



EUROPEAN COMMISSION  
DIRECTORATE-GENERAL FOR HUMANITARIAN AID - ECHO

**HUMANITARIAN AID**  
**for**  
**vulnerable people affected by the consequences of the Afghan**  
**crisis and natural hazard**  
**in**  
**Afghanistan, Iran and Pakistan**

**GLOBAL PLAN 2006**

**Humanitarian Aid Committee**  
**December 2005**

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## 1. EXECUTIVE SUMMARY

The fall of the Taliban in November 2001 has brought about political, economic and developmental processes which are, slowly, yielding results. The international community has made a huge commitment to Afghanistan. In terms of aid, at international conferences at Tokyo (2002) and Berlin (2004) donors pledged US\$14.4 billion for reconstruction 2002 – 2006, of which US\$3.8 billion from the European Union. With the increasing impact of this post-emergency aid DG ECHO has substantially scaled down the amount and range of its funding, from 73 million EUR in 2002 to 20 million EUR in 2005.

Coming after 23 years of war, and compounded by five years of drought until 2004, however, the scale of needs being addressed by these resources remains formidable. In addition to the scale of the needs, the major rehabilitation effort now underway is also offset by the scale of refugee return, nearly 18 % of the present in-country population of over 22 million having returned in the past four years<sup>1</sup>. A further 4 million live in neighbouring Pakistan (3 million) and Iran (1 million).<sup>2</sup>

Consequently, and despite the relative improvement, the absolute level of needs remains high and requires a continued humanitarian engagement. This is well illustrated through DG ECHO's global needs assessment index (GNA), which ranks Afghanistan fifth highest for needs in 2006; or the fact that one out of every four Afghan children dies before their fifth birthday<sup>3</sup>

The main need identified for DG ECHO's assistance is for the return and reintegration of 600,000 refugees and 120,000 Internally Displaced Persons (IDPs), with the main sectors identified as water and sanitation, shelter and protection. Other needs would be an extension of these to assist the most vulnerable in host communities, many of whom have only recently returned, and the most vulnerable amongst remaining refugees. This could amount to up 1,4 million people.

The main risks and assumptions relate to access, often constrained by security problems or the logistical challenges of the mountain and desert terrain.

## 2. CONTEXT AND SITUATION

### 2.1. General Context

Politically and administratively, the Parliamentary elections in September 2005, following the Presidential elections in 2004, mark the completion of the Bonn process. This has been supported with substantial rehabilitation and development support to the government of Afghanistan. A high level international conference is foreseen for the end of January to adopt a 'Compact for Afghanistan' setting the framework for joint Afghan-international stabilisation efforts beyond the completion of the Bonn transitional process

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1 : 2004 UNDP Global Development report put population at 22 million; UNHCR estimates that to date approaching 4 million refugees have returned.

2 : source UNHCR.

3 257/1000 compared to 93/1000 live births in south Asia (source : 2005 Millenium Goal development report).

Together with this process, the international support for security in Afghanistan is evolving with the planned reduction of U.S. led Coalition forces (engaged in the ‘war against terror’), and the planned expansion of NATO ISAF peace-keeping forces from the north and west into the south and east. By the end of 2006 the Afghan National Army is planned to reach full strength of 70,000.<sup>4</sup>

With the expansion of NATO will come a further expansion of the mixed military/civilian Provincial Reconstruction Teams (PRTs) established to help governmental authority to reach out beyond Kabul. There has been a lot of debate as to the role of these teams, their modus operandi and the potential impact of their involvement into assistance type activities<sup>5</sup>. It is hoped that the NATO emphasis on PRTs to ensure a safe and secure environment, rather than duplicating for humanitarian aid<sup>6</sup>, will improve options for aid agencies to operate in the expanded PRT areas.

Addressing security issues remains a major challenge, however, with a greater level of attacks against Afghan and international forces in 2005 than has been seen since the overthrow of the Taliban regime. The impact of this insecurity continues to be a major constraint for access for humanitarian aid staff, with 31 humanitarian aid workers killed by October 2005, compared to 24 in 2004 and 12 in 2003<sup>7</sup>. In addition to insurgency, security issues related to effective disarmament and demobilisation, and addressing poppy production and opium trafficking, remain major challenges for 2006.

## **2.2. Current Situation**

While a fragile progress continues, and post-humanitarian assistance is having a significant impact on the overall population, humanitarian assistance remains necessary for the most vulnerable, especially returning refugees and internally displaced people (IDPs) and their host communities within Afghanistan. The absence or low level of state structures and services across wide areas of Afghanistan, compounded by five years of drought ending in 2004, means that many communities in Afghanistan have exhausted their traditional coping mechanisms and are consequently very vulnerable to external shock factors. Under some circumstances it will be necessary to assist such communities’ recovery now in order to avoid them slipping into a situation of humanitarian crisis. This global plan also foresees the possibility of some response to the needs of Afghan refugees and host communities in areas of high refugee density in Pakistan and Iran.

In addition, the low coping capacity of much of the population in the face of frequently occurring natural disasters in Afghanistan remains a further aspect of vulnerability. Such assistance in response to natural disaster would also apply in the event of a natural disaster in Iran or Pakistan where DG ECHO partners are present - and thus have an emergency humanitarian aid capacity in situ. This was already the case in 2005 in Pakistan with DG ECHO assistance to flooding, and as part of the initial assistance to the earthquake response.

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<sup>4</sup> Source : NATO, 2005

<sup>5</sup> See DFID commissioned Save the Children Fund/London University (Kings College Conflict, Security and Development Group International Policy) 2004 study on PRTs and follow-up DFID/Kings College Review of DFID Involvement in Provincial Reconstruction Teams in Afghanistan, of 8 July 2005; together with Raj Rana article ‘Contemporary Challenges in the Civil-Military Relationship : Complementarity or Incompatibility’, in RICR Vol. 86 no 855 of Sept 2004

<sup>6</sup> NATO presentation to DG ECHO Partners’ Conference, 17 October 2005.

