

HUMANITARIAN IMPLEMENTATION PLAN (HIP)

AFGHANISTAN, PAKISTAN¹

AMOUNT: EUR 54 500 000

The present Humanitarian Implementation Plan (HIP) was prepared on the basis of financing decision ECHO/WWD/BUD/2016/01000 (Worldwide Decision) and the related General Guidelines for Operational Priorities on Humanitarian Aid (Operational Priorities). The purpose of the HIP and its annex is to serve as a communication tool for ECHO's partners and to assist in the preparation of their proposals. The provisions of the Worldwide Decision and the General Conditions of the Agreement with the European Commission shall take precedence over the provisions in this document.

0. MAJOR CHANGES SINCE PREVIOUS VERSION OF THE HIP

First modification

Following the political orientation provided by Commissioner Stylianides to scale-up DG ECHO's financial support towards education in emergencies to reach the global target of 4 % and the additional contribution of EUR 26 million granted by the budgetary authority, an amount of EUR 4 500 000 has been added to the current HIP.

This additional contribution will be used to support activities that enable boys and girls safe access to quality education for boys and girls in ongoing conflicts, complex emergencies, other situations of violence and early recovery phases. Furthermore, it may support longer-term education activities in protracted crises and in refugee/IDP camps, as well as actions targeting transition to formal education systems.

In spite of the increased recognition of the important role that education may play for children and young people affected by crises, education in emergencies remains one of the least funded humanitarian sectors. For boys and girls affected by crises, safe access to education can be lifesaving, protecting them from external threats, giving them a sense of normalcy, teach them important life skills, strengthen their resilience and restore their hope for a better life. As protracted crises in the world are becoming more prominent there is a risk of creating a "lost generation" if there is not investment in education in emergency at an early stage.

In addition, the existing allocation in the 2016 HIP is not sufficient to cover the humanitarian needs of a wider number of highly vulnerable Afghan refugees in Iran. Iran is currently hosting 951 142 documented Afghan refugees and an estimated 3 million undocumented Afghans. There are daily arrivals of an estimated 2 000 additional Afghans and, according to UNHCR, 46 % of Afghan arrivals in Europe have spent time in Iran before heading towards Turkey and then Europe. The deteriorating security situation in Afghanistan is not conducive to returns. In order to meet the needs of a growing number of Afghan refugees in Iran, an additional EUR 5 000 000 is added to this HIP in view of reaching an additional target population of 400 000 vulnerable

¹ This HIP also covers Afghan refugees in Iran.

documented and undocumented Afghan refugees. Priority sectors are food assistance, water, sanitation and hygiene, shelter, non-food items and winterisation. Protection and health will also be addressed.

1. CONTEXT

The countries covered by this Humanitarian Implementation Plan are prone to a variety of natural disasters (floods and droughts, landslides, cyclones, earthquakes, avalanches)². Afghanistan and Pakistan are to differing degrees affected by protracted conflict, insecurity, economic, political and social volatility.

About 7% of the 52 million³ acutely under-nourished children world-wide live in Afghanistan (1 %)⁴ and Pakistan (6.5 %)⁵. About half of under-five deaths occur in only five countries: China, Democratic Republic of the Congo, India, Nigeria and Pakistan. Pakistan has the third largest caseload (3.3 million) of acutely under-nourished children in the world.

Against a backdrop of armed conflict between military and non-state armed groups, inter-ethnic, sectarian disputes, and conflict over scarce resources, the number of conflict-affected internally displaced people (IDPs) continues to rise. Over 100 000 additional people were displaced in Afghanistan in 2015 bringing the total number of internally displaced people to just under one million. In 2015, Pakistan accounted for almost 50% of the entire South Asia region's internally displaced people.⁶ In 2014 alone, 0.7 million⁷ people were forced to flee their homes due to military operations in North Waziristan and Khyber agencies. According to UNHCR, approximately 1.55 million registered IDPs are in displacement in Khyber Pakhtunkhwa (KP) and the Federally Administered Tribal Areas (FATA).

