

HUMANITARIAN IMPLEMENTATION PLAN
THE AFGHAN CRISIS: INCLUDING AFFECTED POPULATIONS OF AFGHANS IN
AFGHANISTAN, PAKISTAN AND IRAN

ECHO/WWD/ BUD/2011/01000

0 MAJOR CHANGES SINCE PREVIOUS VERSION OF THE HIP

Limited snow and rainfall during winter and spring of 2011 have resulted in a slow-onset disaster in the form of drought in the North, North East and West of Afghanistan affecting around 2.8 million individuals. This situation further exacerbates an already critical situation for many communities that are in conflict-affected, insecure and under-developed areas. While a formal emergency has not been declared, there is a high probability that the crisis could deepen if relief and preparedness operations are not augmented over October, November and December through 2012 to bolster existing coping strategies and prevent further deterioration. In this regard, DG ECHO is planning a two phased intervention based inter alia on two assessment missions and the analysis of the assessment carried out by the Food Security and Agriculture Cluster (FSAC) partners under the technical leadership of WFP.

- The first phase will consist in supporting cash transfers (unconditional or Cash for Work) to the most affected households in the most affected districts. The planned budget for the first phase is around EUR 4,500,000.
- The second phase will consist in monitoring the evolution of the situation (precipitation, food price, market supply, etc.), measuring the impact of the various interventions (including support provided by the government, FAO and WFP) at household level. Depending on the monitoring findings, DG ECHO could support a second interventions phase aiming at strengthening resilience of affected communities.

In view of funds still available in the HIP, the food assistance budget was increased by EUR 1,500,000, from EUR 5,000,000 to EUR 6,500,000.

1 CONTEXT

In 2010, the armed conflict between national and international forces has further intensified. Military operations that had been concentrated in the South and the East of the country, rapidly expanded to the North. This is the thirty-third year of continued conflict in Afghanistan.

Afghanistan is highly prone and vulnerable to natural disasters. It is affected on a regular basis by floods, epidemics, earthquakes, landslides, periods of extreme temperature and drought. There is an average of over eight major natural disasters per year.

There is widespread and significant displacement caused by conflict and natural disasters amongst the Afghan population. 5.6 million Afghan refugees have returned to Afghanistan since 2002, leaving 2.6 million Afghans predominantly in neighbouring Pakistan and Iran.

International aid policies are closely linked to a political agenda aiming to establish democracy and stabilize the country. The humanitarian agenda has been largely sidelined, despite substantiated evidence of greatly increased humanitarian needs. The intensification of the conflict, continuous security challenges and politicization of the international response have eroded the humanitarian space and have made Afghanistan one of the most challenging environments in the world for the humanitarian community to operate.

International forces operate under the UN mandated framework of the International Security Assistance Force (ISAF)¹, and there is a UN Department of Peacekeeping Operations (DPKO) mission under the United Nations Assistance Mission in Afghanistan (UNAMA).

Afghanistan's population is estimated at 24,960,100². It is ranked 181/182 countries in the UNDP Human Development index (2007). Under-five mortality is 191/1000³; maternal mortality is 1,600/100,000⁴ live births, the second highest rate in the world.

Afghanistan is in category 3 (most severe) of DG ECHO's Vulnerability and Crisis Index for 2010.

2 HUMANITARIAN NEEDS

- (1) Number and categories of affected people/ potential beneficiaries and their geographical location

Conflict Affected People: Fighting has spread to most of Afghanistan's provinces⁵, but is particularly concentrated in the provinces in Southern and Eastern Afghanistan and in increasingly expanding pockets in the North. The estimated population of these provinces is 8.7 million people. Estimates on the number of people displaced by conflict inside Afghanistan vary. There are current estimates of more than 300,000 Internally Displaced People (IDPs)⁶. In the course of 2009, it is estimated that 2,412 civilian casualties⁷ were caused by conflict.