<sup>7</sup> Source : ANSO, 2005

In summary, the extent of remaining humanitarian needs in Afghanistan, the assistance required for the return and reintegration of refugees from Iran and Pakistan and amongst refugee populations in these countries, and the insufficient capacity of post-humanitarian instruments fully to address these needs, requires that a humanitarian engagement is maintained for the most vulnerable.

There are two ongoing 2005 decisions, ECHO/-AS/BUD/2005/01000 for EUR 10,791,000 million from 1/1/05 – 30/6/06, and ECHO/-AS/BUD/2005/05000 for 9,209,000 EUR from 1/5/05 – 30/10/06, with a further Decision for 1,000,000 being prepared (see annex 3 below). While these continue to address such humanitarian needs as presented in this Global Plan, where projects funded under these decisions finish in the first half of 2006, but needs remain, additional resources are required to ensure a continued coverage of basic needs. The most obvious example is the need for further support to UNHCR from 1/1/06 for the repatriation and reintegration of an estimated 600,000 refugees from Iran and Pakistan.

The funding for the technical assistance field offices is required to allow for the continued monitoring of the Decisions in 2005, the proposed Global Plan 2006, and to take account of the additional costs of the ECHO Islamabad office which has been expanded to cover the monitoring needs following the earthquake of 8 October 2005.

### **3. IDENTIFICATION AND ASSESSMENT OF HUMANITARIAN NEEDS**

#### **3.1 Refugee/IDP needs :**

Many of the most vulnerable populations in Afghanistan are recently returned and returning refugees/displaced, and their host communities. With family sizes of 5 – 8 it is the children who are particular affected. The population of Afghanistan is estimated at 22 million.<sup>8</sup> Since the fall of the Taliban in late 2001, an estimated 4 million Afghans, or over 18 % of the population, have returned to their homeland. In spite of these returns, there is still a large caseload of Afghans in Iran and Pakistan, resulting from several waves of exile, which is estimated by UNHCR to be approximately 4 million (1 million in Iran and 3 million in Pakistan). In 2005, UNHCR estimate that 500,000 refugees have returned from Pakistan and Iran. UNHCR presently estimate a further 600,000 (300,000 from Iran, 300,000 from Pakistan) in 2006 although recent statements by the government of Pakistan suggest this figure could be higher.<sup>9</sup>

Both Pakistan and Iran have signed separate Tri-partite Agreements – with Afghanistan and UNHCR – on the basis of which the Afghan displacement into Pakistan and Iran is treated as a refugee situation (with the protection implication this has). For Pakistan the agreement runs until December 2006, for Iran until March 2006 with negotiations ongoing for renewal.

In addition to the refugee return, IOM/UNHCR data estimates that there are still 120,000<sup>10</sup> Internally Displaced People (IDPs) in the country, with the major

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8 2004 UNDP Global Development report put population at 22 million; UNHCR estimates that to date approaching 4 million refugees have returned.

9 Source : intervention of GoP Delegation at the UNHCR/US hosted 'Strategic Consultations on Refugees and Population Movements to and from Afghanistan', in Geneva on 6/7 Oct. 2005.

10 Source : IOM / UNHCR

concentrations in the southern regions. Many of these people are Pashtuns, displaced from homes in the north in the aftermath of the military campaign against the Taliban government in 2001 and 2002, who still fear to return because of their real or perceived links to the Taliban by the majority populations of other ethnic groups which dominate in the areas of origin. The other significant group are Kuchi nomads displaced by drought, for some of whom a return to pastoralism seems increasingly infeasible.

The basic needs of returnees – whether refugees or IDPs – are for somewhere to live, and a livelihood to support this. So the large return flows into a country already struggling to accommodate a high rate of demographic growth, and following 5 years of drought ending in 2004, are putting enormous pressure on dwindling resources of land and water.

To an increasing extent, the needs of returnees and their host resident populations are addressed by the many actors, civil and military, involved in ensuring the increasing progress in the transition to rehabilitation and development. However, due to the constraints of the difficult security and logistics environment, the extent to which this is achieved varies in different areas, as does the extent to which vulnerable populations benefit. Further, where access improves, or where natural disaster strikes, new needs for humanitarian response arise.

### **3.2 Main outstanding needs for reintegration of returnees :**

In reducing and rationalising the humanitarian response in Afghanistan in line with needs and the extent to which these are met by other actors, the main areas of unaddressed needs that arise are as follows:

**Potable water, sanitation and hygiene education**<sup>11</sup>. In both urban and rural areas, in addition to the impact of five successive years of drought on the resident populations, the shortage of potable water is a major problem, particularly where the populations using these resources continue to increase rapidly with the arrival of returnees. Increasing populations are require water from sources where yields are diminishing. Further, increasing populations, and population density, increases sanitation problems. As a result, rapid humanitarian interventions are needed to ensure a minimum level of potable water and sanitation.

Lack of access to clean water and poor sanitation are the major contributory factors to poor health outcomes. More than half of Afghans living in urban areas have no access to water from improved water sources, in rural areas it is 4 out of every 5.<sup>12</sup>

Equally, the provision of **shelter** remains a priority need for the most vulnerable amongst the returnees. This would be provided on a self-help basis (distribution of shelter kits), with the promotion of anti-seismic construction techniques and materials, which are affordable and embedded in the local culture, and would include assistance to resolve issues of title and access to land.

The government announced in early 2005 that it would develop a programme of land distribution to provide a plot of land in their districts of origin for the construction of homes for all those who were genuinely landless. Donors were asked to support this programme through the development of the infrastructure deemed necessary to support

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11 : See annex 1

12 Source : Sept. 2005 Millenium Goal Development Report

the creation of new communities. This offers the opportunity for aid agencies to target a vulnerable group of returnees previously excluded from shelter support programmes by their lack of access to a plot on which to build.

Following the years of war, compounded in many areas by the years of drought, the capacity to cope with the impact of localised natural disasters such as flooding and landslides is often very poor.<sup>13</sup> **Emergency relief** for the most vulnerable is still needed and this should be accompanied by **disaster preparedness** support to improve the coping capacities.

