

Funding

One of the main tasks of the audit was to assess current sources of funding in the UK. It was not easy to identify funders. Few have a stated commitment to mitigation and preparedness. Recipients of funding were never likely to help the survey much: organisations already receiving money for disaster mitigation tend to be secretive about their sources for fear of competition.

Nonetheless, a separate questionnaire was sent to 160 possible donors, mostly charitable trusts and foundations but also some grant-making NGOs. Only nine replies were received¹⁵ although a few sources were identified from responses to the main questionnaire. Many more who may be supporting mitigation and preparedness to some extent through assistance to long-term development projects perhaps automatically equate 'disaster' with 'relief' only, an attitude encountered widely during the survey of active agencies.

The questionnaires clearly do not allow any general conclusions to be drawn. However, additional desk research and discussions have enabled us to compile not a complete picture but certainly a preliminary sketch of the UK funding 'scene'.

The following sections outline some of the main sources of funds, with comments and analysis, indicating where further information can be obtained. Some general comments and recommendations make up the conclusion.

The Overseas Development Administration (ODA)

The ODA is by far the largest source of funds in the UK for all activities related to disasters. A significant feature of the British Government's aid programme, and of official development assistance generally, is the increasing proportion of humanitarian aid in the total. The same trend is visible within the ODA's country programmes.

The ODA's funding for relief activities has risen sharply in recent years from 2 per cent of its bilateral budget in 1982/3 to over 10 per cent in 1992/3, in response firstly to natural disasters (especially in Africa) and more recently to the growth of complex emergencies.

In the past, relief and development were dealt with by separate parts of the ODA and contacts between departments were infrequent. This is now changing with mounting recognition that the two types of activity are interdependent. In 1993/4 the ODA gave over £260 million to relief, refugee, food aid and preparedness activities: £179 million was bilateral aid, £68 million was spent by European Commission programmes, and nearly £13 million went to the United Nations.

Economic and social division (ESD)

This sponsors a considerable amount of economic and social research, its focus including:

- Funding research projects and dissemination of results through the Economic and Social Committee on Overseas Research (ESCOR). ESCOR has been an important source of funds for institutions engaged in research on socio-economic aspects of disasters (for instance, famine coping strategies).
- Funding research, information resources and related activities at the Institute of Development Studies (this has included work on food aid and food security).
- Supporting the information and dissemination activities of the Overseas Development Institute, including some of its work on disasters.

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¹⁵ Three were from trusts that were not, in fact, supporting work on disasters

Emergency Aid Department (EMAD)

Increased expenditure has been reflected in an expansion in staffing within the Emergency Aid Department, the main ODA section working on disasters. Before 1991 EMAD was exclusively a funding body channelling money for emergency and relief operations through multilateral agencies such as the United Nations and European Commission, and bilaterally through NGOs and recipient governments. In response to the growing number of disasters, the growing insecurity of relief operations and the Kurdish refugee crisis, the Disaster Relief Initiative was established in 1991 which allows EMAD to manage its own operations in the field. The Department also gives support to agencies helping refugees.

To help NGOs applying for support for humanitarian assistance projects, EMAD has published a set of guidelines on project proposals and reports. This also contains the names and phone numbers of key contacts. For details and general enquiries contact EMAD (ODA, 94 Victoria Street, London SW1E 5JL, UK; Tel: 0171 917 0273/0348; Fax 0171 917 0502).

Disaster Mitigation and Preparedness

EMAD has a separate section dealing with disaster preparedness. It has £2 million at its disposal to fund projects in the 1995/6 financial year (approximately 1 per cent of the ODA's total disaster budget). The fund is open to organisations and individuals of all kinds including international and government agencies, national and international NGOs, and consultants.

There are few limits on the kind of activity eligible for support under the scheme, provided that it has a definite output. Innovative projects and approaches are encouraged. Pure research is excluded since other ODA funds are available for this (see below). In some cases, where the ODA's geographical desks also have an interest in a particular area of work, inter-departmental funding is possible.

In 1994/5 over 40 projects were funded from the mitigation and preparedness budget. These include:

- Production of a field manual for emergency relief workers (by the Save the Children Fund) developing the use of radio in preparing against disasters in West Africa (Cranfield Disaster Preparedness Centre);
- Enhancing disaster mitigation networks in Latin America and South Asia (Intermediate Technology);
- Mapping volcanic hazards in Chile (British Geological Survey and Bristol University);
- Disaster management training in Turkey (Oxford Centre for Disaster Studies);
- Compilation by UNDHA of an emergency stockpile register;
- The development of a public information programme for IDNDR;
- Cyclone and seismic hazard mitigation training for government officials in Vietnam;
- Hazard assessment of possible flooding from dangerous mountain lakes in Nepal;
- The development of a legislative programme for disaster preparedness planning in The Caribbean for the Caribbean Disaster Emergency Response Agency.

There are no formal guidelines for applicants yet but these are being considered .

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Sub-Saharan Africa and South Asia are favoured locations for studies. Research projects must produce results that merit wide dissemination, have direct policy implications and will be of practical relevance.

Types of economic and social research considered important by ESD are

- Analytical research into causal relations in an area of current development policy;
- Illumination of emerging policy issues,
- Evaluation of a particular practice or operation,
- Testing and developing new theory,

- Developing new research methods.

