

## COMMISSION DECISION

### on the financing of a Global Plan for humanitarian operations from the budget of the European Communities in Nepal

#### 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) Nepal is emerging from 10 years of internal conflict that left an estimated 13.000 dead, hundreds of thousands internally displaced and over 800 officially missing;
- (2) Although the conflict is now officially over, the country's institutions remain fragile and the political climate volatile;
- (3) Significant segments of the rural population need protection to be able to re-integrate the society of post-conflict Nepal, including internally displaced people and children formerly associated with armed forces and armed groups;
- (4) The provision of vital social services such as health, water and sanitation had broken down in the Mid and Far Western parts of the country, most afflicted by the conflict;
- (5) Nepal has a serious malnutrition situation, in which 50% of children below the age of five are underweight, 43% stunted, 12% acutely malnourished and 60% of rural households are unable to produce enough food to meet their basic needs;
- (6) It is necessary to provide a coherent framework for action as the scale and complexity of the humanitarian crisis is such that it seems likely to continue;
- (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 4,500,000 from budget line 23 02 01 of the general budget of the European Communities is necessary to provide humanitarian assistance to over 600.000 conflict afflicted persons, taking into account the available budget, other donors' contributions and other factors;
- (9) The present Decision constitutes a financing decision in the sense of Article 75 of the Financial Regulation (EC, Euratom) No 1605/2002<sup>2</sup>, Article 90 of the detailed rules for the implementation of the Financial Regulation determined by Regulation (EC, Euratom)

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

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

No 2342/2002<sup>3</sup> and Article 15 of the Internal Rules of the Implementation of the General Budget of the European Communities<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 14 May 2007.

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 4,500,000 for a Global Plan for humanitarian aid operations in favour of the victims of the conflict in Nepal from article 23 02 01 of the 2007 general budget of the European Communities,

2. In accordance with Article 2 of Council Regulation No.1257/96, the humanitarian operations shall be implemented in the pursuance of the following specific objectives:

- To provide multi-sectoral humanitarian support to the rural population of Nepal affected by the conflict, in particular women and children.

- To provide protection to the rural population of Nepal affected by the conflict, in particular returning IDPs and children.

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 2,000,000.

#### *Article 3*

1. The duration of the implementation of this decision shall be for a period of 18 months, starting on 01 April 2007.

2. Expenditure under this decision shall be eligible from 01 April 2007.

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.

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<sup>3</sup> OJ L357, 31.12.2002, p.1. Regulation as last amended by Regulation (EC, Euratom) No 1248/2006, OJ L227, 19.8.2006, p.3

<sup>4</sup> Commission Decision of 21.2.2007, C/2007/513

*Article 4*

1. The Commission shall implement the budget by direct centralised management.
2. The actions supported by this decision will be implemented by humanitarian aid organisations that are signatories to the Framework Partnership Agreements (FPA) or the EC/UN Financial Administrative Framework Agreement (FAFA).
3. Taking account of the specificities of humanitarian aid, the nature of the activities to be undertaken, the specific location constraints and the level of urgency, the activities covered by this decision may be financed in full in accordance with Article 253 of the Implementing Rules of the Financial Regulation. This means that in case of co-financing, the possible rate of co-financing can go up to 99% if needed.

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 multi-sectoral humanitarian support to the rural population of Nepal affected by the conflict, in particular women and children	2,530,000
To provide protection to the rural population of Nepal affected by the conflict, in particular returning IDPs and children	1,970,000
<b>TOTAL</b>	<b>4,500,000</b>



EUROPEAN COMMISSION  
DIRECTORATE-GENERAL FOR HUMANITARIAN AID - ECHO

**HUMANITARIAN AID  
for  
Conflict-affected people  
in  
Nepal**

**GLOBAL PLAN 2007**

Humanitarian Aid Committee consulted through written procedure  
**Mai 2007**

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## 1. EXECUTIVE SUMMARY

Nepal, the poorest country in South Asia, has been the theatre of two forgotten crises for more than ten years.

Since the proclamation of the "Peoples' war" by Maoist insurgency groups in 1996, it is estimated that the insurgency has killed over 13,000 people. Violence and human rights abuses by both sides has led to increased migration of young men to India and to the fertile plain of the Terai, leaving women, children and elderly of the hilly districts caught in the middle of the conflict. This affected particularly landless families or those with little land who became food insecure, as local sources of work or income were significantly affected by the conflict. Provision of basic health, sanitation and educational services is poor and was sometimes totally disrupted in parts of these districts. This vulnerable population trapped in rural and remote areas has been the main beneficiary of DG ECHO<sup>5</sup> assistance. Although people were displaced due to the conflict, for which an unconfirmed figure of at least 200,000 has been given, it is difficult to differentiate conflict-affected displacement from the traditional economic migration.

The year 2006 culminated with a Peace Agreement signed between the government and the Maoists. In spite of this dramatic socio-political progress, the situation is still very volatile. Violence and human rights abuses, are still reported almost on a daily basis, although with decreasing intensity since the end of 2006. Long suppressed conflicts are flaring up, as a consequence of the democratic opening. The currently most powerful of these conflicts is linked to the demands by the Madhesi people (the traditional inhabitants of the Eastern and Central Terai, in the southern plains of Nepal) for stronger political representation. It is causing traffic blockades along the strategic southern road since January 2007 and creating fuel shortages in the capital since then. Related demonstrations have caused close to 20 deaths so far and much property destruction, including looting and burning of humanitarian aid trucks. A continuation, and even potential escalation, of the political instability and related violence is expected in the lead up to the Constituent Assembly elections.

