

HUMANITARIAN IMPLEMENTATION PLAN (HIP) LATIN AMERICA AND THE CARIBBEAN

The full implementation of this version of the HIP is subject to the adoption of the decision amending Decision C(2017) 8863

AMOUNT: EUR 32 900 000

The present Humanitarian Implementation Plan (HIP) was prepared on the basis of financing decision ECHO/WWD/BUD/2018/01000 (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

Third Modification – 6 August 2018

Colombia

In Colombia, the humanitarian situation is deteriorating sharply, particularly along the Pacific Coast and in the North-Eastern regions, due to a massive resurgence of violence. The changing trend in the internal conflict dimension has been so far overshadowed by the regional impact of the Venezuelan crisis.

The first half of 2018 has seen a significant increase in violent activities by armed groups (ELN, EPL, FARC dissidence and post paramilitary groups) fighting to gain territorial control, directly affecting the civilian population. Armed actions have increased by 47% compared to the same period in 2017. Mass displacement has increased by 112% according to OCHA, and the number of people affected by confinement or restrictions on mobility and access to basic services has risen by 1 500% (1.1 million people affected as of June 2018). Limited access to education has impacted over 45 000 children in 2018, and child recruitment is rapidly growing. The influx of Colombian refugees into Ecuador has re-started in significant numbers, due to extreme violence in the south of Nariño and Putumayo departments, as reported by UNHCR based on asylum requests. The number of victims of anti-personnel mines has also doubled in the first half of 2018 compared to the whole 2017.

The 2018 Humanitarian Needs Overview shows that more than 4.9 million Colombians, i.e. 10% of the country's population, are in need of humanitarian aid. In all the affected areas, State assistance to the victims is decreasing due to insufficient resources. OCHA has furthermore identified over 1.2 million people with humanitarian needs in Colombia as a consequence of the Venezuelan crisis (79% Venezuelans, 15% Colombian returnees, 6% host communities).

Against this background, in parallel with the continued engagement of the EU in resilience-building of local communities and institutions in ex-conflict areas, an immediate strengthening of the ongoing humanitarian response is needed. To this end, an amount of EUR 2 million is added

to this HIP. The additional funds will be used to reinforce ongoing actions and to support additional multisectoral interventions, with specific focus on health, prioritising assistance and protection to remote communities in most affected areas.

Second Modification – 27 April 2018

Venezuela crisis

The latest figures available indicate that the social effects of the ongoing crisis in Venezuela are increasingly acute. 61.2% of the population is living in extreme poverty and 80% of households are food insecure. In some States the GAM rate has reached 30%. Epidemics of measles, diphtheria and malaria are expanding.

The population outflow (an estimated 2 million over the past 18 months) is reverberating its effects across the region, challenging the host communities' reception capacities.

In view of this complex situation an amount of EUR 5 000 000 is added to this HIP in order to reinforce the ongoing response to the most urgent needs in the country as well as to provide assistance to communities in neighbouring countries in receipt of significant numbers of people from Venezuela. Actions will include reinforced provision of health and food assistance, protection, as well as improved access to water and sanitation of vulnerable populations.

First Modification – 28 February 2018

Mexico - Earthquakes

Two strong earthquakes struck Mexico on 7 and 19 September 2017, causing 442 casualties and damaging more than 153 000 houses. Some 1.5 million people have been directly or indirectly affected by the disaster. 7 million children live in the 5 Mexican States most severely hit.

In response to these events, the European Union immediately activated the EU civil protection mechanism and the Copernicus satellite mapping system. An initial amount of EUR 158 000 in humanitarian aid was furthermore released to support the early resumption of schooling for affected children.

Humanitarian assessments point to outstanding needs in livelihood rehabilitation and community infrastructures, notably schools.

In view of the needs and following a transfer of funds from DEVCO 21.020100 budget line to ECHO, an additional humanitarian intervention is envisaged targeting the most affected and vulnerable areas of Oaxaca State, focusing primarily on early recovery including through cash transfers. An amount of EUR 400 000 is allocated to this end.

Haiti - Food Emergency Situation

Haiti is the only country in the Latin American and Caribbean region that is experiencing a severe food crisis. The deterioration of the food security situation of the most vulnerable households is particularly worrying in the areas stricken by hurricanes Matthew and Irma, where unmet humanitarian needs remain significant. More than 1.3 million people are facing an acute food crisis, out of which 132 000 people are facing a food emergency situation.

In response to this crisis, a humanitarian intervention is necessary to cover the food needs of some 100 000 people in the most affected areas in Grande Anse and North West. The urgent needs of most vulnerable households in areas where the consequences of the hurricanes are compounding the food crisis will be addressed through a multi-sectoral approach, in line with the ECHO-DEVCO joint LRRD strategy.

An amount of EUR 5 000 000 is allocated to this response.

1. CONTEXT

This HIP covers response to man-made disasters and natural hazards as well as disaster risk reduction (DRR) and resilience in Latin America and the Caribbean. In terms of response, its focus is on the persisting humanitarian consequences of internal conflict in Colombia and on the humanitarian needs arising from man-made disasters and natural hazards in Central America, including their regional spill-overs. This HIP furthermore allows for a possible response to new crises in the region, in countries with limited capacity to cope, and/or where national or local capacity may be overwhelmed. This could, in particular, concern Bolivia, Colombia, Cuba, Ecuador, El Salvador, Guatemala, Honduras, Nicaragua, Paraguay, Peru, Venezuela, Haiti and other Small Island Developing States of the Caribbean. In terms of DRR, the focus of this HIP is on strengthening support to regional and national strategies in Latin America and the Caribbean, while exploring relevant synergies with EU Civil Protection.

