

COMMISSION DECISION
of
on the financing of emergency humanitarian operations from the general budget of the
European Communities in
Bangladesh

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 aid¹, and in particular **Article 2** and Article 13 thereof,

Whereas:

- (1) On the evening of 15 November 2007, the Category-4 super cyclone "Sidr" hit the coasts of South West Bangladesh at 6:00 pm local time, with winds of up to 240 km per hour and triggering tidal waves up to 5 meters high.
- (2) According to the Government of Bangladesh, more than 6.7 million people in 30 southern districts have been directly affected and, as of 22 November 2007, the death toll has reached 2,997 people, with a further 1,724 missing.
- (3) The cyclone has caused extensive damage, destroying hundreds of thousands of houses, health and water and sanitation infrastructure as well as damaging protection embankments, contaminating water sources, killing livestock and destroying livelihoods.
- (4) People are in urgent need of relief assistance, beginning with food, safe water, clothing, blankets, basic household items and emergency health care. Early recovery and livelihood support activities must also be implemented very rapidly.
- (5) Humanitarian aid operations financed by this Decision should be of a maximum duration of 6 months.
- (6) It is estimated that an amount of EUR 5,000,000 from budget line 23 02 01 of the general budget of the European Communities is necessary to provide humanitarian assistance to the victims of cyclone Sidr, taking into account the available budget, other donors' contributions and other factors.
- (6) The present Decision constitutes a financing Decision within the meaning of Article 75 of the Financial Regulation (EC, Euratom) No 1605/2002², Article 90 of the detailed rules for the implementation of the Financial Regulation determined by Regulation (EC, Euratom) No 2342/2002³, and Article 15 of the Internal Rules on the Implementation of the general budget of the European Communities⁴.

¹- OJ L 163, 2.7.1996, p. 1-6

²- OJ L 248, 16.9.2002, p.1. Regulation as last amended by Regulation (EC, Euratom) No 1995/2006, OJ L 390, 30.12.2006, p.1

³- OJ L 357, 31.12.2002, p.1 Regulation as last amended by Commission Regulation (EC Euratom) No. 478/2007, OJ L 111 of 28.4.2007, P. 13

⁴- Commission Decision of 21.02.2007, C/2007/513

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 5,000,000 for emergency humanitarian aid operations to provide the necessary assistance and relief to the victims of cyclone Sidr in Bangladesh by using line 23 02 01 of the **2007** general budget of the European Communities.
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 provide emergency assistance to the victims of the cyclone of 15 November 2007The 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 16 November 2007.
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 humanitarian aid operations.

Article 3

1. The Commission shall implement the budget by direct centralised management or by joint management with international organisations.
2. The actions supported by this decision will be implemented by humanitarian aid organisations that are signatories to the Framework Partnership Agreements (FPA) or the EC/UN Financial Administrative Framework Agreement (FAFA).
3. Taking account the specificities of humanitarian aid, the nature of the activities to be undertaken, the specific location constraints and the level of urgency, the activities covered by this decision may be financed in full in accordance with Article 253 of the Implementing Rules of the Financial Regulation.

Article 4

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

Done at Brussels,

For the Commission

Member of the Commission



Emergency Humanitarian Aid Decision

23 02 01

Title: Emergency assistance to the victims of cyclone SIDR of 15 November 2007 in Bangladesh.

Location of operation: Bangladesh

Amount of Decision: EUR 5,000,000

Decision reference number: ECHO/BGD/BUD/2007/03000

Explanatory Memorandum

1 - Rationale, needs and target population.

1.1. - Rationale:

Bangladesh is the world's most densely populated country with a density close to 1,000 people per square kilometre. The largest part of the country is near or at sea level, extremely vulnerable to tidal waves and high winds, as it is regularly hit by cyclones and tropical storms. In addition to being regularly hit by earthquakes, Bangladesh also suffers each year at monsoon time from severe flooding coming from the large rivers crossing the country. Bangladesh is directly affected by climate change.

On the evening of 15 November 2007, the Category-4 super cyclone "Sidr" hit the coasts of South West Bangladesh at 6:00pm local time, with winds up to 240 km per hour. The cyclone continued northwards, hitting the capital city of Dhaka at 3:00am local time. Tidal waves up to 5 meters high hit the mainland, greatly increasing the level of rivers and destroying many protective embankments, houses and infrastructures.

