

HUMANITARIAN IMPLEMENTATION PLAN (HIP)

EMERGENCY TOOLBOX

AMOUNT: EUR 42 000 000

The present Humanitarian Implementation Plan (HIP) was prepared on the basis of financing decision ECHO/WWD/BUD/2022/01000 (Worldwide Decision) and the related General Guidelines for Operational Priorities on Humanitarian Aid (Operational Priorities). The purpose of the HIP and its annexes¹ is to serve as a communication tool for DG ECHO²'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

Seventh modification as of 28 November 2022

Due to the significant use of the ALERT and Epidemics tools in the past months, including 14 allocations from ALERT, and 11 allocations from the Epidemics tool, the Emergency toolbox will be reinforced with additional EUR 2M from the Operational reserve, as follows:

- 1M for ALERT
- 1M for the Epidemics tool

This modification will bring the total amount of the HIP Emergency Toolbox to EUR 42 000 000.

Sixth modification as of 19 October 2022

Due to the significant use of the ALERT, Small-scale and Epidemics tools in the past months, including twelve allocations from ALERT, eight allocations from the Small-scale tool, and eight allocations from the Epidemics tool, the Emergency toolbox will be reinforced with additional EUR 5M from the Operational reserve, as follows:

- 2M for ALERT
- 1M for the Small-scale tool
- 2M for the Epidemics tool

This modification will bring the total amount of the HIP Emergency Toolbox to EUR 40 000 000.

Fifth modification as of 13 September 2022

¹ Technical annex and thematic policies annex

² Directorate-General for European Civil Protection and Humanitarian Aid Operations (ECHO)

This modification is intended to transfer the full amount of the Emergency Response Reserve (EUR 48.5M) to the HIPs ‘South & East Asia and Pacific³’ (EUR 1.5M) and ‘Afghanistan, Pakistan, Iran and Central Asia⁴’ (EUR 13M), and the remaining EUR 34M to the Operational Reserve.

Fourth modification as of 29 July 2022

This modification is intended to transfer EUR 2 million from the Emergency Response Reserve to respond to the urgent food security crisis in the Karamoja region of Uganda. The funds will be transferred to the HIPs ‘Upper Nile Basin ECHO/-AF/BUD/2022/91000’.

Third modification as of 28 April 2022

This modification is intended to transfer EUR 9 million from the Emergency Response Reserve to respond to the urgent humanitarian needs in Madagascar and Mozambique. The funds will be transferred to the HIPs ‘Southern Africa ECHO/-SF/BUD/2022/91000’.

Second modification as of 23 February 2022

This modification is intended to transfer EUR 48.5 million from the Emergency Response Reserve to respond to the urgent humanitarian needs in Ukraine and neighboring countries (EUR 45M), Panama (EUR 1.5M) and Angola (EUR 2M). The funds will be transferred to the HIPs ‘Ukraine (ECHO/URK/BUD/2022/91000)’, ‘Latin America and the Caribbean (ECHO/-AM/BUD/2022/91000)’ and ‘Southern Africa and Indian Ocean (ECHO/-SF/BUD/2022/91000)’, respectively.

First modification as of 21 January 2022

This modification is intended to transfer EUR 10 million from the Emergency Response Reserve to respond to the urgent humanitarian needs in the Philippines triggered by the Rai Typhoon. The funds will be transferred to HIP ‘South, East, South-East Asia and the Pacific’ (ECHO/-XA/BUD/2022/91000). This amount is additional to the EUR 1.7 million made available from ALERT in December 2021.

1. CONTEXT

The effects of a disaster, especially when combined with high levels of vulnerability and insufficient local capacities to prepare, mitigate or prevent their impact, often lead to devastating consequences and sudden or increased humanitarian suffering. Therefore, the timeliness of humanitarian aid interventions is of critical importance.

In such cases, a flexible humanitarian intervention is needed in order to meet the most urgent humanitarian needs and enhance the preparedness of the most vulnerable populations affected by disasters, in particular at local community level.

The aim of this HIP is to:

³ ECHO/-XA/BUD/2022/91000

⁴ ECHO/-AS/BUD/2022/91000

- (i) Provide humanitarian aid to vulnerable people affected by natural disasters, human-induced crises or comparable exceptional situations and circumstances that have led or are likely to lead to major loss of life, physical, psychological or social suffering and/or material damage.
- (ii) Provide a first response to cover the immediate needs of the most vulnerable in the days after an emergency or a sudden onset humanitarian crisis as well as humanitarian assistance for response and disaster preparedness to populations affected by disasters.

