



**HUMANITARIAN AID  
FROM THE EUROPEAN COMMUNITY**  
*Annual Report 1992*



COMMISSION OF THE EUROPEAN COMMUNITIES



Foreword	5
Introduction	7
The European Community Humanitarian Office (ECHO)	8
A practical guide to ECHO	11
ECHO's partnership with non-governmental organizations	13
The Community's humanitarian operations in 1992	
1. ECHO humanitarian aid	14
• Overall review	14
• Aid to former Yugoslavia	18
• Aid to Somalia	21
2. Other humanitarian operations	24
• Humanitarian food aid	24
• Humanitarian aid to Central and Eastern Europe	27
• Aid to refugees, displaced persons and returnees	29
Statistical annexes	31
Glossary	35

# FOREWORD BY JACQUES DELORS

## PRESIDENT OF THE COMMISSION OF THE EUROPEAN COMMUNITIES



For much of human history humanitarian aid was a matter of basic, unthinking instinct. Some say it began with Noah as the first ever "aid worker", running relief operations as best he could during the Flood.

As we entered the modern era, organized action became necessary to cope with the increased scale of suffering caused by natural disasters and the conflicts born of human passions. A whole range of organizations have since come into being to provide independent and impartial help, so that today the "humanitarian movement" can look back on a long tradition of valuable work. Faced with growing appeals for help in recent years, humanitarian aid is now an established feature of our society and a major factor in international affairs.

Finally, in another recent development, the instinctive desire to help has been reinforced by a conscious and deliberate striving for international justice. The question here is to what extent humanitarian duty gives the international community a right to intervene.

Over the years the European Community and its Member States have become the world's leading donors of humanitarian aid and, quite naturally, have their own ideas on such issues. At the same time the Community has to demonstrate its ability to act effectively day by day. It must not hesitate to look critically at the way its efforts are organized, at its internal procedures, and make improvements so that it can react even more quickly, in ever closer coordination with other humanitarian agencies, and with the heightened

impact of collective rather than disparate individual action. That was the purpose behind the establishment of ECHO a little over a year ago, and already it has done much to help us learn from the difficulties encountered in the handling of recent crises.

This brochure gives a sufficiently clear account of the work done by the Community through the new Office that further comment from me at this stage would be superfluous. But I should like to add one word of caution: however regrettable the necessity, humanitarian aid is indispensable and must set its sights high; but tragedies such as that in former Yugoslavia offer all too stark a reminder - for anyone who might have forgotten - that humanitarian aid is not the whole answer and cannot achieve anything without political action in the broadest sense.

"Unlike other forms of international solidarity, humanitarian aid does not seek to transform societies but to help their members through periods of crisis when the old order breaks down." To say that is not to belittle such efforts. Quite the reverse. Seeking to preserve life, respecting human dignity and restoring to people the capacity for choice is unquestionably a most worthwhile cause, as public opinion clearly shows. But in our concern to help we must take care not to abdicate our "political" obligations to the countries concerned. Not only would that be to fail in our duty: it would also discredit the humanitarian effort in the eyes of all by ascribing to it greater power than it has.

A handwritten signature in black ink, which appears to read "J. Delors". The signature is written in a cursive style with a long horizontal line extending to the right.

## BY MANUEL MARIN, VICE-PRESIDENT OF THE EUROPEAN COMMISSION WITH SPECIAL RESPONSIBILITY FOR HUMANITARIAN AID



The international community has faced a steady rise in the number of appeals for humanitarian aid in recent years.

The terrible disasters we have witnessed in that time - both natural and man-made - have called for a sustained effort by donors and aid agencies on an unprecedented scale. Their rapid succession in widely scattered corners of the globe has all but exhausted our human, physical and financial resources. And while demonstrating the existence of an immense reservoir of goodwill and generosity, they have also highlighted certain weaknesses, prompting the international community to reflect on how it might tackle major catastrophes more effectively.

Through the operations it has organized and the invaluable assistance it has provided, the European Community has played a very important part in the world effort. In 1992 alone it donated ECU 1.2 billion (\$1.4 billion) in humanitarian aid across some forty countries. But the Community also took on board the criticism levelled at the constraints and imperfections of its procedures. To ensure swifter and more effective intervention, in March 1992 it decided to tackle the task more straightforwardly by setting up a single department in charge of every aspect of its humanitarian aid effort.

The new "European Community Humanitarian Office" (ECHO) cooperates closely with the Community's traditional partners, while trying to introduce operational mechanisms capable of filling the gaps in the current international aid system. In this it has the valuable support of the European Parliament, which has consistently helped the European Commission politically and in budgetary matters.

Through the steps it has taken to simplify procedures, strengthen its presence on the ground and establish closer coordination with other donors, aid organizations and the authorities responsible in the Member States, ECHO is already making a valuable contribution to the international community's collective effort to respond to natural or man-made disasters.

Grouping together the entire range of humanitarian efforts under ECHO should, then, help enable the European Commission to cope more effectively with the constant need to refine and improve its working methods.

One of ECHO's fundamental aims is to improve cooperation with the Community's partner organizations in the humanitarian field. The signing this year of framework partnership agreements with a very large number of NGOs and international organizations is designed to place the Community's relationship with its humanitarian partners on a firm footing, and will make for a swifter response to requests for aid. In addition, and in view of the financial efforts made individually by the Member States of the Community in the humanitarian sphere, ECHO must help to improve coordination within the Community, in compliance with the guidelines laid down by the Commission and the Council of Ministers of the Community.

Finally, ECHO's tasks also include prevention and ensuring better mobilization of aid. Inside the Commission ECHO coordinates all the information available on natural disasters occurring beyond the Community's frontiers and cooperates with international organizations in the field with a view to strengthening early-warning and prevention systems in countries most susceptible to famine or natural catastrophe.

The organizations chiefly responsible for distributing humanitarian aid - the specialized agencies of the United Nations, the national and international Red Cross societies, and non-governmental organizations - work in conditions that are often difficult and sometimes highly dangerous. Their skill and dedication deserve a clear response from the Community to their frequent appeals in the shape of substantial and increasingly effective contributions through the new European Community Humanitarian Office.

A handwritten signature in black ink, appearing to read "Manuel Marin".

# ECHO: THE EUROPEAN COMMUNITY HUMANITARIAN

The setting up of the Community's own humanitarian aid office in April 1992 signalled a major new departure, marking the EC's own individual presence in a field where it had already been active for more than twenty years. Born of the desire to serve the humanitarian cause more effectively, its creation offered an opportunity to rationalize and infuse new expertise into EC operations in a demanding sphere of work that can only be done by specialized organizations.

tably require a running-in period before it settles into its final shape.

## Why ECHO was set up

It is no secret that the chief purpose behind ECHO's creation was to improve efficiency and give the Community's humanitarian aid effort a higher profile. But beyond that is a



*ECHO operations, Zagreb, December 1992.*

The Office, then, is still very much in its infancy. As with many new initiatives, a gradual approach was vital so as not to upset the continuity of the Community's aid effort. And although ECHO did not have to start from scratch and will be able to build on the work and achievements of the past, the new organization will inevi-

desire to help strengthen international aid mechanisms to meet the challenge of constant new crises of ever greater magnitude, involving an increasingly complex network of aid agencies.

## Improving the Community's response

The pressure and challenge of the unprecedented crises and disasters that erupted in 1991 - the Kurdish refugee crisis, the cyclone and flooding in Bangladesh, famine in Africa, civil war in Yugoslavia - brought to the fore a number of weaknesses in the Community's humanitarian aid arrangements.

The need to overhaul the existing structures, procedures and methods, while still fully exploiting the great fund of experience acquired through the years, had gradually become increasingly apparent as the Community (in its own right) emerged as the world's leading aid donor. Nor is it any coincidence that the United Nations also embarked on a series of reforms to rationalize its different intervention mechanisms at the same time, setting up a single Department of Humanitarian Affairs in 1992.

With the establishment of ECHO, many of the difficulties that have hampered Community action in the past should be banished. Grouping all the different types of aid under one single umbrella will improve efficiency. Releasing financial resources in the budget will be simpler and therefore quicker. Giving the Office greater scope for direct intervention in the field will help reinforce coordination with other aid agencies.



ECHO convoy in ex-Yugoslavia.

## A higher profile for the Community

Despite the huge increase in relief efforts for those in distress, the general public is still largely unaware of the humanitarian side of the Community's work. The Office should help fill this gap by providing more information and taking on a more visible role in the field as an active partner alongside the other aid agencies.

## ECHO's assignment

### Principles

*The Office offers its assistance free of charge to any non-EC country struck by natural disaster (such as drought, earthquake, flood, severe storm), man-made crisis (such as war) or any other emergency. Aid is channelled impartially straight to the victims, regardless of race, religion or political beliefs.*

The brief assigned to the Office by the European Commission gives it full responsibility for the preparation, financial management and follow-through of all the Community's humanitarian operations, which were previously handled by several different departments. Its work covers five major complementary areas.

### General humanitarian aid:

This is granted to finance priority emergency or post-emergency operations for disaster victims in non-EC countries. The budget covers the supply of goods and services needed to ensure survival or avert the immediate threat to the lives of those affected.

### Emergency food aid:

This is granted in kind (cereals, rice, powdered milk, sugar) for communities or groups of people in countries threatened by famine or serious shortages.

### **Aid for refugees and displaced persons :**

Humanitarian aid also finances assistance to refugees and displaced persons, as well as the repatriation of refugees to their country of origin in crisis situations.

### **Individual humanitarian operations:**

While specific emergencies call for swift action, the Office can also offer humanitarian assistance in the wider sense of the term - assistance that would not normally be classed as emergency action. The definition has deliberately been left open to cover such things as human rights and fundamental freedoms (e.g. freedom of expression).

### **Disaster preparedness:**

This entails reinforcing early-warning systems in "high-risk" countries through close European and wider international cooperation and assessing the aid capacity of the various agencies in the field with a view to launching combined or joint operations.

## **ECHO at work**

In practice, the creation of the Humanitarian Office will not fundamentally alter the Community's aid system, nor was it intended to. The gain lies in modernizing outdated

## **Closer cooperation with aid agencies**

The Office aims to establish a clear and stable framework for cooperation through partnership agreements with its traditional partners such as international aid agencies, the Red Cross and non-governmental organizations (NGOs). By mid-1993 a series of agreements of this kind had been signed with some sixty European and international NGOs. Framework contracts along the same lines are planned with private firms supplying goods or services. This approach should open the way to easier long-term relationships based on a sense of mutual confidence and obligation.

In the Community at large the Office's task is to improve coordination between the Community's humanitarian aid operations and the efforts of the Member States whenever necessary. Better exchange of information and closer contacts on the ground will make it possible to assess more accurately the nature and scale of assistance needed in any given situation and help prevent overlap. If need be, joint or combined operations could be launched under framework cooperation agreements between the Office and Member States.

## **Developing its own operational capacity**

While there is no question of ECHO taking the place of its traditional partners, the intention is that it should gradually build up its own capacity for direct action in the field, independent of any intermediary. In doing so, the Office will bear in mind the need for an appropriate division of work and the need to complement the activities of other agencies. Such action would, of course, only be taken in exceptional circumstances as an emergency back-up for humanitarian operations in especially serious disasters. This kind of situation has already arisen more than once, one example being the Kurdish refugee crisis, when the European Commission could find no one immediately available who could actually carry out humanitarian aid measures already approved.

At all events, in order to respond more swiftly and effectively in cases of urgent need, the Office needs at least a certain pool of expertise and logistic resources (teams of advisers, coordinators on the ground, stocks of basic emergency supplies and means of transport) ready to be deployed at any time.

