



EUROPEAN COMMISSION

Brussels
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COMMISSION DECISION

of

**on the financing of humanitarian actions in the south-east African and south-west
Indian Ocean region from the general budget of the European Union
(Second DIPECHO¹ Action Plan)**

(ECHO/DIP/BUD/2010/04000)

¹ Disaster Preparedness ECHO

COMMISSION DECISION

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on the financing of humanitarian actions in the south-east African and south-west Indian Ocean region from the general budget of the European Union (Second DIPECHO² Action Plan)

(ECHO/DIP/BUD/2010/04000)

THE EUROPEAN COMMISSION,

Having regard to the Treaty on the Functioning of the European Union,

Having regard to Council Regulation (EC) No.1257/96 of 20 June 1996 concerning humanitarian aid ³, and in particular Article 2(f) and Article 15(3) thereof;

Whereas:

- (1) The south-east African and south-west Indian Ocean region is exposed to a wide range of natural disasters, such as floods, cyclones, and volcanic eruptions,
- (2) Local communities are very vulnerable to these disasters, the effects of which are compounded by socioeconomic factors, such as high population density, extreme poverty, and in some cases, a high prevalence of HIV/AIDS;
- (3) The current capacity in the south-east African and south-west Indian Ocean region to cope with disasters is limited, and support from the international community is needed, to promote preparedness activities, mitigation projects and early warning systems;
- (4) Lessons learned from the first DIPECHO Action Plan in the region lead to the conclusion that Disaster Preparedness actions should continue to be financed in the same region;
- (5) To reach populations in need, humanitarian aid should be channelled through Non-Governmental Organisations (NGOs) and International Organisations including United Nations (UN) agencies. Therefore the European Commission should implement the budget by direct centralized management or by joint management;
- (6) Experience from the ongoing DIPECHO Action Plan implemented in the region, as well as external evaluations carried out, led to the conclusion that Disaster preparedness projects should be financed by the Union for a period of 18 months.
- (7) It is estimated that an amount of EUR 6,000,000 from budget article 23 02 03 of the general budget of the European Union is necessary to provide Disaster Preparedness activities for the vulnerable population of the south-east African and south-west Indian Ocean region, taking into account the available budget, other donors' contributions and other factors. Although as a general rule Actions funded by this Decision should be co-financed, the Authorising Officer, in accordance with Article 253 of the

² Disaster Preparedness ECHO

³ OJ L 163, 2.7.1996, p. 1.

Implementing Rules of the Financial Regulation, may agree to the full financing of Actions;

- (8) For the purposes of this Decision the south-east African and south-west Indian Ocean region countries involved are the Comoros, Madagascar, Malawi and Mozambique;
- (9) Notwithstanding the implementation period laid down in Article 2, it is necessary to adopt this Decision without delay with a view to launch the calls for expression of interest required for its implementation;
- (10) 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 Regulation (EC, Euratom) No 2342/2002⁵, and Article 15 of the internal rules on the implementation of the general budget of the European Union⁶;
- (11) In accordance with Article 17(2) of Council Regulation (EC) No.1257/96 of 20 June 1996, the Humanitarian Aid Committee gave a favourable opinion on 9 February 2010.

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 6,000,000 for the financing of disaster preparedness actions in the south-east African and the south-west Indian Ocean region from budget article 23 02 03 of the 2010 general budget of the European Union.
2. In accordance with Article 2(f) of Council Regulation No.1257/96, the principal objective of this Decision is:
 - To reduce the vulnerability and increase the coping capacities of populations in the south-east African and south-west Indian Ocean region living in areas most affected by natural hazardsThe humanitarian Actions shall be implemented in the pursuance of the following specific objective:
 - To contribute to increasing resilience and to reducing vulnerability of local communities and institutions through support to strategies that enable them to better prepare for, mitigate and respond to natural disasters

The full amount of this Decision is allocated to this specific objective.

Article 2

1. The period for the implementation of the Actions financed under this Decision shall start on 1 June 2010 and shall run for 18 months. Eligible expenditure shall be committed during the implementing period of this Decision.

⁴ OJ L 248, 16.9.2002, p.1.