The need for **protection**, under both UNHCR and ICRC mandates remains given the continued insecurity, detentions and scale of refugee return.

### **3.3 Potential needs to be monitored :**

**Nutrition/food security.** Overall, the food security trend in Afghanistan continues to improve thanks to good harvests in the last 2 to 3 years. Households that suffered extensively from several years of drought and consequences of the past conflict continue to progressively rebuild their assets. Food security perspective for 2006 remains in the same vein as for 2005. With the reservation that the 2005/2006 winter is conducive to a “decent” agricultural production.<sup>14</sup>

**Health<sup>15</sup>.** The health of the Afghan population is poor and the country is decades behind its South Asian neighbours. There are very serious inequities between the urban and rural areas in terms of outcomes, coverage of services, and availability of health sector inputs. Initiated at the end of 2003 by Government of Afghanistan and international development donors, the Basic Package of Health<sup>16</sup> services programme (BPHS) is estimated, as of summer 2005, to have reached approximately 75% of its initial target (catchments areas<sup>17</sup>), which induces that only about 40% of Afghans are living in coverage areas of basic health facilities, it is hoped this will reach between 90% and 95% by 2015. In addition to the BPHS package, there are a number of other budget lines and actors. These include, EC Up-rooted People budget line for health in rural areas, and PRTs particularly for rapid response to outbreaks of communicable disease.<sup>18</sup>

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13 UNAMA Joint Operations Centre announced 13,637 families, or approximately 100,000 people, were affected by flooding in 2005.

<sup>14</sup> Source : Fewsnets, Afghanistan Food security Bulletin, May/June 2005.

<sup>15</sup> See annex 1

<sup>16</sup> See annex 5

<sup>17</sup> National Health Policy 2005-2009 and National Health Strategy 2005-2006 – A policy and strategy to accelerate implementation’, page 12

<sup>18</sup> Although, as only the two UK PRTs have undergone any evaluation (see footnote 5), the appropriateness and effectiveness of such responses remains unassessed.

## **4. PROPOSED ECHO STRATEGY**

### ***4.1. Coherence with ECHO's overall strategic priorities***

In 2006 ECHO will continue to intervene in the areas of greatest humanitarian needs. As Afghanistan ranks number 5 in DG ECHO's Global index for humanitarian Needs Assessment (GNA), a sustained sizeable intervention in this country is fully justified.

In line with ECHO 2006 strategy priorities, children will be the major beneficiaries of this Global Plan and water and sanitation will be the main sector of assistance. For cross-cutting issues, in addition to civil-military issues, gender is particularly important in the Afghan context. The design of DG ECHO funded projects has to ensure that women benefit fully from the assistance provided, and in some cases projects will be specifically targeted at ensuring the livelihood of the women amongst the most vulnerable, including protection for women and their children

Given the substantial and increasing post-humanitarian assistance in Afghanistan, and as part of ongoing LRRD, any DG ECHO interventions would be closely coordinated with post-emergency assistance. This would include the requirement for partners to coordinate with local authorities. This is particularly important in the transitional environment of Afghanistan where aid interventions should seek to complement and improve local capacity, and thus reduce aid dependency.

### ***4.2. Impact of previous humanitarian response***

At the end of 2003, an independent team of consultants evaluated DG ECHO's intervention in Afghanistan in 2002-2003<sup>19</sup> with a positive overall assessment "*Funds made available by DG ECHO were well-targeted and constituted a correct financial response, given the circumstances*". The team reviewed the intervention logic of DG ECHO and formulated recommendations as to the future intervention. The observations and recommendations of the evaluation were duly taken into account in the 2004 Global Plan which terminated in September 2005, and in 2005 funding, with many of the final reports now being evaluated.

The main impact of 2004 funding has been the assistance to refugee return, with 746,000 returning in 2004 and over 500,000 by October 2005, without major incidence of humanitarian needs. Equally, risks of widespread malnutrition and water-borne disease were contained in 2004 which was the last in a five year series of drought years.

### ***4.3. Coordination with activities of other donors and institutions***

Within the EC, in order to ensure effective LRRD, regular meetings are held at both field and Brussels levels with the services of DG RELEX and AIDCO, to ensure that all EU interventions are coordinated. For example, interservice participation in the DG ECHO partners' consultation of 17 October to discuss proposed strategy for this Global Plan.

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<sup>19</sup> External "Evaluation of DG ECHO's Humanitarian Intervention Plans in Afghanistan (including the actions financed in Iran and Pakistan under the plan) and Assessment of DG ECHO's future strategy in Afghanistan with reference to actions in Iran and Pakistan", January 2004.



With deconcentration<sup>20</sup>, the focus of operational co-ordination of the intervention is increasingly shifting to the field level and regular co-ordination meetings between DG ECHO and the Delegation are taking place, as there are LRRD potentials in a number of sectors. For this reason, personnel from the EC delegation are involved in the proposal appraisal process for project selection, and in several sectors of activity which are better suited to long-term funding, agreement in principle has been reached regarding a transition to the Delegation's portfolio.

In addition to the interface between humanitarian aid and development assistance, DG ECHO is also involved in co-ordination between the civilian/humanitarian community and the military. In Afghanistan, the international military forces are involved in providing assistance (through the Provincial Reconstruction Teams, and outside that framework) and are a key interlocutor on security issues. DG ECHO attends the meetings organised by United Nations Assistance Mission to Afghanistan (UNAMA) in this regard, advocates the respect of a number of ground rules by the military, notably the non engagement in "humanitarian" forms of assistance and the clear identification of the military as soldiers (constant use of uniforms, use of clearly marked vehicles, etc.), and, when appropriate, raises concerns regarding possible blurring in the attitudes or activities of the military through the appropriate channels.

ECHO both coordinates directly with all the relevant Afghan government ministries, for example the Ministry of Refugees and Repatriation, and ensures that DG ECHO funded partners do too. DG ECHO is the vice-chair of the Humanitarian Affairs Advisory group.

