



EUROPEAN COMMISSION  
HUMANITARIAN AID OFFICE (ECHO)

**HUMANITARIAN AID**  
**for**  
**vulnerable populations**  
**in the**  
**Coastal West Africa Region<sup>1</sup>**

**GLOBAL PLAN 2004**

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<sup>1</sup> The region includes Liberia, Sierra Leone, Guinea and Côte d'Ivoire

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## *Explanatory memorandum*

### 1. EXECUTIVE SUMMARY

The four countries covered by this funding decision (Liberia, Sierra Leone, Guinea and Côte d'Ivoire) have experienced a succession of wars and civil strife in the last 14 years. Since the late 1980s sustained conflict in the Mano River Union (formed in 1973 by Sierra Leone, Guinea and Liberia) has engulfed these countries in a humanitarian crisis. The centre of the fighting continues to move around the region. Over the past two years, it has moved from Sierra Leone to Côte d'Ivoire first and, more recently, Liberia. Fighting continues to kill thousands of people and displace many more.

This crisis has marked regional dynamics with political and military actors acting as destabilising forces not just for the internal affairs of their country but also those in the region. More importantly, the human element of the crisis also has regional dimensions: fighting has produced hundreds of thousands of refugees and internally displaced people from each of these countries who have sought safe haven in neighbouring countries. For instance, Liberian, Sierra Leonean and Ivorian refugees are being assisted in Guinea. Likewise, Ivorian, Sierra Leonean and other Third Country Nationals can be found in Liberia. Such a complex situation prompted ECHO to adopt a regional approach three years ago. During the recent Humanitarian Review Meeting for West Africa organised by the UN in Dakar in July 2003, a regional approach was also recommended to UN agencies, international NGOs and donors alike.

The worst hit country in recent years, Sierra Leone, is gradually emerging from conflict. In marked contrast, Liberia, believed to be at the origin of this regional conflict, has fallen back into a war mode after years of relative peace. Guinea, the perpetual host country for refugees from the regions, is just managing to maintain a very fragile political and economic equilibrium. However, it would be no surprise if Guinea experiences serious internal unrest in a near future. Côte d'Ivoire is trying to overcome the political differences that blew up in September 2002 after a failed coup attempt against President Gbagbo. The conflict, which divided the country in two, has been formally declared over but disputes and deep suspicion between the rebels and the Government have undermined progress towards peace. The humanitarian situation in the northern and western parts of the country continues to justify the provision of emergency assistance, with special attention on protection issues.

ECHO's regional plan for 2004 is based on three components, thus reflecting the different degree of vulnerability of the targeted population. The first component aims at providing integrated emergency assistance, primarily in Liberia and Western Côte d'Ivoire. A second one aims to phase out emergency relief in areas emerging from conflict, linking it to rehabilitation and resettlement programmes (LRRD). The third component looks at strengthening regional program support, mainly in the areas of protection, co-ordination and air transport capacity. At the time of writing this decision, large parts of Liberia remained inaccessible. Relief projects will only be implemented if the security situation remains stable enough to allow access to humanitarian agencies.

Given all the above, in 2004 ECHO will continue to apply a regional approach to better respond to the needs in these countries. This approach will therefore be essential to provide an adequate humanitarian response to a rapidly evolving crisis. The 2004 ECHO Global Plan for Coastal West Africa provides €18,000,000 for a period of 18 months, to fund operations in Liberia, Sierra Leone, Guinea and Côte d'Ivoire, including a reserve to deal with unforeseen events (such as a sudden influx of uprooted population).

## 2. CONTEXT AND SITUATION

### 2.1. General Context

The four countries covered under this decision (Liberia, Sierra Leone, Guinea and Côte d'Ivoire), referred in the decision as Coastal West Africa, simultaneously face internal and external political, social and economic problems. Fighting in the region is due to a combination of factors, mainly the control of the natural resources, the marginalisation of large segments of the population due to the imbalance in the distribution of wealth, poor governance, institutionalised corruption and the manipulation of the ethnic differences by the political authorities. The crises in these countries are closely intertwined. Each country has played a role in developing what has become a **regional crisis**.

**Liberia** is at the heart of this regional crisis. More than a decade of sub-regional instability has led to a major humanitarian crisis. The conflict started with the rebellion launched by Charles Taylor in 1989 from Côte d'Ivoire. Eventually, Taylor succeeded in overthrowing President Doe from power. The seven-year long fighting resulted in an estimated 700,000 Liberians fleeing to neighbouring countries and another 900,000 people being internally displaced.

In 1997, Taylor was elected as President of Liberia. Opposition leaders and large numbers of people from the Krahn and Mandingo ethnic groups that fought against Taylor, went into exile. Liberian refugees have been living in Guinea and Côte d'Ivoire ever since. Some camps have been used by the rebels to support their fight against the Armed Forces of Liberia (AFL).

The conflict in Liberia spilled over into **Sierra Leone** in 1991. Taylor provided support to the rebel Revolutionary United Front (RUF) movement, which in turn allowed him to control part of the illegal diamond trade. Sierra Leone is the country that suffered the most during the 1990s. The atrocities inflicted on the civilian population by the fighting parties, especially the RUF, made this civil war one of the most brutal in recent years. Between 1997 and 2000 about 500,000 people fled the country, 450,000 were displaced internally and many thousands were killed or maimed

The crisis culminated in 2000, when the RUF took hostage several hundred UN peacekeepers. The intervention of the British army and the eventual reinforcement of the UNAMSIL peacekeeping mission forced the RUF to sign a cease-fire agreement in Abuja in November 2000. Eventually, UNAMSIL was deployed throughout the country. The Disarmament and Demobilisation programme was completed in 2002. The country continues to stabilise and has moved from emergency to a post-conflict situation. However, much remains to be done to guarantee stability once the UN peacekeeping mission withdraws completely at the end of 2004.

Conflicts in Liberia and Sierra Leone have affected **Guinea** significantly. In 2000 and 2001 there were major security problems in the *Guinée Forestière* region. A string of attacks from both Liberian and Sierra Leonean territory lead to the hasty relocation of refugee camps to safer sites further inland. Despite that, Guinea has remained relatively stable. However, the political context continues to deteriorate and could potentially lead to future instability.

