



## **Emergency Humanitarian Aid Decision**

**23 02 01**

Title: Emergency humanitarian assistance to victims of Cyclone Nargis in Myanmar.

Location of operation: Myanmar

Amount of Decision: EUR 10,000,000

Decision reference number: ECHO/MMR/BUD/2008/02000

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### **Explanatory Memorandum**

#### **1 - Rationale, needs and target population.**

##### **1.1. - Rationale:**

On 2 May 2008 tropical Cyclone Nargis hit the coastal areas as a category 4 cyclone west-southwest of the city of Yangon, in the Ayeyarwady Delta region, around 4 p.m. local time and spread inland, in an east-north-east direction with winds exceeding 190 km/hr and heavy rainfall. Yangon was hit during the night, with maximum force between 3 and 6 a.m. on 3 May. The cyclone lost intensity as it moved through Kayin state and towards the Thai border.

Damage is widespread, with trees torn down, roofs blown away, power and communication lines largely cut, while accompanying rain caused flooding in many areas. In the Ayeyarwady delta area, strong winds compounded by a high tidal surge of 3 to 4 meters flattened many villages. 65 % of dwellings are damaged or destroyed in the 47 most affected townships.

As of 12 May, the figures of casualties are reaching very high levels. Unofficial figures reach 100,000 deaths and 115,000 missing. The number of wounded is also alarming, with an official figure of 1,430 being most probably very much underestimated. It is now likely that more than 1,500,000 people have been affected by the cyclone<sup>1</sup>, and this figure is still likely to rise.

So far, access of humanitarian organizations to the delta region has been extremely limited and has happened nearly exclusively through national staff. Visas for expatriate humanitarian workers are granted on a case by case basis, and mainly to remain in Yangon. Clusters are being put in place in Yangon, Labutta, Bogalay and other places, but the absence of experienced expatriate staff hinders the efficiency of the general setup.

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<sup>1</sup> Cyclone Nargis Myanmar OCHA Situation Report n°9, 13 May 2008  
ECHO/MMR/BUD/2008/02000

A humanitarian hub is being established in Labutta, just north of the most affected area. In Yangon, Labutta and Bogalay, organizations present before the typhoon have been active from the beginning with their limited local resources, while waiting for the arrival of shipped material.

In the meantime, hundreds of thousands of people are homeless and hungry. They are coming out of the destroyed villages and gather in townships, in makeshift shelters around pagodas, schools and other public buildings. Those who cannot find a place in these cramped areas (with an average of 1,000 to 2,000 people in each location) have to stay on the roadsides. These shelter sites lack any kind of sanitation and the hygiene situation is increasingly alarming. This kind of situation considerably increases the risk of outbreaks of transmissible diseases, which could take their toll on an already weakened population. Up to now, approximately 10 percent of the affected population only have been reached by any kind of assistance provided by the humanitarian organizations in the country. The basic needs for food, clean water, shelter and healthcare remain huge.

Farmers have lost most of their seeds and paddies are damaged, which means that the next crops, normally to be planted when the monsoon rains start in about 3 weeks time, will be very small at best, when traditionally the Ayeyarwady delta is one of the main rice providing areas of the country.

Protection is also an issue, with family members separated from each other, many children left orphans and possible situations of forced displacement arising.

## 1.2. - Identified needs:

Appropriate relief assistance is urgent to cover the needs of a large population affected by the cyclone mainly through the provision of food, water and sanitation and health care. The urgency is even more pressing because the monsoon will start in late May, which will significantly worsen the conditions the victims are living in and the logistics of aid delivery.

The most urgent needs appear to be the following:

- food, food security and nutrition: both displaced people in temporary shelters and in the villages are lacking food. The local population is trying to share with the displaced the little stocks they have, but these are quickly running out. Also, urgent distributions of seeds and fertilizers have to take place if farmers are to plant rice for the next crop. Undernourishment in under-5 children was already a problem before the disaster and can be expected to increase, requiring nutritional interventions.
- emergency water and sanitation: natural sources of water are contaminated and many are filled with salt water, debris and human and animal corpses. In temporary shelter sites, sanitation is totally inadequate and the lack of hygiene could favour the spread of water- and vector-borne diseases. Safe drinking water needs to be provided to the population, especially in shelter sites and in affected villages, either through bottled water, water trucking, the distribution of purification items or other alternative means like emergency water treatment units. Latrines, washing points, garbage bins will have to be set up in shelter sites. Disposal of dead bodies will also need to be addressed.
- non-food items: affected households urgently need cooking and kitchen utensils, insecticide treated mosquito nets, blankets, water containers, etc to replace lost items. Basic infrastructure such as collective kitchens, etc. may also be needed should medium-term temporary settlements be established. Many people have lost their clothes and clothing (longyis) will therefore also have to be included in household or personal hygiene kits, as well as mosquito nets.

