



COMMISSION OF THE EUROPEAN COMMUNITIES

Brussels  
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**COMMISSION DECISION**

**of**

**on the financing of humanitarian Actions from the general budget of the European Communities in South America (Sixth Dipecho Action Plan)<sup>1</sup>**

**(ECHO/DIP/BUD/2009/01000)**

THE COMMISSION OF THE EUROPEAN COMMUNITIES,

Having regard to the Treaty establishing the European Community,

Having regard to Council Regulation (EC, Euratom) No.1257/96 of 20 June 1996 concerning humanitarian aid <sup>2</sup>, and in particular Article 2(f), Article 15(1) and Article 15(2) thereof:

Whereas:

- (1) South America is exposed to a wide range of natural disasters such as floods, droughts, earthquakes, volcanic eruptions, landslides, cold waves and storms, due to its topography, geology and climate;
- (2) This state of risk has provoked recurrent humanitarian crises in which the international community has been called upon for support;
- (3) The capacities of several South American countries to cope with the disasters are insufficient considering the great impact of disaster events on the population and support from the international community is often needed to respond and to promote preparedness activities, including small-scale mitigation and prevention activities of a demonstrative nature;
- (4) The region is characterised by strong inequalities, resulting in concentrations of socioeconomic and environmental vulnerabilities in areas with the lowest levels of human development and of government and institutional capacities;

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<sup>1</sup> "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

<sup>2</sup> OJ L 163, 2.7.1996, p. 1

- (5) Local communities are particularly vulnerable to all these disasters, and the losses caused by an accumulation of such events are significant both in social and economic terms;
- (6) Experience from the previous five DIPECHO Action Plans implemented in the region lead to the conclusion that disaster preparedness projects reduce the impact of natural phenomena by better preparing the vulnerable populations in those areas most exposed to natural hazards;
- (7) 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' contributions and other factors. Therefore, the activities covered by this Decision may be financed in full in accordance with Article 253 of the Implementing Rules of the Financial Regulation;
- (8) To reach populations in need, aid should be channelled through Non-Governmental Organisations (NGOs), International Organisations including United Nations (UN) agencies, or specialized agencies of the Member States. Therefore the European Commission should implement the budget by direct centralized management or by joint management;
- (9) For the purpose of this Decision, the South American countries involved are: Argentina, Bolivia, Brazil, Chile, Colombia, Ecuador, Paraguay, Peru, Uruguay and Venezuela;
- (10) An assessment of the humanitarian situation leads to the conclusion that humanitarian aid Actions should be financed by the Community for a period of 18 months;
- (11) 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 humanitarian assistance to approximately 1,000, 000 beneficiaries, taking into account the available budget, other donors' contributions and other factors. Therefore the activities covered by this Decision may be financed in full in accordance with Article 253 of the Implementing Rules of the Financial Regulation;
- (12) The present Decision constitutes a financing Decision within the meaning of Article 75 of the Financial Regulation (EC, Euratom) No 1605/2002<sup>3</sup>, Article 90 of the detailed rules for the implementation of the Financial Regulation determined by Regulation (EC, Euratom) No 2342/2002<sup>4</sup>, and Article 15 of the internal rules on the implementation of the general budget of the European Communities<sup>5</sup>;
- (13) In order to carry out a proper consultation process at field level and issue detailed guidelines for applicants immediately after the adoption of the Decision, i.e., at the beginning of the 2009 budgetary exercise, the Decision could, exceptionally, be adopted in 2008.
- (14) In accordance with Article 17 (2) and 17 (3) of Regulation (EC) No.1257/96, the Humanitarian Aid Committee gave a favourable opinion on 14 November 2008;

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<sup>3</sup> OJ L 248, 16.9.2002, p.1.

<sup>4</sup> OJ L 357, 31.12.2002, , p.1.

<sup>5</sup> Commission Decision of 5.3.2008, C/2008/773

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 actions in the context of the Sixth DIPECHO Action Plan for South America by using line 23 02 03 of the 2009 general budget of the European Communities.
2. In accordance with Article 2(f) of Council Regulation No.1257/96, the humanitarian Actions shall be implemented in the pursuance of the following specific objective:
  - To support strategies and complement existing strategies that enable local communities and institutions to better prepare for, mitigate and respond to natural disasters by enhancing their capacities to cope and respond, thereby increasing resilience and reducing vulnerability

The total amount of EUR 10,000,000 has been allocated to this specific objective.

*Article 2*

1. The duration for the implementation of this Decision shall be for a maximum period of 18 months, starting on 15 April 2009.
2. Expenditure under this Decision shall be eligible from 15 April 2009.
3. If the Actions 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. Actions supported by this Decision will be implemented either by:
  - Non-profit-making organisations which fulfil the eligibility and suitability criteria established in Article 7 of Council Regulation (EC) No. 1257/96;
  - or International organisations,
  - or Member States' specialized 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 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 amount of EUR 10,000,000 shall be conditional upon the necessary funds being available under the 2009 general budget of the European Communities.
2. This Decision shall take effect on the date of its adoption.

