



Humanitarian Aid Decision

23 02 01

Title: Humanitarian aid for the victims of the Chechnya conflict

Location of operation: RUSSIA

Amount of decision: EUR 22,500,000

Decision reference number: ECHO/RUS/BUD/2005/01000

Explanatory Memorandum

1 - Rationale, needs and target population:

1.1. - Rationale:

In spite of what is officially claimed, more than five years after the beginning of the second conflict in Chechnya, in autumn 1999, the situation has not normalised. On the contrary, the situation remains unstable and volatile, with insecurity spreading to other republics of the Northern Caucasus.

The situation in Chechnya has been extremely tense for the last months. Fighting goes on in a number of areas and the rebels have significantly increased their operations against the federal and Chechen pro-Moscow forces in the first half of 2004, particularly with the assassination of pro-Moscow President Kadyrov, in May 2004. In parallel to the fighting, human rights violations by law enforcement structures, which include arbitrary arrests, abductions and extra-judiciary executions of civilians, continue to be reported on a regular basis by human rights organisations. Figures on the number of people missing in Chechnya in 2004 vary : an official source in the Chechen government reported that 500 people had been abducted (50% higher than a year before), and the respected human rights organisation "Memorial" cited 396 people missing, though recalling that it can monitor only 25-30% of the Chechen territory and that therefore the actual figure might be three to four times higher.

A new development in recent months has been the increase in terrorist attacks in Russia and the confirmation of the spillover of the conflict, notably to Ingushetia and North Ossetia, with the raid of 21 June 2004 against law-enforcement structures in Ingushetia which left 90 people dead, and the hostage-taking in a school in Beslan in September, which ended with hundreds of people dead, half of them children. Other operations took place in Daghestan and, to a lesser extent, Kabardino-Balkaria. The operation in Ingushetia, which came as a surprise in a republic which so far had remained relatively quiet (although the recent trend had showed similar patterns of disappearances and extra-judicial killings as in Chechnya), had a very strong impact on the population. It also led to an increased tension between Ingushetians and

Chechens, until it became clear that the operation had been organised to a large extent internally by Ingush people, albeit with the support of Chechen rebels, under the coordination of Shamil Bassaiev. The fact that 40 people from within the Ministry of Interior participated in the raid against their own colleagues is particularly worrying, as it points to a real fragility of the law-enforcement structures.

The hostage-taking in Ossetia has the potential to seriously exacerbate the already fragile ethnic relationship between Ingush and Ossets. The latter were engulfed in a short conflict in 1992 over the disputed territory of Prigorodny which borders Ingushetia and was populated by many Ingushetians. Most of them had to leave their homes and find refuge in Ingushetia, where some 20,000 of them are still displaced. Despite recent talks between the two governments, there has not been any durable settlement so far and the return of Ingushetians to their homes of origin is still a burning issue. The tension has been high ever since September but so far has not degenerated into a renewal of the conflict as was feared.

The operations in Ingushetia and North Ossetia, as well as other recent terrorist attacks in Russia outside the region (explosion of two planes on 24 August, bombing near a Moscow metro station on 31 August), show that the Northern Caucasus and the rest of the country are not immune from the spillover of the unresolved Chechnya conflict, in the context of a multiplication of militant groups which seem to be acting in an autonomous way and where the radical Islamic component appears to be gaining ground.

In Chechnya, living conditions for the population continue to be dire, particularly in Grozny, where little reconstruction has taken place. Shelter conditions are abysmal, with the majority of people accommodated in makeshift apartments in bullet-ridden and half-bombed buildings with no running water and irregular electricity. A number of private houses have undergone minor rehabilitation thanks to international organizations and self-help but none of the numerous apartment buildings have been reconstructed. As for daily life, people continue to depend on State allowances, humanitarian aid and indebtedness, in a context where job opportunities are scarce (some 70% of the active population is unemployed, according to official sources).

