



Humanitarian Aid Decision

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Title: Fifth DIPECHO Action Plan for South East Asia

Location of operation: SOUTH EAST ASIA

Amount of Decision: EUR 7,000,000

Decision reference number: ECHO/DIP/BUD/2006/01000

Explanatory Memorandum

1 - Rationale, needs and target population.

1.1. - Rationale:

According to Article 2(f) of Humanitarian Aid Regulation (EC) of 20 June 1996¹, DG ECHO's² activities in the field of Disaster Preparedness shall be "to ensure preparedness for risks of natural disasters or comparable circumstances and use a suitable rapid early-warning and intervention system".

DIPECHO (Disaster Preparedness ECHO) is a programme set up by DG ECHO to improve the capacities of communities at risk to better prepare for and protect themselves against natural disasters. Initially the DIPECHO programme focused on three regions: Central America, South East Asia (initially including Bangladesh) and the Caribbean. In 1998, the DIPECHO programme was expanded to include two further regions that are highly exposed to natural disasters, namely South Asia and the Andean Community. A diagnostic study was carried out in each of these regions to identify the risks, evaluate the socio-economic vulnerability of the people and the risk to property and to determine what local, national and regional response capability and external support was already in place.

In 2003 DG ECHO launched a global evaluation on Disaster Risk Reduction (**DRR**)³ where South East Asia (hereinafter referred to as **SEA**) was ranked as having one of the highest levels of vulnerability compared to other regions. Disparities in vulnerability levels within the region and within each country are extremely high, thereby impeding a global approach.

¹ EC Regulation N°1257/96 of 20 June 1996, OL L163 of 02.07.1996.

² Directorate-General for humanitarian aid – DG ECHO.

³ December 2003, Evaluation of ECHO's strategic orientation to disaster reduction available on DG ECHO's website of: http://ec.europa.eu/echo/pdf_files/evaluation/2003/disaster_report.pdf

Disaster Preparedness (**DP**) is not a strategic priority for many of the national legislations of some SEA countries. Consequently their ability to cope with disasters is extremely weak, particularly at local level where many communities and local institutions are profoundly lacking in awareness, knowledge, expertise, resources and mandate. In such a scenario, the lack of resilience of populations, institutions, basic services (commonly ruptured during natural disasters) and other infrastructure result in vulnerabilities and losses (both in terms of lives and assets lost) that in many instances could be largely mitigated or avoided completely. The resulting erosion of the coping capacities of people and institutions and the additional resources that are subsequently required contribute substantially to undoing much of the accrued relief and development gains of recent years.

The 2003 DG ECHO evaluation contributed, inter alia, to SEA being identified as the largest disaster-prone area in the world. This area is particularly exposed to natural disasters such as floods, flash flooding, cyclones, landslides, earthquakes, drought, forest fires, volcanos and tsunamis. The losses and destruction that result from these disasters are considerable from a social and economic point of view, reducing the development potential of the poorer countries of the region especially where a large proportion of the populations is isolated.

While 2003 was a year of comparatively few major disasters with estimated damage totalling US\$172,000,000⁴ (~ EUR 123,000,000), 2004 and 2005 were dramatically different. More than 150 million people were affected by various disasters ensuing from natural events (as opposed to 14 million people in 2002 and just under 15 million in 2000). This resulted in estimated annual reported economic damage from natural disasters of just under US\$100,000,000 (~ EUR 81,300,000) and over US\$150,000,000 (~EUR 122,000,000) in 2004 and 2005 respectively⁵.

Over the past 30 years, the impact of natural disasters has changed in SEA. The vulnerability profile is also changing: more people are moving into urban areas; traditional coping-mechanisms are being eroded as communities disperse; many countries are still recovering from the economic crisis of 1997. In 2004 more people suffered from geological disasters (such as earthquakes and tsunamis) than from hydro-meteorological disasters. In addition to high physical exposure and systemic weaknesses in the national and local government systems, the high percentage of affected arable land, fragility of rural livelihoods, environmental degradation (such as deforestation linked to illegal logging), climate fluctuations (such as more frequent droughts), land re-allocation, low GDP per capita and rapid/unplanned urban growth found in the SEA region, have all contributed to increased vulnerability, reduced capacity to mitigate loss and decreased resilience.

It is now generally recognised that the integration of disaster risk reduction (DRR) in development and cooperation policies should become systematic, as risk and vulnerability are crucial elements in reducing the negative impacts of hazards, thus contributing to the achievement of sustainable development, poverty reduction and the Millennium Development Goals. The more a vulnerable population is exposed to natural disasters which exhaust its coping mechanisms, the more difficult it becomes for it to emerge from the spiral of vulnerability.

⁴ Reducing Disaster Risk: A Challenge for Development, UNDP 2004.

⁵ Source: EM-DAT: CRED International Disaster Database.

The *Priorities for Action of the Hyogo Framework for Action 2005–2015: "Building the Resilience of Nations and Communities to Disasters"* provided the strategic logic underlying the Fifth DIPECHO Action Plan for South East Asia (cf. 'Instructions and Guidelines...').

