ECHO in Bosnia-Herzegovina: fROM rUBBLE to 1IFE

1992-2000



the context

pAVING tHE WAY fOR rETURN

fACTS aND fIGURES

eVENTS: bringing people together



European Commission Humanitarian Aid Office (ECHO)





ECHO's legacy

Mission accomplished in Bosnia-Herzegovina: ECHO has finally been able to withdraw from the country worst affected by the war that led to the break-up of the former Yugoslavia.

In its eight years of involvement, ECHO was able to help save countless lives during the worst days of the conflict. Then it helped those who survived to return to their homes if possible, and to resume everyday life.

The assistance ECHO helped to provide was often basic and practical - shelter, food, fuel, medical aid, water, sanitation. But it went a step further in supporting a deeply traumatised population, for instance, in facilitating psycho-social assistance, and in helping to trigger income-generating activities to enable people to earn a living once more.

To achieve this, ECHO worked with and through its partners, the international agencies, and 92 non-governmental organisations from all over Europe and beyond. It made available Euro 1,040,005,371 in funding over the period of its involvement.

ECHO's legacy is to provide the people of Bosnia-Herzegovina with a sound basis for recovery, and for reintegration into Europe on a new footing. More than that: in the process, ECHO has learnt many lessons that are already enabling the international community to respond more swiftly and effectively in crises elsewhere.

Costanza Adinolfi Director, ECHO

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this is where I belong

H STS MHEKE

Once upon a time there was a village in the North of Bosnia called Kolibe. This village was right in the middle of Bosanski Brod Municipality, and many other villages were around it. Bosanski Brod was a municipality with well-developed textile and gas industries and over 80 per cent of Kolibe's inhabitants worked there. They also worked in their fields and bred cattle. Kolibe was a rich village with 403 households, of which 59 were Bosnian Croat, three were Bosnian Serb and the rest Bosnian muslim. Children from all neighbouring villages attended Kolibe primary school. In the village, 380 households had telephone connections. There was a bank, a bakery, a drugstore, a dentist, sport halls and streetlights. There were football and basketball teams. There was even a chess club. People had a good life. Then the war started. Not a single house was left standing. Life came to a standstill.

tHE VOICE oF a VICTIM

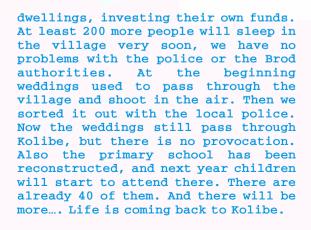
My name is Meho Plehandzic. I'm a car mechanic and a professional driver. I worked as the personal driver for the general manager of one of the biggest local firms. I drove him all over Yugoslavia. I was very active in the social life of Kolibe. I played football and many people know me in Zenica and Doboi. I was the initiator of the Sloga Sport Association for youth, I enjoy being with young people. I organised the first seven buses from Brod to Tito's grave in Belgrade. I took the pensioners there. They cried on my shoulders for the opportunity to say good-bye to that man... People liked me, and supported my initiatives. That is why I was one of the few who could travel from one part of Brod to the other just before the conflict. Then friends told me: there will be war. And I decided to leave. It was better to go than to be arrested or whatever... At that crazy time there was no middle way, you had to take sides, and suffer all the consequences. But I was not ready to sacrifice myself or my family for someone else's ideas. So we left. I had been rich, now I was poor. I have seen everything in my life....

I had a sister and a brother in Germany, in April 1992 we



joined them. It was not easy, but I didn't want to be on social benefits, or receive charity from anyone. So I went to look for a job. When I first met the manager of the firm later worked for, I told him: 'I will clean your toilets if you would pay me to do so'. He gave me a job as a gardener. It was OK in Germany, we had our third daughter, Nadina, there. I wouldn't have left, if it were not to return to Kolibe.

We came back six months ago. The first to return were the elderly, who showed that something like that was possible. At the moment there are 120 people sleeping in the village every night, and another 20-30 visit Kolibe every day. Already, 83 houses have been rehabilitated through donations, other people are working on their



the context

the context

WHAT iS ECHO?

The Humanitarian Aid Office (ECHO) is the humanitarian service of the European Commission. It was set up in 1992. Through ECHO's activities, funding paid for by European Union citizens can quickly reach people in crisis, victims of natural disasters or man-made crises, such as wars or outbreaks of fighting. All ECHO funded assistance is granted on a non-discriminatory basis, irrespective of race, ethnicity or religion. Depending on the situation, ECHO can fund food, shelter, water supplies, medical supplies and psychosocial programmes, as well as emergency repair work or land-mine clearance. ECHO works in partnership with non-governmental organizations (NGOs), UN agencies and the Red Cross Family. In 1998 alone ECHO funded the emergency programmes of some 170 partners in 85 countries worldwide, for a global effort worth EURO 517 million.

HO, S. Burdett

the mandate

The principal objectives of the humanitarian aid operations shall be*:

- to save and preserve life during emergencies and their immediate aftermath and natural disasters that have entailed major loss of life, physical, psychological or social suffering or material damage;
- to provide the necessary assistance and relief to people affected by longerlasting crises (...) especially where their own governments prove unable to help or there is a vacuum of power;
- to help finance and transport of aid and efforts to ensure that it is accessible to those for whom it is intended, by all logistical means available, and by protecting humanitarian goods and personnel, but excluding operations with defence implications;
- to carry out short-term rehabilitation and reconstruction work, especially in infrastructure and equipment in close association with local structures, with the view to facilitating the arrival of relief, preventing the impact of the crisis from worsening and starting to help those affected regain a minimum level of self-sufficiency, taking long-term development objectives into account where possible;
- to cope with the consequences of population movements (refugees, displaced persons, returnees) (...) and carry out schemes to assist repatriation to the country of origin and resettlement there, when the conditions laid down in current international agreements are in place;
- to ensure preparedness (...);
- to support civil operations to protect the victims of fighting or comparable emergencies in accordance with current international agreements.

^{*} From the European Union's Council Regulation No. 1257/96 of 20 June 1996, article 2.

a eUROPEAN STAFF fOR a eUROPEAN eFFORT

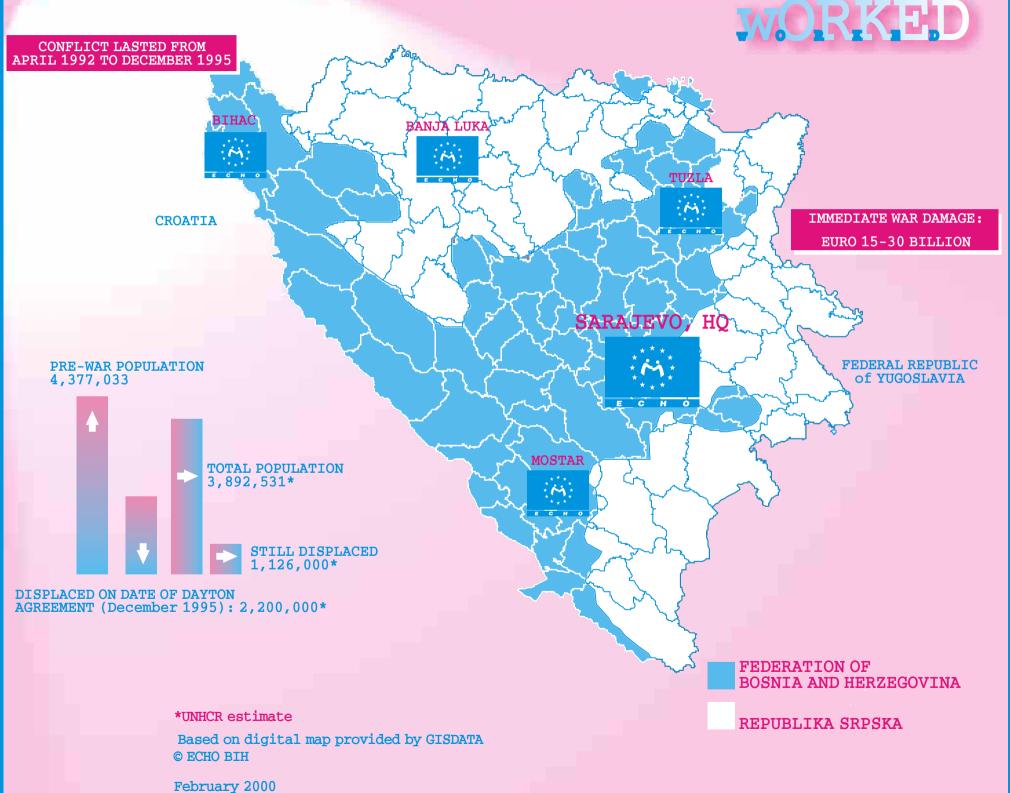
ECHO/D. CAVINI



- DIRECT PRESENCE IN THE COUNTRY SINCE 1995
- HEADQUARTERS IN SARAJEVO WITH RESPONSIBILITY FOR:
 HEALTH AND SOCIAL SERVICES, RETURN,
 REHABILITATION, PRESS AND INFORMATION
- FIVE REGIONAL OFFICES DEPLOYED AT FIELD LEVEL IN SARAJEVO, TUZLA, BANJA LUKA, MOSTAR, BIHAC
- 51 NATIONAL STAFF OF ALL ETHNIC GROUPS
- 24 INTERNATIONAL STAFF FROM E.U. MEMBER STATES
- 92 IMPLEMENTING PARTNERS
 - 270 OPERATIONAL CONTRACTS SIGNED SINCE 1995
 FOR REHABILITATION ALONE



this is where echo





WAR dAMAGE

AAR GAMAGE

SOUND NAM GAMAGE

SOUND NAM GAMAGE

COST OF WAR DAMAGE: EURO 15-30 BILLION

TOTALLY DESTROYED HOUSES: 82,066 (OUT OF 1,295,784 UNITS)