In spite of the difficult environment, people continue to return to Chechnya, partly due to the deterioration of the security and protection situation in Ingushetia, where IDPs from Chechnya have been under pressure to go back to their republic last summer. People also return out of displacement fatigue, after more than five years, or in order to receive compensations for lost housing. Apart from insecurity, which is their first concern, the problem currently facing IDPs who return to Chechnya is the lack of accommodation. While local authorities had been eager to open Temporary Accommodation Centres (TACs) in order to accommodate IDPs coming back from closing tented camps in Ingushetia, there is currently no place to go back to for IDPs whose house was destroyed. TACs are overcrowded and there is no plan for commissioning new buildings. IDPs who return can either stay with relatives, which most of them do, or rent a room in the private sector, which is increasingly difficult, if not impossible, to find. Some of them eventually decide to go back to Ingushetia or find refuge elsewhere because of the situation in Chechnya (notably in the EU where people from the Russian Federation, i.e. Chechens, have become the first group of asylum seekers).

The number of Chechen IDPs in Ingushetia, which the international community strives to protect and assist, has been decreasing throughout 2004. There were 66,996 registered in UNHCR/DRC database as of 31st December 2003 and only 35,170 at the end of 2004. Of this total, 12,399 persons live in temporary settlements and 22,771 persons in the private sector. In addition, there are 9 to 10,000 IDPs in Daghestan.

1.2. - Identified needs:

Hundreds of thousands of people are still currently relying on humanitarian assistance provided by the international community. The population in Chechnya and those who are displaced are still traumatised by past and ongoing violence and lawlessness. The prevailing insecurity continues to affect families and hampers community development and the restoration of peace. Humanitarian needs are various and remain complex, and they have evolved throughout the years.

With the return of IDPs to Chechnya and the closure of tented camps and of some spontaneous settlements in Ingushetia, some activities have been phased down or terminated in Ingushetia. In parallel, the need for assistance inside Chechnya has increased dramatically. Therefore, most of the funding allocated to the Northern Caucasus area is now directed toward Chechnya.

Living conditions

Although the federal government's contribution towards the recovery of Chechnya has increased last year in comparison to previous years, the humanitarian situation remains precarious. People still suffer from insecurity and violence against civilians, unemployment and the lack of opportunities. They are tired of moving from one place to another. Insecurity and the lack of stability are factors which continue to traumatise heavily the population, particularly women and children.

Many families are hoping to receive the promised federal compensations for lost housing, but the whole process is extremely slow and reported to be marred with frauds, with people having to pay a 50% bribe to get the money. Payments have accelerated in the last months but will probably continue into most of 2005. According to official figures, as of December 2004, 105,000 applications for compensations had been submitted to the Chechen government but only 30,166 were paid, and these figures have to be treated with caution.

In general, although billions of rubles have been committed to Chechnya on paper (for 2005, the federal budget is announced to be over 11 billions rubles, i.e. more than €300 million), there is still no clear evidence of reconstruction of infrastructures in Chechnya. People claim that corruption is the major issue facing the reconstruction of the republic.

Therefore, people remain highly dependent on international humanitarian assistance. This assistance plays an important role in the improvement of their standards of living, which are currently extremely low.

Basic food and non-food items (clothes for children, household and hygienic items) are of dire necessity. Most families are deprived of those items and because of the lack of work opportunities and income, they cannot afford to buy them. However, although direct food aid continues to be a valuable contribution to the household economy, there is a need for further targeting. The reduction in the number of

beneficiaries of direct food assistance needs to continue and to be carefully implemented, while in parallel other activities will be phased in or increased, such as school feeding (already in place), food for work or distribution of seeds and livestock, which are sustainable and do not create such dependency.

Water and sanitation activities continue to be crucial in reducing the risk of water-borne and infectious diseases in Chechnya. The government is hardly present in this sector, especially in Grozny, where there is no running water, even in hospitals. Filtered, drinkable water has to be brought by trucks and is still currently provided by the international community. Therefore, it is time for a stronger involvement of local water authorities to be encouraged by the donor community. Needs for garbage and sewage collection are also high - under 15% of the city residents are covered by an organised system of garbage collection. In Ingushetia, water and sanitation programmes will also have to be maintained as long as there will be IDPs in collective settlements.

