

COMMISSION DECISION
of
on the financing of humanitarian operations from the general budget of the European Communities in
South East Asia¹ (DIPECHO)²

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 aid³, and in particular Articles 2 (f), 15 (1) and 15(2) thereof:

Whereas:

- (1) South East Asia is one of the most disaster-prone areas in the world, particularly exposed to natural disasters such as floods, flash floods, cyclones, typhoons, landslides, earthquakes, tsunamis, droughts, forest fires and volcano eruptions;
- (2) Local communities are particularly vulnerable to all aforementioned disasters, and the losses these cause are significant both in social and economic terms;
- (3) The capacities of South East Asian countries to cope with disasters are insufficient considering the great impact of disaster events on the population and international interventions are needed to support preparedness and small-scale mitigation actions;
- (4) These countries currently rely on international assistance to promote disaster risk reduction, risk management and preparedness activities;
- (5) Past experiences from the previous five DIPECHO Action Plans implemented in the region as well as the recent evaluation and national consultations carried out lead to the conclusion that the type of activities financed by DIPECHO are more effective when implemented within a period of 18 months;
- (6) It is estimated that an amount of EUR 10,000,000 from budget line 23 02 03 of the general budget of the European Communities is necessary to provide disaster preparedness activities (including public awareness measures) taking into account the available budget, other donors' interventions and other factors;
- (7) Notwithstanding the implementation period laid down in Article 3, and the conditionality of this Decision upon the availability of funds laid down in Article 4, it is necessary to adopt it without delay with a view to launch the calls for proposals required for its implementation;
- (8) The present Decision constitutes a financing Decision within the meaning of Article 75 of the Financial Regulation (EC, Euratom) No 1605/2002⁴, Article 90 of the detailed rules for the implementation of the Financial Regulation determined by

¹ For the purpose of this Decision the South East Asia countries involved are: Cambodia, Indonesia, Lao PDR, the Philippines, Timor Leste, Vietnam, Burma/Myanmar and Thailand

² "Disaster Preparedness ECHO", the European Commission's disaster preparedness programme in the framework of humanitarian aid, implemented by the Directorate-General for Humanitarian Aid - ECHO

³ OJ L 163, 2.7.1996, p. 1-6

⁴ OJ L 248, 16.9.2002, p.1. Regulation as last amended by Regulation (EC, Euratom) No 1995/2006, OJ L 390, 30.12.2006, p.1

Regulation (EC, Euratom) No 2342/2002⁵, and Article 15 of the internal rules on the implementation of the general budget of the European Communities⁶;

- (9) In accordance with Article 17 (2) and (3) of Regulation (EC) No.1257/96, the Humanitarian Aid Committee gave a favourable opinion on 24/01/2008.

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 10,000,000 for humanitarian aid operations undertaken in the framework of the Sixth DIPECHO Action Plan for South East Asia by using line 23 02 03 of the 2008 general budget of the European Communities.
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, mitigate and respond adequately to natural disasters by enhancing their capacities to cope and respond, thereby increasing resilience and reducing 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 July 2008.
2. Expenditure under this Decision shall be eligible from 15 July 2008.
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

1. The Commission shall implement the budget by direct centralised management or by joint management with international organisations.
2. The actions supported by this Decision will be implemented by:
 - Non-profit making organisations which fulfil the eligibility and suitability criteria established in Article 7 of Council Regulation (EC) No. 1257/96;
 - International organisations and agencies and
 - Member States' specialised agencies.
3. Taking account of the specificities of humanitarian aid, the nature of the activities to be undertaken, the specific location constraints and the level of urgency, the activities

⁵ OJ L 357, 31.12.2002, , p.1 Regulation as last amended by Commission Regulation (EC Euratom) No. 478/2007, OJ L 111 of 28.4.2007, P. 13

⁶ Commission Decision of 21.2.2007, C/2007/513

covered by this Decision may be financed in full in accordance with Article 253 of the Implementing Rules of the Financial Regulation.

Article 4

1. The implementation of this financing Decision shall be conditional upon the necessary funds being available under the 2008 general budget of the European Communities.
2. The amount of EUR 10,000,000 shall be conditional upon the adoption of the amendment tabled by the European Parliament in order to increase article 23 02 03 in the 2008 General Budget of the European Communities. Should this amendment be rejected, the Commission will adapt the amount accordingly.
3. This Decision will take effect on the date of its adoption.

Done at Brussels,

For the Commission

Member of the Commission



Annex
Humanitarian Aid Decision
23 02 03

Title: Sixth DIPECHO Action Plan for South East Asia

Location of operation: South East Asia (Cambodia, Indonesia, Lao PDR, the Philippines, Timor Leste, Vietnam as well as Burma/Myanmar and Thailand in regional initiatives)

Amount of Decision: EUR 10,000,000

Decision reference number: ECHO/DIP/BUD/2008/02000

Explanatory Memorandum

1 - Rationale needs and target population.

