

HUMANITARIAN IMPLEMENTATION PLAN (HIP)

Small Scale Humanitarian Response to disasters

The activities proposed hereafter are still subject to the adoption of the financing decision ECHO/WWD/BUD/2013/01000

1. CONTEXT

The human and economic losses caused by natural and man-made disasters are devastating. The impact of these events is exacerbated by socioeconomic factors such as high population density, fast demographic growth, inequality and poverty. This vulnerability stems from the pattern of socioeconomic development as well as inadequate risk management policies. Given the recurrent nature and frequency of natural and man-made disasters in the concerned regions, local coping capacity is strained, and particularly the poorest strata of society are becoming more and more vulnerable.

Because of high social inequality, vulnerability is often concentrated in given geographical areas (e.g. rural and/or remote) and social groups (i.e. indigenous and ethnic groups) and macroeconomic indicators can mask such local vulnerability.

Small-scale disaster events affect a relatively limited number of people, but have a serious negative impact on the livelihood of those populations. Small-scale disasters often occur in remote or isolated areas, rarely trigger a declaration of emergency and usually do not figure prominently in the news despite the serious humanitarian needs they create locally.

In the context of larger disasters, even in countries with relatively developed disaster management capacities, national response to disaster events may leave gaps of uncovered needs, related to social inequality, isolation, under reporting of events and/or inadequate capacity at local level, where only a limited humanitarian intervention is needed. Aggregate figures on the impact of disasters often hide significant inequalities, including geographic inequality, inequality between groups (gender, ethnic and race differences).

These events not only cause considerable suffering, death and damage but also the loss of household assets and livelihoods. An accumulation of shocks, even if each is relatively small, can push vulnerable populations into a vicious circle of destitution and further vulnerability, from which they struggle to recover.

Those most affected by disasters are vulnerable populations often suffering from exclusion and extreme poverty. This also holds true for countries which look relatively well off from a macro-economic perspective, where inequity and vulnerability are concentrated in given geographical areas (i.e. rural, remote, urban) and social groups (i.e. indigenous or ethnic groups). Thus, while disaster response capacity may exist at national level, pockets of unmet needs may remain.

Climate change increases disaster risks, changing the magnitude and frequency of extreme events, thus eroding further coping and response mechanisms, as well as disaster management and planning patterns.

There are large disparities in coping capacities both between countries and within countries. Many communities and local institutions lack awareness, knowledge, expertise and resources, resulting in accrued vulnerabilities.

2. HUMANITARIAN NEEDS

(1) Affected people/potential beneficiaries

The potential target population out of the total population is difficult to estimate as a range of factors can affect needs, including: the number of disasters which occur, the level of coping capacity of the affected population, the capacity of the authorities to provide effective relief, the response of the international community. During the last ten years, an average of 243 million people globally was affected by natural disasters annually. Millions of people are similarly affected each year by man-made disasters, many of them in a protracted manner. Humanitarian needs related to more devastating events are generally met by other humanitarian instruments and actors, whether national or international, while smaller scale needs frequently remain unmet.

The impact of disasters is highest where vulnerability is highest and response capacity lowest. Based on these considerations and factoring in the existing level of inequality, the target population of this decision is vulnerable people affected by disasters where there are unmet humanitarian needs and a small scale response is adequate.

(2) Description of most acute humanitarian needs

The Center for Research on the Epidemiology of Disasters (CRED) groups natural disasters in five main categories¹: hydro-meteorological disasters (such as floods, landslides, avalanches); geophysical disasters (for instance earthquakes, volcanic eruptions); climatological disasters (such as drought, extreme temperatures and wildfires); meteorological disasters (e.g. hurricanes, tropical storms) and biological disasters (for instance epidemics, insect infestation).

Any of these natural disasters and conflicts or other man-made disasters can generate humanitarian needs for which authorities do not provide an adequate response and where the affected populations themselves do not have the capacity to respond.