Done at Brussels,

*For the Commission*

*Member of the Commission*



**Humanitarian Aid Decision**  
**23 02 03**

Title: Sixth DIPECHO Action Plan for South America

Location of Action: South America

Amount of Decision: EUR 10,000,000

Decision reference number: ECHO/DIP/BUD/2009/01000

**Supporting document**

**1 - Rationale, needs and target population.**

1.1. - Rationale:

According to Article 2(f) of Humanitarian Aid Regulation (EC) of 20 June 1996<sup>1</sup>, DG ECHO's<sup>2</sup> activities in the field of Disaster Preparedness shall be "*to ensure preparedness for risks of natural disasters or comparable exceptional circumstances and use a suitable rapid early-warning and intervention system*". DIPECHO (which stands for Disaster Preparedness 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.

Initially the DIPECHO programme focused on three regions: Central America, South East Asia and the Caribbean. In 1999, following a diagnostic study identifying risks, the socio-economic vulnerability of the populations, and the country's local, national and regional response capacity, the Andean Community was added. The first Action Plan was externally assessed in 2001<sup>3</sup> and recommendations included notably: (1) to focus on disaster preparedness at the local level, coordinated and integrated with national and regional programmes; (2) to systematize lessons learned and best practices; (3) to participate in national disaster networks, and coordinate more with other international agencies; (4) to target and empower the most vulnerable communities, using participatory methodologies and materials that could be replicated by other projects.

The subsequent DIPECHO strategy took account of the assessment findings, as well as of the experience gained in dealing with local partners and through the increased collaboration between DG ECHO and other Commission services.

<sup>1</sup> EC Regulation N°1257/96 of 20 June 1996, OL L163 of 2 July 1996.

<sup>2</sup> Directorate-General for humanitarian aid – ECHO.

<sup>3</sup> <http://ec.europa.eu/echo/files/policies/evaluation/2001/dipecho1.pdf>

In 2006 DG ECHO launched an external study in the MERCOSUR<sup>4</sup> region and Chile, to evaluate the risks, vulnerabilities and response capacity of those countries and make recommendations on whether to enlarge the DIPECHO programme to include them. The evaluation concluded that the region was far more vulnerable and exposed to natural disasters than initially foreseen with varying levels of coping capacities<sup>5</sup>, which affects the countries development process and the more fragile sectors of the population. It points to increasing risk and disaster impact in low resilient communities implying greater demand for humanitarian assistance if proper action is not taken. Furthermore, it states that “systematic under-reporting of events affecting low income and low Human Development Index (HDI) municipalities creates the mistaken impression that the countries in question are less subject to disasters than they, in fact, really are... Regions and communities that are absorbing the majority of disaster impacts are those with lower human development indicators, the more reduced institutional capacities, and those that are least attended by government institutions.” The evaluation recommended the launching of an integrated South American DIPECHO Action Plan, including the Mercosur countries and Chile. It concludes, based on interviews with national authorities of the Andean countries (Bolivia and Peru) and the Andean Community Secretariat, that an additional added value of enlargement to those five countries would be sharing of experience and know-how, and enlarging the regional and transboundary approach to risk management. Extending the programme would also enable the Commission to adopt a more integrated approach to the region. Following this evaluation, the Fifth Action Plan extended the programme to neighbouring countries. The main focus remained on the Andean Community<sup>6</sup> while cross-border projects and regional initiatives with other South American countries were included, to tackle common threats and hazards.

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

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

In general, the projects undertaken in the five DIPECHO Action Plans have contributed to increased disaster preparedness and reduced vulnerability for inhabitants in the communities who have benefited from the programme. There has also been an increase in the capacity of local institutions, mandated with protecting vulnerable populations (including Civil Defence, municipal councils, disaster management committees at different levels in project areas and implementing partners themselves).

The five DIPECHO Action Plans have covered a very small part of the territory, and are in general the only community based initiatives being implemented. Each Action Plan therefore provides an important opportunity for advocacy and awareness-raising, including through the consultation process. Furthermore, the European Commission, through DG ECHO and its

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<sup>4</sup> Argentina, Brazil, Paraguay, Uruguay.

<sup>5</sup> [http://ec.europa.eu/echo/files/policies/evaluation/2006/dipecho\\_mercosur.pdf](http://ec.europa.eu/echo/files/policies/evaluation/2006/dipecho_mercosur.pdf)

<sup>6</sup> The Andean region is the most affected area in South America, with Colombia, Ecuador and Peru representing 68.5% of the total events of the past 30 years out of eight Latin American countries (DesInventar Database by La Red Latinoamericana de Estudios Sociales en Prevención de Desastres)

DIPECHO programme, is one of the largest donors in the field of Disaster Risk Reduction in South America and DIPECHO activities appear very relevant to all stakeholders, as demonstrated in particular in the consultation process. Through the DIPECHO Programme, DG ECHO has increased the political and societal awareness of DRR and the importance of community-based initiatives. Furthermore, DG ECHO's investments in pilot schemes allow new approaches and ideas to be tested.