HOUSES DAMAGED 20-70%: 270,055 (OUT OF 1,295,784 UNITS)

DAMAGE TO ELECTRICITY TRANSMISSION LINES: EURO 953 MILLION

DAMAGE TO WATER SUPPLY SYSTEMS: EURO 235 MILLION

DAMAGE TO HEALTH AND PUBLIC FACILITIES: EURO 500 MILLION

SERIOUSLY DAMAGED OR DESTROYED SCHOOLS: 45% OF PRE-WAR FACILITIES

INDUSTRIAL PRODUCTION: 10% OF PRE-WAR LEVEL (end-1995)

POPULATION DEPENDENT ON HUMANITARIAN AID: 8 OUT OF 10 PEOPLE

MORTALITY RATE 24/1,000 (6/1,000 IN 1991)

INFANT MORTALITY RATE 24.7/1,000 (14.5/1,000 IN 1991)

MALFORMATION AT BIRTH 2.1/100 (0.4/100 IN 1991)

CHILDREN KILLED DURING WAR: 17,000

CHILDREN WOUNDED DURING WAR: 40,000

Sources: Situation at the end of 1995 from the EC Special report 5/98 on reconstruction in Former Yugoslavia, Official Journal C 241, 31-07-98. Data on health and social from the Strategic Plan for health system reform and reconstruction drawn by the Ministry of Health of the Federation of BiH and Ministry of Health and Social Affairs of Republika Srpska with the assistance of WHO.



the context

fOOD, hYGIENE, mEDICAL aID, hEALTH aND sOCIAL SERVICES

€**493**

- ■Focus on saving lives and ensuring survival at an acceptable level during the emergency (1992-1996)
- Food aid through WFP food basket distribution programmes, UNHCR's vast general domestic supply and ECHO-funded public kitchens
- Distribution of medical supplies (drugs, medical materials, equipment) through NGOs and other international organizations
- Essential relief supplies: clothing, shelter, heating and sanitation
- Targeted programmes to meet specific needs of those most vulnerable: mental health programmes, psychosocial programmes for women and children, outreach programmes targeting isolated elderly and minorities
- Re-establishment of essential healthcare and social/psychological services Provision of primary health care equipment to those most in need in priority areas
- Community mental health care through countrywide training
- Dependency reduction and capacity building (1996-1999)
- Identification of beneficiaries through vulnerability criteria
- Progressive involvement of national health and social authorities in programmes
- Hand-over of technical programmes (dialysis and diabetes)
- Hand-over of supply programmes

eCHO iN aCTION



208 projects

Focus on primary schools for basic education

Focus on village rehabilitation

projects to promote the return of displaced people from urban to rural areas

rEHABILITATED sCHOOLS

■ Integrated return projects: not only housing but also social services, infrastructure and income-generation components for a sustainable return



rEHABILITATED hEALTH aND sOCIAL SERVICES

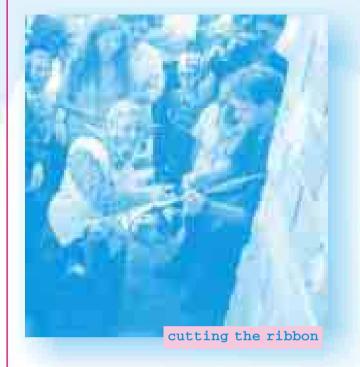
158 projects Rehabilitation of essential health care and social service facilities for both returnees and host-communities

- Support to those most vulnerable: homes for the elderly, institutions for the mentally disabled, facilities for the physically disabled
- Equipment of facilities
- Re-training of health care and social service professionals
- Re-installation of public health facilities, institutes and programmes
- Support to the re-establishment of permanent and self-sustainable health and social services





rEHABILITATING dWELLINGS



8,502 units

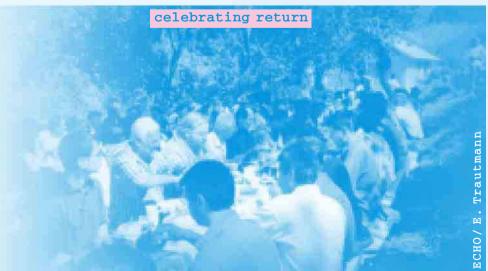
Focus on village rehabilitation projects to promote the return of displaced people from urban to rural areas

■ Careful beneficiary screening and selection

- Focus on small scale pilot return project
- \blacksquare Focus on "breakthrough" and "spontaneous" return initiatives
- Focus on especially vulnerable groups
- Flexible mechanisms to respond to changing needs
- Complementary approach with other donors
- Rehabilitation to provide basic essentials (not to pre-war conditions) to increase the number of beneficiaries
- Monitoring of NGO partners' technical standards
- Follow-up of actual return process







the context

rehabilitating utilities



- Focus on village projects to promote the return of displaced people from urban to rural areas
- Integrated return projects not only housing but also social services, infrastructure and incomegeneration components for a sustainable return

water/sewage/gas



Focus not only on water intakes and reservoirs, but also on pipelines and house connections

Improved living conditions not only for returnees, but also for entire host communities

eLECTRICITY



- Focus not only on transformer stations and main lines, but also low voltage lines and house connections
- Improved living conditions not only for returnees, but also for entire host communities



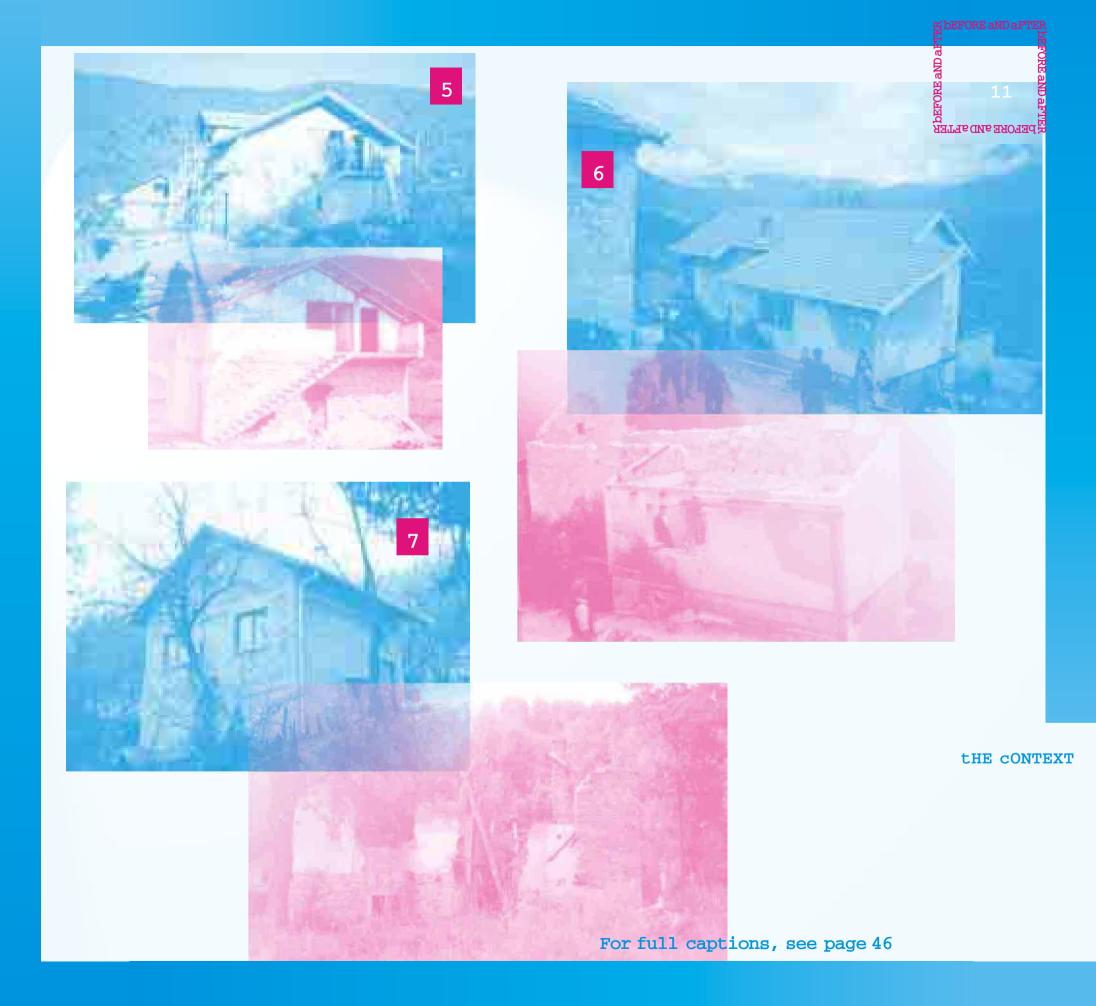
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12