In respect to Haiti, following the widespread damage caused by Hurricane Matthew in October 2016, the EU has mobilized a comprehensive response, integrating humanitarian and development aid, through complementary funding instruments/decisions. This approach will be continued in 2018, also coping with the consequences of Hurricane Irma.

The unfolding humanitarian effects of the political, economic and social crisis in Venezuela, in its internal and regional dimensions, are being closely monitored and may be addressed in 2018 if the situation continues to worsen.

Colombia

In the months following the historic peace deal between the Colombian Government and the Revolutionary Armed Forces of Colombia (FARC) of 24 November 2016, which put an end to a 50-year long internal conflict, an overall positive progress in the implementation of the agreement has been observed, despite numerous challenges. However, violence by other armed groups battling for territorial control, as well as by FARC dissidence, has multiplied in 2017, affecting a number of areas across the country, particularly on the Pacific coast and in the North. Violence against civilians and ensuing population displacement has started to grow again in significant numbers during the first months of 2017.

According to CODHES¹, 8 463 people were displaced in mass events between January and June 2017, which represents an increase of more than 21% compared to the second semester of 2016. Armed actions caused more than half of IDPs in 2017. A quarter of them were caused by Post-Demobilisation Armed Groups (PDAG)'s unilateral actions, which denotes a remarkable intensification of PDAG's violence against civilians (2016: 1%; 2017: 25%). The monthly rate of Colombian people fleeing from violence to Ecuador has also increased by 46% in 2017 according to the UNHCR. In Venezuela, where the socio-economic crisis affects severely a large part of the population, undocumented Colombian refugees are a specific vulnerable group due to their lack of

¹ *Consultoría para los Derechos Humanos y el Desplazamiento* - <http://www.codhes.org/>
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access to basic services and goods. Some are pushed to go back to their home country, where they are exposed to protection threats.

Under these circumstances, humanitarian needs are persisting and are bound to continue before the situation stabilises, with humanitarian access and respect for International Humanitarian Law becoming more challenging in some areas. In view of the expectations raised by the peace deal among local communities, the lack of response to humanitarian needs at this critical juncture has the potential to affect negatively the implementation of the agreement.

In addition to ongoing violence, Colombia is highly disaster-prone and statistically 80% of disasters occur in conflict affected municipalities, where vulnerabilities are higher and access is sometimes limited for local and national emergency response mechanisms. This is the case of urban slums hosting large numbers of IDPs in precarious conditions, and of flood-affected rural communities in the Pacific region.

Furthermore, the escalation of the socio-economic and security crisis in Venezuela has been pushing increasing numbers of people to flee to Colombia, escaping insecurity and/or looking for basic assistance. Due to the volatile situation in Venezuela, larger numbers of people are expected to cross the border in the forthcoming months, putting the host country's reception capacities under strain.

DG ECHO's Integrated Analysis Framework (IAF) 2017 identifies high humanitarian needs in Colombia, with a deteriorating trend. The vulnerability of the population affected by the multifaceted crisis is assessed to be high, combined with high exposure to hazards. Colombia is included in DG ECHO's Forgotten Crisis Assessment Index.

Central America

Rapid expansion of non-political armed groups over the past years has amplified the level and intensity of violence in El Salvador, Honduras and Guatemala, which form the Northern Triangle of Central America (NTCA), as well as in several states of Mexico. Pervasive organised violence in these countries is causing death-rates and humanitarian needs on a similar scale to that registered in conflict areas around the world; this includes forced displacement, confinement, restrictions of access to basic services (health, education) for entire communities, shrinking humanitarian space, and large-scale unmet protection needs. By March 2017, there were 190 000 refugees and asylum seekers in and from NTCA countries, which constitutes a 10-fold increase over the last five years; this figure underrepresents the reality, as the crisis has remained unacknowledged until very recently and refugee registration has been lagging behind.

Central American countries, in particular Guatemala and Honduras, have furthermore endured successive climate shocks over the last years, exacerbated by El Niño. Drought and the coffee rust plague have heavily affected the most vulnerable populations. After 4 years of failed food and cash crop productions, with the majority of small scale farmers having lost between 75% and 100% of their yields, and without stocks for the hunger season, the food security situation of poor households who depend on subsistence farming or casual labour is critical. In 2017, at least 0.7 million people, mainly living in the Dry Corridor in Guatemala and Honduras, are estimated to be acutely food insecure. The combination of high exposure to hazards, high levels of poverty and extreme levels of violence is eroding the coping capacities of local populations and administrations, and leading to recurrent emergency situations. Climate change and rapid unplanned urbanization further exacerbate vulnerability.

DG ECHO's IAF 2017 identifies very high humanitarian needs in Guatemala, Honduras and El Salvador in relation to organised violence, with a very high impact of the food crisis in the Dry Corridor. The vulnerability of the affected population is assessed to be very high, and is further compounded by hazard exposure.

Venezuela

In 2017, the situation in Venezuela has reached critical levels as far as access to food and basic services are concerned. Lack of medicines, combined with a drastic reduction in the health system's capacity, results in a growing number of people dying due to the unavailability of treatments for chronic illnesses or emergency medical care. Diseases which had been previously eradicated or controlled have been reappearing and spreading as a result of discontinuation of preventive programmes, deterioration of sanitary conditions and decreased vaccination coverage. Hyperinflation and severe scarcity of food and essential goods are severely compromising the lives and livelihoods of a large part of the population (over 51% is now below the poverty threshold and the basic salary covers barely 10-20% of the basic food basket cost). Homicide rates continue to rise by 8-10% per year, and violence is increasingly hunger-related. In 2017, the homicide rate was one of the highest worldwide. Venezuela furthermore hosts 173 754 Colombian refugees, whose conditions have become extremely precarious.

DG ECHO's IAF 2017 identifies high humanitarian needs in Venezuela in relation to the socio-economic and security crisis, both among residents and among Colombian refugees. The vulnerability of the population affected by the crisis is assessed to be high.

