



Humanitarian Aid Decision

23 02 02

Title: Fourth DIPECHO Action Plan for the Andean Community

Location of operation: Andean Community (Bolivia, Colombia, Ecuador, Peru, Venezuela)

Amount of Decision: EUR 4,500,000

Decision identification number: ECHO/DIP/BUD/2005/03000

Explanatory Memorandum

1 – Rationale, needs and population targeted

1.1. Rationale:

America is the second most vulnerable region in the world in terms of natural disasters, after Asia¹. Between 1999 and 2003, a total of 475 natural disasters occurred, 34.3 per cent of which were in South America. The Andean region is one of the most affected areas, with a high level of recurrence of natural disasters. In fact, the historical database of disasters managed by La Red² shows that three Andean countries – Colombia, Ecuador and Peru, represent 68.5 per cent of the total annual events for the past 30 years (in eight selected Latin American countries with similar geographical and social characteristics). Over the last six years, at least one major disaster occurred in each of the Andean countries. Some 84 per cent of the population affected by disasters, however, is affected by small-scale disasters³, the number of which is important (an average of 5.4 small-scale disasters occurred in Latin America every day between 1988 and 1998⁴).

The Centre for Research on the Epidemiology of Disasters (CRED) groups natural disasters in five main categories: 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) and epidemics. Due to its geography, geology and climate South America and the Andean Community are exposed to all five of these categories. Over the past six years, hydro-meteorological disasters have proved to be the most recurrent in the region, followed by drought and related disasters. Scientific predictions and evidence indicate that global climate change will increase the number of

¹ Centre for Research on the Epidemiology of Disasters (CRED)

² DesInventar Database by La Red Latinoamericana de Estudios Sociales en Prevención de Desastres

³ CRED database

⁴ DesInventar Database

extreme events, creating more frequent and intensified natural hazards such as floods, droughts and windstorms. The damage caused by natural disasters in the region is expected to increase from an annual average of 1.5 per cent of GDP in the last 30 years to 5 per cent for the period 2000-2014.⁵

The most dramatic manifestation in the region is *El Niño*, attributable to warming in the eastern and central Pacific. Floods are very frequent in South American countries, with 79 floods (usually generated by *El Niño*) during the past six years affecting more than three million people. The number of droughts, a slow-onset disaster, has risen recently, affecting 1.7 million South Americans over the last six years and entailing heavy crop and livestock losses. Though earthquakes are not as recurrent as other natural disasters, they often cause the largest economic damage. The Andean region is particularly vulnerable to earthquakes; the last significant one (in terms of physical damage and loss of human lives) occurred in Peru in June 2001. Earthquakes and storms hitting the mountainous Andean areas with vulnerable human settlements usually result in destructive landslides. Many volcanoes are still active: the worst recent eruptions took place in Ecuador in 1999 and 2002 (Tungurahua, Pichincha, El Reventador). In South America, five volcano-related events have been reported over the past five years affecting some 200,000 people. Extremely low temperatures started to hit the Andean highlands (notably in Bolivia and Peru) a couple of years ago, causing a deterioration of the livelihoods of about 600,000 people.

The number of people affected by disasters has progressively increased over the past six years because of heightened vulnerability. GDP *per capita* varies but is below the average in the Andean countries (except Venezuela). Poverty remains widespread: according to UN data⁶, some 50 per cent of the Latin American population are poor, with Bolivia being one of the countries registering the highest level of poverty, i.e. over 56 per cent. The situation is worse in rural areas, where for instance 80 per cent of Bolivians and Peruvians live below the poverty line. Children are particularly affected, with 70 per cent of Ecuadorian and Peruvian children facing poverty. Furthermore, Latin America is notorious for substantial social inequality⁷, which means that even within relatively well-off countries certain regions may suffer from very high levels of vulnerability. In terms of food security, FAO and UNICEF believe that some 33 million Latin Americans are under-nourished and a significant percentage of South American children younger than five years suffer from stunting (chronic malnutrition). The situation is particularly worrying in areas of Bolivia, Ecuador and Peru, where up to 15 per cent of under-fives are affected by this nutritional problem. Political instability, which is of concern in several Andean countries (Bolivia and Ecuador in particular), also results in negative consequences for the overall humanitarian situation, especially of the already vulnerable strata of society.

