

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

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 13 thereof,

Whereas:

- (1) This year 700,000 people living in the Central and Southern Andean Highlands of Peru have suffered from a winter marked by extremely low temperatures, a “cold wave”.
- (2) The cold wave has had a severe negative impact on the livelihoods of the affected communities, considerably increasing their already existing vulnerability and seriously endangering their food security situation.
- (3) The earthquake measuring 8.0 on the Richter scale, which occurred on 15 August 2007 and had its epicentre in Southern Peru, affecting some 390,000 people, required the concentration of national and international relief response, thus completely diverting attention from the serious humanitarian situation faced by the communities affected by the cold wave.
- (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 1,500,000 from budget line 23 02 01 of the general budget of the European Communities is necessary to provide humanitarian assistance to the victims of the cold wave in Peru, 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 EUR 1,500,000 for aid operations to provide the necessary assistance and relief to victims of the cold wave in Peru 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 assist the victims of the cold wave in Peru with food aid, early recovery support, and other emergency relief

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 17 August 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. This means that in case of co-financing, the possible rate of co-financing can go up to 99% if needed.

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 Humanitarian assistance in favour of the victims of the cold wave in Peru

Location of operation: Peru

Amount of Decision: EUR 1,500,000

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

Explanatory Memorandum

1 - Rationale, needs and target population.

1.1. - Rationale :

This year Peru has experienced a severe cold wave, the coldest weather in 30 years, with temperatures significantly below the average, falling as far as minus 27°C⁵. This cold wave has affected in particular the Andean communities living above 3,500-3,800 metres. The most severely hit departments are in the central and southern Andean region, namely Ayacucho, Apurimac, Arequipa, Cajamarca, Cusco, Junin, Huanuco, Huancavelica, Loreto, Moquegua, Pasco, Puno and Tacna.

In total, some 700,000 people have been affected⁶, with 396 houses damaged. In the four southern departments of Apurimac, Ayacucho, Huancavelica and Puno alone 47,000 hectares of cultivated land have been affected, i.e. about a third of the total surface.⁷

The Ministry of Health has reported 4,530 cases of pneumonia⁸, slightly higher than the previous year, and resulting in the deaths of 67 children under five⁹. In total, the cold wave has claimed the lives of 278 people.¹⁰

⁵ International Federation of Red Cross and Red Crescent Societies (IFRC) Disaster Relief Fund (DREF) Bulletin dated 28 June 2007 and World Food Programme (WFP) news release of 1 August 2007

⁶ Civil Defence Institute (INDECI)

⁷ National Programme of Food Support of the Ministry for Women and Social Development (PRONAA in its Spanish acronym)- World Food Programme Evaluation of the Food Security Situation in four Departments Affected by Low Temperatures, August 2007

⁸ Ministry of Health, 14 July 2007. A report by the Peruvian radio CPN on 7 August, however indicates a figure of 21,111 cases of pneumonia quoting the Ministry of Health.

While cold waves are a recurrent problem in the area, this year's winter has brought several days of extremely cold temperature. Most of the Andean population was not prepared for several consecutive days of extremely low temperatures or did not have the means to prepare themselves¹¹.

What has further aggravated the situation is the fact that already in January this year, the Andean departments had been hit by a completely unexpected cold spell, accompanied by hail and snowfall, which destroyed up to 60 per cent of the affected communities' crops¹².

Given the severity of the situation, on 15 June 2007 the Peruvian government declared a state of emergency for a period of 60 days in 13 departments of the country indicated above, with the National Meteorology and Hydrology Service announcing that the cold front would continue until the end of September¹³. On 21 June 2007 urgent measures were established for the affected departments through an emergency decree and a state of elevated emergency was decreed for 60 days for the departments of Apurimac, Arequipa, Ayacucho, Cusco, Huancavelica, Junin, Moquegua, Puno, Tacna, requesting immediate measures to minimize the risks for the population. This allowed the mobilization of public and private funds to attend to the emergency needs of the affected population. However, the delivery of aid was hampered because of the remoteness and isolation of some affected areas and because of the regional strikes organized by various sectors during the months of July and August (including teachers and health care personnel).

