

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

### **UKRAINE**

**The activities proposed hereafter are still subject to the adoption of the financing decision ECHO/WWD/BUD/2017/01000**

AMOUNT: EUR 16 000 000

The present Humanitarian Implementation Plan (HIP) was prepared on the basis of financing decision ECHO/WWD/BUD/2017/01000 (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**

##### **Modification 1 – March 2017**

After three years of conflict the situation in Eastern Ukraine remains volatile, as demonstrated by the drastic escalation of violence at the end of January/beginning of February 2017. This involved intensive shelling of residential areas, which resulted in damages to hundreds of private houses and vital infrastructure on both sides of the contact line and in particular in Avdiivka, Mariinka, Krasnohorivka, Yasynuvata, Makiivka and Donetsk. Hundreds of residents of Avdiivka were evacuated to the neighbouring towns in Donetsk GCA. This has triggered additional needs, such as distribution of shelter materials and basic relief items, support in health and water and sanitation.

The additional allocation of EUR 6 million will increase the percentage of ECHO's overall contribution and will allow some partner NGOs to address gaps in vital areas. This allocation is planned to be used for the following:

- To fund gaps in health, food, NFI, shelter and to increase the coverage of assistance programmes in non-government controlled areas (NGCA);
- to increase the coverage of dedicated humanitarian protection activities (enhance protection mainstreaming into regular assistance programming);
- to finance Mine Action related activities (awareness-raising, etc.);
- to provide health support in the non-government controlled areas (NGCA)

#### **1 CONTEXT**

The conflict that began in April 2014 continues to affect the population in Eastern Ukraine. It has caused mass displacement, both within the country and across borders. It continues to affect most of the population particularly those living on both sides of the contact line that is subject to continuous ceasefire violations and volatile security environment. The conflict activity since summer 2016 has significantly increased, as evidenced by record-high numbers of incidents, with casualties among both combatants and civilians<sup>1</sup>.

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<sup>1</sup> Eastern Ukraine casualties highest since August 2015  
<http://www.ohchr.org/EN/NewsEvents/Pages/DisplayNews.aspx?NewsID=20329>

Since the beginning of the conflict, 22,231 people have been wounded and 9,574 killed, more than 2,000 of the fatalities were civilians<sup>2</sup>. The number of civilian casualties since spring 2016 is twice as high as compared to the same period of 2015. The situation in Eastern Ukraine remains fragile and needs to be closely followed.

A combination of factors has undermined humanitarian responses to date. The heavily politicised nature of the crisis ignores the humanitarian dimension, resulting in undermining access and impediments to much needed humanitarian assistance in the Non-Government Controlled Areas (NGCA). While humanitarian needs are acute, in particular in the NGCA and in areas alongside the contact line, the conflict in Eastern Ukraine has moved quickly to a protracted crisis. There is less foreign media exposure for the attention of political and diplomatic communities. This has contributed to decreased engagement from humanitarian donors, not yet replaced by development actors, particularly in the NGCA. Moreover, lack of central coordination coupled with absence of comprehensive legislative framework undermines humanitarian responses.

The situation is characterised by shrinking humanitarian space in the NGCA as the conditions imposed by the de-facto “authorities” hamper the operations of most humanitarian organisations. Moreover, freedom of movement and humanitarian access continue to be restricted due to on-going fighting, security measures and Government enforced access and movement. Regulations imposed by the Government of Ukraine in June 2015 on banning commercial activities from and to the NGCA, together with the suspension of State social assistance since February 2016 to a significant number of displaced persons in NGCA due to alleged irregularities, have placed many of them at risk of increased poverty and vulnerability.

The population staying in areas affected by persistent fighting face imminent security threats due to military operations concentrated mainly in the densely populated urban areas. Basic life-supporting services are disrupted, supplies are at best intermittent and limited, and lack of rule of law is widespread, probably with a deteriorating trend. The resilience of the conflict affected population is steadily depleting and its impoverishment growing. The affected population is in need of humanitarian protection, income gap assistance/livelihood support (to reach acceptable minimum subsistence level), shelter as well as proper access to healthcare (including psychosocial support) and other basic essential services. Food assistance and non-food items are vital for certain vulnerable groups.

As of 6 June 2016, according to Ukrainian official sources, around 1.8 million persons are internally displaced<sup>3</sup> and an estimated 1.4 million of Ukrainians have fled to neighbouring countries (mainly to Russia but also to Belarus) and to some EU Member States (Germany, Poland, Hungary, etc.)<sup>4</sup>. Amongst Internal Displaced Persons (IDPs), around 22,300 are from Crimea, after its annexation by the Russian Federation in March 2014.

