

HUMANITARIAN IMPLEMENTATION PLAN (HIP)

IRAQ

AMOUNT: EUR 38 000 000

The present Humanitarian Implementation Plan (HIP) was prepared on the basis of financing decision ECHO/WWD/BUD/2019/01000 (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 DG ECHO's¹ partners and to assist in the preparation of their proposals. The provisions of the Worldwide Decision and the General Conditions of the Agreement with the European Commission shall take precedence over the provisions in this document.

0. MAJOR CHANGES SINCE PREVIOUS VERSION OF THE HIP

Modification 1 – April 2019

The humanitarian crisis in Iraq is moving into a new phase. Attacks by armed groups continue, resulting in new or secondary displacement, and impacting on IDPs returns. New sources of instability are emerging linked to rising poverty rates, lack of reconciliation at community level, and political and social tensions. According to the 2019 Humanitarian Response Plan (HRP) for Iraq, an estimated 6.65 million people are still in need of humanitarian assistance. Approximately two million people remain internally displaced; of those, over 450 000 are still living in 109 camps fully dependent on assistance from relief agencies to meet their basic needs (IOM-CCCM Cluster). Additional investments in infrastructure and services are needed so that at least the most basic humanitarian standards are met. The number of individuals in protracted displacement and the time-span of their displacement may be higher than expected, resulting in increased levels of vulnerabilities in 2019.

This situation could be further aggravated by the influx of Syrian refugees in northern Iraq, as a result of increasing tensions in North-East Syria, and by the arrival of a large number of Iraqis, mostly women and children, from areas previously controlled by the Islamic State (IS) in Syria. In particular, close to 31 000 Iraqis currently residing in Al Hol camp in North-East Syria are expected to be repatriated to Iraq shortly (OCHA).

Additional humanitarian funding would be critical to enable humanitarian partners to scale-up their response in a timely and effective manner, and deliver essential humanitarian assistance, basic services and protection, in line with the HIP 2019 priorities.

The European Commission has allocated an additional amount of EUR 8 million of humanitarian funding to enable humanitarian partners to scale-up their response in a timely and effective manner, and deliver essential humanitarian assistance, basic services and protection, in line with the HIP 2019 priorities.

¹ Directorate-General for European Civil Protection and Humanitarian Aid Operations (ECHO)

This additional amount will help responding to the funding requests received under Allocation Round 1. As a result, there will be no new Allocation Round for this additional funding.

1. CONTEXT

By early 2018, the large-scale military campaign undertaken by a coalition of Iraqi and international forces since late 2016 had been completed, with the whole of the territory previously held by the Islamic State group (IS) fully retaken. Despite these territorial gains, there have been limited investments in areas of return, with recovery and rehabilitation activities constrained by highly politicised processes. Governmental services have resumed, but have left gaps among those most in need in limited pockets of territory where IS-associated groups remain active. The general context remains fragile, with steady risks of conflict and a high level of displacement. On 25 October 2018, the Iraqi Council of Representatives confirmed Mr Adel Abdul Mahdi as the new Prime Minister of the country and appointed 14 ministers to the new Iraqi government. This marked a key milestone in the country's new government formation process and should help in further stabilising the situation and in addressing the numerous challenges to meet the basic needs of the population.

After the conduct of hostilities, protection of civilians continues to be a major challenge: in retaken areas, locations of displacement and return, and in detention. Insecurity, limited livelihood opportunities and lack of basic services and recognition of Housing, Land and Property rights (HLP) are indicated as main obstacles to return. Forced returns are reported, as IDPs are evicted from certain areas while a camp consolidation process is underway, leading to the closure of some camps. Iraqi families allegedly affiliated with the IS are subjected to threats, restrictions in their freedom of movement, forced evictions, confiscation of civil documentation, destruction of homes, and denial of return. The return rate is below expectations with over 600,000 IDPs staying in camps². The number of individuals in protracted displacement and the time-span of their displacement may be higher than expected, resulting in higher vulnerabilities in 2019.

DG ECHO's Integrated Analysis Framework for 2019 identified moderate humanitarian needs in Iraq. The vulnerability of the population affected by the crisis is assessed to be high. Additionally, according to the INFORM Crisis Index, the country has both the highest conflict intensity score (3/3) and uprooted people index (3/3).

2. HUMANITARIAN NEEDS

1) People in need of humanitarian assistance

The 2018 UN Humanitarian Needs Overview (HNO) and Humanitarian Response Plan (HRP) estimate that as many as 8.7 million Iraqis require some form of humanitarian aid (almost 80% of them in Ninewa, Kirkuk and Anbar governorates³).