HDEALTH/SOCIAL CARE

Bhealth/social care

pAVING tHE WAY fOR rETURN

The massive humanitarian relief effort. ECHO undertook response to the armed conflict created dependency on external support: over the years, ECHO aimed to reduce dependency and to build capacity to strengthen re-equip national and authorities to assume ful1 responsibility in their respective fields

1992-1996: The emergency

During this period, ECHO focused on achieving a balance between the demand for vast, generalised programmes covering all essential sectors, and the requirement for targeted programmes meeting the more specific needs of women, children and extremely vulnerable individuals. By 1994, at the peak of the conflict, ECHO's beneficiary population was estimated at 2,780,000 people. Aid was primarily directed towards supporting UNHCR's general domestic supplies list (food, hygiene, clothing, winter items, plastic sheeting etc) and WFP food basket distribution programmes. The food market had collapsed and major quantities of basic food such as flour, oil, sugar, wheat, high protein cereals, were needed everywhere, especially in urban and besieged areas. By September 1994, 1.9 million people were in need of food aid. Improved harvests in Central and Southern Bosnia during 1995, and normalisation of commercial access after the Dayton Agreement improved the situation. Nevertheless, it was not possible to reduce food aid requirements immediately because of the summer military offensives of 1995, and fresh displacements following the division of Bosnia-Herzegovina into two entities, the Muslim-Croat Federation and Republika Srpska. ECHO-funded public kitchens provided support for those most vulnerable throughout this period.



hEALTH, SOCIAL SERVICES

targeting specific needs

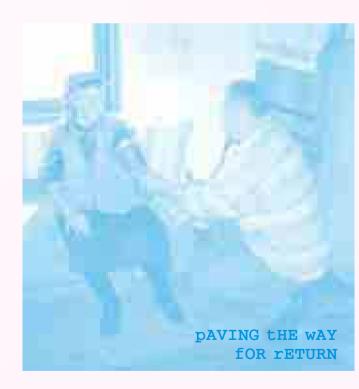
ECHO relied on NGOs to distribute medical supplies throughout the country. There was no need for outside surgeons, as the country's health professionals were quite capable of covering needs. The major shortcomings were a lack of medicines, medical supplies and equipment. Bosnia-Herzegovina had no working pharmaceutical plants. By the end of the conflict, a few small laboratories were able to provide 8% of essential drugs. Pharmaceuticals had to be imported at commercial prices or provided as foreign assistance. So 91% of aid from ECHO consisted of medical supplies and dialysis support, without which many people would have died as there was no other way to treat them. ECHO also supported ICRC in carrying out its **special mandate** and general activities in front-line areas. In addition, ECHO tried to ensure that vulnerable groups received

further targeted aid by supporting supplementary food and hygiene programmes.

The main needs: medicines and medical supplies

Psychosocial mental health programmes were one of the most important but least apparent

needs, following over three years of conflict, deprivation and loss. ECHO concentrated on specific aims such as outreach programmes targeting isolated elderly people and minorities, or the psychosocial centres where women and children received counselling. Women were often the victims of psychological torture and the survivors of expulsion and atrocities. ECHO also funded paediatric and gynaecological activities, reaching beneficiaries in isolated front-line areas, and also assisted the mentally and physically handicapped. Essential relief supplies such as clothing, shelter, heating and sanitation were provided throughout this period.



TA TALLER SOCIAL CAR

1996-1997: From relief to reconstruction

ECHO had two objectives during this period. It gave priority to continued humanitarian aid for the most vulnerable (the elderly, disabled, bed-ridden, minorities, female-headed households). Secondly, emphasis was placed on targeted rehabilitation and the re-establishment of essential health-care and social/ psychological services to help sustain the return and reintegration of displaced persons and refugees. ECHO's partners were encouraged to review their programmes with the aim of increasing sustainability and decreasing dependency, to improve the co-operation with local structures and to re-integrate the parallel humanitarian systems of assistance developed during the war.

As the humanitarian situation slowly improved, it became possible to reduce or cease certain assistance. The WFP had an estimated 1,900,000 food beneficiaries at the start of 1997. By June 1997, there were approximately 600,000 beneficiaries, and by mid 1998, only 250,000 remained dependent on food aid. Beneficiaries were no longer identified by social groups, but through precise vulnerability criteria (age, income level, physical or mental handicap etc). Although decreasing its support, ECHO continued to fund

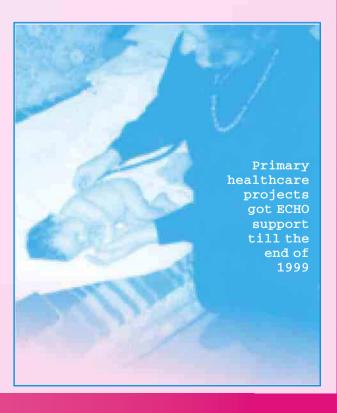


Red Cross public kitchens as well as distribution programmes to ensure a minimal coverage of extremely vulnerable groups. ECHO ensured the vital supply of essential medicines and supplies in accordance with the National Essential Drugs List but, in December 1997, withdrew from haemodyalisis and diabetes programmes which were successfully taken over by the local authorities following the provision of equipment, training and buffer stocks. The supply of hospital equipment was also phased out, but the provision of primary health care equipment was maintained to target the most needy population in priority areas. About 40% of health facilities had been destroyed during the war. To improve access to health care, ECHO concentrated on emergency rehabilitation and equipment of health care facilities in return areas.

A strict selection process was applied to physiotherapy and mental health service facilities and clinics. In 1997 ECHO focused on increasing the availability of

services to populations in need through community-based rehabilitation centres, providing physical and psychosocial rehabilitation as well as acute psychiatric services. Emphasis was now placed on training and increasing the awareness of personnel in local structures, so that they could cope with the syndromes of post-war trauma in the longer term.

In December 1997, ECHO supported a conference on 'Social protection: policy and practice' to raise awareness among the authorities over the phasing out of humanitarian support and the need for a national social care system. The emphasis was no longer on meeting the immediate needs of the vulnerable but on the reestablishment of permanent and self-sustainable systems of health care and social services.



15

health/social carg

1998-1999: Towards a sustainable handover

The general situation in BiH gradually improved, although the benefits of recovery were not evenly spread. At the end of 1997, ECHO carried out a comprehensive food security survey across 1,196 households in Bosnia-Herzegovina. It found that food vulnerability was strongly linked to age. Most food-vulnerable households comprised elderly people living alone, often requiring other forms of assistance including legal aid with registration and entitlement to government support.

ECHO decided that an integrated

outreach programme with a food-aid component was the best approach. Efforts were made to involve the authorities in beneficiary identification and implementation, and the

"hand-over" started. In July 1999, ECHO phased out its food assistance, while stepping up efforts to build up the capacity of the "Centres for Social Work", allowing them to assume full responsibility for the care of the most vulnerable. The efforts were closely co-ordinated with other members of the Social Policy Task Force set up after the "Social protection: policy and practice" conference.

ECHO also completed its efforts to help establish community mental health care, providing rehabilitation of facilities, reequipment, countrywide training and on the spot training and supervision in selected pilot locations. This was central to mental health reform

1998 ECHO was able to label humanitarian drugs to avoid black market trafficking and to target the most needy individuals. This enabled a further reduction of beneficiaries. At the end of 1999, ECHO handed over all supply programmes to national authorities. ECHO and DG External Relations cooperated closely to implement a technical assistance programme, covering all essential aspects of pharmaceutical management, including the re-establishment of a national drug quality control laboratory in Sarajevo. This laboratory will allow Bosnia-Herzegovina to produce a large share its required

of its required medicines locally with full quality control.

Over the years, ECHO aimed to reduce dependency and to build local capacity

in Bosnia-Herzegovina. ECHO continued to implement 'patronage' primary health care projects until the end of 1999, to integrate returning minority populations into local health structures. This was done by re-establishing the system of nurses and doctors visiting returnees in remote areas or those who feared visiting health facilities in town. Assistance was provided during the start-up phase only, to link beneficiaries to existing structures.

A Public Health Integrated Programme was carried out through the rehabilitation and equipment of 11 Public Health Institutes and technical assistance and training for around 300 key professionals. This paved the way for further intervention by the Commission's DG External Relations, which took over at the beginning of the year 2000. In

Despite the conflict and massive population movements, there is no

doubt that there were very few deaths resulting from deprivation or failure to respond to the most essential needs of vulnerable people. It should be stressed that continued humanitarian assistance can damage the process of recovery of national structures. In Bosnia-Herzegovina, ECHO faced emergency while keeping in mind sustainability. Cooperation with local health authorities essential to re-establish a functioning Health and Social Services System.

paving the way



reconstruction

from emergency intervention to strategic rehabilitation

1992 to 1996: The emergency

Although ECHO's primary focus during this period was the supply of food, medicines, hygiene items and winter materials necessary to sustain a population with no other means of support, there was also an attempt to undertake some engineering/technical projects to provide relief. Such projects were to be the forerunner of what would become an "Rehabilitation Strategy".

