

EUROPEAN PARLIAMENT

84/57

COMMITTEE ON DEVELOPMENT AND COOPERATION

Notice to Members

Please find enclosed for your information two documents drawn up by the Commission on:

- the implementation of a plan for immediate aid of 32 million ECU for the peoples of Africa suffering from famine;
- the famine in Africa: situation, problems, proposals for action to help Ethiopia, the Sahel countries, Kenya, Sudan and certain southern African countries.

DIRECTORATE-GENERAL FOR COMMITTEES
AND INTERPARLIAMENTARY DELEGATIONS

Annexes

14 November 1984

PE 93.785

COMMISSION OF THE
EUROPEAN COMMUNITIES

Brussels, 5 November 1984

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Directorate-General for Development

VIII/E/4

FILE NOTE

Subject: Implementation of a plan for immediate aid of 32 million ECU
for the peoples of Africa suffering from famine

1. Following adoption by the Committee on Budgets of the European Parliament of the transfer of appropriations under Article 950 on Tuesday, 30 October, the transfer was approved by the Council on 31.10.84¹. The same day the Member States gave their political support within COREPER to the implementation of this new emergency aid plan for Africa.
2. The same day the Director-General for Development took steps to commit this expenditure and gave instructions for an emergency team to be set up to work over the long weekend of All Saints (mobilization of Service VIII/E/4 under the authority of the Director for Finance).
3. These measures enabled an immediate start to be made.
 - (a) On 1 November implementing decisions were taken in favour of Ethiopia and the Sahel countries for a total of 14 million ECU, broken down as follows:

Ethiopia	4	out of a proposed total of 15		
Mali	2	"	"	2
Niger	3	"	"	3
Burkina Faso	0.5	"	"	1
Senegal	0.5	"	"	1
Mauritania	1	"	"	2
Chad	3	"	"	3

¹ i.e. within a period of 3-4 days, whereas 5-6 weeks are normally required for transfers of appropriations from item to item.

Telexes were sent on behalf of Mr Pisani to all the Heads of State concerned.

(b) The same day and on 2 November relief operations got under way in the four worst-hit countries (Ethiopia, Mali, Niger, Chad) on the basis of instructions telexed to our Delegates and to the ICRC (in the case of Ethiopia).

- In Ethiopia, a new airlift started on 1 November using a Hercules aircraft between Asmara (Eritrea) and 3 towns in the Tigré (Axum, Adowa and Mekele). The aim was to transport 40-60 t of flour, oil, haricot beans, powdered milk, sugar and medicines per day for a period of 10-15 days. On the afternoon of 2 November an order was placed in Europe for the supply of 1,000 tonnes of haricot beans which will be delivered in 3 weeks to the port of Massawa. Both these operations are run by the ICRC and exhaust that organisation's 1 million ECU appropriation.

Road transport operations - the improvement of which is one of the main objectives of our action - are due to begin today, 5 November, through the CRDA (Christian Relief and Development Association) and the WLF (World Lutheran Federation).

- In Niger, operations will begin shortly with the dispatch by plane of 110 t of cornseed and maize seed (which should produce 1,650 tonnes of cereals) and the dispatch by boat of 50 tonnes of potato plants, both seed and plants being paid for by France (a good example of coordination). The operation is being run by a French NGO, the 'Volontaires du Progrès'. In addition, an order will shortly be placed for the supply of 5,000 t of cereals, blankets and medicines, purchased on the local market:

- In Mali, medical assistance financed by the Community earlier in 1984 ('Médecins sans Frontières, Belgian section), which had ceased on 18.10.1984 owing to lack of funds, was resumed on 1 November. Particular attention is being paid to combatting cholera and measles epidemics which are frequent effects of a drought;
- In Chad, medical and food relief (MSF, Belgian section and League of Red Cross Societies) began on 2 November at the same time as 2,000 tonnes of locally available cereals were purchased.