⁵ OJ L 357, 31.12.2002, , p.1.

⁶ Commission Decision of 5.3.2008, C/2008/773

2. If the implementation of individual actions is suspended owing to force majeure or other exceptional circumstances, the period of suspension shall not be taken into account in the implementing period of this Decision in respect of the Action suspended.
3. In accordance with the contractual provisions ruling the Agreements financed under this Decision, the Commission may consider eligible those costs arising and incurred after the end of the implementing period of the Action which are necessary for its winding-up.

Article 3

1. As a general rule, Actions funded by this Decision should be co-financed.
The Authorising Officer, in accordance with Article 253 of the Implementing Rules, may agree to the full financing of Actions when this will be necessary to achieve the objectives of this Decision and with due consideration to the nature of the activities to be undertaken, the availability of other donors and other relevant operational circumstances.
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.
3. The Commission shall implement the budget:
 - * either by direct centralised management, with Non-governmental Organisations;
 - * or by joint management with international organisations that are signatories to the Framework Partnership Agreements (FPA) or the EU/UN Financial Administrative Framework Agreement (FAFA) and which were subject to the four pillar assessment in line with Article 53d of the Financial Regulation

Article 4

This Decision will 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: Commission Decision on the financing of humanitarian Actions in the south-east African and south-west Indian Ocean region (DIPECHO) from the general budget of the European Union (Second DIPECHO Action Plan)

Location of Action: Comoros, Madagascar, Malawi, Mozambique

Amount of Decision: EUR 6,000,000

Decision reference number: ECHO/DIP/BUD/2010/04000

Supporting Document

1 - Rationale, needs and target population.

1.1. - Rationale:

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

The south-east African and south-west Indian Ocean region is one of the most disaster-prone regions in the world, experiencing multiple types of natural disasters. Tropical storms often take the form of cyclones or hurricanes³, and the hurricane season lasts for four months. There is also recurrent and severe flooding associated with heavy rainfall during the five month rainy season, which puts pressure on the river systems. Earthquakes have occurred in Mozambique in recent years, whilst the Comoros islands have experienced volcanic eruptions. The physical risk is combined with socioeconomic factors, such as high population density, extreme poverty and, in Malawi and Mozambique, a high incidence of HIV and AIDS. The combination of these factors results in very vulnerable communities with few coping capacities in the event of disaster, compounded by the fact that there may be a high

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

² Directorate General for humanitarian aid - ECHO

³ Pronounced rotary circulation, with constant wind speed of 74 miles per hour / 119 kilometres per hour or more

number of child and grandparent-headed households. Due to their extreme poverty, these vulnerable population groups have a very low capacity to recover from losses.

Statistics from the database of the Centre for Research on the Epidemiology of Disasters (CRED) indicate that in Mozambique, there is one major flood every 2.5 years, one major windstorm every 3.8 years; in Malawi, major floods are recorded every 1.8 years whilst in Madagascar, the country has suffered an average of 1.3 major disasters every year since 1968, windstorms being the most frequent ones (35 events in the period 1968 – 2006). As an example, major cyclones (affecting 100,000 people or more) have occurred in almost a 3 year pattern since 1972.

In 2009, several hazards had a serious negative effect on the population in the region; there was flooding in March on the three major islands of the Comoros affecting 100,000 persons; Cyclone Fanele struck the west coast of Madagascar as a Category Three storm, damaging homes, infrastructure, and agriculture in the western, south-western, and central regions of the country and affecting 40,400 people; and southern Madagascar experienced untimely poor rainfall which resulted in conditions severely deteriorating the food insecurity situation of the population in the Androy and Anosy regions. However, the rainy and cyclone seasons of both 2007 and 2008 were a truer demonstration of the south-east African and south-west Indian Ocean region's exposure and vulnerability to disaster:

- Two successive years of flooding affected more than 280,000 people in Mozambique, 150,000 in Madagascar, and 100,000 in Malawi, causing displacement of population, and destruction of crops and livelihoods.
- During the 2007 cyclone season, 120,000 people were affected, and 80 killed, by cyclone Indlala in Madagascar, and 140,000 affected by Cyclone Favio in Mozambique.
- In 2008, cyclones Fame and Ivan caused further deaths and significant damage to crops and infrastructure in Madagascar.
- The Comoros islands are at risk from frequent strong winds as well as from the active Karthala volcano, which erupted twice in 2005, polluting the water sources of 260,000 people.

