



Emergency Humanitarian Aid Decision

23 02 01

Title: Emergency humanitarian aid for the populations affected by the conflict in Lebanon.

Location of operation: LEBANON, SYRIAN ARAB REPUBLIC, JORDAN & TURKEY

Amount of Decision: EUR 10,000,000

Decision reference number: ECHO/-ME/BUD/2006/02000

Explanatory Memorandum

1 - Rationale, needs and target population.

1.1. - Rationale :

Following the capture of two Israeli soldiers by Hezbollah on the 12 July 2006, the Government of Israel has started an aerial attack on Lebanon that has caused hundreds of casualties and wounded,¹ most of them civilians. Following a policy of retaliation, Hezbollah keeps firing rockets on the Israeli state and refuses to release the two kidnapped soldiers. The continued Israeli attacks on Lebanon targeted and destroyed major parts of the country's infrastructures (bridges, roads, fuel and gas storage tanks, water plants, ports and airports). Accordingly, hundreds of thousands of Lebanese are fleeing their homes to seek refuge from Israeli warplanes.² According to the Lebanese Authorities, more than 500,000 people have already been displaced following the crisis.³ The high number of Internally Displaced People (IDPs) that is expected to rise in the coming days poses a serious challenge to the provision of appropriate shelter, food, safe drinking water, and medical attention. Approximately 140,000 of these displaced people have crossed the border to Syria. Some 100,000 of them necessitate assistance⁴. If the conflict intensifies further and if aid is not delivered properly, it is not excluded that more Lebanese seek refugee in other neighbouring countries such as Jordan and Turkey.

At the same time, first diplomatic efforts to limit the escalation of the conflict have started. A team of United Nations (UN) officials is meeting with the parties on the ground in an effort to end the escalation of violence. The UN Security Council and

¹ To date, casualties total 310 and injured 650.

² Integrated Regional Information Networks (IRIN), *Hundreds displaced by Israeli attacks, say aid workers*, 16 July 2006.

³ WHO, *Middle East Crisis Donor Alert. WHO's appeal to support immediate relief operations*, 18 July 2006.

⁴ OCHA, *OCHA Situation Report n°1, Lebanese Response*, 20 July 2006.

the Foreign Ministers' Council of the League of Arab States are equally searching for a solution to the crisis. Notwithstanding these political developments, the escalation of violence between the Government of Israel and Hezbollah is already having far-reaching humanitarian consequences. Israel has imposed a total blockade on Lebanon and continues to shell the country. The situation has reached the point of open war, as stated by UN Under-Secretary-General Gambari on the 17 July 2006⁵ and civilians are bearing the brunt of the attacks.

Access to vulnerable populations is a major concern. The International Committee of the Red Cross (ICRC) has called on all parties involved in the conflict to fully comply with the rules of international law.⁶ In particular, the respect of unhindered and unconditional humanitarian access is a condition sine qua non, in order to allow the safe passage of aid workers and the transport of humanitarian supplies⁷.

As the situation deteriorates rapidly, UN agencies and the International Committee of the Red Cross (ICRC) have issued first emergency appeals in order to support immediate relief operations to secure and protect the life of the population of Lebanon. The World Health Organization (WHO) has requested USD 4,500,000, the ICRC EUR 6,500,000 and UNRWA USD 8,800,000. On 24 July 2006, UNOCHA intends to issue a common UN emergency appeal.

The Lebanese Government has put in place a mechanism in order to co-ordinate the humanitarian response, the High Commission for Emergency Relief. This coordination body includes the ministry of Social Affairs (which takes the lead in humanitarian response), the Ministry of Health and the Lebanese military.

1.2. - Identified needs:

The following identification of needs is based on first assessments done by UN agencies and other DG ECHO⁸'s partners present in Lebanon. For the time being, due to the complete isolation of the country, it is difficult to quantify in detail the needs arising from the conflict. Given the uncertainty about the future scale and the duration of the hostilities, DG ECHO stays ready to increase its assistance and support beyond this Decision. However, for the time being the following most urgent needs have been identified to be addressed immediately:

IDPs/refugees:

It is difficult to estimate the exact number of Lebanese that have been displaced internally. The Lebanese Authorities are speaking of more than half a million internally displaced people (IDPs), according to the UN, over 650,000 people have been displaced from the south of the country and from the suburbs of Beirut, mainly from areas heavily attacked by the Israeli air force⁹. These IDPs are taking temporary shelter in public institutions, schools, mosques and churches. Some of them can rely

⁵ United Nations News Service, *UN Security Council working on "lasting solution" to violence in Lebanon*, 17 July 2006.

⁶ ICRC, *ICRC is gravely concerned about the plight of civilians caught up in hostilities in Lebanon and Israel*, 13 July 2006.

⁷ World Health Organization, *Lebanon Situation Report #2*, 17 July 2006.