Returnees: Over 4.5 million Afghan returns were documented (between 03/03/2003 and 09/10/2010⁸), of whom 80% of the people arrived from Pakistan and 19% from Iran. This year alone over 107,000 Afghan refugees returned through the facilitation of the United Nations agency for Refugees (UNHCR). Areas of highest return include the eastern region, and greater Kabul. These numbers do not include spontaneous returns.

¹ "ISAF has a peace-enforcement mandate under Chapter VII of the UN charter. Twelve UN Security Council Resolutions relate to ISAF. ISAF, March 2010

² NRVA 2007-2008.

³ WHO / MOPH 2008.

⁴ UNICEF 2006

⁵ ICRC Annual Report 2009.

⁶ IDP Estimates: Government of Islamic Republic of Afghanistan, January 2010 – approx. 414.000 persons; UN, June 2010 IDP leaflet- 311.000 persons.

⁷ UNAMA, January 2010

⁸ UNHCR

Afghan refugees in Pakistan & Iran: It is estimated that 2.6 million⁹ Afghans remain as refugees in Iran and Pakistan.

Natural Disaster & Epidemic Affected people: On average 590,000 people¹⁰ are affected by natural disasters every year. So far in 2010, 100,000 people have been affected country-wide by flooding and 20,000 people by an earthquake in Samangan Province.

(2) Description of most acute humanitarian needs (by sector).

Support Services: need for enhanced humanitarian coordination, safety & security for the humanitarian community and access to remote areas through humanitarian flight operations. These constitute a pre-condition for work in Afghanistan.

Protection: protection from violence and abuse for conflict affected populations.

Shelter: urgent shelter relief to those affected by conflict and natural disasters, rehabilitation and recovery support to returning refugees and populations recovering from conflict and natural disasters.

Non-Food Items: for those affected by conflict and natural disasters.

Food Assistance: need for cash or in kind assistance to those affected by conflict or natural disasters, recovery support to enable those affected and returnees to regain self-sufficiency.

Health: life-saving medical support to those affected by conflict and response to epidemics.

WASH: need for urgent water and sanitation services to those affected by conflict and natural disasters, rehabilitation and recovery support for returning populations and communities recovering from the effects of conflict and natural disasters.

3 HUMANITARIAN RESPONSE

(1) National / local response and involvement

Responsibility for the coordination of response to natural disasters lies with the Afghanistan National Disaster Management Authority (ANDMA). The Authority has provincial representation working closely with provincial authorities, often organised in Provincial Disaster Management Committees (PDMC). Headed by the Governor or Deputy Governor, the PDMCs organise first response in the immediate aftermath of a disaster. In case of larger scale natural disasters, the provincial authorities continue to lead the process, but the role of the international community is significant.

In case of conflict related displacement, the Directorate of Return and Refugees (DoRR) - which is supported by UNHCR - takes the lead and is assisted by the Afghan Red Crescent Society (ARCS). In conflict affected areas without government accessibility, it is often ARCS/ICRC that takes the lead.

⁹ UNHCR December 2009

¹⁰ EMDAT (2010) based on a ten year average 2000 - 2009
WWD/-AS/2011/02

The effectiveness of the response of national and local authorities is uneven and depends on the accessibility (due to both security and physical constraints) of the affected population, the availability of stock-piled materials and effectiveness, concern and partiality of local leadership.

(2) International Humanitarian Response

The Deputy Special Representative of the Secretary General (DSRSG) of the UN DPKO Mission, UNAMA, is also Humanitarian Coordinator (and Resident coordinator). He is assisted in this task by a recently re-established OCHA Office, which is outside the mission structure, along with the rest of the UN Country Team. There is a need to reinforce the overall coordination effort when it comes to humanitarian aid.

A broad range of civilian for profit and non-for-profit agencies are present in the country. They have varying interests and understanding of the humanitarian response and humanitarian principles.

A Humanitarian Action Plan (HAP), prepared in 2010, is the first attempt since 2003 to make an overarching analysis of the humanitarian situation, quantify its nature and severity and articulate a response.