### **Means**

*The Office rapidly mobilizes and supplies aid either in kind (essentials, special food, medical equipment, drugs, fuel) or in the form of services (medical teams, water-treatment experts, mine-sweeping personnel, logistic support). To do this, ECHO uses either its own operational personnel or calls on its traditional partners, in other words specialized aid agencies and private firms.*

working methods so as to streamline aid operations right the way through from initial preparation to final evaluation. This involves two key elements.



# A PRACTICAL GUIDE TO ECHO

## Who can apply for funding?

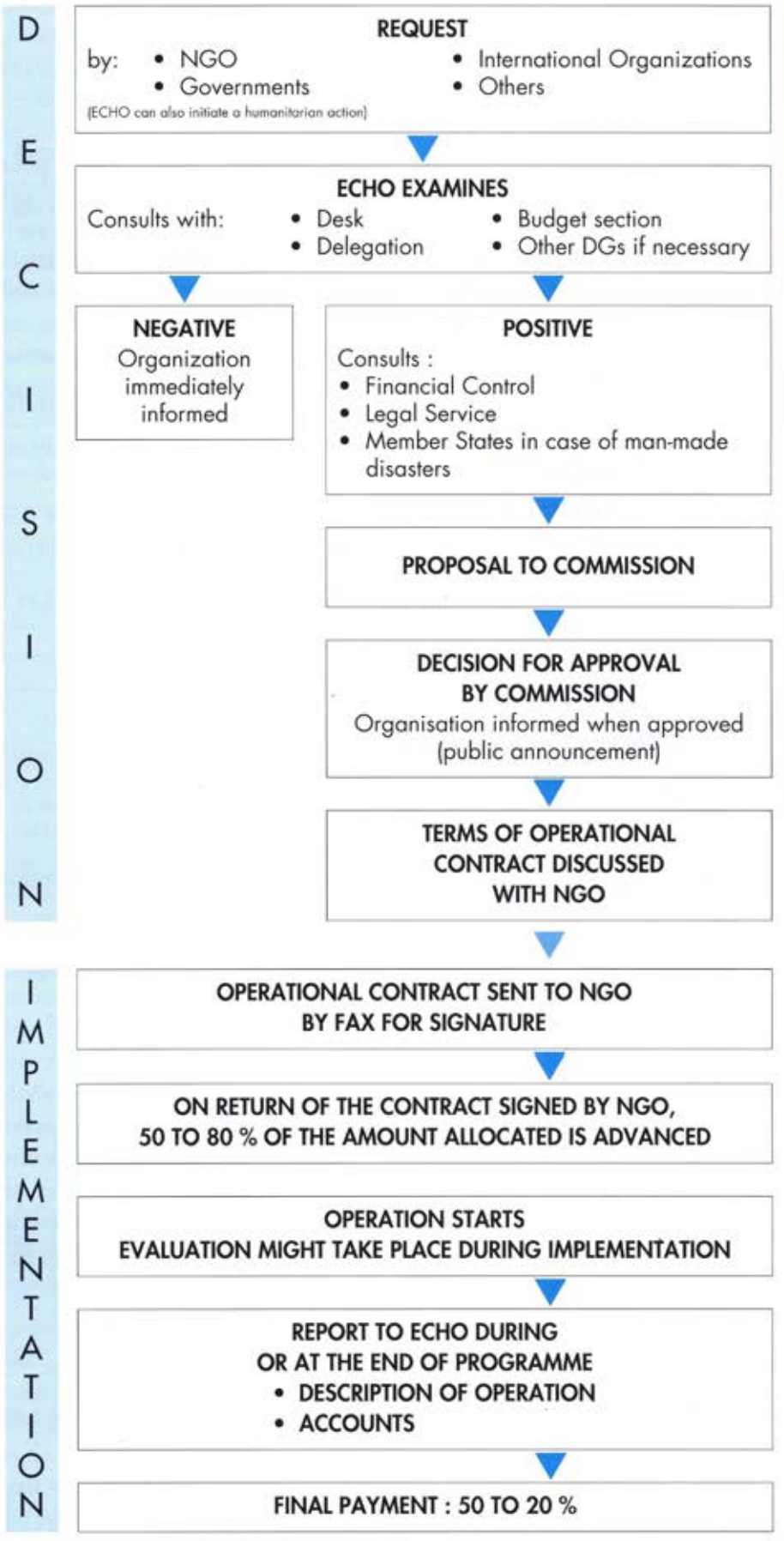
Any potential partner wishing to undertake an aid operation at its own initiative with Community funding can approach ECHO in order to agree the terms of a contract. Besides both EC and other governments, potential partners would include international organizations (such as specialized UN agencies and the International Red Cross) and independent, impartial NGOs with proven experience in the field of humanitarian aid and adequate human and material resources of their own to ensure the effective running of the operations funded in this way.

## Where to apply

Applications, for whatever kind of project and regardless of the nature of the crisis, should be sent to the appropriate unit in the Office - ECHO 1 or ECHO 2 - depending on the country where the operation is planned.

The two units, with their specialist country desks, are responsible for preparing funding decisions and operational contracts with partners, monitoring operations on the ground and coordinating them. The third unit in ECHO is responsible in particular for budget management, legal matters and managing EC personnel working on the ground in Community operations. The Office is headed by its Director, with the support of an assistant and three advisers (in charge of information and communication, relations with EC institutions and ECHO's partners, and evaluation of Community action), under the overall responsibility of the Commissioner for humanitarian aid, Mr Manuel Marín.

## ECHO's RESPONSE IN TEN STEPS



## Answers to applications: two scenarios

**Scenario 1:** an application fails to satisfy the relevant criteria laid down by the Commission. The applicant organization is immediately informed by fax or telex, where appropriate with reasons given and possibly practical advice for future applications.

**Scenario 2:** the application is accepted. Once the funding decision has been taken by the Commissioner responsible (or the full Commission), the applicant is informed by fax or telex. If there is already a framework partnership contract with the organization concerned, all that remains to be done is to finalize the specific

contract for the operation in question; and if not the procedure has also been simplified. The entire procedure can be completed in as little as a day or a few days at most, depending on the circumstances.

## What expenditure is covered by EC funds?

EC funding covers the purchase of food and medicines, immediate necessities (tents, blankets, etc.) and equipment (logistic, medical, etc.), and their transport from origin to destination, storage and distribution on the ground, plus the expenses (including travel) of expatriate or local staff and local transport.

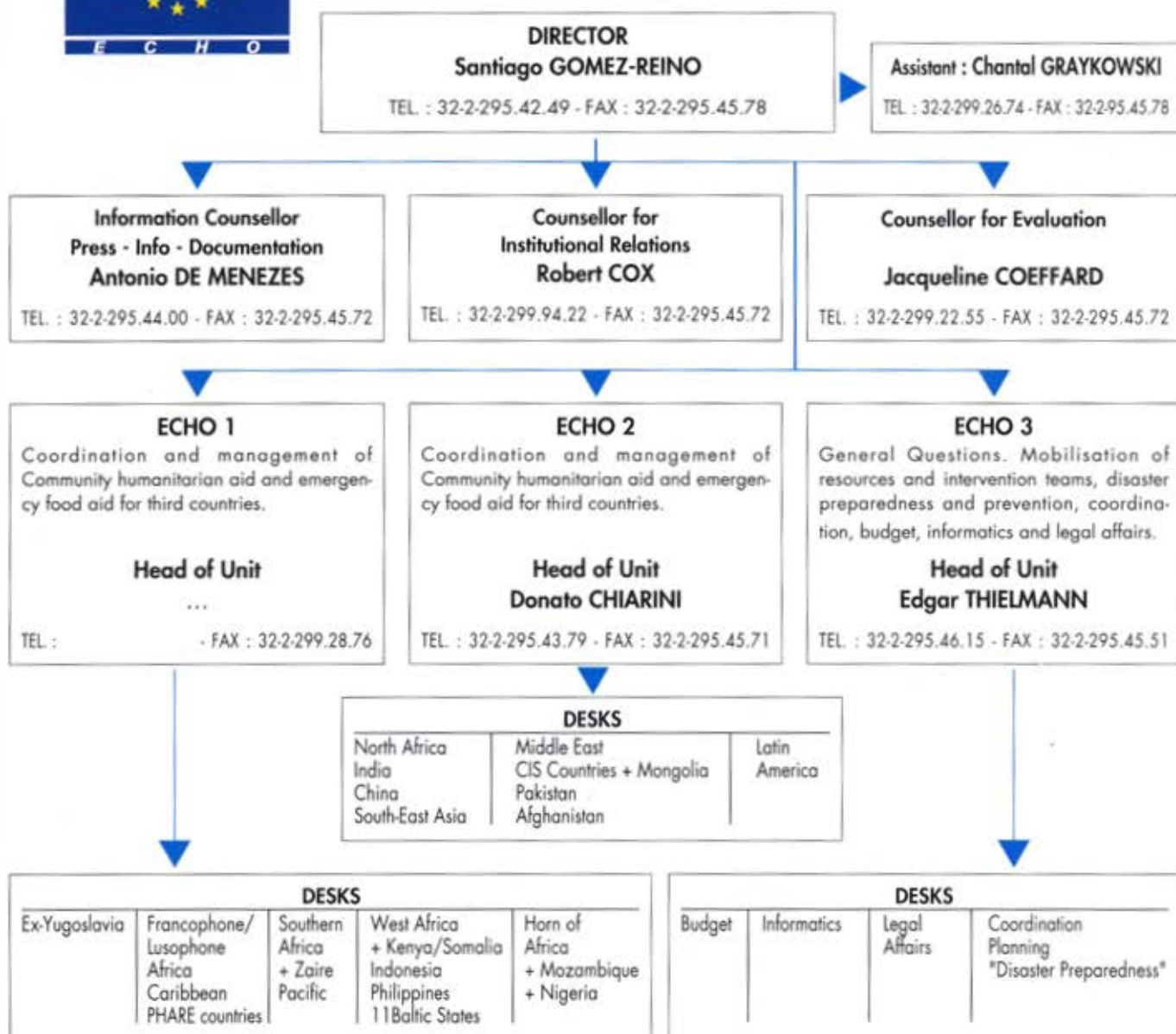
EC funding does not cover an organization's own normal administrative costs, the purchase of vehicles, customs and other dues on goods, or incidental mission expenses.

Payment is made in the currency of the country where the organization has its headquarters. Between 50% and 80% of the funding allocated is paid before a project gets under way, the remainder being due once the necessary financial and operational reports have been sent in to the Office on completion of the operation.



## European Community Humanitarian Office

ECHO is responsible for humanitarian action in aid of populations from any part of the world outside the Community, affected by natural catastrophes or exceptional events.



# ECHO'S PARTNERSHIP WITH NON-GOVERNMENTAL ORGANIZATIONS

Non-governmental organizations have always been, are and will remain important partners in the humanitarian work of the European Community entrusted to ECHO. The facts are that the Community has neither the will nor the capacity to create a massive humanitarian bureaucracy; it will continue to work through partners.

But not just any partners. Few will deny that most humanitarian work - especially of an emergency nature - requires a certain capital of experience and skill. It would be irresponsible of ECHO to encourage an untried NGO partner to venture into often dangerous situations with perhaps risk to the lives of the volunteers involved. The list of volunteers who have already given their lives in emergency situations is already woefully long.