Given the socio-economic conditions and vulnerabilities described above, the losses and destruction generated by natural disasters entail significant negative consequences for the development potential of the region. This effect is further compounded by the lack of adequate disaster reduction policies and resources.

⁵ Centre for Economic and Environmental Studies

⁶ Economic Commission for Latin America and the Caribbean

⁷ According to SELA (Sistema Económico Latinoamericano), 5 per cent of the population own 25 per cent of national income while 30 per cent have access to only 7.5 per cent.

According to Article 2(f) of the Humanitarian Aid Regulation⁸, ECHO's humanitarian mandate includes "to ensure preparedness for risks of natural disasters or comparable exceptional circumstances and use a suitable early-warning system and intervention system". DIPECHO (which stands for **D**isaster **P**reparedness **E**CHO) is a programme set up by ECHO in 1996 to improve the capacity of communities at risk to better prepare and protect themselves vis-à-vis natural disasters. In 1999, the Andean Community was added to the programme, following a diagnostic study to identify risks, evaluate the socio-economic vulnerability of the populations and the risk to property, and to determine what local, national and regional response capacity and external support were already available.

1.2. Identified needs:

Vulnerability indicators include physical, social, cultural, economic, and environmental factors which increase the susceptibility of a community to the impact of a hazard. While they can be considered at a medium level in most of Latin America, persisting marked social inequality within the individual countries means that certain regions - even within relatively well-off countries such as Peru, Colombia or Venezuela - suffer from very high levels of vulnerability. On the other hand, coping capacities in large parts of the Andean Community are weak, in particular at local level where many communities and local institutions lack the means and preparation to respond immediately to a disaster. Hence, and particularly for emergency response in remote areas, there is often reliance on international assistance.

The Andean Community is evidently disaster-prone, and the disastrous effect of natural catastrophes is compounded by the fact that they tend to occur in places where there is a concentration of vulnerable populations. In particular, the recurrent appearance of small-scale disasters imposes a significant burden on the already difficult humanitarian situation of the affected vulnerable population.

Faced with this situation, ECHO has adopted a two-fold strategy in the region. On the one hand, ECHO responds to those (large-scale) emergencies which exceed the national response capacity. On the other hand, efforts have been made to identify the geographical areas most vulnerable to natural hazards - and with the poorest populations - and, subsequently, to prioritize the implementation of disaster preparedness projects there. This process has been carried out in a participatory way with key national and international actors, both governmental and non-governmental, in the framework of DIPECHO. Three Action Plans have been implemented so far, totalling EUR 12.7 million. Disaster preparedness projects have emphasized a community-based approach. They were well received particularly when they included demonstrative small-scale-mitigation or prevention activities and when the approach presented to the community was multi-risk.

From April to June 2005, an extensive consultation process was undertaken by means of national meetings as well as a regional seminar to take stock of the lessons learned from the DIPECHO projects under the Third Action Plan. Over 470 participants representing 260 different institutions involved in preparedness and prevention (NGOs, UN agencies, Red Cross family, local authorities, regional organizations, academia etc.) attended these meetings. In the same vein, CAPRADE (Andean Committee for Disaster Prevention and Management) was consulted during their fifth ordinary meeting in April 2005. The conclusions of the above-mentioned consultative process include *inter alia* the identification of vulnerability as a crucial factor of prioritization, the application of a multi-hazard approach to the extent possible, institutional strengthening as a top priority, the close involvement of

⁸ EC Regulation N°1257/96 of 20 June 1996, OJ L 163 of 02.07.1996

local actors and local authorities and coordination with CAPRADE and the PREDECAN¹⁰ project, the need for standardization, compilation and dissemination of best practices with a view to promoting replication as well as the necessity of searching for synergies to establish a link with development initiatives at local level. Furthermore, participants agreed that DIPECHO projects should be inscribed within the Andean Strategy for Disaster Prevention and Management¹¹ and the Hyogo Framework for Action¹² 2005-2015.

