

HUMANITARIAN IMPLEMENTATION PLAN (HIP)

PHILIPPINES

1. CONTEXT

Typhoon Bopha (category 3) made landfall in Davao Oriental, on the Eastern coast of Mindanao on Tuesday, 4 December 2012. It brought heavy rain and extremely strong winds, leaving a path of destruction of homes, livelihoods and infrastructure as it crossed the country over a period of five days. Region XI (Compostela Valley and Davao Oriental) and Region XIII (Surigao Del Sur and Agusan Del Sur) were the most affected areas.

On 7 December 2012, the President of the Philippines declared a state of national calamity and requested international assistance. On 10 December 2012, the UN launched an appeal of USD 65 million. A revised version was launched on 25 January 2013, raising the total funding appeal to USD 76 million, with 64% still unmet.

On 10 December 2012, DG ECHO¹ launched a Primary Emergency Decision of EUR 3 million in response to urgent humanitarian needs of 165,000 of the most vulnerable people in the most affected areas. The Decision supports three actions through a consortium of INGOs (ACF-lead agency, Care, Oxfam, Plan, Save the Children, Merlin), a consortium of Red Cross/Red Crescent societies (IFRC, German RC, Spanish RC, Netherlands RC), and UNOCHA².

In January 2013 the affected regions experienced, again, heavy rain that triggered floods and population displacement. These renewed floods slowed down the current response interventions and exacerbated the humanitarian situation of the already vulnerable people. Two months after the disaster needs assessment reports from the UN, Clusters, IFRC and ICRC, as well as a recent DG ECHO field monitoring report, show that basic humanitarian gaps remain uncovered.

2. HUMANITARIAN NEEDS

(1) Affected people / potential beneficiaries

The impact of the typhoon was tremendous with 6.2 million people affected, 925,412 people displaced outside evacuation centres, 8,004 still sheltered in 97 evacuation centres (mostly in Compostela Valley), 1,146 reported dead and 834 still missing, 2,666 injured and 233,163 houses damaged³. Typhoon Bopha was the worst among the recent major disasters to hit the

¹ Directorate-General for Humanitarian Aid and Civil Protection - DG ECHO

² United Nations Office for the Coordination of Humanitarian Affairs

³ Latest Disaster Response Operations, Monitoring and Information Center (DROMIC) report on 30 January 2013.

Philippines where DG ECHO had provided substantial assistance at earlier occasions (i.e., Ketsana and Parma in October 2009, Megi in October 2010, and Washi in December 2011).

In terms of potential beneficiaries, it is estimated that at least 350,000 persons will benefit from funding under this HIP.

(2) Description of the most acute humanitarian needs

Based on the various assessments (from UNOCHA, the clusters, the government and other institutions), and as validated during the DG ECHO field visits, the remaining humanitarian needs are most critical in the following sectors:

Shelter: *233,163 houses were damaged (affecting an estimated 1,165,815 people of whom and only 27% of these have so far received shelter assistance from the government and aid organisations mainly tarpaulins, tents and shelter kits).* While the government is focusing on building temporary shelter for permanent internally displaced persons (IDPs), this only caters for 0.6% of the affected population requiring shelter assistance. At least 95% of the affected families are living in the original sites of their damaged houses, urgently needing shelter materials and tools to repair their houses. Since these families also lost their source of livelihood, they have no means to repair their houses.

Short-term Food Security and Livelihood: *Of the 6 million people affected, 400,000 people are deemed (by the cluster) to be critically in need of sustained food assistance.* The need is linked to the loss of the only source of livelihood (agriculture). People lost their agricultural land, especially coconut farms, and have no other livelihood options. As the areas hit by Bopha are remote and rural, alternative income such as casual labor is nearly non-existent. As markets have in some places been restored, there is an urgent need to progressively switch from food distribution to more sustainable food security by providing economic access to food items through cash transfer interventions and livelihood support.

Health and Nutrition: The Department of Health (DOH) estimates that *82% of the health facilities in the affected areas have been damaged, and as a result 1.1 million individuals (220,000 families), including 163,000 children under 5 year olds, are suffering from sub-optimal primary health services due to non-functional health facilities. About 95,600 people are at risk of malnutrition.* 1,200 children below 5 years of age are expected to suffer from severe acute malnutrition (SAM). The public health centres (Rural Health Units and district hospitals) have limited capacity to manage SAM cases due to lack of personnel and overcrowding of patients. Another major health issue is the increased number of acute respiratory infections, especially in children under 5 and among the elderly. This increase is attributed to inadequate shelter and food as a result of the typhoon.

Coordination: UNOCHA has established coordination mechanisms in the main affected areas. Coordination hubs were set up in Davao City, Nabunturan, Cateel, and Trento. However, *the need for coordination remains largely unmet* due to 1) local government units lack of experience of humanitarian assistance; 2) overwhelming challenges faced by local authorities, especially in the worst hit province of Davao Oriental; 3) the influx of several humanitarian organisations; 4) weak communication between aid agencies.

