

GAO

Report to the Chairman, Subcommittee  
on Europe and the Middle East,  
Committee on Foreign Affairs, House of  
Representatives

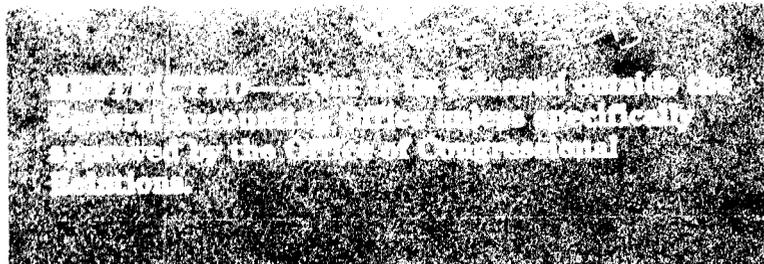
March 1991

# PERSIAN GULF CRISIS

## Humanitarian Relief Provided to Evacuees From Kuwait and Iraq



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**National Security and  
International Affairs Division**

B-243104

March 12, 1991

The Honorable Lee H. Hamilton  
Chairman, Subcommittee on Europe  
and the Middle East  
Committee on Foreign Affairs  
House of Representatives

Dear Mr. Chairman:

This report responds to your request that we provide information on the assistance provided to foreign workers who were displaced by the Iraqi invasion of Kuwait. The international relief effort for the initial wave of evacuees began in early August 1990 and continued through most of October 1990. Specifically, this report addresses (1) the efforts to care for and repatriate the evacuees in Jordan and Turkey, (2) the roles and responsibilities of the various international organizations participating in the relief effort, (3) the costs for providing care and repatriation, and (4) the extent of U.S. contributions. We also looked at the status of contingency plans for further influxes of displaced people following the initiation of combat on January 16, 1991.

We briefed your staff on the results of our review on February 4, 1991. This report summarizes and updates the information provided during that briefing.

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**Results in Brief**

Our review showed that

- the overall relief effort was successful in caring for and repatriating the estimated 800,000 people who fled to Jordan and 60,000 who fled to Turkey;
- humanitarian relief was provided by a number of governments, international organizations, and nongovernmental groups, with overall coordination by the U.N. Disaster Relief Organization (UNDRO);
- international donors pledged and/or contributed an estimated \$487 million to the relief effort, in addition to the substantial amounts spent by the governments or organizations of Jordan and Turkey, as well as the other primary host countries, Iran and Syria;
- the United States pledged cash, commodities, and services totaling \$27.6 million to the relief effort and had donated \$23.8 million as of December 1990; and

- on October 19, 1990, UNDR0 issued a contingency Plan of Action for handling another surge of evacuees into the countries neighboring Iraq, and the agency updated the plan on January 11, 1991.

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## Background

Iraq's invasion of Kuwait on August 2, 1990, precipitated a movement of more than 1 million people during August and September 1990 into neighboring countries, mainly Jordan. A large number of evacuees were "third-country nationals" from various Middle Eastern and South Asian or Asian countries who had found work in Iraq or Kuwait. Most had a home country to return to, but they had immediate needs for food, shelter, and medical attention. In addition, most had lost their lifetime earnings and were fleeing with few, if any, personal possessions.

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## Overall Relief Effort Was Successful

Officials involved characterized the relief effort as successful overall because all evacuees were fed and expeditiously repatriated to their countries of origin, and no one died for lack of care. This success was attributed largely to timely responses by the Jordanian and Turkish governments and the Turkish Red Crescent Society (the Turkish equivalent to the American Red Cross), all of which immediately offered help in the form of food, shelter, water, and medical care.

The organizations that participated in the relief effort included UNDR0, the U.N. High Commissioner for Refugees, the U.N. Development Program, the World Food Program, the U.N. Children's Fund, the International Committee of the Red Cross, the League of Red Cross/Red Crescent Societies, and the International Organization for Migration (IOM). In addition, the U.N. Secretary General appointed a special representative to focus international attention on the crisis and the relief effort.

The evacuees were repatriated as a result of extensive efforts mounted from early September to mid-November by the governments of the evacuees' home countries—Egypt, Bangladesh, India, Pakistan, the Philippines, Sri Lanka, Sudan, and Yemen—and by IOM and the European Community. More than 350,000 people were repatriated by the governments whose nationals were displaced, and IOM repatriated another 140,000.

The relief efforts in Jordan and Turkey are discussed more fully in appendix I, and the roles and responsibilities of the various international organizations are examined in appendix II.

## International Pledges and Contributions to the Gulf Relief Effort

A variety of governments, international organizations, and nongovernmental organizations made pledges and/or contributions valued at an estimated \$487 million in cash; commodities, such as food and medicine; and in-kind assistance, such as air transport, to the gulf relief effort.<sup>1</sup> Many governments, including the receiving nations and those whose citizens were displaced, and nongovernmental organizations also incurred significant expenses in providing care and assistance to those repatriated. Because some of the contributions were unreported bilateral transactions between donors and recipient organizations, we were unable to obtain precise data on the amount of contributions provided. However, we were able to obtain data collected by the United Nations on multilateral pledges and contributions.