#### ***4.4. Risk assessment and assumptions***

Security is the major constraint affecting all humanitarian projects in Afghanistan. Key factors to be considered in this analysis are: the growth of criminality and consequent high risk of kidnap of aid agency staff as has already happened in 2005, the development of the poppy eradication campaign which is to be a major focus in 2006; and the progress of Disarmament, Demobilisation and Reintegration (DDR). The degree of insecurity varies between different regions: large parts of the South and the South-East are, currently, "off limits". According to IRC/ANSO, the DG ECHO funded security advice service for humanitarian aid agencies, 12 aid workers were assassinated in 2003, 24 in 2004, and 31 by October 2005.

There are several factors of insecurity in Afghanistan which affect the implementation of humanitarian operations. Some, like common criminality, general unlawfulness and (armed) competition between local commanders or warlords, and violence related to narcotic production and trafficking, indirectly affect humanitarian aid operations and can cause delays and interruptions in the operations. Another significant threat comes from anti-Western and anti-government armed groups who consider aid workers as the West's and the Government's extended arm and as "enemies of Islam". Specific threats by such groups against aid agencies and their staff are commonplace, and in the past violent attacks have occurred causing deliberate death and injury.

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20 Deconcentration refers to the devolution of project management from Commission headquarters to Commission Delegations in recipient countries. This "deconcentration" affects development assistance and not humanitarian aid.

In Afghanistan the area to be considered insecure for aid workers is a fluid one, and the sources of danger are multiplying. 2005 has seen a marked escalation in intensity of attacks in Kandahar province, which has traditionally been a troubled area. However we have also seen growing threats in Kabul itself, both as a result of insurgent activity such as bombs and rockets, but also as a result of criminal activities, especially kidnapping. In the west, a number of serious attacks on the road from Herat to Kandahar have made this a dangerous transit route for aid workers wishing to access poor communities in Farah, Nimroz, Helmand and Ghor. In addition, western military funded 'hearts and minds' interventions may lead humanitarian agencies to reorient their activities in order to safeguard their neutrality and impartiality.

In Pakistan, the main risk is insecurity in the Western part of Pakistan (so-called tribal areas), bordering Afghanistan, where there are regular anti-Taliban and anti-Al-Qaeda raids by various units of Pakistan security forces.

In Iran, the main risk is an increase in pressure by the host government to repatriate Afghans to their home country, to the extent that concerns have been raised about the prospects for the continuation of the tri-partite agreement.

Further, natural disasters such as earthquakes, droughts, landslides and flooding may both constrain some interventions through factors such as access limitations, while requiring rapid reorientation of other interventions to meet new priority needs.

#### **4.5. ECHO Strategy<sup>21</sup>**

Principal objective: To provide humanitarian aid for vulnerable people affected by the consequences of the Afghan crisis and natural hazard in Afghanistan, Pakistan and Iran.

Specific objectives:

- 1) To provide UNHCR mandate assistance to facilitate the return and reintegration of vulnerable Afghan refugees and IDPs through the provision of essential services, both during and post return.
- 2) To provide ICRC mandate protection assistance to vulnerable civilians affected by the Afghan crisis.
- 3) Ensure a basic package of emergency relief/preparedness and basic livelihood support to the most vulnerable victims of the Afghan crisis/natural hazard.
- 4) To provide essential support services to humanitarian aid organisations, with a focus on the provision of air transport and security information/advice.
- 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.

#### **Components :**

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<sup>21</sup> : 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 (Council Regulation (EC, Euratom) No 1605/2002 of 25 June 2002, OJ L248 of 16 September 2002 and No 2342/2002 of 23 December 2002, OJ L 357 of 31 December 2002).

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

### 1) UNHCR assistance to vulnerable Afghan refugees and IDPs and their return and reintegration :

DG ECHO will continue its support to UNHCR for this, its largest refugee programme. In 2006 an estimated 600,000 refugees are expected to return, 300,000 from Iran and 300,000 from Pakistan.

Mass information regarding repatriation will be provided and prospective returnees will be screened to ensure that the return is voluntary. Voluntary Repatriation Centres (VRCs) will be run and will conduct confidential interviews with returnees to provide information on the situation in the return area, to ensure that the decision to return is voluntary, and to provide information on people's rights/entitlements under the repatriation program. They will also provide a health service to determine people's suitability for return and to see to any incidents of illness on the return. Mobile teams will be operated providing the same type of service for people living in remote areas.

Following registration, measures will be taken to ensure a return movement under dignified conditions by assisting returnees with a cash grant that will enable them to cover initial expenses for essential items during return and upon arrival. Furthermore, there will be a focus on improving the quality and care for women in Afghanistan who are exposed to such risks as destitution and homelessness.

Vulnerable returnee families will be provided with shelter assistance to facilitate their initial reintegration. There will also be basic assistance to vulnerable IDPs in the settlements in southern Afghanistan and to promote gradual self-reliance as a step towards a durable solution to their displacement.

### 2) Provision of ICRC mandate protection assistance :

In line with DG ECHO core mandate to support protection<sup>22</sup>, so that vulnerable civilians and security detainees/internees receive adequate protection in line with International Humanitarian Law (IHL), DG ECHO will contribute to the appeal of the International Committee of the Red Cross, in support of its protection activities in Afghanistan and notably : visits and monitoring mission, access to the Red Cross messaging service; advocacy for vulnerable civilians and detainees; follow up possible violations of international humanitarian law; and where needed, provide material relief.

### 3) Basic package of emergency relief/preparedness and basic livelihood support :

This will comprise different elements according to most urgent needs, using DG ECHO's capacity for fast and flexible funding to provide key humanitarian aid components where these are needed either to complement post-emergency packages available, UNHCR packages for repatriation and reintegration, and emergency response to localised disasters together with disaster preparedness where appropriate.

