



Humanitarian Aid Decision
23 02 01

Title: Recovery support to the most vulnerable populations affected by natural disasters in Grenada

Location of operation: GRENADA

Amount of Decision: EUR 1,200,000

Decision reference number: ECHO/GRD/BUD/2005/01000

Explanatory Memorandum

1 - Rationale, needs and target population.

1.1. - Rationale:

Within a short time-span of just 10 months, Grenada suffered twice from hurricanes.

Hurricane Ivan, September 2004

On 7 September 2004, Hurricane Ivan, one of the most powerful hurricanes to affect the Caribbean region in the last 10 years, hit Grenada with rain and winds of 220 kilometers per hour. Fully exposing the vulnerability of a small island state of some 100,000 inhabitants, it left behind a vast trail of destruction in the country.

Most of Grenada's population was affected to a greater or lesser extent. Four of the country's six parishes were completely devastated whilst the other two also sustained substantial damage. 37 people lost their lives as a result of the hurricane.

Approximately 50% of the houses were damaged or destroyed, and much of the country's infrastructure such as government buildings, schools, water supply and telecommunication was seriously affected. According to government estimates, some 50% of the population were deprived of their habitation and had to stay in public shelters, with relatives or friends, or re-occupy their damaged houses.

Ivan's passage had an enormous impact on the country's economy, and it will take many years to restore it. It has been estimated that the total damage is about twice the current value of the

GDP. Of particular concern for the agricultural sector, which contributes some 10% to the country's GDP, is the destruction of nutmeg which accounted for 80% of agricultural exports. It is assessed that the nutmeg will not be productive for, at least, the next 25 years. In the short term the destruction of the harvest of subsistence farming is even more crucial for the availability of food, in particular for the most vulnerable parts of the population.

In response to Hurricane Ivan ECHO, in 2004, adopted two funding decisions of EUR 1.5 million each, with the first one contributing to emergency response and the second one focusing on recovery support in the field of agriculture and repair of family homes. A roof repair programme is still ongoing. The needs identified by this project have shown that a significant percentage of the most vulnerable population still lives either in the open or in fragile houses that are unable to withstand tropical storm force winds. The repair of family homes has been progressing very slowly because of limited implementation capacity in the country and the high volume of assistance that had to be managed.

Hurricane Emily, July 2005

On July 14th, i.e. some ten months after Ivan passed Grenada, Hurricane Emily hit the island from 11pm to 4am. The Northern and North Eastern parts of the country were hit hardest with the islands of Carriacou and Petit Martinique taking the greatest damage. The parishes of Saint Patrick's and Saint Andrew's were affected by very strong winds¹.

Flash floods hit the Western seaside squatter communities of Marquis and Soubise, and destroyed the coastal road in Antoine bay, already battered by Hurricane Ivan.

The damage to housing varied strongly according to the area, but was most extensive in the North and East. Those family homes which either had already been weakened by Hurricane Ivan in 2004, or in many cases even been destroyed and rebuilt with limited and inappropriate resources, were particularly severely damaged.

In the parishes of Saint Patrick's, Saint Andrew's and Carriacou/Petit Martinique, the impact of the hurricane was as bad as that of category 4 Ivan, and in some cases even worse than that. Fortunately, this time many homes were prepared, which resulted in an overall smaller extent of damage sustained. Nevertheless, the damage remains substantial, and does not bode well for the future, as Hurricane Emily damages have come in addition to those caused by Ivan. Furthermore, Emily has hit very early in this year's hurricane season, leaving many difficult months ahead for those who lost their roofs.

There was one loss of life resulting from the collapse of a home but no major personal injuries. Most of the service sites remained functional or resumed services within a few days of the event.

1.2. - Identified needs :

An ECHO field monitoring mission went to Grenada from 12th to 15th of April in order to assess the humanitarian situation in the disaster affected areas by Ivan, and to advise on ECHO's further support. One of the main conclusions of ECHO's mission was the need to increase the support to ECHO partners involved in the sectors of housing rehabilitation as

¹ Sources: French Red Cross, CDERA and IFRC reports.
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well as disaster preparedness. These conclusions are even more relevant now, since at the time the monitoring mission visited the island Emily had not yet arrived.

