



Humanitarian Aid Decision

Budget line 23 02 01

Title: Humanitarian aid for the victims of the ongoing crisis in the Palestinian Territories, Palestinian populations in Lebanon, and refugees from Iraq.

Location of operation: Middle East

Amount of decision: 28.000.000 euro

Decision reference number: ECHO/-ME/BUD/2004/01000

Explanatory Memorandum

1 - Rationale, needs and target population:

1.1. - Rationale

Palestinian Territories (the West Bank and the Gaza Strip)

Since the beginning of the second Intifada in September 2000, deteriorating living conditions, insecurity, and a sense of hopelessness about the future have prevailed in the occupied Palestinian territories (oPt).

With the Middle East Peace Process in a state of virtual suspension, and with little sign that it can be significantly reinvigorated any time soon, the oPt face a humanitarian crisis and have entered in a phase of de-development, as noted by the United Nations¹. It is widely recognised² that the main cause of this is Israel's closure policy, stemming from the overall security situation and consisting of a series of some 600 checkpoints and roadblocks. Settlements and bypass roads continue to expand. Furthermore, in 2003 Israel accelerated the construction of the so-called security barrier. Departing from the 1949 armistice line and twisting inside the occupied West Bank, the barrier is having a detrimental impact on the daily life of thousands of people. The part already constructed stretches over 180kms. The total length, including 45kms that are being built around Jerusalem cutting off East Jerusalem from other parts of the city, is 638kms³.

¹ United Nations, *Occupied Palestinian Territory, 2004, Consolidated Appeals Process (CAP)*, New York/Geneva, November 2003.

² Among others: UN Office for the Co-ordination of Humanitarian Affairs (OCHA): *OCHA in 2004*, February 2004, and United Nations Development Programme and Arab Fund for Economic and Social Development: *Arab Human Development Report 2003*.

³ OCHA, *Update – Humanitarian Implications of the barrier*, January 2004. The Government of Israel declared to the High Court of Justice of the State of Israel that the supposed length of the barrier is approximately 626kms, *Hamoked vs Government of Israel*, High Court of Justice 9961/03, pages 4-6. The estimated total cost is reported by OCHA quoting the Head of the Knesset Economics Committee at \$ 3.4

OCHA estimates that more than 200.000 Palestinians are already cut off from other Palestinian communities in the West Bank, services including health and education, and livelihoods. More than 2.850 acres of some of the most fertile, privately-owned Palestinian land have been confiscated and 102.320 olive and citrus trees destroyed. Residents of 71 Palestinian towns and villages are being separated from their farmlands. The barrier also limits access to water. In all, OCHA estimates that 30 per cent of the West Bank population, some 680.000 people, will be “directly harmed”, including 80.000 Palestinians surrounded in enclaves and 20.000 wedged between the armistice line and the barrier in the West Bank.

According to the World Bank (WB), the International Monetary Fund and the Palestinian Ministry of Finance, the West Bank economy grew by 4.5% in 2003. That is attributed in part to an easing of the most severe measures of closure, notably curfews whose frequency and duration declined in 2003. However, this comes in the context of an economy that had contracted by 50% in the period September 2000 to December 2002. In addition, it roughly matches the population growth rate, meaning that per capita income remains constant. Finally, and most importantly, the more than \$ 1 billion that donors have provided, each year, in 2002 and 2003, for budgetary support, emergency and humanitarian aid, must be factored into the equation.

At the end of 2003/beginning of 2004, there were about two million people, representing 60% of the population, still living below the poverty line with less than \$ 2 per day, as compared to 23% before September 2000. Nearly half of the people in working age were unemployed. Approximately 40% of the population were estimated to have reduced both quantity and quality food intake, with chronic malnutrition and widespread iron deficiency anaemia especially among children below the age of five. The daily level of water consumption in the West Bank, where more than 200.000 people depend on water brought in by tankers, continued to be half the amount recommended by the World Health Organisation (WHO)⁴. The psychological impact, especially on children, remained dramatic.

In November 2003, the United Nations launched a humanitarian appeal for 2004 for an amount of more than \$ 305 million⁵.

As noted⁶, “the frustration among donors over the diversion of development aid to humanitarian needs, coupled with the almost daily obstructions that Israeli security measures cause to the delivery of humanitarian assistance, is causing some donors to diminish or curtail their funding programmes... Only a lifting of the policy of closures, coupled with a continued commitment from donors, will assist the reconstruction and development of the Palestinian economy”.

billion, whereas other sources (United Nations Relief and Works Agency for Palestine Refugees in the Near East – UNRWA, and Palestine Monitor) refer to \$ 1.4 billion and \$ 400 million (CNN). The difference is explained by the fact that the higher figure includes security and maintenance costs as well as planned extension to other settlements and the Jordan Valley.

⁴ 50 liters/person/day. Minimum level recommended by the Sphere Project is 15/liters/person/day. See: *Humanitarian Charter and Minimum Standards in Disaster response*, 2004 edition.

⁵ United Nations, *Occupied Palestinian territory*, see supra.

⁶ See briefing by Mr. Terje Roed-Larsen, Special Co-ordinator for the Middle East Peace Process and Personal Representative of the Secretary-General of the United Nations, to the UN Security Council on 18 February 2004.