The major component remains the provision of water, sanitation and hygiene education in both urban and rural areas across the country. Standard indicators such as for quantity and quality of water, extent of access to latrines, and progress measured through Knowledge and Practice (KAP) surveys will be applied. Shelter support remains a significant need amongst the most vulnerable of the returning refugees and IDPs leaving camps to return home. DG ECHO would assist only the most vulnerable. In most cases

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22 Article 2 of Council Regulation (EC) No 1257/96 of 20th June 1996 concerning humanitarian aid  
[ECHO/-AS/BUD/2006/01000](#)

UNHCR criteria would be applied for assessing vulnerability, ratio of people to shelter, as well as which type of shelter.

In addition to Pashtun IDPs presently experiencing difficulties in returning to the north, another target group are the nomadic Kuchi, displaced to IDP camps by years of drought, who will be unlikely to be able to return to a traditional lifestyle, and for whom resettlement may be the only option.

An emergency response capacity is also envisaged in order to be able to respond to relatively small-scale, localised crises such as the floods and landslides which occurred in 2005 as a result of snow-melt and higher than average spring rainfall. This situation has also highlighted the need for greater mainstreaming of disaster preparedness where possible in emergency response.

In addition to providing much needed direct assistance in these sectors, such interventions also ensure a humanitarian presence to continue to assess the humanitarian situation, often in remote areas with few other actors, and to ensure an emergency response capacity in other humanitarian sectors when and where required. Through the presence and activity of DG ECHO's partners in these sectors and a geographical coverage of the areas of greatest vulnerability, DG ECHO will be in a position to monitor a range of humanitarian indicators; such as health, nutrition and food security; so that a timely supplementary response can be developed should the need arise.

A particular complementary assistance to UNHCR mandate refugee assistance would be for access to land, one of the major obstacles to refugee return and reintegration<sup>23</sup>. The different regimes governing Afghanistan over the past few decades mean that several people can hold documented rights to the same land from different regimes. To complement the work of UNHCR to assist refugee repatriation, DG ECHO will continue to support legal aid services. These include individual legal aid casework; and dissemination and counselling on return related information and advocacy. The objective is to assist refugees in Pakistan and IDPs/returnees in Afghanistan to make a free and informed choice of whether to return or not. They shall receive legal assistance to overcome judicial and administrative obstacles, particularly to establishing property titles, and a partner will facilitate the use of ADR (Alternative Dispute Resolution). Return considerations to the refugees will be identified and documented, and categories of legal issues of concern and assistance provided will be recorded. This will be measured by the number of cases assisted and the number of these cases that are successful.

For food security/nutrition DG ECHO in 2006 will only consider supporting limited food security intervention in localized areas and under specific "emergency" situation where household food security is clearly deteriorating due to exceptional circumstances. Standard measures of malnutrition would be applied.

For health, following DG ECHO's phase out to post-emergency assistance during 2004/5, ECHO in 2006 will continue to monitor needs levels. Any DG ECHO intervention would be purely for "emergency" health projects, where these are not addressed by other actors in situ, and where DG ECHO support would complement other EC instruments. It would particularly address the immediate health needs of returning populations in remote areas (refugees and internally displaced people) which are not yet

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<sup>23</sup> UNHCR census Pakistan 2005

included in the BPHS coverage. Such a support would be conditioned to a pre-agreed hand-over to the Ministry of Health by maximum end of 2007. Measures would have to be response specific.

In areas of Pakistan and Iran where refugees have been present for many years, this decision foresees the possible need for some assistance above and beyond that already offered by UNHCR, especially in the event that agreement is not achieved on the extension of the tri-partite agreements.

#### 4) Essential support services :

The main obstacle to the delivery of humanitarian assistance in Afghanistan is security considerations closely followed by physical access. The bad condition of roads, and the remoteness of some of the areas with highest vulnerability is a major challenge. In addition, partners are often constrained by the poor communication infrastructure in Afghanistan, especially outside Kabul. In order to facilitate operations and mitigate security risks, it is envisaged to fund the following activities:

- a) Air transport: support to humanitarian flights (reserved for humanitarian and aid missions) linking Kabul, Islamabad and other remote and main locations within Afghanistan through regular flight connections; possibility of charter humanitarian flights to unscheduled destinations in case of emergency or sudden need.
- b) Security office: support to the Afghan NGO Security Office (ANSO) which provides security information and advice in a timely manner to enable partners to conduct their activities in a security-informed manner.
- c) IT support: a minor component of this specific objective is the support to NGOs main and remote offices for the installation of communication systems.

All these services are foreseen for an evaluation in 2006 to measure their effectiveness in ensuring security, in addition the air transport measurement of results would be based on cargo and passengers.

#### 5) Technical assistance capacity :

In order to maximise the impact of the humanitarian aid for the victims, the Commission decides to maintain DG ECHO support offices located in Kabul and Islamabad. These offices will appraise project proposals, co-ordinate and monitor the implementation of humanitarian operations financed by the Commission. These offices provide technical assistance capacity and necessary logistics for the good achievement of its tasks. This includes the expansion of the Islamabad office to cover the monitoring needs following the earthquake of 8 October 2005.

### **4.6. Duration**

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

This duration is requested because some of the activities to be funded under this global plan represent continuations of activities funded under previous 2005 decisions, thus while some projects will start on 1 January, others will start mid-year. Further, the insecurity and uncertainty inherent to operations in Afghanistan, has often required extensions of the original project durations.

If the implementation of the actions envisaged in this decision is suspended due to *force majeure*, or any comparable circumstance, the period of suspension will not be taken into account for the calculation of the duration of the humanitarian aid operations.

Depending on the evolution of the situation in the field, the Commission reserves the right to terminate the agreements signed with the implementing humanitarian organisations where the suspension of activities is for a period of more than one third of the total planned duration of the action. In this respect, the procedure established in the general conditions of the specific agreement will be applied.