In the **shelter** sector in Chechnya, there are vast needs in terms of reconstruction, especially in Grozny, a city which used to host 400,000 inhabitants and where no apartment buildings have been reconstructed so far. The current population is estimated to be around 90 to 100,000 people. The reconstruction of apartment buildings and destroyed houses is an issue for the government to tackle. In parallel, however, there are urgent needs for basic rehabilitation in houses which are not totally destroyed and which donors could answer. This is the case for those families who are not able to live there and are not eligible for compensations. These families could receive shelter materials which would allow them to secure a dry-room in the house. In Ingushetia, shelter repairs and improvements need to be done in a certain number of spontaneous settlements and the programme initiated by ECHO last year in the private sector, which consists in rehabilitating part of a house in exchange for a family to host IDPs, should continue, as it has proved successful so far.

Needs in the **health** sector persist in Chechnya, although their nature has changed. Health services continue to lack equipment and medicine but there is now some involvement from the government in this field, e.g. in the delivery of medicine, even if this is still very basic. The health expenditure per capita, based on the budget of the Chechen Ministry of Health, is EUR 31,6, as opposed to EUR 314 for the Russian average. Therefore, the type of assistance should gradually evolve but the total amount should not decrease. The volume of direct assistance (drugs and consumables) should be progressively brought down, especially in a few big structures, but other activities should be strengthened : delivery of specific equipment, emergency rehabilitations and training. The support to orthopedic activities, especially for children, needs to continue as well. Needs are increasing in the urban areas with high IDPs/ returnees concentrations (Grozny Oktiabrsky and Staropromislovsky districts), where primary and secondary health structures are saturated, as is the case for the central maternity in Grozny. In parallel, as physical access of the population to primary health structures is improving in some regions (Nozhay Yurt, Urus Martan), there is an urgent need for more support to the primary health sector in those rural areas in 2005 (basic rehabilitation, equipment and training).

In general, because of the poor living conditions, the health status of the population continues to be extremely low, with many stress-related illnesses, including among young children, widespread respiratory and gastro-intestinal infections as well as anaemia among women and children and a high rate of tuberculosis. Data collected in

2004 by WHO show stagnating, if not deteriorating, indicators as compared to 2003. The infant mortality rate (28,9) is more than double that of the Russian Federation (13,3 on average). Perinatal mortality is reported to be 26,1/1000, as opposed to 12,08 in the rest of the Russian Federation.

Facilities in Chechnya are too basic to be able to answer complex cases, hence the need to continue, in addition to supporting local structures, the support of a referral system in order to allow the most difficult cases to be treated outside the republic, in the rest of the Russian Federation. It is also necessary to continue to support the main hospitals in Ingushetia and Daghestan in order to make sure that IDPs have access to health care. However, mobile health clinics in Ingushetia need not be supported any longer, as the IDP population has drastically decreased and does not justify a parallel system any longer.

Protection

In a context where the civilian population is directly affected by the conflict and where severe human rights violations continue to take place, the **protection of civilians** must be maintained and prioritised in all three republics, especially with regard to legal aid. The level of violence implicating civilians, e.g. abductions, torture, disappearances, remains the main challenge of the humanitarian intervention in this context. Protection activities through mandated organisations such as ICRC and UNHCR should continue and strive to enhance the capacity building of local organisations and initiatives. The respect of International Humanitarian Law, in particular the Geneva Conventions, should continue to be advocated. However, the difficulty of access by protection agencies to the conflict-affected population remains a major issue and has not improved so far, leaving the population in Chechnya largely unprotected.

Since pressure on IDPs to return continues to be high, there is a need to ensure that this return is exclusively voluntary. Therefore, IDPs have to be made aware of their rights to stay in Ingushetia if they so wish and their rights have to be defended in courts.

Non material needs

After several years of disruption of **education** and a widespread destruction of facilities, there are vast needs in the educational sector, where the Chechen government is investing little money. The priorities are the reconstruction of facilities (which should be the task of the government) and the equipment of the classrooms in Chechnya, as well as the provision of books in Chechnya, Ingushetia and Daghestan and the running of parallel schools or the strengthening of local schools for IDP children in Ingushetia and Daghestan. An assessment made in 2002 by the Ministry of Education and UNESCO in Chechnya showed that 38 schools were completely destroyed, 231 needed to be fully reconstructed, 50 needed major repair and 50 minor repairs. Only two schools were still intact. The lack of kindergardens is also problematic and needs to be addressed, in particular in order to give children basic skills in Russian and allow them to successfully follow primary education. The facilities set up in Ingushetia need to be continuously supported, although their number is decreasing with the departure of IDPs.

