



EUROPEAN COMMISSION

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COMMISSION DECISION

of

on the approval and financing of a Global Plan for humanitarian Actions in the Middle East from the general budget of the European Union

ECHO/-ME/BUD/2010/01000

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THE EUROPEAN COMMISSION,

Having regard to the Treaty on the Functioning of the European Union,
Having regard to Council Regulation (EC) No.1257/96 of 20 June 1996 concerning humanitarian aid¹, and Articles 2, in particular 2(c) and 4 and Articles 15(2) and 15(3) thereof;

Whereas:

- (1) Over nine years of conflict following the start of the second intifada, the lack of favourable economic perspectives and a clear deterioration of social conditions in the occupied Palestinian territory in 2009, have had a serious impact on coping mechanisms of the whole Palestinian population, making ever larger segments of the population dependent on humanitarian aid;
- (2) The blockade of the Gaza Strip following Hamas takeover of the coastal territory in June 2007, culminating in the 18-day "operation cast lead" of the Israeli Defence Forces on 27 December 2008, plunged the strip into a grave humanitarian crisis which is having a devastating impact on the socio-economic fabric of the population and is further splitting the Gaza Strip from the rest of the Palestinian territory;
- (3) The closure and restrictions on movement in the West Bank as well as the ongoing construction of the separation barrier in the West Bank and around East Jerusalem, have continued to aggravate the daily living conditions of Palestinians in this area;
- (4) Despite security and institutional building efforts by the Palestinian Authority (PA), and the international pledges to support the Reform and Development Plan, it is essential to sustain the Palestinian population with a minimum level of humanitarian assistance in 2010 through the provision of protection, food assistance, water and sanitation, health services, shelter, psychosocial support as well as coordination;
- (5) Palestinian refugees live in refugee camps and unofficial gatherings in Lebanon, in precarious hygiene and sanitation conditions and in dilapidated, often life-threatening shelters, with little attention from the international donor community;

¹ OJ L 163, 2.7.1996, p. 1.

- (6) As the scale and complexity of the humanitarian crisis is such that it is likely to continue, it is necessary to adopt a Global Plan to provide a coherent framework for the implementation of humanitarian Actions;
- (7) To reach populations in need, humanitarian aid should be channeled through Non-Governmental Organisations (NGOs) and International Organisations including United Nations (UN) agencies. Therefore the European Commission should implement the budget by direct centralized management or by joint management;
- (8) An assessment of the humanitarian situation leads to the conclusion that humanitarian aid Actions should be financed by the European Union for a period of 18 months;
- (9) For the purposes of this Global Plan the Middle East countries involved are the occupied Palestinian territory and Lebanon;
- (10) It is estimated that an amount of EUR 58,000,000 of which EUR 37,500,000 from budget article 23 02 01 and EUR 20,500,000 from budget article 23 02 02 of the general budget of the European Union is necessary to provide humanitarian assistance to more than 2,000,000 people, taking into account the available budget, other donors' contributions and other factors. Although as a general rule Actions funded by this Global Plan should be co-financed, the Authorising Officer, in accordance with Article 253 of the Implementing Rules of the Financial Regulation, may agree to the full financing of Actions;
- (11) Due to the rapidly evolving situation in the field and the nature of the Actions to be funded under this Global Plan, it is necessary to establish a contingency reserve in order to meet unforeseen events;
- (12) The present Decision constitutes a financing Decision within the meaning of Article 75 of the Financial Regulation (EC, Euratom) No 1605/2002², Article 90 of the detailed rules for the implementation of the Financial Regulation determined by Regulation (EC, Euratom) No 2342/2002³, and Article 15 of the internal rules on the implementation of the general budget of the European Union⁴;
- (13) In accordance with Articles 17(2) and 17(3) of Council Regulation (EC) No. 1257/96, the Humanitarian Aid Committee gave favourable opinions on 10/12/2009.

² OJ L 248, 16.9.2002, p.1.

³ OJ L 357, 31.12.2002, , p.1.

⁴ Commission Decision of 5.3.2008, C/2008/773

HAS ADOPTED THIS DECISION:

Article 1

1. In accordance with the objectives and general principles of humanitarian aid, the Commission hereby approves a 2010 Global Plan for the financing of humanitarian Actions in the Middle East for a total amount of EUR 58,000,000 from budget articles 23.02.01 (EUR 37,500,000) and 23.02.02 (EUR 20,500,000) of the 2010 general budget of the European Union.
2. In accordance with Articles 2, 2(c) and 4 of Council Regulation No.1257/96, the principal objective of this Decision is to provide humanitarian assistance and protection to Palestinian populations most affected by the ongoing crisis in the occupied Palestinian territory and to Palestinian refugees and other affected populations in Lebanon. The humanitarian Actions shall be implemented in the pursuance of the following specific objectives:
 - to protect and assist the most vulnerable segments of the population of the occupied Palestinian territory, affected by the conflict.
A total of EUR 30,300,000 from budget article 23 02 01 is allocated to this specific objective.
 - To protect and assist Palestinian refugees and other affected populations in Lebanon.
A total of EUR 4,800,000 from budget article 23 02 01 is allocated to this specific objective.
 - To safeguard the availability of, and access to food for vulnerable populations affected by the Israeli-Palestinian conflict in the oPt and Lebanon, and to stabilise or improve their nutritional status by delivering appropriate and adequate food aid / food assistance and by providing short-term food security and emergency livelihood support.
A total of EUR 20,500,000 from budget article 23 02 02 is allocated to this specific objective.
A total of EUR 2,400,000 from budget article 23 02 01 is allocated to the reserve.
3. The Authorising Officer may decide on non-substantial changes in accordance with Article 90.4 of the Implementing Rules of the Financial Regulation. Accordingly, without prejudice to the use of the contingency reserve, when required by the changing circumstances, resources may be reallocated between specific objectives 1 and 2, up to a maximum of 20% of the total amount of the Financing Decision or up to a total of EUR 3,000,000, whichever is reached first.

Article 2

1. The period for the implementation of the Actions financed under this Global Plan shall start on 1 January 2010 and shall run for 18 months. Eligible expenditure shall be committed during the implementing period of the Decision.

2. If the implementation of individual Actions is suspended owing to force majeure or other exceptional circumstances, the period of suspension shall not be taken into account in the implementing period of the Global Plan in respect of the Action suspended.
3. In accordance with the contractual provisions ruling the Agreements financed under this Global Plan, the Commission may consider eligible those costs arising and incurred after the end of the implementing period of the Action which are necessary for its winding-up.

Article 3

1. As a general rule, Actions funded by this Global Plan should be co-financed. The Authorising Officer, in accordance with Article 253 of the Implementing Rules, may agree to the full financing of Actions when this will be necessary to achieve the objectives of this Global Plan and with due consideration to the nature of the activities to be undertaken, the availability of other donors and other relevant operational circumstances.
2. Actions supported by this Global Plan will be implemented either by non-profit-making organisations which fulfil the eligibility and suitability criteria established in Article 7 of Council Regulation (EC) No. 1257/96 or International organisations.
3. The Commission shall implement the budget:
 - * either by direct centralised management, with Non-governmental Organisations
 - * or by joint management with international organisations that are signatories to the Framework Partnership Agreements (FPA) or the EC/UN Financial Administrative Framework Agreement (FAFA) and which were subject to the four pillar assessment in line with Article 53d of the Financial Regulation

Article 4

This Decision will take effect on the date of its adoption.

