

HUMANITARIAN IMPLEMENTATION PLAN (HIP)

UKRAINE

AMOUNT: EUR 28 400 000

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

Modification 3 – December 2016

The security and humanitarian situation is further deteriorating, especially along the contact line where continuous fighting is reported. Since mid-November the number of ceasefire violations in eastern Ukraine increased by 160%, resulting in increased number of heavily damaged houses. The suspension of pensions and social benefits to around 450 000 IDPs since February 2016 continues to have a disastrous impact. As a consequence of the verification procedure led by the government, around 100 000 IDPs have seen their application rejected, leaving them without any resources. Consequently they are totally dependent on humanitarian aid. No agreement was reached on safeguarding water supply in Luhansk during the last Normandy meeting end November; a new water supply cut due to the suspension of the supply of electricity is possible. Cessation of water delivery and the consequent shut down of heating systems would result in serious humanitarian consequences, such as water-related diseases, closure of schools, kindergartens, old people's homes and hospitals.

The additional EUR 2 million will allow provision of urgent assistance to support the most vulnerable people (elderly, children and women) to cope with harsh winter:

- basic needs: mainly access to water, heating system (provision of coal and briquettes) and winterisation (repair of damaged houses and isolation of shelters, blankets, stoves, fuel from weather conditions);
- health: access to primary healthcare (health facilities mainly on the contact line, mobile clinics; essential drugs provision) and support to secondary health care.

Modification 2 – October 2016

The situation is further deteriorating, especially for people living in the area around the contact line subject to continuous ceasefire violations. The humanitarian crisis continues, while the capacity to respond is shrinking.

3.1 million people are still in need of humanitarian assistance; around 800,000 vulnerable people along the contact line will be immediately without health and protection support without additional funding, in particular elderly persons.

Resources of most vulnerable people living on both sides of the contact line are now depleted; harmful coping mechanisms are more and more frequently observed. Furthermore, the needy

people have been heavily hit by the suspension of pensions and social benefits for several months, placing many of them at risk of increased poverty and vulnerability. The onset of harsh winter and the recent cut of water system depriving around 600,000 people of water, increase the vulnerability of needy people. All these factors lead to the shortage of basic needs.

The UN HRP is heavily underfunded, only 29% of funding provided so far. Contribution from other major donors is not expected anymore.

The additional EUR 4 million will allow covering funding gaps to critically important partners and will enable to address urgent humanitarian gaps in areas alongside the contact line and in the non-government controlled areas, in particular

1. in health

- support to access to primary healthcare - health facilities mainly on the frontline, mobile clinics; essential drugs provision, establishment of health posts in the checkpoints between Government and Non-Government Controlled Areas;
- support to secondary health care through provision of surgical kits and provision of specialized treatment

2. in protection

- enhance protection mainstreaming into regular assistance programming;
- referral to specific protection assistance).

Modification 1 – March 2016

Humanitarian needs persist in eastern Ukraine, as the conflict erupted in 2014 is far from being over. Vulnerability and emergency needs have increased for the 2.5 million most vulnerable amongst the 3.1 million conflict affected population who continue to need critical life-saving assistance. The humanitarian situation is grim as freedom of movement and humanitarian access are restricted due to fighting, security measures and Government measures on access to and exit from the Non-Governmental Controlled Areas (NGCA). All humanitarian sectors are concerned, with possible priority in protection and health. Advocacy for access is imperative – access presumes free movement of people and goods between GCA and NGCA, but also no hindrance to operations of international humanitarian organizations across the country, particularly in NGCA.

The UN published the Humanitarian Response Plan (HRP) for 2016 in February: 3.1 million people are in need of humanitarian assistance, while the estimated funding requirements for this year only are USD 298 million (EUR 274 million). The current available EUR 15 M represents 5.5% of the total against funding required as per HRP 2016. Contribution from other major donors for humanitarian action is not expected to be substantial this year. Western donors' fatigue is likely to be felt in 2016 and any real investment, development or early recovery efforts in Donbass are unlikely this year, especially in NGCA, mostly for political reasons. Hence, we face a situation in which humanitarian crisis continues, while the capacity to respond is shrinking.