1.3. Target population and regions concerned:

The Fourth DIPECHO Action Plan will focus on the most vulnerable local communities and institutions involved in risk reduction, including bodies such as civil defence branches.

The total number of direct beneficiaries in the five Andean Community countries – Bolivia, Colombia, Ecuador, Peru, Venezuela - is approximately 118,000¹³.

The following regions will be targeted on a priority basis (the main hazard faced is indicated in brackets):

Bolivia: Amazon Region (floods), La Paz High Plateau (cold waves, droughts), Inter-Andean Valleys (earthquakes, floods, droughts), El Chaco (floods, droughts), Southern High Plateau (cold waves, floods, droughts)

Colombia: Coffee and Southern Andean Regions (earthquakes, volcanic eruptions, landslides), Andean North-East (earthquakes, floods, landslides), Atlantic Region (floods)

Ecuador: Northern Coast (floods, earthquakes landslides), Northern Amazon Region (floods, epidemics, volcanic eruptions), Central Highlands (volcanic eruptions, earthquakes, landslides)

Peru: Southern Andean Highlands (earthquakes, volcanic eruptions, droughts, cold waves), San Martin Region (floods, mud and rock flow [“huaycos”]), Huaylas Corridor and Huaytapallana Mountain Range (“huaycos”, earthquakes, climate change)

Venezuela: Central Region (landslides, mud flows, earthquakes, floods), Eastern Region (earthquakes, floods, epidemics), Andean Region (earthquakes, landslides, floods)

1.4. Risk assessment and possible constraints:

Most of the activities proposed are community-based, i.e. their successful implementation depends on the willingness of the identified communities to co-operate. In addition, disaster preparedness projects depend on the link which implementing partners establish with the relevant authorities, who need to be involved in the project from its beginning so as to ensure that the objectives can be met and that the results are sustainable.

¹⁰ EC-funded project entitled “Support for Disaster Prevention in the Andean Community”, in cooperation with the Secretariat-General of the Andean Community

¹¹ Decision 591 of the 13th Ordinary Meeting of the Andean Council of Foreign Ministers of 10 July 2004

¹² Hyogo Framework for Action 2005-2015: “Building the Resilience of Nations and Communities to Disasters”

¹³ Number of direct beneficiaries based on the 11 national, 2 bi-national and 2 regional projects pre-selected.

In order to build a project on a strong foundation, ECHO requires that NGOs interested in submitting project proposals have previous experience in disaster preparedness and that they have already developed relations with the envisaged beneficiary communities and authorities on the ground. The main risk in this type of operation is linked to the high turnover of local authorities and of trained people in the communities.

In terms of security, Bolivia in particular has been marked by civil unrest lately and the situation has to be followed closely especially in view of the upcoming elections. Forthcoming elections may also impact the situation in Peru in 2006. In fact, most of the Andean countries face a certain political instability, for instance Ecuador. Public protests, blockades and/or strikes could hamper implementation of DIPECHO projects in terms of access, logistics and communities' commitment to the projects. The security situation in Colombia remains very difficult because of its internal conflict.

Major natural disasters could also hamper access to beneficiary communities and, hence, delay project implementation.

2 - Objectives and components of the humanitarian intervention proposed¹⁴

2.1. - Principal objective:

To increase the capacity of vulnerable populations living in areas most affected by recurrent natural hazards to cope with the effects of natural disasters

2.2 - Specific objective:

To support strategies that enable local communities and institutions to better prepare for and mitigate natural disasters by enhancing their capacity to cope, thereby increasing resilience and decreasing vulnerability

2.3. - Components:

In pursuance of the above-mentioned objective, DIPECHO projects will be funded which include one or several of the following components:

- **Infrastructure support**

Reinforcement of infrastructure to support disaster preparedness plans (e.g. construction of storage facilities, rehabilitation of evacuation routes, temporary shelters for evacuated populations, sign-posting of evacuation routes...)