Afghan Refugees: More than three decades of conflict in Afghanistan have resulted in one of the largest and most protracted refugee crisis in the world. Currently over 2.4 million⁸ registered Afghan refugees remain both in Iran (over 950 000) and Pakistan (nearly 1.6 million). Humanitarian needs relating to these groups are also addressed through this HIP.

Access by humanitarian organisations to populations in need is complicated by insecurity in both countries. In Pakistan, restrictions on organisations to operate impede the independent assessment of needs and response in areas with high unmet humanitarian needs, especially KP, FATA and Baluchistan.

² The European Commission's Integrated Analysis Framework (IAF) 2014/15 identified high humanitarian needs in both countries. According to the Global Needs and Vulnerability Assessment (GNVA): Afghanistan is classified: Vulnerability index 3, Crisis index 3; and Pakistan: Vulnerability index 5.5, Crisis index 3.

³ http://www.who.int/nutgrowthdb/key_facts_figures.pdf

⁴ Afghanistan National Nutrition Survey 2013

⁵ <http://apps.who.int/nutrition/landscape/report.aspx?iso=PAK&rid=161&template=nutrition&goButton=Go>

⁶ Internal Displacement Monitoring Centre (IDMC) Global Overview 2015:
People internally displaced by conflict and violence, May 2015

⁷ OCHA: Displacements and returns in KP and FATA 2008 - 2015 (as of 30 June 2015)

⁸ UNHCR Country Operations Profiles for Iran and Pakistan

2. HUMANITARIAN NEEDS

2.1. Affected people / potential beneficiaries:

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Conflict affected populations: In addition to civilian casualties, access to basic services is restricted for a large number of people as a result of the conflict preventing mobility.

Internally Displaced People: As of June 2015, the total caseload of internally displaced people was 947 872⁹.

Afghan Refugees: Assistance to the 950 000 Afghan Refugees in Iran is covered by the funding allocation for Afghanistan. Assistance to the Afghan Refugees in Pakistan is covered from the funding allocation for Pakistan.

Afghan Returnees: In 2015, there has been a significant increase in returns from Pakistan as a result of fear of arrest and/or deportation and deteriorating living and security conditions in Pakistan. Between January and June, 43 695 returnees were assisted by UNHCR compared to 9 231 in 2014¹⁰.

Undocumented Afghan returnees: As a result of increased harassment in Pakistan, 2015 has seen a dramatic increase in return of undocumented refugees to Afghanistan, with 87 705 returnees and 9 608 deportees recorded in the period until July 2015. This is in addition to the 137 803 returnees and 105 304 deportees from Iran for the same period¹¹.

Pakistani refugees in Afghanistan: As a result of the conflict and military operations in the North Waziristan Agency of Pakistan in summer 2014, around 205 434 Pakistani refugees have been displaced into Afghanistan¹².

Disaster affected populations: In 2015, it is estimated that 157 000 people have been affected by natural disasters¹³, compounding the precarious economic situation where a large part of the population lives at or below the poverty line.

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Communities affected by food insecurity and under-nutrition: The Global Acute Malnutrition (GAM) rate of 15.1%¹⁴ in Pakistan is classified as critical as per the WHO emergency threshold and represents one of the highest world-wide.¹⁵ Alarming high nutritional and food insecurity trends persist in the disaster-prone province of Sindh, where 27% of the population is moderately to severely food insecure¹⁶ and 1 million

⁹ UNHCR Conflict Induced Internal Displacement – Monthly Update June 2015

¹⁰ UNHCR Voluntary Repatriation and Border Monitoring – Monthly Update June 2015

¹¹ IOM Cross Border Return and Reintegration – Border Monitoring, July 2015

¹² UNHCR Khost & Paktika Situation Update - June 2015

¹³ IOM Humanitarian Compendium – Afghanistan 2015

¹⁴ National Nutrition Survey 2011

¹⁵ 2013 UNICEF: State of the World's Children report

¹⁶ Pakistan Integrated Food Security Phase Classification (IPC) Population Data Table Oct-Dec 2014

children acutely undernourished, 400 000 of whom suffering from severe acute malnutrition (SAM). In rural Sindh, GAM rates of over 18.3% are common, with spikes to over 22.7%.¹⁷ Nutritional vulnerabilities remain critical in the conflict affected regions of KP, FATA and Baluchistan. During 2014, ECHO's assistance in humanitarian food assistance and nutrition reached 477,457 beneficiaries in the most vulnerable districts, with a funding value of Euro 20.4 million¹⁸.

