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

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

#### **1. CONTEXT**

In 2012, the transition process<sup>1</sup> is making progress and should be achieved by 2014 when the combat mission of ISAF<sup>2</sup> is due to end. Even if still substantial, the level of international financial support is being reduced at a rapid pace raising concerns about possible economic impact and subsequent destabilising effects. In the meantime, the internal armed conflict opposing national and international forces against Armed Opposition Groups (AOG), though losing in strength compared to 2011, remained intense. The epicentre of the fighting, which used to be in the south and east of the country, started spreading to the northern and western region. This is the thirty-fourth consecutive 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, avalanche, periods of extreme temperature as well as sand storms. There is an average of over eight significant natural disasters per year. Although the prospect for the 2012 harvest is still expected to be above the general average, droughts still chronically affect Afghanistan.

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. There are currently about 424,000<sup>3</sup> Internally Displaced People (IDPs<sup>4</sup>) representing a 20% increase compared to 2011. However, it should not be neglected that these displacements can also be linked to poor economic conditions.

International forces operate under the United Nations (UN) mandated framework of the ISAF<sup>5</sup>. 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 30,000,000<sup>6</sup>. It was ranked 172/187 countries in the UNDP<sup>7</sup> Human Development index in 2011. Under-five mortality is 149/1000<sup>8</sup>; maternal mortality is 1,400/100,000<sup>9</sup> live births, the second highest rate in

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<sup>1</sup> Transfer of responsibility for the security management from NATO to Afghan forces

<sup>2</sup> International Security Assistance Force

<sup>3</sup> United Nations High Commissioner for Refugees (UNHCR) IDP Statistical Update – Afghanistan, 31 July 2012

<sup>4</sup> Conflict related or due to natural disasters

<sup>5</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>6</sup> CIA. The World Factbook 2010.

<sup>7</sup> United Nations Development Programme

<sup>8</sup> UNICEF 2010.

the world. Severe acute malnutrition is not considered at emergency levels in Afghanistan. However, stunting of children is reaching alarming stages.

Afghanistan is in category 3 (most severe) of DG ECHO<sup>10</sup>'s Vulnerability and Crisis Index for 2012.

## 2. HUMANITARIAN NEEDS

### 1) Affected people / potential beneficiaries

#### Conflict Affected People

##### **IDPs**

Although AOG-initiated attacks have decreased by 38% compared to the same period in 2011<sup>11</sup>, fighting and insecurity are still present in most of Afghanistan's provinces and particularly in at least 14 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 424,000 IDPs due to the conflict in Afghanistan. During the first semester 2012, the number of civilian casualties reached 579, which is a decrease of 20% compared to the same period in 2011 where 898 civilians were killed.

##### **Returnees**

Since the beginning of 2012 more than 39,395 people<sup>12</sup> have returned to Afghanistan from Iran and Pakistan. Areas of highest return include the eastern border provinces (Nangarhar & Laghman), central region provinces and major urban centres, Kabul City primarily.

##### **Afghan refugees in Pakistan & Iran**

It is estimated that about 2.7 million<sup>13</sup> registered Afghans remain as refugees in Iran (almost 1 million) and Pakistan (1.7 million). As from 2013, Afghan refugees in Pakistan will be mainly covered by the 2013 Pakistan HIP but should the magnitude of needs significantly increase, support could also be provided to Afghan refugees in Pakistan through this HIP.

#### Natural Disaster & Epidemic Affected people

In 2011, about 450,000 people were severely affected by natural disasters. As of June 2012, OCHA<sup>14</sup> estimates at 200,000 the number of people affected by natural disasters<sup>15</sup>. Over the past two years Afghanistan has experienced an earthquake in Samangan Province (2010), serious flooding in Central Highlands, East and Southeast (2010), and North and North East (2012), while still recovering from the 2011 drought (2,800,000 people affected)<sup>16</sup>.

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<sup>9</sup> UNICEF 2008

<sup>10</sup> The European Commission's Directorate General for Humanitarian Aid and Civil Protection

<sup>11</sup> ANSO Quarterly data report Q.2 2012

<sup>12</sup> UNHCR June 2012

<sup>13</sup> UNHCR 2012

<sup>14</sup> Office for the Coordination of Humanitarian Affairs

<sup>15</sup> OCHA Afghanistan Humanitarian Dashboard – June 2012

<sup>16</sup> Idem

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

### Support Services

Enhanced humanitarian coordination, safety & security for the humanitarian community and access to remote areas through humanitarian flight operations. These constitute a pre-condition for effective and secure humanitarian 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 disasters 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 vulnerable 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 of crisis-affected people, through systematic assessment, awareness-raising and treatment could be a funding option.

### WASH

Provision of disaster-resilient drinking water and sanitation facilities, hygiene awareness, for crisis-affected populations.

## **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 representations.

For conflict related displacement, the Directorate of Return and Refugees (DoRR) - which is supported by UNHCR<sup>17</sup> and IOM<sup>18</sup> (natural disasters related) - takes the lead

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<sup>17</sup> United Nations High Commissioner for Refugees

<sup>18</sup> International Organization for Migration

and is assisted by the Afghan Red Crescent Society (ARCS). In conflict affected areas without government accessibility, it is often ARCS/ICRC<sup>19</sup> that take the lead.