The top up of the funding for Ukraine with an additional EUR 5 million, will increase the percentage of ECHO's overall contribution and will allow covering funding gaps to critically important partners. It will also enable some partner NGOs to address gaps in vital areas, particularly in health, protection and security sectors (in the health sector alone, funding requests amount to EUR 3.2 million).

Furthermore, following the political orientation provided by Commissioner Stylianides to scale-up 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 authorities, an amount of EUR 2.4 million has been added to the current HIP.

This additional contribution will be used to support activities that enable 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.

1 CONTEXT

The armed conflict in Eastern parts of Ukraine started in April 2014. Since then the humanitarian situation has been continuously deteriorating. Following the ceasefire brokered in Minsk agreed on 12 February 2015, continuous daily violations of the ceasefire have been reported along the contact line. As of October 2015, the number of casualties amounted to 8 100, while 17 610 people have been wounded.¹ As of the 1st of September, following the reinstatement of the ceasefire as agreed in the Trilateral Contact Group (TCG), the reduction of ceasefire breaches is globally confirmed; however the situation in Eastern Ukraine remains fragile and needs to be closely followed.

A combination of factors has conspired to undermine the humanitarian response to date. Chief among these is the heavily politicised nature of the crisis and involvement of several actors. The conflict is mainly driven by political and security agenda but with a worrying trend of ignoring its humanitarian dimension.

The situation of the civilian population in Non-Government Controlled Areas (NGCA) is a matter of concern. The humanitarian situation is serious with freedom of movement and humanitarian access restricted due to continued fighting, security measures and the Government enforced access and movement measures on access to and from the NGCA. New regulations from the Government of Ukraine on blocking commercial supply of food, medicines and other items from and to NGCA introduced on 17 June 2015 are a major concern and may have impact on populations' needs. The obligation imposed by the "authorities" of the self-proclaimed "republics" in the NGCA in Eastern Ukraine to humanitarian organisations to register in NGCA may also hamper the whole process of humanitarian aid delivery.

The number of internally displaced persons (IDPs) and refugees from areas affected by fighting continues to rise. As of 24 July, according to Ukrainian official sources around 1.4 million

¹ http://reliefweb.int/sites/reliefweb.int/files/resources/humanitarian_snapshot_20151029_aah_v6.pdf

persons are internally displaced and an estimated 900 000 fled to neighbouring countries (mainly to Russia but also to Belarus) and some EU member States (Germany, Poland, Hungary, etc.)²³. Among IDPs, around 20 000 are from Crimea, from where they fled after the Autonomous Republic of Crimea's and the City of Sevastopol's annexation by the Russian Federation in March 2014.

Most of IDPs have been in displacement for several months and a significant number of them express their will to integrate in their place of temporary residence. For them sustained humanitarian assistance is perhaps not the most appropriate and efficient solution. Supporting their integration and recovery is seen as more appropriate as displacement becomes protracted.

After the ceasefire 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 very 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 the short future. 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 February 2015, the UN issued a revised Humanitarian Response Plan⁴ (USD 316 million) from which only 45% have been pledged so far (according to OCHA as of 31 October⁵). A UN Humanitarian Response Plan for 2016 is under preparation and shall be published towards end 2015.

ECHO's Integrated Analysis Framework for 2015-2016 identified high humanitarian needs in Ukraine. The vulnerability of the population affected by the crisis is assessed to be very high.

2 HUMANITARIAN NEEDS

The armed conflict in Eastern parts of Ukraine resulted in increased vulnerability and emergency needs of the population, displacing 2.3 million people (1.4 million IDPs and 0.9 million people having fled to neighbouring countries). The most vulnerable population can be estimated at 6.4 million people (representing 14,5% of the total population), although figures for population living in Non-Government Controlled areas (NGCA) and the area along the

² http://reliefweb.int/sites/reliefweb.int/files/resources/ukr_displacement_24_july_2015.pdf

³ There is a sense that overall IDP figures might be inflated, and the Ukrainian Government announced in August a verification exercise to be launched soon.

⁴

https://www.humanitarianresponse.info/en/system/files/documents/files/UKRAINE_HRP_2015%20FINAL%20%281%29.pdf

⁵ http://reliefweb.int/sites/reliefweb.int/files/resources/humanitarian_bulletin_ukraine_-_issue_03.pdf

contact line (so called 'buffer zone') are tentative and should be taken with the highest precaution.