Other countries in the region, notably **Côte d'Ivoire**, continue to be affected by the crisis in the Mano River Union countries. Once a model of socio-economical development in West Africa, Côte d'Ivoire was also caught in the spiral of instability at the end of 1999

when it experienced its first *coup d'état* since independence. In September 2002 a new *coup d'état* failed but managed to split the country in two: the Movement Patriotic de la Côte d'Ivoire (MPCI) controls the northern part of the country and the Ivorian Government the South. Once again, armed combatants loyal to Liberian President C. Taylor played a major destabilising role in the Ivorian crisis.

A common trend across the sub region has also seen the civilian population being too often the target of military activities and suffering death, injury and gross abuses (amputations, rape, displacement, forced conscription of adolescents...).

## 2.2. Current Situation

Fourteen years after the civil war started in **Liberia**, fighting between President Taylor's troops and the rebels of Liberians United for Reconciliation and Democracy (LURD) and Movement for Democracy in Liberia (MODEL) intensified in April 2003. After having fought in Western Côte d'Ivoire, MODEL succeeded in opening another front in Eastern Liberia. Between June and August, the LURD launched three attacks on Monrovia leading to the displacement of thousands of people towards the capital. It is estimated that by the end of August 2003, about half of the population of Liberia (3,2 million according to OCHA country profile, March 2003) was living in Monrovia. Most of the internally displaced people came from IDP camps in Montserrado County and around the capital. Fighting also took place for the control of important towns like Buchanan, Gbarnga, Tubmanbourg or Zwedru.

The Economic Community of West Africa States Mission in Liberia (ECOMIL) troops were sent to Monrovia on 4 July to protect the civilian population and to force the fighting parties to respect the cease-fire. On 11 August, President Taylor accepted an invitation of President Obasango and sought asylum in Nigeria. An interim government was formed with former vice-president Moses Blah as president. The peace agreement, concluded in Accra on 20 August, stipulates that the Transitional Government will cover a two-year period (Oct.2003 – Oct.2005). National elections should then be organised at the end of this period to elect the new president of Liberia. The peace agreement allocates cabinet positions of this government of transition from the three parties in conflict, the political parties and the civil society.

Humanitarian organisations had no access outside Monrovia until the arrival of ECOMIL. With the gradual deployment of this peacekeeping mission outside the capital, humanitarian organisations are slowly starting to deliver assistance outside Monrovia. Access is restricted to Kakata, Salala and Totota, on the main road to Gbarnga, and the camps in Montserrado County. However, places like Buchanan, Zwedru or Lofa County may soon be accessible to humanitarian organisations.

On 19<sup>th</sup> September, the UN Security Council approved the creation of a UN peacekeeping force of 15,000 troops to be deployed across the country in order to ensure the protection of civilians and the implementation of the disarmament and demobilisation process.

With the assistance of the international community, **Sierra Leone** is continuing to consolidate its internal security. Over the past two years, this country of 4,5 million people has witnessed elections, the return of 228,000 refugees to their villages of origin and no major security problems.

The functions of the Truth and Reconciliation Commission and the Special Court for Sierra Leone were perceived as a potential source of instability, especially when relevant faction leaders were indicted as responsible for many of the atrocities committed during the ten-year war. However, no major threat to the current stability has been observed yet.

In 2004 Sierra Leone has the potential to further consolidate the positive progress of recent years. However, the current stability is very fragile. Unless the root causes of the problem are tackled (corruption, mismanagement, restoration of legal authority, imbalance in the distribution of wealth, development of rural areas...), Sierra Leone could eventually slip into further unrest. In addition to that, instability emanating from the Liberian conflict could once again plunge the country into chaos.

In 2004 the UN Peacekeeping mission will continue to scale down its contingent until the end of its mandate in December.

In **Guinea**, the population is increasingly dissatisfied with a government unable to provide basic services (electricity, water). The price of rice has increased significantly and there have been fuel shortages. This situation comes ahead of the presidential elections scheduled at the end of 2003, although they could be delayed until next year.

Guinea has been directly affected by the wars in Sierra Leone, Liberia and more recently Côte d'Ivoire. The influx of refugees continues, with an estimated 25,000 new refugees arriving to the Guinée Forestière between January and August 2003. These refugees came mainly from Côte d'Ivoire (4,750 individuals) and Liberia (20,500). The total refugee population living in camps is estimated at 90,000 individuals.

Security continues to be a major concern. Liberian fighters move along and across the border with Liberia and forced conscription in and around the camps has been reported. In addition, tension between local and refugee communities persists, particularly in Nzérékoré area. Consequently, UNHCR has initiated a voluntary relocation of refugees from Nzérékoré to Kissidougou, which is further inland. In the meantime, UNHCR continues with the repatriation of refugees from Sierra Leone. There are around 17,000 Sierra Leoneans waiting to be repatriated.

In November 2002 **Côte d'Ivoire** witnessed the appearance of two new rebel movements, Mouvement Populaire du Grand Ouest (MPIGO) and Mouvement pour la Justice et la Paix (MJP). These movements succeeded to open a new front in the West, just two months after the MPCJ had gained control of the northern half of the country. These two new movements received strong support from Taylor, who intended to maintain regional instability.

Côte d'Ivoire, being short of trained troops, started recruiting Liberian refugees of an ethnic group opposed to President Taylor. These combatants, known as the LIMA forces, started fighting against MPIGO and MJP. When in March 2003 LIMA crossed into Liberia to fight Taylor's troops, they adopted a new name: MODEL.

Despite the Linas Marcoussis Agreement of January 2003 and the consequent creation of a government of national reconciliation, the country continues to be *de facto* divided in two parts. The deployment of up to 4.000 French troops working alongside with ECOWAS troops and UN observers (MINUCI) has created the so called "*zone de confiance*" that should prevent further movements of the front line.