Whilst the HAP is a useful initiative, it falls somewhat short of providing a coherent, grounded overview of the humanitarian situation or a pertinent response to it. There is a significant element of early recovery within the USD 875 million requested. As of September 2010, 62% of the **HAP 2010** is funded, of which 70% of this for the Food Security cluster with a substantial WFP operation.

The HAP includes an Emergency Response Fund (ERF) mechanism (facility of USD 5 million in 2010 likely to increase to USD 8 million in 2011). It aims in part to improve the access of national NGOs to humanitarian funding.

Significant donors to the HAP include: Japan (USD 160m); US (USD 63m); Canada (USD 23m); Germany (USD 14m); Australia (USD 13m), the CERF¹¹ (USD 11m) and Norway (USD 10.8m).

(3) Constraints and DG ECHO response capacity

i) Access & Humanitarian Space:

Insecurity is a serious and significant impediment to the delivery of assistance. As the conflict continues to intensify and spread, much of the country remains off-limits for humanitarian organisations.

The intricate political and social mosaic of Afghanistan, the erosion of trust and social cohesion, the increasing intensity of the conflict, a protracted process of the militarization and politicization of assistance and difficulties in the development and stabilization effort have altered the local perception of the international community and challenged the principled delivery of humanitarian assistance based on negotiated safe access to people in need, guaranteed by the parties to the conflict.

A rugged physical environment and heavily destroyed communication structure; increased targeting of main roads by Armed Opposition Groups (AOG) causing

¹¹ Central Emergency Response Fund

unprecedented security concerns, harsh weather conditions and limited internal flight connectivity, particularly to remote areas, constrain physical access.

Nonetheless, partners have to make sure that they apply an appropriate level of control and monitoring in the field while taking into consideration physical and security constraints. DG ECHO will not consider full remote control as a viable option for projects it finances in Afghanistan.

ii) Partners:

With the development agenda being so predominant since 2002, the country is lacking focussed humanitarian agencies having the capacity to deploy rapidly to new emerging situations. Linked to the insecurity, there is a tendency for NGOs not to move from areas where they are well established and accepted. It is therefore not always easy to scale up humanitarian interventions in areas of great needs, not to mention the most insecure areas of the country.

The use of local implementing partners may also sometimes dilute the respect of humanitarian principles, unless sufficient training and supervision is provided by DG ECHO partners.

Preparedness for humanitarian response needs to be enhanced for NGO's operating in disaster prone areas.

(4) Envisaged DG ECHO response

The European Commission is one of the few humanitarian donors to remain consistently engaged in Afghanistan over the last sixteen years, and that benefits from a legal basis that strictly defines the impartiality, independence and neutral nature of the operations it finances.

Its response will consist of the following interventions:

SUPPORT SERVICES including the support of dedicated common services to facilitate physical access (humanitarian air operations), provide safety & security support to humanitarian agencies, bolster humanitarian coordination and support a principled civil-military interface.

PROTECTION for conflict affected populations including those displaced, detainees in Afghan, US and ISAF detention facilities, returnees and forcibly returned refugees. Given the history of conflict and cultural specificities of Afghanistan particular attention must be paid to Gender Based Violence and the needs of children. There is an urgent and pressing need to promote International Humanitarian Law and recall to the parties to the conflict their obligations under it.

LIFE SAVING MEDICAL SUPPORT is required by all victims of conflict, in the form of first aid and war surgery in conflict affected areas and referral hospitals and the prevention of outbreaks of epidemics.

RELIEF ASSISTANCE: civilian, non-combatant populations affected by conflict and natural disasters require urgent relief support in the form of Non Food Items (NFIs), shelter materials and humanitarian food assistance (either in cash or kind) to alleviate their immediate suffering and maintain their dignity.

REINTEGRATION & RECOVERY: Returning refugees and people affected by natural disaster require short-term shelter support and humanitarian food assistance to ensure their successful reintegration and enable them to regain their self-sufficiency.

CARE & MAINTENANCE SUPPORT for the most vulnerable elements of the Afghan refugees in Iran and Afghanistan, and relief support for any fresh influx.

