



Brussels, 13.2.2013
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COMMISSION IMPLEMENTING DECISION

of 13.2.2013

**financing emergency humanitarian actions in Fiji and Samoa from the general budget of
the European Union**

ECHO/-PA/BUD/2013/01000

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THE EUROPEAN COMMISSION

Having regard to the Treaty on the Functioning of the European Union,

Having regard to Council Regulation (EC) No.1257/96 of 20 June 1996 concerning humanitarian aid¹, and in particular Article 2 (a), Article 4 and Article 13 thereof;

Whereas:

- (1) The Pacific Island States of Fiji and Samoa were severely affected by Cyclone Evan on its passage through the South Pacific when it made landfall in Samoa on 13 December, 2012 and in Fiji on 17 December 2012.
- (2) The cyclone caused significant destruction to housing, agriculture and infrastructure. The needs of affected populations include food, livelihood support, temporary shelter, repair of housing, water and sanitation.
- (3) 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 centralised management or by joint management.
- (4) Humanitarian aid actions financed by this Decision should be of a maximum duration of 6 months.
- (5) It is estimated that an amount of EUR 1,800,000 from budget article 23 02 01 of the general budget of the European Union is necessary to provide humanitarian assistance to over 15,000 people affected by Cyclone Evan 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 277 of the Rules of Application of the Financial Regulation;
- (6) This Decision constitutes a financing Decision within the meaning of Article 84 of Regulation (EU Euratom) No 966/2012 of the European Parliament and of the Council of 25 October 2012 on the financial rules applicable to the general budget of the Union ('the Financial Regulation')² and Article 94 of the Commission Delegated Regulation

¹ OJ L 163, 2.7.1996, p. 1

² OJ L 298/1 26.10.2012

(EU) No 1268/2012 of 29 October 2012 on the rules of application of Regulation (EU, Euratom) No 966/2012 of the European Parliament and of the Council on the financial rules applicable to the general budget of the Union ('the Rules of Application of the Financial Regulation')³

- (7) Pursuant to Article 13 of Council Regulation (EC) N° 1257/96, the opinion of the Humanitarian Aid Committee is not required,

HAS DECIDED AS FOLLOWS:

Article 1

1. In accordance with the objectives and general principles of humanitarian aid, the Commission hereby approves a maximum amount of EUR 1,800,000 for the financing of emergency humanitarian actions in Fiji and Samoa from budget article 23 02 01 of the 2013 general budget of the European Union.

2. In accordance with Articles 2(a) and 4 of Council Regulation No.1257/96, the principal objective of this Decision is to provide emergency humanitarian aid to populations affected by Cyclone Evan in Fiji and Samoa.

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

- to improve the humanitarian situation of populations affected by Cyclone Evan in Fiji and Samoa through multi-sectoral assistance.

A total of EUR 1,800,000 from budget article 23 02 01 is allocated to this specific objective.

Article 2

1. The period for the implementation of the actions financed under this Decision shall start on 13 December 2012. 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.

³ OJ L 362,31.12.2012, p.1.

Article 3

1. In accordance with Article 277 of the Rules of Application of the Financial Regulation 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 by international organisations.

3. The Commission shall implement the budget :

*either by direct management, with non-governmental organisations

*or by joint management with international organisations that are signatories to the Framework Partnership Agreements (FPA) or the Financial Administrative Framework Agreement with the UN (FAFA) and which were subject to the four pillar assessment in line with Article 53d of the Council Regulation No 1605/2002 which continues to apply to all commitments made up to 31 December 2013.

Article 4

This Decision shall take effect on the date of its adoption.

Done at Brussels, 13.2.2013

*For the Commission
Claus H. Sørensen,
Director General*



EUROPEAN COMMISSION
DIRECTORATE-GENERAL HUMANITARIAN AID AND CIVIL
PROTECTION (ECHO)

Emergency Humanitarian Aid Decision
23 02 01

Title: Commission implementing decision on the financing of emergency humanitarian actions in Fiji and Samoa from the general budget of the European Union

Description: Emergency aid for populations affected by Cyclone EVAN

Location of action: Fiji & Samoa

Amount of Decision: EUR 1,800,000

Decision reference number: ECHO/-PA/BUD/2013/01000

Supporting document

1 Humanitarian context, needs and risks

1.1 Situation and context

SAMOA

Cyclone Evan made landfall in Apia, the capital of Samoa, as a Category 2 cyclone on Thursday, 13th of December 2012, and was stationary over Samoa for approximately 24 hours as it intensified into a Category 3 cyclone. It brought strong winds of up to 110 km per hour as well as massive rainfall amounting in certain locations to 400 mm over 24 hours.