Priority interests are set out in ESD/ESCOR's three-year research strategies. A new strategy for 1995-8 was being prepared as this audit was being written and should be available by the time this appears in print. The likely interests were:

- Enhancing productive capacity through economic liberalisation and private sector development;
- Promoting policies and practices to reduce poverty;
- Responding to the challenges of human development;
- Understanding environmental change,
- Interactions of the state and society.

The ODA intends to commission up to 10 specific research programmes addressing its main interests, through competitive tendering. Themes will be advertised to find out who has an interest, the capabilities of applicant institutions will be assessed, and on this basis consortia of institutions will be selected.

However, ESD/ESCOR has always supported a substantial amount of research outside its areas of interest (an 'open programme'), and will continue to do so under the new strategy. It has funded work into the politics of humanitarian interventions in the past.

Any UK-based researcher or institution may apply to ESCOR. Grants can be made to researchers in the South only in collaboration with a British institution. Guidelines and details of how to apply are obtainable from:

Room V 736
Economic and Social Division, ODA
Tel: 0171 917 0636 (for general enquiries); Fax: 0171-917-0734

Regional/bilateral funds

The ODA's geographic (country) desks in the UK and Development Divisions in the South may, on occasion, make funds available for disaster mitigation work of different kinds, depending on the ODA's development priorities in the particular region or country.

Long-term emergencies and refugee projects are dealt with jointly by EMAD and the relevant geographical department.

Telephone numbers for general enquiries to the geographical departments are as follows:

Africa

- Central and Southern: 0171 917 0435
- Eastern: 0171 917 0434
- West and North: 0171 917 0467

Asia/Pacific

- Eastern Asia: 0171 917 0308
- South Asia: 0171 917 0358
- Western Asia: 0171 917 0343

Latin America/Caribbean/Atlantic

- General: 0171 917 0248

Health and population division

The Health and Population Division has provided occasional funds for those involved in work on nutritional aspects of relief and food aid: these include the Nutrition Unit at the London School of Hygiene and Tropical Medicine. It also supports several programmes of medical and epidemiological research in UK institutions.

The phone number for enquiries is 0171 917 0107

Engineering division

Scientific and technical research and development is the responsibility of the Engineering Division, which has given generous support to disaster research in the past.

Disaster-related grants in recent years have included work on earthquake-resistant housing design (Cambridge Architectural Research), analysing flood data for use in designing control projects (Institute of Hydrology), and the development of megacities and their vulnerability to disasters (Institution of Civil Engineers).

As part of the Division's work in architectural and physical planning, funds were given to the recent 'Building for Safety Initiative' which aims 'to bring the knowledge of how to build safely to those who need that knowledge most'. This included a series of four books published by IT Publications, each on a different aspect of the subject.¹⁶

The current strategy for Technology Development and Research (TDR) runs for three years. The Division appears to have around £8 million to spend each year on TDR projects, grants ranging from £50 000 to £300 000. This scheme is open to all UK organisations, voluntary and commercial. There is an annual applications cycle: notices inviting proposals are published in June, applications submitted in September, and selection in January for funding from April. There were 198 TDR applications in 1994 for work in 1995 (the first year of the current scheme) and the ODA described the competition as 'extremely fierce'.

In its 1995 grants the programme focused on five main areas, of which three appear to offer some funding possibilities for those working in disasters:

- Water and sanitation (including management systems for flood control and prevention of drought, and making water available for sustainable food production);
- Geoscience (including identifying and mitigating geochemical toxic hazards, and improving geotechnical hazard avoidance strategies in national planning);
- Urbanization (including the provision of housing and infrastructure).

Energy efficiency and transport are the other main themes. The detailed TDR theme objectives are reviewed annually and may be altered. For this reason, and because there are additional definitions and limitations within these areas, potential applicants should discuss their ideas with the ODA in advance.

Information on the TDR strategy and funding can be obtained by contacting the Engineering Division, Room V362 at the ODA (Tel: 0171 0917 0484; Fax 0171 917 0072).

ODA evaluation department

The Evaluation Department has, from time to time, commissioned studies of the ODA's response to particular emergencies. The enquiry point for the department can be reached on 0171 917 0545.

¹⁶ A. Clayton and I. Davis, *Building for Safety Compendium*; A. Coburn *et al.*, *Building Principles for Safety*; E. Dudley and A. Haaland, *Communicating Building for Safety*; Y. Aysan *et al.*, *Developing Building For Safety Programmes*.

Joint funding scheme

The ODA's Joint Funding Scheme (JFS) for UK-registered charities supports development projects. Relief is specifically excluded; so is research; but some development schemes that have received JFS support may be considered a form of disaster mitigation, including food security projects in Africa and a community shelter project in Latin America that included reconstruction after earthquakes. However, any proposals for disaster mitigation work would have to be placed firmly within a development programme.

Detailed, helpful guidelines are available from:

NGO Unit
Room AH 254, Overseas Development Administration, Abercrombie House, Eaglesham Rd,
East Kilbride, Glasgow, G75 8EA, UK.
Tel: 01355 844 000

Other official sources

British Council

The British Council either through its own funds or those it administers on behalf of the British Government and international development agencies, supports the exchange of persons, expertise and experience between Britain and overseas countries. Funds are used to support:

- Training in the UK;
- Attendance at conferences and seminars in the UK;
- Academic and professional links,
- Overseas visits by British specialists;
- South/south exchange when this is developmentally appropriate.

