



COMMISSION OF THE EUROPEAN COMMUNITIES

Brussels
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COMMISSION DECISION

of

on the financing of emergency humanitarian Actions in the Philippines from the general budget of the European Communities

(ECHO/PHL/BUD/2009/03000)

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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) No.1257/96 of 20 June 1996 concerning humanitarian aid ¹, and in particular Articles 2(a), 4 and 13 thereof;

Whereas:

- (1) Tropical storm Ketsana (local name Ondoy) hit the Philippines on 26 and 27 September, bringing continuous heavy rains (455 mm in 24 hours) which caused widespread flooding to Metro Manila, South Luzon and nearby areas, affecting more than four million people;
- (2) Typhoon Parma hit the northern Philippines initially on 3 and 4 October and came back in the following days, bringing strong winds and heavy rains which caused extensive flooding in Northern and Central Luzon, with rivers overflowing and dams at risk of outburst, especially in Benguet and Pangasinan. It is estimated that close to four million and a half people have been affected. The total cumulated number of people affected by both disasters is close to 9 million;
- (3) The assessment of the situation further to these events is hampered by the lack of transport means and logistics support. Large areas are under water and access is difficult, hence slowing down the distribution of relief assistance;
- (4) Food aid is urgently needed to bring assistance to over one million people in the coming months, both in and out of evacuation centres;
- (5) Residual humanitarian needs should also be addressed, such as shelter, non-food items, water, sanitation and hygiene, medical assistance, and any other necessary assistance;
- (6) 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;
- (7) Humanitarian aid Actions financed by this Decision should be of a maximum duration of 6 months;

¹ OJ L 163, 2.7.1996, p. 1.

- (8) It is estimated that an amount of EUR 7,000,000 from budget article 23 02 01 of the general budget of the European Communities is necessary to provide humanitarian assistance to over one million people affected by hydro-meteorological disasters in the Philippines, taking into account the available budget, other donors' contributions and other factors. The activities covered by this Decision may be financed in full in accordance with Article 253 of the Implementing Rules of the Financial Regulation;
- (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 7,000,000 for the financing of emergency humanitarian Actions in the Philippines from budget article 23.02.01 of the 2009 general budget of the European Communities.
2. In accordance with Article 2(a) and 4 of Council Regulation No.1257/96, the principal objective of this Decision is to provide emergency assistance to people affected by hydro-meteorological disasters in the Philippines.

The humanitarian Actions shall be implemented in the pursuance of the following specific objective:

- To provide life saving integrated assistance to people affected by hydro-meteorological disasters in the Philippines.

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 27 September 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.

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 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 by Non-profit-making organisations which fulfil the eligibility and suitability criteria established in Article 7 of Council Regulation (EC) No 1257/96 or by International organisations.
3. The Commission shall implement the budget:
 - 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 the Philippines from the general budget of the European Communities.

Description: Emergency assistance to populations affected by hydro-meteorological disasters in the Philippines.

Location of Action: PHILIPPINES

Amount of Decision: EUR 7,000,000

Decision reference number: ECHO/PHL/BUD/2009/03000

Supporting Document

1 - Rationale, needs and target population.

1.1. - Rationale:

On 26 and 27 September 2009, tropical storm Ketsana (local name Ondoy) struck the northern Philippines. The continuous heavy rains (455 mm in 24 hours) brought by the tropical storm have caused widespread flooding to Metro Manila and nearby areas. It is estimated that the downpour was equivalent to the normal rainfall of the whole month of September. This is the fourth weather disturbance to hit the country in September, compared to two or three in other years. These are the worst floods since 1972.

As of 23 October, the Government of the Philippines (GoP) estimated that a total of 4,342,997 persons had been affected by tropical storm Ketsana, with numbers of displaced in 376 evacuation centres still reaching 169,915. More than 12,000 persons had to be rescued by emergency services, as they were stranded on their rooftops, on top of their cars, floating on debris, etc. Casualties are estimated at 420 dead, 37 missing and 541 injured. Around 102,684 houses have been damaged¹. Figures of affected people keep increasing. The total number of people being assisted is more than one million, but it is feared that this number could increase as well.

¹ National Disaster Coordinating Council (NDCC) update, sitrep n°39 on Tropical Storm "Ondoy" (Ketsana) and Typhoon "Pepeng" (Parma), 23 October 6:00 a.m.