Officially, more than 6.7 million people in 30 southern districts have been affected by the cyclonic storms⁵. As of 22 November 2007, the Government of Bangladesh (GoB) reports an increasing death toll of 2,997 people, with a further 1,724 missing and 6,611 injured. The Bangladesh Red Crescent Society indicates it expects the number of fatalities to exceed 10,000.

Early warning and evacuations programs in place were triggered 24 hours before the cyclone hit, which greatly limited the number of casualties compared to other cyclones that have hit

⁵ Source: Disaster Management Information Centre – 22 November 2007

Bangladesh - a similar cyclone in 1991 caused 140,000 deaths. An estimated population of 3,200,000 people was evacuated, 650,000 of which were regrouped in organized storm shelters.

The most severely affected districts are the four coastal districts of Barguna, Patuakhali, Bagerhat, Bhola, Pirojpur and Khulna, while the districts of Bagerhat, Barisal, Gopalganj, Jhalkhati, Mandaripur, Satkhira and Shariatpur also suffered extensive damage.

Material damage is extensive. As of 22 November, the total number of houses damaged is nearly 1.2 million, of which approximately 30% are fully destroyed and the remaining 70% partially damaged⁶. Extensive damage to roads, bridges, protection embankments and public buildings, including 1,780 educational institutions destroyed and another 5,700 partially damaged, was also reported. Electricity is still not working in many of the affected areas.

The cyclone reportedly caused the contamination of drinking water sources, in particular wells and ponds, which have been spoiled by debris and leaves fallen from the trees, as well as dead human bodies and animal carcasses. Many ponds have as well been inundated by saline water brought by the tidal waves, and it will take time before the water loses its salinity. Sanitation infrastructure has also been largely destroyed and, in some severely affected areas, the percentage of latrines damaged or destroyed is estimated at 70%⁷.

The GoB estimates that more than 1.4 million acres of crops are damaged and over 360,000 heads of livestock are confirmed killed. Fisheries have been destroyed by the tidal waves and boats that had not taken shelter were broken. Alongside the coast and rivers, paddy and vegetable fields have been inundated by saline water, which destroyed the crops. Trees have been uprooted or decapitated by the winds. Ponds have been spoiled, and major stocks of fish and shrimps have died. Secondary sectors including shop keepers, van and rickshaw pullers and day laborers have also been badly affected.

The havoc brought by cyclone Sidr is further weakening a country hit by the two spells of monsoon floods of August and September 2007, which affected 46 districts, claimed more than 900 lives, displaced millions of people, destroyed crops and killed livestock.

Cyclone Sidr also destroyed one quarter of the Sundarbans, a world heritage site consisting of the world's biggest single unit of mangrove forest.

1.2. - Identified needs:

Within hours of the cyclone striking, a DG ECHO⁸ team of two experts was deployed to the most affected districts where they remained for four days, to evaluate the extent of the impact and assess immediate needs. A Field Assessment and Coordination Team mission conducted by the International Federation of the Red Cross (IFRC), a multi-sector mission from United Nations agencies and several needs assessments from various Non Governmental Organizations (NGOs) provided additional information on the humanitarian needs caused by the cyclone.

Access to the most severely affected areas remains problematic given the extent of damage to infrastructure. Roads have been blocked by fallen trees or made unusable for lorries. In the affected areas, one third of the ferries were still not operational as of 22 November 2007⁹. Reaching the most remote areas and in particular the chars – sandbar low-lying islands in the

⁶ Source: OCHA sitrep 21 November 2007

⁷ Source: United Nations Rapid Initial Assessment Report – 22 November 2007

⁸ Directorate-General for Humanitarian Aid - ECHO

⁹ Source: DG ECHO Field sitrep 22 November 2007

middle of the numerous Bangladeshi rivers – remains a challenge for aid workers. As a result, relief assistance is only slowly reaching the victims of the cyclone in the most remote and severely affected areas.

The United Nations Rapid Initial Assessment Report of 22 November 2007 estimates that 4.7 million people were affected in the nine most severely hit districts, and a further 2.6 million people, most of them extremely vulnerable, were in need of immediate life and livelihoods saving relief assistance.

Hundreds of thousands of people have lost everything and fully rely on external assistance, as their houses have been blown away by the winds or washed away by the tidal waves, along with their belongings.