Information regarding The British Council's work can be obtained from:

10 Spring Gardens, London, SW1A 2BN, UK.
Tel: 0171 930 8466 ; Fax 0171 839 6347

Economic and social research council (ESRC)

The ESRC funds research in the following ways:

- It awards research grants of up to £750 000 for individual projects in response to proposals;
- It supports research centres selected by an annual competition;
- It commissions research within priority areas. Global environmental change is a current interest. Calls for applications are advertised in the national press from time to time;
- It supports the development of research infrastructure for the social sciences, again, advertising in the national press

Research grants are available to UK universities, polytechnics and colleges of higher education. They can also be given to 'independent research institutes': these can be charities, trusts or companies; and research need not be their main activity. Independent research institutes must get on the ESRC's approved list before applying for a grant, and there is a formal procedure for doing this.

The ESRC has given funds to organisations involved in research and advisory activities relating to disasters. For example, it is funding a major international study of the causes and consequences of involuntary mass

departures of migrant communities (a project carried out within the Refugee Studies Programme at Oxford).

One of the themes of the Global Environmental Change Programme (Phase IV), now under way, is 'financial institutions, financial markets and the environment' and suggested areas of work under this heading included: 'the role of the insurance and reinsurance industries, and the assumptions which inform actuarial decisions governing the response to "natural" disasters, such as floods and hurricanes'. The deadline for applications for this phase was November 1994.

Information, including the Guide to Research Funding and details of ESRC's current priority research programmes, is available from:

Economic and Social Research Council
Polaris House, North Star Avenue, Swindon, SN2 1UJ, UK.
Tel: 01793 413000

Natural environment research council (NERC)

Like the ESRC, this funds research carried out by universities, technical colleges and other institutions formally recognised by NERC. Only specialist scientific investigations are considered. Its grants cover several main themes which include geology, geophysics, oceanography and hydrology. Funds are usually available for up to three years, and applications must be received by set dates in the year.

The NERC also offers several technical facilities to researchers. Details of these and all the rules and regulations are available in a comprehensive booklet, *NERC Research Grants*, that can be obtained by writing to

The Natural Environment Research Council
Polaris House, North Star Ave, Swindon, SN2 1EU, UK.
Tel: 01793 411500

Questions concerning applications can also be made by phone (01793 11546 for life sciences; 01793 411657 for physical sciences).

Charitable trusts and foundations

General

There are more than 3100 charitable trusts and foundations registered in the UK, giving a total of over £1 billion a year. They range from tiny family trusts handing out a few hundred pounds at most to large professional organisations whose annual grants total millions. This diversity of size is complemented by an extraordinary variety of funding interests, restrictions and procedures.

It can be difficult to discover if a trust is seriously interested in any given area of work, let alone disasters. The information contained in the standard directories (see section (c) below) is only a starting point and can be misleading.

Charity law is now compelling trusts to be more open about their grant-making activities but there is still a common reluctance to divulge information: trusts are already overwhelmed with far more requests for support than they can hope to meet, and most letters of application do not receive an answer.

The larger trusts tend to be easier to approach but prefer to set and follow their own priorities, seeking out agencies and work to support instead of responding to applications. It is common for trusts and foundations to remain loyal to a select group of organisations year after year.

In many cases trust deeds restrict their grant making to specific types of activity or location, but a large number operate under broad guidelines: terms such as 'general charitable purposes'. For the grant

seeker there is no alternative to researching each individual trust: one can often identify its interests from its previous grants.

The biggest constraint is that few trusts will fund organisations that are not registered charities. There is also a widespread reluctance to give money to individuals.

In every case it is vital to build up a good working relationship with the trust or foundation in question. This can take years of effort. In raising money from trusts a long-term plan is essential. Single, one-off, approaches do sometimes strike lucky but as a rule organisations with full-time fundraisers, who can work consistently at building relationships with donors, are best equipped to manage such strategies.

Trusts supporting work on disasters

Charitable trusts formed the bulk of the funding organisations sent questionnaires by the audit team. They were selected because their directory entries indicated an interest in disasters. Hardly any of these were prepared to divulge details of their work and it is likely that they are interested in relief rather than preparedness and mitigation.

Of those that did reply, the most important was the Baring Foundation, which gave nearly £631,000 to disaster-related projects in 1993/4 out of a total of well over £8 million awarded in grants. This included part of a three-year grant to Oxfam's Emergencies Unit and funding for overseas exploratory visits by Merlin. Unfortunately, the collapse of Barings plc, on which the Foundation depended for a large proportion of its income, makes it unlikely that there will be much new work funded for some years to come.

Sources of information on trusts and foundations

The standard source book is.

- *Directory of Grant-Making Trusts*. Edited by Anne Villemur. Charities Aid Foundation. 1995. £53.00. The latest edition appeared after the survey questionnaires had been returned.

Two other directories contain more detailed information about the priorities and activities of the largest trusts.

- *A Guide to the Major Trusts, Volume 1: the top 300 trusts*. Edited by Luke FitzHerbert, Susan Forrester and Julio Grau. The Directory of Social Change. 1995. ISBN 1-873860-49-8. £15.95;
- *A Guide to the Major Trusts, Volume 2: 700 further trusts*. Edited by Dave Casson, Paul Brown and John Smyth. The Directory of Social Change. 1995. ISBN 1-873860-4. £15.95.

