



EUROPEAN COMMISSION
HUMANITARIAN AID OFFICE (ECHO)

**HUMANITARIAN AID
for vulnerable populations
in the
COASTAL WEST AFRICA REGION¹**

GLOBAL PLAN 2005

Humanitarian Aid Committee 16 December 2004

ECHO/-WF/BUD/2005/01000

¹ The region includes Liberia, Guinea and Côte d'Ivoire

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1. EXECUTIVE SUMMARY

Coastal West Africa is in turmoil since 14 years with huge consequences in terms of human suffering. In 2004 the improved humanitarian context in Sierra Leone allowed ECHO to phase out from emergency aid but the situation in Liberia, Guinea and Côte d'Ivoire is requiring continued ECHO's assistance.

The above mentioned countries are going through interlinked political and military crisis. Additionally, large movements of population as the repatriation of Liberians and Ivorians have a regional dimension. Humanitarian needs in the region can consequently be better supported within the framework of a regional funding approach that allows adapting ECHO's intervention strategy to evolving needs.

The repatriation and return of Liberian refugees and internally displaced people is one of the major humanitarian challenges in the region for 2005. **Liberia** is expected to attract a lot of attention and funds in the coming year because of the size of the problem. 340.000 Liberian refugees currently hosted mainly in Guinea, Sierra Leone, Côte d'Ivoire and Ghana are on their way back home, and about half a million IDPs are to be resettled in their areas of origin in Liberia.

Humanitarian assistance to **Guinea** is to be continued on support to Liberian and Ivorian refugees who will not go back home with the first convoys of 2005. Humanitarian support will also be justified by the extremely fragile internal situation of the country and by the potentially negative impact that thousands refugees could have on the Guinean internal situation.

Côte d'Ivoire does not seem to have any political solution at the horizon and more than two years after the attempted coup the country is still divided in two. Although the conflict has never reached the intensity of some of its neighbouring countries, this situation of more than two years of partition of the territory has humanitarian consequences in terms of access to health services, food security and malnutrition. The ethnic component of the crisis is becoming more and more important and protection assistance is needed to limit and prevent increasingly widespread abuses. At the time of drafting this decision, conflict has restarted in Côte d'Ivoire. Western Côte d'Ivoire is seen as the priority for humanitarian interventions as the problems in the North seemed to be more of a structural nature. However, the resumption of hostilities in November 2004 is likely to lead to increased needs in the whole country which will require additional funds for humanitarian operations. The full impact of these most recent developments can not be fully assessed at the time of the drafting of this Global Plan. This Global Plan will allow continuing on-going humanitarian operations to ensure their continuity. In addition, a separate funding decision will most probably be proposed in a very near future to respond to increasing needs in Côte d'Ivoire.

In view of the current humanitarian situation, the present regional funding decision will cover Liberia, Côte d'Ivoire and Guinea. It will have the objective to provide these countries with targeted integrated emergency assistance in the traditional sectors of health care, nutrition, food security, water/sanitation, shelter, essential items (NFIs) and protection. In addition, this Global Plan will also support such regional operations as the repatriation exercise of Liberians from neighbouring hosting countries. It will also cover regional protection operations in particular for children's protection and will support a humanitarian regional air transport service. The 2005 ECHO Global Plan for Coastal West Africa provides 25 M€ for a period of

18 months, and will include a reserve to deal with unforeseen events such as modification of repatriation patterns and evolution of the situation in Côte d'Ivoire.

2. CONTEXT AND SITUATION

2.1. General context

Coastal West Africa is at the centre of a regional crisis that started in 1989 when rebels led by Charles Taylor attacked eastern Liberia. Since then, at different stages and with different intensity, fighting went through Liberia, Sierra Leone, Guinea and lastly Cote d'Ivoire. Armed confrontations within these nations have always been closely intertwined and each country has been hosting on its soil armed dissidents from a neighbouring country. Because of the cross-border flow of weapons, fighters, diamonds and alike, their respective border areas have often turned into lawless areas. Throughout the last two decades, the regional landscape has been characterised by the control and exploitation of natural resources - diamonds, cocoa, rubber, and cotton - by small groups but also by a constant decrease of governance and by the deterioration of human development indexes.

Liberia has been marked by intermittent civil war and an estimated 250,000 people have been killed. Even after former rebel Taylor won presidential elections in 1997, low intensity warfare continued with support from neighbouring countries. Starting from 1999 the LURD (Liberian United for Reconciliation and Democracy) rebel movement with rear bases in Guinea intensified military activities. It was joined later in 2003 by MODEL (Movement for Democracy in Liberia) operating from Cote d'Ivoire. If on the one hand their successful descent towards Monrovia contributed to force Taylor to quit power in August 2003, on the other hand it resulted yet again in large-scale population displacement and suffering.

After Taylor's departure, the Accra Peace Agreement of August 2003 laid the foundations for the creation of the National Transitional Government of Liberia (NTGL) that received a mandate to prepare the ground for democratic legislative and presidential elections in October 2005. Subsequently, UN peacekeeping forces (UNMIL) were deployed throughout Liberia and ordered to ensure the protection of civilians and the disarmament and demobilization of fighters.