- **Advocacy and public awareness raising**

¹⁴ Grants for the implementation of humanitarian aid within the meaning of Council Regulation (EC) No.1257/96 of 20 June 1996 concerning humanitarian aid are awarded in accordance with the Financial Regulation, in particular Art.110 thereof, and its Implementing Rules in particular Art.168 thereof (Council Regulation (EC, Euratom) No 1605/2002 of 25 June 2002, OJ L248 of 16 September 2002 and No 2342/2002 of 23 December 2002, OJ L 357 of 31 December 2002).Rate of financing: In accordance with Art.169 of the Financial Regulation, grants for the implementation of this Decision may finance 100% of the costs of an action. Humanitarian aid operations funded by the Commission are implemented by NGOs and the Red Cross organisations on the basis of Framework Partnership Agreements (FPA) (in conformity with Article 163 of the Implementing Rules of the Financial Regulation) and by United Nations agencies based on the Financial and Administrative Framework Agreement (FAFA). The standards and criteria established in ECHO's standard Framework Partnership Agreement to which NGO's and International organisations have to adhere and the procedures and criteria needed to become a partner may be found at http://europa.eu.int/comm/echo/partners/index_en.htm

Communication activities aimed at raising awareness of disaster risk reduction issues among authorities and the general public (e.g. radio spots, articles published in newspapers and magazines, leaflets, posters, conferences...)

- **Small-scale mitigation works**

Small scale infrastructure works aimed at reducing the physical vulnerability of the beneficiaries. Occasionally, beneficiaries are trained during the implementation of these mitigation works in order to replicate them in the future (e.g. protection walls along river banks, drainage works, reforestation, structural works on existing public buildings to increase their resistance to disasters...)

- **Mapping and data computerization**

Mapping and data computerization linked with the study of hazards and vulnerabilities and the elaboration of emergency plans (e.g. data collection for risk mapping purposes - scientific maps, development of mapping software and training on its use, printing of risk maps, printing of emergency plans...)

- **Education**

Activities aimed at creating a “culture of prevention” within the formal education system, pursuing a change of attitude and practice (e.g. design and production of training materials for pupils, training of teachers, simulations conducted at school level...)

- **Early warning systems (EWS)**

All activities and equipment related to the setting up of an EWS (e.g. technical studies conducted specifically to set up an EWS such as hydrological studies, installation of radios and training beneficiaries in their use, installation of rain gauges and hydrometric scales and training beneficiaries in their use etc..)

- **Research and dissemination**

Technical studies, workshops and surveys conducted in order to increase knowledge about preparedness issues and dissemination of the results (e.g. organization of workshops/seminars aimed at the dissemination of project results...)

- **Facilitation of co-ordination**

Support initiatives to facilitate co-ordination among institutions working on disaster preparedness, prevention and response (e.g. inter-institutional meetings, interactive products...)

- **Institutional strengthening**

Services and equipment delivered to strengthen institutional capacity on risk reduction (e.g. training of health authorities on humanitarian supply management tools, training of firemen on rescue procedures, training of civil defence officials on emergency communications...)

- **Local capacity building /training**

Capacity building/training on disaster preparedness conducted at local level, with the direct involvement of beneficiary communities (e.g. support in the equipment, organisation and training of local emergency committees, simulations conducted at community level, workshops conducted at community level aimed at producing an emergency plan, training of community facilitators, training and equipment of emergency community brigades...)

3 - Duration foreseen for actions within the framework of the proposed Decision

Donors in BOLIVIA/COLOMBIA/ECUADOR/PERU/VENEZUELA the last 12 months

1. EU Members States (*)		2. European Commission		3. Others	
	EUR		EUR		EUR
Austria		ECHO	12,500,000		
Belgium		Other services			
Cyprus		(see 5.1below)			
Czech Republic					
Denmark					
Estonia					
Finland	200,000				
France					
Germany	4,704,912				
Greece					
Hungary					
Ireland					
Italy					
Latvia					
Lithuania					
Luxemburg	592,400				
Malta					
Netherlands	500,400				
Poland					
Portugal					
Slovakia					
Slovenia					
Spain					
Sweden	1,079,600				
United Kingdom					
Subtotal	7,077,312	Subtotal	12,500,000	Subtotal	0
		Grand total	19,577,312		

Dated : 21/09/2005

(*) Source : ECHO 14 Points reporting for Members States. <https://hac.cec.eu.int>
 Empty cells means either no information is available or no contribution.