Cyclone Evan destroyed homes and crops, brought down trees, cut power lines and caused extensive flooding. A State of National Disaster was declared on 13 December remaining in force for 30 days. The final report from the Ministry of Police on 7 January confirmed four fatalities; with 10 people still missing.

Evacuation centers were closed by 5th of January. The only remaining evacuation centers are those being informally run by faith based groups or local leaders of villages in which they are located. At the peak of the emergency, more than 4000 persons were hosted in evacuation centers and there were reports of severe incidences of violence against women.

A total of 1,636 houses were damaged by the cyclone of which 688 were destroyed. This affected 12,606 people (out of a total population on the island of 183,000).

Agriculture has been hit very hard. According to reports from the Ministry of Agriculture and Fisheries the worst hit areas are Lefaga, Salamumu, Safata, Siumu and Falealii Districts. In these areas there is a 100% loss of banana trees, 50% of breadfruit and 80% of other economically important crops (i.e. cocoa, citrus, coffee). Root crops suffered a 30% loss. An ongoing Post Disaster Needs Assessment (PDNA) will provide more information.

Rehabilitation of the water supply system and maintenance works are ongoing in the most-affected areas, namely the Aloa Treatment Plant which supplies urban areas affected by Cyclone Evan. The presence of coliform and e-coli in some of the water samples collected and tested raises concerns about water quality and potential health risks. In addition, sanitation facilities have been heavily affected.

Water supply issues remain in Vaivase, Maluafou, Vaiala and Fagalii-Uta. Water is being carted to affected areas by the Samoa Water Authority, ADRA, OXFAM and Samoa Red Cross while private tankers (Alafua Transport, Toleafoa and Ah Liki) have been engaged by the Ministry of Natural Resources to cart river water for general domestic use.

A Post Disaster Needs Assessment (PDNA) began on 7 January with a first draft presented end of January. A Social Impact Assessment Group will act as an independent 'Sector' to ensure that human / social issues are fully captured in the PDNA.

FIJI

Cyclone Evan (Category 4) passed over the Northern and Western Divisions of Fiji on 16 and 17 December 2012, with average winds of 110 to 160 km/h and peaks of 230 km/h causing serious damage to economic and tourist infrastructure, including wide power outages and disruptions to water supply. Flooding was recorded but was fortunately localized. On 15 December, under the Disaster Management Framework, all Divisional Emergency Operations Centres (EOCs) were activated. On 18 December 2012 the Prime Minister declared a state of Natural Disaster for the Northern and Western Divisions to be effective for a period of 15 days. This was subsequently extended by 7 days for the Western Division.

An estimated 6,000 houses were damaged with approximately 2,000 houses completely destroyed. Most of the affected communities are in the Western Divisions (concentrating in the Ra province between the townships of Nadi and Tavua), also previously affected by the 2012 flood.

Damage to agriculture was significant due to the high winds, particularly in the northwest coastal areas of Viti Levu and in Yasawa and Mamanucas. Root crops, mainly cassava, kumala (sweet potato) and dalo, which are staple diets for Fijian families, both rural and urban, were devastated in most areas along the northwest coast of Macuata Province, in Bua, Yasawa and the Mamanucas, including Ba Province as well as some areas of the Ra and Nadroga/Navosa provinces. Breadfruit which is a reliable source of carbohydrate for rural

communities, especially on islands in the Yasawa, was seriously affected and trees with ripening fruits were devastated in large numbers. Fortunately sugar cane crops are very resistant and have suffered very little.

After having been severely hit by two flooding hazards in January and April 2012 Cyclone Evan is the third disaster for the commercial and subsistence agriculture in the Western Divisions.

At the peak of the emergency, almost 14,000 people were accommodated in 242 evacuation centers across Viti Levu, which is the main island of Fiji.

Primary emergency food and non-food items for the evacuees, water tanks, tarpaulins, portable generators have been rapidly distributed through the Government of Fiji, Fiji Red Cross Society and various Non-Governmental and Community Based Organizations. Ministry of Health teams were deployed from Suva to the affected Divisions for surveillance. In the aftermath of the disaster and despite high numbers of persons in the evacuation centers, no modification in the morbidity and mortality trends was recorded. A typhoid outbreak in one of the most affected districts (Ba with 18 cases), has been contained. Psychosocial support was provided in the affected communities through Empower Pacific and its network of 40 trained volunteers.