Needs for immediate emergency relief generated by the passage of Ivan and Emily were rapidly covered, mainly by domestic means with some support from the International Federation of the Red Cross and Red Crescent Societies (IFRC). However, as in 2004, a substantial part of the population have lost their habitation, or risk losing it as a result of the damage inflicted by the hurricane.

The vast devastations caused by the two hurricanes, and the insufficient response to date to needs in the housing sector, have left thousands of families without adequate housing, and their actual living conditions require further support. The most vulnerable families (single head of household families, elderly people) have very limited capacity to rehabilitate their homes, even if given free building material.

Table 1: Assessment of damage to housing Hurricane Ivan – Hurricane Emily comparison².

1.1. Parish of Saint Patrick's:

	Total number of houses	House with no damage	Houses requiring minor repair	Houses requiring major repair	Completely destroyed
Hurricane Ivan (source: OECS Ivan report)	100%	30%	50%	20%	0%
	3,210	963	1,605	642	0
Hurricane Emily (estimates, based on a Grenada Red Cross assessment of 500 houses)	100%	55%	23%	17%	5%
	3,210	Approx. 1800	Approx 750	Approx 550	Approx 160

1.2. Parish of Saint Andrew's:

	Total number of houses	House with no damage	Houses requiring minor repair	Houses requiring major repair	Completely destroyed
Hurricane Ivan (source: OECS Ivan report)	100%	5%	35%	50%	10%
	7140	360	2500	3600	714
Hurricane Emily (estimates, based on a Grenada Red Cross assessment of 2000 houses)	100%	55%	17%	20%	8%
	7140	Approx. 3900	Approx 1210	Approx. 1430	Approx 570

² Source: French Red Cross.
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Parish of Carriacou and Petit Martinique:

	Total number of houses	House with no damage	Houses requiring minor repair	Houses requiring major repair	Completely destroyed
Hurricane Ivan (source: OECS Ivan report)	100%	60%	35%	5%	0%
	1926	1156	674	96	0
Hurricane Emily (estimates, based on an initial assessment)	N/A	N/A	N/A	N/A	N/A
	Most of the 2 islands assessed	N/A	Approx 300	Approx. 150	Approx 30

In most cases the difference in damage sustained by houses in the same neighbourhood is a reflection of construction standards. Those constructed in negligence of good practice collapsed or were severely damaged, whereas those which were up to standard escaped with limited damage.

As a result of Hurricane Emily, in the Northern part of the island, most banana trees were destroyed, as were a great number of coconut trees. In some areas in Saint Andrew's, not a single tree has been left standing, reminiscent of the areas hardest hit by Hurricane Ivan.

The health facilities damaged during Hurricane Emily were generally those that were previously affected by Hurricane Ivan in 2004. In some instances, as in the case of the Richmond Home for the Elderly, temporary repairs were nearing completion when Emily struck, and in the case of the Princess Alice Hospital, reconstruction had recently begun³.

Based on the services in place, there are clear indications that the health sector was better prepared and equipped to cope in the wake of the Hurricane Emily than was the case after Hurricane Ivan. Communication links were maintained and there was no significant loss of drugs, equipment and supplies. However, the fall-out experienced has added to the previous burden inflicted by Ivan, placing a strain on available resources and the ability of public health staff to deliver the most appropriate services as needed.

Of the total damage suffered by Grenada's economy estimated at EC\$ 300.5 million almost two thirds (EC\$ 190 million) was sustained by the housing sector, followed by the agricultural sector with EC\$ 45 million.

In addition to supporting Grenadian populations in recovering from disaster there is also a need to include elements of disaster preparedness in recovery and rehabilitation measures.

