

HUMANITARIAN IMPLEMENTATION PLAN (HIP)**DIPECHO SOUTH EAST ASIA 2014-2015**

AMOUNT: EUR 11 300 000

0. MAJOR CHANGES SINCE PREVIOUS VERSION OF THE HIP

Myanmar/Burma is one of the most vulnerable countries in South East Asia and presents the highest InfoRM ranking in the region¹. InfoRM² identifies countries at high risk of humanitarian crisis and more likely to require international assistance. Myanmar/Burma ranks number 10 worldwide in this index, with a 9.1 rating for natural hazards. Although the country has made significant efforts over the last years to adopt a Disaster Management Law and a Disaster Risk Reduction Action Plan, it is necessary to further reinforce disaster preparedness initiatives in coastal areas at high risk of cyclones. Since Cyclone Nargis made landfall in 2008, many initiatives have focused on the Irrawaddy Delta, while less has been done in Rakhine State, where Cyclone Giri affected thousands of people in 2010.

It is therefore proposed to increase the allocation under the current HIP by EUR 300 000 to reinforce disaster preparedness at community and township level in Rakhine State. The implementation of this additional funding will be made by modifying ongoing actions.

1. CONTEXT

South East Asia (SEA) figures among the most disaster affected regions in the world, in terms of scale, recurrence and severity of disasters³ and among the most at risk taking into account the social and economic dimensions of vulnerabilities, the hazard profiles as well as environmental and climate change considerations. For the purpose of this HIP, country specific programmes will target Myanmar/Burma, Vietnam, Cambodia, Lao PDR, and the Philippines⁴.

The range of hazards is wide (floods, flash floods, typhoons, cyclones, earthquakes, tsunamis and tidal surges, landslides, droughts, forest fires and volcano eruptions) and though increased interest and investment in DRR is noticeable, new challenges like retarded economic development and pernicious environmental impacts (widespread deforestation, illegal land use and mono-cropping) constitute new risks. The private sector is increasingly concerned by the impact of recurrent disasters on economic growth and development. It understands better the value of investment in DRR as a risk assurance against financial and material loss, for example in coastal/urban built up areas.

Vulnerability profiles are also evolving, with increased urban migration and erosion of traditional coping mechanisms, including decreased resistance to pandemics. While the possible effects of climate change are still subject to varying scenarios, in particular at local

¹ InfoRM original data, sourced from the online database. Available: <http://inform.jrc.ec.europa.eu/>

² European Commission, JRC Scientific and Policy Reports -Index for Risk Management- InfoRM 2014

³ According to recent launch of GAR report 2013 by UNISDR, the impact of disasters over the past 12 years (2000-2012) caused USD 1.7 trillion in damage; 2.9 billion people affected and killed 1.2 million people globally. The report highlighted Tropical Storm Bopha in the Philippines among the top 10 natural disasters in 2012.

⁴ Indonesia, Mongolia and DPRK only under regional projects.

level, overall patterns are nevertheless worrying, with increasingly erratic meteorological cycles and higher disaster impact from hydro-meteorological events.

Almost all SEA countries are taking concrete action to improve preparedness and reduce risk. However, at local level, the most vulnerable populations often remain ill-prepared to cope with disasters and preparedness efforts are not inclusive enough of the different groups of population to significantly increase resilience. ECHO's focus is to work as far as possible with vulnerable communities. One of the success stories in SEA has been the ability to engage a wide range of stakeholders in reducing risk: from communities to different governmental actors, non-governmental organizations and the private sector.

ASEAN was the first regional body to adopt a legally binding document, the ASEAN Agreement on Disaster Management and Emergency Response (AADMER), which not only reinforces the Hyogo Framework of Action at regional level, but also commits the 10 ASEAN Member States to implement DRR at national level. South East Asia is also proactively contributing to the Asia & Pacific DRR platforms, especially the Asian Ministerial Conference on DRR (AMCDRR), hosted by Indonesia in 2012 and Thailand in 2014. The 5th AMCDRR gathered all relevant stakeholders, drawing attention to key DRR issues and challenges in the region, namely: local level DRR and its integration into national development planning; local risk assessment and financing; strengthening of local risk governance and partnership. A series of mainstreaming commitments were also taken on the involvement of parliamentarians and local government authorities, on developing gender responsive commitments and actions, on including men and women with disabilities as well as their families and caregivers into DRR efforts and engaging with CSOs (Civil Society Organizations), Red Cross movement, academics, media and private sector. The first preparatory meeting of the 6th AMCDRR was held in April 2013.