#### **4.7. Amount of Decision and strategic programming matrix**

4.7.1 Total amount of the Decision: EUR 20,000,000

#### 4.7.2. Strategic Programming Matrix

### STRATEGIC PROGRAMMING MATRIX FOR THE GLOBAL PLAN

<b>Principal Objective</b>	<i>In accordance with Articles 2(b), 2(d) and 2(e) of Council Regulation (RC) No. 1257/96 of 20 June 1996 concerning humanitarian aid, the overall objective of this decision is to provide humanitarian aid for vulnerable people affected by the consequences of the Afghan crisis and natural hazard in Afghanistan, Pakistan and Iran.</i>				
<b>Specific objectives</b>	<b>Allocated amount (EUR)</b>	<b>Geographical area of operation</b>	<b>Activities proposed</b>	<b>Expected outputs / indicators</b>	<b>Potential partners</b>
<b>Specific objective 1:</b> To provide UNHCR mandate assistance to facilitate the return and reintegration of vulnerable Afghan refugees and IDPs through the provision of essential services, both during and post return.	<b>6.000.000</b>	<b>Afghanistan</b>	<ul style="list-style-type: none"> <li>- Distribution of information about areas of return.</li> <li>-Screening and registration of refugees</li> <li>- allocation of transport and repatriation payment at arrival points</li> <li>- provision of shelter and other essential services as required.</li> </ul>	Return and reintegration of 600,000 refugees	- UN - UNHCR - BEL
<b>Specific objective 2 :</b> To provide ICRC mandate protection assistance to vulnerable civilians affected by the Afghan crisis.	<b>2.500.000</b>	<b>Afghanistan</b>	<ul style="list-style-type: none"> <li>- visits and monitoring mission</li> <li>- access to the Red Cross messaging service</li> <li>- advocacy for vulnerable civilians and detainees</li> <li>- follow up possible violations of international humanitarian law</li> <li>- where needed, provide material relief.</li> </ul>	<ul style="list-style-type: none"> <li>- Approximately 6,000 detainees in 60 different locations visited and monitored.</li> <li>- Over 12,000 Red Cross Messages collected</li> <li>- Related tracing and restoration of family links achieved.</li> <li>- dissemination of International Humanitarian Law to relevant authorities.</li> </ul>	- CROIX-ROUGE - CICR-ICRC - CH

<b>Specific objective 3:</b> Ensure a basic package of emergency relief and basic livelihood support to the most vulnerable victims of the Afghan crisis/natural hazard.	<b>8,980,000</b>	<b>Afghanistan, Pakistan, Iran</b>	- Water and sanitation - Shelter - Legal aid - Emergency relief/preparedness to localised disasters	- Ensure adequate water, sanitation and shelter provision for returnees and host communities according to Sphere/context specific indicators of water quantity and quality, and access ratios for sanitation and shelter. - number of legal cases assisted, number of successful cases. - reduction in morbidity and mortality arising from localised disasters.	- ACF - FRA - ACH- ESP - ACTED - AGA KHAN - CARE - UK - CARITAS - DEU - CROIX-ROUGE - CICR- ICRC - CH - CROIX-ROUGE - FICR- IFCR-CH - DRC - GERMAN AGRO ACTION - IRC - UK - MADERA-FR - MEDAIR UK - MISSION OST – DNK - NORWEGIAN REFUGEE COUNCIL - OCKENDEN INTERNATIONAL (OI) - SAVE THE CHILDREN - UK - SOLIDARITES - WORLD VISION - UK
<b>Specific objective 4:</b> To provide essential support services to humanitarian aid organisations, with a focus on the provision of air transport and security information/advice.	<b>2.000.000</b>	Afghanistan Pakistan	- air transport for humanitarian organisations - advice and information provision of security	- 5 aircraft used for humanitarian scheduled and chartered flights - Improved knowledge on security situation and improved security policy of partners	- CARE - UK - IRC - UK
<b>Specific objective 5:</b> To maintain a technical assistance capacity in the field, to assess needs, appraise project proposals and to coordinate and monitor the implementation of operations.	<b>520.000</b>	Kabul/Islamabad			
<b>Risk assessment</b>	<i>Security situation/logistical constraints may hinder/delay operations; pressures may be exercised over the refugees in Iran and Pakistan.</i>				
<b>Assumptions</b>	<i>Security situation does not drastically deteriorate.</i>				
<b>Total cost</b>	<b>20.000.000</b>				



## 5. EVALUATION

Under article 18 of Council Regulation (EC) No.1257/96 of 20 June 1996 concerning humanitarian aid the Commission is required to "regularly assess humanitarian aid 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](http://europa.eu.int/comm/echo/evaluation/index_en.htm).

## 6. BUDGET IMPACT ARTICLE 23 02 01

	CE (EUR)
Initial Available Appropriations for 2006	470.429.000
Supplementary Budgets	-
Transfers	-
Total Available Credits	470.429.000
Total executed to date (by 1/1/2006)	0
Available remaining	470.429.000
<b>Total amount of the Decision</b>	<b>20 000 000</b>

## **7. ANNEXES**

**Annex 1: Statistics on the humanitarian situation**

**Annex 2: Map of country**

**Annex 3: List of previous ECHO operations [last 3 years].**

**Annex 4: Other donors' assistance**

**Annex 5: List of abbreviations**

## ***Annex 1: Statistics on the humanitarian situation***<sup>24</sup>

### General mortality and morbidity :

One out of every four Afghan children dies before its fifth birthday (257 deaths/1000 vs. 93 deaths/1000 live births for south asia) . In only three other countries in the world are the chances of survival of under-five children worse than in Afghanistan.

Most deaths among children under-five years of age in Afghanistan result from infectious causes, with diarrhoea, acute respiratory infections and vaccine-preventable illnesses accounting for nearly 60% of deaths.

Lack of access to a clean water source and poor sanitation are the major contributory factors to poor health outcomes, with the majority of the population having no access to improved drinking water and improved sanitation facilities.

### Water and sanitation :

Due to drought and the destruction of water management systems, the water table has sunk in many areas. The growing population is mining the country's deep aquifer water reserves, and water quality is declining.

More than half of all Afghans living in urban centres have no access to water from improved water sources. In rural areas, it is estimated that 4 out of every 5 Afghans may be drinking contaminated water.

Only 1 in 3 Afghans in urban areas has access to satisfactory sanitation. In rural areas, only 1 out of 10 Afghans has access to improved sanitation.

