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## **HUMANITARIAN IMPLEMENTATION PLAN (HIP)**

### **THE AFGHAN CRISIS (INCLUDING AFFECTED POPULATIONS OF AFGHANS IN AFGHANISTAN, PAKISTAN AND IRAN)**

#### **0. MAJOR CHANGES SINCE PREVIOUS VERSION OF THE HIP**

This HIP's allocation of 4 MEUR from the food aid budget line could not be programmed and committed in the first half of 2012. It was decided to enable a transfer of 4 MEUR from the Food Aid Budget Line to the Humanitarian Aid Budget Line under the present HIP. The two reasons behind this change are the following:

- In response to the devastation of the serious flooding in 2012, humanitarian assistance is required to help meet the urgent needs of the affected communities. Partners have submitted "**integrated proposals**" combining food components together with WASH, and/or health and/or NFIs/shelter distribution in response to the on-going floods. Even though very relevant to respond to the floods, this multi-sector assistance is not eligible under the food aid budget line. Therefore, an adaptation to the world-wide financing Decision was necessary.
- Furthermore, UNHCR have recently informed DG ECHO that they have identified new areas where IDPs could be assisted, notably in difficult areas such as Kandahar, where access has been recently regained. Responding to these needs is seen as a priority. This can only be done with the Humanitarian Aid Budget Line under the present HIP, and not the Food Aid Budget Line.

#### **1. CONTEXT**

In 2011, the internal armed conflict opposing national and international forces to Armed Opposition Groups has further escalated. The epicentre of the fighting, which used to be in the south and east of the country, has now also spread to most Afghan provinces, particularly to the North. This is the thirty-fourth year of conflict in Afghanistan.

Afghanistan is a natural disaster prone country with weak means and mechanisms in place to mitigate risks and respond to emergencies. It is affected on a regular basis by floods, epidemics, earthquakes, landslides, periods of extreme temperature and storm as well as drought. There is an average of over eight significant natural disasters per year. The 2011 drought is likely to have repercussions on food security levels of 2.8 million people if it is not addressed in one way or another.

There is widespread and significant displacement caused by conflict and natural disasters amongst the Afghan population. 5.7 million Afghan refugees have returned to Afghanistan since 2002, leaving 2.7 million Afghans predominantly in neighbouring Pakistan and Iran. Internally Displaced People (IDPs) figures are on the rise. However, it should not be neglected that these displacements can also be linked to poor economic conditions.

International assistance has been closely linked with political and military objectives and advances. Numerous nations support both the international military effort in providing troops and the reconstruction / stabilisation process in providing funding. A "traditional" humanitarian agenda based on humanitarian principles has been less prominent, despite substantiated evidence of greatly increased humanitarian needs. The intensification of the conflict and subsequent exposure to greater security risks, the confusion related to the multiplication of actors and a general lack of transparency and accountability, have contributed to erode the humanitarian space and have made Afghanistan one of the most challenging environments in the world for humanitarian actors.

International forces operate under the UN mandated framework of the International Security Assistance Force (ISAF)<sup>1</sup>, 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 around 26,000,000<sup>2</sup>. It was ranked 155/182 countries in the UNDP Human Development index in 2009. In 2011, UNDP found it impossible to classify Afghanistan due to the conflict. Under-five mortality is 191/1000<sup>3</sup>; maternal mortality is 1.600/100.000<sup>4</sup> live births, the second highest rate in the world. Severe malnutrition is not considered as an issue in Afghanistan. However, stunting of children is reaching alarming levels.

Afghanistan is in category 3 (most severe) of DG ECHO's Vulnerability and Crisis Index for 2011.

## 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 provinces<sup>5</sup>, but is still particularly concentrated in the 14 or so southern and eastern provinces. The estimated population of these provinces is 8.7 million people. The estimated number of people displaced by conflict inside Afghanistan varies and depends on the intensity and dynamic of the ongoing conflict. It is currently assumed there are approximately 355,000 IDPs<sup>6</sup> due to the conflict in Afghanistan. During the first semester 2011, the number of civilian casualties has increased by 15% compared to the same period in 2010 with 1.462 civilians killed between January and June 2011.

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

<sup>2</sup> National Risk and Vulnerability Assessment (NRVA) 2007-2008.

<sup>3</sup> World Health Organisation (WHO) / Ministry of Public Health 2008.

<sup>4</sup> UNICEF 2006

<sup>5</sup> International Committee of the Red Cross (ICRC) Annual Report 2009.