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<sup>2</sup> <http://reliefweb.int/report/ukraine/humanitarian-bulletin-ukraine-issue-14-1-30-september-2016-enru>

<sup>3</sup> [http://www.mlsp.gov.ua/labour/control/uk/publish/article?art\\_id=189926&cat\\_id=107177](http://www.mlsp.gov.ua/labour/control/uk/publish/article?art_id=189926&cat_id=107177). There is a sense that overall IDP figures might be inflated – as many residents of NGCA were pushed to register as IDPs in order to continue receiving social payments (and most of all pensions).

<sup>4</sup> [http://unhcr.org.ua/attachments/article/317/2016%2007%20Refugees%20and%20Asylum-seekers\\_Factsheet\\_final.pdf](http://unhcr.org.ua/attachments/article/317/2016%2007%20Refugees%20and%20Asylum-seekers_Factsheet_final.pdf)

A recent assessment shows that 92% of IDP households have no intention to return home in the next six months<sup>5</sup> and want to settle in their new place of residence. As displacement becomes protracted, supporting durable solutions and recovery to ensure integration of IDPs becomes more relevant form of assistance. While most IDPs require long-term assistance, there are still some vulnerable groups of IDPs who need urgent (ad-hoc) humanitarian assistance and protection.

The humanitarian crisis remains volatile and is not expected to be over in the near future. Humanitarian access to the conflict areas remains challenging and restricted to only few humanitarian actors. ECHO's Integrated Analysis Framework for 2016-2017 identified high humanitarian needs in Ukraine, as well as very high vulnerability of the population affected by the crisis.

## 2 HUMANITARIAN NEEDS

### 1) Affected people/ potential beneficiaries

The most vulnerable population in need can be estimated at 3.1 million people, composed of the population living in Non-Government Controlled areas (NGCA) and the areas along both sides of the contact line<sup>6</sup>.

After more than two years since the start of the conflict, the humanitarian situation remains of concern. However, the needs and vulnerability have evolved differently in different conflict zones:

#### a) The Non-Government Controlled Areas. The vulnerability of conflicted-affected population can be divided into two subzones:

- i. Areas near the Contact Line on the NGCA side are characterised by very high vulnerability. People are regularly exposed to threats against life and safety (shelling, mines and other explosive remnants of war) and International Humanitarian Law (IHL) violations. The population (estimated at 0.6 million)<sup>7</sup> lives in precarious conditions without protection. Because of the on-going fighting, the level of essential basic services available to them is almost non-existent, particularly in the health sector and social services. This population has limited access to markets and lacks transport facilities. Their overall humanitarian situation can be categorized as highly severe.
- ii. The rest of the NGCA, including urban and rural areas, is characterised by absence of rule of law, deprivation of liberty, arbitrary arrests and continuous violations of International Humanitarian Law (IHL) and International Human Rights Law (IHRL). The humanitarian situation remains of concern, with particular needs and vulnerabilities in the areas closer to the contact line and rural areas. Around 2.1 million people continue residing in these areas<sup>8</sup>. The vulnerability of the population living in these areas remains at the same level as previous years, with limited access to essential services, markets and livelihood/jobs opportunities. Its overall humanitarian situation can be categorized as severe. The situation of people in institutions such as

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<sup>5</sup> <http://www.globaldtm.info/nms-ukraine-cumulative-report-march-june-2016/>

<sup>6</sup> <http://reliefweb.int/report/ukraine/humanitarian-bulletin-ukraine-issue-14-1-30-september-2016-enru>. These figures are unverifiable and should be taken with the highest precaution.