1.1. - Rationale:

According to Article 2(f) of Humanitarian Aid Regulation (EC) of 20 June 1996⁷, DG ECHO's⁸ activities in the field of Disaster Preparedness shall be to “*ensure preparedness for risks of natural disasters or comparable circumstances and use a suitable early-warning and intervention system*”. DIPECHO (which stands for **DI**saster **P**reparedness **ECHO**) is a programme set up by DG ECHO in 1996 to improve the capacities of communities at risk to better prepare and protect themselves. In 2003 a Diagnostic Study⁹ was carried out in several regions to identify the risks, evaluate the socio-economic vulnerability of the people and determine what local, national and regional response capability and external support was already in place. The study helped adjusting the DIPECHO Programme in the already existent regions, while including new ones.

South East Asia, which has been a DIPECHO target region since the creation of the Programme, is considered one of the most disaster prone in the world, in terms of recurrence of hazards, their severity and scope and the huge risk of major disasters. The geopolitical area is characterised by large disparities in types of hazards and coping capacities both between countries and also within each country. It can however be stated that in most countries, many communities and local institutions lack awareness, knowledge, expertise, resources and formal mandate. In such a scenario, the lack of resilience of populations, institutions, basic services (commonly disrupted during natural disasters) and other infrastructure result in vulnerabilities and loss of lives and assets. The collapse of people's and institutions' coping

⁷ EC Regulation N°1257/96 of 20 June 1996, OL L163 of 02.07.1996

⁸ Directorate-General for humanitarian aid – ECHO

⁹ December 2003, Evaluation of ECHO's strategic orientation to disaster reduction available on DG ECHO's website (http://ec.europa.eu/echo/pdf_files/evaluation/2003/disaster_report.pdf)

capacities and the additional resources that are subsequently required, contribute substantially to eroding much of the accrued recovery and development gains made in the recent decades.

The socio-economic impact of natural disasters is considerable, in particular for the poorest and most isolated populations. In many instances, such losses could be largely mitigated or avoided, with many lives and properties saved by simple preventive measures. In the very first hours and days of a disaster, the population at risk are the best placed and the only ones to be able to respond and save their lives and properties. It may take days and even weeks before any national or international aid is provided in situ in all the affected places notably to the most remote and difficult to access areas (as was the case for the floods in Aceh, Indonesia at the end of 2006) or when aid is taking time to reach the most vulnerable and poor (as was the case for the Jakarta floods for the slum areas in February 2007). By helping people to help themselves, disaster preparedness should be seen as the first response instrument. All recent disasters should be used as opportunities to raise the awareness of all the relevant stakeholders to the importance of improving their Disaster Risk Reduction (DRR) policies.

In terms of natural hazards, South East Asia is particularly exposed to floods, flash floods, typhoons, cyclones, earthquakes, tsunamis, landslides, droughts, forest fires and volcano eruptions. In countries targeted by DIPECHO (Cambodia, Indonesia, Lao PDR, the Philippines, Timor Leste, Vietnam), it is estimated that 188,652 people have died in the 289 natural disasters that occurred during the period 2000-2007. Over 56 million people were affected and more than 2 million made homeless. Although the bulk of the death toll relates to the Indian Ocean Tsunami, an event of an unusually severe scope, the figures indicating the affected and homeless populations relate to floods and typhoons which occur regularly. These disasters cause enormous economic damage in the targeted region, with some USD 3,200,000,000 (~ EUR 2,800,000,000) losses for 2006 only, far above the USD 1,050,000,000 (~ EUR 716,000,000) 2000-2004 annual average.¹⁰ Indonesia, the Philippines and Vietnam are within the top ten countries world wide most hit by natural disasters, in particular by earthquakes (Indonesia, the Philippines), floods and typhoons. In 2006 Indonesia and the Philippines topped the list of the deadliest disasters in the world¹¹, with respectively 5,778 persons killed in the Yogyakarta earthquake and 1,399 by Typhoon Durian. The same two countries were also ranked in fourth place (landslide in the Philippines, death toll 1,126) and in eighth place (tsunami in Indonesia in July 2006, death toll 802). The other South East Asian countries to be targeted suffer regularly from floods, drought and windstorms. Although not directly considered a natural hazard, epidemics also rank high in the disaster statistics.

Furthermore one should also bear in mind the general trend of *increasing numbers and scope of disasters*. Over the past few decades, the typology of the disaster has changed in South East Asia. Reasons are numerous and different but these are very often related to man-made causes like widespread and often illegal deforestation, environmental deterioration, illegal use of land and absence of law enforcement which contribute to aggravating climate cycles as well as erratic meteorological cycles. The *vulnerability profile* is also *evolving* with migrations to urban centres, erosion of traditional coping mechanisms, and the fragility of resistance to potential pandemics. Even when national governments have solid disaster response capacities, preparedness measures often remain weak, or strongly infrastructure-oriented. Moreover, at local level, populations are often ill-prepared or in too fragile a situation to cope with recurrent and frequent small to medium scale disasters.