Nepal is also facing another humanitarian crisis as more than 107,000 Bhutanese refugees have been living in camps in two eastern districts of Nepal since the early nineties, with no political solution in sight. These refugees do not have the right to work or to own land in Nepal and therefore rely entirely on external assistance to survive.

DG ECHO is one of the major humanitarian donors in Nepal, with interventions in favour of the Bhutanese refugees since as early as 1995. The strategy for 2007 builds on DG ECHO's interventions since 2002, the principal objective being to provide assistance to the rural population of Nepal affected by the conflict and to Bhutanese refugees, (the assistance to the refugees is entirely funded by the Food Aid budget-line and therefore will not be a subject of this Global Plan).

Under this Global Plan at least 170,000 people living in the remote rural districts of Nepal will receive protection assistance and will see their living conditions improved. The Global Plan proposes humanitarian operations for a total amount of EUR 4.5 million. Projects will have an average duration of 12 months within an 18-month decision implementation period.

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<sup>5</sup> Directorate-General for Humanitarian Aid – ECHO.

In addition, EUR 1.500.000 will be allocated from the Food Aid budget-line to Nepal, for the Bhutanese refugees. This will make a global allocation of EUR 6.000.000 to Nepal in 2007.

## **2. CONTEXT AND SITUATION**

### **2.1. General Context**

Landlocked between China and India, mountainous with three physically diverse broad geographical areas: Terai Region in the south; the central Hill Region; and the high Himalayas, Nepal is one of the world's poorest countries. Almost 90% of its 26 million inhabitants live in rural areas, and about 40% of them below the poverty line<sup>6</sup>. Maternal mortality is one of the highest in the world, estimated between 740 and 1,500 deaths per 100,000 births (cf. chapter 1.2.2.), adult literacy among the lowest at less than 60%.

Since the proclamation of the "Peoples' war" by Maoist insurgency groups in 1996, it is estimated that the conflict has killed over 13,000 people. With battles usually fought in remote areas, these populations were at the mercy of the warring factions and thus most vulnerable to human rights abuses. The government maintained control of cities and district capitals, but not of the rural areas in most of the 75 districts of Nepal. Widespread human rights violations, including extrajudicial executions and deliberate and unlawful killings, disappearances, torture and death in custody, arbitrary arrest and detention, were perpetrated by both the Maoist insurgents and the security forces<sup>7</sup>. Against this background social services to the rural populations dwindled and in many cases ceased altogether. Access to health services and education involve, for many, several hours or even days walking, as the transport infrastructure is rudimentary and in many areas inexistent. Water and sanitation infrastructure and knowledge are inexistent in many areas, thus affecting the health conditions of these communities.

The year 2005 saw an escalation in Maoist violence, after the King dismissed the government in February and assumed full executive powers. In December the Maoists and seven political parties announced an agreement, in which the Maoists committed to give up violence, in due course, and both sides agreed to form a constituent assembly. However the ceasefire ended on the early days of 2006 and battles in remote areas, political murders and "bandhs"<sup>8</sup> restarted on a larger scale, notably during the preparation of the February municipal elections. These elections were boycotted by the political parties, leading to a very low voter turnout (20%). Anti-poll demonstrations met with police violence, resulting in hundreds of arrests, besides killings and injuries.

In March 2006 the Maoists and the seven-party alliance tried to reach a second understanding and in the following month the Maoists supported a 4-day street protest programme called by the seven-party alliance for the Kathmandu Valley. The King's government responded the usual way, i.e. with widespread violence, but the movement gained force and by mid-April normal life had been disrupted throughout the country due

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<sup>6</sup> source: World Bank

2006 Human Development Index (HDI) rank : 138 out of 177. Source: UNDP

<sup>7</sup> Amnesty International. On 12 April 2005, Nepal accepted the establishment of an office of the United Nation's Office of the Commissioner for Human Rights and the subsequent deployment of international monitors to investigate human rights abuses and violations of International Humanitarian Law.

<sup>8</sup> Strikes

to a succession of increasingly large protests, which by then had gained very wide support, including from professionals and civil servants.

The situation became untenable for the King and his government and on 24 April King Gyanendra restored the House of Representatives, acknowledging for the first time the street protests as "people's movement". The agitating political parties welcomed the Royal proclamation, lifted the general strike, and announced a Constituent Assembly election through the reinstated Parliament. The first session of the House appointed G. P. Koirala, a leader of one of the seven parties, as Prime Minister and shortly after the Prime Minister named his Cabinet. One of the new government's first measures was to declare permanent ceasefire with the Maoists and to drop terrorist charges against their militants. The Maoists responded with an offer of talks. On 18 May the House passed a historic proclamation, stripping the King of all powers and declaring itself the sovereign and supreme body of the nation (still to be validated by the new constitution).

In a significant turn in Nepal foreign policy, the new government invited the UN<sup>9</sup> to assist in the peace process and to monitor the human rights situation during the negotiations with the Maoists. In July 2006, the invitation to the UN was extended to monitoring arms and armies and later on to electoral assistance and assistance in the monitoring of the Ceasefire Code of Conduct.