Disaster Risk Reduction and Resilience (DRR)

The Latin America and Caribbean region is exposed to multiple natural hazards: volcanoes, earthquakes, droughts, floods, landslides, and yearly cycles of major tropical storms and hurricanes, partly due to global warming. Approximately three-quarters of the population live in at-risk areas, and one-third live in areas highly exposed to hazards.

Recurrent natural disasters have a high human and economic cost, impacting societies that have significant inequalities² and are highly urbanized (over 80% of the region's population lives in urban areas), creating specific vulnerability areas prone to major impact. Peru suffered extensive flooding in March 2017. In the Caribbean region, the Lesser and Greater Antilles, in particular Cuba, were ravaged by Category 5 Hurricane Irma on 5-10 September 2017.

The region is also exposed to epidemics such as cholera and other waterborne diseases. Relatively good levels of human and economic development mask large pockets of extreme poverty leading to exclusion, vulnerability and low coping capacities.

Throughout the region, there is an increasing awareness of the importance of DRR, with new policies, laws and regulations being developed in most countries. However, implementation of approved policies and laws is still lacking. National governments have increased their ability to respond to small and localized events, but quality and coverage of the emergency assistance is still far from satisfactory. Recent large events (Hurricane Matthew, Ecuador earthquake, El Niño-

² World Economic Forum, Davos 2016: *"For evidence of the destructive impact that extreme inequality has on sustainable patterns of growth and social cohesion, we need look no further than Latin America and the Caribbean [...]. Latin America remains the most unequal region in the world. In 2014 the richest 10% of people in Latin America had amassed 71% of the region's wealth"*. Cf. <https://www.weforum.org/agenda/2016/01/inequality-is-getting-worse-in-latin-america-here-s-how-to-fix-it/>

related drought and flooding in the region, Hurricane Irma), provided evidence of the difficulties authorities face to adequately prepare for and quickly respond to disasters entailing large humanitarian needs; such events demonstrated gaps in local and national risk management capacities, along with very limited ability and willingness of governments to engage in large-scale, equitable rehabilitation efforts. Also, the recurrent cumulative impact of small scale disasters in the region is considerable and hampers community resilience.

Institutions involved in DRR/disaster management have insufficient technical capacities and/or resources. For instance, in Haiti a Civil Protection Directorate exists but remains highly dependent on external funding, and an institutional and legal framework is lacking due to the absence of a national law on Disaster Risk Management. Disaster management capacities vary across the region.

All the countries retained in this HIP rank among the most hazard-prone in the world.

2. HUMANITARIAN NEEDS

1) *People in need of humanitarian assistance*

Colombia

Out of the 49.3 million Colombians, 16.9 million live in violence-affected areas. According to provisional data from the Humanitarian Needs Overview (HNO) 2018, around 2.2 million people are in need³. IDPs and refugees recently displaced (approximately 106 000 since January 2017⁴) and those under extreme vulnerable conditions are in urgent need of protection measures and humanitarian assistance to cope with their situation, especially in areas where the State and local institutions do not have the capacity to respond. In addition, confined communities, in particular Afro-Colombian and indigenous populations suffering from mobility restrictions imposed by armed groups, are the most vulnerable and under-assisted. Children and youth are specifically vulnerable and prone to forced recruitment.

According to Colombia Migration Officials, there are already more than 606 696 Venezuelans in Colombia, of which some 140 000 undocumented. In July and August, 834 000 Venezuelans entered Colombia, over 60 000 of which did not go back. A study carried out by IOM found that over one third of the 47 settlements of Venezuelans close to the border did not have access to proper sanitation facilities, more than 50% did not have access to medical services and 36% of children did not have access to education. Some of these people are in need of protection, either because they are returning Colombian refugees, or because they arrive into areas controlled by illegal armed groups, who are increasingly active in border areas, or because they have been victims of violence in Venezuela.

Geographical priorities might evolve with the implementation of the peace agreement in Colombia and the evolution of the crisis in Venezuela, the current focus being on the Pacific region, the North of the country, as well as on border areas with Venezuela.

³ Over 1.8 million people from host communities are furthermore considered as people in need by the HNO2018.

⁴ HNO 2018 conservative estimate. For 2017, OCHA expects between 150 000 and 170 000 new IDPs by the end of the year. ECHO/-AM/BUD/2018/91000

Central America

At least 667 000⁵ people are internally displaced (IDPs) in the three most violent countries in the region (Guatemala, Honduras and El Salvador): most of them are forcibly displaced as a consequence of organised violence. According to UNDG-LAC⁶ data, at December 2016 the population of concern in these countries consisted of 186 272 refugees and asylum-seekers, with 94 474 new asylum applications filed only in 2016. From 2012 to 2016 the number of refugees and asylum-seekers has increased by 733% in El Salvador, 661% in Guatemala and 1235% in Honduras. Children and women are the most vulnerable groups affected by this crisis. Schools are increasingly becoming recruiting centres for armed groups, with students and teachers subject to threats and extortion, which leads to increasingly high drop-out rates and closing of school facilities; by way of example, in El Salvador 38 833⁷ children abandoned school due to violence between 2014 and 2016.

According to FEWSNET Food Assistance Outlook Brief⁸, the number of people in IPC 3 and in need of food assistance in Guatemala will range from 0.5 to 1 million, and in Honduras from 0.1 to 0.5 million. In El Salvador and Nicaragua, the most vulnerable population is projected to remain in IPC 2.

Geographical priorities for Central America will include: for food insecurity, areas with populations in IPC3; for organised violence, all NTCA countries; for disaster preparedness, focus will be on regional actions combined with strategic actions at national level.

