



Humanitarian Aid Decision

23 02 01

Title: Commission Decision concerning humanitarian aid in favour of vulnerable populations directly affected by the crisis in Côte d'Ivoire

Location of operation: COTE D'IVOIRE AND NEIGHBOURING COUNTRIES

Amount of decision: 2,000,000 euro

Decision reference number: ECHO/-WF/BUD/2004/03000

Explanatory Memorandum

1 - Rationale, needs and target population:

1.1. - Rationale:

Côte d'Ivoire continues to be divided between loyalist security forces in the South and the *Forces Nouvelles*¹ in the North. The key problems at the centre of the crisis have not yet been sufficiently addressed (eligibility for presidential elections, nationality and status of foreign nationals, land tenure, disarmament).

Several attempts to solve the crisis have been made, but there seems to be a lack of good will of the parties concerned. The French-brokered Linas Marcoussis agreement was followed by the Accra III agreement of July 2004 facilitated by ECOWAS. However, the most important deadlines of the new agreements were not respected and the disarmament process has not yet started.

On 4 November 2004, the Ivorian army breached the ceasefire with air strikes on military targets of the *Forces Nouvelles* in the rebel-held territory. Two days after the outbreak of the renewed violence, the French Licorne base in Bouaké was hit, killing nine French peacekeepers and an American aid worker. The French troops retaliated by destroying Ivorian military aircrafts. These incidents resulted in the outbreak of fighting between the French Forces and Ivorian troops in Abidjan as well as civilian riots carried out by pro-Gbagbo militias (mainly *jeunes patriotes*) and widespread lootings targeting mainly foreign nationals. Hate messages disseminated by national radio and television contributed to aggravating the situation even further resulting in the departure of approximately 9.000 foreign nationals (including humanitarian aid workers).

On 15 November 2004 the UN Security Council responded to the developments in Côte d'Ivoire and adopted Resolution 1572 imposing a 13 months arms embargo. Further individual sanctions against persons blocking the implementation of the Linas-Maroussis and Accra III agreements might be taken on 15 December 2004 depending on the evolution of the crisis.

¹ Coalition between three ex-rebel groups: Mouvement Patriotique de Côte d'Ivoire (MPCI), Mouvement pour la Justice et la Paix (MJP), Mouvement Populaire du Grand Ouest (MPIGO).

The security situation remains extremely volatile. Political tensions in the North and the South and the economic consequences of the last events will lead to a further deterioration of the situation. The crisis is at present a political and military one, but will inevitably lead to a further deterioration of the humanitarian situation in Côte d'Ivoire and the sub-region. The recent Disarmament and Demobilisation Rehabilitation and Reintegration process carried out in Liberia is completed, but evidences of recruitment of former Liberian fighters to join the forces in Côte d'Ivoire have been reported. The Liberian pattern and behaviour of fighting forces towards the civilian population might be replicated.

1.2. - Identified needs:

The humanitarian situation in Côte d'Ivoire remains very fragile. In the rebel-controlled areas, the absence of a functioning government authority leaves large parts of the population without access to basic social services. The health care system collapsed in North and West Côte d'Ivoire after the outbreak of the conflict. Over 80% of the health personnel fled and around 70% of health infrastructures were closed. A partial return of staff and re-start of health services have been observed. However, the recent resumption of hostilities has negatively affected this trend and international humanitarian organisations are often the only providers of basic social services. Moreover, international organisations have stepped up their activities to treat the wounded affected by the fighting, particularly in Bouaké and Abidjan.

Most of the displaced persons and refugees are located in West Côte d'Ivoire, in particular in the confidence zone controlled by the international peacekeeping troops (French Licorne and ONUCI²) along the frontline. The recruitment by fighting forces in Côte d'Ivoire, following the pattern already well known in the region is affecting children, particularly those recently disarmed in Liberia. They represent a group at risk as the link with their former commanders is not clearly cut and the perspective of reintegration remains weak for the moment. Therefore, protection needs are particularly high in this area. Due to recent events, the situation of Muslims, displaced persons and African immigrants is also alarming in other parts of the country, notably in Abidjan. The already very tense ethnic environment is likely to worsen as a result of the crisis. Children and women risk to be more exposed to involvement in fighting, sexual violence and exploitation.