But nor does ECHO intend to settle down with a handful of trusted partners and turn its back on anyone else. If an NGO with motivation and potential for humanitarian work does appear, then ECHO will seek to encourage that NGO to equip itself for such a role. And what better way of doing so than by arranging for the newcomer NGO to enter some form of apprenticeship with an NGO already experienced and qualified. A challenge therefore for the NGO family to assume its share of responsibility for broadening the range of NGOs capable of handling humanitarian work.

The point is that ECHO seeks as broad a range of qualified partners as possible to cooperate with it in its worldwide humanitarian responsibilities.

In the spring of 1993 ECHO started to sign Framework Partnership

Contracts with a number of NGOs prominent in humanitarian work. ECHO will continue to sign such contracts with NGOs willing and able to shoulder such responsibility and do so in partnership with the Community. The aim of these contracts is to introduce clarity into the relations between ECHO and NGO partners, to spell out mutual rights and obligations and, by spelling out the basic facts of a relationship, leave only the details of individual operational agreements to be settled, thus speeding up procedures and cutting bureaucracy.

This structuring of relations between ECHO and NGOs is long overdue.

There is also work to be done in other fields relevant to humanitarian work, particularly in improving disaster preparedness.

In short, the Community must become an ever more active and competent player on the humanitarian scene, familiar with the skills required. It matters for the Community's credibility in the eyes of its partners. But the Community - and its servant, ECHO - is not going to work in isolation. It will patiently seek where it can best act within the international humanitarian fraternity. It believes that it can bring authority to bear to foster a more coordinated approach to huma-

*Signing of the framework partnership agreement between the Commission and Médecins sans Frontières, Brussels, May 1993. (CEC/C.Lambiotte)*



The sort of easy informality that characterised these relations in the past was fine when the Community's humanitarian action was fairly modest. Today, measured in financial terms alone, it accounts for over one billion ecus of Community spending annually. Member States, Parliament and not least the tax-paying public has the right to expect systematic management of such activity.

ECHO does not intend to be simply a passive partner. There will be times and places where ECHO must have its own activity and presence on the spot in a disaster area. This must be the case when there are simply no partners available.

nitarian efforts. But its emphasis throughout is on partnership.

In the spirit of the partnership that ECHO seeks to foster, it will create a forum in which partners can debate issues of common interest and which will feature joint study of humanitarian policies and aims.

Europe's NGOs are prime partners.

# THE COMMUNITY'S HUMANITARIAN OPERATIONS IN

## 1. E C H O HUMANITARIAN A I D

### Overall Review

The aggravation of civil war or regional conflicts, especially in the republics of the former Yugoslavia and in Somalia, together with the serious threat of famine in East and Southern Africa, were the main

reason for the upsurge in the number and scale of the Community's humanitarian operations in 1992. For the third consecutive year expenditure rose sharply, to more than double the total for 1990.

#### EMERGENCY HUMANITARIAN AID 1992

Amount of aid in million ECU



Source: ECHO

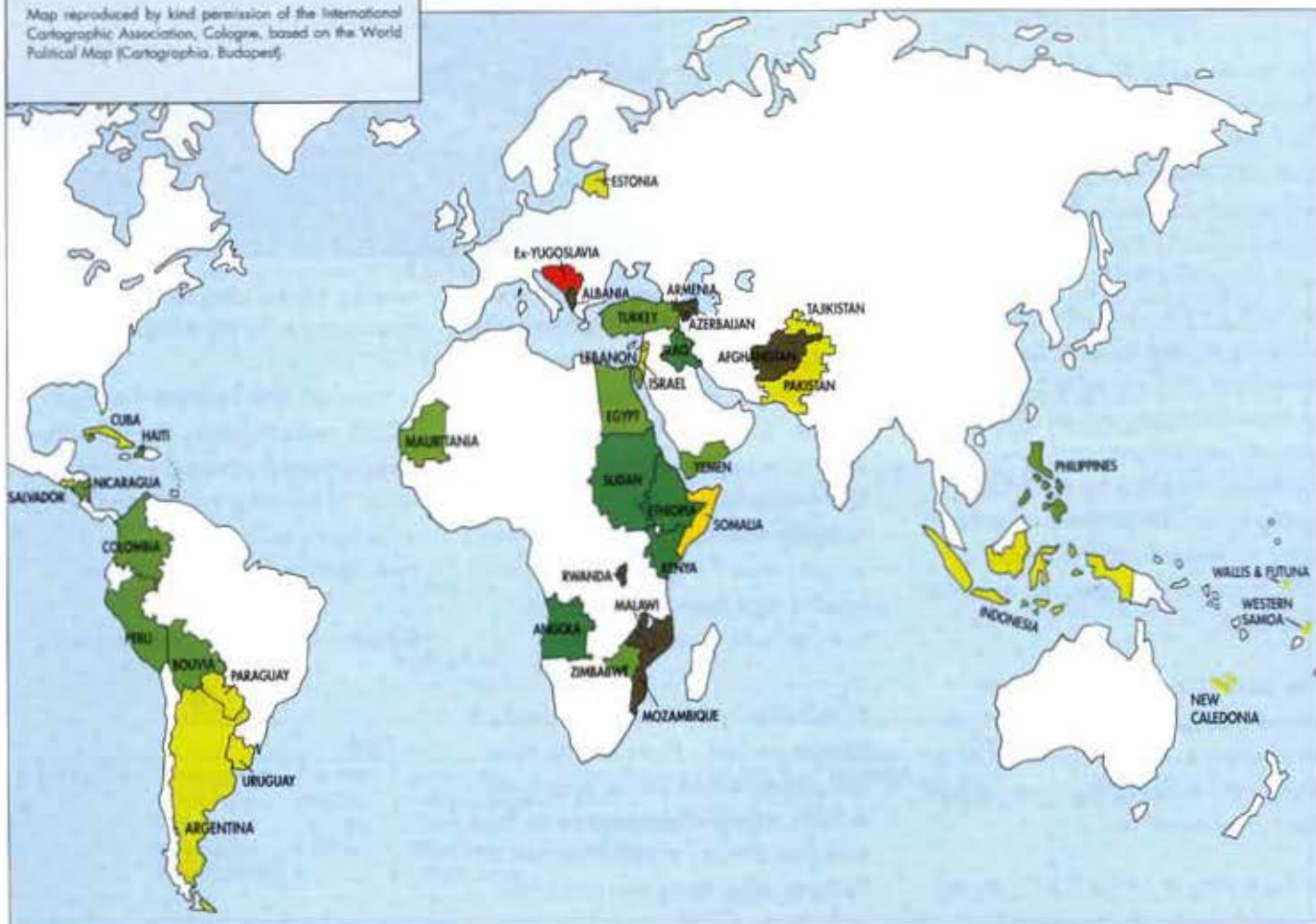
Map reproduced by kind permission of the International Cartographic Association, Cologne, based on the World Political Map (Cartographia, Budapest).

#### Humanitarian Aid 1990-1992 in million ECU

	1990	1991	1992
Emergency humanitarian aid	114.8	181.8	368
Emergency food aid	22.9	78.8	55.8
Food aid	302	527 <sup>(*)</sup>	635 <sup>(*)</sup>
Aid to refugees	107	116	114.4
Humanitarian aid to Central and East Europe and the former Soviet Union	4	38	69
<b>Total<sup>(**)</sup></b>	<b>550.7</b>	<b>941.6</b>	<b>1242.2</b>

(\*) Including the 1991 and 1992 Special Food Aid Programmes of ECU 140 and 220 million.

(\*\*) Average annual total 1986-1989: ECU 100 million.



## Emergency situations around the world

Throughout the year, the Humanitarian Office responded to the pressing needs of around forty countries across the globe involving 73 humanitarian aid decisions for a total of ECU 368 million (see table). These decisions gave rise to more than 900 humanitarian aid operations between ECHO and partner organizations.

Reflecting the seriousness of the situation in the former Yugoslavia and in Somalia, ECU 317 million of humanitarian aid went to the victims of the conflicts and the famine in those countries, out of a total aid budget of 368 million. Besides those directly affected by the fighting, these two tragedies also uprooted nearly 4.9 million people, forcing them to flee to neighbouring countries or to seek refuge elsewhere in their own country.

In **Africa**, the continuation of civil and

areas in Africa, were the reason for most of the interventions in that continent, which received around ECU 268 million of aid. The scourge of famine was particularly severe in thirteen countries in East and Southern Africa, which received around 70% of the emergency and special food aid provided in 1992. Vaccination campaigns against measles in Angola and Zimbabwe as well as refugee repatriation programmes were also financed out of these funds.

In **Latin America** and the **Caribbean** natural disasters as well as serious food shortages in Peru, El Salvador and Bolivia required more than forty-one million ecus of aid. Floods wrought havoc in El Salvador, Paraguay, Uruguay and Argentina, and there was a major earthquake and volcanic eruption in Nicaragua.

In the **Mediterranean region**, there were also earthquakes which affected the city of Cairo in Egypt and Erzincan in Turkey. A bit further

expelled from Israel into a no-mans-land on the border with Lebanon and people in Lebanon itself affected by food shortages. A total of some ECU 8 million was allocated to this region in 1992.

In **central and western Europe**, besides the considerable effort undertaken in Yugoslavia, ECU 2.2 million of aid was disbursed to provide relief to the people of Albania and Estonia. These emergency operations were supplemented by food, medical and other humanitarian aids for Romania, Albania and Bulgaria amounting to ECU 69 million, financed by the Community's PHARE programme.

In **central Asia**, violent conflicts in Azerbaijan, in the Armenian enclave of Nagorno-Karabakh, in Tajikistan and in Afghanistan necessitated emergency food and medical aid totalling ECU 5.3 million.

In **south and south east Asia**, operations totalling ECU 52.2 million were financed to help the victims of severe food shortages in Cambodia, Burma, Yemen and Bangladesh, of earthquakes in Indonesia, of floods in Pakistan and a volcanic eruption in the Philippines, and to help the refugees who flocked into Bangladesh from Myanmar (Burma) and into Yemen from Somalia.

On the other side of the world, in the **Pacific region**, people made homeless following two devastating cyclones in Western Samoa, Wallis and Futuna and New Caledonia were granted assistance amounting to ECU 625,000.