The European Commission's Resilience Action Plan (2013) is intended to spark greater emphasis on better assessing, planning and evaluating EU led programmes in the humanitarian and development fields, supports multi-sectorial approaches and sufficient, flexible financing to respond to needs, and should be used as an important advocacy tool in the process of phase-out and hand-over to larger donors or government bodies of DRR funded interventions.

2. HUMANITARIAN NEEDS

1) Affected people/ potential beneficiaries:

Two million vulnerable people at community, local, provincial and central government levels in disaster prone locations will be targeted. This HIP will contribute to consolidating disaster preparedness models compatible with local institutional environments. It will utilize proven effective methodologies so that they can be integrated into local development plans and be replicated. There will be sound, active partnership with local and national DRR stakeholders and initiatives so that adequate disaster preparedness mechanisms can be integrated into national and sub-national development plans. Disaster preparedness plans will be developed and contribute to the protection of livelihoods and save lives. They will also contribute to the roll out of government DRR programmes and/or strategy as well as modeling and institutionalizing existing in-country models. Linkages and coordination with initiatives undertaken by development partners and major donors are required for enhanced impact on the resilience of the targeted communities.

The focus will be on areas where there is high exposure to frequent or potentially devastating natural hazards, and where populations have limited coping mechanisms. The projects will contribute to strengthening of local and national institutions mandated for disaster risk reduction and emergency response at community level. Special attention will be given to excluded, underserved, remote and/or ethnic communities of the target population, with a systematic focus on the inclusion of vulnerable groups (women, persons living with disabilities).

2) Description of the most acute humanitarian needs:

Given the impact of Disaster Risk Reduction in protecting the lives and livelihoods of communities, in reducing the cost of the response to a given disaster and in increasing resilience of people there is a need for reinforced strategies and practical application of disaster risk reduction mechanisms in the region. Often local communities and in some cases provincial authorities or central governments are unprepared to face and respond to recurrent natural disasters, which undermine their coping capacities and negatively affect development gains. Articulation with local and central government institutions is essential and will be undertaken simultaneously with the community involvement, as core elements of any Community-Based DRR programme.

Communities need to be trained in disaster preparedness mechanisms and be involved in their testing and roll-out. These mechanisms need to be institutionalized and integrated into the governmental system. In many cases, this involves a multi-hazard approach. There is a need to make the voice of different segments of the communities heard and to contribute to the improvement of their resilience in an all-inclusive, non-discriminatory manner. Strategies and initiatives need to be in place at community, national and sub-national levels to make inclusiveness effective.

There is a need, in South East Asia, to promote the roll out of the ASEAN DRR agenda and to contribute to the implementation of the HFA⁵ priorities and commitments for the region. This includes the support for the preparation and involvement in the design of the post HFA instrument, with active sharing of the DIPECHO experiences, innovations and lessons learned. The implementation of the 5th Asian Ministerial Conference on DRR (AMCDRR) commitments and the definition of the 6th AMCDRR scope and priorities also require the involvement of major DRR stakeholders.

More specifically in each country, the needs have been identified as follows:

- Engagement and coverage of DRR at community level need to be increased **in Myanmar/Burma** and **Lao PDR** through CBDRR⁶, and more DRR actions are needed at national level.
- CBDRR developed and tested models and related DRR gains **in Cambodia** need to be consolidated and the national institutional and legal DRR framework need to be strengthened.

⁵ HFA: Hyogo Framework for Action, 2005-2015.

⁶ CBDRR, Community-Based Disaster Risk Reduction.

