

HUMANITARIAN IMPLEMENTATION PLAN 2015 CARIBBEAN, CENTRAL AMERICA AND MEXICO

AMOUNT: EUR 24 582 000

0. MAJOR CHANGES SINCE PREVIOUS VERSION OF THE HIP

Prolonged drought exacerbated by El Niño has caused a critical situation in Central America and the Caribbean. The number of food insecure people, mostly living in the Dry Corridor of Central America, has reached 2.3 million with some 1.15 million people in need of urgent food assistance. According to the most recent food insecurity forecasts, by early 2016 the number of people in Crisis (Integrated Food Security Phase 3) is likely to increase due to the deteriorating trend. In the Caribbean, the drought is considered the most severe in the region in 115 years, with an estimated 3.5 million people affected in the entire region, in particular in Cuba, Dominican Republic and in Haiti.

In view of the current situation and the fact that local and national institutions are unable to cover the needs, assistance is needed to support access to drinking water, short term emergency food distribution, detection and management of malnutrition, emergency livelihood recovery and protection. It is therefore appropriate to increase the allocation under the present HIP by EUR 3 643 000 (Cuba EUR 600 000, Central America EUR 3 043 000 focusing in priority on Guatemala and Honduras).

1. CONTEXT

This HIP covers response to humanitarian needs as well as disaster preparedness, disaster risk reduction and resilience efforts in the Caribbean, Central America and Mexico. Regarding the response to humanitarian needs, this HIP focuses mainly on Haiti. However, it potentially also covers the Caribbean island states of Cuba, Dominican Republic, Jamaica, Saint Lucia, Saint Vincent and the Grenadines and the Central American countries El Salvador, Guatemala, Honduras and Nicaragua as well as Mexico. These countries have been included because of their level of exposure and vulnerability to natural disasters as identified by ECHO¹'s Integrated Analysis Framework for 2014-2015, combined with their limited resources to face these events². As regards disaster preparedness, disaster risk reduction and resilience, the focus will be on targeted actions in Haiti, the Dominican Republic and Cuba as well as support to regional thematic initiatives, building on past experiences that can bring key elements to improve the coping capacities of the Small Island Developing States (SIDS).

The region is highly disaster prone in terms of threats and recurrence of hazards, their severity and scope leading to significant potential for major disasters (cf the 2010

¹ Directorate General for Humanitarian Aid and Civil Protection

² Ranking in ECHO's 2014 Global Vulnerability and Crisis Assessment (GVCA): Haiti (GVCA Vulnerability Index 3, Crisis Index 2); Cuba (GVCA Vulnerability and Crisis Index 1); Dominican Republic (GVCA Vulnerability Index 2, Crisis Index 0); Jamaica (GVCA Vulnerability and Crisis Index 1); Saint Lucia (GVCA Vulnerability Index 1, Crisis Index 0), Saint Vincent and the Grenadines (GVCA Vulnerability Index 2, Crisis Index 0); El Salvador (GVCA Vulnerability and Crisis Index 2); Guatemala (GVCA Vulnerability and Crisis Index 2); Honduras (GVCA Vulnerability and Crisis Index 2); Nicaragua (GVCA Vulnerability Index 2, Crisis Index 0); Mexico (GVCA Vulnerability Index 2 and Crisis Index 3).

earthquake in Haiti). Exposure to epidemics is high, with regular outbreaks of dengue fever as well as the risk of expansion of the Caribbean cholera outbreak to Central America.

The physical risk is combined with socio-economic factors, such as high population density, fast demographic growth, inequality³ and poverty. The combination of these factors results in highly vulnerable communities, with few coping capacities to face the consequences of disasters. As climate change and booming urbanization leave more and more people exposed to hazards, **making communities more resilient and reducing their dependence on humanitarian assistance is a priority.**

Furthermore, in the Northern Triangle of Central America and Mexico, rapid expansion of non-political organized armed groups has increased the level and intensity of violence. Collective violence in these countries increasingly leads to forced displacement, limited access to basic – in particular health care - services and shrinking humanitarian access in areas under the control of armed groups.

Haiti

ECHO's Integrated Analysis Framework for 2014-15 identifies high humanitarian needs and high vulnerability in Haiti. Lack of infrastructure and public services⁴, low social protection, high unemployment, environmental degradation, weak institutions, political instability, widespread corruption⁵, food insecurity and undernutrition make the population highly vulnerable to shocks and risks. Almost five years after the devastating earthquake in Port-au-Prince, less than 7% of the initial 1.5 million displaced people remain in IDP sites. However, those who remain displaced are the most vulnerable. Food insecurity continues, with an estimated 600 000 people facing severe food insecurity and a drought in the North East and North West. In 2014, the number of suspected cholera cases decreased sharply, with expectation that the epidemic remains under control as long as efforts to respond to and contain it are sustained. The security situation remains precarious, in particular against the background of the announced phasing out of the MINUSTAH⁶ and the successive delays in holding legislative elections.

