

HUMANITARIAN IMPLEMENTATION PLAN (HIP) UKRAINE AND EASTERN NEIGHBOURHOOD

AMOUNT: EUR 26 800 000

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'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 2 – DECEMBER 2019

Despite the efforts of the international community, the humanitarian crisis in eastern Ukraine is deepening with significant unmet needs of the crisis-affected population. After over 5 years of conflict, the humanitarian crisis benefits from less media attention and remains underfunded, i.e. the UN Humanitarian Response Plan 2019 for Ukraine is funded only about 48.8%.

The harsh winter exacerbates the vulnerability of the conflict-affected population, puts at strain their already depleted resources and compels them to further resort to negative coping strategies.

Consequently, an additional allocation of EUR 3 million will be made available to cover unmet needs of the most vulnerable conflict-affected persons during the winter. The following sectors will be prioritised: **winterisation** as well as **health** and **basic needs**.

MODIFICATION 1 – JULY 2019

1. UKRAINE

A protracted crisis of 5 years has increased the vulnerability of the conflict-affected population and led to the further **deterioration of the humanitarian situation** in particularly affected areas along the line of contact and in the non-government controlled areas (NGCA). While humanitarian access to the NGCA has slightly improved since last year, although operational modalities remain extremely limited, humanitarian needs are on the rise, notably due to the depletion of resources of the conflict-affected population and decreasing support both from the de-facto authorities and Russian Federation.

The crisis is still severely underfunded (the UN Humanitarian Response Plan 2019 for Ukraine is funded only in about 28% as of 9 July 2019). On top of regular humanitarian plight, winterization is a recurrent challenge, and winter compels conflict-affected population to resort to negative coping strategies.

An additional allocation of EUR 5 million will help covering the needs of the most vulnerable conflict-affected persons in the NGCA and along the line of contact (up to 5 km). The following sectors will be prioritised:

- **Winterisation:** provision of coal / heating/ Non Food Items (NFI) kits distribution,
- **Health:** support to key health care facilities in need of urgent repairs, and provision of small equipment; reinforcement of primary healthcare (fixed and mobile medical units) through supply of medical equipment and medicines, capacity building and supporting the patient referral system.
- **WASH:** emergency support to water facilities; water trucking (as last resort); WASH rehabilitation in educational and health institutions,

Upon availability of funding, support may also be considered for basic needs and shelter sectors.

The funding will also be used to extend the support to Ukrainians who have fled to the Russian Federation and find themselves in a very precarious situation, as due to their irregular status / ongoing asylum procedure they cannot benefit from assistance and basic social and health services. The support should encompass the provision of food vouchers, health assistance and protection.

2. BOSNIA AND HERZEGOVINA (BiH)

The recent deterioration of the humanitarian situation in BiH, notably in the Una Sana Canton (USC) together with the worsening security environment, restrictions imposed by the authorities and complex political environment, require an urgent humanitarian response. Overall, 12 000 People of Concern (PoC) arrived to BiH since January 2019 until the beginning of July, while around 8 000 PoC are estimated to be present in the country. Due to the lack of accommodation capacities and the restrictive measures imposed by the authorities (including forced disembarkations at the border of the USC, police raids followed by forced transfers of migrants to a new site of Vucijak putting in danger PoCs' safety), the number of PoC outside the emergency collective centers is increasing, and amounts to nearly half of the caseload.

Consequently, while new sustainable reception facilities should be established under mid-term funding, humanitarian contribution will strengthen the emergency outreach assistance to those in need. The additional allocation of EUR 2 million will also allow extending support given by the organisations already providing first line emergency response to the beneficiaries, in the sectors of health and protection, and addressing the existing gaps. A structured and detailed advocacy strategy should be embedded in the proposed Actions. DG ECHO is strongly committed to supporting coordination mechanisms throughout all aspects of the response; therefore, all actions should be formally discussed with the relevant humanitarian coordination bodies. In order to strengthen the existing synergies within or in-between sectors, DG ECHO strongly encourages the setting up of strategic partnerships among the actors.

