



Emergency Humanitarian Aid Decision

23 02 01

Title: Emergency assistance to the victims of tropical storm STAN in Guatemala and El Salvador

Location of operation: CENTRAL AMERICA

Amount of Decision: EUR 4,000,000

Decision reference number: ECHO/-CM/BUD/2005/02000

Explanatory Memorandum

1 - Rationale, needs and target population.

1.1. - Rationale:

On 5 October 2005 Guatemala and El Salvador respectively declared a state of National Emergency and requested International support after Hurricane Stan hit the region.

Hurricane Stan, the 18th named storm of the 2005 Atlantic hurricane season, first formed as a tropical depression while moving back over the Gulf of Mexico, then strengthening to a category-one hurricane just before hitting El Salvador then Guatemala.

Five days of continuous rain brought on by Hurricane Stan have caused flooding and landslides in Guatemala where the soils were already saturated by the rainy season. These events affected some 1,500,000 people in fourteen departments¹ ; of these, 390,877 people have been severely affected and it is estimated that another two million people in the country have been indirectly affected by the floods.

To date, there are 664 confirmed deaths, with another 844 people listed as missing. It is feared that the death toll could rise higher, as entire communities were engulfed by landslides.

¹ Santa Rosa, Jutiapa, Sacatepéquez, Escuintla, Chimaltenango, Quetzaltenango, Sololá, San Marcos, Totonicapán, Retalhuleu, Suchitepéquez, Huehuetenango, Jalapa, Quiche.

Efforts to determine the number of dead and missing have been hindered by rain as floods and landslides have wiped out roads, making it difficult for rescue teams to reach the affected areas. According to the SE-CONRED², 24,680 houses have been damaged, and 8,700 have been completely destroyed. Some 140,226 people are being housed in 762 emergency shelters. Crops of sugar cane in the coastal areas and maize and beans in the highland Altiplano have been wiped out or damaged, putting livelihoods at risk.

Between 80 and 140 mm of rain are being reported each day³. Most of the affected communities are located in the Western and Southern Pacific coast region of the country. Many Mayan villages like Panabaj and Tzanchaj, on the shores of Lake Atitlan, have been particularly hard hit. The area was buried in massive mudslides, as tonnes of mud poured down the sides of the mountains surrounding the lake. More than 200 landslides have been reported through the country's road network, blocking access to many communities. Fourteen major roads and 68 bridges have been seriously damaged, and 32 bridges have been completely destroyed, making it difficult to access many of the affected areas. According to Guatemalan authorities, at least 180 villages remain cut off.

On 11 October 2005 the United Nations launched a consolidated appeal for a total of US\$ 22M of which US\$ 18M has already been covered.

The government of Guatemala is still asking for International support as the local capacity is very low, the location of the catastrophes is very difficult as far as access is concerned, and the affected population is in movement. Nevertheless coordination efforts are quite efficient and ECHO is actively involved with the SE-CONRED to ensure the appropriateness of the aid.

In El Salvador, the scenario is similar. On the Pacific coast, many rivers have burst their banks causing localised flooding and landslides. According to the Ministry of Public Works, over 300 landslides have cut off several communities in the highlands. The National Service of Territorial Studies (SNET) reports that 65% of the country has high levels of soil saturation by water.

The intense and devastating rains have caused, to date, 65 deaths and the displacement of 54,308 people into 398 temporary shelters. Three quarters of the deaths have been in the Greater San Salvador and La Libertad and Ahuachapan. In addition to those who have relocated to shelters, thousands more have taken temporary refuge in the homes of friends or relatives. It has been estimated that before the end of the crisis 66,320 people will have been affected by landslides and another 94,165 by flooding. The Ministry of Education (MINED) has indicated that up to 8,000 children are among those relocated to shelters, and that 83 shelters are in school facilities, impacting the opportunity for children to return to school, once the immediate disaster has passed.

² Secretaria Ejecutiva de la Coordinadora Nacional para la Reducción de Desastres

³ The normal amount of rainfall is between 10 and 30 mm

1.2. - Identified needs:

The identification of the extent of the needs is progressing slowly due to the difficult access to affected areas. The rainy season lasts until November and roads and bridges have collapsed or have been cut off by landslides. In Guatemala, 1400 km of paved roads and 5400 km of unpaved roads were damaged by the hurricane. These represent 26% and 52% of the country's roads, respectively.

