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COMMISSION OF THE EUROPEAN COMMUNITIES

Brussels,
C(2008) XXX final

Draft

COMMISSION DECISION

of [...]

**on the financing of emergency humanitarian actions from the general budget of the
European Communities in the Caribbean
(ECHO/-CR/BUD/2008/01000)**

Draft

COMMISSION DECISION

of

on the financing of emergency humanitarian actions from the general budget of the European Communities in the Caribbean (ECHO/-CR/BUD/2008/01000)

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(a) and Article 13 thereof,
Whereas:

- (1) On 26 August 2008 **Hurricane Gustav** made landfall in Haiti as a Category 1 Hurricane and caused heavy flooding and mudslides. By 31 August, when it hit Cuba and caused further massive damage, Gustav had become a major category 4 hurricane. Other countries affected by Gustav include the Dominican Republic and Jamaica.
- (2) On 1 September Hurricane Gustav was followed by **Hurricane Hanna**, a category 1 hurricane which caused damage in the Bahamas and the Turks and Caicos Islands and again devastated parts of Haiti on 2 and 3 September although downgraded to a tropical storm.
- (3) From 3 to 9 September **Hurricane Ike**, which varied in force from a category 4 to a category 1 hurricane hit Haiti, Cuba, Dominican Republic, the Bahamas and the Turks & Caicos Islands aggravating the damage caused by the previous hurricanes and resulting in considerable loss of life and enormous suffering. Hundreds of thousands of victims lost their homes and their livelihoods. Enormous damage was done to roads and bridges and flooding cut off many regions from humanitarian aid.
- (4) The victims of these hurricanes are in urgent need of water, food, medical assistance, emergency shelter and relief items.
- (5) Furthermore the high risk of further hurricanes and tropical storms over the next weeks further aggravating the situation and the fact that it is probable that many of the same victims will be hit again requires assistance to help them strengthen their coping mechanisms and to help them prepare for the next disasters.
- (6) Local and national authorities are trying to address the most immediate needs but resources are insufficient. Many of the governments in the affected region have already launched appeals for international assistance.
- (7) To reach the populations in need, emergency aid may be channelled through Non-Governmental Organisations (NGOs), International Organisations or United Nations

¹ OJ L 163, 2.7.1996, p. 1.
ECHO/-CR/BUD/2008/01000

(UN) agencies. Therefore the European Commission may implement the budget by direct centralised management or by joint management.

- (8) For the purposes of this Decision, the Caribbean countries concerned are the Bahamas, Cuba, Dominican Republic, Haiti, Jamaica, Turks & Caicos Islands and the Cayman Islands.
- (9) Humanitarian aid actions financed by this Decision should be of a maximum duration of 6 months.
- (10) 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 over 250,000 hurricane victims, taking into account the available budget, other donors' contributions and other factors. Therefore the activities covered by the Decision may be financed in full accordance with Article 253 of the Implementing Rules of the Financial Regulation.
- (11) 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.

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 actions to provide the necessary assistance and relief to victims of hurricanes in the Caribbean by using line 23 02 01 of the 2008 general budget of the European Communities.
2. In accordance with Article 2(a) of Council Regulation No.1257/96, the humanitarian actions shall be implemented in pursuance of the following specific objective:
 - To provide multi-sector emergency relief and recovery assistance to hurricane victims

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

Article 2

1. The implementation of humanitarian aid actions funded by this Decision shall have a maximum duration of 6 months from their start date.
2. Expenditure under this Decision is eligible from 26 August 2008.

² OJ L 248, 16.9.2002, p.1.

³ OJ L 357, 31.12.2002, p.1

⁴ Commission Decision of 5.3.2008, C/2008/773

3. If the actions envisaged in this Decision are suspended due 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 actions.

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 either by:
 - non-profit-making organisations which fulfil the eligibility and suitability criteria established in Article 7 of Council Regulation (EC) No. 1257/96;
 - or International organisations.
3. Taking account of 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 humanitarian aid for the victims of hurricanes in the Caribbean region.

Location of action: Caribbean

Amount of Decision: EUR 5,000,000

Decision reference number: ECHO/-CR/BUD/2008/01000

Explanatory Memorandum

1 - Rationale, needs and target population.