The Priorities for Action of the Hyogo Framework for Action (HFA)<sup>7</sup> 2005–2015: "Building the Resilience of Nations and Communities to Disasters"<sup>8</sup> provide the strategic logic underlying the Sixth DIPECHO Action Plan for South America.

In April 2005 the European Commission, in its Communication "*Reinforcing EU Disaster and Crisis Response in third countries*",<sup>9</sup> 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<sup>10</sup>.

The European Commission in its Communication on "*Towards a European Consensus on Humanitarian Aid*"<sup>11</sup> also expressed its commitment to further promote disaster preparedness by: (1) promoting international efforts within the Hyogo Framework for Action to increase coping capacities at local, regional and national level through strategic planning and action; (2) mainstreaming disaster risk reduction in humanitarian and development operations and ensuring that adequate EU funding is made available for disaster preparedness and risk reduction activities; (3) establishing an overall EU policy approach to support action in this area.

A European Commission Communication on Disaster Risk Reduction (DRR) is being prepared and is expected to be adopted by the end of 2008. The communication aims to propose an EU strategy for supporting DRR in developing countries, on the basis that disasters triggered by natural hazards are increasing in frequency and impact and they most affect the poorest because they are the most vulnerable and have the least capacities to cope; effective DRR has a high ratio of benefit to cost. One of the priority areas of intervention mentioned in the Communication is EU support for community based preparedness programmes.

### 1.2. - Identified needs:

South America<sup>12</sup> is the second most vulnerable region in the world in terms of natural disasters, after Asia<sup>13</sup>. Due to its geography, geology and climate South America is exposed to a wide range of disasters such as hydro-meteorological and related disasters (including floods,

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<sup>7</sup> <http://www.unisdr.org>

<sup>8</sup> The 5 priorities for action are: 1. Ensure that DRR is a national and a local priority with a strong institutional basis for implementation; 2. Identify, assess and monitor disaster risks and enhance early warning; 3. Use knowledge, innovation and education to build a culture of safety and resilience at all levels; 4. Reduce the underlying risk factors; 5. Strengthen disaster preparedness for effective response at all levels.

<sup>9</sup> COM (2005) 153, 20 April 2005.

<sup>10</sup> Such as integrating disaster risk reduction into sustainable development policies and into programmes in countries that have been affected by disaster; strengthening of institutions, mechanisms and capacities at all levels that can build resilience to hazards and disaster preparedness both inside and outside the EU; development of people-centred early warning, better management and exchange of information on risks and protection, education and training; identifying, assessing and monitoring disaster risks, enhancing early warning; reducing the underlying risk factors.

<sup>11</sup> COM(2007)317

<sup>12</sup> Guyana and Suriname are covered by the Caribbean DIPECHO Action Plan, while French Guiana falls into the category of French Overseas Departments and Territories

<sup>13</sup> Centre for Research on the Epidemiology of Disasters (CRED)

landslides, mudflows, avalanches); geological disasters (earthquakes, volcanic eruptions, tidal waves); droughts and related disasters (including extreme temperatures and wildfires); windstorms (e.g. hurricanes, cyclones, tropical storms). Over the past six years, hydro-meteorological disasters have proved to be the most recurrent in the region.

The most dramatic manifestation in the region is the *El Niño*<sup>14</sup> event, attributable to warming in the eastern and central Pacific. The 1997-98 *El Niño* did not generate a lot of casualties but caused significant economic losses in the region amounting to USD 7,500,000<sup>15</sup>.

Floods are very frequent in South American countries, not only due to the *El Niño* phenomenon, but also commonly generated by tropical storms and climatic anomalies. On the basis of the data published in the 2005 UNDP world report, the annual average number of people exposed to floods, considering the registered data from 1980-2000, is estimated at more than 48 million in South America<sup>16</sup>. In 2007, more than one million people were affected by floods, mainly in Brazil, Bolivia and Peru. The situation was even worse in 2008; Peru, Brazil, Argentina and Colombia were affected by floods as well as Bolivia and Ecuador where the situation was extremely acute with respectively more than 600,000 people, and 350, 000 people affected and in need of humanitarian assistance.

The region is particularly vulnerable to earthquakes; the last significant one (in terms of physical damage and loss of human lives) occurred in Peru in August 2007. The annual average number of people exposed to earthquakes is estimated at 4.5 million in Chile, 2.6 million in Colombia, 1.8 million in Peru, 1.5 million in Ecuador and 0.5 million in Argentina<sup>17</sup>. Earthquakes and storms hitting the mountainous areas with vulnerable human settlements tend to result in destructive landslides.