Article 5

This Decision is addressed to the delegated authorising officer.

Done at Brussels,

*For the Commission
Member of the Commission*



EUROPEAN COMMISSION
DIRECTORATE-GENERAL FOR HUMANITARIAN AID - ECHO

**Supporting document to the Commission Decision on the
approval and financing of a
GLOBAL PLAN
for humanitarian Actions in the
Middle East from the budget of the European Union**

ECHO/-ME/BUD/2010/01000

**Submitted to the Humanitarian Aid Committee in
December 2009**

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1. EXECUTIVE SUMMARY

This Global Plan covers the West Bank and the Gaza Strip in the occupied Palestinian territory (oPt) and refugees in Lebanon.

The humanitarian crisis in the oPt continues, within the context of unceasing fragmentation and isolation of the West Bank and the continued blockade of the Gaza Strip that has exacerbated during the Israeli Defense Forces (IDF) operation Cast Lead. Without any progress in the Middle East peace process, there are currently no solutions to long-disputed issues between the State of Israel and the Palestinian Authority. In the meantime, daily violence continues for more than 2 million Palestinians with settler hostility being on the rise and IDF incursions remaining constant. The core principles of International Humanitarian Law (IHL) are being neglected, thus placing the protection of civilians as a central issue in this crisis. Furthermore, the growing dependency on international aid and the unrelenting deterioration of the socio-economic situation of the Palestinian population both contribute substantially to the complexity of this protracted crisis. The context in Lebanon is largely influenced by the situation in the oPt, although the sense of despair and resentment is even more widespread amongst the Palestinian refugee population in the country.

With one quarter of the Palestinian population considered food insecure, rising commodity prices and the drought of the last years, access to food remains one of the essential factors in the current humanitarian crisis. Henceforth, food assistance will be funded within the framework of this Global Plan, thus forming part of an integrated response to the deteriorating food security situation in the Gaza Strip and large parts of the West Bank. Operations will also focus on other urgent humanitarian needs of the Palestinian population in the oPt and Lebanon and will take the shape of cash-for-work programmes, water and sanitation operations, and the provision of basic health services. DG ECHO⁵ will also continue to pay specific attention to children, in particular through psychosocial assistance. As protection of the civilian population is a central problem in the oPt, support to protection initiatives will be enhanced so as to ensure the respect of both parties to the conflict's obligations under IHL. In Lebanon, assistance and legal aid for unregistered Palestinian refugees will be included in relevant programmes.

DG ECHO will also continue its support for the overall co-ordination of humanitarian aid through the United Nations Office for the Coordination of Humanitarian Affairs (UNOCHA). Close co-ordination will be maintained with other Commission services in order to ensure complementarity between humanitarian assistance and other programmes, notably PEGASE⁶ and support to Palestinian Refugees in Lebanon.

The successful implementation of this Global Plan will depend on access and security conditions which remain volatile and rather unpredictable.

⁵ Directorate General for Humanitarian Aid - ECHO

⁶ PEGASE, a European mechanism of both EU Member States and the European Commission, builds on experience of the Temporary International Mechanism (TIM). It began on 1 February 2008 in order to support the three year Palestinian Reform Development Plans as presented by the PA Prime Minister Salam Fayyad at the Paris Donor Conference of 17 December 2007.

2. CONTEXT AND SITUATION

2.1. General Context

Since the signing of the Statement of Principles in Washington on 13 September 1993 by Itzak Rabin and Yasser Arafat, highly critical issues on the peace settlement agenda in the Middle East have been postponed to the negotiations bearing upon the definite status of the Palestinian territory.

The creation and the borders of a Palestinian State, the status of Jerusalem, the fate of Israeli settlements, a perspective for Palestinian refugees, and access to water were all issues on the table during the subsequent negotiations and framework agreement in 2000. However, differences between the two sides lead to the failure of the Camp David Summit in July 2000 and the start of the Second Intifada in September 2000. While the new American Obama administration and other Quartet members have renewed efforts towards a resumption of final status negotiations, progress in the "road map" for peace calling for an independent Palestinian state living in peace and side by side with Israel as tabled by the Middle East "Quartet" (US, EU, Russia, UN) in 2002 has stalled. The continued construction of the so-called "separation barrier", the crisis of access and movements in the West Bank (WB), the unceasing expansion of Israeli settlements in the WB and East Jerusalem, forced evictions and displacement, the blockade on the Gaza Strip (GS), and finally the 21-day war in Gaza started on 27 December 2008 have all further aggravated the conflict.

Lebanon currently hosts 422,188 Palestinian refugees registered by UNRWA. They represent nearly 10% of the country's population. An estimated 35,000 of that fled after 1948 are non-registered by UNRWA but registered by the Lebanese authorities. 3,000 non-identified Palestinians are without any official means of identification which hinders their freedom of movement and renders them economically vulnerable.

52% of the Palestinian refugees live in 12 overcrowded camps. Others live outside the official camps, in over 42 unofficial gatherings. In 2007, the situation of Palestinian refugees exacerbated after Nahr el Bared Camp (NEB) became the centre of the fighting between the Lebanese Army and the group Fatah al-Islam. This confrontation caused the destruction of the NEB camp and its surroundings. More than 5,500 families or 31,000 persons from this camp and its adjacent areas were directly affected.

2.2. Current Situation

The increasing split between the WB and GS places major strain on reunification efforts between both entities. On the one hand, the WB has made some progress in terms of security, movement and access, and in the economic side. On the other, the GS keeps bearing the brunt of the blockade imposed by Israel in 2007, compounded by the destructions of the recent war.

In the WB, settlement activity has continued, though at a slower pace. In parallel, Israeli authorities have destroyed 225 Palestinian-owned structures by end August 2009.

The easing of movements around the main urban centres and the Jordan Valley has improved commercial activities but obstacle infrastructure remains in place. The construction of the 709 km long separation wall continues with approximately 58% of the barrier completed and 10% under construction. When completed, it will isolate

35,000 Palestinians holding W B ID cards living between the Green line and the barrier, cutting them from services, lands and livelihoods⁷.

Although the International Community delivered on promises of the Paris Donor Conference of December 2008 with respectively USD 1.5 billion of assistance in 2008 and 0.95 billion in 2009⁸, the impact on most vulnerable communities has yet to convert into sustainable improvements in the lives of Palestinians.

The war in the GS has further worsened an already bleak situation after over 2 years of blockade. Although the blockade allows for the transfer of some commodities such as basic food and medical supplies, and a lot of essential goods are now imported through tunnels from Egypt, construction materials remain largely unavailable. With 95% of industrial establishments closed, 42% of the workforce unemployed, 75% of the population food insecure and over 1 million receiving food assistance, the GS is now almost entirely dependent on humanitarian assistance.

