

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

### **UKRAINE**

AMOUNT: EUR 30 000 000

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

##### **Modification 4 – February 2016**

When the humanitarian situation in Ukraine deteriorated in the Donbas region early January 2015 leading to new waves of displacement and increase of needs, it was decided to enhance the EU in-kind assistance and to send urgently needed relief items under the European Civil Protection Mechanism but also to procure relief items through humanitarian partners outside Ukraine and transport them to the country by plane at the same time. In this respect, in order to cover freight costs from Europe to Ukraine with an ECHO transport broker company, an amount of EUR 170 000 was transferred from the specific objective "man-made crisis" to "transport and logistics". EUR 156 978 have been invoiced by the ECHO transport broker company Kuehne & Nagel to cover the freight costs of this operation. It is now necessary to transfer the remaining EUR 13 022 from specific objective "transport and logistics" back to "man-made crisis" in order to reallocate this budget to another partner.

##### **Modification 3 – May 2015**

Despite the ceasefire agreement of 12 February 2015, continuous fighting and shelling are reported in Eastern Ukraine particularly in and around Mariupol and in the vicinity of Donetsk city. Violations of the ceasefire terms continue to be reported on a daily basis causing casualties and distress among the civilian population. The situation remains volatile and unpredictable leading to uncertainty for both the population remaining in the conflict area and for internally displaced people (IDPs) living throughout Ukraine and hoping to return home.

As of mid-May, 1 283 735 officially IDPs were registered by the Ministry of Social Policy, representing an increase of over 300 000 since February. Moreover the conflict caused around 800 000 people fleeing eastern Ukraine to seek refuge in neighbouring countries, mainly in Russia and Belarus.

Out of the 5 million people considered in need of humanitarian assistance in Eastern Ukraine, 3.2 million are estimated to be most vulnerable. Humanitarian needs are more acute near the front line of the conflict and in Non-Government Controlled Areas (NGCA). High unemployment coupled with absence of banking system, high insecurity and restricted movement has put more strain on the affected civilian populations. The Presidential Decree of December cutting social payment combined with the implementation of legislative restrictions on the movement with practical barriers on the demarcation lines result in severe isolation of people living in NGCA. Consequently, civilians, and in particular elderly people, face limited access to basic needs such as food, medicines and hygienic items due to lack of income. In addition, shelter repair and NFIs are heavily needed. Health conditions and access to health services have also been hampered due to limited access to affordable health care, shortages of medicines and

degradation of health services. The conflict is also causing huge psychological distress on the population.

However, as of mid-May, the HRP remains critically underfunded (only 25% so far). The additional EUR 15 million will therefore be used to respond to the large humanitarian needs still unmet. It will allow scaling up on-going operations and reaching out more beneficiaries mainly through the provision of life-saving assistance for the vulnerable people in urgent need of food, non-food items, health, wash and shelter assistance in the conflict zone, along the "frontline" in the non-government and government-held areas as well as in government controlled areas with the most significant concentrations of IDPs. The funding will also be used for winterization towards the end of the year. In case of deterioration of the security situation in particular in the prospect of stronger military engagements around Mariupol and Donetsk, part of the funding will be used for contingency planning and prepositioning of stocks.

#### **Modification 2 – February 2015**

Fighting in Eastern Ukraine continues despite ceasefire declarations. Violence has escalated significantly since mid-January. Rocket explosions and indiscriminate shelling have killed more civilians and further destroyed infrastructure. The number of displaced people has further increased over the past few weeks and has reached more than 940 000 across Ukraine, a figure that is expected to rise further as more newly-displaced people are still being registered. Also, over 600 000 people fled to neighbouring countries. The lack of access to public services previously provided by the central authorities has drastically worsened the plight of the civilian population in areas not under government control. This has been further aggravated by restrictions to the movement of people and goods. The surge in fighting has further limited the supply of urgently needed goods in the conflict areas. Humanitarian needs are on the rise as confirmed by the recently launched UNHCR supplementary appeal for USD 41.5 million for 2015 and the overall level of funding of the UN Strategic Response Plan for Ukraine amounting to USD 189 million remains highly underfunded.

