



**Humanitarian Aid Decision**  
**23 02 01**

Title: *Humanitarian aid decision in favor of the population affected by the situation in the West Bank and the Gaza Strip, as well as of Palestine refugees in Jordan, Lebanon and Syria.*

Location of operation: West Bank, Gaza Strip, Jordan, Lebanon and Syria.

Amount of Decision: Euro 7 million.

Decision reference number: ECHO/-ME/BUD/2004/02000

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**Explanatory Memorandum**

**1 - Rationale, needs and target population.**

**1.1. - Rationale**

The present funding decision must be regarded as being complementary to previous decisions adopted by the European Commission, in particular the one of May 2004<sup>1</sup>, insofar as it: a) addresses humanitarian needs, like shelter rehabilitation, that were not covered under that funding decision; b) addresses humanitarian needs of Palestine refugees in Jordan and Syria that were not included in that funding decision; c) aims at providing further support (food for work/training, water and sanitation) to particularly vulnerable groups of people (Bedouins in the Gaza Strip; people affected by the construction of the so-called “security barrier in the West Bank, as well as by infrastructure demolition in the Gaza Strip that was carried out during the months of May, June and July 2004).

With regard to the overall humanitarian situation in the West Bank and the Gaza Strip (WBGS) no substantial changes have occurred since the assessment made on the occasion of that funding decision whereas, as a result of increased violence on both the Israeli and Palestinian side, since then security has deteriorated and access issues further exacerbated.

The bulk of this funding decision is represented by interventions aimed at providing particularly vulnerable Palestine refugees living in camps in Jordan, Lebanon and Syria with a

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<sup>1</sup> “Humanitarian aid for the victims of the ongoing crisis in the Palestinian Territories, Palestinian populations in Lebanon, and refugees from Iraq” (ECHO/-ME/BUD/2004/01000, €28 million), adopted by the European Commission on 13 May 2004.

minimum acceptable level of housing as long as no agreement has been reached on the issue of return in the context of a final settlement of the Middle East Peace Process.

Shelter rehabilitation was a sector identified among the priorities for interventions in the 2004 strategy of the European Commission Humanitarian Aid Office. However, no shelter rehabilitation has been funded so far for two main reasons:

- 1) Competing priorities emerging from the aggravation of the overall conflict situation in the West Bank and the Gaza Strip (WBGS)
- 2) Discussion with partners, in particular with UNRWA, on common standards for shelter rehabilitation in the three countries (Jordan, Lebanon, Syria) were still ongoing.

Since conclusions and recommendations were agreed upon on the occasion of the UNRWA Conference held in Geneva on 07-08 June 2004<sup>2</sup>, inter alia on the issue of shelter, it is now possible to include shelter rehabilitation in the current decision.

This funding decision also includes water and sanitation operations in the West Bank and the Gaza Strip that are needed in order to complement ongoing activities, as well as in order to alleviate the consequences of damages to the physical infrastructure resulting from armed incursions by the Israeli Defence Forces.

In response to the 2004 United Nations Consolidated Appeals Process (CAP) for the occupied Palestinian territory<sup>3</sup>, activities will be funded aimed at strengthening the food security and nutrition of vulnerable groups, in particular Bedouins in the Gaza Strip.

Given the continued spiral of violence there is a need to continue to provide support to protection activities in the West Bank and the Gaza Strip.

Finally, the present funding decision will allow for the maintenance of a technical assistance capacity in the field in order to ensure needs assessment, project analysis, implementation monitoring, final evaluations and co-ordination of the operations.

## 1.2. - Identified needs

### 1.2.1 – Shelters

Special hardship cases<sup>4</sup> comprise some 6 % of the overall 4.1 million Palestine refugees registered with UNRWA in the West Bank and the Gaza Strip, Jordan, Lebanon and Syria<sup>5</sup>. UNRWA estimates that 25 % of them have inadequate shelter according to the minimum standards that the organization has established. This means that the extremely dilapidated

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<sup>2</sup> “Meeting the Humanitarian Needs of the Palestine Refugees in the Near East – Building Partnerships in Support of UNRWA (United Nations Relief and Works Agency for Palestine Refugees in the Near east)”. The Conference was attended by delegates from 91 countries and organizations, with the European Commission represented at Commissioner level.

