

## HUMANITARIAN IMPLEMENTATION PLAN (HIP) OCCUPIED PALESTINIAN TERRITORY

### 1. CONTEXT

During the past year, the Middle East Peace Process (MEPP) has largely stalled with little progress made. While the current political environment may not be conducive to a breakthrough for negotiations, the blockade of Gaza, forced transfer of people in Area C, as well as the Palestinian Authority (PA) financial crisis stand the risk to prejudge the viability of a two-state solution.

The 4.2 million population of the occupied Palestinian territory (oPt), including 2.07<sup>1</sup> million refugees, bear the brunt of the on-going conflict and Israeli occupation. Given the lack of respect for International Humanitarian Law (IHL) and Human Rights law (HR), the situation has resulted in a serious protection crisis with humanitarian consequences.

The **Gaza blockade** continues for a sixth year to impact the lives of all Gazans, driving many deeper into poverty and unemployment (28.4% unemployed in 2011<sup>2</sup>). The blockade severely restricts the movement of people and goods by land, air and sea, and has led to a 'de-development' of Gaza. While there is no shortage of food in Gaza, large levels of poverty seriously reduces access to it. Around 80% of the 1.6 million population rely on assistance<sup>3</sup>. The water and sanitation system is on the edge of collapse, the health system is in disarray and constantly lacks drugs and equipment. Large dependency on the informal tunnel economy makes sustainable development impossible. A recent UN<sup>4</sup>-report with population growth and subsequent needs projections for the year 2020 offers a bleak picture for the urbanised areas<sup>5</sup>. Unless the blockade is lifted and normal trade is allowed to resume there will be no fundamental change in the humanitarian situation in Gaza.

In the **West Bank** home to 2.65 million<sup>6</sup> people, the Palestinians living in East Jerusalem the Seam Zones (located between the Barrier and the 1949 Armistice line green line), as well as in Area C (an area under full Israeli control that represents 60% of the West Bank), are facing ever growing pressure in terms of movement and access restrictions. The increased actual, or threats of, home and livelihood demolitions and evictions, the settlement expansion including legalisation of outposts, and the spreading of incidents related to settlers' violence are leading to forced transfer of households and communities. The first five months of 2012 saw a

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<sup>1</sup> United Nations Office for the Coordination of Humanitarian Affairs (UNOCHA), CAP mid-year Review 2012

<sup>2</sup> Palestinian Central Bureau of Statistics (PCBS), Labour Force Survey, the April-June 2102 Round

<sup>3</sup> UNOCHA, CAP MYR 2012

<sup>4</sup> United Nations

<sup>5</sup> "Gaza in 2020. A liveable place?" United Nations Country Team (UNCT) for the oPt, August 2012

<sup>6</sup> PCBS, July 2012

34% increase in the number of structures demolished compared to the already elevated figures in the previous year<sup>7</sup>. This has been compounded by an increasing targeting of structures provided by the humanitarian community such as emergency shelters and latrines. There is no indication that pressure exerted on the Palestinians is going to diminish anytime soon.

## 2. HUMANITARIAN NEEDS

### 1) Affected people / potential beneficiaries:

Palestinian refugees and non-refugees living in the Gaza Strip and in the West Bank continue to suffer from the occupation policy, and in particular;

- The 1.64<sup>8</sup> million inhabitants of the Gaza among which the urban poor and destitute and the small farmers in the buffer zone (a military no-go area adjacent to Israel but inside Gaza);
- The 150,000 Palestinians<sup>9</sup> living in Area C (primarily herders and Bedouins); specifically communities having difficulty accessing their land because of settler violence and the expansion of settlements and communities affected by (or at risk of) demolition and confiscation of private property and livelihoods, and thereby at risk of forced transfer;
- The 7,500 Palestinians<sup>10</sup> living in Seam Zones which are cut off from public services and are impeded in their free access to land and properties;
- The 284,000 Palestinians living in East Jerusalem, notably the 93,100 at risk of house demolition and evictions, and families at risk of forced transfer who will also lose their livelihoods<sup>11</sup>;