On 3 and 4 October, Typhoon Parma (local name Pepeng) hit the northern tip of the Philippines (Cagayan, Isabela, Ilocos in Northern Luzon), causing limited damage outside agriculture. It initially left Philippines on 4 October but eventually came back on 6 October, making landfall in central Luzon and causing extensive damage in Pangasinan, Benguet and other provinces, leaving vast areas flooded and triggering several deadly landslides. Dams were opened as a last resort in a belated attempt to release the pressure, flooding tens of villages in the low lying areas of Pangasinan. Casualties are 438 dead, 51 missing and 182 injured. The National Disaster Coordinating Council (NDCC) estimates that 4,426,255 people have been hit by Parma, bringing the total number of people affected by both disasters to a total of more than 8.5 million².

On 7 October, the UN released a Flash Appeal for USD 74,021,809 to meet the urgent relief and early recovery needs of the most vulnerable persons affected by Ketsana. This amount was based on the initial number of 2.5 million affected people. According to Sir John Holmes, UN Emergency Coordinator visiting Manila on 13 October, this appeal should be revised in a matter of weeks and damage caused by Parma will most probably be included, considering the severity of its impact. As of 19 October, the level of funding/pledging reaches USD 20,174,025, or 27% of the Appeal. In total international funding is reaching some USD 30,000,000 (inside and outside the Flash Appeal).

A letter sent by the Resident Co-ordinator Jacqueline Badcock to donor partners in the Philippines on the same day draws the attention on the worrying public health situation in affected areas, with 104 deaths due to leptospirosis³, and asks further support from donors especially in the sectors of health, water and sanitation and relevant non food items. Dengue and cholera cases are also on the rise⁴. As of 22 October, the number of deaths through leptospirosis had reached 148.

Assessments are still going on in the Ketsana affected areas but are hampered by difficulties of access. Many families have chosen to stay in their flooded homes in order to prevent looting but lack essential services. It is estimated that some of the affected areas could remain under water for the next 3 to 4 months, with waters receding very slowly. Drainage canals have been filled with sludge and garbage and in some regions, are also filled by the informal settlers who came to live in riverbeds, further hampering the evacuation of flood waters. These are the most vulnerable victims of the disasters.

The European Commission's Humanitarian Aid Directorate General, DG ECHO, responded very quickly with a fast-track funding of EUR 2,000,000 adopted on 29 September. Partners (IFRC, IOM, WFP, WHO, OCHA, MSF-CH, TSF and MapAction) are implementing interventions in the sectors of food and non-food items, water and sanitation, health, telecommunications, coordination and mapping, with projects of up to three months.

1.2. - Identified needs:

Logistics and transport appear to be crucial in this relief operation. Some areas can only be accessed by boat or air. The Government of the Philippines and UN Country Team requested WFP to mobilize three heavy-lift helicopters to reinforce the existing response capacity and ease assessments. WFP has launched Special Operation (SO) 200077.0 for the provision of air services. At the same time, WFP has launched SO 200080 for the provision of logistics

² National Disaster Coordinating Council, sitrep 37

³ The National Epidemiology Center reports 1,670 cases of leptospirosis and 104 deaths by 19 October.

⁴ National Disaster Coordinating Council, sitrep n°34 on Tropical Storm "Ondoy" (Ketsana) and Typhoon "Pepeng" (Parma), 18 October 2009 6:00 am

and telecommunication cluster activities which have been identified as an overarching priority to support programmatic clusters.

More than one million people have to be assisted with integrated assistance, including food. WFP estimates that one million people will need food assistance for the months of October and November and half a million for the following four months. They have launched an EMOP for a total amount of 19.7 million USD which is so far only 25% funded. The amount is being revised to EUR 27,105,769.

Urgent support to WFP's EMOP and special operations appears as an immediate priority to avoid the deterioration of the nutritional situation of the affected population and to facilitate the whole relief operation. Support to assessments in the areas affected by Parma and by the latest floods might also be needed given the scale of the disasters and the fact that local authorities' and national agencies' capacities are overstretched.

Emergency humanitarian needs cover sectors as water and sanitation, health, food and non-food items, emergency shelter and shelter repair. The issue of the relocation of informal settlers currently living in riverbeds will have to be looked at and addressed as much as possible in the short timeframe of this intervention.

Psychosocial assistance is also one sector identified as a priority with many vulnerable people feeling helpless and lost.

1.3. - Target population and regions concerned:

The regions affected by tropical storm Ketsana are Southern Luzon and Metro Manila (National Capital Region).