Many volcanoes are still active: the most recent eruptions took place in Ecuador, with two consecutive eruptions of the Tungurahua volcano in July and August 2006. Since March 2008, the Tungurahua and the Reventador volcanoes have been presenting levels of activity which are causing concern. In April 2006, the Ubinas volcano eruption in Peru led to an evacuation process. In Colombia, concerns linked to the Galeras and Huila volcanoes persist; the last evacuation warning for Huila volcano was in March 2008. In Chile, in January 2008 the Llaima volcano started an eruption process, and in May Chaitén volcano also started an eruption process, a state of alert is ongoing regarding both volcanoes.

Increasingly, cold waves recurrently affect parts of the region, in particular the Peruvian and Bolivian Highlands. Extremely low temperatures hit the Andean highlands notably in Bolivia and Peru in 2002, in Peru in 2004, and in 2008 in both countries, causing a deterioration of livelihoods for approximately 400,000 people. Since 2007, Peru and Bolivia have been affected by extreme cold temperatures and hailstorms affecting populations living in high altitude areas.

Drought, a slow-onset disaster, also recurrently affects the El Chaco region (Bolivia, Paraguay, Brazil, Argentina), and Brazil in general where more than 10 million people are annually exposed to drought<sup>18</sup>. The number of droughts has risen, affecting 1.2 million people in Brazil,

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<sup>14</sup> As opposed to Central America and Caribbean, the impact of La Niña is quite low in the Andean region.

<sup>15</sup> Some experts estimate that there is a high probability that there will be a strong *El Niño* event (comparable to El Niño 1982-83) during the 2009-2015 period

<sup>16</sup> 2004 world report :Reducing Disaster Risk/Disaster Risk Index *a challenge for development*

<sup>17</sup> considering the registered data from 1980-2000

<sup>18</sup> 2004 world report :Reducing Disaster Risk/Disaster Risk Index *a challenge for development*

Bolivia, Paraguay and Peru during the 2000-2007 period and entailing heavy crop and livestock losses. Paraguay was affected by drought and forest fires in 2007, which destroyed 1,000,000 hectares of crops, pasture and forest and directly affected at least 200,000 people who were as a result dependant on humanitarian assistance. Paraguay and Argentina are again suffering from prolonged drought in 2008, a situation which is being closely monitored by DG ECHO.

South America also experiences frequent small-scale disasters<sup>19</sup> affecting relatively few communities, where donors are unlikely to intervene due to the limited scale of the event, but which have a considerable negative impact on the livelihoods of those affected. According to CRED<sup>20</sup>, 83% of the population affected by disasters in South America during the 2000-2007 period were affected by small-scale events. It is important to note that small-scale disasters (i.e. those which occasionally appear in official statistics and that rarely trigger a declaration of emergency) are responsible for most of the economic damage caused by natural events in this part of the world. Their recurrent appearance imposes a significant burden on the already difficult humanitarian situation of the affected vulnerable populations. In Colombia, Peru, Chile Argentina Venezuela and Ecuador alone the annual number of disasters is approximately 1,900.<sup>21</sup>

Scientific predictions and evidence indicate that global climate change may further increase the number of extreme events, creating more frequent and intensified natural hazards such as floods, droughts and windstorms.<sup>22</sup>

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

The damage caused by natural disasters in the region is expected to increase from an annual average of 1.5% of GDP over the last 30 years to 5% for the period 2000-2014.<sup>23</sup>

Vulnerability indicators at national level in many countries of South America may be considered medium level<sup>24</sup>. However, within-country social disparities are among the highest in the world,<sup>25</sup> even in relatively well-off countries where certain regions suffer from very high levels of vulnerability.<sup>26</sup> Social inequalities are particularly pronounced in Bolivia, Colombia, Paraguay, Brazil<sup>27</sup> and Chile.<sup>28</sup>

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<sup>19</sup> For the purpose of this analysis, a disaster is considered of small-scale when it affects less than 50,000 people, according to CRED Database.

<sup>20</sup> Less than 50 000 people requiring immediate assistance during a emergency

<sup>21</sup> Desinventar DataBase 1997-2006

<sup>22</sup> According to CRED and ICHARM (International Centre for Water Hazard and Risk Management under the auspices of UNESCO), over the last 10 years, the number of hydro meteorological events has dramatically increased.

<sup>23</sup> Centre for Economic and Environmental Studies

<sup>24</sup> 2005 UNDP's Human Development report HDI : Argentina, Chile and Uruguay rank relatively high with ranks 34, 37 and 46 respectively while Brazil, Colombia, Venezuela, Peru, Ecuador, Paraguay and Bolivia rank lowest with an intermediate HDI (63,69, 75, 79, 82, 88 and 113 respectively)

<sup>25</sup> Income Inequality coefficient (GINI) in the world in 1997-2002 shows that Latin America ranks first in terms of inequality with 0.52. Economic Commission for Latin America and the Caribbean

<sup>26</sup> In the Risk indicators project report of the BID – UNC/IDEA, Argentina came out with a Local Disaster Index less favorable than Ecuador, Colombia and Peru.