A first DG ECHO¹⁴ mission was carried out from 19 to 25 July 2007. The conclusion of the DG ECHO technical assistant was that at that point in time national response capacity was sufficient but that a DG ECHO intervention might become necessary as of the start of the most critical period in October 2007 if the national assistance to the victims of the cold wave were reduced or disrupted.

The National Civil Defence Institute (INDECI) had distributed emergency relief items such as warm clothes, blankets, food and medicine through regional and local civil defence organizations since the beginning of the Peruvian winter.

A national campaign "Better prepared against the cold" was organized from 12 June to 11 August 2007. In this framework, 350 tons of warm clothes, more than 60 tons of food items, 20 tons of medicine were collected from more than 7,000 donors (individuals, associations, public institutions, enterprises and international organizations).

The Ministry of Health organized a campaign to assist the population affected by the extremely low temperatures in the high Andean zones. However, this campaign was somewhat disrupted because of the strikes of health care workers in August.

On 15 August 2007, an earthquake measuring 8.0 on the Richter scale occurred, with its epicenter in Southern Peru and affecting some 390,000 people. This immediately implied that national response to the victims of the cold wave could no longer be guaranteed, with available local resources clearly exceeded. In addition, with donors' interest focusing on assistance to the victims of the earthquake, the aid organizations aiming at supporting the victims of the cold wave have serious problems in obtaining funding and, in addition, are reaching the limits of their capacity.

⁹ Report of the Pan-American Health Organization, 4 July 2007; International Federation of Red Cross and Red Crescent Societies (IFRC) Bulletin of 18 July 2007.

¹⁰ Peruvian CPN Radio, 7 August 2007

¹¹ National Meteorology and Hydrology Service in a conversation with the ECHO Quito office. This opinion was also shared by NGOs working in the area.

¹² Situation Report 1 by Plan International Peru office

¹³ IFRC Bulletins of 28 June 2007 and 18 July 2007, Report of the Pan-American Health Organization, 4 July 2007

¹⁴ Directorate-General for Humanitarian Aid - ECHO

On 17 August 2007, the World Food Programme (WFP) appealed to the international community not to forget the humanitarian crisis in the Peruvian highlands. WFP said that the inhabitants of the lower parts of the Peruvian highlands had lost their entire harvest to frost and hailstorms. In its appeal to the international community, WFP confirmed that in spite of the assistance it provides to the victims of the earthquake it has sufficient capacity to cater for the emergency needs of the population most severely affected by the cold wave.

During the month of August, an emergency food security assessment "Evaluation of Food Security in Four Departments Affected by Low Temperatures, Peru" was undertaken jointly by WFP and the National Programme for Food Support of the Ministry of Women and Social Development (PRONAA in its Spanish acronym) in the four departments of Apurímac, Ayacucho, Huancavelica and Puno. Its results became available at the beginning of September 2007. According to the evaluation 80,000 people in the four departments are facing a situation of severe food insecurity and a further 148,000 people are facing moderate food insecurity. The families with severe food insecurity depend to a larger degree on subsistence farming for their own consumption and as a source of income while the families with moderate food insecurity depend more on working as day labourers and the purchase of food items.

Following the preliminary alarming results of the WFP evaluation becoming available in early September 2007, a second DG ECHO mission was undertaken from 3 to 7 September 2007, including a visit to the department of Ayacucho. The mission confirmed the serious impact on the population in terms of lost crops and increased vulnerability and recommended that DG ECHO support up to 60,000 severely affected people, helping them notably to bridge their food gap until April 2008.

Already before the cold wave, the population of the rural areas of the affected Andean departments was one of the most vulnerable strata of society, with insufficient means to cover their basic needs. A case in point is the vulnerability mapping undertaken by WFP in June, which illustrates that large parts of the affected Andean departments have "high" or "moderately high" vulnerability regarding chronic child malnutrition. Through the cold wave, the situation of chronic food insecurity faced by the most affected population deteriorated even further¹⁵. Given the loss of crops because of the extremely low temperatures, the food reserves of the communities have diminished substantially, lasting ten weeks less than in an average year. This implies that a food aid crisis is expected as from October until the next harvest in May/June 2008. The lack of seeds, especially for the main staple, potatoes, is further aggravating the situation. For those communities living in the higher regions (i.e. above 3,500 metres), the loss of livestock has had an immediate and direct negative impact on their livelihood. In response to the worsening of their humanitarian conditions, the most affected families reduced their food intake, which entails health risks, especially for children, and sold more livestock than usual, which implies an adverse effect on the potential for early recovery. The increase in acute respiratory diseases and pneumonia has led to the population becoming more indebted so as to be able to cover the unforeseen health care costs.

