



COMMISSION OF THE EUROPEAN COMMUNITIES

Brussels
C(2008) XXX final

COMMISSION DECISION

of

**on the financing of emergency humanitarian Actions from the general budget of the
European Communities in HAITI
(ECHO/-FA/BUD/2008/08000)**

COMMISSION DECISION

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on the financing of emergency humanitarian Actions from the general budget of the European Communities in HAITI (ECHO/-FA/BUD/2008/08000)

THE COMMISSION OF THE EUROPEAN COMMUNITIES,

Having regard to the Treaty establishing the European Community,

Having regard to Council Regulation (EC, Euratom) No.1257/96 of 20 June 1996 concerning humanitarian aid¹, and in particular Article 2(a) and Article 13 thereof,

Whereas:

- (1) At the end of August and start of September 2008, Haiti was seriously affected by Tropical Storm Fay, plus Hurricanes Gustav, Hanna and Ike;
- (2) The rains and mudslides resulting from these consecutive tropical storms caused devastation throughout Haiti, including damage to agriculture and infrastructure;
- (3) Vulnerable populations are facing extreme conditions in the areas of nutrition, health, water and sanitation, and emergency food assistance is required in the recovery phase;
- (4) The European Commission's Directorate-General for Humanitarian Aid, DG ECHO, responded with a Primary Emergency Decision for Haiti adopted on 5 September 2008 (EUR 2,000,000) and an Emergency Decision for the Caribbean region adopted on 14 October 2008 (EUR 5,000,000, of which over 50 % is allocated to Haiti);
- (5) Reports and need evaluations established that as of 1 November 2008 further assistance is required urgently in the form of life-saving nutritional support and food assistance;
- (6) To reach populations in need, emergency aid should be channelled through Non-Governmental Organisations (NGOs) or International Organisations including United Nations (UN) agencies. Therefore the European Commission may implement the budget by direct centralised management or by joint management;
- (7) Humanitarian aid Actions financed by this Decision should be of a maximum duration of 6 months;
- (8) It is estimated that an amount of EUR 6,000,000 from budget line 23 02 02 of the general budget of the European Communities is necessary to provide humanitarian assistance to 1,000,000 hurricane victims in Haiti, taking into account the available budget, other donors' contributions and other factors;

¹ OJ L 163, 2.7.1996, p. 1.

- (9) 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 6,000,000 for emergency humanitarian aid Actions to provide life-saving nutritional support and food assistance to 1,000,000 hurricane victims in Haiti by using line 23 02 02 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 safeguard the availability of food, and access to food, for vulnerable people in Haiti, and to improve their nutritional status, by delivering appropriate food aid and food assistance, including livelihood support

An amount of EUR 6,000,000 has been allocated to this specific objective.

Article 2

1. The implementation of humanitarian aid Actions 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 1 November 2008.
3. If the Actions 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 Actions.

Article 3

1. The Commission shall implement the budget by direct centralised management or by joint management with international organisations.
2. 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.

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

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 02

Title: Emergency humanitarian food and nutritional assistance to vulnerable populations in Haiti

Location of Action: Haiti

Amount of Decision: EUR 6,000,000

Decision reference number: ECHO/-FA/BUD/2008/08000

Explanatory Memorandum

1 - Rationale, needs and target population

1.1. - Rationale :

At the end of August and the start of September 2008, Haiti was affected by Tropical Storm Fay, plus Hurricanes Gustav, Hanna and Ike. The rains brought by these storms and hurricanes caused serious floods and mudslides, affecting most of the country. 793 people died, and more than 165,000 families were affected. On 3 September 2008 Haiti's Minister of Planning and External Assistance made a request for international assistance, stating that eight out of ten departments were severely affected and approximately one million people required assistance. Apart from loss of lives, thousands of houses, fields, roads and infrastructure were destroyed. The European Commission's Directorate-General for Humanitarian Aid, DG ECHO, responded with a Primary Emergency decision for Haiti (EUR 2,000,000) and an Emergency decision for the Caribbean region (EUR 5,000,000, of which over 50% is allocated to Haiti). However, before the hurricane season began to have this serious impact, 2-3 million Haitians were already food-insecure, with 23% of the population suffering from chronic malnutrition, and 4.5% from acute malnutrition. In April 2008, sharply rising food prices led to violent demonstrations; as a consequence, the Parliament held a vote of no confidence, leading to the fall of the Government of Prime Minister Alexis.¹ Over the next few months, food security conditions in Haiti are expected to deteriorate further, due to high food prices, increased transport costs, the cumulative impact of multiple storms and declining foreign investment linked to civic unrest and political instability. Deforestation, poverty and lack of social structure/health facilities make Haiti especially vulnerable to storm-related damage. Haiti is considered to be the poorest country in the continent, with 78% of the population living below the poverty threshold of USD 2 per person per day. It is predicted that the food-insecure population may grow to 4 million people