- In **Vietnam and the Philippines**, DIPECHO models need to be finalized and handed over to governmental bodies. Lessons learned and the roll-out of DRR programmes and strategies should be the focus. This is to be the last funding cycle for DIPECHO in these countries.
- The improved national and sub-national capacities in DRR, and the substantial influx of DRR funding from development donors in **Indonesia** will mean a shift from a country-based to a regional approach.
- Because of the need for greater sensitization to DRR concepts and for the humanitarian landscape to be more favorable, a classic country DIPECHO programme is not envisaged in **DPRK (Democratic People's Republic of Korea)** at this stage. However, standard DIPECHO components such as, modeling CBDRR practices, improving early warning systems, hazard mapping, building DRR capacities of national and provincial authorities and relevant stakeholders, including and targeting vulnerable communities, may be included in regional projects. Support to the ongoing DRR dynamics in **Mongolia** such as scale-up of early warning systems, strengthening of linkages between communities and authorities at different levels and effective coordination mechanisms among governmental and non-governmental DRR stakeholders may be included in regional projects.

3. Humanitarian Response

(1) **National / local response and involvement**

Through the ASEAN institutions and mechanisms DG ECHO is contributing to AADMER's⁷ endeavor to strengthen partnerships with international and national civil society organizations. The Red Cross and Red Crescent family, UNOCHA and other mandated agencies are also working with ASEAN in different roles. Although AADMER is binding on all ASEAN countries, regional set-ups are still being rolled out; therefore, signatory nations are implementing it at different speeds. Political will, budget allocation for DRR at national and sub-national levels, and ownership have proved to be instrumental in moving the DRR agenda forward. All regional and national frameworks have recognized the added-value and central importance of the Community-Based DRR approach.

Engagement of the different South East Asian countries in the Asian Ministerial Conference on DRR and its 2 years preparatory process is quite high, with countries sharing success stories, learning from each other and engaging in discussions with regional stakeholders. Commitments and their follow-up are supported by UNISDR which tries to encourage host countries to be more active in leading the process. The ECHO-funded AADMER Partnership Group of NGOs has supported ASEAN in implementation of AADMER through conducting induction workshops (with participation by NDMOs, Civil protection actors, NGOs, UN and Red Cross) in the Member States, raising awareness of AADMER with the government authorities, translation and dissemination of AADMER related documents in local languages,

⁷ AADMER: ASEAN Agreement on Disaster Management and Emergency Response.

capacity building and enhanced visibility and awareness on AADMER through training and events.

(2) **International humanitarian response**

Over the past 5 years, DRR capacities (including preparedness to respond) and number of active players (non-governmental and inter-governmental) in South East Asia have increased substantially. UNISDR's (UN International Strategy for Disaster Reduction) regional office plays an active role in the region, especially through the Asian Partnership on Disaster Reduction (IAP). What was once an informal group to promote DRR, is now an active forum of major DRR stakeholders hosted by the lead country of AMCDRR. The IAP is the opportunity for Governments, donors, the UN system, the Red Cross movement and NGOs to share their expertise and experiences, and to define the regional DRR agenda. The main DRR donors in the region are: AusAid (Australian Aid), the World Bank, the Asian Development Bank, the European Union (through Member States and European institutions), USAID and the Japanese International Cooperation Agency (JICA). The private sector is showing interest and increased investment in DRR and is asking UNISDR to be included as a DRR stakeholder and partners in such fora as the IAP.

(3) **Constraints and DG ECHO response capacity**

Floods and other hazards can lead to isolation of remote communities, affecting normal development of activities. In the event of a disaster, DIPECHO- funded actions can prove life-saving, although delays in implementation may occur when partners have to respond to emergencies. Lack of involvement and ownership of authorities could undermine the continuity/sustainability of DRR actions. Access to communities by humanitarian actors may challenge the implementation of DIPECHO activities in some areas. Varying capacity of ECHO partners and local implementing agencies and insufficient number of DRR-qualified and dedicated human resources at the different governmental levels may slow down and challenge DRR achievements. Bureaucracy and delays in endorsement of Memorandum of Understandings and other Partnership documents often lead to delays in initiating activities at field level.

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

The following section refers to common interventions related to South East Asia. The specificities of each of the five Countries covered by this plan are included in the Technical Annex. It is understood that there is already a degree of knowledge by potential partners of the context/concepts related to DRR in the region. For DIPECHO the main measure for success is replicability. To the extent possible the results of the programme should be incorporated into national and regional DRM planning. This needs to be a key element of project design.