1. CONTEXT

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

- 1) Ukraine
- 2) The Western Balkans : Albania, the former Yugoslavia Republic of Macedonia, Kosovo¹, Serbia, Bosnia and Herzegovina, and Montenegro
- 3) The rest of the Eastern Neighbourhood : Armenia, Azerbaijan, and Georgia (South Caucasus); Belarus, Moldova

UKRAINE

DG ECHO's Integrated Analysis Framework for 2018-2019 identified high humanitarian needs in Ukraine. The vulnerability of the population affected by the crisis is assessed to be very high. Ukraine's INFORM risk index ranks at 5.4/10², and Human Development Index at 0.7/1³. According to DG ECHO's Forgotten Crisis Assessment the humanitarian impact of the conflict in eastern Ukraine is a "*forgotten crises*"⁴.

After almost five years of conflict, the situation in eastern Ukraine remains extremely volatile. In 2019, the situation is expected to be even more unpredictable, notably due to presidential elections in March.

Since early 2018 access for humanitarian actors has slightly improved in the Non-Government Controlled Area (NGCA), whereby a few additional DG ECHO partners have been granted permission to operate. Although operational modalities remain restricted, there is a window of opportunity to scale up the assistance. There is a decreased engagement from humanitarian donors, not yet adequately replaced by development/reform support actors in the Government-Controlled Areas (GCA). In return, the prospects for a humanitarian-development nexus approach remain impossible in the NGCA due to the political conditions. Moreover, the lack of efficient central coordination inside the government, coupled with the absence of a comprehensive legislative framework, undermines the quality of and opportunities for humanitarian responses.

OTHER COUNTRIES

In the beginning of 2018, the so-called 'coastal sub-route' emerged, through which refugees and migrants have been transiting from northern Greece through Albania and Montenegro or through the former Yugoslav Republic of Macedonia and Serbia to Bosnia Herzegovina (BiH) to reach Croatia and Slovenia. Until 10/2018, over 14 000 refugees and migrants reportedly passed through BiH, many of them in need of humanitarian assistance.

Should there be a new significant influx of refugees and migrants in the Western Balkans, funding of life-saving activities might be considered, based on sound needs

¹ This designation is without prejudice to positions on status, and is in line with UNSCR 1244/1999 and the ICJ Opinion on the Kosovo declaration of independence

² <http://www.inform-index.org/Countries/Country-profiles/iso3/UKR>

³ <http://hdr.undp.org/en/countries/profiles/UKR>

⁴ http://ec.europa.eu/echo/what/humanitarian-aid/needs-assessments_en

assessment. Since there is continued influx of refugees and migrants in Bosnia and Herzegovina, funding will be made available to respond to the needs and to fill the gaps.

The entire region of South Caucasus is exposed to natural hazards, such as earthquakes, landslides, floods, mudflows, droughts, avalanches and extreme temperatures. However, while the frequency of hazards and numbers of affected people are increasing, the numbers of casualties are decreasing, as result of a better preparedness of the population. In case of any unforeseen, large-scale natural disasters, as well as to potential conflict-related emergencies, such as resumption of armed hostilities over Nagorno-Karabakh, funding of life-saving activities might be considered, based on a sound needs assessment.

The remainder of this Humanitarian Implementation Plan refers solely to the Ukraine conflict humanitarian crisis.

2. HUMANITARIAN NEEDS

1) People in need of humanitarian assistance

The estimated number of most vulnerable people in need of humanitarian assistance is **3.4 million**⁵, composed of the population living in the NGCA and in the areas along both sides of the contact line.

A) The Non-Government Controlled Areas.

In terms of vulnerability, the NGCA can be divided into two subzones:

- i. **Areas near the contact line on the NGCA side (within a radius of 0 to 5km)** are characterised by very high vulnerability. Persons living in this area are regularly exposed to threats against life and safety (shelling, mines), some of which constitute violations of International Humanitarian Law (IHL). The population (around 0.4 million) lives in extremely precarious conditions. Essential social services are largely unavailable. This population has very limited access to markets and transport facilities. Access to water is often disrupted. The overall humanitarian situation is highly severe.
- ii. **In the rest of the NGCA**, the vulnerability of the population (around 2.3 million) remains high, with limited access to essential services, markets and livelihood/job opportunities. The context is characterized by the absence of rule of law, deprivation of liberty, arbitrary arrests and continuous violations of International Human Rights Law (IHRL). The negative socio-economic trend may prompt additional exodus from the area. The situation of people in social institutions is of concern, due to an inadequate level of service provision. Reduced freedom of movement across the line of contact and continued difficulties in accessing social benefits raise several protection concerns. The overall humanitarian situation is severe.

