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ASSEMBLÉE NATIONALE

TREIZIÈME LÉGISLATURE

SÉNAT

SESSION ORDINAIRE DE 2010-2011

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le 17 juin 2011

**TEXTE SOUMIS EN APPLICATION DE
L'ARTICLE 88-4 DE LA CONSTITUTION**

PAR LE GOUVERNEMENT,

À L'ASSEMBLÉE NATIONALE ET AU SÉNAT.

**Virement de crédits n° DEC 19/2011 - Section III - Commission -
Budget général - Exercice 2011**



**CONSEIL DE
L'UNION EUROPÉENNE**

**Bruxelles, le 10 juin 2011 (14.06)
(OR. en)**

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NOTE DE TRANSMISSION

Origine: M. Janusz LEWANDOWSKI, membre de la Commission européenne
Date de réception: 9 juin 2011
Destinataire: M. György MATOLCSY, Président du Conseil de l'Union européenne
Objet: Virement de crédits n° DEC 19/2011 - Section III - Commission - Budget
général - Exercice 2011

Les délégations trouveront ci-joint le document de la Commission DEC19/2011.

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COMMISSION EUROPÉENNE

BRUXELLES, LE 06/06/2011

BUDGET GÉNÉRAL - EXERCICE 2011
SECTION III - TITRES 22, 23, 40 DE LA COMMISSION

VIREMENT DE CRÉDITS N° DEC 19/2011

EN EUROS

ORIGINE DES CRÉDITS

DU CHAPITRE - 2202 Processus et stratégie d'élargissement

ARTICLE - 22 02 01 Aide à la transition et au renforcement des institutions en faveur des pays candidats

CE	0
CP	- 22 000 000

POSTE - 22 02 07 03 Soutien financier visant à encourager le développement économique de la communauté chypriote turque

CP	- 10 500 000
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DU CHAPITRE - 4002 Réserves pour les interventions financières

ARTICLE - 40 02 42 Réserve d'aide d'urgence

CE	- 65 000 000
CP	0

DESTINATION DES CRÉDITS

AU CHAPITRE - 2302 Aide humanitaire, y compris l'aide aux personnes déracinées, l'aide alimentaire et la préparation aux catastrophes

ARTICLE - 23 02 01 Aide humanitaire

CE	60 000 000
CP	30 000 000

AU CHAPITRE - 2303 Instrument financier pour la protection civile

ARTICLE - 23 03 06 Interventions de protection civile dans les pays tiers

CE	5 000 000
CP	2 500 000

I. RENFORCEMENT

I.A

a) Intitulé de la ligne

23 02 01 - Aide humanitaire

b) Données chiffrées à la date du 16/05/2011

	CE	CP
1A. Crédits de l'exercice (budget initial + BR)	536 708 000	511 042 085
1B. Crédits de l'exercice (AELE)	0	0
2. Virements	55 000 000	27 500 000
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3. Crédits définitifs de l'exercice (1A+1B+2)	591 708 000	538 542 085
4. Exécution des crédits définitifs de l'exercice	566 200 000	220 301 629
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5. Crédits inutilisés/disponibles (3-4)	25 508 000	318 240 456
6. Besoins jusqu'à la fin de l'exercice	85 508 000	348 240 456
7. Renforcement proposé	60 000 000	30 000 000
8. Pourcentage du renforcement par rapport aux crédits de l'exercice (7/1A)	11,18%	5,87%
9. Pourcentage des renforcements cumulés en application de l'article 23 §1 b et c du RF, calculé selon l'article 17bis des modalités d'exécution par rapport aux crédits définitifs de l'exercice	s.o.	s.o.

c) Recettes provenant de recouvrement reportées (C5)

	CE	CP
1. Crédits disponibles en début d'année	1 041 071	64 689
2. Crédits disponibles à la date du 16/05/2011	407 971	167
3. Taux d'exécution [(1-2)/1]	60,81%	99,74%

d) Justification détaillée du renforcement

Au 12 mai 2011, le taux d'exécution global des crédits d'engagement inscrits sur les trois lignes du budget de l'aide humanitaire (chapitre 23 02) était de 93%: ce taux s'établissait à 95 % pour l'aide humanitaire, à 87 % pour l'aide alimentaire et à 100 % pour la préparation aux catastrophes.

Ce taux d'exécution élevé est conforme à la stratégie opérationnelle et à la planification budgétaire de 2011 établies par la Commission et présentées à la commission du développement (DEVE) du Parlement européen ainsi qu'à la réunion du groupe de travail «Aide humanitaire et aide alimentaire» (COHAFA) du Conseil en décembre 2010. Sur la base de son évaluation des besoins humanitaires, la Commission détermine, pour les crises de longue durée, une dotation budgétaire préliminaire par pays pour l'année à venir. Conformément aux orientations du Conseil et du Parlement européen, au moins 15 % des crédits inscrits sur la ligne du budget opérationnel initial restent non affectés pour permettre de faire face à l'évolution des priorités et à de nouveaux besoins.

En appliquant cette méthodologie, le montant des crédits du budget initial qui n'ont pas été affectés a été fixé à l'origine à 150 millions d'EUR. Le budget a encore été renforcé grâce à un montant de 55 millions d'EUR issus de la réserve d'aide d'urgence destiné à des interventions en Libye et en Côte d'Ivoire et à un montant de 2 millions d'EUR en recettes affectées. À ce jour, la majeure partie du montant non affecté ainsi que le renforcement issu de la réserve d'aide d'urgence ont été utilisés, laissant seulement un solde non exécuté de 59 millions d'EUR (sur les lignes combinées du budget de l'aide humanitaire et de l'aide alimentaire) disponible pour d'autres interventions en cas de crises nouvelles ou de l'aggravation de crises existantes.