A short list of trusts and agencies supporting *development* work in general is given in:

- *The Third World Directory: a guide to development organisations, volunteering opportunities and sources of funding*. Edited by Lucy Stubbs. The Directory of Social Change. 1993. ISBN 1-873860-03-X. £9.95

Charity projects

Charity Projects (see the entry in the directory) is one of the UK's largest grant-making organisations, raising money through the biennial Comic Relief event of Red Nose Day. Red Nose Day 4 brought in £18.4 million in 1993, and early results suggest that the 1995 campaign may bring in a similar total.

As well as raising massive amounts of money, Comic Relief also has mass appeal. Many millions of people take part in fundraising events and watch the BBC television spectacular on Red Nose Day. Comic Relief takes full advantage of its high profile to inform and educate the public about disasters and development.

Comic Relief arose out of the African famine of 1984-5 and two thirds of the money raised is spent on projects in Africa (the rest goes to projects with disadvantaged people in the UK). Charity Projects' Africa Grants Committee consists of specialists in disasters and development from many different disciplines. Only charities registered in the UK are eligible to receive funding.

In the July 1993 - June 1994 financial year Charity Projects allocated more than £7,758,000 to development and emergency work throughout Africa, £1.4 million was on disaster-related projects. Grants range in size from around £2,000 to around £180,000.

Emergency projects assisted included aid to displaced people (Rwanda), public health (Angola), purchase of grain (Ghana) and water supplies for Sudanese refugees (Uganda).

According to the most recent guidelines, issued in 1993, in its support for emergencies and relief work Charity Projects particularly welcomes projects that:

- Identify means to establish local long-term security in food, health and other civilian needs;
- Cover disaster and emergency preparedness work, research related to emergency preparedness work, and the stockpiling of emergency items;
- Seek to work in chronic situations affecting slum dwellers, long-term refugee and displaced communities or pastoralists.

Among the many kinds of disaster-related development supported by Charity Projects in 1993/4 were projects on community education about landmines, tracing families, dryland agriculture, forestry and livestock, water and sanitation, and health and nutrition.

All applications, whether for emergencies or development, are expected to help build African organisations, respond to local needs, target disadvantaged groups, have a long-term view, measure their impact and learn from their experiences.

Funding policies for Africa are currently under review. Charity Projects is holding discussions on this with a number of NGOs. Greater involvement in disaster prevention is one of the options under discussion - but it is one of many. Funding guidelines will be available after June 1995 (contact the Grants Department on 0171 436 1122).

Other funders

NGOs

Some operational NGOs are also grant makers, the most significant such as Oxfam and Christian Aid being multi-million pound organisations which run their own emergency projects, support local NGOs, and may need consultants for technical assistance, studies and evaluations. Other NGOs, on a smaller scale, have similar aims and act in similar ways.

The diversity of NGOs' aims, activities and operating structures makes this a particularly difficult and complex subject for investigation. The survey and discussions gathered anecdotal and impressionistic evidence which really forms only a starting point for more extensive enquiry.

Within NGOs, as with government and other agencies, disasters and development are usually separated institutionally; at least, at head office level, though in the field a more pragmatic, flexible attitude is likely. Grants to grassroots NGOs working in drought- or flood-prone areas may often in effect be for disaster mitigation and preparedness but will be made through development programmes. This makes it quite impossible to assess how much money might be available for protecting communities against disasters.

There may be opportunities for UK specialists to work with large NGOs, assisting the NGOs' own emergency or development programmes; but it is unlikely that funds will be available for projects outside these unless there is an obvious and direct benefit to the funding NGO. Paid consultancies seem to offer the best prospects

Some of the larger NGOs may give core funds to disaster institutions in the UK. Oxfam and CAFOD, for instance, have supported the Refugee Studies Programme in Oxford

Companies

Corporate giving in the UK is on the increase although the levels of funding and strategic planning have a long way to go to catch up with practice in the United States

Funding from companies in the UK is likely to be on an ad hoc basis in response to requests. Some have well developed community programmes but tend to focus on work locally, or at least, within Britain. Support for work overseas is limited

All, especially the major corporations, are besieged by supplicants, and very few applications will succeed. Unless there is a good reason for believing that a particular company is likely to favour disaster mitigation work, applications are likely to prove a waste of time. Personal contacts at high level can be invaluable here.

There have been occasional successes. For example, Shell UK, which has a well developed community giving programme, funded research on famine in the mid-1980s.

Sources of information

- *A Guide to Company Giving* Edited by Michael Eastwood. The Directory of Social Change. 1993. ISBN 0-907164-96-X. £14.95;
- *The Major Companies Guide*. Edited by David Casson. The Directory of Social Change. 1994. ISBN 1-873860-22-6 £14.95

The European Union

Although the survey confined itself to UK capacity and resources, it seems appropriate to cover funds managed by the European Commission since these not only use funds provided by the British Government's aid programme but also include one of the few budgets anywhere specifically for preparedness and mitigation.

The European Union gives massive amounts of humanitarian aid¹⁷ - nearly ECU605 million (£465 million @ £1 = ECU 1.3) in 1993, and over ECU 760 million in 1994. Its funding in this area has risen seven-fold in the last four years. Funds are contributed by member states.

The Brussels system is vast, rather bureaucratic and, to the uninitiated, quite bewildering. Even those in the know have to work hard to keep up to date with events. Experience has shown that success at raising money from the Commission depends on making and maintaining good personal contacts with key desk officers; in other words, regular trips to Brussels are essential. It is also worth cultivating good relations with the Commission's delegations in other countries where you plan to run major projects, since they are often required to approve proposals for work.