<sup>27</sup> 31% of the total population (i.e. 54 million people) live below the poverty line in Brazil

According to United Nations (UN) data<sup>29</sup>, some 40% of the Latin American population is poor, with Bolivia being one of the countries registering the highest level of poverty, i.e. over 63.9%. The situation is worse in rural areas, where for instance 80.6% of Bolivians and Peruvians live below the poverty line. Children are particularly affected, with 60% of Ecuadorian and Peruvian children facing poverty.

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

Despite existing knowledge of natural disasters and the political commitment of many South American countries, Disaster Preparedness (DP) is not yet a full strategic priority for many of the national authorities. A vision or a proper implementation of disaster risk reduction measures appears to be largely absent in most countries, even if some substantial efforts to cope with natural disasters have started. The incentives to apply proactive risk reduction policies are in general rather weak, for a series of reasons such as information problems that cloud the prospect for consensus on what to do; lack of public visibility in disaster risk reduction as opposed to response to emergencies; institutional constraints; and the presence of significant post-disaster relief and reconstruction funds from external sources that may act as a disincentive to invest in DRR.

Consequently the ability of these countries to cope with disasters is weak, particularly at local level where many communities and local institutions lack awareness, knowledge, expertise, resources and mandate. This is clearly demonstrated, for instance, in the immediate response following an emergency and in events occurring in remote areas, where several countries (in particular the Andean countries and Paraguay) rely on international assistance to respond to natural disasters, rather than promote themselves preparedness and prevention activities. In such a scenario, the lack of resilience of populations, institutions, basic services (commonly ruptured during natural disasters) and other infrastructure results in vulnerabilities and losses (both in lives and assets lost) that in many instances could be mitigated or avoided. The lack of investment in prevention and mitigation measures to cope with natural disasters reinforces the need to intervene in disaster preparedness.

To take stock of the lessons learned from the Fifth Action Plan and the programme so far, an extensive consultation process<sup>30</sup> is planned for October/November 2008, with over 440 DRR experts representing more than 250 institutions (national, regional, local authorities, NGOs, UN, Red Cross, regional organisations, academia etc.). Besides offering to the main stakeholders the possibility for a disaster preparedness dialogue that in many countries had hitherto been lacking, this consultation process will allow concrete priorities to be drawn up for the countries targeted by this Action Plan. While the communities and municipalities which benefited from previous DIPECHO action plans are better prepared, there is still room<sup>31</sup> for the Sixth DIPECHO Action Plan to target areas previously uncovered by DIPECHO programmes, where DP capacities are non-existent. Key actors such as the Andean Committee for Disaster Prevention and Management (CAPRADE) will be consulted and its recommendations taken into account in identifying needs. The conclusions of the consultative

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<sup>28</sup> Report on Human Development 2007-2008, UNDP : GINI coefficient equal to 0.60 in Bolivia, 0.58 Colombia and Paraguay, 0.57 in Brazil and 0.55 in Chile

<sup>29</sup> Economic Commission for Latin America and the Caribbean – 2004

<sup>30</sup> National workshops will take place in Bolivia, Brazil, Colombia, Ecuador, Peru, Paraguay, Venezuela and a regional consultative meeting in Peru.

<sup>31</sup> The coverage of the five DIPECHO Actions Plan implemented so far does not exceed 5% of the total needs.

process will provide the basis for the Sixth Action Plan, which will also support the priorities of existing regional strategies for disaster prevention and management.

The conclusions and recommendations of the above-mentioned consultative process will be integrated into the “*Instructions and guidelines for DG ECHO potential partners wishing to submit proposals under the Sixth DIPECHO Action plan for South America*”, that should be issued and published on DG ECHO’s website at the beginning of 2009.

This Action Plan will also aim to use every opportunity to link the DIPECHO community-based approach with the larger development programmes, with a view to integrating DRR in sustainable development strategies and programming. Complementarities with other stakeholders, whether other services of the European Commission or EU Member states or any other agencies present in the region, will be sought, as DIPECHO is not to be considered as a stand-alone programme but as part of the overall efforts of the European Commission to implement the objectives of the Hyogo Framework for Action.

### 1.3. - Target population and regions concerned:

The Sixth DIPECHO Action Plan will focus on the most vulnerable local communities in neglected disaster prone areas and institutions involved in disaster risk reduction, including bodies such as the Civil Defence.

Priority will be given to hydro-meteorological hazards such as floods, drought and extreme temperatures in Bolivia, Colombia, Ecuador, Paraguay, Peru and Venezuela and in a minor measure in Brazil, Argentina and Uruguay.