Central America

Successive shocks over the last years (droughts, coffee rust) have seriously deteriorated the food security of day labourers and small-scale producers and their families, living at subsistence level. A new drought in 2014 has further aggravated the food security situation. As of September 2014, more than 1.4 million people are moderately or severely

³ Latin America and the Caribbean is the most unequal region in the world. Ten of the 15 countries with the highest levels of inequality are in the region. - UNDP: First Human Development Report for Latin America and the Caribbean 2010. Inequalities are particularly pronounced in the Dominican Republic (50), Suriname (52.9) - Human Development Report 2009
http://www.undp.org/content/dam/undp/library/corporate/HDR/Latin%20America%20and%20Caribbean%20HDR/rhdr_lac_en_2010.pdf

<http://www.undp.org/content/undp/en/home/presscenter/pressreleases/2010/07/23/undp-launches-first-regional-human-development-report-for-latin-america-and-the-caribbean/>

⁴ More than 60% of the population, especially in rural areas, has no access to basic healthcare; only 26% has access to basic sanitation (34% in urban areas).

⁵ The country ranks 163rd out of the 177 countries covered by Transparency International's Corruption Index 2013.

⁶ United Nations Stabilization Mission in Haiti

food insecure. Areas in Western Guatemala have already reached crisis level (phase 3) of the Integrated Food Security Phase Classification (IPC). The 2014 drought has compounded already existing food insecurity. Hence, a further deterioration is expected by the first quarter of 2015, with the possible expansion of IPC crisis level to areas also in El Salvador, Honduras and Nicaragua.

The negative combination of several factors (including high exposure to hazards, high and increasing levels of vulnerabilities, low and decreasing coping capacities due in particular to high levels of poverty and high levels of violence leading to reduced access by both national and humanitarian institutions) are all elements leading to a situation of recurrent disasters caused by natural hazards and emergency situations continuously eroding the coping and response capacities of the local population as well as local administrations. This is affecting negatively the resilience of a population living at subsistence level.

2. HUMANITARIAN NEEDS

- 1) Affected people/potential beneficiaries

Haiti

The number of **IDPs** in the capital has decreased by over 90% since the 2010 earthquake. However, in July 2014, around 103 000 displaced people (or 28 000 households) were still living in 172 IDP sites, mainly in Port-au-Prince. The CCCM⁷ Cluster estimates that around 65 sites will still remain in early 2015, hosting approximately 69 000 people. Those remaining in the camps are unable to return to their place of origin without external support.

Of the 600 000 people facing severe **food insecurity** in 2014, 206 000 are considered to be in a crisis situation, living in extreme food insecurity⁸.

The **cholera outbreak** remains one of the biggest epidemics in the world and has led to over 8 500 deaths since its onset in October 2010. At the beginning of 2014, the yearly estimation of the number of suspected cholera cases was 45 000. However, this number was revised downwards at the end of June 2014, with 6 400 suspected cases and 45 deaths registered.

Central America

As of September 2014, 1.4 million people have been identified as moderately or severely food insecure due to the combined impact of the persisting coffee rust plague as well as previous natural disasters in Guatemala, Honduras, El Salvador and Nicaragua. In addition, drought conditions are exacerbating the situation, with an estimated two million people facing food insecurity by early 2015 and requiring assistance before the next harvest.

The region is also severely and increasingly affected by the impact of collective violence, leading to forced displacement and disruption of basic services and confined populations.

⁷ Camp Coordination & Camp Management Cluster, led by the International Organization for Migration

⁸ CNSA - Coordination Nationale de la Sécurité Alimentaire (National Food Security Coordination), 2014

Disaster preparedness, disaster risk reduction, resilience

The population in the region is highly exposed to the impact of natural hazards. The number of people affected by natural hazards in the **Caribbean** is estimated to be more than 20 million⁹. The impact of hazards is under-reported particularly in the case of small or medium scale events. In **Haiti**, the population vulnerable to natural hazards is estimated to be at least 60% of the population. An estimated 500 000 people in the Caribbean could be directly affected during the 2014 hurricane season and require temporary evacuation and emergency assistance. The impact of climate events causes further deterioration in the humanitarian situation and requires humanitarian emergency and early recovery response.