ECHO's flexible procedures enabled it to respond promptly to changing needs

These first efforts focused principally on water and sanitation projects that were designed to make available more, better-quality water in areas that had become congested with large numbers of displaced persons. Such projects were, in the early days of ECHO intervention, financed through both UNHCR and ICRC.



In 1993, at the instigation of UNHCR, a new organisation was created to assess the levels of war damage in Bosnia-Herzegovina, identify the priorities for a rehabilitation programme and to coordinate anv activities being undertaken in the field of infrastructure rehabilitation. This organisation, the International Management Group Infrastructure Bosnia-Herzegovina (IMG-IBH) was from the very start fully supported by ECHO via funding to finance expert staff and running costs to perform its allocated tasks.

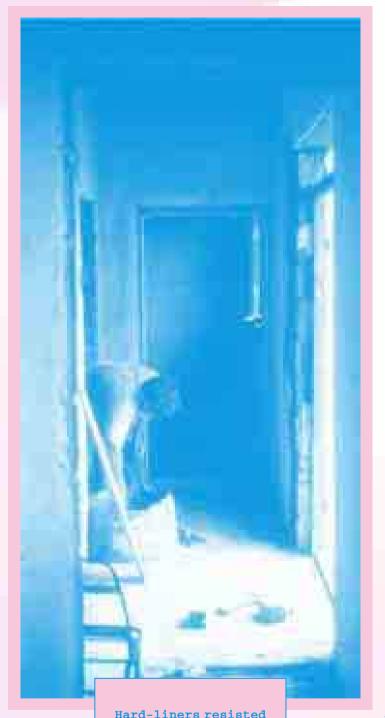
In addition, in 1994, a

'credit line' of EURO 10 million was set aside to finance priority projects identified bу them. a range Consequently, interventions was undertaken which complemented the food and medical aid programmes already underway. Such interventions included emergency repairs to electricity power lines, repairs to urban and village water schemes and also the first directly ECHO-financed programmes to support the return of displaced persons to homes that had been damaged in the early days of the war. Such programmes provided a valuable insight into the complexities involved in returning displaced persons, as it soon became apparent that repairing houses without other support was not enough to make such a process sustainable.

1997 to 1999: Strategic intervention

In 1995, ECHO formally established a field presence in Bosnia-Herzegovina, providing the basis for a more thorough and comprehensive approach to the massive problems the country faced. An organisation such as IMG-IBH, which was technically oriented, was not capable on its own of addressing all the needs. Similarly, the major organisations such as UNHCR were not equipped to cover all sectoral problems and needs. The establishment of ECHO Field Offices throughout the country during late 1995 and early 1996 allowed ECHO for the first time to interact directly on the ground with the principal organisations and agencies and to develop a coordinated approach in its interventions.

This led to a very deliberate which focused strategy, on reconstruction of community infrastructure, targeting schools, water supplies, low voltage power lines, and provision of primary and secondary healthcare facilities. The underlying principle was the creation of conditions for supporting the return of refugees and displaced persons. During 1996, ECHO financed very few housing repair/reconstruction projects. This was based on the assumption that the sector would be heavily financed by the donor community in general, leaving ECHO free to focus elsewhere. In addition, DG External Relations was also mobilising funds for the reconstruction of Bosnian housing stock and ECHO aimed to avoid duplication.



return; others
were simply afraid
to go back

pAVING tHE WAY

for return

As a result, ECHO defined its strategy and made its first priority the support to the return process through rehabilitation of housing and local infrastructure. The result of this decision was an increase in humanitarian aid funds directed to getting refugees and displaced persons back into their own homes. A particular focus was on providing support to "spontaneous return", namely situations where people had gone back to their pre-war homes unassisted and were living in ruined houses with no access to basic services. In developing its strategy ECHO was also aware of the need to complement, and not overlap with, the programmes of other donors and other Commission services. Intervention objectives were therefore defined as follows

- Focus on "break-through" and "spontaneous" return initiatives
- Focus on return to rural areas rather than rehabilitation in urban areas
- Targeting "especially vulnerable groups"
- Emphasis on sustainability measures such as support to community infrastructure, both technical and social through provision of essential services such as water, electricity, schools and health care and also through income generation activities
- Complementary activities with other donors.

The approach undertaken by ECHO during this period was marked by the following specific features.

Some people returned unassisted. living in their ruined houses with no access to basic services

Many people from the countryside were reluctant to return there after living in cities

> Herzegovina, it must be pointed out that ECHO was the first donor actually to introduce the multi-sectoral approach into individual contracted projects. This reduced reliance on other donors providing inputs and ensured that individual projects were capable of meeting their objectives without relying on other inputs.

Flexibility

Both "spontaneous" and "organised" returns are subject to a certain level of uncertainty that may require a change in approach or methodology during the execution of a particular project. Any successful humanitarian action must therefore allow some flexibility of approach to respond to changing needs. ECHO procedures allowed for changes in the project to be undertaken guickly when necessary in order not to compromise the original objectives. The reasons for such changes in a project varied but usually included political, security or sustainability issues.

In the case of spontaneous returns, the needs of the returnees were generally more pronounced than with organised returns and thus it was sometimes necessary to adjust projects to ensure that returnees would actually remain in place.

Integrated approach

It is crucial that any programme designed to support return incorporates all the elements necessary to make that return sustainable. Therefore, it is not enough only to repair a housing unit. Measures must also be included to ensure that returnees have access to water, electricity and also health care and education for their children. While this approach is now the norm in Bosniasupplies, low voltage power lines and primary health care facilities

ECHO focused on schools, water

Proactive approach

All projects were formulated through dialogue between ECHO and its prospective partner. In many cases this also involved discussions between ECHO, the beneficiaries and local authorities. This inclusive approach was essential to ensure that all parties were fully aware of the nature and objectives of the proposed project.

Monitoring

In order to formulate a future policy it is vital that a donor be able to measure whether or not projects it has financed have achieved their objectives. In regard to ECHO programmes there were two monitoring activities set in place to measure results. During the actual project implementation phase, ECHO continued to call on IMG to oversee the technical activities of partner organisations. This had a twofold benefit. The first was that the level of technical expertise of the partners was improved. the second was that it ensured maximum cost effectiveness within the programme. In addition, ECHO field staff, in conjunction with partners, established a mechanism for following up on the actual return process supported by the project.

Pilot projects

In many cases spontaneous returns reflect the confidence created among those displaced by the success of a smaller pilot project of return to their home municipality. The psychological impact of these first returns can be decisive in convincing larger numbers of displaced people to return to the same areas, in some cases even without donor assistance. ECHO had marked success in undertaking such small scale pilot return projects in areas which had previously been deemed as "no-go" areas by those displaced.



Successful returns stimulated others to follow

AVING THE WAY

FOR PETURN

20

SEPECIFIC SUPPOR

SPECIFIC SUPPORT FOR rETURNS a SUSTAINABLE approach

Forminority

reconciliation and

reintegration

The Dayton Agreement (Annex 7) upheld the right of ECHO/H. TRAUTMANN all people expelled or displaced during the war to return to their pre-war homes. This is an inviolable right. As a consequence, one of the first priorities was to provide support to people returning home while helping house owners who had never left but were living in ruined houses.

Reconstruction of empty houses began shortly after, to rebuild part of the vast number of houses damaged or returns, security, destroyed during the war. Priority was given initially supporting people returning to areas of their own ethnic origin (majority return). Such returns would be uncontested and would have

become major concerns

a greater impact, at least at the start.

However, over time, it became clear that just reconstructing houses would not be enough to launch an overall return process and trigger the socalled "domino effect" whereby chains of movement would be generated by people returning to their own repaired houses thereby freeing up accommodation for other returning families. Sometimes beneficiaries did not return at all, either out of fear, hard line political obstruction, social insecurity or the inability to find employment. In other cases, only parts of families returned, resulting in a situation where single families were holding down two properties, their own and someone else's. This situation of double occupancy exacerbated the

already bad housing situation throughout the country. effort to overcome this problem, ECHO co-financed a Housi

co-financed a Housing Verification Monitoring programme which complemented the processes of beneficiary selection and follow-up by identifying cases where families did not return or were holding tenancy on two properties.

Enabling returnees to earn a living through suitable income-generating projects was also vital. Without these, returnees stayed dependent on humanitarian aid. Even worse, some went back to wherever they had been displaced, because they were unable to

provide for themselves in t h e i r reconstructed dwellings. Other factors influencing the

ECHO judged its success by the rate of returns achieved

success of returns were lack of access to schooling and healthcare facilities. ECHOfunded reconstruction projects, most of which were implemented in rural areas, had a higher overall rate of return than most, but the impact was sometimes below the expected potential.