1.1. - Rationale :

On 26 August 2008 Hurricane Gustav made landfall in Haiti as a Category 1 Hurricane affecting all southern departments plus Artibonite and Centre. Before making landfall, Gustav had deposited heavy rainfall on the southern provinces of the Dominican Republic, also causing mudslides. On 29 August Gustav crossed over the whole of Jamaica, causing floods and mudslides. On 30 August Gustav passed over the Cayman Islands as a strong Category 1 Hurricane, before strengthening into a major Category 4 Hurricane, which made landfall in Cuba on 31 August causing massive damage, enormous suffering and loss of life.

At the same time, Hurricane Hanna approached the Bahamas and the Turks and Caicos Islands as a category 1 hurricane on 1 September and dumped heavy rains on Hispaniola in particular on Haiti on 2 and 3 September. This aggravated the damage already done by Hurricane Gustav and caused additional flooding and mudslides affecting most of the country. A Primary Emergency decision of EUR 2 Million was launched by the European Commission's Directorate-General for Humanitarian Aid, DG ECHO on 5 September.

On 6 September Hurricane Ike hit the Turks & Caicos Islands as a category 4 hurricane causing major damage to over 80% of the houses and causing considerable damage to parts of Haiti and the Bahamas.

On 7 September, Ike hit Cuba, as a category 3 Hurricane, in the eastern province of Holguín; downgraded to a category 1 Hurricane, Ike progressed west-northwest over the Caribbean

Sea adjacent to the southern coast of Cuba, before crossing Cuba again through Pinar del Rio Province, and leaving Cuba on 9 September.

All Cuban provinces were affected by Hurricane Ike, particularly those in the west which had already been hit by Hurricane Gustav which in itself was the most devastating hurricane to hit Cuba in the past 50 years. Damage to crops (cereals, fruits, vegetables) is massive and it will be difficult to recover or replant due to the flooding and resultant loss of seeds and fertilizers; there is thus a strong likelihood that there will be significant food insecurity for up to six months. Cuba imports over 80% of its basic food requirements, and strategic food reserves are likely to be soon exhausted.

DG ECHO monitored the hurricane situation constantly, via its Caribbean office in Santo Domingo and its Regional Support office in Managua. Emergency assessment and response systems were activated by United Nations Office for the Co-ordination of Humanitarian Affairs (OCHA), Pan American Health Organization (PAHO) and the International Federation of Red Cross and Red Crescent societies (IFRC). Apart from loss of lives and livelihoods (particularly in terms of crops), thousands of homes, roads, bridges and other infrastructure were destroyed.

1.2. - Identified needs :

Information on identified needs comes from DG ECHO expert reports from offices in Santo Domingo and Managua, plus OCHA, the Caribbean Disaster Emergency Response Agency (CDERA), Oxfam-International, PAHO and IFRC.

Assessments indicate needs in the following sectors:

- Shelter
- Water
- Sanitation
- Health
- Emergency rehabilitation
- Food
- Food security
- Non-food relief items
- Livelihoods
- Agricultural rehabilitation
- Disaster Risk Reduction mainstreaming

N.B. Transport and logistics will be of importance to all operations

1.3. - Target population and regions concerned :

This funding decision aims to provide assistance to approximately 250,000 people affected by the Hurricanes in the Caribbean region. It is estimated that up to 1 million people were affected by the hurricanes including those who were displaced and lost their homes. The countries with the most victims were Cuba (at least 490,000) and Haiti (at least 800,000). As one hurricane emerged after another in quick succession, with simultaneous impact on some populations, it is hard to be precise about numbers affected each time.

It is anticipated that through the present emergency decision direct humanitarian assistance will be provided to over 250,000 hurricane victims.

For the purposes of this decision the countries in the Caribbean are the Bahamas, Cuba, Dominican Republic, Haiti, Jamaica, Turks & Caicos Islands and the Cayman Islands

1.4. - Risk assessment and possible constraints :

The following risks and constraints should be considered:

- Access problems, linked to damaged infrastructure
- Deterioration of the security situation
- Further natural disasters, especially as the Atlantic hurricane season lasts from June until November
- Co-ordination between authorities and relief organisations
- Difficulties importing required items
- In order to set up working relationships with partners in Cuba, it has been necessary to include a large number of potential partners.

