

# E 4911

**ASSEMBLÉE NATIONALE**

TREIZIÈME LÉGISLATURE

**SÉNAT**

SESSION ORDINAIRE DE 2009-2010

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Reçu à la Présidence de l'Assemblée nationale  
le 9 novembre 2009

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Enregistré à la Présidence du Sénat  
le 9 novembre 2009

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

PAR LE GOUVERNEMENT,

À L'ASSEMBLÉE NATIONALE ET AU SÉNAT

**Proposition de virement de crédits n° DEC 49/2009 à l'intérieur de la section III - Commission - du budget général pour l'exercice 2009 (DNO).**

15267/09.





**CONSEIL DE  
L'UNION EUROPÉENNE**

**Bruxelles, le 5 novembre 2009 (05.11)  
(OR. en)**

**15267/09**

**FIN 418**

**NOTE DE TRANSMISSION**

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Origine:	Monsieur Algirdas ŠEMETA, membre de la Commission européenne
Date de réception:	4 novembre 2009
Destinataire:	M. Fredrik REINFELDT, président du Conseil de l'Union européenne
Objet:	Proposition de virement de crédits n° DEC 49/2009 à l'intérieur de la section III - Commission - du budget général pour l'exercice 2009 (DNO)

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Les délégations trouveront ci-joint le document de la Commission - DEC 49/2009.

p.j.: DEC 49/2009



# COMMISSION DES COMMUNAUTÉS EUROPÉENNES

BRUXELLES, LE 30/10/2009

BUDGET GÉNÉRAL - EXERCICE 2009  
SECTION III - COMMISSION TITRES 23, 40

## VIREMENT DE CRÉDITS N° DEC 49/2009

### DÉPENSES NON OBLIGATOIRES

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EN EUROS

#### ORIGINE DES CRÉDITS

**DU CHAPITRE** - 4002 Réserves pour les interventions financières

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

CE	- 45 000 000
CP	- 15 000 000

#### 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	15 000 000
CP	5 000 000

ARTICLE - 23 02 02 Aide alimentaire

CE	30 000 000
CP	10 000 000

Avec le présent virement DEC 49, la Commission propose de mobiliser la réserve d'aide d'urgence pour un montant total de 45 millions d'EUR en crédits d'engagement et de 15 millions d'EUR en crédits de paiement, afin de pouvoir répondre rapidement aux situations de crise suivantes:

- la crise humanitaire résultant des catastrophes en Asie du Sud-Est, qui nécessite le renforcement de la ligne consacrée à l'aide humanitaire (23.02.01) à hauteur de 15 millions d'EUR en crédits d'engagement et de 5 millions d'EUR en crédits de paiement;

- la crise alimentaire dans la corne de l'Afrique, qui nécessite le renforcement de la ligne consacrée à l'aide alimentaire (23.02.02) à hauteur de 30 millions d'EUR en crédits d'engagement et de 10 millions d'EUR en crédits de paiement.

Des informations complémentaires au sujet de l'utilisation des crédits demandés figurent à l'annexe.

## I. RENFORCEMENT

### I.A

#### a) Intitulé de la ligne

#### **23 02 01 - Aide humanitaire**

#### b) Données chiffrées à la date du 19/10/2009

	<b>CE</b>	<b>CP</b>
1A. Crédits de l'exercice (budget initial + BR)	504 531 000	504 531 000
1B. Crédits de l'exercice (AELE)	0	0
2. Virements Un renforcement de 24 millions d'EUR en crédits de paiement est prévu par le virement global (non encore adopté au stade actuel)	45 000 000	0
3. Crédits définitifs de l'exercice (1A+1B+2)	549 531 000	504 531 000
4. Exécution des crédits définitifs de l'exercice	479 506 636	396 992 334
<b>5. Crédits inutilisés/disponibles (3-4)</b>	<b>70 024 364</b>	<b>107 538 666</b>
<b>6. Besoins jusqu'à la fin de l'exercice</b>	<b>85 024 364</b>	<b>112 538 666</b>
<b>7. Renforcement proposé</b>	<b>15 000 000</b>	<b>5 000 000</b>
8. Pourcentage du renforcement par rapport aux crédits de l'exercice (7/1A)	2,97%	0,99%
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	n/a	n/a

#### c) Recettes provenant de recouvrement reportées (C5)

	<b>CE</b>	<b>CP</b>
1. Crédits disponibles en début d'année	1 676 756	610 168
2. Crédits disponibles à la date du 19/10/2009	372 274	0
3. Taux d'exécution [(1-2)/1]	77,80%	100,00%

#### d) Justification détaillée du renforcement

Pour une justification détaillée de l'augmentation des fonds destinés à l'aide humanitaire concernant la crise en Asie du Sud-Est, il convient de se reporter à l'annexe (point I).