¹ The impetus created by emergency needs caused by the hurricanes led to the inauguration of a new Government on 5 September 2008.

(nearly half the country's population) by December 2008.² DG ECHO has monitored the situation continuously, including assessment missions in September and October by humanitarian experts from its Caribbean office in Santo Domingo. Reports and need evaluations established that as of 1 November 2008 further assistance is required urgently in the form of life-saving nutritional support and food assistance.

1.2. - Needs identified :

According to Government sources and the United Nations Food and Agriculture Organisation (FAO), total losses in the agricultural sector represent USD 61,000,000. These figures are preliminary, and could increase.

- Between 20 and 30% of rice production has been damaged and 20% of banana production.
- Over 100,000 heads of cattle have been lost.
- Fisheries have been affected, mainly in the departments of Grande Anse and Sud-Est (South-East).
- The irrigation systems need major repairs, in the Nord (North) and Artibonite departments. FAO estimates that 70% of irrigation systems are damaged, requiring USD 5,000,000 for repairs.
- Prices have increased, linked to transport and access difficulties, by 30% in the case of rice in the most affected areas.

Thus it is clear that a specific response is needed to ensure the affected population's immediate access to food, and to restore their agricultural and livelihood capacities. Need assessment is still on-going, but assistance will be required in the following sectors:

- **Food aid.** Due to the scale of the damage and the number of affected people, it is likely that targeted food distributions will be needed in the short-term.
- **Rehabilitation of irrigation and sewage infrastructure.** Cash-for-work and Food-for-work programmes are appropriate to implement these activities.
- **Distribution of agricultural inputs,** such as seeds, tools, and livestock, plus restoration of the **fishing** sector's capacities.
- **Disaster preparedness** activities to ensure the protection of productive assets in case of natural disaster.
- Screening, prevention and treatment of **Malnutrition.** The malnutrition rate has already increased, especially in the South of the country where it has doubled. In Gonaïves (Artibonite department), the place most affected by flooding after the hurricane, a 22.6% increase in cases of moderate malnutrition amongst children aged between 5 and 59 months was reported by the organisation, *Médecins du Monde*, in a period of a week.

1.3. - Target population and regions concerned :

The purpose of this Decision is to provide food and nutritional assistance to vulnerable people affected by multiple crises in Haiti. All ten Departments were affected by the tropical storms and hurricanes, and 165,000 families (approximately 825,000 people) were severely affected. The estimated number of beneficiaries of this Decision is 1,000,000.

² CNSA (*Centre National de Sécurité Alimentaire*) & Famine Early Warning Systems Network

1.4. - Risk assessment and possible constraints :

Violence and natural catastrophes are two factors that may limit access to populations. The security situation in the country has improved with the continued presence of the United Nations Stabilisation Mission in Haiti (MINUSTAH)³, with the exception of certain urban areas in the capital, Port-au-Prince. With regard to natural disasters, since 1998 DG ECHO has been implementing a disaster preparedness programme, DIPECHO, in the Caribbean, including Haiti. The aim of this programme is to enhance the capacity of exposed populations to prepare for and protect themselves against natural disasters. Experience has shown that measures undertaken by DIPECHO programmes (such as early warning systems, evacuation procedures and first aid training) are effective in minimising casualties and saving lives. In addition, under the 9th European Development Fund (EDF), in 2006 DG Development launched a risk reduction programme in Haiti (EUR 6,000,000). DG ECHO is working with DG Development, the EuropeAid co-operation office and the European Commission delegation on programmes which are complementary to DIPECHO, involving long-term institutional support.