UNDRO, the U.N.'s designated coordinator for international assistance to the gulf relief effort, compiled a list, by donor, of cash, commodities, and in-kind contributions to the region. UNDRO urged donors to report their contributions, whether they were made bilaterally or through U.N. channels. An UNDRO official told us that although the list probably does not include all contributions to the relief effort, he believes it to be fairly comprehensive with certain limitations. First, the list does not include assistance provided by the governments of Jordan, Iran, and Syria. Also, it does not include as contributions the expenses incurred by affected governments in repatriating their citizens. UNDRO's accounting also excludes many of the administrative expenses of organizations involved in the relief effort. Finally, some of the listed contributions were in the form of pledges that had not yet been paid at the time the report was compiled. UNDRO officials informed us that with the exception of pledges made directly through UNDRO, they do not have a way to verify pledges or donations. Tables 1 and 2 list donations by source of pledges and/or contributions and by implementing organization.

<sup>1</sup>These were pledges and contributions to the initial evacuation effort resulting from Iraq's August 2, 1990, invasion of Kuwait. The United Nations made a separate appeal and received separate pledges and contributions for the contingency Plan of Action in response to the allies' military action against Iraq.

**Table 1: Gulf Evacuation Relief Pledges and/or Contributions, by Donor Category, Made Through or Reported to UNDRO**

Dollars in millions	
Donor category	Contribution
Donor governments	\$384.2
European Community	78.1
U.N. organizations	4.7
Red Cross/Red Crescent societies	2.1
Other nongovernmental organizations	17.8
<b>Total</b>	<b>\$486.9</b>

**Table 2: Gulf Evacuation Relief Pledges and/or Contributions, by Donor Channel, Made Through or Reported to UNDRO**

Dollars in millions	
Donor channel	Contribution
Bilateral contributions by governments <sup>a</sup>	\$251.3
Intergovernmental organizations	147.8
U.N. organizations	26.5
Red Cross/Red Crescent committees	25.8
Other nongovernmental organizations	35.5
<b>Total</b>	<b>\$486.9</b>

<sup>a</sup>Includes reported Saudi Arabian contributions of \$168 million to Egypt and \$50 million to Syria.

Jordan was a major contributor to the multilateral relief effort, although there is disagreement on the monetary value of Jordan's contribution. The Jordanian government estimated that it spent more than \$55 million to care for and feed evacuees and claimed reimbursement for that amount from UNDRO. UNDRO officials reviewed Jordan's claims and estimated its expenditures at \$50.5 million.

U.N. officials told us that they support Jordan's request for reimbursement. On October 15, 1990, UNDRO issued an appeal on behalf of Jordan for \$47 million. UNDRO later appealed for an additional \$3.5 million for health-related activities. As of January 16, 1991, according to UNDRO officials, an estimated \$15 million had been contributed by five countries—Canada, Japan, Norway, Switzerland, and the United States—and several international organizations to reimburse Jordan for its expenses.

Although Department of State officials said that the United States has not contributed specifically to the reimbursement fund for Jordan, UNDRO counted the U.S. donations to Jordan during the first month of the crisis against the Jordanian claim. The United States gave Jordan \$500,000 through UNDRO and \$275,000 bilaterally. State Department

officials informed us that they do not plan to contribute to the UNDR0 appeal to reimburse Jordan. The State Department pointed out that, in considering whether the Jordanian government should be reimbursed for its costs in caring for evacuees, countries of first asylum are not ordinarily reimbursed for their expenditures in caring for refugees or evacuees. The State Department also questions the validity of some of Jordan's claims.

Of the \$23.8 million contributed overall by the United States as of December 1990, \$10.2 million was spent for transporting evacuees, \$8.4 million was spent for food, and \$5.2 million was provided to other international organizations. U.S. commodity donations, which consisted of rice, wheat flour, and vegetable oil, reached the region near the end of November 1990, too late to be used during the initial evacuation. A portion of these commodities are now stockpiled in Cyprus and are part of the World Food Program's supplies for any further evacuees.

We were unable to determine the expenses incurred during the relief effort by each of the various governments and participating organizations. Appendix III, however, discusses estimates of expenses incurred by several of the key governments and participating organizations. U.S. contributions to the gulf relief effort are discussed in appendix IV.

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## Status of Contingency Plans

A contingency Plan of Action for handling another surge of evacuees from Iraq and Kuwait was first issued by UNDR0 on October 19, 1990, and then updated on January 11, 1991—5 days before hostilities broke out. The plan assumed that 100,000 people would need care for a period of 90 days in each host country, and Turkey, Jordan, Syria, and Iran were expected to be the principal exit points from Iraq.

When hostilities began on January 16, the contingency plan went into effect. However, Iraq immediately closed and mined its border with Turkey, and there were no reported flows of evacuees through Iran or Syria—scenarios the contingency plan did not take into consideration. Consequently, the majority of evacuees, an estimated 15,000 as of February 1, have exited through Jordan.

