

HUMANITARIAN IMPLEMENTATION PLAN (HIP)

UKRAINE, WESTERN BALKANS and EASTERN NEIGHBOURHOOD

The activities proposed hereafter are still subject to the adoption of the financing decision ECHO/WWD/ BUD/2023/01000¹

AMOUNT: EUR 157 800 000

The present Humanitarian Implementation Plan (HIP) was prepared on the basis of financing decision ECHO/WWD/BUD/2023/01000 (Worldwide Decision) and the related General Guidelines for Operational Priorities on Humanitarian Aid (Operational Priorities). The purpose of the HIP and its annexes² is to serve as a communication tool for DG ECHO³'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.

1. CONTEXT

The HIP for Ukraine, Western Balkans and Eastern Neighbourhood covers the following countries:

- i. Ukraine
- ii. Republic of Moldova
- iii. Bosnia and Herzegovina, and potentially other countries in the Western Balkans (Albania, Montenegro, North Macedonia, and Serbia)
- iv. Other Eastern Neighbourhood countries: Armenia, Azerbaijan, and Georgia (South Caucasus), Belarus⁴.

1.1 Ukraine

DG ECHO's needs assessment for 2022 identified extreme humanitarian needs in Ukraine. The vulnerability of the population affected by the crisis is assessed to be very high.

Russia's war of aggression against Ukraine is having a devastating impact on millions of Ukrainian citizens since 24 February 2022. Ukraine's INFORM severity index ranks it at 4.2/5 in July 2022⁵, and the Human Development Index at 0.779/1⁶. This war continues to result in civilian deaths and suffering, massive displacement, large-scale destruction of infrastructure and causes unprecedented humanitarian needs. As of 26 September 2022, over 13.8 million people have been forced to leave their homes, of whom 6.2 million

¹ *Conditionality clause to be inserted if the HIP is released before adoption of the Worldwide Decision. To be deleted after the formal adoption of the decision.*

² Technical annex and thematic policies annex

³ Directorate-General for European Civil Protection and Humanitarian Aid Operations (ECHO)

⁴ The present HIP focusses on ongoing crises. The situation in other parts of the Eastern neighbourhood region is not described in this HIP as they are not qualified as emergency settings, according to current data and assessments (INFORM, Humanitarian Development Index...).

⁵ <https://drmkc.jrc.ec.europa.eu/inform-index/INFORM-Severity/Results-and-data>

⁶ <http://hdr.undp.org/en/countries/profiles/UKR>

internally displaced⁷, and over 7.6 million who were forced to leave the country⁸. Although the whole of Ukraine is critically affected by the war, the areas closer to front lines and those under Russia's and Russian proxies' military control remain extremely volatile.

Access to the so-called non-government-controlled areas (NGCA)⁹ as well as to areas which fell under Russian military control after 24 February 2022 is extremely difficult or impossible, while the humanitarian needs are enormous and life-saving assistance to vulnerable people in those areas is vital. According to the revised UN Flash appeal¹⁰, 17.7 million people in Ukraine need humanitarian assistance.

Ukraine is further prone to natural hazards, environmental and nuclear disasters and industrial risks. This is exacerbated by the war, which might lead to serious and dangerous humanitarian consequences. Additional risks now also come from the accumulation of debris from shelling.

UKRAINE	Score
INFORM Severity Index¹¹	4.2/5
<i>Vulnerability Index</i>	3.9/10
<i>Hazard and Exposure</i>	5.4/10
<i>Lack of Coping Capacity</i>	4.7/10
<i>Projected conflict risk</i>	10/10
<i>Uprooted People Index</i>	8/10
<i>Humanitarian Conditions</i>	1.7/10
<i>Hazard and Exposure Index</i>	5.4/10
Global Crisis Severity Index¹²	
<i>Crisis severity</i>	High 4/5
HDI Ranking¹³ (Value)	88 (0.779)
Total Population¹⁴	43°814°581

1.2 Republic of Moldova

DG ECHO's needs assessment for 2022 identified moderate humanitarian needs in the Republic of Moldova (hereinafter Moldova). The vulnerability of the population affected by the crisis is assessed to be high.

IOM Ukraine internal displacement report records 6.2 million internally displaced persons in Ukraine as of 26 September

⁸ <https://data.unhcr.org/en/situations/ukraine>

⁹ According to the national Ukrainian legislation, such areas have been defined as the “temporarily occupied territories of Donetsk and Luhansk oblasts” before the start of the Russia's war of aggression on 24 February 2022.

¹⁰ <https://reliefweb.int/report/ukraine/ukraine-flash-appeal-march-december-2022>

¹¹ INFORM is a global, open-source risk assessment for humanitarian crises and disasters. <https://drmkc.jrc.ec.europa.eu/inform-index>

¹² <https://drmkc.jrc.ec.europa.eu/inform-index/INFORM-Severity>

¹³ Human Development Index (HDI) developed by UNDP <https://hdr.undp.org/data-center/human-development-index#/indicies/HDI>

¹⁴ World Bank data, year 2021 <https://data.worldbank.org/country/ukraine?view=chart>

Since Russia's war of aggression against Ukraine, over 654°357 people, mostly women and children, fleeing the war have entered into Moldova¹⁵. Most of them transit through Moldova to continue their journey to Romania and other destinations or to return to Ukraine. It is estimated that around 94°252 Ukrainians¹⁶ are present in Moldova. This data on population movement does not cover the refugee population in the Transnistrian region for which no official data is recorded; however, the number is estimated to be less than 10°000 according to humanitarian actors operating in the region.