## I.B

### a) Intitulé de la ligne

#### 23 02 02 - Aide alimentaire

### b) Données chiffrées à la date du 30/09/2009

	<b>CE</b>	<b>CP</b>
1A. Crédits de l'exercice (budget initial + BR)	230 025 000	230 025 000
1B. Crédits de l'exercice (AELE)	0	0
2. Virements Un renforcement de 10 millions d'EUR en crédits de paiement est prévu par le virement global (non encore adopté au stade actuel)	20 000 000	0
3. Crédits définitifs de l'exercice (1A+1B+2)	250 025 000	230 025 000
4. Exécution des crédits définitifs de l'exercice	227 500 000	178 925 850
<b>5. Crédits inutilisés/disponibles (3-4)</b>	<b>22 525 000</b>	<b>51 099 150</b>
<b>6. Besoins jusqu'à la fin de l'exercice</b>	<b>52 525 000</b>	<b>61 099 150</b>
<b>7. Renforcement proposé</b>	<b>30 000 000</b>	<b>10 000 000</b>
8. Pourcentage du renforcement par rapport aux crédits de l'exercice (7/1A)	13,04%	4,35%
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	n/a	n/a

### c) Recettes provenant de recouvrement reportées (C5)

	<b>CE</b>	<b>CP</b>
1. Crédits disponibles en début d'année	0	0
2. Crédits disponibles à la date du 30/09/2009	0	0
3. Taux d'exécution [(1-2)/1]	n/a	n/a

### d) Justification détaillée du renforcement

Pour une justification détaillée de l'augmentation des fonds destinés à l'aide alimentaire concernant la crise dans la corne de l'Afrique, il convient de se reporter à l'annexe (point II).

## II. PRÉLÈVEMENT

### a) Intitulé de la ligne

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

### b) Données chiffrées à la date du 30/09/2009

	CE	CP
1A. Crédits de l'exercice (budget initial + BR)	244 000 000	244 000 000
1B. Crédits de l'exercice (AELE)	0	0
2. Virements	-143 000 000	0
	<hr/>	<hr/>
3. Crédits définitifs de l'exercice (1A+1B+2)	101 000 000	244 000 000
4. Exécution des crédits définitifs de l'exercice	0	0
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<b>5. Crédits inutilisés/disponibles (3-4)</b>	<b>101 000 000</b>	<b>244 000 000</b>
<b>6. Besoins jusqu'à la fin de l'exercice</b>	<b>56 000 000</b>	<b>229 000 000</b>
<b>7. Prélèvement proposé</b>	<b>45 000 000</b>	<b>15 000 000</b>
8. Pourcentage du prélèvement par rapport aux crédits de l'exercice (7/1A)	18,44%	6,15%
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	n/a	n/a

### 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 30/09/2009	0	0
3. Taux d'exécution $[(1-2)/1]$	n/a	n/a

### 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, 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).

La mobilisation proposée de la réserve apportera une réponse rapide aux victimes (1) des catastrophes naturelles en Asie du Sud-Est et (2) de la faim et de la malnutrition dans la corne de l'Afrique. 15 millions d'EUR en engagements et 5 millions d'EUR en paiements seront virés sur la ligne 23 02 01 (Aide humanitaire) et 30 millions d'EUR en engagements et 10 millions d'EUR en paiements seront virés sur la ligne 23 02 02 (Aide alimentaire).



## I. THE NATURAL DISASTERS IN SOUTH EAST ASIA

### A) Implementation of the humanitarian aid budget line (23 02 01) in 2009

At 14 October 2009 the overall implementation rate of commitment appropriations of the Humanitarian Aid budget line within the Humanitarian Aid chapter was at 87%.

This high implementation rate is in conformity with the operational strategy and budgetary planning for 2009 established by the DG for Humanitarian Aid (DG ECHO).

A substantial part of the initially unallocated amount of the budget has already been used to intervene in new or worsening crises, such as the cholera outbreak in Southern Africa, additional humanitarian assistance to the vulnerable population in the Democratic Republic of Congo, the conflict in Pakistan, assistance to Rohingya refugees in Bangladesh and a series of small scale natural disasters resulting mainly from floods and hurricanes.

In order to cover the deteriorating situation in Somalia and Pakistan, a first request for reinforcing the Humanitarian Aid budget line (23 02 01) with €45 million in CA was approved by the Budget Authority in June 2009 (DEC 20).