To date, there seems to be no immediate solution to the social and ethnic fracture that is dividing the country. Reconciliation is difficult to achieve with so much deeply rooted mistrust and suspicion. DDR (Disarmament, Demobilisation & Reintegration), land tenure reform and constitutional reforms are issues to be addressed before the 2005 elections.

### 3. IDENTIFICATION AND ASSESSMENT OF HUMANITARIAN NEEDS

During these last fourteen years of civil war, **Liberians** have suffered continued displacement, harassment and the violation of the most basic rights. Recent attacks on the capital prompted another large population movement into Monrovia. More than one hundred IDP centres were registered in Monrovia, with their population ranging from 100 up to 50,000 people.

Needs in Liberia are huge due to the constant displacement of population and the almost total absence of basic services and infrastructure. The internally displaced population in Liberia is estimated at 500,000 IDPs, with 200,000 of them living in public buildings (schools, government buildings, stadium) in and around Monrovia. Several thousand Sierra Leonean and Ivorian refugees, Liberian returnees and other Third Country Nationals (TCNs) living in Liberia have also been caught in this humanitarian crisis. Actual numbers are unknown, but UNHCR estimates the population of concern in Eastern Liberia at around 98,000 individuals (38,000 Ivorian refugees, 45,000 Liberian returnees and 15,000 TCN). Besides that, according to UNHCR this year alone, some 86,000 new Liberian refugees have fled to neighbouring Côte d'Ivoire, Guinea, Sierra Leone and Ghana, bringing to 310,000 the total number of Liberians in exile in the region (UNHCR Sept.2003).

Many displaced people have expressed their willingness to return to the IDP camps where they came from, as soon as security permits and services are resumed. Other than security, lack of food, adequate shelter, health & nutrition and water & sanitation services are identified as the most pressing needs for the population. A nutrition survey and screening of children under five years old in Monrovia showed a percentage between 30 to 40 % of global acute malnutrition in August 2003, when fighting in the capital ended. As soon as access is granted, a similar situation can be expected in places like Buchanan, Tubmanbourg or Gbanga.

Despite the general improvement of the situation, **Sierra Leone's** social development indicators continue to rank amongst the worst in the world. Infant and child mortality rates remain very high at 170/1,000 and 316/1,000 respectively. The Maternal Mortality Rate is estimated at 1,800/ 100,000 live births and skilled personnel attend to only 46% of births. Trained medical staff is scarce and unevenly spread over the country. Life expectancy in Sierra Leone remains below 40 years. Like in the other countries in the region, malaria, respiratory infections, STIs or even improper child feeding practices are to blame for these high rates. In addition to this, sudden outbreaks of epidemics such as Lassa Fever or Yellow Fever can at any time threaten the population. This situation is compounded with a poor sanitation infrastructure and a weak public health infrastructure that is slowly recovering after ten years of war and neglect.

Approximately 5,000 Liberian refugees have crossed to Sierra Leone since the beginning of 2003. The current refugee caseload is estimated at 54,000 individuals living in 8 refugee camps. Since the LURD took control of the border area in Liberia the influx of refugees has stopped. There are still an estimated 17,000 Sierra Leone refugees in Guinea

and 10,000 more in Liberia waiting to be repatriated. All Sierra Leonean refugees are expected to be repatriated to their country by the end of 2004.

With the exception of some of the refugee camps, needs in the country are more structural than actually humanitarian (e.g. rehabilitation of road and health infrastructure, schools, strengthening of institutions, income generating initiatives, rehabilitation of markets, etc...). Emergency aid is believed not to be the appropriate tool to address these needs but rather rehabilitation and long-term programmes. ECHO expects to conclude the LRRD approach that was initiated two years ago (See paragraph 4.5 for more details). Nonetheless, ECHO will continue to closely monitor the situation in order to respond promptly to an unforeseen emergency (e.g. outbreak of communicable diseases, sudden arrival of refugees...) during this transitional period.

In **Guinea** the refugee population living in camps in the Kissidougou and N'Zérékoré prefectures is estimated at around 90,000 refugees. In August 2003, the refugee population in Kissidougou was estimated at 32,000 living in the camps of Boreah, Kountaya and Telikoro. There have been significant changes in the population of these camps: half of its population was repatriated to Sierra Leone, whilst more Liberian refugees arrived from Kouankan and Dabola. The repatriation of the last 17,000 Sierra Leonean refugees is expected to conclude by the end of 2004, as mentioned earlier.

The camps in Kissidougou are well established, and minimum standards of basic services are met. The need now is to prepare the transition to development rather than short-term relief. For the time being, refugees remain dependent on humanitarian assistance, particularly on food. Land is available for cultivation but the late arrival of the latest refugees prevented them from preparing the land and planting. In 2004 they will be able to produce part of their own food requirements.

The situation in N'Zérékoré is significantly different. Refugees are still arriving from Liberia. Out of a total 64,700 refugee caseload, around 25,000 arrived from Liberia and Côte d'Ivoire during the first half of 2003. This continued influx of refugees is forcing humanitarian organisations to adapt their projects in order to cope with the increasing demand.

One of the priorities for the next year is to shift the assistance provided from an emergency mode to a post-emergency one in order to make it more adaptable to the needs in the refugee camps. Meanwhile, as the movement of fighters along the border is likely to continue next year, protection remains a key sector of intervention. This assistance should not target refugee populations exclusively but also resident communities that are exposed to a potential increase of population. Support to host communities affected by the arrival of refugees will mitigate tension between the two groups.

Support to the repatriation of refugees is also foreseen in 2004 if the security situation in Liberia improves following the deployment of peacekeeping troops. Refugees, particularly those living in Kouankan, have already expressed their desire to return to their villages as soon as possible.

In **Côte d'Ivoire**, the main geographical areas of concern remain the Western and Northern parts of the country. In the North, normal activities continue to be disrupted. A significant number of civil servants are still absent from key government services.



Despite ongoing discussions within the Government of National Reconciliation, their redeployment is not foreseen before mid-2004.