The current situation of the Palestinian refugees in Lebanon does not show any signs of improvement. Palestinians are either forbidden outright or experience difficulties to even look for employment. Additionally, they have limited access to public health services and no social protection. They cannot own property, are limited in their freedom of movement and live in a state of exclusion considering their complete dependency on international aid. UNRWA is the only service provider for Palestinians in Lebanon.

As for the situation in the NEB refugee camp, while waiting for the reconstruction of the old camp, a large proportion of the 30,000 previous inhabitants of the camp live in precarious shelters with inadequate hygiene conditions and very limited means and recognition from the international community.

3. IDENTIFICATION AND ASSESSMENT OF HUMANITARIAN NEEDS

Occupied Palestinian territory

Food Assistance/Food Security/ Livelihood support

In the WB, food insecurity has slightly decreased from 25% in 2008 to 24.1% in 2009. This rate is higher among non refugees (25 %) than refugees (21.5%). However, food insecurity reaches 28% in camps. It is estimated that an average 49% household total expenditure is solely spent on food in the WB. Having already sold disposable assets, 49% of households are now relying on credit to buy food.

In the GS, with the massive destruction incurred by the war, the situation has been further aggravated. The 21 day offensive in Gaza has left substantial damage to infrastructure and agricultural land, and caused substantial human suffering, which exacerbated the deterioration in the livelihoods already affected by the prolonged closure regime before the war. Food availability is back to pre-war levels but it is expected that the severe damages sustained by the agricultural sector during the war will still limit supplies of local fresh foods in 2010. Additionally, it is reported that 68% of female headed households are suffering from food insecurity⁹.

⁷OCHA report "Five years after the ICJ opinion: a summary of the humanitarian impact of the barrier". July 2009

⁸ Until August 2009

⁹ FAO/WFP assessment September 2009 for the GS

Health

In the WB, while the Ministry of Health continues to focus its strategy on development, humanitarian organisations assess that authorities fail to provide adequate health services to minorities and vulnerable populations. This situation is exacerbated by the Gaza blockade, the political divide between Gaza and the WB, as well as access and movement impediments throughout the WB.

In GS, restrictions on the import of medical supplies and assistive devices have created widespread shortages in addition to the inability for health care professionals to maintain regular skills training. This has led to deterioration in the quality of health care and greatly complicated the provision of emergency response services. Many specialized and life-saving medical treatments are lacking or nonexistent in government hospitals and access to treatment abroad is impeded by cumbersome procedures imposed by the Israelis.

Psychosocial Support

Palestinian infighting and the most recent Israeli offensive in the GS has left its scar on Gazans, especially children. According to a WHO survey of July 2009, 1% of the population suffered severe acute psychological distress as a result of the war. 13% of the population experienced sleeping troubles and 23% of children aged 5 – 14 had a bed-wetting problem, increased aggression, depression and difficulties concentrating. According to UNICEF, over two years of isolation as well as deterioration of the socio-economic situation have altered traditional coping mechanisms in Gaza.

In the WB, many children going to school have to pass through checkpoints and gates and are often the target of assault and humiliation by the Israeli soldiers and settlers. In the last months settler violence against Palestinians has notably increased, children being the main target. In East Jerusalem and in Area C, a wave of home demolitions and evictions has left hundreds of people including 262 children displaced and traumatized. Of similar grave concern is the number of Palestinian child detainees. An estimated 367 Palestinian children remain in Israeli jails by end August 2009, among 11,000 prisoners.

Water and Sanitation

Access to drinking water remains a major constraint in the oPt. In the WB, around 10% of the population living in the 110 communities still lack water network services. Typical coping mechanisms consist of accessing springs, cisterns and tankers, at high price for often poor quality water. Domestic water withdrawals in the WB, at an average 50 litres / capita / day, are about one quarter of quantities available to Israelis. With 8% on average, water expenditure forms a significant part of household expenditure – twice the globally accepted standard. In addition, only 31% of WB Palestinians are connected to a sewerage network. 25 million m³ of raw sewage are being discharged each year with more than 45% of it being produced in settlements. Thus, water quality is deteriorating, increasing the risk of waterborne diseases.

In the GS, only 5 to 10% of the water table is now yielding drinking quality water. The population has responded to water shortages with private well drilling and desalination for domestic supply purposes. Network coverage rates are high, and supply and availability have improved, but border closures and the recent conflict have led to severe deterioration of water supply reliability. Besides, Gaza's wastewater collection and treatment infrastructure is inadequate and existing plants provide partial and intermittent treatment. Most sewage is either returned raw to lagoons, wadis and the sea, or seeps

through the soil ultimately reaching the aquifer. With such poor water supply and sanitation conditions, health and environmental impacts are predictably severe.

Protection

Violation and the lack of protection of civilians in particular, remain of concern in the oPt. In light of its continued occupation of Gaza and the WB, including East Jerusalem, protection of the civilian population remains the responsibility of the State of Israel.

Israel continues its policy of land confiscation in the WB, including East Jerusalem and the tight blockade of Gaza. The demolition of Palestinian homes, the acquisition of land and water resources, and the movement restrictions in and out of the WB and Gaza have been the main causes of protection concerns. In East Jerusalem, at least 28 percent of all Palestinian homes have been built without obtaining the requisite building permits¹⁰ and as a result, at least 60,000 out of 225,000 Palestinians in East Jerusalem are at risk of having their homes demolished by the Israeli authorities. The majority of those at risk of displacement live within Area C of the WB. Approximately 28% of land has been declared over the years as either closed military zones or natural reserves. Furthermore, around 198 WB communities are currently displaced because of their proximity to settlements or their locations within closed military zones. In Area C, over 94 % of applications for building permits submitted to the Israeli authorities by Palestinians between January 2000 and September 2007 were refused.

Coordination / NGO safety

The high number of implementing agencies working in oPt, the considerable amount of aid flows, the high political profile of the conflict, and the complexity of the context on the ground, underscore the need for effective co-ordination of humanitarian interventions. To be able to effectively address the needs of the Palestinian population, to maximize the impact of financial resources and to ensure complementarities of humanitarian programmes and development projects, aid agencies must co-ordinate their actions closely.

Effective coordination amongst donors, renewed advocacy efforts and constant monitoring of actions as well as support to partners on safety / security matters and access remain crucial in this protracted crisis considering additional costs derived from access restrictions that might have an impact on an effective delivery of aid.

Lebanon

Shelter

An estimated 40,000 Palestinian refugees live in the 42 gathering in Lebanon. Palestinians living in these gatherings are reported to face the worst living conditions among Palestinian refugees in host countries in the Middle East. Contrary to the refugees living in the 12 official camps, the Palestinians living in the gatherings are not entitled to UNRWA support in terms of shelter or basic infrastructure maintenance. As a result shelter needs are huge in these unofficial camps. Structural, weather proofing and hygiene rehabilitation is essential.