Water and power supply as well as most public transport services to and within affected communities were restored within the first ten days. The main concern for the WASH Cluster remain the unmet needs of those in rural communities who do not necessarily have access to urban water supplies. Assessments were undertaken across all sectors, including agriculture, local government, housing, education, health, Government facilities, roads, water & sewerage, electricity and telecommunications. The Government of Fiji has issued a housing policy where it commits to provide reconstruction assistance to those whose dwellings are recognized as having legal tenure. Those who the Government deems as being able to afford repairs will be expected to recover themselves. To date, a damage assessment has not been undertaken in the informal settlements but based on feedback from NGOs, the needs are extensive for both housing assistance and other non-food items. The Government asked NGOs to cover the shelter needs in informal settlements.

As per the *Fiji Humanitarian Action Plan (HAP)* issued on 9 January 2013, these assessments indicated total damage at approximately EUR 31.8 million. Ongoing verification of the initial damage assessments would indicate that the total damage cost could be larger than initially anticipated. A more comprehensive Damage and Loss Assessment / Post Disaster Needs Assessment, with guidance from the World Bank is being planned. The Humanitarian Action Plan has identified 37 activities, with a total requirement of USD 32 million of which USD 18.7 million remains uncovered.

This disaster nevertheless demonstrated the life-saving impact of a proper early warning system; thanks to the public advisories and warnings passed days in advance, the setting-up of evacuation centers in schools and other public buildings, the information shared with communities on household level preparedness, no casualty was reported. No significant increase in injured persons was either reported. Preparation was helped by the fact that the cyclone was moving exceptionally slowly.

1.2 Identified humanitarian needs

In both countries

PDNA is currently ongoing in Samoa and another one is planned in Fiji; emergency needs assessments have been conducted by different agencies in different places; Governments in both countries have been active in assessments, have compiled damage information and released a number of estimations and needs.

Humanitarian food assistance: Families have lost their home gardens (tomatoes, cabbage, lettuce, chili, etc.) used for own consumption and their root crops (cassava, dalo, etc.) used for own consumption and selling. Food package distributions have taken place but are ceasing due to lack of funding. Root crops can be replanted anytime but will take 3 to 4 months before being harvested. Humanitarian food assistance is required to ensure access to food for the most vulnerable people.

WASH: Lack of access to clean water, especially in rural areas, and sanitation is reported to be a major concern in Samoa. Water trucking (short term horizon), rehabilitation of rural water systems, water tanks provision and construction of latrines need to be supported in the WASH sector.

In Fiji, the most remote and poorest households with no access to the pipe system have lost their water tanks and water storage items. For both countries, reposition of tanks, storage and hygiene items is required: This also applies to Samoa but at a much higher proportion.

Transitional shelter: Affected communities need support to rebuild their houses or to replace at least the roof. Build Back Better (DRR integration) guidance and training needs to be provided. Shelter being the most affected sector in both countries, the role and the leadership of the Shelter Cluster needs to be supported and strengthened. Training in *Build Back Better*, and the integration of DRR in repairs and transitional shelters is a must, targeting communities, Government and local non-governmental actors. Common standards should be agreed upon by all the responders. This needs to be accompanied with on-the-spot-guidance to the communities for repairing or rebuilding.

Health: The damage to health infrastructure and disease surveillance is being taken care of by the Governments with the support of traditional development partners. The Fiji HAP review indicates nevertheless the need to train more people in psychological first aid and to mobilize more teams (as an uncovered need).

FIJI

Protection: The Fiji HAP highlights the need to “actively build protection understanding and capacity among government and non-government actors across the clusters to ensure that protection principles and priorities are part of disaster response and recovery efforts. Experience from disasters in Fiji and other parts of the Pacific has also demonstrated the need for active monitoring of response and recovery activities as well as protection risks among

affected communities (e.g. increased risks of family violence, child abuse, exploitation of vulnerable individuals, etc.).

Coordination: Coordination support at division/province/district level

1.3 Risk assessment and possible constraints

With the cyclone season still ongoing there is a risk that relief and recovery activities are disrupted by further disasters.

In administrative terms risks are emanating from the fact that the partners to be funded have little experience in working with DG ECHO funding which can carry the risk of problems in contract management.

2 Proposed DG ECHO response

2.1 Rationale

Based on the findings of a DG ECHO emergency needs assessment and taking into account information and views from a wide range of sources, a multi-sector intervention is suggested targeting at least 15.000 persons. Disaster risk reduction will be integrated in the response so as to enhance the affected population's resilience and to ensure Build Back Better approach. Gender issues require a special attention to ensure no discrimination and do-no-harm approach.