The additional EUR 10 million will be used to respond to the rapidly increasing humanitarian needs; mainly providing life-saving assistance in the conflict zone where newly displaced and vulnerable people urgently need food, non-food items, health, wash and shelter assistance.

#### **Modification 1 – January 2015**

The humanitarian situation in Ukraine has gradually deteriorated since the summer 2014, mainly in the Donbas region and has led to new waves of displacement and increase of needs. The European Council of 18 December addressed the issue of humanitarian aid and recommended to increase the level and the visibility of EU assistance. It has therefore been decided to further enhance the EU in-kind assistance and to send urgently needed relief items under the European Civil Protection Mechanism but also to procure relief items through humanitarian partners outside Ukraine and ship them to the country by plane at the same time. The bulk of the in-kind assistance will go to government-held areas. But parts of the Union funded assistance will also go to separatist controlled areas.

In this respect, in order to cover freight costs from Europe to Ukraine with ECHO transport broker company, it is necessary to transfer an amount of EUR 170 000 from objective "man-made crisis" to "transport and logistics".

## 1. CONTEXT

The 2014 political crisis in Ukraine which escalated into armed conflict in eastern parts of Ukraine has resulted in increased vulnerability and emergency needs of the population, displacing over one million people. The population of the Donbas area, i.e. Lugansk and Donetsk provinces, where the armed confrontation between the Ukrainian armed forces and separatists is taking place is estimated at 6.6 million inhabitants (representing 15 per cent of the total Ukrainian population) out of whom 5.8 million people live in urban areas.

The result of the extreme violence in parts of Eastern Ukraine was a sharp increase of casualties including amongst civilians and an increase of forced displacement of the civilian populations both within and beyond the affected areas. The crisis caused huge damages to the local infrastructure, electricity and water supply systems, and to public and residential buildings. The violence has particularly intensified since May 2014 when attempts to broker a political resolution failed.

The Government's efforts to regain full control of the whole of the Donbas region further intensified at the end of June 2014, leading to considerable territorial gains and retaking some of the key cities (Kramatorsk, Krasnyi Lyman and Sloviansk) that had been under control of separatists since May 2014. As a consequence, separatists retreated towards the cities of Donetsk and Lugansk. The suburban and urban areas of the two regional capitals have since seen most of the violence and growing humanitarian needs. In late August 2014, the separatists' offensive changed the situation on the ground. A cease-fire was agreed in Minsk on 5 September 2014 and still remains in force despite numerous repeated violations in particular in some hotspots. The Minsk Documents (Protocol of 5 September and Memorandum of 19 September) were negotiated in the framework of the Trilateral Contact Group. However, despite the cease-fire agreement, numerous violations and victims have been counted since, including a humanitarian aid worker killed on 2 October. As of 25 November 2014, the number of casualties amounted to 4 356, while 10 016 people have been wounded.<sup>1</sup>

The number of internally displaced persons (IDPs) and refugees and from areas affected by fighting continues to rise since the onset of the crisis but it particularly increased since July 2014.

As of 3 December, according to official sources around 508 000 persons are internally displaced (but UNHCR indicated that the actual number could be treble) and an estimated 553 535 fled to neighbouring countries (mainly to Russia but also to Belarus) and some EU Member States (Poland, Hungary, etc.). Among IDPs, around 18 000 are from Crimea, from where they fled after the Autonomous

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<sup>1</sup> <http://reliefweb.int/report/ukraine/ukraine-strategic-response-plan-2015>

Republic of Crimea's and the City of Sevastopol's annexation by the Russian Federation in March 2014<sup>2</sup>.

