



EUROPEAN COMMISSION
DIRECTORATE-GENERAL FOR HUMANITARIAN AID - ECHO

HUMANITARIAN AID

**for IDPs and conflict affected communities in Sri Lanka
and Sri Lankan refugees in Tamil Nadu, India**

GLOBAL PLAN 2008

**Humanitarian Aid Committee
June 2008**

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Explanatory Memorandum

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1. EXECUTIVE SUMMARY

The conflict between Tamil separatists¹ and the Government of Sri Lanka (GoSL) in the north and east of the country has been ongoing since 1983 and has claimed over 75,000 human lives. Over 800,000 people have been internally displaced and a further 100,000 Tamils have fled to refugee camps in Tamil Nadu, India. The abrogation of the 2002 ceasefire agreement (CFA) by the government in January 2008 marks a further deterioration in this increasingly vicious conflict. The country has reverted to civil war and with both sides intent on a military solution there are no prospects of a peaceful solution in the foreseeable future. The effect on the civilian population in the north and east is devastating particularly because of the appalling brutality of the conflict. Major violations of international humanitarian law and human rights by all parties to the conflict² are a daily occurrence.

The humanitarian situation is likely to deteriorate in 2008. There are already around 570,000 Internally Displaced Persons (IDPs) in Sri Lanka and the International Committee of the Red Cross (ICRC) and United Nations (UN) estimate that between 200,000 to 400,000 people could be forced to flee their homes due to current hostilities in the north in the coming months.

The focus of this global plan will be to provide emergency relief assistance to IDPs, host communities and vulnerable population caught up in the conflict. The main needs identified are protection, food aid and food security, shelter and non food relief items (NFRI), health, water and sanitation, mine action, coordination, security and logistics. Depending on the intensity of the conflict, there is also a need for basic rehabilitation assistance in support of return and resettlement processes. In Tamil Nadu, the main needs are for the provision of water and sanitation, shelter and NFRI in the refugee camps.

Sri Lanka is a complex emergency and the humanitarian situation is highly politicised. While the humanitarian workload in the north and east of Sri Lanka is increasing the humanitarian space continues to diminish.

2. CONTEXT AND SITUATION

2.1. General Context

Sri Lanka is a densely populated island nation of 20 million people located off the south east tip of India. It is a lower middle-income country ranking 99 out of 177 in the UNDP Human Development Index 2007³. The incidence of poverty has reduced over the past four decades, but 22% of the population still subsist below the poverty line⁴. Sri Lanka is a multi-religious and multi-ethnic nation. The Sinhalese community forms the majority of the population (around 82%) with Tamils, who are mostly concentrated in the north and east of the island, forming the largest ethnic minority (9%).

A ceasefire agreement of 22 February 2002 allowed the country to experience a short period without fighting but the situation began to deteriorate in 2005. The Presidential election that year brought a focus on waging war against terrorism and by April 2006, military operations to seize territory from the LTTE in the east had begun. By August 2007 the east was declared liberated and at the end of 2007 the government launched a new offensive to retake the north. In January 2008, the government abrogated the CFA

¹ Liberation Tigers of Tamil Eelam (LTTE).

² GoSL, LTTE and para military factions

³ UN Development Programme Human Development Report 2007/2008

⁴ National poverty line 2002 (latest figures available), Rs 1423/person/month Dept of Census and Statistics, Sri Lanka ECHO/-SA/BUD/2008/01000

and the county returned to full scale civil war. Shelling, aerial bombardment, open warfare, claymore mine attacks, suicide bombs, assassinations, abductions, disappearances, harassment and intimidation, forced under-age recruitment and the use of civilians as human shields are all “common” features of the ongoing conflict.

The government continues to present to the outside world the image of a country which is fundamentally stable but which is suffering from outbreaks of terrorist activity which can be overcome militarily. The majority of actors agree however that a decisive government victory is unlikely and even if it were achieved the conflict would continue in a different form until a political solution can be found.

In addition to the ongoing conflict, the tsunami of 26 December 2004 heavily affected Sri Lanka with the deaths of 30,957 people and the disappearance of 5,637 others⁵. It was hoped that this tragedy would lead to a revival of the peace process but this has not materialised despite the fact that an important component of the reconstruction aid was originally tied to the peace process.

2.2. Current Situation

The humanitarian crisis as a result of the conflict is most acute in three areas – the east⁶, the Vanni⁷ and Jaffna.

After almost a year of fighting in which more than 200,000 civilians were displaced and tens of thousands of homes damaged, destroyed and looted, the government has declared that **the east** is now “peaceful” and reconstruction can begin. In reality however the situation is fragile. 170,000 people have been returned to their homes or resettled in new areas but problems include lack of shelter, difficulty in re-establishing livelihoods because of fishing bans and lack of agricultural inputs, land mines, lack of services and security, looting, growing insurgency with the re-infiltration of LTTE cadres, rising ethnic tensions and harassment and extortion from paramilitary groups. There are also some concerns on how voluntary the return process actually is especially when IDPs are relocated to new sites.

The future for the 30,000 remaining IDPs in the east is bleak. Forced return, abductions, killings and torture by paramilitary groups are frequently reported from the IDP camps. Many Tamils and Muslims are unable to return to their land because it is now part of a high security zone (HSZ) although the GoSL is planning a Special Economic Zone within this area leading to allegations of ethnic discrimination. Local elections held in March 2008 have only resulted in legitimising the activities of paramilitary groups in the area such as the Karuna faction (TMVP)⁸.

Following their “success” in the east in 2007, the government is currently intent on re-taking the heartland of the LTTE, **the Vanni**, and a major assault has been launched around the Forward Defence Lines and in aerial attacks on Kilinochchi and the surrounding area. Progress on the ground is slow however and the LTTE shows no signs of giving up. It is likely that the Government will repeat the strategy used to recapture the east last year, concentrate on bombing and shelling, refuse access to NGOs and UN and generally make life impossible for civilians in LTTE areas. The population are then forced to flee and government forces can move in and consolidate. ICRC and UN believe

⁵ Source: Office for the Co-ordination of Humanitarian Affairs (OCHA).