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https://www.humanitarianresponse.info/sites/www.humanitarianresponse.info/files/documents/files/ukraine_humanitarian_response_plan_2018.pdf

B) The Government Controlled Areas.

- i. **Areas near the contact line in the GCA** are characterized by very high vulnerability. The population (estimated at 0.2 million within a radius of 0-5 km) – a large proportion of which are elderly⁶ – is often exposed to violent incidents in densely populated areas and remote villages. The access to basic public services is very limited. Notably, the health sector is affected by an exodus of health professionals and lack of access to medical supplies and referral centers. Protection and access to water are also critical concerns. The humanitarian situation is exacerbated by the increasingly disrupted access and supply routes and the inability of authorities to restore basic services.
- ii. **Other areas of government-controlled territories of Donetsk and Luhansk Oblasts.** The most vulnerable population is composed of IDPs and returnees. IDPs are spread throughout the country but the main areas of displacement are close to the conflict-affected provinces of Donetsk and Luhansk Oblasts (about 55% of registered IDPs)⁷. The main needs of IDPs are related to access to social services, housing and employment. Early recovery and development/reform support programming need to be gradually stepped up, in order to promote IDP integration and build their resilience.

C) Neighbouring countries

D) Hundreds thousands of Ukrainian refugees are located in the Russian Federation⁸ and in Belarus⁹. Some of them are very vulnerable and require support for basic needs and health.

2) Description of the most acute humanitarian needs

Health/Mental Health and Psychosocial support (MHPSS): Out of the 66% of healthcare facilities reported damaged along the ‘contact line’, 48% are still in need of rehabilitation¹⁰. Shortage of medical professionals, and high costs of medical treatment and medicine affect most of the elderly population. In the NGCA, supply lines for vaccines, tuberculosis, HIV, cancer treatments and other specialized drugs are unreliable and deficient. The urgency of addressing PSS and MHPSS is a growing humanitarian concern; “case management” needs to be promoted. Environmental health is also an

⁶ http://www.reachresourcecentre.info/system/files/resource-documents/reach_ukr_situation_overview_aba_overview_july_2017_0.pdf

⁷ <https://app.powerbi.com/view?r=eyJrIjoiZDU3MDEyNDgtZWVhNy00ODBlLWl0ZDYtMmJiZDQyMzExZGJkIiwidCI6ImU1YzZMOTgxLTUyNjQ0NDZlNC04YTBlLTUyNDNkMmFmODBiZSIsImMiOiJh9>

⁸ <http://reporting.unhcr.org/sites/default/files/pdfsummaries/GR2017-RussianFederation-eng.pdf>
According to UNHCR, since 2014 the number of Ukrainian temporary asylum seekers in Russian Federation stands at 449,500 people.

⁹ <http://www.ifrc.org/en/what-we-do/where-we-work/europe/belarusian-red-cross/>. According to the Emergency Appeal of IFRC for Belarus (published on 30 June 2017).

¹⁰ <https://fts.unocha.org/countries/234/summary/2018>

important concern. Industrial sites and hazardous substance storage, if shelled, could cause major public health problems. Acute risks of water-related diseases regularly affect the population.

Shelter/Non-Food Items (NFIs): The hostilities continue causing a significant level of destruction of private housing and civilian infrastructures, particularly in urban or semi-urban areas. In the GCA, up to 10 000 households are estimated to be impacted by different levels of damage, including fully destroyed housing¹¹. There is no regulatory framework to address judicial claims for compensation, as well as public budget to repair damaged infrastructures. The situation is even worse in the NGCA due to the predominantly urban nature of frontline communities. Due to the sharp increase in prices, Non-Food Items (NFIs) in the market are not affordable for the most vulnerable.