DG ECHO will promote the mainstreaming of **DISASTER RISK REDUCTION** and **GENDER** in relevant projects and sectors.

ADVOCACY: DG ECHO will continue to advocate at country level, with other Commission services, European Institutions, Member States, other donor countries and internal institutions for:

- Respect of International Humanitarian Law and humanitarian principles by all parties to the conflict in Afghanistan, and all those engaged in-country.
- Better LRRD with other Commission services and donors.

(5) Expected results of humanitarian aid interventions

- Enhanced coordination of humanitarian action in Afghanistan, with an improved civil – military interface and the provision of reliable safety & security support and humanitarian flight services.
- Enhanced protection for those affected by conflict, detainees and returnees and the promotion of the application and respect of International Humanitarian Law.
- Provision of urgent food and emergency non-food relief to victims of the conflict and natural disasters.
- Provision of urgent live-saving medical assistance to the victims of conflict.
- Safe & dignified return and sustainable reintegration of refugees.
- Provision of care & maintenance support to the most vulnerable of the remaining refugee caseloads in Iran and Pakistan.

4 LRRD, COORDINATION AND TRANSITION

(1) Other DG ECHO interventions

Two DIPECHO projects have been implemented in the North of the country (Balkh and Badakhshan) since mid-2009. They aim at developing community-based Disaster Risk Reduction (DRR) models, and strengthening district and provincial disaster plans. In 2011, DIPECHO programming will not expand significantly. More focus will be put on optimizing mainstreaming of DRR in 2011 DG ECHO projects.

The Epidemics Decision remains a potential instrument to be used for the prevention of outbreaks of epidemics in Afghanistan. The small-scale and DREF Decisions may also be funding options.

(2) Other services/donors availability (such as for LRRD and transition)

There is a major ongoing international effort to stabilize Afghanistan, secure its transition and future development. Unfortunately, limited counterpart capacity and difficult operating conditions pose a challenge to the efficiency and effectiveness of the stabilization and development response.

The stabilization response has tended to focus on areas contiguous with the international military deployment, and the development response has tended to focus on areas of greatest development potential, rather than highest chronic vulnerability.

The focal sectors of interventions of the EU are agriculture and rural development, health and governance. DG ECHO phased out health interventions some years ago due to the increasing engagement in this sector by the EU Delegation together with the World Bank and USAID. Nevertheless, bearing in mind the potential increase of humanitarian needs, the decrease in coverage of the Basic Package of Health Services (BPHS), and the ineffectiveness of the extended programme on immunisation (EPI) and nutritional responses, DG ECHO may have to intervene again in this sector.

In terms of agriculture and rural development, discussions on potential LRRD of food security will be initiated, emphasising the mainstreaming of disaster risk reduction, gender, nutrition and water, sanitation and health.

Outside these priority sectors, the uprooted budget line is still participating in the funding of reintegration activities (notably through UNHCR and NGOs). Food security interventions are also funded from this budget line. In addition, Afghanistan is likely to be a priority country for the Food Security Thematic Programme (FSTP) in 2011. This would provide more opportunities for LRRD projects in the field of food security.

The 2010 food facility, which is ending in October 2011, has committed EUR 24,000,000 mainly to support the seeds production market and capacity building of enterprises in this sector.

(3) Exit scenarios.

There is no immediate exit scenario. The Afghan crisis is likely to persist for the foreseeable future and to generate continuing humanitarian needs.

5 OPERATIONAL AND FINANCIAL DETAILS

The provisions of the financing decision ECHO/WWD/BUD/2011/01000 and the general conditions of the Partnership Agreement with the European Commission shall take precedence over the provisions in this document.

5.1 Contacts¹²

Operational Unit in charge : ECHO/B4

Contact persons at HQ: Gaëlle NIZERY
Olivier FABRE

in the field: Laurent SAILLARD
Esmée de JONG
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5.2 Financial info

Indicative Allocation: EUR 34,500,000

Man-made crises:	Hum. Aid: EUR 28,000,000	Food Assistance: EUR 6,500,000
Total:	Hum. Aid: EUR 28,000,000	Food Assistance: EUR 6,500,000

5.3 Proposal Assessment

In order for this process to be as transparent as possible, the assessment of proposals is divided in six parts that are taking place simultaneously.