- Firewood: people usually use firewood to cook their meals. The firewood is now wet and cannot be used, which means that some people are not able to cook the rice they have been distributed.
- shelter: in some places, up to 95% of houses have been destroyed. People need tarpaulins, tool kits, tents and other shelter material to provide them quickly with a roof over their head, especially with the upcoming monsoon period.
- health care: Treatment of injuries, basic health care and preventive health activities, rapid revitalization of health services existing before the disaster are among the needs to be covered. Mobile health units will provide outreach health services to people staying in affected villages. A health early warning system needs also be set up for the monitoring of a number of diseases with a known potential for outbreaks.
- protection needs may arise in temporary settlement sites and isolated areas especially for women, children and other vulnerable groups.
- logistics: transport to the Ayeyarwady delta is a challenge at all times of year. Now, with wooden bridges and jetties damaged by the cyclone and the tidal wave, access is even more difficult and is going to be seriously compounded by the upcoming monsoon season. Stocks need ideally to be prepositioned in humanitarian hubs before the arrival of the rains in order to avoid serious gaps in the supply chain. Due to the damage to infrastructure smaller trucks and boats will be needed to transport relief items further to the affected areas.
- telecommunications and mapping: since communications with the affected areas are difficult, assistance through provision of communication tools and accurate mapping of the affected areas may be necessary.
- coordination will be a major challenge in the present set up and may need to be supported.

### 1.3. - Target population and regions concerned :

The most affected regions are the Ayeyarwady Delta and Yangon city and Division. To a lesser extent, Bago division, and Mon and Kayin States have also been hit by the cyclone.

The population of the affected areas is 24,000,000, with 6,000,000 in Yangon and 7,000,000 in the Ayeyarwady division. The Ayeyarwady is a remote but heavily populated area, in fact the most populous of Myanmar's States and Divisions, with an average population density of 466 persons per square mile<sup>2</sup>.

The affected population is composed of farmers and fishermen in rural areas and in the delta itself. In townships, Yangon and suburbs, the most affected are mainly urban poor living in slums and in makeshift dwellings. In the cities, strong houses have usually better resisted the strong winds.

The number of severely affected population is reckoned to be over 1,500,000 persons<sup>3</sup> and is likely to rise still further.

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<sup>2</sup> UN Flash Appeal for Myanmar – Tropical Cyclone Nargis, released on 9 May 2008

<sup>3</sup> Idem.

#### 1.4. - Risk assessment and possible constraints:

The most serious constraints seen in the response to Cyclone Nargis are the following:

- Visas for international aid workers and access to the affected areas are major challenges. The level of access granted to international staff will be a significant factor in shaping the scale of the relief operation that international organizations will be able to put in place.
- The monsoon season with heavy rains and strong winds is due by the end of May and will last for several months. This will severely compound the already difficult task of moving around in the Ayeyarwady delta and accessing the most affected and remote areas.
- Civil unrest could arise if aid is not brought to the victims in a timely way. Many people are hungry and have nothing to lose in protesting. On the other hand there is a risk that aid deliveries might destabilise local situations and lead to violent acts.
- There is a risk of potential obstruction to delivery of aid by local authorities, in particular since they appear to have a considerable degree of autonomy, which leads to wide divergences between different townships. The military could also block or hamper the transport or delivery of relief assistance.

## **2 - Objectives and components of the humanitarian intervention proposed:**

### 2.1. - Objectives:

Principal objective: To save and preserve lives in the aftermath of Cyclone Nargis.

Specific objectives:

- Provision of life saving support to victims of Cyclone Nargis.

### 2.2. - Components:

- emergency food distributions, high nutritional supplements for vulnerable groups;
- emergency distribution of seeds, fertilizer and other agricultural inputs;
- provision of drinking water, chlorination, water filters, cleaning of water ponds, rain water collectors and any activity needed to rehabilitate water supply systems;
- emergency sanitation and public health items in camps and for survivors in villages, including latrines, washing points, garbage bins and any other activity deemed necessary according to context;
- public health and hygiene awareness
- non-food relief items including hygiene items, kitchen sets, water containers, mosquito nets, clothing (longyis) etc.;
- firewood or other fuel;
- shelter assistance: tarpaulins, tents, tool kits etc.;
- emergency health care: support to existing health structures, setting up of mobile clinics for outreach activities, trauma/surgical/wound care, primary health care and mother and child care, etc.
- logistics and transport, including by boat and air, establishment of warehouses to keep the stocks of food and items, etc.
- telecommunications and mapping
- protection
- coordination

### 3 - Duration expected for actions in the proposed Decision:

The duration of humanitarian aid operations shall be 6 months. Expenditure under this Decision shall be eligible from **3 May 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 operations.

Depending on the evolution of the situation in the field, the Commission reserves the right to terminate the agreements signed with the implementing humanitarian organisations where the suspension of activities is for a period of more than one third of the total planned duration of the action. In this respect, the procedure established in the general conditions of the specific agreement will be applied.