Disaster Preparedness

The countries mentioned in section 1 of this HIP are all disaster-prone. Populations most affected by disasters are usually the poorest and most vulnerable, with no or very limited access to basic services such as water, sanitation and health infrastructure. The urban poor are particularly vulnerable to natural disasters. This population's vulnerability tends to increase after each event, rendering them in need of humanitarian assistance.

Potential beneficiaries are vulnerable communities including marginalized ethnic groups living in rural or urban areas and institutions with responsibilities in disaster management.

In the Caribbean, Haiti remains among the top three countries most affected by extreme events in the last two decades⁹ and the Caribbean Disaster Management Agency (CDEMA) refers to the region as the second most hazard-prone in the world over the last decade, suffering annual losses estimated at US\$3 billion¹⁰.

2) *Description of the most acute humanitarian needs*

Colombia

Conflict victims and populations living under the threat of armed violence require protection as first priority. Other needs (shelter, WASH, education, health, food and NFIs) are the consequence

⁵ Source: IDMC - Internal Displacement Monitoring Centre - <http://www.internal-displacement.org/library/publications/2017/midyear-figures-2017>

⁶ United Nations Development Group for Latin America and the Caribbean - <https://undg.org/about/undg-regional/lac/>

⁷ Source: UNICEF, based on data provided by the Ministry of Education.

⁸ Food Assistance Outlook Brief - Fewsnet - June 2017.

⁹ Global Climate Risk Index 2015.

¹⁰ CRIS The Caribbean Risk Information System.
ECHO-AM/BUD/2018/91000

of restrictions in mobility and in access to basic services and livelihoods caused by the presence of armed actors and of unexploded ordnances or mines.

Recently displaced people are often in a situation of trauma linked to violence, and their basic needs remain mostly unmet by local authorities in the most critical phase of the displacement. Protection in terms of psychosocial and legal support, along with assistance to cover their basic needs is the priority in this case, taking into account specific vulnerabilities linked to gender, age and diversity. Women are more exposed to sexual violence, single-headed families suffer more severely the consequences of displacement, and children and youth are prone to forced recruitment. Afro-Colombians and indigenous people are by far the main ethnic groups affected by the conflict (52% and 45% respectively live in conflict-affected areas).

The needs of the most vulnerable people fleeing Venezuela are expected to include food and livelihood support, health assistance and protection.

In the context of the peace agreement and with the unfolding regional effects of the crisis in Venezuela, there is an increased need for humanitarian coordination and advocacy, systematic and timely needs assessments, data collection, analysis, presentation and dissemination.

Central America

People internally displaced by organized armed actors and confined communities require protection as first priority, along with basic, tailored assistance (health, WASH, shelter, NFIs) to meet their immediate needs, particularly in the first phase of displacement, with specific attention to women and children who are the most exposed to threats and GBV.

Food assistance, livelihood recovery and resilience-strengthening measures are needed by vulnerable communities affected by the protracted effects of El Niño, where response by local governments is insufficient and there is limited external support. Nutritional surveillance and support, generation and dissemination of information and preparedness capacities of national institutions and humanitarian actors need also to be strengthened to prevent further deterioration of livelihoods and to minimize the impact of external shocks.

Access to vulnerable groups and affected areas is often limited due to pervasive violence and presence/control of gangs and non-state armed groups; protection considerations are therefore to be mainstreamed in all actions.

Disaster risk reduction, resilience and self-reliance

Support is needed for communities vulnerable to adverse events as well as for local institutions to increase their resilience and enhance their preparedness, and to translate national and regional strategies into actions on the ground.

In the Caribbean, strengthening drought management and preparedness (timely response, promoting knowledge, evaluation of risk and its dissemination, reduction of risk factors, improvement of alert mechanisms, inter alia), strengthening capacities to respond to medium-large scale disasters, as well as strengthening regional collaboration in case of disasters are the priorities.

As far as urban risk is concerned, there is a need to focus on consolidating models, since vulnerabilities in urban settings are very high in terms of housing conditions and water systems. Attention should be paid to coastal areas. Vulnerable people must be included in a more systematic way and private sector integrated. Logistics and pre-positioning of stocks is an issue in the Caribbean and will require attention, notably if a major disaster occurs.

3. HUMANITARIAN RESPONSE

1) National / local response and involvement

Colombia

Colombia has a legal and institutional framework for assisting the victims of the conflict, currently organized under Law 1448 of 2011, known as the Victims' and Land Restitution Law. In addition to recognising the internal armed conflict with guerrilla forces, since early 2016 the Government also recognises the main PDAGs as Organized Armed Groups, to which IHL is applicable¹¹. The same Law establishes the responsibilities of the State and of local authorities in the provision of humanitarian aid to the victims of the conflict. Since 2012, the main institution in charge is the National Unit for the Assistance to Victims (UARIV), mandated to respond when municipal capacities are overwhelmed. Municipalities bear the primary responsibility to assist the victims, but generally lack capacities and a sound management of their limited resources. The amount of assistance provided by municipal and departmental authorities is unreported and represents a major information gap in Colombia. Local and national institutions frequently lack access to areas controlled by non-state armed groups, where only humanitarian organisations are able to assist the communities. According to UARIV, more than 70% of the displaced population since 1985 has never received any sort of immediate assistance at the moment of displacement. After the signature of the peace agreement, national resources have been concentrating on peace building and rural development in stabilised areas, where State access is easier. In addition, due to cuts in the State budget, public resources assigned to cater for humanitarian needs have been decreasing in areas exposed to new, acute violence, resulting in larger numbers of victims lacking public assistance.