### ECHO Humanitarian Aid in 1992

Type of disaster/ event	Number of aid decisions	Number of countries concerned <sup>(*)</sup>
Conflict (internal unrest, civil wars)	31	13
Drought	7	6
Floods	5	5
Earthquakes	4	4
Epidemics (cholera, measles, etc.)	3	3
Volcanic eruptions	2	2
Cyclones	2	2
Chemical Pollution	1	1

<sup>(\*)</sup> Around 15 countries suffered several different types of disasters - war/drought, war/epidemic, earthquake/volcano - and therefore were the subject of several different aid decisions.

ethnic wars in Somalia, Ethiopia, Angola, Sudan, Mozambique, Liberia and Rwanda, as well as the aggravation of the drought that ravaged large

away, in the Near and Middle East, political tensions led to the Office intervening to help the Kurdish population of Iraq, the 415 Palestinians

## Operational Partners

### Partners' share in % of EC humanitarian aid 1990-1992

	1990	1991	1992
Commission/ECHO	39.9 <sup>(*)</sup>	1.1	1.1
EC Governments	-	7	2.9
Third Country Governments	1.3	-	8
EC NGOs/Red Cross	33.7	48.3	35.9
Non-EC NGOs/Red Cross	6.7	2.5	0.5
Local NGOs/Red Crescent	1.6	1.9	0.4
United Nations Agencies	10.4	24.2	39
ICRC/IFRC/PAHS	13.1	17.5	12.6

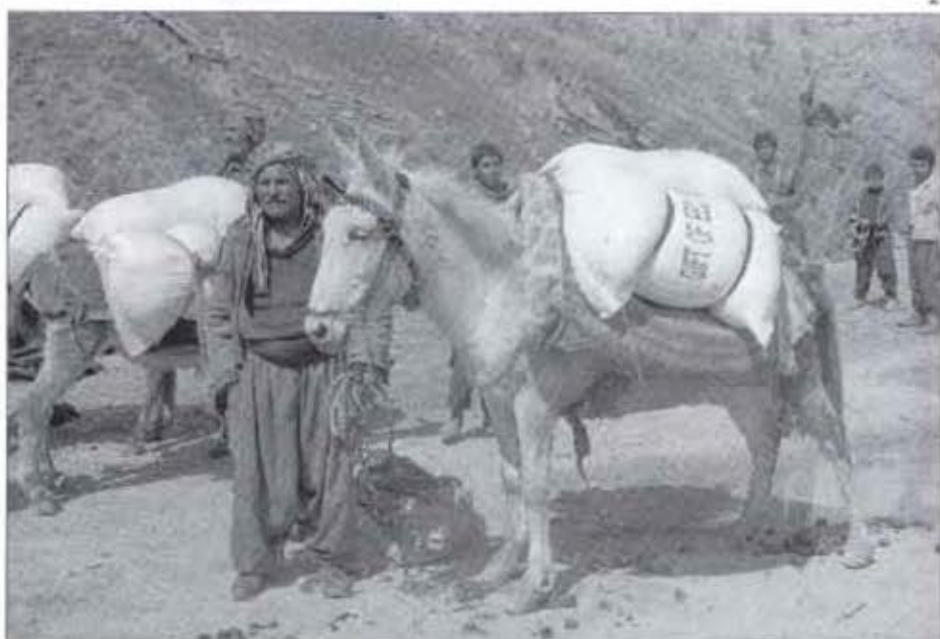
(\*) Repatriation of evacuees during the Gulf Crisis

As in previous years (except for the Gulf Crisis of 1991), almost 90% of humanitarian operations were carried out on the ground by humanitarian agencies with which the Community has traditionally worked (see table).

The United Nations' substantial share in 1992 is explained by the essential role played by the United Nations High Commissioner for Refugees (24.9%) and the World Food Programme (11.5%), particularly in the former Yugoslavia.

Around 40 specialised EC non-governmental organizations also carried out aid operations for the Community, notably Médecins sans Frontières, Save the Children Fund, Handicap International, Médecins du Monde, Pharmaciens sans Frontières and the Danish Refugee Council. The governments of the F.Y.R.<sup>(1)</sup> of Macedonia and Croatia played an active role in relief operations in the former Yugoslavia; the Community channelled nearly 6% of its total aid through them.

(1) F.Y.R. - Former Yugoslav Republic.





4

1. Unloading medical supplies, Canchicho, Mozambique, September 1992 (ICRC/P. Bousset)



5

2. Displaced persons in a camp in Azerbaijan. In 1992 the Community gave a total of ECU 3 million for victims of the conflict in the Caucasus (UNHCR/A. Hallmann)

3. All modes of transport are needed to supply remote areas in Northern Iraq (UNHCR/P. Moutzis)



7

4. Delivery of EC-financed relief supplies to flood victims in Paraguay, June 1992

5. The Nicaraguan Red Cross distributes EC-financed relief supplies to victims of a volcanic eruption, April 1992



6. Earthquake damage, Erzincan, Turkey, September 1992

7. Turkish soldiers prepare to deliver EC-financed relief supplies for earthquake victims

6

# AID TO FORMER YUGOSLAVIA

## Introduction

The war in the former Yugoslavia is without a doubt the worst human tragedy to have happened in Europe since the second world war, killing or forcing to flee an estimated four and a half million people. The European Community's aid efforts in that country have been without precedent, constituting in terms of human and financial resources the single largest humanitarian aid undertaking ever carried out by an international organization in one country. The EC and its member states' total financial contribution at the end of July 1993 stood at ECU 765 million, 68% of the total international effort of which the Community had donated ECU 508 million.

## An overview

The EC offered humanitarian assistance to former Yugoslavia from the very beginning. It was invited to help by the local Yugoslav authorities as well as the United Nations High Commissioner for Refugees and the International Red Cross and non-governmental organizations working on the ground. The European Community and its member states have put at the UNHCR's disposal ECU 325.5 million, 60% of the funds made available to that particular UN agency for its efforts in ex-Yugoslavia. The EC also contributed ECU 59 million, 41% of the money spent by the World Food Programme feeding the needy in ex-Yugoslavia. Most of the remaining EC funds were distributed by non-governmental organizations. By the end of 1992, 31% of the EC's aid to former Yugoslavia was being distributed by around thirty relief organizations. A small amount of EC aid - 0.7% - was used for projects implemented directly by the European Community Humanitarian Office.



In line with the European Community Humanitarian Office's principles, aid was sent to the places where it was most needed, regardless of the republic or nationality of the recipients. The bulk of the money has gone to help the victims of the war in Bosnia-Herzegovina as that is where the fighting and human suffering has been worst. Most of the funds received by the other republics went to help with the rehabilitation of the hundreds of thousands of refugees the war has created. Fifteen million ecus went to the F.Y.R.<sup>(1)</sup> of Macedonia, mostly in the form of fuel and medicines as the country suffered severe shortages as a result of the war.

## How the money is spent

EC funds have been used for humanitarian relief in former Yugoslavia in every situation where outside assistance was required. In concrete terms, by the end of 1992 EC funds allowed for the delivery to the war-torn republics of 300,000 tonnes of food products, 130,000 blankets, 50,000 mattresses, 7,400 tonnes of toiletries and 700,000 family parcels delivered by 17,500 lorries.

Medical programmes carried out by non-governmental organizations to

treat the sick and injured in refugee camps and besieged cities such as Sarajevo were financed by the Community to the tune of ECU 32 million. ECU 37 million went on the building of refugee camps within the borders of the former Yugoslavia and for helping people to rebuild their bomb-damaged homes.

## Food parcels - an example of practical help

The war, and the so-called ethnic cleansing that has gone with it, has produced vast numbers of refugees. By late October 1992 there were 2,117,205 displaced people in the former Yugoslavia officially registered with the UNHCR. 1.5 million of these were from Bosnia, with 644,192 in Croatia, 124,396 in Serbia, 70,000 in Slovenia, 61,000 in Montenegro and 31,300 in the F.Y.R.<sup>(1)</sup> of Macedonia. Not all the refugees stay in camps; many have gone to stay with friends or relatives in the host republic.

In order to help the refugees feel they are contributing something to their new household, the EC has delivered more than 700,000 family parcels. The parcels enable the refugees to keep their dignity and encourage

(1) F.Y.R.: Former Yugoslav Republic.



their hosts to continue putting them up. The parcels contain supplies of



Refugees receive ECHO parcels at host homes in Bioce, near Podgorica, Montenegro. (CEC/P. Holdsworth)

essential household items and foodstuffs. A typical parcel would contain for example, 4.5 litres of vegetable oil, 250 grammes of dried yeast, two kilogrammes of feta cheese, 4.5 kilogrammes of pasta, two kilogrammes of soap, two kilogrammes of sugar and one kilogramme of powdered milk. Families of three or more receive a parcel every fortnight, those of less than three are given one a month.

### Aid to Rape Victims

The use of rape as a psychological and physical torture against women has been a shocking feature of the war in Bosnia-Herzegovina. In February 1993 EC governments approved the recommendations of the Warburton report which called for special action in favour of rape victims. The European Commission, in conjunction with the member states, allocated two million ecus to deal specifically with the after-care of women in the republic who had been subjected to the trauma of rape. The ECTF in Zagreb also allocated three medical experts who were put in charge of all the EC's projects for treatment for

rape victims. The EC and member states are currently preparing to send mobile medical teams to Bosnia-Herzegovina for counselling and medical aid to rape victims.

### Air Drops

The Commission has also taken part in air drop operations in order to get supplies through to some of the most cut-off parts of Bosnia-Herzegovina. ECHO released three successive instalments of funds totalling ECU 2.5 million which enabled the delivery of 288,420 parcels of food rations.

To counteract nationalist propaganda that has fuelled the war in the former Yugoslavia, ECHO allocated ECU 3.7 million to the non-governmental organization Droit de Parole, which aims to help the independent press in ex-Yugoslavia. The organization has set up an independent radio station which broadcasts from a ship in the Adriatic. Droit de Parole also gives aid to independent newspapers in Croatia, Bosnia-Herzegovina and Serbia and a radio station in Belgrade.



Forced out by Bosnian Muslims, thousands of Bosnian Croats seek refuge in the Serb-controlled zone of Donji Vakuf, June 1993 (Art Zamur/Gamma)



Displaced Bosnians at a collective centre, Travnik, Bosnia-Herzegovina (UNHCR/S. Foo)

## ECHO's Direct Action

In the past, international aid efforts in severely troubled zones have been criticized for the lack of coordination between the different organizations involved in relief operations. Learning from experience, the EC decided to put its own people on the ground to liaise between the different agencies and governments involved. Shortly after the conflict in the former Yugoslavia began in October 1991, ECHO set up headquarters in the Croatian capital, Zagreb. In the case of Yugoslavia, the need for coordinated action between humanitarian agencies on the field was even more apparent because of the difficulties of getting aid trucks through hostile road blocks involving United Nations troops, in order to open up aid corridors.

At the EC's Birmingham summit in October 1992 it was decided to increase the European Community's humanitarian aid in ex-Yugoslavia, particularly to support UNHCR's efforts in the region. For this purpose an European Community Task Force was set up and all member states were invited to contribute to ECTF's efforts. ECTF is responsible for the coordination of humanitarian efforts in Croatia, where it is ensuring the survival of 400,000 refugees. It is helped in this enormous task by ECHO-Zagreb, which has placed its logistic resources at the Task Force's disposal.

ECTF also provides logistical support for other NGOs active on the ground in ex-Yugoslavia. In Croatia for example, ECTF has a team of around 60 local warehouse workers to run the ECTF's distribution centre as well as 42 truck drivers employed to deliver aid to where it is needed. In Bosnia, more than 60 aid experts from British and Danish NGOs are working on the ground, in close collaboration with the ECTF, providing humanitarian relief for refugees. The EC pays the salaries of half a

dozen full time staff and pays for the upkeep of the premises in Zagreb; the rest of the money comes from member states. The ECTF also undertakes vital administrative functions such as drawing up agreements with the local authorities for speedy customs clearance of foreign aid deliveries. In Belgrade and Skopje ECHO teams are handling EC humanitarian aid directly.

A total of ECU 40 million has so far been granted by the EC for direct action in Serbia and Montenegro.

## Playing a full role

The EC has been by far the most important contributor to the humanitarian aid effort in former Yugoslavia. Of a total of ECU 1,123 million that has made up the international relief effort since the start of the war, the EC and its member states have contributed ECU 765 million, 68% of the total, compared to ECU 142 million (12.6%) donated by the United States and ECU 28.16 million (2.5%) by Japan.



*The difficulties of delivery under winter conditions: a Danish relief truck is upturned on the icy "road" to Malancovici, Bosnia-Herzegovina. (Danish Civil Defence League/M. Schlosser)*



*The grim reality of civil war: Zenica, Bosnia-Herzegovina, February 1993 (Danish Civil Defence League/M. Schlosser)*

# AID TO SOMALIA

By the middle of 1992 it was clear to the international community that despite a massive humanitarian aid effort that had been under way since March the dreadful situation in Somalia had barely changed. In the autumn of 1992 aid agencies reported a desperate situation in which 4.5 million people, more than half the total Somali population, were desperately in need of assistance, with 1.8 million people on the verge of starvation. The ravages of the civil war and famine, which had already taken 300,000 lives in one year, threatened to take 30,000 more every month. In December, international troops were sent to protect humanitarian organizations from armed attacks by hostile Somali bandits as they carried out relief operations.