⁶ The east comprises the districts of Trincomalee, Batticaloa and Ampara

⁷ The “Vanni” is an area covering partially Mullaitivu, Kilinochchi, Mannar and Vavuniya districts in north Sri Lanka.

⁸ Tamil Makkal Viduthalaip Puligal (TMVP) is the political arm of the Karuna faction, a Tamil para-military group which split from the LTTE in March 2004.

that as many as 200,000 to 400,000 people could be displaced within and outside the Vanni as a result of this strategy.

Inside the Vanni the LTTE continue to terrorise the trapped population through forced conscription, assassinations, abductions, extortion, harassment and use of civilians and humanitarian agencies as shields. If civilians do manage to flee, their security is far from guaranteed as the Sri Lankan Army (SLA) and paramilitary groups view them as LTTE suspects.

The **Jaffna peninsula** has been isolated since the A9 road was closed in August 2006 and there are severe restrictions on the movement of people and goods. The humanitarian situation there can be best described as a huge militarised refugee camp with a reported 500,000 people confined to an open prison, isolated from outside contact with limited access for humanitarian agencies and with only a few expatriates present due to security and access problems. Regular shelling, heavy military presence, troop movements, parading military helicopters, armoured personnel carrier convoys, harassment of civilians by army personnel, blockage of aid transport, increasing number of IDPs and a volatile security environment are all part of the daily routine.

While the humanitarian workload in the north and east of Sri Lanka is increasing the humanitarian space diminishes further with every new phase of the conflict. In addition to major security concerns and severe restrictions on access by LTTE and GoSL, other issues such as harsh criticism of humanitarian agencies by government departments and the media, military interference in operations, interminable bureaucratic procedures, heavy taxes and repeated violations of IHL by all parties to the conflict add to the problems.

In **Tamil Nadu**, the 80,000 Sri Lankan refugees still residing there are currently placed in 101 camps which have been established by the state and central governments, and are spread across 25 districts of Tamil Nadu. Conditions in the camps are extremely basic and all camps suffer from a total lack of sanitation and very poor hygiene. The government provides a small monthly cash allowance to refugees and some food items such as rice, sugar and kerosene are subsidized. The refugees are supposed to have free access to the public health system and to government primary/secondary schools, but most refugees view these as very poor compared to the systems in Sri Lanka. Access to tertiary education is very difficult. Refugee movements are closely monitored by the police and local authorities and a special permit is required in order to stay overnight outside the camps.

India is not a signatory to the 1951 Convention on the Status of Refugees or its 1967 Protocol. Consequently, apart from the special agreement the United Nations High Commissioner for Refugees (UNHCR) has obtained with the Indian authorities to monitor and aid repatriation requests, UNHCR has no mandate to provide emergency assistance and has no access to these camps. In addition, the Government of India only allows access to the camps to a small handful of International Non-Governmental Organisations (INGOs).

3. IDENTIFICATION AND ASSESSMENT OF HUMANITARIAN NEEDS

3.1. Main affected population groups

In Sri Lanka

In terms of numbers of IDPs, accurate statistics are difficult to assess because of the volatility of the situation and access constraints. There are estimated to be around 190,000 people displaced by the "new" conflict and a further 312,000 IDPs from "old" phases of the conflict⁹. 60,000 of this "old" caseload are still living in atrocious conditions in government buildings or "welfare centres"¹⁰ and are considered by UNHCR to be extremely vulnerable. In addition there are still 70,000 or so tsunami IDPs, bringing the total IDP caseload in the country to around 570,000. This ranks Sri Lanka along with Sudan, Iraq and Colombia as a country with one of the highest IDP populations in the world¹¹. Since the conflict is complex and fluid and spread over a wide area, patterns of displacement are recurrent and unpredictable. It is no exception to find IDP families in the north east who have been displaced more than 5 times.

Vulnerable groups extend beyond the IDP and host population caseload. The everyday existence of all communities in the conflict areas has been severely affected by the current situation and due to the protracted nature of the crisis coping mechanisms of the population in the north and east are now virtually non-existent. This is particularly true of around 800,000 people virtually trapped in Jaffna and the Vanni because of access and other restrictions.

In Tamil Nadu

Of the 100,000 Tamils who have fled the conflict to Tamil Nadu, around 80,000 still remain in refugee camps there. 20,000 of these have arrived in the camps since January 2006. While the number of new refugees has not increased significantly in the past six months this is likely to be as a result of increased vigilance by the Sri Lankan navy in the straits separating the two countries. This situation could change at any time and it is possible that there may be a surge in refugee numbers if people currently within the Vanni are forced to flee because of the escalating conflict.

3.2. Identified Humanitarian needs

In Sri Lanka

Protection

Protection is the most important humanitarian sector in the 2008 Global Plan and the presence of ECHO partners in conflict affected areas ipso facto contributes towards enhanced protection. 7,000 people have died since 2002 and the total number of disappearances has reached 6,000 with the majority of these recorded in the last two years¹². According to the Sri Lankan Monitoring Mission (SLMM)¹³ at least 60% of casualties are civilians and this number is rising¹⁴ indicating the alarming disrespect by all parties to the conflict for international humanitarian law. Because there is virtually no investigation into any of these violations a climate of total impunity prevails. The two most vulnerable groups within this sector are IDPs and children.

⁹ "New" conflict refers to the escalation since April 2006. "Old" conflict refers to the phases before this

¹⁰ "Welfare centres" are managed by the government with some support from UNHCR and other actors

¹¹ Source: "Refugees by numbers, 2006" UNHCR

¹² Source: Foundation for Co-existence

¹³ SLMM was the international monitoring mission chaired by Norway to monitor the ceasefire.