These natural disasters are annual events and the only thing that differs each year is their intensity, which remains difficult to predict.

As already witnessed in other parts of Africa, there is already evidence of climate change in the Southern African region⁴ as described below:

- Research on changes in extreme events in Africa is limited. There is, however, evidence of an increased risk of events of intense rainfall and associated floods⁵.
- Based on a range of models to predict the future evolution of the climate⁶, it is likely that future tropical cyclones will become more intense, with larger peak wind speeds and more heavy precipitation associated with ongoing increases of Sea Surface Temperatures (SSTs) in the tropics, therefore affecting countries in the Southern African region already exposed to cyclones and hurricanes: Mozambique and Madagascar in particular.

⁴ Intergovernmental Panel on Climate Change (IPCC): Climate Change 2007 Synthesis Report

⁵ University of Oslo, GECHS report 2008:2: Climate Change in Eastern and Southern Africa: Impacts, Vulnerability and Adaptation

⁶ Presentation by Prof. R Odingo, former vice president of the IPCC, Climate Outlook Forum #25, Nairobi, September 2009

The increased risks mentioned above, associated with the climate change, therefore reinforce the need to support community based Disaster Risk Reduction (DRR) actions in order to strengthen the coping capacities of the population exposed to natural hazards, and vulnerable to these climatic shocks.

In areas exposed to sudden onset natural hazards in Madagascar, Malawi and Mozambique, the population is mostly practicing subsistence agriculture, cultivating small plots for their own consumption. The food security of this population is then at recurrent risk in normal years, and the additional impact of natural disasters has a devastating effect on this population's access to food. The high recurrence of natural disasters, furthermore, prevents any possibility of sustainable recovery, let alone development of entire regions of the selected countries, as the resilience of the population in terms of food security is severely negatively affected. According to the 2009 Global Assessment Report of Disaster Risk Reduction,⁷ households are often faced with other catastrophes such market shocks, health risks, and in some cases conflict, compounding the hazard risk and increasing vulnerability to another hazard. The recurrence of natural disasters, therefore, creates a vicious circle where the population practicing subsistence agriculture has to contract debt to be able to recover from losses of crops; debts are further aggravated by the fact that the natural disasters have a negative impact on the price of the staple food in the markets (price of staple food being multiplied by 2 or 3 in period of lack of commodity). This economic situation creates conditions where the vulnerability of this population to the impact of natural hazards is extreme, as such vulnerable households can do little more than follow a survival mode. Under these conditions, a natural hazard of low intensity could take on disaster proportions.

Following an ex-ante external evaluation in 2007⁸, which revealed high vulnerability, exposure to natural disasters and the existing scope for the implementation of disaster preparedness activities, the southern African and Indian Ocean region was added to the DIPECHO programme in 2008.

DIPECHO projects generally focus on local communities and institutions, leaving most institutional strengthening at national level to development donors. The top-down approach, used for national institutional strengthening, takes a long time to affect community needs and also faces political challenges. There is often a lack of capacity at the top, requiring support, hence the desirability of a complementary approach. Therefore programmes which support communities and their organisations through a bottom-up approach are more effective for immediate reinforcement of coping capacities and resilience at local level.

DG ECHO's Strategy underlines the importance of making a link with the Hyogo Framework for Action (HFA) 2005-2015, adopted at the World Conference on Disaster Reduction, Japan 2005.⁹ This DIPECHO Action Plan is coherent with the five action priorities of the HFA, ensuring that DRR is a priority, enhancing early warning, building a culture of safety, reducing risk factors and strengthening Disaster Preparedness.