Food security: the current crisis has impacted the regular local supply chain in the East and eroded the resident population's purchasing power. According to the Humanitarian Needs Overview 2018¹², food insecurity has doubled since 2016, with 1.6 million people considered as food insecure. Access to food is mostly hampered by the increase of prices, rather than access to markets, and lack of financial means¹³. The very cold winter period poses significant additional challenges to food security with a requirement for higher caloric intake.

Protection: The population living in the conflict zone is constantly under security threat and in need of humanitarian protection. The high concentration of military and armed groups has increased the risk of gender-based violence. The protracted nature of the conflict generates an increasing need for legal assistance. People in the NGCA need access to documentation to be recognized by the GCA and obtain social entitlements, including pensions. The Housing, Land and Property rights of the population have also been affected by destruction, unauthorized use and confiscation of land and property. The contact line in Ukraine has become among the most mine-contaminated stretches of land in the world, with the largest number of casualties at global level¹⁴.

Water, Sanitation and Hygiene (WASH): Since the beginning of the conflict, up to two million people especially in the NGCA and along the line of contact have been affected by regular interruptions of water supply due to repeated shelling of water supply infrastructure. Shortages in water supply have led to the failure of central and individual heating systems and to problems with water quality and wastewater systems. The security situation has a huge impact on maintenance and reparation of the damaged piped water network and the water treatment plants in the frontline areas. There are recurrent threats to cut water supply because of unpaid bills by both parties. A political agreement needs also to precede and accompany any potential more sustainable solution on water supply.

¹¹ Idem.

¹² <https://www.humanitarianresponse.info/en/operations/ukraine/document/ukraine-2018-humanitarian-needs-overview-hno>

¹³ http://fscluster.org/sites/default/files/documents/joint_food_security_assessment_on_gca_ngca_-_summary_report_.pdf

¹⁴ https://www.humanitarianresponse.info/sites/www.humanitarianresponse.info/files/documents/files/2018_02_protection_cluster_-_mine_action_en_0.pdf

Education in Emergencies: The conflict has resulted in significant gaps in learning, non-availability of specialized teachers and inability of many families to meet education costs. It is estimated that around 220 000 pupils and educators are in need of assistance, to get access to safe and protective schools. Since the start of the conflict, up to 800 schools have been damaged¹⁵. As hostilities continue, there is a need for emergency repair (including WASH facilities), provision of key education materials and supplies, essential support and training for teachers and students in PSS and life skills. Several children and teachers suffer from accumulated trauma or living several years under extreme stress and fear.

Disaster Risk Reduction (DRR): Ukraine's feature is multiple and ever-widening technological hazards, the situation which has further substantially aggravated due to the conflict. This exacerbated already existing trends of general neglect and inability to cope with the threats, such as major environmental or industrial disaster. These threats, in turn, may lead to potential serious and dangerous humanitarian consequences and could trigger significant population displacements.

3. HUMANITARIAN RESPONSE

1) National / local response and involvement

The setting up of the Ministry of Temporary Occupied Territories and IDPs and the Government of Ukraine (GoU) Action Plan towards citizens of the NGCA adopted in January 2017 are positive measures.

The civil society continues to play a pivotal role in delivering aid to conflict-affected populations, including IDPs. However, restrictions affecting the humanitarian space in the NGCA still seriously hamper the delivery of humanitarian assistance.

2) International Humanitarian Response

The 2018 UN Humanitarian Response Plan (UN HRP) targets the 3.4 million most vulnerable among the 4.4 million conflict-affected people. The funding requested decreased from USD 214 million in 2017 to USD 187 million in 2018¹⁶.