¹⁷ Its definition of humanitarian aid comprises food aid, emergency aid and aid to refugees

The following paragraphs outline some of the most appropriate sources of funding for disaster preparedness. Where they are known, the names and addresses of useful contacts have been included in the relevant sections. Sections (e) to (g) give additional information on contacts and references.

Over 40 per cent of the European Commission's humanitarian aid is implemented through NGOs. The Commission issues an annual digest describing funds available to NGOs for development and emergency projects as well as giving the names and telephone numbers of the officials responsible.¹⁸ This usually appears in the spring and is well worth having. To obtain a copy try contacting

Mr Orlando Paleo Labaen
DG VIII/B/2, G01-1/33, Rue de la Loi 200, B-1049 Brussels, Belgium
Tel/Fax: 00 32 2 299 2847

Alternatively, you may be able to obtain one from the Office of the UK Permanent Representative or the NGDO-EC Liaison Committee (see section (e) below).

ECHO

The European Community Humanitarian Office (ECHO) was established in 1992 to bring the Commission's varied humanitarian activities under one roof. Its brief covers emergency aid, prevention and preparedness.

For information about ECHO's work generally, contact:

Information Section
Tel: 00 32 2 295 4400; Fax: 00 32 2 95 4572

ECHO's street address is Rue de Genève 3, B-1140 Brussels. For correspondence it is more normal to use the central Commission address at Rue de la Loi 200, B-1049 Brussels.

Emergencies

Most of ECHO's emergency relief allocations are through partner organisations, especially NGOs and United Nations agencies. Agencies receiving such funds sign broad Framework Partnership Agreements in advance that are intended to make the decision-making process swifter and the bureaucracy simpler when disasters occur.¹⁹ Some 150 NGOs and international organisations have now signed. In 1995 six emergency aid budget lines run by ECHO were open to NGOs (details can be found in the Commission's annual digest mentioned above or by contacting ECHO).

Prevention and preparedness

ECHO's prevention and preparedness programme is relatively new and still evolving, and receives only a tiny part of the Commission's total disaster budget: less than 1 per cent of the whole. In 1995, ECU5 million was provisionally set aside for this work (under budget line B7-219N) to cover both ECHO's own activities and its support to other agencies, who may be international organisations, governments or NGOs.

ECHO's programme comprises a range of activities which are arranged under three headings.

- Human resource development (which includes training work for managers, field workers and technicians, some of this to be carried out by regional centres acting as implementing partners),
- Strengthening managerial and institutional capacities (including support to national IDNDR committees in the European Union to promote technology transfer and training programmes in other countries; funding for the United Nations Department of Humanitarian Affairs and the IDNDR Secretariat, and development of national-level preparedness plans, early warning systems and risk mapping);

¹⁸ *Digest of Community Resources available for financing NGO Development Activities* - despite the title, emergency work is included.

¹⁹ ECHO is now encouraging recipients of grants for prevention and preparedness to sign these agreements.

- Community-based, low-cost technology projects for disaster preparedness.

The last area appears to be the main route for UK organisations seeking funds for disaster mitigation, and is also interpreted quite flexibly. There is no firm programme here: funding is in response to applications.

Individual grants range between ECU 100 000 and 200 000 and at present are for one year only, albeit with the possibility of renewal. Beneficiaries of the first awards included NGOs, the Pan-American Health Organisation and Organisation of American States. ECHO likes to co-fund projects with other donors though this is not a formal requirement of applications.

The first tranche of preparedness projects was approved late in 1994. 15 projects were funded in this round out of 71 applications submitted. The total value of those supported was nearly ECU 2 225 000. They included research on community-based, low-cost mitigation measures in the Philippines and India, school education for earthquake preparedness in El Salvador and Nicaragua, and creation of emergency credit and flood insurance funds for landless people in Bangladesh. A second round of proposals was due for approval in April 1995.

ECHO expects its support to be made visible by recipients of grants wherever possible and will emphasise this in funding agreements.

Preparedness and mitigation is all managed within one section, ECHO 3, which has recently issued an information booklet and guidelines for applicants. For further information on this programme, contact:

ECHO 3
Tel: 00 32 2 295 4615/ 296 9486, Fax: 00 32 2 295 4551

Other directorates general

Despite the reorganisation in 1992, some of the Commission's disaster work remains outside ECHO's control. Four other Directorates General (DGs)²⁰ are involved in disasters, two focusing on the South.

DG I and DG VIII

DG I, which deals with the Union's external relations as well as development, sometimes addresses disaster problems through its country programmes in Asia and Latin America. It is involved in flood protection work in Bangladesh, for example. It also administers the PHARE scheme for assisting central and eastern European states: part of the PHARE allocation can be spent on humanitarian aid if necessary.

DG VIII is also responsible for development. It runs country programmes in Africa, the Caribbean and the Pacific, and manages long-term food aid operations. Both DG I and DG VIII have substantial refugee programmes. DG VIII handles some emergency aid budget lines that are open to NGOs. It is known to have given financial support to government officials from southern Africa to attend a summer school in the UK.

DG XI and DG XII

DG XI, which deals with the environment, nuclear safety and civil protection, is said to be involved in disasters in Europe, its remit also includes global climate change. DG XII, covering science, research and development, has focused on high-tech research in earth sciences, particularly to prepare against disasters in Europe (see section (c) below).

