



Humanitarian Aid Decision

23 02 01

Title: Strengthening disaster management capacity in the Caribbean Region

Location of operation: CARIBBEAN

Amount of decision: EUR 500,000

Decision reference number: ECHO/-CR/BUD/2005/01000

Explanatory Memorandum

1 - Rationale, needs and target population:

1.1. - Rationale:

The Caribbean region is highly prone to natural disasters. Tropical storms, often taking the form of a hurricane, are annual, cyclical and, in a way, predictable bringing with them landslides and flooding. On some islands, volcanic activity and risk of an earthquake is also a hazard. The physical risk combined with socioeconomic factors such as high population density, high annual demographic growth, high levels of poverty and socio-economic inequality renders populations very vulnerable to disasters.

The 2004 hurricane season has tragically demonstrated the Caribbean region's exposure and vulnerability to disaster. The hurricanes and tropical storms which devastated Grenada and parts of Cuba, Jamaica, Haiti, Dominican Republic and the Bahamas claimed more than 3,000 lives. In addition, some 2,000 people perished in floods in South-eastern Haiti, which occurred even before the official start of the hurricane season. In Guyana, the most severe floods recorded in more than 100 years devastated the coastal areas in January 2005, taking communities that were not prepared to face such a disaster off guard.

The Red Cross has always been at the forefront in responding to disasters as demonstrated by the impressive list of interventions in 2004:

- May 2004 - Floods in Dominican Republic and Haiti
- August 2004 - Hurricane Charley in Jamaica, Cayman Island and Cuba
- August 2004 - Hurricane Frances in Dominican Republic, Turks and Caicos and Bahamas
- September 2004 - Hurricane Ivan in Grenada, Dominican Republic, Haiti, Jamaica, Cayman Islands, Cuba and Mexico
- September 2004 - Hurricane Jeanne in Haiti, Dominican Republic and Bahamas

As in other parts of the world the National Red Cross Societies in the disaster affected countries are supported by the Federation of the Red Cross and Red Crescent Societies (IFRC). To respond more effectively to natural disasters occurring in the Caribbean and in Latin America, IFRC have established the so-called Pan American Disaster Response Unit (PADRU) which acts as IFRC's disaster response coordination arm in the regions covered by its mandate. Should National Societies so wish PADRU can lead, coordinate and manage any disaster response of the Federation in support of an affected National Red Cross Society.

Furthermore PADRU contributes to the implementation of regional disaster preparedness programmes in the region. PADRU's role is the provision of technical support to response preparedness in the form of disaster management tools and systems that may be called upon in an emergency.

These tools and systems which have been developed by ICRC, based on the experience IFRC gained over the years in responding to natural disasters, have demonstrated their added value in many events. Examples of such instruments are:

- Disaster Preparedness tools such as Vulnerability and Capacity Assessments (VCA) and guidelines for the Well Prepared National Society (WPNS).
- Rapid response in natural disasters through well-prepared NS coordinated by the Federation's secretariat.
- Mobilization and coordination of trained national, regional and international NS teams and tools in the form of Field Assessment & Coordination Teams (FACT) National Society Intervention Teams, Regional Disaster Response Teams (RDRT), and specialised technical Emergency Response Units (ERU), Logistics etc.
- Disaster information to support assessments, strategic operational decision-making, and coherent coordination and planning. The IFRC Disaster Information Management System (DMIS) is such a tool.

The purpose of this funding decision is to support PADRU in fulfilling its role in the Caribbean region in particular with regard to its mandate to support the National Societies in reducing risk, prepare for, respond to and recover from disasters. As such, the funding decision supports PADRU's appeal for 2005 (Appeal No. 05AA040) as far as the Caribbean is concerned.

1.2. - Identified needs:

The need to have an effective disaster response capacity in place in a region as exposed to disasters as the Caribbean is obvious and undisputed. With their universal mandate and presence the Red Cross is well placed to provide disaster response. This is particularly true in the many Caribbean states where governments do not have sufficient capacity to manage response in the event of a disaster.

The ongoing development, training and integration of disaster management tools and systems (see above) used by IFRC in support of the National Societies in the Caribbean are complex and time-consuming processes. They require constant updating, refining and refreshing, and the staff which deploy and implement them need constant training to ensure appropriate use before, during and after disasters as each new disaster brings new challenges and lessons that need to be absorbed into the system.

Key areas that are being addressed by PADRU and which require ongoing development are as follows:

- Preparedness, i.e. the level of preparedness to manage the disaster.
- Response, i.e. adequacy and timeliness of the response.
- Capacity building, i.e. to ensure that the activities and response operations improve local response capacity.
- Co-ordination, i.e. internal coordination and efficiency of the services used between National Societies and the Secretariat of the Federation; and coordination with non-Red Cross systems.