¹⁴ Source: "Civilian casualties reach appalling levels" ICRC February 2008

In addition to the many protection problems faced by IDPs (see 2.2 above), the situation is made worse by the fact that since the withdrawal of the SLMM following abrogation of the CFA, there is virtually no representation, other than humanitarian actors, to defend their case or bring up their grievances with the local authorities. Psycho-social problems also give rise to protection issues due to excessive drinking and domestic violence.

Forced recruitment is a major problem in Sri Lanka and many front line casualties are now reported to be recent recruits and underage. Total underage recruitment by the LTTE since 2002 stands at 6,200, while the TMVP have so far recruited 361 minors¹⁵. Aid agencies have indicated that the reported figures are only the tip of the iceberg, since most families are too afraid to report abductions for fear of reprisal.

Food Aid and Livelihoods

Isolation in the Vanni and Jaffna has resulted in a general scarcity of food commodities and an escalation in food prices leading to migration, pockets of malnutrition, reduced food consumption and unsustainable coping mechanisms. Continued access restrictions to these areas indicates a steady need for basic food aid in the conflict affected areas.

The food production capacities of IDPs, hosting families and resettled communities have also been seriously weakened. The agricultural sector, which is the main source of income for numerous families, has suffered, and there are bleak projections for the next harvest in August 2008, due to insufficient inputs. Fishing communities have also suffered heavily because of the SLA ban on fishing activities near high security areas and deep sea night fishing.

The food aid component will be mainly financed from the DG ECHO¹⁶ Food Aid Budget Line which foresees EUR 3.000.000 for Sri Lanka for specific food aid interventions to be implemented in parallel with this Global Plan. Where partners are proposing an integrated relief programme with a small food aid or livelihood component however, these programmes will be financed from this decision.

Shelter and non food relief items (NFRI)

One of the most urgent needs for a displaced family is proper emergency or temporary shelter. In most cases displaced people initially flee to schools, temples, churches and other public buildings. Emergency shelter is then provided, so that the public areas can be vacated, avoiding excessive disruption in the lives of both the host community and the IDPs. Temporary or semi-permanent shelter may be provided in case of longer term displacement or where IDPs are relocated to new areas or returning to their own land when the original home has been destroyed. For the sake of equity, it is essential that standards provided in temporary shelter are similar to those used for tsunami IDP relief.

In addition to shelter, an urgent need for displaced families is the distribution of NFRI such as cooking utensils, buckets, sleeping mats, and other essentials.

Water and Sanitation

Increasing numbers of IDPs put additional stress on the already weak water and sanitation services. Reduced levels of health resources and staff mean that existing systems are unable to cope with large scale emergency situations or outbreaks of water-vector borne diseases. Sufficient water supply and sanitation facilities are therefore a priority for the affected communities. The rehabilitation of water and sanitation

¹⁵ Source: UNICEF reports

¹⁶ Directorate General for Humanitarian Aid -ECHO

infrastructures is also an essential component of the return support packages for the resettlement process.

Health

The existing health system in Sri Lanka has the necessary technical infrastructure and capacity to provide an acceptable level of health services in normal circumstances. However in the conflict areas, human resources are very limited, notably surgery related specialists, access to the affected population is restricted and it is extremely difficult to have approval to transport medical supplies¹⁷. The current health system is also regularly over stretched with new influx of IDPs in specific areas. The most vulnerable in this sector are disabled and traumatised people. The psychosocial and mental health impact of the conflict is exacerbated by poverty and needs also to be addressed.

Mine Action

Since the escalation in the conflict, new mines are being laid and the environments in the north east are further contaminated with unexploded ordnance (UXOs). The northern SLA offensives aimed at pushing back the LTTE positions at the forward defence line have triggered the use of anti personnel landmines as a defence weapon. To protect people at their places of residence and to ensure safe return or relocation, mine action activities such as technical survey, demarcation, de-mining, mine risk education and mine survivor assistance should be implemented before resettlement takes place.

Coordination, Logistics and Security

Due to the complexities and politicisation of the current conflict, humanitarian coordination, liaison and security have become a major challenge. Misunderstandings and mistrust between the government and international agencies often result in coordination becoming an uphill battle. Access (see 4.4) has become one of the main areas of contention and while the main cause remains the ever increasing government restrictions, the WFP logistical hub in Vavuniya has indicated that innovative and well-coordinated logistical set-ups can help to improve the capacity to reach affected communities.

In terms of security, Sri Lanka is recognised as one of the most dangerous places in the world for humanitarian staff with statistics for disappearances and killings comparable to those from Iraq, Afghanistan and Somalia. Again as with coordination and logistics, it is essential for the humanitarian community to work together and be united in improving the overall security preparedness and regulations.

Natural disasters

Sri Lanka is a disaster prone country, where floods, cyclones, landslides and droughts happen on a seasonal basis. Areas of large concentrations of IDPs are especially vulnerable to natural disaster since settlements are often built on land which is unsuitable for construction. Increased concentrations of people also place additional stress on already sparse water availability during the dry season. This can further deplete the limited humanitarian resources and capacity to meet the needs of the conflict affected communities.

¹⁷ Between August 2007 and February 2008 there were no medical supplies allowed into the LTTE controlled Vanni
ECHO/-SA/BUD/2008/01000

In Tamil Nadu

All refugee camps in Tamil Nadu suffer from a total lack of sanitation and very poor hygiene. Maintenance by the state government is extremely limited. The major need is for the provision of adequate water and sanitation facilities, hygiene promotion and waste management and repair of existing shelters. Emergency shelter and NFRI for new arrivals is also required.

