

## HUMANITARIAN IMPLEMENTATION PLAN (HIP)

### South America

**The activities proposed hereafter are still subject to the adoption of the financing decision ECHO/DIP/BUD/2011/01000**

#### 1. CONTEXT

Due to its geography, geology and climate South America is exposed to a wide range of disasters such as hydro-meteorological and related disasters (including floods, landslides, mudflows, avalanches); geological disasters (earthquakes, volcanic eruptions, tidal waves); droughts and related disasters (including extreme temperatures and wildfires); windstorms (e.g. hurricanes, cyclones, tropical storms). Over the past six years, hydro-meteorological disasters have proved to be the most recurrent in the region.

The most dramatic manifestation in the region is the El Niño event, attributable to warming in the eastern and central Pacific<sup>1</sup>. Floods are very frequent in South American countries, not only due to the El Niño phenomenon, but also commonly generated by climatic anomalies. According to the 2004 UNDP report "Reducing Disaster Risk: a challenge for development", the annual average number of people exposed to floods, considering the registered data from 1980-2000, is estimated at more than 48 million in South America. In 2007, more than one million people were affected by floods, mainly in Brazil, Bolivia and Peru. The situation was even worse in 2008; Peru, Brazil, Argentina, Colombia suffered floods, as well as Bolivia and Ecuador where the situation was acute (more than 600,000 and 350,000 people respectively were affected and in need of humanitarian assistance).

The region is particularly vulnerable to earthquakes; the most significant registered in the last decade are: Chile February 2010 which was the 5<sup>th</sup> most powerful recorded on the Richter scale (8.8)<sup>2</sup>; Peru – Ica 2007 and Arequipa 2001<sup>3</sup>.

Many volcanoes are still active: the most recent eruptions took place in Ecuador, with two consecutive eruptions of the Tungurahua volcano in July and August 2006. During 2008, 2009 and 2010 Tungurahua and Reventador volcanoes have been presenting levels of activity which cause concern. In April 2006, the Ubinas volcano eruption in Peru led to an evacuation process. In Colombia, concerns linked to the Galeras and Huila volcanoes persist. In Chile, the Llaima volcano started an eruption process in January 2008, and in May 2008 Chaitén volcano also started an eruption process.

Cold waves affect certain areas of the region in a recurrent and increasing manner, particularly affecting the Peruvian and Bolivian Highlands. Since 2007, Peru and Bolivia have been affected by extreme cold temperatures and hailstorms affecting populations living in high altitude areas, causing a deterioration of livelihoods and necessitating humanitarian assistance. This phenomenon is linked to the effects of climate change. According to the abovementioned UNDP report, climate change will generate lasting and cumulative stresses and shocks.

Drought, also linked to climate change, is a slow-onset disaster that affects in a recurrent manner the El Chaco region (Bolivia, Paraguay, Argentina, and Brazil) and the Andean highlands (Bolivia, Peru, Colombia and Ecuador). The number of droughts is on the rise, affecting 1.2

---

<sup>1</sup> Some experts estimate a high probability of a strong El Niño event (comparable to El Niño 1982-83) during the 2009-2015 period. The 1997-98 El Niño did not generate a high number of casualties but caused significant economic losses in the South American region amounting to USD 7,500,000.

<sup>2</sup> Despite the relatively low number of deaths (521 is the official figure), destruction has been enormous; 75% of the Chilean population live in the affected regions. The Government of Chile estimated damages in USD 30bn (while Haiti Earthquake damages were estimated at USD11bn).

<sup>3</sup> In Ica, 519 people died and over 430,000 were severely affected. In Arequipa, 240 died and 320,000 were affected.

million people in Brazil, Bolivia, Paraguay and Peru during the 2000-2010 period and entailing heavy crop and livestock losses and shortages of safe water for human consumption.

Scientific predictions and evidence indicate that global climate change may further increase the number of extreme hydro-meteorological events, creating more frequent and intensified natural hazards such as floods, droughts, cold waves and windstorms<sup>4</sup>.

Additional threats such as environmental degradation, inadequate land planning, inappropriate agricultural practices, and uncontrolled exploitation of natural resources will continue to make thousands of people more vulnerable to natural hazards. In the last three decades, the rapid rise of the urban population from 30% to 75% has further increased the number of disaster-prone areas due to a lack of urban planning and strong demographic pressure – and will certainly further reinforce the current vulnerability.