The period 2004-2005 has seen a series of large-scale natural disasters that have struck South East Asia including:

- the Indian Ocean tsunami in December 2004 (2005),
- a series of seismic events along the Sumatra Trench following the December 2004 tsunami, which subsequently destroyed much of Yogyakarta (27 May 2006) and caused death and destruction in Java from the resulting tsunami events (17 July 2006).
- numerous intense typhoons and tropical storms, notably Damrey (2005),
- large-scale landslides in the Philippines and Indonesia, notably in Southern Leyte, Visayas, the Philippines (2006) which buried an entire town.

After the tsunami disaster in 2004, DRR, especially early warning systems, became the focus of international, regional and national efforts. In April 2005 the European Commission, in its Communication "**Reinforcing EU Disaster and Crisis Response in third countries**",⁶ addressed the issue of enhancing preparedness and response to disasters. The document also considers the Hyogo Framework for Action as the starting point of its strategy.

This Action Plan does not include any new support for the Early Warning System in the Indian Ocean as support has been given already through the tsunami decision with EUR 2,000,000 support to UN-ISDR (International Strategy Disaster Reduction) assessment, evaluation and strengthening of early warning systems and disaster preparedness capacities of the countries affected by the tsunami for a 15-month period starting on 01 April 2005. [ECHO/-AS/BUD/2005/02031]

1.2. - Identified needs:

After four DIPECHO Action Plans covering the region and several National Consultative meetings⁷ DG ECHO was able to draw up a comprehensive regional and per country strategy with precise identification of needs according to areas and activities.

The frequency with which DG ECHO has been required to intervene with support for emergency activities as a result of natural disaster events in the Philippines, coupled with the undeniable DRR expertise that exists in the country, has led to its reinsertion in the DIPECHO SEA Action Plans. The problems encountered during the Fourth Action Plan and the failure of potential (and eligible) DIPECHO partners to submit proposals for the Lao PDR means that this country is not included in the Fifth Action Plan⁸.

In order to promote an effective preparedness and risk reduction strategy that is intended to reduce the need for emergency response and complement ongoing sustainable development efforts, DIPECHO conducts a coordinated advocacy dialogue with the key DRR stakeholders at local, sub-national, national, and, where relevant, regional and international levels. In this context, DIPECHO SEA held six National Consultative Meetings (NCMs)⁹ through November 2005 and held one Regional DIPECHO Meeting in Bangkok in December 2005,

⁶ COM (2005) 153, 20.04.05.

⁷ The conclusions and recommendations of this process were published in the '*Instructions and Guidelines for ECHO potential partners wishing to submit proposals under the Fifth DIPECHO Action Plan for South East Asia*' on 01 April 2006

⁸ Partners in Lao PRD could only start implementation of projects after having signed an MoU with the government which took a long time.

⁹ Lao PDR, Timor Leste, Philippines, Cambodia, Indonesia and Vietnam

as a consequence of which it was possible to draw up concrete priorities for the six countries targeted by this Action Plan. This was done in collaboration with the main stakeholders in each country through the analysis of existing legislation, donor activities in Disaster Risk Management (DRM) and the current/planned national DRR strategy of each government. This strategy is also intended to promote the involvement of government (national and sub-national, and where relevant, regional bodies), International Organisations/INGO partners for whom DRR is not a usual activity, key players from the bilateral and multi-lateral donor community, and civil society, in a disaster preparedness dialogue that in many countries had hitherto been lacking.

As mentioned above, after the tsunami in 2004 DG ECHO contributed with EUR 2,000,000¹⁰ to the evaluation and strengthening of Early Warning Systems in the Indian Ocean with regional and disaster preparedness components.¹¹ UN-ISDR (International Strategy for Disaster Reduction), a UN-mandated body, led the project and acted as co-coordinator of the whole process. The programme comprises five main components under which many activities such as meetings, workshops, assessments and production of materials. The second phase of the project (EUR 6,000,000) will be implemented by DG EuropeAid Coordination Office, under the regional facility of the Tsunami Indicative Programme, and will contribute to strengthen national and local institution capacities, as well as local communities awareness, to reduce disaster risk on tsunami-prone countries in the Indian Ocean.

Even though there is a large presence of other donor institutions, few support DRR strategies by directly financing community-based activities; more attention is paid to support for national/sub-national institutions and large-scale infrastructure projects or structural programming that embraces national priorities, but there is a tendency to neglect local vulnerabilities. Equally, such engagement strategies do little to address critical weaknesses in coordination and advocacy at national and regional levels.

The recent tsunami in Pangandaran, Java (17 July 2006) drew attention to the shortcomings of the Indian Ocean EWS. Although international donors helped to upgrade the region's shore-based tide gauge stations which can measure the sea-level changes caused by a tsunami, the interpretation of data takes time and there are gaps in transmitting these alerts to the local populations scattered along the sea shore. There were no sirens and alarm bells on the beach, no emergency broadcasts transmitted on radio or TV. At the same time the current EWS only covers Sumatra where the previous tsunami happened, while leaving Java almost unprotected.

Despite setting up a compatible regional EWS with a single centre in the Indian Ocean, all countries concerned opted to establish their own national systems without integration, but in coordination.

Sophisticated alert systems cannot be effective if the affected people are not able to interpret the meaning of their signals. There is still a huge amount of work to be done to raise public awareness, educate the people, with the active involvement of the communities at risk to identify evacuation routes, safe areas etc.