Fighting and abuses committed by the parties in conflict in the Western part of the country resulted in a large movement of population in search of safer areas. People are now in the process of returning home but they face serious problems: properties have been destroyed, houses and stocks looted. Yet, around 42,800 people are reported to have returned to the area between Danane and Toulepleu.

It is very difficult to provide an accurate number of internally displaced people because many of them live with relatives and resident communities (including the economic capital, Abidjan). Also, the actual status of the many thousands of TCN that lived and worked in the country before the crisis erupted remains unclear (Note: the number of economic migrants from West Africa living in Côte d'Ivoire is estimated between four to five million). UNOCHA's Working Group on IDPs estimates that there are 750,000 persons.

According to an assessment conducted by ACF in July 2003, the main needs identified were food access, lack of health care, the lack of basic non food items and the lack of labour to rebuild properties and work the land. Health services in the northern and western parts of Côte d'Ivoire have been reduced to a fraction of their normal activity. Private clinics have been closed and public facilities are functioning only partially. Most of the personnel of the health structure remains absent from the working place. Regular procurement of basic drugs and medical consumables has been disrupted. Although some referral centres (Bouaké, Séguéla, Man, Danané and Toulepleu) have been reopened by NGOs, the catchment area covered is limited. The network of Primary Health Care Centres is partially supported with drugs and food for work as most of them have no resources. The main causes of mortality and morbidity are malaria, diarrhoea and Respiratory Infections, particularly among children under five.

The food security situation has slightly improved in the North mainly due to the intervention by humanitarian agencies and the adoption of coping mechanisms by the population. However, the daily intake remains largely imbalanced. In the areas along the Liberian border, malnutrition remains the main problem. According to INGO's operating in the area (MSF-B, MSF-H, ACF and IRC), the number of malnourished children is higher than normal. In July 2003, the global malnutrition rate in the area around Toulepleu was 19,8%. It is believed that acute malnutrition is linked to the bad living condition during the period of displacement and is often accompanied by other pathology.

Protection of vulnerable populations is, once again, a priority. The situation of Third Country Nationals (TCN) in the western part and the south is of particular concern. Although tension between the various communities existed before the crisis, the situation was aggravated with the creation of "ethnic militias". Since September 2002, an estimated 79,000 Burkinabe have returned from Côte d'Ivoire to Burkina Faso. However, most of them have expressed their wish to stay in Ivory Coast. As far as protection is concerned, their situation is of major concern because of the manipulation of the ethnic issue by the leadership of the parties in conflict. Moreover, a pattern similar to that experienced previously in Liberia and Sierra Leone is emerging with children involved in fighting, sexual harassment and other abuses reported. Protection issues should be prioritised in the West and Southwest areas.

Finally, around 40,000 Liberian refugees are living in villages along the border with Liberia. Most of them fled fighting in the eastern part of Liberia early this year. Support to an eventual repatriation and reintegration of returnee populations should be considered if the security situation improves in Eastern Liberia in the course of next year. This would entail transport and related logistic activities (e.g. transit ways and reception centres), relief kits containing non-food items, medical and psychosocial assistance and food.

#### **4. PROPOSED ECHO STRATEGY**

##### **4.1. Coherence with ECHO's overall strategic priorities**

The strategy proposed under this decision is consistent with the overall ECHO strategic priorities. The overall strategy proposes a three-pronged approach, consisting of:

- (a) *Intervening in areas where the greatest humanitarian needs have been identified.* ECHO is directing the largest percentage of its contribution to support relief intervention in those areas defined as highly vulnerable i.e. prevailing insecurity, large number of people uprooted, higher-than normal mortality and morbidity rates, global malnutrition rates. Priority will be given to Liberia, Western Côte d'Ivoire and Nzérékoré (the Guinean District bordering with Liberia and Côte d'Ivoire)
- (b) *Paying specific attention to "forgotten crises" and "forgotten needs".* There are no such crisis or needs in the sub-region since this crisis is experiencing a new upsurge of violence that is attracting the attention of the international community and the media. However, ECHO will continue to provide assistance to the old refugee caseload in Guinea and the neglected northern areas of Côte d'Ivoire.
- (c) *Promoting quality humanitarian aid through systematically mainstreaming cross-cutting issues into its operations.* Support to cross-cutting issues will be provided at two different levels: firstly by mainstreaming them in the projects identified by the partners (e.g. gender, protection, targeting of women and children). Secondly, support to protection (including of ex-combatant children and security issues), coordination and information will be provided at regional level. Finally, ECHO will conclude the link between relief and development process (LRRD) initiated two years ago in Sierra Leone and will continue its cooperation with EC funded programmes in Côte d'Ivoire and Liberia.

##### **4.2. Impact of previous humanitarian response**

Previous humanitarian assistance in response to this regional crisis has played a crucial role in terms of addressing the most pressing needs of an extremely vulnerable population affected by more than a decade of conflict and displacement.

Large and regular population movements prompted the provision of an integrated multi-sectorial assistance, which has consisted in the delivery of basic services and the distribution of food and non-food relief items. This assistance consisted mainly in Primary and Secondary Health Care, Therapeutic and Supplementary Feeding programs, access to potable sources of water, sanitation facilities, hygiene education, distribution of food commodities, basic shelter material and household items.

The civilian population has been victim of the worst imaginable atrocities committed by all parties at war. Consequently, protection activities and special psychosocial assistance in support of victims of amputations, torture, rape and children involved in fighting forces have had a very positive impact on the targeted beneficiaries as well as in the communities that participated in the programs and benefited from sensitization work.

Resident and hosting communities also benefited from the relief assistance provided to uprooted populations in camps and returnees coming back to their villages of origin. This helped release tension between communities, promoted assistance by villagers to displaced people and reduced the additional strain placed on hosting communities that were already going through significant hardship.

Finally, previous humanitarian response paved the way towards reconstruction, resettlement, reintegration and rehabilitation programmes. This has been possible because despite the need to implement relief intervention quickly, humanitarian organisations have tried to apply a developmental approach e.g. community participation, training of national staff, institutional support, applying local knowledge, etc...