With unstable neighbours such as Liberia, and Côte d'Ivoire, the prevailing situation in **Guinea** is extremely fragile. Even though Guinea has not witnessed recent major fighting on its soil, the economic situation has been constantly deteriorating and has badly hit the already poor living standards of the Guinean population. The *Guinée forestière* region is possibly even tenser than the rest of the country given its vicinity to troubled Liberian and Ivorian borders. Guinea still harbours a significant number of refugees -mainly Liberians- but weapons and fighters of all sorts are also believed to have taken refuge in this region in order to escape from DDR processes in neighbouring countries.

Once a regional model of socio-economic stability 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, another attempted coup to overthrow President Gbagbo failed, but managed to split the country into two: the Government controls the South while the North is under control of the *forces nouvelles* (coalition of 3 ex-rebel groups). Along the physical frontline, a *zone de confiance* has been established by international peacekeeping troops. Liberian rebels were recruited to provide support to the rebellion and

brought further violence to Côte d'Ivoire. They ended up fighting against Liberians from an opposite ethnic group living as refugees in Côte d'Ivoire and loyal to the Ivorian government. Following the French-brokered Linas-Marcoussis peace agreement of January 2003, a government of national reconciliation that include members of the "*Forces Nouvelles*" was put in place.

Until a couple of years ago **Sierra Leone** and the border area of the "parrot beak" (intersection of the borders of Guinea, Liberia and Sierra Leone) were the epicentre of regional military developments and related humanitarian crisis in **Coastal West Africa**. Sierra Leone is now going through a slow but relatively steady improvement in its political situation. This has resulted in an improvement of the humanitarian situation which is allowing ECHO to disengage from emergency funding after successful hand over to rehabilitation and development funding (LRRD).

2.2. Current situation

Today the epicentre of the humanitarian crisis has shifted eastwards to Liberia and the area around Mount Nimba (see map in annex) that encompasses *Guinée forestière*, Western Côte d'Ivoire and the north-eastern counties of Liberia and has probably become the hot spot of West Africa. Here one can find a concentration of most of the key elements for either an improvement or a deterioration of the situation in the rest of the region: circulation of weapons, mercenaries, militia, refugees, smuggling of valuable resources and establishment of criminal cross-border alliances.

Despite all the kinds of problems related to the post war situation, a huge amount of progress has been made in bringing peace and stability back to **Liberia** since the signature of the Peace Agreement. Both the deployment of United Nations blue helmets and the disarmament/demobilization process of 97.000 ex-combatants contributed to improve the security situation up country. However it appears that weapons are still circulating, that tension is high in some areas and that abuses on population are still being perpetrated. Recent troubles in Monrovia proved that the capital has not been spared and the extension of UNMIL's mandate for another full year is totally justified.

The transitional Government chaired by C. Bryant is made up of members of the previous government, ex-rebels, opposition leaders and civil society groups, which could constitute an opportunity for the consolidation of peace should there be real political commitment for the genuine reconstruction of the country. However serious concerns remain over the management of public finances and over the increasing level of corruption.

The current situation is characterised by the longstanding displacement of 500,000 people within Liberia (261.000 in camps) and an estimated 340.0000 refugees living in neighbouring countries. The too-often-forgotten communities that never managed to seek any refuge but remained trapped in Liberia and endured fighting are also a major element to be considered.

The political future of **Guinea** is uncertain and the economic situation of the country is very weak. The population is suffering from a sudden depreciation of the Guinean currency and the increased price of basic commodities such as the price of rice or fuel that went up by 67% in 2004; basic services such as water and electricity are also very expensive and often unavailable.

The European Union had decided in March 2004 to open consultations with the Republic of Guinea under article 96 of the Cotonou Agreement. This decision was motivated by the deterioration of democratic principles and of the rule of law, by the lack of respect of human rights and fundamental freedom and the absence of good governance. Last July, the EU considered that Guinea had made sufficient commitments and had given positive indications to reinforce democracy, in particular with the resumption of the national dialogue with opposition parties and civil society, and the establishing of structural conditions for macro-economic stability.

Around 80.000 refugees are still sheltered in seven camps in the south-eastern part of the country. Tension among the different ethnic groups within the *Guinée forestière* is also on the increase and in summer 2004 minor incidents led to ethnic clashes in Nzérékore. Ethnic tension could be further fuelled by the “guns for hire” widely available in the region. Guinea has also several thousands of *jeunes volontaires* - militia groups formerly associated with National Armed Forces but now increasingly disgruntled - who are active almost all over the country and who should be demobilised (although there are no plans for this).

Two years after the outbreak of the armed conflict in **Côte d’Ivoire** none of the problems at the centre of the crisis have yet been addressed (nationality, eligibility for elections, status of foreign nationals, land tenure, disarmament). In March 2004 a protest of opposition parties in Abidjan was brutally put down with an estimated 120 people being killed by police and pro-Government militias. The withdrawal of opposition parties from the Government of national reconciliation and the discovery of a mass grave in the town of Korhogo further increased political tensions in summer 2004.

