



**Emergency Humanitarian Aid Decision**

**23 02 01**

Title: Emergency humanitarian aid for the population of Lebanon affected by the conflict

Location of operation: LEBANON

Amount of Decision: EUR 10,000,000

Decision reference number: ECHO/LBN/BUD/2006/01000

**Explanatory Memorandum**

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

1.1. - Rationale :

The Government of Israel launched a military attack on Lebanon after Hezbollah killed three soldiers and captured two others in a cross-border raid on the 12 of July 2006. Since then, armed hostilities between Israel and Hezbollah are continuing. The civilian population is once again paying the price for the conflict and the humanitarian situation continues to deteriorate. Hundreds of people have been killed and more than 1,500 injured. Furthermore, an estimated 700,000 - 800,000 people have fled their homes to escape violence.

The continued Israel Defence Forces (IDF) attacks have resulted in the damage and destruction of significant civilian infrastructure (road networks, bridges, fuel depots, power plants, ports, airports) which have left a considerable number of people stranded in the South of the country. The country is virtually isolated with access being denied by land, sea and air. Whilst health, sanitation, food, water and other basic needs of the population are increasing, the Lebanese Government and the relief agencies are facing huge humanitarian access obstacles.

Diplomatic efforts to push for a ceasefire are ongoing. However, at this stage neither the duration nor the intensity of the hostilities can be predicted. Thus, the international community continues to call on both parties involved in the conflict to at least comply with the rules of International Humanitarian Law, namely the Geneva Conventions.

On 24 July 2006, the European Commission (EC) has already adopted a first emergency Decision of EUR 10,000,000 to address the most urgent humanitarian

needs of the populations affected by the conflict in Lebanon and refugees having fled to neighbouring countries. However, after two weeks of war, the coping mechanisms of the population of Lebanon are rapidly depleting. Skyrocketing prices and fuel shortages are signals of a standstill economic life. Especially the estimated 700,000 – 800,000 internally displaced people are in dire need of access to safe shelter, food, water and medical care. Accordingly, the United Nations (UN) have launched a Flash Appeal on 24 July 2006, appealing for US\$ 150,000,000 to meet the needs of approximately 800,000 people over the next three months. Funds will enable the UN agencies and their implementing partners to carry out programmes to provide assistance and protection for the civilians caught in the Lebanese conflict. With this second emergency Decision, the EC will provide further funds to respond to the growing needs including against the UN appeal published on 24 July. This will help to address the urgent humanitarian needs of displaced and war-affected populations of Lebanon.

#### 1.2. - Identified needs:

The following identification of needs is based on the ongoing assessments of DG ECHO<sup>1</sup>'s experts in Lebanon, first assessments provided by several UN agencies and other DG ECHO's partners present in the field. For the time being, the situation still remains volatile and it is difficult to quantify in detail the needs arising from the conflict. However, the following most urgent needs have been identified as to be addressed immediately:

##### Shelter and Non-Food Items

It has been estimated that between 700,000 and 800,000 persons have been displaced internally and around 150,000 outside Lebanon. These people took temporary refuge in public institutions, schools, mosques and churches. Those buildings need to be adapted to accommodate huge numbers of individuals. The adaptation of shelter facilities following minimal sanitation requirements needs to be assured, as well as the delivery of non-food items such as mattresses, bed linens, cooking kits, etc.

##### Health

Access to health services has become critical. Isolation and insecurity prevent the restocking of emergency medical supplies and hinder the access to hospitals and clinics. Medical structures have been destroyed or damaged. Furthermore, overcrowded public buildings with poor hygiene and sanitation facilities are an issue of concern especially after first cases of diarrhoea have been detected<sup>2</sup>. The Government of Lebanon has issued a list of emergency needs which includes drugs (e. g. medications for diarrhoea, chronic diseases, antibiotics, anti-inflammatory agents, painkillers and tranquillizers) and supplies (such as intravenous fluids, chlorine, surgical gloves, dialysis filters and medical refrigerators). According to the World Health Organisation (WHO) access to health facilities and transport of medical supplies are seriously hampered by security reasons<sup>3</sup>. In the Tyre area, UNRWA reports difficulties in delivering regular monthly medicines to Palestinian refugees in camps due to damage to the roads<sup>4</sup>. Under this decision, health relief is a priority sector of intervention, and it is foreseen to provide support to the distribution of medical kits, medicines and medical material according to needs.