Central America

While the need to respond to natural disasters and food insecurity is well understood by local and national authorities and there is willingness to do so, response capacities remain limited. In Guatemala the government has responded to seasonal hunger with national programs but implementation has so far failed to cover targets and timings. Honduras' national response to food insecurity remains difficult to activate. Understanding the need to respond to the humanitarian consequences of pervasive violence and making available adequate and effective means to respond are less evident processes, even if some national authorities have lately shown signs of openness. Forced displacement and lack of protection for the victims of violence are not recognised as an issue, except in the case of Honduras. Dire access conditions to populations in need limit in all cases the provision of assistance and of basic services, also due to recent cuts in national budgets in critical sectors such as health, education and social services. Protection mechanisms for the most vulnerable groups are insufficient and there are limited resources and capacity for implementation. Further institutional strengthening is needed.

¹¹ https://www.mindefensa.gov.co/irj/go/km/docs/Mindefensa/Documentos/descargas/Prensa/Documentos/dir_15_2016.pdf

At regional level, the Security Strategy of the Central American Integration System (SICA) is being developed and implemented, aiming at increasing security and prevention of violence.

Disaster Risk Reduction (DRR)

The situation is highly diverse depending on the country. In general there is increasing awareness of the importance of DRR in the region, with new policies, laws and regulations being developed in most countries. But significant state budget reductions since 2015 have had a great impact on the countries' ability to prioritize DRR activities, including the implementation of recently approved policies and laws. Furthermore, even in countries with well-established national structures for disaster response and preparedness, the severity of events often overwhelm the capacities and highlights gaps; in particular it shows the difficulties to provide humanitarian assistance to the most affected populations in marginalized areas, in quantity and quality, due to limited assessment capacities, logistical coverage, weakness of operational institutions and changes in leadership. In this context where inequality is one of the highest in the world, local communities in disaster prone areas are still exposed to severe impacts of natural hazards. Institutions involved in DRR have insufficient technical capacities (know-how) and/or resources, and do not receive adequate support from their governments. In Haiti however, the Civil Protection Directorate (DPC) remains highly dependent on external funding. It lacks an institutional and legal framework as no national law on Disaster Risk Management exists yet. DPC coordination with other Haitian institutions linked to disaster and risk management is very limited.

In all countries there is an important window of opportunity to strengthen institutional and community resilience with actions implemented shortly after disaster events, so DG ECHO will carefully analyse proposals that look at improving both institutional and community resilience focusing on specific areas recently affected by an emergency and where critical gaps have been identified.

DG ECHO has been supporting institutionalization of laws, regulations, protocols, and mechanisms at national level with successful results, but the implementation of these new tools is still far from sufficient at local level. As DG ECHO's support cannot be widely used to give universal access to the implementation of those tools, priority will be given to demonstrative actions supporting the most vulnerable populations of rural, urban and suburban communities in disaster prone areas, with the involvement of the institutions mandated in DRR and the strong participation of the private sector and organized civil society groups. Priority will be given to those communities with the highest risk indicators and the lowest coping capacities, which are most exposed to these kinds of natural events and also to institutions with responsibilities for DRR in need of technical support. Recently affected areas and populations, as well as new areas and populations will be targeted, although in some cases consolidation of previous actions may be considered in order to facilitate handover processes.

At regional level in the Caribbean, capacities have increased and a CARICOM-endorsed CDM strategy exists and is supported by all stakeholders. There is scope for the CDEMA regional response mechanism to be strengthened and exchanges between countries need to be fostered, e.g. between Cuba and the rest of the region, including EU Member States present in the Caribbean.

At regional level in South America, supporting multinational bodies such as UNASUR to exchange and disseminate national and local good practices can be envisioned; furthermore, possible areas of cooperation with the EU Civil Protection Mechanism will be explored.

In Central America, where high exposure to hazards compounded by high levels of poverty and high levels of violence lead to very high vulnerability, despite DRR systems established up to local level, response skills remain weak and need further support. A regional DRR framework has been established (CEPREDENAC and the Central American Policy for Comprehensive Disaster Risk Management - PCGIR), which however remains very much dependent on the willingness of member states. At present, disasters of a regional dimension still have a national response.

Recent programmes and initiatives supported by international grants in the region have put the issue of drought risk management and drought resilience on the agenda of national institutions, municipalities and regional organizations. While national DRR systems of El Salvador, Guatemala, Honduras and Nicaragua have the basis for establishing drought Early Warning Systems, these processes need to be further institutionalized and strengthened.

2) *International Humanitarian Response*

In Colombia, the main planning tool for humanitarian assistance is the Humanitarian Response Plan which is developed through the Humanitarian Country Team under the guidance of OCHA and with the contribution of the main humanitarian stakeholders in the country. The general trend is a decrease in humanitarian funding to Colombia despite the persistence of needs. According to the "Who's doing What Where" (4W) information system, in 2017, the international community contributed with US\$45 million to respond to humanitarian needs in Colombia reaching barely 38 % of the amount required (US\$117.3 million) to meet the estimated needs. Main humanitarian donors are USA, Norway, Canada, Switzerland, Spain, Sweden and Germany. DG ECHO chairs and leads the Humanitarian Donors Group since 2014.

With regards to Central America, a humanitarian response plan to the food security situation was implemented in Guatemala and Honduras in 2016. Against a request for USD 101 million, the appeal received a total of 26 million (20 for Guatemala and 6 for Honduras). For 2017 there is no registered funding in OCHA Financial Tracking System (FTS) besides the ongoing DG ECHO response. Efforts are made to respond to the ongoing food insecurity crisis and to better address the impacts of others situations of violence. Due to the lack of capacities and the lack of resources, the overall response level is however insufficient compared to the needs, in a region where the severity of both crises is high.