<sup>3</sup> The 2004 UN CAP for the oPt was launched in November 2003 for a total of \$ 305 million. By mid-September 2004, less than 45% of the funding requirements were met. So far, the European Commission has contributed €7.4 million.

<sup>4</sup> Special hardship cases according to UNRWA criteria include, essentially: widows, orphans, people older than 60, medical cases (disabled persons or adult not able to work), families with breadwinner in prison, and other ad hoc cases.

<sup>5</sup> Registered refugees: West Bank: 665.246, 27% in camps; Gaza Strip: 922.674, 53% in camps; Jordan: 1.740.170, 18% in camps; Lebanon: 394.532, 57% in camps; Syria: 413.827, 29% in camps (figures: UNRWA, 31/12/03).

conditions of the shelters pose a constant threat to the health and safety of about 14.700 families, or more than 70.000 individuals, in the five fields of operation<sup>6</sup>. This does not include refugees living in “unofficial” gatherings, where international Non-Governmental Organisations (NGOs) are active also in the field of shelter rehabilitation.

Whilst rehabilitation needs have been identified in all five areas of operations, the West Bank and the Gaza Strip are benefiting from UNRWA’s Emergency Appeal mechanism for the occupied Palestinian territory (oPt) in addition to regular funding. Moreover, donors’ interest is by far greater in the oPt rather than for Palestine refugees in Jordan, Lebanon and Syria where, in particular since the start of Intifada II in September 2000, there has been a funding deficit and a kind of “forgotten needs” insofar as it has proved increasingly difficult to raise international funding to cover these needs.

#### 1.2.2 - Water and sanitation

In the West Bank, Qalqilya and Tul Karm Districts are two of the most affected by the ongoing construction of the so-called “security barrier” on Palestinian land. The effects are particularly dramatic with regard to access to both domestic and agricultural water. Ongoing humanitarian operations funded by the European Commission<sup>7</sup> are benefiting nearly 200.000 people in the West Bank, but it has subsequently emerged that at least another 8.000 people are currently in need of urgent assistance.

In the Gaza Strip, considerable agricultural infrastructure has been severely affected by Israeli military incursions carried out in May, June and July 2004. Approximately 5.000 people have lost their rural income and are depending on humanitarian aid.

#### 1.2.3 – Food

Bedouin households in the Gaza Strip have been particularly affected by closures and restrictions on movement. Whilst they were included in the above-mentioned 2004 UN CAP for the oPt, no sufficient funds have been raised to cover their needs and at least 12.000 of them remain extremely vulnerable.

#### 1.2.4 – Protection

In the protracted conflict that characterises the prevailing situation in the West Bank and the Gaza Strip, the need to strengthen the capacity of mandated organisations like the International Committee of the Red Cross (ICRC) to provide with international protection the entire population affected remains a priority.

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<sup>6</sup> At the above-mentioned UNRWA Conference in Geneva in June 2004, Working Group II on Community development and Refugees stated that *“the lack of resources (and uncertainties about UNRWA’s budget continuity) and lack of space for improvement and expansion have contributed to an overall deterioration in (shelter) conditions...Refugees are suffering from substandard physical infrastructure and poor environmental conditions resulting from the combination of high population growth, restrictions on camp expansion, and lack of sufficient resources”*.

<sup>7</sup> Funding decision ECHO/-ME/BUD/2004/01000, adopted on 13 May 2004 (€28 million).

### 1.2.5 – Technical assistance

Given that the current humanitarian situation does not allow contemplating any possible significant scaling down of funding in the short term, it is necessary to maintain an adequate level of technical assistance capacity in the field.

### 1.3. - Target population and regions concerned

The present decision will target the most vulnerable and poorest segments of the Palestinian population in the West Bank and the Gaza Strip, as well as special hardship cases among the Palestine refugees living in camps in Jordan, Lebanon and Syria.

### 1.4. – Risk assessment and possible constraints

The evolution of the situation in the West Bank and the Gaza Strip remains unpredictable.

