25,111,900</b>	<b>8.0%</b>
Decommitments (985,688)							
<b>TOTAL</b>	<b>597,954,168</b>	<b>753,525,535</b>	<b>680,227,873</b>	<b>640,147,467</b>	<b>100%</b>	<b>313,570,396</b>	<b>100%</b>

(1) INCLUDING NATIONAL RED CROSS ASSOCIATIONS

(2) A FULL BREAKDOWN OF ECHO PARTNERS CAN BE FOUND IN ECHO'S QUARTERLY STATISTICS







ISSN 0254-1475

COM(98) 448 final

# DOCUMENTS

EN

11 01 05 06

---

Catalogue number : CB-CO-98-456-EN-C

ISBN 92-78-38144-6

---

Office for Official Publications of the European Communities

L-2985 Luxembourg