Assessment round 1

- The strategy put forward by DG ECHO cannot be implemented without a security set-up to ensure safety support for all humanitarian organisations active in Afghanistan. For this reason, DG ECHO will fund the Afghanistan NGO Safety office (ANSO) project as a prerequisite to pursue DG ECHO's programming in Afghanistan.

- Indicative amount to be allocated in this assessment round:

Between EUR 1,000,000 and EUR 1,200,000 from the humanitarian aid budget article

- Costs will be eligible from 01/07/2011¹³

- The expected initial duration for the Action is up to 12 months

- Potential partner:

The DG ECHO partner that is appointed as ANSO grant holder for 2011 (GAA in 2010) will be requested to submit a project proposal for the Afghanistan NGO Safety Office.

¹² All letters of intent should be sent to ECHO-CENTRAL-MAILBOX@ec.europa.eu . Single Forms should be submitted to DG ECHO using APPEL (e-single form).

¹³ The eligibility date of the Action is not linked to the date of receipt of the Single Form. It is either the eligibility date set in the Single form or the eligibility date of the HIP, what ever occurs latest.

Assessment round 2

- DG ECHO considers that coordination of humanitarian aid is crucial in Afghanistan. This implies a strong coordination system to assess the needs and implement the civil-military guidelines. UNOCHA reopened an office in Afghanistan in 2009 to coordinate the humanitarian response. As such, UNOCHA will be requested to submit a project proposal in line with its coordination mandate.

- Indicative amount to be allocated in this assessment round:

EUR 1,000,000 from the humanitarian aid budget article

- Costs will be eligible from 01/01/2011¹³

- The expected initial duration for the Action is up to 12 months

Assessment round 3

- Considering difficulties in accessing populations in need of assistance in Afghanistan, a third precondition to any DG ECHO funded operation in Afghanistan is the provision of dedicated humanitarian air support in order to reach local communities. In this attempt, Mission Aviation Fellowship UK (MAF) in partnership with Partners in Aviation and Communications Technology (PACTEC) will be requested to submit a project proposal for their flight operations for humanitarian assistance in Afghanistan as they are the only flight operator providing comprehensive remote flight support to the NGO and aid community in Afghanistan.

- Indicative amount to be allocated in this round of proposals:

Between EUR 1,200,000 and EUR 1,500,000 from the humanitarian aid budget article

- Costs will be eligible from 01/07/2011¹³

- The expected initial duration for the Action is up to 12 months

Assessment round 4

- The conflict nature of this crisis puts the protection of civilians at the centre of DG ECHO's response strategy. It is essential that civilians and detainees benefit from protection assistance. The International Red Cross Committee (ICRC) is mandated to protect civilians and detainees along International Humanitarian Law (IHL) in a conflict such as the Afghan one. This is a reason ICRC will be requested to submit a project proposal for protection and assistance of victims of the conflict and detainees.

- Indicative amount to be allocated in this round of proposals:

Between EUR 7,000,000 and EUR 8,000,000 (between EUR 5,000,000 and EUR 6,000,000 from the humanitarian aid budget article and EUR 2 000 000 from the food aid budget article)

- Costs will be eligible from 01/01/2011¹³

- The expected initial duration for the Action is up to 12 months

Assessment round 5

- Along with civilians and detainees, IDPs, refugees and returnees should also benefit from protection assistance. There is only one mandated organisation that provides such assistance throughout Afghanistan and neighbouring countries: UNHCR. As the main humanitarian donor of the Afghan crisis, DG ECHO has the intention to fund UNHCR's programme. The UN agency for refugees will thus be requested to submit a project proposal to provide humanitarian assistance and facilitate reintegration by provision of cash, basic household/domestic assistance and shelter assistance, protection and durable solutions to targeted beneficiaries in Afghanistan, Pakistan and Iran.