The affected people are in urgent need of immediate relief in terms of food, potable water, clothing and shelter. A large majority of the hundreds of thousands having lost their home remain without a roof over their heads. Many have had nothing or very little to eat since the cyclone struck, and provision of food is the most pressing issue. Many may soon resort to drinking from contaminated water sources, giving rise to serious concerns of major outbreaks of diarrhoea and other water-borne diseases. Seven days after the cyclone hit, some deaths from acute diarrhoea had already been reported¹⁰. As this is winter time in Bangladesh, people need blankets and clothing to protect themselves from the cold, particularly at night.

As sources of income have been destroyed, livelihood support and early recovery assistance will be needed.

Since houses, water and sanitation infrastructures and public infrastructure have been destroyed, early rehabilitation will have to start soon.

The Disaster Emergency Responses (DER) group, operating under the Ministry of Food and Disaster Management (MFD), is coordinating the humanitarian response by holding regular meetings with international humanitarian organizations and donors. The cluster system will not be activated but activities should still be coordinated in the following six sectors, each with one head of sector: food (World Food Programme – WFP), water, sanitation and hygiene promotion (United Nations Children's Fund - UNICEF), logistics (WFP), health (World Health Organization – WHO), shelter (International Federation of the Red Cross – IFRC), and early recovery (United Nations Development Programme - UNDP).

The Government of Bangladesh has been deploying helicopters, aircrafts and naval ships which, as of 22 November 2007, had transported 323 metric tons of relief goods to the affected districts¹¹. GoB has also allocated USD 7,100,000 for the relief operation and is distributing rice, food bags, blankets, household items and corrugated iron sheeting. Still, because of the scale of the disaster, its capacity is overstretched and it has welcomed international humanitarian assistance.

Pledges totaling about USD 166,000,000 had been made as of 22 November 2007¹², including from the European Union Member States for EUR 16,500,000¹³ and DG ECHO for EUR 6,500,000. The International Federation of the Red Cross (IFRC) issued an Emergency Appeal for 3,989,305 CHF (EUR 2,400,000) to provide assistance to 235,000 people for 9 months. This Appeal is expected to be significantly increased. The United Nations (UN) will not issue a consolidated appeal as UN agencies are seeking funding separately.

¹⁰ Source: IFRC Operations Update – 21 November 2007

¹¹ Source: Disaster Management Information Centre – 22 November 2007

¹² Source: Disaster Management Information Centre – 22 November 2007

¹³ As of 22 November 2007

On 16 November 2007, within hours of the cyclone striking, DG ECHO committed EUR 1,500,000 as emergency relief to the victims of the cyclone, through a primary emergency decision, focusing its assistance on the provision of food, safe water, basic household items and emergency health care.

1.3. - Target population and regions concerned:

The target population are the victims of cyclone Sidr. The populations of the most severely affected coastal districts of Barguna, Patuakhali, Bagerhat, Bhola, Pirojpur and Khulna will be the main beneficiaries of the assistance provided under this decision, while the population of 7 districts said to be "badly" affected and 16 other "moderately" affected districts¹⁴ will benefit to a lesser extent from the relief assistance provided under this decision.

1.4. - Risk assessment and possible constraints:

The political situation in Bangladesh is unstable, with the country currently living under a state of emergency and going through a virulent anti-corruption campaign ahead of the 2008 parliamentary elections, which led to the imprisonment of its two major political leaders. However, the current environment is rather favorable to the deployment of international humanitarian organizations.

There is no major security concern in Bangladesh.

2 - Objectives and components of the humanitarian intervention proposed:

2.1. - Objectives:

Principal objective:

To save and preserve the life of the population of Bangladesh affected by the cyclone of 15 November 2007

Specific objective:

- To provide emergency assistance to the victims of the cyclone of 15 November 2007

2.2. - Components:

As of 22 November 2007, it appears that there still is a considerable gap between the most immediate emergency needs and the assistance being delivered. This decision will therefore first focus on addressing these immediate needs to save and preserve the life of the affected population, by intervening in the following main sectors: food, provision of safe water, restoration of minimal sanitary and hygiene conditions, emergency shelter and provision of basic households items.

Once these most acute needs have been met, the decision will also address early recovery and rehabilitation.