### Food Security and nutrition :

Malnutrition is a serious problem for Afghanistan. Nearly 40% of the children under 3 are moderately or severely underweight, and more than 50% of children in that age group are moderately or severely stunted. There is little diversity in the Afghan diet. Poor dietary diversity leads to micronutrient deficiencies and to poor nutrition outcomes.

### Health :

There are very serious inequities between the urban and rural areas in terms of outcomes, coverage of services, and availability of health sector inputs. The maternal mortality ratio is 15 times higher in Badakshan than it is in Kabul, immunization coverage is three times higher in urban areas than in rural areas, and 42% of the entire Ministry of Public Health (MOPH) staff work in the hospitals of Kabul. Infant and child mortality rates in cities are around 20% lower than in rural areas.

The average number of medical doctors per 1,000 people in Afghanistan is 0.1 against 1.1 for all developing countries. There is great inequality between provinces and districts. In Balkh province for instance, there is one doctor per 1,000 people, while in Uruzgan there is 1 doctor per 100,000 people. The situation is particularly unfavourable for female patients, as it is very unlikely that their reproductive health care needs are met.

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<sup>24</sup> Source : WB Millenium Goal Development report Sept 2005

Consequently, Afghanistan has still one of the world's highest maternal mortality ratios, such as in Ragh district Badakshan province where it is the highest in the world with an estimated 7 women dying of pregnancy related causes per 100 live births<sup>25</sup>.

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<sup>25</sup> *Human Development Report, Afghanistan 2020 vision -MDG report 2005 – draft version, September 2005*

## Annex 2: Map of country



Map No. 3568 Rev. 3 UNITED NATIONS  
January 2004

Department of Peacekeeping Operations  
Cartographic Section



## Annex 4: Other donors'assistance

Donors in AFGHANISTAN/IRAN/PAKISTAN the last 12 months					
1. EU Members States (*)		2. European Commission		3. Others	
	EUR		EUR		EUR
Austria	1,660,000	ECHO	27,166,667		
Belgium	3,035,000	Other services	193,000,000		
Cyprus	87,720				
Czech republic	3,669,000				
Denmark	8,317,324				
Estonia	99,042				
Finland	2,300,000				
France	2,130,134				
Germany	26,538,751				
Greece	817,342				
Hungary					
Ireland	3,870,000				
Italy	3,306,600				
Latvia					
Lithuania	122,509				
Luxemburg	200,000				
Malta					
Netherlands	12,472,345				
Poland	41,000				
Portugal					
Slovakia					
Slovenie	156,000				
Spain					
Sweden	6,277,634				
United kingdom	12,505,848				
Subtotal	87,606,249	Subtotal	220,166,667	Subtotal	0
		Grand total	307,772,916		

Dated : 06/11/2005

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

## **Annex 5: List of Abbreviations**

<b>ACF</b>	Action Contre La Faim
<b>ACH</b>	Action Against Hunger
<b>ACSU</b>	Afghan Comprehensive Solutions Units (in UNHCR)
<b>ACTED</b>	Agence d'Aide à la Coopération Technique et au Développement
<b>ADB</b>	Asia Development bank
<b>ADR</b>	Alternative Dispute Resolution
<b>AIDCO</b>	European Aid – Co-ordination Office
<b>ANSO</b>	Afghan NGO Security Office
<b>ARI</b>	Acute Respiratory-tract Infections
<b>BPHS</b>	Basic Package of Health Services
<b>CHC</b>	Comprehension Health Center
<b>CHW</b>	Community Health Workers
<b>DDR</b>	Disarmament, Demobilisation, & Reintegration
<b>DFID</b>	Department for International Development (UK)
<b>DRC</b>	Danish Refugee Council
<b>ECHO</b>	European Commission Humanitarian Aid Office
<b>FAFA</b>	Financial & Administrative Framework Agreement
<b>FAO</b>	UN Food and Agriculture Organisation
<b>FFW</b>	Food For Work
<b>FPA</b>	Framework Partnership Agreements
<b>GNA</b>	Global Index for Humanitarian Needs Assessment
<b>HDI</b>	Human Development Index
<b>ICRC</b>	International Committee of the Red Cross
<b>IDP</b>	Internally Displaced Person
<b>IHL</b>	International Humanitarian Law
<b>IOM</b>	International Organisation for Migration
<b>IRC</b>	International Rescue Committee
<b>ISAF</b>	International Security Assistance Force
<b>KAP</b>	Knowledge & Practice
<b>LRRD</b>	Linking Relief, Rehabilitation and Development
<b>MOPH</b>	Ministry of Public Health
<b>MSF-FRA</b>	Médecins Sans Frontières – France
<b>MSF-NLD</b>	Médecins Sans Frontières – Netherlands
<b>NATO</b>	North Atlantic Treaty Organisation
<b>NEEP</b>	National Emergency Employment Programme
<b>NGO</b>	Non-Governmental Organisation
<b>NRVA</b>	National Risk and Vulnerability Assessment
<b>NSP</b>	National Solidarity Programme
<b>NWFP</b>	North Western Frontier Province
<b>PRT</b>	Provincial Reconstruction Team
<b>TB</b>	Tuberculosis
<b>UNAMA</b>	United Nations Assistance Mission to Afghanistan
<b>UNDP</b>	United Nations Development Programme
<b>UNHCR</b>	United Nations High Commissioner for Refugees
<b>UNHCR</b>	United Nations High Commissioner for Refugees
<b>USAID</b>	United States Agency for International Development
<b>WB</b>	World Bank
<b>WFP</b>	World Food Programme



\* : Initiated at the end of 2003, the Basic Package of Health services programme (BPHS) -<sup>26</sup> supported by international donors including the European Commission (Relex)<sup>27</sup> USAID, WB, ADB - has led to a steady increase in the provision of health services in 8 provinces. MOPH and partners made considerable progress in expanding physical access to the BPHS.<sup>28</sup> As of summer 2005, it is estimated that BPHS has reached approximately 75% of its initial target (catchments areas<sup>29</sup>), which induces that about only 40% of Afghans are living in coverage areas of basic health facilities, it is hoped it will reach 90% and 95% by 2015.