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

List of previous DG ECHO <sup>4</sup> operations in MYANMAR				
Decision Number	Decision Type	2006 EUR	2007 EUR	2008 EUR
ECHO/-XA/BUD/2006/01000 (*)	Non Emergency	6,100,000		
ECHO/MMR/BUD/2006/01000	Non Emergency	200,000		
ECHO/-FA/BUD/2007/02000 (*)	Non Emergency		1,000,000	
ECHO/-XA/BUD/2007/01000 (*)	Non Emergency		0	
ECHO/DIP/BUD/2008/02000 (*)	Non Emergency			0
ECHO/MMR/BUD/2008/01000	Prim. Emergency			2,000,000
Subtotal		6,300,000	1,000,000	2,000,000
Grand Total		9,300,000		

Dated : 14 May 2008  
Source : HOPE

(\*) decisions with more than one country

<sup>4</sup> European Commission, Directorate-General for Humanitarian Aid  
ECHO/MMR/BUD/2008/02000

## 5 - Overview of donors' contributions

Donors in MYANMAR the last 12 months					
1. EU Members States (*)		2. European Commission		3. Others	
	EUR		EUR		EUR
Austria		DG ECHO	2,000,000		
Belgium		Other services			
Bulgaria					
Cyprus					
Czech republic	175,990				
Denmark	2,209,623				
Estonia	31,957				
Finland	1,400,000				
France	220,000				
Germany	1,528,500				
Greece					
Hungary					
Ireland					
Italy	1,188,000				
Latvia					
Lithuania					
Luxemburg	175,000				
Malta					
Netherlands					
Poland					
Portugal					
Romania					
Slovakia					
Slovenie					
Spain	500,000				
Sweden	405,260				
United kingdom	6,305,500				
Subtotal	14,139,830	Subtotal	2,000,000	Subtotal	0
		Grand total	17,139,830		

Dated : 14 May 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 10,000,000

## 6.2. - Budget breakdown by specific objectives

<b>Principal objective:</b> <i>To save and preserve lives in the aftermath of Cyclone Nargis</i>			
<b>Specific objectives</b>	<b>Allocated amount by specific objective (EUR)</b>	<b>Geographical area of operation</b>	<b>Potential partners<sup>5</sup></b>
Specific objective 1: Provision of life saving support to victims of Cyclone Nargis	10,000,000	Myanmar	<ul style="list-style-type: none"> <li>- ACF - FRA</li> <li>- ACTIONAID</li> <li>- ADRA Deutschland</li> <li>- A.M.I. - FRA</li> <li>- CARE -DEU</li> <li>- CR-AUT</li> <li>- CR - FIN</li> <li>- CR - FRA</li> <li>- CR - NLD</li> <li>- CR – SWE</li> <li>- GERMAN AGRO ACTION</li> <li>- IOM</li> <li>- MALTESER HILFSDIENST</li> <li>- MAPACT</li> <li>- MDM – FRA</li> <li>- SC (UK)</li> <li>- TDH IT</li> <li>- UNICEF</li> <li>- WFP-PAM</li> <li>- WHO</li> </ul>
<b>TOTAL: EUR 10,000,000</b>			

<sup>5</sup> ACTION CONTRE LA FAIM, (FR), ACTIONAID (GBR), AIDE MEDICALE INTERNATIONALE, (FR), Adventistische Entwicklungs- und Katastrophenhilfe e.V., CARE INTERNATIONAL DEUTSCHLAND E.V. (DEU), CROIX-ROUGE FRANCAISE, DEUTSCHE WELTHUNGERHILFE / GERMAN AGRO ACTION, (DEU), FONDAZIONE TERRE DES HOMMES ITALIA ONLUS, HET NEDERLANDSE RODE KRUIS (NLD), INTERNATIONAL ORGANIZATION FOR MIGRATION (INT), MALTESER HILFSDIENST e.V., (DEU), MEDECINS DU MONDE, MapAction, OESTERREICHISCHES ROTES KREUZ (CROIX ROUGE), (AUT), SUOMEN PUNAINEN RISTI (CROIX ROUGE FINLANDAISE), SVENSKA RÖDA KORSET , THE SAVE THE CHILDREN FUND (GBR), UNICEF, WORLD FOOD PROGRAM, WORLD HEALTH ORGANISATION - ORGANISATION MONDIALE DE LA SANTE

## 7 - Evaluation

Under article 18 of Council Regulation (EC) No.1257/96 of 20 June 1996 concerning humanitarian aid the Commission is required to "regularly assess humanitarian aid operations financed by the Community in order to establish whether they have achieved their objectives and to produce guidelines for improving the effectiveness of subsequent operations." These evaluations are structured and organised in overarching and cross cutting issues forming part of DG ECHO's Annual Strategy such as child-related issues, the security of relief workers, respect for human rights, gender. Each year, an indicative Evaluation Programme is established after a consultative process. This programme is flexible and can be adapted to include evaluations not foreseen in the initial programme, in response to particular events or changing circumstances. More information can be obtained at:

[http://ec.europa.eu/echo/evaluation/index\\_en.htm](http://ec.europa.eu/echo/evaluation/index_en.htm).

## 8 - Budget Impact article 23 02 01

-	CE (EUR)
Initial Available Appropriations for <b>2008</b>	486,095,000.00
Transfers Commission	-
<b>Total Available Appropriations</b>	486,095,000.00
Total executed to date (by 15 May 2008)	411,650,000.00
Available remaining	74,445,000.00
<b>Total amount of the Decision</b>	10,000,000.00

## 9. Management issues

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