Almost all remaining funds are allocated for already planned interventions to existing humanitarian crises, mostly for the Horn of Africa, and the corresponding funding decisions are being launched in the coming weeks. Taking into account the planned interventions the remaining available amount of commitment appropriations at 14 October is € 14.8 million on the budget line for Humanitarian Aid, left to intervene in new or worsening crises in the three month period between now and the end of the year (2 ½ months).

**In order to address the humanitarian needs following natural disasters in the South East Asia (the assessment of which has been finalised by the Commission by mid-October), a reinforcement of the Humanitarian Aid budget line (23 02 01) of €15 million in commitment appropriations and €5 million in payment appropriations is requested.**

Concerning the payment appropriations, the Commission makes a pre-financing payment between 50% and 80% at the start of the humanitarian operations. On the basis of the actual forecast most of the payment requirement can be covered with the actual budget also taking into account that a reinforcement of €24 million in payment appropriations was requested in the global transfer procedure.

### B) Context

South East Asia is one of the most disaster-prone areas in the world, particularly exposed to floods, flash floods, cyclones, typhoons, landslides, earthquakes, tsunamis and volcanic eruptions. The geopolitical area is characterised by large disparities in types of hazards and coping capacities. Local communities are vulnerable to all aforementioned hazards, while national capacities to cope are, considering the recurrence, severity and impact of natural disasters, generally insufficient. The loss of life and assets are significant both in social and economic terms. The collapse of local response capacities following a major calamity and the additional resources subsequently required for the recovery contribute to a substantial erosion of the development gains made in recent years. Natural exposure to hazards is now further aggravated by climate change, which is increasingly responsible for the current escalation in number and scope of hydro-meteorological disasters. The vulnerability profile of the countries in this region is also worsening due to increasing soil and land exploitation, urban migrations, erosion of traditional coping mechanisms and growing fragility towards potential pandemics.

The exceptional series of cataclysms affecting the Philippines, Vietnam, Laos, Cambodia and Indonesia in September-October 2009 and their devastating consequences on the affected populations confirms the situation depicted above.

### **C) Why are new funds necessary for humanitarian actions in South East Asia?**

On 26 September the Philippines were hit by Tropical Storm Ketsana, which provoked unprecedented flooding in and around the capital, Manila, forcing more than 600,000 people to displacement. Ketsana subsequently accelerated into a full-blown typhoon as it crossed the South China Sea, causing vast structural damage in Vietnam, Cambodia and Laos (30 September); torrential rains and flooding affected over 1.5 million people. Over the next two days, Sumatra (Indonesia) was struck by a 7.6 magnitude earthquake killing hundreds and leaving many thousands without shelter. In response to these catastrophes, DG ECHO released funds for immediate relief activities (€3million for Sumatra, €2million for the Philippines, €2million for Vietnam, Cambodia and Laos). In parallel, humanitarian experts of the Commission were immediately mobilized to assess needs in the worst-hit locations, with a view to possible follow-up humanitarian support. On the basis of these field assessments, conducted in coordination with relevant stakeholders and mandated international relief agencies, additional assistance is required, the scale of the disaster being such that local capacity and international response have not so far been able to meet all the humanitarian needs.

### **D) Priority Needs and use of funds**

The funds allocated by the Commission so far to the affected countries in South East Asia have managed to respond to the first and most basic relief needs - such as water, food and emergency shelter - of the worst-hit populations. They were however insufficient to cover all the beneficiaries and all the emerging needs, in particular as far as health, emergency housing rehabilitation and early recovery of minimum livelihood conditions are concerned, notably for the most vulnerable and remote areas which have remained inaccessible to external aid in the immediate aftermath of the disasters. The substantial gap between needs identified and the response offered so far at national and international level requires a further allocation of resources.

DG ECHO has already provided first emergency assistance and intends to use the additional funding to address the following aid sectors:

- In the Philippines: support to logistics, including telecommunications, support to transport, including by air, food assistance, emergency sanitation, access to clean water, shelter and non food items, health care, medical supplies, coordination.
- In Vietnam, Cambodia and Laos: Provision of safe water supply (water treatment, restoration of water systems), restoration of minimum sanitary and hygiene conditions, provision of food and nutritional complements, distribution of non-food relief items, support to logistics and transport of relief items, emergency housing rehabilitation, emergency livelihood recovery, short-term support in the education sector and in the health sector.
- In Indonesia: shelter assistance (tents, tarpaulins, tools...) and emergency housing rehabilitation, clean water (bottled water, water trucking), sanitation facilities, including in evacuation centres; non-food items including blankets, mats, mosquito nets, hygiene items, kitchen tools, and clothes; health care including medical supplies, mobile clinics, technical assistance for surgery, orthopaedic care; food assistance; logistics, including assistance to transport of relief goods, telecommunications and mapping, coordination.

