



COMMISSION OF THE EUROPEAN COMMUNITIES

Brussels
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COMMISSION DECISION

of

**on the financing of emergency humanitarian Actions from the general budget of the
European Communities in Honduras and Guatemala**

(ECHO/-CM/BUD/2008/01000)

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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) Tropical Depression 16 made landfall in Honduras on 16 October 2008 and crossed Central America, causing heavy rainfall, which in turn led to floods and landslides in all countries of Central America. The negative impact of the depression was compounded by the fact that the ground was already saturated because of the heavy rainfall which had affected Central America at the beginning of October 2008.
- (2) The two most affected countries are Honduras and Guatemala, with more than 250,000 people directly affected in both countries. Vulnerability is high and response capacity limited in the two countries, which are disaster-prone.
- (3) A state of emergency was declared in Honduras on 19 October 2008 and a state of calamity in 27 municipalities of Guatemala. Both countries have requested international assistance.
- (4) 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 should implement the budget by direct centralized management or by joint management.
- (5) Humanitarian aid Actions financed by this Decision should be of a maximum duration of 6 months.
- (6) It is estimated that an amount of EUR 1,170,000 from budget line 23 02 01 of the general budget of the European Communities is necessary to provide humanitarian assistance to people affected by floods and landslides in Honduras and Guatemala, taking into account the available budget, other donors' contributions and other factors. Therefore, the activities covered by this Decision may be financed in full in accordance with Article 253 of the Implementing Rules of the Financial Regulation.

¹ OJ L 163, 2.7.1996, p. 1.

- (7) 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 1,170,000 for emergency humanitarian aid Actions to provide the necessary assistance and relief to people affected by floods and landslides in Honduras and Guatemala 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 the pursuance of the following specific objective:
 - To assist the victims of floods and landslides with integrated relief and early recovery assistance.
3. The total amount of the Decision 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 19 October 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.

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. 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: Humanitarian assistance to the victims of floods and landslides in Honduras and Guatemala

Location of Action: Honduras and Guatemala

Amount of Decision: EUR 1,170,000

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

Supporting document

1 - Rationale, needs and target population

1.1. - Rationale:

On 16 October 2008, Tropical Depression 16 made landfall in Honduras and subsequently crossed Central America. It caused heavy rainfall, which in turn led to floods and landslides in Honduras and Guatemala but also in Belize, Costa Rica, El Salvador, Panama, Mexico and Nicaragua. The negative impact of the Tropical Depression was compounded by the fact that the ground was already saturated, because Central America had already experienced heavy rainfall at the beginning of October 2008 due to the presence of several tropical depressions and Tropical Storm Marco.

In Honduras, in the first half of October 2008 alone precipitation levels were already double the monthly average¹, and the additional rainfall brought by the Tropical Depression led to floods in 17 of the 18 departments of the country². In view of this situation, the government of Honduras declared a State of Emergency on 19 October 2008³ and formally requested humanitarian assistance on 20 October 2008⁴. The north, south and west of the country, with a population particularly poor and vulnerable, have been particularly affected. According to

¹ United Nations Flash Appeal Honduras, 29 October 2008

² Ibid.

³ National decree 029-2009

⁴ OCHA (United Nations Office for the Coordination of Humanitarian Affairs) Situation Report 6 of 3 November 2008

the Honduran disaster management body, COPECO⁵ the tropical depression led to the death of 34 people and the disappearance of 16 people in the country⁶. In total, 279,972 people have been directly or indirectly affected and 42,749 people remain in temporary shelters. 12,429 houses have been damaged as well as 101,107 hectares of agricultural land, heavily impacting small-scale farmers' livelihoods. In addition, 50 floods and landslides have affected approximately 50 per cent of the road infrastructure and left 150,000 people without electricity. COPECO has been distributing humanitarian assistance to the affected population (including family food rations, hygiene kits, kitchen kits, blankets, mattresses and tents) and continues to coordinate relief activities after having activated departmental Emergency Operation Centres. The Honduran Fund for Social Investment (FHIS in its Spanish acronym) has announced an allocation of EUR 1,800 to 18,000 to every affected municipality to assist the population with food items.