The low level of funding of the protracted crisis (as of September 2018 the UN HRP is funded by 28.8% only¹⁷) underscores donor fatigue. For 2019, DG ECHO will advocate for a stronger priority setting at the level of the UN HRP, as well as for multi-annual planning and shift to a humanitarian-development nexus approach within the Humanitarian Country Team (HCT) for the GCA. Despite some progress since early 2018, the international humanitarian presence in the NGCA is still patchy, limited, and

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https://www.humanitarianresponse.info/sites/www.humanitarianresponse.info/files/documents/files/ukraine_humanitarian_needs_overview_2018_en_1.pdf

¹⁶ <https://www.humanitarianresponse.info/en/operations/ukraine/document/ukraine-2018-humanitarian-response-plan-hrp>

¹⁷ <https://fts.unocha.org/countries/234/summary/2018>

needs to be further developed. Upon a presumed opening of access in the NGCA, in July 2018 the UN approved USD 5.9 million for additional humanitarian aid in the NGCA.

Since the beginning of the conflict, the EU Member States have allocated EUR 228.1 million in humanitarian aid.

3) Constraints and DG ECHO response capacity

The successful implementation of DG ECHO-funded programmes will depend on its partners' capacity to access people in need of humanitarian assistance both in the GCA and in the NGCA, and to implement well-targeted and well-designed programs. The humanitarian response is still being constrained by ceasefire violations at the contact line, and by bureaucratic and political impediments, which has limited free access to the NGCA and in the areas along the contact line. A potential escalation of violence could quickly raise the level of insecurity, further hampering implementation and follow-up of humanitarian operations. Upgraded legislation and regulatory framework is also paramount to ensure speedy and smooth delivery of humanitarian assistance. DG ECHO will continue to advocate for improved humanitarian space and humanitarian access at all levels and with all parties to the conflict.

4) Envisaged DG ECHO response and expected results

DG ECHO will prioritize assistance to the most vulnerable people affected by the conflict in Ukraine, wherever the needs arise, focusing on two main categories (by order of priority):

- a) The population in need living along the contact line (within a 0-5km radius) both in the GCA and the NGCA, most directly affected by the fighting. This caseload is estimated at 0.6 million persons¹⁸. DG ECHO will strive to cover needs in the most conflict-affected areas (albeit with paying necessary attention to security considerations).
- b) The particularly vulnerable resident population in the NGCA beyond the contact line, which is estimated at 1.8 million persons.

IDPs outside the NGCA and the contact line area are expected to be covered by early recovery and development/reform support actors, as well as the government, through regular social safety nets and/or targeted social protection and recovery schemes.

DG ECHO's intervention will take place in line with the EU Joint Humanitarian and Development Framework (JHDF) for Ukraine 2017-2020, which aims at facilitating the coordination and transition between humanitarian aid, early recovery and development/reform support for the conflict affected populations and regions.

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https://www.humanitarianresponse.info/sites/www.humanitarianresponse.info/files/documents/files/ukraine_humanitarian_needs_overview_2018_en_1.pdf

Considering funding limitations and limited humanitarian access to the NGCA, DG ECHO will prioritize the following four sectors in their order of appearance:

- a. **Health (including MHPSS):** DG ECHO will continue to provide emergency and primary health services and address the gaps in secondary/tertiary health care, mainly surgery for war wounded persons. It will strengthen primary healthcare (fixed and mobile medical units) through supplying medical equipment, medicines and capacity building and reinforcing the patient referral system.
- b. **Shelter & NFIs:** DG ECHO will support the enhancement of housing conditions of the conflict-affected population through urgent rehabilitation and repair works of conflict-damaged accommodation in light to medium categories and not excluding light repairs of potential fresh damages. Civilian infrastructures, such as school and health facilities, may also be supported with light rehabilitation. DG ECHO will also support the supply of NFIs for **winterization**.
- c. **Basic Needs:** DG ECHO will support the most effective and efficient modality of providing basic needs assistance, using multi-purpose cash or vouchers whenever possible and justified or through in-kind assistance. Funding of livelihood opportunities might also be considered for the contact line settlements in the GCA and in the NGCA in terms of income-generating support and revival of local economy.
- d. **Education in Emergencies:** DG ECHO will support actions aiming at ensuring access to safe, quality and accredited primary and secondary education, provision of life-saving and life-sustaining skills and protection for pupils. Gaps in conflict-related repairs, school equipment, education materials, capacity building, non-formal and life skills education, as well as advocacy and technical support will also be addressed whenever relevant.