If one refers to the formula “risk = (threat x vulnerability)/capacity”, which is commonly accepted internationally when dealing with risk reduction, the risk can be reduced by any

¹⁰ ECHO/-AS/BUD/2005/02031

¹¹ Other donors to this Multi-donor initiative included Japan (EUR 2.42 M), Germany (EUR 0.3), Finland (EUR 1.028 M), Sweden (EUR 1.071 M), the Netherlands (EUR 0.309) and Norway (EUR 1.095 M).

action which reduces the intensity of the threat, reduces vulnerability or improves the community capacity to respond in a situation of risk.

1.3. - Target population and regions concerned:

The Fifth DIPECHO Action Plan will target the most vulnerable local communities and their institutions, approximately 1,500,000 total beneficiaries in six countries¹² (including the Kingdom of Thailand under the DIPECHO regional programme as well as organisations such as the local NGOs and Red Cross branches). The following provinces, considered among those with the highest risk levels and the lowest coping capacities, will be targeted on a priority basis for operations aimed at increasing response capacity at local level:

Kingdom of Cambodia

Disasters/Hazards and Geographical Areas

Flash Flood: Kampong Thom, Kampong Speu, Kampot, Pursat, Kandal, Battambang, Kampong Chhnang, Rattanakiri.

Slow-onset Flood: *i. Mekong:* Stung Treng, Kratie, Kampong Cham, Prey Veng, Svay Rieng, Kandal, Takeo.

ii. Tonle Sap: Kampong Chhnang, Pursat, Battambang, Banteay Meanchey, Siem Reap, Kampong Thom.

Drought: Oddar Meanchey, Banteay Meanchey, Kampong Speu, Kampong Thom, Svay Rieng, Kampong Chhnang, Prey Veng, Pursat, Battambang, Kandal, Takeo Rattanakiri, Kampot, Siem Reap, Kratie and Kampong Cham.

Approximately: 200,000 beneficiaries

Republic of Indonesia

Disasters/Hazards and Geographical Areas

Below are the priority areas for the Republic of Indonesia; however it is recognised that some hazards (particularly landslide, slow-onset and flash floods) are largely ubiquitous.

Flash Flood: North Sulawesi, West Timor, Java, South Sumatra.

Slow-onset Flood: Jambi, north coastal Java, West and South Kalimantan, DKI Jakarta, Nusa Tenggara, Central Java.

Earthquake: Papua, Central and North Sulawesi, Aceh, West Sumatra, Maluku (particularly North) and East Nusa Tenggara.

Forest/peat fire: Kalimantan, Sumatra.

Landslide: mountainous areas of Java; Central and West Java, North Sulawesi, North Sumatra.

Volcano: North Maluku, West Sumatra, Central, West and East Java, Nusa Tenggara

Drought: West and East Nusa Tenggara (Lampung), Java (Pantura), Maluku, Madura, Irian Jaya.

Approximately: 135,000 beneficiaries

Republic of the Philippines

Disasters/Hazards and Geographical Areas

Typhoon: Luzon, Region 8: S Leyte (Maasin); Eastern Samar (Borongan); Leyte (Ormoc) / Visayas

Flood/Landslide/Earthquake:

¹² This number includes the beneficiaries of the 17 national based (listed in point 1.4) pre-selected proposals, plus 3 in reserve and the 4 regional ones.

Metro Manila; NCR; CAR; Marikina Faultlines, Samar-Leyte, Luzon.

Region 1: Pangasinan (Dagupan City); La Union (San Fernando); Ilocos Sur (Vigan); Ilocos Norte (Laoag)
Region 2: Cagayan (Aparri); Nueva Vizcaya: (Solano, Bayombong)
Region 3: Zambales (Iba); Aurora (Dingalan); Pampanga (Angeles)
Region 4: Quezon (Lopez); Mindoro, Calapan; Cavite (Cavite City, Tagaytay); Rizal: Cainta
Region 5: Catanduanes (Virac); C Norte (Daet); C Sur (Naga City); Albay (Legazpi City)
Region 6: Iloilo (Iloilo City); Antique (San Jose)
Region 8: S Leyte (Maasin); Eastern Samar (Borongan); Leyte (Ormoc)
Region 11: Davao, Mati; Sarangani (Gen Santos); N Cotabato (Cotabato); Caraga (Butuan City); Surigao Norte
Volcano: Luzon.

Approximately: 518,000 beneficiaries

Democratic Republic of Timor Leste

Disasters/Hazards and Geographical Areas

Priority hazards in the geographical areas listed below are largely hydro-meteorological, predominantly focusing on drought and slow-onset flood in Oecusse, Covalima, Liquiça, Bobonaro, Lautem and South-west coastal areas.

Slow-onset Flood / Flash Flood:

Lautem (Luro, Moro), Covalima (Suai Zumalai), Bobonaro (Cailaco, Atabae), Oecusse, Manatuto, Baucau, Dili, Liquiça.

Drought: Oecusse (Pante Makasar, Nitibe), Liquica (Bazartete) Dili (Atauro, Metinaro), Manatuto (Laclo, Laclubar), Baucau (Laga, Vemase), Lautem (Moro-Kom, Sika), Covalima (Suai, Maukatar).

Windstorm: Bobonaro-Bobonaro Sub-District, Lolotoe Ainaro Sub-District, Ainaro (Hatu-Builico & Hato-Udo).