2) Description of the most acute humanitarian needs

Haiti

Humanitarian needs persist due to the succession of natural disasters over the last few years and the population's low capacity to withstand shocks. Therefore, it is essential to address the needs of the most vulnerable through a wider spectrum of activities, aiming at **resilience building** and **linking** with development actions.

The living conditions of **IDPs** in the camps remain extremely difficult, with limited access to basic services such as water and sanitation. Of the 172 remaining sites, one third (accommodating 56 500 people) are located in areas at risk of natural disasters, and most of them are at risk of cholera and other water-borne diseases. Protection is a serious concern, with forced eviction being a threat for many camps (accommodating 31 300) and high levels of violence, including gender-based violence and child abuse. It is important to ensure that the voluntary nature of the return is respected. Identifying durable solutions for the remaining displaced population is becoming more complex and requires concerted resilience-building efforts. Furthermore, pockets of extreme vulnerability are numerous outside the camps in the capital, in particular in informal settlements around Canaan, Jerusalem and Onaville.

Food insecurity remains of concern. In April 2014, food insecurity in some areas of the country (mainly the dry lowland and mountain areas in the North-West, North, Artibonite, South-East and Nippes) deteriorated to IPC crisis phase¹⁰. While there has been some improvement since then due to the harvest season, food insecurity continues, with a risk of deterioration in areas of South East, Plateau Centrale and North West due to the expected effects of "El Nino".

In 2014, the scale of the **cholera** epidemic was reduced. In order to continue this downwards trend, sustained efforts are required to address the epidemic through rapid health, water and sanitation interventions. However, eradication requires massive, long-term investment in water and sanitation infrastructure and the capacity of the health care

⁹ Data from CRED-EMDAT 2013 (period 1980-2013)

¹⁰ Integrated Food Security Phase Classification. The last exercise was conducted in April 2014 by a group of actors including CNSA (Coordination Nationale de la Sécurité Alimentaire), MSPP (Ministère de la Santé Publique et de la Population), Fewsnet, UN agencies (UNICEF, WFP), NGOs (ACF, Oxfam) and donors (USAID, ECHO).

system to respond and integrate cholera patients into existing services. Addressing the sanitary situation is one of the main objectives of the government's 10-year national plan to eliminate cholera; but the programme remains seriously underfunded.

Central America

Availability of and access to staple foods as well as income opportunities have seriously decreased for families living at subsistence level. This is the result of the combined impact of natural disasters, the worst drought in the last ten years in 2014 and the continuous expansion of the coffee rust plague. The resulting food insecurity situation is expected to deteriorate further in 2015 if the levels of the response do not match the level of needs. The current food insecurity exceeds local coping capacities. Support is therefore required to ensure the most vulnerable populations' access to sufficient food until the next staple food harvest and the recovery of their livelihoods.

The high levels of organized violence have a clear impact on the population, whether direct (such as physical and sexual violence, forced recruitment, restriction of free movement, forced displacement, etc..) or indirect (lack of adequate services at community level in terms of availability and access, lack of adequate assistance by national institutions, etc...). Integration of basic protection principles into the humanitarian approach and in traditional assistance programmes is of paramount importance in a context of widespread high levels of violence in the region. This approach is closely linked to the principle of "do no harm", but should go beyond it. It also extends to the commitment to safe and equal access to assistance as well as the need for special measures to ensure access to and for particularly vulnerable groups. All humanitarian actions must integrate these principles.

Disaster preparedness, disaster risk reduction, resilience

High exposure and limited coping capacities of the most vulnerable populations means that there is a critical need to better anticipate the potential impact of any negative event in order to limit its consequences¹¹. Access to safe water and shelter as well as to emergency relief items in the early stages of an emergency needs to be integrated in contingency plans. Recovery for the most vulnerable people affected by events is difficult and slow without external support. Integrated DRR is still a matter of concern in the rehabilitation and reconstruction process¹².

3. HUMANITARIAN RESPONSE

1) National/local response and involvement

Haiti

The capacity and willingness of the government to address humanitarian needs is limited. The situation in the camps continues to deteriorate and the authorities' contribution towards the provision of basic services in IDP sites and identification of durable solutions remains very marginal. The 16/6 project implemented by UCLBP¹³ and UN

¹¹ Early-warning systems are among the most cost-effective solutions to reducing the worst effects of disasters.

¹² Recovery and reconstruction after a disaster presents a golden opportunity to make shelters, water supply systems, vital infrastructures more resilient to future events.

¹³ Project to rehabilitate 16 neighbourhoods and close six camps in a collaboration between UNDP, ILO, IOM, UNOPS and the Government's Coordination Unit for Housing and Public Buildings Construction (UCLBP)

agencies relocated over 20 000 people and ended in 2013. DPC¹⁴ is also involved in camp registration and relocation. The Emergency Response Department of Dinepa¹⁵ is monitoring the water, sanitation and hygiene situation in the camps; but often these institutions lack the necessary operational capacities. There is also a critical lack of urban planning and progress on land tenure legislation.