À ce jour, un montant de 148 millions d'EUR a été utilisé pour des interventions liées à des crises nouvelles ou à l'aggravation de crises existantes. Ce montant a été utilisé pour un certain nombre de catastrophes de faible ampleur ou à l'occasion de l'aggravation de crises, comme le conflit intérieur au Yémen, les inondations au Sri Lanka, le cyclone Giri au Myanmar ou l'ouragan Tomas à Sainte-Lucie. Il a aussi été utilisé pour deux interventions de grande ampleur:

- 40 millions d'EUR consacrés à l'aide humanitaire fournie actuellement dans le cadre de la crise en Libye afin d'apporter des secours d'urgence aux réfugiés bloqués à la frontière libyenne. 20 millions d'EUR supplémentaires sont attendus, ce qui amène le montant total de l'assistance à 60 millions d'EUR;
- 60 millions d'EUR pour financer l'aide humanitaire destinée à la Côte d'Ivoire à la suite de la recrudescence des combats et de la violence, qui entraîne un nombre de réfugiés et de personnes déplacées plus important que prévu.

Le montant total alloué à ces deux crises de grande ampleur s'élève jusqu'à présent à 120 millions d'EUR. L'ampleur de ces catastrophes dépasse l'objet de la réserve opérationnelle de la Commission. Il importe en outre de conserver une capacité d'intervention suffisante pour être en mesure de fournir une aide ultérieure dans les deux crises concernées (Libye et Côte d'Ivoire) ainsi que dans le cas des multiples catastrophes de moindre ampleur qui peuvent survenir d'ici la fin de l'année 2011. Pour des raisons d'ordre climatique, la plupart des catastrophes naturelles de faible ampleur, telles que les pluies de mousson, les typhons et les cyclones, qui sont à l'origine de vents violents et d'inondations, notamment en Asie du Sud, en Amérique centrale et dans la région des Caraïbes, surviennent généralement au second semestre de l'année.

Un renforcement de 60 millions d'EUR est donc demandé pour couvrir les besoins humanitaires liés aux crises en Libye et en Côte d'Ivoire.

La demande de crédits de paiement s'établit à 30 millions d'EUR. La Commission procède, au début des opérations humanitaires, au versement de préfinancements en faveur de ses partenaires, couvrant de 50 à 80 % du montant, le solde étant versé une fois l'opération terminée. La demande de crédits de paiement correspond donc à 50 % du montant demandé en crédits d'engagement pour que les paiements de préfinancement soient déjà possibles; en revanche, pour les paiements complémentaires, les crédits pourraient être demandés plus tard en cours d'exercice.

Pour une description détaillée du contexte et de l'utilisation prévue des fonds dans le cadre de la crise libyenne et du conflit en Côte d'Ivoire, il convient de se reporter aux annexes 1 et 2.

I.B

a) Intitulé de la ligne

23 03 06 - Interventions de protection civile dans les pays tiers

b) Données chiffrées à la date du 16/05/2011

	CE	CP
1A. Crédits de l'exercice (budget initial + BR)	9 000 000	3 808 716
1B. Crédits de l'exercice (AELE)	214 200	90 647
2. Virements	5 000 000	2 500 000
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3. Crédits définitifs de l'exercice (1A+1B+2)	14 214 200	6 399 363
4. Exécution des crédits définitifs de l'exercice	8 746 141	44 579
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5. Crédits inutilisés/disponibles (3-4)	5 468 059	6 354 784
6. Besoins jusqu'à la fin de l'exercice	10 468 059	8 854 784
7. Renforcement proposé	5 000 000	2 500 000
8. Pourcentage du renforcement par rapport aux crédits de l'exercice (7/1A)	55,56%	65,64%
9. Pourcentage des renforcements cumulés en application de l'article 23 §1 b et c du RF, calculé selon l'article 17bis des modalités d'exécution par rapport aux crédits définitifs de l'exercice	s.o.	s.o.

c) Recettes provenant de recouvrement reportées (C5)

	CE	CP
1. Crédits disponibles en début d'année	1 856 545	1 563 179
2. Crédits disponibles à la date du 16/05/2011	1 356 545	668 499
3. Taux d'exécution $[(1-2)/1]$	26,93%	57,23%

d) Justification détaillée du renforcement

Au moyen du mécanisme de protection civile, la Commission coordonne, soutient et complète l'action des États membres en cas de catastrophes naturelles ou de catastrophes dues à l'homme, d'actes de terrorisme et d'accidents technologiques, radiologiques ou environnementaux. Dans le cadre des activités de soutien, la Commission finance les frais de transport encourus pour amener les équipements et les équipes d'intervention des États participants sur les territoires affectés et pour évacuer les ressortissants de pays tiers.

En ce qui concerne la crise en Libye, le mécanisme européen de protection civile soutient les opérations consulaires des États membres en facilitant la mise en commun des transports et en recensant les moyens de transport supplémentaires disponibles pour l'évacuation des citoyens de l'UE. Dans le cadre de cet effort coordonné sans précédent de l'UE, 5 800 Européens auraient, d'après les estimations, été évacués du pays jusqu'à présent.

À la demande de l'Organisation Internationale pour les Migrations, le mécanisme de protection civile facilite également la coordination des efforts de l'UE concernant le rapatriement de plus de 31 000 ressortissants de pays tiers (RPT).