Water and electricity supplies have been cut off sporadically in the North and some parts of West Côte d'Ivoire. Although, at the time of the drafting of this decision, water and electricity have been restored, such "war" practices might be used again in the future and could lead to the outbreak of water-borne diseases and epidemics with major humanitarian impact.

The crisis has also a negative humanitarian impact on the sub-region. Over the last weeks more than 10.000 Ivoirians³ have sought refuge in Liberia. UNHCR believes that there may be many more Ivorian refugees particularly as the majority has crossed through non-formal entry-points. 5000 Ivorian refugees have been reported to be blocked at the Ivorian-Guinean border. 3000 Ivorian refugees and 3000 third country nationals (mainly West African immigrant workers) are known to have crossed the border into Mali. Their situation is currently being assessed. Population movements have also been reported to Burkina Faso and Ghana, however, at present no exact numbers are available. Should the situation further deteriorate, a more important influx of refugees to neighbouring countries is to be expected. Moreover, any of the 74.000 Liberians currently seeking refuge in Côte d'Ivoire might return their home country without receiving the assistance they need. The expected cross-border movement may create further pressure and instability in the sub-region.

Most of the humanitarian needs will be addressed by the Global Plan 2005 (health, nutrition, food security, protection, general assistance, humanitarian co-ordination, water and sanitation). The present decision aims at addressing additional needs in the sectors that have been most affected by the recent

² Opération des Nations Unies en Côte d'Ivoire

³ UNHCR Briefing Notes of 30 November 2004

crisis (health, protection, water and sanitation) as well as at assisting vulnerable populations fleeing the Ivorian conflict to neighbouring countries.

1.3. - Target population and regions concerned:

The main beneficiary profiles in need of significant, sustained assistance can be distinguished as follows:

- Displaced people/third country nationals: OCHA estimates that there are approximately 550.000 internally displaced persons in Côte d'Ivoire⁴. Their already fragile situation may further deteriorate with the aggravation of ethnic tensions.
- Refugees: 74.000 Liberian refugees⁵ are currently living in Côte d'Ivoire. The recent crisis will delay their repatriation, which should have started at the end of the year, and might result in their uncontrolled return. Furthermore, at present at least 16.000 Ivorians and third country nationals living in Côte d'Ivoire have fled to neighbouring countries (see also point 1.2 "identified needs").
- Vulnerable resident population and host communities in Côte d'Ivoire and affected neighbouring countries are increasingly being affected by recent population movements and by the resumption of hostilities.

Assistance will be provided to vulnerable populations in Côte d'Ivoire as well as to persons directly affected by the Ivorian conflict in Liberia, Guinea, Mali, Burkina Faso and Ghana.

1.4. - Risk assessment and possible constraints:

If the parties in the conflict do not respect the peace agreements (Linas Marcoussis and Accra III), the security situation will further deteriorate. The worst case scenario could be fighting between the national army and the *Forces Nouvelles*, both of them supported by militias. There is also a risk of inter-factional fighting within the *Forces Nouvelles*. Attacks against the international community, including humanitarian aid workers, may re-escalate.

Relief interventions will only be possible if access to vulnerable populations is unrestricted. At present, access is granted in most of the areas covered by this decision. However, the security situation remains very tense. In Côte d'Ivoire it has become increasingly difficult to move from the Government-zone to the area controlled by the *Forces Nouvelles*. Humanitarian organisations may need to deliver aid from neighbouring countries in order to reach areas otherwise inaccessible. This requires free movement across borders.

2- Objectives and components of the humanitarian intervention proposed:

2.1. – Objectives:

Principal objective:

- Vulnerable populations directly affected by the Ivorian crisis are provided with assistance.

Specific objectives:

- Vulnerable populations affected by the conflict are provided with assistance in Côte d'Ivoire.

