

**Afghanistan**

**Angola**

**Burundi**

**Democratic People's  
Republic of Korea**

**Democratic Republic of  
the Congo**

**Eritrea**

**Ethiopia**

**Great Lakes Region**

**Guinea**

**Indonesia (IDPs)**

**Liberia**

**North Caucasus  
(Russian Federation)**

**Republic of the Congo**

**Sierra Leone**

**Somalia**

**Southeastern Europe**

**Sudan**

**Tajikistan**

**Uganda**

**West Africa**

# Consolidated Inter-Agency Appeals

## Mid-Year

## Review

## Status Report

## 2002



**UNITED NATIONS**

# Consolidated Inter-Agency Appeals

# Mid-Year Review Status Report 2002



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## **I. EXECUTIVE SUMMARY**

In response to 18 complex emergencies around the world, the Consolidated Appeals Process (CAP) articulates a common strategy to respond to the most pressing humanitarian needs for each emergency. This Status Report provides a global overview of the CAP at mid-year. The CAP Mid-Year Review documents for each crisis report on progress, constraints, and current priorities.

This report describes the changing environments in which humanitarian action is carried out in 2002, and identifies the opportunities and constraints faced by the aid community in relieving the suffering caused by conflict. Specific efforts by the United Nations and its partners to improve efficiency and reach of humanitarian assistance are highlighted. Representative examples of progress made across countries and sectors are noted, as well as the levels of funding against the Consolidated Inter-Agency Appeals (CAs) and the implications on the humanitarian programmes. Lastly, the funding and assistance priorities are presented.

How have the new international security agenda and the aftermath of the September 11 attacks affected humanitarian action? While some indication is given at mid-year, it is clear that a challenge for the humanitarian community will be to ensure that attention focused on previously 'forgotten' emergencies will be sustained and whether similar attention will be paid to other areas. The imperative to address deep-seated causes of humanitarian crisis in the interest of international security is greater than ever.

Meanwhile, progress towards peace has set the stage for expanded humanitarian assistance in countries like Angola, Sierra Leone, Eritrea and Ethiopia. Elsewhere, protracted conflicts in Burundi, Somalia, the Sudan, and Liberia will require renewed political will complemented by humanitarian aid.

Reaching the vulnerable is essential to provide adequate protection and assistance. However, in addition to access negotiations, humanitarian space must be preserved, and adequate staff safety and security measures are essential. The UN system, with support from donors, has prioritised creating a safer operating environment by devoting larger resources to security.

A major challenge to the humanitarian system is improving coordination. While all stand to benefit from better coordination, the lack of commitment to the process undermines its value for all. Improvements to strengthen the Consolidated Appeals Process as a coordination tool alone are not enough to address the fundamental inequities of the current system. Donor coordination is essential to promote an equitable response.

To achieve more effective humanitarian response, monitoring of strategy and programmes must be carried out. The allegations of sexual exploitation and abuse in refugee camps in West Africa demonstrated just how important monitoring is to improve accountability. Promoting a culture of protection requires the attention of all humanitarian workers.

In Southeastern Europe, Sierra Leone, Uganda, and Tajikistan, projects which alleviate human suffering, while establishing linkages to the wider agenda for post-conflict reconstruction and peace-building, have become a priority. Equally important are programmes aimed at preparedness.

The Mid-Year Reviews demonstrate significant progress in areas where funding has been forthcoming, and the dire consequences where donor support is absent. Similar patterns of unequal funding between crises and sectors are repeated as in previous years. What lies behind these discrepancies? A closer look at the figures raises even more questions. The case is made for a comprehensive study of global humanitarian assistance and donor behaviour as well as joint efforts between donors and humanitarian practitioners to overcome fundamental causes to these imbalances. The direct impact of inadequate resources is not easily quantifiable, but the consequences in human lives and suffering are grave.

Of the US\$ 3.7 billion needed to reach vulnerable populations around the world, 38.5% has been received. Excluding Afghanistan, response to the remaining 18 Appeals is 29%. To implement the comprehensive strategy as described through the Consolidated Appeals Process, this response is far from enough. Timely and increased funding is essential for effective response. For humanitarian priorities to be met all partners must work together.

## II. GLOBAL TRENDS

### *Opportunities and disappointments*

The bombing of Afghanistan in response to the September 11 terrorist attacks thrust the escalating humanitarian crisis in that country into the public limelight. Since then, the linkage between terrorism and endemic, persistent humanitarian needs has been evoked as the political context for international action.

The Afghanistan crisis brought to the fore the imperative to deal with the root causes of conflict and insecurity in many poor countries. For example, in March, the UN Security Council noted, "efforts to combat terrorism in Somalia are inseparable from the establishment of peace and governance in the country."

Also in March, the Security Council reaffirmed its concern for the hardships borne by civilians during armed conflict, and recognised the impact this has on durable peace, reconciliation and development. It thus issued an *Aide-Mémoire* on resolutions addressing the protection of civilians in armed conflict, regarding objectives such as access, separation of civilians and armed elements, effects on women, and safety and security of humanitarian personnel.

The attention given to poverty-stricken conflict areas brought an unexpected ripple effect, in the form of increased funding for humanitarian operations in hitherto forgotten areas. This was the case in Afghanistan itself, but also in neighbouring Tajikistan. Combined with positive political and security developments, the opportunity for effective humanitarian action is high, if linked with development action, to contribute to lasting solutions to conflict and poverty. Whether this attention can be sustained, and whether similar attention will be paid to other areas, is yet to be seen.

Prospects for peace in areas of perennial conflict encouraged optimism that access to vulnerable populations would increase and life-saving humanitarian assistance could be provided in tandem with life-sustaining programmes.

In January 2002, the civil war in Sierra Leone was declared officially over, following the completion of the disarmament and demobilisation campaign. Peaceful elections signalled the transition to democracy on 14 May, as the incumbent President was elected by a large majority of voters, which augurs well for continued stability. Rapid improvement in the security situation has provided humanitarian agencies access to all parts of the country for the first time in ten years. These improvements have facilitated the ongoing return and resettlement of internally displaced populations (IDPs) and refugees.

In Sudan, the cease-fire agreement for the Nuba Mountains, signed in January 2002, is a major breakthrough. It guarantees the free movement of civilians and goods throughout the Nuba Mountains region, with the aim of promoting a peaceful settlement of the conflict between the Government and the Southern People's Liberation Movement/Army (SPLM/A) and among the different ethnic groups. Sudan also agreed to re-establish full diplomatic ties with Uganda; the Khartoum Government has ceased support to the Lord's Resistance Army (LRA), and overt military assistance from Uganda to the SPLA may also have ceased.