The humanitarian situation and vulnerability varies within the below mentioned zones and are characterised as follows:

1) Affected people/ potential beneficiaries:

- a) *The resident population in areas under the control of separatists (Zone 1 - East of the 'buffer zone')* There are around 2.1 million people who continue residing in NGCA (zone 1) with little access to essential services, markets and livelihood opportunities. Their overall humanitarian situation can be categorized as severe. Among them people in institutions (hospitals, orphanages, prisons, etc.) are particularly of concern. Protection issues are worrying with reduced freedom of movement across the line of contact.
- b) *The population in 'disputed areas' (or 'buffer zone') both under Government and Non-State Actors control - directly affected by the fighting.* The overall number of people living in both sides of the line of contact (zone 2) is estimated at around 2 million. Their overall humanitarian situation can be categorized as highly severe. The principal driver of their vulnerability is the continuation of the fighting, even if at a low on-going intensity, which is concentrated in densely populated areas or remote villages. In these areas basic public services are regularly disrupted. Prolonged exposure of the population to these conditions, combined in winter with the cold weather conditions, 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.
- c) *The IDPs and refugees who fled the crisis areas.* The affected populations who fled to other parts of Ukraine (around 1 400 000) – Zones 3 and 4 - or neighbouring countries (around 900 000) 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. 50% of IDPs are registered in the government controlled area (GCA) of Donetsk and Luhansk Regions, 14% in Kharkiv, 7% in Kyiv and 5 % in Dnipropetrovsk⁶. IDPs across Ukraine are facing difficulties accessing social services at areas outside of their residence.

2) Description of the most acute humanitarian needs

Protection

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

For people residing in NGCA there are growing difficulties for accessing documentation. Birth- and death registration of children is highly concerning.

⁶ https://www.humanitarianresponse.info/en/system/files/documents/files/gpc_factsheet_june_2015_en_0.pdf

Lack of freedom of movement between GCA and NGCA and the elements of confinement of the population in NGCA increase their vulnerability⁷.

A centralized IDP registration system was launched in early October 2014 and the registration is underway. 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. This also increases the risk of exclusion errors. Lack of freedom of movement between both areas refrain also people to register.

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.

Many IDPs and conflict affected population in NGCA, especially single female households, separated families, those with disabilities, sick (including those living with HIV/AIDS and TB), unaccompanied minors, young men and elderly persons, people in institutions (including those in detention), are particularly vulnerable and face challenges in staying in and/or leaving or returning to the affected areas. According to UNHCR the registered IDP population includes 59% elderly, 13% children and 5% people with a disability.

The displaced population and the conflict affected population in NGCA can be more at risk of human trafficking due to their economic hardship and lack of ties in their host communities⁸.

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 purchasing power. In both GCAs and NGCAs, the main problem in accessing food in the market is the increase of food price and the lack of financial resources to purchase food. This may mask some of the physical access issues that are being experienced in some parts of the NGCAs due to conflict. WFP market price surveillance system has indicated that prices are rapidly increasing in NGCA⁹. This is likely to contribute to the decline in food consumption patterns as well as the lack of quality (nutrient rich) food items in the diet.

NGCA were found to have the highest proportion of food insecure HHs (17% with poor food consumption). Those living in areas experiencing frequent conflict are more likely to have poor diets. Across all areas female-headed households were more likely to have poorer consumption¹⁰.

Food security will be increasingly threatened by an overall scarcity of resources and increase of price. In addition, the winter period will pose significant additional challenges to food and nutrition security with a requirement for higher caloric intake.

In terms of nutrition, as per the pre-crisis data, the prevalence of wasting in Ukraine was far below the 5% acceptable rate by WHO. It is expected that since the beginning of the crisis, in

⁷ <http://reliefweb.int/report/ukraine/right-freedom-movement>

⁸ Anti-trafficking police units in the Dnipropetrovsk and Kharkiv regions reported to OSCE an increase in cases of human trafficking of women and of IDPs for sexual exploitation since the beginning of 2015, a reverse trend from previous years in which the majority of victims were men trafficked for labor exploitation (<http://www.osce.org/ukraine-smm/165806>).