<sup>6</sup> United Nations High Commissioner for Refugees (UNHCR) IDP Statistical Update – Afghanistan, 31 August: An estimated number of 472,601 persons remain internally displaced at the end of August 2011. Of these, 116,741 persons were displaced prior to December 31st 2002 and are referred as IDPs in protracted displacement. Between June 2009 and August 2011 conflict induced displacements have reached 302,776 persons.

### Returnees

Since the beginning of 2010 more than 97,300 people<sup>7</sup> have returned to Afghanistan from Iran and Pakistan. Areas of highest return include the eastern border provinces (Nangarhar & Laghman), and other major urban centres, Kabul City primarily.

### Afghan refugees in Pakistan & Iran

It is estimated that 2.7 million<sup>8</sup> registered Afghans remain as refugees in Iran (1 million) and Pakistan (1.7 million).

### Natural Disaster & Epidemic Affected people

On average 590,000 people<sup>9</sup> are affected by natural disasters every year.

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

### Support Services

Need for enhanced humanitarian coordination, access, 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 populations affected by conflict and natural disasters. Psychosocial support to the most vulnerable could be envisaged.

### Food Assistance

Provision of relief in cash or in kind to both those affected by conflict or natural disaster to ensure basic food consumption and to protect livelihood assets will be included.

### Non-Food Items

For those affected by conflict and natural disasters.

### 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.

### Health

Provision of live saving medical support to those affected by conflict. Preparedness and response to epidemics in high risk areas could also be considered.

### Nutrition

Stabilisation of nutrition status for crisis-affected people will be envisaged.

### WASH

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

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<sup>7</sup> UNHCR June 2011

<sup>8</sup> UNHCR 2011

<sup>9</sup> Emergency Events Database (EMDAT) (2010) based on a ten year average 2000 - 2009  
ECHO/-AS/BUD/2012/91000

### 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 the first response in the immediate aftermath of a disaster. For larger scale natural disasters, the provincial authorities continue to lead the process, but the role of the international community is significant.

For 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 take the lead.

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 for Afghanistan. He is assisted in this task by UNOCHA, which office was re-established in 2009. Like any other UN agency, OCHA, though separated from the UN mission structure, remains under the umbrella of UNAMA and the authority of the SRSRSG.

A broad range of civilian for-profit and not-for-profit agencies are present in the country. They have varying interests, understanding and capacity towards the humanitarian response and humanitarian principles.

A Humanitarian Action Plan (HAP), prepared in 2010, was the first attempt since 2003 to thoroughly analyse the humanitarian situation, quantify its nature and severity and articulate a response. In 2011, the humanitarian community prepared a Consolidated Appeal Process (CAP).

The CAP 2011, though more focused on humanitarian assistance than the HAP 2010, still fails differentiating between chronic vulnerability and pure humanitarian needs. Therefore, it does not provide a fully coherent response. There are still elements of early recovery within the USD 454 million requested, while a significant level of needs remains neglected. As of 14<sup>th</sup> October 2011, USD 628.5 million were funded. In October 2011, an emergency revision of the CAP was done to respond to the drought.

The CAP includes an Emergency Response Fund (ERF) mechanism, with a draw down facility of USD 4.6 million. It is mandated to disburse up to USD 1 million for any given crisis. It aims in part to improve the access of national NGOs to humanitarian funding.

Significant donors to the CAP include: USA (USD 122.8 million); Japan (USD 93.5 million); Canada (USD 12.3 million); Sweden (USD 10.2 million); Australia (USD 7.3 million); Norway (USD 7.2 million).

### 3) Constraints and DG ECHO<sup>10</sup> response capacity

#### Security, Access & Humanitarian Space

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

The intricate political and social mosaic of Afghanistan, the erosion of trust and social cohesion due to the increasing intensity of the conflict and lack of rule of law, a protracted process of the militarisation and politicisation of assistance and difficulties in the development and stabilisation effort have altered the local perception towards the international community and challenged the principled delivery of humanitarian assistance based on a 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 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.

#### 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. However, emergency response mechanisms are increasingly supported by DG ECHO (and other donors) to address this constraint.

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 NGOs operating in disaster prone areas.

### 4) Envisaged DG ECHO response and expected results of humanitarian aid interventions

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

The proposed humanitarian response includes the following activities :

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<sup>10</sup> Directorate-General for Humanitarian Aid and Civil Protection - ECHO

**Support Services** including the support of dedicated common services to facilitate access (humanitarian air transport and negotiation facilitation), provide safety & security support to humanitarian agencies, bolster humanitarian coordination and support a civil-military dialogue.