### 2) Description of most acute humanitarian needs

#### Protection

The need for protection assistance in the oPt is directly associated with policies related to Israel's occupation that contravene IHL, and most prominently to forced displacement and disruption of livelihoods. The main protection concerns regarding Israeli practices include forced eviction and demolition of Palestinian homes and livelihood structures, restrictions on movement affecting access to basic services, to land and resources, and violence against Palestinians and their property. These impediments have created immediate and long-term devastation which have led to a reduced standard of living, notably in terms of access to health, water, education and

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<sup>7</sup> UNOCHA, CAP 2012 Mid-Year Review

<sup>8</sup> UNOCHA, CAP 2012 Mid-Year Review

<sup>9</sup> Displacement and Insecurity in Area C of the West Bank, UNOCHA Special Focus, August 2011

<sup>10</sup> UNOCHA, The Humanitarian Impact of the Barrier, Fact sheet July 2012

<sup>11</sup> East Jerusalem; Key Humanitarian Concerns, UNOCHA, December 2011

livelihood opportunities, and which have increased economic and social despair among Palestinians.

### Humanitarian Food Assistance

Around 27% of the overall population in the oPt is not able to meet its basic food and household expenses. Because of the imposed blockade, the **Gaza Strip** is the most affected area with 44% of households being food insecure and a further 16% being vulnerable to food insecurity<sup>12</sup>. While food is available on the local markets, economic access to food and essential non-food items remains a priority concern. Gaza being so dependent on imports, any fluctuation on the world market has a direct impact on household capacity to purchase food. Small farmers in the buffer zone continue to be adversely affected by inaccessibility of land, with their agricultural investment at-risk. In the **West Bank**, food insecurity levels amongst the inhabitants in Area C are higher than in the rest of the West Bank (24% versus 17%)<sup>13</sup>. Herders and rain fed farmers remain particularly vulnerable because of a greater exposure to movement and access restrictions to their land and pastures, as well as to affordable water and basic services.

### Water, Sanitarian and Hygiene (WASH)

In **Gaza** the water situation poses major public health concerns. Approximately 90% of the aquifer is not suitable for domestic use and needs expensive and elaborated equipment to be treated<sup>14</sup>. The poor water quality is further deteriorated by the over exploitation of the shallow coastal aquifer that leads to sea water intrusion and salinization, and by increased waste water/sewage infiltration. Gazans are forced to buy expensive water from private vendors, water that is most of the time contaminated before it reaches households' level. The situation is only deteriorating with the growing population. Communities living in Area C of the **West Bank** are not connected to a functioning water network. Israeli restrictions on Palestinians' use of land and water resources, and the impossibility to build the required infrastructure, continue to hinder access to affordable water. For these already impoverished communities the cost of trucked water can be as high as EUR 20/m<sup>3</sup>. The situation is further exacerbated by continued demolition of water cisterns and water storage tanks.

### Health

Because of the blockade but also because of the political and administrative divide between Gaza and the West Bank, the health system in **Gaza** suffers from major drug shortages and its emergency preparedness capacity is limited. While the situation is significantly better in the **West Bank**, the normal functioning of local health services and the ability of Palestinians to reach health facilities in a timely and

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<sup>12</sup> Socio-Economic and Food Security Survey, WFP/Food and Agriculture Organization (FAO)/PCBS, May 2012

<sup>13</sup> Socio-Economic and Food Security Survey, WFP/FAO/PCBS, may 2012

<sup>14</sup> UNOCHA, CAP Mid-Year Review 2012.

safe way is continuously disrupted by protection related incidents caused by settler violence, harassment and intimidation, as well as movement restrictions.

### Psychosocial care

The effects of the constant psychological pressure from the direct threat of physical violence, forced displacement and lack of freedom of movement impacts the psychosocial wellbeing of all age groups, particularly children. Child detention is another concern with an increasing number of cases: at the end of June, 221 Palestinian boys aged 12-17 years were detained in Israel marking a 64% increase since December 2011. 35 of them are young boys aged 12-15 years which represents an increase of 84% compared to December 2011 for this group of age<sup>15</sup>. The impact of child detention if not properly addressed can have tremendous psychosocial consequences overtime.