⁹ <http://foodsecuritycluster.net/sites/default/files/Ukraine%20Market%20Update%203.pdf>

¹⁰ https://www.humanitarianresponse.info/sites/www.humanitarianresponse.info/files/assessments/u-ukraine-multi-sector-needs-assessment-report-30-mar-2015_1.pdf

the population living in NGCAs as well as amongst the IDPs, acute malnutrition has increased, due to aggravation factors, such as deterioration of food security, WASH and health situation, care practices as well as access to basic services; however the Nutrition Sub-Cluster estimates that prevalence of acute malnutrition is still below 5%¹¹. Nevertheless, further potential deterioration of nutrition status of affected population should be paid a particular attention.

Shelter/Non-Food Items (NFIs)

The hostilities in the ‘buffer zone’ and in NGCA have led to a significant level of destruction of the private housing sector particularly in urban areas, such as the neighbourhoods surrounding Donetsk airport or buildings located in Debaltseve, Mariupol, Slaviansk and other conflict affected areas. Repair works in these areas are hampered by continuous fighting, as well as lack of construction material available in markets. Emergency shelter interventions particularly along the line of contact need to be carried-out.

Significant issues of NFI availability in the market have also been reported. Clothing and fuel for heating are the main items reported as unavailable in the market in the NGCA and could constitute serious issues during winter season. 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 degrees.

In GCA, while the majority of IDPs 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 10% are currently living in collective centres (adapted from student housing, summer sanatoriums, schools). For the majority of IDPs as their resources decrease and generosity of host families wears out, their housing options will become more problematic leading to increased harmful coping mechanisms, protection issues and vulnerabilities. Shelter is reported as a concern by the IDP population as shown in the Ukraine interagency Multi Sector Needs Assessment report¹² with high costs for renting. As the displacement becomes protracted specific strategies including permanent housing solutions need to be worked out. Livelihoods are also seen as a priority to sustain their living in displacement or integrating in places of residence. For them, early recovery and development mechanisms are the most appropriate tools; while life-saving needs concern only a minority of them. This is precisely why their needs will be better addressed by recovery and development stakeholders and possible Government social schemes, such as through social safety nets.

Needs of humanitarian assistance are also reported for some vulnerable refugees in neighbouring countries, in particular in Belarus and Russia (mainly food, health and NFIs).

Health/Psychosocial

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) and health facilities destroyed or damaged by the shelling (around 145 as reported by the Health Cluster). 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.

¹¹ https://www.humanitarianresponse.info/en/system/files/documents/files/ukraine_nutrition_response_plan_-_2015_05_18_final.pdf

¹² https://www.humanitarianresponse.info/sites/www.humanitarianresponse.info/files/assessments/u-ukraine-multi-sector-needs-assessment-report-30-mar-2015_1.pdf

Suspension of salaries in NGCA has also led to departures. 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 polio, Tuberculosis (TB) and HIV/AIDS because of interruption of treatment, vaccination and/or lack of medicine supply. 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.

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. Overall, 40% of households (HHs) interviewed by the Ukraine Multi Sector Needs Assessment reported that their children were exhibiting signs of distress¹³.

Water, Sanitation and Hygiene (WASH)

The conflict in Eastern Ukraine has severely disrupted water supply and sewerage systems in NGCA. Women and children are particularly vulnerable in this situation. The main water sources across the area are the piped water network followed by wells, which implies that 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. In NGCA, 34% of HHs is reported having no access or having major disturbance to safe water in their place of living. 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 confrontation line. The availability of hygiene products in the market has been reported as a problem in the NGCA.¹⁴

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 that more assistance is needed by the international humanitarian community. On 1 October 2014, the Cabinet of Ministers adopted resolutions on registration

¹³ https://www.humanitarianresponse.info/sites/www.humanitarianresponse.info/files/assessments/u-ukraine-multi-sector-needs-assessment-report-30-mar-2015_1.pdf

¹⁴ https://www.humanitarianresponse.info/sites/www.humanitarianresponse.info/files/assessments/u-ukraine-multi-sector-needs-assessment-report-30-mar-2015_1.pdf

of IDPs and financial assistance for temporary housing. In addition, the law “On the rights and freedoms of Internally Displaced Persons” was adopted on 20 October 2014.