#### **4.3. Coordination with activities of other donors and institutions**

Close coordination between Abidjan-based donors has existed since the beginning of 2000. Consultations concerning country-specific and regional humanitarian issues are regular. Joint field donor missions and joint UN/donor field assessments have been organised. Coordination between donors is maintained in Conakry, Freetown and more recently, Monrovia. As a matter of fact, ECHO and British DFID share offices in the EC office in Monrovia. Close co-ordination is maintained with The Netherlands, UK, USA, France, Germany and Sweden. Coordination with other donors takes place during joint UN/Donor coordination meetings, which aim at promoting and deepening the dialogue between the UN family and Donors with particular regard to the issues of regional strategic planning, reporting, the CAP processes and implementing partners. ECHO has played a key role in the organisation and facilitation of these meetings. In the Joint Regional meeting organised by the UN in Dakar in July 2003, UNOCHA stated that it will continue organising joint Regional UN/Donor coordination meetings.

Coordination and cooperation between the EC Delegations, EC-funded programmes and ECHO in the sub-region is very good. The close coordination maintained between ECHO and the EC Delegation in Freetown over the past two years is expected to yield a very positive result: an LRRD financial decision has been prepared jointly by the EC Delegation and ECHO. This €25M financial decision "*Transitional support to former IDPs, returnees, refugees and hosting communities in Sierra Leone*" was approved by the EDF Committee on 23 September. It is expected to be implemented at the beginning of 2004 and will cover a period of three years. This program will address crucial needs such as food security, protection, water and sanitation for returnees, refugees and hosting communities. It will be implemented in their areas of origin over a period of three years.

#### **4.4. Risk assessment and assumptions**

Liberia could experience a significant escalation of hostilities, thus limiting the access to vulnerable populations and reducing the security of humanitarian personnel. The signatories of the Ivorian peace agreement could decide not to respect the current status quo, thus leading to a resumption of hostilities. Guinea's present fragile political balance could deteriorate to the point of plunging the country into a spiral of insecurity and unrest. A major influx of refugees into Sierra Leone or Guinea could complicate the

implementation of rehabilitation or development programmes. The list is by no means exhaustive.

The likelihood of one of these scenarios coming true is high and could prevent a successful implementation of this Global Plan.

To attain the objectives set out in this decision, the following assumptions have been made: stability in Guinea before and after the forthcoming electoral process, steady progress in Sierra Leone's post-conflict transition, UNMIL peacekeeping force deployment across Liberia, end of hostilities and respect of peace agreement in Liberia and Côte d'Ivoire, border areas and refugee camps remain safe and the international community contributes to address the short and long-term needs of the region.

#### **4.5. ECHO Strategy**

ECHO's general objective is to support the provision of integrated assistance in order to improve the living condition of vulnerable populations in the Coastal West Africa Region (Liberia, Sierra Leone, Guinea and Côte d'Ivoire). The ongoing regional conflict has affected all four countries directly or indirectly. Over the past years, populations living in areas affected by fighting have been forced to move to safer locations, either within the same country or abroad. This situation has reached dramatic levels since the upsurge of violence in Côte d'Ivoire in September 2002. Therefore, a regional approach to this crisis, as opposed to a country-by-country one is strongly supported. Such an approach enables donors to respond promptly to a sudden population movement across national boundaries. It also gives flexibility to revise the initial allocation of funds should the centre of the crisis move to other areas, thus creating new unforeseen emergency needs.

This decision is divided in three main components. The first component aims at providing integrated emergency assistance to vulnerable populations directly affected by fighting and insecurity in Liberia and Western and Northern Côte d'Ivoire. The largest percentage of the budget will be allocated to this specific objective. Funding will be directed towards emergency projects in the health (primary and secondary health care) and nutrition (therapeutic and supplementary feeding programmes), water and sanitation (including hygiene promotion), shelter and non-food items.

The second component of the decision aims at consolidating and preparing the eventual phase out of the multi-sectorial emergency assistance provided until recently in favour of more suited rehabilitation and resettlement programmes in Sierra Leone and Guinea. In the former, a three year, €25M programme is expected to be implemented at the beginning of 2004 (see paragraph 4.3). This program will take over activities previously supported by ECHO. The LRRD process will come to an end with the conclusion of the final stage, consisting on the handing over of ECHO projects to the new Commission's programme. Any future contribution in Sierra Leone will be in response to punctual unforeseen needs, such as a sudden influx of population.

In Guinea, multi-sectorial assistance in Nzérékoré is justified due to prevailing insecurity and the continued arrival of refugees. However, ECHO will continue to implement its plan to phase out from Kissidougou. Financial support is therefore required to prepare the transition towards rehabilitation and resettlement.

The specific objective of the third component is to finance emergency operations and project support, which are not country-based but regional. With the conflict extending beyond national boundaries and emergency interventions being implemented by

humanitarian organisations in all four countries, it is essential to support regional programmes that benefit from a common strategy, synergies originating from the implementation of some activities in various countries and eventual economies of scale. Financial contributions are envisaged to strengthen UNOCHA's regional coordination of humanitarian programmes, the provision and dissemination of quality information and WFP's regional air transport capacity for humanitarian personnel and small cargo.

In addition to that, the movement of large number of people across country borders justifies the implementation of regional programmes with a more comprehensive and common approach. In this regard, a contribution towards two regional programmes is envisaged: a regional protection programme to protect populations at risk (including child protection and assistance to ex-combatant children) and the repatriation of uprooted populations to their places of origin (for further information, refer to Strategic programme matrix).

ECHO will consider supporting programmes in favour of vulnerable populations, irrespective of their category or condition. Therefore, the recommendation made by the 2002 Evaluation of ECHO programmes in Sierra Leone, which indicated that "*assistance should be provided on a 'community-based' approach and the categorisation of the population into various groups (displaced, refugees, returnees, demobilized...) has to disappear*" continues to be applied.

The commission will maintain an ECHO Regional Office in Abidjan and three Country Offices in Freetown, Monrovia and Conakry. These offices will appraise project proposals, co-ordinate and monitor the implementation of humanitarian operations financed by the Commission. The regional office will provide technical assistance capacity and logistics and administrative backup to the country offices.