Once the process of majority return was under way, the focus turned to the much more delicate task of returning people to areas controlled by ethnic groups different to their own (minority return). Here, security, reconciliation and reintegration into the host community were major concerns. At first, projects were implemented along the boundary line separating the two constituent entities of Bosnia-Herzegovina (Inter Entity Boundary Line or IEBL), in the 20 km wide strip of land called the Zone of Separation (ZOS). As confidence increased, minorities pushed deeper into respective entities, centering on axes of return advocated by the Rehabilitation and Return Task Force (RRTF). The Office of the High Representative established this body in 1997 to coordinate an integrated approach to return and reconstruction.



ECHO/S. BURDETI

After analysis of past models and experience, integrated return projects became the norm. The rationale was that although the bulk of the budget did indeed go to housing reconstruction, the overall objective of the project was not to meet a target in terms of houses rebuilt, but rather, a minimum number of successful returns, with an income-generation component built in to assure sustainability. Implementing partners were encouraged by ECHO to be creative and to tailor projects to the needs of the community or individuals, in an effort to go beyond the selfsustenance provided by standard agricultural inputs. To include local authorities more fully in the return process, Tripartite Agreements became obligatory, whereby the implementing partner, the municipal authority and the beneficiary signed a common agreement guaranteeing that the beneficiary not only would, but could return.

In addition to providing guidelines on stricter beneficiary screening and selection, ECHO pioneered follow-up for each project. This took into account not only primary, but also, wherever possible, secondary beneficiaries. Success was thus measured by the number of returns, both primary and secondary. Complementary return-related projects were implemented either countrywide or in targeted areas. These included the distribution of start-up professional



kits for individual tradesmen, mostly among beneficiaries of ECHOfunded reconstruction projects, and grants for income-generation microprojects targeting returnees and their host community. facilitated their economic and social reintegration. Such projects not only secured the livelihood of direct beneficiaries, but had a further positive impact on their entire communities. ECHO funding of legal aid and information centres provided returnees and displaced persons with accurate information on their rights and assistance in obtaining them. Implementing Partners were also oblided to coordinate with the Commission for Real Property Claims (CRPC), established under Annex 7 of the Peace Agreement to verify and uphold the property rights of refugees and displaced persons. Special centres specifically targeting refugees from Croatia, or providing relevant information to Bosnian refugees abroad, complemented UNHCR's activities in this sector, and bridged identified gaps.

In preparation for its departure, ECHO founded a project specially designed to support and strengthen local NGOs and Civil Associations active in advocating return or assisting returnees. In this way, these organisations were able to continue facilitating the return process once ECHO left.

1995

Refugees	1,200,000
Displaced Persons	2,200,000

2000

306,000	Refugees
306,000	Refugees
	Internally Displaced

pAVING tHE WAY

for return

WORKING WITH UNHCR

gETTING rESULTS aFTER tHE dAYTON aCCORD

When the Dayton Peace Agreement was signed, an estimated 2,200,000 people had been displaced during the conflict (of whom 1,200,000 were refugees abroad and 1,000,000 internally displaced) i.e. half the pre-war population of Bosnia-Herzegovina. The Dayton Agreement named the United Nations High Commissioner for Refugees (UNHCR) lead agency for return of refugees and Internally Displaced Persons (IDPs).

ECHO supported the United Nations High Commissioner for Refugees, the lead agency for all aid to Bosnia throughout the conflict, and continued to do so for the implementation of UNHCR's post-Dayton programmes.

Overall, ECHO provided around 25% of UNHCR's funding for former Yugoslavia from 1991. For Bosnia-Herzegovina alone, it provided Euro 75 million between 1996 and 1999 for Post-Dayton operations for the return and re-integration of the displaced population.

In addition to contributing to UNHCR's staff and running costs, these funds enabled UNHCR to fund international and local NGOs activities in many sectors, including psychosocial support, food distribution, local capacity building, shelter, protection, transport, and to purchase, store and distribute essential items for returnees.

With ECHO funds, UNHCR secured temporary shelter, through construction and maintenance of collective centres for IDPs, and transit centres for repatriating refugees, and provided food and community services to their inhabitants. Of the 45,000 residents in Collective Centres in



rights, pension rights, ap

December 1995, 11,000 were still there in December 1999.

ECHO provided about a quarter

of UNHCR's funding for former

Bosnia-Herzegovina alone, it

provided Euro 75 million for

Yugoslavia from 1991.

Post-Dayton operations

ECHO funds were also used to set up the Return Application Database systems and to acquire the computer equipment delivered by UNHCR to Municipal Return Offices and Municipal Information Centres. This database provided an essential insight into individuals' intentions regarding return, and was also a valuable tool for many NGOs and donors when selecting beneficiaries during the preparation of reconstruction programmes.

ECHO supported UNHCR-funded Legal Aid Centres and Information Centres throughout Bosnia-Herzegovina. These provide IDPs, repatriating refugees and returnees with relevant information and assistance regarding property r

rights, pension rights, applications for voluntary return, etc.

Bus services to re-establish links and freedom of movement between the entities were also supported in key areas for potential return. The subsequent appearance of commercial bus services on many of these routes proved the success of this measure.

After the Kosovo crisis, ECHO provided UNHCR with an additional Euro 3 million for Bosnia-Herzegovina, to cover temporary shelter and the basic needs of Kosovars and other refugees from the Federal Republic of Yugoslavia. This ensured that post-Dayton programmes were not impeded.

Bus lines restored links between the entities

Abridging the gap

д Вркірсійс ене дар

bridging the gap

from emergency rehabilitation to development

When the war finally came to an end with the signing of the Dayton Agreement, ECHO was already well placed to undertake a range of actions to support the return of refugees and displaced persons to their pre-war

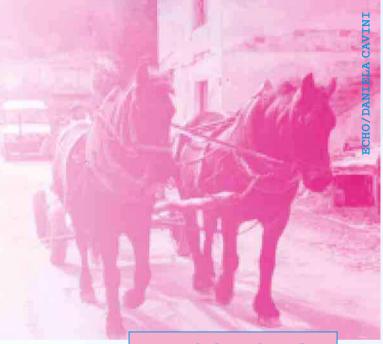
homes.

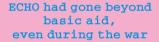
These actions were undertaken in parallel with general humanitarian activities necessary to support a population with no means of support other than humanitarian aid.

Even during the war, ECHO had financed actions which went far beyond normal food aid and delivery of essential medicines.

Key utilities

Water supply systems had been rehabilitated in several parts of the country, electrical power lines had been repaired and there had even been housing reconstruction programmes to support reconciliation in areas ravaged by the Bosniak-Croat conflict in Central Bosnia.







As ECHO had been working with and through organizations such as the ICRC, UNHCR and also the International Management Group (IMG), it had a functioning mechanism at its disposal for providing assistance.

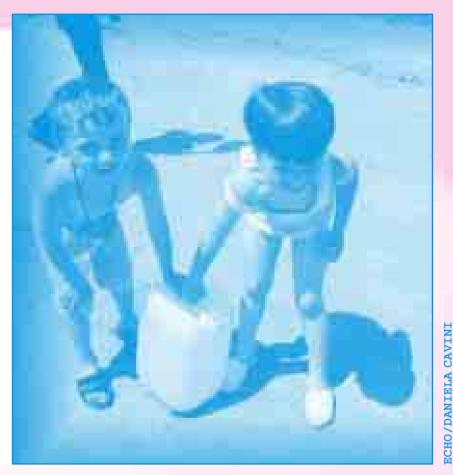
Sound basis

In addition, the broad network of NGOs that had been operating throughout the country with ECHO financing provided a basis for a push to bring people home.

Initial actions after Dayton focused on continuing the supply of food and medical aid, albeit with a view to reducing and gradually phasing this out through a more targeted distribution of aid to vulnerable cases.

ECHO also funded rudimentary repairs to housing and related infrastructure. This was necessary due to the slow start to mobilization of funds for the reconstruction process and because it took some time to set up suitable mechanisms.

> **DAVING tHE WAY** fOR rETURN



The situation in 1996 was marked by the almost total reliance of Bosnia-Herzegovina on the continued provision of humanitarian aid. Paradoxically, it was necessary to go on with humanitarian interventions to reduce this reliance.

Support for reform

ECHO embarked on a rehabilitation process designed to support the return of refugees and displaced persons to their pre-war homes and also to provide them with some means of self-reliance through various incomegeneration activities.

In parallel, a structured approach was taken to support the reform of the public health and psychosocial support sector throughout the country.

ECHO was an active participant in various working groups and task forces established during 1996 and 1997 to coordinate return activities. ECHO put great emphasis on the objectives of the Zone of Separation (ZOS) working group, which was the first active attempt to establish the pattern of so-called minority returns.

In addition, village rehabilitation projects were undertaken to promote the return of those displaced from urban to rural areas, which were not so appealing to young people. This was also important in reducing reliance on humanitarian aid by allowing returnees to become self-reliant through cultivation of their own land.

