



COMMISSION OF THE EUROPEAN COMMUNITIES

Brussels  
C(2009) XXX final

**COMMISSION DECISION**

**of**

**on the financing of emergency humanitarian Actions in Central America from the  
general budget of the European Communities**

(ECHO/-CM/BUD/2009/01000)

## COMMISSION DECISION

of

### on the financing of emergency humanitarian Actions in Central America from the general budget of the European Communities

(ECHO/-CM/BUD/2009/01000)

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 aid <sup>1</sup>, and in particular Article 2 (a) and Article 13 thereof;

Whereas:

- (1) Hurricane Ida and related floods and landslides have affected several countries in Central America and the Caribbean;
- (2) El Salvador and Nicaragua have been most hit, with tens of thousands of people affected, many of whom are still living in temporary shelter; almost 3,000 houses were damaged or destroyed and serious damage was done to agricultural land, with direct implications for the vulnerable populations' livelihood;
- (3) In El Salvador, the floods and landslides related to Hurricane Ida claimed the lives of 157 people and a state of emergency was declared on 8 November 2009; both El Salvador and Nicaragua have requested international assistance;
- (4) To reach populations in need, humanitarian aid should be channelled through Non-Governmental Organisations (NGOs) and 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 six months;
- (6) For the purpose of this Decision, the Central American countries involved are El Salvador and Nicaragua;
- (7) It is estimated that an amount of EUR 1,000,000 from budget article 23 02 01 of the general budget of the European Communities is necessary to provide humanitarian assistance to some 20,000 vulnerable people affected by Hurricane Ida and the related floods and landslides, taking into account the available budget, other donors' contributions and other factors. The activities covered by this Decision may be financed in full accordance with Article 253 of the Implementing rules of the financial Regulation;

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<sup>1</sup> 1- OJ L 163, 2.7.1996, p. 1.

- (8) The present Decision constitutes a financing Decision within the meaning of Article 75 of the Financial Regulation (EC, Euratom) No 1605/2002<sup>2</sup>, Article 90 of the detailed rules for the implementation of the Financial Regulation determined by Regulation (EC, Euratom) No 2342/2002<sup>3</sup>, and Article 15 of the internal rules on the implementation of the general budget of the European Communities<sup>4</sup>;

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 1,000,000 for the financing of emergency humanitarian Actions in Central America from budget article 23 02 01 of the 2009 general budget of the European Communities.

2. In accordance with Article 2 (a) of Council Regulation No.1257/96, the principal objective of this Decision is to save and preserve the lives of the people affected by Hurricane Ida and related floods and landslides in El Salvador and Nicaragua. The humanitarian Actions shall be implemented in the pursuance of the following specific objective:

- to assist the victims of Hurricane Ida and related floods and landslides in El Salvador and Nicaragua with integrated relief and early recovery assistance

The full amount of this Decision is allocated to this specific objective.

#### *Article 2*

1. The period for the implementation of the Actions financed under this Decision shall start on 8 November 2009. Expenditure under this Decision shall be eligible from the same date. The duration of individual humanitarian aid Actions financed under this Decision shall be limited to a maximum of six months.

2. If the implementation of individual actions is suspended owing to force majeure or other exceptional circumstances, the period of suspension shall not be taken into account in the implementing period of the Decision in respect of the Action suspended.

3. In accordance with the contractual provisions ruling the Agreements financed under this Decision, the Commission may consider eligible those costs arising and incurred after the end of the implementing period of the Action which are necessary for its winding-up.

#### *Article 3*

1. In accordance with Article 253 of the Implementing Rules and having regard to the urgency of the Action, the availability of other donors and other relevant operational circumstances, funds under this Decision may finance humanitarian Actions in full.

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. The Commission shall implement the budget:

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<sup>2</sup> 2- OJ L 248, 16.9.2002, p.1.

<sup>3</sup> 3- OJ L 357, 31.12.2002, , p.1.

