



Brussels, 10.11.2013
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COMMISSION IMPLEMENTING DECISION

of 10.11.2013

**financing primary emergency humanitarian actions in the Philippines from the general
budget of the European Union**

(ECHO/PHL/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) and 4 and Article 13 thereof,

Having regard to 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 and repealing Council Regulation (EC, Euratom) No 1605/2002 (hereinafter referred to as 'the Financial Regulation')², and in particular Article 84(2) thereof;

Whereas:

- (1) On Friday 8 November 2013, typhoon Haiyan (local name Yolanda) made landfall over Guiuan in Eastern Samar, the Philippines, as a category 5 typhoon, traversing the country in west north-west direction leaving a trail of destruction behind.
- (2) Haiyan is the 25th typhoon hitting the Philippines this year, but is considered one of the strongest typhoons ever to make landfall in the country, with winds up to 315 km/h (GDACS).
- (3) Due to the large size of the storm diameter (up to 400 km) widespread humanitarian needs are expected particularly in Eastern, Central and Western Visayas, Bicol, Northern Mindanao and Caraga.
- (4) The government ordered massive pre-emptive evacuations before the typhoon landfall. A total of 792018 people were evacuated pre-emptively to 812 evacuation centres in 37 provinces.
- (5) Despite the low number of casualties officially reported (151 according to National Disaster Risk Reduction and Management Council NDRRMC), the death toll is likely to rise as soon as more areas are accessible. Quoting local police sources, media reports indicate that up to 10 000 people could have been killed, 4.5 million people affected and 500 000 people displaced.

¹ OJ L 163, 2.7.1996, p. 1

² OJ L 298/1, 26.10.2012

- (6) As of 10 November 2013, there is no official request of international assistance by the Government of Philippines. Nonetheless, collaboration in the relief efforts has been welcomed by the Government of the Philippines on 9 November 2013 (NDRRMC, letter sent to UN Humanitarian Coordinator on 9 November 2013).
- (7) The International Federation of the Red Cross (IFRC) launched a DREF for immediate response (CHF 475 495) on 8 November 2013, aimed to provide urgent relief and conduct needs assessments in affected zones.
- (8) A team from the European Commission was deployed to the Philippines on Friday 8 November 2013. Coordination is on-going with national authorities, humanitarian partners (UN and UNDAC team, Red Cross movement and NGOs) and EU Delegation in Manila.
- (9) Victims are in urgent need of life-saving assistance including shelter, safe drinking water, hygiene and sanitation assistance, medical aid, psychosocial support, food and livelihoods assistance and non-food relief items. Coordination of the relief assistance will be essential for effective aid delivery. Communications are disrupted and need emergency support.
- (10) 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.
- (11) Humanitarian aid actions financed by this Decision should be of a maximum duration of 3 months.
- (12) It is estimated that an amount of EUR 3 million from budget article 23 02 01 of the general budget of the European Union is necessary to provide humanitarian assistance to up to 150 000 local people 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 Commission Delegated Regulation (EU) No 1268/2012 of 29 October 2012 on the rules of application of Regulation No 966/2012 of the European Parliament and of the Council on the financial rules applicable to the general budget of the Union (hereinafter referred to as 'the Rules of Application'³).
- (13) This Decision complies with the conditions laid down in Article 94 of Commission Delegated Regulation (EU) No 1268/2012 of 29 October 2012 on the rules of application of Regulation No 966/2012 of the European Parliament and of the Council on the financial rules applicable to the general budget of the Union (hereinafter referred to as 'the Rules of Application')⁴.
- (14) Pursuant to Article 13 of Council regulation (EC) No 1257/96, the opinion of the Humanitarian Aid Committee is not required,

³ OJ L 362,31.12.2012, p.1.

⁴ OJ L 362,31.12.2012, p.1.

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 3 million for the financing of primary emergency humanitarian actions in the Philippines from budget article 23 02 01 of the 2013 general budget of the European Union.
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 humanitarian aid to populations affected by typhoon Haiyan (Yolanda) in the Philippines. The humanitarian actions shall be implemented in the pursuance of the following specific objective:
3. To improve the humanitarian situation of populations affected by typhoon Haiyan (Yolanda) in the Philippines through multi-sectoral assistance.
4. 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 2013. 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 three 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 277 of the Rules of Application 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 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, 10.11.2013

*For the Commission
Claus H. SØRENSEN
Director-General*



Primary Emergency Humanitarian Aid Decision

23 02 01

Title: Commission implementing decision on the financing of primary emergency humanitarian actions in the Philippines from the general budget of the European Union