**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 both for conflict and natural disasters situations. There is also 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 as well as the prevention and response to 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), humanitarian food and nutrition assistance (either in cash or kind), as well as shelter materials and water, hygiene and sanitation in order to alleviate their immediate suffering and maintain their dignity.

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

**Care & Maintenance support** for the most vulnerable elements of the Afghan refugees in Iran and Pakistan, and relief support for any fresh influx.

**Disaster Risk Reduction and gender** should be mainstreamed in all relevant projects and sectors. DG ECHO will require partners to explain if they do not include these components.

**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:

- a) Respect of International Humanitarian Law and humanitarian principles by all parties to the conflict in Afghanistan, and all those engaged in-country;
- b) Promotion of initiatives aiming at improving access and responses capacities;
- c) Better LRRD with other Commission services, the European External Action Service and other donors.

When relevant from an operational point of view and in order to access a fair level of geographical areas, the submission of project proposals by consortia of partners can be envisaged.

#### Expected results of humanitarian aid interventions

- a) 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.

- b) Enhanced protection for those affected by conflict, detainees and returnees and promotion of the application and respect of International Humanitarian Law.
- c) Provision of urgent food and emergency non-food relief to victims of the conflict and natural disasters.
- d) Provision of urgent live-saving medical assistance to the victims of conflict.
- e) Safe & dignified return and sustainable reintegration of refugees.
- f) 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**

Three DIPECHO (Disaster Preparedness ECHO programme) projects have been implemented in the North of the country (Jawzjan and Badakhshan) since April 2011. They aim at developing community-based Disaster Risk Reduction (DRR) models, and strengthening district and provincial disaster plans. More focus will be put on optimising mainstreaming of DRR in 2012 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 Disaster Relief Emergency Fund (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. However, limited counterpart capacity and difficult operating conditions pose a challenge to the efficiency and effectiveness of the stabilization and development response.

The stabilisation response has tended to focus on areas contiguous with the international military deployment, and the development response focuses more 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, DG ECHO is involved in discussions on LRRD of food security, emphasising the mainstreaming of disaster risk reduction, gender, nutrition and water, sanitation and health.

Outside these priority sectors, the uprooted people 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 a priority country for the Food Security Thematic Programme (FSTP) of 2011. DG

ECHO was associated in the selection of LRRD projects in the field of food security. This has provided opportunities for dialogue regarding priority contiguous activities for NGO projects. The crucial issue of social protection in areas of chronic vulnerability is a specific point of discussion.

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/2012/01000 and the general conditions of the Partnership Agreement with the European Commission shall take precedence over the provisions in this document.

### 5.1. Contacts<sup>11</sup>

Operational Unit in charge : ECHO/B4

Contact persons at HQ : Gaëlle NIZERY and Olivier FABRE

in the field : Massimiliano MANGIA, Jacques DAILLOUX  
and Youcef HAMMACHE

### 5.2. Financial info

Indicative Allocation: EUR 30,000,000

Man-made crises: Hum. Aid: EUR 30,000,000

### 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

a) Description of the humanitarian aid interventions relating to this assessment round: **security** set-up to ensure **safety** support for all humanitarian organisations active in Afghanistan.

b) Indicative amount to be allocated in this assessment round:

Between EUR 1,000,000 and EUR 1,300,000 from the humanitarian aid budget article

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<sup>11</sup> Letters of intent should be submitted using APPEL. Instructions on how to submit Letters of intent using APPEL are available at:

[http://www.dgecho-partners-helpdesk.eu/preparing\\_an\\_action/financing\\_decision/intention\\_letter](http://www.dgecho-partners-helpdesk.eu/preparing_an_action/financing_decision/intention_letter)



- c) Costs will be eligible from 01/07/2012<sup>12</sup>
- d) The expected initial duration for the Action is up to 12 months
- e) Potential partners: All DG ECHO partners
- f) Information to be provided: Single Form
- g) Indicative date for receipt of the above requested information: from 15/02/2012 onwards
- h) Commonly used principles will be applied for the assessment of proposals, such as quality of needs assessment, relevance of intervention, expertise of the partner, coordination, knowledge of the country / region, access arrangement and comparative advantage.