Lebanon

Lebanon hosts more than 390.000⁷ Palestinian refugees registered by UNRWA⁸. They represent 11.4% of the country's population. 56% of them live in 12 overcrowded camps. In addition, an estimated 45.000 non-UNRWA registered⁹ and 5.000 non-identified¹⁰ Palestinians live in Lebanon without any identification paper, mostly in unofficial gatherings, in appalling hygiene conditions and without access to the services provided by UNRWA, such as basic education, health and relief and social services.

Lebanese internal politics prevents these gatherings from gaining the official status of 'municipalities' that would entitle them to benefit from basic infrastructure such as water and sanitation services. The absence of an appropriate legal status and protection has put them in a situation of extreme vulnerability. Unemployment stands at about 40% and, in spite of their contributions to the fiscal system, those among the Palestinians who are employed do not have access to social security.

A Lebanese Ministerial Decree of 1995 prevents them from working in 72 trades and profession. Their freedom to exit and enter Lebanon, thus their opportunities for temporary work outside their country of residence, is restricted. For many of them working in Lebanon as daily laborers remains the only alternative. Most of the families have an irregular daily income of not more than € 1.5 per person.

In short, Palestinians in Lebanon remain a group of people with forgotten needs within a visible long-standing political crisis.

The EU drew attention to the plight of Palestinian refugees at the 3rd EU-Lebanon Co-operation Council on 24 February 2004 in Brussels, noting in its Statement at the Council that 'it urges the government [of Lebanon] to take steps to improve their rights as well as the humanitarian conditions facing those refugees housed in camps, underlining that poor social, economic and living conditions lead to despair and extremism'.

Jordan

As of February 2004 there were still a total of 1.563 refugees, of various nationalities (mainly Iranian Kurds, Somalis, Sudanese, Palestinians), at the border area between Jordan and Iraq, of which 413 were in Al-Ruwayshed in Jordan and 1.150 in Al-Karamah (no-man's land) camps awaiting durable solution.

⁷ Figure as of 30 June 2003. The number of registered Palestinian refugees in Lebanon has tripled over the last 55 years. However, accurate figures concerning the number of registered Palestinians who actually live in Lebanon are not available.

⁸ Under UNRWA's definition, Palestine refugees are persons whose normal place of residence was Palestine between June 1946 and May 1948, who lost both their homes and means of livelihood as a result of the 1948 Arab-Israeli conflict.

⁹ Refugees of three different origins: 1) those who arrived as a consequence of the 1948 conflict but do not meet UNRWA definition; 2) those who arrived as a consequence of the 1956 Arab-Israeli conflict; 3) those who arrived as a consequence of the Israeli occupation of the Syrian Golan Heights in 1967. These three categories of non-UNRWA registered refugees are registered with the Lebanese authorities.

¹⁰ These are Palestinians who reside illegally in Lebanon. They include those who have lost their identity papers, those who arrived from Jordan in 1970-1971 after the expulsions of the Organisation for the Liberation of Palestine (OLP) following the events of "Black September", and those who were registered with the OLP in Lebanon but whose papers were not renewed following the expulsion of the OLP from Lebanon in 1982.

1.2. - Identified needs

1.2.1 Palestinian Territories

Food

Assessments made by the Food and Agriculture Organisation (FAO), the World Food Programme (WFP), and UNRWA¹¹ confirmed that food is generally available, but access is limited due to physical and economic constraints. Approximately 40% of the Palestinian population, 1.4 million people, is food insecure; a further 30%, 1.1 million people, is under threat of becoming food insecure should current conditions persist. Four out of ten households are chronically insecure. West Bank northern and southern areas, with particular vulnerabilities associated with areas in the proximity of the barrier, as well as vulnerable and isolated communities in the Gaza Strip, are most affected.

As recognised also in the 2004 UN appeal for the oPt, Bedouins represent another group of people affected by food insecurity in the present circumstances that add to the intrinsic difficulties they face in normal times. They are particularly affected by closures and movement restrictions. 5.000 families have been identified as especially vulnerable.

The food sector accounts for more than \$ 88 million in the UN appeal for the oPt in 2004.

Water and sanitation

Access to and control of water resources has been a contentious issue since well before September 2000. The situation has become critical since then. Severely constrained access to water at household level is caused by numerous factors including restrictions of supply to the major water networks by the Israeli authorities¹², the deliberate and collateral damage to water infrastructure, the sharp rise in poverty, and inflated costs for water¹³. A deficient environmental sanitation creates also health and environmental problems. Domestic sewage is the major source of water pollutants, a nest of water related diseases. Exposure to fecal contamination leads to a wide range of diseases such as parathyroid fever, hepatitis and poliomyelitis, and in particular to the prevalence of intestinal parasites such as amoeba, giardia, and roundworm. Surveys indicate a marked increase in the prevalence of diarrhea from 2002 to 2003, with two-week diarrhea prevalence rising from 12% to 17%¹⁴.

Emergency water supply and distribution networks, as well as water and sanitation interventions in refugee camps account for nearly \$ 21 million in the above-mentioned UN appeal for the oPt in 2004.