Most of IDPs have left their homes with few belongings and are in need of shelter, food and non-food assistance, water, health services, and protection. This is placing particular pressure on neighbouring regions such as provinces of the Donbas region (i.e. Dnepropetrovsk, Kharkov and Zaporozhe) but also on the capital of Kiev and other regions of Ukraine. Many refugees have fled to the Russian Federation but in the longer term, their needs may not be covered by the host government.

In parallel, since early July 2014, a flow of returnees is reported after the Government took control over some territories. After the cease-fire agreement, some displaced people returned to Donbas from the rest of Ukraine and from Russia. The returning population require basic services and recovery interventions to make their return sustainable. Most of the displaced, nonetheless, are not yet ready to return to their home locations.

The safety and security of the civilians caught in the conflict area is of great concern. Those staying in areas affected by fighting face imminent security threats due to military operations that have often been concentrated in the densely populated urban areas. Basic life-supporting services are disrupted, supplies at best intermittent and limited and lack of rule of law widespread, probably with a deteriorating trend. The resilience of the IDPs, of host communities and of the conflict affected population is steadily depleting. The vulnerability of the population affected by the crisis is assessed to be high.

The humanitarian community assesses the overall and humanitarian situation as volatile. The humanitarian crisis, even under the best case scenarios, is not expected to be over in coming months. Humanitarian access to the conflict areas remains extremely challenging, and the modalities of effective provision of aid to the rebel-controlled areas are yet to be established.

In the GNA, the vulnerability index of Ukraine is 2 and for the crisis, index 3.

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<sup>2</sup> <http://reliefweb.int/report/ukraine/ukraine-humanitarian-snapshot-8-dec-2014>

## 2. HUMANITARIAN NEEDS

### 1) Affected people/ potential beneficiaries:

a. *The population in the areas directly affected by the fighting.* The overall number of people living in conflict affected areas is estimated at around 5.2 million<sup>3</sup>. The population caught in areas of violence and in separatists' controlled areas remains the most vulnerable. The principal driver of their vulnerability is the continuation of the fighting, even if at a low ongoing intensity, which is concentrated in densely populated areas. In these areas basic public services are regularly disrupted. Prolonged exposure of the population to these conditions, combined with the cold weather conditions during the winter period, the inability of authorities to restore basic services and increasingly disrupted access and supply routes to these areas, is a cause for major humanitarian concern.

b. *The IDPs and refugees who fled the crisis areas.* The affected populations who fled to other parts of Ukraine (around 508 000) or neighbouring countries (around 553 535) left their homes with few belongings. IDPs are spread throughout the country, but the main areas of displacement are close to the conflict affected provinces in the East and in Kyiv. IDPs across Ukraine are facing difficulties accessing social services at areas outside of their residence. According to UNHCR<sup>4</sup>, while the majority of them are staying in rented accommodation or with family and friends (putting strain on host families that could also be in needs of aid), an estimated 6-7% are currently living in collective centres (adapted from student housing, summer sanatoriums, schools). Some IDPs are sheltered at temporary locations, which are unsuitable for longer-term stay. Those who are staying with friends and (host) families or are renting out temporary accommodation also may not be able to sustain such arrangements without an external support. The host families are another category of people who need external support as for most of them it will be impossible to offer their help to IDPs on their own in the longer-term. Urgent needs of humanitarian assistance are also reported for some vulnerable refugees in neighbouring countries.

c. *The returnees who are returning to recovered areas by the Ukrainian military.* The returnees to areas of Donbas taken back by Ukrainian authorities returned to locations of their residence and often found their homes destroyed or damaged, livelihoods disrupted and basic services considerably limited. While the Government has made efforts to restore life-supporting services, including electricity and water supply in recently recovered cities and towns, the returning population requires tailored services and early recovery including livelihoods interventions to make their return sustainable and reach pre-crisis conditions, thereby laying the ground for future confidence building and conflict resolution. Any response or intervention will need to consider the mitigating measures to prevent the exacerbation of tensions between different groups of local population.