On the basis of its planning assumptions, UNDR0 estimated that the contingency Plan of Action would cost \$175 million. On January 10, 1991, UNDR0 launched an appeal for \$38 million to cover start-up costs of the contingency plan. As of January 18, 1991, \$57 million had been pledged

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against this appeal. UNDRO officials informed us that \$35 million had been received as of mid-February 1991.

Appendix V summarizes the UNDRO contingency plan.

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## Scope and Methodology

In conducting our review, we interviewed and obtained documents from Department of State and Agency for International Development officials. We also obtained information from officials of the governments of Jordan and Turkey, the U.N. Disaster Relief Organization, the U.N. Development Program, the U.N. High Commissioner for Refugees, the U.N. Children's Fund, the International Committee of the Red Cross, the League of Red Cross/Red Crescent Societies, the International Organization for Migration, and the World Food Program. We also met the special representative appointed by the U.N. Secretary General and interviewed U.S. mission and embassy staff in Geneva, Switzerland; Nicosia, Cyprus; Amman, Jordan; and Ankara, Turkey, to discuss the extent of the U.S. participation in the relief effort.

We performed our review between November 1990 and February 1991 in accordance with generally accepted government auditing standards. As requested, we did not obtain written agency comments on this report. However, we discussed the contents of this report with program officials from the State Department and the Agency for International Development and incorporated their comments where appropriate.

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As arranged with your office, unless you publicly announce its contents earlier, no further distribution of this report will be made until 15 days from its issue date. At that time, we will send copies to the appropriate congressional committees, the Secretary of State, and other interested parties.

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If you or your staff have any questions concerning this report, please contact me at (202) 275-5790. The major contributors to this report were David R. Martin, Assistant Director, and Neyla Arnas, Evaluator.

Sincerely yours,

A handwritten signature in cursive script that reads "Harold J. Johnson".

Harold J. Johnson,  
Director, Foreign Economic  
Assistance Issues

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**Abbreviations**

ERMA	Emergency Refugee and Migration Assistance
IOM	International Organization for Migration
MRA	Migration and Refugee Assistance
OFDA	Office of Foreign Disaster Assistance
UNDRO	United Nations Disaster Relief Organization
UNHCR	United Nations High Commissioner for Refugees
UNICEF	United Nations Children's Fund

# Relief Efforts in Jordan and Turkey

Iraq's invasion of Kuwait on August 2, 1990, resulted in a major displacement of people, particularly foreign nationals working in both countries at the time. About 1 million evacuees poured into neighboring countries from August to mid-October 1990, with most of the exodus taking place through Jordan.

The heaviest outflow occurred days after the invasion and lasted through mid-September. Clusters of people were allowed by Iraqi authorities to leave Iraq and Kuwait by nationality. Jordan received the majority, over 1 million. Egyptians comprised the largest population of the estimated 800,000 non-Jordanians exiting through Jordan, followed by Indians, Sri Lankans, Bangladeshis, Filipinos, Pakistanis, and Sudanese. Of the 60,000 evacuees leaving through Turkey, most were from Bangladesh, Pakistan, Sri Lanka, Vietnam, and Eastern Europe. In addition, an estimated 5,000 Turks returned to their homes. An estimated 100,000 people entered Iran, including about 70,000 nationals of Iran and Kuwait. The majority of the other 30,000 were Pakistanis. About 60,000 people exited Iraq into Syria, including about 50,000 Syrians.

Three weeks after the crisis began, the international community became actively involved in the relief effort, and 2 months after the invasion most of the evacuees were repatriated. Most of the humanitarian assistance was provided through the joint efforts of the host countries, especially Jordan and Turkey, and the U.N. agencies, which worked in close cooperation with the International Organization for Migration, the International Committee of the Red Cross, and other nongovernmental groups.

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## Jordan

The Jordanian government responded to the crisis by establishing an inter-ministerial High Committee for Evacuee Welfare, headed by the Secretary General of the Ministry of Interior. Reception centers and camps were opened at the border in Ruweished and in Azraq, Amman, and Aqaba. The High Committee shouldered the financial and managerial burden of the relief effort, while the Ministry of Health and the Jordanian National Red Crescent Society, assisted by other nongovernmental organizations, tackled health and safety issues.

During the first 3 weeks of August, 228,000 Egyptians, Yemenese, and Sudanese entered Jordan. According to Jordanian officials, the government of Jordan initially attempted to handle the relief effort on its own. (During that period, the governments of Saudi Arabia and Egypt and the European Community played major roles in moving Egyptians back to

their homeland.) The international community did not become involved until near the end of the month, when Jordan became overwhelmed by the 105,000 people accumulated at its border and formally appealed to the United Nations for assistance. In response, the U.N. agencies, the International Committee of the Red Cross, the League of Red Cross/Red Crescent Societies, and numerous nongovernmental groups offered their help to the Jordanian government. The Secretary General of the United Nations appointed the U.N. Disaster Relief Organization to provide overall coordination for the relief effort and later appointed a personal representative to the gulf humanitarian effort.