The damage caused by natural disasters in the region is expected to increase from an annual average of 1.5% of Gross Domestic Product (GDP) over the last 30 years to 5% for the period 2000-2014.<sup>5</sup>

Vulnerability indicators at national level in many countries of South America may be considered medium level<sup>6</sup>. However, social disparities are among the highest in the world<sup>7</sup>. Latin America and the Caribbean is the region of the world with the greatest inequality with respect to income, and with huge disparities in access to education, health, water and electricity and opportunities; although poverty and inequality have decreased recently in some Latin America countries as a result of strong growth and innovative social programmes. Even within relatively well-off countries, certain regions suffer from very high levels of vulnerability<sup>8</sup>. Social inequalities are particularly pronounced in Bolivia, Colombia, Paraguay, Brazil<sup>9</sup> and Chile<sup>10</sup>.

Given the socio-economic conditions and vulnerabilities described above, the losses and destruction generated by natural disasters entail significant negative consequences for the populations concerned.

## 2. HUMANITARIAN NEEDS

### (1) Affected people/potential beneficiaries

There is increasing awareness of the importance of Disaster Risk Reduction (DRR) in the region; however, local communities in disaster prone areas are still exposed to risk. Institutions involved in disaster risk reduction/disaster management have insufficient capacities and/or resources, as they do not receive adequate support from their government. Economic problems together with short term priorities have led to DRR not being considered a priority. As a consequence, countries are in a situation of permanent potential but foreseeable disaster. Currently the achievement of DRR goals requires international support, for communities and institutions and to trigger and accompany national DRR processes.

<sup>4</sup> According to CRED and ICHARM (International Centre for Water Hazard and Risk Management under the auspices of UNESCO), over the last 10 years, the number of hydro-meteorological events has dramatically increased.

<sup>5</sup> Centre for Economic and Environmental Studies.

<sup>6</sup> **2009 UNDP Human Development (HD) Index:** none of the South American countries are ranked in the first category (Very High HD); 8 are ranked in the second category: Chile 44<sup>th</sup>, Argentina 49<sup>th</sup>, Uruguay 50<sup>th</sup>, Venezuela 58<sup>th</sup>, Brazil 75<sup>th</sup>, Colombia 77<sup>th</sup>, Peru 78<sup>th</sup>, Ecuador 80<sup>th</sup>; while Paraguay (101<sup>st</sup>) and Bolivia (113<sup>rd</sup>) are ranked in the third category - along with 17 African countries. **2010-2011 GNA (Vulnerability Index and Crisis Index):** vulnerability index: 1 (Argentina, Chile, Brazil, Uruguay, Venezuela); 2 (Bolivia, Ecuador, Colombia, Peru, Paraguay); Crisis index: 0 (Argentina, Brazil, Uruguay, Venezuela); 2 (Peru, Paraguay); 3 (Bolivia, Chile, Ecuador, Colombia,)

<sup>7</sup> Income Inequality coefficient (GINI) in the world in the 1997 - 2002 shows that Latin America ranks first in terms of inequality with 0.52. Economic Commission for Latin America and the Caribbean.

<sup>8</sup> In the Risk indicators project report of the Inter-American Development Bank (IDB) – University of Colombia Institute for Environmental Studies (UNC/IDEA), Argentina came out with a less favourable Local Disaster Index than Ecuador, Colombia and Peru.

<sup>9</sup> 31% of the total population (i.e. 54 million people) live below the poverty line in Brazil.

<sup>10</sup> Report on Human Development 2007 – 2008, UNDP: GINI coefficient equal to 0.60 in Bolivia, 0.58 Colombia and Paraguay, 0.57 in Brazil and 0.55 in Chile.

The DIPECHO programme will focus on local communities in disaster prone areas and on institutions involved in disaster risk reduction/disaster management. Priority will be given to those communities with the highest risk levels and the lowest coping capacities, which are most exposed to natural disaster.

It is estimated that around 1,000,000 direct beneficiaries will be targeted under this Action Plan.

Apart from these areas, interventions in urban surroundings highly exposed to disasters will also be considered. New areas and populations will be targeted under this Action Plan, although in some cases consolidation of previous actions may be considered.