¹⁰ Source: EM-DAT: the OFDA/CRED International Disaster Database, www.em-dat.net - Université Catholique de Louvain - Brussels - Belgium

¹¹ Source: EM-DAT: the OFDA/CRED International Disaster Database, www.em-dat.net - Université Catholique de Louvain - Brussels - Belgium

High on the present political agendas, “*climate change*” has now also become an important component in DRR. While the direct link between the increase of natural phenomena and the accrued severity of natural disasters can be difficult to establish scientifically, a practical approach is to raise awareness among governments and local populations to changing environments and needs for adaptation.

All the governments in South East Asia have expressed a commitment to the implementation of the **Hyogo Framework of Action 2005-2015 (HFA): "Building the Resilience of Nations and Communities to Disasters"**¹². In particular, Cambodia, Indonesia, the Philippines, and Vietnam have developed or updated their legal frameworks to enable the integration of disaster risk reduction measures into development programmes of their respective countries. The implementation of the HFA will remain the reference for DIPECHO's orientations and priorities in all targeted regions.

DG ECHO's approach is also in line with the recommendations of the Bangkok Action Agenda 2007 on School Education and DRR¹³ and the recently adopted Delhi Declaration on DRR in Asia 2007¹⁴. In some countries (Vietnam, Timor Leste, the Philippines, Indonesia), visible efforts have already been made.

In January-March 2007, a comprehensive external evaluation of the DIPECHO South East Asia programme took place, reviewing the period 1998-2006, i.e. the first four Action Plans. The report appraised the large contribution the programme has made to the stock of lessons learned and experiences in the region. In particular, the “*programme generated numerous replicable disaster risk reduction strategies and excellent community-based projects, including methodologies, tools and processes that enabled communities to better prepare for and mitigate natural disasters. The added value developed by DIPECHO ... has been recognised by other key institutional players involved in DRR (ie the World Bank). Small scale low cost mitigation projects were widely implemented and successfully demonstrated the appropriateness and effectiveness of this strategy. Considerable counterpart community labour was generated by mitigation works which provided substantial direct socio-economic benefits to entire communities*”¹⁵.

The experience gained during the implementation of the Fifth DIPECHO Action Plan for South East Asia (2006-2008) has confirmed that the various targeted countries of the region are at different levels in integrating DRR into their long-term development strategy. This also indicates that the needs DIPECHO must also address require different approaches. While in the case of Lao PDR and Timor Leste there is still a substantial need for the translation and dissemination of related materials accompanied by capacity-building measures, in Vietnam, consolidation, additional gap identification and more joint advocacy efforts will be encouraged. A wide range of partners have been joining and addressing UNISDR's¹⁶ “**Disaster risk reduction begins at school**” (2006-2007) initiative by preparing schools for potential floods and contributing to the integration of DRR into secondary school curricula in the region. The practice of roof-strengthening to make houses in Vietnam typhoon-resistant was also identified as good practice. These retrofitted houses resisted typhoon Xangsane in 2006 after which provincial authorities ordered the application of the same approach for local construction companies. During this year's Central Vietnam flooding (August-October 2007) communities involved previously in a DIPECHO project were better prepared and evacuated quicker than those who had not benefited from a similar project beforehand. Established co-operation and co-ordination among DIPECHO partners also resulted in rapid, organized needs assessments identifying humanitarian needs to be tackled by emergency response.

¹² <http://www.unisdr.org>

¹³ http://www.unisdr.org/eng/public_aware/world_camp/2006-2007/iddr/2007-iddr-asia.html

¹⁴ <http://www.disasterpreparedness.icimod.org>

¹⁵ Report for the Evaluation of the DIPECHO Action Plans in South East Asia 1998 to 2006, Final Report 15 June 2007, http://ec.europa.eu/echo/evaluation/thematic_en.htm

¹⁶ UNISDR: United Nations International Strategy Disaster Reduction

Some other DIPECHO projects implemented under previous DIPECHO Action Plans significantly contributed to the creation and adoption of the new Disaster Management Law in Indonesia in early 2007.

The European Commission, in its Communication on “**Towards a European Consensus on Humanitarian Aid**”¹⁷, also expressed its commitment to further promote disaster preparedness by:

- promoting international efforts within the HFA to increase coping capacities at local, regional and national level through strategic planning and action;
- mainstreaming disaster risk reduction in humanitarian and development operations and ensuring that adequate European Union (EU) funding is made available for disaster preparedness and risk reduction activities;
- establishing an overall EU policy approach to support action in this area.
- a Communication on DRR is being prepared and is expected to be adopted in 2008.

1.2. - Identified needs:

One of the main recommendations of the above quoted evaluation is the need for DIPECHO to encourage more comprehensive DRR strategies and perspectives, through its approach and implementing partners. Despite the constraints arising from DG ECHO’s mandate, the DIPECHO programme has contributed to an improved scaling up and replication of successful pilot projects. There is, however, a need to further improve documentation and dissemination of lessons learned and good practices. In addition, there is a continuous need to address disaster management measures at local level.