2 - Objectives and components of the humanitarian intervention proposed:

2.1. - Objectives :

Principal objective: To save and preserve lives in the emergency caused by hurricanes in the Caribbean region

Specific objective:

- To provide multi-sector emergency relief and recovery assistance to hurricane victims

2.2. - Components :

- Shelter:- plastic sheeting and tarpaulins for temporary shelter, plus tools and materials to rebuild homes
- Water:- provision of drinking water, including bottled water and small-scale rehabilitation of water systems; water containers, tanks, filters and purification tablets
- Sanitation:- hygiene promotion, hygiene kits and latrines, especially for those displaced and living in make-shift camps
- Health:- medical care and supplies, including vector controls and epidemiological surveillance
- Emergency rehabilitation:- damaged housing and health infrastructure
- Food and food security:- distribution of family food packages, nutrition, seeds and tools
- Non-food items:- kitchen sets, essential household items, clothes and tools
- Livelihoods and revenue generating activities:- livestock, emergency agricultural rehabilitation, short-term agricultural inputs, fishing, crafts and trades

N.B. - Transport and logistics will be of importance to all operations.
- It should be noted that the Primary Emergency Decision, adopted on 5 September 2008, supported rapid response to Hurricane Hanna in Haiti, whilst the current Decision will cover further needs which have not yet been addressed.

The European Commission will not set up any new offices under this funding decision, as DG ECHO's Caribbean office in Santo Domingo and Regional Support Office in Managua will provide technical assistance to appraise project proposals and to monitor humanitarian operations financed by the Commission. EC Delegations are establishing how current and future funds (e.g. 10th European Development Fund) can be mobilised to assist hurricane victims, ensuring a quick transition from relief to reconstruction.

3 - Duration expected for actions in the proposed Decision:

The duration of humanitarian aid actions shall be for 6 months maximum.

Expenditure under this Decision shall be eligible from 26 August 2008.

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 actions.

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 BAHAMAS/CUBA/CAYMAN ISLANDS/DOMINICAN REPUBLIC/HAITI/JAMAICA/TURKS AND CAICOS ISLANDS

Decision Number	Decision Type	2006 EUR	2007 EUR	2008 EUR
ECHO/DOM/BUD/2006/01000	Non Emergency	250,000		
ECHO/DOM/BUD/2007/01000	Non Emergency		260,000	
ECHO/DOM/BUD/2007/02000	Prim. Emergency		1,500,000	
ECHO/DOM/BUD/2008/01000	Non Emergency			250,000
ECHO/HTI/EDF/2006/01000	Emergency	160,000		
ECHO/-CR/BUD/2007/01000 (*)	Emergency		2,500,000	
ECHO/-CR/EDF/2007/01000 (*)	Emergency		3,000,000	
ECHO/-FA/BUD/2007/02000 (*)	Non Emergency		2,000,000	
ECHO/-FA/BUD/2008/01000 (*)	Non Emergency			3,000,000
ECHO/-FA/BUD/2008/02000 (*)	Non Emergency			2,000,000
ECHO/DIP/BUD/2007/02000 (*)	Non Emergency		4,000,000	
ECHO/HTI/BUD/2007/01000	Emergency		1,000,000	
ECHO/HTI/BUD/2008/01000				3,000,000
ECHO/HTI/BUD/2008/02000	Prim. Emergency			2,000,000
ECHO/HTI/EDF/2007/01000	Non Emergency		1,500,000	
	Subtotal	410,000	15,760,000	10,250,000
	Grand Total	26,420,000		

Dated : 25 September 2008
Source : HOPE

(*) decisions with more than one country

5 - Overview of donors' contributions

Donors in BAHAMAS/CUBA/CAYMAN ISLANDS/DOMINICAN REPUBLIC/HAITI/JAMAICA/TURKS AND CAICOS ISLANDS the last 12 months

