



KOMMISSION DER EUROPÄISCHEN GEMEINSCHAFTEN

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GESAMTHAUSHALTSPLAN – HAUSHALTSJAHR 2006  
EINZELPLAN III - KOMMISSION TITEL 23, 31

MITTELÜBERTRAGUNG Nr. DEC35/2006

NICHTOBLIGATORISCHE AUSGABEN

**Humanitäre Hilfe für den Libanon**

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EUR

**HERKUNFT DER MITTEL**

**KAPITEL** - 31 02 Reserve für Finanzinterventionen

ARTIKEL - 31 02 42 Soforthilfereserve

VE - 50 000 000

ZE - 25 000 000

**BESTIMMUNG DER MITTEL**

**KAPITEL** - 23 02 Humanitäre Hilfe

ARTIKEL - 23 02 01 Hilfe und Nahrungsmittelforthilfe für die von Katastrophen oder schweren Krisen heimgesuchte Bevölkerung in Entwicklungsländern und anderen Drittländern

VE 50 000 000

ZE 25 000 000

## I. AUFSTOCKUNG

### a) Bezeichnung der Haushaltslinie

**23 02 01 - Hilfe und Nahrungsmittelforthilfe für die von Katastrophen oder schweren Krisen heimgesuchte Bevölkerung in Entwicklungsländern und anderen Drittländern**

### b) Zahlenangaben (Stand: 4.7.2006)

	VE	ZE
1A. Mittel des Haushaltsjahres (ursprüngl. Ansatz + BH)	470 429 000	470 429 000
1B. Mittel des Haushaltsjahres (EFTA)	0	0
2. Mittelübertragungen	90 000 000	45 000 000
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3. Endgültige Mittel des Haushaltsjahres (1A+1B+2)	560 429 000	515 429 000
4. Inanspruchnahme dieser Mittel	510 017 000	299 891 377
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<b>5. Nicht verwendete/verfügbare Mittel (3-4)</b>	<b>50 412 000</b>	<b>215 537 623</b>
<b>6. Bedarf bis Ende des Haushaltsjahres</b>	<b>100 412 000</b>	<b>240 537 623</b>
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<b>7. Beantragte Aufstockung</b>	<b>50 000 000</b>	<b>25 000 000</b>
8. In % der ursprünglichen Haushaltsmittel (7/1A)	10,63%	5,31%

### c) Begründung

Die Kommission ist tief besorgt über die dramatische und rasche Verschlechterung der humanitären Lage und der Lebensbedingungen der libanesischen Bevölkerung seit dem Ausbruch des Konflikts am 12. Juli 2006. Nach drei Kriegswochen erschöpft sich die Fähigkeit der Bevölkerung, die Krise zu bewältigen, zusehends. In die Höhe schießende Preise und Brennstoffmangel signalisieren, dass die Wirtschaft zum Erliegen kommt. Schätzungsweise 900 000 Binnenv Vertriebene (IDP) benötigen dringend eine Unterkunft, Nahrung, Wasser und medizinische Versorgung.

Die Hilfsorganisationen haben ihre Arbeit aufgenommen und benötigen finanzielle Unterstützung. Die UNO hat am 24. Juli in einem dringenden Hilfsappell zur Bereitstellung von 150 Mio. \$ (122 Mio. €) für drei Monate aufgerufen. Das IKRK hat am 28. Juli zur Bereitstellung von 100 Mio. SFR (63 Mio. €) appelliert. Auch die internationalen Hilfsorganisationen haben um substantielle Unterstützung gebeten.

Zur Deckung der dringendsten Bedürfnisse hat die Kommission bereits am 24. Juli und am 26. Juli jeweils 10 Mio. € bereitgestellt.