The European Union (EU), in its recent Communications: "EU Strategy for Supporting Disaster Risk Reduction in Developing Countries" (2009)¹⁰, "A Community Approach on the Prevention of Natural and Man-made Disasters" (2009)¹¹ and "Towards a European

⁷ UNISDR, 2009

⁸ The report can be found under http://ec.europa.eu/echo/evaluation/thematic_en.htm

⁹ <http://www.unisdr.org>

¹⁰ COM (2009) 84 final, 23/02/2009

¹¹ COM (2009) 82 final, 23/02/2009

Consensus on Humanitarian Aid” (2007)¹², has clearly expressed its commitment to further promote and implement DRR by:

- promoting international efforts within the HFA to increase coping capacities at local, regional and national level through strategic planning and action;
- integrating DRR in humanitarian and development operations; ensuring that adequate 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 link will also be made between the priorities for support within this second DIPECHO action plan and existing key documents on DRR in Africa such as:

- The recommendations from the African Regional DRR Platform in May 2009, to the second session of the global platform for DRR, in Geneva, June 2009.
- Programme of Action for the implementation of the Africa Regional Strategy for DRR (2006 – 2015)

Building on the experience of DIPECHO programmes in the other regions, the first DIPECHO Action Plan for the south-east African and south-west Indian Ocean region was adopted in July 2008. The Decision was followed by a call for expressions of interest for co-financed actions starting on 1 October 2008. 17 grants were awarded to partners from Non-Governmental Organisations (NGOs), United Nations (UN) agencies and the Red Cross and Red Crescent family. The Action Plan aimed to increase resilience and decrease the vulnerability of local communities and institutions by supporting strategies that enhance their capacities and enable them to better prepare for, mitigate and respond adequately to natural disasters. Components concentrated on (1) focusing on the areas most exposed to frequent natural hazards and with less coping capacities, (2) targeting the most vulnerable communities, (3) fostering appropriate and sustainable preparedness activities which can be easily replicated, (4) supporting small-scale mitigation and prevention activities which can also be easily replicated, and (5) reinforcing local response capacities by building stocks of emergency and relief items. The amount of the Action Plan was increased in December 2009 (from EUR 5 million to EUR 5.735 million) in order to respond favourably to the continuing needs as expressed by DIPECHO partners on behalf of the beneficiary communities; namely the need to support supplementary small-scale mitigation activities, Geographic Information Systems databases, and additional disaster risk committees. This First DIPECHO Action Plan will terminate on 31 March 2010. The main foreseen achievements of this Action Plan would be that the capacity of response of vulnerable communities to natural disasters, in the areas where DIPECHO has been implemented, is increased. The main priorities for the Second Action Plan build upon the First Action Plan in that they aim to increase disaster preparedness capacities and awareness of vulnerable communities, whilst at the same time strengthening advocacy towards national and local authorities and other development stakeholders.

1.2. - Identified needs:

Needs assessment in terms of preparedness has been ongoing in the four target countries since early 2007, following the support by DG ECHO to the emergency humanitarian responses due to the series of natural disasters during the cyclone season of 2006 – 2007. The launch of the first DIPECHO Action Plan saw the maintaining of close contacts with the national disaster preparedness platforms and the EU delegations, as well as the partners and

¹² Doc. 6891/1/09 REV 1 + 6891/09 ADD 1 + ADD 2 + ADD 3 - COM(2009) 84 final; Doc. 7075/1/09 REV 1 + 7075/09 ADD 1 + ADD 2 - COM(2009) 82 final; COM(2007)317

beneficiaries, enabling DG ECHO to develop a better understanding of the state of Disaster Preparedness and its shortcomings.

In addition, the pertinence of the DIPECHO programme for the south-east African and south-west Indian Ocean region was recently confirmed by external consensus during the national consultative meetings. These meetings were held in Moroni on 4-5 November, in Mahambo on 9-11 November, in Lilongwe on 18-19 November and in Beira on 30 November - 1 December. Participants included DG ECHO's partners, representatives of European Commission Delegations, national and regional stakeholders plus donor agencies.