<sup>7</sup> <http://reliefweb.int/report/ukraine/humanitarian-bulletin-ukraine-issue-12-1-31-july-2016>

<sup>8</sup> Idem.

hospitals, orphanages, prisons, etc. is of particular concern. Protection issues are worrying, with reduced freedom of movement across the line of contact and suspension of social benefits payments.

b) The Government Controlled Areas:

- i. Areas near the Contact Line in Government-Controlled Areas (GCA). The overall number of people living in these areas is estimated at around 0.2 million. Their overall humanitarian situation can be categorized as highly severe. The principal driver of their vulnerability is the continuation of the fighting, which is concentrated in densely populated areas or remote villages. In these areas basic public services are disrupted or non-existent. Prolonged exposure of the population to regular threats to life and safety (shelling, mines and other explosive remnants of war) and IHL violations, combined with general impoverishment, increase their vulnerability. The humanitarian situation of this population is exacerbated by the inability of authorities to restore basic services and by increasingly disrupted access and supply routes to these areas.
- ii. The areas adjacent to the line of contact on the government controlled territories of Donetsk and Luhansk Oblasts. The population of these areas is composed of IDPs and local conflict-affected people. Public services are available but are constantly interrupted. The health sector is particularly affected by an exodus of health professionals, lack of access to medical supplies and critical lack of referral centres. The perspective for employment is very low in these areas because of lack of economic opportunities and security threats. The latter impacts negatively on the poverty and household income levels of the residents in these areas. Consequently, the humanitarian assistance needs to be adapted to meet the evolving needs of this conflict-affected population in terms of promoting early recovery activities such as livelihoods support activities.

c) The areas with high prevalence of IDPs with particular focus on Donetsk and Luhansk oblasts of the GCA.

- i. The number of displaced persons within Ukraine is estimated at 1.8 million. 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. About 56% of IDPs are registered in the GCAs of Donetsk and Luhansk Regions, 12% in Kharkiv, 7% in Kyiv and 3% in Dnipro<sup>9</sup>. IDPs across Ukraine are facing difficulties accessing social services at areas outside of their residence. The bulk of assistance to these categories of people is employment and housing. Protection, legal assistance and counselling can still be needed in order to ensure access to social services and solve housing, land and property rights issues. In addition to the above mentioned category of people, vulnerable Ukrainian refugees who fled to neighbouring countries (currently about 1.2 million to Russia and 80,000 to Belarus) can also be considered for assistance depending on the humanitarian situation.

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

Protection

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<sup>9</sup> [http://www.mlsp.gov.ua/labour/control/uk/publish/article?art\\_id=189926&cat\\_id=107177](http://www.mlsp.gov.ua/labour/control/uk/publish/article?art_id=189926&cat_id=107177)  
<https://tribuna.pl.ua/news/novij-poryadok-priznachennya-sotsviplat-pereselentsyam/>

Populations in conflict affected areas, and especially in NGCA and along the contact line are in need of humanitarian protection. Numerous IHL and IHRL violations, including killings, harassment, forced conscription, abductions, torture, lack of access to rights and entitlements, but also to basic essential services have been reported by international organisations and local NGOs. Numerous unexploded ordnances, mines and other remnants of war have also been reported and present a security risk, especially for children<sup>10</sup>.

For people residing in the NGCA there are growing difficulties in accessing documentation. Lack of access to birth registration for children and to death registrations is of high concern, and access to social entitlements (including pensions) is extremely challenging.

Lack of freedom of movement between the GCA and the NGCA and the de facto confinement of the population in the NGCA increase its vulnerability<sup>11</sup>.

In addition, IDPs face specific protection concerns. A centralized IDP registration system was launched in early October 2014. But fear of retaliation or conscription means that many IDPs, especially male, do not register, which in turn prevents them from transferring their residency and accessing their social benefits. Lack of freedom of movement between the two areas also hinders people from registering. In the NGCA there is a significant inclusion error in the official number of registered IDPs. A reliable centralised IDP database is still missing<sup>12</sup>.

In mid-February 2016, on the basis of fraud suspicions, the Ministry of Social Policy suspended payments of social benefits and pensions to 450,000 IDPs in five Eastern regions<sup>13</sup>. Verification procedures are on-going. According to the information transmitted to the EU on 7 October 2016, the decision to restore payments has been taken for only 171,652 IDPs (including pension payments for 84,460). Therefore, at least 280,000 persons potentially remain without access to their IDP livelihood allowance and/or pensions.

It is essential to accelerate the verification procedures so that payments can be resumed as soon as possible. Moreover, as a result of a new government resolution of 8 June 2016, any IDP spending over 60 days in the non-government-controlled areas will see their IDP certificate cancelled and hence their social payments, including pensions, suspended.

There is no justification for linking pension payments to the IDP status, as pension is a fundamental right protected by the Ukrainian Constitution. The government decision also goes against a decision by the Supreme Administrative Court of Ukraine, which ruled on 16 October 2015 that the suspension of pensions for citizens residing in NGCAs was unlawful. It is thus urgent that the financial assistance targeted to IDPs starts being distributed again to those entitled to it, and that pension payments are resumed to all pensioners concerned by the suspension, regardless of their place of residence (GCA or NGCA).