¹⁰ according to UN OCHA

Water and sanitation

In unofficial gatherings; basic rehabilitation and maintenance of water supply system and sewage networks is not provided by UNRWA either. In order to prevent public health threats, this needs to be addressed.

Health

Palestinian refugees cannot access Lebanese public hospitals. While primary health care is well covered by free services through UNRWA, access and quality of secondary health care remain limited. In 2009 perinatal mortality among Palestinian babies in NEB is close to 7% if counting stillbirths and neonates. Similar worrying rates may occur in other camps and gatherings. Poor clinical management of delivery and neonatology was noticed.

Furthermore, UNRWA is not in a position to pay adequate attention to the situation of the Palestinian refugees with disabilities and elderly people. Access of disabled Palestinian refugees to private clinics is also very limited for economic reasons while home nursing services for the elderly Palestinian refugee's population is hardly available from UNRWA.

Food Assistance/Food Security/ Livelihood support

Livelihood needs emerged from the NEB crisis as the majority of the refugees who had fled the camp lost their income. As of June 2009, 3052 families only have returned to the adjacent area. Although considered imminent, the reconstruction of the old camp is still facing difficulties and delays and only a portion of the required budget has been secured. The access to NEB camp remains controlled by the Lebanese army and is very restrictive for the non residents. This considerably hinders economic activities and livelihoods restoration.

Protection

Palestinian refugees in Lebanon enjoy only limited rights and entitlements under national law. Complex issues ranging from continued displacement, poor living conditions, deprivation, coercion and violence and general lack of protection mandate of UNRWA, led to a chronic protection vacuum for the Palestinian refugees in Lebanon. In the absence of effective community policing and conflict-resolution mechanisms, Palestinians endure significant domestic and public violence. Specific child protection issues and sexual gender based violence issues have been reported. The humanitarian response so far lacks comprehensive, systematic and consistent assessments and analyses of protection issues of Palestinian refugees.

4. PROPOSED DG ECHO STRATEGY

4.1. Coherence with DG ECHO's overall strategic priorities

The oPt and Lebanon are scoring 2 in the GNA Vulnerability Index 2009, 3 in the Crisis Index 2009. DG ECHO's continued support to the victims of the ongoing conflict in the WB and GS as well as to Palestinian refugees in Lebanon is therefore fully in line with its strategic priorities to target geographical areas characterized by high humanitarian needs (the WB and GS) and to address comparatively neglected crises (Palestinian refugees in Lebanon). Furthermore, operations implemented within the scope of this Decision will pay specific attention to the needs of children (through protection,

psychosocial and health programmes). In Lebanon, Palestinian refugees will be the main beneficiaries of DG ECHO funding. Nevertheless, other affected populations could also be considered. Advocacy on the respect of IHL, most particularly the protection of civilians, will also be a priority in 2010 for DG ECHO according to the European Consensus on Humanitarian Aid which puts forward the respect of IHL as an essential element of Humanitarian aid.

4.2. Impact of previous humanitarian response

OPT

Hindered access and consequences of the war in Gaza, the closure policy and subsequent restrictions of movement in the WB, Israeli military incursions add to an already volatile situation and render the delivery of assistance by DG ECHO partners cumbersome. Nevertheless, the latter have to this day been able to reach, assist, protect and restore dignity of the most vulnerable individuals in a timely manner and in an effective manner.

The emergency job creation programs financed by DG ECHO have provided over 57,000 households (at least 300,000 persons) with a temporary income (for one month). In 2009 DG ECHO has funded food assistance programmes through WFP and UNRWA to provide basic dry food for 800,000 people in Gaza and WB. As a response to consequences of the recent Israeli military offensive in Gaza, DG ECHO provided food assistance to 187,000 families. A total of 22,470 families have been receiving support from ECHO in WB and Gaza through food security. Moreover, 7,800 families received assistance as DG ECHO emergency response for the drought occurred in 2009 focused on livestock support for vulnerable herders in the WB.

Support to the Primary Health Care system and emergency health assistance was provided to ensure an equitable access to health services and ensure a timely response to victims of the conflict, particularly in the GS. Over one million people have benefited from primary health care in both WB and Gaza. In addition to this support, over 21,000 individuals from ophthalmic services provided through mobile eye clinics or specialized eye hospital and over 6,000 people with disability received appropriate assistance to meet their needs. In addition, DG ECHO partners contributed to improving the psychosocial and emotional wellbeing of approximately 34,473 pre-school and school-age children in the GS and 80,522 school-aged children in the WB (total: 114,995).

Over 140,000 people have benefited from access to quality water through the implementation of water and sanitation operations financed by DG ECHO. During the war in Gaza, 28,000 people have also been provided with emergency drinking water. Around 50,000 herders and Bedouins have received emergency water and fodder as an emergency response to the drought.

Throughout 2009, protection related support to over 110,000 people was provided. In addition, around 700 people victims of evictions or land expropriation benefited from legal aid.

Furthermore, coordination of the humanitarian operations implemented in the WB and GS has been supported through UNOCHA. The GANSO (GS NGO Security Office) project shared valuable safety and security information with NGOs working in Gaza.

Lebanon

Approximately 10,800 Palestinian refugees have benefitted from the provision of safe drinking water, improvement of sanitation and overall water management in Palestinian gatherings and nearby Lebanese settlements in Southern Lebanon implemented with DG ECHO funding. Similarly, secondary health care provision of 800 social medical cases has been supported and strengthened both by direct reimbursement of treatment and by strengthening the medical facilities available to Palestinians. 1,000 Palestinian refugees' children and youths with psychosocial distress have had accessed psychosocial services.

For NEB camp, over the period 2007-2009 DG ECHO has funded the rehabilitation of approximately 2,000 housing units through stabilisation of buildings, emergency repairs, water proofing of roofs. DG ECHO is equally funding the rehabilitation of 165 housing units in the gatherings of Saida and Tyre region with the objective of providing safe and habitable dwellings. Besides, 307 micro businesses were reactivated by distribution of professional tool kits and rehabilitation of work premises. Financial assistance to 1375 beneficiaries (e.g. 1375 families) was ensured through provision of a monthly work opportunity to each beneficiary within NEB adjacent area. Since the beginning of the crisis, UNRWA is distributing food assistance to all refugees of Nahr El Bared. In 2009, DG ECHO is funding 5 months of food distribution.

Legal support for the non-ID population was provided. In 2009, protection capacities are being increased at local and national levels through information dissemination, coordination & advocacy.

4.3. Coordination with activities of other donors and institutions

DG ECHO works to ensure complementarity and increased commitments of other services of the Commission in application of the LRRD principle and to avoid overlapping between the Humanitarian Assistance provided by DG ECHO and the other instruments contributions. For such reason, DG ECHO, at headquarters and field level, coordinates its activities very closely with other Commission services, especially DG RELEX, DG AIDCO and the Member States which are the other main donors to the Palestinians. This involves discussing general strategy, sector priorities and funding to the different partners but also, at field level, sector coordination in order to avoid overlapping and enhance coherence.