4. New information reached the Commission last weekend concerning Eritrea:

- (a) the situation seems to be getting worse due to the almost total lack of local foodstuffs and to the impossibility, in future, of supplying the region from the Sudan which is now also experiencing great difficulties and has halted exports to its neighbours.
- (b) The Eritrea Liberation Front has indicated that it would be prepared to observe a ceasefire, if the DERG agreed, at the crossing points between the zones it controls and those controlled by the Government, in order to allow the humanitarian organizations to distribute relief;
- (c) Willy Brandt has apparently agreed in principle to chair an international commission which could be set up to guarantee that aid reaches its destination in Eritrea and Tigré. Such a commission has been prosed by several NGOs: War on Want, 'Groupe d'aide aux réalisations pour le développement' (GARD). Telexes on this have been sent by GARD to Mr Pisani, Mr Cheysson, Mr Nucci and the President of the European Parliament.

(d) Aid due to be delivered shortly to country areas in Eritrea includes:

- 1,000 t of cereals and 400 t of chickpeas,
- 370 t of powdered milk,
- 100 t of sugar.

These supplies will be transported by Dutch Interchurch Aid and by Belgian OXFAM which have been requested to keep a close check on them (particularly by insisting on reception certificates from the final distribution points). Other food aid will be possible under the plan for 100,000 tonnes of cereals which had been stopped recently.

As regards emergency aid, the IRCR and Médecins sans Frontières are studying projects which could be implemented as soon as these organizations have been granted freedom of movement in some areas refused them over a year ago.

As regards the larger towns and the areas controlled by the Government, relief actions are in progress (part of 3,630 tonnes of wheat flour allocated to the ICRC which were themselves part of the 7,300 tonnes currently held up in Rotterdam, and emergency aid using the million ECU already allocated to the ICRC).

FAMINE IN AFRICA

Situation/Problems/Proposals for action
to help Ethiopia, the Sahel countries,
Kenya, Sudan and certain southern African countries

Notice from the Commission representative
to Coreper of 31.10.84

1. Current situation

All information sources available to us (Commission delegation to Addis Ababa, United Nations, Red Cross, NGOs, etc.) agree that the situation in Ethiopia resulting from the drought and the continuing conflict in certain regions is extremely serious: more than 6 million people are currently affected (i.e. some 15% of the total population) and thousands if not hundreds of thousands may die of starvation in the weeks to come.

In other African countries, too, and particularly the Sahel countries¹, the situation is also exceptionally serious, although not reaching the crisis proportions of that in Ethiopia. There are an estimated 2 to 3 million disaster victims including several hundred thousands who have left their homes to seek food and medical care (an estimated 400,000 displaced persons in Mauritania, 130,000 in Niger, 150,000 in Chad, 150,000 in Mali).

After the slight respite provided by the present harvest, it is likely that the situation, which is bad enough already, will deteriorate even further early next year, particularly in Ethiopia, Chad and Niger, because the harvest will in all probability be between 30 and 40% lower than last year.

¹ The situation is also very worrying in other countries such as, for example, Mozambique.

2. Humanitarian aid already agreed in 1984

The harrowing TV pictures seen in homes throughout Europe have aroused considerable emotion both in public opinion and in governments. The Community, however, did not wait for this reaction before deciding to act; after providing aid for Mozambique at the end of last year, it instituted a Community emergency aid plan for Africa of 80 million ECU in April 1984. One may well wonder what the situation would be today if this initiative had not been taken.

For Ethiopia alone, to which the Community is the main donor, total humanitarian aid already given or on its way in 1984 amounts to 43.8 million ECU, broken down as follows:

- 38.3 million ECU of food aid; quantities delivered since December 1983 or outstanding (cf. Annex) are as follows:
 - . 117,000 tonnes of cereals (35,000 tonnes of which will be delivered during the first quarter of 1985)
 - . 5,150 tonnes of powdered milk
 - . 2,790 tonnes of butteroil and oil
 - . 100 tonnes of sugar

- 5.5 million ECU of emergency aid (transport, seed, housing materials, purchase of local provisions, medical and nutritional programmes, etc.) (cf. Annex).