The primary needs reported are for food, water, sanitation, health, shelter, non-food items, rehabilitation of access to affected communities, information management and disaster preparedness and mitigation.

The UN estimates that 30% of the Guatemalan territory has suffered the consequences of the crisis. Many actors report that assistance in most of the shelters does not meet international humanitarian standards. Some people will remain in these shelters in the coming weeks (if not months) because they cannot return to their communities until a permanent shelter solution is provided for them.

First and emergency needs in El Salvador were covered by the primary emergency Decision taken by ECHO on 6 October 2005. Despite that new needs have been identified mainly in the area of Ahuachapan, that were not considered in the primary emergency Decision as due to a lack of reliable information and problems of access.

Public shelters need a regular provision of drinking water and require basic sanitation services. Domestic and hygiene items need to be provided to the affected population. The disaster that forced people to move to temporary shelters also impacted the health system in the affected areas, thus increasing the risk for already prevalent diseases such as respiratory, diarrhoeal and vector-borne diseases. In this context, children, women and the elderly are especially vulnerable groups whose special needs must be taken into account. Prevention measures (including close monitoring for epidemics) should include general health assistance and psychosocial support activities, especially in the shelters.

Provision of food rations is important not only to the population housed in public shelters but also to those who will be returning to their homes once the water levels descend or once the levels of soil saturation by rainfall drop to normal. Most vulnerable communities have lost their main food and income source due to heavy rains, floods and landslides. The Guatemalan Ministry of Agriculture estimates that the hurricane has damaged an agricultural area of more than 250,000 hectares. It estimates crop losses to be 80% in the cases of yellow maize, sesame and fruits such as watermelon; 60% for white maize, black beans, potato, vegetables such as tomato and onion; 40% for banana and cattle and 10% for sugar cane and coffee. The same source estimates that in some areas of the western departments 100% of the small livestock died as a consequence of the disaster.

In order to prevent a deterioration of the nutritional status of the most vulnerable population, these families require continued relief assistance. This kind of assistance is most relevant in a country where almost one of every two children under five suffers from chronic malnutrition and any external shock immediately leads to an upsurge in acute malnutrition rates. In addition to food distribution, it is important to help restoring

livelihoods through the promotion of agricultural (distribution of seeds, agricultural inputs and tools), small animal and fish activities.

Basic building materials (e.g. corrugated iron, timber, plastic sheets, etc) and tools should also be provided to allow even limited rehabilitation of damaged housing in the short term, as most of the families housed in public shelters are expected to return to their communities in the coming weeks. The collapse of water systems and the contamination of water sources by landslides and floods have resulted in most water being polluted or muddy, and not drinkable without treatment. Therefore, water and sanitation are critical needs for the people returning to their communities.

As stated before, many rural communities remain isolated as a consequence of the deterioration of roads and damage on minor bridges. For the effective delivery of humanitarian assistance to these communities, emergency rehabilitation of rural roads and small bridges, in order to give access to populations with serious humanitarian needs, requires consideration in this emergency phase.

All actors agree that quality information about the impact of the hurricane on the most vulnerable families is a key element to plan the rehabilitation and reconstruction phases. Funding an initiative aimed at collecting first-hand information from the affected families could be a useful input also for LRRD purposes.

Disaster risk reduction should be mainstreamed as much as possible in humanitarian operations, not only through the inclusion of specific disaster preparedness and mitigation activities, but also through the adoption of a risk reduction approach in the humanitarian response activities.

1.3. - Target population and regions concerned:

The Decision will target a population of 30,000 families living in shelters and will also indirectly benefit the entire population living in the most severely affected districts of Guatemala⁴.

In El Salvador the most affected areas were already covered by the Primary Emergency Decision. Needs identified in this second phase will cover approximately 1,000 families.

During the immediate relief phase little distinction was made among the victims in terms of the type of aid provided. In this phase (still emergency, but more organised) it has been possible to sensitise partners and local authorities to the specific needs of children and women. Operations will need to take into account the special needs of vulnerable groups such as children, women, elderly, disabled and indigenous minorities.

⁴ The total number of district in Guatemala is 22. The most affected departments are Santa Rosa, Jutiapa, Sacatepéquez, Escuintla, Chimaltenango, Quetzaltenango, Sololá, San Marcos, Totonicapán, Retalhuleu, Suchitepéquez, Huehuetenango, Jalapa, Quiche.

Priority will also be given to operations that mainstream disaster risk reduction in their relief activities as this population will most probably continue to live in disaster prone areas.