During the first weeks of the crisis, until international aid arrived, the Jordanian government and local voluntary organizations supplied the evacuees with shelter, food, and other urgent needs. The Jordanian border authorities were faced with thousands of evacuees who, with no funds, nowhere to go in Jordan, and no means of repatriation, had to remain temporarily at the border area in the desert. This situation led to the establishment of three camps, Shalaan I, II, and III, at the border during August 1990. The Jordanian National Red Crescent Society came on the scene with medical support as early as August 15, 1990, and established an outpatient health clinic when the first border camp, Shalaan I, opened on August 24. During August, the Jordanian authorities were the sole suppliers of water and food, regularly trucking these locally purchased supplies to the camps at the border.

As the camps at the border overflowed, additional camps were built 90 miles outside of Amman. Azraq I and II were established in early September 1990 and were operational through mid-November. When Azraq I and II were built, the Shalaan camps at the border were closed, with only a small transit camp remaining at the border.

The International Organization for Migration arrived in Jordan on September 3, 1990, to provide transportation for repatriating the evacuees. The organization had moved 139,000 evacuees out of the country as of January 15, 1991.

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## Turkey

The relief effort in Turkey was coordinated by the Turkish government and the Turkish Red Crescent Society throughout the crisis. The Turkish Red Crescent Society organized a transit center at the Habur crossing point on the Turkish-Iraqi border, and camps were established on August 26, 1990, to provide food, shelter, and medical care for the evacuees until they could be repatriated.

Turkey appealed to the U.N. Disaster Relief Organization on September 7, 1990, for assistance in transporting people who did not have the resources to move. The International Organization for Migration started moving people out of Turkey on September 9, 1990, and repatriated a total of 8,000.

The Turkish Red Crescent Society, relying on its own resources to provide care to those in transit to their home countries, estimated that it spent \$615,000. The Turkish government incurred no costs.

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# Roles and Responsibilities of International Organizations in the Relief Effort

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A variety of United Nations, international, and nongovernmental organizations participated in the care and repatriation of hundreds of thousands of foreign nationals fleeing Iraq and Kuwait.

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## United Nations Organizations

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### Office of the Personal Representative of the U.N. Secretary General

On September 12, 1990, the U.N. Secretary General appointed a personal representative for humanitarian assistance relating to the crisis between Iraq and Kuwait, in particular the problems of displaced third-country nationals. The personal representative dealt with matters at a political and diplomatic level; became personally involved in raising funds for the relief effort; and visited Jordan, Turkey, and Iran. In addition, his office worked closely with the U.N. Disaster Relief Organization in preparing the contingency Plan of Action.

### U.N. Disaster Relief Organization

The U.N. Secretary General appointed UNDRO as the agency responsible for overall coordination of relief efforts in the gulf. The Secretary General asked UNDRO to "coordinate the efforts of the U.N. system with regard to any assistance to be provided to the population displaced by events in Iraq and Kuwait." UNDRO became officially involved in the effort following a request for assistance from Jordan on August 22, 1990.

UNDRO officials characterized their functions in the relief effort as facilitators, coordinators, mobilizers of support, and gatherers and disseminators of information to the international community in accordance with their mandate.

UNDRO held the first donors' meeting in Geneva on August 24, 2 days after receiving the Jordanian request for assistance. Regularly scheduled interagency meetings were headed by UNDRO and followed by the issuance of situation reports to all donors and parties involved in the relief effort. On the same date, UNDRO delegates were sent to Jordan, and contacts were made with U.N. resident representatives of other transit countries. On August 27, 1990, UNDRO issued an appeal for \$34 million.

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**U.N. Children's Fund**

Because the U.N. Children's Fund (UNICEF) already had an established presence in the gulf when the evacuation effort began, it was the first U.N. agency to respond to the Jordanian government's call for assistance in dealing with the massive influx of persons fleeing Iraq and Kuwait. Almost immediately after Jordan's request for help, UNICEF released \$100,000 from its New York headquarters.

UNICEF's emergency operations were aimed at three broad categories of needs in the evacuation camps: water and sanitation, health care, and shelter. In late August, UNICEF supplied tents, blankets, and essential drugs from its warehouse in Copenhagen. Water tanks, water cans, and mattresses were also purchased locally for distribution to the evacuees.

During September, UNICEF (1) delivered additional supplies of drugs, water tanks, blankets, soap, and disinfectants; (2) assisted in installing sanitation units and water tanks in evacuation facilities in Amman, Jordan; and (3) provided Jordanian authorities with financial assistance to help meet local relief effort expenses. In addition, UNICEF provided the services of experts in refugee camp management to assess water and sanitation needs in the Jordanian camps. These experts also worked with camp authorities to upgrade the sites to withstand rain and winter weather conditions.

UNICEF officials told us that although its emergency response was directed toward all evacuees in Jordan, special consideration was given throughout to addressing the needs of women and children, in keeping with the UNICEF mandate.

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**U.N. Development  
Program**

During the relief effort, the U.N. Development Program had resident representatives in all the transit countries. Those representatives also acted as UNDRO representatives and U.N. resident coordinators. These offices played a major role in the coordination effort by facilitating contacts with host governments, donors, and nongovernmental organizations. The program offices' premises were used as central points for coordination meetings with UNDRO staff.