On 10 October 2006 both sides agreed to hold Constituent Assembly elections by mid-June 2007. By the end of the same month an agreement on arms issues was announced and on 21 November a Peace Agreement was finally signed between the government of Nepal and the Maoists.

## **2.2. Current Situation**

In spite of the dramatic socio-political progress achieved by the country in 2006, the situation is still very volatile. Violence and human rights abuses, are still reported almost on a daily basis, although with decreasing intensity since the end of 2006. Long suppressed conflicts are flaring up, as a consequence of the democratic opening. The currently most powerful of these conflicts is linked to the demands by the Madhesi people (the traditional inhabitants of the Eastern and Central Terai) for stronger political representation. It is causing traffic blockades along the strategic southern road since January 2007 and creating fuel shortages in the capital since then. Related demonstrations have caused close to 20 deaths so far and much property destruction, including looting and burning of humanitarian aid trucks. A continuation, and even potential escalation, of the political instability and related violence is expected in the lead up to the Constituent Assembly elections.

The Maoists continue to maintain effective control over the majority of the countryside, interfering with the work of humanitarian actors and refusing access to government service providers, though to a lesser degree. These services, when available, are grossly inadequate, its quality dilapidated by 10 years of conflict. Frequent school closures and physical and other forms of harassment against teachers and students had a devastating effect on Nepal's education system. Both parties to the conflict used schools for military purposes as well as means of propaganda, including indoctrination and coercion of children as a misuse of children's' right to participate and right to information.

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<sup>9</sup> United Nations

### 3. IDENTIFICATION AND ASSESSMENT OF HUMANITARIAN NEEDS

#### 3.1. Protection

Hundreds of thousands of people became internally displaced (IDPs) as a consequence of 10 years of hostilities – the numbers vary hugely depending on the source, as it is often difficult to distinguish between economic migrants and purely conflict-related migration, also because the conflict exacerbated poverty. Many have started returning to their places of origin and it is expected that more will follow, as the situation gradually stabilizes. Their re-integration opens many challenges, ranging from property disputes, to tensions between individuals perceived to have joined opposite camps during the conflict. Many will need protection and livelihood support, due to the lack of a comprehensive reintegration programme.

In February 2006 the ICRC<sup>10</sup> identified 812 people whose conflict-related disappearance was reported by their families and who are still missing.

Another challenge will be the re-integration of ex-Maoist fighters into the post-conflict society. A significant number will not be able to return to their place of origin, as they might be perceived as threats, or may be victimized. Many are children (UNICEF<sup>11</sup> estimates that it could be as high as 20%) and the re-integration of these will pose additional difficulties, in particular for girls.

There have been too few initiatives so far to remove abandoned explosives. Even after the April 2006 ceasefire, 28 incidents were reported.<sup>12</sup> The presence of abandoned and unexploded ordnances makes Nepalese civilians more vulnerable to contamination during the peace process, as people's freedom of movement increases.

#### 3.2. Health and Nutrition

Theoretically, health posts are linked to district hospitals, the highest medical institutions in the district, but in reality, this system is often dysfunctional. The national reference hospital is in Kathmandu and there are five regional hospitals with a theoretical capacity of 200 beds. The district hospitals control the Village Development Committee (VDC<sup>13</sup>) health centres. These centres represent the basic healthcare structures. In reality, regional hospitals in the Mid Western regions are not fulfilling their function and are acting as district hospitals only. Moreover, many hospitals are poorly maintained and understaffed.

Similar weaknesses are found in health centres and posts and sub-posts of the districts: lack of qualified and/or trained personnel, lack of medicine and dilapidated buildings. Pharmaceutical supplies are often exhausted during the first few months of the year, after which only diagnostic activities can take place. Non-respect of vaccination protocols, especially those relating to the cold chain, limits the positive effects of immunisation campaigns. Access to care for the population living in remote Maoist-controlled areas is still limited both by political (Maoist) interference and by lack of transport infrastructure.

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<sup>10</sup> International Committee of the Red Cross

<sup>11</sup> United Nations Children's Fund

<sup>12</sup> Reported to the Task Force for UNSC Resolution 1612 Monitoring and Reporting

<sup>13</sup> The lowest level of government administration.

Other serious problems facing the healthcare system are the disproportionate concentration of medical facilities and personnel in urban and metropolitan areas, and a strong aversion among doctors, in particular, to postings to rural areas where living conditions are not up to the metropolitan standard. There are about 1,000 medical doctors in Nepal, the majority of whom in Kathmandu.

The rare available medical data<sup>14</sup> reveals worrying trends, especially regarding children. According to UNICEF 2003 data on Primary Health Care (i.e. the latest available), the national under-five mortality rate is 82 per 1,000 live births and maternal deaths are estimated at 740 deaths per 100,000 births. Only 14% of deliveries take place in health institutions and only 11% of deliveries are attended by trained health providers. 21% of new-born have low birth weight, which leaves them prone to illness and death in infancy. Acute respiratory infections are responsible for 30-40% of deaths in children under five, with diarrhea responsible for 16-25% of deaths, according to a 2002 USAID<sup>15</sup> report.