Disaster Risk Reduction and Resilience

In April 2016, the World Bank, with the support of the European Commission, signed a EUR 14 million agreement to be implemented by the Multi-Donor Trust Fund (MDTF) to facilitate access to low cost, high quality, catastrophe risk insurance for the governments of Central American countries and the Dominican Republic. This contribution, which might increase in the future, supports the countries to become members of the Caribbean Catastrophe Risk Insurance Facility (CRIF SPC), a regional catastrophe fund for Caribbean and Central American governments to limit the financial impact of hurricanes and earthquakes.

Main donors in the Caribbean are: UK Department for International Development (DfID); Canada; Spanish Agency for International Development (AECID); USAID Office of U.S. Foreign Disaster Assistance (OFDA); Inter-American Development Bank (IADB); and World Bank. An estimated EUR 12.5 million contribution for the Caribbean region is available from the World

Bank Global Facility for Disaster Reduction and Recovery (GFDRR) for the period 2011-2017. Also, the Caribbean Development Bank (CDB), through its Basic Needs Trust Fund (BNTF) supports sustainable asset building and livelihood strategies of communities. This is to be implemented over 4 years at a cost of EC\$ (Eastern Caribbean dollar) 10 million.

In South America, the level of financing for DRR by international donors has been decreasing in recent years. There are still some initiatives funded by COSUDE (Swiss cooperation), OFDA and the IADB in some countries, but most generally, donors are geared to fund reconstruction processes through loans and credits, whose acceptance by national governments depend on their previous level of indebtedness, their capacity to reimburse, and their own availability of funds for such initiatives. Non-traditional donors like China have been providing funds and goods for disaster response.

3) *Constraints and DG ECHO response capacity*

Due to its proximity to the field through its field offices, DG ECHO has unique knowledge of the context and privileged access and acceptance, due to longstanding presence and numerous partners in the region, resulting in high quality response capacity. In conflict areas, recognition and acceptance by all parties and access are major assets, enabling humanitarian organisations to reach beneficiaries in remote and sensitive locations, out of the range of government aid. The absorption capacity of partners, in terms of funding and operational capacity, is high. Furthermore, partners usually work with local implementing partners with a solid collaboration history, further facilitating access and acceptance. Presence through DRR activities also facilitates access, knowledge of context and work with institutions, facilitating quick response in case of a disaster.

In **Colombia**, constraints are related to new armed groups and FARC dissidences occupying territories, which are restricting the humanitarian space in some areas (e.g. Guaviare). Security is an issue in conflict zones, where access may be problematic, as well as along borders. Access/humanitarian space can be limited due to prevailing insecurity in rural areas and marginal urban zones, with the potential for further deterioration. Logistical constraints and remoteness of conflict affected areas can increase the cost of operations mainly where there is no road access, which is often the case.

In **Central America**, violence could disrupt or complicate access for humanitarian partners. Some areas remain off-limits, such as ultra-violent urban neighbourhoods, cities or provinces controlled by armed groups or *maras*. Strict security protocols are necessary for staff and visitors alike.

In the **Caribbean**, possible social and/or political instability could disrupt projects and result in suspensions. Possible tensions between Haiti and Dominican Republic could affect the implementation capacities of partners and access to the affected population, with increased security risks.

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

Colombia

Focus will be on responding to urgent unmet humanitarian needs for vulnerable populations affected by armed violence, notably recently displaced people and secluded communities, focusing on areas where violence from new armed groups causes humanitarian consequences which national authorities are unable to address and where no development actions are feasible at present. Assistance and protection to Colombian refugees in neighbouring countries will also be supported.

Actions should aim to reinforce resilience and local capacities to the extent possible. Legal support for victims to access official assistance, reinforcement of local capacities to assist victims, as well opening access to conflict affected areas for development actors and public institutions are examples. DRR should be integrated when possible and pertinent. Advocacy and coordination will be pursued, to articulate efforts and raise awareness, also regarding victims' right to Government assistance. Complementarity and articulation between partners is encouraged in order to provide integral and comprehensive responses. Coordination, information management and monitoring of the humanitarian situation are essential and particularly important in the current context of a forgotten crisis with humanitarian needs evolving and becoming less visible. Complementarity and synergies with other EU services and funding instruments will be sought, with a view to properly articulate EU efforts and mainstreaming resilience in all post-conflict programmed actions. The provision of humanitarian assistance and protection to victims of natural disasters and in response to the influx of people from Venezuela, when not covered by national or local authorities, will be considered based on assessed needs and identified gaps in national assistance.

Humanitarian assistance to conflict-affected people in Colombia will be continuously reviewed in the light of developments concerning the implementation of the peace agreement and the evolution of the violence perpetrated by the different armed groups, and crisis modifiers will be integrated as appropriate in operational designs. Linkages between humanitarian initiatives with development and resilience programmes in conflict-torn areas will continue to be pursued.

Central America

The envisaged response will include: a) Addressing the critical needs of the most vulnerable victims of organised violence, notably women and children, through protection and relief assistance, information gathering and humanitarian advocacy; b) food assistance and short- to medium-term livelihood recovery and protection, replicating and/or adapting past successful initiatives in reducing vulnerability to food insecurity after a shock, while helping to build resilience. Multi-sectoral approaches incorporating DRR will also be supported. Special attention will be given to actions with synergies with on-going humanitarian and development initiatives for food security, nutrition and livelihoods.

All actions will focus on response to most acute humanitarian needs, aiming to meet critical needs of the most vulnerable, improve information gathering and data analysis to maximize the impact of humanitarian assistance.

Disaster Risk Reduction and Resilience

DG ECHO's support envisages assisting regional and national authorities in building local preparedness and response capacities and improving the practical implementation of DRR.

In Central America and the Caribbean, support is envisaged in line with regional strategies, translating them into action on the ground.