¹⁵ WFP/PRONAA Evaluation of the Food Security Situation, August 2007
[ECHO/PER/BUD/2007/03000](#)

1.2. - Identified needs:

The identification of the needs has been difficult because of the lack of accessibility to many zones in the rural areas and their isolation.

Food and food security: In the affected areas, agriculture (cultivation of land, raising of animals) is the principal source of both income and employment. The cold wave has hence endangered the food security of small farmer families, whose livelihood depends on crops such as potatoes, corn, barley and beans.

Early recovery support: With the cold wave having reduced drastically opportunities for income-generation e.g. in the form of day labour, food for work is an appropriate means of helping the affected families recover their livelihood. In the same vein, the works completed in the framework of “food for work” should focus on activities which will appropriately support the recovery of the affected communities’ livelihood, such as pasture protection, and the rehabilitation of animal shelters.

Non-food items: The families affected by the cold wave are in need of non-food items such as basic household items and kitchen sets to properly re-equip their households.

Health: The cold wave has been accompanied by a dramatic rise in acute respiratory diseases on the one hand and by a further deterioration of the nutritional status of the population (especially children) on the other hand. The population’s awareness needs hence to be raised through the dissemination of health and nutritional messages.

Disaster preparedness: In order to enhance the population's level of preparedness, and therefore, avoid disproportionate impact of an adverse climatic phenomenon such as the cold wave, awareness-raising and training activities need to be undertaken. These should involve the local communities, community-based organizations and authorities so as to achieve a maximum impact in terms of collective risk reduction. Improvements in disaster preparedness are particularly important since cold waves are a recurrent phenomenon in the Andean highlands.

The above-mentioned needs cannot be covered by national capacity because it has been clearly overwhelmed by the response to the earthquake which struck Southern Peru on 15 August 2007. By the same token, the earthquake has completely diverted the international community's attention from the victims of the cold wave.

1.3. - Target population and regions concerned:

The Decision will target a population of up to 41,500 people, who face a situation of severe food insecurity caused by the cold wave in Southern and Central Andean departments above 3,500 metres.

Priority will be given to

- ▶ communities living in rural areas, particularly those living in remote zones and being isolated
- ▶ particularly vulnerable groups, including children and pregnant and lactating women

Since the population targeted by this Decision is likely to continue to stay in areas at risk of cold waves and related adverse climatic conditions, priority will be given to operations which mainstream disaster risk reduction in their relief activities.

1.4. - Risk assessment and possible constraints:

Access to isolated rural areas is the main constraint for the delivery of humanitarian aid to the population affected by the cold wave.

Adverse climatic conditions may have an impact on aid distribution, too. The same holds true for the disruption which could be caused by potential nation-wide strikes.

2 - Objectives and components of the humanitarian intervention proposed:

2.1. - Objectives:

Principal objective:

To preserve the lives and alleviate the adverse living conditions of the population of Peru affected by the cold wave

Specific objective:

To assist the victims of the cold wave in Peru with food aid, early recovery support, and other emergency relief

2.2. - Components:

Food and early recovery support

- Provision of emergency food aid
- Provision of agricultural inputs to support the recovery of livelihoods
- Training in production techniques
- Food for work (including pasture protection, rehabilitation of animal shelter)

Non-food items

- Distribution of non-food items such as basic household items, kitchen sets

Health

- Dissemination of health and nutrition messages

Disaster Preparedness

- Awareness-raising and training for local communities, community-based organizations and authorities
- Small-scale mitigation works

themselves to face natural disasters. Under the DIPECHO Action Plan for South America which started in September 2007 (ECHO/DIP/BUD/2007/03000, EUR 6,500,000, budget line 23.02.03), five new projects are foreseen in Peru with an estimated total budget of EUR 1,000,000.