## 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, whose 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.

Since 2010, a Humanitarian Appeal Process (HAP) and then two Consolidated Appeals processes have been performed to thoroughly analyse the humanitarian situation, quantify its nature and severity and articulate a response. In 2012, the humanitarian community prepared a Consolidated Appeal Process (CAP) for an amount of USD 448 million. This CAP 2012 still fails to fully differentiate between chronic vulnerability and pure humanitarian needs. There are still elements of early recovery within the budget amount requested. As of 17 July 2012, USD 141 million was funded.

The CAP includes an Emergency Response Fund (ERF) mechanism, with a draw down facility of USD 10 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<sup>20</sup> to humanitarian funding. As of the end of June, about USD 3 million have been disbursed by the ERF but no additional funding was received during the same period.<sup>21</sup>

Significant donors to the CAP include: USA (USD 110.5 million); Japan (USD 95.6 million); United Kingdom (USD 25.4 million); Norway (USD 24 million); Australia (USD 12.4 million); Sweden (USD 11.4 million).

On 8th July 2012, at the Tokyo Conference, the international community committed to support the development efforts of Afghanistan towards its self-reliance during the “Transformation Decade” (2015-2024). To support this transformation, a partnership between the Afghan Government and the international community was agreed. Mutual commitments and accountability of Afghanistan and the international community for the sustainable development of Afghanistan were clarified, and a mechanism under which this can be checked and reviewed on a regular basis was established: the Tokyo Mutual Accountability Framework (MAF). Afghanistan committed to implementing, effectively and with transparency, strategies for growth and development. At the same time, the international community committed to providing USD 16 billion by 2015 (yearly average fiscal gap calculated by the World Bank ranging from USD 3.3 billion to USD 3.9 billion per year).

## 3) Constraints and DG ECHO response capacity

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<sup>19</sup> International Committee of the Red Cross

<sup>20</sup> Non-Governmental Organizations

<sup>21</sup> OCHA, Humanitarian Bulletin Afghanistan, June 2012

i) Security, Access & Humanitarian Space

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

A rugged physical environment and weak 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.

ii) Partners

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 (through UNOCHA, the DG ECHO-funded NGOs Emergency Response Mechanism (ERM) and other mechanisms) to address this constraint.

Should DG ECHO partners wish to work with local implementing partners, sufficient training and supervision will have to be in place and eventually provided in order to respect humanitarian principles and standards.

DG ECHO attaches fundamental importance to ensuring **aid effectiveness, sound financial management** and **respect of humanitarian principles**, which implies monitoring of the action during the lifetime of the project by DG ECHO's representatives. DG ECHO also considers that assessment and monitoring of projects by its Partners are key for the quality of its humanitarian interventions and expects to avail itself of the first-hand security assessment made by its Partners prior to carrying out its own monitoring mission. In light of this, and taking into account the present circumstances and conditions currently prevailing in Afghanistan, DG ECHO does **not** consider **full remote control** as a sound option for projects it finances in the country.

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 eighteen 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:

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

**Protection** for conflict affected populations including those displaced, detainees in Afghan, US and ISAF detention facilities, voluntary 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 Reintegration & Recovery** to civilian, non-combatant populations, internally displaced people (whether affected by conflict or natural disasters), and returning refugees requiring urgent relief support in the form of humanitarian food and nutrition assistance (either in cash or kind), shelter materials, water, hygiene and sanitation and non-food items (NFIs). This is to alleviate their immediate suffering and maintain their dignity.

As previous years have demonstrated that the overall level of disaster preparedness of the communities, national & local institutions is not sufficient to cope with repeated shocks, and that local coping mechanisms are being eroded or ignored, all relief assistance activities will have to be conceived and conducted under a comprehensive **Disaster Risk Reduction (DRR)** approach that should increase community preparedness to natural disasters. Furthermore, when possible, a coherent, coordinated approach and response with the existing humanitarian mechanisms (OCHA and ANDMA as well as INGO supported ones) will need to be demonstrated. DG ECHO will require partners to explain if they do not include DRR and coordination in their project proposals.

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

**Inclusion of marginalised groups** (PLWD<sup>22</sup>, women, elderly) should be addressed in all projects and sectors. DG ECHO will require partners to explain if they do not include these components.

When relevant from an operational point of view and in order to promote coherence and synergies (location, sectors, and methodologies) the submission of project proposals by consortia of partners can be envisaged.

#### Expected results of humanitarian aid interventions

- a) Enhanced coordination of humanitarian action and information management 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 and implementation of mechanisms to reduce disaster risks.

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<sup>22</sup> People Living with disabilities

- d) Provision of urgent live-saving medical assistance to the victims of conflict.
- e) Safe & dignified return and sustainable reintegration of refugees and short-term support to IDPs.
- f) Provision of care & maintenance support to the most vulnerable of the remaining refugee caseloads in Iran and possibly in Pakistan.