² Camp Coordination and Camp Management (CCCM) Cluster, June 2018

³ UNOCHA Iraq: <https://www.humanitarianresponse.info/en/operations/iraq/document/2018-iraq-humanitarian-response-plan>

By mid-2018, the UN estimated that, out of the 5.8 million that are most in need, 60% were reached by humanitarian assistance and protection.

Displaced populations: internally displaced (IDPs) and refugees

According to the IOM⁴, 2,045,718 people have been internally displaced since January 2014 (as of 31 May 2018). Refugee figures remain stable. UNHCR reports 248,092 to be registered in Iraq, 96% of whom are hosted in the KR-I.

Displaced populations unable to or prevented from returning to areas of origin

Due to stigmatisation and/or discrimination of some displaced families, destruction of complete neighbourhoods⁵ and the blockage of IDPs' return on an ethno-sectarian basis, likely between 400,000 and 700,000 displaced Iraqis will be prevented from returning in the near future (UNHCR) or not able to return. Many will face protracted displacement, in dedicated camps under strict security constraints, and will be dependent on humanitarian aid. Increased marginalization of IDP camps and the stigmatisation of this population aggravate related protection challenges.

Victims of physical/sexual violence and mental trauma

From January 2014 to August 2017, 54,000 civilians were injured as a result of the conflict, with serious consequences such as amputations. By mid-2018, more than 7,000 individuals were reported to be in need of rehabilitation services, including prostheses, in the Mosul area alone.

Sexual violence, primarily against women and girls, was committed on a large scale, especially during most violent phases of the conflict, and is still on-going. Serious issues are reported on overall accountability, as data is incomplete or unavailable⁶. Survivors are often unable to access aid, due to inadequate legislation, a poorly functioning criminal justice system and a lack of support systems.

Exposure to traumatic events, as result of the conflict, has considerably increased the incidence of mental health disorders and/or aggravated pre-existing conditions.

Persons deprived of their freedom (of movement)

As a result of the conflict, the number of people deprived of their freedom has risen dramatically. Places of detention are generally seriously overcrowded (76% average overcrowding rate), with significant health and protection concerns. More than 7,374 trials of IS suspects have begun with a majority of cases ending in death sentences⁷. The detention of children is of particular concern, including for those held in pre-trial detention, in adult facilities or informal detention facilities. Iraqi women and children accused of links to the IS experience serious protection issues in camps.

2) Description of the most acute humanitarian needs

Protection

⁴ IOM Displacement Tracking Matrix: <http://iraqdtm.iom.int/idpsml.aspx>

⁵ UN-HABITAT Iraq: <http://unhabitatiraq.net/mosulportal/damage-assessments/>

⁶ Gender-Based Violence (GBV) Call to Action workshops in July 2018

⁷ Human Rights Watch and Amnesty International reports, 2018

Iraq continues to face a protection crisis. The UN estimates that 5.2 million people are in need of humanitarian protection. Civilians in many areas are reportedly subject to attacks, killings, abductions, unlawful detention, sexual violence, child conscription, destruction of civilian property and looting, purposeful denial of humanitarian aid and basic public services. In Anbar, Diyala, Ninewa, and Salah al-Din, protection concerns remain high, and the returning population face major challenges, including dangers posed by explosive remnants of war, rights violations by military or security actors, and safety risks caused by intercommunal tensions⁸.

The Guiding Principles on Internal Displacement (GPID) continue to be disregarded particularly during the process of return. Entrenched protection concerns are linked to the stigmatisation and discrimination of individuals, families and tribes allegedly affiliated to the IS and, on an ethno-sectarian basis. The absence of basic protection safeguards and lifesaving assistance at IDP sites, hosting these vulnerable populations, as well as at overwhelmed detention facilities, are of grave concern.

Loss of documentation, and its confiscation by security forces hampers safe and dignified returns, and also restricts freedom of movement and access to social safety nets, education and health services, legal employment, exercise of civilian rights.

Direct provision of life-sustaining services

Essential public infrastructure has been targeted or damaged in newly retaken areas, limiting residents' access to basic services (health and water/sanitation). Prolonged encampment and confinement situations, in particular for those with limited or sub-standard access to work, other livelihood means and lack of basic services (health and water-sanitation) increase public health hazards to which IDPs and/or detainees are exposed. Poorly organised Camp Coordination and Camp management (CCCM) mechanisms can hinder coordination of basic services. Provision of CCCM will continue to be required, unless the Government takes over, or the IDPs are able to leave the camps.

Overall, the need for Mental Health and Psychosocial Support (MHPSS) and physical rehabilitation are not being met. For those in the greatest need and while governmental primary/secondary health services provision are not yet adequate humanitarian relief agencies will continue to contribute by providing direct services.