Description: Primary emergency aid for populations affected by Typhoon Haiyan (Yolanda)

Location of action: PHILIPPINES

Amount of Decision: EUR 3 000 000

Decision reference number: ECHO/PHL/BUD/2013/01000

SUPPORTING DOCUMENT

1 HUMANITARIAN CONTEXT, NEEDS AND RISKS

1.1 Situation and context

In the early morning (local time) of Friday 8 November 2013, typhoon Haiyan (local name Yolanda) made landfall over Guiuan in Eastern Samar, the Philippines, as category 5 typhoon, traversing the country in west north west direction leaving a trail of destruction behind. Haiyan is the 25th typhoon hitting the Philippines in 2013, but is considered as one of the strongest typhoons ever to make landfall in the country, with winds up to 315 km/h (GDACS). Due to the large size of the storm diameter (400 km) widespread humanitarian needs are expected particularly in Eastern, Central and Western Visayas, Bicol, Northern Mindanao and Caraga. Communication and logistics remains challenging as large areas are without power and telecommunications.

The government ordered massive pre-emptive evacuations before the typhoon landfall. A total of 792018 people were evacuated pre-emptively to 812 evacuation centres in 37 provinces. Food and relief items were pre-positioned by governmental authorities and the Philippine Red Cross.

Despite the low number of casualties officially reported (as of 10 November 151 persons reported dead according to the National Disaster Risk Reduction and Management Council-NDRRMC), the death toll is likely to dramatically rise as soon as more areas become accessible. Quoting local police sources, some media reports indicate (Sun 10/11) that up to 10 000 people could have been killed by the typhoon, 4.5 million people affected and 500 000 people displaced.

As of 10 November, there is no official request of international assistance by the Government of Philippines. Nonetheless, collaboration in the relief efforts has been welcomed by the Government of the Philippines on 9 November (NDRRMC, letter sent to UN Humanitarian Coordinator on 9/11/13).

A team of DG ECHO experts was deployed on 8th November to join NGO partners in field assessments and ascertain the extent of the damage left by the typhoon. This Primary Emergency decision is based on the findings of this mission.

1.2 Identified humanitarian needs

While a multi-cluster needs assessment is still awaited, and assessments by different relief agencies are in progress as access to the affected areas improves, the most prevalent needs identified by DG ECHO experts deployed to the field are as follows:

Shelter and Non Food Items: Extensive damage to shelter has been caused and many houses destroyed or severely damaged. Emergency shelter material is needed to help returning families re-build at least a temporary shelter. Non-food items such as clothing, blankets, sleeping mats, lights, mosquito nets, shelter items are consistently reported as insufficient.

WASH: Lack of clean water and sanitation is a major concern. Temporary emergency water supplies, safe sanitation facilities and hygiene kits are urgently needed, as well as cleaning of debris.

Health: Health facilities have been damaged and there are concerns that demand for healthcare assistance will increase in the coming weeks due to the lack of access to clean water and sanitation facilities. Replacement of damaged medical stocks and basic medical equipment is required. Psychosocial support will also be needed.

Food: The devastation caused by the typhoon may impact food security in the medium-term to long-term for the affected communities. Cash crops such as coconut trees have been severely damaged and may not bear fruit for the coming years. Income sources for daily

labourers or wage earners have also been affected by the need for these people to return home to return their families, as a consequence losing out on essential sources of income. Food stocks have been affected in many homes because of the flooding and rains, soaking any rice stocks. Food relief assistance is relatively well-established in the densely populated, urban areas, but more precarious in more isolated parts.

Coordination: there is a need to strengthen coordination mechanisms in place to ensure effective and efficient use of resources. Aid tends to be concentrated in areas that are easily accessible.

Communication: Telecommunications lines are disrupted and emergency action will be required.

Needs in other sectors may arise as the situation evolves.

1.3 Risk assessment and possible constraints

Access to the affected areas is difficult for partners and aid workers as roads and telecommunications have been damaged. There are reports of some insecurity due to looting that could possibly impact negatively the operations in the areas of intervention unless deals with rapidly by the authorities.

2 PROPOSED DG ECHO RESPONSE

2.1 Rationale

The preliminary results from the on-going assessments indicate as priority needs: shelter, water, sanitation, relief non-food items (such as plastic sheeting, cooking utensils, lights, sleeping mats etc.), targeted food distributions, medical assistance (including psycho-social care), debris clean-up, emergency livelihoods support, coordination.

Actions funded under this decision will target immediate, unmet needs in these sectors.