The national consultative meetings evaluated the lessons learned from the first Action Plan, re-confirmed the need for DIPECHO interventions in the four countries concerned, reviewed the established geographical and thematic priorities for intervention, and explored possibilities for extending coverage to other countries in the region. The main findings of the meetings were that:

- Activities on disaster preparedness at community level need to be pursued in order to enhance the local coping capacities. The current "disaster preparedness" perception by the population, in the areas where there has been no DIPECHO intervention, seems to be more related to a pattern of reception of external support than of taking proactive measures to alleviate the impacts of natural hazards. This finding has been due in part to the 2007 ex-ante external evaluation, but also to the findings of the current DIPECHO actions before the awareness activities had begun.
- Strategic DRR frameworks have been established, and in some cases even reinforced, and the respective Government agencies¹³ are committed to the national disaster management agenda. However, low capacity, lack of decentralization and poor communication flow continue to hamper the effectiveness of these platforms, particularly as far as the community level is concerned. The community-based disaster preparedness actions of the first Action Plan can not replace the role that national platforms must play *vis-à-vis* their populations.
- There is need for a good deal of involvement of national civil protection authorities in the implementation and follow-up of DIPECHO-supported interventions. The positive impact of this involvement will be translated into the sustainability of actions and the scaling-up by national authorities or other long-term donors.
- Current DIPECHO partners have built up strong and close contacts with the communities within which they work, and have improved their capacities for the implementation of disaster preparedness projects. Other NGO partners and UN agencies are also becoming increasingly aware and involved in disaster preparedness activities. However, in order to increase the chances of sustainability of the outputs, greater efforts need to be made to include more local implementing partners into DIPECHO actions as well as creating a link with global DRR efforts.
- There is a need to include urban areas in DIPECHO interventions as the preparedness capacities against natural catastrophes is just as low as in rural areas, but the toll on human lives is usually much bigger.

¹³ The *Bureau National de Gestion des Risques et Catastrophes (BNGRC)* in Madagascar ; the *Instituto Nacional pela Gestão de Calamidades (INGC)* in Mozambique ; the Department of Disaster Management Affairs (DoDMA) in Malawi ; the *Centre des Operations de Secours et de la Protection Civile (COSEP)* in the Comoros

- There is need for a regional initiative to compile experiences on hazard-proof construction techniques and urban planning and providing technical support to DIPECHO partners in small-scale mitigation infrastructures and to feed into national policies in that matter so that existing rules, standards and policies could be updated where relevant.
- A regional action to promote exchange, coordination and dissemination of DRR knowledge and lessons-learned to consolidate methodologies, technical innovations and spreading replicable models as well as influencing DRR policies at regional and national levels with an ultimate focus of reinforcing the preparedness of vulnerable communities is of vital necessity.
- There is a strong link between DRR and the significant toll on human lives and livelihoods. As the high recurrence of natural hazards in the region (especially floods and cyclones) greatly jeopardise the recovery of the affected population, it has been recommended that mechanisms be put in place to liaise DIPECHO actions with support from DG ECHO in the implementation of activities linked to short-term food security and agriculture livelihood support¹⁴ in areas highly exposed to natural hazards. These types of interventions to protect livelihoods could take place in complement to the DIPECHO Action Plan and be linked to longer-term interventions and strategies of national governments and other donors.
- In line with the global campaign of Safe Hospitals, it is important to better prepare health care institutions to support the affected communities in the event of a natural hazard. In this respect, the capacities and infrastructures of health services will need to be strengthened.
- DIPECHO's added value on the stockpiling of relief goods should be limited to the tools and skills for maintaining these stocks.
- The current interventions on DRR supported by development actors (including the EU Delegations) still do not address the needs at community level. Disaster preparedness interventions at the community level therefore complement the current interventions in the DRR sector, reinforcing a possible positive impact and contributing towards the objective of Linking Relief, Rehabilitation and Development¹⁵. In line with the recommendations made by the African Regional DRR Platform, DRR efforts at community level should be pursued, aiming at raising the awareness of national decision makers on the need to adapt their policies.