Onze États membres de l'UE ont offert des capacités de transport aérien par l'intermédiaire du mécanisme européen de protection civile aux fins du rapatriement de RPT présents en Tunisie.

Plusieurs pays ont également proposé une aide en nature. Depuis l'activation du mécanisme, 10 574 084 EUR de cofinancement ont été demandés par les huit États participants pour des opérations de transport dans le cadre du rapatriement de citoyens de l'UE présents en Libye et de l'évacuation de RPT de Tunisie.

Cela signifie que près de la totalité du budget a désormais été affectée.

Afin de conserver une capacité d'intervention suffisante pour le reste de l'exercice, un renforcement de 5 millions d'EUR en crédits d'engagement est demandé.

La demande de crédits de paiement correspond à 50 % du montant demandé en crédits d'engagement, soit 2,5 millions d'EUR, pour que les paiements de préfinancement soient déjà possibles; en revanche, pour les paiements complémentaires, les crédits pourraient être demandés plus tard en cours d'exercice.

Pour une description détaillée de l'utilisation prévue des fonds dans le cadre de la crise libyenne, il convient de se reporter à l'annexe 1.

II. PRÉLÈVEMENT

II.A

a) Intitulé de la ligne

22 02 01 - Aide à la transition et au renforcement des institutions en faveur des pays candidats

b) Données chiffrées à la date du 18/05/2011

	CE	CP
1A. Crédits de l'exercice (budget initial + BR)	297 383 457	259 334 520
1B. Crédits de l'exercice (AELE)	0	0
2. Virements	0	0
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3. Crédits définitifs de l'exercice (1A+1B+2)	297 383 457	259 334 520
4. Exécution des crédits définitifs de l'exercice	330 000	7 126 542
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5. Crédits inutilisés/disponibles (3-4)	297 053 457	252 207 978
6. Besoins jusqu'à la fin de l'exercice	297 053 457	230 207 978
7. Prélèvement proposé	0	15 000 000
8. Pourcentage du prélèvement par rapport aux crédits de l'exercice (7/1A)	0,00%	8,48%
9. Pourcentage des prélèvements cumulés en application de l'article 23 § 1 b et c du RF, calculé selon l'article 17 bis des modalités d'exécution par rapport aux crédits définitifs de l'exercice	s.o.	s.o.

c) Recettes provenant de recouvrement reportées (C5)

	CE	CP
1. Crédits disponibles en début d'année	0	0
2. Crédits disponibles à la date du 18/05/2011	0	0
3. Taux d'exécution [(1-2)/1]	s.o.	s.o.

d) Justification détaillée du prélèvement

Cette ligne budgétaire couvre l'élément «Aide à la transition et au renforcement des institutions» pour la Croatie, la Turquie et l'ARYM. Lors de l'élaboration du budget 2011, certains éléments n'ont pas pu être pris en considération, ce qui explique la diminution proposée.

Un montant de 15 millions d'EUR en crédits de paiement affecté à la Turquie peut être mis à disposition car le montant d'une demande de paiement reçue pour le programme IAP 2007 s'est révélé inférieur aux estimations en raison d'économies réalisées dans le cadre des procédures de passation de marchés. De plus, un paiement pour le programme IAP 2008 sera inférieur aux estimations car plusieurs contrats et marchés n'ont pas respecté les normes techniques, économiques ou administratives de l'UE et doivent faire l'objet d'une nouvelle publication. Ces facteurs ont entraîné un retard dans le paiement d'une partie du préfinancement de la Commission.

7 millions d'EUR supplémentaires peuvent être mis à disposition sur cette ligne budgétaire grâce au report partiel des paiements en faveur de la participation des pays candidats aux programmes de l'Union, pour lesquels une dotation avait été prévue dans le budget prévisionnel 2011. Une avance sera versée en 2011 et les montants restants seront payés au plus tard début 2012, comme prévu dans la convention de financement signée avec la Turquie.

Au total, un montant de 22 millions d'EUR en crédits de paiement est mis à disposition pour redéploiement.

II.B

a) Intitulé de la ligne

22 02 07 03 - Soutien financier visant à encourager le développement économique de la communauté chypriote turque

b) Données chiffrées à la date du 18/05/2011

	CP
1A. Crédits de l'exercice (budget initial + BR)	74 275 199
1B. Crédits de l'exercice (AELE)	0
2. Virements	0
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3. Crédits définitifs de l'exercice (1A+1B+2)	74 275 199
4. Exécution des crédits définitifs de l'exercice	13 186 939
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5. Crédits inutilisés/disponibles (3-4)	61 088 260
6. Besoins jusqu'à la fin de l'exercice	50 588 260
7. Prélèvement proposé	10 500 000
8. Pourcentage du prélèvement par rapport aux crédits de l'exercice (7/1A)	14,14%
9. Pourcentage des prélèvements cumulés en application de l'article 23 § 1 b et c du RF, calculé selon l'article 17 bis des modalités d'exécution par rapport aux crédits définitifs de l'exercice	s.o.

c) Recettes provenant de recouvrement reportées (C5)

	CP
1. Crédits disponibles en début d'année	144 430
2. Crédits disponibles à la date du 18/05/2011	0
3. Taux d'exécution $[(1-2)/1]$	100,00%

d) Justification détaillée du prélèvement

La mise en œuvre, au titre du programme d'assistance financière, d'un projet phare majeur, «Construction d'une usine de dessalement d'eau de mer», destiné à stimuler le développement économique de la communauté chypriote turque, représentant un marché d'un montant total de 27,5 millions d'EUR, se heurte à plusieurs difficultés dues à l'environnement politique et juridique unique de la partie nord de Chypre. Ce projet risque d'être interrompu par la Commission. Le montant des crédits de paiement prévus pour ce projet en 2011 ne sera pas utilisé. 7,5 millions d'EUR sont donc disponibles pour redéploiement.