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<sup>10</sup> <https://www.theguardian.com/global-development/2016/apr/04/ukraine-attempt-defuse-landmines-as-more-are-planted>

<sup>11</sup> <http://reliefweb.int/report/ukraine/right-freedom-movement>

<sup>12</sup> An electronic central register of IDPs is planned to be launched in a test mode on August 1 by the Ministry of Social Policy ([http://www.ukrinform.net/rubric-society\\_and\\_culture/2059150-eregister-of-internally-displaced-persons-planned-to-be-launched-on-august-1.html](http://www.ukrinform.net/rubric-society_and_culture/2059150-eregister-of-internally-displaced-persons-planned-to-be-launched-on-august-1.html))

<sup>13</sup> [https://www.humanitarianresponse.info/en/system/files/documents/files/17\\_june\\_2016\\_update\\_on\\_suspension\\_of\\_payments\\_to\\_idps\\_en.pdf](https://www.humanitarianresponse.info/en/system/files/documents/files/17_june_2016_update_on_suspension_of_payments_to_idps_en.pdf)

There are also reports of tensions across Ukraine between host communities and IDPs from eastern Ukraine as well as IDPs belonging to ethnic minorities, which necessitate special efforts aimed at fostering peaceful coexistence<sup>14</sup>.

Many IDPs and other conflict affected populations in NGCA and along the contact line are vulnerable and face challenges in staying in and/or leaving or returning to the affected areas. This applies in particular to single female households, separated families, those with disabilities, sick (including those living with HIV/AIDS and TB), unaccompanied minors, young men and elderly persons and people in institutions (including those in detention).

#### Food assistance/ Nutrition

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's purchasing power. In both the GCA and the NGCA, the main problem in accessing food in the market is the increase of food prices and the lack of financial resources to purchase food. Therefore the most adapted assistance will aim at bridging the income gap so that beneficiaries can reach a minimum subsistence level. WFP market price surveillance system has indicated that food basket price is higher in NGCA (by around 24%)<sup>15</sup>. This is likely to contribute to the lack of quality (nutrient rich) food items in the diet.

Areas along the contact line and in the NGCA were found to have the highest proportion of food insecure households (HHs) (34% food insecure households in Luhansk NGCA, 18% in Donetsk NGCA, 18% in Lugansk part of the Buffer Zone, 8% of the Donetsk part of the buffer zone), although the proportion of severely food insecure HH is extremely limited. Those living in areas experiencing frequent conflict are more likely to have poor diets. Across all areas female-headed households and elderly were more likely to have poorer consumption<sup>16</sup>.

The winter period might pose significant additional challenges to food and nutrition security with a requirement for higher caloric intake.

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

The hostilities along the contact line and in the NGCA have led and continue to lead to a significant level of destruction of the private housing sector and social institutions. This is particularly the case in urban areas, such as the neighbourhoods surrounding Donetsk airport or buildings located in Stanytsya Luhanska, Toretsk, Debaltseve, Mariupol, Popasna and other conflict affected areas. About 20,000 houses were destroyed or damaged and repair works are often hampered by continuous fighting. Emergency shelter interventions particularly along the line of contact need to be carried out.

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<sup>14</sup> "Tensions have developed between IDPs and some host communities, particularly where resources are scarce and there is competition or perceived competition for places in schools, access to government services, accommodation, and employment".

[https://www.humanitarianresponse.info/en/system/files/documents/files/peacebuilding\\_reconciliation\\_guidance\\_note\\_0.pdf](https://www.humanitarianresponse.info/en/system/files/documents/files/peacebuilding_reconciliation_guidance_note_0.pdf)

<sup>15</sup> [http://documents.wfp.org/stellent/groups/public/documents/ena/wfp284975.pdf?\\_ga=1.54820131.948756331.1470666048](http://documents.wfp.org/stellent/groups/public/documents/ena/wfp284975.pdf?_ga=1.54820131.948756331.1470666048)

<sup>16</sup> <https://www.wfp.org/content/ukraine-food-security-update-june-2016>



The availability of NFIs in the market in NGCA has improved but they are still not accessible for the majority of the conflict affected population (up to 900,000 persons) due to the sharp increase of prices. The provision of NFIs such as heaters, fuel/firewood, warm blankets and winter clothes would be necessary as Ukrainian winters are long and bitterly cold, with temperatures dropping to below 25 degrees Celsius.