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**Appendix II  
Roles and Responsibilities of International  
Organizations in the Relief Effort**

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**U.N. Relief and Works Agency for Palestine Refugees in the Near East**

The U.N. Relief and Works Agency for Palestine Refugees in the Near East provided a health team to one camp in Jordan and assisted in the distribution of food. The agency also gave logistic support (trucking, customs clearance, loading and unloading relief supplies) to the government of Jordan, the World Food Program, UNICEF, and nongovernmental organizations.

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**U.N. High Commissioner for Refugees**

The U.N. High Commissioner for Refugees (UNHCR) did not play a major role in the initial evacuation effort, according to agency officials. Its efforts focused on legal assistance and protection for refugees, including the determination of refugee status and the establishment of an assistance project. This project was designed to meet the temporary needs of an estimated 10,000 people, mostly Somalis, considered to be refugees.<sup>1</sup> Those fleeing Iraq and Kuwait were generally considered evacuees and not refugees.

At UNDRO's request, however, UNHCR provided training to Jordanian officials in the techniques of managing camps and provided assistance for the few asylum seekers and refugees who left Iraq. In addition, UNHCR stocked emergency supplies to meet any future needs of refugees.

In Jordan, 630 refugees were handled by UNHCR from August to November 1990. The majority of these were Somalis who went to Syria, although a few were Ethiopians and Liberians. Currently, 1,100 Somalis are considered refugees in Jordan, and UNHCR is assisting them.

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**World Health Organization**

The World Health Organization provided health kits, water and sanitation equipment, and other supplies. The organization later established an environmental health project, including insect control, in the camps and first aid stations along the Iraqi border to Aqaba. In addition, the organization assisted the Jordanian Ministry of Health in replenishing some of the medical stocks used during the relief effort.

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**World Food Program**

World Food Program stocks for development projects in Jordan were used in response to Jordan's appeal for emergency assistance to feed the

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<sup>1</sup>A refugee is a person who, because of a well-founded fear of persecution for reasons of race, religion, nationality, membership in a particular social group or political opinion, is outside the country of his nationality and is unable or, owing to such fear, unwilling to avail himself of the protection of that country.

**Appendix II  
Roles and Responsibilities of International  
Organizations in the Relief Effort**

evacuees. In addition, program workers transported and delivered donations of food and other relief supplies from various donors.

The program pledged a total of 9,828 metric tons of wheat flour, rice, vegetable oil, lentils, fish, and sugar to Jordan. This supply was the equivalent of basic foodstuffs for 120,000 evacuees for 3 months with a 1-month buffer stock. Through October 31, 1990, the government of Jordan had used 1,201 metric tons from the pledge, as shown in table II.1.

**Table II.1: Government of Jordan's Use of World Food Program Commodities**  
(Through October 31, 1990)

Figures in metric tons	
<b>Commodity</b>	<b>Amount consumed</b>
Wheat flour	926.0
Canned fish	67.5
Canned cheese	20.5
Sugar	35.1
Rice	134.5
Vegetable oil	16.2
Curry powder	1.5
<b>Total</b>	<b>1,201.3<sup>a</sup></b>

<sup>a</sup>As of January 31, 1991, Jordan's consumption of food donated through the program totaled 3,547 metric tons.

## Other International and Nongovernmental Organizations

### International Organization for Migration

As the number of people stranded in camps along the Iraqi-Jordanian border increased, repatriation was given top priority by the international community. UNDRO asked IOM to coordinate repatriation arrangements because of IOM's long experience in migration activities.

At the time of IOM's first appeal, 105,000 people were in the border camps. IOM appealed for \$50 million, split evenly between cash and in-kind contributions. Four days after the appeal, more than half the \$50 million had been pledged, and IOM initiated the first international airlift from Jordan on September 3, 1990.

Although most of the repatriations took place from Jordan, IOM also provided assistance in Turkey, Iran, and Saudi Arabia. As of January 15, 1991, IOM had repatriated a total of 161,000 people from the region: 139,000 from Jordan, 8,000 from Turkey, 13,000 from Iraq, 400 from Iran, and 680 from Saudi Arabia.

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**International Committee of  
the Red Cross**

The International Committee of the Red Cross, which assists civilian populations, prisoners of war, and hospitals during times of armed, international conflict, has had a presence in Jordan for 23 years and has had a long-standing working relationship with the government of Jordan, especially in its assistance to Palestinians.

As early as August 10, 1990, the Committee noticed the growing tension between Jordan and Iraq at the Jordanian border. However, the Committee did not act until August 23, after the official appeal from the Jordanian authorities. The Committee then moved into the border area, where people were beginning to accumulate. In its first operation in the relief effort, the Committee provided medical teams and water at Shalaan I, a border camp.