- the Member States, for their part, have granted 30,000 tonnes of cereals as food aid (Belgium 8,000 tonnes, Denmark 6,500 tonnes, France 5,400 tonnes, Federal Republic of Germany 9,700 tonnes)

and 2,376,000 ECU of financial aid as follows:

Denmark	250,000 ¹ ECU
Ireland	430,000 ECU
Netherlands	258,000 ECU
Federal Republic of Germany	930,000 ECU
United Kingdom	508,000 ¹ ECU

- other donors:

- . Canada: about 50,000 tonnes of food products
- . WFP: about 30,000 tonnes

3. Supplies, bottlenecks, desirable projects

- (a) During the next three months the difficulties of supplying the countries affected should ease slightly thanks to the current harvest and the arrival of the food aid which has already been decided. Thus 50,000 tonnes of commercial imports and 111,000 tonnes of food aid in cereals are expected in October-November and December at the Ethiopian port of Assab. In theory this quantity should be sufficient to provide for the essential needs of 6,000,000 disaster victims for three months (about 45,000 tonnes per month).
- (b) This does not mean that these quantities will actually reach the final recipients in the desired time period, however, because delays in delivery are possible and because, as stated at the meeting of 25.10.1984 with the operational organizations, the distribution of aid supplies may run into trouble in the form of the following three bottlenecks:
- inadequate reception capacity of the port of Assab (the port of Massawa is used only for aid to Eritrea) which at the moment can unload only 30,000 tonnes per month;

¹ Plus an unidentifiable sum forming part of a blanket loan to Ethiopia and other countries suffering from drought.

- inadequate road transport capacity, currently only 15,000 tonnes per month;
 - insecurity which makes it difficult if not impossible to transport supplies by lorry in certain parts of the country.
- (c) - The first priority for immediate action would seem to be to improve the lorry transport capacity. For this purpose the Government is making 50 military vehicles available to the R.R.C.* and is examining ways of providing more. It has also decided to give priority in the use of the existing stock of vehicles in Ethiopia (6,250 vehicles) to emergency transport.¹ These measures will, however, fail to achieve their purpose if funds for running the fleet of vehicles are not available. This is where the Community could play a vital rôle in paying transport costs, as it has done in the past.
- A second priority is to increase the reception capacity of the country. A possible solution (at least for the 35,000 tonnes of Community cereals due to be delivered in the first half of 1985) would be to use the port of Djibouti and the rail link connecting it with Addis Ababa. Community officials are studying this possibility in conjunction with Djibouti.
 - If for any reason the supply provided proves to be inadequate during the next three months, the Commission could plan to purchase local cereals. The harvest will admittedly be much lower than that of last year but some supplies should be obtainable if the need arises.

¹ Other measures have also been taken, such as the purchase of grain locally (60,000 tonnes) and on the world market (100,000 tonnes).

* Relief and Rehabilitation Commission, an Ethiopian government body responsible for organizing famine relief.

- To overcome the difficulties of supplying regions where there is a safety problem, there seems to be no alternative to airlifting supplies. The Commission has already started to do this by financing an airlift (890,000 ECU) for the transport of 2,000 tonnes of cereals between Asmara and Mekele. In all probability this method will have to be continued; it may well be necessary to start doing the same in regions without security problems if the efforts to increase reception capacity of products into Ethiopia and road transport capacity do not meet with rapid success.

4. Assessment of requirements

For the next three months the immediate needs still to be met for the Sahel countries and Ethiopia alone may be estimated at 60 million ECU.¹

Ethiopia:	28 million ECU
Mali:	5 million ECU
Niger:	5 million ECU
Burkina:	4 million ECU
Senegal:	3 million ECU
Mauritania	5 million ECU
Chad:	6 million ECU

For the period thereafter, several hundred thousand tonnes of food aid will be required.

5. Setting up of a new Community emergency aid plan

(a) Immediate action

The 32 million ECU appropriation which is about to be transferred to Article 950 will meet part of the needs of the next three months².

As in previous cases, it should be managed with the greatest flexibility in order to adapt to the changing needs which characterize any emergency situation if only on account of the types of aid received from other sources (United States, etc.).

With these provisos, the activities proposed by the Commission may be briefly indicated as follows:

¹ Internal emergency transport (road, rail, air), air and sea transport, medical supplies, blankets, purchase of local foodstuffs and if necessary of imported foodstuffs, etc.

² Italy proposes to give 13 million ECU to Ethiopia.