## **3. HUMANITARIAN RESPONSE**

### 1) National / local response and involvement

In its National Development Plan 2011-2013 the PA focuses on building state institutions, but acknowledges the importance of assistance (including humanitarian) particularly in areas where it has no jurisdiction or influence, namely the Gaza Strip, Area C including the Seam Zones and East Jerusalem. A Humanitarian Task Force (HTF) co-chaired by the Ministry of Planning links in with the humanitarian community and participates in the United Nations (UN) Consolidated Appeal Process (CAP).

The PA is actively participating in the planning and zoning of Area C which, if successful, would pave the way for development and more authority of the PA over Area C. The planning and zoning should help protecting the existing community structures.

### 2) International Humanitarian Response

The CAP 2012-2013 for the oPt has a 2012 budget of USD 415 million for 1.8 million people (at Mid-Year Review). The CAP focuses on emergency response and access to services (health, water and sanitation, food and legal aid in response to IHL violations) in the prioritized protection-prone areas. Advocacy and public awareness address the protection of civilians and the right to freedom of movement of persons affected by the conflict is also part of the response.

The OCHA<sup>16</sup> manages the Humanitarian Emergency Response fund (HRF) that has disbursed just under USD 3.2 million for 14 projects in the first 8 months of 2012.

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<sup>15</sup> Children Affected by Armed Conflict (CAAC) Bulletin, July 2012  
[http://www.unicef.org/oPt/UNICEF\\_oPt\\_-\\_CAAC\\_bulletin\\_-\\_July\\_2012.pdf](http://www.unicef.org/oPt/UNICEF_oPt_-_CAAC_bulletin_-_July_2012.pdf)

<sup>16</sup> Office for the Coordination of Humanitarian Affairs

### 3) Constraints and DG ECHO<sup>17</sup> response capacity

The successful implementation of the ECHO HIP will depend on the partners' capacity to implement well-targeted and designed programming, based on intervention rational that include protection within the framework of IHL. It will also depend on the humanitarian access in Area C, East Jerusalem and Gaza and partners' ability to continue operations under possible restrictive operational measures (increasing administrative pressure for issuance of work visas and of permits).

The overall access and movement restrictions generate significant operational costs as projects need to be run independently between the two areas. In **Gaza**, the blockade imposed by Israel since June 2007 remains a serious impediment to humanitarian assistance, directly affecting the costs and the type of interventions due to substantial delays in having projects approved, and to restrictions imposed on import of goods notably on the so-called "dual-use" goods. The situation is compounded by the counter terrorism legislation, and the 'no-contact' policy towards the de-facto Hamas authorities by many donors.

DG ECHO attaches fundamental importance to ensuring aid effectiveness, sound financial management and respect of humanitarian principles, which implies monitoring of the action during the lifetime of the project by DG ECHO's representatives. DG ECHO also considers that assessment and monitoring of projects by its Partners are keys for the quality of its humanitarian interventions and expects to avail itself of the first-hand security assessment made by its Partners prior to carrying out its own monitoring mission. In light of this, and taking into account the present circumstances and conditions currently prevailing in the oPt, DG ECHO does not consider full remote control as a sound option for projects it finances in that country.

### 4) Envisaged DG ECHO response and expected results of humanitarian aid interventions

Acknowledging that relief assistance is insufficient on its own to protect communities from IHL violations, DG ECHO will continue working with, and building the capacity of, its partners to approach the humanitarian interventions with a protection angle in its intervention logic. To achieve this goal DG ECHO will focus on the communities most severely hit by the closure policy in Gaza, Area C, East Jerusalem and Seam Zones, and will prioritize sectorial humanitarian operations that streamline protection and advocacy.

At the same time, DG ECHO will continue its support to stand-alone protection operations through specialized agencies providing legal assistance, emergency protection response, and conducting IHL monitoring (including data collection) and IHL dissemination to all duty bearers. A capacity to be prepared and to respond to new emergencies being both man made (conflict) or natural ones (droughts) will also be maintained.

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<sup>17</sup> The European Commission's Directorate General for Humanitarian Aid and Civil Protection

A set of overall principles will guide DG ECHO support among which: the safe and secure provision of aid which is particularly important for Gaza; the do-no-harm approach crucial in such sensitive context; an emphasis on accountability; and the respect of communities' willingness when deciding where and when to provide assistance in Area C and East Jerusalem.