The main potential recipients of this additional funding will be international NGOs signatory to the Framework Partnership Agreement with DG ECHO, members of the Red Cross movement, UN agencies signatory to the EC/UN Financial Administrative Framework Agreement (FAFA) specialised in humanitarian aid (e.g. WHO).

## **II. THE FOOD CRISIS IN THE HORN OF AFRICA**

### **A) Implementation of the food aid budget line (23 02 02) in 2009**

At 14 October 2009 the overall implementation rate of commitment appropriations of the Food Aid budget line within the Humanitarian Aid chapter was at 91%.

This high implementation rate is in conformity with the operational strategy and budgetary planning for 2009 established by the DG for Humanitarian Aid (DG ECHO).

A substantial part of the initially unallocated amount of the initial budget has already been used to intervene in new or worsening crises, such as assistance to the victims of the drought in the Palestinian Territories and Syria, additional food assistance to the vulnerable population in the Democratic Republic of Congo, the conflict in Pakistan, the Food security situation in the Horn of Africa, the worsening nutritional situation in the Sahel and the rodent outbreak in Northern Laos and Bangladesh.

In order to cover the deteriorating situation in Somalia and Pakistan, a first request for reinforcing the the Food Aid budget line with €20 million in CA was approved by the Budget Authority in June 2009 (DEC 20). Almost all remaining funds are allocated for already planned interventions to existing humanitarian crises, mostly to the Horn of Africa, and the corresponding decisions are being launched in the coming weeks. Taking into account the planned interventions the remaining available amount of commitment appropriations at 14 October is of € 0.5 million on the budget line 23 02 02 Food Aid, to intervene in new or worsening crises in the three month period between now and the end of the year.

The Commission is increasingly receiving information of potential beneficiaries faced with the severe worsening of the food security situation in the Horn of Africa.

So far, the Commission has allocated € 118.5 million in humanitarian assistance to the Horn of Africa: € 69 million was initially allocated (humanitarian and food aid); a reinforcement of € 20 million in respect of Somalia was granted from the Emergency Aid Reserve; € 23.5 million was drawn from the available amounts for humanitarian assistance in the B-envelopes of the 10<sup>th</sup> European Development Fund and an additional € 6 million were allocated from within the humanitarian aid budget.

COUNTRY	Initial budget 2009 (as decided for the Operational Strategy)			ACTUAL IMPLEMENTATION AT 14/10/2009 (commitment appropriations)			
	HUM.AID	FOOD AID	TOTAL	HUM.AID	FOOD AID	EDF	TOTAL
Eritrea	4 000 000		4 000 000	1 000 000			1 000 000
Ethiopia	5 000 000	10 000 000	15 000 000	6 000 000	10 000 000	10 000 000	26 000 000
Kenya	3 000 000	5 000 000	8 000 000	3 000 000	16 000 000	8 000 000	27 000 000
Somalia	13 000 000	5 000 000	18 000 000	33 000 000	5 000 000		38 000 000
Uganda	12 000 000	2 000 000	14 000 000	12 000 000	2 000 000	5 475 000	19 475 000
RDPP (Regional Drought Preparedness Programme)	10 000 000		10 000 000	10 000 000			10 000 000
<b>HORN of AFRICA</b>	<b>47 000 000</b>	<b>22 000 000</b>	<b>69 000 000</b>	<b>65 000 000</b>	<b>33 000 000</b>	<b>23 475 000</b>	<b>121 475 000</b>

According to the needs assessment, an additional € 30 million is required to support humanitarian organisations to deal with the acute malnutrition in the Horn of Africa and specifically in four countries: Ethiopia, Kenya, Somalia and Uganda.

**In order to address the remaining humanitarian needs in the Horn of Africa (the assessment of which has been finalised by the Commission by end of September), a further reinforcement of the Food Aid budget line (23 02 02) of €30 million in commitment appropriations and € 10 million in payment appropriations is requested.**

Concerning the payment appropriations, the Commission makes a pre-financing payment between 50% and 80% at the start of the humanitarian operations. On the basis of the actual forecast most of the payment requirement can be covered with the actual budget also taking into account that a reinforcement of €10 million in payment appropriations was requested in the global transfer procedure.