The Linas-Marcoussis agreement was followed by the Accra III agreement of July 2004 facilitated by ECOWAS. However, the most important deadlines of the new agreement were not respected and both political reforms and DDR are at a stalemate. Parliamentary and presidential elections are scheduled for October 2005 but all the necessary preparatory work is politically contentious and represents major obstacles. If in the northern part of the country there are evident signs of increasing splits within the *Force nouvelles*, in the southern part, pro-government militia have reportedly turned into paramilitary units operating separately from the Army. Despite the presence of the French *Opération Licorne* and UN peacekeeping forces, the disarmament process is crucial to improve security and reduce increasing ethnic tensions.

The situation in Côte d’Ivoire deteriorated drastically in November 2004 with the government air strikes on military objectives of the *Forces Nouvelles* and a French army base in the rebel-held territory in the North. These incidents resulted in the outbreak of fighting between the French Forces and Ivorian troops in Abidjan as well as civilians riots and lootings targeting foreign nationals. The current crisis is a political and military one, but will also have a substantial impact on the humanitarian situation.

3. IDENTIFICATION AND ASSESSMENT OF HUMANITARIAN NEEDS

Today **Liberia** has an estimated population of 3.4 millions and is the second poorest country in the world. Humanitarian needs are still huge due to the high percentage of displaced population and the almost total absence of public services. The repatriation of Liberian refugees officially started in October 2004, while the resettlement process of internally displaced people (IDPs) started on 8 November 2004. Facilitated resettlement will take place

in those counties declared safe (Lofa County alone is expected to receive around 200.000 returnees) unless the deterioration of the situation in Côte d'Ivoire and/or Guinea force the return process in counties not yet declared safe (Montserrado, Lofa, Nimba, Gran Bassa, Grand Gedeh, Sinoe, Riverghee, Grand Kru, Maryland) .

The success of the return and reintegration processes will depend on the support given and on the reconciliation of ethnic, political and religious issues. The population still suffers from harassment and forced labour perpetrated by elements of armed factions and gender based violence particularly is still rife in camp setting. There is a crucial need for protection assistance. An estimated 10% of the 8.000 children who have gone through the latest disarmament and demobilization process are still in need of special assistance for protection and reintegration.

Continued support to the IDP population remains critical. A great focus must also be placed on reintegration and rehabilitation programmes targeting the whole population in need. This will be particularly crucial in the areas of major return where local communities are unable to cope with the pressure of returnees given the absence of public services.

The health care system has virtually broken down and only 10% of Liberians have access to some kind of health. Out of 293 public health facilities, 242 have been looted or closed. 110 are re-opening with external support. Out of the 15 secondary level referral hospital, 10 are working only with international support and 4 are not working at all. Only one is supported by the Ministry of Health. Cholera, Yellow fever and Lassa fever are endemic; HIV-AIDS prevalence is estimated at 10-12%. Recent indicators about the nutritional status show that malnutrition has become more structural, less related to an overall lack of food but rather related to poor food education, poor hygiene and other pathologies (typical of post war situations).

Agriculture remains the basis for food security. However, lots of fertile land was abandoned or looted. In addition, inadequate availability of quality and appropriate agricultural inputs is a constraint for the restart of the agricultural system. The priority objective is to strengthen domestic production providing seeds and tools to rural families in the areas of return.

The war inflicted damages on water infrastructure and most recent data suggest that only 31% of the population has access to safe water. Thousands of housing facilities have also been destroyed along some border areas entire villages have been razed to the ground. Indicators on education show that today Liberia is one of the few countries in the world with more literate adults than children. 75% of educational infrastructures are damaged or destroyed and need rehabilitation or reconstruction.

In **Guinea** the refugee in camps are made of mainly Liberians, a few thousand Ivorian refugees still in the transit camp of Nonah and a few Leoneans who are left after the UNHCR's organised repatriation came to an end in June 2004.

Liberian refugees are generally cautious and hesitant about their return to Liberia since some of them returned already once to Liberia (1996-1997) and were forced out again few years later. For many of them the situation in Liberia remains very fragile. Assistance in the camps such as health, water/sanitation and food assistance will need to be maintained during year 2005. Simultaneously repatriation should be promoted through information campaigns, registration before departure, organisation of convoys, construction and rehabilitation of

transit centres, distribution of resettlement packs, establishment and management of reception centres in Liberia.

The need for the adequate protection of those refugees remaining in camps and of those undergoing repatriation will remain as crucial as ever. Unaccompanied and separated children will need particular attention during the repatriation phases.

With regard to the internal situation in Guinea, a close follow-up of the situation is necessary. In the case of a major outbreak of violence resulting in humanitarian needs, it would be necessary to assess rapidly the situation and to react immediately with the appropriate funding.

In **Côte d'Ivoire** the conflict resulted in large population movements. There are estimations of up to 550.000-700.000 IDPs on top of some 74.000 Liberian refugees in the country. The limited return of civil servants in the North, the overall negative impact of the crisis on the economic situation as well as the constant impoverishment of the population all need to be taken into serious account. The most recent government bombing raids in the North of the country are likely to provoke new waves of population movements, internally and cross-border. However, the full consequences of these latest developments cannot yet be assessed.