Working in tandem

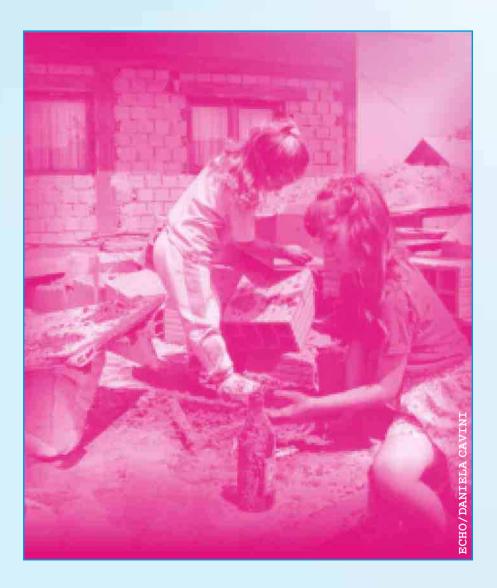
ECHO also supported the establishment of the Return and Reconstruction Task Force in 1997 and financed projects to encourage inter-entity return. Throughout this period, there was considerable cooperation between ECHO and other services of the European Commission active in Bosnia-Herzegovina.

The approach adopted ensured complementarity. For the first two years after the Dayton Agreement, the Directorate for External Relations (DG ER) and ECHO worked in tandem. DG ER worked predominantly on repairing the devastated infrastructure of the country: roads, bridges, railways, power lines.

ECHO provided more immediate assistance to those in need. Thus, the country was being rebuilt while its population got essential humanitarian support.

The same approach was applied in the health sector. ECHO planned a clear withdrawal strategy that was tied to greater involvement by more appropriate bodies such as DG ER. This focused on encouraging ownership of the sector by the relevant authorities through re-training of healthcare professionals and the (re)establishment of public health facilities and institutes.

Methods tried and tested by ECHO, especially the concept of 'integrated return projects', were adopted by DG ER and are an important feature of its OBNOVA programme. The skills and capacities of NGOs, gained over the years, are thus harnessed to great effect in managing the return process.



ECHO helped to ensure a seamless transition from emergency operations to active development

ECHO's ability to mobilise and disburse funds quickly and effectively has been a significant contributing factor to the general success of its programmes. This has been particularly important when providing support to the spontaneous return of displaced persons. By definition, this process is not one that fits well into a general programming exercise. Continued cooperation and consultation between ECHO and DG ER led to the inclusion of flexible response mechanisms into the latter's budget to allow for a consistent approach after ECHO's closure.

Key data

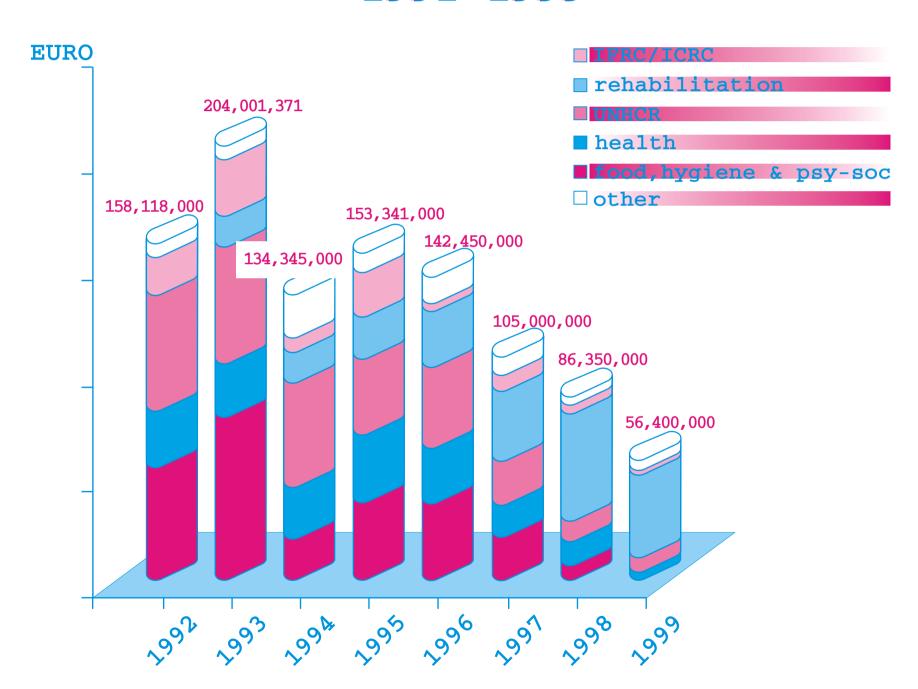
The International Management Group (IMG), one of the key providers of data in the development of the EC/World Bank reconstruction plan for Bosnia-Herzegovina, has been used by both DG ER and ECHO in monitoring and sometimes supervising their programmes. ECHO supported IMG from the start in 1993. Once again, ECHO's role illustrates its ability to ensure the complementarity of actions within the European Commission.

As ECHO's involvement in Bosnia-Herzegovina draws to a close after eight long years, we are proud to have succeeded in our mission, and to have ensured a seamless transition from the emergency operation managed by ECHO to the development process actively pursued by DG ER.

ECHO BiH team 1992-2000 paving the way for return

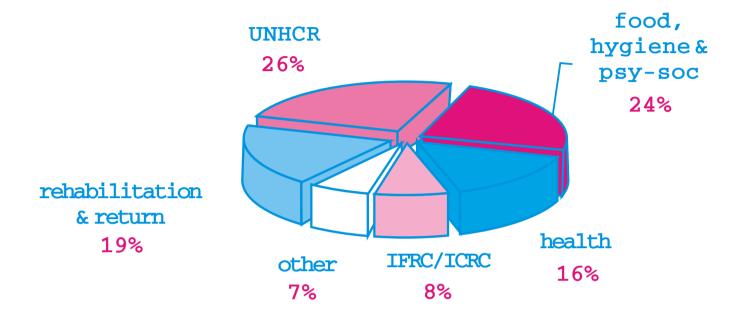
fACTS aND FIGURES

overall echo funds for bih 1992-1999



LS and figures.

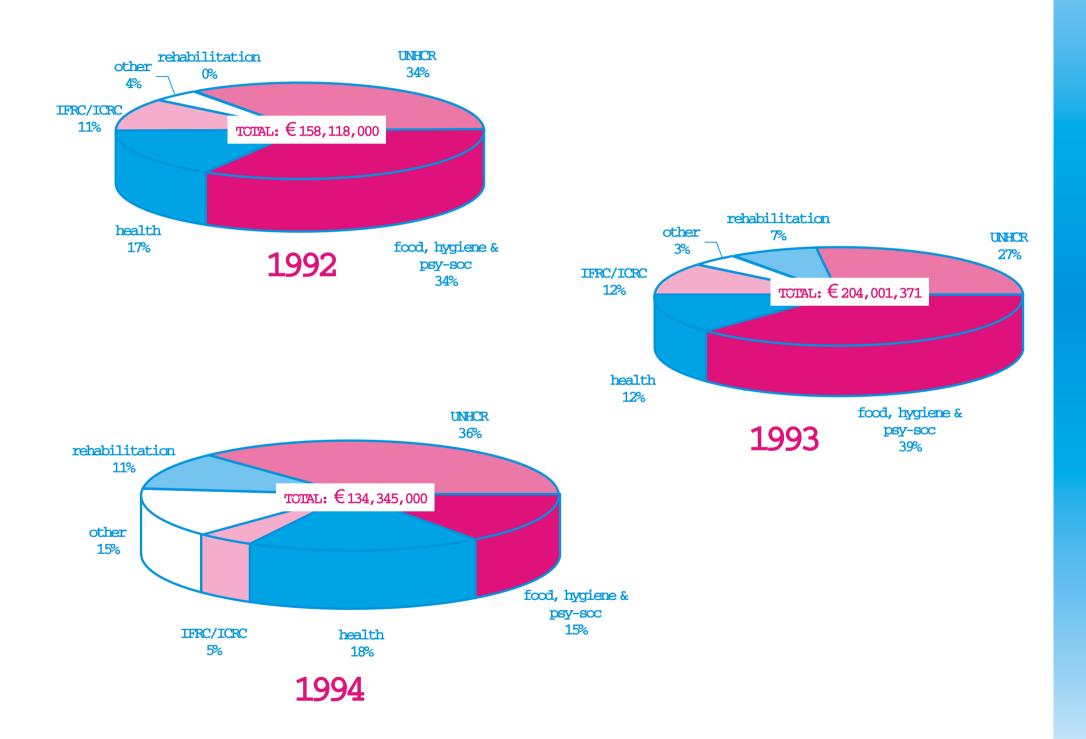
breakdown of funding by sector 1992-1999