Education in Emergencies / Child Protection

School closures and the destruction of learning spaces, teacher shortages and loss of documentation result in 3.3 million children needing education support, especially in displacement and conflict-affected areas. Non-formal pathways into education and child protection services are required, including catch-up classes and support to transition back into formal school, and psycho-social support for children.

Disaster risk reduction, resilience and self-reliance

⁸ See UNICEF reporting (30/04/2018):

<https://reliefweb.int/sites/reliefweb.int/files/resources/UNICEF%20Iraq%20Humanitarian%20Situation%20Report-%20April%202018.pdf>

Iraq is also prone to natural disasters: being Iraq a middle-income country, the main burden of risk management and responding to man-made and natural hazards should fall on the Government. As a minimum, all humanitarian aid should be risk-informed, offer appropriate protection and incorporate contingencies.

3. HUMANITARIAN RESPONSE

1) National / local response and involvement

Local communities and authorities continue to be first responders to this crisis, particularly in more remote retaken areas. Public government services have largely resumed. The national development plan (2018-2022) and the Iraqi Vision 2030⁹, set a mid-term framework for the reconstruction and development of the country.

2) International Humanitarian Response

The 2015-2019 United Nations Development Assistance Framework (UNDAF) provides a framework for the UN engagement with the host government plans, while the Iraq Recovery and Resilience Programme (RRP) sets out synergies and linkages between humanitarian and development support.

The UN-led Inter-Agency Standing Committee removed the L3 classification of Iraq in January 2018. The cluster system has been maintained however with the growing need of redefining coordination with government and stabilization stakeholders. As of August 2018, the 2018 Iraq Humanitarian Response Plan (HRP) reached 64.5% coverage (request: USD 568.7 million). Extra USD 141.3 million are committed in humanitarian aid outside the HRP. The Syria Regional Refugee and Resilience Plan's (3RP) for Iraq is funded at 11.5% (request: USD 226.8 million)¹⁰.

3) Constraints and DG ECHO response capacity *in terms of:*

Partners (presence, capacity); absorption capacity on the ground and efficiency

Through 2019, humanitarian organizations not set-up in Baghdad will struggle to operate. Almost all will need to register with the central government. Physical presence in Baghdad will also help with managing human resource issues, such as visas and work permits with the Iraqi Federal government. Partners will also need to have a good understanding of government run services, early recovery/resilience models, and development modalities/objectives. Mainstreamed knowledge of humanitarian principles and humanitarian protection remain critical.

In 2019, the provision of targeted, specialized high impact humanitarian services will be considered. DG ECHO will support the efficient delivery of tangible, quality services, ensuring adequate monitoring. Programming aimed at facilitating more durable relief solutions, with foreseen exit strategies/possibilities for transition to

⁹ The Iraq Vision 2030 is expected to be presented in autumn.

¹⁰ UNOCHA FTS, Iraq: <https://fts.unocha.org/countries/106/summary/2018>

local systems, will be promoted. Balanced assistance, protection and advocacy efforts are to be developed. A significant emergency response capacity, to deliver quality humanitarian aid in conflict, in unforeseen eventualities, will also be needed.

Security, administrative and / or logistics obstacles

The spread of operations along multiple governorates and the existence of two coordination nodes in country (Baghdad and Erbil) may challenge the representation of humanitarian actors. The challenges faced by the relief community are largely administrative: work permits, visas and registration. Movements between the KR-I and federal Iraqi territory remain subject to special administrative procedures. Movements across federal Iraq are largely unrestricted.

Risks and opportunities for DG ECHO's partners to work with local implementing partners

Most FPA partners work with national implementing partners. This is entirely acceptable to DG ECHO, where it provides the best way to ensure an effective and efficient response. Investment in capacity building of local implementing partners is encouraged.

4) Envisaged DG ECHO response and expected results of humanitarian aid interventions.

Targeted humanitarian aid, for those in greatest and most urgent need, comprising emergency education and protection, including for people unable or unwilling to leave IDP or refugee camps, may be supported, on the basis of unmet humanitarian needs. This could include refugees from Syria. Balanced interventions comprising relief, protection and advocacy (regarding IHL, IHRL and GPID and humanitarian principles) are required in interventions responding to protracted needs and vulnerability.

Partners are expected to 1) further target their actions to ensure a precise focus on unmet humanitarian needs that would not be addressed otherwise; 2) to ensure the principled nature of their modus operandi/decision making. Humanitarian provision of essential public services is to be coordinated with mid-/long-term support strategies and governmental systems, aimed at supporting the timely resumption of government services, for a sustainable response and prospects for future exit strategy. Transitioning of the humanitarian aid response is promoted, including from humanitarian cash programs to reformed social safety nets and mid-/long-term livelihood support.