¹¹ *Food Security Assessment West Bank and Gaza Strip*, Rome, 2003, co-funded by the European Commission (Food Security Programme) and USAid.

¹² Of the officially exploited water resources in the West Bank, roughly three quarters are delivered to Israel, with the remaining quarter available to the Palestinian population. Partially, this is also the result of what was agreed in the framework of the 1993 Oslo Accords.

¹³ It is estimated that up to 40% of Palestinian household income in the West Bank is spent on tankered water during summer.

¹⁴ *Environmental Health Assessment – Phase II*, Environmental Health Project (EHP) and Save the Children US, June 2003 (funded by USAid).

Household income

As noted above, about 60% of the population is living below the poverty line of \$ 2 per day and unemployment affects nearly half of the people in working age. By the end of 2002 around 93.000 of 128.000 Palestinians had lost their job in Israel or in Israeli settlements. 16% and 33% of private sector jobs existing before September 2000 had been lost, respectively in the West Bank and the Gaza Strip¹⁵. In a recent study¹⁶, 45.1% and 26.3% respectively of the people surveyed said they would be willing to work at any wage and that they had lost their job in the last six months. 56.4% said their change of employment situation was because of inability to reach the place of work, while 23.8% said that the employers could no longer pay their salaries.

According to the WB, there has been a 5% drop in real wages, despite some increase in jobs in 2003 as compared to the previous year, and the hardest hit are the less skilled wage workers. The construction of the barrier, with associated land confiscation, is preventing farmers from cultivating their land and it is making unemployed those manual workers who used to cultivate land that has been confiscated or that, in enclaves, is inaccessible.

Emergency employment accounts for more than \$ 24 million in the UN appeal for the oPt in 2004.

Health and psycho-social

Although it has deteriorated since September 2000, the level of health assistance is not in a critical stage, thanks also to considerable efforts from the international community. For the population, the main constraint is represented, in this sector as well, by lack of physical and economic access to available services.

Ambulance delays at checkpoints were commonplace in 2003 despite the relevant provision in the "Bertini commitments"¹⁷. The number of women reporting to clinics for post-natal care continued to fall sharply. The construction of the barrier is having a detrimental effect on affected communities' ability to access health services, since these only exist in about 40% of the affected villages and towns in the northern West Bank, where some 140.000 people live¹⁸.

Psychosocial health suffers from the protracted violence and children are the most affected. WHO¹⁹ recently reported that 21% of children below 12 had anxiety disorders, 37% experienced traumatic events and 29% felt depressed. According to a report published in 2003²⁰, 93% of the interviewed children aged 13 to 17 reported not feeling safe and being exposed to attack and 59% felt their parents could not protect them from danger. Children are

¹⁵ Sources: The World Bank, *Twenty-seven Months – Intifada, Closures and Palestinian Economic Crisis – An Assessment*, Jerusalem, May 2003. United Nations, *Occupied Palestinian Territory 2004*, supra.

¹⁶ *Palestinian Public Perceptions on their Living Conditions, Report VI*, University of Geneva, Swiss Development Co-operation, United Nations Development Programme, UNRWA, WFP, January 2004.

¹⁷ Commitments taken by the Government of Israel, following a mission by UN Secretary General's Personal Humanitarian Envoy Ms Catherine Bertini in summer 2002, in order to ease the conditions for provisions of humanitarian relief and assistance services to the civilian population

¹⁸ United Nations, *Occupied Palestinian Territories 2004 – UN CAP*, New York and Geneva, November 2003.

¹⁹ Gaza Community Mental Health Programme, recently adopted by WHO in the "Plan on the organization of mental Health Services in Occupied Palestinian Territory" (WHO, Jerusalem, February 2004)

²⁰ *Psychosocial Assessment of Palestinian Children*, Save the Children, edited by Dr. Cairo Arafat of the Secretariat for the National Plan of Action for Palestinian Children and Dr. Neil Boothby, Professor of Public Health at the Columbia University (July 2003).

deprived of the right to live and play in a safe environment. Very often they become themselves victims of violence because, playing outdoor, they are exposed to risks.

Health and psychosocial support account for nearly \$ 27 million in the above-mentioned UN appeal for the oPt in 2004.

Protection

The humanitarian situation is characterized by numerous contraventions of international humanitarian law. Issues of particular concern include: unabated Israeli-Palestinian violence with civilian casualties on both sides; continued destruction of public and private property; strictly enforced closures and frequent curfews inhibiting the movement of people and goods both within and between West Bank villages and cities, and between the West Bank, the Gaza Strip and Israel, hindering access by the population to the workplace, health facilities, and education, not to speak about the right to travel abroad; military incursions, especially into refugee camps; difficulties for humanitarian agencies to provide assistance timely, efficiently and at reasonable financial costs; regarding the construction of the barrier, land clearance continues at a rapid pace, with the confiscation and destruction of private and public property; the practice of house destruction directed at families of suspected militants is used as a form of collective, extra-judicial punishment; the practice of extrajudicial killing and imprisonment continues²¹.

Co-ordination

The cohesion in coordination efforts has considerably improved thanks to OCHA's growing role over the past year, in particular as developing centralized documentation and dissemination of information, useful in terms of operational engagement, policy development, and advocacy.