DG ECHO will also support initiatives designed to address **protection risks and violations** in an integrated manner, ensuring centrality of protection and protection sensitive targeting in all activities. Dedicated standalone protection activities (including PSS, Mine Action, Information, Counselling and Legal Assistance - ICLA services) will also be considered. The “case management” approach in PSS, and generally in protection, will be given extra attention.

DG ECHO may also address the **WASH** issues and will take into consideration the specific requirements imposed by the harsh winter in Ukraine.

DG ECHO will support **humanitarian advocacy** activities, which aim at raising awareness about the humanitarian crisis and at improving the local and international response to the needs highlighted above.

DRR: DG ECHO will facilitate the access to improved knowledge and understanding on industrial/environmental risks linked to the conflict in Donbass, as well as support the capacity building of ‘First responders’ capacities, including enhancing rapid reaction mechanisms and Disaster Response plans.

4. NEXUS, COORDINATION AND TRANSITION

The JHDF for Ukraine 2017-2020 will feed in annual plans of action by DG ECHO and other EU instruments for assistance in response to the impact of the conflict in eastern Ukraine. The approach will be subject to annual review taking into consideration the evolution of the conflict, the nation-wide reform processes and the impact and experiences from implementing assistance projects.

1) Other DG ECHO interventions

In 2014, 2015, 2016 and 2017 DG ECHO allocated respectively a total of EUR 11.3 million, EUR 32 million, EUR 28.4 million and EUR 20 million. In 2018, HIP Ukraine 2018 was adopted and amended in March and in August 2018, for a total amount of EUR 24 million¹⁹.

2) Other concomitant EU interventions.

Under the European Neighbourhood Instrument (ENI)/European Neighbourhood and Partnership Instrument (ENPI), over EUR 25 million were allocated in response to the conflict in eastern Ukraine between 2014 and 2017. In 2017, a comprehensive EUR 50 million programme in support of good governance, economic development, community security and sectoral reforms and structural adjustments in the GCA of Donetsk and Luhansk regions was adopted under ENI funding. This large-scale action reflects the *nexus* approach to the conflict response and lays the basis for more reform support-oriented action in the GCA, including, in conjunction with humanitarian assistance, as close as possible to the contact line.

Instrument contributing to Stability and Peace (IcSP) managed by the Foreign Policy Instruments Service of the Commission has since 2014 allocated EUR 36.7 million to support IDPs and conflict-affected populations through notably human rights monitoring, regional media support, women's empowerment and mine-related actions. In 2017/2018, IcSP has funded two projects aiming at strengthening the resilience of adolescents and youth by enabling them to develop coping mechanisms and conflict-resolution competencies. IcSP's engagement in Ukraine will remain as robust as it was thus far with future initiatives including more of mine action activities.

3) Other donors availability

Different EU Member States, the World Bank, the European Investment Bank, the Japanese government, the Canadian Government, USAID, DFID, among others, provide support in eastern Ukraine. However, development efforts are constrained with the unpredictability and volatility of the situation in the Donbass region. As for the NGCA, development donors are unlikely to provide any support. 'Reconstruction programmes' funded by the Russian Federation have reportedly stopped in 2017.

4) Exit scenarios

¹⁹ https://ec.europa.eu/echo/sites/echo-site/files/echo_ukr_bud_2018_91000_v3.pdf

DG ECHO will continue advocating for opportunities to seek longer-term commitments from development/reform support donors in the GCA, while humanitarian assistance will continue covering the contact line and the NGCA. DG ECHO will also advocate for the humanitarian dimension being captured in the implementation of the recommendations made by the Ukraine Recovery and Peace-building Assessment (RPA)²⁰ and similar exercises, which will frame the Ukrainian Government's and donors' priorities for the next years.

Any DG ECHO exit strategy in the GCA will be based on a specific implementation of the JHDF 2017-2020 for Ukraine. No exit strategy in the NGCA could be currently envisaged in view of the political context.

²⁰ https://ec.europa.eu/echo/sites/echo-site/files/echo_ukr_bud_2018_91000_v3.pdf