In the oPt, DG ECHO is equally in regular contact with other donors through the DG ECHO coordinated Friday group meetings, as well as the newly established Humanitarian Donor Group and Humanitarian Task Force that allows a closer coordination with the Palestinian Authority. DG ECHO also maintains its support to UNOCHA in Jerusalem, which is in charge of the coordination of humanitarian aid in the WB and GS, including the preparation to the Consolidated Appeal Process (CAP).

4.4. Risk assessment and assumptions

Despite recent easing of movement and access, the number of physical obstacles restricting internal movement within the WB remains significant. Access into and out of the WB is equally cumbersome for humanitarian goods and operators. As for the GS, the limited access for goods and people (humanitarian goods and personnel included) is also negatively impacting on humanitarian operations. Obstacles to operations are also severe in area C of the WB where construction permits are hardly given. Overall, it has to be noted that movement and access restrictions as well as difficult working conditions in

area C are leading to substantial additional costs for the international donor community (additional logistical means, lost man hours etc.) in implementing humanitarian interventions.

Coordinated international advocacy on issues of general interest (aid effectiveness, protection, access, entry, etc.) will be pursued in order for, inter alia, humanitarian operators to perform their tasks without major disruptions, as the Civil Administration of the Israeli Defence Forces (IDF), still does not allow for the effective delivery of humanitarian relief by international organisations and NGOs.

In Lebanon, it is assumed that the authorities will continue to approve the necessary authorisation to carry out operations both within Palestinian refugee camps and in unofficial gatherings, and that further escalations of violence can be prevented by dialogue between the political parties.

4.5. DG ECHO Strategy

Principal objective: To provide humanitarian assistance and protection to Palestinian populations most affected by the ongoing crisis in the occupied Palestinian territory and to Palestinian refugees and other affected populations in Lebanon

Specific objectives:

- to protect and assist the most vulnerable segments of the population of the occupied Palestinian territory, affected by the conflict
- To protect and assist Palestinian refugees and other affected populations in Lebanon
- To safeguard the availability of, and access to food for vulnerable populations affected by the Israeli-Palestinian conflict in the oPt and Lebanon, and to stabilise or improve their nutritional status by delivering appropriate and adequate food aid / food assistance and by providing short-term food security and emergency livelihood support

Components

The components envisaged so far are the following, organised per sector of activity. In the context of the implementation of the decision, other components and activities may be considered, in line with the specific and principal objectives of the decision.

For the **oPt**, DG ECHO's aim is to mainstream the protection of civilians and target the most vulnerable segments of the population and locations to satisfy basic humanitarian needs.

Protection

The protection of vulnerable Palestinians and realisation of their basic humanitarian needs and rights remain a core need which impacts on all sectors.

To help prevent the violation of International Humanitarian Law in the oPt, DG ECHO will continue its support of ICRC in the implementation of its protection mandate as established, in the 1949 Fourth Geneva Convention and 1977 Additional Protocols. Forced displacement due to home demolitions, evictions orders, and/or social and economic pressures in the oPt will also be a focus of DG ECHO. Attention will be paid to vulnerable localities such as Area C, Jordan Valley, East Jerusalem, and Bedouin communities. Specific protection interventions will be continued such as legal assistance,

improving living conditions, monitoring of the humanitarian situation, economic security assistance, and advocacy efforts. As there is a lack of coordination mechanisms among stakeholders, DG ECHO will also support enhanced coordination efforts between actors involved in protection issues.

Food Assistance/Food Security/ Livelihood support

In its food assistance response for 2010, DG ECHO will encourage improved targeting of food assistance operations in the WB, an increased support to food assistance operations in the GS and enhanced complementarities between food security and cash-for-work projects in the WB. Additionally, it is suggested to privilege self-targeting of beneficiaries in rural areas.

Priority will be on short-term food security and cash-for-work activities for unemployed people, livestock herders and the Bedouin community. DG ECHO will support food aid projects that distribute partial free food rations and fresh food to individuals or households in Gaza and distributions of dry food to the Bedouin populations of the WB cut off from the markets. DG ECHO will also consider funding projects that address the consequences of the possible drought in the winter of 2010.

Health

DG ECHO will focus on areas in the WB where imposed closures and movement restrictions limit the population's access to health services. In Gaza, DG ECHO will continue to fill in the gap and provide assistance to maintain good functioning of the primary health care and improve services to people with disability.

Specific health care interventions such as ophthalmic care and rehabilitation services to people with disabilities will be continued. DG ECHO will also provide assistance to emergency medical services in the GS, essential to provide timely assistance in acute emergency phases. Additionally, coordination to avoid duplication and make sure that health issues are tackled at all levels with the MoH and other stakeholders will be supported.

Psychosocial Support

Structured psychosocial work with vulnerable children continues to be a priority. The focus will be to work on the psychosocial aspect of children's wellbeing, resilience and growth, in line with national mental health and psychosocial policies. Rising needs have been identified for children who have been arrested and detained by the Israeli military as well as children that have been displaced. Finally, support to UNICEF will be provided for it to play its role as psychosocial sector lead.

Water and Sanitation

In order to address the issue not only of the quantity but also quality of water in the WB, DG ECHO's funding targeting the most vulnerable populations of the Area C and the seam zone will include the separation of water networks for human consumption from those for animal consumption, sanitation through water filters, water tanks distribution, cisterns rehabilitation and construction, the rehabilitation of water sources, the rehabilitation of sewage systems, and the monitoring and coordination of water quality. In Gaza, DG ECHO will support small-scale reverse osmosis components at household level.

Coordination / NGO safety and security

DG ECHO will continue providing support to UNOCHA as the agency is now implementing the humanitarian reform agenda in oPt. The Gaza NGO Security Office (GANSO) will also contribute to appropriate safety and security for local and international NGOs working in the GS, through enhanced field interaction and coordination with humanitarian actors, and authorities.

Lebanon

Shelter

DG ECHO's shelter intervention will continue to focus on the Palestinian gatherings, not in UNRWA's remit. The focus will be on identified socio-economically vulnerable households ("shelter with highly urgent needs") in order to provide minimum standards of safe and habitable dwellings. Some shelter interventions may also be implemented in official camps for Extremely Vulnerable Individuals identified and referred by the protection projects.

Water and Sanitation

Water and sanitation (watsan) interventions will be privileged in unofficial gatherings identified as risking water contamination and thus of imminent human health threat.

Health

DG ECHO's specific objective for 2010 will continue to be the improvement of access to quality secondary health care for Palestinian Refugees in the Palestinian Red Cross Society (PRCS) Hospitals. For persons with disabilities, DG ECHO will also fund among others remaining needs for therapy, prosthetics and assisting devices. In addition, it is envisaged that DG ECHO supports the strategy combining home visiting, prevention and detection with hospital obstetric and neonatal care improvements in order to halve the excess mortality among Palestinian babies. Finally, DG ECHO and other co-funding donors will seek to expand equitably to all camps and gatherings the coverage and periodicity of home nursing for elderly in 2010.