<sup>4</sup> 4- Commission Decision of 5.3.2008, C/2008/773

\* either by direct centralised management with Non-governmental Organisations

\* or by joint management with International Organisations that are signatories to the Framework Partnership Agreements (FPA) or the EC/UN Financial Administrative Framework Agreement (FAFA) and which were subject to the four pillar assessment in line with Article 53d 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: Commission Decision on the financing of emergency humanitarian Actions in Central America from the general budget of the European Communities

Description: Humanitarian assistance to victims of Hurricane Ida and related floods and landslides

Location of Action: El Salvador, Nicaragua

Amount of Decision: EUR 1,000,000

Decision reference number: ECHO/-CM/BUD/2009/01000

**Supporting Document**

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

1.1. - Rationale :

In the night of 4 November 2009, tropical storm Ida was upgraded to a hurricane category 1. As such, it made landfall in Nicaragua at Sandy Bay Sirpe in the Southern Atlantic Autonomous Region (RAAS in its Spanish acronym) on 5 November 2009. It caused limited damage to coastal communities and subsequently weakened to a tropical storm and then tropical depression. The tropical depression passed through Eastern Honduras without causing major damage but suddenly re-gained strength over the Gulf of Honduras (Caribbean Sea), causing heavy rainfall in Mexico (peninsula of Yucatan and state of Tabasco) and western Cuba. On 8 November 2009, Ida became a hurricane category 2.

Because of the remnants of Hurricane Ida, a low pressure system which had formed near the Pacific coast of El Salvador produced torrential rainfall over central and Southern El Salvador early on 8 November 2009. As a result, there was flash flooding of several rivers and 108 landslides<sup>1</sup>. Together, they have caused the death of 157 people<sup>2</sup>. Over 14,000 people remain in temporary shelter and over 2,000 houses have been destroyed or damaged<sup>3</sup>. The

<sup>1</sup> Report of the Salvadorian Civil Defence on 9 November 2009

<sup>2</sup> Directorate General for Civil Protection of El Salvador as at 11 November 2009

<sup>3</sup> Ibid; and OCHA Situation Report No. 1 " Hurricane Ida and floods in Central America", 9 November 2009

President of El Salvador declared a state of emergency on 8 November 2009. The Ministry of Foreign Affairs met with representatives of the international community in San Salvador on 9 November 2009 to request assistance. The requested aid comprises *inter alia* food, hygiene, domestic and shelter kits and emergency equipment.

In Nicaragua, the Southern Atlantic Autonomous Region and the Northern Atlantic Autonomous Region (RAAN in its Spanish acronym) have been most affected. According to the United Nations, approximately 23,000 people have been affected. 875 houses have been destroyed or damaged<sup>4</sup>. No state of emergency was declared but international assistance was requested by Nicaraguan authorities in a meeting with donors in Managua on 9 November 2009. The requested assistance amounts to USD 4.59 million, including food, shelter materials, health care, water and sanitation and agricultural recovery.

While Hurricane Ida and the related floods and landslides did not cause major damage in Honduras, approximately 40,000 people in the Mexican department of Tabasco are reported to remain in temporary shelter<sup>5</sup>.

El Salvador and Nicaragua are highly disaster-prone. From 2004 to 2008, over 370,000 people have been affected by natural disasters in the two countries<sup>6</sup>. Floods and storms/hurricanes are the most recurrent disaster which affects both countries, with eight floods and eight storms having occurred in El Salvador and Nicaragua from 2004 to 2008.<sup>7</sup> 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 0.747 for El Salvador (ranking it 106th in the world) and 0.699 for Nicaragua (ranking it 124th in the world)<sup>8</sup>. In El Salvador, 37.2% of the population lives below the national poverty line, and 47.9% in Nicaragua<sup>9</sup>.