However, the voice of the INGO community - covering approximately 10% of the aid provided to the Palestinian population, and between 30-40% of the operations funded through ECHO over the past 2 years - is still marginalized as efforts on their part have focused on strengthening their coordinating body, the Association of International Development Agencies (AIDA).

1.2.2 Lebanon

Health

UNRWA for primary health care and the Palestinian Red Crescent Society/Lebanon (PRCS/L) for secondary health care are the two main providers of services to Palestinian refugees at affordable cost. International and local Non-Governmental Organisations (NGOs) also offer services. The Lebanese healthcare system is based upon private hospitals and expensive insurances regimes that are inaccessible to the greatest majority of Palestinian refugees. Over the years, through ECHO, NGOs and the Nederland Red Cross (NRC) have been funded in order to upgrade PRCS/L health infrastructures and equipments, as well as to provide medicines and training. Since 1999, UNRWA has contracted PRCS/L hospital beds. PRCS/L faces financial difficulties in maintaining a highly qualified staff and efficiency of

²¹ Such contraventions to International Humanitarian Law have been highlighted also by the European Union (see EU declaration at EU-Israel Association Council, Brussels, November 2003), as well as by the ICRC (see for example press release of 18 February 2004) and various UN Agencies.

services. Projects implementation and external evaluations²², have confirmed the need to improve PRCS/L's management and know-how.

Specific groups of population such as children, elderly and disabled population are particularly vulnerable in the camps, their mobility is limited and they are in need of adapted health services, social and psychological assistance. They need to be referred if needed to specialized institutions for treatment.

Water and sanitation

The dilapidated sewage and water network systems in refugee camps dates back to the 50s. Availability of water is fairly good and 90 to 200-litres/per-person/per day are provided to the camps' population. However, the quality of water is a concern with polluted wells and tap water is contaminated due to poor or broken sewage systems.

With Community funds, rehabilitation is under way in five camps²³. Through ECHO, additional funds were made available to include Nahr el-Bared camp, in the North of Lebanon. In the immediate surroundings of the camps, 15.000 persons, mostly Palestinian refugees but also some poor Lebanese people are forced to rely on polluted drinking water and poor sanitation facilities. As there is no safe water network, the provision of water is ensured by private wells, dug by the population. Due to uncontrolled garbage disposal and an inadequate sewage system, the wells and the water have become polluted. Recent water analysis carried out in Nahr el Bared have highlighted that 100% of the water sample tested is heavily polluted by fecal coliforms.

Up to 50.000 people live in unofficial gatherings without proper sanitary conditions, sewage systems and piped water networks. In many cases, the inhabitants have installed some water supply system and unsafe household water tanks, usually of poor quality with sewage sampling into the broken water network pipes and sewage and waste running in open drains. As this is causing environmental pollution and posing health risks for the inhabitants there is an urgent need to continue with the rehabilitation and repair of existing water and sewage networks to guarantee the access to safe drinking water and to reduce the incidence of water borne diseases.

Protection

Palestinians in Lebanon are considered as foreigners not holding documents from their original countries and residing in Lebanon. They are in a situation of social, economic and political exclusion. Non-identified Palestinian refugees, in particular, are in clear need of reinforced legal protection. The Lebanese authorities were requested by the UN's Committee on the Elimination of Racial Discrimination (CERD) in its concluding observations of the 64th session (23 February 2004) 'to take measures to ameliorate the situation of Palestinian refugees' regarding discriminatory practices and policies. The Committee expressed its concerns at the impediment to refugees' rights to access to work, health care, housing, social services, effective legal remedies, and to inherit property.

²² Financing and payment of the Palestine Red Crescent Society/ Lebanon branch hospitals - A report established for the Het Nederlandse Rode Kruis – ECHO/TPS/210/2003/08014 by Kaspar Wyss and Joao Costa, October 2003

²³ Under rehabilitation budget line 6410 with a budget of 8,750,000€ for five camps : Bourj el Shemali, Rashiddieh, Wavel, Mieh Mieh, Beddawi.

1.2.3 Jordan

The two camps referred to under point 1.1 (Jordan) above are the responsibility of the United Nations High Commissioner for Refugees (UNHCR). A limited number of organisations, including NGOs, are providing services to the refugees. Al Ruwayshed camp was due to close on the 31st of December 2003 but the camp duration has been extended to April 2004. UNHCR says it needs at least another 6 months, perhaps up to a year, to complete processing the refugees and identify suitable third country destinations.

In December 2003, through ECHO funds have been made available for a six month programme to support mother and child health and refugee community services. The implementation is satisfactorily under its way. The two camps have been winter-ised before the end of the year: all refugees have received heaters, blankets, plastic sheeting and fuel; it is now necessary to “summer-ise” the tents as temperatures in this desert region are beginning to rise in anticipation of the coming summer heat, a task that UNHCR will most likely undertake.

1.3. - **Target population and regions concerned**

The present decision will target the most vulnerable and poorest segments of the Palestinian population in the occupied Palestinian territories and in the Lebanese Republic. It will also target refugees from Iraq hosted in refugee camps in Jordan and in no-man’s land between Jordan and Iraq.