Approximately: 8,000 beneficiaries

Socialist Republic of Viet Nam

Disasters/Hazards and Geographical Areas

Priority hazards in these geographical areas are predominantly hydro-meteorological.

Central Coastal Provinces:

Coastal Belt: Floods / storm surge; Typhoon; Drought.

Inland Mountains: Flash floods; Landslide; Typhoon; Drought.

Mekong River Delta: Slow onset flood; Typhoon; Saline intrusion; Forest fire.

Central Highlands: Drought; Landslide; Flash flood; Forest fire.

Northern Mountains: Flash flood; Landslide; Earthquake; Forest fires.

Central Coastal Provinces:

Quang Binh, Quang Tri, Thua Thien Hue, Quang Nam, Quang Ngai, Binh Dinh, Phu Yen; Ha Tinh, Ninh Thuan, Binh Thuan, Thanh Hoa

Mekong River Delta Provinces:

Dong Thap, An Giang, Kien Giang, Soc Trang, Tra Vinh, Vinh Long, Ben Tre, Tien Giang, Long An, Ca Mau

Red River Delta Provinces:

Nam Dinh, Thai Binh, Hai Phong, Ninh Binh, Hai Duong, Hung Yen
Central Highlands:
Con Tum, Gia Lai, Dac Lac, Lam Dong, Kom Tum and Daknong.
Northern Mountains:
Lai Chau, Lao Cai, So'n La, Yen Bai, Dien Bien, Son La, Ha Giang
Approximately: 273,000 beneficiaries

1.4. - Risk assessment and possible constraints:

The SEA region is comprised of large (often highly populous) countries with substantial ethno-linguistic and geographical variations. Needs and capacities vary substantially throughout the region and within individual countries. Such diversity does not facilitate a large human resource pool in SEA with appropriately profound DRR (particularly DRM - Disaster Risk Management) knowledge, together with adequate project management skills with the necessary familiarity with the target locations. DIPECHO partners can thus find it challenging to source appropriately qualified project staff, particularly in remote areas.

As a region with frequent natural hazards, the likelihood that a major disaster will take place during the Fifth Action Plan is also high. Such events can cause delays in implementation (cf. suspension of projects under the Fourth DIPECHO Action Plan following the Indian Ocean tsunami) as DIPECHO projects under implementation could be de-prioritised in favour of emergency/humanitarian actions. Furthermore, the disaster itself may prevent access to target beneficiaries and/or locations.

DRR programming, and particularly Community-Based Disaster Risk Management (CBDRM) projects, are dependent on the link project partners establish between individuals, households and communities at risk with the governance structures of local communities and sub-national (and national) authorities. Complete involvement throughout the project cycle, from problem identification and project design, through to completion, participatory monitoring and evaluation and phase-out, is considered essential. However, such dependence on support and collaboration with local institutional structures carries the risk that anticipated cooperation/support/political commitment fail to meet expectations.

In order to maximise the possibility of success in achieving the project objectives, DIPECHO requires prospective partners to have a proven DRR/DRM track record and an operational presence in the target location (thereby providing a pre-existing working relationship with local communities and local authorities).

2 - Objectives and components of the humanitarian intervention proposed:¹³

2.1. - Objectives :

Principal objective:

To reduce the vulnerability of South East Asian populations living in areas most affected by recurrent natural hazards.

Specific objectives:

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

2.2. - Components:

Programme strategies which receive DIPECHO support will be developed in the context of existing relevant legislation and decrees and will contribute to existing/planned National Disaster Management Plans and Policies (including the implementation plan of the Hyogo Framework for Action 2005-2015) and also in conjunction with the appropriate institutions of national governments at all relevant levels (local, sub-national, national); be they sectoral line ministries, finance or planning ministries, the National Disaster Management Office of each country, or others.

Successful proposals will include the following components (non-exhaustive):

a) Infrastructure support

Provision of equipment and reinforcement of infrastructure to support disaster preparedness plans. This might include: scientific equipment; rehabilitation of evacuation routes; refurbishment of health posts; temporary shelter for evacuated populations and sign-posting of evacuation routes.

b) Advocacy and public awareness-raising

One-way communication activities aimed at raising awareness on disaster risk reduction issues among decision-makers and the general public. Such activities contribute to the stated objective of DIPECHO and the Hyogo Framework for Action 2005-2015, of seeing disaster risk reduction included or given greater attention in the political agenda of countries at risk at a local, regional and national level as well as in the development plans of international donors. Activities might include: radio spots/radio communication in communities; TV broadcasts; media interaction: newspapers, journals, magazines, IEC¹⁴ materials: leaflets, posters, billboards, brochures, conferences, symposia, seminars, workshops, peer-to-peer awareness initiatives; awareness campaigns: street drama, theatre, song, simulation exercises/mock drills.