In view of both countries' vulnerability to disasters, DIPECHO<sup>10</sup> projects have been implemented there since 1998 to strengthen local disaster preparedness. During the floods and landslides, the concrete results of these projects became evident. In the departments of San Salvador and La Libertad, the local and municipal civil defence committees supported by DIPECHO managed to evacuate the affected population in time to avoid loss of life. They also provided assistance to other affected communities. In the department of Usulután, the monitoring and radio communication system installed by a DIPECHO project was successfully activated and in the department of La Paz the population was evacuated to a temporary shelter which had been enhanced during a DIPECHO project.

## 1.2. - Identified needs:

Staff from the DG ECHO<sup>11</sup> office in Managua was deployed to El Salvador from 9 to 12 November 2009 for a preliminary assessment. UNDAC<sup>12</sup> and other interagency missions

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<sup>4</sup> United Nations Country Team Nicaragua

<sup>5</sup> OCHA Situation Report No.1

<sup>6</sup> Centre for Research on the Epidemiology of Disasters (CRED)

<sup>7</sup> Ibid

<sup>8</sup> United Nations Development Programme, Human Development Report 2009

<sup>9</sup> Ibid

<sup>10</sup> Disaster Preparedness ECHO

<sup>11</sup> Directorate General for Humanitarian Aid of the European Commission

<sup>12</sup> [United Nations Disaster Assessment and Coordination](#)

have been deployed and the Salvadorian Ministry of Agriculture is evaluating the damage to crops<sup>13</sup> and livestock. In Nicaragua, different non-governmental agencies have undertaken partial needs assessments and the United Nations Emergency Technical Team is coordinating activities in collaboration with the Civil Defence.

These missions have identified needs mainly in the following sectors:

Food assistance:

The floods and landslides affecting tens of thousands of hectares of agricultural land have 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 and landslides, much of this year's harvest has been lost. This exacerbates further the already difficult existing nutritional and food security situation in many parts of El Salvador and Nicaragua, which has deteriorated over the past two years because of the increase in food prices, which was followed by the global financial crisis. Therefore food aid and food assistance is required, including the distribution of agricultural inputs to foster early recovery.

Non-food items:

With many rural families having lost all their belongings because of the hurricane and related 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.

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.

Shelter:

As described above, in the two countries almost 3,000 houses have been destroyed or damaged and over 21,000 people remain in temporary shelters. It is necessary both to improve temporary shelter solutions and support the emergency rehabilitation of houses.

Disaster risk reduction:

Since both El Salvador and Nicaragua 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.

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<sup>13</sup> Initial assessments estimate crop damage estimated at USD 26 to 32 million.

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

Through this Decision, emergency and early recovery assistance will be provided to up to 20,000 people living in the areas of El Salvador and Nicaragua most affected by Hurricane Ida and the related the floods and landslides.

In El Salvador, priority will be given to the departments of San Salvador, La Libertad, La Paz, San Vicente, Cuscatlán, Usulután and Cabanas.

In Nicaragua, priority will be given to the Southern Atlantic Autonomous Region and the Northern Atlantic Autonomous Region.

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 2009. Furthermore, the security situation might deteriorate. For 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 people affected by Hurricane Ida and related floods and landslides in El Salvador and Nicaragua

Specific objective:

To assist the victims of Hurricane Ida and related floods and landslides in El Salvador and Nicaragua with integrated relief and early recovery assistance

### 2.2. - Components:

Food Assistance: food aid distribution, food-for-work/cash-for-work activities, short-term emergency agricultural activities (seeds and other agricultural inputs, small cattle and livestock)

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

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 water-borne disease , epidemiological surveillance, health education campaigns

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

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 six months.

Expenditure under this Decision shall be eligible from 8 November 2009.

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.