### 2) Description of the most acute humanitarian needs.

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<sup>3</sup> <http://reliefweb.int/report/ukraine/ukraine-strategic-response-plan-2015>

<sup>4</sup> <http://reliefweb.int/report/ukraine/ukraine-humanitarian-snapshot-8-dec-2014>

### **Protection**

Both IDP population and resident population in conflict affected areas, as well as across the country, are in need of **humanitarian protection**. Numerous human right violations, including killings, harassment, forced conscription, abductions, torture, have been reported by international organisations in areas controlled by armed groups, but also in other areas. Unexploded ordnances have also been reported and present a security risk, especially for children.

A **centralized IDP registration system** was launched in early October 2014 and the registration is underway. But fear of retaliation means that many IDPs do not register, which in turn prevents them from transferring their residency and accessing their social benefits.

There are also reports of tensions across Ukraine between host communities and IDPs from Eastern Ukraine, as well as IDPs belonging to ethnic minorities - such as Muslim Crimean Tatars and Roma - which necessitate special efforts aimed at **fostering peaceful coexistence**. Certain minority groups, especially Roma, may be facing discrimination. Some other IDPs expressed individual fear of persecution due to their political views or ethnicity, and indicated that they would not be willing to return home even after the active phase of the military operation ceases.

Many IDPs, especially single female households, those with disabilities, sick, unaccompanied minors and elderly persons, are **particularly vulnerable** and face challenges in leaving or returning to the affected areas. As of 28 November 2014, according to UNHCR the registered IDP population includes 27% children; 19% of IDPs are included in the category “elderly or disabled”. Considering the adult IDPs, 66% are women<sup>5</sup>.

### ***Shelter/Non-Food Items (NFIs)***

During the current winter season it is urgent to find alternative accommodation options for those being sheltered in student accommodation or in sanatoria which lack heating systems. Many of the current accommodations are not fit for the winter climatic conditions. Besides, as resources of IDPs decrease and generosity of host families can wear out, the housing options for IDPs will become more problematic. Furthermore, it is paramount to assist IDPs returning to their place of origin (being in Government or rebel controlled areas if conditions permit). Rehabilitation and repairs works of their damaged or destroyed accommodation should also be carried out. For IDPs, returnees and vulnerable groups of the population in and from conflict-affected area, the provision of non-food items such as heaters, warm blankets and winter clothes are necessary as Ukrainian winters are long and bitterly cold, with temperatures dropping to below -25 °C.

### ***Water, Sanitation and Hygiene (WASH)***

The crisis in Eastern Ukraine has severely disrupted water supply and sewerage systems and has the potential to cause critical problems for up to four million people in and around Donetsk city, including IDPs and local residents. Women and children are particularly vulnerable in this situation. According to UNICEF, the water supply

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<sup>5</sup> <http://reliefweb.int/report/ukraine/ukraine-situation-report-no20-2-december-2014>

in Kirov pumping station is only operational during the day limiting water supply by 50 % to the city's population and residents of Shahtersk city receive less 30 % of their needs. Piped drinking water is unavailable in Avdeyevka, Yasinovataya, Krasnogorovka and nearby villages. Local authorities are not able to start restoration of Donetsk filtration plant till the cessation of hostilities in the area. With the shortage of water, personal hygiene problems are very likely to escalate, posing significant risk to the affected population which may lead to sickness and even death of considerable numbers of people. The constant movement of people as a result of the conflict further compounds the hygiene situation as the probability of transporting WASH related diseases is very high.