DG ECHO's DRR strategy for the Caribbean will focus on three pillars: a) consolidate the drought resilience approach focusing on scaling-up good practices, adapting protocols and linking them with longer-term food security/water programs, ensuring linkages with forecast-based EWS. Also, the consolidation process will strengthen the early action linked to the drought monitoring system. b) build on the lessons learned from El Niño phenomenon and Hurricane Matthew, working on DRR in the most affected areas to consolidate and scale up proven disaster-preparedness actions with clear transfer-of-knowledge mechanisms in order to face future disasters. c) facilitate an interconnected and complementary approach in disaster preparedness between relevant disaster management bodies (CDEMA, NDMOs), the EU Civil Protection Mechanism (EUCPM), EU Delegations and Member States, with a view to improve the regional response mechanism. Focus areas include drought preparedness.

For South America, DG ECHO funds will consolidate previous achievements at the regional and national level. While previous DIPECHO programmes supported community-based Disaster Risk Management (DRM) projects, a scaling up of these initiatives and tools is now needed. Support is envisaged to strengthen DRR systems and advocate for DRR/Disaster Preparedness, as institutions and communities are becoming more aware of risks. Support could be provided to UNASUR to facilitate coordination and dissemination of good practices at national and local levels, while enhancing response and the coordination capacity to face large-scale natural hazards at the regional level. DG ECHO actions will support national, regional or cross-border initiatives, focusing on particular vulnerabilities to be reduced, and when there is an expected showcase effect.

In Central America, DRR's focus will be on: a) public/private involvement, building on lessons learned from previous actions, creating awareness and technical capacity among private enterprises to integrate DRM into their business plans; b) better understanding of risk through the INFORM methodology at national and regional level, for a more effective evidence-based decision-making; c) further consolidation of the drought preparedness approach, promoting resilience in food security and consolidating EWS at national and regional level; d) consolidation of institutionalization of DP tools and methods, including capitalization and scaling up, also through the adaptation of emergency response plans and protocols to organised violence contexts; e) support to the harmonization process of national and regional strategies regarding the Sendai framework in order to facilitate progress measuring and improve collaboration and exchange at institutional level.

The overall aim of DRR's action in the LAC region is to create better prepared communities and local, national and regional institutions to face disasters, thus reducing mortality and protecting, to the extent possible, the assets and livelihoods of the most vulnerable. "Crisis modifiers" will be considered in DRR activities to allow a shift to more "emergency-type" interventions in case of need and when possible, where it can be effective and bring an added value.

Actions will link with EU funding when possible, as well as global initiatives such as Resilient Cities, Safe Schools when pertinent, and in general with the Sendai Framework.

All actions funded by DG ECHO will ensure full compliance with EU humanitarian policies, as referred to in the Technical Annex to this HIP.

In 2018 DG ECHO will focus on strengthening the implementation of the Call to Action road map 2016-2020 by the humanitarian community, with the aim to prevent and respond to gender-based violence during each phase of an emergency.

Effective coordination is essential. DG ECHO supports the Inter-Agency Standing Committee's Transformative Agenda (ITA) and expects its partners to demonstrate their engagement in implementing its objectives and to actively take part in coordination mechanisms (e.g. Humanitarian Country Team, clusters and technical working groups).

In addition, all humanitarian interventions funded by DG ECHO must take into consideration, together with other protection concerns, any risk of gender-based violence and develop and implement appropriate strategies to prevent such risks. Moreover, in line with its life-saving mandate, DG ECHO encourages the establishment of quality, comprehensive and safe GBV response services since the onset of emergencies, in line with DG ECHO's 2013 Gender policy¹².

Finally, Partners will be 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. Derogations can be awarded on security grounds.

Detailed guidance on sectors and geographical zones is provided in the Technical Annex.

4. LRRD, COORDINATION AND TRANSITION

1) Other DG ECHO interventions

The 2017 HIP for Latin America (initial amount EUR 13.55 million) focused on response to the food crisis in Central America (EUR 2.1 million), on addressing the most urgent humanitarian needs of conflict-affected people in Colombia (EUR 2.45 million) and on disaster preparedness interventions in South America (EUR 4 million) and the Caribbean (EUR 2 million), integrating specific actions to promote resilience in food security and disaster risk reduction (DRR) actions adapted to violent contexts. Education in emergencies was also supported. An additional amount of EUR 1 million (of which EUR 250 000 from the SSR instrument) was released to address the humanitarian consequences of the March floods in Peru. In 2017 DG ECHO also intervened with EUR 150 000 from the SSR to respond to the Mocoa landslide in Colombia.

EUR 16 million from EDF funds were furthermore allocated for the humanitarian response to Hurricane Matthew in Haiti through an ad-hoc financing decision.

2) Other concomitant EU interventions

Colombia conflict

Over the past 15 years, many of the actions funded by DG ECHO have contributed to reinforcing the resilience and capacities of communities and institutions in areas where the State and

¹² Gender Age Marker toolkit, DG ECHO, 2013:

http://ec.europa.eu/echo/files/policies/sectoral/gender_age_marker_toolkit.pdf; and Gender Sensitive Aid, DG ECHO, 2017: http://ec.europa.eu/echo/what/humanitarian-aid/gender-sensitive-aid_en

development cooperation have been absent. The peace agreement between the FARC and the Government provides the opportunity to build on the capacities and trust created by humanitarian actors in some areas as a baseline for longer-term development initiatives.

Along with development funds in the form of Trust Funds set up by the World Bank and the UN, a European Union Trust Fund (EUTF) for Colombia has also been set up to support the implementation of the peace agreement. While humanitarian actions remain outside its scope, the EUTF is due to integrate actions linking humanitarian response with rehabilitation and development and resilience.