1.4. - Risk assessment and possible constraints:

The main constraint is the difficult mountainous terrain in Guatemala and the consequences of the floods on the infrastructures which are severely damaged or destroyed (roads, bridges). The weather also constitutes a handicap as it continues to rain and the hurricane season is not over till November⁵. The relief aid was, and is, quickly dispatched before affected populations start to return to their homes.

At present, the heavy rains are slowing down the arrival of the aid as well as the return of the population, but that will start as soon as the rains stop. At that stage, the population will be able to measure the reality of the impact of Stan and it is likely that a high percentage of the houses in the affected areas will need to be rehabilitated. This means that a constraint could be the mobility of the target population.

2 - Objectives and components of the humanitarian intervention proposed⁶:

2.1. - Objectives:

Principal objective:

To save and preserve lives of the populations affected by tropical storm Stan in Guatemala and El Salvador

Specific objective:

To assist the victims of floods and landslides with integrated relief and small-scale emergency rehabilitation support

2.2. - Components:

The components funded under this Decision mainly include the following:

Water and Sanitation: water supply, waste disposal and latrines, rehabilitation of water systems, water treatment, water distribution.

Food security: Food aid and agricultural activities (seeds, tools, agricultural inputs). Agricultural activities will need to be coordinated with the EC Food Security Programme in Guatemala. Distribution of food parcels.

⁵ On 18 October 2005 tropical storm Wilma (that is likely to become a Hurricane) is approaching Cuban coast.

⁶ 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 Rules in particular Article 168 thereof (Council Regulation (EC, Euratom) No 1605/2002 of 25 June 2002, OJ L248 of 16 September 2002 and No 2342/2002 of 23 December 2002, OJ L 357 of 31 December 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.

Non food items: blankets, plastic sheeting, fuel and basic household items, domestic items, hygiene kits, resettlement items.

Health: general and emergency health care, drugs supply, health education and training, psychosocial support.

Shelter: Emergency shelter

Information management

Support to small-scale emergency rehabilitation of houses, rural roads and minor bridges destroyed

Disaster preparedness and mitigation⁷

3 - Duration expected for actions in the proposed Decision:

The duration of humanitarian aid operations shall be 6 months.

Expenditure under this Decision shall be eligible from 5 October 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 humanitarian aid operations.

Depending on the evolution of the situation in the field, the Commission reserves the right to terminate the agreements signed with the implementing humanitarian organisations where the suspension of activities is for a period of more than one third of the total planned duration of the action. In this respect, the procedure established in the general conditions of the specific agreement will be applied.

⁷ Rehabilitation works should mainstream disaster risk reduction whenever this is viable
ECHO-CM/BUD/2005/02000

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

List of previous ECHO operations in GUATEMALA/EL SALVADOR				
Decision Number	Decision Type	2003 EUR	2004 EUR	2005 EUR
ECHO/GTM/BUD/2004/01000	Non Emergency		800,000	
ECHO-CM/BUD/2005/01000	Primary Emergency			1.700.000
	Subtotal	0	800,000	1.700.000
	Grand Total	2.500,000		

Dated : 19/10/2005

Source : HOPE

5 - Other donors and donor co-ordination mechanisms:

Donors in GUATEMALA/EL SALVADOR the last 12 months					
1. EU Members States (*)		2. European Commission		3. Others	
	EUR		EUR		EUR
Austria	100.000	ECHO	1.700.000		
Belgium	250.000	Other services	465.000		
Cyprus					
Czech republic					
Denmark					
Estonia					
Finland					
France	110.000				
Germany	755,000				
Greece					
Hungary					
Ireland	1.000.000				
Italy	400,000				
Latvia					
Lithuania					
Luxemburg	300,000				
Malta					
Netherlands	40.000				
Poland					
Portugal					
Slovakia					
Slovenie					
Spain	1.400.000				
Sweden	7.940.000				
United kingdom	368.000				
Subtotal	12.163.000	Subtotal	2.165.000	Subtotal	0
		Grand total	14.328.000		

Dated : 19/10/2005

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

6 - Amount of decision and distribution by specific objectives:

6.1. - Total amount of the decision: EUR 4,000,000

6.2. - Budget breakdown by specific objectives:

Principal objective: To save and preserve lives of the populations affected by tropical storm Stan in Guatemala and El Salvador			
Specific objectives	Allocated amount by specific objective (EUR)	Geographical area of operation	Potential partners⁸
<u>Specific objective:</u> To assist the victims of floods and landslides with integrated relief and small-scale emergency rehabilitation support	4,000,000	Guatemala and El Salvador	- ACH- ESP - ACSUR - MADRID - ATLAS LOGISTIQUE - CARE - FR - CARITAS - DEU - CHRISTIAN AID - UK - CISP - CORDAID - DANChurch AID - DNK - GVC - IOM - ISCOS - MDM - ESP - MEDICUS MUNDI - ESP - OIKOS - OXFAM - UK - PLAN INTERNATIONAL UK - SI - TROCAIRE - UN - WFP-B - AYUDA EN ACTION - ENTRECULTURAS - SPANISH RED CROSS - FNUAP - MERCY CORPS
TOTAL: 4,000,000			

⁸ ACCION CONTRA EL HAMBRE, (ESP), ATLAS LOGISTIQUE, (FR), Asociación para la Cooperación con el Sur "LAS SEGOVIAS", CARE FRANCE, (FR), CATHOLIC ORGANISATION FOR RELIEF AND DEVELOPMENT AID (NLD), CHRISTIAN AID (GBR), COMITATO INTERNAZIONALE PER LO SVILUPPO DEI POPOLI (ITA), DEUTSCHER CARITASVERBAND e.V, (DEU), FEDERACION DE ASOCIACIONES MEDICUS MUNDI ESPANA, (E), FOLKEKIRKENS NODHJAELP, (DNK), GRUPPO DI VOLONTARIATO CIVILE (ITA), INTERNATIONAL ORGANIZATION FOR MIGRATION (INT), ISTITUTO SINDACALE PER LA COOPERAZIONE ALLO SVILUPPO (ITA), MEDICOS DEL MUNDO ESPAÑA, OIKOS - COOPERAÇÃO E DESENVOLVIMENTO, OXFAM (GB), PLAN INTERNATIONAL (UK), SOLIDARIDAD INTERNACIONAL, (E), Trocaire, (IRL), UN - WORLD FOOD PROGRAM - LIAISON OFFICE, AYUDA EN ACTION (E), MERCY CORPS (UK)

7 - Budget Impact article 23 02 01 :

-	CE (EUR)
Initial Available Appropriations for 2005	476.500.000
Supplementary Budgets	
Reinforcement from Emergency aid reserve	100.000.000
Transfers	- 3.500
Total Available Credits	573.000.000
Total executed to date (by 19/10/2005)	546.613.870
Available remaining	26.386.130
Total amount of the Decision	4.000.000

COMMISSION DECISION
of
on the financing of emergency humanitarian operations from the general budget of the
European Union in
CENTRAL AMERICA

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 aid⁹, and in particular Article 13 thereof,

Whereas:

- (1) On 5 October 2005 Hurricane Stan combined with a band of low pressure resulted in rainfall far above average in Guatemala and El Salvador creating an emergency situation in several departments of both countries;
- (2) The two Governments have declared a “state of national emergency” and have asked for International Assistance;
- (3) The European Commission Directorate General for Humanitarian Aid (ECHO) has identified and is already coordinating several partners to react immediately in the affected areas, but further emergency aid is needed for affected populations;
- (4) Humanitarian aid operations financed by this Decision should be of a maximum duration of 6 months;
- (5) It is estimated that an amount of EUR 4,000,000 from budget line 23 02 01 of the general budget of the European Union is necessary to provide humanitarian assistance to over 30.000 displaced families affected by Hurricane Stan, taking into account the available budget, other donors-contributions 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 4,000,000 for emergency humanitarian aid operations to provide the necessary assistance and relief to 30.000 families victims of tropical storm Stan in Guatemala and El Salvador in Central America by using line 23 02 01 of the 2005 general budget of the European Union.

⁹ OJ L 163, 2.7.1996, p. 1-6
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2. In accordance with Article 2 (a) of Council Regulation No.1257/96, the humanitarian operations shall be implemented in the pursuance of the following specific objective:

To assist the victims of floods and landslides with integrated relief and small-scale emergency rehabilitation support

The total amount of this decision is allocated to this objective.

Article 2

1. The implementation of humanitarian aid operations funded by this Decision shall have a maximum duration of 6 months from their starting date.

2. Expenditure under this Decision shall be eligible from 5 October 2005.

3. If the operations envisaged under 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 humanitarian aid operations.

Article 3

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

Done at Brussels,

For the Commission

Member of the Commission