An end to 27 years of war in Angola will vastly increase access to populations in need of humanitarian assistance. The Luena memorandum, signed in March, supplements the 1994 Lusaka Protocol and announces "the two sides pledge to put an end to hostilities and restore peace throughout Angolan territory". Assessment missions to areas previously inaccessible to the UN are currently underway and a revised Appeal is expected in June.



In the Great Lakes Region, humanitarian space has increased in the Democratic Republic of the Congo (DRC), although it remains a divided country, insecure in the east and stable in the west.

In the former Yugoslav Republic of Macedonia, the 2001 Framework Agreement provided an end to hostilities, increased rights for ethnic minorities, and provided conditions for the return of displaced populations. Since last year, almost 90% of those who fled the seven-month conflict have returned.

Positive developments towards peace and reconciliation have been made in Central Sulawesi, Indonesia, where the Malino Declaration, a comprehensive peace plan, was signed in December 2001, encouraging return and local integration.

Where peace negotiations have faltered, on the other hand, causing protracted crises to grind on, humanitarians must advocate for solutions in addition to bringing assistance. Lack of media attention means donor neglect, giving rise to 'silent emergencies', characterised by little political will to resolve the conflict, and an absence of resources to prevent the daily suffering of war-affected populations. But all populations have equal rights to life, food, shelter, clean water and security, in respect of humanitarian principles.

Even with the installation of the power-sharing Transitional Government in Burundi, fighting continued between the armed rebellion and government forces, resulting in further displacement of the population. Humanitarian response is formulated along a two-pronged approach, focusing on meeting the core humanitarian needs of the most vulnerable, while promoting the peace process.

The fragile transition to peace in the Republic of Congo slipped with renewed fighting in March 2002. The country team is monitoring the situation and will revise priorities as needed, with the likelihood of increased humanitarian needs.

Building on the peace initiatives in Central Sulawesi, the Malino II Declaration was signed in February to resolve the conflict in Maluku, Indonesia, but instead setbacks have resulted in killings, Government buildings burned, and continued tension, clashes, and disappointments.

While there have been positive developments in Sierra Leone, across the border in Liberia, fighting escalated in the beginning of the year, causing 10,000 Liberians to seek refuge in Sierra Leone. This creates a potentially destabilising environment. Instability in the region could potentially reverse current efforts to resettle IDPs and reintegrate former combatants into society.

Long simmering conflicts in the Horn of Africa, Great Lakes Region, and the Mano River Basin (Liberia, Guinea and Sierra Leone) require renewed diplomatic efforts. War economies maintain or prolong armed conflict in the DRC, Liberia, the Sudan, and Angola. The unethical and illegal activities of private companies extracting commodities such as oil, diamonds and timber, and struggles over the control of resources cause suffering of civilian populations. Crises compounded by the growth of war economies, a culture of impunity, and corruption, require increased international action and political will to resolve. Humanitarian aid is needed to complement these efforts.

### ***Reaching the Vulnerable: Staff safety and security***

For humanitarian workers, "Reaching the Vulnerable" is an issue of safe access to populations in need. Staff safety and security is fundamental, along with access negotiations and assessments, to identify populations in need. During the first half of this year, attacks on humanitarian workers highlighted the importance of staff safety and security, as withdrawal of international assistance left populations even more vulnerable. The UN issued a new directive in January 2002, to ensure important staff safety and security needs were funded out of the

regular budget. UNSECOORD now has a core budget to deploy 100 Field Security Officers (FSOs) in crisis areas. Additional funds for security are still needed and these needs, amounting to US\$ 13 million, are reflected in the Appeals.

Where security measures have been put into place, basic access has been expanded. With additional security officers from both UNSECOORD and individual UN agencies in Afghanistan, access to 80% of the country has been reached, even while security conditions post September 11 have generally been more precarious. Security has improved in Eritrea, Ethiopia, Sierra Leone and Tajikistan, allowing humanitarian programmes to reach ever more vulnerable people.

In 2001, seven UN staff died due to malicious acts and nine were taken hostage. Thus far in 2002, four UN staff members have been killed, and two abducted. While too early to claim positive developments, it is likely that increased security staff presence, as well as improved and stricter adherence to guidelines will have a positive effect on overall safety and may result in increased access for humanitarian aid organisations. For example, in the Democratic Republic of Congo (DRC) the push for increased mobility and field presence by the UN and partners for the last three years has received unequivocal support this year, translating into a much richer and more comprehensive humanitarian network and access.

However, security concerns for humanitarian staff continue to be a significant impediment to reaching vulnerable populations in areas of Somalia, where international staff has been withdrawn from the Gedo region and UN air and ground operations suspended following the abduction of a UN national staff member. Temporary relocation of UN and NGO staff in Maluku, Indonesia, has resulted in a virtual suspension of UN activities with adverse consequences for humanitarian programmes. Security remains the major constraint to operations in Burundi and Northern Caucasus.

### ***Challenges to the humanitarian system: improving assistance by improving the CAP***

Over the past few years, the context in which humanitarians operate has become increasingly complex, with a multitude of diverse actors and recognition of the interface between humanitarian action, development, and politics. In this context, the importance of coordination is greater than ever. Recognition that the CAP is a primary strategic coordination tool has led to greater scrutiny and interest in strengthening the Process.

In April 2002, the Inter-Agency Standing Committee (IASC)<sup>1</sup> endorsed recommendations and a plan of action to strengthen the CAP, including through reinforcing senior level involvement in the CAP, using the CAP as an advocacy tool, and improving the mechanisms involved in the process, including joint assessments and strategic monitoring.

The CAP offers an unparalleled opportunity to define a joint and shared strategy to meet continued needs, even in transitional phases. The CAP thus plays an important planning role in response to mixed humanitarian and post-conflict recovery contexts.

Yet, the CAP cannot fully serve its purpose as a system-wide basis for analysing needs and prioritising resource allocation without the full participation of key stakeholders. Impediments to achieving true coordination are the competing agendas of involved actors and commitment to the process. The value added of the CAP and coordination needs to be demonstrated to foster ownership. The Humanitarian Coordinator therefore has a pivotal role in leading the development, implementation, and monitoring of the process and progress. Donor governments have come to realise the role they play, and several have committed to support the strategy as articulated in the CAP through Common Humanitarian Action Plans (CHAP) by ensuring

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<sup>1</sup> The IASC is comprised of members (FAO, OCHA, UNDP, UNFPA, UNICEF, UNHCR, WFP, WHO) and standing invitees (ICRC, ICVA, IFRC, InterAction, IOM, SCHR, RSG/IDPs, OHCHR, and the World Bank)

coherence with their bilateral programmes and encouraging the NGOs they fund to participate in the strategic planning process.