Because of the war, many adolescents have been out of school for years, whether in Chechnya or in Ingushetia, and therefore are in urgent need of vocational training in order to be able to acquire some skills to be able to find work later.

The extent of war-related psychological disorders is such among the population in both Chechnya and Ingushetia that **psycho-social assistance** is crucial, especially among children and adolescents. A study led by WHO in 2002 found more than 70% of the population to be affected.

Because of the presence of mines, there is also a continued need for **mine-risk education**, especially in schools. Mines have been and continue to be highly used and the degree of contamination by unexploded ordnance is also high. According to UNICEF, 720 people have been killed by mines and unexploded ordnance and 2,404 have been injured from 1995 to September 2004, of which 20% were children under 18. Considering the limited size of the population, the incident level is higher than that recorded in other mine-affected countries such as Afghanistan, Angola and Cambodia. Moreover, due to the difficulty of collecting data in Chechnya, these figures are likely to represent only a part of the total.

Security and coordination

Considering that Chechnya is one of the most dangerous humanitarian contexts in the world, it is also important to reinforce the security set-up for the humanitarian community.

There is a general need to represent the international community with the federal and local authorities for issues such as access and humanitarian space as well as to ensure the proper coordination of international humanitarian aid efforts.

1.3. - Target population and regions concerned:

ECHO will try to answer the needs as well as it can, considering the problems in access to some regions (the mountainous South) and the limited number of partners in the region.

The target population for the distribution of food and non-food items includes the most vulnerable people living in Chechnya (local and IDPs), Ingushetia (IDPs from Chechnya) and Daghestan (IDPs from Chechnya). These people are identified through a database constantly updated by the Danish Refugee Council with ECHO funding, as well as through the ICRC's, the WFP's and ACF's databases in the different regions of Chechnya.

For the food, the total target population will be around 375,000 beneficiaries : 10,000 people in Southern Chechnya, some 250,000 people in both Central Chechnya and Daghestan, 35,000 people in Ingushetia, including 1,800 children under 2, and school-feeding for 80,000 pre- and primary school children in Ingushetia and Chechnya.

For non-food items, 10,000 households will be targeted in Ingushetia, Chechnya and Daghestan.

Water and sanitation as well as health assistance are directed towards the whole IDP population in Ingushetia/Daghestan (around 45,000 people potentially) as well as the local population in Chechnya (potentially 750,000 people).

Shelter programmes are directed towards the most vulnerable IDPs in Ingushetia who are in need of alternative shelter (the number of rooms constructed will depend on authorisations given and may reach from several dozens to 150). ECHO will continue to support the basic rehabilitation of rooms in Chechnya in houses which are not completely destroyed.

Some specific programmes are targeted towards children and adolescents : health programmes (mother and child health) in Chechnya and Ingushetia, food aid (specific

food for IDP babies 4-24 months old in Ingushetia and Chechnya), primary education, psycho-social/vocational training projects, mine awareness and distribution of clothes. Other programmes are targeted specifically towards the victims of landmines and other handicapped people (rehabilitation, prosthesis equipment). Protection activities target the whole population in Chechnya, in particular IDPs and returnees, as well as IDPs in Ingushetia and Daghestan.

1.4. - Risk assessment and possible constraints:

The security in the Northern Caucasus has further deteriorated in the past few months, including in Chechnya since spring 2004. All the republics of the region have faced rebel attacks recently and if this trend were to be confirmed, it could have wide humanitarian consequences. It is very difficult to predict the evolution of the security situation in the region, which is very tense now.

The successful implementation of humanitarian programmes will be, as always, linked to security and access to Chechnya and to the region in general. Access to Chechnya has been easier in 2004 until spring for the UN and some new regions have become accessible to humanitarian workers, but the growing insecurity might reverse this trend. In addition, the risk of kidnapping continues to be as high in the whole region. A UN Headquarters Security Mission took place in December and its recommendations for the frequency of UN missions to Chechnya will be known soon.