³ Source PAHO.
ECHO/GRD/BUD/2005/01000

1.3. - Target population and regions concerned :

It is estimated that 1,678 families are in need of urgent support. The targeted group will be the most vulnerable population. Estimations from ECHO partners are the following:

Activity	No. Families	No. Beneficiaries
House rehabilitation	228	912
House strengthening	800	3,200
Disaster Preparedness	650	2,600
DP (trained comm. members)		350
TOTAL	1,678	7,062

1.4. - Risk assessment and possible constraints :

The natural hazards that render Grenada vulnerable, such as tropical storms, could impede the implementation of the programs. Continuation of ECHO support to a partner who has responded since the first days of the emergencies and who has a solid network of local counterparts and a good knowledge of the country should allow for successful implementation of the proposed actions.

2 - Objectives and components of the humanitarian intervention proposed: ⁴

2.1. - Objectives :

Principal objective: **Recovery support to the most vulnerable populations affected by natural disaster**

Specific objectives:

Assist hurricane stricken populations with recovery support and disaster preparedness action

2.2. - Components :

- House rehabilitation and strengthening.

- Disaster preparedness

4 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 Art.110 thereof, and its Implementing Rules in particular Art.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 Art.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
[ECHO/GRD/BUD/2005/01000](http://europa.eu.int/comm/echo/partners/index_en.htm)

5 - Other donors and donor co-ordination mechanisms.

Donors in GRENADA the last 12 months					
1. EU Members States (*)		2. European Commission		3. Others	
	EUR		EUR		EUR
Austria		ECHO	3,000,000		
Belgium		Other services			
Cyprus	19,496				
Czech republic					
Denmark	20,220				
Estonia					
Finland					
France	225,000				
Germany	100,000				
Greece					
Hungary					
Ireland	250,000				
Italy					
Latvia					
Lithuania					
Luxemburg					
Malta					
Netherlands	250,000				
Poland					
Portugal					
Slovakia					
Slovenie					
Spain					
Sweden					
United kingdom	665,990				
Subtotal	1,530,706	Subtotal	3,000,000	Subtotal	0
		Grand total	4,530,706		

Dated : 28/07/2005

(*) 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 1,200,000

6.2. - Budget breakdown by specific objectives

Principal objective: <i>Recovery support to the most vulnerable populations affected by natural disaster</i>				
Specific objectives	Allocated amount by specific objective (EUR)	Geographical area of operation	Activities	Potential partners⁵
Specific objective 1: Assist hurricane stricken populations with recovery support and disaster preparedness action	1,200,000	Country wide	- Repair of family homes - Disaster preparedness	- CROIX-ROUGE - FRA
TOTAL:	1,200,000			

⁵ CROIX-ROUGE FRANCAISE

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 (EUR)
Initial Available Appropriations for 2005	476.500.000
Supplementary Budgets	100.000.000
Transfers	-3.500.000
Total Available Credits	573.000.000
Total executed to date (as at 28/07/05)	461.641.370
Available remaining	111.358.630
Total amount of the Decision	1 200 000

COMMISSION DECISION
of
on the financing of humanitarian operations from the general budget of the European
Union in
GRENADA

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 aid ⁶, and in particular Article 14 thereof,

Whereas:

- (1) Within only 10 months Grenada was struck twice by hurricanes, and both caused wide-spread damage;
- (2) Whilst most of the affected population's short-term needs in terms of food, water, sanitation and non-food items have been met, there is extensive need for recovery support, in particular as regards the repair of family homes;
- (3) This recovery support should also include disaster preparedness actions so as to render populations less vulnerable to future disaster;
- (4) An assessment of the humanitarian situation leads to the conclusion that humanitarian aid operations should be financed by the Community for a period of 15 months;
- (5) It is estimated that an amount of EUR 1,200,000 from budget line 23 02 01 of the general budget of the European Union is necessary to provide humanitarian assistance to the hurricane victims in Grenada, 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 **1,200,000** for humanitarian aid operations **to support the most vulnerable populations affected by natural disasters in Grenada** by using line **23 02 01** of the **2005** general budget of the European Union.

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 objectives:

Assist hurricane stricken populations with recovery support and disaster preparedness action

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

Article 2

1. The duration for the implementation of this decision shall be for a maximum period of **15** months, starting on **01 October 2005**.
2. Expenditure under this Decision shall be eligible from **01 October 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