An External Review of the CAP, commissioned by OCHA (April 2002), noted that the CAP reflects weaknesses of the humanitarian system in general, such as monitoring and reporting, and suggests ways to strengthen both through common services that would benefit all stakeholders. Monitoring of humanitarian programmes is hampered by lack of baseline data. In countries where common information systems have been established early in the crisis, such as in Eritrea, it has been possible to assemble information on the evolving situation, but where baseline data is non-existent, such as in Liberia, measuring the outcomes of humanitarian programmes has not been possible.

In the Democratic People's Republic of Korea (DPRK) assessment, monitoring and reporting have been restricted. Data are provided by the Government without the active participation of beneficiaries, which has meant reporting on inputs rather than impact. However, the CAP country team continues to monitor progress made against benchmarks in Principles for Humanitarian Action.

The allegations of sexual exploitation and abuse in refugee camps in West Africa demonstrated the need for closer monitoring of humanitarian programmes to improve accountability. The widespread abuse highlighted the vulnerability of refugees and IDPs and the failure of the system to provide adequate protection and monitoring. The IASC has acknowledged that this is a global problem presenting a challenge to the entire humanitarian community. An IASC Task Force on Protection from Sexual Abuse and Exploitation in Humanitarian Crises has been established; it has issued a Policy Statement calling for transparency in humanitarian operations and the full participation of beneficiaries and commits the IASC to adopt a code of conduct that sets minimum standards of behaviour.

In Sierra Leone, a personal Standard of Accountability for humanitarian workers has been drafted. A UNHCR task force has drawn up a framework of remedial measures to combat child abuse in the region. Measures include: increasing security and international presence in camps; identifying refugee girls who are most vulnerable to sexual exploitation (e.g. from single-parent households, unaccompanied or separated children, street traders) and ensuring they receive enough assistance, education, health care, social services and training aimed at making them more self-sufficient; and implementing education campaigns on combating sexual exploitation and explaining its consequences, and informing refugee children and others of their rights and entitlements.

### ***Forging new partnerships***

When the UN convened world leaders in the year 2000 to mark the Millennium, 189 Member States agreed to spare no effort to ensure that assistance goes to populations who suffer from natural disasters, genocide, armed conflict and other humanitarian emergencies, so they can resume normal life as soon as possible. These were articulated in the Millennium Development Goals, which set targets for alleviating human suffering, preventing deadly conflict, and reducing poverty. Humanitarian action is the first step towards reaching these goals, and CAP programmes are designed with these in view.

In many crises, building links between the emergency humanitarian response and development assistance helps address underlying causes of conflict, easing reintegration of displaced and refugee populations, developing local capacity and rehabilitating infrastructure. For example, in Tajikistan, structural vulnerabilities have not been addressed, and despite improvements in the security situation, there has been negligible impact on people's livelihoods. This creates continued dependence on humanitarian assistance. Economic instability, ambiguous land policies, the collapse of infrastructure and services, high cost and low availability of agricultural inputs all increase household vulnerability.

The Financing for Development Summit, which took place in Mexico in April 2002, considered new approaches to domestic and international finance in order to promote more equitable global development. Poverty and inequality have been identified as root causes for conflict and violence - social exclusion on a global scale. Arguably, combating poverty, therefore, is an integral element to combating the root causes of terrorism. What has emerged from the Summit is called the "Monterrey Consensus"- a partnership that rewards good governance, solid economic policies and legal structures with increased aid and trade initiatives.

Humanitarian action in the early post-conflict stages include support to good governance initiatives, such as those in Somalia, DR Congo, Sierra Leone, to help countries benefit from this partnership. CAP strategies in transitional contexts may identify programmes to strengthen the rule of law and good governance so these countries become "good policy" countries to benefit from World Bank and assistance from other international financial institutions and bilateral donors.

Initiatives in Uganda have resulted in a greater recognition of the transition phase. The Northern Uganda Social Action Fund (NUSAF) created by the World Bank and the Government of Uganda is a community-based initiative to facilitate recovery in crisis-areas. In addition, a *Donor Technical Group* shifts focus from development to amnesty and recovery and to increase funding to crisis areas in peripheral districts of Uganda.

Humanitarian action alone cannot meet the needs of the millions considered vulnerable in the DRC, without concomitant political action. The CHAP 2002 was based upon this interface – identifying four pillars of assistance: saving lives, preserving livelihoods, reviving local economies and restoring justice. The UN peace-keeping mission's (MONUC) disarmament, demobilisation, and reintegration (DDR) programmes as well as World Bank structural adjustment programmes complement activities in the CAP in reviving local economies.

Disarmament, demobilisation, and reintegration of combatants, in Sierra Leone, the Republic of Congo and Uganda is the result of increasing collaboration between peace-keepers, humanitarians, and the World Bank, recognising that this is a key to sustainable peace and development.

Meeting the needs of the most vulnerable is sometimes hampered by the linkage of humanitarian assistance to political imperatives. This has been the experience of the Strategic Framework in Afghanistan. Using aid for political reasons may threaten neutrality and impartiality, and may compromise access. These constraints are becoming apparent in DPRK today. Without an enabling environment to support development, the humanitarian crisis will persist.

The controversial links between the new security agenda and humanitarianism have fuelled the debate over the use of military force for humanitarian purposes. UN Security Council Resolutions 1373 and 1377 (2001) emphasised the need to enhance coordination of efforts at all levels to strengthen global response to international terrorism, including efforts to combat illegal arms-trafficking. Some have expressed concern that the same governments that finance the humanitarian system use humanitarian justification for military intervention, and that this may compromise the independence of humanitarian action.

A protection force in Burundi providing security for returning exiles and the March earthquake in Nahrin (Afghanistan) demonstrate the support peace-keepers and military observers can provide for humanitarian action. However, armed military personnel dressed in civilian clothing providing humanitarian assistance, obscured the differences between military and humanitarian personnel and compromised impartiality. Both Coalition forces and the International Security Assistance Force (ISAF) in Afghanistan are involved in humanitarian work, as part of a wider effort to win the confidence of the population with which they are working.