This support can take the form of:

- (i) The provision of emergency funding to humanitarian partners for a fast response to disasters; and/or:
- (ii) The deployment of humanitarian response capacities under the European Humanitarian Response Capacity (EHRC) for the provision of emergency services such as emergency stockpiles, logistical support and coordination, and medical expertise.

A) Emergency funding

The Emergency Toolbox contains five instruments to allow for a fast response to disasters, namely the:

- 1) Epidemics Tool
- 2) Small-scale Tool
- 3) Acute Large Emergency Response Tool (ALERT)
- 4) Support to the International Federation of the Red Cross and Red Crescent Societies' (IFRC) Disaster Relief Emergency Fund (DREF)
- 5) Emergency response Reserve

The Emergency Toolbox HIP funds are intended for needs that were not foreseen when the Worldwide Decision was adopted. This also includes sudden unforeseen peaks in pre-existing crises.

Epidemics Tool

Epidemics pose great risks to the health, lives and livelihoods of people in developing countries. Communicable diseases that have appeared or reappeared in recent years have demonstrated their potential to develop into epidemics with high human impact. They can significantly exceed coping capacities of national resources and easily cross borders, causing major emergencies at national or even regional levels.

Complex emergencies, often resulting from a combination of political instability, conflict and violence, social inequality and underlying poverty, can increase a population's vulnerability to infectious diseases. This is also true of climate change and natural disasters such as earthquakes, floods, tsunamis and hurricanes. These contexts can reduce the ability of countries to respond to public health risks, especially if local health systems are poorly resourced. The vaccination coverage in some developing countries is low and

the risk of transmission of infections is thus enhanced. A lack of basic sanitation facilities, low hygienic standards and malnutrition in post-emergency or structurally weak countries can also increase vulnerability to communicable diseases. As health workers are particularly at risk of being contaminated, medical evacuation options need to be available to ensure a proper response.

Over the past years, DG ECHO supported response operations to fight against epidemic diseases such as Cholera, Lassa Fever, Yellow Fever, Measles, Ebola, Plague and Acute Watery Diarrhoea. In 2020 and 2021, the tool has mainly been mobilised for the global response to COVID-19.

Small-scale Tool

The Small-scale Tool allows DG ECHO to provide a rapid response to disasters – natural and human-induced – where a limited response is appropriate. Small-scale disasters affect a relatively limited number of people but can have a serious negative impact on the lives and livelihoods of these populations. They can occur in remote or isolated areas, may not trigger a declaration of emergency and usually do not figure prominently in the news despite the serious humanitarian needs they create locally.

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

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

Acute Large Emergency Response Tool (ALERT)

Sudden onset large-scale disasters can have an enormous impact on the lives and livelihoods of vulnerable populations. In many countries, the effects of a disaster when combined with high levels of vulnerability and insufficient local capacities to prepare, mitigate or prevent may have a devastating impact and result in the need for life-saving assistance. Examples in 2021 include the eruption of La Soufrière volcano in St. Vincent and Grenadines, the eruption of the Mount Nyiragongo volcano in the Democratic Republic of Congo, and the earthquake in Haiti. The rapidity with which these needs are addressed within the first few days is critical.

The Acute Large Emergency Response Tool (ALERT) allows DG ECHO to provide rapid first-line funding for the immediate response to sudden-onset large-scale natural and technological disasters. It facilitates the immediate response of humanitarian actors that are on the ground or that can be deployed rapidly. Large-scale disasters are considered as those potentially affecting more than 100 000 people⁵. The purpose of the

⁵ Disasters with number of people affected $\geq 100\,000$ represent the upper 25% (approximately, by number) of all disaster entries for all continents excluding Europe in the EM DAT disaster database, which has data for number of affected people from 1900-2017,. Source: EM-DAT: The Emergency

ALERT is to provide a first initial response to be able to cover the immediate needs of the most vulnerable in the immediate aftermath following a large-scale emergency or a new humanitarian crisis.

Support to the IFRC Disaster Relief Emergency Fund (DREF)

Since 2009, DG ECHO has responded to small- and medium-scale disasters with humanitarian consequences via an earmarked contribution to the Disaster Relief Emergency Fund (DREF) of the International Federation of Red Cross and Red Crescent Societies (IFRC). DG ECHO's contribution to the DREF is motivated by the need to ensure a quick reaction capacity with minimal administrative burden for the parties concerned.

DG ECHO's contribution to the DREF can also be used towards the IFRC's new mechanism under the DREF, Forecast-based Action (FbA). FbA aims to address specific, predetermined threats, with action triggered once it is certain the threat has become a real and imminent event.