The authorities of Moldova and local population stepped up to accommodate those fleeing the war. Most refugees reside in private accommodation that are either rented (apartments and hotels) or with host families. Approximately 5% of the refugees are living in certified reception and accommodation centres (RACs)¹⁷ and a smaller percentage are hosted in non-certified private RACs. Refugees are receiving support from the authorities of Moldova, civil society, the UN and other international organisations as well as NGOs. If the situation remains stable in Ukraine, the protracted caseload in Moldova is expected to remain below 80 000 displaced people over 2023, with the possibility of a gradual decrease due to either return movements to Ukraine or outward movements to other European countries. However, a further escalation of the conflict in Southern Ukraine and the adverse impact of winter conditions may alter this assumption considerably and trigger a new influx of refugees to Moldova.

Moldova is fragile for multiple reasons. The country is severely affected by the global energy crisis and increase in food prices, further exacerbated by the economic impact of the Russian war of aggression against Ukraine. Moreover, there are potential direct security consequences of Russia's war of aggression against Ukraine on Moldova, especially in the context of pre-existing tensions in the Transnistrian region and a risk of escalation of the conflict in Southern Ukraine.

MOLDOVA	Score
<i>INFORM Risk Index</i> ¹⁸	2.8/10
<i>Vulnerability Index</i>	1.8/10
<i>Hazard and Exposure</i>	2.7/10
<i>Lack of Coping Capacity</i>	4.5/10
<i>Projected conflict risk</i>	1.6/10
<i>Uprooted People Index</i>	1/10
<i>Humanitarian Conditions</i>	/10
<i>Hazard and Exposure Index</i>	2.7/10
<i>Global Crisis Severity Index</i> ¹⁹	
<i>Crisis severity</i>	1.2/5
<i>HDI Ranking</i> ²⁰ (Value)	90 (0.750)
Total Population ²¹	2°573°928

¹⁵ <https://data.unhcr.org/en/situations/ukraine/location/10784>

¹⁶ Ibid

¹⁷ <https://data.unhcr.org/en/documents/details/94958>

¹⁸ INFORM is a global, open-source risk assessment for humanitarian crises and disasters. <https://drmkc.jrc.ec.europa.eu/inform-index>

¹⁹ <https://drmkc.jrc.ec.europa.eu/inform-index/INFORM-Severity>

²⁰ Human Development Index (HDI) developed by UNDP <https://hdr.undp.org/data-center/human-development-index#/indicies/HDI>

²¹ World Bank Data 2021 <https://data.worldbank.org/country/moldova?view=chart>
ECHO/UKR/BUD/2023/91000

1.3 Bosnia and Herzegovina

DG ECHO's needs assessment for 2022 identified moderate humanitarian needs in Bosnia and Herzegovina. The vulnerability of the population affected by the crisis is assessed to be high.

Since 2018, when a new migratory route leading through Bosnia and Herzegovina towards Croatia and Slovenia emerged, Bosnia and Herzegovina faced a linear increase of arrivals of refugees, asylum seekers and migrants (People of Concern, PoCs) transiting to Northern and Western European countries. During the COVID-19 pandemic, the number of arrivals went down. Since June 2022, following the lifting of COVID-19-related restrictions, an overall increase in new arrivals has been observed. Overall, numbers are lower compared to previous years. Depending on the period of the year, between 1°800 and 3°200 PoCs are estimated to be stranded in Bosnia and Herzegovina. The number of PoCs is influenced by the measures put in place at the border by Croatia. The complex political situation, combined with the anti-migrant rhetoric, also has an impact on the humanitarian situation.

While the capacities of accommodation for PoCs inside Temporary Reception Centers (TRCs) are large, there is a lack of accommodation structures for PoCs with specific vulnerabilities (e.g., GBV survivors, victims of trafficking, people with disabilities, elderly and LGBTIQ+²²). Humanitarian assistance still relies primarily on financial support from international donors and the response capacity of international actors. The entry of Croatia into the Schengen area as of 1 January 2023 and its potential impact on border controls could lead to an increase in the number of PoCs inside Bosnia and Herzegovina. Such a scenario would put pressure on existing accommodation capacities in TRCs.

	Bosnia and Herzegovina
INFORM Risk Index ²³	3.7/10
Vulnerability Index	4.2/10
Hazard and Exposure	2.5/10
Lack of Coping Capacity	5.0/10
Global Crisis Severity Index ²⁴	Not included
Projected conflict risk	1.2/10
Uprooted People Index	7.1/10
Humanitarian Conditions	0.8/10
Natural Disaster Index	4.0/10
HDI Ranking ²⁵ (Value)	73 (0,780)
Total Population ²⁶	3°263°459

²² Lesbian, gay, bisexual, transgender/transsexual, intersex, queer/questioning. The ‘+’ represents minority gender identities and sexualities not explicitly included in the term LGBTIQ.

²³ INFORM is a global, open-source risk assessment for humanitarian crises and disasters – data: Inform mid-2022

²⁴ <http://www.inform-index.org/Global-Crisis-Severity-Index-beta>

²⁵ Humanitarian Development Index (HDI) developed by UNDP <https://hdr.undp.org/data-center/human-development-index#/indicies/HDI>

²⁶ World Bank data, year 2021 <https://data.worldbank.org/country/bosnia-and-herzegovina?view=chart>
ECHO/UKR/BUD/2023/91000

1.4 Other countries/regions

DG ECHO's needs assessment for 2022 identified moderate humanitarian needs in the South Caucasus region. The vulnerability of the population affected by the crisis is assessed to be high.