In Guatemala, a State of Calamity was declared for 20 municipalities on 19 October 2008⁷ and later extended to a total of 27 municipalities⁸. On 3 November 2008, the Government of Guatemala formally requested international assistance. According to the Guatemalan disaster risk reduction body, CONRED⁹, four people died because of the floods, more than 100,000 people have been affected and 6,800 people remain in shelters¹⁰. More than 8,500 houses have been damaged¹¹. The flooding of more than 30,000 hectares of farm land¹² has had an immediate negative effect on the livelihood of thousands of families who depend on this land for subsistence. 16 departments have been affected, with the department of El Peten being completely flooded. The Guatemalan Government states that it has allocated approximately 500 million Quetzals (some EUR 50,000,000) to date to assist the victims of the Tropical Depression¹³.

Honduras and Guatemala are highly disaster-prone, with various natural disasters having caused an average damage of USD 580,000,000 per year in the two countries combined¹⁴. Floods are the most recurrent disaster which affects both countries, with seven floods in Honduras and nine in Guatemala having occurred over the past ten years¹⁵. The serious recurrent nature of disasters is eroding the local coping and response capacity of a highly vulnerable population, with the human development index of the two countries being among the lowest in Latin America. It is 0.700 for Honduras (ranking it 115th in the world) and 0.689 for Guatemala (ranking it 118th in the world)¹⁶. In both countries more than half of the population lives below the national poverty line, with 50.6% of the population in Honduras and 45.4% of the population in Guatemala living on USD 1 or USD 2 a day¹⁷.

⁵ National Commission for Contingencies in its Spanish acronym

⁶ OCHA situation report 6 dated 3 November 2008; for the evolution of the figures also see COPECO's note to the press dated 23 October 2008

⁷ Governmental Accord No. 9-2008

⁸ Governmental Accord No.10-2008 of 27 October 2008

⁹ National Coordinator for Disaster Reduction in its Spanish acronym

¹⁰ OCHA Situation Report 6 dated 3 November 2008

¹¹ www.guatemala.gob.gt/noticia.php?codigo=1434&tipo=1

¹² Preliminary Report by the Guatemalan Government, based on information available as at 30 October 2008

¹³ www.guatemala.gob.gt/noticia.php?codigo=1434&tipo=1

¹⁴ Centre for Research on the Epidemiology of Disasters (CRED) EM-DAT 1997-2007

¹⁵ Ibid

¹⁶ United Nations Development Programme, Human Development Report 2007/2008

¹⁷ Ibid

1.2. - Identified needs:

A DG ECHO¹⁸ assessment mission to Honduras took place from 22 to 25 October 2008 and to Guatemala from 27 to 31 October 2008. An UNDAC¹⁹ mission was deployed to Honduras on 22 October 2008.

These missions have identified needs mainly in the following sectors:

Food assistance/early recovery:

The flooding of tens of thousands of hectares of agricultural land has had a direct negative impact on the livelihoods of the local rural population. For many of them, small-scale farming is the only means of subsistence. Due to the floods, this year's harvest has been lost. This exacerbates further the already difficult existing nutritional and food security situation in many parts of Honduras and Guatemala, which has deteriorated this year because of the increase in food prices. Therefore food aid and food assistance is required, including the distribution of agricultural inputs to foster early recovery.

Shelter:

As described above, in the two countries more than 20,000 houses have been damaged and some 49,000 people remain in temporary shelters. It is necessary both to improve temporary shelter solutions and support the emergency rehabilitation of houses.

Water and Sanitation:

Many of the communities affected by floods and landslides no longer have access to safe water and sanitation facilities. Besides, these kinds of facilities are often very limited in the temporary shelters used. Therefore, it is necessary to ensure the supply of safe drinking water for the affected population, for instance through the rehabilitation of water supply systems. In addition, sanitation systems have been affected and have to be improved, e.g. through the rehabilitation or construction of latrines. The mentioned activities have to be accompanied by hygiene education.

Health:

Access to health care has been rendered difficult for the population because some areas remain isolated due to the floods and because of the damage the floods have caused to infrastructure such as roads and bridges. Drugs and other medical inputs are required to ensure the functioning of the primary health care system and epidemiological surveillance and vector control are required to prevent epidemics.