Emergency response reserve

Humanitarian needs are steadily increasing and their evolution may be difficult to predict. Crises may arise due to natural or human-induced hazards, while others may increase in severity, needing urgent intervention.

As a complement to the previous instruments, the objective of the Emergency response reserve is to be able to respond quickly by allocating money from this reserve to a specific crisis or geographical area.

B) Emergency Capacities

The Emergency Toolbox HIP shall also implement the development of the capacities of the European Humanitarian Response Capacity (EHRC), as described in the Humanitarian Aid Communication adopted in March 2021.

The aim of the EHRC is to fill gaps as they arise and pilot new and innovative approaches to humanitarian aid.

The two main objectives of the EHRC are:

1. To enable more rapid, targeted and direct EU interventions triggered and steered by DG ECHO to improve the humanitarian response and fill gaps in the aftermath

Events Database - Université catholique de Louvain (UCL) - CRED, D. Guha-Sapir - www.emdat.be, Brussels, Belgium

EM DAT also shows that a significant number of disasters with the number of people affected ≥ 100000 have more than 60 mortalities, one of the two criteria (the other being 600+ house destroyed) used by UNISDR (United Nations Office for Disaster Risk Reduction) to distinguish between high/low disaster loss scenarios (losses via intensive vs. extensive risk). Intensive risk is defined as the risk of high-severity, mid- to low-frequency disasters, mainly associated with major hazards. Extensive risks are defined as the risk of low-severity, high-frequency hazardous events and disasters, mainly but not exclusively associated with highly localized hazards.

of a natural or human-induced disaster, but also in situations of protracted crisis with new developments;

2. To show stronger EU leadership in steering and deciding on the delivery of humanitarian assistance, triggering Team Europe Initiatives to support the EU's overall role as global actor and its diplomatic leverage in the context of crises (humanitarian advocacy).

To achieve these objectives, the EHRC will address weaknesses and barriers within the humanitarian supply chain. This is closely linked with the Humanitarian Logistics Policy that DG ECHO is currently developing. The EHRC will be put into practice via different implementing modalities. Some actions may be operated directly by DG ECHO, whilst others may be indirectly managed through implementing organisations.

2. HUMANITARIAN NEEDS

A) Emergency Funding

Epidemics Tool

- 1) People in need of humanitarian assistance:

Beneficiaries are local populations in areas affected by an epidemic outbreak or at high risk of an epidemic outbreak.

- 2) Description of the most acute humanitarian needs:

Most developing countries still need external support to prevent or respond to epidemics. Often, preparedness activities and/or national contingency plans are insufficiently funded. As such, these health emergencies require considerable and sustained efforts in terms of coordination, including information management, technical support and resource mobilisation.

Small-scale Tool

- 1) People in need of humanitarian assistance:

The target population of this decision is vulnerable people affected by disasters where there are unmet humanitarian needs and a small-scale response is adequate.

- 2) Description of the most acute humanitarian needs:

Humanitarian needs are likely to be in sectors including food assistance, health⁶, water, sanitation, shelter, non-food items, nutrition, emergency livelihoods support, emergency rehabilitation of basic infrastructures, disaster preparedness, protection, support to emergency communication, logistics and coordination.

Acute Large Emergency Response Tool (ALERT)

- 1) People in need of humanitarian assistance:

⁶ Preparedness for and response to epidemic outbreaks are covered by the Epidemics component of this HIP.

The target population of this decision is vulnerable people who are severely affected by sudden-onset large-scale disasters.

2) Description of the most acute humanitarian needs:

Humanitarian needs are likely to be in sectors including food assistance, health⁷, water, sanitation, shelter, non-food items, nutrition, emergency livelihoods support, emergency rehabilitation of basic infrastructure, support to emergency communication, logistics and coordination.

ALERT is intended for large-scale sudden-onset natural and technological disasters. It is intended for disasters that develop suddenly, including the unanticipated deterioration of a pre-existing disaster. A large-scale sudden-onset disaster is considered to be a situation where there is a need for a fast response and the number of potentially affected people is greater than 100 000 individuals. Exceptionally, the ALERT can be used to respond to disasters where the number of people potentially affected is less than 100 000 if over 50% of the population of a country is affected by the disaster.

Support to the IFRC Disaster Relief Emergency Fund (DREF)

1) People in need of humanitarian assistance:

The beneficiaries are vulnerable people in third countries throughout the world who are affected by disasters, such as floods, landslides, cyclones, tsunamis, drought, fires, cold waves, earthquakes, volcanic eruptions, epidemics, food insecurity, population movements and civil unrest.