The Committee had the full cooperation of the Jordanian authorities, who already had doctors at the border. The Committee's primary effort at the border was to provide transit camps. It held meetings with the Jordanian High Committee for Evacuee Welfare and cooperated with UNDRO and IOM. The Committee was responsible for the evacuees at the border area until they contacted an official from their embassy, IOM, or another relief organization to arrange for transportation out of Jordan. The Committee was also instrumental in persuading the Jordanian authorities to close Shalaan I and to open Azraq I and II. The Committee funded and built Azraq I and managed the project, including food delivery, tents, and roads. Azraq I was opened September 12, 1990, and both Azraq I and II were emptied by October 10, 1990.

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**League of Red Cross/Red  
Crescent Societies**

This federation has 148 national Red Cross and Red Crescent societies around the world and is funded through contributions by these member societies. Its primary mandate is to provide relief from natural disasters. Whereas the International Committee of the Red Cross assists people affected by armed conflict, this federation works only outside areas of conflict.

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**Appendix II  
Roles and Responsibilities of International  
Organizations in the Relief Effort**

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The federation's response in Jordan was to provide financial aid, in-kind assistance, and the services of five delegates to Jordan. It has mainly served as a liaison to the Jordanian National Red Crescent Society, which actually performed the relief work. The organization also provided medical services in the early stages of the operation and built and operated Azraq II, one of the relief camps.

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**Other Organizations**

Numerous other nongovernmental organizations played roles in providing assistance to the evacuees and in operating the camps. Among those were the Queen Alia Social Welfare Fund, Medicines Sans Frontiers Europe, Medicines du Monde, Middle East Council of Churches, OXFAM, Catholic Relief Services, CARE, and Save the Children.

# Expenses for the Gulf Relief Effort

We were unable to determine the expenses that various governments and participating organizations incurred in the relief effort; however, we obtained estimates of expenses for several of the governments and organizations with significant roles in the effort. Table III.1 shows several of the organizations involved, their appeals for funds, receipts against the appeals, and estimates of their expenses. All figures are for the initial relief effort that resulted from Iraq's August 2, 1990, invasion of Kuwait and exclude any appeals, receipts, or expenses for the contingency Plan of Action.

**Table III.1: Selected Organizations' Appeals for Funds, Receipts, and Estimated Expenses for the Gulf Relief Effort**

Dollars in millions			
Organization	Appeal for funds	Receipt from appeals	Estimate of expenses
International Organization for Migration	\$63.4	\$65.3 <sup>a</sup>	\$66.6
International Committee of the Red Cross	11.2	11.2	12.1
League of Red Cross/Red Crescent Societies	6.2	4.7 <sup>b</sup>	2.8
U.N. High Commissioner for Refugees	9.2	4.7	0.6
U.N. Disaster Relief Organization	<sup>c</sup>	<sup>c</sup>	0.9
U.N. Children's Fund	5.0	3.0	3.0

<sup>a</sup>This organization received an additional \$15.3 million of in-kind contributions.

<sup>b</sup>This figure excludes \$17 million of in-kind contributions, including the equivalent of \$8.6 million from Switzerland for repatriation flights from Jordan.

<sup>c</sup>UNDRO officials informed us that their appeals for funds were on behalf of others.

Source: Data compiled by GAO based on information provided by each organization.

In addition to these expenses, officials of the U.N. Development Program, the World Health Organization, and the World Food Program told us they incurred expenses of \$0.1 million, \$4.1 million,<sup>1</sup> and \$4.4 million, respectively, for the initial relief effort.

The four primary host countries incurred expenses at varying levels during the evacuation effort, as shown in table III.2. The figures are estimates that we were unable to verify.

<sup>1</sup>Jordan's Ministry of Health covered \$2.8 million of these expenses.

**Appendix III  
Expenses for the Gulf Relief Effort**

**Table III.2: Estimated Expenses Incurred by Gulf Countries Receiving Evacuees**

Dollars in millions	
Receiving country	Estimated expenses
Jordan	\$55.0 <sup>a</sup>
Turkey	0.6 <sup>b</sup>
Iran	1.6
Syria	<sup>c</sup>

<sup>a</sup>U.N. Disaster Relief Organization officials believed \$50.5 million of this amount to be viable Jordanian claims for reimbursement by the international community. The officials estimated that as of February 15, 1991, Jordan had received reimbursements of about \$15 million against that amount.

<sup>b</sup>This amount was covered in full by the Turkish Red Crescent Society.

<sup>c</sup>Expenses are unknown.

Countries whose citizens were displaced by Iraq's invasion suffered economic losses as well as expenses associated with repatriating their citizens.<sup>2</sup> Several of these countries have requested refunds in specific amounts from the U.N. Disaster Relief Organization for expenses they incurred in repatriating their citizens. Others have made requests for refund in unspecified amounts. Available, but uncorroborated, information on the requests to UNDR0 is shown in table III.3.

**Table III.3: Requests by Affected Countries for Refunds of Repatriation Expenses**

Dollars in millions	
Country	Amount
Bangladesh	\$36.0
Egypt	<sup>a</sup>
India	<sup>b</sup>
Lebanon	<sup>b</sup>
Pakistan	100.0
Philippines	<sup>a</sup>
Sri Lanka	2.9
Sudan	5.0
Yemen	<sup>a</sup>

<sup>a</sup>The amount of the requested refund was unspecified.