Malnutrition remains a serious concern and the best intentioned government will need years to address it, in particular in the hills (over 30% of the population est.) where the transport infrastructure is virtually inexistent. A recent Demographic and Health Survey (UNOCHA<sup>16</sup> DHS, 2006) found that around 50% of children below the age of five are underweight, 43% are stunted, and 12% are acutely malnourished (above 10% acute malnutrition is usually considered an 'emergency'). In the far western region, wasting is 15%. According to UNICEF, amongst the 150,000 under five children in the Karnali area, 30-40% are at high risk, unless provided with comprehensive therapeutic care to treat severe malnutrition. According to WFP<sup>17</sup>, 39 districts are food deficient and 60% of rural households are unable to produce enough food to meet their basic needs.

To cope with food insecurity, men from the hill areas traditionally migrate on a seasonal basis to find employment either in the Nepal lowlands or India. During the conflict this trend increased sharply<sup>18</sup> due to fear of men and young boys being pulled into the conflict by either side. Thus old people, women and children were left behind in the villages, adding greater responsibilities and work load to the women, as heads of households. Drinking water supply constraints are such that fetching water daily can take hours, allowing less time for other domestic (including caring for young children) and agriculture related work.<sup>19</sup>

### *3.3. Water and Sanitation*

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<sup>14</sup> There is a serious lack of data to objectively assess and benchmark suspected humanitarian emergencies in the country. Because of the conflict, systematic data collection and monitoring have often been compromised, generating invalid outdated numerators and denominators (UNOCHA Concept note on coherent strategy and appeal for Transition Support in Nepal, 2007).

<sup>15</sup> United States Agency for International Development

<sup>16</sup> United Nations Office for the Coordination of Humanitarian Affairs

<sup>17</sup> World Food Programme

<sup>18</sup> Both in numbers and in the permanence of the migration.

<sup>19</sup> Source: Action Contre la Faim (ACF), 2006

Assessments by international NGOs show that access to drinking water and sanitation at community level was identified as a top priority by the political forces and the communities. Most community drinking water systems constructed during the 1980s and 1990s are no longer functional. During the conflict the authorities were unable to service the communities due to budget restrictions and security constraints. Some water supply schemes were destroyed by the Maoists as part of their military operations. Consequently, people face problems of access to drinking water<sup>20</sup> and have no other option than to use rivers or irrigation channels, often polluted due to very poor awareness of hygiene and virtually no access to latrines. Hence large numbers suffer from diarrhea and other water-borne diseases<sup>21</sup>, which in turn exacerbate their malnutrition status.

## **4. PROPOSED DG ECHO STRATEGY**

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

Nepal is classified according to DG ECHO's Global Needs Assessment (GNA) index as a vulnerable country currently facing a crisis and is one of the world's poorest countries. Furthermore, as Nepal is the theatre of two "forgotten crises", it is a priority country for DG ECHO. The conflict had led to grave and widespread human rights violations and even if the country did not evolve into a full humanitarian crisis, living conditions are extremely difficult for the rural population caught for 10 years between the two sides. DG ECHO's response was, since the conflict worsened in 2002, to gradually increase its financial support from EUR 1.675 million in 2002 to EUR 5 million in 2006, including EUR 2 million for the Bhutanese refugees through the distribution of food aid (managed by WFP and representing around one third of the refugees' food requirements). A DG ECHO Office was opened at the end of 2005 to ensure closer monitoring of the partners' operations and better coordinate with other donors.

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

The Commission adopted two financing decisions in 2006 of respectively EUR 5 million and EUR 2.8 million. These amounts are fully contracted.

- *To support the rural population of Nepal affected by the conflict, particularly women and children.*

DG ECHO previous support is still on-going and final results are not yet available. However, based on the interim and preliminary final reports as well as on DG ECHO monitoring missions, the following results for 2006 can be specified:

ICRC ensured the general protection of the population, disseminated International Humanitarian Law to the armed forces, contributed with the Nepalese Red Cross Society (NRCS) to the exchange of Red Cross Messages, and visited prisoners held by both sides of the conflict. As a consequence of the peace process these visits were sharply reduced since August 2006, as most conflict-related prisoners were released. In 2007, ICRC plans to focus on tracking the "disappeared" and family reunification.

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<sup>20</sup> Only 59 % of the Nepalese population has access to safe water and 23 % to adequate sanitation ;Source: WHO health indicators 2005

<sup>21</sup> The diarrhoea incident rate is 174 per 1.000 for children under five.

About 200,000 people living in remote rural districts with no access to basic public services have benefited from improved tertiary health facilities (district hospitals, orthopedic centers and health posts) and attended consultations in medical mobile camps.

Close to 7000 people have benefited from the construction or rehabilitation of 25 drinking water systems, the construction of close to 900 latrines and from a series of hygiene awareness sessions.

Based on the WFP Vulnerability Analysis and Mapping (VAM), support is being provided to food-insecure communities in conflict-affected areas with rice as an incentive for community participation in asset creation/rehabilitation, income generating projects and training. A provision of one to three months of food support annually is given to about 190,000 vulnerable people using government daily work norm rates of 4kgs of rice for Food-for-Work (FFW) projects. Participation is limited to one or two workers per household, according to its size.