The situation with the particularly vulnerable people living in the social institutions in the NGCA is of big concern because of hampered access of humanitarian organizations.

In the GCA, shelter is reported as a concern by the IDP population because of high costs for renting. Early recovery and development mechanisms are however the most appropriate tools. Their needs will be better addressed by recovery and development stakeholders and possible Government social schemes, such as through social safety nets.

### Health/Psychosocial

Access to functioning health services and the health conditions of people residing in the areas along the contact line has been badly affected. Lack of availability of ambulance services and an efficient referral system are particular issues. Some hospitals were reported closed due to interrupted essential supply lines (water and electricity) and health facilities destroyed or damaged by shelling (around 145 as reported by the Health Cluster). Insecurity has further jeopardized the already unstable access to health services.

Shortage of diagnostic kits and consumables for blood transfusions compromises blood safety. 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. A lack of a comprehensive disease surveillance system in the NGCA as well as in the rest of the affected territory is a cause of major concern for the international community and requires fundamental decisions to strengthen the public health institutional capacities of the Government.

In the NGCA, due to complicated access of humanitarian assistance, there is unreliable and deficient supply line for vaccines, and TB and HIV treatments, cancer treatment and other specialised drugs, insulin, laboratory reagents, amongst others. Insufficient provision of surgical equipment and anaesthetic drugs are also having a detrimental effect on the health of the most vulnerable population<sup>17</sup>. Insufficient vaccination coverage outside of the 2016 polio campaign is also persistent.

Continued violence and armed clashes are creating stressing conditions for all. Mental health and psycho-social support services are essential to meet the needs of vulnerable affected persons.

### Water, Sanitation and Hygiene (WASH)

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<sup>17</sup> <https://www.humanitarianresponse.info/en/operations/ukraine/document/health-and-nutrition-situation-update-1-august-2016>

The conflict in Eastern Ukraine has severely disrupted water supply and sewerage systems in the NGCA. Women, children and elderly are particularly vulnerable in this situation. The main water sources across the area are the piped water network followed by wells. Any damage to the piped water network and water treatment plants directly impacts water access to a large number of people, as this is the main source of water in urban areas. This in turn affects the power reliability, particularly around the contact line. Regular shortages in water supply have also led to the failure of centralised and individual heating, as systems require both water and gas to properly function, insufficient water for kitchen gardens and problems for water quality and sewage systems.

The main WASH service providers (including the regional water management institution “*Voda Donbassa*”) are poorly financed and equipped and have limited access to resources for repair and maintenance.

The security situation is a major constraint to repairing the damaged piped water network and the water treatment plants in Luhansk and Donetsk oblasts, near to the contact line.

### **3 HUMANITARIAN RESPONSE**

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

While the government has taken some steps to address the needs of IDPs, there are still significant gaps to appropriately address the integration of and assistance to IDPs. The civil society continues to play a pivotal role in delivering aid to conflict affect people, including IDPs.

The legislative framework regulating IDP matters remains unclear despite certain initiatives to improve it. The Government continues to struggle allocating sufficient funds and implementing timely and appropriate programs to integrate IDPs within the country.

The Ministry for Temporarily Occupied Territories (TOT) and Internally Displaced Persons (IDPs) was established in April 2016 to coordinate government efforts in addressing all issues related to the conflict region including IDPs and humanitarian assistance. However, the new Ministry lacks financial and human resources to fulfil its mandate on supporting IDPs and guiding assistance to the conflict-affected areas.

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

In February 2016 the Humanitarian Country Team, together with the Government of Ukraine, appealed to the donors to contribute to the Humanitarian Response Plan (HRP) 2016. The plan includes the strategic humanitarian response priorities that the UN and its humanitarian partners are planning to carry out in 2016 in Ukraine. It targets 2.5 million most vulnerable amongst the 3.1 million conflict-affected people who continue to need critical life-saving assistance<sup>18</sup>.

The funding requested decreased by almost 6%, from USD 316 million in 2015 to USD 298 million in 2016. As of end of August 2016, the HRP remained critically underfunded with

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<sup>18</sup> <http://www.un.org.ua/en/publications-and-reports/un-in-ukraine-publications/3690-humanitarian-responnse-plan-2016>



USD 85 million allocated, representing 29% of the appeal, demonstrating a certain donor fatigue and the fact that the conflict is gradually slipping away from international attention.