CUMULATIVE tOTALS 1992 - 1999

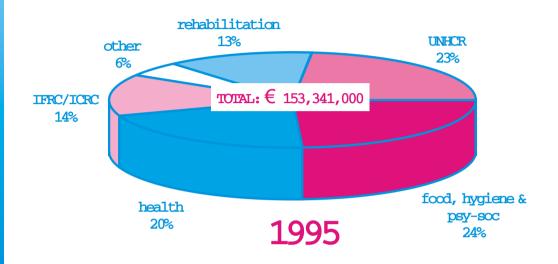


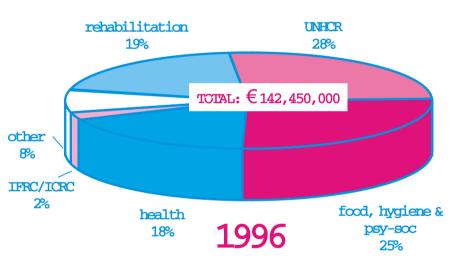
breakdown by sector, year by year

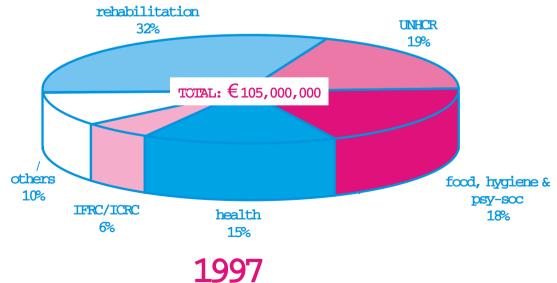


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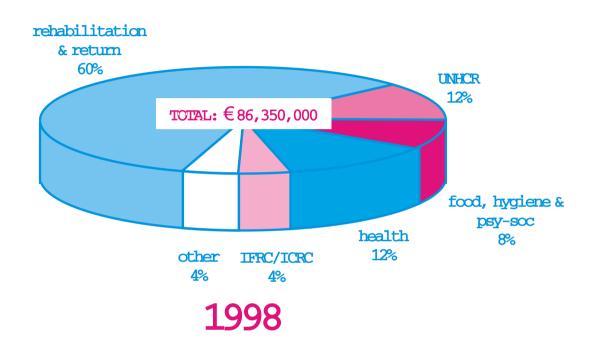
breakdown by sector, year by year

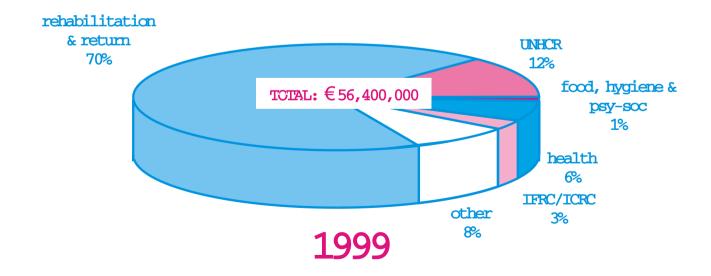






breakdown by sector, year by year



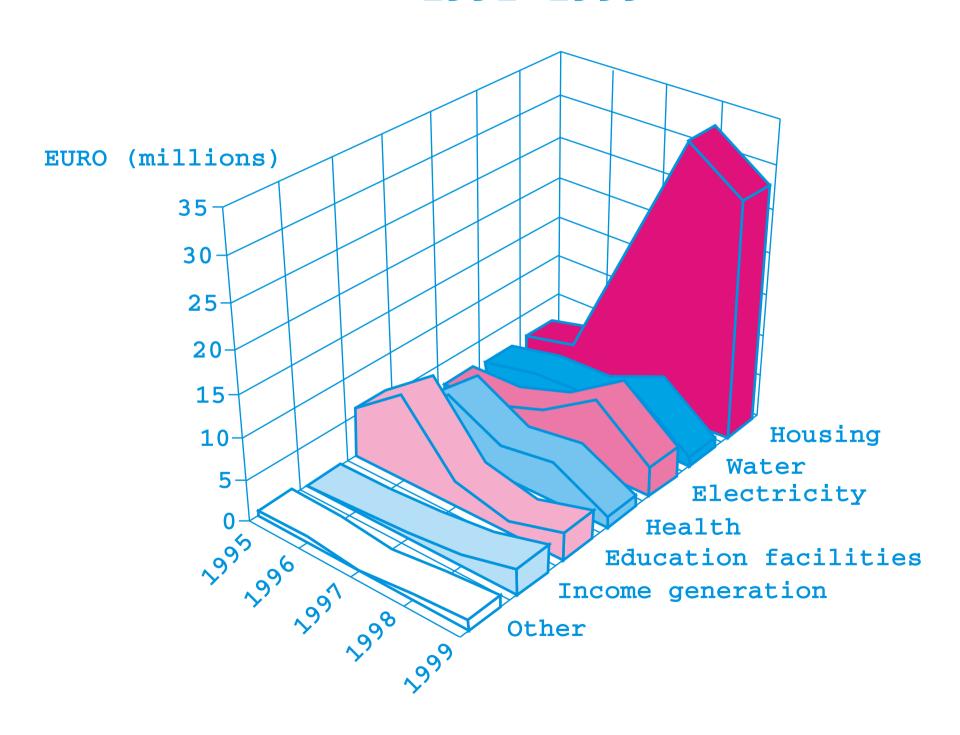


aT a gLANCE: bREAKDOWN by sector,

YEAR by YEAR

	todiene thydiene psyrsoc	nealth	TERC L	other	rehaio	UNIT CR	
1992	53,218,000	26,100,000	17,000,000	6,800,000		55,000,000	158,118,000
1993	77,796,371	24,510,000	25,190,000	6,488,000	15,220,000	54,797,000	204,001,371
1994	19,815,000	24,240,000	6,420,000	20,110,000	14,640,000	49,120,000	134,345,000
1995	37,254,300	31,210,500	20,800,000	8,446,200	19,795,000	35,835,000	153,341,000
1996	36,210,000	25,985,000	3,000,000	11,762,400	27,492,600	38,000,000	142,450,000
1997	19,330,000	15,550,000	6,000,000	10,405,000	33,715,000	20,000,000	105,000,000
1998	7,330,000	10,780,000	3,750,000	3,690,000	50,800,000	10,000,000	86,350,000
1999	600,000	3,500,000	1,700,000	4,500,000	39,100,000	7,000,000	56,400,000
TOTAL	251,553,671	161,875,500	83,860,000	72,201,600	200,762,600	269,752,000	1,040,005,371

directly-managed echo rehabilitation projects 1992-1999



eVENTS: bringing people together



Эшогтівтниіс ғи

MULTIETHNIC fun football schools

WHEN:

Summer 1999

WHERE:

All over Bosnia-Herzegovina. In Gorazde, Travnik, Tesanj/Usora, Lukavac, Vogosca, Ilidza/Hrasnica, Konjic, Sanski Most, Maglaj, Lukavica/Srp Novo Sarajevo, Pale, Samac, Bijeljina, Brcko, Modrica, Vitez, Odzak, Orasje, Livno, Ljubuski, Srebrenica.

WHO:

Over 4,000 children aged 8-14 regardless of ethnic or social background, sex or skills; 300 trainers; 100 volunteers; 22 school leaders. Project implemented by a consortium created by Danish Refugee Council and the Cross Cultures Association.









HMULTIETHNIC fun

WHAT:

A total of 22 multi-ethnic football schools where children of all ethnic groups got together to have fun and to learn how to play non-competitive, non-aggressive football. Two multi-ethnic seminars for school leaders and trainers in Maglaj and Pale (this was the first multi-ethnic activity in Pale since the war). As a permanent result of the project, a National Joint Committee was created within the existing three separate Football organizations. This will ensure the continuation of the Fun Football School in the future. This body recently applied to UEFA for recognition and support.

WHY:

Sport can be used as a tool in the peace process, to help shattered communities obtain a shared experience of dialogue and co-operation across ethnic, political, religious and social barriers. Children have the right to play no matter where, regardless of their gender, the colour of their skin or their ethnic background.









eUROPEAN bAROQUE oRCHESTRA tOUR

WHEN:

August 1999

WHERE:

Dubrovnik (Croatia), Mostar (Bosnia-Herzegovina)

WHO:

The Orchestra was born in 1985. It comprises 25 young musicians from all over Europe, at the end of their post-graduate studies. Each year they are selected by audition as members of the Orchestra and goodwill ambassadors of the European Commission. They stay with the Orchestra for a six-month season, during which they carry the flag of European integration throughout the world.







E ... eUROPEAN bAROQUE

WHAT:

Two free **concerts**, at the Pavarotti Music Centre, Mostar, Bosnia-Herzegovina and at the Summer Festival in Dubrovnik, Croatia. Two **workshops** organized before each event to play together with teachers and students.

WHY:

Culture is a powerful tool to promote peace and reconciliation, to return life to cities and to build long-term relationships between communities. Music in the only universal language, it unites people across social, political or ethnic boundaries.