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 Donbas¹⁵. The allocated funds, however, are not sufficient for the implementation of durable solutions for IDPs. Because the amount allocated by the national government is not enough, local authorities bear responsibility for solving IDPs' problems at the local level. This creates an intense financial pressure on local resources, which inevitably affects the effectiveness and breadth of services and support available to IDPs. For quite some time, the Ukrainian government has been reluctant to recognize the scale of the IDP problem. While there is a governmental interest in addressing IDP issues, the government has not brought the Ukrainian legal framework on IDPs into line with international standards. The Government capacity is also undermined by the current economic crisis; the allocation of social benefits for IDPs for a period of 6 months has been extended for another 6 months but nevertheless insufficient to cover their basic needs.

In terms of assistance to NGCA, the Government remains quasi absent with the exception of payment of some social benefits if people get registered in GCA. Moreover the Government imposes legal and administrative obstacles to the delivery of humanitarian assistance in those areas. As far as the local actors are concerned, significant amounts of assistance have been provided by local NGOs, foundations and volunteers groups since the very beginning of the conflict. Although it remains difficult to quantify, it is certainly non negligible and has demonstrated a certain degree of resilience of the local communities and the Ukrainian society¹⁶.

2) International Humanitarian Response

The UN-coordinated 2015 Strategic Response Plan (SRP), launched on 27 November 2014, was revised on 24 February 2015 and released as a Humanitarian Response Plan (HRP), in response to the intensification of the conflict and deterioration of the humanitarian situation¹⁷. The estimated number of people in need of assistance rose from 1.4 million to 5 million, and the number of people targeted by the plan from 900,000 to 3.2 million. The funding requested rose 170%, from USD 189 million to USD 316 million. As of 31 October 2015, the HRP remained critically underfunded with USD 143 million allocated, representing 45% of the appeal. The IASC cluster system has been established as of early 2015, and although improving the overall coordination, much remains to be done, notably in strengthening coordination in the field (including NGCA).

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 has been growing. A major challenge for the humanitarian community remains access, security constraints and

¹⁵ <http://reliefweb.int/report/ukraine/shaky-start-ukrainian-government-responses-internally-displaced-persons>

¹⁶ <http://www.odi.org/sites/odi.org.uk/files/odi-assets/publications-opinion-files/9732.pdf>

¹⁷

https://www.humanitarianresponse.info/en/system/files/documents/files/HRP_Summary_Ukraine%20%281%29.pdf

bureaucratic obstacles. The international humanitarian presence in NGCA is still patchy and limited and needs to be beefed-up in the future.

In terms of assistance to NGCA one has also to mention the sporadic in-kind aid coming from Russia under the guidance of the Russian EMERCOM, although this is extremely difficult to verify or quantify. There have been also at times reported payments of pension and provision of medicines.

EU Member States contributed so far EUR 83 million in funding and in-kind assistance.

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 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 and 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 risk¹⁸. 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 humanitarian law and appropriate legislative framework needs 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 first two categories as follows (by order of priority):

- 1) The population in disputed areas (or 'buffer zone') both under Government and Separatists' control - directly affected by the fighting. This caseload is estimated at 2 million people. ECHO will strive to cover needs in the most conflict affected areas (albeit with paying necessary attention to security considerations)
- 2) The additional resident population in areas under the control of separatists (outside of the 'buffer zone') estimated to be at 2.1 million people.¹⁹

¹⁸ From 18th July 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. There is a risk that should they further fail to register, they will be prevented from operating in NGCA 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.

¹⁹ 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.

Assistance to IDPs and refugees (in total around 2.3 million people) who fled the crisis areas can be considered if special pockets of extreme vulnerability from a humanitarian and protection perspectives are identified. But it is assumed that most of the needs of these populations will have to be covered by early recovery and development actors, including the Government through regular social safety nets and/or targeted social protection and early recovery schemes²⁰. For IDPs not able to access government assistance or self-reliance solutions, humanitarian assistance and protection might still be considered relevant.

ECHO will support multi-sector interventions targeting urgent and life-saving humanitarian needs among the most affected and the most vulnerable population mentioned above in terms of protection, health, food assistance, WASH, shelter and NFIs and psycho-social support. Contingency planning and preparedness (stocks) will be considered to enable partners to react rapidly to new potential displacements in 2016.

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, ethnic minorities, 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, information management systems, family separations, as well as assistance to victims of all kind of violence (including SGBV), legal counselling, Land and Property issues, Mine Risk 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.