### **Health**

Assessments highlighted that access to health services and the health conditions of people residing in most parts of the Donbas region has been badly affected. Some hospitals were reported closed due to interrupted essential supply lines (water and electricity). Pharmaceuticals and medical supplies were reportedly limited, with basic support provided by local and international non-governmental organisations (NGOs) and local actors. There have been reports of attack on health workers, with some leaving the area to escape conflict. The insecurity has further jeopardized the already unstable access to health services and has posed an extra burden on the health system that has already been overstretched before the recent escalations. The population in the affected areas is at risk of epidemics and infectious disease such as Tuberculosis (TB), HIV/AIDS and polio because of interruption of treatment and/or lack of medicine supply. There is a risk as well on the health conditions of the chronically ill, whose treatment has been disrupted due to deteriorated access to health care and shortage of adequate medicines. The armed clashes are having a direct effect on the health of the population, resulting in trauma, including injuries and burns. Adequate emergency medical services, including equipped ambulances, trained first-aid personnel and health workforce, intensive care, surgeries, burn units, as well as medications and consumables, are insufficient and their immediate availability is a priority. Major health challenges and constraints are caused by access limitation due to the insecurity, the lack of supplies and response capacity gaps.

Continued violence and armed violence are creating stressing conditions for all. Psycho-social support is needed in particular for most vulnerable affected population, being children, women and elderly.

### **Food assistance**

Although Ukraine has surplus food production, the current crisis has impacted on the regular local supply chain in the East and eroded the resident population purchasing power.

For the IDPs, most of them have left their homes with scarce resources. Their current basic needs, including food needs, are generally covered through private donations and civil society efforts; however, the food assistance has been irregular. The local capacity is limited and unsustainable and already decreasing. As a result food security will be increasingly threatened by an overall scarcity of resources. In addition, the winter period is posing significant additional challenges to food and nutrition security with a requirement for higher caloric intake. Food security

assessments are still ongoing and a more precise picture should be available toward the end of 2014.

### **3. HUMANITARIAN RESPONSE**

#### **1) National / local response and involvement**

The displacement of hundreds of thousands of Ukrainians, mostly from the east, has created a humanitarian emergency, for which the Government of Ukraine was ill-prepared; the Government simply has had no adequate capacity to respond to the crisis, in spite of expressed readiness to respond to the needs. In early months of the crisis most of the assistance has been channelled through people solidarity, private companies and local charities. Government support, although planned and supported through IDP legislation, remains slow to be fully operationalized. Gradually, however, the Government has come to openly recognize that significant gaps remain and more assistance is needed by the international humanitarian community.

On 1 October 2014, the Cabinet of Ministers adopted resolutions on registration of IDPs and financial assistance for temporary housing. The resolution on registration states that the Ministry of Social Policy will take the lead in organizing registration, maintaining a unified database of registered IDPs, and issuing them a standard certificate. In addition, the law “On the rights and freedoms of Internally Displaced Persons” was adopted on 20 October 2014. This is a crucial starting point to help internally displaced as it defines the full set of rights, simplifies administrative procedures, increases access to humanitarian support and sets out the framework to begin preparing for longer term solutions. The law will also pave the way for a broader government policy on supporting IDPs and helping them to make new homes or to return voluntarily. However it remains to see how this new legal and regulatory framework will be implemented and whether most of the basic needs of IDPs will be covered. The new IDP law, in its current version, still does not clarify the issue of VAT and taxation of beneficiaries for aid received in cash by the international community, which hampers the speedy implementation of humanitarian relief operations.

The Government of Ukraine launched their plan "priority tasks for solving problems of IDPs and for recovery of Donetsk and Lugansk regions" calling for EUR 159 million to meet primary needs of internally displaced people and EUR 732.8 million for recovery of Donbas.

#### **2) International Humanitarian Response**

Together with the Government of Ukraine, the UN Country Team released on the 14th of August, the UN released its Preliminary Response Plan (PRP) for Ukraine (1 August - 31 December) with funding requirements of USD 33.3 million for immediate life-saving needs. As of 28 November, donors contribution to the UN totalled USD 23.3 million. Since the launch of the PRP, the situation has significantly deteriorated and needs have risen further. On 8 December, UN has issued its 2015 Strategic Response Plan for Ukraine (January-December 2015) with funding requirements of USD 189 million.



In general, the humanitarian landscape was weak prior to the crisis, but additional surge capacity has been brought to the country. Over the last few months, the financial and human resource capacity of the international humanitarian community is growing. A major challenge for the humanitarian community remains access and security constraints - humanitarian activities in rebels-controlled areas are still limited, and it is not clear how the humanitarian access will be ensured.