The food security national coordination system is being reinforced with support of donors and UN to the National Food Security Coordination (CNSA)¹⁶. However, coordination among humanitarian partners needs to be enhanced and good quality information is needed, as well as consistent coordination at departmental level.

According to the latest evaluation of the health system by the Ministry of Health and its partners¹⁷, government health facilities provide only 38% of the health services and this mainly in Port-au-Prince. Regarding cholera, the capacities of health authorities has been enhanced with international assistance. The Ministry of Health is now promoting its rapid response team to cope with any outbreak in rural areas. However, limited logistical capacities and coordination between institutions (mainly Ministry of Health and Dinepa) hinder the achievement of a more effective response by national authorities.

In July 2014, the President of the European Council signaled the EU's willingness to support a national framework for resilience that may be prepared and could help increase synergies between humanitarian and development interventions.

Central America

Regarding food insecurity, the response at local and national levels has mainly focused on provision of credit facilities and agricultural inputs and technical assistance to control the spread of the coffee rust plague. Several government assistance/food security programmes are ongoing but are hampered by funding shortfalls. Support to the impact of the coffee rust tends to mainly target large coffee producers and not the most vulnerable populations (day labourers and small-scale farmers). In Honduras, the authorities have started implementing a EUR 14 million emergency response plan, targeting 76 000 families. In Guatemala, authorities have elaborated a drought emergency action plan of EUR 49 million, targeting 236 000 families. In both cases, funding gaps have been identified. An inter-ministerial action plan will be implemented in Nicaragua to mitigate the impact of the 2014 drought.

While some progress is now being made in terms of recognition of the issue, the impact of organized and collective violence, which hampers access to populations as well as effective delivery of services and response to disasters, has yet to be addressed adequately in the region.

Disaster preparedness, disaster risk reduction, resilience

The situation is highly diverse depending on the country. National and local authorities are increasingly aware of the importance of DRR, resilience and many have laws,

¹⁴ Direction de la Protection civile – Civil Protection Department

¹⁵ National Directorate for Water and Sanitation

¹⁶ Coordination Nationale de la Sécurité Alimentaire – National Food Security Coordination, which is one of the leading agencies of the GTSAN - Groupe Technique sur la Sécurité Alimentaire et Nutritionnelle (Technical Group on Food and Nutrition Security)

¹⁷ Evaluation de la Prestation des Services de Soins de Santé (EPSSS), Ministère de la Santé Publique et de la Population, March 2014

procedures, studies, and mechanisms in place. However, the focus is mostly on the response phase, while in terms of preparation, capacities remain weak and limited, mainly due to lack of political will, lack of resources and know how. Support is needed to promote an effective implementation of DRR policies and strategies and to strengthen existing capacities. In **Haiti**, the government is building the foundations to manage emergencies through the Civil Protection Department (DPC) and the National System for Disasters and Risk Management (SNGRD). The launch of a thematic table on DRR in March 2014 reflects the commitment of the government to play its role and demonstrate leadership in coordination.

2) International Humanitarian Response

Haiti

The transition to post-emergency needs has resulted in the reduction of the number of clusters to four (protection, wash, health, CCCM)¹⁸. The sectoral tables that should take over coordination are facing difficulties in addressing the critical humanitarian needs, raising serious concern about humanitarian space and respect of humanitarian principles. In 2014, the Humanitarian Action Plan (HAP) required USD 168 million to cover the main humanitarian needs in Haiti (displacement, cholera, food security and disaster preparedness and response). As of July 2014, the HAP was funded at 34%. Its mid-term review is currently ongoing and should result in the development of a two-year transition plan as needs are evolving from emergency to more development-oriented.

The CERF contributed USD 9 million in 2014, mainly to support cholera elimination activities. The Emergency Relief Response Fund (ERFF) is currently operating with USD 2.5 million (for emergency preparedness, health, nutrition and WASH).

Other donors' contributions to humanitarian needs include: OFDA (Office of Foreign Disaster Assistance) USD 5 million for DRR, Canada USD 20 million for IDP relocation, World Bank USD 20 million for cholera (over five years), Canada and Japan USD 14.5 million for sustainable wash infrastructure, USAID (United States Agency for International Development) USD 80 million for social safety net (*Kore Lavi* over four years).