1.3. - Target population and regions concerned:

The decision will target the entire Caribbean region. Eventually, the support IFRC will be giving – through PADRU – to the National Societies in the region will work towards protecting the lives of the most vulnerable populations of their countries.

| Country/OCT | Population | Country/OCT | Population |
|------------------------|-------------------|----------------------------------|-------------------|
| Anguilla | 8,000 | Grenada | 80,000 |
| Antigua and Barbuda | 86,000 | Guyana | 859,876 |
| Aruba | 66,000 | Haiti | 7,180,000 |
| Bahamas | 276,000 | Jamaica | 2,530,000 |
| Barbados | 255,000 | Montserrat | 14,000 |
| Belize | 215,000 | Saint-Kitts and Nevis | 40,000 |
| British Virgin Islands | 17,000 | Sainte-Lucia | 150,000 |
| Cayman Islands | 30,000 | Saint-Vincent and the Grenadines | 125,000 |
| Cuba | 11,041,000 | Suriname | 431,303 |
| Dominica | 85,000 | Trinidad and Tobago | 1,240,000 |
| Dominican Republic | 7,910,000 | Turks and Caicos Islands | 15,000 |
| Dutch Antilles | 200,000 | | |
| | | Total Caribbean | 32,854,179 |

1.4. - Risk assessment and possible constraints:

In case of natural disaster occurring in the region, the Pan American Disaster Response Unit (PADRU) will need to support emergency operations as it is the main Red Cross tool to manage disasters in the Caribbean. This will not necessarily mean that the project might be suspended, but delays could occur if a major natural disaster occurs in the region. In the case of Haiti, PADRU is not directly responsible for the implementation of emergency operations, diminishing the risks of implementing delays.

2- Objectives and components of the humanitarian intervention proposed¹:

¹ Grants for the implementation of humanitarian aid within the meaning of Council Regulation (EC) No.1257/96 of 20 June 1996 concerning humanitarian aid are awarded in accordance with the Financial Regulation, in particular Article 110 thereof, and its Implementing

2.1. – Objectives:

Principal objective:

Reduce the impact of disaster on the most vulnerable populations in the Caribbean through the establishment of efficient and coordinated regional response capacities

Specific objectives:

- Strengthening disaster management capacity in the Caribbean

2.2. - Components:

- Internal and external planning and coordination mechanisms between the Red Cross with CDERA, OCHA, Oxfam, OFDA, ECHO, WFP, UNICEF and PAHO.
- Contingency planning guide and its implementation in 5 National Societies.
- Pre-hurricane Conference meeting in 2006.
- Strengthening of IFRC tools to respond to disaster in the Caribbean (DREF, RIT/RDRT), FACT, and ERU.
- Technical support to National Societies in disaster response preparedness.
- Implement a working group to analyze lessons learnt from the 2004 hurricane season.
- Develop a disaster response standards and operations procedures handbook.
- Logistic training courses in five National Societies.
- Logistic mapping and procurement pre-agreements including costumes in the Caribbean countries.
- Regional Intervention Teams (RIT) training and specialized training in other tools

3 - Duration foreseen for actions within the framework of the proposed decision:

The duration for the implementation of this decision will be 12 months.

Humanitarian operations funded by this decision must be implemented within this period.

Expenditure under this Decision shall be eligible from 01 June 2005.

Start Date: 01 June 2005

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 decision.

Rules in particular Article 168 thereof (Council Regulation (EC, Euratom) No 1605/2002 of 25 June 2002, OJ L248 of 16/09/2002 and No 2342/2002 of 23 December 2002, OJ L 357 of 31/12/2002).

Rate of financing: In accordance with Article 169 of the Financial Regulation, grants for the implementation of this Decision may finance 100% of the costs of an action.

Humanitarian aid operations funded by the Commission are implemented by NGOs and the Red Cross organisations on the basis of Framework Partnership Agreements (FPA) (in conformity with Article 163 of the Implementing Rules of the Financial Regulation) and by United Nations agencies based on the Financial and Administrative Framework Agreement (FAFA). The standards and criteria established in Echo's standard Framework Partnership Agreement to which NGO's and International organisations have to adhere and the procedures and criteria needed to become a partner may be found at

http://europa.eu.int/comm/echo/partners/index_en.htm

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 procedures established in the general conditions of the specific agreement will be applied.

4 –Previous interventions/decisions of the Commission within the context of the crisis concerned herewith

Since early 2004 and in response to natural disasters in the Caribbean region, ECHO has funded emergency relief and recovery assistance to the tune of EUR 13.8 million. The funds were used to support multi-sectoral assistance in the Bahamas, Cuba, Dominican Republic, Grenada, Guyana, Haiti and Jamaica. A substantive part of these funds were channelled through IFRC. In addition, under the latest DIPECHO programme which ended in 2004 ECHO funded disaster preparedness projects in the Caribbean region for a total amount of EUR 2.5 million.