- *Food aid for the Bhutanese refugees.*

UNHCR<sup>22</sup> manages the seven camps and provides care, maintenance and protection. NGOs provide health assistance, primary education, vocational training, water and sanitation equipment. WFP ensures that the camps receive a sustained food supply (mainly rice and cooking oil). DG ECHO support in 2006 ensured that 106,800 refugees received 5,956 MT of food (rice, pulses, oil, sugar, salt, wheat/soy blend). It allowed the distribution of basic food rations to all refugees, the distribution of supplementary food rations to 3,000 vulnerable refugees, i.e. malnourished children under five, expectant and nursing women, tuberculosis patients and elderly sick people.

- *Emergency humanitarian aid in favour of the people affected by drought in Nepal.*

Food security - Based on data gathered through the WFP Food Security Monitoring System, emergency food assistance was necessary for food-insecure communities in remote areas of 10 districts of the Far and Mid Western Regions, due to the effects of prolonged drought. Through short-term Food-for-Work (FFW) schemes, such as mule trails and basic irrigation schemes, WFP provided 2 months of food support to about 120,000 vulnerable subsistence farming households, using government daily work norm rates of 4kgs of rice for FFW projects. Participation was limited to one or two workers per household, according to its size. Blanket supplementary feeding schemes through take-home supplementary food dry rations were also provided for all pregnant and lactating women and children 6-24 months in the affected VDCs. Additionally, rehabilitation of small irrigation schemes, development of home gardening and dissemination of farming practices were developed on a limited scale.

Nutrition - Supplementary and therapeutic feeding operations were conducted for moderate and severe malnourished individuals, with priority on under five and lactating/pregnant women. The operation included basic healthcare and small water and sanitation components related to the feeding structures. In addition, nutrition, basic health and hygiene education sessions were conducted and in the same spirit, support to communities in case of prevention and management of dysentery/diarrhea epidemics and

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<sup>22</sup> United Nations High Commission for Refugees

access to safe drinking water were conducted through water testing, chlorination and cleaning, and training and reactivation of water quality.

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

Since DG ECHO opened an office in Nepal in December 2005 one of its main tasks has been to coordinate its activities with other donors and ensure close collaboration with the Delegation of the European Commission (DG ECHO is associated at all relevant meeting with other Commission services such as for instance the EC<sup>23</sup>-Nepal Joint Commission).

DG ECHO staff is part of the Inter Agency Standing Committee led by the UN Humanitarian/Resident Coordinator, which drafted the Consolidated Appeal (CAP) of 2005 as well as the Common Appeal for Transition Support in 2007, both in line with DG ECHO's Global Plan analysis.

DG ECHO staff attends regular co-ordination meetings such as the monthly UN/Donor meeting, the bi-monthly UNOCHA contact group meeting, and is part of the every two year UNHCR/WFP Joint Assessment Mission (JAM).

DG ECHO is furthermore attending the Basic Operating Guidelines (BOG) meetings which provide a framework of good practice for humanitarian aid and development programmes

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

The situation in Nepal remains volatile and frequent demonstrations, strikes and road blockades are to be expected, at least until the election for the Constituent Assembly. Many grievances, stifled by centuries of feudal rule and authoritarian monarchy, will emerge and have the potential to cause many civil disturbances.

These demands may be used by agents willing to derail the democratic process, be they linked to the feudal and royal system, or to the armed forces, fearing a sharp decrease in their power and influence as a consequence of the democratic process.

On the other hand, the Maoists are not a homogenous group and splinter groups, as for instance the JTMM (Janatantrik Tarai Mukti Morcha), the instigator of the January 2007 Terai demonstrations and riots, also have the potential to cause serious disturbances.

Nepal is prone to a series of natural disasters: it is located on a high-intensity seismic zone, and very vulnerable to both flooding and drought. The past 3 years have seen accentuating drought conditions, leading DG ECHO to decide to allocate EUR 2.800.000 for an emergency decision in October 2006.

Finally, access to the target populations is a daily challenge for DG ECHO partners, contributing in some cases to higher costs. The transport infrastructure in the target areas is rudimentary and beyond the district capitals access is usually only possible by mules, or by foot, sometimes only the latter. Social strife could worsen this situation.

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<sup>23</sup> European Commission

#### **4.5. DG ECHO Strategy**

As in previous years, DG ECHO's strategy is two-pronged: assisting the victims of the conflict in remote and hilly district and the Bhutanese refugees living in seven camps in two eastern districts of Nepal. However, contrary to what has been the case so far, this Global Plan commits funds exclusively the victims of the conflict, as funding (EUR 1.500.000) for the Bhutanese refugees has been secured through the ECHO food aid budget, which is another budget line under the Humanitarian Aid Budget for 2007.

Due to access constraints, the remote areas in the hilly districts affected by the conflict still receive relatively little support from other donors and from the Nepalese authorities. Given the difficulties for government officials in accessing these zones, DG ECHO's interventions will continue to have a particular focus on these areas, where up to 430.000 people are expected to benefit from projects in health, nutrition, water and sanitation. Other conflict-affected districts will be included, in particular as part of the protection programmes. It is estimated that about 170,000 affected people, notably women and children, will be protected and will see their living conditions improve.

As the peace process will, hopefully, be sustained, DG ECHO will prepare a gradual phasing out of the country in coordination with DG RELEX and AIDCO. Should the situation deteriorate DG ECHO will be ready to launch, if necessary, an additional financing decision.

As for the Bhutanese refugees, DG ECHO phasing out will intervene when a comprehensive solution will be adopted and the camps dismantled. DG ECHO has been joining DG RELEX and AIDCO lobbying efforts for such a solution, taking advantage of the current democratic process in Nepal and Bhutan and of third countries' offers to host a significant number of refugees.