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 rough estimates 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 budget<sup>8</sup>, and allocations made under the Food Security Programme<sup>9</sup>.

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.

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<sup>8</sup> €237 million over the period 2002 to 2005. Of these, €60.637 million are earmarked for 2004. In addition a €20 million special contribution for emergency needs in the Gaza Strip will be provided in 2004 through UNRWA

<sup>9</sup> In 2003, €15 million and €10 million to UNRWA and WFP respectively.

## **2 - Objectives and components of the humanitarian intervention proposed.**

### **2.1. – Objectives**

The principal objective is to provide assistance to vulnerable Palestinians in the West Bank and the Gaza Strip and vulnerable Palestine refugees in camps in Jordan, Lebanon and Syria.

The specific objectives are:

1. To provide water and sanitation, food security and nutrition, as well as protection, to vulnerable Palestinians in the West Bank and the Gaza Strip;
2. To rehabilitate dilapidated shelters of Palestine refugees in Jordan, Lebanon and Syria;
3. To maintain a technical assistance capacity in the field, to assess needs, appraise project proposals and to co-ordinate and monitor the implementation of operations.

### **2.2. – Components**

#### **2.2.1 The West Bank and the Gaza Strip**

##### **Water and sanitation**

About 5.000 low-income rural people in the Beit Hanoun area of the Gaza Strip, affected by asset destruction due to military incursions, will benefit from water supply essentially for agricultural purposes. This will include the rehabilitation of agricultural wells, greenhouses, irrigation systems, as well as training on water resource management and marketing of agricultural products, the provision of vegetable seeds and the cleaning of a Wadi. In the Qalqilya District (West Bank), some 4.500 people will be assisted through measures aimed at securing and increasing access to domestic and agricultural water. The social economic conditions of poor farmers will be improved by reducing the cost of pumping water, increasing income from agricultural activities and job creation, and empowering farm unions, co-operative and local organisations. The water and sanitation conditions of 3.500 people in the Qalqilya and Tul Karm Districts (West Bank) will be improved through the provision of household water tanks and cisterns for rain-water harvesting, as well as irrigation network accessories, grey-water treatment, basic rehabilitation of greenhouses, and training.

##### **Food security and nutrition**

Food for work and food for training will be provided to some 12.000 most vulnerable Bedouin households severely affected by closures and movement restrictions throughout the Gaza Strip.

##### **Protection**

A contribution to ICRC activities aims at protecting civilians from the effects of violence by all parties to the conflict; maintain or restore family links for family members separated as a result of the conflict; protect people detained by the Israeli authorities in order for them to be treated in conformity with the IVth Geneva Convention; grant conditions of detention and treatment in accordance with international standards to those people detained by the Palestinian Authority.

### 2.2.2 Jordan, Lebanon and Syria

The dilapidated shelters of about 4.000 individuals, in both official camps and unofficial gatherings, will be rehabilitated in order to guarantee acceptable hygiene, safety and sanitation conditions. As much as possible, and in line with recommendations from the above-mentioned Geneva Conference, funding will encourage the promotion of UNRWA's "assisted self-help" approach, as well as the hiring of refugees as contractual workers. Implementing partners working in unofficial gatherings will, as far as possible, follow the technical standards and norms developed by UNRWA so as to avoid different specifications and quality of rehabilitation work.

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

Due to the overall security situation and the related risk of delays in the delivery of humanitarian aid, the duration for the implementation of this decision will be 18 months.

Expenditure under this Decision shall be eligible from 01/12/2004.

Start Date : 01/12/2004

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 humanitarian aid operations.

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

#### 4 - Previous interventions/Decisions of the Commission within the context of the current crisis.

With regard to funding decisions listed below, all implementing partners have been identified and grant agreements have been or are being signed for all the envisaged operations.