⁴ OCHA West African Situation Map, 23 March 2004

⁵ OCHA West African Situation Map, 23 March 2004

- Vulnerable uprooted populations fleeing the Ivorian conflict and host communities are provided with integrated assistance in neighbouring countries.

2.2. - Components:

Humanitarian assistance provided under this decision aims to complement humanitarian activities covered by the Global Plan for Coastal West Africa 2005 and to address additional needs resulting from the recent crisis in Côte d'Ivoire.

The main components are:

- *Health:* Support to primary and secondary health care facilities will be provided (provision of drugs and medical material, support to basic and war surgery, support to pediatrics, maternity, gynecology/obstetrics).
- *Protection:* Protection of persons affected by the conflict, including by safeguarding their access to essential services. Support to children affected by the conflict and prevention of their recruitment into fighting forces.
- *Water and sanitation:* Provision of minimum quantities of drinking water and sanitation facilities (latrines, washing areas, waste disposal) for vulnerable population.
- *Nutrition:* Distribution of targeted food rations to prevent further deterioration of the nutritional situation of populations at risk. Detection and treatment of moderate and severe malnutrition.
- *Food security:* Distribution of seeds and tools to vulnerable population.
- *Shelter materials and other non-food items:* Distribution of essential items to uprooted population to help them settle in their temporary or final destination.

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

The duration for the implementation of this decision will be 12 months.

Humanitarian operations funded by this decision must be implemented within this period.

Expenditure under this Decision shall be eligible from 1 January 2005 which is the date of submission of proposals considered under this decision.

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. In this respect the procedures established in the general conditions of the specific agreement will be applied.

4 –Previous interventions/decisions of the Commission within the context of the crisis concerned herewith

List of previous ECHO operations in COTE D'IVOIRE				
Decision number	Decision type	2002	2003	2004
		EUR	EUR	EUR

ECHO/CIV/210/2002/01000	Emergency	1,500,000		
ECHO/TPS/EDF/2003/01000	Non Emergency		5.740.000	
ECHO/-WF/BUD/2004/01000	Global Plan			5.000.000
	Subtotal	1,500,000	5.740.000	5.000.000
	Total (y-2)+(y-1)+(y)	12.240.000		

Dated : 02/12/2004
Source : HOPE

5 - Other donors and donor co-ordination mechanisms

Donors in COTE D'IVOIRE the last 12 months					
1. EU Members States (*)		2. European Commission		3. Others	
EUR		EUR		EUR	
Austria		ECHO	5,000,000	Japan	8,305,600
Belgium		Other services	30,830,000	US	3,417,500
Denmark				Canada	2,072,700
Finland	500,000			Norway	382,000
France				Switzerland	254,000
Germany	1,000,000				
Greece					
Ireland					
Italy					
Luxembourg					
Netherlands	999,600				
Portugal					
Spain					
Sweden					
United Kingdom					
Subtotal	2,499,600	Subtotal	35,830,000	Subtotal	14,431,800
		Grand total	52,761,400		

Dated 08/11/2004

(*) 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 by specific objectives:

6.1. - Total amount of the decision: 2,000,000 euro

6.2. - Budget breakdown by specific objectives

Principal objective: <i>Vulnerable populations directly affected by the Ivorian crisis are provided with assistance</i>				
Specific objectives	Allocated amount by specific objective (Euro)	Possible geographical area of operation	Activities	Potential partners⁶
Specific objective 1: Vulnerable populations affected by the conflict are provided with assistance in Côte d'Ivoire	1,400,000	Côte d'Ivoire	- primary and secondary health care - protection - water and sanitation	- CROIX-ROUGE - CICR- ICRC - CH - MSF - BEL - MSF - FRA - MSF - NLD
Specific objective 2: Vulnerable uprooted populations fleeing the Ivorian conflict and host communities are provided with integrated assistance in neighbouring countries	600,000	Liberia, Guinea, Mali, Burkina Faso, Ghana	- primary and secondary health care - nutrition/food security - shelter/non-food items - protection - water and sanitation	- ACF - FRA - ACH- ESP - CROIX-ROUGE - CICR- ICRC - CH - IRC - UK - MSF - BEL - MSF - CHE - MSF - NLD - SAVE THE CHILDREN - UK - SOLIDARITES - UN - UNHCR - BEL - UN - UNICEF - BEL
TOTAL	2,000,000			