1.4. - **Risk assessment and possible constraints**

In the Palestinian Territories, due to persistent limited access and considerable delays for the delivery of goods and services, the provision of humanitarian aid is becoming increasingly difficult and costly. According to estimates made by ECHO, security and administrative measures imposed by Israel could increase the overall cost of humanitarian interventions by up to 20%.

New humanitarian needs generated by the continued construction of the so-called security barrier in the West Bank and in East Jerusalem have already increased the total cost of interventions aimed at reducing the vulnerability of the affected population. This results in a decreased availability of funds for other areas of need in the West Bank and the Gaza Strip.

The overall security situation might deteriorate, however it is assumed that co-ordinated international advocacy on issues of general interest (protection, access, entry, etc.) will be able to continue in order, *inter alia*, for humanitarian operators to perform their tasks without major disruptions. It is also assumed that the Civil Administration of the Israeli Defence Forces will further improve relevant liaison mechanisms allowing for the effective and timely delivery of humanitarian relief by international organizations and NGOs. This will be, *inter alia*, in the spirit of the Task Force on Project Implementation established in the framework of the diplomatic and donor initiatives.

Insofar as activities proposed in the framework of the present funding decision aim at responding to emergency needs, they have been co-ordinated and are complementary to financial support provided through other Community instruments, and in particular the

Community annual contribution to UNRWA's regular budget²⁴, and allocations made under the Food Security Programme²⁵.

In Lebanon, it is assumed that the Lebanese authorities will continue to give the necessary authorisation for carrying out operations both within refugee camps and in unofficial gatherings.

In Jordan, it is assumed that the refugee camps will remain open beyond April 2004.

2- Objectives and components of the humanitarian intervention proposed:

The interventions proposed in the present funding decision are in line with ECHO's strategic priorities insofar as they target geographical areas affected by high humanitarian needs (the West Bank and the Gaza Strip), address forgotten needs (Palestinians in Lebanon, and include focus on children (the West Bank and the Gaza Strip, as well as Lebanon).

2.1. – Objectives

The principal objective is to provide assistance to Palestinian populations affected by the crisis in the Middle East and to refugees from Iraq.

The specific objectives are:

1. To assist Palestinian populations in the West Bank and the Gaza Strip;
2. To assist Palestinian refugees in Lebanon;
3. To assist refugees from Iraq in Jordan and no-man's land.

2.2. – Components

2.2.1 Palestinian Territories

Funds will be used, including in response to the above-mentioned UN CAP for the oPt in 2004, for activities in the following sectors: food, water and sanitation, household income, health and psychosocial, protection and co-ordination. With regard to the response to the 2004 UN CAP²⁶, up to € 3.9 million, € 3 million and € 0.5 million are proposed, respectively, for emergency food distribution²⁷, emergency employment²⁸ and recreational activities for children²⁹.

Food

More than 450.000 refugees will receive emergency food rations. In addition, an estimated 240.000 people will benefit from food-for-work and food-for-training activities. In exchange for food rations, one beneficiary per household will participate in activities aimed at agricultural and fishery rehabilitation, community works and training. 30.000 most

²⁴ € 237 million over the period 2002 to 2005. Of these, € 60.637 million are earmarked for the 2004.

²⁵ In 2003, € 15 million and € 10 million to UNRWA and WFP respectively.

²⁶ As of 15 March 2004, according to UNOCHA Financial Tracking System, contributions to CAP stand at \$ 28.217.513

²⁷ This represents 4,43% of total \$ 88 million for food in the CAP at € 1=\$1 exchange rate.

²⁸ This represents 2,65% of total \$ 113 million for economic recovery, including emergency employment, in the CAP at € 1=\$ 1 exchange rate.

²⁹ This represents 5,37% of total \$ 9.3 million for education in the CAP at €1=\$ 1 exchange rate.

vulnerable Bedouins living in the West Bank, in particular mothers, widows and abandoned women will receive emergency food baskets. In Tubas, Nablus, Tulkarem and Jenin governorates, activities will aim at improving the household autonomy of 8.600 people through household food production and water harvesting system, including water quality awareness. Similar activities will be also implemented, to the benefit of an estimated 8.000 vulnerable individuals, in isolated villages in Jerusalem and in Ramallah district, including food distribution, home gardening on unproductive lands, animal raising and training women on agricultural animal husbandry and micro project management.

Water and sanitation

An estimated 2.250 people in Beit Hanoun (Gaza Strip) will benefit from improved health and environmental conditions through the connection of 250 houses to a wastewater disposal network that will be installed. Some 900 impoverished households in 12 communities near the barrier in north western Tulkarem district and eastern Jenin district, will be provided with water. In addition, 120 household cisterns will be constructed and 6 community centers established to promote water conservation and hygiene practices. An estimated 150.000 beneficiaries in 30 villages in Hebron, Nablus and Jenin area, affected by the construction of the barrier, will be targeted by a water and sanitation programme supplying safe drinking and affordable agricultural water and developing internal capacity for sanitation and public health. Some 100 household and 10 public rainwater harvesting cisterns will be constructed in villages in Yatta area and 5 springs will be rehabilitated in Hebron district.