The health care system collapsed in the North and West of Côte d'Ivoire after the outbreak of the conflict. Over 80% of the health personnel fled and around 70% of health infrastructures were closed. A partial return of staff and re-start of health services can be noted in particular in the North. In the West international NGOs are often the only providers of health care. The full redeployment of public administration, including health staff, is not likely to happen in the near future due to the continuing volatile political situation.

In the West, protection assistance is needed, in particular in the area within the *zone de confiance*. There is a general rise in crime, movement of militias and problems of access. The ongoing local conflict has its roots in the ethnic issues and –closely related to that- the control of resources and land tenure. This has resulted in harassment, displacement and abuses on the resident and immigrant populations who have been chased from their villages.

The division of the country, violence, displacement and lack of access to land have seriously affected the food security situation of the population thus resulting in nutritional problems. The renewed outbreak of fighting might result in a deterioration of the food security situation in the whole country. The political propaganda has made the situation difficult for foreigners from the sub-region but also for other foreigners associated with French or UN troops. The upcoming elections of October 2005 are likely to provoke further insecurity and tensions in all parts of the country well before the election deadline.

The humanitarian situation in Côte d'Ivoire has experienced a setback due to the resumption of hostilities in November 2004. The food security situation and the nutritional status of the population will deteriorate if the violence continues. Due to the very volatile security situation access to health services is increasingly limited. Shortages of water and electricity supplies in the North could lead to a major humanitarian catastrophe. The ethnic component of the crisis is becoming increasingly important. By the time of writing of this Global Plan over 20.000 Ivorians, West African immigrant workers and Liberian refugees have fled to neighbouring countries, mainly to Liberia.

4. PROPOSED ECHO STRATEGY

4.1. Coherence with ECHO's overall strategic priorities

The strategy for Coastal West Africa will be in line with ECHO's overall Aid Strategy for year 2005, which encompasses:

1. Needs based approach: identify and intervene in the areas of greatest humanitarian needs: ECHO is directing its funds towards most vulnerable areas (Mount Nimba region, western Côte d'Ivoire and areas with concentration of population and high level of destruction in Liberia) and vulnerable populations (refugees, IDPs, hosting communities, women and children).

2. Specific attention to "forgotten crises" and "forgotten needs": even though the region has attracted more attention during the last few years, the upsurge of acute humanitarian crises in other parts of the world diverted large part of the attention. ECHO will continue to support assistance provided to refugees in Guinea as well as vulnerable populations in Liberia and Côte d'Ivoire.

3. Cross-cutting issues appropriately addressed:

Link between relief, rehabilitation and development: in 2004 ECHO successfully completed the LRRD process in Sierra Leone. In Côte d'Ivoire and Liberia, ECHO will continue to ensure coherence and continuity between the support to humanitarian operations and the development approaches designed by the other EC instruments;

Children have severely suffered during the conflict (forced recruitment and labour by rebel groups, lack of protection, family separation and lack of access to basic services). In 2005, ECHO will continue its support to children through the restoration of health and possibly education facilities, as well as activities of child protection, including family reunification and reintegration of children associated with armed forces.

Water: access to water and sanitation in urban and rural areas is among the highest priorities for ECHO in Liberia, both for people living in the camps and resident communities as a way to mitigate exposure to health hazards.

HIV/AIDS: In those areas where ECHO is already present, recognizing the need to prevent, manage and decrease HIV/Aids and conscious of the limitations given by the relative short nature of Echo funding, ECHO encourages partners to mainstream HIV/Aids activities in all funded projects where activities are feasible. Expected mainstreaming includes the use of universal precautions for those actions that can vector or hinder HIV transmission (needles, sharps, gloves, disinfection...), the screening of blood for transfusions, the distribution of condoms and the diffusion of information/education/communication as well as workplace safety measures for the partners themselves. Coordination across partners and monitoring efforts are also encouraged.

In ongoing ECHO funded programs, where appropriate and feasible, ECHO recommends multi-sectoral preventive and curative activities with special care for HIV infected or at risk persons including distribution of food and non-food items for vulnerable, nutrition (including ready-to-use therapeutic food), health (STDs management, opportunistic infections treatment, ensuring safe deliveries), protection against sexual violence and partner's staff policy. This includes the possibility of anti-retroviral post exposure prophylaxis. The needs of people with Aids, including their weakness, may prompt particular designs for shelters, rehabilitated structures and water and sanitation systems.

HIV/Aids by itself is not an entry criteria for ECHO. The short time frame of Echo funding decisions does not allow to consider activities that need continuity. Exceptions may be considered in a case by case base, including parent-to-child transmission prevention.

4.2. Impact of previous humanitarian response

Since 2003 and the onset of the humanitarian crisis which led to the massive displacement of people toward Monrovia, the support of ECHO in **Liberia** can be divided into three steps; (a) response to humanitarian needs in health, water, sanitation and shelter in Monrovia during the emergency of the summer of 2003; (b) support to humanitarian activities in IDPs camps (ECHO support in the camps allowed 98.000 IDPs out of 261.000 to have access to safe water and sanitation, while 50.000 benefited from food aid distribution); (c) restoration of basic services in counties where access was possible (ECHO support allowed the reopening of 10 hospitals in Liberia and the reduction by 85% of the incidence of cholera epidemics).