For the Western Balkans, besides mixed migration, the risks and consequences of natural hazards should also be considered, as demonstrated by the earthquake in Albania in November 2019, as well as the floods recorded in Serbia and Bosnia and Herzegovina in 2014 and 2018. The region of the South Caucasus is also exposed to natural hazards. While the frequency of hazards and numbers of affected people are increasing, the number of casualties is decreasing, as a result of a better preparedness of the population. In case of any unforeseen, large-scale disasters, and potential conflict-related emergencies, the funding of life-saving activities might be considered, based on a sound, coordinated needs assessment.

The consequences of the 44-day war in the South Caucasus at the end of 2020, despite the fragile ceasefire signed in November of the same year, will still require additional EU support in the course of 2023 under this HIP, primarily to address the remaining humanitarian needs of conflict-affected populations inside the contested territories.

As of 10 October 2022, some 139°000 Ukrainian refugees had arrived in Georgia since the beginning of Russia's war of aggression against Ukraine, out of which 26°000 remained in the country. The humanitarian needs of this refugee population need to be closely monitored.

2. HUMANITARIAN NEEDS

1) People in need of humanitarian assistance

	Ukraine	Bosnia and Herzegovina	Moldova
Conflict-affected population	17.7 million ²⁷		
People of Concern – PoCs (refugees, migrants and asylum seekers)		Arrivals in BiH of around 15 000 / 16 000 people/year	TBC

2.1.1 Ukraine

The estimated total number of people in need of humanitarian assistance is 17.7 million²⁸ across Ukraine, of which 9.5 million are women. The UN 2022 Flash Appeal for Ukraine seeks to address the needs of 11.5 million of the war-affected vulnerable people, 54% of them being women, until December 2022²⁹.

²⁷ <https://reliefweb.int/report/ukraine/ukraine-flash-appeal-march-december-2022>

²⁸ *ibid*

²⁹ *ibid*

The people in need of humanitarian assistance are spread under different geographical areas with different levels of assistance:

- a. Internally displaced and people in government-controlled areas (GCA);
- b. War-affected Ukrainians in non-government-controlled areas (NGCA),
- c. Ukrainian refugees in third countries, notably in Moldova,
- d. Ukrainian refugees from the 2014-2022 conflict.

This HIP does not cover interventions and assistance to Ukrainian refugees present in EU Member States as such assistance does not fall under DG ECHO's humanitarian aid mandate.

2.1.2 *Moldova*

The number of people in need of humanitarian assistance in Moldova is estimated at around 90 000.

The people in need of assistance are refugees from Ukraine, third country nationals who may claim asylum and to some extent a more vulnerable portion of the host household hosting refugees in their houses. There is a continued need for support for people moving through the border crossing points in Moldova and to maintain some contingency capacity in case of a large-scale influx from Southern Ukraine, particularly Odesa.

2.1.3 *Bosnia and Herzegovina*

At the end of June 2022, a highly fluctuating estimation indicates that around 3°000 refugees, asylum seekers and migrants are stranded in the country, mostly single men. However, there is a considerable number of vulnerable people, including unaccompanied or separated children and minors, and families. On average, less than 2°000 persons are accommodated in the four existing Temporary Reception Centres (TRCs) distributed in the Una-Sana and Sarajevo cantons, while a very small number is accommodated in the government-run centres. In June 2022, more than 600 PoCs are reportedly sleeping rough all over the country in various types of squats, mainly in the Cantons of Una-Sana and Sarajevo.

2) **Description of the most acute humanitarian needs**

2.2.1 *Ukraine*

Health, including Mental Health and Psychosocial Support (MHPSS): 14.5 million people have humanitarian needs in healthcare support³⁰. Needs vary and include, but are not limited to, primary health care, covering communicable diseases as well as mother and childcare, but also provision of emergency health care, pharmaceutical supply chain, surgery support, referral systems, MHPSS as well as physical rehabilitation, vaccination of preventable diseases, and healthcare related to sexual and gender-based violence (SGBV)³¹.

Shelter/Non-Food Items (NFIs): The conflict has brought significant damage to residential buildings and critical public infrastructure, causing the displacement or otherwise

³⁰ *ibid*

³¹ *ibid*

impacting at least 11.2 million people across Ukraine, who need dignified accommodation and temporary shelters³². A growing number of displaced people is seeking refuge in overcrowded collective shelters, putting pressure on the capacities of local municipalities and the environment through waste accumulation. As the war continues to rage in Ukraine, new complex displacement may happen in the months to come. Furthermore, due to the sharp increase in prices, NFIs, including for winterisation, are scarcely affordable. Fuel shortages are also affecting continuity of services.

Food security/basic needs: the war is devastating Ukraine's economy, with hostilities and displacement driving widespread loss of livelihoods and income. The World Food Programme (WFP) reports that as hostilities intensify, the basic needs of people stranded in hard-to-reach areas increase³³. The most urgent and critical needs are in these locations with high levels of insecurity, disrupted food supply and retail capacities, and limited or sporadic humanitarian access. The war affected directly at least 9.3 million people across Ukraine or a quarter of Ukrainian population; significant part of this caseload will still need external assistance in 2023, notably through multi-purpose cash assistance. The winter period poses significant additional challenges to food security, with a requirement for higher caloric intake.