¹³ 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 Article 110 thereof, and its Implementing Rules in particular Article 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 Article 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 DG 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://ec.europa.eu/echo/partners/index_en.htm

¹⁴ Information Education Communication - IEC

DIPECHO actively encourages coordinated and collaborative national programming for disaster risk reduction, particularly amongst DIPECHO partners. Joint strategy formulation and programming, with one identified lead agency (with accompanying Memorandums of Understandings between participating agencies), is therefore considered relevant. A coordination initiative among DIPECHO partners in Vietnam will be supported. This can be considered as a pilot project which, after an evaluation and drawing of lessons learned, can be replicated in the region.

c) Small-scale mitigation works

Small-scale infrastructure works aimed at reducing the physical vulnerability of the beneficiaries, which serve to complement the preparedness component of the project strategy. Occasionally, beneficiaries are trained during the implementation of these mitigation works in order to operate/maintain or replicate them in the future. Expenses related to this sort of training would be included in this sub sector. This might include: protection walls along river banks; structural works on existing public buildings to increase their resistance to disasters; identification and reinforcement of safe places; reforestation/plantation; small-scale drainage; and irrigation works.

d) Mapping and data computerisation

Mapping and data computerisation linked with the study of hazards and vulnerabilities and the elaboration of emergency plans. This might include: 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.

e) Education

Activities aimed at creating a “culture of prevention” within the formal education system pursuing a change of attitude and practice. This might include design and production of training materials for pupils; training of teachers and pupils; training of parents simulations conducted at school level, school competitions.

f) Early warning systems

All activities and equipment related to the setting up of an EWS and its functioning (e.g. reviving and/or strengthening traditional and existing indigenous knowledge on EWS and/or adapting or developing user-friendly, understandable and locally-appropriate systems, use of local radio stations, localisation of EWS, alarm systems (local), ensuring free information, warning dissemination from the national to community level with special attention to people with disabilities, women and children, technical studies conducted specifically to set up an EWS (e.g. hydrological study), Information Communication Technology, installation of radio networks and training beneficiaries on their use, installation of rain gauges and hydrometric scales and training of the beneficiaries on their use through simulation exercises, mock drills, dry-run rehearsals.

g) Research and dissemination

Technical studies, workshops and surveys conducted in order to increase knowledge about preparedness issues and dissemination of its results. This might include: technical studies whose results are used in local planning (e.g. for zoning purposes); organisation of workshops/seminars aimed at dissemination of project results.

h) Facilitation of co-ordination

Support initiatives to facilitate co-ordination among institutions working on Disaster Risk Reduction. This might include: inter-institutional meetings; interactive products; participation in the National Consultative Meeting.

i) Institutional strengthening

Services and equipment delivered to strengthen institutional capacities on risk reduction. This might include training of decision-makers at different levels on the Hyogo Framework for Action 2005–2015; training of sub-national institutions (government and non-government) on DRM/CBDRM planning and programming; inter-ministerial planning exercises for enhanced disaster preparedness; training of the planning departments of sectoral line ministries on disaster risk reduction measures that could be undertaken as part of respective work plans; training of fire brigades on controlled burning techniques and rescue procedures; rescue kits and first aid emergency kits, depending on the recipient.

j) Local capacity building/training

Capacity building/training for natural disaster preparedness conducted at local level, with a direct involvement of the beneficiary communities. This might include: support in the organisation and training of local disaster management committees; training and sensitisation for enhanced natural disaster risk awareness; workshops conducted at community level for the development and management of community disaster preparedness action plans; simulations conducted at community level, evacuations; training of community facilitators; training of community fire brigades.

3 - Duration expected for actions in the proposed Decision:

The duration for the implementation of this Decision shall be **18** months. Humanitarian operations funded by this decision must be implemented within this period.

The 18-month duration for this Decision is necessary, as the nature of the activities proposed requires sustained engagement and establishment of optimal working relationships with both the target beneficiaries and public personnel. This requires time, even if the partner is already present in the project location. Moreover, selected proposals have a duration of between 12 and 15 months (as foreseen in the guidelines for proposals¹⁵), as some partners choose to start operations during or after the rainy season.

Expenditure under this Decision shall be eligible from 15 November 2006 in order to allow the preparation of contracts before the end of the rainy season, and optimise availability of target beneficiaries, government personnel and other key stakeholders.

Start Date: 15/11/2006

If the implementation of the actions envisaged in this Decision is suspended due to *force majeure* or any comparable circumstance, the period of suspension will not be taken into account for the calculation of the duration of the humanitarian aid operations.

Depending on the evolution of the situation in the field, the Commission reserves the right to terminate the agreements signed with the implementing humanitarian organisations where the

¹⁵ 'Instructions and Guidelines for ECHO potential partners wishing to submit proposals under the Fifth DIPECHO Action Plan for South East Asia' 10 April, 2006 – ECHO website.

suspension of activities is for a period of more than one third of the total planned duration of the action. In this respect, the procedure established in the general conditions of the specific agreement will be applied.

4 - Previous interventions/Decisions of the Commission within the context of the current crisis

List of previous DG ECHO operations in INDONESIA/CAMBODIA/PHILIPPINES/THAILAND/EAST TIMOR/VIET NAM

Decision Number	Decision Type	2004 EUR	2005 EUR	2006 EUR
ECHO/IDN/BUD/2005/01000	Emergency		10,000,000	
ECHO/IDN/BUD/2005/02000	Non Emergency		2,000,000	
ECHO/IDN/BUD/2006/01000	Emergency			367,000
ECHO/IDN/BUD/2006/03000	Prim. Emergency			3,000,000
ECHO/IDN/BUD/2006/04000	Emergency			6,500,000
ECHO/KHM/BUD/2004/01000	Non Emergency	3,500,000		
ECHO/KHM/BUD/2005/01000	Non Emergency		2,000,000	
ECHO/PHL/BUD/2004/01000	Non Emergency	850,000		
ECHO/PHL/BUD/2004/02000	Emergency	800,000		
ECHO/PHL/BUD/2005/01000	Non Emergency		500,000	
ECHO/THA/BUD/2004/01000	Non Emergency	4,650,000		
ECHO/TMP/BUD/2005/01000	Non Emergency		2,500,000	
ECHO/TMP/BUD/2006/01000	Emergency			3,000,000
Subtotal		9,800,000	17,000,000	12,867,000
Grand Total		39,667,000		