In April 2013, the **Political Champions for Disaster Resilience** initiative was launched in Haiti. Three pilot departments have been identified (Grande Anse, North and North-East). Technical and needs assessment missions have been conducted to elaborate a framework for each department coupled with a mapping and budgeting exercise. In 2013, DfID (UK Department for International Development) pledged GBP 10 million for the initiative in order to enhance the resilience of the population, targeting Grande Anse.

ECHO advocates for a nationwide **strategic framework for resilience**, extending the definition of resilience beyond disaster risk reduction and pursuing a multi-sectorial approach.

Central America

There is a limited international response to the food security crisis. The UN country teams in Guatemala, Honduras and El Salvador have been active and elaborated requests

¹⁸ Only the protection cluster remains fully active and meets on a regular basis. The health cluster remains with low activity. The wash cluster has been fully transitioned to the Dinepa and the CCCM cluster is in process of transitioning to the UCLBP.

to the CERF in order to assist families in moderate and severe food insecure conditions. In Guatemala, a USD 14 million emergency plan has been elaborated by the UN system and the CERF has been activated with a planned amount of USD 2.5 million. Requests to the CERF are also being prepared in Honduras and El Salvador. USAID/OFDA is planning to support the region with USD 3.6 million as well as research on coffee rust resistant plants (USD 5 million). The Spanish Agency for Cooperation and Development (AECID) has allocated EUR 318 000 and Italy EUR 200 000 for Guatemala.

Disaster preparedness, disaster risk reduction, resilience

Several donors are supporting DRR/Climate Change Adaptation in the Caribbean: DfID¹⁹; the Canadian International Development Agency (CIDA)²⁰; AECID²¹; USAID/OFDA; Inter-American Development Bank (IADB).

The total EU contribution to the World Bank Global Facility for Disaster Reduction and Recovery (GFDRR) is EUR 60 million for the period 2011-2017, including a contribution for the Caribbean region estimated at EUR 12.5 million, for instance for the 2012-2014 Disaster Risk Management Mainstreaming and Capacity Building Programme (USD 1 million).

Further support includes the following: 2011-2016 World Bank (IDA) loan of USD 60 million for a Disaster Risk Management and Reconstruction project; Grenada and St. Vincent and the Grenadines: Regional Disaster Vulnerability Reduction project, loan of USD 53.10 million with government co-financing, Guyana: 2008-2014 support to the Conservancy Adaptation Project, USD 5 million provided by the Global Environment Facility (GEF); Jamaica: 2010-2014 support to Community-based Landslide Risk Reduction, USD 3 million provided by the Japan Social Development Fund (JSDF); Dominican Republic: 2012-2014 support to mainstreaming DRM and Climate Change Adaptation in Public Investment, Territorial Planning and Public Finances in the Dominican Republic, USD 0.76 million funds from the World Bank and GFDRR.

3) Constraints and ECHO response capacity

Haiti

Absorption capacity is a challenge in this transition context from humanitarian response to a resilience approach. Many ECHO partners have developed transition/resilience strategies and expertise. However, due to the sharp reduction in humanitarian funds and the limited flexibility of development funds, many partners have reduced their operations and have limited absorption and surge capacity, in particular for emergency response.

Humanitarian space remains under pressure in Haiti, for instance due to constant and virulent criticism of the NGO community and a lack of understanding and respect for humanitarian principles. The government's general mistrust towards NGOs and its

¹⁹ DFID supports Comprehensive Caribbean Disaster Management framework with £2.4 million in coordination with CDEMA; £4 950 308 for CARICOM's Regional Framework for Achieving Development Resilient to Climate Change and £917 000 to British Red Cross for disaster resilience in the British Overseas Territories in the Caribbean.

²⁰ CIDA supports the Caribbean Development Bank with CAD\$20 million for a community DRR programme, and the Caribbean Catastrophe Risk Insurance Facility (CRIF (CAD\$25 million, World Bank). CAD\$20 million has been allocated to CDEMA for the Caribbean Disaster Risk Management programme.

²¹ AECID is supporting the National Prevention, Mitigation and Disaster Response system in Dominican Republic (EUR 4 million).

attempts to control (e.g. current draft NGO law, increased taxation) has negative effects on their capacity to deliver humanitarian assistance.

Coordination, and in particular strategic coordination aiming at identifying synergies and maximizing impact, remains a major challenge in Haiti despite the multiplication of coordination fora (clusters, sectoral/thematic tables etc.). In this context of transition from humanitarian to development, strategic coordination is even more essential.

Data collection using standardized tools at the country level: Even though there is some progress in the food security sector, reliable and disaggregated data is lacking for many sectors, starting with risk mapping.

Central America and Mexico

Access is usually possible through specific humanitarian partners in the most vulnerable areas. However, the evolution of the security context might disrupt or complicate access. Some areas remain off limits, such as ultra-violent urban neighbourhoods, cities or provinces controlled by armed groups.