### **Assessment round 2**

- a) Description of the humanitarian aid interventions relating to this assessment round: **coordination** of humanitarian aid. This implies a strong coordination system to assess the needs, advocate for a humanitarian access and implement the civil-military guidelines.
- b) Indicative amount to be allocated in this assessment round:  
  
Between EUR 1,000,000 and EUR 2,000,000 from the humanitarian aid budget article
- c) Costs will be eligible from 01/01/2012<sup>12</sup>
- d) The expected initial duration for the Action is up to 12 months
- e) Potential partners: All DG ECHO partners
- f) Information to be provided: Single Form
- g) Indicative date for receipt of the above requested information: from 01/01/2012 onwards
- h) Commonly used principles will be applied for the assessment of proposals, such as relevance and coverage of intervention, quality of needs assessment, access arrangement, implementation capacity, knowledge of the country / region and comparative advantage.

### **Assessment round 3**

- a) Description of the humanitarian aid interventions relating to this assessment round: provision of **dedicated humanitarian air support** in order to reach local communities in remote areas.

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<sup>12</sup> 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.

- b) 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
- c) Costs will be eligible from 01/07/2012<sup>12</sup>
- d) The expected initial duration for the Action is up to 12 months
- e) Potential partners: All DG ECHO partners
- f) Information to be provided: Single Form
- g) Indicative date for receipt of the above requested information: from 01/01/2012 onwards
- h) Commonly used principles will be applied for the assessment of proposals, such as relevance and coverage of intervention, quality of needs assessment, expertise of the partner, knowledge of the country / region and implementation capacity.

#### **Assessment round 4**

- a) Description of the humanitarian aid interventions relating to this assessment round: **protection of civilians**. It is essential that civilians, detainees, IDPs, refugees and newly returned refugees benefit from protection, health, shelter and economic assistance.
- b) Indicative amount to be allocated in this round of proposals:  
Between EUR 8,000,000 and EUR 12,000,000 from the humanitarian aid budget article
- c) Costs will be eligible from 01/01/2012<sup>12</sup>
- d) The expected initial duration for the Action is up to 12 months
- e) Potential partners: All DG ECHO partners
- f) Information to be provided: Single Form
- g) Indicative date for receipt of the above requested information: from 01/01/2012 onwards
- h) Commonly used principles will be applied for the assessment of proposals, such as relevance and coverage of intervention, quality of needs assessment, expertise of the partner, knowledge of the country / region, access arrangement and comparative advantage.

#### **Assessment round 5**

- a) Description of the humanitarian aid interventions relating to this assessment round: all other interventions as described in point 3.4 of this HIP.

- b) Indicative amount to be allocated in this round of proposals:  
up to EUR 11,000,000
- c) Costs will be eligible from 01/01/2012<sup>12</sup>
- d) The expected initial duration for the Action is up to 12 months
- e) Potential partners: All DG ECHO partners
- f) Information to be provided: Letter of Intent<sup>13</sup> based on the Single form format and including at least: area of intervention, sector, duration, beneficiaries, context/needs assessment, proposed response (results, activities), estimated costs, requested contribution, contact details.
- g) Indicative date for receipt of the above requested information: by 15/02/2012<sup>14</sup>
- h) 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 access arrangement and control management foreseen by the partner. All projects to be funded by DG ECHO necessarily have to be monitored.

#### **Assessment round 6**

- a) Description of the humanitarian aid interventions relating to this assessment round: 2012 floods response interventions to cover identified needs in the shelter, WASH, food, protection and NFI sectors.
- b) Indicative amount to be allocated in this round of proposals:
- c) up to EUR 2,900,000 from the humanitarian aid budget article
- d) Costs will be eligible from 01/07/2012<sup>12</sup>
- e) The expected initial duration for the Action is up to 6 months
- f) Potential partners: All DG ECHO partners
- g) Information to be provided: Single Form
- n) Indicative date for receipt of the above requested information: by 03/09/2012<sup>14</sup>
- o) Commonly used principles will be applied for the assessment of proposals, such as quality of needs assessment and links with joint OCHA assessments, relevance of intervention sectors, and knowledge of the country / region. More specifically, a particular attention will be put on the access arrangement and control

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<sup>13</sup> 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.

<sup>14</sup> 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

management foreseen by the partner. All projects to be funded by DG ECHO necessarily have to be monitored.

## **6. IMPLEMENTATION STATUS<sup>5</sup>**

Already contracted: EUR 27,150,000

Partners submitted proposals for Assessments rounds 1 to 4 were granted an agreement to cover security, coordination, transport and protection needs in Afghanistan for an amount of around EUR 17,900,000. Following a pre-selection of Letters of Intent in February 2012, four NGOs and one international organisation signed grant and contribution agreements with DG ECHO to support 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 around EUR 9,150,000.