- Indicative amount to be allocated in this round of proposals:

Between EUR 8,500,000 and EUR 9,200,000 from the humanitarian aid budget article

- Costs will be eligible from 01/01/2011¹³

- The expected initial duration for the Action is up to 12 months

Assessment round 6

- The identified needs in the fields of protection, shelter and relief, health, water and sanitation, and food assistance have to be addressed by humanitarian organisations present in Afghanistan.

- Indicative amount to be allocated in this round of proposals:

up to EUR 9,500,000 (EUR 6,500,000 from the humanitarian aid budget article and EUR 3,000,000 from the food aid budget line)

- Costs will be eligible from 01/01/2011¹³

- The expected initial duration for the Action is up to 12 months

- Potential partners: All DG ECHO partners

- Information to be provided: letter of Intent¹⁴ (max. 5 pages based on the Single Form format) including the following Single Form sections: duration, needs assessment, area of intervention, beneficiaries, logical framework, control management/monitoring, security set-up, requested contribution (table 11).

- Indicative date for receipt of the above requested information: by 01/02/2011¹⁵

¹⁴ In case intention letters are requested an initial analysis will be done on the basis of the information received, Single Forms and other sources, such as humanitarian programmes and appeals (CAPs or CHAPs). For the retained intention letters, partners will be requested to submit a Single Form, which will be the subject of a more detailed assessment. Only accepted Single Forms can lead to the signature of an agreement.

¹⁵ The Commission reserves the right to consider intention letters/ Single Forms transmitted after this date, especially in case certain needs/priorities are not covered by the received intention letters/Single Forms

- Commonly used principles will be applied for the assessment of proposals, such as quality of needs assessment, relevance of intervention sectors, and knowledge of the country / region. More specifically, a particular attention will be put on the control management foreseen by the partner. All projects to be funded by DG ECHO necessarily have to be monitored.

Assessment round 7

- Following the announcement of a drought in North and North West Afghanistan, EFSA identified pockets of high vulnerability. Cash transfers should be allowed to allow affected people food consumption to reach pre-crisis levels. Additionally, a close monitoring of the impact of assistance to affected populations in the identified areas should be made so that there is no further deterioration of stress indicators. Humanitarian organisations present in Afghanistan are encouraged to address humanitarian needs linked to this drought.

- Indicative amount to be allocated in this round of proposals:

up to EUR 4,500,000 (EUR 2,650,000 from the humanitarian aid budget article and EUR 1,850,000 from the food aid budget line)

- Costs will be eligible from 15/09/2011¹³

- The expected initial duration for the Action is up to 8 months

- Potential partners: All DG ECHO partners

- Information to be provided: letter of Intent¹⁶ (max. 5 pages based on the Single Form format) including the following Single Form sections: duration, needs assessment, area of intervention, beneficiaries, logical framework, control management/monitoring, security set-up, requested contribution (table 11).

- Indicative date for receipt of the above requested information: from 15/09/2011 onwards

- Commonly used principles will be applied for the assessment of proposals, such as quality of needs assessment, relevance of intervention sectors, and knowledge of the country / region. More specifically, a particular attention will be put on the control management foreseen by the partner. All projects to be funded by DG ECHO necessarily have to be monitored.

6 IMPLEMENTATION STATUS⁵

Already contracted: EUR 28,600,000

All pre-identified partners (round assessments 1 to 5) were granted an agreement to cover security, coordination, transport and protection needs in Afghanistan for an amount of around EUR 19,800,000. Following a pre-selection of Letters of Intent in February 2011, 10 NGOs signed grant agreement with DG ECHO to support

¹⁶ In case intention letters are requested an initial analysis will be done on the basis of the information received, Single Forms and other sources, such as humanitarian programmes and appeals (CAPs or CHAPs). For the retained intention letters, partners will be requested to submit a Single Form, which will be the subject of a more detailed assessment. Only accepted Single Forms can lead to the signature of an agreement.

conflict affected populations as well as people affected by natural disasters and cover their food, non-food, shelter, health, water and hygiene needs for an amount of EUR 8,800,000.