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<sup>1</sup> Directorate General for Humanitarian Aid-ECHO.

<sup>2</sup> WHO, *Lebanon Situation Report#6*, 21 July 2006.

<sup>3</sup> Ibidem.

<sup>4</sup> Ibidem.



### 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.<sup>5</sup> Besides, fuel rationing poses serious concerns for the pumping of water. The situation is particularly difficult for internal displaced people (IDPs) residing in overcrowded ill-adapted shelters or even public gardens. The WHO warns that the lack of safe drinking water for the IDPs poses a serious health threat, including water-borne diseases and sanitation problems.<sup>6</sup> 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, as there are sufficient food supplies, including wheat stocks as the primary basic staple, to cover national consumption for one to three months.<sup>7</sup> However, there are access problems to the food still available in the country for the most vulnerable parts of the population, again mainly the IDPs. Besides, the attacks have destroyed main roads and bridges that constitute an essential element of the food supply chain in southern Lebanon, a region heavily reliant on imported supplies. In the UN flash appeal, WFP considers that food assistance will be required for up to 260,000 displaced and isolated people. The prices of both food and related supplies have sky-rocketed (price of sugar has risen by 600%, and cooking gas by 400%<sup>8</sup>).

### 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.<sup>9</sup> In addition the UN flash appeal underlines the risk of gender based violence and UN agencies have undertaken to address it.

### Psychosocial

In order to minimize the psychological impact of the conflict on large sections of the population and in particular on the most vulnerable, children and women, it is vital to deliver 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, using the cluster approach. DG ECHO will support coordination mechanisms that are necessary to maximise the efficiency of the international response.

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<sup>5</sup> United Nations News Service, *UN Humanitarian Agencies Prepare for health Impact of Crisis in Lebanon*, 17 July 2006.

<sup>6</sup> WHO, *Middle East Crisis Donor Alert. WHO's appeal to support immediate relief operations*, 18 July 2006.

<sup>7</sup> United Nations World Food Programme, *WFP sends emergency assessment team to Lebanon*, 18 July 2006.

<sup>8</sup> United Nations Flash Appeal.

<sup>9</sup> ICRC, *Preliminary Appeal. Lebanon. ICRC steps up humanitarian action in Lebanon*, 18 July 2006.

1.3. - Target population and regions concerned :

This Decision targets the population of Lebanon, including Lebanese nationals, Palestinian, Iraqi and other refugees present in the country. All regions of Lebanon are concerned.

1.4. - Risk assessment and possible constraints :

The current hostilities between the government of Israel and Hezbollah have fuelled further violence in an already unstable region. The escalation of military hostilities will continue to have far reaching humanitarian consequences. The situation remains unpredictable and its evolution will largely depend on the success of diplomatic efforts to ensure a ceasefire or on the continuation of hostilities and a possible deployment of Israeli ground forces. Furthermore, if diplomatic efforts are unsuccessful, 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. The ICRC and OCHA's appeal to ensure safe passage for humanitarian personnel and supplies has been endorsed by the EU.<sup>10</sup>

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:** <sup>11</sup>

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.

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<sup>10</sup> Joint letter of the Finnish Presidency and of the EC Commissioner for development cooperation and humanitarian aid.

<sup>11</sup> 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.

## 2.2. - Components :

This decision will largely, but not exclusively, respond to the Flash Appeal of the United Nations. Funding under the present Decision will include, inter alia, the following activities:

### Shelter:

Operations will include the provision of shelter assistance to vulnerable cases. New sites and public buildings will be identified if and when possible. Rehabilitation will be undertaken where necessary, in particular sanitation facilities will be adapted and electricity will be provided.