Collaboration with the military has involved the use of military assets to facilitate aid delivery and to rebuild key infrastructure; using military forces to protect relief supplies and aid workers; and information sharing, particularly around security. However, military engagement in direct service provision should be an option of the last resort, and humanitarian organisations continue to be guided by principles established by the IASC in 1995 – principles which stress the essentially civilian character of humanitarian operations.

### ***Preparedness and response***

Lack of preparedness and poverty aggravate the effects of natural disasters and conflict, increasing suffering. The common proverb says an ounce of prevention is equal to a pound of cure, but the crisis-driven nature of humanitarian response results in higher costs over the long run. The IASC has recognised this imperative, endorsing Inter-Agency Contingency Planning Guidelines in the fall of 2001. Contingency planning brings associated costs: staff time dedicated to analysis and the elaboration of the plan, the initial establishment of important inter-agency services and storage of reserve stocks. However, these are all essential to help avert potential catastrophes. In Burundi, estimated increased needs in the contingency plan amount to more than US\$ 10 million. In response to new fighting in Liberia, contingency plans were developed based upon two scenarios. In the scenario which forecasts that armed conflict could affect Monrovia directly, an additional US\$ 46.3 million would be needed to provide for displaced populations. Having a planning figure ready should enable funds to be mobilised quickly should the scenario become reality.

In many countries, it is now a priority to plan, maintain reserve stocks, and be ready to respond should the crisis worsen dramatically or a natural disaster occur. In the former Yugoslav Republic of Macedonia a key priority this year is to maintain emergency preparedness plans to respond to new or expanded humanitarian crises. CAP revisions in Indonesia take into account the need for pre-positioning of emergency supplies in case of an acute emergency.

Failure to invest sufficiently in civil disaster preparedness means that, when civil capacity fails, costly military participation becomes necessary.

One of the lessons identified from the eruption of the Nyiragongo volcano in Goma, DRC, was the need for strengthened and expanded contingency planning in both DRC and Rwanda and at the regional level.

Regional offices and coordination structures are an important component to developing preparedness. Effective response to sudden-onset humanitarian crisis includes providing support to country offices (surge capacity, backstopping, training, contingency planning and in strategic emergency preparedness and response), information dissemination, regional advocacy and policy strategies and addressing cross-border issues, as well as resource mobilisation with regional actors.

Sudden-onset natural disasters tend to be well funded due to intense and dramatic media coverage. Media has a short attention span, creating the impression that crises are short-lived. Unfortunately, where the disaster occurs in an area of an on-going humanitarian crisis, this can be to the detriment of essential projects in other areas. For example, the concentration of efforts in addressing emergency needs in Goma resulted, in some cases, in reduced programme implementation elsewhere.

Following the Afghanistan crisis, contingency planning exercises were undertaken in neighbouring countries, such as Tajikistan. As the expected refugee influx did not materialise, these plans were converted to operational plans to assist IDPs within Afghanistan. This illustrates the usefulness of different types of preparedness measures.

In Indonesia, the effects of El Niño weather patterns this year may bring drought, warranting additional preparedness measures. Extensive flooding and erratic rainfall have already contributed to a reduced crop output exacerbating the food security problems of vulnerable population in several parts of the country.

### III. PROGRESS TOWARDS CAP GOALS

Country teams report significant progress towards goals articulated in the Consolidated Appeal documents. In general, agencies are working in the direction set out, benefiting from funds received early in the year, complemented by carryover and funds from other budgets to ensure this progress.

A few typical examples of progress across sectors and countries are illustrated below. Generally, a combination of external and internal factors contribute to these achievements – with appropriate levels of funding, good planning, and a favourable and relatively peaceful operating environment, progress can be expected. For example, in North Caucasus, it is heartening to note that while access and freedom of movement inside Chechnya continue to be problematic, more assistance is reaching more civilians in need inside Chechnya than ever before.

Several emergencies have seen the **return of refugees and IDPs**. An almost unprecedented pace of return is noted in Afghanistan with more than 800,000 people taking advantage of the organised return programme within three months. Similar positive experiences are taking place in the Federal Republic of Yugoslavia (FRY), the former Yugoslav Republic of Macedonia, Sierra Leone, and Somalia. In FRY aid workers are identifying durable solutions for the 10,000 Macedonian refugees receiving assistance and protection. In the former Yugoslav Republic of Macedonia itself, programmes have contributed to the return of nearly 150,000 of the 170,000 refugees and displaced persons, who left their homes during the spring and summer of 2001. In Somalia, progress has been made in the repatriation of refugees from Kenya and Yemen. Ninety-five percent of the chiefdoms have been declared “safe for resettlement” in Sierra Leone, which has encouraged 154,360 IDPs and 38,000 returnees to register for resettlement. Some 15,000 refugees from Guinea and 7,100 from Liberia have also been assisted in their return.

Efforts to improve awareness and develop policy to protect IDPs continue in many countries. The Government of Indonesia has adopted a new policy introducing three options for IDPs: return, empowerment (local integration) and resettlement. Six months following the ambitious new policy, the UN found that assistance to IDPs tended to be prematurely suspended, and the UN has begun to advocate for a more pragmatic approach to respond to the needs of IDP populations. In Uganda, the UN collaborated with the Government to develop a position on the rights and entitlements of IDPs.

The recently established inter-agency IDP Unit is helping CAP country teams ensure adequate protection and assistance for IDPs through policy development and training on the Guiding Principles on Internal Displacement. Since January the Unit has focused on Sri Lanka, West Africa, Afghanistan, Sudan, and the Great Lakes Region. Missions to Angola and Indonesia are planned.

Activities to promote a culture of **protection** are traditionally poorly funded. When funding is available, however, progress is evident. This is perhaps best exemplified in Southeastern Europe. In the former Yugoslav Republic of Macedonia, protection and advocacy activities have been instrumental in facilitating safe and dignified returns, building confidence, and stabilising tense communities. Activities such as UN-supported bus services have facilitated freedom of movement, provided access to homes and assisted students, teachers, doctors and other workers to resume their responsibilities. **Human rights** activities also receive low levels of support. However, in Southern Serbia, progress is being made towards greater participation of all ethnic communities in public affairs. The CAP country team in the Russian Federation reports that by upholding the principle of voluntary return to Chechnya in safety and with dignity, there are no known cases of forced movement of civilians.