Protection: Exposure to shelling and armed violence, family separation, restriction or total lack of freedom of movement, exposure to Unexploded Ordnance (UXO) and Explosive Remnants of War (ERW) and children separation are reported among the main protection risks. Vulnerabilities among displaced families are reported to remain high, affecting severely families, women and the elderly. Despite an increasing trend of returns (to over 5.5 million in mid-July)³⁴, the reintegration of returnees remains challenging because of a lack of financial resources, inappropriate housing conditions and a concerning security situation. The risk of gender-based violence—including conflict-related sexual violence, sexual exploitation and abuse (SEA) and human trafficking—is high. Russia's war of aggression against Ukraine is having a devastating impact on the country's 7.5 million children who are wounded and deeply traumatised by the violence around them. Those children are in desperate need of safety, stability, protection and psychosocial care. The fate of children in institutions (approximately 100 000 children in Ukraine are residing in institutional care – half of whom with disabilities), and separated children is of particular concern. Overall, it is estimated that 17.7 million people will need protection assistance in 2023, including 3 million children³⁵.

Water, Sanitation and Hygiene (WASH): Due to attacks on water system infrastructure and power outages, 16 million people across Ukraine are in need of water, sanitation and hygiene assistance. These include internally displaced people in collective centres and host communities, in addition to communities affected by hostilities-related damages to systems and limitations in water treatment consumables³⁶. The figure varies as the war continues and further damages on water infrastructure are possible. Poor water quality can lead to diseases, including skin infections and scabies. Low and poor water supply can also cause outbreaks of communicable diseases, including cholera.

³² Ibid and <https://reliefweb.int/report/ukraine/ukraine-situation-report-10-aug-2022-enruuk>

³³ <https://reliefweb.int/report/ukraine/wfp-ukraine-and-neighbouring-countries-situation-report-14-24-april-2022> and <https://reliefweb.int/report/ukraine/ukraine-flash-appeal-march-december-2022> page 6

³⁴IOM Ukraine internal displacement report as of 23 July 2022
https://displacement.iom.int/sites/default/files/public/reports/IOM_Gen%20Pop%20Report_R7_final%20ENG_0.pdf

³⁵ UNICEF Humanitarian Situation Report No.18 - Reporting period: 13–26 July 2022

³⁶ <https://reliefweb.int/report/ukraine/ukraine-situation-report-10-aug-2022-enruuk>

Education in Emergencies: According to the revised UN flash appeal of August 2022, 5 million children and teachers are heavily impacted by the war and will need support in 2023. Children and teachers living under extreme stress and fear require support and capacity building in psycho-social support (PSS) and life-saving skills. The ability to learn is severely affected by acute and ongoing exposure to conflict-related trauma and psychological stress, leading to a risk of school dropout and negative coping mechanisms. School closures during martial law, after 2.5 years of COVID-19 pandemic, together with damage of education facilities and access challenges with distance learning, have further exacerbated learning gaps. According to information available, at least 2°300 education facilities have been damaged by mid-August.

Security: Due to the extremely volatile situation in Ukraine, there is a need for daily support to non-governmental organisations operating in Ukraine. This support may be delivered through collective systems of security advisories and by providing essential daily security reporting, coordination, crisis assistance, training and liaison services.

Humanitarian advocacy: in order to ensure protection of civilians against hostilities and to guarantee unimpeded humanitarian access to facilitate an effective humanitarian response to those affected by the humanitarian crisis in Ukraine, there is a need to advocate for enforcement of IHL and for enhanced humanitarian access at international level.

Logistics: the conflict has led to the closure of all airports and seaports, resulting in a significant pressure on the land borders that remain open to facilitate most of the country's imports and exports, with long waiting times. According to the Gaps and Needs Analysis (GNA), completed at the end of June 2022 by the Logistics Cluster and partners, the security situation in Ukraine is creating difficulties for planning and executing the timely delivery of humanitarian relief items, including the forward movement to hard-to-reach areas and staging of humanitarian cargo. In view of the importance of logistics for humanitarian operations, DG ECHO remains committed to contribute to logistics operations, via funding or any other tool, such as the European Humanitarian Response Capacity (EHRC), at its disposal.

2.2.2 Moldova

There are immediate needs at Moldova-Ukraine border's crossing points temporary transit shelter, resting facilities and accommodation centres, in terms of transportation, food and water, consumables, WASH facilities, first aid/emergency health care, clothes and other non-food items, protection screening and assistance including psychological first aid, assistive devices and information on asylum procedures and access to services. Needs also relate to adequate management of the waste generated at the temporary transit shelter and resting facilities.

Basic needs assistance: most of the displaced persons from Ukraine are currently residing in Moldova without income. People depend on their savings and on humanitarian support. Considering that Moldova has a functioning economy, and most of the displaced people are settled in urban and semi-urban areas, cash assistance remains the best modality to address basic needs and services.

Protection: most of the displaced persons are living either in rented accommodation or with host families. Most refugees are women and children. 21% travelled with someone of over 60 years old and 23% with at least one person with specific needs. There is a need for monitoring of protection and addressing protection needs. The Moldovan social services are under-resourced and there is a need to support and strengthen their capacities.

Healthcare: The Government of Moldova granted access for Ukrainian refugees to free emergency healthcare. This puts a strain on local financial and human resources. There is a need to support and strengthen the local healthcare system to provide services to this additional caseload.

Education in Emergencies: The Government of Moldova allowed refugee children to enrol in the Moldovan formal education system. Some of the refugee children take advantage of this, while others continue within the Ukrainian formal education system, through distance learning. There is a need to support effective access and retention of children in the formal education system should they wish to enrol.