Non-food items:

With many rural families having lost all their belongings because of the floods and landslides, the distribution of basic non-food items such as household kits, tools and buckets is required to help them restart their livelihood.

Disaster risk reduction:

Since both Honduras and Guatemala are highly disaster prone, disaster risk reduction measures should be integrated as far as possible into all activities, enhancing local communities' preparedness so as to better face future natural disasters.

¹⁸ Directorate General for Humanitarian Aid – ECHO

¹⁹ United Nations Disaster Assessment and Coordination

Through different disaster preparedness projects funded under the Fifth DIPECHO²⁰ Action Plan for Central America²¹, lives could be saved in the flood affected areas. A case in point are the municipalities of El Progreso and El Negrito in the Honduran department of Yoro, where local preparedness - strengthened through a DIPECHO project - allowed for a smooth activation of local emergency committees and timely evacuation of the population.

1.3. - Target population and regions concerned:

Through this Decision, emergency and early recovery assistance will be provided to over 35,000 people living in the areas of Guatemala and Honduras most affected by the floods.

In Honduras, priority will be given to the departments in the North, South and West. In Guatemala, priority will be given to the departments of El Peten, Izabal, Quiché and Alta Verapaz.

Special focus will be put on providing assistance to isolated rural populations and to the affected population which is already particularly vulnerable, for instance women and children.

1.4. - Risk assessment and possible constraints :

Access to target areas may be hampered because of the damage to road infrastructure. If floodwaters do not recede quickly, access to selected target communities might be difficult. In addition, further rainfall through new tropical depressions or even storms or hurricanes is possible because the hurricane season will not end before December 2008. Furthermore, the security situation might deteriorate. For all the reasons mentioned, implementation of the Actions funded under this Decision might be delayed or impeded.

2 - Objectives and components of the humanitarian intervention proposed:

2.1. - Objectives :

Principal objective:

to save and preserve the lives of the population affected by floods and landslides in Honduras and Guatemala

Specific objective:

to assist the victims of floods and landslides with integrated relief and early recovery assistance

2.2. - Components :

Food Assistance/Early Recovery: food aid distribution, short-term emergency agricultural activities (seeds, tools, agricultural inputs, small cattle and livestock)

²⁰ Disaster Preparedness ECHO

²¹ Decisions ECHO/DIP/BUD/2006/02000 and ECHO/DIP/BUD/2007/01000, totalling EUR 7,500,000

Shelter: emergency rehabilitation of houses and community infrastructure used as temporary Shelter

The shelter activities in Honduras should be coordinated with IOM, as lead agency of shelter cluster according to UN Flash Appeal.

Water and Sanitation: water supply, cleaning of stagnant waters and polluted sources, waste disposal and latrines, basic rehabilitation of water systems, water treatment

Health: primary health care, drugs and medical supplies, control of vector and waterborne disease , epidemiological surveillance, health education campaigns

Non-Food Items: provision of hygiene and domestic kits, tools etc.

Disaster Risk Reduction: strengthening of local capacities in risk management and disaster preparedness, revision of contingency plans, strengthening local emergency committees' equipment for disaster response, small-scale mitigation works .

Transport and logistics will be a challenge for all Actions.

3 - Duration expected for Actions in the proposed Decision:

The duration of humanitarian aid Actions shall be 6 months.

Expenditure under this Decision shall be eligible from 19 October 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 GUATEMALA/HONDURAS | | | | |
|-----------------------------------------------------------|---------------|-------------|-------------|-------------|
| Decision Number | Decision Type | 2006 EUR | 2007 EUR | 2008 EUR |
| ECHO/DIP/BUD/2006/02000 (*) | Non Emergency | 2,160,000 | | |
| ECHO/GTM/BUD/2006/01000 | Non Emergency | 2,600,000 | | |
| ECHO/DIP/BUD/2007/01000 (*) | Non Emergency | | 360,000 | |
| ECHO/DIP/BUD/2008/03000 (*) | Non Emergency | | | 3,680,000 |
| ECHO/-FA/BUD/2007/02000 (*) | Non Emergency | | 500,000 | |
| ECHO/-FA/BUD/2008/01000 (*) | Non Emergency | | | 1,000,000 |
| Subtotal | | 4,760,000 | 860,000 | 4,680,000 |
| Grand Total | | 10,300,000 | | |