Another sector that continues to be underfunded is **agriculture**. Again, where funds are available the advances are evident. Important strides on support for resumption of badly

affected agricultural activities have been achieved in the former Yugoslav Republic of Macedonia. The winter programme provided seeds, fertiliser, and animal feed for nearly 34,000 vulnerable farmers in drought and conflict affected areas, which is now being followed by distribution of fertiliser and potato and maize seeds for the spring planting season. This has helped mitigate negative impacts of the conflict on the agricultural sector and has significantly contributed to confidence and stabilisation within affected communities by reinforcing self-sufficiency and economic recovery. In Eritrea, work progresses under potato production projects, through which farmers are supported to improve sustainable production, and in Liberia, support to lowland rice production, cassava production and processing, small-scale fisheries and the provision of essential agricultural inputs have advanced. With an improved security environment, agencies involved in agricultural assistance in Sierra Leone have been able to undertake assessments to determine the emergency needs of vulnerable groups in a range of previously 'closed' areas.

The **food** sector continues to be well-funded in comparison to others. The noteworthy exception is DPRK where, due to inadequate funding, the food security objective of providing a nutritional safety net through the provision of food aid is not being met. Of the 18 activities in the CHAP that support this objective, only ten had commenced by the middle of May.

Food aid works best when it complements the provision of other priority needs such as health care and water, and provides opportunities for income-generating activities such as repairing roads, building schools, and teaching skills. Significant efforts by agencies to vary the type of assistance in this sector include school feeding, adult literacy and supplementary feeding, as well as concurrently reducing direct food aid by using various forms of food for work, cash and asset creation, to avoid dependency created by food handouts. Afghanistan is perhaps the most striking example today, but similar initiatives take place in almost every emergency.

In **health and nutrition**, despite the overall low levels of funding, advances are common on surveillance and control of communicable diseases, and ensuring medical supplies and drugs are available for vulnerable people, particularly in camps (for both refugees and IDPs). Nutritional surveillance systems; provision of supplementary and therapeutic feeding through hospitals, health centres, nutritional rehabilitation or feeding centres; and training of health workers in nutrition rehabilitation constitute ways to combat high malnutrition rates. The special needs of children are met through school feeding programmes. Agencies in all emergencies ensure a balanced food basket to reduce malnutrition rates, as one-dimensional provision of wheat or rice may alleviate starvation but will not prevent malnutrition.

National Immunisation Days (NIDs) and Expanded Programmes for Immunisation (EPIs) are commonplace and standard successes across countries, in spite of security risks faced by international and local staff in several locations. For example, 5.8 million children were covered in the recently completed NID in Sudan. Notable progress has been achieved in both North Caucasus and Somalia on tuberculosis control programmes. In the latter case, Directly Observed Treatment Short course (DOTS) coverage is now 100% and treatment success rate is 88%.

In Indonesia, the Health as a Bridge for Peace project (HBP), supporting communities in Maluku province to recover from the aftermath of a sectarian conflict, has laid the ground for developing an HBP policy at national level. The concept supports health care providers to look at issues of health as a human right, neutrality of health care workers and facilities, and universal access for health workers. Also, several agencies have been providing community-based mental health and psychosocial services in conflict-affected areas.

In reproductive and primary health care, rehabilitation of facilities, safe motherhood programmes, recruitment and training of health workers and doctors are examples of achievements over the past six months across emergencies. HIV/AIDS programmes have become more frequently included in the CAP as part of the humanitarian priorities, notably in



Eritrea and Somalia where HIV/AIDS management workshops have been held and STD kits provided to hospitals for start up of syndromic case management of STDs. To raise awareness and mitigate the spread of HIV/AIDS in Sierra Leone, information on HIV/AIDS is being incorporated in a number of areas, from teacher refresher training, health education, and community mobilisation activities to radio soap operas. The Parliament has ratified the HIV/AIDS Policy and approved the mandate for the National HIV/AIDS Council and Secretariat.

General progress has been noted across emergencies in the **water and sanitation** sector, with access to safe water as a major objective. This is commonly accomplished through the construction or rehabilitation of drainage systems, boreholes, wells, latrines and water points, the provision of water bladders and garbage bins, and identification and support to disposal sites. For example, in Sudan, the country team reports improved access to safe water for over 129,500 persons. More than 350 hand pumps and 13 water yards have been installed or rehabilitated. A water-testing laboratory has also been installed. Schools are often a high priority to receive support in this sector and advocacy training organised on hygienic practices. In Guinea, physical work has been complemented by awareness raising campaigns on good hygiene and sanitation practices.

Targets in sector objectives are increasingly rigorous and it is encouraging to note progress towards achieving these targets. For example, in the **education** sector in the former Yugoslav Republic of Macedonia, pre-conflict enrolment levels have been restored. In Sudan, a 10% increase in enrolment as well as 5% increase in girls' enrolment has been reported in the Nuba Mountains and the transition zone of Blue Nile and western Bahr El Ghazal state. In Guinea, 18,000 children have received educational and recreational materials; 62 classrooms have been constructed in 26 schools for 2,500 IDP children and host populations in three locations; and each school has been equipped with playgrounds, football pitches, drinking water, and toilets. In the Rasht Valley, Tajikistan, continued school feeding programmes have increased girls' attendance by 20 to 25% (the programme specifically promotes education among girls); an effort complemented by providing coal for heating in more than 200 schools in the valley. This comprehensive approach brought demonstrable results.

Progress in **transition to development** activities include the Youth Employment Support (YES) programme in the former Yugoslav Republic of Macedonia. YES, targeted at young adults, provides productive alternatives to hostility and conflict, and contributes to the alleviation of the socio-economic pressures related to the root causes of the conflict. Municipalities are proposing their own projects, helping them to improve their own capacities. Projects include repair of damaged infrastructure as well as environmental management. In North Maluku, Indonesia, transitional recovery assistance is being provided to local communities aimed at reconciliation and sustainable recovery, initially supporting the creation of a more conducive environment for post-conflict recovery and peace building, by supporting the communities to organise themselves through decision-making structures that identify the needs and resources of the community.

Small yet important gains have been made through life saving operations with recovery dimensions such as the humanitarian boat in DRC (transporting both humanitarian assistance and goods for the commercial market along the Congo river). These initiatives help revive local economies which, along with other essential health services, support the reduction in mortality and morbidity through increasing the average purchasing power, rehabilitating feeder road/rail trunks with labour intensive methods, and creating credit schemes at local level.