Access to the Northern Caucasus in general could be severely constrained if insecurity was to continue, as is expected, to spill over into all republics of the Northern Caucasus. Humanitarian organisations are currently working on a remote control system, most of them (notably the UN) based in Ingushetia or/and in Ossetia. If Ingushetia was to be confirmed as a target of rebel attacks, this could hamper the operability of ECHO partners. Following the attack of 21 June in Ingushetia, some partners (the UN) were already thinking of relocating their main base to Vladikavkaz and coming to Nazran only on a daily basis, but this strategy could be jeopardised now that North Ossetia is no more immune to insecurity. There could, therefore, be a serious problem of access to the beneficiaries if insecurity continues to increase in the whole region.

In addition to insecurity, obstructionism to the work of humanitarian agencies and staff by the federal and local authorities could hamper the delivery of humanitarian aid. Lately, several NGOs have either encountered problems in re-registering or have been visited by law-enforcement agencies who asked details about their staff. There have also been visa problems for ECHO staff. This happens at a time when Russian authorities have announced that there would be no more Consolidated Appeal Process for the UN and are actively trying to convince the international community that there is no need for humanitarian aid any longer but rather for development aid. While acknowledging that TACIS could cautiously play a role in the Northern Caucasus at large, ECHO disagrees with this analysis and recommends that humanitarian aid be maintained as long as there are needs deriving from the conflict. It is likely that if TACIS phases in, the two instruments of the Commission will co-exist for some time in the region.

As far as the monitoring of operations in Chechnya and Ingushetia by ECHO staff is concerned, it will continue to be done through a remote control system from Moscow, with as frequent travel as possible to the Northern Caucasus, depending on the situation, and hopefully with more frequent visits to Chechnya itself if security

allows. ECHO, unfortunately, has not been allowed to open an office in Nazran, Ingushetia, and considering the security situation, there is no prospect for opening an office in Grozny for the moment.

2- Objectives and components of the humanitarian intervention proposed:

2.1. – Objectives:

Principal objective :

To improve the humanitarian situation of the victims of the conflict in the Northern Caucasus

Specific objectives :

- To improve the living conditions of people affected by the conflict
- To improve the protection of the population
- To improve the educational and psycho-social state of the population, especially the youth
- To enhance the security environment of humanitarian agencies and improve the coordination of humanitarian assistance
- To maintain a technical assistance capacity in the field, to assess needs, appraise project proposals and to coordinate and monitor the implementation of operations

2.2. - Components:

- **Improvement of the living conditions :**

Targeted basic and supplementary food as well as non-food items will be distributed in the three republics, along with seeds and tools in Ingushetia and Chechnya and livestock, if possible, in Chechnya.

Shelter rehabilitation (one dry room) will be conducted in a small number of private houses in Chechnya. Alternative shelter will be built for IDPs in Ingushetia, if local and federal authorities agree to it.

Water and sanitation programmes in all three republics will continue to be supported, including the provision of clean and potable water to the population in Grozny and to institutions in the rest of the republic.

In Chechnya, partners will seek to improve the access to and the quality of primary health care through support to selected medical structures, especially structures for children and for mothers, as well as the quality of surgical and traumatological care in the central hospitals. ECHO will seek, as much as possible, to extend its support to locations other than Grozny. In Ingushetia, ECHO will continue to support the main hospital in Nazran. In Daghestan, ECHO will continue to support the main hospital in Khassaviurt. Victims of mines and handicapped people will benefit from specific rehabilitation programmes.

- **Protection, education and psycho-social assistance:** 35,000 IDPs in Ingushetia and around 9-10,000 IDPs in Daghestan as well as the whole population of Chechnya will potentially be covered by protection activities focusing on legal aid and information on their rights.

The primary education of children will be supported in Chechnya, Ingushetia and Daghestan, as well as child-friendly spaces and kindergardens. Adolescents and young adults will benefit from psycho-social support and vocational training activities

in Ingushetia and in Chechnya. The population in Ingushetia and Chechnya, especially children, will benefit from mine-risk education.

- **Security and coordination** : UNSECOORD will continue to be supported in its efforts to enhance the general security environment for humanitarian workers. Continued support will also be given to OCHA for its coordination role and advocacy for the preservation of humanitarian space and access to the beneficiaries.
- **Technical assistance** : In order to maximise the impact of the humanitarian aid for the victims, the Commission will **maintain** an ECHO support office located in Moscow. This office will appraise project proposals, co-ordinate and monitor the implementation of humanitarian operations financed by the Commission. The office will provide technical assistance capacity and the necessary logistics for the achievement of its tasks. The Commission will continue to lobby for the opening of an antenna in Nazran, Ingushetia. ECHO staff will increase their presence in Ingushetia and Chechnya, access and security permitting.