Social and/or political instability could disrupt projects and result in suspensions. The security situation in the Central American region is a growing concern and strict security protocols are necessary.

Caribbean

There is only a limited number of partners in the region, especially outside the Dominican Republic, Jamaica and Cuba.

- 4) Envisaged ECHO response and expected results of humanitarian aid interventions.

Haiti

While addressing the most acute humanitarian needs, the HIP 2015 will **focus on enhanced resilience of vulnerable and at-risk populations** to withstand, adapt and recover from stresses and shocks. Building resilience is a common objective of the European Union humanitarian and development assistance as stated in the Action Plan for Resilience in Crisis Prone Countries 2013-2020²². ECHO's response intends to promote a nationwide strategic framework for resilience, which pursues a multi-sectoral and multi-dimensional approach. Coordination of humanitarian response will be supported to strategically link relief, rehabilitation and development.

IDPs: Within the **overall goal of resilience building**, ECHO's response in Haiti will include the provision adequate assistance to **IDPs**. While the numbers of IDPs and sites have significantly decreased, solutions aiming at durability and strengthening their resilience should be supported in conjunction with other actors. Therefore, options in line

²² European Commission SWD(2013)227), June 2013

with ECHO's humanitarian mandate will be explored (e.g. rental subsidies, camp transformation). In particular, the issue of durable solutions for sites with temporary shelters may be explored. Special attention to basic services in the camps will continue, in particular with regard to water and sanitation and protection. Aiming at linking relief, rehabilitation and development, the production of data through analysis and surveys as well as capitalisation of previous lessons learnt may be envisaged to feed longer-term urban development initiatives. A **protection-sensitive approach** is essential and special attention should be paid to vulnerable groups such as children, female headed households, elderly, disabled and people with specific needs. In an environment with high levels of violence, specific protection activities addressing the different components of gender-based violence (from prevention and outreach to medical, psychosocial and legal management and referral) and advocacy are encouraged.

Food insecurity: Improving **food security** and strengthening the **livelihoods** of the most vulnerable rural and urban communities affected by recurrent shocks is crucial. Thereby, a practical **resilience approach** will be applied. It will combine the protection/strengthening of livelihoods, a contribution to improving food security and decreasing vulnerability to shocks through supporting capacities for preparedness and coping in case of crisis. Nutrition-sensitive activities will be considered to further promote resilience-building. Also, support may be envisaged to reinforce capacities to collect reliable and comparable data, improve food security and nutrition analysis and promote the dissemination of relevant tools to improve targeting. Synergies with on-going development initiatives will be developed further.

Cholera: While ensuring that an adequate response to **cholera** outbreaks is maintained – notably through a joint WASH/health response - and that lethality remains low, approaches may be envisaged with a longer-term perspective aiming at sustainable WASH and health interventions, particularly in rural areas as well as the accompaniment of decentralized authorities. This will be based on results and lessons learned from previous interventions, for instance interventions supporting community and authorities' ownership of surveillance and early warning systems and improvement of WASH conditions in key health facilities.

Central America

When external assistance is required to fill acute gaps, an emergency response may be provided to respond to the needs of the people most affected by food insecurity and natural disasters. Furthermore, actions may be supported to enhance the resilience of the most vulnerable by developing response mechanisms adapted to the contexts and needs. Actions could also aim at increasing knowledge and visibility of the humanitarian situation and the principles underlying adequate response. A multi-sectoral approach will then be supported where/when relevant, with a particular attention to food assistance, nutrition, protection, WASH, non-food items and access to basic services as the main humanitarian sectors to be considered as a priority. Interventions will be based on humanitarian principles, using the technical expertise of international humanitarian actors who are able to implement actions in highly insecure contexts to reach the population most in need. Actions should include a protection sensitive approach.

Disaster Preparedness, disaster risk reduction, resilience

Actions will target communities vulnerable to adverse events and local institutions in order to increase their resilience and enhance their preparedness, focusing on rural, urban and peri-urban communities in disaster prone areas and on institutions involved in

disaster risk reduction/disaster risk management (DRM), as well as support to regional thematic initiatives. Priority will be given to those communities with the highest risk indicators and the lowest coping capacities, who are most exposed to natural events and to institutions responsible for DRM in need of technical support. As urban population in the region continues to grow, the number of urban people living at risk is increasing, making it necessary to include urban risk needs in Disaster Risk Reduction (DRR) activities. Advocacy efforts will continue with donors, authorities and partners to build upon ECHO's experience in disaster preparedness, disaster risk reduction and resilience and for a long-term involvement.