##### **Principal objective:**

**- to provide assistance to the rural population of Nepal affected by the conflict.**

##### **Specific objective 1:**

**- To provide multi-sectoral humanitarian support to the rural population of Nepal affected by the conflict, in particular women and children.**

##### Component

Health and nutrition

##### *Activities:*

- Training for medical staff, provision of essential drugs and basic equipment for district hospitals, clinics, health centres and posts in some of the Far and Mid Western Region's districts. Medical data records will be established and epidemiological surveillance systems will be reinstalled.
- Provision of outreach medical services to the most remote and vulnerable communities in these regions, including assistance in referrals to district hospitals for cases of concern that cannot be treated locally.
- Provision of physical rehabilitation services to disabled people.
- Training activities related to hygiene and correct waste disposal practices and protocols for medical staff and personnel in the hospitals, health centres and posts.

- Conduct reproductive health camps, train local health providers in reproductive health and develop awareness on reproductive health and sexual violence issues among the patients.
- Distribution of fortified food for pregnant and lactating women and children up to 5 years old and training of health facility workers to monitor the nutrition status of women and children at health posts.
- Education sessions on preparation of balanced recipes and diets, care/nutrition practices, and promotion sessions on adequate care and feeding/diets of children and pregnant and lactating women.

Component

Water and sanitation

*Activities:*

- Rehabilitation and construction of rural drinking water systems, and protection of existing water sources at community level.
- Construction of toilets and pit latrines.
- Training on hygiene and sanitary practices, and in water system management.
- Construction of water harvest tanks, wastewater harvest tanks and ram pumps distribution.

**Specific objective 2:**

**- To provide protection to the rural population of Nepal affected by the conflict, in particular returning IDPs and children.**

Component

Protection

*Activities:*

- Assisting IDPs in restoring livelihoods and integrating either their original communities or other, if they so prefer.
- Provide legal assistance and counselling to IDPs/returnees.
- Interventions to concerned parties in the areas of abuse of civilians and missing persons
- Assisting in the re-integration of children associated with armed forces and armed groups, paying special attention to the case of girls.
- Dissemination of International Humanitarian Law (IHL) to armed forces, police, ex-combatants and other relevant actors.

**4.6. Duration**

The duration for the implementation of this decision will be 18 months starting on 1 April 2007. Humanitarian operations funded by this decision must be implemented within this period.

Expenditure under this Decision shall be eligible from 1 April 2007.

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 4,500,000

#### 4.7.2. Strategic Programming Matrix

#### STRATEGIC PROGRAMMING MATRIX FOR THE GLOBAL PLAN

Principal objective	<i>to provide assistance to the rural population of Nepal affected by the conflict</i>				
Specific objectives	Allocated amount (EUR)	Geographical area of operation	Activities proposed	Expected outputs / indicators	Potential partners
<p><b>Specific objective 1:</b> To provide multi-sectoral humanitarian support to the rural population of Nepal affected by the conflict, in particular women and children</p>	<p><b>2,530,000</b></p>	<p>Rural districts of Nepal</p>	<p><b>Component -Health and nutrition</b></p> <ul style="list-style-type: none"> <li>- Training for medical staff, provision of essential drugs and basic equipment for district hospitals, clinics, health centres and posts in some of the Far and Mid Western Region's districts. Medical data records will be established and epidemiological surveillance systems will be reinstalled.</li> <li>- Provision of outreach medical services to the remote and vulnerable communities in these regions, including assistance in referrals to district hospitals for cases of concern that cannot be treated locally</li> <li>- Provision of physical rehabilitation services to disabled people.</li> <li>- Training activities related to hygiene and correct waste disposal practices and protocols for medical staff and personnel in the hospitals, health centres and posts</li> <li>- Conduct reproductive health camps, train local health providers in reproductive health, develop awareness on reproductive health and sexual violence issues among patients</li> <li>- Distribution of fortified food for pregnant and lactating women and children up to 5, training of health workers to monitor nutrition status</li> </ul>	<p><b>Around 120,000 affected people have better access to health facilities and improved services.</b></p> <ul style="list-style-type: none"> <li>- Improvement of health services to conflict afflicted population in remote areas</li> </ul>	<ul style="list-style-type: none"> <li>- ACF (F)</li> <li>- CARE - AUT</li> <li>- Concern Worldwide (IRL)</li> <li>- HI (F)</li> <li>- IRC-UK</li> <li>- MERLIN (UK)</li> <li>- MISSION OST - DNK</li> <li>- UNFPA</li> </ul>