Household income

Some 30.000 refugees who have lost their job will have emergency employment opportunities. In the Governorate of Tulkarem, Jenin and Qualqilia, severely affected by the construction of the barrier, small-scale public works will be carried out by the beneficiaries themselves upon remuneration. In total, 12.450 people will benefit from these types of interventions. In the areas of Nablus and Jenin, professional tool-kits will be distributed to some 1.200 beneficiaries. In the impoverished Hebron district land reclamation activities will be funded. The operation specific objective is to provide emergency income generation and food security for 2.737 needy beneficiaries. Works days will be invested in agricultural improvements, land will be newly cultivated or rehabilitated to ensure productivity and cisterns will be built to improve water sources.

Health and psychosocial

Means of transportation will be provided in order for health personnel to reach adversely affected communities, and medicines will be distributed. 1.800 women in reproductive age and malnourished children will be supported in the Gaza Strip (Khan Younis, Rafah and Nusseirat) to combat maternal iron deficiency anaemia. An estimated 700 families with problems of malnutrition will receive monthly food parcels. Therapeutic rehabilitation sessions and physiotherapy for an estimated 900 disabled patients will be organized at El Wafa Hospital in the Gaza Strip, including the provision of proper assistive devices, training and medications, as well as health education sessions on consequences of disabilities and training for the families. An estimated number of 37.800 people will continue to benefit from the PRCS daily primary health care programs in Der Abu Mishaal and the health services provided weekly by mobile health teams in 15 the selected clustered and rural villages in Hebron district. Further support will be provided to strengthen the PRCS' medical emergency services in rural and isolated areas through the provision of a mobile radio telecommunication system and emergency back bags. The community based management of

childhood illnesses of 15 Ministry of Health's facilities will be enhanced in 9 cluster areas through appropriate home-based interventions, as well as through the strengthened capacities of community based health personnel in well-baby protocols. Support will be given to five mobile health clinics for communities affected by the barrier and to a permanent clinic in Ras a Tira (Qalqilya governorate) to provide health care to 1.029 people in seven villages sealed off by the barrier. In cooperation with St John Hospital in Jerusalem, the existing mobile ophthalmic outreach service targeting two centres, one in the south of Hebron and one in the north of Qalqilya district, with a capacity to reach 4.000 to 5.000 patients per year, will be extended to palliate adverse circumstances generated by the barrier (in the case of Qalqilya) or movement restrictions (in the case of Hebron). In Hebron high prevalence of iron deficiency anaemia and malnutrition among an estimated number of 24.310 children below the age of five will be combated. The most vulnerable families and children suffering psychological and social consequences of the conflict in the devastated areas of Rafah and Khan Younis in Gaza will be provided with psychosocial support. In Tubas school based psychosocial support to children affected by armed conflicts will continue, benefiting directly at least 650 children. Recreational activities for schoolchildren will be provided in refugee camps.

Protection

The International Committee of the Red Cross (ICRC) will continue to be supported in order to carry out their protection mandated as established, in particular, in the 1949 Fourth Geneva Convention and 1977 Additional Protocols. This will include such activities as the monitoring, assessing, and documenting of the humanitarian situation, in particular as regarding the situation of civilians within areas affected by closure and curfew; making representations on behalf of civilians to the appropriate authorities; facilitating the passage of PRCS and other ambulances through IDF checkpoints; integrating protection into assistance interventions; visiting detainees and assessing conditions of detention (intervening where necessary with the appropriate detaining authorities); providing detainees contact with family members through the Red Cross Messages service; facilitating family visitation programmes; and documenting in terms of international law incidents such as extrajudicial killings, house destructions, land appropriation/destruction, and the construction of the separation barrier.

Co-ordination

AIDA will be supported to further develop co-ordination amongst INGOs and to strengthen the link between the INGO community and the UN agencies through effective association with OCHA.

2.2.2 Lebanon

Funds will be used for activities in the following sectors: health and psychosocial, water and sanitation, and protection.

Health and psychosocial

The financial and managerial efficiency of PRCS/L health operations will be enhanced through sound business planning and a management information system. Medicines and medical supplies will be provided to PRCS/L to cover 50% of its annual requirements. Services to disabled persons, including basic home adaptations and physiotherapy, will continue to be provided, included in co-operation with local NGOs, in the camps of Nahr el Bared, El Buss and Rashidieh. Assistance to the elderly, including increased home care and

training for social and health providers, will be provided, with special attention to people with diabetes. Psychosocial support will be available to 1.200 children, including disabled children, in kindergarten, public libraries and rehabilitation centres refugee camps, including small rehabilitation works and equipment.

Water and sanitation

Interventions aimed at ensuring access to safe drinking water and reducing the incidence of water borne diseases will be funded in the unofficial gatherings outside the camp of Nahr el Bared, inhabited by some 15.000 people. Building upon previous ECHO-funded interventions, in four unofficial gatherings in the South of Lebanon (Maashouk, Shabriha, Kasmieh, Bourguliyeh) some 4.398 households will benefit from improved sewage network that will be linked to the public network. Similarly, in five gatherings in the South (Kasmieh, Shabriha, Bourguliyeh, Maashouk, Adloun) a new distribution network will provide safe drinking water to 1.167 households, whereas 1.665 water tanks will be replaced to serve some 2.015 households.