Angesichts des Umfangs der Katastrophe reichen diese Beträge jedoch nicht aus. Die Europäische Gemeinschaft spielt in der Geldbergemeinschaft eine führende Rolle; es wird von ihr erwartet, dass sie ihrer Verantwortung gerecht wird. Ausgehend von den derzeitigen Schätzungen und ursprünglichen Mittelanforderungen der Hilfsorganisationen sowie der von Experten vor Ort gelieferten Angaben muss die Kommission insgesamt 50 Mio. € bereitstellen, damit die libanesischen Bevölkerung die humanitäre Hilfe erhalten kann, die sie braucht. Die GD ECHO wird Mittel für mehrere Soforthilfemaßnahmen zur Verfügung stellen, darunter die Bereitstellung dringend benötigter Gegenstände sowie von medizinischer Hilfe. Die Mittel werden von den Partnern der DG ECHO verwaltet: UNO-Agenturen, Internationales Rotes Kreuz und europäische Nichtregierungsorganisationen.

Da die Dotation für humanitäre Hilfe nunmehr fast ganz gebunden oder zugewiesen ist und keine weiteren Hilfsmaßnahmen mehr möglich sind, wird eine Aufstockung um 50 Mio. beantragt, damit die sich aus der humanitären Krise im Libanon ergebenden Bedürfnisse gedeckt werden können.

Der angeforderte Betrag von 50 Mio. € stellt die Gesamtdotation für Hilfsmaßnahmen zugunsten der libanesischen Bevölkerung dar und umfasst die 20 Mio. €, die bereits als Soforthilfe bewilligt wurden. Sollten die zwei Beschlüsse im Umfang von 20 Mio. € nicht durch neue Mittel aus der Reserve für Soforthilfe ausgeglichen werden, wäre der Spielraum für humanitäre Hilfe nahezu ausgeschöpft. Das würde die

Kommission bis Ende des Jahres daran hindern, auf unvorhergesehene Krisen zu reagieren. Im pazifischen und karibischen Raum fängt bald wieder die Zeit der Wirbelstürme an.

## II. ENTNAHME

### a) Bezeichnung der Haushaltslinie

#### **31 02 42 - Soforthilfereserve**

### b) Zahlenangaben (Stand: 4.7.2006)

	<b>VE</b>	<b>ZE</b>
1A. Mittel des Haushaltsjahres (ursprüngl. Ansatz + BH)	229 000 000	229 000 000
1B. Mittel des Haushaltsjahres (EFTA)	0	0
2. Mittelübertragungen	-130 000 000	-47 000 000
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3. Endgültige Mittel des Haushaltsjahres (1A+1B+2)	99 000 000	182 000 000
4. Inanspruchnahme dieser Mittel	0	0
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<b>5. Nicht verwendete/verfügbare Mittel (3-4)</b>	<b>99 000 000</b>	<b>182 000 000</b>
<b>6. Bedarf bis Ende des Haushaltsjahres</b>	<b>49 000 000</b>	<b>157 000 000</b>
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<b>7. Beantragte Entnahme</b>	<b>50 000 000</b>	<b>25 000 000</b>
8. In % der ursprünglichen Haushaltsmittel (7/1A)	21.83%	10.92%

### c) Begründung der Mittelübertragung

Die Soforthilfereserve wird zur Bewältigung der humanitären Krise im Libanon mobilisiert.



## HUMANITARIAN AID TO LEBANON DETAILED GROUNDS FOR THE REQUESTED BUDGETARY REINFORCEMENT

### I. GENERAL CONTEXT OF THE IMPLEMENTATION OF HUMANITARIAN AID IN 2006

The DG for Humanitarian Aid (ECHO) establishes a detailed budget by country/region every year. This programming is based on ECHO's evaluation of humanitarian needs in the world, as well as on a wide consultation process with its main partners.

As part of the programming exercise and to maintain the necessary flexibility, ECHO sets aside a non-programmed amount (operational reserve) in order to cover possible emergency needs. The amount of programmed aid for 2006 was € 402 million. In line with the Declaration of the Council of 16 July 2003, the non-programmed amount of aid to cover unforeseeable emergencies was set at around 15% of the initial budget, i.e. € 69 million.