### Non-Food Items:

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

### Health:

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

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 provision of safe water supply and sanitation services for affected populations.

### Food:

Operations will respond to the food needs of vulnerable families and IDPs affected by the conflict.

### Protection:

This is a sector identified both in the Flash Appeal of the UN and in the initial appeal of ICRC as a key sector. Following their mandate and their coordinating role as the lead agency of the Red Cross Family in the crisis, the ICRC will try to ensure access to victims and provide assistance and supplies.

### Psychosocial:

The interventions will provide psychological support to affected children and indirectly to their families if and where possible.

### 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.



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

Donors in LEBANON for this crisis					
1. EU Members States (*)		2. European Commission		3. Others	
	EUR		EUR		EUR
Austria	500,000	DG ECHO	10,000,000		
Belgium	1,000,000	Other services			
Cyprus					
Czech republic	174,825				
Denmark					
Estonia					
Finland					
France	453,080				
Germany	500,000				
Greece					
Hungary	21,767				
Ireland					
Italy	390,000				
Latvia					
Lithuania					
Luxemburg					
Malta					
Netherlands	1,000,000				
Poland					
Portugal					
Slovakia					
Slovenie					
Spain	1,500,000				
Sweden	2,179,274				
United kingdom	4,396,500				
Subtotal	22,115,446	Subtotal	10,000,000	Subtotal	0
		Grand total	32,115,446		

Dated : 25/07/2006

(\*) 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 objectives

<b>Principal objective:</b> <i>To save and preserve the life of the populations affected by the conflict in Lebanon</i>			
<b>Specific objectives</b>	<b>Allocated amount by specific objective (EUR)</b>	<b>Geographical area of operation</b>	<b>Potential partners<sup>12</sup></b>
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, non-food items, protection and co-ordination.	9,000,000	All regions of Lebanon	- CARITAS - AUT - CISP - CROIX-ROUGE - CICR- ICRC - CH - DRC - FPSC - HANDICAP (FR) - ICU - IMC UK - IOM - 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 - UN - WFP-PAM - UNFPA - WA-UK - WHO - OMS - WORLD VISION DEU - DANCHURCH AID - DNK
Contingency reserve, max. 10% of the total amount	1,000,000		
<b>TOTAL:10,000,000</b>			

<sup>12</sup> 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), INTERNATIONAL ORGANIZATION FOR MIGRATION (INT), ISTITUTO PER LA COOPERAZIONE UNIVERSITARIA - ONLUS (ITA), International Medical Corps UK, MEDECINS DU MONDE, MEDICAL EMERGENCY RELIEF INTERNATIONAL (GBR), 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 - WORLD FOOD PROGRAMME, UNITED NATIONS HIGH COMMISSIONER FOR REFUGEES - BELGIUM, UNITED NATIONS POPULATION FUND, UNITED NATIONS RELIEF AND WORKS AGENCY FOR PALESTINE REFUGEES IN NEAR EAST, UNITED NATIONS, OFFICE FOR THE COORDINATION OF HUMANITARIAN AFFAIRS, WORLD HEALTH ORGANISATION - ORGANISATION MONDIALE DE LA SANTE, WORLD VISION, (DEU), Welfare Associationggg, DANCHURCH AID - DNK

## 7 - Budget Impact article 23 02 01

	CE (EUR)
Initial available appropriations for 2006	470.429.000
Supplementary budgets	-
Transfers Commission	-
<b>Total available appropriations</b>	<b>470.429.000</b>
Total executed to date (25 July 2006)	408.267.000
Available remaining	62.162.000

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

LEBANON

**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>13</sup>, 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 700,000 to 800,000 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) On 24 July 2006, the United Nations have issued a Flash Appeal for USD 150 Million to provide assistance to 800,000 people for three months.
- (4) Humanitarian aid operations financed by this Decision should be of a maximum duration of 6 months.
- (5) 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, 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 populations living in 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