The DIPECHO programme's capacity to work at grassroots level has proved very important for communities whose expectation of governmental commitment to community preparedness is still low. Experience from the first DIPECHO Action Plan has shown that, at the local level, the following interventions are the most effective in minimising casualties and saving lives, and consequently reducing the amount of humanitarian aid required in the aftermath of a disaster:

- Support to the organisation and/or strengthening of community emergency committees;

¹⁴ This sector in DG ECHO is known as "Food Assistance, Short Term Food Security and Livelihood Support"

¹⁵ Linking Relief, Rehabilitation and Development (LRRD)" [COM(1996)153]

- creation and training of emergency response brigades responsible for the implementation of activities related to contingency/emergency plans e.g. evacuation, shelter management, logistics, etc.;
- training of community members and staff of public institutions e.g. civil defence, municipality, water authority and meteorological office;
- Risk and Emergency Response Capacity mapping;
- development of community emergency plans and some household emergency plans; carrying out of small scale mitigation works within these plans
- installation of community-based Early Warning System (EWS);
- Support to information flow mechanisms ;
- Community awareness-raising and creation of a culture of preparation for disaster through the formal education system. This aspect will be particularly crucial with regard to the fact that the exposure to extreme events is most likely going to increase due to the climate change.

The success of these interventions is due to the fact that they meet essential needs and are popular with the target population. The techniques involved are appropriate to local norms and, especially in the context of small-scale mitigation works, the population's acceptance of DRR can be increased if they have witnessed tangible, and hence lasting, activities which have taken place. This balance of "software" (such as training) and "hardware" (such as the building of silos) in the design of DIPECHO interventions is therefore paramount to their success. Moreover, in areas of Malawi and Mozambique with high HIV and AIDS prevalence rates, it will be necessary to design activities specially targeted at building the capacity of children.

Other countries in the southern African region experiencing chronic incidents of natural hazards are Angola, Namibia and Zambia. Stakeholders from these countries were encouraged to participate in the national consultative meetings to familiarise themselves with the DIPECHO process. An ex-ante external evaluation would have to be carried out before further consideration can be made to include these countries in subsequent Action Plans.

1.3. - Target population and regions concerned:

This DIPECHO Action Plan will focus on local communities and institutions. Priority will be given to those which are most vulnerable, most exposed to natural disaster and most lacking in support from other institutions.

Two thematic considerations will be prioritised:

- 1) Floods and cyclones; volcanic activity;
- 2) The exposure of densely populated urban areas, with vulnerable communities, to natural hazards.

In all countries and in relevant projects, multi-hazard approaches will be encouraged.

The following countries will be targeted: Comoros, on all three islands; Madagascar, coastal areas and the hinterland; Malawi, particularly the riparian areas of Lake Malawi and the south along the Shire river basin; Mozambique, particularly the main river valleys and coastal towns.

The number of beneficiaries could vary from 100,000 to 500,000 vulnerable persons.

1.4. - Risk assessment and possible constraints:

In case of natural disaster in the region, DIPECHO projects being implemented in the affected area could be suspended during an emergency, as implementing agencies may need to provide humanitarian assistance for the victims.

Local communities and authorities must be involved in the project from its inception, to ensure successful implementation of disaster preparedness projects. Therefore it is desirable for partners submitting a project to not only have had experience in Disaster Preparedness but to also have developed working relations with local communities and authorities. Any obstacles that may arise in this context could impede project implementation and cause delays.

2 - Objectives and components of the humanitarian intervention proposed:

2.1. - Objectives:

Principal objective: To reduce the vulnerability and increase the coping capacities of populations in the south-east African and south-west Indian Ocean region living in areas most affected by natural hazards

Specific objective: To contribute to increasing resilience and to reducing vulnerability of local communities and institutions through support to strategies that enable them to better prepare for, mitigate and respond to natural disasters

2.2. - Components:

In pursuance of the above objectives, DIPECHO projects will take into account environmental issues and climate change and may focus on vulnerable groups such as women and children. DIPECHO projects which include one or more of the following will be funded:

- 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;

- Training on methods of construction and agriculture that can reduce vulnerability in the face of disasters;
- Support to beneficiaries' coping mechanisms through, for example, assistance in setting up small saving mechanisms which they can tap into in the aftermath of a disaster.

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 DRR, 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;
- Supporting the establishment of regional centres or regional and national platforms active in the field of DRR;
- Training of health staff on humanitarian supplies management tools;
- Strengthening the preparedness capacities of local health services to maintain the regular provision of health care in the event of a natural disaster.