## **B) Context**

Climate change and more frequent natural disasters have substantially increased the risk of hunger and malnutrition, especially in the poorest parts of the world and in particular in Africa. Some of the most critical impacts of climate change have been felt on food security, meaning reduced availability of calories and increased child malnutrition.

Poor 2009 crop prospects in the Horn of Africa following below-average rains, combined with conflicts and displacements, high food and fuel prices, and livestock diseases are aggravating an already serious food insecurity situation in the region. Nearly 20 million people currently depend on food assistance in the region. This number may increase as the dry season progresses with particularly the marginal farmers, the pastoralists and the low-income urban dwellers being affected by increasing hunger.

Given low household purchasing power, a worsening of the overall food security situation can be expected. For pastoralists, lack of adequate pasture has worsened livestock conditions and reduced market prospects, impacting their incomes and ability to access staple foods. Moreover, reproduction rates of livestock have suffered from successive poor seasonal rains since 2007, making the recovery of the pastoral livelihood systems more difficult and worsening long-term food insecurity.

## **C) Why are new funds necessary for humanitarian action for the Horn of Africa?**

Four countries of the Horn of Africa will benefit of these additional funding: Ethiopia, Kenya, Somalia and Uganda, with a special focus on Ethiopia and Kenya.

In Ethiopia, production of the secondary "*belg*" season crop is estimated at levels well below average. Scarce rains have resulted in crop losses of up to 75 percent in some of the hardest hit areas. With an estimated 6.2 million people requiring emergency food assistance, World Food Programme (WFP) shortfalls in the September 2009 – February 2010 pipeline will be 497,000mt (€ 270 million), including outstanding repayment of WFP advance financing loans 2010. As full rations could not be met by the current stocks, WFP had decided to cut rations for 6.2 million beneficiaries for the fifth round of distributions. Acute malnutrition continues to rise in many regions. UNICEF estimates that 242,000 children under the age of five from 309 districts in Ethiopia will suffer from severe acute malnutrition this year. Between January and May, an estimated 126,000 children received treatment for severe acute malnutrition. The rates of admission to Therapeutic Feeding Programmes due to malnutrition are still increasing.

In Kenya, the arid and semi-arid lands have suffered their fourth consecutive poor rains season translating into failed harvest and loss of livestock for nomadic herders. Pastoralists are highly vulnerable. Long rains assessment (released 31 August 2009, Kenya Food Security Steering Group) findings indicate that 3.8 million pastoralists, agro-pastoralists and marginal agricultural farm households require urgent humanitarian food assistance (an increase of 1.2 million). In the seven most affected districts, WFP plans to increase the number of beneficiaries. In a press release dated 21 September 2009, WFP stress that it has only received 8% of the €200 million needed to feed 3.8 million people over the next six months. Global acute malnutrition rates are above WHO emergency threshold of 15%. In the 9 districts Famine Early Warning Systems (FEWS) rated "extremely" and "highly" food insecure, number of malnourished children will reach 120.000.

According to Food Aid Organisation's (FAO's) Food Security and Nutrition Analysis Unit, Somalia is facing the worst humanitarian crisis in 18 years, with approximately half the population - an estimated 3.6 million people - in need of emergency livelihood and life-saving assistance. This includes 1.4 million rural people affected by the severe drought, about 655 000 urban poor facing high food and non-food prices, and 1.3 million internally displaced people, a result of escalating fighting and conflict.

In Uganda, production of 2009 first season crops, completed in early August, is forecast at well below average levels, representing the fourth successive poor harvest. In the Acholi region of northern Uganda, first season cereal and pulse production is estimated about 50 percent below the average. This limits households' ability to replenish food stocks and improve their food security situation following several years of displacement due to civil insecurity. More than one million people are estimated to be food insecure. This number may increase as the hunger season progresses until mid-November.

#### **D) Priority needs and use of funds**

The funds allocated by the Commission so far for the Horn of Africa, even if substantial (€118 million), are not sufficient to cover the huge humanitarian needs of the region. There is a substantial financial gap in term of food aid and nutrition interventions to be supported in response to the on-going drought-related crisis. In addition, other sectors - like emergency food security, health and water and sanitation - are targeted to provide a comprehensive and coherent response to the needs of the most vulnerable populations of the Horn of Africa.

The main beneficiary of these additional funding will be the World Food Programme, which is facing to huge shortfalls (€470 million only for Ethiopia and Kenya for the next six months) to implement its relief and nutrition programmes. Moreover, other international and non-governmental humanitarian organisations will be eligible to receive financial support through these funds for their programmes.