#### **4.6. Duration**

The duration for the implementation of this decision will be 18 months. This timeframe is necessary considering the uncertain security environment in the region and the limited access granted to humanitarian organisations, which could result in the slow or late implementation of relief interventions. Humanitarian operations funded by this decision must be implemented within this period.

If the implementation of the actions envisaged in this decision is suspended due to *force majeure*, or any comparable circumstance, the period of suspension will not be taken into account for the calculation of the duration of the humanitarian aid operations.

Depending on the evolution of the situation in the field, the Commission reserves the right to terminate the agreements signed with the implementing humanitarian organisations where the suspension of activities is for a period of more than one third of the total planned duration of the action. The procedure established in the Framework Partnership Agreement in this respect will be applied.

#### **4.7. Amount of Decision and strategic programming matrix**

**4.7.1.** Total amount of the Decision: 18 Million Euro

**4.7.2.** Strategic Programming Matrix

## STRATEGIC PROGRAMMING MATRIX FOR THE GLOBAL PLAN

Principal Objective	<i>To provide integrated assistance to meet the basic needs of targeted vulnerable populations affected by the conflict in the Coastal West Africa<sup>2</sup></i>				
Specific objectives	Allocated amount	Geographical area	Activities proposed	Expected outputs / indicators	Potential partners
<b>Specific objective 1:</b> To provide integrated emergency assistance to vulnerable populations.	<b>€ 10 Million</b>	Primarily in Liberia, Northern and Western Côte d'Ivoire. If necessary, other locations within the region.	<ul style="list-style-type: none"> <li>- Support to Primary and Secondary Health Care.</li> <li>- Running of therapeutic and supplementary feeding programs.</li> <li>- Provision of watsan services.</li> <li>- Hygiene education.</li> <li>- Distribution of shelter &amp; other non-food items.</li> <li>- Distribution of food &amp; agric.inputs.</li> </ul>	<ul style="list-style-type: none"> <li>✓ Functioning of the primary health care network and key referral services.</li> <li>✓ Cases of severe &amp; moderate malnutrition treated.</li> <li>✓ Minimum standards of drinking watsan facilities delivered (Note: Sphere project).</li> <li>✓ Improvement of KAP survey results.</li> <li>✓ Minimum standards of shelter and NFIs per household: person/m<sup>2</sup> living under shelter, % of families owning essential household utensils</li> </ul>	UNHCR, ICRC, UNICEF, OCHA, MSF, MERLIN, OXFAM, Concern, ACF, Caritas, MDM, Solidarités, Red Cross Movement, SCF, IRC Alisei, Intersos, WVI, MDM, CARE
<b>Specific objective 2:</b> To phase out multi-sector emergency assistance whilst simultaneously linking it to rehabilitation and resettlement programmes (LRRD) in areas emerging from conflict.	<b>€ 3,5 Million</b>	Primarily in Sierra Leone and Guinea. Possibly Northern Côte d'Ivoire.	<ul style="list-style-type: none"> <li>- Health care in way stations, Kenema and Nzérékoré camps.</li> <li>- Watsan in the camps in Nzérékoré.</li> <li>- Maintenance of camp structures.</li> <li>- Support to DHMT.</li> <li>- ITPS survey carried out.</li> <li>- Distribution of food &amp; agric.inputs.</li> </ul>	<ul style="list-style-type: none"> <li>✓ Functioning PHC in selected camps.</li> <li>✓ Incidences of water and hygiene related diseases in Nzérékoré maintained at low levels.</li> <li>✓ Number of lit./pers./day maintained.</li> <li>✓ Camp structures maintained in good condition.</li> <li>✓ The Insecticide-treated plastic sheeting survey concluded.</li> </ul>	Première Urgence, MSF, ACF, ICRC, UNHCR, GTZ, IRC, MERLIN.
<b>Specific objective 3:</b> To strengthen regional program support and emergency operations.	<b>€ 3 Million</b>	Coastal West Africa Region	<ul style="list-style-type: none"> <li>- Co-ordinat. &amp; information activity.</li> <li>- Operating a regional air transport for personnel, medivac and small cargo.</li> <li>- Protection of populations at risk and security activities.</li> <li>- Facilitating the repatriation of refugees and TCN.</li> </ul>	<ul style="list-style-type: none"> <li>✓ Regional &amp; country coordination system in place.</li> <li>✓ Relevant information and communication systems in place (HIC, GIS, sitreps...).</li> <li>✓ Protection activities in the most vulnerable areas in place.</li> <li>✓ Voluntary repatriation if situation is stable in the reception areas.</li> </ul>	UNHCR, WFP, UNICEF, OCHA, ICRC, IOM, SCF, GTZ, COOPI, IRC.
<b>Risk assessment</b>	<i>Significant escalation of hostilities in Liberia limits access to vulnerable populations and reduces security of humanitarian personnel. Current status quo in Côte d'Ivoire is not respected, leading to a resumption of hostilities. Guinea's fragile political balance deteriorates to the point of plunging the country into insecurity and unrest. Major influx of refugees or deterioration of the internal security situation in Guinea and Sierra Leone prevents the implementation of the final stage of LRRD.</i>				
<b>Assumptions</b>	<i>Stability in Guinea during and after the electoral process. Continued progress in Sierra Leone's post-conflict transition. UNOMIL peacekeeping force deploys across Liberia. End of hostilities and respect of peace agreement in Liberia and Côte d'Ivoire. Border areas and refugee camps remain safe. The international community contributes to address the short and long-term needs of the region.</i>				
<b>Reserve</b>	<b>€ 1,5 Million</b>				
<b>Total cost</b>	<b>€ 18 Million</b>				

<sup>2</sup> The so-called Coastal West Africa Region comprises Liberia, Sierra Leone, Guinea and Côte d'Ivoire.