Activities are fully in line with ECHO's strategic objectives, with a strong component in the water sector and extensive support to children.

3 - Duration foreseen for actions within the framework of the proposed decision:

The duration for the implementation of this decision will be **18** months.

Humanitarian operations funded by this decision must be implemented within this period. They will start at different dates : ICRC will start on January 1st, a number of them will start on April 1st and have a 6 to 12 month duration, while others will start only later in the year, since they are currently funded under the previous decision. Hence the need for a long duration of the decision.

Expenditure under this Decision shall be eligible from **01/01/2005** in order to allow a programmatic funding of ICRC's assistance and protection activities over the full year.

Start Date : **01/01/2005**

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 decision.

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. The procedure established in the general conditions of the specific agreement will be applied.

4 –Previous interventions/decisions of the Commission within the context of the crisis concerned herewith

Since the beginning of the current crisis, in 1999, approximately EUR148 million have been allocated, through ECHO, to operations in favour of the victims of the Chechnya conflict, making the EC the largest donor in the area.

The entire funds under previous decisions have already been earmarked for specific operations. All the funds have been committed and contracted, except for the decision ECHO/RUS/210/2004/02000, still currently in force, for which remaining funds will be contracted in the next few weeks and for which partners and projects have already been selected.

List of previous ECHO operations in RUSSIA				
Decision number	Decision type	2003 EUR	2004 EUR	2005 EUR
ECHO/RUS/210/2003/01000	Non Emergency	16,500,000		
ECHO/RUS/210/2003/02000	Non Emergency	9,500,000		
ECHO/RUS/BUD/2004/01000	Non Emergency		16,500,000	
ECHO/RUS/BUD/2004/02000	Non Emergency		10,000,000	
ECHO/RUS/BUD/2004/03000	Non Emergency		2,000,000	
Subtotal		26,000,000	28,500,000	0
Total (y-2)+(y-1)+(y)		26,000,000	28,500,000	0

Dated : 26/01/2005
Source : HOPE

5 - Other donors and donor co-ordination mechanisms

Donors in RUSSIA the last 12 months					
1. EU Members States (*)		2. European Commission		3. Others	
	EUR		EUR		EUR
Austria	143,000	ECHO	28,500,000		
Belgium	0	Other services			
Denmark	653,722				
Finland	1,800,000				
France	250,254				
Germany	1,433,000				
Greece	0				
Ireland	200,000				
Italy	0				
Luxembourg	0				
Netherlands	5,471,795				
Portugal	0				
Spain	0				
Sweden	2,351,146				
United Kingdom	803,299				
Subtotal	13,126,316	Subtotal	28,500,000	Subtotal	0
		Grand total	41,626,316		

Dated : 26/01/2005

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

6 –Amount of decision and distribution by specific objectives:

6.1. - Total amount of the decision: EUR 22,500,000

6.2. - Budget breakdown by specific objectives

Principal objective: <i>To improve the humanitarian situation of the victims of the conflict in the Northern Caucasus</i>				
Specific objectives	Allocated amount by specific objective (EUR)	Possible geographical area of operation	Activities	Potential partners¹
Specific objective 1: To improve the living conditions of people affected by the conflict	17,500,000	Chechnya, Ingushetia, Daghestan	Provision of food and non-food items; water and sanitation activities; health assistance; shelter assistance.	<ul style="list-style-type: none"> - ACF – FRA - CARE - AUT - CARITAS - FRA - COOPI - CROIX-ROUGE - CICR- ICRC -CH - DRC - HAMMER FORUM - HANDICAP (FR) - HELP - HILFSWERK AUSTRIA - HUNGARIAN INTERCHURCH AID - IRC - UK - ISLAMIC RELIEF - MSF - FRA - MSF - NLD - PEOPLE IN NEED - POLISH HUMANITARIAN ORGANISATION - UN - FAO-I - UN - UNICEF - BEL - UN - WFP-PAM - WORLD VISION DEU