Dated : 04 November 2008

Source : HOPE

(*) decisions with more than one country

5 - Overview of donors' contributions

| Donors in GUATEMALA/HONDURAS the last 12 months | | | | | |
|-------------------------------------------------|-----------|------------------------|-----------|-----------|-----|
| 1. EU Members States (*) | | 2. European Commission | | 3. Others | |
| | EUR | | EUR | | EUR |
| Austria | | DG ECHO | 4,680,000 | | |
| Belgium | | Other services | | | |
| Bulgaria | | | | | |
| Cyprus | | | | | |
| Czech Republic | | | | | |
| Denmark | | | | | |
| Estonia | | | | | |
| Finland | | | | | |
| France | | | | | |
| Germany | | | | | |
| Greece | | | | | |
| Hungary | | | | | |
| Ireland | 50,000 | | | | |
| Italy | 1,842,000 | | | | |
| Latvia | | | | | |
| Lithuania | | | | | |
| Luxemburg | | | | | |
| Malta | | | | | |
| Netherlands | | | | | |
| Poland | | | | | |
| Portugal | | | | | |
| Romania | | | | | |
| Slovakia | | | | | |
| Slovenia | | | | | |
| Spain | | | | | |
| Sweden | | | | | |
| United Kingdom | | | | | |
| Subtotal | 1,892,000 | Subtotal | 4,680,000 | Subtotal | 0 |
| | | Grand total | 6,572,000 | | |

Dated : 04 November 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.

On 24 October 2008, the IFRC²² launched an emergency appeal for a response to floods in Central America, totalling EUR 707,586.

On 29 October 2008, the United Nations launched a flash appeal for Honduras, amounting to USD 17,086,986. A CERF²³ grant request for USD 1,501,344 was approved.

The Spanish Agency for International Cooperation for Development (AECID) allocated EURO 100,000 for the purchase of relief items in cooperation with COPECO²⁴.

Before the Tropical Depression, a DG ECHO contribution of EUR 1,000,000 – funded through the food aid budget line - was already being prepared to respond to the difficult nutritional situation in the south of Honduras, caused mainly by drought. However, part of the area has meanwhile also been affected by the floods and landslides.

6 - Amount of Decision and distribution by specific objectives:

6.1. - Total amount of the Decision: EUR 1,170,000

²² International Federation of the Red Cross and Red Crescent Societies

²³ Central Emergency Relief Fund of the United Nations

²⁴ OCHA Situation Report 6 dated 3 November 2008

6.2. - Budget breakdown by specific objectives

| Principal objective: <i>to save and preserve the lives of the population affected by floods and landslides in Honduras and Guatemala</i> | | | |
|-------------------------------------------------------------------------------------------------------------------------------------------------|-----------------------------------------------------|-----------------------------------------------------------------------------------------------------------------------------------------------------------|----------------------------------------------------------------------------------------------------------------------------------|
| Specific objectives | Allocated amount by specific objective (EUR) | Geographical area of operation | Potential partners²⁵ |
| Specific objective 1: to assist the victims of floods and landslides with integrated relief and early recovery assistance | 1,170,000 | <u>Honduras:</u> Northern, Western and Southern departments <u>Guatemala:</u> priority to the departments of El Peten, Izabal, Quiché and Alta Verapaz | - AYUDA EN ACCIÓN - GOAL - OIKOS - OXFAM - UK - PAHO - PTM - SAVE THE CHILDREN - UK - TROCAIRE - WFP-PMA |
| TOTAL: 1,170,000 | | | |

²⁵ AYUDA EN ACCIÓN, (E), GOAL, (IRL), OIKOS - COOPERAÇÃO E DESENVOLVIMENTO, OXFAM (GB), PTM-mundubat, (E), THE SAVE THE CHILDREN FUND (GBR), Trocaire, (IRL), UNITED NATIONS - PAN AMERICAN HEALTH ORGANIZATION, UNITED NATIONS – 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 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.