4. PROPOSED DG ECHO STRATEGY

4.1. Coherence with DG ECHO's overall strategic priorities

Sri Lanka is classified by the GNA¹⁸ as a "high crisis" country with "medium vulnerability" and the potential for "high violent conflict". The fact that Sri Lanka is considered a "medium vulnerability" country reflects its relatively advanced economic and social development in relation to many other countries where DG ECHO traditionally intervenes. However, the relative affluence of the south of the country is far removed from the serious humanitarian needs in the north and eastern districts affected by the conflict.

In terms of **Linking Relief Rehabilitation and Development (LRRD)**, regular meetings are held between DG ECHO, DG RELEX and DG AIDCO¹⁹ at both field and Brussels level. Recent discussions have focused on complementarities between DG ECHO strategy and two new AIDCO funded programmes "Socio-economic measures to support conflict affected IDP returnees and host communities in Sri Lanka" (EUR 36.000.000) and "Support to conflict affected IDP returnees and host communities through housing in the north and east of Sri Lanka" (EUR 12.000.000). Both programmes will concentrate on medium term needs of returnee IDPs and host communities, many from the "old caseload", and will complement and go beyond DG ECHO humanitarian interventions. Project activities are expected to start by the first semester of 2009 and will also complement the existing EC-World Bank North and East Housing Reconstruction Programme. DG ECHO has also been involved in discussions on the use of the EC Stability Instrument in Sri Lanka.

In terms of **disaster preparedness**, DG ECHO pursues a policy of mainstreaming disaster risk reduction measures in the humanitarian projects it funds in Sri Lanka. The country has not been added to the current DIPECHO Action Plan for South Asia in view of the humanitarian priority needs in a very complex and highly politicised conflict where security of humanitarian aid workers is not fully ensured.

To increase awareness of this crisis in Europe and **underline the positive role of humanitarian aid activities**, implementing partners will be encouraged to undertake a co-ordinated media campaign in their countries of origin. DG ECHO will coordinate with willing partners and co-finance these campaigns.

4.2. Impact of previous humanitarian response

DG ECHO has been operational in Sri Lanka since 1994. Since then, activities have benefited over 2,000,000 conflict affected people in Sri Lanka, over 65,000 Tamil refugees living in Tamil Nadu, India and over 1,000,000 tsunami-affected population in both Sri Lanka and the Maldives. Since 2004, the Commission has provided over

¹⁸ General needs assessment established annually by DG ECHO

¹⁹ Directorate General for External Relations (RELEX) and EuropeAid Cooperation Office (AIDCO)
ECHO/-SA/BUD/2008/01000

EUR 93,000,000 of humanitarian assistance including over EUR 40,000,000 in response to the tsunami. In 2007, ECHO funded projects achieved the following:

- 42,437 people received protection training through ICRC and UNHCR.
- 41,879 people were provided with protection assistance including consultations, provision of birth, marriage and death certificates, land titles etc.
- 200 legal aid mobile centres were established and operational.
- Monitoring of protection situation for over 700,000 people was ensured by partner's presence in the field.
- More than 632,300 beneficiaries received food aid, cooked meals including school feeding, dry and supplementary feeding.
- Under income generation 6,755 home gardening/agro packs, 1,495 livestock kits, and 1831 training/self-help supports were provided.
- 4,237 water sources (wells, tube wells, water tanks, water points and water bowser) were provided or repaired and 369 wat/san training courses given.
- 43,381 temporary toilets were constructed with related hygiene promotion activities.
- 13,767 temporary/emergency shelters and 995 semi-permanent shelters were constructed and 1,700 shelters repaired.
- 1,789 common structures were erected.
- 75,440 domestic kits; 14,140 educational kits, 2,030 survival kits and 4,700 hygiene kits were distributed.
- 5,461 disabled people were assisted, of which 704 people received physiotherapy treatment and 2,112 received prosthetic devices.
- 15,280 people received psycho-social care, consultation and advice.
- 4 hospitals were assisted, 1,412 health kits distributed and 1,750 beneficiaries benefited from health training and awareness creation.
- 400,000 people benefitted indirectly from coordination services
- Disaster Management capacity was improved through trainings and capacity building.
- 2 kms of access roads were constructed through community participation.
- More than 500,000 beneficiaries directly or indirectly benefited from the following UN lead activities: coordination, security and logistics.

4.3. Coordination with activities of other donors and institutions

In Sri Lanka

Coordination between other donors and institutions at all levels in Sri Lanka is very good. DG ECHO maintains very close contact with the EC Delegation in Colombo and DGs RELEX and AIDCO in Brussels. At field level, DG ECHO participates in a series of regular meetings between Member States as well as between donors at the Bilateral Donor Group (BDG) meetings and at a security forum.

The UN Inter-Agency Standing Committee has established a humanitarian country team which is working to promote common approaches to humanitarian aid and a UNOCHA Country Office supported by DG ECHO also works towards strengthening the humanitarian coordination mechanisms through regular thematic and district-wise meetings between NGOs and UN agencies.

For information on coordination of issues concerning the humanitarian space, see section 4.4 below.

In Tamil Nadu

The project will be implemented in close coordination with the Department of Rehabilitation, Tamil Nadu State Government, India, which is the key department dealing with Sri Lankan refugee issues in the state and with the concerned district level authorities. There are currently only three INGOs working in the refugee camps and information on project activities is shared on a regular basis.