For peace to be sustainable, the inclusion of marginalised and conflict-affected communities is of the essence, so that they see concrete benefits of peace. The peace agreement offers a historic opportunity to link development and humanitarian aid, in particular through the systematic mainstreaming of resilience in peace building actions, and in EU Civil Society thematic lines. This should be done through systematic risk-analysis and risk-informed interventions. DG ECHO will continue to advocate for this and to encourage other donors and development stakeholders to reinforce the capacities of communities and institutions to prevent, face and recover from the shocks to which they will continue to be exposed in the post-agreement phase.

Central America

LRRD options are under discussion on the consequences of food insecurity and pervasive organised violence. In Guatemala, synergies with DEVCO's Thematic Funding lines are being explored to promote the humanitarian / development nexus. Concrete options are being developed in close coordination with DEVCO.

The support given by DG ECHO to DRR institutionalization processes at regional and national level, and the continuous dialogue with development stakeholders and donors on DRR create conditions for DG ECHO-supported DRR initiatives to influence and be incorporated into development programmes. As far as the EU Delegation is concerned, DRR is integrated into the regional 2014 – 2020 DCI¹³ strategy. With limited funding available, the envelope has to be seen as a first LRRD step in the region on DRR. Work is ongoing for the integration of drought risk reduction measures into food security development programmes. The increased sensitisation by humanitarian and development stakeholders on the integration of humanitarian consequences of organised violence in their respective strategies favours the adaptation of DRR tools to address context-specific issues linked to insecurity.

Caribbean

The EU finances the 10th EDF Intra-ACP ACP-EU Natural Disaster Reduction Programme (EUR 60 million), entrusted to the Global Facility for Disaster Reduction and Recovery (GFDRR). The 11th EDF initially allocated EUR 61.5 million for the region in Disaster Risk Reduction and Climate Change, and EUR 20 million has been allocated under the ACP-EU initiative for Natural Disaster Risk Management in CARIFORUM (2014-2020) to support the regional CDM (Caribbean Disaster Management) strategy implemented jointly by CDEMA and CDB¹⁴.

¹³ EU Development Cooperation Instrument

¹⁴ Support focuses on reinforcing the capacity of National Disaster Offices and CDEMA's Coordinating Unit to implement the CDM Strategy; enhanced national, local and regional resilience through strengthened early warning, national risk profiling and community-based DRR and climate change adaptation; improved sector resilience in key public policy sectors, through mainstreaming of DRR and climate change adaptation.

South America

LRRD is an embedded component of most of DRR/DP actions funded by DG ECHO in the sub-continent. Particular efforts are being made in Bolivia to ensure complementarities with the initiative for watershed management led by the EU Delegation, in coordination with the present “Resilience initiative”, so that DRR/DP solutions are adopted by development actors in the country. Similar efforts should be done in all countries, with a particular focus in Ecuador (post-earthquake initiatives for reconstruction) and Peru (reconstruction projects after the 2017 floods). DRR/DP actions should have a clear strategy to better link DRR/DP with development, engaging local and national authorities to promote planning and implementation of specific budget.

In LAC in general, the regional EU-funded climate change regional cooperation programme EuroClima¹⁵ should provide opportunities for LRRD.

3) *Other donors' availability*

At regional Caribbean level, DG ECHO is in regular contact with other donors to create additional opportunities for LRRD. DFID has committed to a £300 million increase in support to infrastructure. DFID and Canada contribute to the Caribbean Disaster Risk Reduction Fund (CDRRF) managed by CDB and opportunities of linkages exist with DG ECHO funding to complement the capacities of implementers. Canada is also currently funding a CAD 3 million project on safe hospital and linkages with previous DG ECHO funding are being ensured.

In Ecuador after the 2016 earthquake, the level of coverage of the UN Flash Appeal was 37.2%. In Peru in 2017, the present level of coverage for flood response projects is around 38%.

4) *Exit scenarios. If none, say why.*

In the Caribbean, the exit strategy will mainly consist of progressive handing over and advocacy towards authorities and development programmes, based on risk analysis, on coping capacities and on the existence of DRR actions funded by development actors/EU. This process coincides with the implementation of the Comprehensive Disaster Management Strategic Framework in the Caribbean and the Sendai Action framework, allowing aligning these efforts to regional and global priorities.

In South America, DG ECHO DP programming has already phased out from Argentina, Brazil and Chile, and a progressive phase out from specific topics can be planned for all countries. Vulnerability to disasters together with existing gaps in DRM capacities makes it advisable to continue the process and consolidate the work done, specifically in Bolivia, Colombia, Ecuador, Paraguay, Peru, and Venezuela, focusing particularly on implementation of mechanisms and tools to enhance preparedness and resilience at local and community level, with the participation of local civil society organizations, with focus on areas recently affected by disasters and on most vulnerable populations. At institutional level, a Civil Protection approach to state response should be promoted, including through an increased technical support provided by the EUCPM, since most countries lack specific institutions prepared to respond with sufficient resources. The strategy and vision for the next years is to uphold the interrelations between DP/DRR, emergency and resilience actions with participation from communities, local and national governments,

¹⁵ https://ec.europa.eu/europeaid/regions/latin-america/euroclima_en

incorporating institutionalization actions for civil society organizations, while including the private sector and the military personnel.

In Central America, a first step in the exit strategy from the DRR multi-hazard and regional approach is under implementation, through support to the institutionalization of DRR tools by regional and national systems and the harmonization of the Sendai Framework. The positive response by the Honduran national DRR system encourages the continuation of this approach in other countries, pushing the systems to fulfil their responsibilities as a condition for a full phase-out. This approach should be completed by the adaptation of DRR tools to address context-specific issues linked to insecurity, combining bottom-up and top-down approaches; and by emergency preparedness and response actions, enhancing disaster preparedness for effective response (auxiliary role of NGOs). DG ECHO investment in the region will be completed when the institutionalization of DRR processes and tools is accomplished and tested models can be fully handed over to authorities and development donors.