Winterisation: In view of the extremely high rate of inflation in Moldova, energy costs have more than doubled. It will be very difficult for the local authorities to meet the energy bills for the refugee accommodation centres and for host families and refugees to cover the heating costs for the winter. There will be a need to support winterisation through cash and NFI.

2.2.3 Bosnia and Herzegovina

Shelter: four EU-funded Temporary Reception Centres (TRCs) are available with a maximum capacity of around 4°577 beds. As of August 2022, it is estimated that more than 700 PoCs³⁷ are left without proper accommodation all over the country, in most cases based on their own decision to stay in outreach. This leaves them exposed to harsh weather conditions, safety risks inherent to accommodation in squats and dilapidated buildings, and protection threats, especially for vulnerable groups. Over the winter period, no less than 400-500 individuals are likely to be outside TRCs, even with capacities available.

Food and Non-Food Items: overall, most food needs are met inside the temporary reception centres. However, the provision of food for people outside the TRCs is challenging, also due to the prohibition by the local authorities to provide any outreach assistance in certain areas, especially in the Una Sana Canton. The blanket provision of dry food package is the last resort for humanitarian actors to meet the most urgent needs, which should be implemented in close coordination with the Red Cross. There is also a great need for NFIs. The situation remains extremely critical outside the centres.

Water, Sanitation, Hygiene: despite considerable structural improvements inside TRCs, the provision of adequate sanitary facilities remains challenging. Access to water and sanitation facilities outside TRCs is of great concern for PoCs squatting in abandoned buildings or sleeping in tents. Risks related to public health are critical.

Health/MHPSS: due to the hardship of the traveling conditions, often causing diseases such as scabies, body lice and respiratory infections, the POCs' needs for first aid, primary and secondary health care are high. From the onset of the response, humanitarian partners developed an integrated approach, in collaboration with the cantonal and municipal health authorities, with the provision of medical staff and equipment inside TRCs and referral system to secondary health care in public health institutions. Outside TRCs, partners are still able to provide first aid service and referral. In TRCs accommodating children, paediatric care, vaccinations and pre-school examination are needed as well. Access to MHPSS services remain challenging, and this may lead to substance abuse, tensions and fights. Although the referral mechanism to individual counselling sessions or to psychiatric care is now reliable, PSS needs to be enhanced, with children, particularly unaccompanied asylum seeking children (UASC), as a priority focus.

³⁷ This number is highly fluctuating accordingly to the latest IOM Displacement Tracking Matrix <https://bih.iom.int/data-and-resources>

Protection: Nearly 94% of the PoCs irregularly entering the country are declaring their intention to seek asylum, but only less than 5% submit an asylum claim. This is mainly due to their intention to move on, but also to the limited capacities of the authorities to process asylum claims. The existing referral mechanisms for the most at-risk population need to be enhanced. A case management system is in place for SGBV-related risks, essentially for girls and women, but accessible also to male survivors of SGBV. UASC are likely to be the most exposed group to protection risks due to a lack of proper identification and referral at registration phase.

The vulnerable groups outside the centres are at high risk of exposure to human trafficking, extortion, robbery, sexual harassment and other forms of exploitation. The identification capacities need to be constantly reinforced with a better engagement from local institutions, including the police. The limited number of adequate spaces inside TRCs or in any other specialised safe houses constitutes a major impediment

Finally, there are waste management issues inside and around the TRCs.

3 HUMANITARIAN RESPONSE AND COORDINATION

1) National / local response and involvement

3.1.1. Ukraine

In Ukraine, a significant share of the response has been provided by the central, regional and local authorities, local communities, local civil society organisations, and charities. Despite the immense challenges posed by Russia's war of aggression against Ukraine, Ukrainian authorities are demonstrating strong leadership in humanitarian and emergency assistance to victims of war. The Government of Ukraine has launched a web platform tracking humanitarian assistance (<https://help.gov.ua/>) with guidance on how to avoid bottlenecks as well as a hotline to address logistical and other issues encountered by humanitarian actors on the ground. It has also adopted a new resolution to simplify registration of internally displaced persons (IDPs) in the centralized IDP database; IDPs also receive additional cash support (UAH 2,200). In contrast, very little knowledge is available about the NGCAs.

Humanitarian partners have almost quadrupled in Ukraine since September 2021, with about 400 international and local organisations working on the ground. Local civil society groups, community-based organizations and self-organised groups of volunteers are playing a pivotal role in delivering aid to affected populations.

3.1.2. Moldova

The Government of Moldova, local organisations, charities, volunteers and local civil society organisations have all been extremely active and central in the response to the needs of the refugees. They provided shelter, food, clothing, transportation, access to services and in some cases employment. However, local response capacities were stretched to their limit and financial reserves depleted. Further support is needed to maintain the assistance most notably in case of a possible large-scale influx from Odesa. A coordination structure was set up with the Government of Moldova's Joint Crisis Management Centre, the UNHCR and the Refugee Coordination Forum which is also led by UNHCR for the implementation of the refugee response. The EU supports the contingency planning efforts of the Government of Moldova and the humanitarian community.

3.1.3. Bosnia and Herzegovina

Despite repeated and high-level EU advocacy and financial support as well as efforts to improve coordination and take over responsibility in managing migration, the State authorities have not succeeded to fully ensure a comprehensive response to the ongoing migration flows. The topic is highly politicised and essentially leads to exacerbating rivalries between entities, cantons, political parties, and communities. The humanitarian aspects are either ignored or de-prioritised in the political agenda.