➤ With other Commission departments:

A EUR 12 million project between the EU and the Andean Community has recently entered the implementation stage. It is entitled “Strengthening disaster preparedness and prevention in the Community of the Andean Nations – CAN” (PREDECAN) and aims at improving services in the area of risk management and prevention of losses due to natural disasters through the strengthening of national policies, institutions and coordination of activities in the area of disaster preparedness and prevention. The project includes the development of national risk management systems for disaster prevention in the five Andean countries, technical tools and technologies as well as manuals and guidelines and electronic information networks. Furthermore, the EC contributes with EUR 25 million to a disaster prevention project in the State of Vargas in Venezuela and with EUR 20 million to a project to prevent floods in the Venezuelan states of Falcón, Yaracuy and Miranda. Last but not least, the EU regional strategic paper for Latin America has earmarked EUR 40 million for a regional programme on the reduction of vulnerabilities in the whole region.

➤ With the Member States:

During the months of May and June 2005, ECHO requested HAC members to provide information about projects of in the area of disaster preparedness and prevention funded by them in the region. ECHO received responses from Germany and Poland: Germany gives support to a project in Colombia (implemented by GTZ) and two projects in Peru (implemented by GAA and Diakonie) while Poland stated that currently no projects in the Andean Community were financed.

6 –Amount of Decision and distribution by specific objectives

6.1. - Total amount of the Decision: EUR 4,500,000

6.2. - Budget breakdown by specific objectives

Principal objective: <i>To increase the capacity of vulnerable populations living in areas most affected by recurrent natural hazards to cope with the effects of natural disasters</i>				
Specific objectives	Allocated amount by specific objective (EUR)	Potential geographical areas of operation	Activities	Potential partners¹⁵
Specific objective 1: To support strategies that enable local communities and institutions to better prepare for and mitigate natural disasters by enhancing their capacity to cope, thereby increasing resilience and decreasing vulnerability	4,500,000	<ul style="list-style-type: none"> - Bolivia: Amazon Region, La Paz High Plateau, Inter-Andean Valleys, El Chaco, Southern High Plateau - Colombia: Coffee and Southern Andean Regions, Andean North-East, Atlantic Region - Ecuador: Northern Coast, Northern Amazon Region, Central Highlands - Peru: Southern Andean Highlands, San Martin Region, Huaylas Corridor and Huaytapallana Mountain Range - Venezuela: Central Region, Eastern Region, Andean Region 	<ul style="list-style-type: none"> • Infrastructure support • Advocacy and public awareness raising • Small-scale mitigation works • Mapping and data computerization • Education • Early warning systems • Research and dissemination • Facilitation of co-ordination • Institutional strengthening • Local Capacity building /training 	<ul style="list-style-type: none"> - CAFOD - CARE NEDERLAND (FORMER DRA) - CISP - COOPI - CROIX-ROUGE – ESP - CROIX-ROUGE - FR - CROIX-ROUGE - FICR-IFCR-CH - GERMAN AGRO ACTION - IOM - MEDICUS MUNDI - ESP - OXFAM - UK - UN - PAHO - UN - UNDP - BEL

¹⁵ CATHOLIC AGENCY FOR OVERSEAS DEVELOPMENT (GBR), COMITATO INTERNAZIONALE PER LO SVILUPPO DEI POPOLI (ITA), COOPERAZIONE INTERNAZIONALE (ITA), CROIX ROUGE FRANCAISE (FR), CRUZ ROJA ESPAÑOLA, (E), DEUTSCHE WELTHUNGERHILFE / GERMAN AGRO ACTION, (DEU), FEDERACION DE ASOCIACIONES MEDICUS MUNDI ESPANA, (E), FEDERATION INTERNATIONALE DES SOCIETES DE LA CROIX-ROUGE ET DU CROISSANT ROUGE, INTERNATIONAL ORGANIZATION FOR MIGRATION (INT), OXFAM (GB), Stichting CARE Nederland, UNITED NATIONS - PAN AMERICAN HEALTH ORGANIZATION, UNITED NATIONS DEVELOPMENT PROGRAMME