In 2004 in **Guinea** ECHO supported provision of basic services for 29.000 refugees ; income generating projects for refugees; activities in preparation of the repatriation of Liberian refugees and provision of drinking water to the town of N'Zérékoré affected by the presence of quantities of urban refugees and to villages hosting Guinean returnees from Côte d'Ivoire.

In 2004 ECHO funded activities in **Côte d'Ivoire** focussed mainly onto the western, central and northern part of the country. In 2004, ECHO funds contributed to the functional rehabilitation of 4 hospitals and approximately 40 health centres, 20.000 children <5 years were screened for malnutrition and 3.000 of them were treated. Inputs to stimulate agricultural production were given to 4.500 families and 2.800 families received food aid. Protection assistance was granted to 6.000 "third country nationals" and to 2.200 children associated with fighting forces. Furthermore, ECHO provided funding towards humanitarian co-ordination efforts in the North, an area often forgotten by aid agencies.

In **Sierra Leone** the year 2004 was a transition period during which ECHO successfully managed to transfer most of the projects worth continuing after the emergency phase to medium and long term funding.

Within the framework of the **regional objective** of Global Plan 2004, ECHO funded the humanitarian regional air operation system that has been flying 800 passengers/month from 54 different organisations to more than 10 different destinations within the region. ECHO has also supported a regional protection programme to reinforce regional coordination and direct responses for protection of children affected by armed conflict; this resulted in the establishment of a sub-regional mechanism that improves cross-border information flow in favour of assistance and reunification of separated children.

4.3. Coordination with activities of other donors and institutions

The ECHO regional office of Abidjan has always been playing a major role in coordination with other donors and regional aid agencies. In recent months OCHA has been more active in this sense both at Abidjan and Dakar level. With regards to Liberia, ECHO is worried about the withdrawal of OCHA from Liberia and the decision of bringing the humanitarian coordination under the wing of UNMIL as this could jeopardise the application of the humanitarian principles of independence, neutrality and impartiality.

The present global plan is the result of formal consultations held with all main aid agencies

and ECHO partners both at field and HQ level. The possible trends of the regional humanitarian crisis have been discussed at length with other main regional donors and EU member states. Consultations within different EC services (AIDCO and DG DEV) are held both on the ground and in Brussels (task forces) on regular basis. This close coordination allowed good complementarities in the financial support provided to humanitarian operations, as well as a common position about strategies thus reinforcing the coherence of the approaches

4.4. Risk assessment and assumptions

The limited flow or the suspension of post-crisis funding by some donors in the region may seriously limit the impact of humanitarian activities by impeding the necessary linkages to rehabilitation and development programmes. Humanitarian aid could be called in to fill the gap left by development funding suspended because of political reasons thus making emergency aid less effective.

Elections scheduled at the end of 2005 in Liberia and Côte d'Ivoire could increase tensions and political instability in the entire region.

In Liberia, the pace of repatriation and return to the areas of origin will depend not only on the security situation in Liberia itself but also on the situation in the countries of asylum. A further deterioration of the situation in Guinea and Côte d'Ivoire could have a negative impact on Liberia by accelerating the speed of repatriation well over the absorption capacity of Liberia and creating huge humanitarian needs.

Confrontations too close to Liberian borders could revitalise the cross-border circulation of weapons and fighters willing to join factions in Ivory Coast and in Guinea.

Guinea has been on the edge of collapse for a few years. The Government of Guinea must now demonstrate whether or not the recent positive signs given to the EU will materialise in concrete measures. Unstable neighbouring countries could potentially lead to a major political crisis in Guinea itself that could degenerate into clashes or civil war.

Scattered security incidents might appear in *Guinée forestière* in 2005 thus hampering humanitarian operations.

Infrastructures (roads and bridges) are rapidly deteriorating making humanitarian operations in the country more difficult.

In Côte d'Ivoire, the very recent deterioration of the situation could lead to the escalation of a new war including the whole region. Confrontations in the northern part of the country could spill over to Mali and Burkina Faso (elections at the end of 2005) and result in movements of population internally as well as across borders. Several humanitarian organisations have suspended their activities at the time of the drafting of this Global Plan. The resumption of activities will depend on the evolution of the situation.

4.5. ECHO strategy

The principal objective of this Global Plan is to provide, within a regional approach, the necessary assistance to people affected by long lasting crisis and outbreaks of violence in Liberia, Guinea and Côte d'Ivoire.

This decision is divided into 5 specific objectives. The first 3 objectives aim at supporting integrated assistance provided to most vulnerable populations:

- **Objective 1: Liberia.** *Liberian population including returnees and IDPs, children affected by armed forces and resident communities are provided with integrated post emergency assistance*

ECHO established criteria to define the geographical areas of priority for intervention in 2005: (a) areas of expected return of IDPs and refugees; (b) areas where the level of destruction of infrastructures is hampering access to basic services; (c) areas of highest concentration of population: resident, returnees, IDPs. Lofa, Bong, Bomi, Montserrado and Nimba are at the top of priority of ECHO's interventions. Grand Cape Mount and Maryland counties are at second level of priority followed by Gbarpolu and Grand Gedeh counties at third level. ECHO's financial contribution will mainly support assistance to IDPs in camps, return process, access to basic services in priority areas (shelter, water and sanitation, health care and nutrition), restoration of agriculture and livelihood and protection of vulnerable groups.