IDPs: According to OCHA, 1.55 million people are in displacement in Pakistan by August 2015. Most of them have sought refuge with the host communities in various areas of KP, and only 2 % are in camps.¹⁹

Afghan Refugees: There are nearly 1.6 million registered and an estimated 1.2 million undocumented Afghan refugees in Pakistan. It is estimated that in Pakistan alone at least 83 000 new-borns are added to this number every year, which exceeds the numbers repatriating. Pakistan has not acceded to the 1951 UN Refugee Convention.

Communities affected by natural disasters: Pakistan is highly disaster prone with perennial floods since 2010, which have destroyed infrastructure and livelihoods. Since 2011 the desert regions of Pakistan have been in the grip of intensifying drought, set to continue into 2016.

2.2. Description of the most acute humanitarian needs

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Multi-sector humanitarian needs: Within the multi-sector rapid response the following sectors are highlighted: food assistance, shelter and non-food items (NFIs), and WASH.

Health & Nutrition: Access to adequate medical assistance, in particular for war-wounded is a priority humanitarian need, including first-aid, adequate stabilisation and transportation as well as sufficient trauma care facilities, and to provide and pre-position resources for emergency response. Malnutrition, particularly among women and children, is a significant crisis resulting inter alia from food insecurity and a lack of adequate access to safe drinking water.

Protection: Protection assistance is required for an increasing number of disaster affected people, both from natural and man-made disasters; this includes people displaced or remaining in their place of origin, as well as the refugee and IDP population.

Coordination and information management: For enhanced humanitarian coordination, there is a need for systematic and timely needs assessments, data collection, analysis, presentation and dissemination at an overall level and in specific sectors.

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¹⁷ SMART surveys undertaken by humanitarian partners 2014-2015

¹⁸ ECHO Fact Sheet Funding on Humanitarian Food Assistance and Nutrition, Jan.-Dec. 2014

¹⁹ UNHCR KP & FATA IDP Statistics (as of 30 June 2015)

Nutrition: Global Acute Malnutrition (GAM) affects particularly the severely disadvantaged rural communities of Sindh that face the most significant humanitarian risk from floods and drought, as well as conflict affected IDPs and host populations in KP and FATA.

Food Assistance: Food assistance needs are critical in disaster prone regions. IDPs rely on international food assistance to meet part of their food needs. In past ECHO interventions, cash has proven to be the most effective transfer modality.

Protection: Ensuring protection and the principled nature of returns for IDPs and refugees with a particular attention to the social groups most at risk in a holistic fashion with strengthened and effective referral mechanisms is critical.

Water, Sanitation and Hygiene Promotion: High dependence on unprotected and poor quality water sources for drinking is a serious concern in Pakistan, exacerbated by inappropriate hygiene practices.

Health: Communicable disease outbreaks are common in disaster settings. The provision of affordable quality healthcare to Afghan refugees (particularly women and children) where gaps are identified is required.

Shelter, Non Food Items: In both natural and man-made disasters, provision of shelter and NFIs remain key especially at the onset of an emergency.

Coordination and Advocacy: The complex nature of the different crises in Pakistan require concerted efforts on coordination and the strict adherence and application of humanitarian principles in response actions by humanitarian organizations.

3. HUMANITARIAN RESPONSE

3.1. National / local response and involvement:

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Overall national and local response is restricted by insecurity, limited capacity, weak governance, high staff turnover and an increasing number of districts challenged by armed opposition groups.

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The government of Pakistan has proven capacity to respond in an emergency. Nonetheless, there are significant levels of exclusion for vulnerable families to access these schemes.