4.4. Risk assessment and assumptions

The diminishing humanitarian space in Sri Lanka is a major concern for all actors. DG ECHO and the EC Delegation have been instrumental in the establishment of a Committee for Coordination of Humanitarian Affairs (CCHA) which links key Ministries, donors and representatives of UN, ICRC and NGOs in fortnightly meetings in an attempt to find solutions to some of the ongoing problems in terms of the humanitarian space. DG ECHO has also played a leading role in the development of the “Guiding Principles for Humanitarian Assistance and Development in Sri Lanka” which is currently being promoted among government departments and the general public as well as with donors and agencies in the field. The major problems in Sri Lanka in terms of risks include:

Security and safety

Sri Lanka has become one of the most dangerous places in the world for people working in "humanitarian service" with 44 humanitarian staff killed and 23 disappearances between January 2006 and December 2007²⁰. Since the abrogation of the CFA in January 2008, security has further deteriorated and incidents such as aerial bombardment, claymore attacks and suicide bombings are regularly taking place close to humanitarian compounds, staff and equipment in the Vanni. UN and NGO buildings have already suffered collateral damage and the chance for staff and civilians to be caught in an attack is growing by the day. These increased security risks lead to aid agencies downsizing or pulling out altogether, undermining the ability of DG ECHO's partners to reach vulnerable populations caught up in the conflict. Already more than 2000 aid workers and many humanitarian agencies have left the north east, for security reasons.

Access

Humanitarian access for agency staff and materials into the Vanni is being paralysed. While agencies are trying to cope with the latest restrictions, new regulations are imposed by the government without warning and the existing mechanism for approval has become fraught with difficulties. The process to agree quotas at Colombo level is long and arduous and the agreed quotas are regularly slashed at local level by the Ministry of Defence (MoD). Fuel quotas for example are regularly reduced to around half the agreed amount. There are severe limitations on the number of vehicles passing through the Omanthai checkpoint which is the only existing access into and out of the Vanni. Movement is also restricted by LTTE (travel passes) and SLA (security) restrictions. Within the Vanni itself access is considerably restricted. In Jaffna, the government has reduced the number of ships from 10 to 8 limiting further food supplies to the peninsula and access for expatriate staff requires lengthy procedures and is often refused.

²⁰ Source: "Under Fire: Persons in Humanitarian Service" Law and Society Trust, Colombo, March 2008
ECHO/-SA/BUD/2008/01000

Backlash against humanitarian agencies

The media, which is largely controlled by the government, has a clear strategy of criticizing humanitarian actors and accusing them of siding with the LTTE. Each week sees a new smear campaign launched against humanitarian or human rights agencies in the newspapers. This has resulted in a total lack of respect for aid agencies and government authorities are now clamping down further, demanding more taxes, requesting agencies to redirect their aid, rejecting staff visa and programme applications, increasing approval procedures, checks and searches and even expelling agency staff from Sri Lanka.

Harassment and extortion by paramilitary groups in the east

Incidents reported to DG ECHO by agencies in the east include direct threats to NGO staff, looting of humanitarian supplies, diversion of supplies for use by the groups, attempts to force NGOs to use specified contractors and forcible use of NGO vehicles and property.

4.5. DG ECHO Strategy

Since the conflict in **Sri Lanka** is now entering a critical phase, the primary focus of this Global Plan will be on emergency humanitarian assistance for newly displaced IDPs and other conflict affected and vulnerable communities in the north and east.

Depending on the intensity of the conflict, the Global Plan will also address basic requirements for those displaced people who have the chance to return to their original land or relocate to new land. These return and relocation operations will be funded only if they comply with international standards and are voluntary, sustainable, safe and with respect to dignity.

The main target population will be 800,000 conflict affected people in Jaffna and the Vanni and a further 200,000 people recently displaced, returned or relocated in the east. The caseload of 190,000 people displaced by the ongoing conflict plus the majority of the remaining 70,000 tsunami IDPs (see 3.1 above) are included within these populations. Neighbouring districts where IDPs may flee and where resident communities may be displaced due to sporadic attacks will also be included.

Again depending on the intensity of the conflict, the Global Plan may also assist 60,000 extremely vulnerable IDPs from the previous conflict caseload who still reside in government buildings or “welfare centres”. The remainder of IDPs from the previous caseload will be targeted by other EC instruments (see 4.1 above).

The total caseload of beneficiaries in Sri Lanka for this global plan is therefore **1,060,000** people.

In **Tamil Nadu**, the populations targeted by this decision are the Sri Lankan refugees living in camps and in particular women and children. It is foreseen that the DG ECHO programme will reach a minimum of **30,000** beneficiaries in the refugee camps.

The total beneficiary population for this decision is therefore 1,090,000 (1,060,000 in Sri Lanka and 30,000 in Tamil Nadu).

In line with DG ECHO priorities children will receive special attention in this Global Plan.

In order to maximise the impact of the humanitarian aid for the victims, the Commission will maintain a DG ECHO support office located in Colombo. This office will appraise project proposals, co-ordinate and monitor the implementation of humanitarian operations financed by the Commission. The office provides technical assistance capacity and necessary logistics for the good achievement of its tasks.

Principal objective: To save and preserve the lives of conflict affected populations in Sri Lanka and to assist the Sri Lankan refugees living in camps in Tamil Nadu.

Specific objectives:

Specific objective 1: To provide integrated humanitarian assistance to vulnerable communities in Sri Lanka, in particular Internally Displaced Persons (IDPs) and conflict affected persons.

Sector	Activities:
Protection	Protection of IDPs, vulnerable groups and host communities Protection of children from forced recruitment and other violations Provision of legal assistance to IDP population and affected communities Provision of support and counselling for SGBV victims Provision of community mobilisation and support for IDP camps Provision of Mine Risk Education to displaced and resettled populations

Sector	Activities:
Shelter and NFRI	Provision of emergency shelter for newly displaced populations Provision of temporary/semi-permanent shelter for resettled/relocated families Care and maintenance of existing welfare centres and IDP camps Provision of NFRI to newly displaced and resettled/relocated IDPs Provision of educational materials and aids to displaced children

Sector	Activities:
Water and Sanitation	Construction of emergency and temporary latrines Construction and rehabilitation of drinking water wells and water pumps Provision of drinking water by bowser Repair of irrigation tanks Provision of hygiene promotion activities to newly displaced and resettled IDPs Capacity building to hygiene promoters and other stakeholders Provision of solid waste disposal