Un montant supplémentaire de 3 millions d'EUR sera disponible pour redéploiement au titre des projets de subvention car des retards dans les procédures secondaires de passation de marchés que doivent lancer les bénéficiaires de subvention ont également causé des retards dans les paiements.

Au total, 10,5 millions d'EUR en crédits de paiement sont disponibles pour redéploiement.

II.C

a) Intitulé de la ligne

40 02 42 - Réserve d'aide d'urgence

b) Données chiffrées à la date du 18/05/2011

	CE	CP
1A. Crédits de l'exercice (budget initial + BR)	253 860 000	100 000 000
1B. Crédits de l'exercice (AELE)	0	0
2. Virements	-60 000 000	-30 000 000
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3. Crédits définitifs de l'exercice (1A+1B+2)	193 860 000	70 000 000
4. Exécution des crédits définitifs de l'exercice	0	0
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5. Crédits inutilisés/disponibles (3-4)	193 860 000	70 000 000
6. Besoins jusqu'à la fin de l'exercice	128 860 000	70 000 000
7. Prélèvement proposé	65 000 000	0
8. Pourcentage du prélèvement par rapport aux crédits de l'exercice (7/1A)	25,60%	0,00%
9. Pourcentage des prélèvements cumulés en application de l'article 23 § 1 b et c du RF, calculé selon l'article 17 bis des modalités d'exécution par rapport aux crédits définitifs de l'exercice	s.o.	s.o.

c) Recettes provenant de recouvrement reportées (C5)

	CE	CP
1. Crédits disponibles en début d'année	0	0
2. Crédits disponibles à la date du 18/05/2011	0	0
3. Taux d'exécution [(1-2)/1]	s.o.	s.o.

d) Justification détaillée du prélèvement

La réserve d'aide d'urgence est destinée à permettre de répondre rapidement à des besoins spécifiques d'aide à des pays tiers, à la suite d'événements qui n'étaient pas prévisibles lors de l'établissement du budget. Cette réserve sert en priorité pour des actions à caractère humanitaire, mais aussi, le cas échéant, pour la gestion civile d'une crise et la protection civile (point 25 de l'accord interinstitutionnel signé le 17 mai 2006).

EXPLANATORY MEMORANDUM
ADDITIONAL COMMITMENT APPROPRIATIONS REQUESTED FOR
THE BUDGET LINE 23 02 01 HUMANITARIAN AID IN ORDER TO COVER INCREASED HUMANITARIAN NEEDS FOR THE
CRISIS IN LIBYA AND NEIGHBOURING COUNTRIES – SITUATION AT 10/05/2011

This explanatory memorandum provides the context of the humanitarian situation in Libya and the justification for the urgent need to allow DG ECHO to cope with the situation.

1. COUNTRY CONTEXT

On 17 February 2011, major political protests began in Libya against the Gaddafi government. By late February, the country descended rapidly into chaos with most of the Northern Libyan cities joining in the revolt. Government forces remained solidly in control of the cities of Tripoli, Sirte and Sabha.

However, by 15 March, Gaddafi's forces retook many crucial lost cities and made their advance east along the coast towards the city of Benghazi. On 17 March, facing the imminent capture of Benghazi, the second city of Libya, the United Nations Security Council passed a second resolution (1973) which authorized member states "to take all necessary measures... to protect civilians and civilian populated areas under threat of attack in the Libyan Arab Jamhariya, including Benghazi, while excluding an occupation force". This resolution reinforced an earlier resolution (1970, 26 February 2011, unanimous vote), which had already imposed sanctions, including an arms embargo and freezing of the assets of the leaders of the Gaddafi government.

Following the adoption of the new resolution, a no-fly zone was installed and air strikes started, carried out by forces from a wide international coalition. This prevented the capture of Benghazi and caused the retreat of Government forces beyond Ajdabiya.

2. THE CRISIS

2.1. Inside Libya

By early May 2011, out of Libya's 22 districts, 13 are under Gaddafi government control, 5 are under opposition control (North East), and 4 are contested districts (Misrata, Al Jabal Al Gharbi, Nalut, Al Wahat).

A specific feature of Libya's population is that a significant proportion of the residing population is composed of a wide variety of migrant workers from Egypt, Tunisia, Arab, Asian and sub Saharan African states. Estimations of this population vary widely but figures as high as 2.5 million migrant workers are mentioned (1 million Egyptians and 1.5 million from other countries).

Another specific population feature is that the vast majority lives in the coastal cities in the North of the country with approximately two third in the West and one third in the East. The affected population is composed of:

- Third Country Nationals (TCN) (total estimation of 2.5 million) who have fled Libya to neighbouring countries.

So far (10 May) already approximately 740 000 TCNs have been evacuated. Some of them are stranded at the border because of their nationality and the impossibility for immediate repatriation ("People of concern" mainly from Sudan/Darfur, Palestine, Iraq, Eritrea and Somalia, some of them being eligible for the refugee status and resettlement in a third country).