Geophysical hazards as volcanic eruption and *earthquakes* will be also considered as a priority in Colombia, Venezuela, Ecuador, and Peru and in a minor measure in Chile and Argentina.

Furthermore, regional projects could take into account all the South American countries included in this decision, if deemed relevant for the overall coherence. Regional components will 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.

Through mass awareness campaigns and advocacy, the general public will also be a target group of this Action Plan.

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

Based on the results of the abovementioned consultative process, and taking into account the recommendations of the 2006 evaluation, DG ECHO will draw up a comprehensive regional and per country strategy with precise identification of needs according to areas and activities. The regions 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.

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 each country. Enhanced and timely emergency response capacity of local organisations and Red Cross volunteers can

also be supported wherever the conditions of accountability in stock management are appropriate and ensured.

Partners will be encouraged to build synergies with development programmes funded by the EC and other donors which target the same geographical areas.

Regional: Consideration will be given to projects at the Andean Community or South America level which support the development of more integrated perspectives and technical solutions among countries affected by shared hazards or vulnerability conditions and which favour dissemination of good practices or exchange of expertise; implementation of bi or tri national pilot initiatives; at local level community based trans-border initiatives between Andean and other South American countries (cross border river basin issues such as Pilcomayo river in Bolivia, Argentina, Paraguay, shared hazards along the borders (floods along the Ecuador-Peru border, drought in the Peru-Bolivia-Brazil region, or in the Gran Chaco of Bolivia-Paraguay-Argentina).

In addition to the target populations in local communities mentioned above, the Sixth Action Plan will also seek to specifically target the following groups:

- Children, youth volunteers and students
- Women's groups
- Disabled
- Ethnic minorities
- 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 persons will be addressed through public campaigns

#### 1.4. - Risk assessment and possible constraints:

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

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

The political situation in many South American countries remains fragile. The situation has recently been particularly dramatic in Bolivia and instability remains a risk in the region. Political instability results in negative consequences for the overall humanitarian situation, especially for the already vulnerable strata of society. The security situation in Colombia remains very difficult because of the internal conflict.

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

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:**

Principal objective:

To reduce risk by better preparing the vulnerable populations in the areas most prone to natural disasters in South America

Specific objectives:

To support strategies and complement existing strategies that enable local communities and institutions to better prepare for, mitigate and respond 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 Management Plans and Policies (including the implementation of the HFA 2005-2015). They will also be implemented in conjunction with the appropriate institutions of national governments at all relevant levels (local, sub-national, national); sectoral line ministries, finance or planning ministries, the National Disaster Management Office of each country, or others.

Municipal authorities and national emergency response agencies (such as the Civil Defence) are often implementing partners of DIPECHO operations. Other national institutions, such as the agencies responsible for hazard monitoring, are involved in the installation of Early Warning Systems. The Ministries of Education are involved in the activities linked to education on DRR. Coordination is established with the national systems from the design phase in order to ensure their empowerment.

Within the projects to be supported, DG ECHO will pay particular attention to cross cutting issues: involvement of women, children, vulnerable groups such as disabled people, ethnic minorities; environment protection, etc.

This Action Plan will therefore primarily aim to:

- Target the most vulnerable communities and categories of population using bottom-up participatory methods and relevant local materials/resources that can be easily replicated ;
- Foster appropriate and sustainable preparedness activities that are co-ordinated with local and national public institutions and that can be easily replicated in other parts of the region and beyond. Small-scale mitigation and prevention activities can complement the project if they have a demonstrable rationale and a proven impact;
- Focus on the areas most exposed to frequent natural hazards and with less coping capacities. Special attention will be given to the remoteness and difficulty of access of the proposed areas of operation.
- Furthermore, in line with what has already been started over the last few years, more support will be given to strengthening co-ordination at national and regional levels and exchange of information, collection and dissemination of best practices, joint initiatives in

terms of advocacy that have proven to be very efficient, joint initiatives in terms of capacity building bearing in mind the necessity of having expertise in DRR at the implementation level. The Action Plan will also aim at using every opportunity to link the DIPECHO community-based approach with the larger development programmes, with a view to integrating DRR in sustainable development strategies and programming. Complementarities with other stakeholders, whether other services of the European Commission or EU Member states or any other agencies present in the region, will be sought, as DIPECHO is not to be considered as a stand-alone programme but as part of the overall efforts of the European Commission to implement the objectives of the Hyogo Framework for Action.

#### Sectors and sub-sectors of intervention

(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, 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 institutional DRR capacities; training of decision-makers on the HFA.

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

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; dissemination of good 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, and parents; simulations conducted at school level, school competitions.

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

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 the 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 Actions funded by this Decision must be implemented within this period.

Expenditure under this Decision shall be eligible from 15 April 2009.  
Start Date: 15 April 2009

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 Actions.