WHEN:

July 1999 WHERE:

Five villages in rural areas around Mostar: Seonice, Bijalo Polje, Blagaj, Grude (Dubrava Collection Centre), Donja Dreznica. Final event at the Pavarotti Music Center, Mostar

WHO:

Around 400 children of all ethnic groups involved in games and open air activities led by a team of 26 young people, members of the Association Apeiron De Art.







eUROPEAN yOUTH rOCK fESTIVAL

WHEN:

2-3 October 1998 WHERE:

Sarajevo Central Railway Station

WHO:

Ten rock bands from Bosnia-Herzegovina, Croatia, FR Yugoslavia and England. Organized by





WHAT:

"Arrival" was a two-night rock concert performed in the Hall at Sarajevo Central Station, a facility heavily damaged during the conflict. The ten bands played to 4,500 people who came by bus from all over BiH. This was the first multi-ethnic youth music event after the war.

WHY:

The concert helped to fund reconstruction: all proceeds from ticket sales were dedicated to the rehabilitation of the Station, a vital hub in the city. Through its cosmopolitan, multiethnic music scene, the project's message was: no-one can divide youth.







pavarotti children's choir concert

WHEN:

4 December, 1999
WHERE:

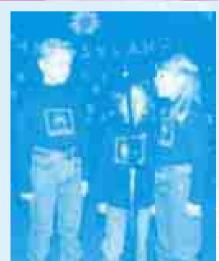
Mostar National Theatre

WHO:

The Pavarotti Children's Choir comprises 80 children aged between 4-12. They belong to different ethnic groups and come from all parts of Mostar to meet twice a week at the Pavarotti Music Centre.











WHAT'S

An evening to celebrate the choir's first anniversary. Parents and friends from both Mostar East and West attended the event. Special quests: the Drum Workshop Group, the Sarajevo Drum Orchestra, the Mo Art Dance Ensemble. All year long, ECHO supported the choir's activities and performances.

WHY:

Music builds bridges and through its power, the children of a divided town can be brought together to get to know and accept each other.

ECHO/Jacob HAdzic





CHILDREN'S dANCE fESTIVAL

WHEN:

29 December, 1999
WHERE:

Borik Hall, Banja Luka

WHO:

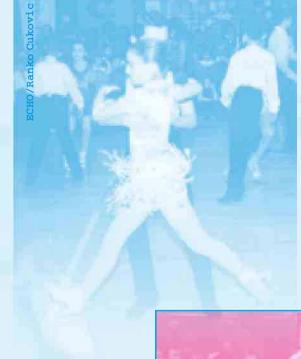
Around 1,000 children from Banja Luka.

WHAT:

Three groups of children competed in five dances: paciji ples (duck dance), Ivin voz (Ivo's train), twist, skoko (jumping) and zooloski vrt (zoo dance). A big crowd of parents and friends cheered them on .

WHY:

ECHO funded the rehabilitation of four kindergartens in and around Banja Luka. The festival symbolised the successful conclusion of a project aimed at uniting people.







д титекиет со тикар

internet to rural schools project

WHEN:

September 1999 to June 2000

WHERE:

Six rural schools and youth centres in the Mostar area: Jablanica, Bijelo Pollje, Blagaj, Dreznica, Ljubinje (RS), West Mostar.

WHO:

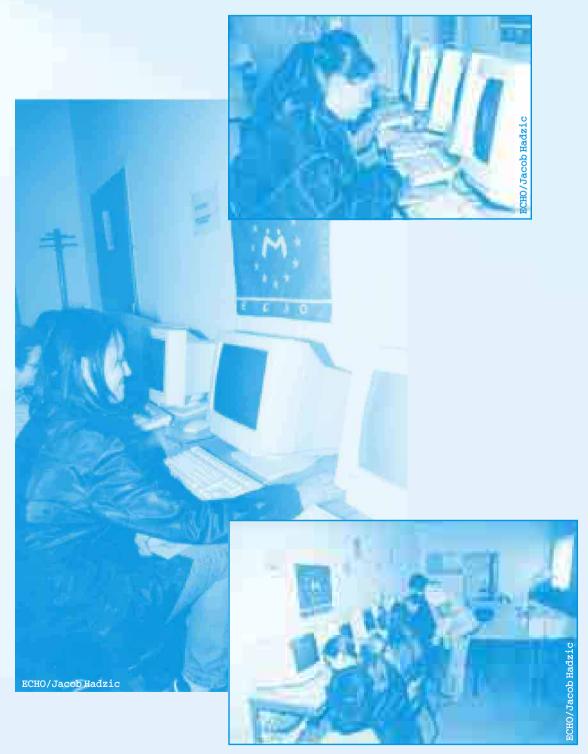
A Mobile Internet Team provided training and access to the Net to some 250 students in rural areas.

WHAT:

Weekly lessons for hands-on training programmes in information technology (IT). Focus on the global resources of the World Wide Web. Students published on-line by writing articles for the Web Magazine, the Internet website created by "Srcem", a youth organization based in West Mostar. The kids constructed a rural community web site as part of the Web Magazine, with tourist information, digital photographs, etc. Web presentations were organized for the public, to show people the benefits of new technology.

WHY:

To enable young people in rural areas to experience worldwide youth culture and to contribute to their community's revival. To provide communication links with friends and families remaining abroad, helping to encourage their return from third countries.



HECHO IMPLEMENTING SARINERS IN BIH HECHO IMPLEMENTINERS IN

WITHOUT THEM IT WOULD NOT HAVE BEEN POSSIBLE ECHO implementing partners in BiH

ACF-FRA
ACTION NORD-SUD FRA
ADRA TRANS-EUROPE
AMERICAN REFUGEE COMMITTEE
AMICA BOSNIENHILFE
ASB-DEU
ATLAS
AUSTRIAN RED CROSS
BELGIAN RED CROSS
CARE AUSTRALIA
CARE-D
CARE INTERNATIONAL
CARE-UK
CARE-AUT
CARITAS-DK

CARE INTERNATIONAL
CARE-UK
CARE-AUT
CARITAS-DK
CRS
CRIC
CESVI
CHILDREN IN CRISIS
CHILDREN'S AID DIRECT UK
CHRISTIAN AID-UK
CAP-BERGAMO
CEFA
CISP
COMITATO DI BERGAMO
COOPERACCIO-ES
CROIX ROUGE-AUT

CROIX ROUGE-FICR-IFCR-CH

CROIX-ROUGE CICR-CH
CROIX ROUGE-ESP
CROIX ROUGE-DEU
DUTCH REL.& RE
DRC
DFID
DIAKONISCHES WERK
DRA-NLD
EDA
EQUILIBRE-FRA
EUROCITIES

FEED THE CHILDREN
FINNISH FREE FOREIGN MISSION
FRANCE LIBERTES
GERMAN RED CROSS
GOAL
GVC

HANDICAP INTERNATIONAL
HANDICAP-FRA/LYON
HANDICAP-FRA/PARIS
HEALTH NET INTERNATIONAL-NL
HELP AGE INTERNATIONAL-UK

HELP MEDICAL

HILFE FUR KINDER IN NOT HILFSWERK AUSTRIA HODLMAYR ICMC
ICMPD
ICRC
IFRC
IMG
IMC
IOCC

INTERNATIONAL RESCUE COMMITTEE

IRC-ES INTERSOS INTERVENIR

JOHANNITER UNFALL HILFE

WF

MALTESER HILFSTDIENST
MARIE STOPES INTERNATIONAL

MDM-FRA MSF-BEL MSF-NLD MDM-ESP

MERCY CORPS/SEA

MCE-SEA

MISSION LOCALE DE STRASBOURG

MPDL

MOVIMONDO MOLISV NORWEGIAN PEOPLE'S AID

NRC

NUOVA FRONTIERA

ODA-GBR

OSTERREICHISCHES HILSWERK INT.

OXFAM-UK PSF-FRA

PMU-INTERLIFE
PREMIERE URGENCE
RADDNINGS VERKET

RED BARNET
REFUGEE TRUST

RTI

SAVE THE CHILDREN-DK SCOTTISH EUROPEAN AID

SOLIDARITES

SRSA

SWISS AGENCY DEVELOPMENT

SALVATION ARMY-UK TERRE DES HOMMES-CH

UN-FAO UN-UNHCR UN-WFP-PAM WHO-OMS WFP

WORLD VISION AUT
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WORLD VISION IRELAND
WORLD VISION-UK

PICTURES

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workshop

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Jaice

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Page 11- No 7: Strane village, Busovača

ACRONYMS

- CRPC

Commission for Real Property

(formed within the framework of the Dayton Peace Agreement to reestablish the property rights of refugees and displaced persons)

- DAYTON AGREEMENT or GFAP
General Framework Agreement
for Peace

(signed in Dayton, Ohio in December 1995. It brought to an end three and half years of war)

- ECHO

European Commission Humanitarian Aid Office

- EC

European Commission

- EU

European Union

- ICRC

International Committee of the Red Cross

IMG

International Management Group

(Intergovernmental organization created in 1993 to support the reconstruction process)

- NGO

Non Governmental organisation

- RRTF

Reconstruction and Return
Task Force

(established in 1997 for an integrated approach to the return and reconstruction process)

- UNHCR

United Nations High Commissioner for Refugees

- WFP

World Food Programme

ZOS

Zone Of Separation

(20 km wide strip of land along the Inter Entity Boundary Line which separates the two constituent entities of BiH. This is principally a military demarcation zone)

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