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26 The Basic Package of Health Services (BPHS) concentrates on a limited set of simple but effective preventive and curative services such as immunization, family planning, prenatal care, tuberculosis (TB) control, treatment of acute respiratory-tract infections (ARI) and diarrhea. It also specifies the organization of rural health services which includes basic health centers (BHCs, designed to cover 15-30,000 population), comprehensive health centers (CHCs, meant to cover 30-60,000 population), district hospitals (meant to cover more than 120,000 population), and community health workers (CHWs). It standardizes staff, medicines, and equipment for BHCs, CHCs, or district hospitals.

27 EC funding for the health sector amounts 23.3 M EUR for 2006-2008

28 In these provinces, the number of outpatient visits tripled and the coverage of prenatal care went up from 4.6% to 31%. The number of functioning health facilities increased by 66% and 97% of the target number of facilities were made operational. There was also some progress in other provinces and a number of district and provincial hospitals were rehabilitated.

29 National Health Policy 2005-2009 and National Health Strategy 2005-2006 – A policy and strategy to accelerate implementation’, page 12

**COMMISSION DECISION**  
**of**  
**on the financing of humanitarian operations from the budget of the European Union in**  
**Afghanistan, Iran and Pakistan**

**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 aid<sup>1</sup>, and in particular Article 15(2) thereof,

Whereas:

- (1) 23 years of violent conflict and internal struggle in Afghanistan and five years of drought have led to the displacement of millions of people, loss of livelihoods and assets and widespread levels of food insecurity.
- (2) Over 4 million people have returned to Afghanistan from Pakistan and Iran since the beginning of 2002, with a further 600,000 expected to return during 2006, and more than 120,000 Internally Displaced Persons (IDPs) in Afghanistan, putting immense pressure on resources and opportunities for survival.
- (3) It is estimated that there are 4 million Afghans still living in Pakistan and Iran, some of whom are in need of protection and assistance.
- (4) The area including Afghanistan, Iran and Pakistan suffers from localised natural disasters such as floods and landslides among populations with very low coping capacities, disaster response and/or preparedness measures are needed.
- (5) The delivery of humanitarian assistance is severely hindered by persistent insecurity and by very poor communications infrastructure in Afghanistan.
- (6) In order to maximise the impact of humanitarian aid for the victims, it is necessary to maintain a technical assistance capacity in the field.
- (7) 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.
- (8) It is estimated that an amount of EUR 20,000,000 from budget article 23 02 01 of the general budget of the European Union is necessary to provide humanitarian assistance to more than 1,400,000 vulnerable returnees, refugees, displaced and other vulnerable people taking into account the available budget, other donors interventions and other factors.

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<sup>1</sup> OJ L 163, 2.7.1996, p. 1-6

- (9) The present decision constitutes a financing decision in the sense of Article 75 of the Financial Regulation<sup>2</sup>, Article 90 of the detailed rules for the implementation of the Financial Regulation<sup>3</sup> and Article 15 of the Internal Rules on the implementation of the general budget of the EC<sup>4</sup>.
- (10) In accordance with Article 17 (3) of Council Regulation (EC) No.1257/96 of 20 June 1996 concerning humanitarian aid, the Humanitarian Aid Committee gave a favourable opinion on 15 December 2005.

HAS DECIDED AS FOLLOWS:

*Article 1*

1. In accordance with the objectives and general principles of humanitarian aid, the Commission hereby approves an amount of EUR 20,000,000 for humanitarian aid operations (Global Plan) for vulnerable people affected by the Afghan crisis and natural hazard in Afghanistan, Iran and Pakistan from article 23 02 01 of the 2006 general budget of the European Union.

2. In accordance with Articles 2 and 4 of Council Regulation N° 1257/96, the humanitarian operations shall be implemented in the pursuance of the following specific objectives:

- To provide UNHCR mandate assistance to facilitate the return and reintegration of vulnerable Afghan refugees and IDPs through the provision of essential services, both during and post return.
- To provide ICRC mandate protection assistance to vulnerable civilians affected by the Afghan crisis.
- Ensure a basic package of emergency relief and basic livelihood support to the most vulnerable victims of the Afghan crisis/natural hazard.
- To provide essential support services to humanitarian aid organisations, with a focus on the provision of air transport and security information/advice.
- 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 specific objectives are listed in the annex to this decision.

*Article 2*

The Commission may, where this is justified by the humanitarian situation, re-allocate the funding levels established for one of the specific 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.

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<sup>2</sup> OJ L248, 16.9.2002, p.1

<sup>3</sup> OJ L 357, 31.12.2002, p.1

<sup>4</sup> Commission Decision of 15 March 2005, SEC(2005)310

*Article 3*

1. The duration of the implementation of this decision shall be for a period of 18 months, starting on 01 January 2006.
2. Expenditure under this decision shall be eligible from 01 January 2006.
3. If the actions envisaged in this decision are suspended due to *force majeure* or comparable circumstances, the period of suspension will not be taken into account for the calculation of the duration of the implementation of this decision.

*Article 4*

1. The amount of EUR 20,000,000 shall be conditional upon the necessary funds being available under the 2006 general budget of the European Union.
2. 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**

<b>Specific objectives</b>	<b>Amount per specific objective (EUR)</b>
To provide UNHCR mandate assistance to facilitate the return and reintegration of vulnerable Afghan refugees and IDPs through the provision of essential services, both during and post return.	6,000,000
To provide ICRC mandate protection assistance to vulnerable civilians affected by the Afghan crisis.	2,500,000
Ensure a basic package of emergency relief and basic livelihood support to the most vulnerable victims of the Afghan crisis/natural hazard.	8,980,000
To provide essential support services to humanitarian aid organisations, with a focus on the provision of air transport and security information/advice.	2,000,000
To maintain a technical assistance capacity in the field, to assess needs, appraise project proposals and to coordinate and monitor the implementation of operations.	520,000
<b>TOTAL</b>	<b>20,000,000</b>