#### 4. LRRD<sup>23</sup>, COORDINATION AND TRANSITION

##### 1) Other DG ECHO interventions

From 2013, there will be more synergies between **DIPECHO**<sup>24</sup> projects and DRR-focused interventions under the present HIP. The **Epidemics HIP** may again be drawn upon for the prevention of, and response to, outbreaks of epidemics in Afghanistan. The **Small-Scale Response** and **Disaster Relief Emergency Fund (DREF)** HIP may also be a funding option.

##### 2) Other services/donors availability (such as for LRRD and transition) / Other concomitant EU interventions

There has been a major ongoing international effort to stabilize Afghanistan, secure its transition and future development. However, limited counterpart capacity and difficult operating conditions posed a challenge to the efficiency and effectiveness of the stabilization and development response. This challenge that will be increased with the transition and the on-going withdrawal of International Military Forces and subsequent reduction of funding options.

The focal sectors of interventions of the EU are agriculture and rural development, health and governance. DG ECHO's LRRD emphasis is on the mainstreaming of disaster risk reduction, gender, nutrition and water, sanitation and health.

Outside these EU 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 2011 Food Security Thematic Programme (FSTP) which is ongoing. DG ECHO was associated in the selection of LRRD projects in this programme. This has provided opportunities for dialogue regarding priority continuum activities for NGO projects, strengthening synergies between short-term and long-term approaches. The crucial issue of social protection in areas of chronic vulnerability is a specific point of discussion.

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

- a) The respect of International Humanitarian Law and humanitarian principles by all parties to the conflict in Afghanistan, and all those engaged in-country;
- b) The promotion of initiatives aiming at improving access and response capacities;

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<sup>23</sup> Linking Relief, Rehabilitation and Development

<sup>24</sup> Disaster Preparedness ECHO

- c) Better LRRD with other Commission services, the European External Action Service and other development donors;
- d) Accountability of aid provided to Afghanistan, for both humanitarian and development programmes.

### 3) Exit scenarios.

Although concrete commitments have been reaffirmed to ensure security (Chicago Conference) and continued economic development (Tokyo Conference), there remains worrying levels for indicators such as number of IDPs, Nutrition, Health etc. With an uncertain and unstable national and regional security context, and the unpredictable status of refugees currently living in Iran and Pakistan, DG ECHO does not envisage an 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/2013/01000 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>25</sup>

Operational Unit in charge : ECHO/B4

Contact person at HQ : Gaëlle NIZERY (Gaelle.Nizery@ec.europa.eu)

in the field : Olivier ROUSSELLE, Youcef HAMMACHE and  
Jacques DAILLOUX (echo.kabul@echofield.eu)

### 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 to ensure transparency, the assessment of proposals is divided in five rounds that are taking place simultaneously but with two deadlines for submissions.

#### Assessment round 1

- a) 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

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<sup>25</sup> Letters of intent should be submitted to DG ECHO 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)

office (ANSO) project as a prerequisite to pursue DG ECHO's programming in Afghanistan.

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

Between EUR 1,000,000 and 2,000,0000 EUR from the humanitarian aid budget line.

- c) Costs will be eligible from 01/01/2013<sup>26</sup>.

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

- e) Potential partners: The DG ECHO partner that is appointed as ANSO grant holder for 2013 (NRC in 2012) will be requested to submit a project proposal for the Afghanistan NGO Safety Office.

### **Assessment round 2**

- a) 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.

- 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 line.

- c) Costs will be eligible from 01/01/2013<sup>27</sup>.

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

- e) Potential partners: UNOCHA.

### **Assessment round 3**

- a) 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.

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<sup>26</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

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- b) Indicative amount to be allocated in this round of proposals:  
Between EUR 1,200,000 and EUR 2,000,000 from the humanitarian aid budget line.
- c) Costs will be eligible from 01/01/2013<sup>27</sup>.
- d) The expected initial duration for the Action is up to 12 months.
- e) Potential partners: MAF UK.

#### **Assessment round 4**

- a) 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, detainees, IDPs, refugees and newly returned refugees benefit from protection, health, shelter and economic assistance. The ICRC and UNHCR will be requested to submit a project proposal.
- b) Indicative amount to be allocated in this round of proposals:  
Between EUR 8,000,000 and EUR 13,000,000 from the humanitarian aid budget line.
- c) Costs will be eligible from 01/01/2013<sup>28</sup>.
- d) The expected initial duration for the Action is up to 12 months.
- e) Potential partners: ICRC and UNHCR.

#### **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 13,000,000 from the humanitarian aid budget line.
- c) Costs will be eligible from 01/01/2013<sup>28</sup>
- d) The expected initial duration for the Action is up to 12 months
- e) Potential partners: All DG ECHO partners

#### **The following applies to all assessment rounds**

- a) Information to be provided: Single form.
- b) Indicative date for receipt of the above requested information:

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<sup>28</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

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- i) by 01/12/2012<sup>29</sup> for operations starting on 01/01/2013
  - ii) by 01/02/2013<sup>29</sup> for operations starting on 01/03/2013.
- c) 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. Direct monitoring by the partner and DG ECHO should be possible as described in section 3 above.

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<sup>29</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.  
ECHO/-AS/BUD/2013/91000