EUMS contributed so far EUR 42.42 million in funding and in-kind assistance.

### **3) Constraints and ECHO<sup>6</sup> response capacity**

The successful implementation of ECHO-funded programmes will depend on its partners' capacity to access people in need of humanitarian assistance both in government and rebel held areas and to implement well-targeted and well-designed programming. The humanitarian response in Ukraine has already been constrained by violation of the ceasefire, limiting access to Donbas, and putting the safety and security of civilians and humanitarian personnel at risk. The high level of insecurity would further hamper better follow up of operations implemented on the ground.

An appropriate administrative and legislative framework allowing the speedy and smooth delivery of humanitarian assistance is also paramount in order to put aside obstacles related to customs, registration of partners of humanitarian projects and taxation of humanitarian projects and beneficiaries.

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

ECHO will focus its intervention on helping the most vulnerable people affected by the crisis in Ukraine, wherever the needs arise, such as

- IDPs, returnees and vulnerable host population in the areas directly affected by the fighting (mainly Donbas region) if conditions permit;
- IDPs, returnees and vulnerable host population in Government controlled regions;
- Vulnerable refugees in neighbouring countries;

ECHO will support multi-sector interventions targeting urgent humanitarian needs among the most affected and the most vulnerable population mentioned above in terms of protection, food assistance, shelter and NFIs, WASH, winterization, health and psycho-social support.

Contingency planning and preparedness (stocks) will be considered to enable partners to react rapidly to new displacements in 2015.

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<sup>6</sup> European Commission's Directorate- General for Humanitarian Aid and Civil Protection - ECHO

### ***Protection***

It is vital to provide efficient protection to civilians, detainees, the sick and wounded, medical and humanitarian personnel and vulnerable or at-risk groups requiring specific attention such as children, women, the elderly, migrants or persons with disabilities.

ECHO will support protection initiatives designed to address protection risks and violations either directly or in an integrated manner through other programme activities and protection sensitive targeting. Decisions on specific activities to support will be based on a clear analysis of protection threats and vulnerabilities. Possible areas to support include, but are not necessarily limited to: registration and access to documentation and freedom of movement, family separations, as well as assistance to victims of all kinds of violence (including SGBV), legal counselling, mine action education, etc.. ECHO expects that all interventions (no matter what sector) adhere to basic protection mainstreaming principles of safe and equal access as well as appropriate considerations for special vulnerabilities.

### ***Shelter & NFIs***

ECHO will provide adequate shelter for IDPs/returnees/and conflict affected population.

ECHO will support the initiatives of finding alternative accommodation for IDPs sheltered in unsuitable accommodation centres such as students' dormitories, sanatoria which are not fit for the winter climatic conditions. ECHO will also support the voluntary return of IDPs to their place of origin where they feel safe if conditions permit. To achieve that ECHO will support the rehabilitation and repairs works of their damaged or destroyed accommodation.

ECHO will also supply non-food items such as heaters, warm blankets and winter clothes etc. to IDPs, returnees and vulnerable groups of the population in and from conflict-affected areas.

It is essential that agencies avoid the use of asbestos-containing materials in shelter related activities.

Some alternative materials to asbestos-cement roofing sheets are listed below.

- PVA and cellulose fiber-cement
- Polypropylene and cellulose fiber-cement
- Bamboo fiber-cement (Taiheyo cement)
- Clay roofing tiles
- Galvanized iron roofing (zinc-coated steel)

Their suitability and availability will be location and context specific. Agencies should enquire on the local market and share information with contractors and local NGOs.

### ***WASH***

ECHO will support projects that aim to ensure adequate and sustained access (in terms of quality and quantity) to safe water. This includes projects that will provide proper running of existing infrastructure (maintenance plan, supply of spare parts,

generators, water and sludge pumps, etc.), capacity building and rehabilitation of water supply and sanitation infrastructure damaged by the conflict. Temporary alternative water systems could also be envisaged when deemed necessary.