**Coordination** services to improve humanitarian response include joint logistics and communications, information sharing and analysis. In recent years, Humanitarian Information Centres (HICs) have been established in a number of major operations, including Kosovo, Sierra Leone, Eritrea and Afghanistan. Such centres have promoted a more inclusive and effective approach to the collection, sharing and use of information supporting both the individual activities of UN agencies, NGOs, donors and the government as well as a more

cohesive response by all these actors combined. At its simplest, an HIC offers a neutral space for the sharing of information and provides the service of disseminating contact information and daily reports. Alternatively, in a complex emergency with many diverse actors, an HIC can play a vital role in focusing the combined energies towards common goals.

Progress continues on disseminating good practice in the creation of humanitarian information centres, and the UN and its partners intend to establish a network of HICs in the DRC covering Kinshasa and four regional locations. Each centre will comprise components relevant to the needs of the area and the people it serves, but will also collaborate on a range of projects with a nation-wide scope, including the gathering of baseline statistical data and situation reports. In FRY, the recent integration of the Human Development and Early Warning Reports into one consolidated system of information collection and analysis will facilitate responses on the part of the government and international community, and is another example of more efficient collection and treatment of information.

Placing funds in the hands of the Humanitarian Coordinator for quick disbursement has proved to be a useful tool in meeting unforeseen emergency needs and to mitigate the effects of a lack of funding for critical programmes.

Coordination between civil and military authorities is essential to ensure mutual understanding of their respective responsibilities in emergencies. This has been facilitated by the deployment of Civil-Military Cooperation (CIMIC) officers to humanitarian coordination cells, and has enabled enhanced cooperation, notably in Uganda, Southeastern Europe, DRC, Afghanistan and Sierra Leone.

#### **IV. FUNDING LEVELS AND IMPLICATIONS**

By May 2001, response to the 2001 Consolidated Appeals was 23%. This year, response to the 2002 Consolidated Appeals is 38.5% at mid-year. However, this percentage is distorted by the Afghanistan crisis. The Integrated Transitional Assistance Programme (ITAP) for Afghanistan includes substantial amounts of development activities in its total requirements of US\$ 1.8 billion, and also covers needs from the last three months of 2001. It comes as no surprise that response has been impressive, with already 48% of needs met. Excluding Afghanistan, response to the remaining 18 Consolidated Appeals is 29%. Mid-year reviews from these crises reflect the difficulties encountered by agencies to implement programmes without adequate funds made available early in the year.

Total Official Development Assistance (ODA) has fallen over the past decade. An increasing share of these funds is allocated to humanitarian assistance, which has also increased in absolute terms during this period. This may be due, in part, to the increase in civilians affected by armed conflict. However, diversion of development assistance to short-term humanitarian aid further divides dwindling resources. Continued reliance on humanitarian assistance in places where there has been little progress towards combating poverty is no substitute for domestic and international support for development. Increased levels of ODA globally will be necessary to reach vital international development goals and to implement measures aimed at conflict prevention.

However, both the share and the absolute funds channelled through the Consolidated Appeals have gradually decreased. 2001 marked the lowest response to date against the Consolidated Appeals at 54%. This continued negative trend might partially be attributed to a proliferation of NGOs resulting in increased competition for resources and more funding given to programmes outside the CAP. Awareness of the importance of integrating transitional activities with humanitarian assistance and seeking funds for these through the CAs may also have meant a decline in the response. This is because transition activities are traditionally very poorly funded through the Appeals. In any case, the continued decline in financial support to the CAs, should prompt UN Agencies to look carefully at what is included in the Appeal and ensure improved prioritisation and advocate accordingly.

The decline in funds channelled through the CAP comes at a time when the CAP has seen marked improvement across the board, undermines efforts to improve the quality of humanitarian assistance, and dilutes the message of the importance of coordination. Donor governments recognised their responsibility in ensuring aid is distributed equitably. Despite improvements to the manner in which humanitarian assistance is designed and delivered, a real difference in impact and financing may only be realised with changes on the supply side. At the Montreux donor retreats on coordination and the CAP, donors reaffirmed their commitment to the CAP as a primary tool for humanitarian coordination, while recognising the need to strengthen coordination among themselves. A study of the humanitarian financing system is underway to review whether global needs are being met and how aid is allocated.

While funding decisions are influenced by a number of criteria, the overwhelming pattern is the concentration of resources on the highest-profile crises. Only in one of the last eight years has contributions for the two largest CAs not been about equal to or more than all others combined. The challenge remains to ensure an equitable response to people in need of humanitarian assistance, regardless of media attention.

Without systematic and transparent needs and impact assessments, it is difficult to determine whether existing levels of aid are adequate to meet current needs. What is clear, however, is that political considerations guiding government decisions seriously compromise the equitable distribution of humanitarian assistance, rendering it insufficient in many cases.

Donor coordination is a pre-requisite for a more equitable assistance system. To that effect, a study of donor behaviour will be included in the studies on humanitarian financing.

In addition, there is a clear donor preference towards funding the food sector, at least within CAs. From 1994 to 2001 the food sector had an 85% coverage rate<sup>2</sup>, while all other sectors combined stood at below 58%. The External Review of the CAP notes that food aid is the only sector in the CAP where an operational UN agency is still indisputably dominant when it comes to programme delivery in almost every country. For other sectors, there are many more agencies, and many who do not participate in the CAP framework.

The pitfalls of an over-reliance on food aid have been made in various studies. It has been estimated that the cost of agricultural assistance is about one-quarter of the cost of food aid, with longer-term benefits of food security. Similarly, providing food alone does not prevent malnutrition caused by a lack of access to clean water and health care. This was highlighted in WFP's experience in responding to the drought in the Horn of Africa.

It has been unequivocally demonstrated that the impact of food assistance on nutrition is significantly limited, unless it is provided along with essential health care, hygiene education and programmes that provide clean water and sanitation. In Angola, for example, one in every five children dies before the age of five. But the high mortality rates are more attributable to malaria and diarrhoea caused by poor sanitation, and rarely by starvation.

Many country teams report the utilisation of non-CAP resources to carry on with programmes, when not enough funds are available through the CAP. This is complemented by carryover funds. While it is necessary and positive that agencies can find resources elsewhere to support relief activities, this has an adverse effect on other activities from which resources are drawn, usually those of a longer-term nature, less urgent but equally important. In Liberia resources have been redirected for other food-aid programmes such as school feeding and food-for-work to cater for the immediate food requirements for the IDP population to the detriment of on-going projects. In the Republic of Congo, resumption of hostilities in late March in the Pool region meant agencies have had to concentrate a larger portion of their resources (human, material, and financial) on humanitarian assistance than had been foreseen.