The proposed humanitarian response includes the following activities:

#### Protection

Protection (stand-alone projects as well as mainstreamed in sectoral interventions) will aim at observing, documenting, analysing and advocating on IHL violations with the aim of highlighting duty bearers' accountability for the cessation of the observed violations as well as mitigating their consequences. Support will continue to be provided to programs that strengthen the common response mechanism to protection issues through emergency relief assistance.

#### Coordination and Advocacy

Effective coordination within the humanitarian community is essential for the provision of adequate, timely and appropriate responses to humanitarian needs. DG ECHO thus continues to support and strengthen humanitarian coordination and will continue to play a pivotal role in linking assistance to development aid.

Advocacy initiatives that promote adherence to IHL will be strongly encouraged. Evidence-based advocacy will be promoted through the protection cluster, OCHA, Inter-Cluster Coordination and the HCT advocacy working group. All partners are expected to commit to the commonly agreed key messages, participate in evidence collection to support these messages and participate in active advocacy work, both at local and international level.

#### Humanitarian Food Assistance<sup>18</sup>

Food insecurity in oPt should be further analysed to better highlight the extent of needs and subsequent coping mechanisms, to identify the most appropriate responses and highlight links between economic security and protection.

In **Gaza** alternatives to food aid in kind will be promoted. Of special interest are actions that include linkage with local production capacity amongst the most vulnerable (e.g. small scale farmers). A household economic analysis, planned for the second part of 2012, will serve to provide micro-level information on household survival.

In the **West Bank**, exceptional projects using food assistance instruments may be considered to increase resilience amongst communities living in Area C whose

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<sup>18</sup> See the communication on Food Assistance:  
[http://ec.europa.eu/echo/files/policies/foodaid/HFA\\_Communication\\_220310.pdf](http://ec.europa.eu/echo/files/policies/foodaid/HFA_Communication_220310.pdf) and its Staff Working Document: [https://ec.europa.eu/echo/files/policies/foodaid/HFA\\_SWD\\_220810.pdf](https://ec.europa.eu/echo/files/policies/foodaid/HFA_SWD_220810.pdf)

livelihoods are under direct threat, due to (pending) displacement and/or demolitions of private property and livelihood structures and lack of access to affordable water. Actions must address the protection-threat identified. More sustainable livelihood support to herder communities will be addressed by other EU instruments.

#### Water, Sanitarian and Hygiene (WASH)

In **Gaza**, projects aiming at improving access to uncontaminated drinking water through household-based interventions or voucher systems will be considered. Forums providing continued advocacy on the right to safe water will be supported.

In the **West Bank** specific attention will be given to vulnerable communities in Area C that are not connected to a water network and are currently using rainwater harvesting systems and commercial water trucking as their primary sources. Actions should target communities consuming less than 30 litres/capita/day and include improving storage capacity, water quality monitoring, water treatment at household level and hygiene promotion. DG ECHO funding will be aligned with the outcome of the Water Scarcity Strategic Formulation, which is expected at the end of October 2012.

#### Health

DG ECHO-funded health interventions will be geared towards "emergency medical services" in major hospitals in **Gaza**, and the facilitation of access to preventative and curative health services in protection-prone communities in the **West Bank**. All actions should feed into advocacy on protection issues which impede access to health care and constitute violations of IHL.

#### Psychosocial care

Programmes will be streamlined to target protection-prone areas with the greatest exposure to continuous pressure due to the occupation and/or settler violence. Where appropriate DG ECHO will continue to support emergency rapid response teams with a focus on appropriate capacity, effective referrals if needed and improved integration into the Child Protection Networks. DG ECHO will consider tailor made support based on identified individuals and/or group needs with a comprehensive approach contributing to improving overall psychosocial wellbeing. DG ECHO has completed the phasing out of school based psychosocial interventions and will promote the handing over to local partners and institutions. Support to the rehabilitation of ex-child detainees will also continue.

#### Expected results of humanitarian aid interventions

The humanitarian assistance in oPt is expected to reduce vulnerability amongst the most destitute, improve resilience to IHL violations, provide evidence-based advocacy through quality programming and promote humanitarian diplomacy addressing IHL violations as the root cause of the humanitarian needs. Timely and appropriate response to new emergencies such as water scarcity or resurgence of conflict will also be provided.