⁸ Directorate General For humanitarian aid - ECHO

⁹ Integrated Regional Information Networks (IRIN), *Lebanon: number of displaced people rise as attacks continue*, 18 July 2006.

on relatives or friends as a temporary solution. However, most of them need support to access shelter, water, food and health facilities. The Lebanese Ministry of Health, has stated that "the situation can be kept under control for five days, but if the siege continues, we'll be heading for disaster".¹⁰ With the escalation of bombardments, further displacement is expected on an even bigger scale.

Especially those IDPs who are stranded in the south of the country are of greatest humanitarian concern, as they remain for the time being inaccessible for humanitarian aid workers and supplies.

It has been reported by OCHA that there are some 140,000 Lebanese now located in Syria, with some 100,000 requiring assistance. The Syrian government is providing aid for those sheltering with host families, schools, sports facilities. The Syrian Red Crescent is currently supplying blankets, mattresses, food and water¹¹. More needs might arise if the situation persists in Lebanon.

Shelter

The public buildings and schools where displaced people have taken refuge might need to be adapted to accommodate the number of people. The adaptation of shelter facilities following minimal sanitation requirements needs to be assured.

Health

Access to health services has become critical. Isolation and insecurity prevent the restocking of emergency medical supplies and minimize the access to hospitals and clinics. Furthermore, medical structures have been destroyed or damaged. The Lebanese Ministry of Health affirmed that his government "is experiencing difficulties in accessing affected areas to help the injured".¹² The WHO has issued a first emergency appeal to provide medical supplies and medicines, mainly the provision of medications and other supplies/equipment for chronic diseases (like cardiovascular diseases, high blood pressure, diabetes and dialysis) as well as for child illnesses.¹³ Furthermore, there will be a need to address victims and persons injured during the conflict with adapted rehabilitation services. Under this decision, health relief is a priority sector of intervention, i.e. DG ECHO has foreseen to provide support through the distribution of medical kits, medicines and medical material according to needs. Coordination in the health sector will be an important issue to take into consideration as well.

Water and Sanitation

The availability of clean water, sanitation and hygiene is vital for the well-being of the population. Access to drinking water will soon become a serious problem where heavy shelling and the resulting damages to the electricity system have already limited the available water supply.¹⁴ Besides, fuel rationing poses serious concerns for the pumping of water. The situation is particularly difficult for IDPs residing in overcrowded shelters. The WHO warns that the lack of safe drinking water for the

¹⁰ Integrated Regional Information Networks (IRIN), *Hundreds displaced by Israeli attacks, say aid workers*, 16 July 2006.

¹¹ OCHA, *OCHA Situation Report n°1, Lebanese Response*, 20 July 2006.

¹² Integrated Regional Information Networks (IRIN), *Lebanon: Amid attacks, health workers warn of waning supplies*", 17 July 2006

¹³ WHO, *Middle East Crisis Donor Alert. WHO's appeal to support immediate relief operations*, 18 July 2006.

¹⁴ United Nations News Service, *UN Humanitarian Agencies Prepare for health Impact of Crisis in Lebanon*, 17 July 2006.

IDPs poses a serious health threat.¹⁵ They might face water-borne diseases and sanitation problems. Accordingly, water and hygiene kits need to be provided urgently.

Food

The World Food Programme (WFP) reports that for the time being there is no acute food emergency, i.e. there are sufficient food supplies, including wheat stocks as the primary basic staple, to cover national consumption for one to three months.¹⁶ However, there are serious access problems to the food still available in the country for the most vulnerable parts of the population, again mainly the IDPs. Food prices have reportedly already doubled, even tripling in the southern regions. Furthermore, the attacks have destroyed main roads and bridges that form the backbone of the food supply chain in southern Lebanon, a region heavily reliant on imported supplies. Food imports from Syria, one of Lebanon's main suppliers, could also become soon subject to disruption.

Protection

The ICRC has started to make the necessary representations to the parties concerned in order to remind them of their obligations to respect and to protect the civilian population and civilian objects, as required by international humanitarian law.¹⁷ Particular attention will be given to ensure the respect and protection of the medical mission, including medical personnel and their means of transport and the support of humanitarian corridors for access of humanitarian goods to the victims

Psychosocial

Violence and displacement have a huge psychological impact on individuals, especially the most vulnerable of them, such as children and the elderly. This experience will severely traumatize large sections of the population and requires early psychological assistance if and where possible.

Coordination

Initial steps have been taken to establish a coordinated response in order to avoid duplication and to maximise the benefits of the intervention. The United Nations High Commissioner for Human Rights (UNHCR), the United Nations Office for the Coordination of humanitarian affairs (UNOCHA), the World Health Organisation (WHO), the United Nations International Children's Emergency Fund (UNICEF) and the World Food Programme (WFP) have started efforts to set up an interagency response. DG ECHO is acting in close cooperation with its partners, namely the ICRC, the UN as well as international NGOs. DG ECHO will support coordination mechanisms that are necessary to maximise the efficiency of the international response.