## Annex 1: Statistics on the humanitarian situation

III	Global Index for Humanitarian Needs Assessment (GNA 2004)		Sheet N° V	VI	VII	VIII	IX	X	XI		
	<b>ECHO Humanitarian Aid Office  GNA 2004</b>	HDR 2003 UNDP Human Develop- ment Index <b>HDI</b>	HDR 2003 UNDP Human Poverty Index <b>HPI</b>	<b>CRED Natural Disasters</b>	<b>HIK 2003 Conflicts</b>	<b>Refugees / GDP per capita</b>	<b>IDP / Total Population</b>	<b>UNDP HDR2003 Children under WEIGHT for age as % of Total population</b>	<b>UNICEF Children Mortality Rate under 5</b>		
	<b>Countries ranking without ODA</b>	2003	1995-2001	1995-2001	2003	1990-2003	2000-2003	2001-2003	1995-2001	2001	
rank	Country	Average	Score	Score	Score	Score	Score	Score	Score	Score /value	
7	<b>Liberia</b>	<b>2,60000</b>	x	x	1	3	3 (59)	3 (9.24%)	x	3 (235/1000)	
26	<b>Guinea</b>	<b>2,14286</b>	3 (157/175)	x	0	2	3 (91)	2 (1.05%)	2 (23%)	3 (169/1000)	
28	<b>Sierra Leone</b>	<b>2,14286</b>	3 (175/175)	x	0	2	3 (109)	1 (0.22%)	3 (27%)	3 (316/1000)	
32	<b>Cote d Ivoire</b>	<b>2,12500</b>	3 (161/175)	3 (78/94)	0	1	2 (29)	3 (4.76%)	2 (21%)	3 (175/1000)	
comparative view (132 developing states):			175: lowest			Bosnia: 14		av.: 0.52%	av.: 18%	C. Rica11/1000	

<b>Score parameters: level of needs</b>			
<b>High</b>	<b>H</b>	<b>3</b>	<b>&gt;= 2,14286</b>
<b>Medium</b>	<b>M</b>	<b>2</b>	<b>&gt;= 1,28571 &lt;= 2,12500</b>
<b>Low</b>	<b>L</b>	<b>1</b>	<b>&lt;= 1,25000</b>
<b>No data or no relevance</b>	<b>x</b>	<b>0</b>	

Note: The draft ECHO Global Needs Assessment 2004 was presented during the September 2003 HAC. The sources of information are OECD, CRED, HIK and UN organizations. It complements needs assessments at field level. The above table suggests to reflect the global humanitarian situation in these countries in a comparative perspective across eight aggregated indicators. It draws on data collected by international organisations like UNICEF, UNHCR etc in recent years at national level. The reliability of the data may be limited given the unstable environment and time in which they were collected. Due to the high level of aggregation they may also not precisely reflect existing "pockets of needs" at subnational level. However, they can nevertheless provide a general indication on the severity of the humanitarian situation in a comparative perspective in the absence of other, more reliable data. The method is based on a ranking of each country for each indicator into a scale from 1 (low need) to 3 (high need) and an average across indicators.

## Annex 2: Map of country and location of ECHO operations





### Annex 3: List of previous ECHO operations

GP Annex 3

#### List of previous ECHO operations in Coastal West Africa

		2001	2002	2003
Decision number	Decision type	EUR	EUR	EUR
TPS/210/2001/08000		4.500.000		
SLE/210/2001/01000		11.000.000		
TPS/254/2001/02000		5.100.000		
TPS/210/2002/01000	Global Plan		17.000.000	
TPS/210/2002/24000	Non-emergency		2.000.000	
CIV/210/2002/01000	Emergency		1.500.000	
TPS/210/2003/01000	Global Plan			16.000.000
TPS/EDF/2003/01000	Non-emergency			5.740.000
TPS/210/2003/014000	Emergency			4.000.000
	<b>Subtotal</b>	<b>20.600.000</b>	<b>20.500.000</b>	<b>25.740.000</b>
	<b>Total</b>	<b>66.840.000</b>		

Dated: 24/09/2003

Source: HOPE/ ECHOSTAT

## Annex 4: Other donors' assistance

Donors in Coastal West Africa in 2003					
<b>1. EU Member States<sup>(*)</sup></b>		<b>2. European Commission</b>		<b>3. Others<sup>(**)</sup></b>	
	<b>EUR</b>		<b>EUR</b>		<b>EUR</b>
Austria		ECHO	25.740.000	United States	62.854.524
Belgium	898.778	Other services		Japan	12.129.006
Denmark	1.609.701			Norway	6.085.340
Finland	825.315			Canada	2.239.866
France	190.696			Switzerland	2.269.347
Germany	5.744.890			Saudi Arabia	364.278
Greece					
Ireland	4.085.617				
Italy	1.846.599				
Luxembourg	198.823				
Netherlands	14.431.169				
Portugal					
Spain					
Sweden	11.819.575				
United Kingdom	10.083.762				
<b>Subtotal</b>	<b>51.734.925</b>	<b>Subtotal</b>	<b>25.740.000</b>	<b>Subtotal</b>	<b>85.942.361</b>
		<b>Grand total</b>	<b>163.417.286</b>		

Dated: 24/09/2003

(\*) Sources: ECHO 14 Points reporting system for Member States <https://hac.cec.eu.int> and Reliefweb Financial Tracking System <http://www.reliefweb.int/fts>

(\*\*) Source: Reliefweb Financial Tracking System <http://www.reliefweb.int/fts>