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.

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

List of previous DG ECHO operations in ARGENTINA/BOLIVIA/BRAZIL/CHILE/COLOMBIA/ECUADOR/PERU/PARAGUAY/URUGUAY/VENEZUELA				
A				
Decision Number	Decision Type	2006 EUR	2007 EUR	2008 EUR
ECHO/BOL/BUD/2006/01000	Emergency	1,000,000		
ECHO/-SM/BUD/2006/01000	Global Plan	12,000,000		
ECHO/ECU/BUD/2006/01000	Emergency	1,000,000		
ECHO/DIP/BUD/2007/03000 (*)	Non Emergency	0	6,500,000	
ECHO/BOL/BUD/2007/01000	Emergency		1,000,000	
ECHO/DIP/BUD/2007/03000 (*)	Non Emergency	0		
ECHO/PRY/BUD/2007/01000	Emergency		1,500,000	
ECHO/PER/BUD/2007/01000	Primary emergency		2,000,000	
ECHO/PER/BUD/2007/01002	Emergency		6,000,000	
ECHO/PER/BUD/2007/01003	Emergency		1,500,000	
ECHO/BOL/BUD/2008/01000	Emergency			2,000,000
ECHO/DIP/BUD/2007/03000 (*)	Non Emergency	0		
ECHO/DIP/BUD/2007/03000 (*)	Non Emergency	0		
ECHO/-SM/BUD/2007/01000 (*)	Global Plan		10,200,000	
ECHO/-SM/BUD/2007/02000	Emergency		1,000,000	
ECHO/DIP/BUD/2007/03000 (*)	Non Emergency	0		
ECHO/-FA/BUD/2008/01000 (*)	Non Emergency			500,000
ECHO/ECU/BUD/2008/01000	Emergency			1,500,000
ECHO/-SM/BUD/2008/01000 (*)	Global Plan		0	12,000,000
ECHO/-SM/BUD/2007/01000 (*)	Global Plan	1,200,000		
<b>Subtotal</b>		<b>15,200,000</b>	<b>29,700,000</b>	<b>16,000,000</b>
<b>Grand Total</b>		<b>60,900,000</b>		

Dated : 13 October 2008  
Source : ECHO

(\*) decisions with more than one country

To date, five DIPECHO Actions Plans have been implemented in the region, with a total of EUR 23.7 million. The First Action Plan (ECHO/TPS/219/1999/02000) comprised 17 projects for a total amount of EUR 5.3 million, the Second Action Plan (ECHO/TPS/219/2001/03000 and ECHO/TPS/219/2002/01000) consisted of 13 projects for a total of EUR 3.44 million. The Third Action Plan (ECHO/TPS/219/2003/04000) was

launched after a global evaluation of DIPECHO and funded 12 projects totaling EUR 4 million. The Fourth Action Plan (ECHO/DIP/BUD/2005/03000) comprised 15 projects amounting to EUR 4.5 million. The fifth Action Plan is ongoing, and comprises 20 projects amounting to 6.5 EUR million. Furthermore DG ECHO Emergency decisions integrated disaster risk reduction initiatives as a cross-cutting issue.

## 5 - Overview of donors' contributions

<b>Donors in</b> <b>ARGENTINA/BOLIVIA/BRAZIL/CHILE/COLOMBIA/ECUADOR/PERU/PARAGUAY/URUGUAY/VENEZ</b> <b>UELA the last 12 months</b>					
1. EU Members States (*)		2. European Commission		3. Others	
	EUR		EUR		EUR
Austria	11,000	DG ECHO	16,000,000		
Belgium	500,000	Other services			
Bulgaria					
Cyprus					
Czech republic					
Denmark	268,264				
Estonia					
Finland					
France	445,000				
Germany	4,099,544				
Greece					
Hungary					
Ireland					
Italy	6,600,000				
Latvia					
Lithuania					
Luxemburg	498,000				
Malta					
Netherlands	5,890,340				
Poland					
Portugal					
Romania					
Slovakia					
Slovenie					
Spain	636,015				
Sweden	817,096				
United kingdom	20,703				
Subtotal	19,785,962	Subtotal	16,000,000	Subtotal	0
		Grand total	35,785,962		

Dated : 15 October 2008

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

## 6 - Amount of Decision and distribution by specific objectives:

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

## 6.2. - Budget breakdown by specific objectives

**Principal objective:** *To reduce risk by better preparing the vulnerable populations in the areas most prone to natural disasters in South America*