3. HUMANITARIAN RESPONSE

(1) National / local response and involvement

Shelter: The government response focused on permanently displaced people and has mainly provided bunkhouses (row-wooden houses with 4 or 6 partitions where each partition accommodates around nine families altogether). In very few areas there was information on plans for permanent relocation through the National Housing Authority. Considering the huge number of falling trees (mainly coconut trees) the government has also allowed local communities to use the lumber for rebuilding their houses. However, many land tenant communities still need authorisation from the land owners and in some places they need to buy the fallen trees (e.g. 100 PHP/ 2 EUR per trunk) and pay the lumber processing costs (transport and wood milling).

Short-term Food Security and Livelihood: The Department of Social Welfare and Development (DSWD), with the support of WFP, are distributing family food packs (mainly rice and fish cans) to 400,000 beneficiaries. The government (DSWD) is providing 10 days of Cash for Work (CFW) for 150 beneficiaries per barangay (the lowest administrative level/unit for a group of villages) in most of the affected municipalities (at 75% of the official daily wage rate). This government response has not been sufficient as the number of beneficiaries per affected barangay is a small percentage of people in need (only 24% in some areas) and the cash earned is only enough to buy basic food for an average family for 11-15 days.

Health and Nutrition: The support from the national government/ Department of Health (DOH) is insufficient and generally limited to supply of medicines and deployment of some medical teams. The public health centres (Rural Health Units and district hospitals) have limited capacity in SAM management due to lack of staff and overcrowding.

Coordination: Before the disaster hit there was no coordination of humanitarian work in the area. As of 25 December 2012 the Government has provided assistance worth EUR 4,744,742.

(2) International Humanitarian Response

Shelter: Plastic sheeting/tarpaulins have been widely distributed by humanitarian actors such as the International Committee of the Red Cross (ICRC), the UN's refugee agency (UNHCR) and private institutions. International Organization for Migration (IOM) is the main actor in complementing the government effort in providing temporary shelters to permanently displaced people (bunkhouses). Under the initial funding decision in December, DG ECHO funded shelter of 21,540 beneficiaries (4,308 families).

Food distribution: WFP is supporting the government in distributing food to 400,000 people. ICRC is distributing food to 280,000 people.

Livelihood: INGOs are complementing the government in providing CFW for debris cleaning. IOM is linking its shelter intervention to livelihood opportunities (CFW, buying lumber from affected communities and making nippa palm roofing material). DG ECHO's current funding has so far provided food and CFW for 57,325 beneficiaries (11,465 families).

Health and nutrition: Merlin, Médecins Sans Frontières (MSF), Philippine Red Cross (PRC) and ICRC have mostly focused on the worst affected areas in Davao Oriental. Some 20% of the areas are difficult to reach and, therefore, insufficiently served by mobile clinics. There is no definite plan on rehabilitation of health facilities, due to poor information and coordination between local governments (where health services are devolved) and the national health department. DG ECHO's current funding for health has benefitted (mobile clinic and repair of health centres) 33,638 people (6,720 families).

DG ECHO funding and other donor contributions (mainly USA and Australia) have, so far, been insufficient to substantially improve the humanitarian situation.

On 7 February 2013, ICRC has issued a budget extension appeal for EUR 24.1 million, bringing the total appeal to EUR 34.9 million, compared to the initial budget of EUR 11 million for 2013 Bopha Typhoon response addressing livelihood, health and protection.

(3) Constraints and DG ECHO response capacity

Provincial and Municipal elections in May 2013 will slow down the government's response for a period of 3 months (from April to June). During this period, humanitarian agencies might face a higher risk of political exploitation of humanitarian interventions and changes in political environment. DG ECHO partners are advised to strictly abide by humanitarian principles and closely monitor project implementation.

Protracted low intensity armed conflict between the opposition and the Philippine Army might hamper access to remote vulnerable populations and increase the security risk of aid staff. DG ECHO partners are advised to strictly abide by humanitarian principles, provide sound and comprehensive situation analysis and security plans. Dissemination of International Humanitarian Law by mandated agencies will also be taken into consideration.

The logistic challenges of accessing remote areas must be taken into account and alternative transportation means considered. New natural disasters such as floods, landslides, typhoons, etc. might occur during the implementation period, hampering and/or delaying the provision of assistance.

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

The humanitarian interventions will complement the existing relief and recovery efforts, filling the outstanding gaps identified in national and international responses. Based on the results of needs assessments and considering national response capacities, other actors' contributions, and DG ECHO's mandate, it is proposed to support relief and recovery activities in the following sectors: shelter, short-term food security and livelihood, health and nutrition, with focus on Compostela Valley province, Davao Oriental province and under-served remote areas.