The following risks and constraints should therefore be considered:

- Deterioration of the security situation
- Access problems, linked to damaged infrastructure
- Further natural disasters, especially as the Atlantic hurricane season lasts from June until November (early December in 2007)
- Co-ordination between local authorities and relief organisations

2 - Objectives and components of the humanitarian intervention proposed

2.1. - Objectives :

Principal objective: To provide life-saving nutritional support and food assistance to people of Haiti affected by multiple crises.

Specific objectives:

- To safeguard the availability of food, and access to food, for vulnerable people in Haiti, and to improve their nutritional status, by delivering appropriate food aid and food assistance, including livelihood support.

2.2. - Components :

Food Security

- Food distribution to people affected by tropical storms
- Job creation, for example in rehabilitation of sewage systems, protection of natural resources (reforestation, protection of water sources and soil), preferably through a combination of Cash-for-work and Food-for-work
- Launch of small revenue-generating activities, particularly for women
- Improvement of access to production factors (supply of inputs)
- Improvement of agricultural productivity (irrigation, research and development, diversification) and reduction of loss following harvests (storing, food processing)

³ The mandate of MINUSTAH has been extended until 15 October 2009, with the intention of further renewal.

Nutrition

- Education on nutrition in order to reinforce the practice of exclusive breast-feeding and improve the way in which additional food is introduced from the age of 6 months
- Multiplication of assembly points in order to identify more children suffering from malnutrition in the villages
- Implementation of programmes within the communities to provide support for children suffering from moderate malnutrition (through women's clubs, for example)
- Implementation of measures to tackle the problems of lack of micronutrients such as iron and iodine
- Community-Based Therapeutic Care (CBTC) for severe acute malnutrition

Public Health Measures to Reinforce Good Nutrition (Water, sanitation and hygiene)

- Rehabilitation/construction of water distribution systems
- Reinforcement of community water management systems
- Hygiene awareness-raising campaigns, to reduce the burden of diarrhoeal disease and so reduce the nutritional vulnerability of children

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

Approach

DG ECHO is in close contact with DG Development, the EuropeAid co-operation office and the EC Delegation, who are establishing how current and future funds can be mobilised to assist hurricane victims, ensuring transition from relief/rehabilitation to development. The National Indicative Programme under the 10th European Development Fund covers the period 2008-2013 with an amount of EUR 291,000,000 of programmable funds (envelope A) for the focal sectors of infrastructure (mainly roads) and governance (decentralisation). General budget support to assist the country with macroeconomic reforms and consolidation of the state of law is also anticipated. The EC will make available for Haiti EUR 13,600,000 for unforeseen needs (envelope B). However, Haiti only recently ratified the Cotonou Agreement, and signing of the Country Strategy Paper was delayed until November 2008. Haiti will benefit from the Food Security Thematic Programme in 2008 (EUR 5,000,000) and 2009 (EUR 6,000,000), and some 9th EDF programmes were adjusted to respond to the "Rising price" crisis plus natural disasters. Complementarity of interventions funded under this Decision will be ensured, by means of close co-operation.

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 1 November 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 HAITI				
Decision Number	Decision Type	2006 EUR	2007 EUR	2008 EUR
ECHO/HTI/EDF/2006/01000	Emergency	160,000		
ECHO/-CR/BUD/2007/01000 (*)	Emergency		0	
ECHO/-CR/EDF/2007/01000 (*)	Emergency		0	
ECHO/-FA/BUD/2007/02000 (*)	Non Emergency		2,000,000	
ECHO/DIP/BUD/2007/02000	Non Emergency		0	
ECHO/HTI/BUD/2007/01000	Emergency		1,000,000	
ECHO/HTI/EDF/2007/01000	Non Emergency		1,500,000	
ECHO/-CR/BUD/2008/01000 (*)	Emergency			0
ECHO/-FA/BUD/2008/01000 (*)	Non Emergency			3,000,000
ECHO/-FA/BUD/2008/02000 (*)	Non Emergency			2,000,000
ECHO/HTI/BUD/2008/01000	Non Emergency			3,000,000
ECHO/HTI/BUD/2008/02000	Prim. Emergency			2,000,000
	Subtotal	160,000	4,500,000	10,000,000
	Grand Total	14,660,000		