<sup>b</sup>The amount of the refund requested could not be determined.

<sup>2</sup>The determination of affected countries' economic losses was not within the scope of this review. However, in addition to cash and in-kind support, the European Community and 24 countries had pledged economic assistance totalling \$14.7 billion as of February 1991 to Turkey, Jordan, Egypt, and other countries affected by the economic embargo against Iraq. The assistance includes concessional loans, import-financing grants, and project assistance.

# U.S. Contributions to the Relief Effort

U.S. contributions to the relief effort for the care and repatriation of the displaced third-country nationals consisted of cash, commodities, and transportation assistance. The administration had earmarked \$27.6 million for this effort, and \$23.8 million was spent as of December 1990.<sup>1</sup> Of the \$12.2 million earmarked for the purchase and transportation of foodstuffs to the region, \$8.4 million was spent. In addition, the International Organization for Migration received \$10.2 million from the United States to provide air transportation for the repatriating evacuees, and another \$5.2 million was used to assist international organizations in providing care for the evacuees.

The U.S. assistance was provided through three offices: the State Department's Office of Refugee Programs and the Agency for International Development's Offices of Foreign Disaster Assistance and Food for Peace.

## Office of Refugee Programs

Most of the U.S. cash contributions came from two refugee program accounts: the Migration and Refugee Assistance (MRA) account and the Emergency Refugee and Migration Assistance (ERMA) account. The \$15 million in assistance from these accounts was disbursed as shown in table IV.1.

**Table IV.1: U.S. Contributions Through Refugee Program Accounts**

Recipient	MRA	ERMA	Total
International Committee of the Red Cross	\$300,000	\$0	\$300,000
International Organization for Migration	2,750,000	7,500,000 <sup>a</sup>	10,250,000
League of Red Cross/Red Crescent Societies	255,000	0	255,000
Office of Foreign Disaster Assistance			
Tents for evacuees <sup>b</sup>	444,772	0	444,772
Transportation <sup>b</sup>	305,000	0	305,000
U.N. Disaster Relief Organization	195,228	2,500,000	2,695,228
U.N. High Commissioner for Refugees	500,000	0	500,000
Government of Jordan <sup>c</sup>	250,000	0	250,000
<b>Total</b>	<b>\$5,000,000</b>	<b>\$10,000,000</b>	<b>\$15,000,000</b>

<sup>a</sup>This figure includes the Department of Defense's in-kind contribution of repatriation flights valued at \$190,000.

<sup>b</sup>Funds were used to purchase the tents from the Office of Foreign Disaster Assistance and then to transport them to Jordan.

<sup>c</sup>These refugee program funds were donated bilaterally to Jordan through the U.S. Embassy in Amman.

<sup>1</sup>The remaining funds are available for additional assistance.

## Office of Foreign Disaster Assistance

On August 20, 1990, the U.S. Ambassador to Jordan declared that the situation of the displaced persons in Jordan was creating a disaster and provided \$25,000 in Office of Foreign Disaster Assistance (OFDA) funds for the procurement and distribution of relief supplies. OFDA officials continued to monitor the crisis and provided operational support to the State Department's Office of Refugee Programs. As the need for resources in Jordan escalated, OFDA provided further assistance through grants. Total OFDA contributions were \$386,525, as shown in table IV.2.

Table IV.2: U.S. Contributions From Office of Foreign Disaster Assistance

Recipient	Purpose	Amount
Jordan	U.S. Ambassador's disaster declaration	\$25,000
CARE	Feeding project	150,000
Save the Children	Emergency camp program	94,473
UNDRO	Blankets <sup>a</sup>	66,582
	Airlift of blankets	50,470
<b>Total</b>		<b>\$386,525</b>

<sup>a</sup>The blankets were in-kind contributions.

## Office of Food for Peace

In September 1990, Food for Peace officials approved \$12.2 million for the relief effort to Jordan—\$7.8 million for commodity purchases and \$4.4 million in related transportation costs. A total of \$8.4 million has been expended to date, and \$3.8 million remains available for use in a subsequent emergency (\$2.6 million for commodities and \$1.2 million for transportation).

The commodities, 20,000 metric tons of rice, 5,000 metric tons of wheat flour, and 2,000 metric tons of vegetable oil, were purchased in Texas and Louisiana in October 1990 and shipped to the Middle East on October 29, 1990. Only half the rice purchased was shipped to the Middle East; the remaining 10,000 metric tons were sent to Guinea to assist refugees from Liberia. Funds remain available in Food for Peace accounts to purchase and ship 10,000 metric tons of food to Jordan if the need arises.

U.S. officials recognized that these food purchases would arrive late to the Middle East and arranged for the World Food Program to make its stocks in Jordan available, to be replenished later by the U.S. commodities. However, when it became apparent that the commodities might not be needed in Jordan, U.S. and World Food Program officials decided to unload some of them in Larneca, Cyprus, for storage and possible use

**Appendix IV**  
**U.S. Contributions to the Relief Effort**

during a subsequent gulf contingency. Table IV.3 lists the U.S. commodities purchased for the relief effort and their disposition.