<p><b>Specific objective 2:</b> To provide protection to the rural population of Nepal affected by the conflict, in particular returning IDPs and children</p>	<p><b>1,970,000</b></p>	<p>Rural districts of Nepal</p>	<ul style="list-style-type: none"> <li>- Education sessions on preparation of balanced recipes and diets, care/nutrition practices, and promotion of adequate care and feeding/diets of children and pregnant and lactating women</li> <li><b>Component – Water and sanitation</b></li> <li>- Rehabilitation and construction of rural drinking water systems and protection of existing water sources at community level.</li> <li>- Construction of toilets &amp; pit latrines</li> <li>- Training on hygiene, sanitary practices and water system management</li> <li>- Construction of water harvest tanks, wastewater harvest tanks and ram pump distribution.</li> <li><b>Component - Protection</b></li> <li>- Assisting IDPs in restoring livelihoods and integrating either their original communities or other</li> <li>- Provide legal assistance and counselling to IDPs/returnees.</li> <li>- Interventions to concerned parties in the areas of abuse of civilians and missing persons</li> <li>- Assisting in the re-integration of children associated with armed forces and armed groups, paying special attention to the case of girls.</li> <li>- Dissemination of International Humanitarian Law (IHL) to armed forces, police, ex- combatants and other relevant actors.</li> </ul>	<p><b>Access to potable water improved and hygiene behavior modified for at least 20,000 people</b></p> <ul style="list-style-type: none"> <li>- No of newly built or rehabilitated water points; No of Latrines built/used and No of communities where hygiene behavior has changed</li> </ul> <p><b>Improved protection for the conflict-affected people of Nepal in accordance with International Humanitarian Law</b></p> <ul style="list-style-type: none"> <li>- IDPs receive livelihood support matching their skills and relevant to the local socio-economic conditions</li> <li>- IDPs are assisted by legal and/or psychological/ social advisors</li> <li>- Government and Maoists are more aware of issues related to abuse of civilians and International Humanitarian Law</li> <li>- missing persons are found</li> <li>- children associated with armed forces and armed groups, in particular girls, are given the opportunity of joining their families or opting for other forms of social re-integration</li> </ul>	<ul style="list-style-type: none"> <li>- ICRC-CICR</li> <li>- NRC (NOR)</li> <li>- UNICEF</li> </ul>
<p><b>Risk assessment</b></p>	<p><i>Worsening security situation could lead to partners not being able to conduct their operations as envisaged. Increased number of strikes and transport blockades are additional risks that could significantly hamper access to the beneficiaries</i></p>				
<p><b>Assumptions</b></p>	<p><i>It is assumed that blockades will not disrupt humanitarian aid operations in remote districts for long periods</i></p>				
<p><b>Total cost</b></p>	<p>4,500,000</p>				

## 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 DG 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://ec.europa.eu/echo/evaluation/index\\_en.htm](http://ec.europa.eu/echo/evaluation/index_en.htm).

## 6. BUDGET IMPACT ARTICLE 23 02 01

-	CE (EUR)
Initial Available Appropriations for 2007	485.000.000,00
Transfers Commission	-
<b>Total Available Appropriations</b>	<b>485.000.000,00</b>
Total executed to date (14 March 2007)	328.395.694,95
Available remaining	156.604.305,05
<b>Total amount of the Decision</b>	<b>4,500,000</b>
-	CE (EUR)

## 7. MANAGEMENT ISSUES

Humanitarian aid actions funded by the Commission are implemented by NGOs, Specialised Agencies of the Member States, and the Red Cross organisations on the basis of Framework Partnership Agreements (FPA) and by United Nations agencies based on the EC/UN Financial and Administrative Framework Agreement (FAFA) in conformity with Article 163 of the Implementing Rules of the Financial Regulation. These Framework agreements define the criteria for attributing grant agreements and financing agreements in accordance with Article 90 of the Implementing Rules and may be found at [http://europa.eu/comm/echo/partners/index\\_en.htm](http://europa.eu/comm/echo/partners/index_en.htm).

Individual grants are awarded on the basis of the criteria enumerated in Article 7.2 of the Humanitarian Aid Regulation, such as the technical and financial capacity, readiness and experience, and results of previous interventions.

## **7. ANNEXES**

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

**Annex 2: Map of country and location of DG ECHO operations**

**Annex 3: List of previous DG ECHO operations .**

**Annex 4: Overview of donors' contributions**

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

### **General**

- Human Development Index rank : 138 / 177 (source Human Development report 2006/UNDP)
- GDP per capita value is USD1, 490 while the average in South Asia is USD 2,897 (source Human Development report 2006/UNDP)
- Per capita income of USD250/ year (World Bank, Nepal Country brief, August 2003)
- Human Poverty Index -1 rank : 68 / 102 (source Human Development Report 2006 /UNDP )
- 38% of population below poverty line (source Human Development Report 2006 /UNDP)
- Combined primary, secondary and tertiary gross enrolment ratio : 164/189 (source Human Development Report 2006/UNDP)
- 107,000 Bhutanese refugees (UNHCR 2006)
- 200,000 IDPs (IDP project, Norwegian Refugee Council, 2004)
- Adult female literacy rate : 24% (SCF Mother index 2003)