1.3. - Target population and regions concerned :

This decision targets the population of Lebanon, including Palestinian, Iraqi and other refugees. Accordingly, all regions of Lebanon and neighbouring countries where those people sought refuge are concerned.

¹⁵ WHO, *Middle East Crisis Donor Alert. WHO's appeal to support immediate relief operations*, 18 July 2006.

¹⁶ United Nations World Food Programme, *WFP sends emergency assessment team to Lebanon*, 18 July 2006.

¹⁷ ICRC, *Preliminary Appeal. Lebanon. ICRC steps up humanitarian action in Lebanon*, 18 July 2006.

1.4. - Risk assessment and possible constraints :

The current hostilities between the government of Israel and Hezbollah have fuelled further violence in an already highly unstable region. The escalation of military hostilities will have far reaching humanitarian consequences. The situation remains unpredictable and its evolution will largely depend on the duration of the hostilities and on the possible deployment of Israeli ground forces. Furthermore, there is a concrete risk that the conflict could spread to the region, involving the neighbouring countries.

Emergency teams will only be able to operate in an environment which is conducive to the physical security of staff. Humanitarian aid can be implemented only if both parties assure a minimum respect for international humanitarian law. Access remains a key precondition for relief as Israel has imposed a full blockade of the country by land, sea and air.

At present it is only possible to move supplies and assistance to Southern Lebanon by requesting permission from the High Commission for Emergency Relief to join one of their convoys.

A possible additional constraint to the delivery of humanitarian aid could be the lack of cash, including a lack of cash in the banks. Besides, commercial contractors should be willing and able to bring relief items material to the affected areas.

2 - Objectives and components of the humanitarian intervention proposed: ¹⁸

2.1. - Objectives :

Principal objective:

To save and preserve the life of the populations affected by the conflict in Lebanon

Specific objective:

To assist the victims of the crisis in Lebanon with integrated relief through the provision of health supplies and services, water and sanitation, food, non-food items, protection and co-ordination.

2.2. - Components:

Projects funded under the present decision include the following activities:

Non-Food Items:

Operations will include the distribution of non-food items such as hygiene items, bed linen and mattresses, cooking kits, etc.

Shelter:

Interventions will provide temporary shelter (amongst them schools and public buildings) and related needs like the provision of electricity and the adaptation of sanitation facilities.

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

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.

Health:

Operations will include the provision of medical supplies and services to the most vulnerable populations in Lebanon, the provision of emergency medical supplies and mobile emergency teams, specialised medical supplies for chronic disease patients and persons with disability and injuries caused by the conflict.

Special attention will be given to the coordination of interventions in the health sector while at the same time reinforcing the surveillance system and ensuring capacity to respond to eventual outbreaks.

Water and Sanitation:

Interventions will focus on the provision of drinking water and sanitation facilities.

Food:

Operations will assure the provision of food to vulnerable families, IDPs and refugees affected by the conflict.

Protection:

Following their mandate and their coordinating role as the lead agency of the Red Cross Family in the crises, the ICRC will try to ensure access to victims and provide assistance and supplies.

Psychosocial:

The psychosocial needs of affected children and their families might be addressed first through the monitoring of the status of the people affected and possible first emergency interventions.

Coordination:

Support will be provided to UN mandated agencies to coordinate with other humanitarian actors and Lebanese authorities in order to avoid duplications and gaps in the relief efforts.

3 - Duration expected for actions in the proposed Decision:

The duration of humanitarian aid operations shall be 6 months. Expenditure under this Decision shall be eligible from 12 July 2006.

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

4 – There have been no previous Decisions of the Commission within the context of the current crisis

5 - Other donors and donor co-ordination mechanisms.

Donors in JORDAN/LEBANON/SYRIAN ARAB REPUBLIC/TURKEY the last 12 months					
1. EU Members States (*)		2. European Commission		3. Others	
	EUR		EUR		EUR
Austria		DG ECHO	9,977,000		
Belgium		Other services			
Cyprus					
Czech republic					
Denmark					
Estonia					
Finland					
France	94,400				
Germany	595,000				
Greece					
Hungary					
Ireland					
Italy					
Latvia					
Lithuania					
Luxemburg					
Malta					
Netherlands					
Poland					
Portugal					
Slovakia					
Slovenie					
Spain					
Sweden	147,153				
United kingdom					
Subtotal	836,553	Subtotal	9,977,000	Subtotal	0
		Grand total	10,813,553		

Dated : 23/07/2006

(*) Source : DG ECHO 14 Points reporting for Members States. <https://hac.ec.europa.eu>
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: EUR 10,000,000