Specific objectives	Allocated amount by specific objective (EUR)	Geographical area of operation	Activities	Potential partners <sup>32</sup>
Specific objective 1: To support strategies and complement existing strategies that enable local communities and institutions to better prepare for, mitigate and respond to natural disasters by enhancing their capacities to cope and respond, thereby increasing resilience and reducing vulnerability	10,000,000	Argentina, Bolivia, Brazil, Colombia, Ecuador, Paraguay, Peru, Uruguay Venezuela	Local disaster management components Institutional linkages and advocacy Information, education, communication. Small scale infrastructure and services. Stock-building of emergency and relief items	- ACH- ESP - ACTIONAID - AYUDA EN ACCIÓN - CAFOD - CARE NEDERLAND (FORMER DRA) - CARITAS - DEU - CISP - COOPI - COSV - MILAN - CRIC - CROIX-ROUGE - DEU
				- CROIX-ROUGE - ESP - CROIX-ROUGE - FIN

<sup>32</sup> ACCION CONTRA EL HAMBRE, (ESP), ACTIONAID, AYUDA EN ACCIÓN, (E), CATHOLIC AGENCY FOR OVERSEAS DEVELOPMENT (GBR), Stichting CARE Nederland, DEUTSCHER CARITASVERBAND e.V, (DEU), COMITATO INTERNAZIONALE PER LO SVILUPPO DEI POPOLI (ITA), COOPERAZIONE INTERNAZIONALE (ITA), COMITATO DI COORDINAMENTO DELLE ORGANIZZAZIONI PER IL SERVIZIO VOLONTARIO (ITA), CENTRO REGIONALE D INTERVENTO PER LA COOPERAZIONE (ITA), CROCE ROSSA ITALIANA (ITA), CROIX-ROUGE FRANCAISE, CRUZ ROJA ESPAÑOLA, (E), DEUTSCHE GESELLSCHAFT FÜR TECHNISCHE ZUSAMMENARBEIT (GTZ), DEUTSCHE WELTHUNGERHILFE e.V.(GERMAN AGRO ACTION), DEUTSCHER CARITASVERBAND e.V, (DEU), DEUTSCHES ROTES KREUZ, (DEU), DIAKONISCHES WERK der Evangelischen Kirche in Deutschland (DEU), FEDERACION DE ASOCIACIONES MEDICUS MUNDI ESPAÑA, (E), FEDERATION INTERNATIONALE DES SOCIETES DE LA CROIX-ROUGE ET DU CROISSANT ROUGE, FONDAZIONE TERRE DES HOMMES ITALIA ONLUS, HELPAGE INTERNATIONAL (GBR), HET NEDERLANDSE RODE KRUIS (NLD), INTERMEDIATE TECHNOLOGY DEVELOPMENT GROUP LTD, INTERMON OXFAM, (E), INTERNATIONAL ORGANIZATION FOR MIGRATION (INT), MERCY CORPS SCOTLAND (GBR), OIKOS - COOPERAÇÃO E DESENVOLVIMENTO, OXFAM (GB), OXFAM-Solidarite(it), (BEL), PLAN INTERNATIONAL (UK), SUOMEN PUNAINEN RISTI (CROIX ROUGE FINLANDAISE), Stichting CARE Nederland, THE SAVE THE CHILDREN FUND (GBR), UNICEF, UNITED NATIONS - FOOD AND AGRICULTURE ORGANIZATION, UNITED NATIONS - PAN AMERICAN HEALTH ORGANIZATION, UNITED NATIONS DEVELOPMENT PROGRAMME, UNITED NATIONS OFFICE FOR THE COORDINATION OF HUMANITARIAN AFFAIRS, WORLD FOOD PROGRAM, WORLD VISION - UK

				<ul style="list-style-type: none"> <li>- CROIX-ROUGE - FRA</li> <li>- CROIX-ROUGE - ITA</li> <li>- CROIX-ROUGE - NLD</li> <li>- DIAKONIE</li> <li>- FAO</li> <li>- GERMAN AGRO ACTION</li> <li>- GTZ</li> <li>- HELPAGE INTERNATIONAL - UK</li> <li>- IFRC-FICR</li> <li>- INTERMON</li> <li>- IOM</li> <li>- MEDICUS MUNDI - ESP</li> <li>- MERCY CORPS SCOTLAND</li> <li>- OCHA</li> <li>- OIKOS</li> <li>- OXFAM - BEL</li> <li>- OXFAM - UK</li> <li>- PAHO</li> <li>- PA_05</li> <li>- PLAN INTERNATIONAL UK</li> <li>- SAVE THE CHILDREN - UK</li> <li>- TERRE DES HOMMES (TDH) - ITA</li> <li>- UNDP-PNUD</li> <li>- UNICEF</li> <li>- WFP-PAM</li> <li>- WORLD VISION - UK</li> </ul>
TOTAL:	10,000,000			

## **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 Actions financed by the Community in order to establish whether they have achieved their objectives and to produce guidelines for improving the effectiveness of subsequent Actions." 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](http://ec.europa.eu/echo/evaluation/index_en.htm).

## **8. 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](http://ec.europa.eu/echo/partners/index_en.htm).

For International Organisations identified as potential partners for implementing the Decision, actions will be managed under joint management.

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.