Basic Assistance/ Multi-Purpose Cash Transfer (MPCT)

Humanitarian responses require needs to be met across multiple sectors, assessed on a multi-sector basis and provided to meet basic needs. By way of promoting comprehensive approach and efficiency gains, ECHO encourages the use of multi-purpose cash assistance to give beneficiaries the flexibility to meet their most urgent needs. 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, 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. If deemed relevant and pending further assessment of priorities, ECHO would consider on ad hoc basis providing livelihood support through unconditional cash or support to income generating activities to most vulnerable

²⁰ Recent ECHO field mission to areas with dense IDP population also found out that the level of resilience and adaptability of certain IDP households is quite high, with already people pro-actively searching for jobs or having already found one (ECHO mission to Eastern Ukraine, 31 August to 4 September 2015).

population affected by the conflict, if those are not targeted by early recovery schemes of development stakeholders or by Government plans.

Humanitarian Food Assistance

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. Priority will be given to beneficiaries in conflict affected areas (buffer zone and NGCA). The assistance packages will have to follow the Food Security Cluster recommendations. Where possible, food assistance should be integrated within a multi-sectoral approach to the crisis. 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 encouraged to refer to the "Guidance for Integrated Food Assistance and Protection Programming").

Shelter & NFIs

ECHO will strive to enhance housing conditions of conflict affected population particularly in the 'buffer zone'. ECHO will support the rehabilitation and repairs works of conflict- damaged or destroyed accommodation whenever possible. For IDPs with serious protection and socio-economic vulnerability targeted cash for rent scheme could be explored as the most appropriate tool of assistance. 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'. Limited assistance can be extended to a limited number of extremely vulnerable IDPs in GCA. 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.

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 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. As many health facilities have been damaged by the hostilities, small repairs will be considered.

In areas where the local health system is not operational anymore (due to destruction of health facilities and/or absence of health staff due to the conflict) 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. 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 in NGCA 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. 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. This would be done primarily in conflict affected areas.

WASH

ECHO will support projects that aim to ensure adequate and sustained access (in terms of quality and quantity) to safe water. This includes project 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 (such as water trucking) could also be envisaged when deemed necessary in NGCA.

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.

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 in-kind, vouchers or unconditional cash assistance, context analysis, needs assessments, security assessment and robust market monitoring should be conducted to identify the best modality to reach specific target groups in specific geographical areas. A do-no harm approach should be adopted in accordance with ECHO ad hoc guidelines (see the Technical Annexe).

In the context of the Ukrainian crisis, 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 mechanism.

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, the civil-military coordination needs to be strengthened.

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.

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 International Humanitarian Law (IHL), improve humanitarian access to conflict-affected areas and putting in place a more efficient regulatory and legal framework for humanitarian assistance in Ukraine.

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.

Visibility

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/>

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 project 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.

4 LRRD, COORDINATION AND TRANSITION

(1) Other DG ECHO interventions

EC Humanitarian Implementation Plan Ukraine 2015 was adopted and amended twice for a total amount of EUR 30 000 000 on 22 May 2015²¹.

Through the EU Children of Peace Financing Decision EUR 800 000 was awarded to UNICEF in Ukraine. Through this project UNICEF provides conflict-affected children and adolescents with life skills courses implemented at appropriate curriculum entry and strengthens psychosocial support to conflict-affected children, parents and teachers.

IFRC Belarus (through the ECHO Small Scale Response mechanism) received EUR 300 000 for a multi-sectorial intervention to support vulnerable Ukrainian refugees in Belarus.

(2) 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 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:

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 for IDP's; medical equipment to support IDP's; 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 14 million. EUR 4.5 million covers direct support to IDPs (through an IOM programme), the other EUR 9.5 million covers IDPs and other conflict related populations through a 4 components package including media support, human rights, protection, psychosocial assistance and mine related activities.

²¹ http://ec.europa.eu/echo/files/funding/decisions/2015/HIPs/ukraine_en.pdf

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. In this regard ECHO will maintain close ties with actors engaged in recovery and development following the Recovery and Peace-building Assessment (RPA).

(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 (RPA²²) 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.

²² <http://reliefweb.int/report/ukraine/recovery-and-peacebuilding-assessment-analysis-crisis-impacts-and-needs-eastern>