Problems of aid distribution do not fully explain why the Somali tragedy reached such horrific proportions. The civil war that broke out in the country in January 1991 after the overthrow of President Siad Barre had been festering for the last four years of his authoritarian rule.

Barre had seized power by means of a military coup in 1969 after nine years of political instability following the country's independence. The Republic of Somalia, founded in July 1960, brought together two former colonies, British Somaliland in the north and Italian Somaliland in the south. To maintain its authority, Barre's regime encouraged rivalries between the clans which form the basis of Somalia's predominantly nomadic society, and finally led them to revolt.

# 1991- The Crisis Breaks

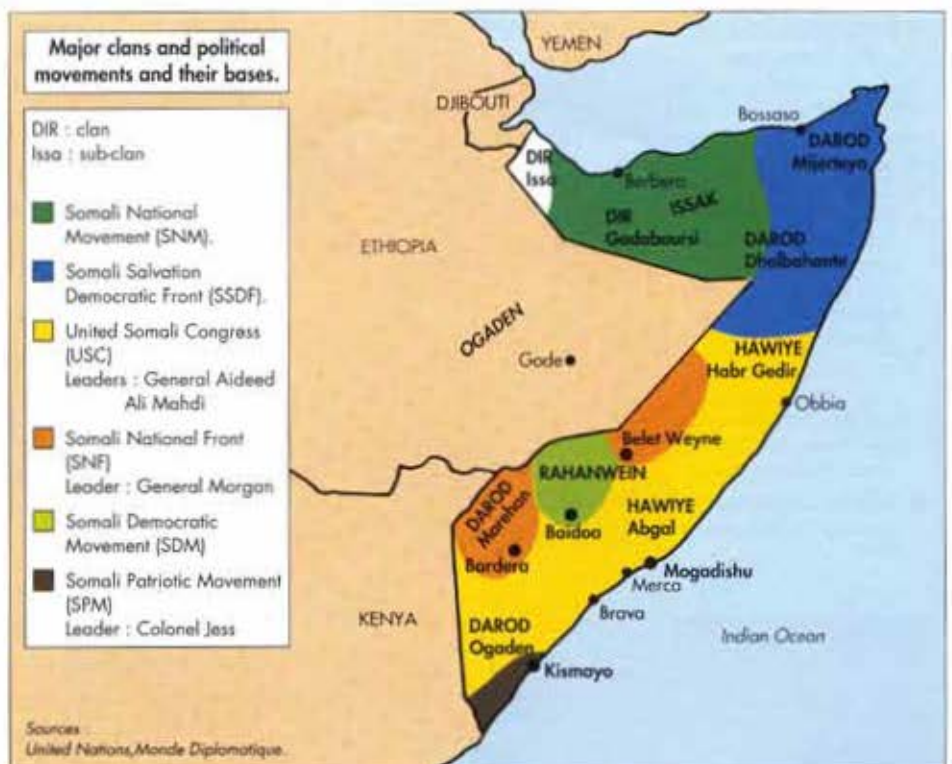
Following an uprising in northern Somalia (Somaliland) in 1988 against Siad Barre, the government destroyed the second largest city in the country, Hargeisa. More than 30,000 people died and this bloody repression triggered hostilities between the government and the other political factions that were gradually being organised in other parts of the country. The factions were centred around the clans and sub-clans traditionally implanted in the different regions. Totally isolated, the dictatorship collapsed in 1991 and Barre and his partisans fled the capital, Mogadishu.

The country was devastated. It had been heavily armed by the super powers during the Cold War and quickly sank into a state of bloody clan rivalries. The provisional government of Ali Mahdi was disputed by clans in the north, and in May 1991 Somaliland proclaimed its independence. Violence mushroomed between the different clans in their struggle for territory. Autonomous armed gangs began to terrorise the population. The country quickly plun-

ged into a vicious spiral of violent anarchy and famine.

The disintegration of civil society and the collapse of the infrastructure of the Somali economy was accompanied by a devastating drought that had ravaged the country since 1990. Thousands were already displaced within Somalia whilst others fled to neighbouring states. Livestock, the traditional livelihood of the nomadic pastoralists who make up almost half the Somali population, was decimated and agriculture, concentrated in the south of the country, was destroyed.

Throughout 1991, the European Community did its best to respond to the appeals for help from humanitarian agencies which remained in the country despite the dangers to their personnel. Between January and November 1991, the Community spent ECU 11 million on aid for Somalia, distributed primarily through European non-governmental organizations and international relief agencies. The aid went mainly to victims of the war and Somali refugees who had taken shelter in Ethiopia. The aid was also used for mine clearance operations in Hargeisa and the rees-



establishment of the water supply in Mogadishu.

For a long time, these were the only type of relief operations possible in Somalia. The continuing violence and the temporary closure of port facilities in Mogadishu and Berbera seriously hindered the distribution of humanitarian food aid until September 1991.

## The European Community, Principal Aid Donor to Somalia

In September 1992, the United States officially recognised the fact that the European Community was the principal donor of aid to Somalia. The International Committee of the Red Cross also declared that two thirds of

the aid it distributed in Somalia came from the EC. Throughout 1992, the Community and ECHO considerably strengthened their aid operations on all fronts, contributing more than ECU 100 million to international efforts in the country, whilst bilateral contributions of member states rose to ECU 57 million (aid notified in the framework of coordination procedures within the Community).

Between February and April, ECHO donated ECU 2.6 million to the United Nations High Commission for Refugees and various other aid organizations to assist the floods of refugees pouring into north-east Kenya and Yemen. According to the United Nations, 400,000 Somalis had fled

to Kenya and 50,000 to Yemen by the end of 1992.

Between March and November 1992, six successive aids, worth a total of ECU 20 million, were allocated to humanitarian agencies to assist the aid effort. The resources went to financing food and medical programmes for the most vulnerable population groups in Somalia, such as the sick, the elderly and the young, medical supplies and foreign medical staff, logistics support and mine clearance. ECHO again contributed to reestablishing the water distribution network in Mogadishu through the United Nations Development Programme.

**To tackle the key problem of regular food aid** the European Commission went to great lengths to ensure the supply of 237,000 tonnes of basic foodstuffs (cereals, rice, beans...), worth ECU 61 million, despite enormous logistical problems and without being able to properly control the final stage of the aid distribution to famine victims.

By mid-December, 185,000 tonnes of food aid had reached the areas worst hit by famine, thanks to the remarkable effectiveness of the International Committee of the Red Cross which carried out more than three quarters of the deliveries, i.e. some 141,200 tonnes (76% of the total), the World Food Programme (33,500 tonnes, 18%) and non-governmental organizations (10,000 tonnes, 5.4%). A further 24,000 tonnes of foodstuffs were on their way to the country by the beginning of March 1993, with only 27,000 tonnes of food still not delivered.

## Food aid, target of armed gangs

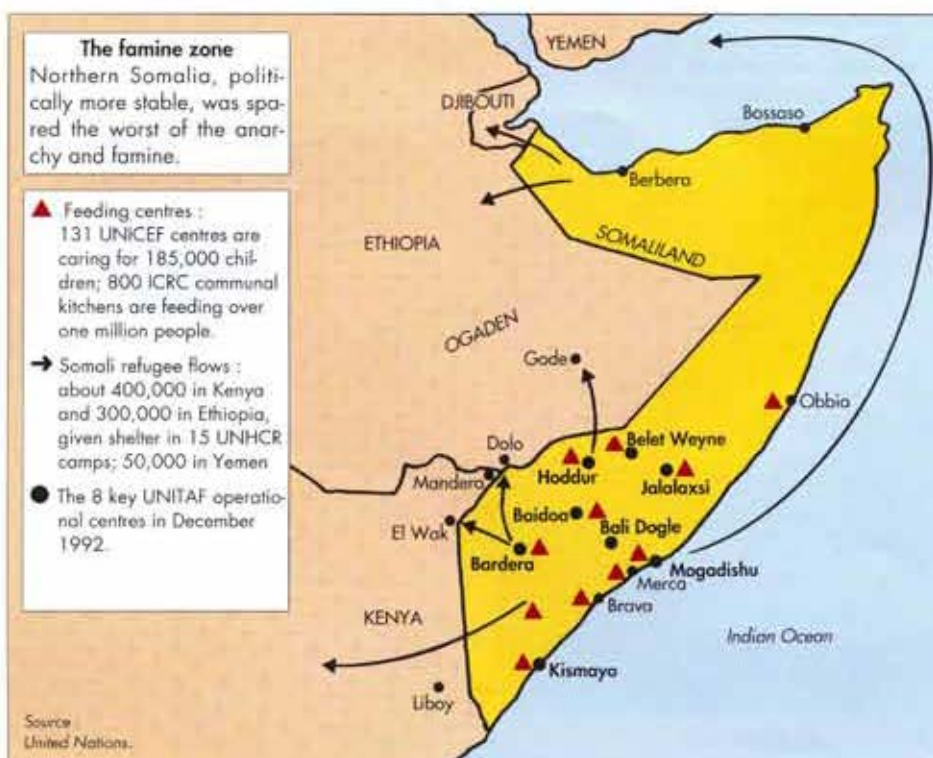
In the absence of any legitimate public authority or government there was a chronic increase in anarchy and violence which reached a pitch

### Community Humanitarian Aid to Somalia<sup>(\*)</sup> 1991-1992, in million ECU

	1991	1992
Humanitarian aid	10.8	40 <sup>(**)</sup>
Food aid	19	61
Total	29.8	101

[\*] Excluding aid to refugees in Kenya, Yemen and Ethiopia, of ECU 650,000 in 1991 and ECU 1.2 million in 1992.

[\*\*] Including ECU 20 million for military protection for humanitarian operations on the ground.



towards the end of the summer. The multiplication of attacks on humanitarian operations - ransacks of ports, roads and airport blockades, demands for "protection salaries" for armed Somali escorts and sometimes even the murder of aid workers - as well as armed raids on food aid warehouses led to an unprecedented EC initiative prompted by the European Commission.

On September 10 it was decided to use development funds to part-finance for a year the presence of a 570-strong Belgian "humanitarian" military contingent to reinforce the peace-keeping mission organized by the United Nations. With the agreement of the African, Caribbean and Pacific countries, ECU 20 million were transferred for this purpose from the European Development Fund reserve for long-term development projects in Somalia, hitherto unused because of the war. A few weeks later the Belgian troops were put under the command of the multinational United Nations Task Force with a mandate "to reestablish security" (Operation "Restore Hope" was launched on December 9 under the auspices of the United Nations).

In taking this initiative member states followed the advice of the European Commission and ECHO, which, unlike some of the larger international aid organizations, were not in favour of flooding Somalia with food aid if the distribution of relief continued to cause problems.

## Coordination, a difficult task

The coordination of the aid efforts of member states and the European Community by ECHO proved extremely difficult because of the complexity of the Somali crisis. Between January 1991 and December 1992, all foreign representation in Mogadishu ceased except for the United Nations agencies, whose presence on the ground was intermittent.



*Displaced Somalis wait for food, October 1992  
(CEC/S. Christopoulos)*



*The horror of starvation in the countryside, Somalia 1992*

Despite frequent exchanges of information, regular coordination meetings and the joint preparation of international aid conferences between the European Commission and member states, the climate of insecurity that reigned in the country made the adoption of a genuinely common approach or concerted operations on the ground very difficult indeed.