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

Displaced populations unable to/prevented from returning to areas of origin

Displaced families settled in camp settings, prevented and/or unable to return to their areas of origin, need up-graded camp solutions and continued services. These should ensure, for instance, minimum habitability of camp/out-of-camp shelter options, guarantee availability and quality of domestic/drinking water and sanitation,

accessibility of services for people with special needs, mitigation of protection risks. DG ECHO will support camp consolidation efforts where this is clearly in the interests of the camp residents, while advocating for durable solutions. Access to basic assistance and the available protection-related services will also be provided to out-of-camp populations. In both settings, where local markets are accessible and functional (and allow for equal and safe access to them) and basic commodity prices are stable, emergency multi-purpose cash based assistance, targeted at supporting extremely vulnerable families, is to be privileged, while supporting their transition towards social protection systems and/or to income generation initiatives.

Victims of physical/sexual violence and mental trauma

Dedicated and, targeted humanitarian aid may be considered to complement, support and develop local government capacities. Services should be able to cover the spectrum of victims' needs, ensuring adequate age-/gender-appropriate aid and protection. Assistance to victims of sexual violence will be considered, provided it includes emergency case management services. All health partners should systematically include clinical management of rape and psychosocial support within the service provision, with a clear referral pathway developed at clinic level or displacement site level. Cases of child survivors will be referred to the appropriate partners/mechanisms, including legal support if appropriate and necessary. Mental health interventions are to be integrated into healthcare provision, supporting identification, referral, and follow-up. Psychosocial/psychoeducation activities are to be mainstreamed at community/displacement site level. DG ECHO will also continue to consider support for physical rehabilitation focusing on prosthetics and orthotics services, including for those injured by mines/unexploded devices.

Persons deprived of their freedom

DG ECHO would support humanitarian projects aimed at meeting the basic needs of people in detention, including children, and including legal and administrative assistance. Partners will have to prove capacity to provide basic health care/referral, repair/installation of basic water and sanitation/other essential facilities (such as ventilation/open spaces), provision of basic NFI and seasonal climate-related interventions. Facilitating communication with relatives/restoration of family links, follow up on missing persons files, and tailored legal assistance may also be supported, taking into account the partners' ability to gain meaningful access to sites. Direct provision of basic life-saving aid needs to cover transitional agreements towards government run services.

Education in Emergency (EiE)

Support will continue for EiE in conflict-affected contexts for children out of school or at risk of education disruption. EiE responses should include appropriate child protection responses and referrals, including psychosocial and GBV support. Actions should provide clear pathways for children to (re)integrate into formal education (such as non-formal education options). Contextually appropriate lifesaving and life sustaining skills should be integrated (such as mine risk education). Actions should complement the resumption of government services. Complementarity with other EU services/mid-term/longer-term instruments is expected to be considered.

4. NEXUS, COORDINATION AND TRANSITION

1) Other DG ECHO interventions

In 2018, DG ECHO mobilised EUR 40 million in humanitarian aid to Iraq.

2) Other concomitant EU interventions

The overall EU response in Iraq is set out in the framework of the EU Strategy for Iraq (January 2018), informed by the humanitarian-development Nexus process, for which Iraq is a pilot country¹¹. The EU Regional Trust Fund in response to the Syrian Crisis ('Madad Fund') committed over EUR 70 million to resilience/early recovery in 2016-2018 in Iraq. The EU-Iraq development cooperation comprises assistance for stabilisation, infrastructure and social dimensions of reconstruction as well as reforms addressing political/socio-economic grievances at the root of the conflict.

3) Other donors availability

UNDP has administered the Funding Facility for Stabilization (FFS) since June 2015, with agreed funding as of end of March 2018 at USD 788 million. It is supported by 29 donors, including the EU with contributions of USD 74 million. Mid-long term support is progressively increased by donors.

4) Exit scenarios

Since the bulk of humanitarian needs relate to ongoing displacement, if the conflict situation remains stable, the way forward will depend on IDP returns and the effective implementation of durable solution to displacement. Exit scenarios will also depend on the availability of mid/long term support and resumption of basic services by the Government. Increased efforts towards achieving durable solutions for refugees and IDPs, resilience and development actions will be sought, in line with the joint EU Strategy for Iraq and the Nexus priorities. Beyond humanitarian aid, safety, basic services and livelihood opportunities are urgently needed in retaken areas. This is indispensable also to enable safe, voluntary, dignified and sustainable returns, and to ensure durable solutions to protracted displacement. Concerted EU work within Security Sector Reform has the potential to improve the conditions at places of detention and legal protection for GBV survivors.

¹¹ As per September 2017 FAC Conclusions