2) Description of the most acute humanitarian needs:

Relief will be provided, as well as preparedness for imminent disasters, in the context of small- and medium-scale emergencies for which an appeal is unlikely to be launched.

Humanitarian needs are likely to be in sectors including health, water, sanitation, shelter, non-food relief items, food assistance, psychosocial support, protection, assistance to displaced people and information provision. Support may be provided for mobilisation, training and equipment of the Red Cross/Red Crescent volunteers, mobilisation and deployment of response teams, search and rescue, evacuation, and needs assessment. Disaster preparedness needs are likely to include early warning procedures, evacuation of those at risk, preparation of shelters, pre-disaster assessment of response capacity, implementation of a contingency plan, communications and pre-positioning of relief supplies, logistics, and human resource assets. Travel, operational, communication, monitoring and evaluation costs incurred by the Red Cross/Red Crescent National Society or Federation in relation to the relief operations may also be covered.

Emergency response reserve

1) People in need of humanitarian assistance:

⁷ Preparedness for and response to epidemic outbreaks are covered by the Epidemics component of this HIP.

The target population are people in third countries that are hit by unforeseen crises or crises that are quickly deteriorating. It may also provide assistance to displaced populations.

2) Description of the most acute humanitarian needs:

The funds foreseen in this HIP will be used to cover the most urgent needs such as food and nutrition, Wash, protection and health.

B) Emergency capacities

1) People in need of humanitarian assistance:

The beneficiaries are vulnerable people in third countries affected by disasters, such as floods, landslides, cyclones, tsunamis, drought, fires, cold waves, earthquakes, volcanic eruptions, epidemics, food insecurity, population movements and civil unrest.

2) Description of the most acute humanitarian needs:

Humanitarian needs are likely to be in various sectors including food assistance, health, water, sanitation, shelter, non-food items, nutrition, emergency livelihood support, emergency rehabilitation of basic infrastructures, disaster preparedness, protection, support to emergency communication, and logistics and coordination.

3. HUMANITARIAN RESPONSE

A) Emergency Funding

Epidemics Tool

To reduce morbidity and mortality rates related to outbreaks, early and effective actions are required. Though the Epidemics Tool is focused on rapid response to epidemics, preparedness and response capacity are intimately linked, as effective response is only possible with a good degree of preparedness. Preparedness actions under the Epidemics Tool should be targeted at specific, imminent, localised threats.

The **rapid response component** includes: 1) Rapid field assessment during initial phases of outbreaks; 2) Provision of free curative primary and secondary health care (case management); 3) Temporary support to existing health centres and facilities through provision of drugs, vaccines, medical/laboratory equipment and water and sanitation products; 4) Organisation, implementation and supervision of mass vaccination campaigns; 5) Environmental health actions designated to control epidemics; 6) Data analysis during the outbreak and impact of action required; 7) Accompanying training of staff; 8) Transport and logistics, including medical evacuation; 9) Water, Sanitation and Hygiene (WASH) by improving WASH facilities, access to safe drinking water and the provision of basic hygiene items.

The **preparedness component** includes: 1) Reinforcement of the capacities for rapid field assessment during initial phases of the outbreak and analyses of epidemiological patterns; 2) Improvement of the emergency response capacity through the development

of disease-specific criteria and technical guidelines; 3) Mobilisation of technical expertise for multidisciplinary assessments; 4) Contribution to the constitution and replenishment of emergency stocks of vaccines, drugs, medical and/or water and sanitation supplies; 5) Development of contingency plans and set up of coordination mechanisms, including the development of an early response capacity in high risk areas; 6) Set up of surveillance systems and identification of areas on which to focus environmental actions; 7) Reinforcement of the treatment capacity; 8) Awareness raising, including information, education, communication (IEC) campaigns; 9) Provision of materials for vector control; 10) Pre-positioning and provision of effective emergency items, critical medical and hygiene items; 11) Training for local staff to enhance assessment / surveillance capacity and response.; 12) Reinforcement of Water, Sanitation and Hygiene (WASH) facilities.

Small-scale Tool

The Small-scale Tool facilitates appropriate support to populations affected by disasters in terms of emergency response and preparedness where local response is insufficient, for which a small-scale intervention is adequate. It allows a rapid response to those disasters where the number of affected people is low or the unmet needs are not significant enough to prepare a specific HIP. Particular attention is given to mainstreaming disaster risk reduction and disaster preparedness into the response to the extent possible, to reduce vulnerability to future events and increase coping capacity.