For its part, the Commission, in the absence of a sufficiently secure environment in Somalia, established a coordination unit in Kenya. With a team of six and one high level official, the Nairobi unit has been given the dual mission of humanitarian assistance and longer-term rehabilitation in Somalia. With regard to humanitarian aid, the unit supervises the implementation of relief operations carried out with the operational partners of the Community: an

ECHO envoy is responsible for following up humanitarian operations. The second task is the preparation of long-term reconstruction once peace has been restored and political stability established. However, it is widely agreed that this task will not be easy in a country that has undergone terrible suffering and has lost a great many of its children under five.

## 2. OTHER HUMANITARIAN OPERATIONS

### FOOD AID

#### FOOD AID FOR DEVELOPING COUNTRIES

In 1991 and 1992, years of exceptional drought and famine in many parts of the world, the Community's food aid was devoted mainly to large scale relief operations.

Thus, in 1992 77% (1.2 million tonnes) of the normal annual food aid programme went to 18 most affected countries in Africa, Asia and Latin America to support food distribution and feeding programmes for the most vulnerable populations. When it became clear that these quantities would not suffice, a Special Programme was adopted by the Community for the delivery of an additional 800,000 tonnes of food to these countries. In total, nearly 2 million tonnes of Community food aid was shipped and distributed in 1992

in the framework of humanitarian relief operations.

Since the end of last year, the exceptional droughts have ceased in Africa and peace has returned to some countries. The normal food aid programme can thus be redirected to longer-term operations for rehabilitation and food security.



People in need in Central America receive food aid from the European Community.

### SPECIAL FOOD AID PROGRAMME 1992

In the autumn of 1991 it was already clear that the severe famine which had hit sub-Saharan Africa that year would continue to threaten the worst affected countries. By early 1992 the Commission had taken the necessary steps to continue supplying food aid on a massive scale from the 1992 normal food aid programme, particularly to the Horn of Africa.

In mid-February news reached the Commission of a drought of unprecedented severity in Southern Africa. The food deficit there was so great that it was impossible to meet the region's food requirements from the resources of the normal programme alone. In addition, as a result of political conflicts or drought, some countries in Asia and Latin America reported substantial food deficits that could not be covered by stocks or commercial imports.

The food aid requirements of the worst affected countries totalled some 6.5 million tonnes, of which only 2.1 million tonnes were covered by international aids already decided or planned.

To provide an adequate response to these urgent needs, and to spare these countries the destabilising effects of famine, the Community adopted in May 1992 a Special Food Aid Programme for the worst affected countries. The Programme involved the delivery to 18 countries in Africa and elsewhere of an additional 800,000 tonnes of cereals equivalent for a budget of ECU 220 million. This extra quantity was allocated as follows:

- Horn of Africa: about 325,000 tonnes
- Southern Africa (except South Africa): about 375,000 tonnes

#### Total EC Food Aid allocations to worst affected countries in 1992

	Tonnes <sup>(1)</sup>	Value in million ECU
East Africa	962,343	274.33
Southern Africa	809,363	157.13
Asia	101,902	6.74
Latin America	125,445	29.20
Total	1,999,053 <sup>(2)</sup>	522.40

#### Total EC Food Aid allocations 1992

All countries	2,431,854	800.6
---------------	-----------	-------

(1) All food aid products added together after conversion into "cereal equivalents"  
 (2) Including 1991 allocations shipped in 1992.

- Other countries in Asia and Latin America: about 100,000 tonnes.

The Programme was implemented by the relevant Commission services (the Directorates-General for Agriculture and Development) in conjunction with the humanitarian organizations responsible for distribution: the World Food Programme, the International Committee of the Red Cross, the International Federation of Red Cross and Red Crescent Societies, and a number of large non-governmental organizations, the latter acting through EuronAid, a service organization set up to buy and ship Community food aid allocated to NGOs.

In all, some **2 million tonnes** of Community food aid were delivered between June 1992 and March 1993 to the 18 worst affected countries, counting 1992 normal programme allocations and emergency food aids as well as the Special Programme.

In terms of truckloads, this quantity would fill **57,000 35-tonne lorries**. In terms of human lives, it was enough to provide **23 million people** with daily survival rations for 4 months.

The greatest logistical difficulties were encountered in the landlocked countries of Southern Africa. Their transport and distribution systems were not geared to cope with such massive imports of food, and the unloading of vessels and inland transport to final destinations posed considerable problems.

In East Africa the greatest difficulties were encountered in Somalia, where only ICRC and a few NGOs managed to distribute food aid in very difficult and dangerous circumstances. The security situation improved to some extent after the arrival of the UN troops and with it the distribution of food aid. The process of rehabilitation, initiated by ICRC with the distribution of seeds and veterinary



*Bailundo, Angola: an Angolan girl recently emerged from the bush collects EC-financed food (ICRC/D. Bregnard)*

*Distribution of EC-financed beans at a supplementary feeding centre run by the NGO Concern, Ayod, Southern Sudan (EuronAid/A.M. van den Berg)*



programmes, should now be extended to cover other sectors of Somalia's society and economy if the security situation continues to improve.

Thanks to the Herculean efforts of donors, international and non-governmental organizations, national governments and those responsible for the transport of the aid, all shipments arrived in reasonable time during the crucial period in 1992-1993. Mass starvation and death were thus averted despite the very sombre prospects at the beginning of the year.



*Mothers and children in a therapeutic feeding centre run by the NGO Médecins du Monde, Ayod, Southern Sudan (EuronAid/A.M. van den Berg)*

## FOOD AID FOR REFUGEES IN 1992

In recent years the Community has substantially increased its food aid for refugees and displaced people.

While lasting political solutions have been found or are in sight in some parts of the world, in others political persecution or natural disasters have led to new refugee movements.

Large scale food aid operations were carried out from the Community's 1992 annual food aid programme for Afghan refugees in Pakistan, Cambodian refugees in Thailand, Palestinian refugees in Lebanon, Jordan and the Occupied Territories, Mozambican refugees in Malawi, Somali refugees in Kenya and Sudanese and Somali refugees in Ethiopia.

The Community's food aid for refugees was channelled essentially through three international organizations: WFP, UNRWA and UNHCR. The Community and its member states together have become their biggest donors.

The total amount allocated to these three organizations was about 285,000 tonnes, worth a total of over ECU 80 million. Products included cereals, vegetable oil, dried fruit and vegetables, cheese, tea and seeds.

Other smaller operations were carried out through European and international NGOs.

## FOOD AID FOR RUSSIA AND EASTERN EUROPE

### RUSSIA

In December 1991 the European Council decided to allocate ECU 200 million in food aid for Russia, to support the process of economic reform through the supply of meat and other foodstuffs for sale on the market, and to soften the impact of the reforms on vulnerable sections of the population through the supply of food for free distribution.

From early 1992 to August 1992 some 150,000 tonnes of products - meat, butter, milk powder, vegetable oil, sugar and baby foods - were supplied to the cities of Moscow, St Petersburg, Cheliabinsk, Saratov and Nizhny-Novgorod.

After completion of deliveries ECU 15 million remained unspent. In early 1993 the Russian government requested further food aid, mainly meat. The Commission decided to use the unspent balance to provide an extra 15,000 tonnes of beef, for delivery to Moscow in August and September 1993.

### BALTIC STATES

In 1992 the Community agreed to allocate ECU 90 million to supply wheat, rye and barley in two instalments to Estonia (289,000 tonnes), Latvia (345,000 tonnes) and Lithuania (529,000 tonnes). The first instalment was delivered by September 1992 and the second by May 1993.

A food assessment mission in late 1992 came to the conclusion that further food aid would not be urgently needed for the Baltic states.

### ROMANIA

In 1992 the Community decided to allocate ECU 14 million for food aid

to Romania, bringing the total amount decided for the first three years of the decade to almost ECU 100 million. These funds have been used to provide a total of over 400,000 tonnes of cereals (wheat, maize and barley), 25,000 tonnes of vegetable oil, 20,000 tonnes of sugar, 10,000 tonnes of butter and smaller quantities of milk powder and baby food.

Since the Romanian grain crop was poor in 1992, the Community decided to allocate an additional ECU 10 million to provide Romania with 150,000 tonnes of milling wheat in 1993.

### ALBANIA

The Community agreed to two food aid operations for Albania in 1992, bringing the total value of Community food for the country in 1991 and 1992 to ECU 135 million. This amount has financed the supply of 515,000 tonnes of wheat and wheat flour, over 21,000 tonnes of meat, 10,000 tonnes of both sugar and milk powder and smaller quantities of butter and rice.

At a meeting in Tirana of the Group of 24 in July 1992, the Commission undertook to help Albania cover its food needs over the coming years. An evaluation mission in June 1993 noted that although grain production had improved significantly, from 320,000 tonnes in 1992 to an estimated 400,000 tonnes in 1993, food aid would still be necessary to cover the country's overall needs.

### OTHER COUNTRIES

No food aid was found to be necessary for either **Poland**, which had received 1.4 million tonnes of cereals plus some meat, fruit and oil worth a total of ECU 150 million in the period 1989-1991, or **Bulgaria**, which had received meat, butter and milk powder for a total of some ECU 27 million in 1991.



# HUMANITARIAN AID TO CENTRAL AND EASTERN EUROPE

## THE CONTRIBUTION OF THE PHARE PROGRAMME

In some of the countries being granted aid under the Community's Phare<sup>(\*)</sup> programme, the transition to a market economy has caused considerable hardship for the economically weaker sections of the population. So since the end of 1990 a portion of the funds allocated for the Phare programme - initially 5% and then 10% since mid-1991 - has gone to finance humanitarian operations to supplement economic aid.

In the three years from 1990 to 1992 Phare spent some ECU 210 million on humanitarian aid, out of a total budget of ECU 2.3 billion. Help of this kind has gone to Romania, Albania, Bulgaria and former Yugoslavia. Phare humanitarian aid is run by the Phare Operations Department in the Directorate-General for External Relations.

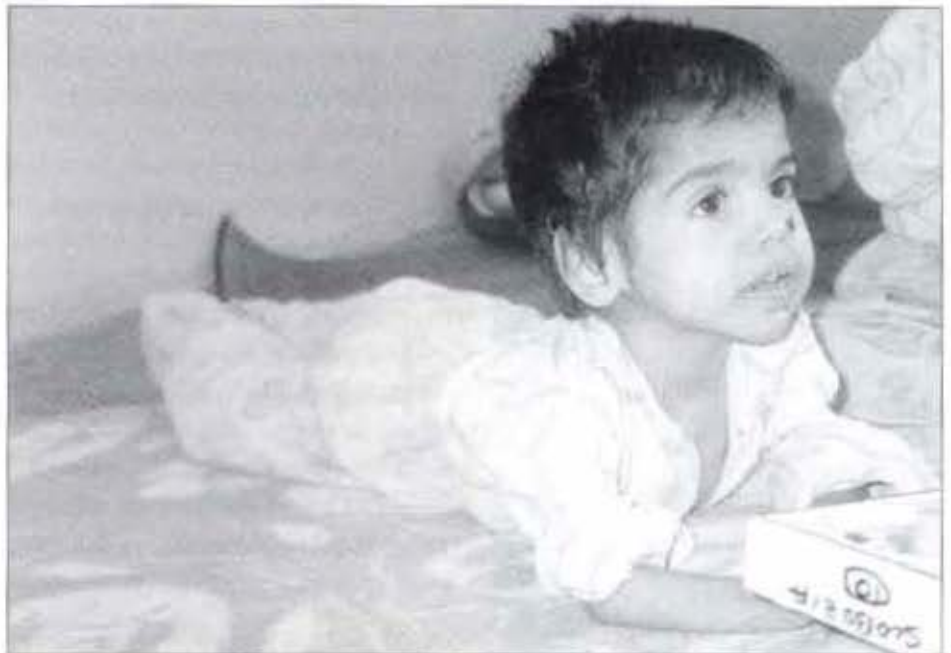
## PHARE HUMANITARIAN OPERATIONS

### ROMANIA

Phare's humanitarian aid for the people of Romania totalled ECU 72 million in 1990-92.