DRR targeted actions aim to create better prepared communities and local institutions to face disasters caused by natural phenomena, thus reducing mortality and protecting to the extent possible the assets and livelihood of the most vulnerable population. They are in particular envisaged in **Haiti**, where DRR and resilience building has gained some momentum at national level in the past years but much remains to be done for effective mainstreaming at all levels.

Multi-sectoral approaches will be envisaged as appropriate, either through one intervention or through strategic coordination with other interventions. In contexts where the size of the response required is relatively small in terms of budget allocation, support may be envisaged for designing and advocating for innovative responses which could be replicated by local authorities and communities, triggering and accompanying local and national actions.

Effective coordination is essential. ECHO supports the **Inter-Agency Standing Committee's Transformative Agenda (ITA)** and encourages partners to demonstrate their commitment to 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.

4. LRRD, COORDINATION AND TRANSITION

1) Other ECHO interventions

Haiti

In 2014, ECHO support for actions in Haiti was funded two-fold: a HIP of EUR 18.5 million, and a financing decision of EUR 5 million, adopted in May drawing on the Bridging Facility of the 11th EDF for humanitarian assistance in the IDP camps (EUR 3 million) and cholera (EUR 2 million). The resilience angle of the HIP 2015 complements the current humanitarian response implemented under the HIP 2014. Under the 2013-2014 DIPECHO HIP, Haiti received EUR 3.5 million. Most of the DIPECHO projects end in the last months of 2014, and new funds for Haiti will build on the capacity of the authorities and the disaster resilience of the most vulnerable and at risk communities and complement other actions funded in the country.

Central America

ECHO supports three small-scale response projects in the region to address the acute food insecurity of some 3 230 families (EUR 750 000). In addition, disaster preparedness activities are currently implemented through DIPECHO – Disaster Preparedness ECHO - ECHO/-CM/BUD/2015/91000

(EUR 10.747 million – focusing on a variety of risks) and a drought resilience programme (EUR 1.5 million). A HIP to respond to humanitarian consequences of violence is also under implementation (EUR 2 million) finishing end of 2014.

Caribbean

Hurricane Sandy emergency response in 2012-13 was complemented by early recovery support in Jamaica, Cuba, Haiti and Dominican Republic through; (i) dedicated HIPs (Haiti and Cuba EUR 4 million); (ii) SSR (ECHO's Small-scale Response instrument) and DREF (IFRC Disaster Relief Emergency Food, supported by ECHO; Dominican Republic EUR 0.3 million; (iii) EDF (European Development Fund) B envelope funds (Dominican Republic and Jamaica EUR 1.5 million). In the course of the floods during Christmas 2013 in the Eastern Caribbean islands ECHO channeled humanitarian contributions through the SSR and DREF instruments for the most immediate needs; at the same time the EU contribution to the GFDRR made available two Rapid Damage and Loss Assessments (DaLA), that led the mobilization by the EU of EUR 12.675 million for reconstruction under the Bridging Facility of the 10th and 11th EDF.

2) *Other services/donors availability*

Haiti

The overall objective of the 11th EDF (2014-2020) is to accompany Haiti through its transition towards a sustainable and inclusive emerging economy, as identified in the Strategic Planning for the Development of Haiti. In this regard, the interventions under the 11th EDF follow four strategic objectives translated into four main sectors: education, reform and modernization of public administration, food security and nutrition, sustainable urban and road infrastructure. The humanitarian activities funded under the HIP 2015 will establish links with those concentration sectors, to promote a common country strategy for Haiti and optimise synergies between development and humanitarian activities.

The Food Security Thematic Programme 2013 (EUR 7.3 million) aims at contributing to reducing poverty and hunger through improvement of food security and nutritional conditions of North West and Artibonite populations as well as enhancing national sector governance and the production of reliable information on food security. It also includes support for national food security evaluation approaches and linkages between humanitarian aid interventions and longer-term social safety nets. An additional envelope of EUR 5 million for food security, nutrition and resilience will further strengthen the strategic LRRD dimension of EU humanitarian and development projects.

Central America

The main donors in the region are Spain (AECID), Switzerland (SDC), IADB, USAID/OFDA, World Bank and Japan (JICA) with whom ECHO is in regular contact. ECHO also supports the donor coordination roundtables and efforts in all countries of the region and at regional level in order to create additional opportunities for LRRD. ECHO will seek coordination with these donors in order to articulate and complement efforts. Synergies will be explored with those having longer term programmes to assess potential for follow-up actions.