DG ECHO will continue to advocate for the integration of DRR into sustainable development and poverty reduction frameworks, particularly into other European Commission funding instruments. The takeover of these community-based initiatives by development actors, especially targeted national governments, remains a core challenge for all stakeholders involved, as was also identified at the Global Platform for Disaster Risk Reduction on 5-7 June 2007 in Geneva. The same challenges with the need for increased donor coordination were also identified in the July 2007 draft concept paper on Good Humanitarian Donorship and DRR¹⁸.

The external evaluation’s recommendations, together with the ongoing internal review and monitoring process during the implementation of the Fifth DIPECHO Action Plan, the results of a series of project evaluations, and a continued consultative process, have been crucial in the preparation of the programming for this Action Plan. For its completion, a series of multi-stakeholder National Consultative Meetings have taken place in the target countries in November-December 2007, looking at priorities and orientations not only for this upcoming Action Plan, but also for the period 2008-2011.

As in the past, the DIPECHO programme in South East Asia will continue to address both the risks of large scale disasters, as well as the expected impact of the accumulation of recurrent, small and medium-scale natural events on the most vulnerable populations through enhancing better emergency preparedness while encouraging innovative actions and joint initiatives. DG ECHO will continue to reach the various national actors and communities at risk through partner NGOs, the Red Cross family, international organisations and EU Member States specialised agencies. A greater focus on interventions to support the coping capacities of the most vulnerable populations living in urban areas will also be encouraged.

1.3. - Target population and regions concerned:

¹⁷ COM(2007)317

¹⁸ <http://www.goodhumanitariandonorship.org>

The Sixth DIPECHO Action Plan will continue building on past experience, targeting several million peoples among the most vulnerable local communities, local institutions and organisations, decision makers and the general public in the following target countries, regional areas and sub-regions. The final number of beneficiaries, target locations and hazard focus will be reviewed during the consultation process in November and December 2007 in these countries while also taking into account ongoing initiatives by other donors.

Cambodia: Approximately 150,000 most vulnerable rural people in areas prone to *slow-onset floods, flash floods and drought*. DIPECHO will look both at consolidation of previous actions, in particular in relation to floods, while promoting further integration of the experience developed into longer-term instruments (rural development, food security, environmental protection etc.), in particular in relation to drought preparedness given the vulnerabilities in Cambodia, but also the strong commitment of the Government to the implementation of the HFA.

Indonesia: at least 500,000 community members in both rural and urban areas prone to *earthquakes, floods and landslides*, as priority hazards. Areas at risk of *volcanoes, forest fires and windstorms* may also be targeted, and in general, multi-hazard approaches will be encouraged. In Indonesia, DG ECHO intends to scale up its interventions, which so far have been limited in scope and number due to substantial funds available for relief and recovery following the Indian Ocean Tsunami, as well as to a certain extent due to the lack of partners' operational capacities. DG ECHO expects a significantly higher number of applications from potential partners in 2008.

Lao PDR: at least 5,000 persons through national, provincial and local institutions, in particular in *flood* prone areas. Teachers and children will be priority target groups. Beneficiary figures, in particular related to community members, might be higher, depending on the number of projects and on the possibility to implement short-term projects in an environment requiring long preparatory administrative procedures. During the consultative process, working modalities will be assessed and focus actions determined. In general, DG ECHO intends to continue supporting activities in Lao PDR, in particular in relation to training and capacity-building of local institutions, information sharing and dissemination of DRR initiatives at all levels. (Under the Fifth DIPECHO Action Plan, Lao PDR was only targeted through three regional projects.)

The Philippines: at least 500,000 community members in both rural and urban areas prone to *typhoons, earthquakes, floods, landslides* as a priority. Areas at risk of *volcanoes* can also be targeted. DIPECHO will continue its interventions, in particular focusing on linkages between the various administrative levels and emphasising the dissemination and institutionalisation of experiences developed at local levels.

Timor Leste: at least 20,000 community members in rural areas prone to *floods, flash floods and landslides*. DG ECHO will look at gradually integrating activities of *drought* preparedness into rural development, food security and other relevant longer-term programmes of both the Government and other donors allowing DG ECHO to plan an exit. The focus will be on gap filling, dissemination of experience and exit strategies, given the existing instruments, funding sources and potentials for DRR integration. A study will take place in the near future, in order to refine the exit strategy in terms of timing, appropriateness of measures and focus of interventions.

Vietnam: at least 500,000 community members in coastal and remote mountainous areas, as well as in some urban centres, prone to *typhoons, storms and floods*, as a priority. *Drought* preparedness measures can be considered in targeted areas, in particular in a multi-hazard approach. In this country, given the impact and experience developed, DG ECHO will

emphasise the promotion of experiences accumulated and their dissemination into national, sub-national and other donor programmes, while encouraging the consolidation of certain ongoing actions, looking at slowly reducing DG ECHO's involvement over the forthcoming programming cycles and in proportion of total funding.

Lower Mekong: sub-regional actions, covering Lao PDR, Cambodia and Vietnam, and potentially including representatives from Thailand, will be continuously promoted and considered, in particular with regards to flood preparedness measures at national, provincial and district levels, as well as through cross-border aspects.