All DGs need consultants to manage or implement their own operational and research projects. Many invitations are issued to tender for projects as sub-contractors. This work can be very lucrative but requires a solid investment of time and effort in finding out about potential contracts, making oneself known to the relevant officials and getting on mailing lists.

²⁰ There are 23 DGs in Brussels. Each has a different area of responsibility, for instance, transport or energy, and functions like a government ministry. ECHO is unusual in not being part of a DG.

These connections must be maintained, too, for Commission staff often move on to other departments, and many opportunities are not advertised. Notice of major projects is given in the Commission's *Official Journal* which comes out daily, but officials do not need to go to tender for projects of less than ECU 300 000

To overcome these problems some organisations have set up offices in Brussels, while others hire consultants, often former Commission officials, to go round the corridors on their behalf. The Office of the UK Permanent Representative (see section (e) below) should be able to advise on the best approach here

Scientific and technological research and development

A few areas of disaster mitigation and preparedness are included in the wide range of activities eligible for support under the European Commission's Framework Programme for Research and Technological Development, managed by DG XII. Framework Programme IV, which runs from 1994 to 1998, is a massive and complex scheme looking to fund innovative work. Natural and man-made hazards feature in the 'Environmental Technologies' theme within the Framework's 'Environment and Climate' component, which itself is only small part of the overall programme

Projects may last from one to three years. They must be implemented by two partner agencies from two different Member States of the European Union (one may be from one of its Associated States). Participants may be from any kind of organisation, including companies, universities, research institutions or NGOs. Work should benefit European countries.

The Environment and Climate component covers many aspects of the environment, natural resources and climate change. These include research into technologies that forecast, prevent and reduce hydrological, hydrogeological, seismic and volcanic risks, and forest fires. Funds are also available for work on man-made hazards such as pollution and industrial accidents.

There is no official limit on the size of grant available for each project but the total budget for all kinds of environmental technology over the five years is only 120 million ECU and competition for funds is stiff. The Commission usually pays up to 50 per cent of the costs. The application form requires plenty of work and attention to detail. Deadlines are few and far between, and inflexible.

Anybody considering an application should consult the detailed, comprehensive information package on the environment and climate component, which is available from DG XII. The pack also contains application forms and the names and numbers of key contacts in DG XII and Member States who can give additional advice. To obtain it, write to:

European Commission
DG XII/D (RTD Actions Environment), Rue Montoyer 75, B-1040 Brussels, Belgium.

EuronAid

The European Association of Non-Government Organisations for Food Aid and Emergency Relief (EuronAid) aims to provide logistics and financing services to NGOs using Commission food aid in their relief and development programmes. It currently has a membership of 25 European NGOs (UK members are CAFOD, CARE, Christian Aid, Oxfam, Save the Children Fund and Tear Fund). EuronAid is supporting the ODI's Relief and Rehabilitation Network with funds provided by DG VIII

EuronAid is at

Square Ambiorix 10, B-1040 Brussels, Belgium.
Tel. 00 32 2 732 4696; Fax. 00 32 2 732 4525

Information and contacts in Brussels

Office of the UK permanent representative

For first-timers in Brussels seeking advice and assistance, a visit to the Office of the UK Permanent Representative is recommended. Its job is to represent British interests and help British organisations to secure funding.

Although staff can rarely give you all the information you need (that requires visits to the relevant DGs) they can usually set you off on the right track. One of the most useful services the Office performs is preparing up-to-date lists of desk officers in some of the DGs - invaluable in identifying officials with responsibilities for particular countries or regions

The office's address is:

Rond-Point Schumann 6, 6th Floor, B-1040 Brussels, Belgium.
Tel: 00 32 2 287 8211
Fax: 00 32 2 287 8398

NGDO-EC liaison committee

The co-ordinating body for national networks with over 800 members, this represents the collective interests of European development NGOs²¹ with the Commission in Brussels.

It also provides information on developments in Brussels, including summaries of budget lines and a newsletter. The Liaison Committee has just produced the *NGO handbook*, a new publication to be updated annually, which contains information on budget lines, details of the commission, parliament and other relevant institutions including NGO networks. Free to members of the national platforms; otherwise it costs ECU 15/BF600 (to non-profit organisations) or ECU 30 (other organisations).

Details of this and the Liaison Committee's work generally are available from the head office in Brussels²² but for full benefits it is necessary to join one of the national networks, which are open only to non-profit organisations.²³

VOICE

Voluntary Organisations in Co-operation in Emergencies (VOICE) was set up in 1992 as part of the Liaison Committee structure to co-ordinate discussions between NGOs working in emergencies and the Commission, as well as among the NGOs themselves. It provides information to its 65 member NGOs, including a regularly updated directory of humanitarian agencies. Membership costs ECU 1200 a year. For details contact VOICE c/o the Liaison Committee Secretariat (Tel: 00 32 2 732 7137; Fax 00 32 2 732 1934)

Information and contacts in London

European Commission

The Commission maintains an information office at Jean Monet House, 8 Storey's Gate, London SW1P 3AT (0171 973 1992). For any detailed information it makes much more sense to approach staff in Brussels directly.
ODA

²¹ In European Union vocabulary the term non-government development organization (NGDO) is used to mean NGO.