ECHO requested already in June 2006 two reinforcements from the emergency aid reserve: € 40 million in order to provide humanitarian assistance to the victims of the Darfur conflict and € 50 million for humanitarian aid for the most vulnerable populations affected by the aggravating crisis in the West Bank and Gaza.

At present the implementation rate of the total commitment appropriations of the budget line 23 02 01 reaches 91%. The amount that remains to cover unforeseen events for the remaining 5 months of the year 2006 is around € 8 million.

The high level of implementation is the combined result of the implementation of the humanitarian aid in accordance with the budgetary programming and a number of new emergencies and worsening of existing crisis that ECHO has had to deal with, such as <sup>1</sup>: the Drought in the Horn of Africa (10), the nutritional crisis in Niger (10), the Cholera outbreak in Angola (3) and the Earthquake in Java (3).

Two funding decisions of €10 million each have already been taken from the available margin in order to meet the most urgent needs following the conflict in Lebanon.

**Given the fact that almost the entire budget for humanitarian aid has been committed or allocated and that there is no further margin within the humanitarian aid budget, a reinforcement of € 50 million is requested in order to meet the humanitarian needs following the humanitarian crisis in Lebanon.**

The requested € 50 million is the global package of humanitarian aid in favour of the population of Lebanon, including the € 20 million which is already provided to meet the most urgent needs. Should the two decisions of € 20 million not be covered by fresh funds from the Emergency Aid Reserve, the available margin within the humanitarian aid budget would be almost entirely exhausted. This would seriously hamper the Commission's ability to meet future unforeseen crises until the end of the year. The hurricane season in the Pacific and Caribbean's is about to begin and the likelihood of humanitarian catastrophes in the last 5 months of the year is, based on previous years, very high.

<sup>1</sup> Amounts in millions. Rounded figures - Only new or worsening crisis with a budgetary impact of at least 3 million are listed as examples.

## **II. THE HUMANITARIAN CRISIS IN LEBANON**

### **Summary**

As of 12 July 2006, border skirmishes in the Middle East have turned into a large scale conflict between warring factions with a significant human toll (more than 1000 casualties, over 3500 wounded) and massive displacement. In Lebanon, bombing of Beirut, the Beeqa valley and the South of Lebanon has forced about 1.1 million people to flee their homes. The Israeli attacks on Lebanon targeted and destroyed major parts of the country's infrastructures (bridges, roads, fuel and gas storage tanks, food factories, water plants, ports and airports) and led to the 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. Some of the internally displaced persons (IDPs) have crossed borders and have sought refuge in neighbouring countries such as Syria.

As a result, the Lebanese authorities have asked for humanitarian assistance from the International Community. The Commission adopted two humanitarian emergency decisions for a total of 20 MEUR for Lebanon and neighbouring countries, respectively on 24/7/06 and 26/7/06, to address immediately the most urgent humanitarian needs identified right after the first attacks on Lebanon. The following sectors of intervention were included: shelter and non food items, health, water and sanitation, food, psycho-social support, protection and last but not least, coordination.

Following the adoption on 12/08/06 of UN Security Council Resolution 1701 hostilities have been halted on the 14/08/06. Despite a still very unstable security situation, IDPs have immediately and massively started to return to their places of origin. Many of them will find their homes and all their belongings destroyed. Especially in the southern strip of the country and in the Beeqa valley whole villages, including the entire infrastructure (roads, bridges, plants, hospitals), have been flattened by the Israeli air strikes, and so have been whole neighbourhoods in southern Beirut. Consequently, substantial numbers of IDPs are in urgent need of immediate assistance (temporary shelter, water and sanitation, food and non-food items).