## Annex 5: List of Abbreviations

<b>ACF</b>	Action Contre La Faim
<b>AFL</b>	Armed Forces of Liberia
<b>AIDCO</b>	European Aid – Co-ordination Office
<b>ARI</b>	Acute Respiratory Infections
<b>CAP</b>	Consolidated Appeal Process
<b>COOPI</b>	Cooperazione Internazionale
<b>DHMT</b>	District Health Medical Team
<b>ECOMIL</b>	Economic Community of West African States Mission in Liberia
<b>ECOWAS</b>	Economic Community of West African States
<b>GTZ</b>	Deutsche Gesellschaft Fur Technische Zusammenarbeit
<b>ICRC</b>	International Committee of the Red Cross
<b>IDP</b>	Internally Displaced Persons
<b>IOM</b>	International office for Migration
<b>IRC</b>	International Rescue Committee
<b>ITPS</b>	Insecticide-treated Plastic Sheetting
<b>LRRD</b>	Linking Relief, Rehabilitation and Development
<b>LURD</b>	Liberian United for Reconciliation and Democracy
<b>MDM</b>	Médecins du Monde
<b>MINUCI</b>	Mission des Nations Unies en Côte d'Ivoire
<b>MJP</b>	Mouvement pour la Justice et la Paix
<b>MODEL</b>	Movement for Democracy in Liberia
<b>MPIGO</b>	Mouvement Populaire pour le Grand Ouest
<b>MSF</b>	Médecins Sans Frontières
<b>NFI</b>	Non Food Items
<b>NGO</b>	Non-Governmental Organisation
<b>OCHA</b>	Office for Co-ordination of Humanitarian Aid
<b>OFDA</b>	Office of United States Foreign Disaster Assistance
<b>RUF</b>	Revolutionary United Front
<b>SCF</b>	Save the Children Fund
<b>TCN</b>	Third Country Nationals
<b>UNAMSIL</b>	United Nations Mission to Sierra Leone
<b>UNICEF</b>	United Nations Children's Fund
<b>UNHCR</b>	United Nations High Commissioner for Refugees
<b>UNMIL</b>	United Nations Mission to Liberia
<b>WFP</b>	World Food Programme
<b>WVI</b>	World Vision International

## COMMISSION DECISION

### on the financing of humanitarian operations from the budget of the European Communities in Coastal West Africa

THE COMMISSION OF THE EUROPEAN COMMUNITIES,

Having regard to the Treaty establishing the European Communities,

Having regard to Council Regulation (EC) No 1257/96 of 20 June 1996 concerning humanitarian aid<sup>1</sup>, and in particular Article 15(2) thereof,

Whereas:

- (1) Coastal West Africa, in particular Sierra Leone and Liberia, has been experiencing violent conflicts for the past decade,
- (2) The region continues to experience fighting, insecurity and displacement whilst some parts of the region are slowly emerging from long-lasting conflict,
- (3) The conflict has led to large regional refugee movements of more than 350,000 persons, mostly Liberian nationals,
- (4) The conflict has also led to the internal displacement of more than 1,500,000 people, especially inside Liberia and Côte d'Ivoire,
- (5) Years of war and displacement have led basic services such as health, water and sanitation, shelter and protection to a near or total collapse, with the consequent direct negative implications to the health condition of the population,
- (6) The capacity of the countries covered by this decision to provide basic services to the resident communities, refugee and returning populations is insufficient,
- (7) An assessment of the humanitarian situation leads to the conclusion that humanitarian aid operations should be financed by the Community for a period of 18 months,
- (8) It is estimated that an amount of 18 million € from budget article B7-210 of the general budget of the European Community is necessary to provide humanitarian assistance to vulnerable population affected by the conflict in the Coastal West Africa Region<sup>2</sup> taking into account the available budget, other donors' interventions and other factors,
- (9) In order to ensure the effective implementation of this decision at the beginning of the budget year 2004, this decision may exceptionally be adopted during 2003,
- (10) In accordance with Article 17 (3) of Council Regulation (EC) No 1257/96 of 20 June 1996 concerning humanitarian aid, the Humanitarian Aid Committee gave a favourable opinion on **19/11/2003**.

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<sup>1</sup> OJ L 163, 2.7.1996, p.1-6

<sup>2</sup> The so-called Coastal West Africa Region comprises Liberia, Sierra Leone, Guinea and Côte d'Ivoire.

HAS DECIDED AS FOLLOWS:

*Article 1*

1. In accordance with the objectives and general principles of humanitarian aid, the Commission hereby approves an amount of 18 million Euro for humanitarian aid operations (Global Plan) for vulnerable populations in Coastal West Africa (Liberia, Sierra Leone, Guinea and Côte d'Ivoire) from article B7-210 of the general budget of the European Community,
2. In accordance with article 2 of Council Regulation (EC) No 1257/96, the humanitarian operations will be implemented in the framework of the following specific objectives:
  - To provide integrated assistance to vulnerable populations.
  - To phase out multi-sector emergency assistance whilst simultaneously linking it to rehabilitation and resettlement programmes (LRRD) in areas emerging from conflict.
  - To strengthen regional programme support and emergency operations.
3. The amounts allocated to each of these objectives and for the reserve are listed in the annex to this decision.

*Article 2*

Without prejudice to the use of the reserve, the Commission may, where this is justified by the humanitarian situation, re-allocate the funding levels established for one of the objectives set out in Article 1(2) to another objective mentioned therein provided that the re-allocated amount represents less than 20% of the global amount covered by this decision and does not exceed 2 million Euro.

*Article 3*

1. The duration of the implementation of this decision shall be for a period of 18 months, starting on 01/01/2004.
2. Expenditure under this decision shall be eligible from 1 January 2004.
3. If the actions envisaged in this decision are suspended due to *force majeure* or comparable circumstances, the period of suspension will not be taken into account for the calculation of the duration of the implementation of this decision.

*Article 4*

1. The commitment and payment of 18,000,000 € shall be conditional upon the necessary funds being available under the 2004 general budget of the European Communities.
2. This Decision shall take effect on 01/01/2004.

Done at Brussels, [ *date to be inserted by SG* ]

*For the Commission*

[ *name to be inserted by SG* ]

*Member of the Commission*

**Annex: Breakdown of allocations by specific objectives**

<b>Specific objectives</b>	<b>Allocated amount by specific objective (EUR)</b>
To provide integrated assistance to vulnerable populations in areas of great insecurity.	10,000,000
To phase out multi-sector emergency assistance whilst simultaneously linking it to rehabilitation and resettlement programmes (LRRD) in areas emerging from conflict.	3,500,000
To strengthen regional programme support and emergency operations.	3,000,000
Reserve	1,500,000
<b>TOTAL</b>	<b>18,000,000</b>