¹⁸ OJ L 163, 2.7.1996, p. 1-6

7 –Evaluation

Under article 18 of Council Regulation (EC) No.1257/96 of 20 June 1996 concerning humanitarian aid the Commission is required to "regularly assess humanitarian aid operations financed by the Community in order to establish whether they have achieved their objectives and to produce guidelines for improving the effectiveness of subsequent operations." These evaluations are structured and organized in overarching and cross cutting issues forming part of ECHO's Annual Strategy such as child-related issues, the security of relief workers, respect for human rights, gender. Each year, an indicative Evaluation Programme is established after a consultative process. This programme is flexible and can be adapted to include evaluations not foreseen in the initial programme, in response to particular events or changing circumstances. More information can be obtained at:

http://europa.eu.int/comm/echo/evaluation/index_en.htm.

8 –Budget Impact article 23 02 02

	CE (in EUR)
Initial Available Appropriations for 2005	12,500,000
Supplementary Budgets	
Transfers Commission	3,500,000
Total Available appropriations	16,000,000
Total executed to date (as at 20/09/2005)	7,000,000
Available remaining	9,000,000
Total amount of the Decision	4,500,000

COMMISSION DECISION

of

on the financing of humanitarian operations from the budget of the European Communities in the Andean Community

THE COMMISSION OF THE EUROPEAN COMMUNITIES,

Having regard to the Treaty establishing the European Communities,

Having regard to Council Regulation (EC) No 1257/96 of 20 June 1996 concerning humanitarian aid¹⁸ and in particular Article 15(2) thereof,

Whereas:

- (1) The Andean Community is exposed to a wide range of natural disasters such as floods, droughts, earthquakes, volcanic eruptions, landslides, cold waves, storms;
- (2) Local communities are very vulnerable to all these disasters, and the losses provoked by disasters are significant both in social and economic terms;
- (3) The capacity of Andean Community countries to cope with disasters is insufficient and support from the international community is needed to respond and to promote preparedness activities, including small-scale mitigation and prevention activities of a demonstrative nature;
- (4) Past experiences from the previous Action Plans implemented in the region lead to the conclusion that disaster preparedness projects should be financed by the Commission for a period of 18 months;
- (5) It is estimated that an amount of EUR 4,500,000 from budget line 23 02 02 of the 2005 general budget of the European Union is necessary to finance disaster preparedness activities for the vulnerable populations of the Andean Community, taking into account the available budget, other donors' interventions and other factors.
- (6) In accordance with Article 17 (3) of Regulation (EC) No.1257/96 the Humanitarian Aid Committee gave a favourable opinion on 24 November 2005.

HAS DECIDED AS FOLLOWS:

Article 1

1. In accordance with the objectives and general principles of humanitarian aid, the Commission hereby approves a total amount of EUR 4,500,000 for humanitarian aid operations undertaken in the framework of the Fourth DIPECHO Action Plan for the Andean Community by using budget line 23 02 02 of the 2005 budget of the European Union.

2. In accordance with Article 2(f) of Regulation (EC) No.1257/96, the humanitarian operations shall be implemented in the pursuance of the following specific objective:

To support strategies that enable local communities and institutions to better prepare for and mitigate natural disasters by enhancing their capacity to cope, thereby increasing resilience and decreasing vulnerability.

Article 2

1. The duration for the implementation of this Decision shall be for a maximum period of 18 months, starting on 01 January 2006.
2. Expenditure under this Decision shall be eligible from 01 January 2006.
3. If the operations envisaged in this Decision are suspended owing to *force majeure* or comparable circumstances, the period of suspension shall not be taken into account for the calculation of the duration of the implementation of this Decision.

Article 3

This Decision shall take effect on the date of its adoption.

Done at Brussels,

For the Commission

Member of the Commission