Psychosocial support

In 2010, DG ECHO will focus on building a solid referral mechanism and provision of therapies for the accumulated untreated syndromes requiring specialized counsellors, psychologists and psychiatrists.

Protection

DG ECHO will prioritise activities that address fundamental protection needs of Extremely Vulnerable Individuals (EVIs) including extremely vulnerable children and women suffering by Gender Based Violence (GBV), the strengthening of protection sensitivity and capacity among the partners as well as advocacy for the refugees without IDs.

Livelihood

DG ECHO will limit livelihood interventions to the specific NEB context. In view of delays in reconstruction and constraint to economic recovery, DG ECHO will continue to support food assistance.

4.6. Duration

The duration for the implementation of this Decision will be 18 months. Humanitarian Actions funded by this Decision must be implemented within this period.

Considering current circumstances, including security concerns, expenditure under this Decision shall be eligible as from 1 January 2010.

This duration is requested because some of the activities to be funded under this global plan represent continuations of activities funded under previous 2009 decisions, thus while some projects will start on 1 January 2010, others will start mid-year. Furthermore, the insecurity and uncertainty inherent to operations in the Middle East have often required extensions of the original project durations.

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 Actions.

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.

4.7. Amount of Decision and strategic programming matrix

4.7.1 Total amount of the Decision: EUR 58,000,000

4.7.2. Strategic Programming Matrix

Principal objective	To provide humanitarian assistance and protection to Palestinian populations most affected by the ongoing crisis in the occupied Palestinian territory and to Palestinian refugees and other affected populations in Lebanon				
Specific objectives	Allocated amount (EUR)	Geographical area of operation	Activities proposed	Expected outputs / indicators	Potential partners
Specific objective 1: to protect and assist the most vulnerable segments of the population of the occupied Palestinian territory, affected by the conflict	30,300,000	oPt	Water and sanitation; household income; health and psychosocial; income generation; protection and coordination	<p>- Palestinian communities have improved access to water and sanitation and are familiar with water management concepts. The daily per capita water consumption is improved. The price of one cubic meter of drinking water has decreased. There are less water losses. The amount of municipal wastewater collected through the improved wastewater collection system is increased.</p> <p>- An adequate level of health care coverage and quality basic health care provision (primary health care, ophthalmic health care and services to PWD) is maintained in selected areas.</p> <p>- Psychosocial abilities of pre-school and school-age children are enhanced and measured through school-based and organisation-based activities.</p> <p>Awareness of violence in caregivers is increased through tailored trainings, meetings and unguided workshops.</p> <p>- Protection mandate of the ICRC is carried out. The monitoring of Israel's respect for its obligation under International Humanitarian Law towards the Palestinian population living under its occupation is continued.</p> <p>- Short term employment for the poorest households is generated. Beneficiaries achieve a minimum level of self-sufficiency to sustain their families by having created jobs through the rehabilitation / construction of small public infrastructures in the selected villages and Town.</p> <p>- An effective humanitarian response to assist the most needy population of the oPts is coordinated.</p>	<p><u>Direct centralised management</u></p> <ul style="list-style-type: none"> - ACH- ESP - ACP - ACTED - CARE - AUT - CISP - COOPI - CRIC - CROIX-ROUGE - DNK - DANCHURCHAD - DNK - DIE JOHANNITER, (DEU) - EMDH - GCIDS - GVC - HANDICAP (FR) - IMC UK - IOCC - GR - IRC - UK - IRD - MAP - MDM - FRA - MDM - GRC - MEDICO INTERNATIONAL - MERCY CORPS SCOTLAND - MERLIN - NORWEGIAN REFUGEE COUNCIL - OXFAM - BEL - OXFAM - UK - POLISH HUMANITARIAN ORGANISATION - PREMIERE URGENCE - RI-UK - SAVE THE CHILDREN - NLD - SAVE THE CHILDREN - UK - SCD-RB - TERRE DES HOMMES (TDH) - ITA - TERRE DES HOMMES - CHE - UCODEP _298 - WA-UK - WAR CHILD HOLLAND - WORLD VISION DEU <p><u>Joint management</u></p> <ul style="list-style-type: none"> - ICRC-CICR - OCHA - UNDP-PNUD - UNICEF - UNRWA - WFP-PAM - WHO

Specific objective 2: To protect and assist Palestinian refugees and other affected populations in Lebanon	4,800,000	Lebanon	Health and psychosocial; water and sanitation, income generation; shelter rehabilitation; coordination and protection.	<ul style="list-style-type: none"> - Specific support to PRCS/L is available through the provision of drugs and medical equipment and through strengthening its management capacities and technical services. Elderly and people with disabilities are assisted. Social workers and health providers benefit from physiotherapy and training sessions. - Early detection of psychosocial problems, referral to specialized organisations, as well as the provision of therapeutic treatment to children, continues in close collaboration with health and specialized centres. - Adequate water supply, sewage and rain water channelling is provided in unofficial Palestinian gatherings. - Targeted shelters with urgent needs in unofficial gatherings and official camps in Lebanon are rehabilitated. - Protection activities for unregistered Palestinian refugees continue. 	<u>Direct centralised management</u> <ul style="list-style-type: none"> - CARITAS - AUT - CISP - CROIX-ROUGE - NLD - DRC - HANDICAP (FR) - IRD - ISLAMIC RELIEF - MAP - MDM - FRA - MERCY CORPS SCOTLAND - MPDL - NORWEGIAN REFUGEE COUNCIL - PREMIERE URGENCE - SAVE THE CHILDREN - UK - TERRE DES HOMMES - CHE - WORLD VISION - UK - WORLD VISION DEU <u>Joint management</u> <ul style="list-style-type: none"> - IOM - UNCHS - HABITAT - UNRWA
Specific objective 3: To safeguard the availability of, and access to food for vulnerable populations affected by the Israeli-Palestinian conflict in the oPt and Lebanon, and to stabilise or improve their nutritional status by delivering appropriate and adequate food aid / food assistance and by providing short-term food security and emergency livelihood support	20,500,000	oPt and Lebanon	Mix food assistance to refugees and non-refugee vulnerable households including <ul style="list-style-type: none"> - Distribution of food aid to refugees and non-refugees - Support of employment generation with compensation in food and non-food items - Support for agriculture and livestock production 	Better diet diversity, economic access to food and better nutrition status. Indicators: * Copying strategy index * Household Diet diversity score * Food consumption score)	<u>Direct centralised management</u> <ul style="list-style-type: none"> - ACH- ESP - ACP - ACTED - CARE - AUT - CISP - CRIC - GCIDS - GVC - IOCC - GR - OXFAM - UK - RI-UK - UCODEP__298 <u>Joint management</u> <ul style="list-style-type: none"> - UNRWA - WFP-PAM
Risk assessment	Possible deterioration of the security situation in the occupied Palestinian Territory and in Lebanon. Possible restrictions imposed on humanitarian workers for access to the WB and GS. Possible tighter restrictions imposed on the movement of goods in and out of the WB and GS.				
Assumptions	The security situation in the oPt and Lebanon does not deteriorate to the point of preventing access by humanitarian workers. The humanitarian situation does not worsen due to a deterioration of the political crisis. Safe access continues to be granted to humanitarian organisations. In the oPt, the Palestinian Authority is in a position to deliver the bulk of public services.				
Contingency reserve	2,400,000				
Total cost	58,000,000				

5. 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 Actions financed by the Union in order to establish whether they have achieved their objectives and to produce guidelines for improving the effectiveness of subsequent Actions." These evaluations are structured and organised in overarching and cross cutting issues forming part of DG 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://ec.europa.eu/echo/policies/evaluation/introduction_en.htm.