The government has finalized a strategy to support the voluntary return of over 341 916 IDP families to their areas of origin in FATA over the next two years. The strategy will

be implemented through two main actors: the FATA Secretariat and UNDP. The budget estimated by the government for the five pillars is USD 120 million.²⁰

3.2. International Humanitarian Response

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The Humanitarian Response Plan (HRP) for 2015 requests USD 405 million for humanitarian response to prioritised humanitarian needs. The HRP remains significantly underfunded (only 38 % funded) with less humanitarian funding than in 2014. This challenge has been met by a progressive sharpening of the focus towards emergency response.

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The Government of Pakistan has not authorised Consolidated Appeals for any recent emergency, favouring instead bilateral assistance and other forms of in-kind support. As a consequence, successive and at times overlapping response plans by the Humanitarian Country Team (HCT) are drafted addressing the different humanitarian contexts for both man-made and natural disasters.

3.3. Constraints and ECHO response capacity

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Key challenges for the humanitarian community to address remain access to contested and opposition held areas, quality control and monitoring & evaluation in areas with inadequate access.

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Access for humanitarian organizations to operate independently and where the needs are greatest is increasingly restricted. Compounding this, the insecure operational environment and administrative requirements pose implementation and coordination challenges.

3.4. Envisaged ECHO response and expected results of humanitarian aid interventions

During the implementation of this HIP, special attention will be given to relevant aspects related to migration and displacement, advocacy, international humanitarian law and humanitarian access.

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The Commission will maintain focus on response to the most acute humanitarian needs with priority to new humanitarian needs arising from the conflict. At the same time, ECHO will also support the capacity to respond to critical needs resulting from natural

²⁰ FATA Sustainable Return and Rehabilitation Strategy March 2015

disasters and maintain a strong focus on supporting access to contested and underserved areas. Priority will be given to:

Life-saving medical assistance: for victims of the conflict ensuring that the patients have access to first-aid in remote locations and through referral, to war surgery at hospital level. Adequate rehabilitation of war-wounded as a health and protection issue is also foreseen. Preparedness and response to outbreaks of epidemics will continue.

Relief assistance to civilian populations, internally displaced people (whether affected by conflict or natural disasters), returning refugees (primarily the most vulnerable undocumented refugees), and Pakistani refugees displaced into Afghanistan requiring urgent humanitarian assistance for food, emergency shelter & non-food items, water, hygiene and sanitation. Priority will be given to needs among the newly displaced with limited pockets among the most vulnerable protracted caseloads.

Protection is an overarching concern to be mainstreamed into all ECHO funded actions. Specific attention, through individual protection assistance, may be placed on disaster affected populations, conflict displaced, detainees and non-voluntary returnees. Gender-based violence is also a challenge as are the needs of children in conflict and natural disaster settings. There is also an urgent and pressing need to promote International Humanitarian Law (IHL) and recall to the parties to the conflict their obligations.

Education in emergencies is a priority for children out of school as a result of conflict and lack of access to education facilities in areas of high return in line with the guidelines for community based education.

Care and maintenance support for the most vulnerable among the Afghan refugees in Iran and Pakistan in line with the Solutions Strategy and on the protection of those refugees that cannot return.

Coordination of humanitarian needs assessment, response and follow-up through the established coordination mechanisms, including the cluster system and on-going access initiatives. Priority will be placed on the practical operational coordination with a focus on the priority sectors of intervention.

Support Services including dedicated humanitarian air transportation and the provision of safety & security support to NGOs, in order to support and enhance the delivery of principled humanitarian aid, with a particular focus on remote and underserved areas.

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ECHO's strategy for Pakistan in 2016 will be to respond to the humanitarian needs of conflict- and disaster-affected communities and scale up direct life-saving interventions to address acute under-nutrition, notably in Sindh, complemented by nutrition-sensitive interventions.