### **Justification**

The Commission is deeply concerned with the humanitarian situation and living conditions of the population in Lebanon affected by the conflict. Their coping mechanisms have been depleted by the war between Israel and Hezbollah. Increased prices and fuel shortages are signals of a standstill economic life. Tourism, one of Lebanon's main sources of income, has stopped following the hostilities; approximately 80% of the population is now without income.

In response to the evolving humanitarian crisis in Lebanon, the United Nations (UN) had launched a Flash Appeal on 24 July 2006, appealing for US\$ 150,000,000 (~EUR 122.000.000) to alleviate the dire humanitarian consequences of the current crisis and meet the needs of approximately 900,000 people over the next three month. The appeal represents a first assessment of the immediate needs by the UN agencies and a limited number of NGO's, albeit the difficulties to perform proper and precise needs assessments in the given circumstances. In the appeal the UN agencies have mainly identified needs in terms of food, water and non-food item distribution to the IDPs that have fled the South and Beirut. On 28 July 2006, the ICRC launched an additional appeal for SFR 100 million (€ 63 million) for three months.

Given the change of circumstances following the halt of hostilities, the nature of the humanitarian needs has changed. In the coming month, returnees have to be accompanied with proper temporary shelter, water and sanitation, health, food and non-food items assistance. A further

priority to enable a safe return of the approximately 1.1 million displaced people is the clearing of big numbers of unexploded ordnance in the affected regions.

A smaller number of IDPs who can for the time being not return to their places of origin due to security concerns, the lack of economic resources or the fact that they simply have no place to return to needs continued humanitarian support in the community centres or other places where they have sought refuge.

Funds will enable the UN agencies and their implementing partners to carry out programmes to provide assistance and protection for the Lebanese population affected by the conflict. Given the scale of the humanitarian crisis, the EC is compelled to provide further funds to respond to the needs of the returnee population and the remaining IDPs. In order to respond to the most urgent humanitarian needs during the war, DG ECHO has already made 20 M€ immediately available from its regular budget. To address the newly arising needs of approximately 1.1 million returnees immediately and over the winter, additional funding will be necessary.

### Identified needs

The following identification of needs is based on the ongoing assessments of DG ECHO experts in Lebanon, assessments provided by several UN agencies and other DG ECHO partners present in the field (NGOs and Red Cross family). For the time being, the situation still remains volatile and as mentioned by the UN in its Flash Appeal it is at present difficult to accurately quantify in detail the needs arising from the conflict. However, the following humanitarian needs have been identified to be addressed:

UXO clearing: Unexploded ordnance presents a life-threatening danger to the fast-returning population of Lebanon. According to a human rights group, experts from the UN have already identified ten places where Israel used cluster bombs in its air strikes on southern Lebanon. The demarcation of affected areas, awareness raising programmes for the returning population and UXO clearance are urgent needs in the aftermath of the conflict.

Shelter and non-food items: It has been estimated that 900,000 persons have been displaced internally and around 200,000 outside Lebanon. These people took temporary refuge with host families, in public institutions, schools, mosques and churches. They are now returning to their homes, many of them damaged or destroyed. Before actual reconstruction has taken place, temporary shelter and non-food items will be needed, especially during the coming winter.

Water and Sanitation: The availability of clean water, sanitation and hygiene is vital for the well-being of the population. Access to drinking water has been affected by heavy shelling and the resulting damages to the electricity system have further limited the available water supply. Besides, fuel rationing poses serious concerns for the pumping of water. The damaged water and sanitation infrastructure will have to be repaired and in the meantime temporary solutions have to be found to provide clean water, sanitation facilities and public health services.

Food: The World Food Programme (WFP) reports that in the south of the country food supplies are running low. Furthermore, there are access problems to the food available for the most vulnerable parts of the population due to increased prices and lack of economic resources. In the UN flash appeal, WFP considers that food assistance will be required for up to 260,000 displaced and isolated people.

Protection: The ICRC made 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 IHL. 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: Steps have been taken to establish a coordinated response in order to avoid duplication and to maximise the benefits of the intervention. The UN has 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.