The activities will focus on:

Shelter: shelter repair materials and tools, cash grant for wood processing, disaster risk reduction (DRR) training on typhoon resistance building techniques;

Short-term food security and livelihood: cash for work for vulnerable groups, short-term income opportunities through Cash For Work, Cash For Training, cash grants, provision of livelihood tools;

Health and nutrition: epidemiological surveillance, small scale rehabilitation of health centres, provision of primary health care, training of health staff, reproductive health, mother and child care, health and hygiene promotion, psychosocial support, nutritional screening and supplementary feeding;

Coordination: further support to coordination and the development of community communication with access to reliable, timely and accurate information about available services and aid.

In total, the intervention is expected to reach some 350,000 of the most vulnerable people affected by the typhoon.

Mainstreaming of relevant cross-cutting issues - with particular attention to gender, disaster risk reduction (DRR), and environmental protection - should be considered in all sectors of intervention, (e.g. through increased use of hazard-resilient shelter rehabilitation designs, promotion of crop diversification programmes, etc.), with a view to increasing the resilience of affected communities.

Coordinated approaches among organisations, including through joint actions, will be considered for funding if operationally appropriate.

4. LRRD, COORDINATION AND TRANSITION

(1) Other DG ECHO interventions

On 20 December 2011, a EUR 3 million ECHO Primary Emergency Decision was adopted by the European Commission to help the populations affected by Tropical Storm Washi in Mindanao. In March 2012, a regional Humanitarian Implementation Plan of EUR 10 million was published in response to the 2011 floods in South East Asia. Out of this amount, EUR 3.55 million was allocated to the Philippines for Tropical Storm Washi affected areas in the Northern part of Mindanao. On 12 August 2012, a EUR 700,000 Primary Emergency Decision was published to help people affected by floods in Central Luzon. On 10 December 2012, a EUR 3 million Primary Emergency Decision was adopted to respond to the urgent needs of people affected by Typhoon Bopha in Mindanao. On-going relief activities are funded in the sectors of health, emergency livelihood, shelter support, food assistance, non-food items, wash, small-scale emergency rehabilitation and coordination.

Under DG ECHO's 2012-2013 disaster preparedness programme DIPECHO for South East Asia, EUR 2.1 million has been allocated for the Philippines.

(2) Other services / donors availability (such as for LRRD and transition)

In December, immediately after the typhoon, the US provided EUR 3.2 million and currently has a follow-up action of EUR 6.5 million, bringing the US total support to EUR 9.7million. Australia provided EUR 5.9 million in December, followed by EUR 2.4 million EUR in addition to a EUR 1.6 million replenishment of relief stocks, bringing the total Australian support to EUR 9.9 million. The follow-up funds provided by these two donors amount to about 22% of the requirements of the UN Bopha Humanitarian Action Plan. Other donor contributions include: Canadian International Development Agency (CIDA) with EUR 1 million; Japan International Cooperation Agency (JICA) with EUR 1.3 million and Central Emergency Response Fund (CERF) with EUR 7.5 million.

On 10 December 2012, the UN launched an appeal for EUR 48.5 million. A revised appeal came out on 25 January 2013, raising the total funding needs to EUR 56.6 million, with still 64% unmet requirements.

(3) Other concomitant EU interventions

As of 18 February 2013⁴, EU Member States⁵ have provided a total of EUR 2,868,753 for Typhoon Bopha emergency response.

In conflict-affected areas of Mindanao, the EU is financing the United Nations Development Programme (UNDP) for early recovery and rehabilitation with EUR 4 million and supports the Mindanao Trust Fund with EUR 7 million for reconstruction and development.

(4) Exit scenarios

The duration of the implementation period should allow DG ECHO partners to end their projects leaving the affected communities at an acceptable level of recovery, and also facilitating the various long term rehabilitation/development programmes of the Philippines Government to continue.

5. OPERATIONAL AND FINANCIAL DETAILS

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

⁴ Financial Tracking Service

⁵ UK, Sweden, Spain, Germany, Italy, Estonia, Greece, Denmark, Luxembourg, Hungary.

5.1. Contacts⁶

Operational Unit in charge: ECHO B5

Contact at HQ level

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5.2. Financial info

Indicative Allocation: EUR 7,000,000

Natural disasters: Humanitarian Aid: EUR 7,000,000.

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 7,000,000
- c) Costs will be eligible from 07/03/2013⁷ Actions may start from 07/03/2013
- d) The expected duration of 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: by 15/03/2013⁸
- h) Commonly used principles will be applied for the assessment of proposals, such as quality of needs assessment, relevance of intervention sectors, relevance of the beneficiary selection,

⁶ Single Forms will be submitted to DG ECHO using APPEL (e-SingleForm)

⁷ 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, whatever occurs latest.

⁸ The Commission reserves the right to consider Single Forms transmitted after this date, especially in case certain needs/priorities are not covered by the received Single Forms.

knowledge of the region, previous activities in the target areas/sectors, feasibility of the intervention, technical capacity, and - where applicable - international mandate.