Sector	Activities:
Food Aid and Livelihoods	Provision of dry food rations, supplementary food and cooked meals to IDPs Provision of livelihood/food security kits to re-start livelihood activities Training in improved livelihood techniques

Sector	Activities:
Health	Provision of medical assistance to people with disabilities or injuries Support health provision where the existing services are overwhelmed Surgical activities for trauma patients. Monitor/intervene in epidemics/nutritional emergencies in conflict related areas Promotion of health and hygiene practices Psycho-social interventions

Sector	Activities:
Mine Action	Technical Survey and Demarcation De-mining Mine risk education Mine survivor assistance

Sector	Activities:
Coordination, Logistics and Security	Facilitating coordination amongst NGOs, UN and Government stakeholders Provision of accurate and regular information on needs and responses Transport of humanitarian goods and staff Provision of adequate security practices (e.g. information sharing)

	Promotion and usage of Guiding Principles for Sri Lanka Provision of security training and capacity building
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Specific Objective 2: To improve access to water and sanitation, shelter and non food relief items (NFRIs) for the Sri Lankan refugees living in Tamil Nadu

Sector	Activities:
Wat//San, Shelter and NFRI	Improvement of wat/san facilities in refugee camps in Tamil Nadu Rehabilitation of septic tanks, latrines, solid waste disposal facilities Provision of hygiene promotion activities Emergency shelter and provision of essential NFRIs Capacity building of local stakeholders

Specific Objective 3: To maintain a technical assistance capacity in the field, to assess needs, appraise project proposals and to coordinate and monitor the implementation of operations

Sector	Activities:
Technical Assistance	Maintenance of DG ECHO support office in Sri Lanka Appraisal of project proposals and evaluation of other reports Coordination and monitor implementation of humanitarian operations Provision of technical assistance and necessary logistics for achievement of these tasks

4.6. Duration

The duration for the implementation of this Decision will be 18 months starting from 1 May 2008. Expenditure under this decision shall be eligible from 1 May 2008. This duration is requested since some of the activities to be funded under the Global Plan may be a continuation of or build on activities funded under the previous Global Plan which ends on 30 September, 2008. In addition, given the precarious security situation and volatility of the Sri Lankan conflict it is proposed to allow some flexibility for possible extensions to the project durations. Humanitarian operations funded by this Decision must be implemented within this period.

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 14,000,000

4.7.2. STRATEGIC PROGRAMMING MATRIX FOR THE GLOBAL PLAN

Principal objective	<i>To save and preserve the lives of vulnerable population in Sri Lanka and to assist the Sri Lankan refugees living in camps in Tamil Nadu.</i>				
Specific objectives	Allocated amount (EUR)	Geographical area of operation	Activities proposed	Expected outputs / indicators	Potential partners
<p>Specific objective 1: To provide integrated humanitarian assistance to vulnerable communities in Sri Lanka, in particular Internally Displaced Persons (IDPs) and conflict affected persons</p>	13,100,000	Sri Lanka	<p>Integrated assistance to vulnerable populations including:</p> <p>Protection</p> <ul style="list-style-type: none"> - Protection of IDPs, vulnerable groups and host communities - Protection of children from forced recruitment and other violations - Provision of legal assistance to IDP population & affected communities - Provision of support and counselling for SGBV victims - Provision of community mobilisation and support for IDP camps - Provision of Mine Risk Education to displaced and resettled populations <p>Shelter</p> <ul style="list-style-type: none"> - Provision of emergency shelter for newly displaced populations - Provision of temporary/semi-permanent shelter for resettled/relocated families - Care and maintenance of existing welfare centres and IDP camps - Rehabilitation of access roads, culverts and canals to ensure access by all weather conditions <p>NFRI</p> <ul style="list-style-type: none"> - Provision of NFRI to newly displaced and resettled/relocated IDPs - Provision of educational materials & aids to displaced children <p>WatSan</p> <ul style="list-style-type: none"> - Construction of emergency and temporary latrines - Construction and rehabilitation of drinking water wells and water pumps - Provision of drinking water by bowser - Repair of irrigation tanks - Provision of hygiene promotion activities to newly displaced and resettled IDPs - Capacity building to hygiene promoters and other stakeholders - Provision of solid waste disposal 	<p>Protection</p> <ul style="list-style-type: none"> - Improved protection of conflict-affected people in Sri Lanka in accordance to the principles and practices of IHL - Improved protection of displaced and host community children including access to child friendly spaces and education facilities - Improved access to and availability of legal assistance to IDP and host communities - Improved protection by presence at camps - Improved mine risk awareness leading to reduction of mine and/or UXO related incidents <p>Shelter</p> <ul style="list-style-type: none"> - Newly displaced IDPs receive adequate emergency shelter materials - Resettled/relocated IDPs receive adequate temporary shelters according to agreed standards - Care and maintenance of existing welfare centres and camps is ongoing - Access to villages and welfare centres is improved. <p>NFRI</p> <ul style="list-style-type: none"> - IDPs receive adequate NFRI in welfare centres, camps and resettlement/relocation site - Displaced children receive appropriate educational materials and aids to assist in continuing education - Newly displaced IDPs are provided with essential items to replace items lost in flight <p>WatSan</p> <ul style="list-style-type: none"> - Emergency and temporary latrines constructed in welfare centres and IDP camps in accordance with SPHERE standards - Existing wat/san infrastructure repaired and rehabilitated according to agreed standards - Provision of hygiene promotion activities to IDPs and host communities - Hygiene promoters and local stakeholders have increased knowledge in correct hygiene practices and key messages to disseminate - Solid waste disposal facilities are provided - Drinking water is supplied according to SPHERE standards to IDPs and host communities will limited access 	<p>ACTED ASB CARE (DE) DRC FSD GAA GRC HI ICRC IOM MSF-ES NRC OXFAM GB SCF (UK) UNHCR UNOCHA WFP ZOA</p>