List of previous ECHO operations in JORDAN/LEBANON/PALESTINIAN TERRITORY, OCCUPIED				
Decision number	Decision type	2002 EUR	2003 EUR	2004 EUR
ECHO/ME/BUD/2004/01000	Ad Hoc			28.000.000
ECHO/PSE/BUD/2004/01000	Emergency			1.000.000
ECHO/PSE/BUD/2004/02000	Non Emergency			1.350.000
ECHO/TPS/210/2003/03000	Ad Hoc		15.000.000	
ECHO/TPS/210/2003/08000	Ad Hoc		10.000.000	
ECHO/TPS/210/2003/16000	Ad Hoc		13.000.000	
ECHO/TPS/210/2002/06000	Ad Hoc	5.000.000		
ECHO/TPS/210/2002/10000	Emergency	3.500.000		
ECHO/TPS/210/2002/13000	Ad Hoc	9.500.000		
ECHO/TPS/210/2002/18000	Ad Hoc	7.000.000		
ECHO/TPS/210/2002/20000	Ad Hoc	10.000.000		
	Subtotal	35.000.000	38.000.000	30.350.000
	Total (2002-2004)	103.350.000		

Dated : 14/09/2004

Source : HOPE

## 5 - Other donors and donor co-ordination mechanisms.

### Donors in JORDAN/LEBANON/PALESTINIAN TERRITORY, OCCUPIED/SYRIAN ARAB REPUBLIC the last 12 months

1. EU Members States (*)		2. European Commission		3. Others	
	EUR		EUR		EUR
Austria	0	ECHO	43,350,000		
Belgium	2,250,000	Other services			
Denmark	5,780,033				
Finland	3,000,000				
France	3,706,245				
Germany	3,340,659				
Greece	0				
Ireland	2,000,000				
Italy	0				
Luxembourg	0				
Netherlands	0				
Portugal	0				
Spain	0				
Sweden	5,753,621				
United Kingdom	0				
Subtotal	25,830,558	Subtotal	43,350,000	Subtotal	0
		Grand total	69,180,558		

Dated : 14/09/2004

(\*) Source : ECHO 14 Points reporting for Members States. <https://hac.cec.eu.int>

Empty cells means either no information is available or no contribution.

## 6 - Amount of Decision and distribution of funding by specific objectives:

6.1. - Total amount of the decision: 7,000,000 euro



## 6.2. - Budget breakdown by specific objectives

<b>Principal objective:</b> <i>To provide assistance to vulnerable Palestinians in the West Bank and the Gaza Strip, and to vulnerable Palestine refugees in camps in Jordan, Lebanon and Syria</i>				
<b>Specific objectives</b>	<b>Allocated amount by specific objective (Euro)</b>	<b>Possible geographical area of operation</b>	<b>Activities</b>	<b>Potential partners<sup>10</sup></b>
Specific objective 1: To provide water and sanitation, food security and nutrition, as well as protection, to vulnerable Palestinians in the West Bank and the Gaza Strip	2,700,000	West Bank and Gaza Strip	Water and sanitation, food items, food for work, food for training, protection	- ACP - CRIC - CROIX-ROUGE - CICR- ICRC - CH - GCIDS - UN - WFP-PAM
Specific objective 2: To rehabilitate dilapidated shelters of Palestine refugees in Jordan, Lebanon and Syria	4,000,000	Jordan, Lebanon and Syria	Shelter rehabilitation	- ICU - MPDL - PREMIERE URGENCE - UN - UNRWA

<sup>10</sup> ASAMBLEA DE COOPERACION POR LA PAZ, (E), CENTRO REGIONALE D INTERVENTO PER LA COOPERAZIONE (ITA), COMITE INTERNATIONAL DE LA CROIX-ROUGE (CICR), European Community Humanitarian Office, GREEK COMMITTEE FOR INTERNATIONAL DEMOCRATIC SOLIDARITY, (GRC), ISTITUTO PER LA COOPERAZIONE UNIVERSITARIA (ITA), MOVIMIENTO POR LA PAZ, EL DESARME Y LA LIBERTAD, (E), PREMIERE URGENCE, (FR), UNITED NATIONS - WORLD FOOD PROGRAMME, UNITED NATIONS RELIEF AND WORKS AGENCY FOR PALESTINE REFUGEES IN NEAR EAST

Specific objective 3: to maintain a technical assistance capacity in the field, to assess needs, appraise project proposals and to coordinate and monitor the implementation of operations	300,000	Jerusalem	Technical assistance	- ECHO
TOTAL	7,000,000			