### **Health**

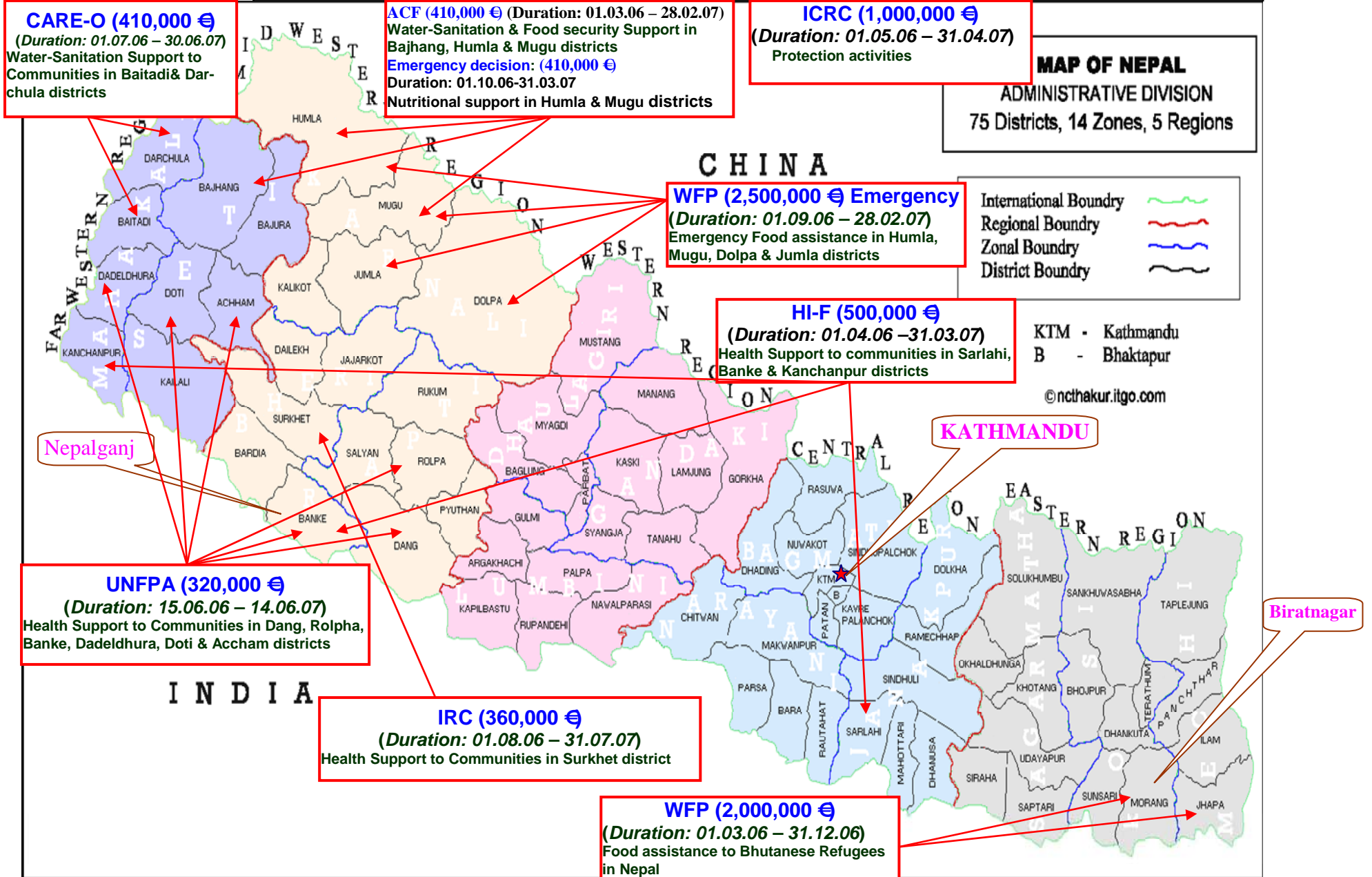
- Mortality rate for under fives (per 1000 live births) : 91 (UNDP Millennium development goals)
- Maternal mortality ratio (per 100,000 live births) : 740 ( UNDP Millennium development goals)
- 92% of birth are delivered at home in rural area ( Central Bureau of Statistics , 2004)
- 4 physicians per 100,000 populations (human development report 2003, UNDP)
- women using modern contraception : 35% (SCF mother index 2003)
- pregnant women with anemia : 65% (SCF mother index 2003 )
- Life expectancy at birth is 62.1, which ranks Nepal 129/177.

### **Nutrition / food security**

- Thirty-nine of Nepal's 75 districts are estimated to be food-deficient with serious constraints on food access, especially in the hills and mountains, which are also prone to localised natural hazards. (WFP/ department of agriculture, 2004)
- Children under five nutrition statistics nationwide: 43% stunting; 21.3% severe stunting; 9.6% wasting; 1.1 % severe wasting with prevalence highest in the hills and mountains and in the mid and far western regions (Health and demographic survey, 2001).



## Annex 2 – Map of country and location of DG ECHO operations





## Annex 4: Overview of donors' contributions

Donors in Nepal the last 12 months					
1. EU Members States (*)		2. European Commission		3. Others	
	EUR		EUR		EUR
Austria		DG ECHO	7,800,000		
Belgium	284,050	Other services			
Bulgaria					
Cyprus					
Czech republic					
Denmark	804,290				
Estonia					
Finland					
France					
Germany	2,865,000				
Greece					
Hungary					
Ireland					
Italy					
Latvia					
Lithuania					
Luxemburg					
Malta					
Netherlands	1,499,920				
Poland					
Portugal					
Romania					
Slovakia					
Slovenie					
Spain					
Sweden					
United kingdom					
<b>Subtotal</b>	<b>5,453,260</b>	<b>Subtotal</b>	<b>7,800,000</b>	<b>Subtotal</b>	<b>0</b>
		<b>Grand total</b>	<b>13,253,260</b>		

Dated : 08 March 2007

(\*) Source : DG ECHO 14 Points reporting for Members States. <https://hac.ec.europa.eu>

Empty cells means either no information is available or no contribution.