6. MANAGEMENT ISSUES

Humanitarian aid Actions funded by the Commission are implemented by NGOs and the Red Cross National Societies on the basis of Framework Partnership Agreements (FPA), by Specialised Agencies of the Member States and by United Nations agencies based on the EC/UN Financial and Administrative Framework Agreement (FAFA) in conformity with Article 163 of the Implementing Rules of the Financial Regulation. These Framework agreements define the criteria for attributing grant agreements and financing agreements in accordance with Article 90 of the Implementing Rules and may be found at http://ec.europa.eu/echo/about/actors/partners_en.htm.

For NGOs, Specialised Agencies of the Member States, Red Cross National Societies and International Organisations not complying with the requirements set up in the Financial Regulation applicable to the general budget of the European Union for joint management, actions will be managed by direct centralised management.

For International Organisations identified as potential partners for implementing the Decision, actions will be managed under joint management.

Individual grants are awarded on the basis of the criteria enumerated in Article 7.2 of the Humanitarian Aid Regulation, such as the technical and financial capacity, readiness and experience, and results of previous interventions.

7. ANNEXES

Annex 1: Statistics on the humanitarian situation

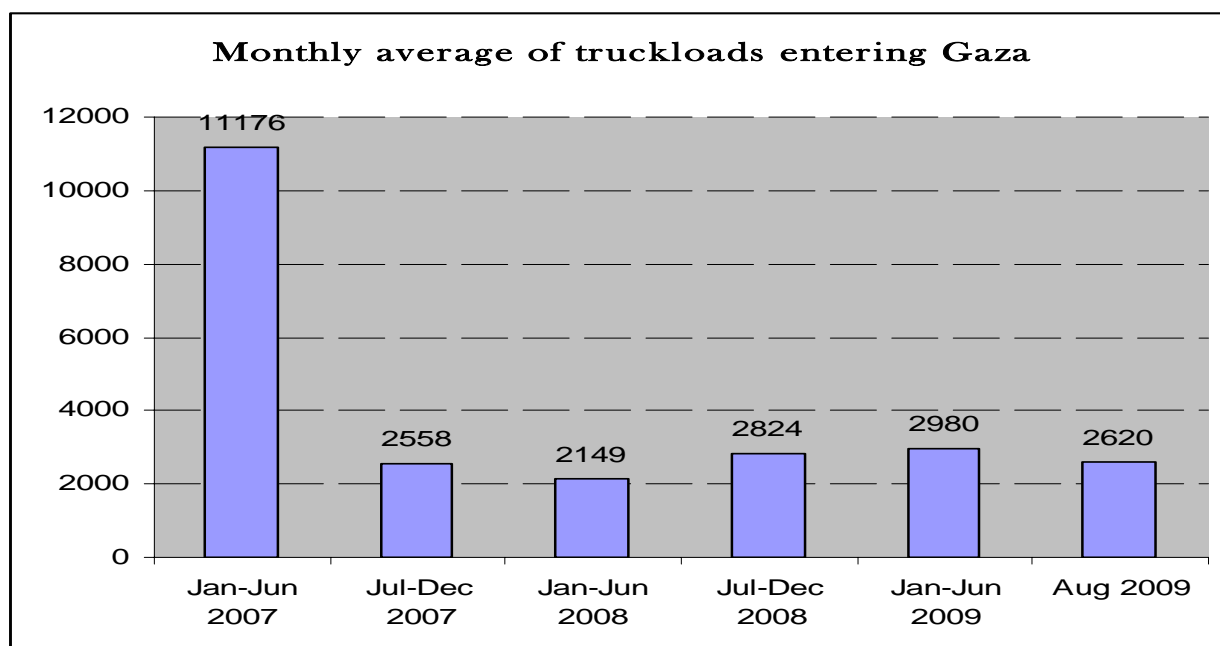
Annex 2: Map of country and location of DG ECHO Actions

Annex 3: List of previous DG ECHO Actions

Annex 4: Overview of donors' contributions

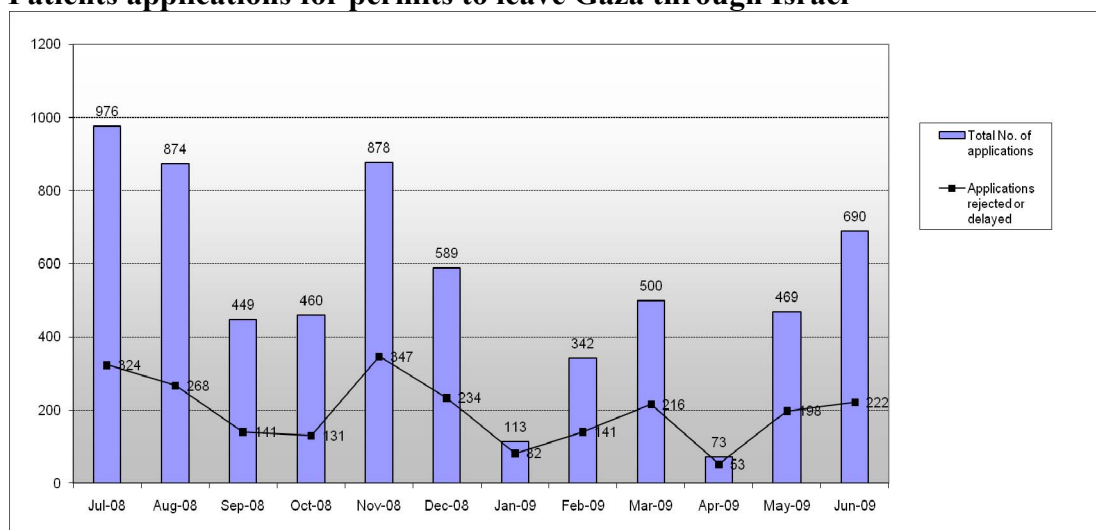
Annex 5: List of abbreviations

Annex 1: Statistics on the humanitarian situation



OCHA: The Humanitarian Monitor – August 2009

Patients applications for permits to leave Gaza through Israel



OCHA: Special Focus – August 2009

Child Protection figures for the oPt

	August 2009	2009 to date
Palestinian children killed	2	11
Israeli children killed	0	1
Palestinian children injured	6	202
Israeli children injured	0	1
Palestinian children displaced from home demolitions	0	262
Palestinian children in Israeli prisons	367	n.a.