Regional actions, covering Cambodia, Indonesia, Lao PDR, the Philippines, Timor Leste, Vietnam and including relevant stakeholders from Thailand and potentially Myanmar/Burma, will be considered. Regional components will, however, concentrate on networking, information management, training, communication and awareness raising as well as compilation and dissemination of lessons learned, and harmonisation of approaches. Components addressing national issues (even if programmed through mandated regional agencies) will, preferably, be managed at country level. Furthermore, these initiatives should closely link with the ASEAN (Association of South East Asian Nations) Regional Programme for Disaster Management 2004–2010.

Thailand will not be targeted as such. However, relevant personnel of institutions and organisations from the country or based in Thailand, will be invited to events such as trainings, cross visits etc. This is in particular the case for projects implemented regionally (and often from Bangkok), as well as for activities addressing cross-cutting issues.

Burma/Myanmar: following an internal review in July 2007, it was decided that in spite of the country's exposure to natural disasters and the existence of vulnerabilities, conditions are not yet met to expand the geographical scope of this Action Plan to Burma/Myanmar. The situation will be regularly reviewed, and this approach changed if necessary. At the same time DG ECHO has provided orientations for integration of DRR components into the programmes of the other EC services. Moreover, the possibility for target personnel (eg staff of implementing agencies, targeted local authorities, representatives of local organisations) to participate in cross visits, training, workshops and other relevant events organised in the region, will be considered, in particular through regional and sub-regional programmes. Adaptation of materials and modules into local languages, in order to support the integration of DRR measures into programmes implemented locally, can also be considered through regional and sub-regional projects.

In all countries and in relevant projects, **multi-hazard approaches** will be encouraged. DG ECHO will continue to promote the **joint initiatives** of its partners in country. Enhanced and timely emergency response capacity of local organisations and Red Cross volunteers may also be supported wherever the conditions of accountability in stock management are appropriate and ensured.

In addition to the target populations in local communities mentioned above, the Sixth Action Plan will also involve the following target groups: children, the disabled, youth volunteers and students, women groups, teachers, trainers, government officials at all levels, local disaster management committees, Red Cross and Red Crescent members and volunteers, local non-government organisations, civil society associations, private sector, representatives of media, general public (several million people will be addressed through public information campaigns)

1.4. - Risk assessment and possible constraints:

As a region with frequent natural hazards, the likelihood that disasters will occur during the Sixth Action Plan is high. Such events can cause delays in implementation as DIPECHO-projects could be de-prioritised while partners respond to emergencies. This may also pose considerable workload on partners' human resources not only on the spot but also in the region¹⁹. Furthermore, the disaster itself may prevent access to target beneficiaries and/or locations. Apart from potential large disasters, the frequency and scale of recurrent small and medium natural catastrophes may strain the capacities of local communities, authorities and governments.

It has been noted that DIPECHO-partners are often in a better position to intervene in the case of small or medium-scale disasters, but also that communities prepared under DIPECHO-projects coped better with those events, sometimes also supporting the response of neighbouring communities. The programme should therefore remain flexible to the needs of disaster response after such localised events.

In all countries, electoral calendars have often slowed down the implementation during the electoral campaigns. Once new administrations are in place, they require renewed training and awareness raising measures for newly appointed counterparts. Disrupted linkages between authority levels, but also ongoing decentralisation processes, can also create challenges for capacity-building and scaling-up measures.

Regarding the integration of DRR strategies at national levels, most countries have now expressed commitments and/or have developed legal or policy frameworks. The next stage is the practical implementation of those frameworks to which support will be continued. This will require close linkages with Governments.

In Timor Leste actions might be affected by political instability/civil unrest and the transition phase. In Lao PDR project duration will depend on the negotiation timeframe for the compulsory Memoranda of Understanding with the Government. In this country, operations might have to be reduced to 12 months of duration to ensure a realistic operational timeframe.

In order to ensure the maximum success in achieving project objectives, DG ECHO will request its potential partners to have a proven DRR record and an operational presence in the target location, thereby providing a pre-existing working relationship with local communities, local authorities and local organisations which should ensure a better potential for sustainability of the action.

While the region has a comprehensive pool of DRR expertise, it is often difficult to find a sufficient number of specialists, especially in the present context where demand has considerably increased for such knowledge. A substantial amount of effort and time is therefore often invested by the partners to train their personnel or the personnel of their co-implementing agencies.

2 - Objectives and components of the humanitarian intervention proposed:

2.1. - Objectives :

¹⁹ As an example: Some delays in the implementation of the 5th DIPECHO Action Plan for South East Asia arose due to the floods in Jakarta in February 2007 as well as the floods in Vietnam in autumn 2007.

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

Specific objective:

To support strategies that enable local communities and institutions to better prepare for, mitigate and respond adequately to natural disasters by enhancing their capacities to cope and respond, thereby increasing resilience and reducing 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 Risk Reduction Plans and Policies, including the implementation of the Hyogo Framework for Action 2005-2015. They will also be implemented 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.