- **Objective 2: Guinea.** *Refugees in Guinée forestière are provided with basic essential assistance and protection measures.*

In continuity with previous years, support will be given to care and maintenance services (mainly water and sanitation and health care) for refugees, Liberians and Ivorians nationals, in Guinean camps. Protection activities for refugees will also be funded under this decision as well as facilitation and preparation operations for the repatriation of Liberians. The Guinean population is not targeted by this decision unless a crisis occurs in the country; should this happen, the reserve of the Global Plan could be used but a separate financial decision might be required depending on the size of the crisis.

- **Objective 3: Côte d'Ivoire.** *Vulnerable populations affected by the conflict in Côte d'Ivoire are provided with integrated assistance.*

Funds will essentially cover primary and secondary health care, nutrition and food security, protection, humanitarian coordination, shelter and non food items. The priority area of intervention will be Western Côte d'Ivoire which is still to be considered the most vulnerable one. The problems in the North were assessed to be more of a structural nature and, therefore, to be addressed by more long-term donors. This decision will allow continuing to support the humanitarian operations that are going on for two years and that are still necessary in the present situation. However, due to the renewed outbreak of violence in November 2004 the humanitarian situation has experienced a major setback and needs in the whole country are likely to increase. Consequently, financial support of interventions in other conflict-affected areas is also foreseen. Additional funds will most likely have to be made available very soon to respond to additional humanitarian needs due to the recent resumption of hostilities.

- **Objective 4: Coastal West Africa:** *Regional humanitarian programs are strengthened*

- Support to the repatriation of refugees from neighbouring countries is the main objective; progressively shift funds from country of asylum to assistance to repatriation

and assistance to resettlement. This will also ease the burden on countries of asylum in case of a sudden deterioration of the domestic situation. The regional approach will provide a flexibility according to population flows;

- Support the protection of the more vulnerable people throughout the region given the past history of huge human rights violations in the region and the constant collapse of law and order.
- Support to the humanitarian regional air operation in order to grant access to isolated/insecure areas and to perform emergency evacuations.

- **Objective 5: Technical assistance:** *Appropriate field capacities are maintained to assess evolving needs and devise coordinated responses, and to evaluate the operations financed by the Commission in countries covered by this Global Plan.*

4.6. Duration

The implementation timeframe for this decision will be 18 months starting from 1 January 2005. 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. In this respect the procedures established in the general conditions of the specific agreement will be applied