Dated : 27/07/2006

Source : HOPE

This table does not contain the tsunami decisions (ECHO/-AS/BUD/2004/03000, ECHO/-AS/BUD/2005/02000 and ECHO/-AS/BUD/2005/07000) to the amount of EUR 103,000,000 which had a regional coverage and also focused on India, Sri Lanka and the Maldives.

Under the four previous DIPECHO Action Plans (ECHO/TPS/219/1998/01000, ECHO/TPS/219/2000/01000, ECHO/TPS/219/2002/02000 and ECHO/DIP/BUD/2004/03000) DIPECHO has committed EUR 13.7 million for SEA (28.67% for Vietnam, 26.46% for Cambodia, 12.92% for Indonesia, 10.09% for Laos, 7.29% for the Philippines, 3.49% for Timor Leste and 11.08% for regional projects).

5 - Other donors and donor co-ordination mechanisms.

Donors in INDONESIA/CAMBODIA/PHILIPPINES/THAILAND/EAST TIMOR/VIET NAM the last 12 months

1. EU Members States (*)		2. European Commission		3. Others	
	EUR		EUR		EUR
Austria	62,000	DG ECHO	38,033,667		
Belgium	1,500,000	Other services			
Cyprus	5,225				
Czech republic	629,370				
Denmark	1,293,566				
Estonia	31,955				
Finland	2,420,000				
France	951,588				
Germany	2,714,806				
Greece	500,000				
Hungary					
Ireland	1,100,000				
Italy	1,013,500				
Latvia	25,000				
Lithuania					
Luxemburg	500,000				
Malta					
Netherlands	2,000,000				
Poland					
Portugal	14,007				
Slovakia	109,000				
Slovenie	125,000				
Spain	600,000				
Sweden	13,113,374				
United kingdom	7,415,233				
Subtotal	36,123,624	Subtotal	38,033,667	Subtotal	0
		Grand total	74,157,291		

Dated : 27/07/2006

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

5.1. Coordination with other Commission departments:

Since September 2001, coordination on DRR and in particular on Disaster Preparedness issues has been ongoing with DG External Relations (RELEX) and DG AIDCO in order to encourage an increased involvement of these services in this field. Similar efforts have been made by DG Development (DEV). DG ECHO has stressed the importance of including DRR as a cross-cutting issue in country/regional strategy papers.

While there is no plan in the on-going National Indicative Programmes (NIP) of the concerned countries in the region to finance activities dealing directly with prevention and preparation for natural disasters, DG ECHO has launched a dialogue with some of the Delegations in the region to explore the possibilities for the incorporation of natural disaster risk management components in programmes supported under the relevant NIPs and CSPs (Country Strategy Papers).

Moreover, since the World Conference on Disaster Reduction (WCDR) in Kobe, Japan (January 2005), significant progress has been made in promoting DRR dialogue within the European Commission. One example is the above-mentioned DG ECHO EWS project whose second phase will be taken over by DG AIDCO. DG AIDCO will contribute with EUR 6,000,000 in the framework of the Horizontal Facility of the Tsunami Indicative Programme.

This phase will focus on the strengthening of national and local institutions, mechanisms and capacities in DRR and on improving public awareness, knowledge and education towards an enhanced culture of safety and resilience at all levels.

DG DEV has been requested to take into consideration DRR while programming the next CSPs¹⁶. A Disaster Management Facility for ACP countries has also been established.

5.2. - Member States:

The French government in collaboration with the French Red Cross developed a project focusing on the security of the civil population. In the framework of the project a crisis management centre has been equipped for the Bakornas covering DKI Jakarta, Jambi, Aceh, Padang, Yogyakarta and Bali). Training is provided for the staff and information is disseminated among the affected population. The project amounts to EUR 5,000,000. Furthermore France is also involved in the EWS, while another project deals with public awareness raising.

The Swedish government, via the Swedish International Development Cooperation Agency (SIDA) Division for Humanitarian Assistance, supports the UN-International Strategy for Disaster Reduction (ISDR) regional programmes for Asia and the Pacific and Latin America and the Caribbean. The programme concerns regional outreach and advocacy for Disaster Risk Reduction. The regional ISDR units undertake activities to promote the strengthening of national platforms for disaster risk reduction and development of strategic national action plans, public awareness and education, information management and dissemination. The regional programmes will support and advocate for national and regional implementation of the Hyogo Framework for Action 2005-2015. For the 2006-2007 period, SIDA is supporting the regional programmes for Asia and the Pacific and Latin America and the Caribbean with SEK 15,000,000 (~EUR 1,620,000).