Provision of chemical water treatment of water, basic NFIs and appropriate hygiene promotion are also encouraged.

ECHO will also support WASH contingency plans to cover the needs of sudden and massive displacement or/and in response to any disease outbreaks or shortage in water access.

WASH coordination amongst actors / local authorities and with other Sectors such as Health requires continued improvement to face the developing needs and challenges.

### ***Health***

ECHO will continue the provision of emergency and primary health services to most vulnerable affected population. ECHO will also address the gaps in secondary health care, mainly war surgery. Special emphasis will be given to expanding access for those who are not receiving curative or preventive healthcare according to their vulnerability.

ECHO support will also include putting in place mobile health clinics, provision of medicines and other urgent medical support. Strengthening of fixed and mobile medical (referral system) units at local level will be set as a priority through the supply of medical equipment, medicines and vehicles, as well as training capacity.

ECHO will support epidemiological surveillance and Early warning systems, as well as contingency planning for timely reaction in case of epidemic. Response to the needs of displaced people affected by chronic diseases, and provision of rehabilitation services for war wounded and injured people will also be considered.

ECHO is also interested in supporting humanitarian interventions that will significantly increase the availability of reproductive health services to address the needs of women and girls by facilitating access to safe delivery, emergency obstetrical services, family planning and GBV services.

Concerning mental health and psychosocial support, ECHO will support operations that address the special needs of individuals suffering from pre-existing and new mental health conditions including patients in psychiatric hospitals for both health and protection reasons. Capacity building of local professionals to identify children's heightened stress/trauma levels, understand how to address these needs and when to refer them will also be considered.

### ***Food assistance & livelihood***

ECHO will concentrate on the provision of assistance aimed at restoring and maintaining an adequate diet for populations already in and at risk of food insecurity through in-kind, voucher or cash support as the most relevant and efficient transfer

modality. Special attention will be paid to beneficiaries in conflict affected areas and in collective centres. ECHO will also consider providing livelihood support through unconditional cash or support to income generating activities to most vulnerable population affected by the conflict, if those are not targeted by early recovery schemes of development stakeholders or by Government plans.

### ***Cash & Vouchers***

ECHO does not advocate for the preferential use of either cash/voucher-based or in-kind assistance but ECHO is committed to supporting the most cost efficient system to deliver assistance.

In the context of the Ukrainian crisis, Cash & Vouchers is considered as one of the most effective means to reach out/help a maximum of people to withstand harsh weather conditions but also considering that most commodities are still available on the local markets and that this approach would stimulate the local market for the coming months.

It is therefore suggested that for food assistance, livelihoods, non-food items and shelter sectors, a Cash & Voucher approach is preferred over in-kind assistance.

When rolling out this delivery mechanism, account should be taken of different situations according to population caseloads/regions as targeted in the UN Preliminary Response Plan (Resident population in the conflict area, for which in-kind could be more appropriate considering the security situation and the lack of functioning banking system; returnees in areas recovered by the Ukrainian government and IDPs from conflict affected areas and Crimea in the rest of the country – for which cash and vouchers are feasible) and provided a do-no harm dimension is included in accordance with ECHO guidelines (see the Technical Annex).

### ***Capacity building***

Lastly, ECHO will support capacity building of main actors, including national, regional and local authorities such as the Emergency State Services, dealing with humanitarian issues along with IDPs. The respect for IHL by all parties, the improvement of humanitarian access to conflict-affected areas and a more efficient regulatory and legal framework for humanitarian assistance in Ukraine will also be aimed at.

### ***Coordination, Advocacy and Support Services***

Systematic, timely and effective coordinated multi-agency and sector assessments, response analysis and tracking of assistance should be strengthened as these are a pre-requisite to respond to the needs of people affected by the crisis. General and technical Humanitarian coordination and advocacy should defend and safeguard humanitarian principles, access and space and minimum standards adapted to the local context in the delivery of assistance. ECHO will also support the expansion of field-based coordination mechanisms to the Eastern regions.