**Table IV.3: U.S. Commodities Contributed to Relief Effort**

Commodity	Destination	
	Jordan	Cyprus
Rice	4,316 <sup>a</sup>	5,680
Wheat flour	4,307	680
Vegetable oil	431 <sup>b</sup>	1,568
<b>Total</b>	<b>9,054<sup>c</sup></b>	<b>7,928<sup>d</sup></b>

<sup>a</sup>Of this amount, 750 metric tons were from World Food Program stocks in Bangladesh and replaced by the United States, and 774 metric tons were diverted from a U.S. shipment to India. The rice from Bangladesh was tested by the Jordanian government, found unfit for human consumption, and subsequently destroyed.

<sup>b</sup>Of this amount, 346 metric tons were diverted from a U.S. shipment to India.

<sup>c</sup>Of this total, 205 metric tons of rice, 2,950 metric tons of wheat flour, and 161 metric tons of vegetable oil had been used in Jordan for the relief effort as of January 31, 1991.

<sup>d</sup>None of this amount was used during the first phase of the relief effort.

# Contingency Plan for Assisting New Evacuees

The United Nations Disaster Relief Organization, in cooperation with other U.N. agencies and international relief organizations, issued a contingency Plan of Action on October 19, 1990, as a framework within which to handle another surge of third-country nationals leaving Iraq and Kuwait. This plan was updated on January 11, 1991, and went into effect at the outbreak of hostilities on January 16, 1991.

Under the contingency plan, UNDRO remained the overall coordinating body for the relief effort, maintaining close contacts with the other organizations, issuing situation reports, chairing the U.N. Emergency Working Group, and calling for informational meetings as required.

Turkey, Iran, Syria, and Jordan were expected to be the evacuees' points of exit, with Iran, Syria, and Turkey expected to play a larger role than during the previous outflow. However, after combat began on January 16, 1991, the Iraqis closed their borders with Turkey and Syria, slowing the flow of evacuees to a trickle, and strictly controlled the influx of evacuees into Jordan and Iran. Between January 16 and February 1, 1991, 15,000 people left Iraq through Jordan, 3,500 people through Iran, 61 through Turkey, and 31 through Syria. As of February 1, 1991, an estimated 1,500 to 4,000 people remained on the Iraqi side of the Jordanian border waiting for permission from the Iraqi government to leave.

## Cost Estimates for Contingency Plan

Because of uncertainty about the number of displaced people who would be involved, the cost estimates of the contingency plan were based on modules of 100,000 evacuees in each country needing assistance for 90 days. Further costs, therefore, can be estimated by multiplying the module to reflect the actual number of persons requiring assistance.

The United Nations estimated the costs for the contingency plan at \$175 million and requested \$38 million to cover start-up costs, including the implementation of a one-fourth module in Iran, Jordan, Syria, and Turkey and the initiation of inland transportation. As of January 18, 1991, \$57 million had been pledged, including \$3 million from the United States. UNDRO officials confirmed the receipt of \$35 million as of mid-February 1991.

## Roles of International Organizations

In addition to calculating costs, the contingency plan delineated the responsibilities of several international organizations, working under UNDRO's overall coordination, in the relief effort.

- Camp management: U.N. High Commissioner for Refugees.
- Water, health, sanitation, and nutrition: World Health Organization and U.N. Children's Fund.
- Transportation of people: International Organization for Migration.
- Food and transportation of food: World Food Program.
- Transportation of other supplies: World Food Program and U.N. High Commissioner for Refugees.

To ensure effective implementation of the plan, senior U.N. staff members were sent to each transit country to act as focal points for the relief effort. In addition, the number of staff from the United Nations and International Organization for Migration was increased in each country.

## Management of the Relief Effort

Although the overall relief effort under the contingency plan was to be coordinated by UNDRO and was to share certain elements, the effort was to be structured differently in each country. The contingency plan for each country is summarized below.

- Iran: Iran's Ministry of Interior was to be responsible for the contingency operation. Since it demonstrated the ability to deal with more than 100,000 people during the earlier surge, the relief effort was to be left under its control.
- Jordan: The government's High Committee for Evacuee Welfare, which organized the earlier relief effort, was to continue to direct assistance for any further evacuees. Total camp capacity included one transit camp at the border for 5,000, managed by the International Committee of the Red Cross; two referral camps at Azraq (Azraq I with a 25,000-person capacity and Azraq II with a 15,000-person capacity), managed by the Jordanian National Red Crescent Society; and one small transit camp near the Queen Alia airport, under the direct management of Jordanian authorities, where up to 1,500 evacuees could stay overnight prior to repatriation. In addition, the United Nations and Jordan established another transit camp at the border near Ruweished for 10,000 evacuees, and a third referral camp at Azraq (25,000-person capacity) was near completion.
- Syria: The government of Syria was to leave management of the relief operation to international relief organizations, including UNDRO, the U.N. High Commissioner for Refugees, and the International Organization for Migration.
- Turkey: As with the first surge of evacuees, further relief efforts were to be directed by the Turkish government and the Turkish Red Crescent Society.



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