6.2. - Budget breakdown by specific objective

Principal objective: <i>To save and preserve the life of the populations affected by the conflict in Lebanon</i>			
Specific objectives	Allocated amount by specific objective (EUR)	Geographical area of operation	Potential partners¹⁹
Specific objective 1: To assist the victims of the crisis in Lebanon with integrated relief through the provision of health supplies and services, water and sanitation, food and protection.	9,000,000	All regions of Lebanon, and possibly countries receiving refugees from Lebanon (Syria, Jordan, Turkey)	- CARITAS - AUT - CISP - CROIX-ROUGE - CICR- ICRC - CH - DRC - FPSC - HANDICAP (FR) - ICU - MDM - FRA - MERCY CORPS SCOTLAND - MPDL - OXFAM - UK - PREMIERE URGENCE - SAVE THE CHILDREN - UK - TERRE DES HOMMES (TDH) - ITA - UN - UNHCR - BEL - UN - UNICEF – BEL - UN - UNOCHA - UN - UNRWA - WA-UK - WHO - OMS - WORLD VISION DEU
Contingency reserve, max. 10% of the total amount	1,000,000		
TOTAL:10,000,000			

¹⁹ CARITAS AUSTRIA, (AUT), COMITATO INTERNAZIONALE PER LO SVILUPPO DEI POPOLI (ITA), COMITE INTERNATIONAL DE LA CROIX-ROUGE (CICR), DANSK FLYGTNINGEHAELP, FONDAZIONE TERRE DES HOMMES ITALIA ONLUS, Fundación Promoción Social de la Cultura, HANDICAP INTERNATIONAL (FR), ISTITUTO PER LA COOPERAZIONE UNIVERSITARIA - ONLUS (ITA), MEDECINS DU MONDE, MERCY CORPS SCOTLAND (GBR), MOVIMIENTO POR LA PAZ, EL DESARME Y LA LIBERTAD, (E), OXFAM (GB), PREMIERE URGENCE, (FR), THE SAVE THE CHILDREN FUND (GBR), UNICEF, UNITED NATIONS HIGH COMMISSIONER FOR REFUGEES - BELGIUM, UNITED NATIONS RELIEF AND WORKS AGENCY FOR PALESTINE REFUGEES IN NEAR EAST, WORLD HEALTH ORGANISATION - ORGANISATION MONDIALE DE LA SANTE, WORLD VISION, (DEU), Welfare Associationggg

7 - Budget Impact article 23 02 01

Budget impact article 23 02 01	
	CE (EUR)
Initial available appropriations for 2006	470,429,000
Supplementary budgets	
Transfers Commission	
Total available appropriations	470,429,000
Total executed to date (18 July 2006)	396,267,000
Total amount of the Decision	10,000,000

COMMISSION DECISION
of
on the financing of emergency humanitarian operations from the general budget of the
European Union in

LEBANON, SYRIAN ARAB REPUBLIC, JORDAN & TURKEY

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 aid²⁰, and in particular Article 13 thereof,

Whereas:

- (1) As of 12 July 2006, border skirmishes in the Middle East have turned into a large scale conflict between warring factions with significant human toll and massive displacement. In Lebanon, bombing of Beirut and the South of Lebanon has forced over 500,000 people to flee their homes, and led to serious disruption of essential services posing a serious challenge to the Lebanese authorities in ensuring appropriate shelter, food, safe drinking water and health care for the affected.
- (2) The Lebanese authorities have asked for humanitarian assistance from the International Community as the situation is rapidly deteriorating to the detriment of the civilian population.
- (3) Humanitarian aid operations financed by this Decision should be of a maximum duration of 6 months.
- (4) It is estimated that an amount of EUR 10,000,000 from budget line 23 02 01 of the general budget of the European Union is necessary to provide humanitarian assistance to people living in Lebanon and especially to the ones most affected by the conflict, whether they remain in Lebanon or seek refuge in neighbouring countries, taking into account the available budget, other donors-contributions 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 EUR 10,000,000 for emergency humanitarian aid operations to provide the necessary assistance and relief to the whole population of LEBANON by using line 23 02 01 of the 2006 general budget of the European Union.

2. In accordance with Article 2 (a) of Council Regulation No.1257/96, the humanitarian operations shall be implemented in the pursuance of the following specific objectives:
 - To assist the victims of the crisis in Lebanon with integrated relief through the provision of health supplies and services, water and sanitation, food, non-food items, protection and co-ordination.

The total amount of this decision is allocated to this objective.

Article 2

1. The implementation of humanitarian aid operations funded by this Decision shall have a maximum duration of 6 months from their starting date.
2. Expenditure under this Decision shall be eligible from **12 July 2006**.
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 humanitarian aid operations.

Article 3

This Decision shall take effect on the date of adoption.

Done at Brussels,

For the Commission

Member of the Commission