²² NGO-EC Liaison Committee, 10 Square Ambiorix, B-1040 Brussels; Tel. 00 32 2 736 4087, Fax 00 32 2 732 1934/32 2 735 0951

²³ The chair of the UK platform, to whom enquiries should be addressed, is Mike Aaronson at Save the Children (see the section on networks, above)

The ODA's European Community and Food Aid Department may be able to help. The telephone number is 0171 917 0157

Other books and newsletters

Written information on the EU and the Commission goes out of date very quickly. The European Bookshop in Brussels has the latest editions of all the available guides and directories, and mails lists of new publications

The bookshop is at

Rue de la Loi 244, B-1040 Brussels, Belgium.

Office for orders and correspondence:

Avenue Albert Jonnar 50, B-1200 Brussels, Belgium.
Tel: 00 32 2 734 028; Fax: 00 32 2 735 0860

Catalogues and other information on official documents can be obtained from:

Office for Official Publications of the European Communities
Rue Mercier 2, L-2985 Luxembourg.
Tel: 00 352 49928; Fax: 00 352 488573/486817

Commission publications can be bought or subscribed to in the UK through:

Agency Section
HMSO Publications Centre, 51 Nine Elms Lane, London, SW8 5DR, UK.
Tel: 0171 873 9090; Fax: 0171 873 8463

Two helpful books on Brussels and its workings are

- *The European Community: a guide to the maze*, by Stanley A Budd and Alun Jones (published by Kogan Page) is an excellent, comprehensible introduction to the whole system and the workings of the Commission, and is updated regularly;
- *The European Commission Information Handbook*, which is published by the EC Committee of the American Chamber of Commerce in Belgium²⁴, contains lists of departments and their roles, with names and telephone numbers of the main officials

The *Euro-CIDSE News Bulletin* provides frequent (sometimes monthly) news on new developments in Brussels and is very informative.²⁵ It has information on the annual negotiations between the commission and the European parliament over the aid budget and allocations to individual budget lines, but information about application procedures must be obtained from the relevant Dgs.

Conclusions

Funds Available

At first glance, UK funding prospects for disaster preparedness and mitigation are not rosy. As this survey shows, few donors are interested in the field. The financial resources available specifically for such work are limited, especially when set against the demand from practitioners seeking grants or contracts. Most major funding sources are outside Britain: United Nations and bilateral agencies, national governments, and some overseas NGOs and foundations. These have a particular interest in

²⁴ Avenue des Arts 50, BTE 5, B-1040 Brussels; Tel: 00 32 2 513 6892/513 6770; Fax: 00 32 2 513 7928

²⁵ Contact Eileen Sudworth, EURO-CIDSE Secretariat, Rue Stevin 16, B-1040 Brussels.

subcontracting work, hiring consultants or commissioning research studies, although few of the major government and international agencies make any formal financial provision to support work on disaster mitigation and preparedness

On the other hand, the disaster field is so broad in its range and so varied in the types of its activity that individuals and organisations seeking funds can approach a wide variety of donor agencies. Rather than seeking 'disaster funds' per se, they can go to funders interested in, for example, scientific and technical research, or in giving bursaries for individuals to attend training courses. Activities in disaster mitigation are sometimes included within long-term development projects or programmes, and have been supported by agencies and funding schemes geared to development.

Effect on disaster organisations

The directory produced with the survey shows the large number of British agencies and individuals working in disasters. All need finance and many are competing for grants or contracts from the same funders, adding to the pressure on scarce resources.

Even when grants are awarded, this only relieves the pressure for a short while. Most of the money available is for single, one-off projects. Few organisations working in disasters ever feel financially secure for a long period of time, especially small commercial and consultancy outfits. They have to continue the chase for new funding and new projects, and are denied sufficient opportunity to reflect on past work and develop longer-term strategies.

The insecurity and competitive fundraising climate make disaster specialists highly possessive of their 'own' funders and suspicious of others trying to secure money from the same sources. Joint activities between applicant organisations to minimise the effort of fundraising and maximise the application of donor support tend therefore to be exceptional, one-off achievements, rarely involving more than two agencies.

Opportunities and recommendations

Unless the funds available increase, the future for the UK disaster community looks likely to remain similar to today. If anything it may worsen: in disasters as in development, new organisations are always entering the scene.

What can be done, then, to mitigate these tendencies and improve prospects? In disaster terminology, what coping strategies should we adopt? Progress could be made in two areas: more collaboration and partnerships; and work to expand existing funding schemes and establish new ones. Advances on both fronts are necessary. Neither will happen without genuine commitment within the disaster community itself.

Partnerships and collaboration

This line of approach offers the best short-term potential for increasing access to funds as well as reducing the cost of raising them.

Individuals and organisations of all kinds have to be prepared to plan and implement work together much more extensively, and often, than they do now. Collaboration should involve not just two but even several enterprises.

In terms of fundraising there are many advantages to be gained from partnerships.

They reduce the sheer effort of competing for funds. The labour of writing proposals can be shared or delegated. If this allows those taking part to spend a bit more time on preparing and refining their proposals, it will not only enhance the chances of success but should also improve the quality of the projects themselves.

Each partner in a team will have its own close contacts within particular funder agencies. This offers the team a larger number of funding opportunities, allowing multiple applications and perhaps covering wider areas of work, with a correspondingly greater likelihood of getting funding. Individual partners can take responsibility for liaising with their 'own' funders on behalf of the team; they need not be afraid of somehow forfeiting their special links.