The UN rolled out clusters in 2015. The Inter-Agency Standing Committee (IASC) cluster review in 2016 concluded with a recommendation to reduce the number of clusters in Ukraine and to move the clusters closer to the field, a step welcomed by ECHO.

In general, the humanitarian landscape was weak prior to the crisis, but additional surge capacity has been brought to the country. Major challenges for the humanitarian community remain access, security constraints and bureaucratic and regulatory/legislative obstacles. The international humanitarian presence in NGCA is still patchy and limited and needs to be beefed-up in the future.

Humanitarian assistance from EU Member States is estimated to EUR 90.7 million since the beginning of the conflict.

### 3) Constraints and ECHO 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 non-government controlled areas and to implement well-targeted and well-designed programming. The humanitarian response in Ukraine has already been constrained by ceasefire violations, and by bureaucratic and political impediments imposed by parties to the conflict limiting access to NGCA and the 'buffer zone', and putting the safety and security of civilians and humanitarian personnel at risk<sup>19</sup>. The high level of insecurity would further hamper better follow-up of operations implemented on the ground.

Appropriate legislation allowing the speedy and smooth delivery of humanitarian assistance is also paramount. The pending Humanitarian Law in Crisis Situations tabled at the Verkhovna Rada and other appropriate legislative frameworks need to be adopted as soon as possible.

ECHO will continue to advocate for improved humanitarian space and humanitarian access at all levels and with all parties to the conflict.

### 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 conflict in Ukraine, wherever the needs arise, with a priority focussed on the following two categories (by order of priority):

- a) The population living along the contact line both under GCA and NGCA directly affected by the fighting. This caseload is estimated at 0.8 million people. ECHO will strive to cover needs in the most conflict affected areas (albeit with paying necessary attention to security considerations)

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<sup>19</sup> From July 2015 access to NGCA for international aid agencies has been extremely difficult if not impossible due to the necessity to register in NGCA with the de-facto local authorities. Almost all agencies had to suspend their activities since then jeopardizing humanitarian response in these priority areas. ECHO is following-up this file at all levels and is advocating for the immediate resumption of humanitarian activities in NGCA.

- b) The particularly vulnerable resident population in non-government controlled areas outside the contact line, which is estimated to be at 2.7 million people.<sup>20</sup>

On exceptional basis and in the event where sufficient appropriations are made available to ECHO in the course of the year, assistance can be considered to particularly vulnerable IDPs residing in the areas close to the contact line in the GCA of Donetsk and Luhansk regions and to refugees (in total around 2 million people) who have fled the crisis areas, if pockets of extreme vulnerability from a humanitarian and protection perspectives are identified. Most of the needs of these populations will have to be covered by recovery and development actors, including the Government through regular social safety nets and/or targeted social protection and recovery schemes. Humanitarian assistance in terms of protection and legal assistance would still be considered relevant.

ECHO will support integrated interventions targeting urgent and life-saving humanitarian needs among the most affected and the most vulnerable population mentioned above in terms of protection, health, basic needs, shelter, food assistance and psycho-social support, education in emergency. Contingency planning and preparedness (stocks) will be considered to enable partners to react rapidly to new potential displacements in 2017. For certain beneficiaries, and as a phased exit strategy from humanitarian assistance, a livelihood support approach (income generating activities - IGA, support to small agriculture) will be considered.

#### Protection

ECHO will support 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, vulnerabilities and capacities. Possible areas to support include, but are not necessarily limited to: registration and access to documentation and freedom of movement, protection information management systems, family separations, as well as assistance to victims of all kind of violence (including GBV), legal counselling, and housing, land and property rights issues. ECHO expects that all interventions (no matter what sector) adhere to basic protection mainstreaming principles of prioritising safety and dignity, ensuring meaningful access, avoiding causing harm, and ensuring accountability, participation and empowerment.

Depending on programming of other EU funding instruments, mine action activities might be considered if urgent gaps are documented.

#### Basic Assistance/ Multi-Purpose Cash Transfer (MPCT)

By way of promoting comprehensive approach and efficiency gains, ECHO encourages the use of multi-purpose cash assistance when and wherever possible to give beneficiaries the flexibility to meet their most urgent needs. This is the best way to address income gaps so that beneficiaries can reach a minimum subsistence level. All proposals should incorporate a well-articulated response analysis that builds on the needs assessment, and clearly informs the choice of response(s) and modalities. The choice of resource transfer modalities (cash,

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<sup>20</sup> ECHO will not be in a position to cover all population under those two categories, but will aim at covering the most vulnerable individuals among those two categories and respond to gaps in the coverage by other stakeholders.

vouchers or in-kind) must be based on a sound analysis. Protection and gender analysis should be integral to the design and implementation of MPCT.