			<p>Food Aid and Livelihoods</p> <ul style="list-style-type: none"> - Provision of food rations, supplementary food and cooked meals to IDPs - Provision of livelihood/food security kits to facilitate resettlement and re-start of livelihood activities - Training in improved livelihood techniques <p>Health</p> <ul style="list-style-type: none"> - Provision of medical assistance to people with disabilities or injuries - Support health provision (primary and secondary) in situations where the existing services are overwhelmed. - Surgical activities for trauma patients. - Monitor/intervene in epidemics/nutritional emergencies in the conflict related areas - Promotion of health and hygiene practices - Psycho-social interventions <p>Mine Action</p> <ul style="list-style-type: none"> - Technical survey - Demarcation - De-mining - Mine risk education - Mine survivor assistance 	<p>Food Aid and Livelihoods</p> <ul style="list-style-type: none"> - Resettled/relocated families are provided with adequate livestock & agricultural inputs to re-start livelihood activities - Beneficiaries have an improved knowledge of agriculture and fishing techniques - Training in alternative income generation activities to people who are unable to continue in traditional activities (i.e. fishing etc) due to restrictions - Supplementary food, dry rations and cooked meals are provided to IDPs in camps <p>Health</p> <ul style="list-style-type: none"> - People with disabilities or injuries are given appropriate medical assistance, receive prosthesis, orthotics or mobility aids - People with disabilities or injuries are referred to relevant organisations to assist in income generation activities - Surgical interventions are provided for conflict affected cases - Monitoring of epidemics and nutritional emergencies - Hygiene and Health promotion activities are conducted with IDPs and key messages conveyed <p>Mine Action</p> <ul style="list-style-type: none"> - Resettlement and relocation areas suspected of UXO and APL contamination is technically assessed and demarcated. - Resettlement and relocation areas contaminated with UXO and APL are cleared or/and de-mined according to international standards and humanitarian priorities. - Improved Mine Risk Awareness leading to reduction of mine and/or UXO related incidents - People with mine related disabilities or injuries are given appropriate medical assistance, receive prosthesis, orthotics or mobility aids and adapted livelihood options. 	
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			Coordination, Logistics and Security <ul style="list-style-type: none"> - Facilitating coordination amongst NGOs, UN & Government stakeholders - Transport of humanitarian goods and staff - Provision of accurate and regular information on needs and responses - Promotion and usage of Guiding Principles for Sri Lanka - Provision of security training and capacity building - Provision of adequate security practices (e.g.information sharing) - Mainstreaming of capacity building on preparedness for natural disasters 	Coordination, Logistics and Security <ul style="list-style-type: none"> - Number of people transported - Tonnage and goods transported - Information and Coordination mechanisms are put in place and are functioning - Promotion and usage of guiding principles improved - Regular security information flow between UN, NGOs, GoSL is guaranteed - Security trainings and information is shared amongst UN & NGO communities - Local stakeholders and beneficiaries have improved knowledge of disaster preparedness 	
Specific objective 2: To improve access to water and sanitation, shelter and non food relief items (NFRI) for the Sri Lankan refugees living in Tamil Nadu	800,000	Tamil Nadu, India	Water/sanitation, Shelter, NFRI <ul style="list-style-type: none"> - Improvement of water and sanitation facilities in refugee camps in Tamil Nadu - Rehabilitation of septic tanks, latrines, solid waste disposal facilities - Provision of hygiene promotion activities - Capacity building of local stakeholders - Emergency shelter and provision of essential NFRIs 	Water/sanitation, Shelter, NFRI <ul style="list-style-type: none"> - Latrines constructed in refugee camps in accordance with SPHERE standards - Existing wat/san infrastructure repaired and rehabilitated according to agreed standards - Provision of hygiene promotion activities to IDPs and host communities - Hygiene promoters and local stakeholders have increased knowledge in correct hygiene practices and key messages to disseminate - Solid waste disposal facilities are provided 	ADRA DE CHRISTIAN AID
Specific objective 3: To maintain a technical assistance capacity in the field, to assess needs, appraise project proposals and to coordinate and monitor the implementation of operations	100,000	Colombo, Sri Lanka	<ul style="list-style-type: none"> - Maintenance of DG ECHO support office in Sri Lanka - Appraisal of proposals & evaluation of other reports - Coordination and monitor implementation of humanitarian operations - Provision of technical assistance and necessary logistics for achievement of these tasks 	<ul style="list-style-type: none"> - Proposal appraisals and evaluations of projects are completed in reasonable time frame - At least 1 monitoring visit per project - Partners receive adequate technical assistance from DG ECHO staff - Relationship between HQ, RSO and Support Office is maintained 	
Risk assessment	<ul style="list-style-type: none"> - Security and safety - Lack of access - Criticism and scrutiny of humanitarian community 				
Assumptions	Humanitarian space can be maintained and defended.				
Total cost	14,000,000				

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.

6. BUDGET IMPACT ARTICLE 23 02 01

-	CE (EUR)
Initial Available Appropriations for 2008	486.095.000
Supplementary Budgets	-
Transfers	-
Total Available Credits	486.095.000
Total executed to date (11 March 2008)	336.300.000
Available remaining	149.795.000
Total amount of the Decision	14,000,000

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://ec.europa.eu/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.