COUNTRY	PROPOSED SUM in ECU (MILLIONS)	PROPOSED ACTION
Ethiopia	15 ¹	Internal transport (road and rail) of 45,000 t of cereals Internal airlift of 4,000 t cereals Purchase of 25,000 t of local cereals Other relief (medicines, blankets, etc.)
Mali	2	Purchase and transport of 5,000 t of local cereals Medical and food programmes
Niger	3	Purchase and transport of 5,000 t of local cereals Purchase of dried meat Medical and food programmes, etc.
Burkina Faso	1	Purchase and transport of 3,000 t of cereals Other relief
Senegal	1	Internal transport of 10,000 t of cereals
Mauritania	2	Purchase of 3,000 t of cereals Internal transport Other relief
Chad	3	Purchase and transport of 2,000 t of seed Purchase and transport of 2,000 t of cereals Medical and food programmes
Other countries (Sudan, Kenya, Mozambique, ...)	5	Purchase and internal transport Medical and food programmes
	32	Purchase and/or internal transport (by lorry or rail) of 100,000 t of cereals Internal air transport of 4,000 t of cereals Medical and food programmes, etc.

¹ Plus 3 million ECU currently being decided under Article 137 of the Lomé Convention

This programme will be implemented with the support of the Commission delegations and the assistance of the governments and the organizations operating locally (ICRC, League of Red Cross Societies, NGOs, United Nations organizations).

The operations will be carried out in close conjunction with the competent international organizations (UNDRO and WFP in particular) and the Member States (in the framework of existing coordination procedures and at the next meeting (13 November) with the Member States and the Commission delegates).

(b) Short-term action

After local supplies have been used (production and current aid), new food aid will be required to ensure the survival of the population until the arrival of the normal aid under the 1985 budget.

The Commission estimates that this will require a supply of some 100,000 tonnes of cereals costing 25 million ECU.

Of these quantities, 30,000 tonnes are available immediately (1984 reserve). A further 50,000 tonnes could be provided by giving this special aid priority over measures already planned in the framework of the normal provision of food aid in 1984.

In view of the already tense situation regarding the availability of appropriations under Item 92, use of the appropriations on this item for special aid presupposes that no withdrawal is made from Item 92 and in particular that the 16 million ECU needed for the UNWRA education programme are taken from another item, as proposed by the Commission in the transfer currently before the Budgetary Committee. The Commission is looking at the possibility of providing other appropriations between now and the end of the 1984 financial year. Should this prove impossible, the balance i.e. 20,000 tonnes, could be dealt with only by means of new funds under the 1985 budget.

List of humanitarian aid actions in 1984
for the people of Ethiopia suffering from famine

(A) EMERGENCY AID UNDER ARTICLE 137 OF LOME CONVENTION

<u>Date</u>	<u>Value in ECU and executing agent</u>	<u>Action</u>	<u>ECU</u>
17.4.84	2,500,000 UNDRO and League of Red Cross Societies	Internal emergency transport	800,000
		Purchase and transport of 2,900 t of seed	1,540,000
		Purchase and transport of blankets	160,000
17.9.84	3,000,000 Delegation and ICRC	Airlift between Asmara and Mekele (in use now) for transporting 2,000 t of cereals	890,000
		Transport by sea of 9,150t of cereals; due to arrive at beginning of November	350,000
		Transport by sea of cereals and protein-enriched biscuits	275,000
		Purchase and internal transport of local produce (1,000 t of haricot beans and 1,000 t of enriched flour)	1,030,000
		Food centre equipment	30,000
		Medical and food programmes	425,000
		T O T A L	5,500,000

(B) Food aid (1983-84) : value 38.3 million ECU

(1) 1983 Programme

20,000 t of cereals (delivered XII/83)
20,000 t of cereals (delivered VI-VII/84)
2,000 t of milk (delivered I-II/84)
500 t of butteroil (delivered II-III/84)

1984 Programme

18,000 t of cereals (delivered IX/84)
1,400 t of milk (in preparation)
500 t of butteroil (in preparation)
25,000 t of cereals
500 t of vegetable oil

(2) Indirect aid (WFP, ICRC, NGO)

1983 Programme

22,251 t of cereals (including 14,000 t under WFP delivered in August)
930 t of milk
850 t of butteroil

1984 Programme

11,629 t of cereals
820 t of milk
440 t of butteroil/oil
100 t of sugar