The opposite may also occur. The DRC country team notes that the new orientation of the Congolese Government seems to have encouraged donors to finance medium and long-term projects related to the country's development instead of the CAP. The return of Bretton Woods Institutions to the country might also have reoriented financial assistance from some donors who preferred to reduce the level of funds available for the CAP to support World Bank efforts.

### ***Impact of underfunding***

A snapshot of the impact of adverse effects of the low funding levels is provided below. Often projects are simply not implemented, and the effect this has on the lives of those populations not reached is not adequately monitored. However, when funds are available, progress can be made, as noted in the previous section.

Low funding of the agriculture sector continues to hamper efforts to achieve food security. In Eritrea, incentives for returnees in the form of seeds and tools cannot be provided because of lack of funding. In Kosovo, although donor funds for FAO were inadequate, NGOs provided ad-hoc agricultural support (mostly livestock provision) to rural minority families. In Tajikistan, proper monitoring of the consequences of the drought has not been possible due to lack of support for the Food Security Monitoring Project.

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<sup>2</sup> Using WFP as benchmark for response in the food sector due to lack of historical data by sector.

Distribution of food to 675,000 secondary school children and 350,000 elderly people was halted at the end of April in DPR Korea. All 144,000 caregivers in institutions will also no longer receive food rations. In addition, food for work has been sharply cut back therefore reaching far fewer urban unemployed in the northeast, possibly affecting half a million people.

The health sector is similarly affected by underfunding, where there are insufficient funds to equip health facilities, to purchase mosquito nets and to start community-based nutrition and health interventions. This has meant that programmes are unable to alleviate socio-economic hardships of increasing numbers of households headed by women or children, including psychological and emotional problems as a result of the conflict. In Guinea, shortage of funds has prevented reducing the risk of cholera or measles epidemics, with 1 million children not immunised against measles. In DPR Korea, low funding has prevented upgrading of the cold chain that is essential for storage of vaccines at local level. The quantities of essential drugs provided to health institutions has been reduced to the bare minimum very vital drugs and essential therapeutic items cannot be provided for the rehabilitation of severely malnourished children – many of whom will die without proper care. This has placed the 10,000 severely malnourished children who are admitted to nutrition rehabilitation centres at risk of dying, due to lack of drugs and fortified food.

A lack of funding for experts has prevented the follow-up to health service assessments among minorities in Kosovo and there is a strong indication that lack of freedom of movement in certain areas is preventing access to basic services. Activities such as surveillance, monitoring and detection of outbreaks are inadequately financed and supported, leading to preventable deaths.

Supplementary feeding programmes cannot be sustained in Eritrea, and nutrition surveillance is not carried out, making it difficult to measure impact and need of humanitarian feeding programmes.

As noted in the Great Lakes Mid-Year Review, “quality costs money”: if the SPHERE minimum standards for disaster response are to be maintained, this requires sufficient staff to provide the necessary coverage – particularly relevant in the health and social services sectors and to ensure distributions of food and non-food items at an appropriate level and quality to meet basic needs. There has been a temptation, perhaps, when a programme is under financial pressure to cut resources to those areas deemed ‘non-essential’, usually the non-food sector. The rationale is understandable, but while the provision of non-food items may be delayed and the consequences not seen as life-threatening, this impacts in many ways on the affected persons, including health, education, and livelihoods, preventing their right to a life with dignity.

SPHERE standards have been increasingly used as benchmarks against which progress can be measured. In certain cases underfunding has meant SPHERE standards have not been met. This is the case in Liberia, where IDPs receive less than 60% of the minimum water requirements of 15 litres per person per day, and IDP schools have more than 40 students per classroom.

Lack of funds has meant inadequate protection officers in West Africa to monitor the needs of children and other vulnerable groups. Lack of funds towards projects designed to fight against abuse of women and children in Guinea has been discontinued while violence has been continuously rising over the past six months.

In Croatia, several projects were not implemented, including those for information exchange, preventing the trafficking of women and health promotion through HIV/AIDS awareness among migrants and mobile populations.

The second phase of the successful UN programme in the Republic of Congo to reintegrate ex-combatants and collect small arms is in jeopardy due to lack of funding (only about 20% of the funding has been received). In the first phase, 7,000 ex-combatants were reintegrated,

11,000 small arms, light weapons and explosives were collected and 2,190 micro-enterprise projects were financed (now operating across every region in the country). Gains should and must be sustained.

## V. PRIORITIES

While priorities are detailed by sector in the specific Mid-Year Reviews for each CAP, this section highlights salient priorities common to all emergencies.

**More humanitarian aid** is needed to provide millions of war-affected people with protection, food, clean water, shelter, health care, access to education, and a chance for self-sufficiency. The right to life with dignity is founded in humanitarian principles - to provide aid to populations lacking essential supplies.

Funds provided to Consolidated Appeals should be disbursed early in the year to enable agencies to implement strategies designed to meet identified priorities, and to plan based upon need rather than available resources. **Timely, flexible, and unearmarked contributions** are therefore most useful in responding to emergencies. As demonstrated in the Mid-Year Reviews, where early, flexible funds have been available, progress has been made. However, it is also clear that current funding levels are inadequate to fully respond to humanitarian priorities.

The humanitarian system has recognised the need to take on a more pronounced advocacy role for the protection of the **rights of displaced persons**. National governments should create conditions that favour the voluntary return of IDPs to their places of origin. These conditions include security assessment, monitoring the return, registering returnees, and addressing the concerns of those who choose not to return.

Many of the displaced are women and children, vulnerable to malnutrition, communicable diseases, trauma, socio-economic dislocation and the breakdown of family and community coping mechanisms. Impoverished host communities find their resources further depleted by the arrival of IDPs. Multi-faceted community assistance is therefore a priority.

**Common services** are necessary for effective humanitarian action, and constitute an essential foundation of response. Services include support to inter-agency needs assessments, contingency planning, and monitoring the relevance and performance of strategy and programmes. Humanitarian information centres play a vital role in information sharing and analysis and help focus combined energies towards common goals. Joint logistics and communications networks provide a coherent and systematic approach to planning.