Effective operational coordination is essential. ECHO supports the Inter-Agency Standing Committee's Transformative Agenda (ITA) and encourages partners to demonstrate their engagement in implementing its objectives, to take part in coordination mechanisms (e.g. Humanitarian Country Team/Clusters/Sectors) and to allocate resources to foster the ITA roll-out.

### ***Monitoring***

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 ECHO's representatives. 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.

Partners will be expected to ensure full compliance with visibility requirements and to acknowledge the funding role of the EU/ECHO, as set out in the applicable contractual arrangements.

## **4. LRRD, COORDINATION AND TRANSITION**

### *1) Other ECHO interventions*

ECHO funding instrument for small scale humanitarian response to disasters was used to fund IFRC for an amount of EUR 250 000 in April 2014 (the project is running 1 June – 1 December 2014).

A Commission Implementing Decision financing emergency humanitarian actions of EUR 2 500 000 was adopted on 14 August 2014 and amended twice for a total amount of EUR 10 800 000 on 2 October 2014 and 28 October 2014.

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

To ensure better information sharing ECHO initiated humanitarian information meetings to share information with donors and operational agencies working in Ukraine. ECHO works closely with other services of the European Commission and other EU/non-EU donors to ensure better coordination and linking relief, rehabilitation and development.

### *3) Other concomitant EU interventions*

Several EU financial and development interventions are currently operating aiming at responding to the early recovery and development needs arisen from the crisis, such as the Regional Development funds (managed by the European Commission's Directorate-General for Development and Cooperation- DEVCO), the EUR 4.5 million Stabilization Support Programme for IDPs and conflict-affected populations (managed by FPI) and the European Investment Bank Recovery Project.

ECHO maintains close collaboration with those in order to avoid any overlapping and establish synergies and complementarities. Longer term development support

will be encouraged so as to ensure that resilience/early recovery actors are locally embedded and lays the ground for positive socio-economic change. Aid is granted under an ongoing programme of bilateral cooperation designed to foster regional development, with the direct participation of local authorities. Interventions will support the implementation of local development projects in line with the regional strategies.

#### 4) *Exit scenarios*

ECHO will advocate for opportunities for Linking Relief, Rehabilitation and Development (LRRD) and will seek longer-term commitments from development donors for IDPs and returnees in areas controlled by the Ukrainian Government. It will also advocate with relevant stakeholders so that the human dimension is well captured in future Post Crisis Needs Assessment (PCNA) and similar exercises, which will frame the Ukrainian Government's and donors' priorities for the next years.

A Post-Crisis Needs Assessment (EU-WB-UN) has been launched, in support of the government's assessment. A first phase (Recovery and Peacebuilding Assessment), to be completed by mid –January will focus on short to medium term recovery needs of areas under Ukrainian control. A second phase, which will need to accompany the political process, will focus on medium to long term recovery needs.

The EU's future support will be aligned to the outcomes of current PCNA and will be delivered in cooperation with the World Bank and UNDP on the basis of the 2008 Tri-lateral Declaration. Financing for assistance in developing PCNA is provided from within the FPI<sup>7</sup> managed project 'Post-conflict and post-disaster needs assessment – development of assessment capacity and tools' (AAP 2011, IfS).

ECHO, while aiming at addressing the humanitarian residual needs and gaps, will continue engaging whenever possible and appropriate with the relevant national authorities, both at technical and policy level, and will advocate for an increased allocation of domestic resources in order to cover remaining humanitarian and early recovery needs. While the most immediate needs will be covered by humanitarian assistance in the short run, the burden of the protracted IDP population will need to be shouldered by more lasting solutions. National Social Safety nets will need to take over the assistance to these people so as to ensure the continuity of the short term humanitarian cash and vouchers programmes.

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<sup>7</sup> European Commission's Directorate-General for Foreign Policy Instruments