DIPECHO activities which will increase resilience of communities' and institutions' under national and regional initiatives are:

- a) *Local disaster management components*, targeting local actors in disaster prone areas: EWS⁸, mapping, local capacity-building, training.
- b) *Institutional linkages and advocacy*, targeting institutions involved in DM/DRR in particular at regional, national and sub-national levels: advocacy, facilitation of coordination and institutional strengthening.
- c) *Information, education, communication*, targeting direct and indirect beneficiaries: awareness-raising among the general public, education and dissemination.
- d) *Small-scale infrastructure and services*, at community level: infrastructure support and mitigation works, reinforcing critical infrastructure, maintenance systems, non-structural mitigation activities.
- e) *Stock-Building of emergency and relief items*, targeting reinforcement of the response capacity of local actors and institutions in disaster-prone areas in view of contributing to an adequate response to natural disasters by strengthening the response capacity in the early hours and days of a disaster.
- f) *Livelihoods and economic assets protection*, supporting direct and indirect beneficiaries to adapt, prepare or protect their livelihoods against natural disasters.

Effective coordination is essential. ECHO supports the **Inter-Agency Standing Committee's Transformative Agenda (ITA)** and encourages partners to demonstrate their engagement in implementing its objectives, to take part in coordination mechanisms (e.g. Humanitarian Country Team/Clusters) and to allocate resources to foster the ITA roll-out.

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

ECHO is in the process of reviewing the DIPECHO programme with the intention of developing it in a more strategic manner and building on the experience from previous exercises. This review will be completed in 2014 and projects may need to be re-assessed in light of the conclusions of this exercise.

4. LRRD, coordination and transition

Other DG ECHO interventions

DG ECHO uses one component of the Regional EU-ASEAN Dialogue Instrument (READI) facility (managed by DG DEVCO) to support the ASEAN Coordinating Centre for Humanitarian Assistance on disaster management (AHA centre). All DG ECHO emergency responses integrate DRR as and when relevant. Partners are invited under this DIPECHO programme to link their CBDRR initiatives with previous or ongoing ECHO-funded emergency and/or recovery operations extracting lessons from the emergency as leverage for advancing the DRR agenda at community and/or governmental levels. When an emergency occurs in a DIPECHO project location, partners are requested to provide ECHO with an analysis of the impact of the DIPECHO project and the identified gaps. Success stories and field-based demonstrations of the impact of preparedness and risk

⁸ EWS: Early Warning Systems

reduction on lives and assets are essential to improve future targeting of ECHO funded interventions.

Other services/donors availability

Partners are expected to build synergies with development initiatives funded by the European Union and other donors with similar or complementary geographical or hazard focus. All actions must be aligned with national and/or regional DRR policy and planning frameworks and contribute to their implementation and consolidation.

Discussions are ongoing with other EU services to ensure complementarities, avoid overlap and maximize impact. In Vietnam and the Philippines availability of other donors for long-term DRR strategies and/or Climate Change Adaptation (CCA) has been one of the indicators to decide upon an exit. In the other countries, ECHO is also active in liaising with existing donors and engaging in strategic discussions via consultation meetings. ECHO recommends partners to frame their DIPECHO projects in a longer-term perspective or DRR strategy and actively look for other sources of funding whenever possible.

Mainstreaming the results of the programme is likely to require a long-term strategic engagement with national and regional authorities. For this reason financial support for mainstreaming is likely to be most appropriate from development donors and engagement with these donors should be sought from an early stage.

There are many ongoing programmes in CCA that integrate DRR. The fact that DRR and CCA implementing agencies are mostly the same facilitates interaction.

Other concomitant EU interventions

Depending on the country, potential synergies are identified with other EU funding instruments on nutrition, food security and climate change adaptation. Synergies can be based on similar partners and strategies, exchange of expertise, joint brainstorming and monitoring, and same locations.

Exit scenarios

This funding cycle will be the last for the Philippines and Vietnam, in line with the strategy detailed in the 2012-2013 HIP and reviewed in consultation with partners. This is the first strategic exit from the DIPECHO programme and ECHO aims at documenting the process thoroughly and sharing the results with other countries in South East Asia and beyond. Exit criteria were developed and tested for each country in the region, creating appropriate phase-out strategies, a process that is on-going.