However, following the severe humanitarian crisis in the Lipa camp in 2020, the authorities have stepped up their engagement by taking over the management of the new Lipa centre in 2021. The EU continues to support authorities to ensure that sufficient adequate accommodation is available for all persons in need.

2) International Humanitarian Response

3.2.1 Ukraine

The 2022 UN Flash Appeal extended in August until end of 2022 targets the 11.5 million people, out of estimated 17.7 million people affected by the war. The funding requested for 2022 is USD 4.3 billion.

As of August 2022, the UN Flash Appeal 2022 is funded by 56%³⁸. Besides humanitarian funding resourced through the UN appeal or by the Red Cross, significant recovery and reconstruction funding is expected from development donors in 2023 and linkages between these two funding streams need to be identified after and actively encouraged.

The EU, together with its Member States, has provided over EUR 1.5 billion for humanitarian aid since the beginning of Russia's invasion of Ukraine in February 2022, which includes EUR 485 million provided by DG ECHO. Further sustained funding to reinforce the medium and long-term humanitarian response will be essential in the coming months.

The European Commission (DG ECHO and DG SANTE) set up a standard operating procedure for the medical evacuation of displaced people from Ukraine in need of medical care. Three EU hubs launched under the European Humanitarian Response Capacity (EHRC), one in Moldova (Chisinau), and two in Ukraine (Vinnytsia and Dnipro), are fully operational. By mid-August 2022, the EU has successfully coordinated more than 1°000 medical evacuations of Ukrainian patients via its Civil Protection Mechanism to provide them with specialised healthcare in hospitals across Europe.

In addition to the humanitarian response, under the Union Civil Protection Mechanism (UCPM), as of 13 October 2022, all the EU Member States and 4 Participating States have offered over 70°300 tonnes of in-kind assistance to Ukraine, including shelter, medicine, emergency vehicles, food, clothing and energy supplies.

³⁸ <https://fts.unocha.org/countries/234/summary/2022>

3.2.2 *Moldova*

The international community significantly responded to support the Government of Moldova and meet the needs of the displaced population. UN agencies and international NGOs are operating at Moldova-Ukraine border crossing points, transit location and in reception accommodation centres and within the host community, implementing directly or with local partners. Some agencies and donors are also supporting line ministries. Bilateral assistance to the Government of Moldova has also been provided in the form of material contribution and the deployment of emergency personnel. The Moldova chapter of the revised Regional Refugee Response Plan foresees a budget for the planned response until end of 2022 of USD 414.1 million, in the event of a possible large-scale influx from Odesa.

Since the start of the crisis, DG ECHO has made available EUR 38 million for humanitarian response in Moldova. Most of the response has now shifted towards cash-based programming and protection services for displaced people.

3.2.3 *Bosnia and Herzegovina*

The EU is by far the biggest donor in response to mixed migration in Bosnia and Herzegovina. Some *ad hoc* support has been provided in the past by other donors (i.e., Kuwait, Qatar, Switzerland). Refugees, asylum seekers and migrants transiting in Bosnia and Herzegovina rely primarily on the mobilisation of aid by the international community, including UN agencies, IFRC/Red Cross Society and few international non-governmental organisations. Some support is also provided by local volunteers and the civil society.

3) Operational constraints

3.3.1 *Ukraine*

i) Access/humanitarian space

Access to non-government-controlled territories of Donetsk, Luhansk, Zaporizhzhia and Kherson regions remains severely constrained since February 2022. Accessing communities and settlements within the proximity of front line and in areas with active hostilities is also hampered by insecurity.

ii) Partners (presence, capacity), including absorption capacity on the ground.

Except for the non-government-controlled areas, international organisations and NGOs have adequate presence on the ground. The scale up of assistance from approximately USD 160 million (UN appeal for 2021) to USD 4.3 billion has reached the limits of absorption capacity of some partners. New local implementing partners should be actively reached out to, supported administratively, and trained in basic principles of accountability.

3.3.2 *Moldova*

i) Access/humanitarian space

For the time being, there are no major issues of humanitarian access within Moldova.

ii) Partners (presence, capacity), including absorption capacity on the ground

There is sufficient presence of partners in Moldova to respond to the needs of the refugee population. There are challenges in terms of availability of qualified manpower. Administrative requirements are causing delays in the obtention of residency and work permits that may force some partners to more frequent staff rotations or temporary absences.

3.3.3 *Bosnia and Herzegovina*

i) Access/humanitarian space

Overall, access to PoCs has been secured by international and local actors in all TRCs. When it comes to outreach locations, there are ongoing discussions to design and clarify the level of possible engagement and to shape up future modalities of provision of services to PoCs. There were some attempts in the past by local authorities to disrupt and discourage humanitarian assistance in the Una Sana Canton. While the situation has improved, an increased involvement of local actors is encouraged to extend the areas of intervention, with a better acceptance from the local authorities and a better integration in the existing social services.

ii) Partners (presence, capacity), including absorption capacity on the ground

There is an appropriate presence of international organisations in Bosnia and Herzegovina, in addition to a civil society and NGOs. Further coordination is encouraged.