1. EU Members States (*)		2. European Commission		3. Others	
	EUR		EUR		EUR
Austria	250,000	DG ECHO	15,250,000		
Belgium	712,000	Other services			
Bulgaria					
Cyprus					
Czech republic					
Denmark					
Estonia					
Finland					
France	1,322,000				
Germany	1,200,357				
	30,000				
Hungary					
Ireland	950,000				
Italy	500,000				
Latvia					
Lithuania					
Luxemburg					
Malta					
Netherlands					
Poland					
Portugal					
Romania					
Slovakia					
Slovenie					
Spain	5,056,500				
Sweden	3,677,166				
United kingdom					
Subtotal	13,698,023	Subtotal	15,250,000	Subtotal	0
		Grand total	28,948,023		

Dated : 25 September 2008

(*) 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 objective

Principal objective: <i>To save and preserve lives in the emergency caused by hurricanes in the Caribbean region</i>			
Specific objectives	Allocated amount by specific objective (EUR)	Geographical area of operation	Potential partners⁵
Specific objective 1: To provide multi-sector emergency relief and recovery assistance to hurricane victims	5,000,000	Caribbean region, with the following potential countries:- Bahamas Cayman Islands Cuba Dominican Republic Haiti Jamaica Turks & Caicos Islands	ACF, ACSUR Las Segovias, ACTED, CARE – FR, CHRISTIAN AID– UK, CSA, CISP, CRIC, CR-E, CRF, CR – NOR, DIAKONIE, EMDH, FAO, FE Y ALEGRIA, Welthungerhilfe, HI, HIB, IFRC-FICR, IO, IOM, MDM – FRA, MPDL, MSF-FR, MSF-B, MSF-NLD, NF, OIKOS, OXFAMSOL, OXFAM GB, PAHO, Plan UK, PSFCI, SC(UK), Tdh, UNDP-PNUD, UNICEF, WFP-PAM
		TOTAL:5,000,000	

⁵ ACTION CONTRE LA FAIM, (FR), AGENCE D'AIDE A LA COOPERATION TECHNIQUE ET AU DEVELOPPEMENT, (FR), ARTSEN ZONDER GRENZEN (NLD), Asociación para la Cooperación con el Sur _LAS SEGOVIAS_, CARE FRANCE, (FR), CENTRO REGIONALE D INTERVENTO PER LA COOPERAZIONE (ITA), CHRISTIAN AID (GBR), COMITATO INTERNAZIONALE PER LO SVILUPPO DEI POPOLI (ITA), CROIX-ROUGE FRANCAISE, CRUZ ROJA ESPAÑOLA, (E), DEUTSCHE WELTHUNGERHILFE e.V., DIAKONISCHES WERK der Evangelischen Kirche in Deutschland (DEU), ENFANTS DU MONDE - DROITS DE L'HOMME, ENTRECULTURAS- FE Y ALEGRIA, FEDERATION INTERNATIONALE DES SOCIETES DE LA CROIX-ROUGE ET DU CROISSANT ROUGE, HANDICAP INTERNATIONAL (BEL), HANDICAP INTERNATIONAL (FR), INTERMON OXFAM, (E), INTERNATIONAL ORGANIZATION FOR MIGRATION (INT), LUTHERHJÄLPEN(SWE), MEDECINS DU MONDE, MEDECINS SANS FRONTIERES (F), MEDECINS SANS FRONTIERES BELGIQUE/ARTSEN ZONDER GRENZEN BELGIE(BEL), MOVIMIENTO POR LA PAZ, EL DESARME Y LA LIBERTAD, (E), NORGES RODE KORS (NORWEGIAN RED CROSS), NORSK FOLKEHJELP (NOR), OIKOS - COOPERAÇÃO E DESENVOLVIMENTO, OXFAM (GB), OXFAM-Solidarite(it), (BEL), PHARMACIENS SANS FRONTIERES COMITE INTERNATIONAL, PLAN INTERNATIONAL (UK), TERRE DES HOMMES-CHE, THE SAVE THE CHILDREN FUND (GBR), UNICEF, UNITED NATIONS - FOOD AND AGRICULTURE ORGANIZATION, UNITED NATIONS - PAN AMERICAN HEALTH ORGANIZATION, UNITED NATIONS DEVELOPMENT PROGRAMME, WORLD FOOD PROGRAM

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 actions financed by the Community in order to establish whether they have achieved their objectives and to produce guidelines for improving the effectiveness of subsequent actions." 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. 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

For International Organisations identified as potential partners for implementing the Decision, actions will be managed under joint management.

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.