5 - Other donors and donor co-ordination mechanisms

IFRC's Appeal No 05AA040 has received (as of 16/06/2005) the following coverage:

- British Government /DFID: CHF 35,000
- British red Cross: CHF 30,709 (logistic workshop)
- Ericsson: CHF 19,472
- Spanish Red Cross: CHF 31,800 (in kind, one delegate)

Other donors might finance the IFRC's appeal as well as other actions in disaster preparedness to the Red Cross; this will be coordinated by the IFRC to ensure coherence and non duplication of funding.

6 –Amount of decision and distribution by specific objectives:

6.1. - Total amount of the decision: EUR 500,000

6.2. - Budget breakdown by specific objectives

| Principal objective: <i>Reduce the impact of disaster on the most vulnerable populations in the Caribbean through the establishment of efficient and coordinated regional response capacities</i> | | | | |
|--|---|--|-------------------|---------------------------------------|
| Specific objectives | Allocated amount by specific objective (EUR) | Possible geographical area of operation | Activities | Potential partners² |
| Specific objective 1: Strengthening disaster management capacity in the Caribbean | 500,000 | Caribbean Region | Technical support | - CROIX-ROUGE - FICR-IFCR-CH |
| TOTAL | 500,000 | | | |

²

FEDERATION INTERNATIONALE DES SOCIETES DE LA CROIX-ROUGE ET DU CROISSANT ROUGE

7 –Evaluation

Under article 18 of Council Regulation (EC) No.1257/96 of 20 June 1996 concerning humanitarian aid the Commission is required to "regularly assess humanitarian aid operations financed by the Community in order to establish whether they have achieved their objectives and to produce guidelines for improving the effectiveness of subsequent operations." These evaluations are structured and organised in overarching and cross cutting issues forming part of 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://europa.eu.int/comm/echo/evaluation/index_en.htm.

8 –Budget Impact article 23 02 01

| | CE (in Euro) |
|---|--------------------|
| Initial Available Appropriations for 2005 | 476.500.000 |
| Supplementary Budgets | |
| Reinforcement from Emergency aid reserve | 100.000.000 |
| Transfers Commission | - 3.500.000 |
| Total Available Credits | 573.000.000 |
| Total executed to date (as at 21/06/2005) | 437.856.370 |
| Available remaining | 135.143.630 |
| Total amount of the Decision | 500.000 |

COMMISSION DECISION

of

on the financing of humanitarian operations from the general budget of the European Union in the **Caribbean Region**

THE COMMISSION OF THE EUROPEAN COMMUNITIES,

Having regard to the Treaty establishing the European Community,
Having regard to Council Regulation (EC) No.1257/96 of 20 June 1996 concerning humanitarian aid³, and in particular Article 14 thereof,

Whereas:

- (1) The Caribbean is exposed to a wide range of natural disasters such as floods, hurricanes, earthquakes, volcanoes, some of them being recurrent.
- (2) The improvement of an efficient disaster management capacity in the disaster prone countries of the Caribbean is of great importance to reduce loss of life and destruction of livelihoods.
- (3) The Federation of the Red Cross and Red Crescent Societies have proven to be a crucial and competent partner in disaster response in the Caribbean region. Their efforts to improve disaster response management in the region so as to allow Red Cross actors to be better prepared in the event of disaster should be supported financially.
- (4) An assessment of needs leads to the conclusion that humanitarian aid operations should be financed by the Community for a period of 12 months.
- (5) It is estimated that an amount of EUR 500,000 from budget line 23 02 01 of the 2005 general budget of the European Union is necessary to finance the strengthening of regional disaster management in the Caribbean, taking into account the available budget, other donors' interventions and other factors.

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 500,000 for the strengthening of regional disaster management in the Caribbean by using line 23 02 01 of the 2005 general budget of the European Union.
2. In accordance with Article 2 of Regulation (EC) No.1257/96, the humanitarian operations shall be implemented in the pursuance of the following specific objective:
 - **Strengthening disaster management capacity in the Caribbean**

³ OJ L 163, 2.7.1996, p. 1-6

Article 2

1. The duration for the implementation of this decision shall be for a maximum period of 12 months, starting on 01 June 2005.
2. Expenditure under this Decision shall be eligible from 01 June 2005.
3. If the operations envisaged in this Decision are suspended owing to *force majeure* or comparable circumstances, the period of suspension shall not be taken into account for the calculation of the duration of the implementation of this Decision

Article 3

This Decision shall take effect on the date of its adoption.

Done at Brussels,

For the Commission

Member of the Commission