In March 2006 the UK Government's Department for International Development (DFID) published a new Disaster Risk Reduction Policy which provides a framework for DFID to integrate disaster risk reduction measures more effectively into its own work, as well as strengthen the international system's capacity to better manage disaster risks, helping to reduce the threat that disasters pose to sustainable development and the Millennium Development Goals. DFID will also increase its funding for disaster risk reduction both through the international system and bilaterally. The UK has committed to allocate 10% of its contribution for each natural disaster to prepare for and mitigate the impact of future disasters, where this can be done effectively. Under this policy, DFID has committed £7.5 million (EUR 11,000,000) for disaster risk reduction in the tsunami-affected region.

This is being applied through three strategic directions, comprising:

- Strengthening in-country disaster risk reduction capacities. DFID has been in discussion with UNDP offices with national, regional and global responsibilities, and tsunami reconstruction organisations in Indonesia and Sri Lanka, to identify suitable partners with whom DFID can take forward its commitments in this area.
- Strengthening the regional early warning capacity. DFID is working with International Oceanographic Commission (IOC) and ISDR to identify how best to support this area, and is particularly interested in strengthening the link between early warning systems, disaster management and sustainable development.

¹⁶ Note for the attention of Mr. Manservisi, Director General of DG DEV – 05 January 2006 Ref: HD/am/S(05)290

- Strengthening Least Developed Country (LDC) capacities to design national plans for climate change adaptation. DFID is already funding the Secretariat of the United Nations Framework Convention on Climate Change (UNFCCC) for work in this area.

5.3. – Other Donors:

Regional/national level DRR initiatives are supported by the following donors¹⁷:

Climate Programme

- Climate Forecast Applications for Disaster Mitigation – Indonesia (USAID/OFDA, 2003-2008)
- Climate Forecast Applications for Disaster Mitigation – Philippines (USAID/OFDA 2003-2008)
- Climate Forecast Applications for Disaster Mitigation – Vietnam (NOAA/USA, 2003-2006)
- Media and Climate Information (NOAA/USA, 2002-2006)
- Climate Forecast Applications for Disaster Mitigation – Timor Leste (USAID, 2006-2008)

Early Warning Projects

- Community Based Early Warning System, Indonesia (CARE Indonesia 2006-2008)
- Community Resilience against Natural Hazards in Vietnam and Cambodia (DANIDA 2006-2008)
- Risk Communication: Improving Community Response to Warnings (UNISDR, 2005-2006)

Tsunami Projects

- Development of an Indian Ocean Tsunami Warning System (USAID)
- Building Institutional Capacities for End-to-End Early Warning for Tsunamis and Other Natural Hazards in Southeast Asia (RTG, 2005)
- USAID Indian Ocean Tsunami Warning System (IOTWS) programme (USAID 2005-2007)
- End-To-End Early Warning System and Preparedness for Tsunami and Other Hazards in Southern Thailand, (UNDP Thailand 2005)

Other Projects

- Damage and Loss Assessment Methodology, and Compendium of Agriculture Risk Management Initiatives (FAO Regional Office, 2005)
- Managing Livelihood Impacts of Drought: India and Indonesia (Rockefeller Foundation, 2005)
- Asia Pacific Natural Hazards and Vulnerability Atlas Pilot National Atlas for Vietnam and Thailand, (Pacific Disaster Centre 2004-2005)
- Coastal Risk Analysis of Tsunamis and Environmental Remediation (Italian Ministry for Environment and Territory 2005-2006)
- Community Self Reliance and Flood Risk Reduction in Cambodia (ADB / Government of Cambodia, etc. 2005).
- Flood Emergency Management Strengthening Component 4 under MRC's Flood Management and Mitigation Program. 2004-2007 (Federal Government of Germany)
- Inventory of Capacity Building Initiatives in Asia (Georgetown University USA / Gates Foundation).
- Mapping Indicators of Vulnerability to Hazards in the Countries of the Mekong Basin with focus on Public Health (WHO).
- RCC Program on Mainstreaming Disaster Risk Management (MDRM) into Development Practice (AusAID, Government of Australia, 2005-2008).
- Research on Risk-Vulnerability Assessment Tools in Asia, ISDR WG (UN HABITAT, 2004-2005).
- Applied Grants for Disaster Risk Reduction (ProVention Consortium / World Bank 2005-2006).
- Programme Design for Government of Indonesia (GoI) - Support to the Development and Implementation of GoI Master Plan for Decentralized Disaster Risk Reduction: 2005-2015 (UNDP 2005).
- Study on Regional Analysis of the Socio-Economic Impacts of the December 26, 2004 Tsunami/Earthquake disaster in Asia (World Bank 2005).

¹⁷ Source: www.adpc.net

- Greater Mekong Regional Communicable Disease Control Project (ADB)
- Asian Urban Disaster Mitigation Programme, OFDA/USAID (1995-2005) *Complete in July 2005*
- Primer on the Disaster Risk Management in Asia (Two Volumes) *Complete in April 2005: Vol I (USAID); Vol II (UNDP).*
- Program for Regional Capacity Enhancement for Landslide Impact Mitigation - RECLAIM (Government of Norway and USAID/OFDA).
- Programme for Hydro-Meteorological Risk Mitigation in Asian Cities (USAID/OFDA 2005).
- Sustainable Capacity Building on Urban Disaster Mitigation in Asia using Information Technology Applications - CASITA (EuropeAid, under Asia IT&C program) .
- Education for Sustainable Development/ Natural Disaster Preparedness (UNESCO)
-

6 - Amount of Decision and distribution by specific objectives:

6.1. - Total amount of the Decision: EUR 7,000,000

6.2. - Budget breakdown by specific objectives

Principal objective: To reduce the vulnerability of South East Asian populations living in areas most affected by recurrent natural hazards .				
Specific objectives	Allocated amount by specific objective (EUR)	Geographical area of operation	Activities	Potential partners¹⁸
Specific objective 1: To support strategies that enable local communities and institutions to better prepare for and mitigate natural disasters by enhancing their capacities to cope, thereby increasing resilience and decreasing vulnerability.	7,000,000	Cambodia East Timor Indonesia Thailand Philippines Vietnam	Infrastructure support Early Warning System Small-scale mitigation works Mapping and data computerisation Education Advocacy and public awareness raising Research and dissemination Facilitation of co-ordination Institutional strengthening Local capacity building/training	- ACF - FRA - ACH- ESP - ACTIONAID - CARE - DEU - CARE NEDERLAND (FORMER DRA) - CONCERN WORLDWIDE - CROIX-ROUGE - DNK - CROIX-ROUGE - NLD - DANCHURCH AID - DNK - DWF - GTZ - ICCO - MEKONG RIVER COMMISSION - OXFAM - UK - SAVE THE CHILDREN - UK - UN - UNDP - BEL - UN - UNESCAP - UN - UNOCHA - WORLD VISION DEU - ZOA
TOTAL:	7,000,000			

¹⁸ ACCION CONTRA EL HAMBRE, (ESP), ACTION CONTRE LA FAIM, (FR), ACTIONAID (GBR), CARE INTERNATIONAL DEUTSCHLAND E.V. (DEU), CONCERN WORLDWIDE, (IRL), DANSK RODE KORS, (DNK), DEUTSCHE GESELLSCHAFT FÜR TECHNISCHE ZUSAMMENARBEIT, Development Workshop France, ECONOMIC AND SOCIAL COMMISSION ASIA-PACIFIC, FOLKEKIRKENS NODHJÆLP, (DNK), HET NEDERLANDSE RODE KRUIS (NLD), Interkerkelijke Organisatie voor Ontwikkelingssamenwerking, Mekong River Commission, OXFAM (GB), Stichting CARE Nederland, THE SAVE THE CHILDREN FUND (GBR), UNITED NATIONS DEVELOPMENT PROGRAMME, UNITED NATIONS – ECONOMIC AND SOCIAL COMMISSION FOR ASIA AND THE PACIFIC, OFFICE FOR THE COORDINATION OF HUMANITARIAN AFFAIRS, WORLD VISION, (DEU), ZOA-Vluchtelingen zorg

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 organised in overarching and cross cutting issues forming part of DG 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://ec.europa.eu/echo/evaluation/index_en.htm.

8 - Budget Impact article 23 02 02

-	CE (EUR)
Initial Available Appropriations for 2006	19,000,000
Supplementary Budgets	
Transfers	
Total Available Credits	19,000,000
Total executed to date (by 27/07/2006)	
Available remaining	19,000,000
Total amount of the Decision	7,000,000

Estimated payments schedule:

2006	2007	2008	TOTAL
EUR 1,050,000	EUR 4,550,000	EUR 1,400,000	EUR 7,000,000

COMMISSION DECISION
of
on the financing of humanitarian operations from the general budget of the European
Union in
SOUTH EAST ASIA

THE COMMISSION OF THE EUROPEAN COMMUNITIES,

Having regard to the Treaty establishing the European Community,
Having regard to Council Regulation (EC) No.1257/96 of 20 June 1996 concerning humanitarian aid¹⁹, and in particular Articles 15(1) and 15 (2) thereof:

Whereas:

- (1) South East Asia is the largest disaster-prone area in the world particularly exposed to natural disasters such as floods, flash floods, cyclones, landslides, earthquakes, droughts and forest fires,
- (2) Local communities are critically vulnerable to all aforementioned disasters,
- (3) South East Asian countries' capacities to cope with disasters are insufficient,
- (4) These countries currently rely on international assistance to promote disaster risk reduction, risk management and preparedness activities,
- (5) Past experiences from the previous DIPECHO Action Plans implemented in the region as well as from national consultations carried out lead to the conclusion that Disaster Preparedness projects should be financed by the Commission for a period of 18 months,
- (6) It is estimated that an amount of EUR 7,000,000 from budget line 23 02 02 of the general budget of the European Union is necessary to provide disaster preparedness activities for at least 1,500,000 beneficiaries taking into account the available budget, other donors' interventions and other factors,
- (7) In accordance with Article 17 (2) and (3) of Regulation (EC) No.1257/96 the Humanitarian Aid Committee gave a favourable opinion on 21 September 2006.

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 7,000,000 for humanitarian aid operations under the Fifth DIPECHO Action Plan for South East Asia by using line 23 02 02 of the 2006 general budget of the European Union.

¹⁹ OJ L 163, 2.7.1996, p. 1-6

2. In accordance with Article 2 (f) of Council Regulation 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 capacities to cope, thereby increasing resilience and decreasing vulnerability.

The total amount of this Decision is allocated to this objective.

Article 2

1. The duration for the implementation of this decision shall be for a maximum period of 18 months, starting on 15 November 2006.

2. Expenditure under this Decision shall be eligible from 15 November 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 adoption.

Done at Brussels,

For the Commission

Member of the Commission