4. HUMANITARIAN – DEVELOPMENT – PEACE NEXUS

4.1. Ukraine

Major humanitarian assistance will be needed in Ukraine in 2023 and beyond, along with robust recovery and reconstruction funding. Humanitarian donors need to work closely with development and peace actors, with a view towards a future transition from blanket targeting to purely vulnerability targeting of humanitarian assistance. DG ECHO will continue advocating for opportunities to seek longer-term commitments from development/reform support donors, both among EU Member States and the non-EU donor community, while focusing on emergency needs closer to the front lines.

DG NEAR's programming will take into consideration the evolution of the war, the country's reform processes and the impact and experiences from ongoing assistance projects. DG NEAR will exercise a high degree of flexibility in its programming in order to address any new needs.

During 2022, substantial amounts have been flexibly mobilised by FPI from EU Crisis Response funding, in complement to humanitarian assistance, to mitigate the impact of the war on civilian lives and to directly support Ukraine's crisis management efforts in complement to humanitarian assistance. The rapid mobilisation of non-programmable funds in response to the Russian war against Ukraine is likely to continue and will require regular exchanges of information along the humanitarian-development-peace-nexus.

In 2022, DG ECHO and DG NEAR prepared a joint EU strategy on winterisation. Cooperation in emergency assistance with DG NEAR and FPI will be further strengthened in 2023.

All donors working in Ukraine, including the EU with its Member States, the US, Canada, Switzerland and others, are fully committed to support Ukraine in its defence and further recovery and reconstruction. International development donors will focus on the Government controlled areas, likely not the ones close to front lines, where EU and other humanitarian donors can maximise their added value.

Coordination is necessary also on environmental issues and green reconstruction efforts, ensuring that the humanitarian response is aligned with those priorities.

4.2. Moldova

The refugee crisis following the onset of the Russian war against Ukraine disproportionately affected Moldova, given its population and limited resources. It led to immediate significant increased spending for the Government of Moldova, particularly for the management of the refugee flows. Moldova was already facing many social challenges before the war against Ukraine. There is the higher-than-expected inflation, and the energy crisis leading to skyrocketing energy prices leading to increased poverty in a country where more than a quarter of the population is in absolute poverty. It will be necessary to provide some support to the country, while they will not be financially capable of absorbing the remaining or additional caseload of refugees.

Humanitarian assistance should be closely coordinated with medium- and longer-term assistance and aim to reinforce the Moldovan social protection system. It should be provided in a way to minimise social tensions with the local host community and seek enhancing existing services provided to both refugees and Moldovans. The context is suitable to promote nexus opportunities in particular for education, social protection and health.

DG ECHO will continue advocating for opportunities to seek longer-term commitments from development or reform support donors, both among EU Member States and the non-EU donor community.

During 2022, substantial amounts have been flexibly mobilised by FPI from EU Crisis Response funding, in complement to humanitarian assistance, to mitigate the impact of the Russian war against Ukraine on Moldova in complement to humanitarian assistance. The rapid mobilisation of non-programmable funds in response to the crisis in Ukraine is likely to continue and will require regular exchanges of information along the humanitarian-development-peace-nexus.

4.3. Bosnia and Herzegovina

Support to asylum, migration and integrated border management was already foreseen in the Indicative Strategy Paper (ISP) for BiH 2014-2020 under the Instrument for Pre-Accession Assistance II and III (IPA II and IPA III), within the Rule of Law and Fundamental Rights sector. Between 2015 and 2017, additional funds were allocated for strengthening Migration Information Systems and equipment, including biometric data. Between 2016/2021, all Western Balkans partners benefit from the regional programme “Support to Protection-Sensitive Migration Management” with a budget of EUR 14.5 million. Its aim, implemented jointly by the European Border and Coast Guard Agency (EBCGA), the European Asylum Support Office (EASO), IOM and UNHCR, is to support the target countries in developing a protection-sensitive response to a migration situation while aligning with EU policies and international standards. EUR 8 million were allocated

in April 2020 to support a regional action through the EU's Instrument contributing to Stability and Peace (IcSP) to address the COVID-19 challenges amongst migrant, asylum seekers and refugees in Western Balkans.

Since 2018, DG ECHO and DG NEAR are working in close collaboration and complementarity in response to the number of persons of concern in need of humanitarian assistance and protection; three successive special measures from IPA have been adopted for a total amount of EUR 125.2 million from October 2018 to August 2022, in a complementary approach with EUR 18.8 million allocated by DG ECHO from June 2018 to August 2022.

During 2022, additional amounts have been flexibly mobilised by FPI from EU Crisis Response funding, in complement to humanitarian assistance, to address factors of fragility in Bosnia and Herzegovina.

As per DG ECHO's exit strategy agreed with DG NEAR, depending on the humanitarian needs of refugees and migrants, DG ECHO will continue to fund, over a limited period of time, humanitarian protection assistance in the temporary reception centres as well as outreach assistance for refugees and migrants outside the reception centres. In 2023, DG ECHO will continue to fund the provision of first aid and (MH)PSS services in outreach areas and protection services inside TRCs, including protection monitoring, referral and case management, individual counselling, alternative/protective shelter for particularly vulnerable individuals and protection response to UASC. It is envisaged that in 2024, DG ECHO will fully exit funding of protection focused activities inside TRCs.

The EU is supporting domestic authorities to put in place a proper migration management system and to take over the support to vulnerable migrants. The humanitarian partners are expected to play a significant role in this regard especially when it comes to capacity building in the areas of health, in particular on MHPSS, and on protection, with a focus on legal aid.