The following actions will be considered per sector:

Food Aid / Food Security

¹⁴ Source: United Nations Rapid Initial Assessment Report – 22 November 2007

- Provision of emergency food relief

Shelter

- Provision of emergency shelter and basic reconstruction material,
- Small-scale rehabilitation of houses destroyed.

Non-Food Items

- Distribution of non food items, including tarpaulins, blankets, clothing, water containers, clothes, kitchen sets.

Water, sanitation and hygiene

- Provision of safe water: water purification, water treatment, filters, water quality control,
- Clean-up of water sources and distribution networks, including wells and ponds,
- Rehabilitation of water supply and sanitation systems, in particular latrines,
- Hygiene promotion,
- Distribution of hygiene kits, including water containers and soap.

Health

- Provision of emergency health care and essential drugs, medical supplies, ORS¹⁵, first aid kits,
- Prevention of outbreaks of diseases and emergency response, disease surveillance,
- Provision of basic health care services and psycho-social support, maintenance of minimal sanitary and hygiene conditions,
- Rehabilitation of the damaged health facilities,
- Health and hygiene promotion.

Livelihood Support and Early Recovery

- Livelihood support, including provision of seeds, saplings, fertilizers, tools, agricultural inputs, livestock, fishing nets, boats and gears,
- Cash for work for cleaning of debris, water and sanitation infrastructure and early rehabilitation,
- Small cash grants to kick-start economic activities in areas fully destroyed by the cyclone
- Agricultural land rehabilitation,
- Small-scale rehabilitation of public infrastructures, including protective embankments and cyclone shelters.

Logistics, Coordination

- Logistics, including the provision of boats to enable access to marooned populations,
- Coordination of humanitarian assistance.

Disaster preparedness and disaster risk reduction measures will be mainstreamed as much as possible in all activities, to improve the communities' resilience to future natural disasters and flooding cycles.

3 - Duration expected for actions in the proposed Decision:

¹⁵ Oral Rehydration Salts

The duration of humanitarian aid operations shall be 6 months.

Expenditure under this Decision shall be eligible from 16 November 2007.

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.

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

List of previous DG ECHO operations in Bangladesh				
Decision Number	Decision Type	2005 EUR	2006 EUR	2007 EUR
ECHO/-SA/BUD/2006/02000	Emergency		1,000,000 ⁽¹⁾	
ECHO/-SA/BUD/2007/02000	Emergency			2,500,000 ⁽²⁾
ECHO/BGD/BUD/2007/01000	Primary Emergency			1,500,000
	Subtotal	0	1,000,000	4,000,000
	Grand Total	0	1,000,000	4,000,000

Dated : 15 June 2007

Source : HOPE

⁽¹⁾ Emergency Decision for India, Nepal and Bangladesh for EUR 4,000,000, of which 1,000,000 for Bangladesh: "Emergency humanitarian aid in favour of communities in India, Nepal and Bangladesh affected by floods during the 2007 monsoon season"

⁽²⁾ Emergency Decision for India, Nepal and Bangladesh for EUR 9,500,000, of which 2,500,000 for Bangladesh: "Emergency humanitarian aid in favour of communities in India, Nepal and Bangladesh affected by floods during the 2007 monsoon season"

5 - Overview of donors' contributions:

Donors in Bangladesh the last 12 months					
1. EU Members States (*)		2. European Commission		3. Others	
	EUR		EUR		EUR
Austria		DG ECHO	4,000,000		
Belgium		Other services			
Bulgaria					
Cyprus					
Czech republic					
Denmark	670,241				
Estonia	31,955				
Finland					
France					
Germany	1,033,196				
Greece					
Hungary					
Ireland	641,927				
Italy	2,000,000				
Latvia					
Lithuania					
Luxemburg	85,000				
Malta					
Netherlands	1,000,350				
Poland					
Portugal					
Romania					
Slovakia					
Slovenie					
Spain					
Sweden	997,121				
United kingdom					
Subtotal	6,459,790	Subtotal	4,000,000	Subtotal	0
		Grand total	10,459,790		

Dated : 21 November 2007

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

6 - Amount of decision and distribution by specific objectives:

6.1. - Total amount of the decision: EUR 5,000,000.