Protection

A detailed socio economic survey of non-identified refugees will be carried out in order to clearly define their situation, and to promote advocacy for this population in order to integrate them in the existing assistance mechanisms.

2.2.3 Jordan

Mother and child health and refugee community services will be continued.

3 - Duration foreseen for actions within the framework of the proposed decision:

The duration for the implementation of this decision will be 18 months. The movement restrictions imposed by the IDF over the past three and a half years on both persons and goods have seriously hampered the implementation of humanitarian operations and the movement of humanitarian personnel. A number of previous ECHO-funded operations have required a modification of contracts. It is crucial to ensure some flexibility in this financial decision, so that in case of delay or total halt of the activities, ECHO-funded operations can resume within a reasonable period of time. Therefore, the duration for the implementation of this decision will be 18 months. Humanitarian operations funded by this decision must be implemented within this period.

Considering current circumstances, including security concerns and the need to avoid major disruptions in ongoing and planned operations, expenditure under this funding decision shall be eligible from the 1st of April 2004.

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

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

6 –Amount of decision and distribution by specific objectives:

6.1. – Budget impact

	<i>CE (in Euro)</i>
<i>Initial Available Appropriations for 2004</i>	<i>472.000.000</i>
<i>Supplementary Budgets</i>	<i>-</i>
<i>Transfers</i>	<i>-</i>
<i>Total Available Appropriations</i>	<i>472.000. 000</i>
<i>Total executed to date</i>	<i>214. 600. 000</i>
<i>Available remaining</i>	<i>256. 400. 000</i>
<i>Total amount of the Decision</i>	<i>28.000.000</i>

6.2. - Budget breakdown by specific objectives

Principal objective: To provide assistance to Palestinian populations affected by the crisis in the Middle East and to refugees from Iraq.				
Specific objectives	Allocated amount by specific objective (Euro)	Possible geographical area of operation	Activities	Potential partners³⁰
Specific objective 1: To assist Palestinian populations in the West Bank and the Gaza Strip	23.130.000	West Bank and Gaza Strip	Food; water and sanitation; household income; health and psychosocial; protection; co-ordination.	<ul style="list-style-type: none"> - ACH- ESP - CARE - AUT - CARE - FR - CESVI - CISP - COOPI - CRIC - CROIX-ROUGE - CICR- ICRC -CH - CROIX-ROUGE - DNK - CROIX-ROUGE - FIN - DIE JOHANNITER, (DEU) - GVC - HANDICAP (FR) - MAP - MEDICO INTERNATIONAL - MERLIN - MPDL - OXFAM - UK - PREMIERE URGENCE - SAVE THE CHILDREN - NLD - SI - TERRE DES HOMMES (TDH) - ITA - UN - UNRWA - UN - WFP-PAM - WORLD VISION DEU

³⁰ ACCION CONTRA EL HAMBRE, (ESP), CARITAS OSTERREICH (AUT), CARE FRANCE, (FR), CARE OSTERREICH, (AUT), CENTRO REGIONALE D INTERVENTO PER LA COOPERAZIONE (ITA), CESVI cooperazione e sviluppo onlus, COMITATO INTERNAZIONALE PER LO SVILUPPO DEI POPOLI (ITA), COMITE INTERNATIONAL DE LA CROIX-ROUGE (CICR), COOPERAZIONE INTERNAZIONALE (ITA), DANSK FLYGTNINGEHAELP, DANSK RODE KORS, (DNK), FOLKEKIRKENS NODHJAELP, (DNK), FONDAZIONE TERRE DES HOMMES ITALIA ONLUS, GRUPPO VOLONTARIATO CIVILE (ITA), HANDICAP INTERNATIONAL (FR), HET NEDERLANDSE RODE KRUIS (NLD), JOHANNITER-UNFALL-HILFE e.V. (DEU), MEDICAL AID FOR PALESTINIANS (GBR), MEDICAL EMERGENCY RELIEF INTERNATIONAL (GBR), MEDICO INTERNATIONAL, (DEU), MOVIMIENTO POR LA PAZ, EL DESARME Y LA LIBERTAD, (E), OXFAM (GBR), PREMIERE URGENCE, (FR), SAVE THE CHILDREN (NLD), SOLIDARIDAD INTERNACIONAL, (E), SUOMEN PUNAISEN RISTI N (CROIX ROUGE FINLANDE), UNITED NATIONS - WORLD FOOD PROGRAMME, UNITED NATIONS RELIEF AND WORKS AGENCY FOR PALESTINE REFUGEES IN NEAR EAST, WORLD VISION, (DEU)

Specific objective 2: To assist Palestinian refugees in Lebanon	4.720.000	Lebanon	Health and psychosocial; water and sanitation; protection	- CARITAS- AUT - CESVI - CISP - COOPI - CROIX-ROUGE - NLD - DANCHURCH AID - DNK - DRC - MPDL - UN - UNRWA
Specific objective 3: To assist refugees from Iraq in Jordan and no-man's land	150.000	Jordan and no-man's land	Health and psychosocial	- CARE - AUT
TOTAL	28.000.000			

7 – EVALUATION

Under article 18 of the Regulation the Commission is required to "regularly assess humanitarian aid operations financed by the Community in order to establish whether they have achieved their objectives and to produce guidelines for improving the effectiveness of subsequent operations." These evaluations are structured and organised in overarching and cross cutting issues forming part of ECHO's Annual Strategy such as child-related issues, the security of relief workers, respect for human rights, gender, etc. Each year, an indicative Evaluation Programme is established after a consultative process. This programme is flexible and can be adapted to include evaluations not foreseen in the initial programme, in response to particular events or changing circumstances. More information can be obtained at: http://europa.eu.int/comm/echo/evaluation/index_en.htm.