Common funds are a more rapid and flexible mechanism to meet critical needs of vulnerable populations. An inter-agency consultative and participatory process to prioritise, allocate funds and evaluate impact and implementation is part of this arrangement. These funds, such as the Emergency Response Fund in Angola, the NGO Funding Mechanisms in DPR Korea and Indonesia, and Emergency Humanitarian Interventions in the DRC provide bridge-financing for NGOs and allow for quick impact projects in response to an upsurge in needs. These funds have been used to respond to sudden population displacements, disease outbreaks, and to prevent breaks in delivery of essential supplies.

Projects that develop the capacity of local authorities and communities and support **post-conflict peace-building initiatives** are an integral component to prevent further humanitarian needs. The reintegration of former combatants and creation of employment opportunities through skills training and sustainable livelihood activities have been identified as priorities.

Mobilisation and deployment of human and material resources are essential components of **preparedness**. Targeted investment in human and material resources will therefore contribute greatly to effective response. Concurrently, investment in activities that help mitigate the impact of the crisis on civilian populations will render benefits and save costs in the longer term.

The challenge of **reaching the vulnerable** is to ensure equitable humanitarian response within the broad framework of the protection of civilians in armed conflict. This entails negotiating access and security for humanitarian workers, preserving and extending humanitarian space.

Much work lies ahead to ensure that assistance reaches those most in need. The Consolidated Appeals Process is a key coordination tool for humanitarian assistance. It remains the only coordination mechanism that continually brings together IASC members, host governments, NGOs and, increasingly, donors for shared analysis, and to discuss and set common strategies, objectives and principles for humanitarian assistance in a country. Giving the CAP the full support needed to meet these objectives continues to be a fundamental priority.



## ANNEX I. FUNDING TABLES

**2002 UN Consolidated Inter-Agency Humanitarian Assistance Appeals  
Summary of Revised Requirements and Contributions  
By Affected Country/Region  
23-May-02**

Compiled by OCHA on the basis of information provided by the respective appealing organisations.

AFFECTED COUNTRY/ REGION	REQUIREMENTS	FUNDING (Contributions/Pledges)	CARRYOVER FUNDS	TOTAL FUNDS AVAILABLE	UNMET REQUIREMENTS	% OF NEEDS COVERED	TARGETED BENEFICIARIES	IMPLEMENTATION PERIOD
	(US\$)	(US\$)	(US\$)	(US\$)	(US\$)	(%)		
<b>AFRICA</b>								
ANGOLA	232,768,666	69,151,299	648,648	69,799,947	162,968,719	30.0%	2,500,000	Jan 02 - Dec 02
BURUNDI (c)	68,887,974	15,992,736	443,229	16,435,965	52,452,009	23.9%	1,000,000	Jan 02 - Dec 02
DEMOCRATIC REPUBLIC OF THE CONGO	194,140,365	40,735,871	0	40,735,871	153,404,494	21.0%	2,400,000	Jan 02 - Dec 02
ERITREA	95,725,525	14,820,359	1,635,197	16,455,556	79,269,969	17.2%	1,363,463	Jan 02 - Dec 02
GREAT LAKES REGION AND CENTRAL AFRICA	44,459,460	35,752,976	0	35,752,976	8,706,484	80.4%	(a)	Jan 02 - Dec 02
GUINEA (c)	37,669,354	11,318,162	7,891	11,326,053	26,343,301	30.1%	851,000	Jan 02 - Dec 02
LIBERIA (c)	14,954,367	3,289,041	0	3,289,041	11,665,326	22.0%	655,000	Jan 02 - Dec 02
REPUBLIC OF THE CONGO	33,935,923	8,276,083		8,276,083	25,659,840	24.4%		Jan 02 - Dec 03
SIERRA LEONE (c)	58,834,657	13,948,931	0	13,948,931	44,885,726	23.7%	1,357,090	Jan 02 - Dec 02
SOMALIA	83,988,971	15,198,071	8,532,591	23,730,662	60,258,309	28.3%	750,000	Jan 02 - Dec 02
SUDAN	274,017,420	50,422,287	0	50,422,287	223,595,133	18.4%	3,000,000	Jan 02 - Dec 02
UGANDA	68,103,410	10,501,327	0	10,501,327	57,602,083	15.4%	717,532	Jan 02 - Dec 02
WEST AFRICA	58,743,406	21,050,681	0	21,050,681	37,692,725	35.8%	(a)	Jan 02 - Dec 02
<b>TOTAL</b>	<b>1,266,229,498</b>	<b>310,457,824</b>	<b>11,267,556</b>	<b>321,725,380</b>	<b>944,504,118</b>	<b>25.4%</b>	<b>14,594,085</b>	----
<b>ASIA, EUROPE AND COMMONWEALTH INDEPENDENT STATES</b>								
AFGHANISTAN (d)	1,763,894,630	767,529,106	83,576,200	851,105,306	912,789,324	48.3%	7,500,000	Oct 01 - Dec 02
D.P.R. KOREA	261,258,458	81,081,912	52,266,686	133,348,598	127,909,860	51.0%	6,500,000	Jan 02 - Dec 02
INDONESIA	41,748,558	5,339,716	0	5,339,716	36,408,842	12.8%	250,000	Jan 02 - Dec 02
NORTH CAUCASUS	25,190,927	9,495,891	563,442	10,059,333	15,131,594	39.9%	750,000	Jan 02 - Dec 02
SOUTHEASTERN EUROPE	236,654,801	35,377,224	12,249,913	47,627,137	189,027,664	20.1%	2,000,000 (b)	Jan 02 - Dec 02
TAJKISTAN	76,556,685	6,271,630	37,097,972	43,369,602	33,187,083	56.7%	1,369,000	Jan 02 - Dec 02
<b>TOTAL</b>	<b>2,405,304,059</b>	<b>905,095,479</b>	<b>185,754,213</b>	<b>1,090,849,692</b>	<b>1,314,454,367</b>	<b>45.4%</b>	<b>18,369,000</b>	----
<b>GRAND TOTAL</b>	<b>3,671,533,557</b>	<b>1,215,553,303</b>	<b>197,021,769</b>	<b>1,412,575,072</b>	<b>2,258,958,485</b>	<b>38.5%</b>	<b>32,963,085</b>	----

(a) Please note that the target beneficiaries are included in the country specific appeal.

(b) This figure represents beneficiaries of emergency relief. The total amount requested covers a wide spectrum of recovery and rehabilitation needs in Southeastern Europe.

(c) The WFP requirements and contributions are reflected in the respective regional appeal, the Great Lakes and West Africa Regions.

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