Experience has shown that, while response to larger, more visible events is generally attended to, small-scale humanitarian needs frequently remain unmet. A variety of factors contributes to this situation: smaller scale disasters are unreported and/or are overshadowed by more devastating events; national capacity exists but leaves pockets of unmet needs among isolated marginalized communities; small scale unmet humanitarian needs are "silent disasters" where one shock after another, even if each is relatively small, can push vulnerable populations into a vicious circle of destitution and further

¹ CRED Crunch Issue No. 13, July 2008

vulnerability, from which they struggle to recover; finally, the administrative burden of launching specific funding arrangements for a small amount may deter response. This holds particularly true for small but recurrent events such as floods and extreme temperatures. It also holds true for response to droughts, mostly due to the long and silent evolution of drought periods and the related difficulties in assessing affected people and economic damage.

Population growth and rural-urban migration, together with growing income inequality and environmental pressure result in a permanent increase of the number of extremely vulnerable people living in disaster prone areas.

Preparedness activities are not a priority and/or National contingency plans are not sufficiently funded. This is particularly true at local level, leaving vulnerable communities and their authorities with few coping capacities in the event of disaster.

At least one of the two following criteria for intervention must be fulfilled:

- extent of damage: the number of affected people is less than 100,000;
- unmet needs (gaps left by ongoing assistance), where an intervention limited to a maximum amount of EUR 300,000 is sufficient to cover unmet needs.

3. HUMANITARIAN RESPONSE

1) National/local response and involvement

Weak capacity at national and/or local level may hinder the provision of humanitarian assistance to the affected population. The Small Scale Response instrument facilitates response to local, isolated and relatively neglected disasters where the impact is significant and the local response capacities are overwhelmed. Actions funded under this HIP must be coordinated with local authorities.

Disaster preparedness is generally still weak at local level, and many local communities are subsequently ill prepared to face the consequences of disasters. Actions will aim to strengthen the capacity of local communities and authorities to respond to emergency situations caused by disasters.

Complementarities should be sought with the other components of DG ECHO's² "Extended Emergency Toolbox", such as funding under the IFRC's DREF. Similarly, links should be made whenever possible with DG ECHO's Disaster Preparedness programme (DIPECHO) and with other EU-funded activities.

2) International Humanitarian Response

There is a need for external help to carry out integrated actions that enable assistance to be provided to the most vulnerable people and their communities. However, while response to larger, more visible events is generally attended to, small-scale humanitarian

² The European Commission's Directorate General for Humanitarian aid and Civil Protection

needs frequently remain unmet. Actions funded under this HIP will complement actions by other donors, and will integrate advocacy to the extent possible.

3) Constraints and DG ECHO response capacity

Access to more isolated communities may be a constraint.

Political, social and/or security instability can create severe working constraints as well as logistical problems.

Additional natural disasters could hamper the smooth implementation of operations.

Lack of involvement of authorities could undermine the continuity/sustainability of DRR actions.

4) Envisaged DG ECHO response

This HIP will facilitate appropriate support to populations affected by disasters in terms of emergency response and preparedness where local response is insufficient, whether in cases of small-scale disasters or in disasters of a somewhat larger scale where there are unmet humanitarian needs, and for which a small scale intervention is adequate. It will allow a rapid respond to those disasters where the number of affected people is low, or the unmet needs are not significant enough to prepare a specific HIP. Particular attention will be given to mainstreaming disaster risk reduction and disaster preparedness into the response to the extent possible, to reduce vulnerability to future events and increase coping capacity.

Actions will aim to strengthen the capacities of local communities and authorities to respond, thus increasing their resilience.

Activities might include:

Water and sanitation: provision of safe drinking water, basic rehabilitation of water and sanitation infrastructure, source and home water treatment, set up of safe excreta disposal, solid waste management, source protection/rehabilitation, basic hygiene awareness campaign such as hand washing campaign with soap distribution.