#### *Abandoned children*

At the end of 1989 western medical teams entering Romanian orphanages



*Between 1990 and 1992 the Community provided over ECU 70 million of humanitarian aid to Romania, much of it for orphans and abandoned children (Handicap International)*

were horrified and outraged to find children often completely abandoned, deprived of all stimulus and care and without even the most basic sanitary facilities. These appalling institutions - a result of Ceausescu's policy of encouraging childbirth at any cost - housing children abandoned or placed there, kept normal children side by side with others ranging from the slightly backward to the severely handicapped.

As the terrible picture began to emerge, the European Commission decided to launch emergency action at once, the initial priority being to provide food and heating simply to ensure their survival. Two medical/nutritional programmes got under way to supply basic foodstuffs to the most destitute institutions and a heating programme arranged for the transport of fuel for existing heating systems and for the provision of additional heating at 420 centres.

To help the Romanians take charge of the running themselves, Phare is now giving them technical assistance to set up an efficient management system and a mechanism to oversee the local firms responsible for the continued conduct of operations.

Once the most urgent needs had

been dealt with, the root problem of these orphanages had to be tackled: training the staff in charge. There were too few of them, and they were overworked and largely underqualified, but since then, the presence of western teams has given the Romanian staff a tremendous boost. Eventually the Romanian authorities themselves will have to take responsibility for bringing up the children, and with this end in view Phare is providing technical and financial help to launch a series of specialized training programmes.

The third phase of the Phare effort involved drawing up a long-term plan of action in conjunction with the Romanian authorities to bring in an overall policy for child protection. The object is to make the authorities aware of the plight of abandoned children and to push for a thorough overhaul of the entire system so as to reduce the inflow of children into institutions, enable abandoned children to go back into normal education and reunite them with their families.

#### *Medical aid*

As the economic situation steadily worsened, Romania suffered acute shortages of medicines and medical supplies. To cover immediate needs

(\*) The Phare programme (Phare = Pologne-Hongrie, Assistance à la Restructuration Economique) was launched by the European Commission in December 1989 to support the process of economic restructuring under way in Poland and Hungary. Before long it was extended to other countries in Central and Eastern Europe and the Baltic states as they embarked on similar reforms. The object is to provide grants for financial and technical assistance to foster the emergence of a market economy, concentrating on key socio-economic sectors.

Phare stepped in with aid for health care in 1990 and 1991.

## ALBANIA

So far Phare has granted ECU 55 million in humanitarian aid for the people of Albania.

### *Health care*

Albanian hospitals were on the verge of closing down because the lack of supplies and medicine and insanitary conditions made it almost impossible to provide even the most basic health care.

Phare reacted quickly, sending out and distributing drugs and medical supplies to meet the most pressing needs. Phare also financed technical assistance for the Albanian Ministry of Health to introduce a management system for emergency care using existing local resources as far as possible.

### *Funds for essential imports*

Albania's dire economic plight has brought great social instability. One industrial plant after another has been forced to cease production because of fuel shortages, lack of raw materials or worn-out machinery.

In an effort to reverse the downward cycle, Phare is financing imports of goods needed to get the most important enterprises - i.e. those generating the most jobs or with good financial prospects - back to work.

### *Aid for former political prisoners*

The number of political prisoners freed in the past two years, plus their families, is currently estimated at some 20 000. They face the daunting task of building new lives of freedom in very harsh and precarious circumstances - with neither homes, food nor clothing, and certainly no jobs. To help ease their reintegration into

society, Phare is paying for the construction of 200-250 housing units and providing social support and counselling.

### *Emergency fund for non-governmental organizations*

To produce a quick solution for specific local problems in different areas of the country, Phare has set up a fund to finance projects run by NGOs to tackle pressing needs, such as for clothing and food in isolated villages or getting local dispensaries back into working order.

## BULGARIA

Phare humanitarian aid to Bulgaria totals ECU 20 million, concentrated on two priority areas.

### *Medical assistance*

To relieve the severe shortage of medical supplies and medicine that Bulgaria has been suffering, Phare stepped in to cover urgent needs and give the Bulgarian Ministry of Health technical assistance in organizing the supply and distribution of drugs and medical equipment.

### *Energy assistance*

Following the closure of several nuclear power plants in Bulgaria for

safety reasons, the Commission released ECU 10 million as exceptional Phare humanitarian aid to finance electricity imports to cover the country's essential needs for domestic users and key industries.

## FORMER YUGOSLAVIA

Faced with the terrible suffering being endured by the civilian population in the former Yugoslav republics devastated by war, Phare is, of course, playing its part in the Community's emergency humanitarian aid effort, in spite of the exceptional difficulties of the situation there.

In 1991 and 1992 Phare's overall humanitarian effort amounted to ECU 93 million out of a total of nearly ECU 300 million channelled by the Community into former Yugoslavia in that time. The priority targets for funding have been aid operations for refugees and displaced persons - people with no homes, no means of subsistence, no medicines and no medical care.



Bosnian refugees, Crnomelj refugee camp, Slovenia, May 1992. (UNHCR/A. Hollmann)

## AID TO REFUGEES, DISPLACED PERSONS AND RETURNEES

Besides emergency humanitarian aid and food aid, the Community provides assistance each year specifically for refugees, displaced persons and returnees in developing countries. In 1992 ECU 114.4 million of EC aid was provided for them. The aid has the specific objective of helping these groups of particularly vulnerable and impoverished people, often housed in temporary camps, to become self-sufficient once the emergency phase (exodus) is over, while they are temporarily settled in the host region or country and until they can settle permanently or return home. In the case of long-term refugees or displaced people, this rather special form of aid often complements other humanitarian assistance. The Community provides this aid in Africa, the Middle East, Asia and Latin America, which between them take in more than three quarters of the 30 million uprooted people in the world, of whom almost 17 million are refugees.

As a general rule, the aid is implemented by the Community's partner humanitarian aid organizations (NGOs, UNHCR, Red Cross etc.) sometimes helped on the spot by experts and coordinators appointed by the EC, as is the case in Asia and Latin America.

In **Africa**, around thirty operations in ten countries have been financed on the basis of Article 255 of the Lome Convention (this type of aid was introduced in 1986), for a total of ECU 36.4 million. The aid should benefit, more or less directly, around 9.6 million people. Given the violent and unstable situation in a number of African countries in the region - which calls more for short-term emergency aid - most of these operations are

concentrated in Angola, Mozambique and Malawi. Priority has been given to supporting health centres (with personnel and equipment), to the reoccupation of deserted rural villages, to the revival of agricultural production, and to the rehabilitation of basic social and economic infrastructure.

A novel project has been launched in Mozambique designed to support the reintegration into civilian life of former soldiers now demobilized. This type of operation will probably be extended to other African countries in the years to come.

Other countries which have received similar aid, but to a lesser extent, are Liberia, Ethiopia, Rwanda, Sierra Leone, Guinea Conakry, Zimbabwe, Djibouti and Suriname (a Caribbean country which also forms part of the ACP area). There too the aim is to encourage self-sufficiency by making the best use of local resources.

In the **Middle East**, the Community donated ECU 28 million of aid to Palestinian refugees in the care of the United Nations in Jordan, Lebanon, Syria and the territories occupied by Israel (West Bank and Gaza Strip). There are still 2.7 million refugees in the region, of whom more than 770,000 are still living in make-shift camps. As in previous years since 1971, actions financed under the triennial EC/UNRWA convention for 1990-1992, have been focussed on education, training and health programmes.

In **Asia**, the Community financed around twenty operations totalling approximately ECU 31.5 million for programmes it has supported since 1984. The people benefitting from these operations included Afghan refugees in Pakistan and those who have gone back to Afghanistan, Karen refugees in Bangladesh and repatriated Vietnamese (boat people). Support was also given for the repatriation and their resettlement in



*A boat carrying Somali refugees from Kismayo arrives in Mombasa harbour, Kenya (UNHCR/P. Mountzis)*

Cambodia of Cambodian refugees. EC financial help was also given to refugees or asylum seekers in Hong Kong, Malaysia, the Philippines, Indonesia and Thailand, and to people displaced by the armed conflict in Sri Lanka.

The funds have been used principally to rehabilitate or provide basic socio-economic infrastructure, to finance training programmes and essential equipment and to provide technical assistance for maintenance.

In **Latin America**, the Community contribution amounted to ECU 18.5 million and was provided for refugees in Central America and Mexico. This type of aid, introduced for the region in 1984, was not required in South America in 1992 (projects for Uruguayan and Chilean refugees had been financed by the Community in 1986 and 1989-90 respectively).

In Central America the Community's aid is based on undertakings given at the International Conference for Central American Refugees held in the Spring of 1992, a framework repatriation agreement between the Guatemalan government and NGOs looking after Guatemalan refugees in

Mexico, and the process of reintegration of returnees and former soldiers in El Salvador and Nicaragua.

The training of women and support for paid and productive work are the priorities in four Community aid programmes for refugees in Mexico.

The ten Community projects in El Salvador should benefit 5,950 families and 8,500 former soldiers. The projects support productive activities, services and basic infrastructure.

In Guatemala, Community support has focussed on the resettlement of

Guatemalan refugees, health, education and the protection of mothers and children.

In Nicaragua, a major programme to revive agriculture and rehabilitate basic infrastructure should benefit all returnees, displaced persons and former freedom fighters in the Jinotega region. Around thirty micro-projects of the same kind (including communication infrastructure, health and education) are also being carried out in six other regions of the country.