Nutrition and food assistance: In order to foster a coordinated nutrition response, which is targeted and informed on the basis of a solid nutritional situation/causal analysis and tackles both the immediate and underlying causes of under nutrition, there is an urgent requirement to strengthen information management systems. Potential partners need to

better articulate and apply common strategic multi-sector approaches. There needs to be a clearer intent of supporting nutrition specific interventions with nutrition sensitive actions, with attention paid to evidence building of their impact. Food assistance is to be strongly linked to efforts to restore or promote livelihoods/resilience. Interventions should focus on optimizing comprehensive coverage of needs in priority "hot spot" districts with flexibility to respond to urgent needs that emerge in the course of 2016.

Protection: is an overarching concern to be mainstreamed into all ECHO funded actions. Interventions should ensure a holistic approach with strengthened and effective detection, monitoring, prevention and response to violence, abuse²¹ and exploitation. In specific interventions, this may include counseling, legal assistance, civil documentation support and robust referral mechanisms during all phases of the displacement cycle. ECHO will also consider assistance packages facilitating the attainment of durable solutions. Particular attention should be given to ensure the inclusion and access of the most vulnerable, including women, children, the elderly, disabled and marginalized groups such as minorities, to existing social schemes, basic services and adapted assistance, irrespective of their status (registered/unregistered). Assistance for strictly voluntary repatriation, actions aimed at supporting the preservation of asylum and protection space of Afghan refugees as well as alternative stay arrangements will continue to be key ECHO concerns.

WASH: Interventions should adopt a broad community approach to ensure adequate overall coverage of water supply, sanitation and hygiene promotion within the targeted communities. Equally, robust engagement with relevant authorities should be ensured from the very onset of the intervention to ensure appropriate levels of sustainability. Behavioral change communication (BCC) should be a priority.

Health: Access to primary health care with attention to strong and effective referral mechanisms, obstetric services, new born and child healthcare activities with linkages to nutrition, epidemiological surveillance and response to disease outbreaks remain key priorities.

Shelter, NFI: While the focus will be on emergency shelter assistance, attention should be given to develop adapted intervention strategies for those living in host communities; for camps, services need to be adapted based on comprehensive analysis of the camp situation: this should be combined with strengthened referral systems and mechanisms that ensure appropriate services to those living in camps.

Support for the most vulnerable among the Afghan refugees in Pakistan in line with the Solutions Strategy is required.

Coordination, advocacy and common services: interventions to improve the safety, principled nature and effectiveness of humanitarian action continue to be required.

²¹ Arbitrary detentions, killings, robberies and so called 'honor' killings are among the most reported security incidents from men and women IDPs, with no mechanisms in place to respond to those incidents for 78% of all IDPs (90% in some districts) and no action taken in 56% of cases reported (ref. Protection cluster detailed assessment- areas of return and areas of displacement, May 2014)

In both Afghanistan and Pakistan as in all humanitarian and crisis situations, effective 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) and to allocate resources to foster the ITA roll-out.

Standalone actions on DRR/DP/Resilience will not be considered for 2016.

ECHO will provide further support to meet the mounting needs of children in conflict affected contexts that are out of school or risk education disruption. Within this HIP projects addressing education and child protection will be funded. ECHO will favour education in emergency projects in areas where the % of out-of-school children is particularly high, there are grave child protection concerns and where other sources of funding available are limited. Complementarity and synergies with other EU services and funding instruments will be sought. In addition, complementarity and synergies with funding provided by the Global Partnership for Education is encouraged.

Partners will be expected to ensure full compliance with visibility requirements in accordance with the applicable contractual arrangement as well as with specific visibility requirements agreed-upon in the Single Form, forming an integral part of individual agreements. In particular, this includes prominent display of the EU humanitarian aid visual identity on EU funded project sites, relief items and equipment and the acknowledgement of the funding role of and the partnership with the EU/ECHO through activities such as media outreach and digital communication. Further explanation of visibility requirements can be consulted on the dedicated visibility site: <http://www.echo-visibility.eu/>

4. LRRD²², COORDINATION AND TRANSITION

4.1. Other ECHO interventions

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In 2015, an allocation of EUR 0.5 million has been decided for education in emergencies through the "*Children of Peace*" budget line. The action funded under this budget will run through 2016 and is coordinated with the EU funded "*Aid to uprooted people*" program, both focusing on building resilience for children's in protracted displacement situations.