6.2. - Budget breakdown by specific objectives:

Principal objective: <i>To save and preserve the life of the population of Bangladesh affected by the cyclone of 15 November 2007</i>			
Specific objectives	Allocated amount by specific objective (EUR)	Geographical area of operation	Potential partners¹⁶
<p>Specific objective 1:</p> <p>To provide emergency assistance to the victims of the cyclone of 15 November 2007</p>	5,000,000	Districts affected by cyclone SIDR, Bangladesh	<ul style="list-style-type: none"> - ACF - ACTED - ACTIONAID - CARE - UK - CA -AUT - DCV - CHRISTIAN AID - UK - CR-AUT - CROIX-ROUGE - BEL - CR-E - CRF - CR - GRC - CR-LUX - CR - NLD - FKN / DCA - HI - HAI - HOPE '87 - IFRC-FICR - IOM - IRW - MUSLIMAID - Plan UK - SOLIDARITES - WFP-PAM <ul style="list-style-type: none"> - MDM - FRA - OXFAM GB - SC (UK) - UNICEF - WHO
TOTAL: 5,000,000			

¹⁶ ACTION CONTRE LA FAIM, (FR), ACTIONAID (GBR), AGENCE D'AIDE A LA COOPERATION TECHNIQUE ET AU DEVELOPPEMENT, (FR), BELGISCHE RODE KRUIS/CROIX ROUGE DE BELGIQUE, (BEL), CARE INTERNATIONAL UK, CARITAS AUSTRIA, (AUT), CHRISTIAN AID (GBR), CONCERN WORLDWIDE, (IRL), CROIX-ROUGE FRANCAISE, CROIX-ROUGE LUXEMBOURGEOISE, CRUZ ROJA ESPAÑOLA, (E), DEUTSCHER CARITASVERBAND e.v., (DEU), FEDERATION INTERNATIONALE DES SOCIETES DE LA CROIX-ROUGE ET DU CROISSANT ROUGE, FOLKEKIRKENS NODHJAELP, (DNK), HANDICAP INTERNATIONAL (FR), HELLENIC RED CROSS, (GRC), HELPAGE INTERNATIONAL (GBR), HET NEDERLANDSE RODE KRUIS (NLD), HOPE '87 - Hundreds of Original Projects for Employment, INTERNATIONAL ORGANIZATION FOR MIGRATION (INT), ISLAMIC RELIEF WORLDWIDE, MEDECINS DU MONDE, Muslim Aid, OSTERREICHISCHES ROTES KREUZ (CROIX ROUGE), (AUT), OXFAM (GB), PLAN INTERNATIONAL (UK), SOLIDARITES, (FR), THE SAVE THE CHILDREN FUND (GBR), UNICEF, WORLD FOOD PROGRAM, WORLD HEALTH ORGANISATION - ORGANISATION MONDIALE DE LA SANTE

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 DG ECHO's Annual Strategy such as child-related issues, the security of relief workers, respect for human rights, gender. Each year, an indicative Evaluation Programme is established after a consultative process. This programme is flexible and can be adapted to include evaluations not foreseen in the initial programme, in response to particular events or changing circumstances. More information can be obtained at:

http://ec.europa.eu/echo/evaluation/index_en.htm.

8 - Budget Impact article:

-	CE (EUR)
Initial Available Appropriations for 2007	485,000,000.00
Transfers Commission	56,209.86
Reassigned revenue (C4, C5)	5,443,632.00
Total Available Appropriations	490,499,841.86
Total executed to date (23 November 2007)	481,975,694.95
Available remaining	8,524,146.91
Total amount of the Decision	5,000,000.00

9. Management issues:

Humanitarian aid actions funded by the Commission are implemented by NGOs, Specialised Agencies of the Member States, and the Red Cross organisations on the basis of Framework Partnership Agreements (FPA) and by United Nations agencies based on the EC/UN Financial and Administrative Framework Agreement (FAFA) in conformity with Article 163 of the Implementing Rules of the Financial Regulation. These Framework agreements define the criteria for attributing grant agreements and financing agreements in accordance with Article 90 of the Implementing Rules and may be found at http://ec.europa.eu/echo/partners/index_en.htm.

Individual grants are awarded on the basis of the criteria enumerated in Article 7.2 of the Humanitarian Aid Regulation, such as the technical and financial capacity, readiness and experience, and results of previous interventions.