5 ENVISAGED DG ECHO RESPONSE AND EXPECTED RESULTS OF HUMANITARIAN AID INTERVENTIONS

5.1 Envisaged DG ECHO response

General considerations for all interventions

The humanitarian response shall be compliant with EU thematic policies and guidelines that are described in detail in the HIP Policy Annex. For instance, mainstreaming of protection, gender, age and disability inclusion based on a comprehensive risk analysis, will be a pre-condition for selection. This includes taking into account strategies to prevent risks of GBV and protection from sexual exploitation and sexual abuse (PSEA), and appropriate measures ensuring inclusion of elderly, people with disabilities and other groups at high risk of discrimination.

Furthermore, the increasingly negative consequences of environmental degradation and climate-related challenges will continue to impact humanitarian crises and the provision of humanitarian assistance for the foreseeable future.

For these reasons, in their proposals partners are requested to follow an all-risks assessment approach, to contemplate measures to reduce the environmental footprint of operations, in line with the minimum environmental requirements.

5.1.1 Ukraine

DG ECHO's intervention will continue to target conflict-affected people all over Ukraine, focusing on the most vulnerable individuals, including children, pregnant women, older and disabled persons. While the whole of Ukraine is eligible as location, the greatest uncovered needs are likely to be closer to the front lines, in the non-government-controlled areas, in areas witnessing active hostilities as well as in areas that host or will host significant new influx of internally displaced people. Similarly, assistance should also be provided to allow the return of people to their homes where possible. Local organisations having been at the centre of the response, working in partnership with local actors should be particularly addressed.

DG ECHO will prioritise immediate multi-sector emergency assistance as follows:

Food security/basic needs: DG ECHO will support distribution of food and basic needs to people in need, depending on access, under most suitable intervention modalities (e.g., multi-purpose cash transfers, voucher, in-kind); emergency livelihoods assistance will be considered as well. DG ECHO will also support transport and prepositioning of stocks.

Shelter/NFI/winterisation: DG ECHO will support distribution of shelter acute emergency kits, provision of NFI, rehabilitation and basic refurbishment of buildings, including WASH facilities; rehabilitation of shelter for winterisation.

Health: provision of emergency and primary health services, trauma kits, medicine and medical supplies, sexual and reproductive health care, comprehensive care for victims of SGBV, mental health and psychosocial support.

Protection: DG ECHO will prioritise protection interventions aimed at providing life-saving assistance to victims of violence, newly accessible populations as well as individuals who cannot/are not willing to flee (e.g. people living in institutions). DG ECHO will support focused psychosocial support, case management, referrals and accompaniment, support to unaccompanied minors, separated children and children in institutions, Psychological First Aid, provision of information to individuals/families, provision of essential information and legal counselling, support to SGBV victims.

WASH: DG ECHO will support repairs of WASH services, provision of materials for repairs of existing basic services, as well as machinery for maintenance of the systems, exceptionally, water tracking or provision of bottled water, provision of hygiene kits.

Education in emergencies: DG ECHO will support access to distance learning and provision of materials/supplies to students, teachers; light rehabilitation and temporary learning spaces; psycho-social support and life-saving messages (mine risk education) to children and school staff.

Targeting should be done in a coordinated manner and aligned with UN and ICRC appeals and response plans. All interventions should be well-coordinated to prevent overlaps and to streamline the efforts.

DG ECHO will maintain flexibility in order to address rapidly evolving needs and adapt to the challenging operational context, including by supporting underfunded sectors.

5.1.2 Moldova

DG ECHO funding will prioritise responding to the emergency needs of the most vulnerable segments of the refugee population from Ukraine. Adequate management of the waste generated at the humanitarian response should be ensured

5.1.3 Bosnia and Herzegovina

In a complementary approach with DG NEAR, DG ECHO's strategy aims at enhancing the general protection environment of the PoCs, inside and outside the TRCs, with the respect of the environment.

In 2023, DG ECHO will continue to reduce its humanitarian engagement. As a next transitional step, DG ECHO will reduce financial support for the provision of protection and MHPSS services inside TRCs. DG ECHO will also advocate for an increased engagement of the authorities in view of a proper migration management including capacity building and a future handover.

Protection: DG ECHO will strengthen its protection programme, including targeted services for UASCs with stronger involvement of the Centre for Social Welfare-CSW (Shelter, case management), continuity of GBV-response services. Outreach assistance will be maintained, since this is a life-saving operation, especially during wintertime. Provision of first aid, NFIs/FIs and PSS in outreach is foreseen as well.

Alternative shelter solutions for the most vulnerable could be further developed through local actors.

Adequate management of the waste generated at the humanitarian response should be ensured.

5.2 Other DG ECHO interventions

The Emergency Toolbox HIP may be drawn upon for the prevention of, and response to, outbreaks of Epidemics. Under the Emergency Toolbox HIP, the Small-Scale Response, Acute Large Emergency Response Tool (ALERT), Disaster Relief Emergency Fund (DREF) and Enhanced Response Capacity (ERC) instruments may also provide funding options.

In view of the importance of logistics for humanitarian operations, DG ECHO remains also committed to contribute to logistics operations, via funding or any other tool, such as the European Humanitarian Response Capacity (EHRC), at its disposal.

The European Humanitarian Response Capacity (EHRC) is a global initiative aiming at supporting the delivery of humanitarian assistance with a gap-filling approach. Under the EHRC, the Commission has at its disposal several tools that can be activated in case of sudden onset disasters, e.g., a series of Common Logistics Services (including air operations, warehousing services, last-mile ground transportation, etc.), and a stockpile of emergency WASH and shelter items to be pre-positioned in regional warehouses worldwide.