4.7. Amount of decision and strategic programming matrix

4.7.1. Total amount of the decision: 25 M€

4.7.2. Strategic programming matrix: *see following page*

STRATEGIC PROGRAMMING MATRIX FOR THE GLOBAL PLAN – ECHO/-WF/BUD/2004/01000

Repatriation of Liberian refugees is supported and the most vulnerable populations in the region are provided with integrated assistance					
Principal objective					
Specific objectives	Allocated amount	Geographical area	Activities supported	Expected outputs / indicators	Potential partners
Specific objective 1: Liberian population including returnees and IDPs, children affected by armed forces and resident communities are provided with integrated post emergency assistance <i>Beneficiaries: 1.525.000</i>	12 M€	Liberia (Primarily Lofa, Bong, Bomi, Montserrado, Nimba, Grand Cape Mount, Gbarpolu, Grand Gedeh, Maryland)	<ul style="list-style-type: none"> - Primary and secondary health care - Nutrition / Food security - Water and sanitation - Shelter / NFIs - Transport - Assistance / Protection - Care and Maintenance 	<ul style="list-style-type: none"> - Functioning of the primary health care system and key referral services (morbidity and mortality reduced) - Treatment of moderate and severe malnutrition; vulnerability reduced; restart of agricultural system - Provision of facilities conform to minimum standards - registration of and assistance to IDPs/refugees - Integrated assistance maintained in the camps 	UNHCR, ICRC, UNICEF, OCHA, IOM, MSF, ACF, MERLIN, OXFAM, MDM, Concern, Caritas, Solidarités, Red Cross Movement, SCF, IRC Movimundo, LWF, NRC, DRC, ADRA, Première Urgence, FAO, GAA, Tearfund, WVI, Diakonie, FinnChurchAid
Specific objective 2: Refugees in Guinée forestière are provided with basic essential assistance and protection measures. <i>Beneficiaries: 80.000</i>	2 M€	Guinea (refugee camps)	<ul style="list-style-type: none"> - Care and maintenance in refugee camps - Protection of refugees - Repatriation process 	<ul style="list-style-type: none"> - Refugees in Guinea are provided with appropriate protection measures and assistance (health care, water and sanitation) - Voluntary repatriation process is well prepared and implemented 	UNHCR, ACH, MSF CH, ICRC
Specific objective 3: Vulnerable populations affected by the conflict in Côte d'Ivoire are provided with integrated assistance <i>Beneficiaries: 1.115.400</i>	5 M€	Western Côte d'Ivoire, other conflict-affected areas	<ul style="list-style-type: none"> - Primary and secondary health care - Nutrition / Food security - Assistance / Protection - Humanitarian coordination - Water and sanitation 	<ul style="list-style-type: none"> - Functioning primary health care system and key referral services (morbidity and mortality reduced) - Treatment of moderate and severe malnutrition; vulnerability reduced, restart of agricultural system - registration and assistance for IDPs/ TCNs/ refugees - Country-based coordination and information systems in place - Provision of facilities conform to minimum standards 	OCHA, UNICEF, IRC, UNHCR, IOM, ICRC, IFRC, French Red Cross, Dutch Red Cross, MSF-F, MSF-B, MSF-H, CARE-FR, ALISEI, ACF-F, MDM, Solidarités, SCUK, Caritas, OXFAM, Handicap International, Merlin
Specific objective 4: Regional humanitarian programs and are strengthened <i>Beneficiaries: 150.000</i>	5,15 M€	Coastal West Africa	<ul style="list-style-type: none"> - Repatriation/ resettlement of refugees - Protection of population at risk - Regional air transport - Regional health operations 	<ul style="list-style-type: none"> - Refugees return and resettle in their place of origin - registration of and assistance to IDPs/refugees - Transport for humanitarian staff and small cargo; medical evacuation - Specific health issues are dealt at the regional level 	UNHCR, IOM, WFP, UNICEF, WHO, SCF
Specific objective 5: Appropriate field capacities are maintained to assess evolving needs and devise coordinated responses, and to evaluate the operations financed by the Commission in countries covered by this Global Plan.	130.000€	Coastal West Africa	<ul style="list-style-type: none"> - Technical assistance 	<ul style="list-style-type: none"> - Improved responses and co-ordination. - Regular Project Monitoring (at least one field visit per contractual period) - Timely reporting/ administrative dealing of contracts. 	
Risk assessment: Reduction or suspension of post-crisis limits the impact of humanitarian activities. Elections scheduled at the end of 2005 in Liberia and Côte d'Ivoire increase tensions and political instability in the entire region. Further deterioration of the situation in Guinea and/or escalation of hostilities in Côte d'Ivoire impact negatively Liberia by accelerating the pace of repatriation. The rapid deterioration of infrastructures makes humanitarian operations much more difficult.					
Assumptions	Stability in Liberia during the electoral process. Status quo or implementation of peace agreement in Côte d'Ivoire. Stability in Guinea and Sierra Leone				
Reserve	€720.000				
Total cost	€25 Million				

5. Evaluation

Under article 18 of Council Regulation (EC) No.1257/96 of 20 June 1996 concerning humanitarian aid the Commission is required to “regularly assess humanitarian aid operations financed by the Community in order to establish whether they have achieved their objectives and to produce guidelines for improving the effectiveness of subsequent operations.” These evaluations are structured and organized in overarching and cross cutting issues forming part of ECHO’s Annual Strategy such as child-related issues, the security of relief workers, respect for human rights, gender. Each year, an indicative Evaluation Programme is established after a consultative process. This programme is flexible and can be adapted to include evaluations not foreseen in the initial programme, in response to particular events or changing circumstances. More information can be obtained at:

http://europa.eu.int/comm/echo/evaluation/index_en.htm.



6. Budget Impact article **23 02 01**

	CE (in Euro)
Draft Budget Appropriations for 2005	471.000.000
Supplementary Budgets	-
Transfers	-
Draft Budget Appropriations for 2005	471.000.000
Total amount of the Decision	25,000,000

7. Annexes

- Annex 1: Statistics on the humanitarian situation**
- Annex 2: Map of countries and location of ECHO operations**
- Annex 3: List of previous ECHO operations**
- Annex 4: Other donors’ assistance**
- Annex 5: List of Abbreviations**

Annex 1: Statistics on the humanitarian situation

Final results												
 Humanitarian Aid Office  EUROPEAN COMMISSION		HDR 2004 UNDP Human Development Index HDI (177)	HDR 2004 UNDP Human Poverty Index HPI-1 (95)	CRED 2004 Natural Disasters	HIK 2004 Conflicts	Refugees / (GDP / capita)	IDPs / Total Populati on	UNICEF 2004: % of Children under WEIGHT (age <5)	UNICEF 2004: ‰ of Child mortality (age <5)	OECD net ODA / Capita	OECD net ODA / Capita	
Survey Indications												
Countries ranking – GNA 2005		GNA 2005 Average	GNA HDI Score	GNA HPI-1 Score	GNA NatDis score	GNA Conflicts score	GNA Ref score	GNA IDP score	GNA UndW score	GNA Mort score	GNA ODA score	GNA ODA score
1	Liberia	2,13	x	x	1	3	3	3	x	3	2	2
2	Guinea	2,11	3	x	0	2	3	2	2	3	2	2
41	Côte d'Ivoire	2,20	3	3	0	3	2	2	2	3	2	2

Score parameters: level of needs	
3	high need
2	medium need
1	low need
0	no need
x	no relevance or no data

Note: The draft ECHO Global Needs Assessment 2005 was presented during the September 2004 HAC. The sources of information are OECD, CRED, HIK and UN organizations. It complements needs assessments at field level. The above table suggests reflecting 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 sub national 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 countries and location of ECHO operations