### Livelihood support

ECHO will consider, on an ad hoc basis, providing livelihood support through unconditional cash or support to income generating activities or small scale farming to the most vulnerable population affected by the conflict. This is the best way to ensure an early recovery approach at household level, so that beneficiaries can transit from humanitarian assistance towards more sustainable livelihoods.

### Humanitarian Food Assistance

When a basic needs or livelihood approach is not feasible, ECHO will consider provision of assistance aimed at restoring and maintaining an adequate diet through in-kind, voucher or cash support as the most relevant and efficient transfer modality. Priority will be given to beneficiaries along the line of contact. Assistance packages will have to follow the Food Security Cluster recommendations. In the spirit of 'do no harm', partners should ensure that a good analysis is carried out concerning the impact of a proposed action on the protection of vulnerable groups within the target population. (For this purpose partners are recommended to refer to the "Guidance for Integrated Food Assistance and Protection Programming").

### Shelter & NFIs

ECHO will strive to enhance housing conditions of the conflict affected population, particularly along the contact line. ECHO will support the rehabilitation and repairs works of conflict- damaged or destroyed accommodation whenever possible per a selection criterion that assesses vulnerability based on shelter condition and social-economic aspects. For any shelter activity it is essential that agencies are in line with the Shelter Cluster standards and avoid the use of asbestos-containing materials.

When a basic needs approach does not prove feasible, ECHO will also supply non-food items such as heaters, warm blankets and winter clothes etc. to vulnerable households in NGCA and the 'buffer zone'.

### Health/Psycho-Social Services

ECHO will continue the provision of emergency and primary health services to most vulnerable affected population located in areas affected by the hostilities and in NGCA. ECHO will also address the gaps in secondary/tertiary 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 will focus on areas where local health systems are dysfunctional. It will strengthen primary health care (fixed and mobile medical units) through supplying medical equipment, medicines and capacity building as well as reinforcing the patient referral system.

ECHO will support humanitarian interventions that will significantly increase availability of reproductive health services in NGCA and address the specific health needs of women and girls.

ECHO will also encourage operations that integrate mental health and psychosocial support components. Capacity building of local professionals (from the education and health sectors) to identify children's heightened stress/trauma levels, understand how to address these needs and when to refer them would also be considered subject of its justification. Comprehensive assistance to victims of Sexual Gender Based Violence (SGBV) remains a priority for ECHO. This would be done primarily in conflict affected areas.

### WASH

In conflict affected areas along the contact line ECHO will support projects that aim to ensure adequate and sustained access (in terms of quality and quantity) to safe water and adequate sanitation. Rehabilitation of water supply and sanitation infrastructure damaged by the conflict will be prioritised. This includes projects that aim to provide proper operation and maintenance (O & M) of existing infrastructure (Water Safety Plans), supply of equipment (i.e. generators, water and sludge pumps), water treatment chemicals and capacity building of water service providers. Support to temporary alternative water systems (such as water trucking) could also be envisaged when deemed necessary in conflict affected areas. Water quality treatment, testing and monitoring will continue to constitute a key component of the WASH response.

Access to basic WASH NFIs and appropriate hygiene promotion, that continues to support good hygiene practices, is also encouraged.

### Response Modality

ECHO will support the most effective and efficient modality of providing humanitarian assistance, whether it be cash, vouchers or in-kind assistance. Ahead of rolling out assistance, context analysis, needs assessments, security assessment and robust market monitoring should be conducted to identify the best modality to reach target groups in specific geographical areas. A do-no harm approach should be adopted in accordance with ECHO ad hoc guidelines (see the Technical Annex).

In the context of the conflict in eastern Ukraine, cash is considered as one of the most effective means to reach out/help a maximum of people, 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 will also preserve the dignity of the targeted population. When conditions are met, it is therefore suggested that humanitarian assistance is delivered in the form of unconditional cash.

ECHO promotes the use of MPCT to cover basic needs and supports the Cash Working Group (CWG) approach in this regard. All actions will have to follow the CWG recommendations in terms of transfer value and targeting and monitoring mechanisms.