## 7 – Evaluation policy

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

## 8 – Budget Impact article 23.02.01

	<i>CE (in Euro)</i>
<i>Initial Available Appropriations for 2004</i>	<i>472.000.000</i>
<i>Supplementary Budgets</i>	-
<i>Transfers</i>	-
<b><i>Total Available Appropriations</i></b>	<b><i>472.000. 000</i></b>
<i>Total executed to date (as at 08/09/2004)</i>	<i>402.708.368</i>
<i>Available remaining</i>	<i>69.219.632</i>
<b><i>Total amount of the Decision</i></b>	<b><i>7.000.000</i></b>

## **COMMISSION DECISION**

**of**

**on the financing of humanitarian operations from the general budget of the European Union in the occupied Palestinian territories, Jordan, Lebanon and Syria**

**THE COMMISSION OF THE EUROPEAN COMMUNITIES,**

Having regard to the Treaty establishing the European Community,

Having regard to Council Regulation (EC) No 1257/96 of 20 June 1996 concerning humanitarian aid<sup>11</sup>, and in particular Article 15(2) thereof,

Whereas :

- (1) The current Israeli-Palestinian conflict 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) The humanitarian crisis, exacerbated by the overall security situation, closures and restrictions of movement, 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) One third of the more than four million registered Palestine refugees across the Middle East live in refugee camps, in most cases in precarious hygiene and sanitation conditions and in dilapidated shelters, with little attention from the international donor community;
- (4) It is essential to make water, sanitation and food available, to provide protection and to rehabilitate shelters for special hardship cases in particular;
- (5) In order to maximise the impact of humanitarian aid for the victims, it is necessary to maintain a technical assistance capacity in the field;
- (6) Humanitarian aid operations financed by this Decision should be of a maximum duration of 18 months;
- (7) It is estimated that an amount of 7,000,000 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 West Bank and the Gaza Strip, as well as to Palestine refugees in Jordan, Lebanon and Syria, taking into account the available budget, other donors' contributions 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 18/11/2004.

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<sup>11</sup> 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 7,000,000 Euro for humanitarian aid operations to provide the necessary assistance and relief to the population affected by the situation in the West Bank and the Gaza Strip, as well as to Palestine refugees in Jordan, Lebanon and Syria, by using budget line 23 02 01 of the 2004 general budget of the European Union.
2. In accordance with Articles 2 and 4 of Regulation (EC) No. 1257/96, the humanitarian operations shall be implemented in the pursuance of the following specific objectives:
  - To provide water and sanitation, food security and nutrition, as well as protection, to vulnerable Palestinians in the West Bank and the Gaza Strip;
  - To rehabilitate dilapidated shelters of Palestine refugees in Jordan, Lebanon and Syria;
  - to maintain a technical assistance capacity in the field, to assess needs, appraise project proposals and to coordinate and monitor the implementation of operations.

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 specific 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.

*Article 3*

1. The duration for the implementation of this decision shall be for a maximum period of 18 months, starting on 01/12/2004. 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

<b>Principal objective:</b> : To provide assistance to vulnerable Palestinians in the West Bank and the Gaza Strip, and to vulnerable Palestine refugees in camps in Jordan, Lebanon and Syria.	
<b>Specific objectives</b>	<b>Allocated amount by specific objective (Euro)</b>
To provide water and sanitation, food security and nutrition, as well as protection, to vulnerable Palestinians in the West Bank and the Gaza Strip	2.700.000
To rehabilitate dilapidated shelters of Palestine refugees in Jordan, Lebanon and Syria	4.000.000
To maintain a technical assistance capacity in the field, to assess needs, appraise project proposals and to coordinate and monitor the implementation of operations	300.000
<b>TOTAL</b>	<b>7.000.000</b>

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 Article 110 thereof, and its Implementing Rules in particular Article 168 thereof.<sup>12</sup>

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

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

[http://europa.eu.int/comm/echo/partners/index\\_en.htm](http://europa.eu.int/comm/echo/partners/index_en.htm)

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