COMMISSION DECISION

of

on the financing of humanitarian operations from the general budget of the European Union in the Palestinian Territories, the Lebanese Republic, and the Hashemite Kingdom of Jordan.

THE COMMISSION OF THE EUROPEAN UNION,

Having regard to the Treaty establishing the European Union,
Having regard to Council Regulation (EC) No 1257/96 of 20 June 1996 concerning humanitarian aid³¹, and in particular Article 15(2) thereof,

Whereas:

- (1) The current Israeli-Palestinian crisis has led to a serious breakdown, affecting every aspect of daily life and stretching to a breaking point the living conditions of Palestinians in the West Bank and the Gaza Strip;
- (2) This humanitarian crisis is worsening and there are now nearly two million people in the West Bank and the Gaza Strip who are living below the poverty line and survive thanks to international aid;
- (3) Thousands of Palestinians deprived of all social, economic and political rights continue to live in refugee camps and unofficial gatherings in the Lebanese Republic, without any status and any perspective to return in the foreseeable future;
- (4) More than one thousand and five-hundreds refugees from Iraq continue to be hosted in camps in Jordan and in no-man's land between Jordan and Iraq;
- (5) It is essential to make food, water and healthcare services available, to provide psychological support, as well as to reduce the impact of water and hygiene borne diseases and to provide income support, protection and co-ordination;
- (6) An assessment of the humanitarian situation leads to the conclusion that humanitarian aid operations should be financed by the Community for a period of 18 months;
- (7) It is estimated that an amount of 28.000.000 euro from budget line 23 02 01 of the 2004 general budget of the European Union is necessary to provide humanitarian assistance to the Palestinian population in need in the Palestinian Territories and in the Lebanese Republic, as well as to refugees from Iraq, taking into account the available budget, other donors' interventions and other factors.
- (8) In accordance with Article 17 (3) of Regulation (EC) No 1257/96 the Humanitarian Aid Committee gave a favourable opinion on **29/04/2004**.

³¹ OJ L 163, 2.7.1996, p. 1-6

HAS DECIDED AS FOLLOWS:

Article 1

1. In accordance with the objectives and general principles of humanitarian aid, the Commission hereby approves a total amount of 28.000.000 euro for humanitarian aid operations for the victims of the ongoing crisis in the Palestinian Territories, Palestinian populations in Lebanon, and refugees from Iraq by using line 23 02 01 of the 2004 general budget of the European Union.
2. In accordance with Article 2 of Regulation (EC) No 1257/96, the humanitarian operations shall be implemented in the pursuance of the following specific objectives:
 - To assist Palestinian populations in the West Bank and the Gaza Strip;
 - To assist Palestinian refugees in Lebanon;
 - To assist refugees from Iraq in Jordan and no-man's land.

The amounts allocated to each of these objectives are listed in the annex to this decision.

Article 2

The Commission may, where this is justified by the humanitarian situation, re-allocate the funding levels established for one of the objectives set out in Article 1(2) to another objective mentioned therein, provided that the re-allocated amount represents less than 20% of the global amount covered by this Decision and does not exceed 2 million euro.

Article 3

1. The duration for the implementation of this decision shall be for a maximum period of 18 months, starting on the 1st of April 2004. Expenditure under this Decision shall be eligible from that date.
2. If the operations envisaged in this Decision are suspended owing to *force majeure* or comparable circumstances, the period of suspension shall not be taken into account for the calculation of the duration of the implementation of this Decision

Article 4

This Decision shall take effect on the date of its adoption.

Done at Brussels,

For the Commission

Member of the Commission

Annex: Breakdown of allocations by specific objectives

Principal objective : To provide assistance to Palestinian populations affected by the crisis in the Middle East and to refugees from Iraq.	
Specific objectives	Amount per specific objective (Euro)
To assist Palestinian populations in the West Bank and the Gaza Strip	23.130.000
To assist Palestinian refugees in Lebanon	4.720.000
To assist refugees from Iraq in Jordan and no-man's land	150.000
TOTAL	28.000.000

Grants for the implementation of humanitarian aid within the meaning of Regulation No.1257/96 are awarded in accordance with the Financial Regulation, in particular Art.110 thereof, and its Implementing Rules in particular Art.168 thereof.³²

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

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

³² Council Regulation (EC, Euratom) No 1605/2002 of 25 June 2002, OJ L248 of 16/09/2002 and Commission Regulation (EC, Euratom) No 2342/2002 of 23 December 2002, OJ L 357 of 31/12/2002.