2.2 Objectives

- Principal objective:

To provide emergency humanitarian aid to populations affected by Typhoon Haiyan (Yolanda) in the Philippines.

- Specific objective:

To improve the humanitarian situation of populations affected by Typhoon Haiyan (Yolanda) in the Philippines through multi-sectoral assistance.

2.3 Components

- Water, Sanitation and Hygiene
- Distribution of relief non-food items, including shelter materials
- Primary health care, psycho-social support, disease surveillance
- Emergency food assistance, including through cash or vouchers (if feasible and appropriate)
- Coordination of humanitarian aid operations
- Communication

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

(See table 3 in annex)

2.5 Duration

The duration of humanitarian aid actions shall be 3 months.

Expenditure under this Decision shall be eligible from 8 November 2013.

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:

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 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 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 Typhoon Haiyan (Yolanda) in the Philippines.				
Specific objectives	Allocated amount by specific objective (EUR)	Geographical area of operation	Activities	Potential partners⁵
To improve the humanitarian situation of populations affected by Typhoon Haiyan (Yolanda) in the Philippines through multi-sectoral assistance.	3,000,000	The Philippines		<u>Direct centralised management</u> - ACF-ES - ACTED-FR - CARE-NL - CROIX-ROUGE-DE - CROIX-ROUGE-ES - CROIX-ROUGE-NL - HELPAGE INTERNATIONAL-UK - MEDAIR-CH - OXFAM-UK - PLAN INTERNATIONAL-UK - SI-FR - STC-ES - TSF-FR <u>Joint management</u> - CICR-CH - FICR-CH - IOM-CH - OCHA-CH - WFP-IT
Contingency reserve	0			
TOTAL	3,000,000			

⁵ ACCION CONTRA EL HAMBRE, (ESP),AGENCE D'AIDE A LA COOPERATION TECHNIQUE ET AU DEVELOPPEMENT, (FR),COMITE INTERNATIONAL DE LA CROIX-ROUGE (CICR),CRUZ ROJA ESPAÑOLA, (E),DEUTSCHES ROTES KREUZ, (DEU),FEDERATION INTERNATIONALE DES SOCIETES DE LA CROIX-ROUGE ET DU CROISSANT ROUGE,Fundación Save The Children,HELPAGE INTERNATIONAL (GBR),HET NEDERLANDSE RODE KRUIS (NLD),INTERNATIONAL ORGANIZATION FOR MIGRATION (INT), Medair, OXFAM (GB),PLAN INTERNATIONAL (UK),SOLIDARITES INTERNATIONAL, (FR),Stichting CARE Nederland,TELECOMS SANS FRONTIERES,UNITED NATIONS, OFFICE FOR THE COORDINATION OF HUMANITARIAN AFFAIRS,WORLD FOOD PROGRAM

Annex 2 - List of previous DG ECHO decisions

List of previous DG ECHO operations in PHILIPPINES				
Decision Number	Decision Type	2011 EUR	2012 EUR	2013 EUR
ECHO/-AS/BUD/2011/01000 (*)	Emergency	4,500,000		
ECHO/PHL/BUD/2011/01000	Primary Emergency	3,000,000		
ECHO/-XA/BUD/2012/92000 (*)	Ad hoc		3,550,000	
ECHO/DIP/BUD/2012/93000 (*)	Ad hoc		2,100,000	
ECHO/DRF/BUD/2012/91000 (*)	Ad hoc		75,000	
ECHO/PHL/BUD/2012/01000	Primary Emergency		700,000	
ECHO/PHL/BUD/2012/02000	Primary Emergency		3,000,000	
ECHO/PHL/BUD/2013/91000	Ad hoc			9,500,000
	Subtotal	7,500,000	9,425,000	9,500,000
	TOTAL	26,425,000		

Date : 10/11/2013

Source : HOPE.

(*) decisions with more than one country

Annex 3 - Overview table of the humanitarian donor contributions

Donors in PHILIPPINES over the last 12 months			
1. EU Member States (*)		2. European Commission	
	EUR		EUR
Denmark	2,615,789	DG ECHO	23,800,000
Estonia	50,000		
France	200,000		
Germany	1,180,351		
Hungary	15,000		
Italy	700,000		
Luxembourg	778,571		
Spain	1,408,293		
Sweden	30,551,000		
United Kingdom	308,000		
Subtotal	37,807,003	Subtotal	23,800,000
TOTAL	61,607,003		

Date : 10/11/2013

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

Empty cells : no information or no contribution.

1.1.

1.2. Annex 4 – Maps