4.2. Other services/donors availability

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There is a major on-going international effort to stabilize Afghanistan and secure its transition and future development. However, limited capacity of government agencies, aid diversion, increasingly difficult operating conditions and lack of access and monitoring have significantly challenged the efficiency and effectiveness of stabilisation

²² Linking Relief, Rehabilitation and Development

and development strategies so far. As a result of the development deficit, humanitarian needs arise that further strain shrinking humanitarian funding.

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Other donors such as DEVCO and EU Member States, in particular the Department for International Development (DFID), Office of Foreign Disaster Assistance (OFDA), and United States Agency for International Development (USAID) remain key donors in Pakistan and opportunities to develop synergies with ECHO programmes exist.

4.3. Other concomitant EU interventions

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The EU has signed an agreement with the Government of the Islamic Republic of Afghanistan to provide up to EUR 1.4 billion in development assistance over the next seven years.

Under the EU Multi-annual Indicative Programme (MIP) 2014-2020, the focal sectors of intervention are Agriculture and Rural Development, Health, Policing & Rule of Law, and Democratisation & Accountability. Joint ECHO and EU Delegation Linking Relief, Rehabilitation and Development (LRRD) efforts are focused in the areas of disaster risk reduction (DRR), protection and reintegration of refugees (including education in emergencies), food security (monitoring) and health.

After having supported local governance rehabilitation, the European Union's Instrument contributing to Stability and Peace (IcSP), formerly the Instrument for Stability (IfS) now focuses in Afghanistan on civil registration (e-tazkera), women and peace building.

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The EU MIP 2014-2020 focuses on three key sectors: i) rural development, ii) education and iii) good governance, human rights and rule of law.

Under the thematic programme for Non-state Actors and Local Authorities in Development, for the period 2014-2020, Civil Society Organisations (CSOs) and local authorities in Pakistan will be supported as actors in governance and accountability as well as in enhancing social development and provision of social services and goods.

Furthermore, the European Instrument for Democracy and Human Rights (EIDHR) for 2013/2014 supports initiatives with a focus on combating violence against women, including through economic and social empowerment.

4.4. Exit scenarios

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Despite sustained efforts of the international community in Afghanistan on stabilisation and economic development, the conflict and humanitarian needs continue to escalate. Government capacities have not yet reached a level that allows a scaling down of international humanitarian assistance. Despite the establishment of a new government,

the withdrawal of the international military forces and the ongoing peace talks, the level of instability, the increasing number of conflict affected and displaced people, increased numbers of vulnerable returnees as well as the need for support to refugees from Pakistan in Afghanistan mean that ECHO support continues to be needed in Afghanistan for the foreseeable future.

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ECHO's strategy, notably on nutrition, is to seek to bridge the gap between emergency interventions and development funded government programmes. Pakistan is part of the Scaling Up Nutrition (SUN) movement in which national leaders have committed to prioritizing efforts to address malnutrition. The World Bank is supporting the Government of Pakistan (GoP) with its Planning Commission 1 (PC-1): Nutrition Support Programme for Sindh to be implemented by end of 2015. While recent efforts by GoP in undertaking initial policy and strategy initiatives to address under-nutrition are important, the real challenge in moving towards improved nutrition status and resilience more generally, will be in tackling the underlying causes. Through an integrated nutrition strategy for Sindh which focuses on emergency nutrition and nutrition sensitive interventions, combined with strong evidence building, it is envisaged over the next 2-3 years to demonstrate replicable models that will lay the ground work for longer term initiatives.

The continued complex emergencies in KP/FATA causing large waves of displacement for protracted periods continue to require the engagement of ECHO. There is a need to provide humanitarian assistance including advocacy to preserve humanitarian space in order to meet the most essential needs of the conflict-affected and a targeted needs based approach delinked from registration status and based upon real vulnerabilities.