8. 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 5: List of abbreviations

Annex 1: Statistics on the humanitarian situation²¹

General:

Total Population:	19.7 million (2007)
GDP (purchasing power parity)	\$93.33 billion (2006 est.)
HDI Rank/Value:	99/0.743 (2005)
Official Poverty Line:	Rs.1423/person/month (2002)
No. of people living below \$1 a day	6.6%
No. of people living below \$2 a day	45.4%
Gross Domestic Product (GDP) per capita	\$3,570
Literacy rates	92.1%
Malnutrition	25%
Economic Growth:	7.2% (2006)
Ethnic groups:	Sinhalese 82%, Sri Lankan Moors 8%, Indian Tamil 5%, Sri Lankan Tamil 4%, other 1%
Average Life Expectancy:	71.6 years (2005)

Poverty and inequality in income distribution

- The official poverty line, which is defined as real per capita monthly total consumption expenditure is an income of Rs.1,423 (2004), those who are living below Rs. 1,423 are considered poor. The national poverty headcount is 22.7%
- 6.6% of the total population live below US\$ 1 per day and 45.4% of the population live below US \$ 2 per day

Nutrition

- According to UNICEF 2007 report (covering the period of 1996- 2005), 29% of children under five are underweight
- According to the UN FAO statistics of 2006, 22% of total population are undernourished.

Sources:

1. Department of Census & Statistics, Sri Lanka (www.statistics.gov.lk)
2. Human Development Report 2007 – 2008 (<http://hdrstats.undp.org>)
3. Human Rights Watch: *Recurring Nightmare: State Responsibility for Disappearances and Abductions in Sri Lanka (2008)* (<http://www.hrw.org>)
4. Reuters AlertNet: www.alertnet.org
5. Sri Lanka Country Profile – DFID (www.dfid.gov.uk)
6. *Sri Lanka Development Forum 2005: The Economy, the Tsunami and Poverty Reduction* (www.worldbank.lk)
7. UNHCR statistics (31st January 2008) (www.unhcr.lk)

²¹ Due to inaccessibility, official statistics often do not include entire districts of the North & East, resulting in somewhat incomplete or inaccurate results

Annex 3: List of previous DG ECHO operations

List of previous DG ECHO operations in Sri Lanka/India(Tamil Nadu)

Decision Number	Decision Type	2005 EUR	2006 EUR	2007 EUR
ECHO-FA/BUD/2007/01000	Ad hoc (food aid)			2.000.000
ECHO-FA/BUD/2007/02000	Ad hoc (food aid)			1,000,000
ECHO-SA/BUD/2007/01000	Global Plan			12,000,000
ECHO-SA/BUD/2006/01000	Emergency		5,000,000	
ECHO/LKA/BUD/2006/01000	Ad hoc		7,000,000	
ECHO-AS/BUD/2005/07000	Ad hoc (tsunami)	10,000,000		
ECHO-SA/BUD/2005/02000	Ad hoc	4,000,000		
ECHO-AS/BUD/2005/02000	Ad hoc (tsunami)	34,310,000		
ECHO-SA/BUD/2005/01000	Ad hoc (tsunami)	8,270,000		
Subtotal		56,580,000	12,000,000	15,000,000
Grand Total		83,580,000		

Dated : 19 February 2008
Source : HOPE

Annex 4: Other donors' contributions

Donors in INDIA/SRI LANKA the last 12 months

1. EU Members States (*)		2. European Commission		3. Others	
	EUR		EUR		EUR
Austria		DG ECHO	15,000,000		
Belgium	494,049	Other services	43,000,000		
Bulgaria					
Cyprus					
Czech republic	190,374				
Denmark	133,792				
Estonia					
Finland	200,000				
France	263,074				
Germany	2,093,334				
Greece	200,000				
Hungary					
Ireland	1,131,760				
Italy					
Latvia					
Lithuania					
Luxemburg	600,000				
Malta					
Netherlands	1,500,350				
Poland					
Portugal					
Romania					
Slovakia					
Slovenie					
Spain					
Sweden	6,721,029				
United kingdom	2,578,990				
Subtotal	16,106,752	Subtotal	48,000,000	Subtotal	0
		Grand total	64,106,752		

Dated : 19 February 2008 (*) Source : DG ECHO 14 Points reporting for Members States.
<https://webgate.ec.europa.eu/hac> Empty cells means either no information is available or no contribution.

Annex 5: List of Abbreviations

ACTED	Agence d'Aide à la Coopération Technique at au Développement
ADRA DE	Adventistische Entwicklungs- und Katastrophenhilfe Deutschland
AIDCO	Europe Aid Co-operation Office
ASB	Arbeiter-Samariter Bund Deutschland
CARE DE	CARE International Deutschland E.V
CCHA	Consultative Committee on Humanitarian Aid
CFA	Ceasefire Agreement
DG	Directorate General
DIPECHO	Disaster Preparedness-ECHO
DRC	Danish Refugee Council
EC	European Commission
ECHO	European Commission: Directorate-General for Humanitarian Aid
EU	European Union
FAFA	Framework
FPA	Framework Partnership Agreement
FSD	Fédération Suisse de Déminage
GAA	German Agro Action
GNA	Global Index for Humanitarian Needs Assessment
GoSL	Government of Sri Lanka
GP	Global Plan
GRC	German Red Cross
HDI	Human Development Index
HI	Handicap International
HSZ	High Security Zone
ICRC	International Committee of the Red Cross
IDP	Internally Displaced Person
IHL	International Humanitarian Law
INGO	International Non Governmental Organisation
IOM	International Organisation for Migration
LRRD	Linking Relief, Rehabilitation and Development
LTTE	Liberation Tigers of Tamil Eelam
MSF-ES	Médecins Sans Frontières - Spain
NFRI	Non Food Relief Items
NGO	Non-Governmental Organisation
NRC	Norwegian Refugee Council
OXFAM GB	OXFAM Great Britain
RELEX	External Relations Directorate General
SCF UK	Save the Children Fund UK
SGBV	Sexual and Gender Based Violence
SLA	Sri Lankan Army
SLMM	Sri Lankan Monitoring Mission
UN	United Nations
UNHCR	United Nations High Commissioner for Refugees
UNICEF	The United Nations Children's Fund
UNOCHA	United Nations Office for the Coordination of Humanitarian Affairs
UXO	Unexploded Ordnance
WB	World Bank

WFP	World Food Programme
ZOA	ZOA-Vluchtelingen zorg (NL)