Within the projects to be supported, DG ECHO will pay particular attention to the following themes adapted to the South East Asia context:

- Support to relevant components of the World Campaigns promoted through the International Strategy for Disaster Reduction (ISDR): *Education Campaign and Safe Hospital Campaign*;
- *Capacity-building of local agencies and organisations*; when and where capacities exist, co-implementation of activities through those actors; the Red Cross and Red Crescent National Societies and any other Disaster Management mandated actors;
- *Cross-cutting issues*: involvement of women, children, vulnerable groups such as disabled, ethnic minorities; environment protection etc.

Sectors and Sub-Sectors:

- a) **Local disaster management components**, targeting local actors in disaster prone areas: **early warning systems, mapping and data computerisation, local capacity-building, training.**

Examples of possible eligible activities:

- Development and setting up of early warning systems through local structures, adapting or developing user-friendly and locally-appropriate systems; training of the beneficiaries through simulation exercises, mock drills, dry-run rehearsals etc.;
- Mapping and data computerisation through local actors, linked with the study of hazards and vulnerabilities and the establishment of emergency plans;
- Capacity-building and training of natural disaster management committees (including preparedness and response) at local level, with direct involvement of the beneficiary communities; development and management of community disaster preparedness action plans; integration of such plans into economic plans at the proper administrative level; simulation and evacuation exercises; training of trainers, community facilitators, fire brigades and other response groups.

- b) **Institutional linkages and advocacy**, targeting institutions involved in disaster management/ disaster risk reduction, in particular at regional, national and sub-national levels: **advocacy, facilitation of coordination, institutional strengthening.**

Examples of possible eligible activities:

- Communication activities aimed at raising awareness on DRR;

- Coordinated and collaborative national programming for disaster risk reduction, particularly amongst DRR fora;
- Joint strategy formulation and programming, through joint project proposals, establishment of common indicators and measurement systems, joint identification of categories of beneficiaries, joint events and activities;
- Technical studies, workshops and surveys to increase knowledge about preparedness issues and dissemination of results;
- Facilitating co-ordination; support of existing networks, institutions working on DRR and notably preparedness and response;
- Strengthening of institutional capacities on DRR; training of decision-makers on the HFA.

c) **Information, Education, Communication**, targeting direct and indirect beneficiaries: **awareness raising among the general public, education**

Examples of possible eligible activities:

- Radio spots, radio communication actions at various levels; TV broadcasts; media interaction with newspapers, journals, magazines; training of journalists and media students;
- Production of joint innovative Information, Education and Communication (IEC) materials; further dissemination of good pre-existing IEC materials;
- Conferences, symposia, seminars, workshops, peer-to-peer awareness initiatives;
- Awareness campaigns among the general public as well as targeted groups, simulation exercises and mock drills;
- Activities aimed at creating a “culture of prevention” within the formal education system pursuing a change of attitude and practice; design, production or update of training materials for pupils; dissemination of good existing materials; training of teachers and pupils; simulations conducted at school level, school competitions.

d) **Small scale infrastructure and services**, at community level: **infrastructure support and mitigation works, operation and maintenance systems; non-structural mitigation activities**

Examples of possible eligible activities:

- Provision of equipment and reinforcement of infrastructure to support disaster preparedness plans; scientific equipment; rehabilitation of evacuation routes; refurbishment of health posts; temporary shelter for evacuated populations and sign-posting of evacuation routes;
- Small-scale infrastructure works aimed at reducing the physical vulnerability of the beneficiaries, complementing the preparedness component of project strategy; training on operation and maintenance systems; provision of knowledge and tools for replication of measures in neighbouring communities or for integration into local development plans;
- 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;
- Non-structural mitigation measures.

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.**

Examples of possible eligible activities:

- Provision of basic equipment such as rescue kits and first aid kits complemented by training activities;
- Stockpiling of response items at local level through mandated actors or entities and through well established systems.

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 is requested, in view of the nature of the proposed activities, requiring a substantial investment in processes and systems. Moreover, partners are encouraged to develop medium-term strategies for disaster risk reduction to which DIPECHO can contribute through focused or phased actions.

Expenditures under this Decision shall be eligible from 15 July 2008, allowing a smooth bridge between the Fifth and the Sixth DIPECHO Action Plans in South East Asia.

Start Date: 15 July 2008.

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 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.

5 - Overview of donors' contributions

Donors in Indonesia/Cambodia/Laos/Myanmar/Philippines/Thailand/East timor/Vietnam in last 12 months

1. EU Members States (*)		2. European Commission		3. Others	
	EUR		EUR		EUR
Austria		DG ECHO	26,470,000		
Belgium		Other services			
Bulgaria					
Cyprus					
Czech republic	12,238				
Denmark	670,241				
Estonia					
Finland	1,470,000				
France	520,000				
Germany	6,821,327				
Greece	30,000				
Hungary					
Ireland	1,200,000				
Italy	265,800				
Latvia					
Lithuania					
Luxemburg	1,025,000				
Malta					
Netherlands	7,119,749				
Poland					
Portugal	1,640,472				
Romania					
Slovakia					
Slovenia					
Spain	1,350,000				
Sweden	3,376,763				
United kingdom	1,041,560				
Subtotal	26,543,150	Subtotal	26,470,000	Subtotal	0
		Grand total	53,013,150		

Dated : 15 November 2007

(*) Source : DG ECHO 14 Points reporting for Members States. <https://hac.webgate.ec.europa.eu/hac>

Empty cells means either no information is available or no contribution.