- Libyan and TCN populations in the besieged cities in North West Libya

Misrata has a population of approximately 500 000 and the towns in the Nafusa Mountains range are all with populations between 12 000 and 20 000 each. The total population in the Nafusa Mountains range is estimated at around 500 000. Access to these populations remains a crucial problem.

- Internally Displaced Population (IDP) from Ras Lanuf, Breiga and Ajdabiya

The total population is approximately 220 000 of which roughly 106 000 could be registered as IDPs – of this 106 000, some 10% are in collective centers or sites and need assistance and the others are in host families.

2.2. In Tunisia

Affected population:

- Libyan refugees

Their number is growing and they are already nearly 50 000, mainly from the Nafusa Mountains range - in Tripolitania – fleeing to South Tunisia. Although many of them find refuge in host Tunisian families who should also be supported, there are some 2 400 Libyans in camps in Remada, Dehiba and Tataouine.

3. PRIORITY NEEDS

Assessments carried out by DG Humanitarian Aid and Civil Protection (DG ECHO) experts on the ground have identified needs in the following sectors:

Support to the repatriation and evacuation TCNs:

The TCN population will continue to flee the country and assistance must be provided to facilitate reception, temporary shelter and onward transport for repatriation to countries of origin.

Health:

While the general health indicators for the country were relatively good before the beginning of the crisis, the conflict has introduced major challenges such as the treatment of injuries and war traumas (the daily entries runs in the hundreds), chronic patients etc.

In both governmental and opposition held areas specialized medical supplies are in short supply and there is a lack of medical staff as many were Third Country Nationals who have now evacuated (Ukrainians, Philipinos etc.).

There is also a specific need for psycho-social support with particular focus on children, TCNs and victims of sexual violence. In the case of children, reopening schools with restarting and basic educational activities may be the best initial framework in which child protection issues can be addressed and psycho-social support provided.

Protection:

At least six major protection issues present themselves as priorities:

- An intensive effort is needed to advocate for respect for International Humanitarian Law (IHL) and train the different levels in the military ranks about the IHL.
- Land and sea mines and unexploded ordnance form a continuous threat for populations returning to their places of origin.
- The IDP population is one of the groups who are in need of protection. A clear registration system to identify the most vulnerable amongst this group so that the focus of the assistance will reach the most needed.
- The children population in camps has special needs which should be incorporated during the programming process (e.g. the need for water bottles and infant formula for young children).
- The TCN population has been in a particularly difficult situation since the beginning of the conflict as they are considered as potentially supporting the opposite side by both parties.
- International refugee laws should be applied systematically to the populations (refugees and people of Concern) at the border areas with Egypt and Tunisia.

Food assistance:

Serious vulnerabilities of the food system may trigger a food security crisis affecting big parts of the Libyan population within the coming months: a high proportion was heavily dependant on Government supported safety nets and 75% to 80% of food requirements were imported. The immediate concern is to secure resumption of upstream sourcing of food commodities currently disrupted by lack of import.

Financial issues having direct or indirect effects on food security include liquidity, availability of hard currency, ongoing devaluation of the Libyan Dinar (LYD), decrease in people's purchasing power and payment of government salaries/pensions/allowances.

Water and sanitation:

If oil and fuel pipelines are further affected as a result of the ongoing conflict, the humanitarian situation could deteriorate rapidly in terms of provision of basic services (water, electricity, transport). Libya's water provision is mainly relying on ground and surface water collection, seawater desalination and the Great Man made river cities. Repairs to these infrastructures as well as a steady provision of chemicals will be needed.

Water and sanitation/hygiene activities in the border area camps will also be crucial.

Shelter and non food items:

Mainly the vulnerable IDPs not hosted by Libyan families and Libyan refugees in Tunisia (being in camps or host families) are in need for basic shelter and non food items.

Coordination and humanitarian advocacy:

There is an obvious need for a consolidated assessment capacity, sharing of information and establishment of a solid coordination systems. Unimpeded access to all populations in need (both in Governmental and opposition held areas) should also be advocated.

Logistics and telecommunication:

Logistics, internationally or from neighbouring countries (Tunisia and Egypt) into Libya is problematic because of the conflict and as traditional supply lines are interrupted. Safe possibilities for storage of goods and food are limited. There is a high need for a centrally managed humanitarian air support system such as the United Nations Humanitarian Air Service (UNHAS). Communication possibilities such as telephone and internet services are deficient and dependency on satellite equipment is the only possibility. The besieged cities such as Misrata and the Nafusa mountains' towns are particularly isolated and cannot be reached easily.

4. OVERVIEW OF EXISTING AND PLANNED EU ASSISTANCE FOR THE LIBYAN CRISIS

As of 10 May total of EUR 40 million has already been allocated by the European Commission to DG ECHO partners present in the region allowing them to intervene at field level.

A further EUR 52 million have been committed by Member States, including in-kind contributions.