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;

- Compilation, at regional level, of experiences on hazard-proof construction techniques and urban planning and provision of technical support in small-scale mitigation infrastructures to DIPECHO actions.

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 (against water as well as wild fauna); 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;
- Works associated with safeguarding livelihoods (e.g. cyclone-proof storage for grain, storage shelters for domestic animals).

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;
- Training on procedures of stock management of humanitarian response non-food items which have been constituted by the communities themselves;
- Stock-building of emergency medical items.

3 - **Duration expected for Actions in the proposed Decision:**

The duration for the implementation of this Decision shall be 18 months.

The 18 months duration is requested in view of the nature of the proposed activities, requiring a substantial investment in processes and systems. This reflects the fact that there are usually several project phases, culminating in a disaster simulation or final publicity event, to consolidate the learning process. Moreover, experience shows that start dates of actions will vary, thus an 18-month Decision duration is optimum.

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

Expenditure under this Decision shall be eligible from 1 June 2010.
Start Date : 1 June 2010

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.

5 - Overview of donors' contributions

Donors in COMOROS/MADAGASCAR/MOZAMBIQUE/MALAWI the last 12 months					
1. EU Members States (*)		2. European Commission		3. Others (***)	
	EUR		EUR		EUR
Austria	500,000				
Belgium		DG ECHO	3,262,766		
Cyprus		Other services			
Czech Rep.					
Denmark					
Estonia					
Finland					
France	2,530,000				
Germany	3,315,366				
Greece					
Hungary					
Ireland					
Italy	135,000				
Latvia					
Lithuania					
Luxemburg					
Malta					
Netherlands					
Poland					
Portugal					
Slovakia					
Slovenia					
Spain					
Sweden	912,684				
U.K.	840,900				
Subtotal	8,233,950	Subtotal	3,262,766	Subtotal	0
		Grand total	11,496,716		

Dated : 07 December 2009

(*) 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.

Disaster Preparedness, together with Disaster Risk Reduction, is a key cross-cutting issue throughout the European Commission's External Relations services. DG ECHO has been seeking synergies with the longer-term institutional support from DG Development, EuropeAid Co-operation Office and the EU Delegations.

Malawi and Mozambique have disaster preparedness written into their Poverty Reduction Strategy Papers. In both these countries, the European Commission provides substantial budgetary support in support of the poverty reduction objectives, with a series of indicators defined to track progress.

Amongst other donors, many initiatives exist in the area of disaster prevention/mitigation in the south-east African and south-west Indian Ocean region. Donors include:

- Federal Foreign Office for the Federal Republic of Germany
- Irish Aid
- Ministry for Foreign Affairs of Finland
- United Kingdom Department for International Development
- Norwegian Ministry of Foreign Affairs
- Office of U.S. Foreign Disaster Assistance (OFDA)
- World Bank Multi-Donor Trust Fund for Mainstreaming Disaster Reduction for Sustainable Poverty Reduction

Furthermore, the African, Caribbean and Pacific Group of States (ACP Group) intends to allocate, within the intra-ACP development cooperation envelope of the 10th European Development Fund (EDF), EUR 180 million for the ACP-EU Natural Disaster Facility to, inter alia, create and strengthen Early Warning Mechanisms for disasters, and provide assistance in the areas of mitigation, natural disaster risk management as well as long-term post-disaster rehabilitation and reconstruction. A first proposal for a contribution towards the Global Facility for Disaster Reduction and Recovery (GFDRR) to forge strategic partnership with all stakeholders in the region to implement effective disaster risk management programmes in ACP member states, at regional, national and local levels, is being discussed. Countries to be included in this proposal include Madagascar, Malawi and Mozambique.