⁶ ACCION CONTRA EL HAMBRE, (ESP), ACTION CONTRE LA FAIM, (FR), ARTSEN ZONDER GRENZEN (NLD), COMITE INTERNATIONAL DE LA CROIX-ROUGE (CICR), International Rescue Committee UK, MEDECINS SANS FRONTIERES (CHE), MEDECINS SANS FRONTIERES (F), MEDECINS SANS FRONTIERES BELGIQUE/ARTSEN ZONDER GRENZEN BELGIE(BEL), SOLIDARITES, (FR), THE SAVE THE CHILDREN FUND (GBR), UNICEF, UNITED NATIONS HIGH COMMISSIONER FOR REFUGEES - BELGIUM

7 –Evaluation

Under article 18 of Council Regulation (EC) No.1257/96 of 20 June 1996 concerning humanitarian aid 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. 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.

8 –Budget Impact article 23 02 01

	CE (in Euro)
Initial Available Appropriations for 2004	476.395.908
Budgetary transfer	25.000.000
Commission transfer	-3.700.000
Supplementary Budgets	
Transfers	
Total Available Appropriations	497.695.908
Total executed to date (as at 3/12/2004)	491.814.311,78
Available remaining	5.881.596,68
Total amount of the Decision	2.000.000

COMMISSION DECISION

of

on the financing of humanitarian operations from the general budget of the European Union in Côte d'Ivoire and neighbouring countries

THE COMMISSION OF THE EUROPEAN COMMUNITIES,

Having regard to the Treaty establishing the European Communities,
Having regard to Council Regulation (EC) No 1257/96 of 20 June 1996 concerning humanitarian aid⁷,
and in particular Article 14 thereof,

Whereas:

- (1) Côte d'Ivoire has been experiencing political tensions and violent conflicts for more than two years.
- (2) Recent attempts to bring the parties at conflict to agree to a peaceful resolution have not yielded the results expected.
- (3) The renewed escalation of hostilities in November 2004 has negatively affected the humanitarian situation and has led to the deterioration of the already precarious living conditions of vulnerable populations in Côte d'Ivoire.
- (4) The conflict has led to additional population movements, cross border and internal, and puts additional pressure on the host communities.
- (5) The conflict is adversely affecting current humanitarian activities not only in Côte d'Ivoire, but also in the sub-region.
- (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 12 months.
- (7) It is estimated that an amount of 2.000.000 euro from budget line 23 02 01 of the general budget of the European Union is necessary to provide humanitarian assistance to 500.000 beneficiaries taking into account the available budget, other donors' interventions and other factors.

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 €2.000.000 euro for humanitarian aid operations in favour of populations directly affected by the crisis in Côte d'Ivoire 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:

⁷ OJ L 163, 2.7.1996, p. 1-6

- Vulnerable populations affected by the conflict are provided with assistance in Côte d'Ivoire
- Vulnerable uprooted populations fleeing the Ivorian conflict are provided with integrated assistance in neighbouring countries

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.

Article 3

1. The duration for the implementation of this decision shall be for a maximum period of 12 months, starting on 1 January 2005.
2. Expenditure under this Decision shall be eligible from 1 January 2005.
3. 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 :Vulnerable populations directly affected by the Ivorian crisis are provided with assistance	
Specific objectives	Amount per specific objective (Euro)
Vulnerable populations affected by the conflict are provided with assistance in Côte d'Ivoire	1,400,000
Vulnerable uprooted populations fleeing the Ivorian conflict and host communities are provided with integrated assistance in neighbouring countries	600,000
TOTAL	2,000,000

Grants for the implementation of humanitarian aid within the meaning of Council Regulation (EC) No.1257/96 of 20 June 1996 concerning humanitarian aid are awarded in accordance with the Financial Regulation, in particular Article 110 thereof, and its Implementing Rules in particular Article 168 thereof.⁸

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

⁸ 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.