Libya – EU Humanitarian and Civil Protection Response		
Donor	Total Commitments (Cash and in kind)	In-Kind
		Main items
Austria	650 000 €	Health Kit, Kitchen Sets
Belgium	1 000 000 €	Plane for repatriation
Bulgaria	139 650 €	Plane for repatriation
Czech Republic	100 000 €	
Denmark	4 742 665 €	Experts
EU budget	40 000 000 €	
Estonia	50 000 €	
Finland	2 850 000 €	Blankets, tents, medical team
France	2 862 584 €	Planes, vessels, medicines
Germany	6 954 795 €	Planes, vessels, medicines
Greece	1 358 245 €	
Hungary	51 200 €	Planes, experts
Ireland	1 000 000 €	Blankets, tents
Italy	3 001 971 €	Blankets, tents
Lithuania	14 481 €	
Luxembourg	1 077 700 €	Experts
Malta	430 949 €	Planes for repatriation
Netherlands	2 500 000 €	
Poland	75 000 €	
Slovenia	50 000 €	
Spain	4 567 539 €	Planes, medical post
Sweden	5 346 185 €	Planes, tents, sanitation
United Kingdom	13 651 934 €	Planes, vessels
Total Humanitarian Aid	92 474 898	
Transport co-financing requests	10 574 084	

TOTAL European Union	103 048 982 €
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As the displacement of Libyan population (IDPs and refugees) as well as clashes between armed forces continues in the country, additional humanitarian needs should be expected.

5. INTERNATIONAL CIVIL PROTECTION RESPONSE

Since the activation of the Mechanism, 8 Participating States requested co-financing for transport operations for the repatriation of EU citizens from Libya and for the evacuation of TCNs from Tunisia. The total sum amounts so far to EUR 10 574 084.

The total number of TCNs repatriated through support of the European Civil Protection Mechanism amounts to 30 814 on 4 May.

6. USE OF THE REQUESTED REINFORCEMENT FROM THE EMERGENCY AID RESERVE

The Commission has already provided emergency assistance and intends to strengthen its response to meet the most urgent needs in the following aid sectors:

Health:

Emergency health, training and equipment for emergency first aid and triage of war wounded, war trauma surgery and evacuation of war wounded and chronic patients, physical rehabilitation of war wounded (amputees in particular), provision of medicines, access to health care including primary health care, referral mechanisms; psycho-social support, minimum initial reproductive health packages, including referral services to emergency obstetric care; coordination, surveillance and response to outbreaks.

Food assistance:

In order to avert a large-scale food security crisis, immediate action (targeting in priority vulnerable IDPs, TCNs, refugees and host families) is needed such as general food distribution; replenish stocks of food commodities and inputs for local food production, maintain social safety nets and consumer subsidy schemes against the backdrop of soaring food prices and economic downturn, support relevant institutions to prevent collapse of the upstream food supply chain and protection of consumers' purchasing power. Cash transfers as a response to food insecurity and livelihoods support could be a viable option. In term of livelihoods, livestock support could be needed in some specific areas.

WASH:

Water supply and sanitation in the camps as well as in the areas affected by the fighting.

Protection:

Advocacy for respect for IHL and International Refugee Laws; registration of IDPs and refugees, profiling, camp design, protection monitoring; mainstreaming of protection and gender in the delivery of assistance; assistance and protection to TCNs and refugees.

Shelter and Non Food Items:

Camp management support; tent distribution to IDPs and refugees inside and outside camps; semi-permanent shelter; non food item distribution; return assistance package for IDPs.

Logistics (UNHAS air support, storage, access via roads/ports) and emergency telecommunication support

Humanitarian demining operations and removal of unexploded ordnance in the areas where the armed conflict has been intense (Misrata, Ajdabiya, etc)

Humanitarian coordination:

Humanitarian advocacy and support to humanitarian coordination and assessment mechanisms; monitoring and assessment of the security situation.

Evacuation and repatriation of Third country nationals:

Registration, facilitation travel document issuance, land transportation to the air-sea port, air assistance, transportation to the origin countries, travel health assistance.

Needs Assessment:

DG ECHO has still four experts assessing the humanitarian situation at the Egyptian and Tunisian borders as well inside Libya.

The main **potential recipients** of this additional funding will be: European NGOs signatory to the Framework Partnership Agreement with DG ECHO; societies of the Red Cross movement and international Red Cross agencies and United Nations agencies signatory to the Financial Administrative Framework Agreement, which specialised in humanitarian aid (e.g. the World Food Programme, the United Nations Children's Fund, United Nations High Commission for Refugee).

EXPLANATORY MEMORANDUM
ADDITIONAL COMMITMENT APPROPRIATIONS REQUESTED FOR
THE BUDGET LINE 23 02 01 HUMANITARIAN AID IN ORDER TO COVER INCREASED HUMANITARIAN NEEDS FOR IVORY
COAST, ITS NEIGHBOURING COUNTRIES AND OTHER WEST AFRICAN COUNTRIES CONCERNED – SITUATION AT
11/05/2011

This explanatory memorandum provides the actual context of the humanitarian situation in Ivory Coast, its neighbouring countries and other West African countries concerned, and the justification for the urgent need to provide additional funding.

1. COUNTRY CONTEXT

The humanitarian consequences of the post-electoral violence in Cote d'Ivoire remain substantial. Nearly 1 million people became internally displaced fleeing the fighting and over 130 000 sought refuge in neighbouring countries. While the recent capture of former-President Gbagbo has helped clarify the political situation, it has not resolved many of the underlying causes of the crisis. This is a divided and broken country. The incoming regime of President Ouattara has a very limited window of opportunity to demonstrate to a tired and disillusioned people that they can deliver stability and basic services.

Abidjan and the west of the country are in the hands of thousands of pro-Ouattara irregular militias and the FRCI (Forces Républicaines de Cote d'Ivoire, the ex-Forces Nouvelles) that acted to end the political impasse. Command structures are vague. The number of armed fighters acting with impunity in the streets of Abidjan and other areas is a major concern. Both sides distributed arms widely and indiscriminately to untrained youth. Without a rapid return to "normal" policing, a functioning justice system and a major disarmament, demobilisation and reintegration programme, there is a risk of continued instability and a surge in criminality.