Annex 4: Other donors' assistance

Other donors' contributions in Coastal West Africa in 2004

1. EU Member States ^(*)		2. European Commission		3. Others*	
	EUR		EUR		EUR
Austria	0	ECHO	22.300.000	USA	79.130.937
Belgium	0	Other services	199.000.000	Japan	14.805.620
Denmark	3.161.208			Canada	4.069.034
Finland	1.980.000			Norway	2.211.790
France	497.652			Switzerland	1.747.435
Germany	5.336.159				
Greece	0				
Ireland	1.475.000				
Italy	0				
Luxembourg	0				
Netherlands	4.676.662				
Portugal	0				
Spain	0				
Sweden	9.316.335				
United Kingdom	9.995.430				
Subtotal	36.438.446	Subtotal	221.300.000	Subtotal	101.964.816
		Grand total	359.703.262		

Dated: 09/11/2004
^(*) Sources: ECHO 14 Points reporting system for Member States. <https://hac.cec.eu.int> - FTS Reliefweb for non EU Member States
 Empty cells means either no information is available or no contribution.

Annex 5: List of abbreviations

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

COMMISSION DECISION

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

THE COMMISSION OF THE EUROPEAN COMMUNITIES,

Having regard to the Treaty establishing the European Community,
Having regard to Council Regulation (EC) No.1257/96 of 20 June 1996 concerning humanitarian aid², and in particular Article 15(2) thereof,

Whereas:

- (1) Coastal West Africa, in particular Liberia and Côte d'Ivoire, 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) In order to maximise the impact of humanitarian aid for the victims, it is necessary to maintain a technical assistance capacity in the field,
- (8) 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,
- (9) It is estimated that an amount of 25,000,000 € from budget article 23 02 01 of the general budget of the European Union is necessary to provide humanitarian assistance to vulnerable populations in Coastal West Africa taking into account the available budget, other donors' interventions and other factors,

² OJ L 163, 2.7.1996, p. 1-6

- (10) In order to ensure the effective implementation of this decision at the beginning of the budget year 2005, this decision may exceptionally be adopted during 2004,
- (11) 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 16 December 2004.

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 25,000,000 Euro for humanitarian aid operations (Global Plan) Humanitarian aid to vulnerable population in Coastal West Africa from article 23 02 01 of the 2005 budget of the European Union,
2. In accordance with Article 2 and Article 4 of Council Regulation (EC) No. 1257/96, the humanitarian operations will be implemented in the framework of the following specific objectives:
 - Liberian population including returnees and IDPs, children affected by armed forces and resident communities are provided with integrated post emergency assistance.
 - Refugees in Guinée forestière area are provided with basic essential assistance and protection measures.
 - Vulnerable populations affected by the conflict in Côte d'Ivoire are provided with integrated assistance.
 - Regional humanitarian programs are strengthened
 - Appropriate field capacities are maintained to assess evolving needs and devise coordinated responses, and to evaluate the operations financed by the Commission in countries covered by this Global Plan.
3. The amounts allocated to each of these objectives are listed in the annex to this decision.

Article 2

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 01/01/2005.
2. Expenditure under this decision shall be eligible as from 01/01/2005.
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 euro 25,000,000 shall be conditional upon the necessary funds being available under the 2005 general budget of the European Union.
2. This Decision shall take effect on 1 January 2005.

Done at Brussels,

For the Commission

Member of the Commission

Annex: Breakdown of allocations by specific objectives

Specific objectives	Allocated amount by specific objective (EUR)
Liberian population including returnees and IDPs, children affected by armed forces and resident communities are provided with integrated post emergency assistance	12.000.000
Refugees in Guinée forestière area are provided with basic essential assistance and protection measures.	2.000.000
Vulnerable populations affected by the conflict in Côte d'Ivoire are provided with integrated assistance.	5.000.000
Regional humanitarian programs are strengthened	5.150.000
Appropriate field capacities are maintained to assess evolving needs and devise coordinated responses, and to evaluate the operations financed by the Commission in countries covered by this Global Plan.	130.000
Reserve	720.000
TOTAL	25.000.000

Grants for the implementation of humanitarian aid within the meaning of Council Regulation (EC) No.1257/96 of 20 June 1996 concerning humanitarian aid are awarded in accordance with the Financial Regulation, in particular Article 110 thereof, and its Implementing Rules in particular Article 168 thereof.³

Rate of financing: In accordance with Article 169 of the Financial Regulation, grants for the implementation of this Decision may finance 100% of the costs of an action.

Humanitarian aid operations funded by the Commission are implemented by NGOs and the Red Cross organisations on the basis of Framework Partnership Agreements (FPA) (in conformity with Article 163 of the Implementing Rules of the Financial Regulation) and by United Nations agencies based on the Financial and Administrative Framework Agreement (FAFA). The standards and criteria established in Echo's standard Framework Partnership Agreement to which NGO's and International organisations have to adhere and the procedures and criteria needed to become a partner may be found at http://europa.eu.int/comm/echo/partners/index_en.htm

³ Council Regulation (EC, Euratom) No 1605/2002 of 25 June 2002, , OJ L248, 16/09/2002 and No 2342/2002 of 23 December 2002, OJ L 357 of 31/12/2002.