¹ ACTION CONTRE LA FAIM, (FR), ARTSEN ZONDER GRENZEN (NLD), CARITAS FRANCE - SECOURS CATHOLIQUE, (FR), COMITE INTERNATIONAL DE LA CROIX-ROUGE (CICR), COOPERAZIONE INTERNAZIONALE (ITA), Clovek v tísní - společnost při České televizi, o.p.s., DANSK FLYGTNINGEHJÆLP, HAMMER FORUM e.V., HANDICAP INTERNATIONAL (FR), HELP- HILFE ZUR SELBSTHILFE E.V. (DEU), HILFSWERK AUSTRIA, ISLAMIC RELIEF, International Rescue Committee UK, MEDECINS SANS FRONTIERES (F), Magyar Ökumenikus Szeretetszolgálat, Polska Akcja Humanitarna, Sdružení Česká katolická charita, UNICEF, UNITED NATIONS - FOOD AND AGRICULTURE ORGANIZATION, UNITED NATIONS - WORLD FOOD PROGRAMME, UNITED NATIONS DEVELOPMENT PROGRAMME, UNITED NATIONS HIGH COMMISSIONER FOR REFUGEES - BELGIUM, UNITED NATIONS, OFFICE FOR THE COORDINATION OF HUMANITARIAN AFFAIRS, WORLD VISION, (DEU)

Specific objective 2: To improve the protection of the population	1,600,000	Chechnya, Ingushetia, Daghestan	Legal aid, detention visits	- UN - UNHCR - BEL - CROIX-ROUGE - CICR- ICRC -CH
Specific objective 3: To improve the educational and psycho-social state of the population, especially the youth	1,400,000	Chechnya, Ingushetia, Daghestan	Primary education, psycho-social assistance and vocational training; mine awareness.	- CARITAS - CZE - IRC - UK - PEOPLE IN NEED
Specific objective 4: To enhance the security environment of humanitarian agencies and improve the coordination of humanitarian assistance	400,000	Northern Caucasus	Security advice for the humanitarian community, organisation of field trips to Chechnya General coordination and advocacy work for the preservation of humanitarian space	- UN - UNDP - BEL - UN - UNOCHA
Specific objective 5: To maintain a technical assistance capacity in the field, to assess needs, appraise project proposals and to coordinate and monitor the implementation of operations	400,000	Moscow Nazran (if authorised)	Assessment of needs, monitoring of projects, coordination, relation with local authorities.	
Reserve, max. 10% of the total amount	1,200,000			
TOTAL	22,500,000			

7 –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 operations financed by the Community in order to establish whether they have achieved their objectives and to produce guidelines for improving the effectiveness of subsequent operations." These evaluations are structured and organised in overarching and cross cutting issues forming part of 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://europa.eu.int/comm/echo/evaluation/index_en.htm.

8 –Budget Impact article 23 02 01

Budget impact article 23 02 01	
	CE (in EUR)
Initial available appropriations for 2005	476.500.000
Supplementary budgets	
Transfers	
Reinforcement from Emergency aid reserve	100.000.000
Total available appropriations	576.500.000
Total executed to date (as at 27/1/2005)	284.341.734
Available remaining	292.158.266
Total amount of the Decision	22,500,000

COMMISSION DECISION

of

**on the financing of humanitarian operations from the general budget of the European Union in
RUSSIA**

THE COMMISSION OF THE EUROPEAN COMMUNITIES,

Having regard to the Treaty establishing the European Community,
Having regard to Council Regulation (EC) No.1257/96 of 20 June 1996 concerning humanitarian aid², and in particular Article 15 (2) thereof,

Whereas:

1. The Chechnya conflict has led to a considerable outflow of internally displaced persons (IDPs) into the neighbouring republics, with Ingushetia and Daghestan currently still hosting some 45,000 IDPs,
2. The continued violence has provoked the displacement of about 140,000 IDPs within Chechnya itself,
3. The conflict has widely disrupted the socio-medical infrastructure and the agricultural production inside large parts of Chechnya, notably Grozny, and put additional strain on infrastructure in the neighbouring republics, notably Ingushetia,
4. Years of displacement and the persistently volatile security situation in the region have – both psychologically and financially – exhausted the affected IDP population,
5. In order to maximise the impact of humanitarian aid for the victims, it is necessary to maintain a technical assistance capacity in the field.
6. An assessment of the humanitarian situation leads to the conclusion that humanitarian aid operations should be financed by the Community for a period of 18 months.
7. It is estimated that an amount of EUR 22,500,000 from budget line 23 02 01 of the general budget of the European Union is necessary to provide humanitarian assistance to over 500,000 people, taking into account the available budget, other donors' interventions and other factors.
8. In accordance with Article 17 (3) of Regulation (EC) No.1257/96 the Humanitarian Aid Committee gave a favourable opinion on 15/03/2005.

² OJ L 163, 2.7.1996, p. 1-6

HAS DECIDED AS FOLLOWS:

Article 1

1. In accordance with the objectives and general principles of humanitarian aid, the Commission hereby approves a total amount of EUR 22,500,000 for humanitarian aid operations for the victims of the Chechnya conflict by using line 23 02 01 of the 2005 general budget of the European Union.
2. In accordance with Articles 2 and 4 of Regulation (EC) No.1257/96, the humanitarian operations shall be implemented in the pursuance of the following specific objectives:
 - To improve the living conditions of people affected by the conflict
 - To improve the protection of the population
 - To improve the educational and psycho-social state of the population, especially the youth
 - To enhance the security environment of humanitarian agencies and improve the coordination of humanitarian assistance
 - To maintain a technical assistance capacity in the field, to assess needs, appraise project proposals and to coordinate and monitor the implementation of operations

The amounts allocated to each of these objectives and for the reserve are listed in the annex to this decision.

Article 2

Without prejudice to the use of the reserve, the Commission may, where this is justified by the humanitarian situation, re-allocate the funding levels established for one of the objectives set out in Article 1(2) to another objective mentioned therein, provided that the re-allocated amount represents less than 20% of the global amount covered by this Decision and does not exceed EUR 2 million.

Article 3

1. The duration for the implementation of this decision shall be for a maximum period of 18 months, starting on 01/01/2005.
2. Expenditure under this Decision shall be eligible from 01/01/2005.
3. If the operations envisaged in this Decision are suspended owing to *force majeure* or comparable circumstances, the period of suspension shall not be taken into account for the calculation of the duration of the implementation of this Decision

Article 4

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

Done at Brussels,

For the Commission

Member of the Commission

Annex: Breakdown of allocations by specific objectives

Principal objective :To improve the humanitarian situation of the victims of the conflict in the Northern Caucasus	
Specific objectives	Amount per specific objective (EUR)
To improve the living conditions of people affected by the conflict	17,500,000
To improve the protection of the population	1,600,000
To improve the educational and psycho-social state of the population, especially the youth	1,400,000
To enhance the security environment of humanitarian agencies and improve the coordination of humanitarian assistance	400,000
To maintain a technical assistance capacity in the field, to assess needs, appraise project proposals and to coordinate and monitor the implementation of operations	400,000
Reserve	1,200,000
TOTAL	22,500,000

Grants for the implementation of humanitarian aid within the meaning of Council Regulation (EC) No.1257/96 of 20 June 1996 concerning humanitarian aid are awarded in accordance with the Financial Regulation, in particular Article 110 thereof, and its Implementing Rules in particular Article 168 thereof.³

Rate of financing: In accordance with Article 169 of the Financial Regulation, grants for the implementation of this Decision may finance 100% of the costs of an action.

Humanitarian aid operations funded by the Commission are implemented by NGOs and the Red Cross organisations on the basis of Framework Partnership Agreements (FPA) (in conformity with Article 163 of the Implementing Rules of the Financial Regulation) and by United Nations agencies based on the Financial and Administrative Framework Agreement (FAFA). The standards and criteria established in Echo's standard Framework Partnership Agreement to which NGO's and International organisations have to adhere and the procedures and criteria needed to become a partner may be found at

http://europa.eu.int/comm/echo/partners/index_en.htm

³ Council Regulation (EC, Euratom) No 1605/2002 of 25 June 2002, OJ L248 of 16/09/2002 and No 2342/2002 of 23 December 2002, OJ L 357 of 31/12/2002.