### Coordination, Advocacy and Capacity Enhancement:

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. Coordination should be maintained at Kiev level but should be expanded and brought closer to the field. ECHO highly encourages the expansion of field-based coordination mechanisms to

the NGCA. For improved humanitarian space and facilitation of delivery of assistance in the buffer zone, civil-military coordination needs to be continued.

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.

Based on IHL, IHRL and refugee law, further advocacy and humanitarian diplomacy interventions are needed to ensure effective access to the most vulnerable population affected by the conflict. ECHO would consider supporting capacity enhancement of some key humanitarian actors, including national, regional and local authorities dealing with humanitarian issues and IDPs. The overall aim is to improve humanitarian aid delivery and respect for IHL and IHRL, improve humanitarian access to conflict-affected areas and putting in place a more efficient regulatory and legal framework for humanitarian assistance in Ukraine.

The Humanitarian Country Team invited government stakeholders and donors to participate in a discussion of developing transitional plans for government controlled areas, where the plans would aim to return coordination functions to government counterparts. ECHO supports the appropriate government institutions, such as the newly established Ministry of Temporarily Occupied Territories and IDPs for coordination functions in order to achieve successful transition.

### Security Assessment

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.

As per ECHO policies and as it might compromise commonly accepted accountability standards, ECHO is not considering funding actions using remote management, other than in the most exceptional circumstances. Any resort to full or semi-remote management approach will have to be discussed and negotiated on a case by case beforehand with ECHO. Partners are strongly encouraged to consult the relevant ECHO guidelines [http://dgecho-partners-helpdesk.eu/actions\\_implementation/remote\\_management/start](http://dgecho-partners-helpdesk.eu/actions_implementation/remote_management/start)

### Thematic Priorities among which Emergency Education

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 favor education in emergency projects that prevent the disruption of education, provide access to quality education and safe and protective learning environments. Linkages with protection-related activities are strongly encouraged. The capacity building of teachers and educational personnel will also be supported in order to enhance response to children's psychosocial needs and support their resilience, including through life skills training. 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 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

In 2014 and 2015 ECHO allocated respectively a total of EUR 11.3 million and EUR 32 million. In 2016, Ukraine Humanitarian Implementation Plan reached a total amount of EUR 26.4 million.

##### 2) 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:

##### Ukraine Support Group/DG NEAR

In 2014, EUR 17 million from the EU Support to Ukraine's Regional Development Policy Programme 2011 was provided to fund 18 projects covering 15 regions across the country from Ternopil to Donetsk and Luhansk. The selected projects cover a wide range of activities as for instance: provision of accommodation, schools and job creation activities; medical equipment to support IDPs; provision of equipment for evacuated universities; infrastructure reparations (including water supply pipes). In 2015, the European Neighbourhood Instrument Special Measure for Ukraine contains two actions for a total of EUR 110 million – of which EUR 40 million is channelled through the Neighbourhood Investment Facility (NIF). The first action covers sustainable economic development in Ukraine whereas the other action focuses on technical cooperation facility.

The Service for Foreign Policy Instruments (FPI) has made assistance available through the Instrument contributing to Stability and Peace (IcSP) since early 2014 to support IDPs and the conflict-affected populations for a total amount of EUR 22.7 million. This includes notably direct support to IDP livelihoods, psychosocial assistance and mine related activities.

ECHO maintains close collaboration with the other Commission services in order to avoid any overlapping and to establish synergies and complementarities. Longer term development support will be encouraged so as to ensure that resilience/early recovery actors are locally embedded and to lay the ground for positive socio-economic change. In this regard ECHO will maintain close ties with actors engaged in recovery and development following the Recovery and Peace-building Assessment (RPA).

##### 3) Other services/donors availability

To ensure information sharing among donors, ECHO chairs the Humanitarian Donor Group in Kiev and conducts regular exchange of information meetings in Brussels through COHAFA and MS coordination meetings.

ECHO works closely with other instruments of the European Commission/European Union to ensure better coordination and linking relief, rehabilitation and development.

##### 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 the implementation of the recommendations made by the Ukraine Recovery and Peace-building Assessment (RPA<sup>21</sup>) and similar exercises, which will frame the Ukrainian Government's and donors' priorities for the next years.

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.

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<sup>21</sup> <http://reliefweb.int/report/ukraine/recovery-and-peacebuilding-assessment-analysis-crisis-impacts-and-needs-eastern>