Dated : 28 October 2008
Source : HOPE

(*) decisions with more than one country

5 - Overview of donors' contributions

Donors in HAITI the last 12 months					
1. EU Members States (*)		2. European Commission		3. Others	
	EUR		EUR		EUR
Austria	440,000	DG ECHO	11,000,000		
Belgium	216,000	Other services			
Bulgaria					
Cyprus					
Czech republic					
Denmark					
Estonia					
Finland					
France	1,427,000				
Germany	779,020				
Greece	30,000				
Hungary					
Ireland	700,000				
Italy	1,300,000				
Latvia					
Lithuania					
Luxemburg	465,681				
Malta					
Netherlands					
Poland					
Portugal					
Romania					
Slovakia					
Slovenia					
Spain	2,700,000				
Sweden	2,166,949				
United kingdom	2,199,181				
Subtotal	12,423,831	Subtotal	11,000,000	Subtotal	0
		Grand total	23,423,831		

Dated : 28 October 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.

- N.B.** - A United Nations Flash Appeal for Haiti was launched on 10 September 2008 for USD 107,714,621, and current pledges cover 40% of this.
 - A World Food Program Emergency Operation for Haiti (EMOP 10781.0 from 15 September 2008 for 6 months) was launched within the UN Flash Appeal with a budget of USD 33,000,000, and current pledges cover 35% of this. This EMOP is in addition to a telecommunications project (USD 700,000) and logistical sector support (USD 16,900,000).

6 - Amount of Decision and distribution by specific objective

6.1. - Total amount of the Decision: EUR 6,000,000

6.2. - Budget breakdown by specific objective

Principal objective: <i>To provide life-saving nutritional support and food assistance to people of Haiti affected by multiple crises</i>			
Specific objective	Amount allocated for specific objective (EUR)	Geographical area of operation	Potential partners⁴
Specific objective 1: To safeguard the availability of food, and access to food, for vulnerable people in Haiti, and to improve their nutritional status, by delivering appropriate food aid and food assistance, including livelihood support	6,000,000	Haiti	<ul style="list-style-type: none"> - ACF - FRA - ACP - ACTED - AVSI - CARE - FR - CHRISTIAN AID - UK - CONCERN WORLDWIDE - CORDAID - CROIX-ROUGE - DEU - CROIX-ROUGE - ESP - CROIX-ROUGE - FRA - EMDH - FAO - HANDICAP - FRA - HELPAGE INTERNATIONAL - UK - IFRC-FICR - INTERMON - IOM - MDM - FRA - MERLIN - MSF - BEL - MSF - FRA - MSF - NLD - OXFAM - UK - PAHO - PLAN INTERNATIONAL UK - PSF - FRA/CLERMONT-FERRAND - SAVE THE CHILDREN - UK - TERRE DES HOMMES - CHE - UNICEF - WFP-PAM
TOTAL: 6,000,000			

4 ACTION CONTRE LA FAIM, (FR), AGENCE D'AIDE A LA COOPERATION TECHNIQUE ET AU DEVELOPPEMENT, (FR), ARTSEN ZONDER GRENZEN (NLD), ASAMBLEA DE COOPERACION POR LA PAZ, (E), ASSOCIAZIONE VOLONTARI PER IL SERVIZIO INTERNAZIONALE (ITA), CARE FRANCE, (FR), CATHOLIC ORGANISATION FOR RELIEF AND DEVELOPMENT AID (NLD), CHRISTIAN AID (GBR), CONCERN WORLDWIDE, (IRL), CROIX-ROUGE FRANCAISE, CRUZ ROJA ESPAÑOLA, (E), DEUTSCHES ROTES KREUZ, (DEU), ENFANTS DU MONDE - DROITS DE L'HOMME, FEDERATION INTERNATIONALE DES SOCIETES DE LA CROIX-ROUGE ET DU CROISSANT ROUGE, HANDICAP INTERNATIONAL (FR), HELPAGE INTERNATIONAL (GBR), INTERMON OXFAM, (E), INTERNATIONAL ORGANIZATION FOR MIGRATION (INT), MEDECINS DU MONDE, MEDECINS SANS FRONTIERES (F), MEDECINS SANS FRONTIERES BELGIQUE/ARTSEN ZONDER GRENZEN BELGIE(BEL), MEDICAL EMERGENCY RELIEF INTERNATIONAL (GBR), OXFAM (GB), 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, 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.