#### 4. LRRD, COORDINATION AND TRANSITION

Despite the political challenges facing LRRD in the oPt<sup>19</sup>, the European Commission continues to align short-term resilience to IHL violations with promoting sustainable development in order to ensure a stable and viable future Palestinian state. Close coordination between DG ECHO and the EU Representation (EUREP) will continue ensuring programmatic complementarities and a smooth transition from direct assistance to early recovery and development of targeted communities.

The EUREP allocated EUR 11 million for sustainable livelihood interventions amongst the herding communities in Area C and institutional support to the Ministry of Agriculture. Its three-year intervention (2011-2013) will guarantee better targeting of important causes of underdevelopment, while DG ECHO remains available to respond to emergencies faced by the same communities.

An important EU mechanism for support to Palestinians (PEGASE)<sup>20</sup> was launched on 1 February 2008. This allocation of combined donors' resources to support a Social Safety Net increasingly meets the needs of the poorest in Palestinian society. While DG ECHO will continue addressing the needs of destitute families not enrolled and validated by the Ministry of Social Affairs, financial aid to those in need will be increasingly addressed by the appropriate government institutions.

#### 5. OPERATIONAL AND FINANCIAL DETAILS

The provisions of the financing decision ECHO/WWD/BUD/2013/01000 and the general conditions of the Partnership Agreement with the European Commission shall take precedence over the provisions in this document.

##### 5.1. Contacts<sup>21</sup>

Operational Unit in charge: DG ECHO B4

Contact persons at HQ: Sophie VANHAEVERBEKE,  
Maria PALACIOS-VALDECANTOS,  
Muriel DE WIT

Contact persons in the field: Esmée DE JONG, Stephen WILLIAMS

##### 5.2. Financial info

Indicative Allocation: EUR 35,000,000

Man-made crises: Hum. Aid: EUR 24,000,000

<sup>19</sup> EU Local Strategy on Development Cooperation (2011-2013)

<sup>20</sup> Mécanisme Palestino-Européen de Gestion de l'Aide Socio-Economique

<sup>21</sup> Letters of intent should be submitted using APPEL. Instructions on how to submit Letters of intent using APPEL are available at:

[http://www.dgecho-partners-helpdesk.eu/preparing\\_an\\_action/financing\\_decision/intention\\_letter](http://www.dgecho-partners-helpdesk.eu/preparing_an_action/financing_decision/intention_letter)

Food Assistance: EUR 11,000,000

### 5.3. Proposal Assessment

#### Assessment round 1

- a) Description of the humanitarian aid interventions relating to this assessment round: All interventions as described in section 3.4 of this HIP.
- b) Indicative amount to be allocated in this round of proposals: up to EUR 35,000,000.
- c) Costs will be eligible from 01/01/2013<sup>22</sup>.
- d) The expected initial duration for the Action is up to 12 months.
- e) Potential partners: All DG ECHO Partners
- f) Information to be provided: Letter of intent<sup>23</sup> based on the Single form format and including at least: area of intervention, sector, duration, beneficiaries, context/needs assessment, logframe, estimated costs, requested contribution, contact details.
- g) Indicative date for receipt of the above requested information: **by 18/01/2013**<sup>24</sup>
- h) Commonly used principles will be applied for the assessment of proposals, such as coherence of the proposal with DG ECHO's strategy, quality of needs assessment, quality of indicators, relevance of intervention sectors, and knowledge of the country / region.

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22 The eligibility date of the Action is not linked to the date of receipt of the Single Form. It is either the eligibility date set in the Single form or the eligibility date of the HIP, whatever occurs latest.

23 In case intention letters are requested an initial analysis will be done on the basis of the information received, Single Forms and other sources, such as humanitarian programmes and appeals (CAPs or CHAPs). For the retained intention letters, partners will be requested to submit a Single Form, which will be the subject of a more detailed assessment. Only accepted Single Forms can lead to the signature of an agreement.

24 The Commission reserves the right to consider intention letters/ Single Forms transmitted after this date, especially in case certain needs/priorities are not covered by the received intention letters/Single Forms.