On top of the violence and harassment, the poorest and most vulnerable sections population have been seriously affected by the disruption of economic activity and the virtual closure of the banking sector for more than three months. This has blocked the payments of salaries and the purchase of basic necessities and seriously damaged the purchasing power of the most vulnerable who as a result have had restricted access to food and other basic necessities. The closure of the banks has also limited the ability of providers of basic facilities such as clean water and electricity to purchase supplies and do repairs to maintain services. Preliminary evaluations of the damage caused by fighting and looting to the facilities providing basic services indicate that much of the damage is repairable and that access to clean water and electricity can be restored rapidly; at least in Abidjan and the main towns so long as security is re-established quickly and cash flow is provided for the purchase of supplies and to make repairs.

What will take much longer is the "reconciliation" and the healing process for a population massively traumatised by experiences of the past weeks. The death toll in the "battle for Abidjan" is still unknown but clearly in the thousands. The death toll in the west is also probably over one thousand. Many people have witnessed and are still witnessing violence and abuse at close quarters.

After a DG ECHO comprehensive field assessment in April 2011, a three phase humanitarian aid strategy has been adopted:

- **Phase 1** is the current intensive emergency response to the crisis trying to reach the maximum of victims with the maximum assistance. Main sectors of activity are improving access to **health** services and clean **water, food** and **nutrition** assistance, **protection** activities especially to **reduce Gender Based Violence** and some **shelter** support to help the displaced and aid the return to their homes. **Cash for work and other cash transfer** activities are given a priority to assist households **re-establish self-sufficiency** and **reduce the risk of aid dependency**. This phase is being implemented over 3 to 6 months in Abidjan and perhaps longer in the west of the country where overall conditions are more difficult. The initial **DG ECHO EUR 30 million** emergency decision will be **fully contracted during this phase** with a phasing in of the second **EUR 30 million decision**.
- **Phase 2** will last from **6 to 18 months** as humanitarian agencies gradually **handover to local institutions** and government and **development aid funds start to flow**. A smooth transition requires the **early mobilisation of development funding** to replace the humanitarian funding in the water, health and food sectors. A key activity in this phase will be the **implementation with funding from**

appropriate development aid resources of effective disarmament, demobilisation and reinsertion (DDR) and security sector reform (SSR) strategies to remove armed fighters from the streets and villages and restore law and order.

- **Phase 3 is the full transition to long-term institutional funding and an exit for humanitarian aid.** This will be **easier to do in urban areas than in the west** where a **legacy of under and bad investment** in basic services and infrastructure has left much of the population with very **poor access to proper health care** and water. This **presumes the restoration of stability and the rule of law and the full resumption of the responsibility for the provision of basic services by the appropriate authorities.**

2. THE SCOPE OF THE HUMANITARIAN CRISIS AND EVOLVING SITUATION

The humanitarian situation remains very fluid and needs assessments require constant updating. Current estimates are that in Abidjan, it should be possible to wind down the intensive emergency phase over the next three months as a transition to longer term post-crisis funding becomes possible. However, in the west of Côte d'Ivoire, and especially the Moyen Cavally and 18 mountains regions, the humanitarian situation remains very serious following the fighting and violence over the last months. Several zones are still subject to violence, and humanitarian aid will be needed for a considerable period perhaps up to 12 months because of the level of destruction, insecurity, displacement of population and distrust within the population. The fact that fighting prevented farmers planting seeds risks creating high food insecurity and will be a factor in determining food availability and accessibility until the next agricultural season in 2012.

The already poor access to basic services in the west before the crisis has been aggravated as much of the social infrastructure has been looted or destroyed. Moreover the continued absence of many health workers or other officials responsible for the delivery of health, water or shelter makes the situation particularly difficult. Main sectors of concentration for humanitarian aid are health, water, food security, shelter, coordination and logistics.

The level of population displacement is still high, with over 130 000 refugees in neighbouring countries and an estimated 150 000 people still internally displaced. There are indications that the government is pushing for the early return of the IDPs and refugees to show normality. This needs to be handled carefully by the humanitarian community as the returns should be voluntary.

In the Abidjan area it is hoped that the emergency response phase will be short as the local authorities restore access to basic services. However, the economic consequences of the crisis have had a major impact on the poorest part of the population in Abidjan. Insecurity in the streets and the presence of armed fighters disrupted the informal economy and prevented many of the poorest for access to revenue generating activities. This lack of access to cash rather than lack of availability of food is the problem behind growing food insecurity in most urban areas. A number of ECHO partners intend to implement labour intensive projects in Abidjan and the west such as rubbish collection.

In Liberia, the refugees that remain in host villages or in camps will need assistance in health, water, food security, shelter, logistics and education.

3. PRIORITY NEEDS

IVORY COAST

Humanitarian aid continues to remain essential for now. Many people have no access to basic services. The full humanitarian caseload is in the hundreds of thousands. Humanitarian agencies ensure that the provision of medical assistance to the war-wounded, health facilities, food and access to clean water and sanitation for the displaced, shelter for those who have lost or who have had to flee their homes and protection for the most vulnerable especially women and children victims of abuse.

Assessments: DG ECHO has completed an extensive needs assessment in Cote d'Ivoire with 3 multi-sector teams covering the situations in Abidjan and in the west of the country and in Liberia. These assessments have confirmed the urgent need for an extra sustained emergency effort to continue to support the victims of the crisis and to help stabilise the situation in preparation for the arrival of longer term funding in the vital health and water sectors. A United Nations Disaster Assessment Coordination (UNDAC) mission team arrived recently in Ivory Coast to complete the needs assessment on behalf of the United Nations.