Food assistance and nutrition: distribution of food aid/cash/vouchers; food-for-work, cash-for-work, provision of food preparation and food storage materials (e.g. cooking sets, fuel); supplementary or complementary feeding for the treatment of acute malnutrition.

Basic emergency livelihood support (agricultural and non-agricultural): rehabilitation of livelihoods; provision of basic agricultural inputs (seeds, tools, small scale irrigation systems etc.); income-generation activities; strengthening resilience to future shocks.

Health: health education campaigns, basic preventive and curative health care, vaccination, psychosocial support, provision of drugs and medical inputs.

Non-food items: provision of hygiene/domestic kits, distribution of mosquito nets, etc.

Emergency rehabilitation of schools and other vital infrastructures: repair of roofs, water and sanitation systems in the affected buildings; cleaning of and basic equipment for schools and other vital infrastructures used as temporary shelters.

Shelter: assist with repair and provide shelter kits, including basic construction materials such as steel roofing materials, cement, steel, etc. Training on safe housing construction (typhoon/flood/earthquake resistant shelter) and increase people's awareness on hazard related risks and how they can increase their resilience to those risks.

Disaster preparedness: strengthen local capacities in risk management and disaster preparedness, preparation/revision of contingency plans revision, enhancing the equipment of local preparedness committees for disaster response, mitigation works to protect vital infrastructures etc.

Protection: provide protection support (e.g. during temporary displacement), capacity building and awareness programmes on domestic and Gender Based Violence and legal aid programmes.

Support to emergency communications.

Logistics and coordination (e.g. information sharing, planning, systematization).

4. LRRD, COORDINATION AND TRANSITION

Humanitarian aid will be coordinated with DG ECHO's Disaster Preparedness programme DIPECHO, with any interventions deployed under the EU Monitoring and Information Centre (MIC) and with longer-term disaster risk reduction activities programmed under development funding. In the design of the intervention due attention will be paid to incorporating links with more structural development interventions.

DG ECHO and its partners should continue looking for the involvement of development donors in order to give sustainability to its funded initiatives.

Relief projects funded by DG ECHO cover a limited period of time and certain aspects of the vulnerabilities identified in the affected populations cannot be tackled by humanitarian interventions. In this sense, a link between relief, rehabilitation and development (LRRD) depends on the synergies between DG ECHO and actions funded by development partners, including EU funded interventions, including under specific Budget Lines such as Non State Actors and Local authorities, Climate Change programmes, Instrument for Stability.

5. OPERATIONAL AND FINANCIAL DETAILS

The provisions of the financing decision ECHO/WWD/BUD/2013/01000 and the general conditions of the Partnership Agreement with the European Commission shall take precedence over the provisions in this document.

5.1. Contacts³

Operational Unit in charge: ECHO/B/5

Contact persons at HQ: Dorothy Morrissey
(Dorothy.Morrissey@ec.europa.eu)

5.2. Financial info

Indicative Allocation: EUR 3,000,000
Small-scale/epid.: Humanitarian Aid: EUR 3,000,000

5.3. Proposal Assessment

Assessment round 1

- a) Description of the humanitarian aid interventions relating to this assessment round: all interventions as described under section 3.4 of this HIP.
- b) Indicative amount to be allocated in this round of proposals: up to EUR 3,000,000.
- c) Costs will be eligible from: 01/01/2013.⁴
- d) The expected initial duration for the Action is up to 12 months.
- e) Potential partners: All DG ECHO Partners
- f) Information to be provided: Single Form
- g) Indicative date for receipt of the above requested information: from 01/01/2013 onwards
- h) Commonly used principles will be applied for the assessment of proposals, such as quality of needs assessment, relevance of intervention sectors, knowledge of the country / region and capacity of the organization in the field.

³ Single Forms will be submitted to DG ECHO using APPEL (e-SingleForm)

⁴ The eligibility date of the Action is not linked to the date of receipt of the Single Form. It is either the eligibility date set in the Single Form or the eligibility date of the HIP, whichever occurs later.