Recently, a DG ECHO emergency decision was adopted, following up on the primary emergency of 17 August 2007 taken in response to the earthquake and covering those urgent humanitarian needs not covered by the primary emergency decision. The latest emergency decision foresees an allocation of EUR 1,000,000 in support of the population in Huancavelica and Ayacucho, which has been affected by the earthquake and the cold wave. Through this allocation up to 20,000 of those most severely affected by both natural disasters will receive emergency assistance from mid September 2007 to mid March 2008. In the same vein, 18,500 of the households most severely affected by the cold wave will receive assistance through the reserve of the Food Aid Decision (ECHO/-FA/BUD/2007/02000), amounting to EUR 564,983. Support will be provided during the same 6 month period. As a consequence, logically both mentioned target groups are excluded as beneficiaries of the present funding Decision, which will focus solely on the remaining up to 41,500 most severely affected families who have not received adequate support from other sources so as to ensure appropriate humanitarian conditions for them during the most critical period from the forthcoming planting season until the next harvest.

In November 2007, the EC¹⁷-funded "Programme Assistance and Food Security – PASA" will come to an end. Since 1997, it has allocated EUR 87,000,000 to municipalities to support health care, education and employment.

Another EC-funded project, PREDECAN¹⁸, has a clear focus on prevention and complements the DIPECHO programme, contributing to a Disaster Risk Reduction strategy in the Andean Region.

¹⁷ European Commission

¹⁸ Disaster Prevention in the Andean Community in its Spanish acronym
[ECHO/PER/BUD/2007/03000](#)

5 - Overview of donors' contributions:

Donors in Peru the last 12 months					
1. EU Members States (*)		2. European Commission		3. Others	
	EUR		EUR		EUR
Austria		DG ECHO	8,000,000		
Belgium		Other services			
Bulgaria					
Cyprus					
Czech Republic	176,678				
Denmark					
Estonia					
Finland	300,000				
France	295,000				
Germany	576,750				
Greece					
Hungary					
Ireland					
Italy	430,200				
Latvia					
Lithuania					
Luxemburg					
Malta					
Netherlands					
Poland					
Portugal					
Romania					
Slovakia					
Slovenia					
Spain	500,000				
Sweden	585,189				
United Kingdom	738,800				
Subtotal	3,602,617	Subtotal	8,000,000	Subtotal	0
		Grand total	11,602,617		

Dated : 24 September 2007

(*) Source : DG ECHO 14 Points reporting for Members States. <https://hac.ec.europa.eu>

Empty cells means either no information is available or no contribution.

In response to the cold wave – and before the earthquake struck – several governments provided donations in kind. For instance, Argentina provided 1,000 blankets and Cuba 4,785 kg of medicine¹⁹. The Swiss government provided warm clothes, food and medicine worth 100,000 soles through the Swiss Agency for Development and Development²⁰. The IFRC Disaster Relief Emergency Fund allocated 170.000 Swiss Francs for an action plan supporting the affected population²¹.

¹⁹ INDECI press note n°103 dated 9 August 2007

²⁰ Reliefweb of 16 July 2007

²¹ IFRC Cold Wave DREF Bulletin dated 18 July 2007

6 - Amount of decision and distribution by specific objectives:

6.1. - Total amount of the decision: EUR 1,500,000

6.2. - Budget breakdown by specific objectives

Principal objective: <i>To preserve the lives and alleviate the adverse living conditions of the population of Peru affected by the cold wave</i>			
Specific objectives	Allocated amount by specific objective (EUR)	Geographical area of operation	Potential partners²²
Specific objective 1: To assist the victims of the cold wave in Peru with food aid, early recovery support and other emergency relief	1,500,000	Central and Southern Andean departments of Peru: Ayacucho, Apurimac, Arequipa, Cajamarca, Cusco, Junin, Huanuco, Huancavelica, Loreto, Moquegua, Pasco, Puno and Tacna	- WFP-PAM
TOTAL: 1,500,000			

²² World Food Programme

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

-	EC (EUR)
Initial Available Appropriations for 2007	485,000,000.00
Supplementary Budgets	
Transfers	
Total Available Credits	485,000,000.00
Total executed to date (by 24 September 2007)	420,775,694.95
Available remaining	64,224,305.05
Total amount of the Decision	1,500,000

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.