6 – Amount of Decision and distribution by specific objectives:

6.1. – Total amount of the Decision: EUR 6,000,000

6.2. - Budget breakdown by specific objectives

Principal objective: To reduce the vulnerability and increase the coping capacities of populations in the south-east African and south-west Indian Ocean region living in areas most affected by natural hazards.					
Specific objectives	Allocated amount by specific objective (EUR)	Geographical area of operation	Activities	Potential partners¹⁶	
<p><i>Specific objective 1:</i></p> <p><i>To contribute to increasing resilience and to reducing vulnerability of local communities and institutions through support to strategies that enable them to better prepare for, mitigate and respond to natural disasters</i></p>	6,000,000	Comoros, Madagascar, Malawi, Mozambique,	Local disaster management components; institutional linkages; information, education, communication; small scale infrastructure and services; stock-building of emergency and relief items	<u>Direct centralised management</u> - ACTIONAID - CAFOD - CARE - FR - CARITAS - ESP - CARITAS - FRA - CHRISTIAN AID - UK - CONCERN WORLDWIDE - COOPI - CROIX-ROUGE - DEU - CROIX-ROUGE - ESP - CROIX-ROUGE - FIN - CROIX-ROUGE - FRA - CROIX-ROUGE - NLD - FLEMISH RED CROSS - GERMAN AGRO ACTION - GOAL - ICCO - INTERMON - IRD	- ISLAMIC RELIEF - MDM - FRA - MEDAIR CH - MEDAIR UK - MEDICUS MUNDI - ESP - MSF - BEL - MSF - CHE - OIKOS - OXFAM - UK - PLAN GERMANY - PLAN INTERNATIONAL UK - SAVE THE CHILDREN - UK - WORLD VISION - UK <u>Joint management</u> - FAO - IFRC-FICR - IOM - UNCHS - HABITAT - UNDP-PNUD - UNICEF
TOTAL:	6,000,000				

¹⁶ ACTIONAID, CARE FRANCE, (FR), CARITAS ESPANOLA, (E), CARITAS FRANCE - SECOURS CATHOLIQUE, (FR), CATHOLIC AGENCY FOR OVERSEAS DEVELOPMENT (GBR), CHRISTIAN AID (GBR), CONCERN WORLDWIDE, (IRL), COOPERAZIONE INTERNAZIONALE (ITA), CROIX-ROUGE FRANCAISE, CRUZ ROJA ESPAÑOLA, (E), DEUTSCHE WELTHUNGERHILFE e.V., DEUTSCHES ROTES KREUZ, (DEU), FEDERACION DE ASOCIACIONES MEDICUS MUNDI ESPANA, (E), FEDERATION INTERNATIONALE DES SOCIETES DE LA CROIX-ROUGE ET DU CROISSANT ROUGE, GOAL, (IRL), HET NEDERLANDSE RODE KRUIS (NLD), INTERMON OXFAM, (E), INTERNATIONAL ORGANIZATION FOR MIGRATION (INT), ISLAMIC RELIEF WORLDWIDE, Interkerkelijke Organisatie voor Ontwikkelingssamenwerking, Islamic Relief Humanitaire Organisation in Deutschland e.V., MEDAIR UK (GBR), MEDECINS DU MONDE, MEDECINS SANS FRONTIERES - SUISSE (CH), MEDECINS SANS FRONTIERES BELGIQUE/ARTSEN ZONDER GRENZEN BELGIE(BEL), Medair, OIKOS - COOPERAÇÃO E DESENVOLVIMENTO, OXFAM (GB), PLAN INTERNATIONAL (UK), Plan International Deutschland e.V., Rode-Kruis Vlaanderen international vzw, SUOMEN PUNAINEN RISTI (CROIX ROUGE FINLANDAISE), THE SAVE THE CHILDREN FUND (GBR), UNICEF, UNITED NATIONS - FOOD AND AGRICULTURE ORGANIZATION, UNITED NATIONS DEVELOPMENT PROGRAMME, United Nations Human Settlements Programme, WORLD VISION - UK

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 Union 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/policies/evaluation/introduction_en.htm.

8 - Management issues

Humanitarian aid Actions funded by the Commission are implemented by NGOs and the Red Cross National Societies on the basis of Framework Partnership Agreements (FPA), by Specialised Agencies of the Member States and by United Nations agencies based on the EU/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/about/actors/partners_en.htm.

For NGOs, Specialised Agencies of the Member States, Red Cross National Societies and International Organisations not complying with the requirements set up in the Financial Regulation applicable to the general budget of the European Union for joint management, actions will be managed by direct centralised management.

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.