*Displaced Somalis, Baidoa, central Somalia. Armed conflict and famine drove hundreds of thousands from their homes (UNHCR/E. Dagnino)*

- Annex 1 : ECHO humanitarian aid decisions 1992
- Annex 2 : EC emergency food aid decisions 1992
- Annex 3 : EC Member States' humanitarian aid 1992
- Annex 4 : Humanitarian aid to former Yugoslavia
- Annex 5 : Humanitarian aid to former Yugoslavia :  
EC decisions October 1991-July 1993

## ECHO HUMANITARIAN AID DECISIONS 1992

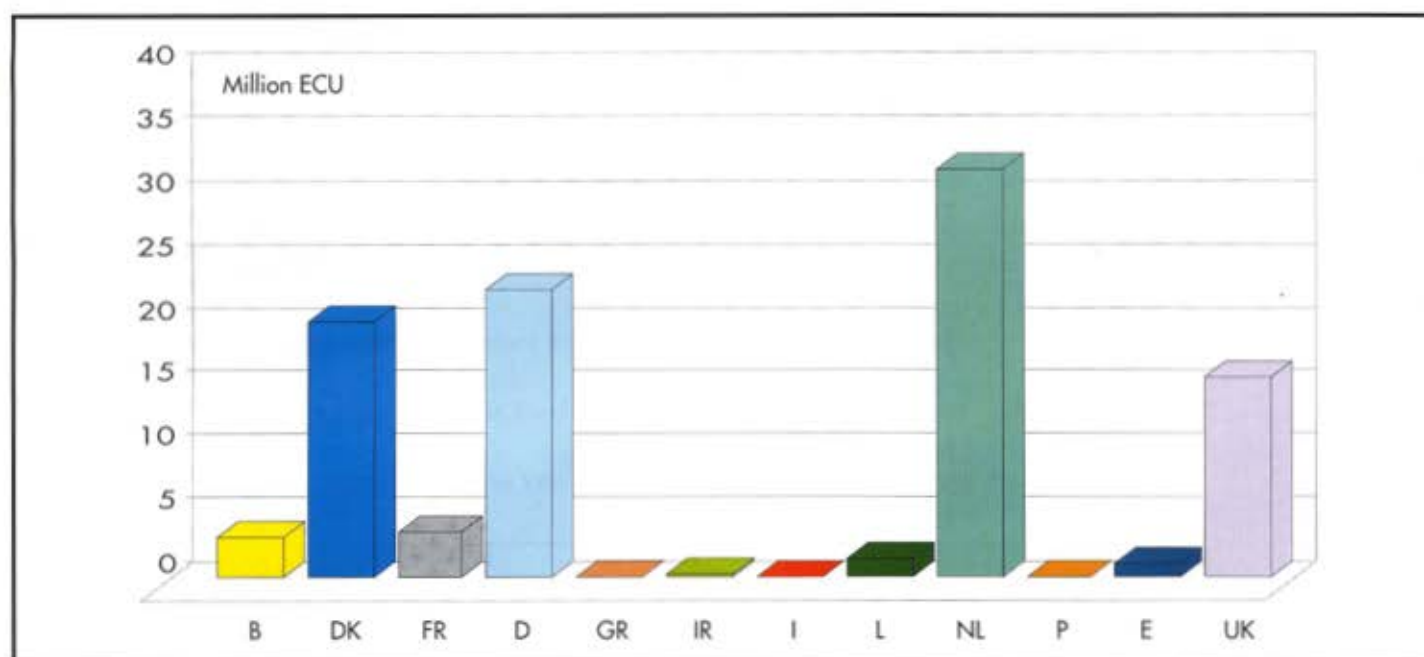
<b>Lomé Convention signatory states (source of financing: European Development Fund)</b>		
<b>Country</b>	<b>Reason</b>	<b>Amount in ECU</b>
Angola	Repatriation of refugees; measles epidemic; internal conflict; drought	7,500,000
Ethiopia	Displaced population; conflict; drought	3,600,000
Haiti	Civil unrest	1,000,000
Kenya	Somali and other refugees; drought	7,150,000
Liberia	Conflict	1,000,000
Malawi	Drought	400,000
Mauritania	Touareg refugees	1,000,000
Mozambique	Internal conflict; drought; repatriation of refugees	2,000,000
Rwanda	Conflict; displaced population	2,700,000
Somalia	Conflict; drought	40,000,000
Sudan	Internal conflict; drought	4,000,000
Wallis&Futuna, New Caledonia	Cyclone Fran	325,000
Western Samoa	Cyclone Val	300,000
Zimbabwe	Mozambican refugees; measles epidemic	700,000
<b>Total</b>		<b>71,675,000</b>
<b>Other countries (source of financing : EC budget)</b>		
Afghanistan	Conflict; displaced population; refugees	2,000,000
Albania	Economic difficulties; floods	2,000,000
Latin America	Cholera epidemic	500,000
Bangladesh	Refugees from Myanmar	2,000,000
Cuba	Difficult situation; typhoon	250,000
Egypt	Earthquake	500,000
El Salvador	Floods	200,000
Ex-USSR	Conflict; displaced population; refugees	3,550,000
Ex-Yugoslavia	Conflict; displaced population; refugees; chemical pollution	277,067,297
Indonesia	Earthquake	250,000
Iraq	Kurdish population	5,000,000
Nicaragua	Earthquake; volcanic eruption	500,000
Pakistan	Floods	250,000
Palestine-Israel	Deported Palestinians	50,000
Paraguay	Floods	250,000
Philippines	Volcanic eruption	500,000
Turkey	Earthquake	500,000
Uruguay-Argentina	Floods	400,000
Yemen	Somali and Ethiopian refugees	600,000
<b>TOTAL</b>		<b>296,367,297</b>
<b>Grand total</b>		<b>368,042,297</b>

## EC EMERGENCY FOOD AID DECISIONS 1992

Date of decision	Country	Partner organisation	Products allocated (tonnes)				Total value (ECU)*
			Cereals	Skimmed milk powd.	Vegetable oil	Other products	
23 January	Cambodia	WFP	13,000		870	950,000	3,010,000
8 May	Cambodia	IFRC	11,500				1,194,000
8 May	Bolivia		612		85	30,000	256,000
19 May	Ethiopia	FAO	5,000				500,000
23 June	Zimbabwe	IFRC			200		150,000
23 June	Mozambique	ICRC			575	500,000	1,055,000
23 June	Various	EuronAid	36,000	45	3,650	2,035,000	17,480,175
23 June	Various	WFP	28,954	900	1,708	1,590,000	9,993,822
23 June	Zambia				1,000		862,000
23 June	Burma	UNHCR		126			207,472
23 June	El Salvador				1,000	500,000	1,459,000
23 June	Zambia	IFRC			280	75,000	283,000
10 July	Madagascar	WFP	3,000			650,000	1,322,050
23 July	Niger	EuronAid	1,558	135		71,000	739,750
30 July	Kenya	EuronAid/WFP	11,000				3,866,838
7 August	Somalia	ICRC	10,000				1,988,837
7 August	Mozambique	ICRC	15,000				2,983,256
7 August	Yemen	UNHCR		77			106,970
26 August	Lebanon	UNRWA		357	116	530,000	1,655,733
2 September	Mozambique		15,000				2,250,000
14 October	Malawi	IFRC	13,500				4,415,000

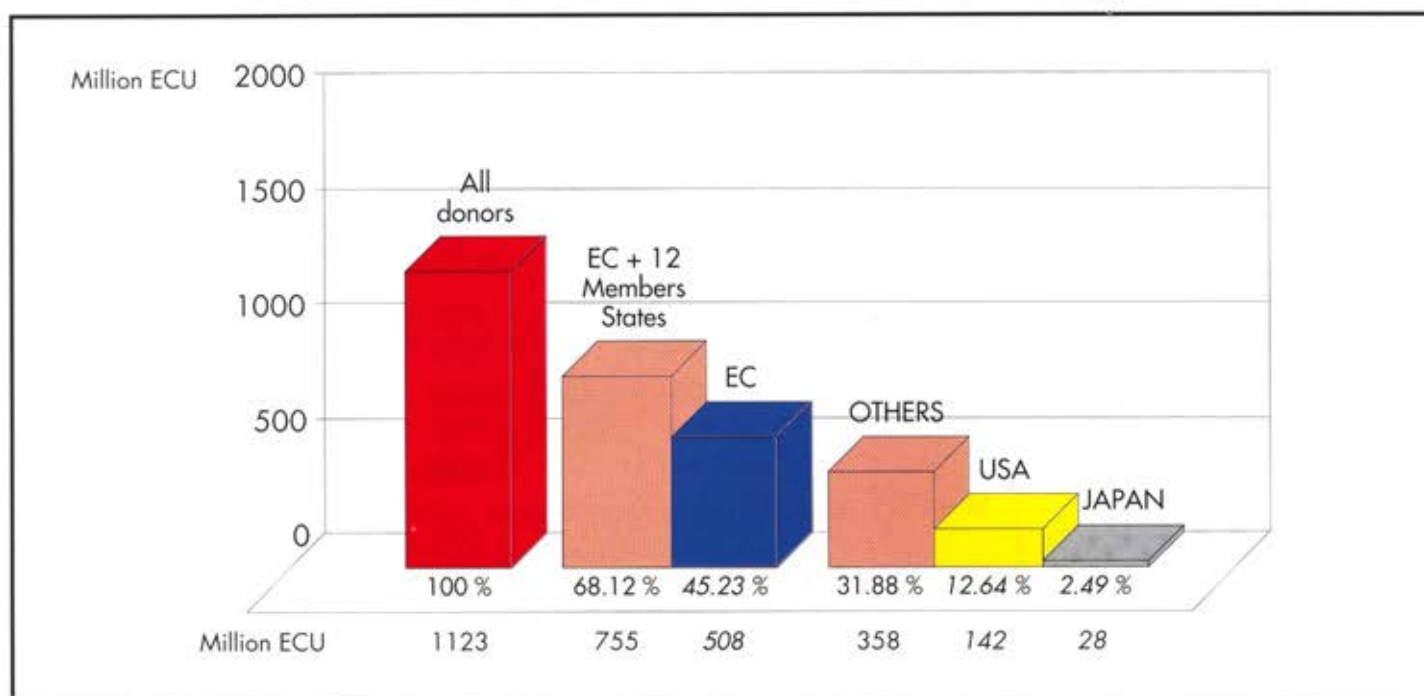
(\*) Estimated cost, including transport to final destination.

## EC MEMBER STATES' HUMANITARIAN AID 1992



## ANNEX 4

### HUMANITARIAN AID TO FORMER YUGOSLAVIA



## ANNEX 5

### HUMANITARIAN AID TO FORMER YUGOSLAVIA : EC DECISIONS 1991-93

Year	Date	Amount in ECU
1991	5 October	1,000,000
	15 October	1,000,000
	7 November	3,000,000
	29 November	8,000,000
		13,000,000
1992	5 March	3,000,000
	8 April	1,500,000
	15 April	1,500,000
	6 May	30,000,000
	2 July	120,000,000
	1 October	120,000,000
	29 December	959,297
		276,959,297
1993	3 March	60,000,000
	29 April	500,000
	5 May	500,000
	10 June	100,000,000
	12 July	260,000
	22 July	50,000,000
	22 July	7,350,000
		218,610,000
	<b>Total</b>	<b>508,569,297</b>



<b>EC</b>	European Communities (Economic, Coal and Steel, Atomic Energy), usually referred to as the European Community. In this brochure, the terms Community and European Community refer to the European Community as such, as distinct from the Community and its member states.
<b>CEC</b>	The Commission of the European Communities, also referred to as the Commission and the European Commission.
<b>EC Delegation</b>	Office of the European Commission in a non-Community country.
<b>ECHO</b>	European Community Humanitarian Office.
<b>ECU, ecu</b>	European Currency Unit (average value 1992 US \$ 1.3).
<b>ICRC</b>	International Committee of the Red Cross.
<b>IFRC</b>	International Federation of Red Cross and Red Crescent Societies (formerly LICROSS).
<b>NGO</b>	Non-governmental organization (Médecins Sans Frontières, Caritas, Handicap International, Save The Children Fund, etc ...).
<b>PAHS</b>	Pan American Health Service.
<b>PHARE</b>	EC programme of aid for economic reorganization in Central and Eastern European countries; part of the PHARE budget is set aside for humanitarian aid.
<b>Tonne</b>	Metric ton (1,000 kilogrammes).
<b>UNHCR</b>	Office of the United Nations High Commissioner for Refugees.
<b>UNICEF</b>	United Nations Childrens Fund.
<b>UNRWA</b>	United Nations Relief and Works Agency for Palestine refugees in the Near East.
<b>WFP</b>	World Food Programme.



OFFICE FOR OFFICIAL PUBLICATIONS  
OF THE EUROPEAN COMMUNITIES

L-2985 Luxembourg

ISBN 92-826-6527-5



9 789282 665275 >