2.2 Objectives

Principal objective: to provide emergency humanitarian aid to populations affected by Cyclone Evan in Fiji and Samoa

Specific objectives: to improve the humanitarian situation of populations affected by Cyclone Evan in Fiji and Samoa through multi-sectoral assistance

2.3 Components

SAMOA

- ✓ **Water, sanitation and hygiene:** Provision of access to safe drinking water with special focus on rural areas, rebuilding of adapted latrines, distribution of hygiene and water storage items.
- ✓ **Transitional shelter:** Emergency repairs and roofing, DRR integration, support to households with partially damaged or totally collapsed houses.

FIJI

- ✓ **Distribution of relief non-food items** (including water tanks and Jerri cans, hygiene items).
- ✓ **Emergency shelter:** emergency repairs and roofing (support to households with partially damaged or totally collapsed houses in informal settlements), DRR integration, training of main stakeholders (including communities, governmental and non-governmental actors), support to the role and efficiency of the Shelter Cluster.

In both countries:

- ✓ **Emergency food assistance** (including in the form of cash/vouchers if and when feasible).
- ✓ **Support to food security recovery** (including reconstitution of subsistence agriculture).
- ✓ **Protection** including a thorough analysis of the balanced access to the benefits of the project for men and women (of the different age groups and including disability issues) as well as a proper attention to Do-No-Harm approach when deciding on project implementation modalities (especially in relation to emergency food assistance).
- ✓ **Disaster risk reduction** actions, mainly related to safe construction/repair techniques for disaster prone areas, and to the shelter, water and sanitation sectors. In food security and other sectors (including health), increased preparedness shall be designed.

2.4 Complementarity and coordination with other EU services, donors and institutions

(See table 3 in Annex)

DG ECHO is closely coordinating with the humanitarian aid interlocutors of Australia and New Zealand who are traditionally the main donors in the region. Most of their aid is directly channelled to the governments of Samoa and Fiji.

The EU Delegation in Suva as well as the EU Office in Samoa were associated to the recent ECHO mission.

2.5 Duration

The duration of humanitarian aid actions shall be **6 months**

Expenditure under this Decision shall be eligible from **13 December 2012**.

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.

3 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 Union 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.

4 Management Issues

Humanitarian aid actions funded by the European Union 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 Financial Administrative Framework Agreement with the UN (FAFA) in conformity with Article 178 of the Rules of Application 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 Union 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.

5 Annexes

Annex 1 - Summary decision matrix (table)

Principal objective To provide emergency humanitarian aid to populations affected by Tropical Cyclone Evan in Fiji and Samoa (Pacific Island Countries)				
Specific objectives	Allocated amount by specific objective (EUR)	Geographical area of operation	Activities	Potential partners¹
To improve the humanitarian situation of populations affected by Tropical Cyclone Evan in Fiji and Samoa through multi-sectoral assistance	1,800,000	Fiji and Samoa		<u>Direct centralised management</u> - ADRA - DEU - CARITAS - ITA - OXFAM - UK <u>Joint management</u> - FAO - IFRC-FICR - OCHA - UNCHS - HABITAT
Contingency reserve	0			
TOTAL	1,800,000			

¹ ADRA DEUTSCHLAND E.V., CARITAS ITALIANA, FEDERATION INTERNATIONALE DES SOCIETES DE LA CROIX-ROUGE ET DU CROISSANT ROUGE, OXFAM (GB), UNITED NATIONS - FOOD AND AGRICULTURE ORGANIZATION, UNITED NATIONS, OFFICE FOR THE COORDINATION OF HUMANITARIAN AFFAIRS, United Nations Human Settlements Programme

Annex 2 - List of previous DG ECHO decisions

List of previous DG ECHO operations in				
Decision Number	Decision Type	2011	2012	2013
		EUR	EUR	EUR
	Subtotal	0	0	0
	TOTAL	0		

Date : 25/01/2013
Source : HOPE.

(*) decisions with more than one country

Annex 3 - Overview table of the humanitarian donor contributions

Donors in over the last 12 months			
1. EU Member States (*)		2. European Commission	
	EUR		EUR
		DG ECHO	0
Subtotal	0	Subtotal	0
TOTAL	0		

Date : 25/01/2013

(*) Source : DG ECHO 14 Points reports. <https://webgate.ec.europa.eu/hac>

Empty cells : no information or no contribution.