5.1. Coordination with other Commission departments:

Coordination on DRR and in particular on Disaster Preparedness issues has been an ongoing process with DG RELEX (Directorate General for External Relations) and DG AIDCO (Directorate General for EuropeAid Cooperation Office). Similar efforts have been made with DG DEV (Directorate General for Development). 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 (EC).

On a general level, regular contact is maintained at field level between DIPECHO and the EC Delegations in order to maximize linkages between programmes. At headquarters level, the same effort is made in terms of information sharing to better link DIPECHO-interventions with the potential mainstreaming of DRR components in the sustainable development programming of DG RELEX and DG AIDCO.

DG ECHO has been systematically stressing the importance of including DRR as a cross-cutting issue in South East Asia country/regional strategy papers covering the period 2007-2013 and will further explore the possibilities with DG RELEX and DG AIDCO for the incorporation of natural disaster risk management components in future programmes supported under the relevant CSPs (Country Strategy Papers) and MIPs (Multi-annual Indicative Programme). Only the CSPs of the Philippines and Vietnam mention Disaster preparedness (DP/DRR) as a cross-cutting issue but no specific programmes on DRR are currently being implemented nor foreseen in the MIP.

The 2007 external evaluation of the DIPECHO South East Asia Programme highlighted the need for increased coherence within the European Commission on DRR terminology and understanding of DRR concepts. It also encouraged further integration of DRR measures within EC instruments other than DG ECHO, in particular by using the pilots developed through DIPECHO. Linking Relief, Rehabilitation and Development (LRRD) in these initiatives has only just started in South East Asia.”

In 2007, the dialogue between DIPECHO South East Asia, Delegations of the European Commission and European Union Member States most active in DRR has continued. For the very first time in May 2007, a training session on DRR was organised in Bangkok for DG ECHO focal points and Programme Managers of some of the EC Delegations in the region. Tools and recommendations for DRR integration into programming are being shared on a regular basis with relevant EC colleagues from other services. This dialogue will continue and expand. The publication of an EC Communication on DRR should facilitate the promotion of the DRR agenda within the Commission’s services.

Furthermore DG AIDCO through UNISDR is currently implementing its "Building Resilience to Tsunamis in the Indian Ocean" initiative (EUR 6,000,000) in the framework of the Horizontal Facility of the Tsunami Indicative Programme targeting India, Indonesia, Maldives and Sri Lanka. The second phase of the multi-donor Java Reconstruction Fund (EUR 30,000,000) is also being executed and provides support in housing and livelihood in the districts of Yogyakarta and Central Java. Projects implemented under "Aid to Uprooted Programme" in the Philippines include DP/DRR components. In Vietnam one project under the "NGO co-financing" budget line focuses on DP.

5.2. - Member States:

In a note dated on 29 October 2007 (D13562), DG ECHO asked Humanitarian Aid Committee (HAC) members to provide information about projects in the area of disaster preparedness and prevention funded by EU Member States in the region. Only **Germany** provided information in time for the drafting of this Action Plan. The German government finances an earthquake disaster prevention project for primary schools in Indonesia.

5.3. - Other Donors:

Close coordination is maintained with key donors and agencies involved in DRR both at national and regional levels.

World Bank: Global Facility for Disaster Reduction and Recovery covers Indonesia and the Philippines in 2007, Lao PDR and Cambodia in 2008.

Other significant donors in the region are the Asian Development Bank, Japan International Cooperation Agency (JICA), USAID/OFDA²⁰, AusAID²¹ and CIDA²². Their representatives are also invited to the various National Consultative Meetings organised by DG ECHO.

6 - Amount of Decision and distribution by specific objectives:

6.1. - Total amount of the Decision: EUR 10,000,000.

²⁰ USAID: United States Agency for International Development; OFDA: Office of U.S. Foreign Disaster Assistance

²¹ AusAID: Australian Agency for International Development

²² CIDA: Canadian International Development Agency

6.2. - Budget breakdown by specific objectives:

Principal objective: <i>To reduce the vulnerability of South East Asian populations living in areas most affected by recurrent natural hazards.</i>				
Specific objectives	Allocated amount by specific objective (EUR)	Geographical area of operation	Activities	Potential partners²³
Specific objective 1: To support strategies that enable local communities and institutions to better prepare for, mitigate and respond adequately to natural disasters by enhancing their capacities to cope and respond, thereby increasing resilience and reducing vulnerability.	10,000,000	Cambodia East Timor Indonesia Lao PDR The Philippines Vietnam Thailand Burma/Myanmar	Local disaster management components Institutional linkages and advocacy Information, education, communication. Small scale infrastructure and services. Stock-building of emergency and relief items	- ACF, - ACH, - ACTED, - ACTIONAID - ADRA Deutschland, -BBC WORLDWIDE,- CARE - AUT - CARE DEU, - CARE NL, - CHRISTIAN AID - UK - CONCERN WORLDWIDE - CORDAID, - CR-AUT, - CROIX-ROUGE – BEL, - CROIX-ROUGE – DEU, - CR – DK, CR-E, - CRF, -CR – NLD, - FKN / DCA, - DWF, - GTZ, - HI - IFRC-FICR, - IMC UK, - IOM, - IRC-UK - IRW, - MDM – FRA, - MEDAIR UK - MEKONG RIVER COMMISSION - MERLIN, - OCHA, - OXFAM GB - Plan UK, - SCNL, - SC(UK), - TGH - UNDP-PNUD, - UNESCAP, - UNICEF - WFP-PAM, - WHO, - WVD, - ZOA
TOTAL:	10,000,000			

²³ ACCION CONTRA EL HAMBRE, (ESP), ACTION CONTRE LA FAIM, (FR), ACTIONAID (GBR), AGENCE D'AIDE A LA COOPERATION TECHNIQUE ET AU DEVELOPPEMENT, (FR), Adventistische Entwicklungs- und Katastrophenhilfe e.V., BBC WORLDWIDE, BELGISCHE RODE KRUIS/CROIX ROUGE DE BELGIQUE, (BEL), CARE INTERNATIONAL DEUTSCHLAND E.V. (DEU), CARE ÖSTERREICH - VEREIN FÜR ENTWICKLUNGSZUSAMMENARBEIT UND HUMANITÄRE HILFE, CATHOLIC ORGANISATION FOR RELIEF AND DEVELOPMENT AID (NLD), CHRISTIAN AID (GBR), CONCERN WORLDWIDE, (IRL), CROIX-ROUGE FRANCAISE, CRUZ ROJA ESPAÑOLA, (E), DANSK RODE KORS, (DNK), DEUTSCHE GESELLSCHAFT FÜR TECHNISCHE ZUSAMMENARBEIT, DEUTSCHES ROTES KREUZ, (DEU), Development Workshop France, ECONOMIC AND SOCIAL COMMISSION ASIA-PACIFIC, FEDERATION INTERNATIONALE DES SOCIÉTÉS DE LA CROIX-ROUGE ET DU CROISSANT ROUGE, FOLKEKIRKENS NODHJÆLP, (DNK), HANDICAP INTERNATIONAL (FR), HET NEDERLANDSE RODE KRUIS (NLD), INTERNATIONAL ORGANIZATION FOR MIGRATION (INT), ISLAMIC RELIEF WORLDWIDE, International Medical Corps UK, International Rescue Committee UK, MEDAIR UK (GBR), MEDECINS DU MONDE, MEDICAL EMERGENCY RELIEF INTERNATIONAL (GBR), Mekong River Commission, ÖSTERREICHISCHES ROTES KREUZ (CROIX ROUGE), (AUT), OXFAM (GB), PLAN INTERNATIONAL (UK), SAVE THE CHILDREN (NLD), Stichting CARE Nederland, THE SAVE THE CHILDREN FUND (GBR), TRIANGLE Génération Humanitaire, (FR), UNICEF, UNITED NATIONS DEVELOPMENT PROGRAMME, UNITED NATIONS, OFFICE FOR THE COORDINATION OF HUMANITARIAN AFFAIRS, WORLD FOOD PROGRAM, WORLD HEALTH ORGANISATION - ORGANISATION MONDIALE DE LA SANTE, WORLD VISION, (DEU), ZOA-Vluchtelingenorg

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 03²⁴

-	CE (EUR)
Initial Available Appropriations for 2008	32,325,000
Supplementary Budgets	-
Transfers	-
Total Available Credits	32,325,000
Total executed to date (by 01/01/2008)	0
Available remaining	32,325,000
Total amount of the Decision	10,000,000

Estimated payments schedule:

2008	2009	2010	TOTAL
EUR 6,000,000	EUR 2,000,000	EUR 2,000,000	EUR 10,000,000

9. Management issues:

Humanitarian aid actions funded by the Commission are implemented by NGOs, Specialised Agencies of the Member States, and the Red Cross organisations on the basis of Framework Partnership Agreements (FPA) and by United Nations agencies based on the EC/UN Financial and Administrative Framework Agreement (FAFA) in conformity with Article 163 of the Implementing Rules of the Financial Regulation. These Framework agreements define the criteria for attributing grant agreements and financing agreements in accordance with Article 90 of the Implementing Rules and may be found at http://ec.europa.eu/echo/partners/index_en.htm.

Individual grants are awarded on the basis of the criteria enumerated in Article 7.2 of the Humanitarian Aid Regulation, such as the technical and financial capacity, readiness and experience, and results of previous interventions.

²⁴ The amount of EUR 22,325,000 may be increased to EUR 32,325,000 upon adoption of an amendment tabled by the European Parliament in order to increase in article 23 02 03 in the 2008 general budget of the European Communities.