3) *Other concomitant EU interventions*

Haiti

Since the 2010 earthquake, linking ECHO funds and other EU funding instruments has been actively pursued. It concerns mainly three sectors: housing for earthquake displaced populations (HIP and EDF), DRR (HIP, DIPECHO, Instrument for Stability (IfS), mainstreaming and dedicated actions foreseen in the 11th EDF) and food security (HIP, Food Security Thematic Programming, 11th EDF).

In Haiti, several actions funded under the Instrument for Stability ensure complementarities in DRR and resilience: the *Programme Européen pour le Renforcement du Système National de Gestion des Risques et des Désastres* links up with reinforcement of local capacity for disaster response supported by ECHO. The project financed under the Interim Response Programme of the IfS (*Programme de Renforcement des capacités décentralisées du Système National de Gestion des Risques et Désastres*) was designed in collaboration with ECHO. Its objective is to strengthen the SNGRD's national and decentralized capacities for management and response to disasters. It should maintain the momentum created by ECHO-UNDP action implementing part of the designed road map.

Central America

The European Union and the Central America Country and Regional Cooperation Strategy (2014-2020) set out priorities in line with the HIP (food security, adaptation to climate change, security/violence prevention/youth and social inclusion). Some EU Member States contribute to these priorities, such as Germany in Guatemala with support to programmes related to adaptation to climate change and prevention of violence.

ECHO is in contact with other EC services to work jointly to ensure links between assistance and development (eg Instrument for Stability, Thematic Budget lines and sector programmes).

DEVCO²³ has addressed food insecurity through several instruments. A regional longer-term programme is currently being elaborated to support integrated management of the coffee rust plague in Central America. EU Member States have shown interest in contributing to the programme, which is expected to start in the second half of 2015.

Joint analysis of needs will be promoted to the extent possible, as well as definition of objectives and planning of activities to increase resilience.

Disaster Preparedness, disaster risk reduction, resilience

Under the 10th EDF funded ACP-EU Natural Disaster Risk Reduction programme, the EU contributes EUR 60 million to the World Bank's GFDRR Multi-donor Trust Fund and Single Donor Trust Fund from (including EUR 12.5 million for the Caribbean) in 2011-2017. Current programmes focus on e.g. strengthening public investment in

23 Directorate General for Development and Cooperation - EuropeAid

disaster risk reduction and climate change adaptation in the Eastern Caribbean (EUR 740 000) and strengthening capacity in PDNA in the Caribbean (EUR 405 000).

EUR 20 million has been allocated under 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 CDB. 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.

EUR 7.5 million has been allocated to the Building Capacities for increased Public Investment in climate change adaptation and DRR programme led by UNISDR (2012-2015). A EUR 10 million project for Climate Change Adaptation in OECS states²⁴ is promoting effective and sustainable land management frameworks and practices and specific physical adaptation.

In terms of climate change adaptation, the EU is contributing to the Global Climate Change Alliance (GCCA) under the 10th EDF intra ACP financial framework. Launched in 2007 and focusing on Least Developed Countries and Small Island Developing States of which EUR 6 million is about to start in Haiti. It aims to strengthen government capacity to integrate environmental sustainability and adaptation to climate change in policies and development projects.

4) *Exit scenarios*

Haiti

An immediate phasing out of humanitarian assistance is not envisaged due to remaining acute humanitarian needs and high level of vulnerability to multiple risks. However, in order to address the underlying causes of vulnerability, ECHO has been working very closely with other EU services and actors to promote the resilience of the most vulnerable and at-risk populations. Thereby, the aim is to progressively reduce the need for humanitarian interventions, drawing on synergies with longer-term development programmes. The **Joint Humanitarian-Development Framework** is intended to translate into concrete resilience-oriented interventions with medium or longer term perspectives, leading to a gradual phasing out of humanitarian interventions. It will be the basis for an EU Strategy for Resilience in Haiti (2014-2020). Synergies will actively be sought with the national framework for resilience, which is expected to provide overall orientation for humanitarian and development interventions.

Central America

Medium to long-term livelihood and food security recovery is needed for affected day labourers and small producers, support to safety net measures for the population affected by the coffee rust plague as well as the on-going drought. Actions should be

²⁴ Organization of Eastern Caribbean States

implemented in close coordination with the EU Delegations and development actors including authorities to ensure links.

Disaster Preparedness, disaster risk reduction, resilience

Exit scenarios need to consider a progressive hand over and partners are strongly recommended to integrate this concept as well as advocacy towards longer-term actors. ECHO will continue to explore exit scenarios based on analysis of risk and coping capacities and DRR actions by other development actors/EU services. Fostering resilience will help implement exit scenarios. Support to the development of Country Documents should help define conditions for exit and effective handover of DIPECHO projects and targeted DRR actions.