Priority sectors of need: The main sectors of humanitarian need remain access to health facilities and clean water. Some households especially in the west are food insecure having lost the planting season. Once the economic situation improves and the banks start functioning again, it is expected that the food security of urban populations will improve. Some households will need assistance returning to their homes

and to rebuild houses that have been destroyed in the fighting. UNOCI has reported that over 3000 people have been killed since the beginning of the crisis with thousands more wounded. There are numerous reports of continued human rights abuses, disappearances, extra-judicial arrests, rape and other sexual violence cases, forced displacements, restrictions in movement and mass graves.

LIBERIA:

While it is hoped that many of the over 120 000 refugees in Liberia will gradually return to the regions of origin, the current instability in Cote d'Ivoire and fear of revenge attacks mean that many will only do this when law and order has been restored and the reconciliation process has started. Care and maintenance operations to assist the refugees will therefore need to continue. It is to be noted that the refugees are in one of the most inaccessible and under developed parts of Liberia and that access to these regions to provide aid is very difficult especially in the rainy season which is about to start. The influx of refugees has also resulted in a drop in daily wages in the host areas which has further increased food insecurity. Within the refugee population 20 % of the children could be at risk of severe malnutrition.

Main sectors of humanitarian needs: Most villages in the border area already do not have adequate access to clean water or sanitation or health facilities. The rapid increase in the number of refugees in the border areas has aggravated this already major problem of poor access to clean water and health facilities. Water/sanitation facilities have to be installed in the different camps that have been planned with some water trucking also organised. Most of the refugees arrived with nothing and need basic non-food items like blankets, buckets, cooking utensils and plastic sheet. Food assistance is essential as they are currently dependent on host communities which were already not food secure. While some camps have been built to provide shelter for the refugees most have preferred to stay in the local communities. While this prevents the creation of large camp populations with the attendant problems, this is an extra burden on the already vulnerable host communities. With the extra caseload of refugees, a massive urgent increase in the capacity of local health structures is needed. Vaccination campaigns have started but extra vaccines will have to be purchased as a function of the number of refugees.

4. OVERVIEW OF EXISTING AND PLANNED EU ASSISTANCE FOR IVORY COAST, NEIGHBOURING COUNTRIES AND OTHER WEST AFRICAN COUNTRIES CONCERNED

DG ECHO was the first donor to respond to the crisis with a first allocation of funds of EUR 5 million on 22 December 2010 which was then increased to EUR 30 million through an amendment to the decision. These funds were allocated to fund humanitarian activities in Ivory Coast (EUR 17.5 million) and Liberia (EUR 12.5 million).

A further over EUR 33 million has been committed by Member States, including in-kind contributions.

Ivory Coast – EU Humanitarian Response	
Donor	Commitments in EDRIS (1)
Denmark	4 425 247 €
EU Budget	60 000 000 €
Estonia	55 000 €
Finland	1 500 000 €
France	2 687 000 €
Germany	3 158 899 €
Ireland	1 451 201 €
Italy	311 000 €
Luxembourg	65 000 €
Malta	124 949 €
Netherlands	300 000 €
Spain	1 890 149 €
Sweden	1 689 263 €
United Kingdom	15 593 768 €
TOTAL European Union	93 251 476 €

(1) EDRIS (previously 14 points) is the database managed by DG ECHO in which Members can report humanitarian aid contributions

These grants and pledges are well below the financial needs that have been identified. In particular, the UN has launched an Emergency Humanitarian Action Plan for Ivory Coast for USD 160 million excluding needs in Abidjan and another Emergency Humanitarian Action Plan (EHAP) for Liberia for USD 140 million.

5. USE OF THE REQUESTED REINFORCEMENT

The initial ECHO allocation of EUR 30 million (5 + 25) in an emergency decision to provide immediate humanitarian aid for the victims of the crisis is fully earmarked for ongoing aid operations in Ivory Coast and for the refugees in neighbouring countries.

With the continuation of the crisis and to provide a bridge to the medium and longer term funding that should be available early next year, further funding of EUR 30 million is now needed to maintain emergency operations to assist the most vulnerable and to start the Linking relief, Rehabilitation and Development (LRRD) transition to longer term aid and the resumption of local delivery of basic needs. It is proposed to mobilise this through a Humanitarian Implementation Plan with a start date of 1 May 2011. It is estimated that these extra funds will provide assistance to over 500 000 victims of the crisis in Ivory Coast and for 100 000 refugees in neighbouring countries especially Liberia.

The funds will be used to continue to ensure access to basic health care for the war wounded and for other victims of the violence and for those displaced by the fighting. The supply of medicines and equipment and the availability of trained health professionals will be essential. Continued access to clean water and sanitation is the second priority sector, especially in the west of the country where the water system has collapsed with many wells poisoned or contaminated by dead bodies. Many households in the west have also lost the planting season due to the fighting and are short of food in the hungry season. They will need food assistance until the next harvest opportunity. The over 25 000 displaced who are currently sheltering in mission compounds will need assistance to return to their villages and to rebuild their homes which in many cases were burnt to the ground. Finally, measures to try and protect civilians from attack and abuse and in particular the risk of Gender Based Violence (GBV) needs a special effort by humanitarian agencies with the continued presence of too many armed irregular militia acting with impunity.