The following countries will be targeted: Venezuela, Colombia, Ecuador, Peru, Bolivia, Paraguay, Argentina, Chile, Uruguay and Brazil.

Priority will be given to:

1. *Hydro-meteorological hazards*: Floods, drought and extreme temperatures principally in Bolivia, Paraguay, Peru, Colombia, Ecuador, and in some measure in Argentina, Brazil, Uruguay and Venezuela.
2. *Geophysical hazards*: volcanic eruption, earthquakes and landslides will be also considered as a priority in Colombia, Ecuador and Peru and in some measure in Argentina, Bolivia, Chile and Venezuela

When relevant, multi-hazard projects will be encouraged. The European Commission's Directorate-general for Humanitarian Aid and Civil Protection (DG ECHO) will continue to promote joint initiatives, alliances, synergies and consortiums of its partners in each country or regionally.

Partners will be encouraged to build synergies with development initiatives funded by the EC and other donors which target the same geographical areas or address similar hazards.

All actions must be aligned with national and/or regional DRR/disaster management legal, policy and planning frameworks and contribute to their implementation and consolidation.

## **(2) Description of most acute humanitarian needs**

Lessons learned from the repeated and recurrent disasters in South America (whether large or small-scale) and from the implementation of previous DIPECHO Action Plans in the region have confirmed the need to put into place effective and efficient early warning systems, enforce building codes, prepare communities to react in the first hours of a disaster, train people, organise awareness campaigns, mitigate the impact of disasters and carry out advocacy towards all relevant stakeholders. These types of activities will be carried out in the framework of the projects financed under the seventh Action Plan.

A specific emphasis will be put on regional cooperation, exchange of information, capacity building and training and advocacy at national and regional level.

More concretely, at a local level there is a need for the following actions:

- a) Local disaster management components: targeting local actors in disaster prone areas: early warning systems, mapping and data computerisation, local capacity-building, training.
- b) Institutional linkages: targeting institutions involved in disaster management/disaster risk reduction, in particular at regional, national and sub-national levels: advocacy, facilitation of coordination, 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, operation and maintenance systems; non structural mitigation activities.
- e) Stock-building of emergency and relief items: targeting the reinforcement of the response capacity of local actors and institutions in disaster-prone areas in view of contributing to ensuring an adequate response to natural disaster 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.

### **3. HUMANITARIAN RESPONSE**

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

Despite existing knowledge of natural disasters and the political commitment of many South American countries, Disaster Preparedness (DP) is not yet a full strategic priority for many of the national authorities. A weak implementation capacity in DRR measures is common in most countries, particularly at sub-national levels. The lack of public visibility in disaster risk reduction investments, as opposed to the media generated during emergency response, is another factor discouraging authorities from committing further funds to DRR actions at local, regional and national level.

#### **(2) International Humanitarian Response**

The DIPECHO Action Plan for South America will continue to encourage close coordination and initiatives with key sub-regional actors such as the Andean Committee for Disaster Prevention and Management (CAPRADE) and the MERCOSUR.

As in previous DIPECHO Action Plans, continuous support will be given for the implementation at country level of UN strategies like Resilient Cities (Urban DRR), Safe Hospitals, Safe Schools as well as the implementation of the Hyogo Framework for Action (particularly the monitoring component). Climate Change Adaptation strategies will also be explored.

Coordination with other development partners and donors, and institutions such as the World Bank, Inter-American Development Bank will be encouraged both geographically and per sector in order to avoid overlapping and promote synergies.

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

Access to the areas of intervention does not generally present any major constraint, with some exceptions:

- Criminality in most peri-urban areas of South America is high, and the situation is getting worse in many cities (e.g. Ecuador and Venezuela). Activities to be carried out in these areas can imply certain security risks to the partners' staff. Considering that some of these zones are among the most vulnerable to natural disasters and where many operations are expected to be carried out, it should be considered that access remains difficult in these areas and specific security measures have to be taken by the partners.
- Security problems are also an issue in some areas of Colombia affected by the conflict, where access is frequently problematic. In previous Action Plans, some operations experienced significant delays due to this fact.

The likelihood of heavy rains, floods and other hazards in some areas can result in the isolation of some remote communities for relatively long periods of time, affecting the normal development of activities.