Actions should aim, when possible, to strengthen the capacities of local communities and authorities to respond, thus increasing their resilience. The expected areas of intervention include:

- Water and sanitation;
- Food assistance and nutrition;
- Emergency livelihood support;
- Health;
- Non-food items;
- Emergency rehabilitation of schools and other vital infrastructures;
- Shelter;
- Disaster preparedness;
- Protection;
- Support to emergency communications;
- Transport and logistics;
- Coordination.

The Small-Scale Tool can be used for situations where the number of potentially affected people is up to 100 000 individuals, for an amount of up to EUR 500 000.

Acute Large Emergency Response Tool (ALERT)

The Acute Large Emergency Response tool facilitates appropriate support to populations affected by large-scale disasters. In particular, it targets emergency responses where the regional, national or sub-national response is broadly insufficient and where there are dire humanitarian needs. The guiding principle of ALERT is to ensure that funding is allocated quickly enough to maximise the impact of assistance in the short timescales

immediately before a large-scale disaster (early action), during a disaster or in the aftermath of a disaster.

In the lead-up to, during, or in the aftermath of a large disaster, the potential variables involved may make it difficult to have an accurate picture of the greatest needs. It is recognised that flexible funding facilitates swifter responses to urgent needs. Therefore, in order to ensure a timely response when certain specific details are not yet available, a preliminary analysis of the scale and effects of a large-scale disaster should be sufficient. This would need to be on the basis of the available information and present an analysis of what needs could be expected given the scenario. In the hours following a large disaster, information from the ground may not be available, but a certain amount of needs could be anticipated based on past experiences (e.g. emergency shelter in the case of earthquakes) and primary information (e.g. via social media). As much as possible, any needs assessment, however preliminary, should be done jointly or in coordination with other relevant partners.

The expected areas of intervention include:

- Water and sanitation;
- Food assistance and nutrition;
- Emergency livelihood support;
- Health;
- Non-food items;
- Emergency rehabilitation of schools and other vital infrastructures;
- Shelter;
- Protection;
- Support to emergency communications;
- Transport and logistics;
- Coordination.

Support to the IFRC Disaster Relief Emergency Fund (DREF)

DG ECHO will contribute to the DREF in response to small- and medium-scale emergencies, both sudden and slow-onset, including preparedness for imminent disasters, providing timely relief to vulnerable people in third countries eligible for humanitarian aid financed by the general budget of the European Union. Eligible costs are those related to DREF operations, as long as these respond to small- and medium-scale emergencies for which an appeal is unlikely to be launched. DG ECHO funding to the DREF can be used to replenish the allocations made to individual DREF operations, with a maximum amount of EUR 200 000 per operation. The disaster preparedness/response capacity-building at local and national levels, which results from DG ECHO's support of the DREF, adds a long-term sustainable aspect to this short-term response. Up to 20% of the overall contribution to the DREF may be used to support the IFRC's Forecast-based Action by the DREF.

Emergency response reserve

The funds from the emergency response reserve will aim at providing relief to populations in third countries that are hit by unforeseen or severing crises where the current funding and aid are insufficient to cover the needs.

The funds will complement the DG ECHO actions that are already in place in the different geographical HIPs and focus on reducing the suffering during the additional or extended crises.

The amounts foreseen will be determined after analysis of the situation on the ground and taking into account all relevant parameters.

The expected areas of intervention include:

- Water and sanitation;
- Food assistance and nutrition;
- Emergency livelihood support;
- Health;
- Non-food items;
- Emergency rehabilitation of schools and other vital infrastructures;
- Shelter;
- Protection;
- Support to emergency communications;
- Transport and logistics;
- Coordination.

B) Emergency Capacities

The EHRC will aim at providing services to respond to emergencies which will facilitate the delivery of humanitarian assistance on the ground. Under this HIP, these services will include initially the stockpiling and distribution of emergency kits, the provision of logistical and coordination support, and at later stage the support with niche medical expertise. Further future capacities may be identified in 2022 under the European Humanitarian Response Capacity (EHRC), as gap-filling measure to support to the whole humanitarian assistance delivery chain.

In doing so, the Commission will maintain a gap-filling approach, considering the experience of many well-funded and specialised actors, each with their own initiatives and niche capabilities. Areas in the field of emergency response completely uncovered by response means are limited, therefore the suggested EHRC strands will address areas that would benefit from either a reinforcement or a change in working modalities to complement actions already taken (as a safety net), thus bringing added value to the existing response capacities.

The emergency management capacity of the Commission will be improved thanks to the EHRC. The central role played by the Emergency Response Coordination Centre (ERCC) will ensure that the Commission and the Union at large have a more extensive range of response capacities.