Typhoon Parma hit Northern Luzon (Isabela, Cagayan, Ilocos) and later central Luzon, especially Benguet and Pangasinan.

Other regions could be assisted according to needs.

It is estimated that more than one million people are in need of assistance, in and outside evacuation centres. As mentioned above, many low-lying areas could remain flooded for the next three months.

DG ECHO's intervention will concentrate on the most vulnerable (including women, children, people with disabilities, elderly) as far as distribution of relief goods and services is concerned. Logistics, telecommunications and transport should benefit all the people affected by the disasters by facilitating relief operation on the ground.

1.4. - Risk assessment and possible constraints:

The rainy season could hamper the delivery of relief. Other weather disturbances are to be expected during the implementation of this operation.

The security situation in the regions affected is normally good. In Northern/Central Luzon, low intensity conflict with the communist insurgency of the New People's Army raises some security concerns.

2 - Objectives and components of the humanitarian intervention proposed:

2.1. - Objectives:

Principal objective:

To provide emergency assistance to people affected by hydro-meteorological disasters in the Philippines.

Specific objective:

- To provide life saving integrated assistance to people affected by hydro-meteorological disasters in the Philippines.

2.2. - Components:

This operation will have the following components:

- food assistance,
- emergency sanitation,
- access to clean water (distribution of bottled water, water trucking, provision of jerry cans, water containers, etc),
- shelter and non food items including material for shelter repair and tools, tarpaulins, blankets, mats, mosquito nets, clothes, slippers, hygiene items including women items, cooking utensils, etc,
- primary health care, medical supplies, support to surveillance and outbreaks prevention, possible assistance to referral
- psychosocial assistance,
- emergency livelihoods assistance,
- logistics and transport, including by air,
- coordination, including support to telecommunication and mapping,
- any other assistance deemed necessary.

All interventions will aim at mainstreaming disaster preparedness and at reinforcing local capacities when possible. Appropriate coordination and linkage will have to take place with the ongoing Post Disaster Needs Assessment exercise in order to avoid duplication.

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 27 September.

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 the Philippines				
Decision Number	Decision Type	2007 EUR	2008 EUR	2009 EUR
ECHO/PHL/BUD/2007/01000	Non Emergency	710,000		
ECHO/DIP/BUD/2008/02000(*)	Non Emergency		2,000,000	
ECHO/PHL/BUD/2008/01000	Emergency		4,000,000	
ECHO/PHL/BUD/2008/02000	Emergency		2,500,000	
ECHO/PHL/BUD/2009/01000	Non Emergency			3,000,000
ECHO/PHL/BUD/2009/02000	Prim. Emergency			2,000,000
	Subtotal	710,000	8,500,000	5,000,000
	Grand Total	14,210,000		

Dated : 23 October 2009
Source : HOPE

(*) decisions with more than one country

DG ECHO is financing disaster preparedness actions in the Philippines through its DIPECHO programme (Disaster Preparedness ECHO). Six projects have been financed in the framework of the 6th Action Plan in 2008 for a total amount of approximately EUR 2,000,000.

6.2. - Budget breakdown by specific objectives

Principal objective: To provide emergency assistance to people affected by hydro-meteorological disasters in the Philippines.			
Specific objectives	Allocated amount by specific objective (EUR)	Geographical area of operation	Potential partners⁵
Specific objective 1: To provide life saving integrated assistance to people affected by hydro-meteorological disasters in the Philippines	7,000,000	Philippines	<u>Direct centralised management</u> - ACH- ESP - CARE NEDERLAND (FORMER DRA) - CROIX-ROUGE - DEU - CROIX-ROUGE - ESP - HANDICAP (FR) - OXFAM - UK - PLAN INTERNATIONAL UK - SAVE THE CHILDREN - UK - TSF, FRANCE <u>Joint management</u> - IOM - UNICEF - WFP-PAM
TOTAL: 7,000,000			

⁵ ACCION CONTRA EL HAMBRE, (ESP), CRUZ ROJA ESPAÑOLA, (E), DEUTSCHES ROTES KREUZ, (DEU), HANDICAP INTERNATIONAL (FR), INTERNATIONAL ORGANIZATION FOR MIGRATION (INT), OXFAM (GB), PLAN INTERNATIONAL (UK), Stichting CARE Nederland, TELECOMS SANS FRONTIERES, THE SAVE THE CHILDREN FUND (GBR), UNICEF, 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 disasters or changing circumstances. More information can be obtained at:

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.

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.