Frequent political turnover in the region can hamper the effectiveness of some actions which require the involvement of local or national authorities. Lack of involvement of authorities could undermine the continuity/sustainability of DRR actions.

Social and/or political instability in some countries could disrupt the projects and result in suspensions.

There are sufficient potential partners in the region with appropriate technical and operational capacity to carry out the activities foreseen and achieve the objectives of the Action Plan.

Absorption capacity does not present any problem considering the level of needs and demand together with the existing capacities on the ground.

The efficiency of the actions remains variable due to the variety of partners and contexts in which operations will be implemented.

#### **(4) Envisaged DG ECHO response<sup>11</sup>**

The added value of DG ECHO interventions in South America can be summarized as follows:

- Strengthening articulation of communities with local, regional and national authorities.
- Promoting replicability of good practices at regional level and facilitating exchanges among beneficiary countries.
- Complementing and supporting efforts of national authorities.
- Action Plans consist of a balance between national and regional projects; which means that the experience gained at community level can inform national and regional levels.
- DIPECHO regional projects provide a forum for interchange of best practices and common approaches, otherwise lacking.

For further details on sectors of intervention and priorities see information provided above under section 2 and in "Operational Recommendations for DG ECHO potential partners wishing to submit proposals for the Seventh DIPECHO Action Plan for South America".

#### **(5) Expected results of humanitarian aid interventions.**

- Better prepared communities and strengthened local, regional and national institutions to face disasters; thus reducing the vulnerability of the most vulnerable population.
- Wider awareness and advocacy regarding the benefits of adopting preventive approaches to disaster management.

### **4. LRRD, COORDINATION AND TRANSITION**

#### **(1) Other DG ECHO interventions**

##### **Bolivia:**

---

<sup>11</sup> This response takes account of DG ECHO's operational policies [http://ec.europa.eu/echo/policies/strategy\\_en.htm](http://ec.europa.eu/echo/policies/strategy_en.htm) and "Operational Recommendations for DG ECHO partners wishing to submit proposals for the Seventh DIPECHO Action Plan for South America".

- Supported under Small Scale Disasters (SSD) decision:
  - Drought: January 2009 - duration 4 months, amount EUR 150,000. Implementation area: Chaco region.
  - Drought: October 2009 - duration 5 months, amount EUR 150,000. Implementation area: Chaco and Chuquisaca.
- Emergency response– Cold wave: November 2008 – duration 12 months, amount EUR 1,000,000. Implementation area: Potosí, La Paz and Cochabamba.
- IFRC Disaster Relief Emergency Fund (DREF) – Floods: February 2010 – duration 3 months, amount EUR 99,995. Implementation area: Beni, Cochabamba, Chuquisaca, La Paz and Santa Cruz.

#### **Peru:**

- SSD – Landslides: March 2009 – duration 4 months, amount EUR 141,354. Implementation area: Cajamarca, Pasco and Junín.
- SSD – Floods: April 2009 – duration 6 months, amount EUR 150,000. Implementation area: San Martín department.
- Emergency response– Cold wave: August 2008 – duration 10 months, amount EUR 1,000,000. Implementation area: Apurímac, Arequipa, Cusco, and Puno.
- DREF – Floods and landslides: February 2010 – duration 3 months, amount EUR 92,800. Implementation area: Cusco department.
- Emergency response– Floods and landslides: April 2010 – duration 12 months, amount EUR 2,000,000. Implementation area: Cusco and Puno.

#### **Paraguay:**

- SSD – Drought: May 2009 – duration 5 months, amount EUR 150,000. Implementation area: Chaco region.
- SSD – Floods: November 2009 – duration 4 months, amount EUR 150,000. Implementation area: Itapúa, Alto Paraná, Ñeembucú, and Misiones.

#### **Chile:**

- Primary Emergency – Earthquake: February 2010 – duration 3 months, amount EUR 3,000,000. Implementation area: Regions V to IX (Valparaíso to Araucanía).
- Small Scale Response decision – Earthquake: October 2010 – duration 6 months, amount EUR 200,000. Implementation area: Maule region.

#### **Epidemics:**

- Colombia, Bolivia and Paraguay: December 2008 – duration 12 months, amount EUR 300,000.
- Bolivia and Paraguay: February 2009 – duration 11 months, amount EUR 440,000.