Voluntary sector agencies and registered charities have a comparative advantage since a number of funding schemes are open only to this type of organisation. But they often need inputs from consultants, academic researchers or other specialists, who may have their own comparative advantage through better links with multilateral agencies or research funders. The advantages of working together are obvious

Many donors prefer to co-finance projects with other agencies, either because they want to spread their own grants as widely as possible or because they like to be associated with other funders. The team method of project planning and fundraising is more likely to bring about co-financing opportunities than individual efforts.

Linking different kinds of work widens the range of potential funders. Take the example of a research institution setting up a project with a field agency. By including an operational component in the work, the research institution now has access to agencies that would never fund pure research but may consider it as part of fieldwork

There is now fairly widespread acceptance of the need to incorporate disaster preparedness, prevention and mitigation in development planning. Collaborative projects between organisations working in development and specialising in disasters could not only ensure this happened but also allow access to some of the major funding schemes for development. The current institutional separation and weak contacts between the two fields have been a real brake on progress here.

Given that the disaster community in the UK is not noted for its culture of co-operation, a number of historical and psychological hurdles will have to be overcome to bring about greater collaboration. Clearly, this will take time.

We must also accept that agencies have their own different funding needs and pressures. A large charity with an extensive public fundraising programme can afford time to plan and develop its own long-term work - and then look for project funding. That is a luxury that organisations of another kind or size cannot afford: they may be compelled to rush for funds when they become available, tailoring their project proposals to the funder's interests and requirements.

Nevertheless, the attempt to work together must be made. Only a few enthusiasts are needed to set the process in motion.

Expansion and creation of funding schemes

This second line of approach is more complicated and long-term. It requires concerted effort to convince donors of the need for disaster preparedness and mitigation.

Better publicity is a prime need. Disaster agencies are often highly effective lobbyists for themselves and their cause on a one-to-one basis with key individuals in donor organisations. For the long term a broader strategy is needed to inform and influence donors. This will require producing the whole apparatus of reports, evaluations, leaflets, books, articles, seminars, exhibitions, videos and other means of communication that explain the issues and publicise success stories.

Few organisations can afford to carry out this kind of work on their own. The IDNDR and its associated structures are beginning to help raise awareness of mitigation. It is bound to be a slow process but perhaps more could be done, and perhaps there could be a greater focus on influencing donors of all kinds.

Meanwhile, the entire UK disaster community can put pressure on donors currently backing disaster mitigation by overloading them with applications! This may not force them to increase their mitigation and preparedness budgets but it is a clear indication to policy makers that the supply of funds is not meeting the demand.

Information Sources

Libraries and information centres

The questionnaire asked respondents to indicate which libraries/information centres, inquiry services and photo, video and film library services they provided *that were accessible for outside use*. The response from the questionnaires state that 29 per cent of organisations (including individuals) indicated yes to having developed a library/information centre. Not all of them are available for public use. 15 per cent of the respondents had a photographic library/video/ slide collection and 23 per cent offered an inquiry service, although the audit did not identify what the nature of the inquiry services are.

Of the organisational categories 41 per cent of NGOs have libraries/information centres whilst 45 per cent of academic/research bodies have this resource. 26 per cent of consultancies have a library/ information centre whilst only 10 per cent of individuals have a collection of literature. Probably the best information centres, to which access is usually given on request, currently include:

- The Food Studies Group (FSG) at the University of Oxford;
- The Institute of Development Studies (IDS) at the University of Sussex;
- The International Institute for Environment and Development (IIED);
- The Overseas Development Institute (ODI) at Regent's College, London;
- The Refugee Studies Programme (RSP) at the University of Oxford.

Information on forthcoming publications regarding disaster mitigation and preparedness is often publicised through the IDNDR Project Office 'new publications' leaflet. The leaflet for September 1995, new publications on disaster mitigation publicises two new publications: *Megacities: Reducing Vulnerability to Natural Disasters* (Thomas Telford Services Ltd, £30), and *Structures to Withstand Disaster* (Thomas Telford Services Ltd, 1995, £30). The IDNDR address is:

IDNDR Project Office

The Institution of Civil Engineers, 1-7 Great George Street, London, SW1P 3AA, UK.

Tel: 0171 839 9963/4; Fax: 0171 233 1806.

Bookshops

The number of specialised bookshops and publishers remains very limited, with disaster mitigation and preparedness remaining a section within the larger development context. Hence books on this subject can be found in generalist bookshops, often within geography and development departments. Most organisations that produce literature for sale have a publications list and it seems that this sector has developed as an offshoot to the organisation's main work as a profit venture and for the dissemination of information. Particular *specialist* bookshops include:

- Africa Book Centre Ltd, 38 Kings Street, London, WC2E 8JT, Tel: 0171 240 6649
- Oxfam Resources Centre, Oxfam, 217 Banbury Road, Oxford, OX2 7DZ, Tel: 01865 311311
- Intermediate Technology Bookshop, 103/5 Southampton Row, London, WC1B 4HH, Tel 0171 436 976, Fax: 0171 436 2013
- Thomas Telford Bookshop, ICE, 1-7 Greta George Street, London, SW1P 3AA

Outside the UK, European sources of official documents include:

- European Union Bookshop, Rue de la Loi 244, B-1040 Brussels, Belgium.

Office for orders and correspondence: Avenue Albert Jonnar 50, B-1200 Brussels, Belgium.
Tel: 00 32 2 734 028; Fax: 00 32 2 735 0860

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