## 5 - Overview of donors' contributions

Donors in NICARAGUA/EL SALVADOR the last 12 months					
1. EU Members States (*)		2. European Commission		3. Others	
	EUR		EUR		EUR
Austria		DG ECHO	146,000		
Belgium		Other services			
Bulgaria					
Cyprus					
Czech Republic					
Denmark					
Estonia					
Finland					
France	14,000				
Germany	217,572				
Greece					
Hungary					
Ireland					
Italy	2,000,000				
Latvia					
Lithuania					
Luxemburg					
Malta					
Netherlands					
Poland					
Portugal					
Romania					
Slovakia					
Slovenia					
Spain					
Sweden					
United Kingdom					
Subtotal	2,231,572	Subtotal	146,000	Subtotal	0
		Grand total	2,377,572		

Dated : 11 November 2009

(\*) 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 10 November 2009, the Inter-American Development Bank approved (non-reimbursable) emergency relief support for El Salvador amounting to USD 200,000<sup>14</sup>. According to reports, USD 150 million in credits from the Inter-American Development Bank and the World Bank will be allocated for reconstruction and mitigation works<sup>15</sup>.

## 6 - Amount of Decision and distribution by specific objectives:

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

<sup>14</sup> [www.iadb.org](http://www.iadb.org)

<sup>15</sup> El País (Spanish newspaper), 12 November 2009

<b>Principal objective:</b> <i>to save and preserve the lives of the people affected by Hurricane Ida and related floods and landslides in El Salvador and Nicaragua</i>			
<b>Specific objective</b>	<b>Allocated amount by specific objective (EUR)</b>	<b>Geographical area of operation</b>	<b>Potential partners<sup>16</sup></b>
Specific objective: to assist the victims of Hurricane Ida and related floods and landslides in El Salvador and Nicaragua with integrated relief and early recovery assistance	1,000,000	El Salvador Nicaragua	<u>Direct centralised management</u> - ACP - ESP - ADRA - DEU - AYUDA EN ACCIÓN - CARE - FR - CROIX-ROUGE - ESP - CROIX-ROUGE – NLD - GVC - IT - HILFSWERK AUSTRIA - MSF - ESP - STCH - ESP - OIKOS - OXFAM - BEL - OXFAM - UK - PLAN INTERNATIONAL UK <u>Joint management</u> - IFRC-FICR - IOM - PAHO - UNICEF - WFP-PAM
<b>TOTAL: 1,000,000</b>			

<sup>16</sup> ASAMBLEA de COOPERACION POR LA PAZ (E), AYUDA EN ACCIÓN, (E), Adventistische Entwicklungs- und Katastrophenhilfe e.V., CARE FRANCE, (FR), CRUZ ROJA ESPAÑOLA, (E), FEDERATION INTERNATIONALE DES SOCIETES DE LA CROIX-ROUGE ET DU CROISSANT ROUGE, GRUPO DI VOLONTARIATO CIVILE (IT), HET NEDERLANDSE RODE KRUIS (NLD), HILFSWERK AUSTRIA, INTERNATIONAL ORGANIZATION FOR MIGRATION (INT), MEDECINS SANS FRONTIERES (E) OIKOS - COOPERAÇÃO E DESENVOLVIMENTO, OXFAM (GB), OXFAM-Solidarite(it), (BEL), PLAN INTERNATIONAL (UK), UNITED NATIONS - PAN AMERICAN HEALTH ORGANIZATION, SAVE THE CHILDREN FUND (Spain), UNITED NATIONS CHILDREN'S FUND, 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/policies/evaluation/introduction\\_en.htm](http://ec.europa.eu/echo/policies/evaluation/introduction_en.htm).

## **8 - Management issues**

Humanitarian aid Actions funded by the Commission are implemented by NGOs and the Red Cross National Societies on the basis of Framework Partnership Agreements (FPA), by Specialised Agencies of the Member States 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/about/actors/partners\\_en.htm](http://ec.europa.eu/echo/about/actors/partners_en.htm).

For NGOs, Specialised Agencies of the Member States, Red Cross National Societies and International Organisations not complying with the requirements set up in the Financial Regulation applicable to the general budget of the European Communities for joint management, actions will be managed by direct centralised management.

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.