#### **(2) Other services/donors**

The main development partners interested in investing in DRR in the region are the Spanish agency for international cooperation and development (AECID), the Office of US Foreign Disaster Assistance (OFDA), the Inter-American Development Bank (IADB) and the World Bank, with which DG ECHO has permanent contact.

**(3) Other concomitant EU interventions**

Delegations in the region do not allocate specific resources for DRR; however, certain initiatives offer possibilities for complementarities with DIPECHO projects (Food Security Thematic Support Programme and Climate Change Budget Line, Instrument for Stability). Contact with EU Delegations in the region and at headquarters level is constant.

**(4) Exit scenarios.**

At country level it is not feasible to plan for an early exit strategy due to the geographical diversity of South America, which means that there is a great variety of hazards and risks which have not been properly addressed at local, regional or national level. International support remains necessary to accompany this process. DIPECHO Actions, despite their small size (broadly an average EUR 500,000 per year per country in the main targeted countries – Peru, Paraguay, Ecuador, Bolivia- and less in the others-) have a significant triggering impact on the process of developing DRR at national and regional level, and provide an important forum for interchange of lessons learned and best practices.

Given the diversity of the countries concerned, in order to define its exit strategy DG ECHO will need to analyze in depth the degree of risk and the coping capacities of the countries versus the interest of other development partners or EC services to continue addressing these themes.

However, there are specific hazards in some areas that have been successfully approached, and some areas within countries which have developed successful DRR strategies through DIPECHO programmes and which now need little DG ECHO support, while representing an opportunity to replicate or promote at national and regional level.

**5. OPERATIONAL AND FINANCIAL DETAILS**

The provisions of the financing decision ECHO//DIP/BUD/2011/01000 and the general conditions of the Partnership Agreement with the European Commission supersede the provisions in this document.

**(1) Contacts<sup>12</sup>**

Operational Unit in charge: DG ECHO/A4.

**Contact at HQ level**

Dorothy Morrissey	Desk Officer	<a href="mailto:dorothy.morrissey@ec.europa.eu">dorothy.morrissey@ec.europa.eu</a>
-------------------	--------------	--

**Contact at field level**

Alvaro de Vicente	Head of Office, Quito, Ecuador (for Argentina, Bolivia, Brazil, Chile, Ecuador, Paraguay, Peru, Uruguay, and Venezuela)	<a href="mailto:alvaro.de-vicente@ec.europa.eu">alvaro.de-vicente@ec.europa.eu</a>
Pedro Luis Rojo	Head of Office, Colombia (for Colombia)	<a href="mailto:pedro.rojo@ec.europa.eu">pedro.rojo@ec.europa.eu</a>

<sup>12</sup> The Single Forms must be submitted to DG ECHO using APPEL.

**(2) Financial info**

Indicative allocation for South America: EUR 12,000,000.

**(3) Proposal Assessment**

- Description of the humanitarian aid interventions relating to this assessment round: Interested parties are invited to submit Single Forms for response to the needs and sectors of intervention identified in section 2 and 3.4 of this HIP.

Indicative amount to be allocated in this round of proposals: up to EUR 12,000,000.

- Potential partners: All DG ECHO Partners.
- Information to be provided: Single Form.
- Indicative date for receipt of the above requested information: by 17/01/2011.<sup>13</sup>
- Costs will be eligible from 01/03/2011<sup>14</sup>. Actions will start from 01/04/2011.
- The expected initial duration for the Action is up to 18 months.
- Commonly used principles will be applied for the assessment of proposals, such as quality of needs assessment, relevance of intervention sectors, and knowledge of the country/region. See also Operational Recommendations for DG ECHO partners wishing to submit proposals for the Seventh DIPECHO Action Plan for South America available at [http://ec.europa.eu/echo/funding/decisions\\_en.htm](http://ec.europa.eu/echo/funding/decisions_en.htm).

---

<sup>13</sup> The Commission reserves the right to consider Single Forms transmitted after this date, especially in case certain needs/priorities are not covered by the Single Forms received.

<sup>14</sup> The eligibility date of the Action is not linked to the date of receipt of the Single Form. It is either the eligibility date set in the Single form or the eligibility date of the HIP, what ever occurs latest.