OCHA: The Humanitarian Monitor – August 2009

Annex 2: Map of country and location of DG ECHO actions

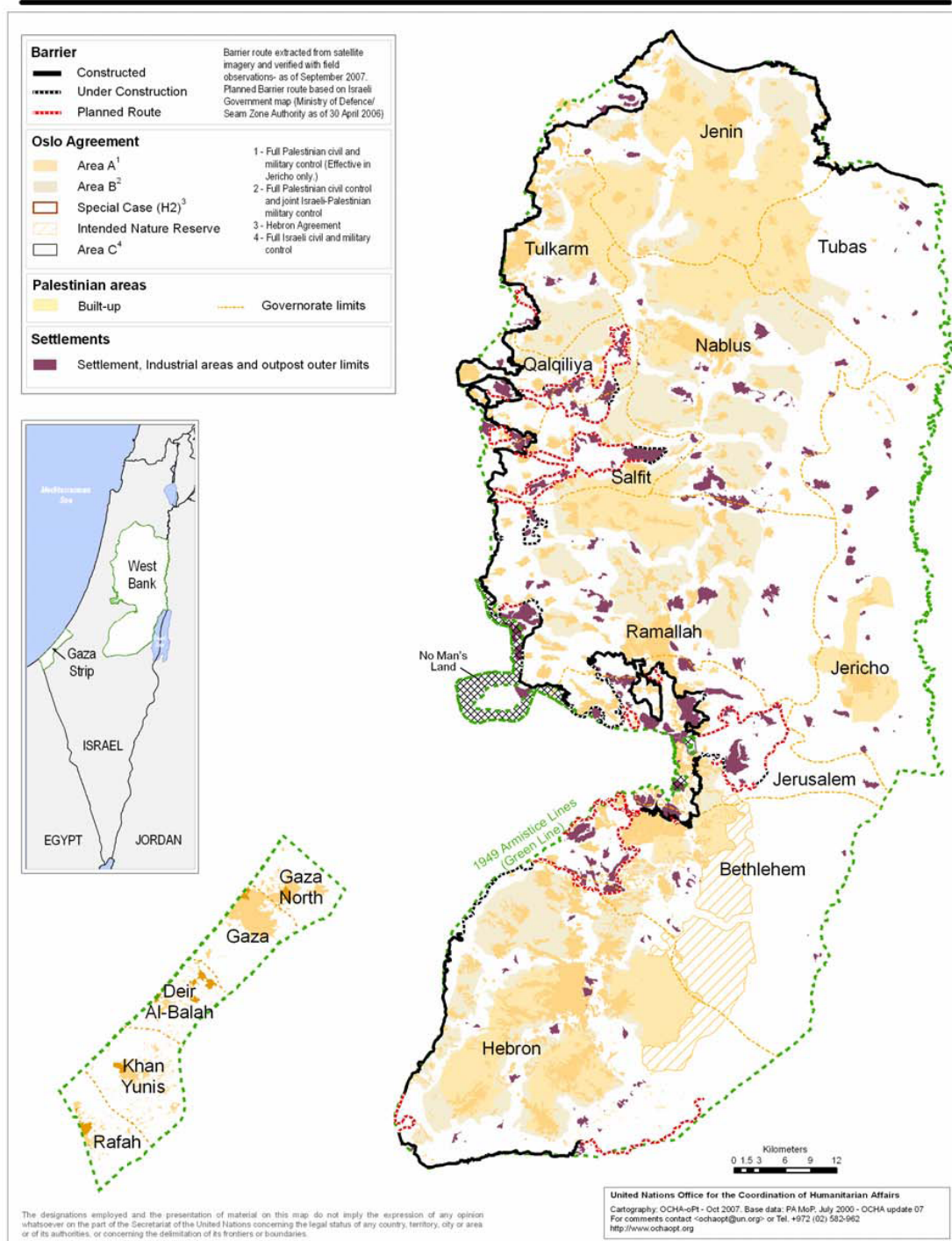


UN Office for the Coordination of Humanitarian Affairs

The occupied Palestinian territory: Overview map

October 2007

CAP 2008 - Consolidated Appeal Process



Annex 3: List of previous DG ECHO Actions

List of previous DG ECHO operations in LEBANON/PALESTINIAN TERRITORY, OCCUPIED

[illegible]

Dated : 21 September 2009

Source : HOPE

(*) decisions with more than one country

Annex 4: Other donors' contributions

Donors in LEBANON/PALESTINIAN TERRITORY, OCCUPIED the last 12 months					
1. EU Members States (*)		2. European Commission		3. Others	
	EUR		EUR		EUR
Austria	3,000,000	DG ECHO	75,400,000		
Belgium	3,682,000	Other services			
Bulgaria					
Cyprus					
Czech republic	600,000				
Denmark	7,517,136				
Estonia	65,379				
Finland	1,550,000				
France	10,335,188				
Germany	10,265,682				
Greece	1,555,204				
Hungary	14,600				
Ireland	1,544,065				
Italy	21,020,000				
Latvia					
Lithuania					
Luxemburg	2,125,371				
Malta					
Netherlands	9,749,960				
Poland	250,000				
Portugal	302,760				
Romania					
Slovakia	44,000				
Slovenie	50,000				
Spain	9,064,897				
Sweden	1,969,221				
United kingdom	18,103,235				
Subtotal	102,808,698	Subtotal	75,400,000	Subtotal	0
		Grand total	178,208,698		

Dated : 21 September 2009

(*) Source : DG ECHO 14 Points reporting for Members States. <https://webgate.ec.europa.eu/hac>
Empty cells means either no information is available or no contribution.

Annex 5: List of Abbreviations

ACH- ESP	Accion Contra el Hambre
ACP	Asamblea de Cooperacion por la Paz
CBO	Community Based Organisation
CISP	Comitato Internazionale per lo Sviluppo dei Popoli
COOPI	Cooperazione Internazionale
CRIC	Centro Regionale d'Internebtio per la cooperazione
DG AIDCO	Directorate-General for Aid Cooperation
DG ECHO	Directorate-General for Humanitarian Aid - ECHO
DG RELEX	Directorate-General for External Relations
DRC	Dansk Flygtningehjaelp
FAO	United Nations - Food and Agriculture Organization
GANSO	Gaza NGO Security Office
GCIDS	Greek Committee for International Democratic Solidarity
ICRC	International Committee of the Red Cross
IHL	International Humanitarian Law
IOCC	International Orthodox Christian Charities
GNA	Global Needs Assessment
GoI	Government of Israel
IDF	Israeli Defence Forces
MDM	Medecins du Monde
MoH	Ministry of Health
NGO	Non-Governmental Organisation
oPt	Occupied Palestinian Territory
PA	Palestinian Authority
PRDP	Palestinian Reform and Development Plan
UCODEP	Unity and Cooperation for Development of Peoples
UN OCHA	United Nations Office for the Coordination of Humanitarian Affairs
UNICEF	United Nations Children's Fund
UNRWA	United Nations Relief and Works Agency for Palestine Refugees in the Near East
UN	United Nations
WA	Welfare Association
WFP	World Food Programme