



## Humanitarian Aid Decision

**23 02 01**

Title: **Strengthening disaster management capacity in the Caribbean Region**

Location of operation: **Caribbean**

Amount of Decision: **EUR 500,000**

Decision reference number: **ECHO/-CR/BUD/2006/01000**

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### **Explanatory Memorandum**

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

##### 1.1. - Rationale :

The Caribbean region experiences multiple natural disasters. Tropical storms often take the form of a hurricane<sup>1</sup>, and the hurricane season lasts for six months. There are also floods, flash floods, tsunamis, landslides and mudslides. Some islands suffer from earthquakes and volcanic eruptions. The physical risk is combined with socioeconomic factors, such as high population density, fast demographic growth and great poverty. The combination of these factors results in very vulnerable communities, with few coping capacities in the event of disaster.

The hurricane seasons of 2004 and 2005 demonstrated tragically the Caribbean region's exposure and vulnerability to disaster. The hurricanes and tropical storms which devastated Grenada and parts of Cuba, Jamaica, Haiti, Dominican Republic and the Bahamas claimed more than 3,000 lives. Moreover, some 2,000 people perished in floods in South-eastern Haiti and the Dominican Republic. In Guyana in January 2005, the most severe floods recorded in over 100 years devastated the coastal areas, taking communities off guard. In 2006, despite the hurricane season being less drastic than predicted, torrential rainfall affected Guyana, Suriname and Haiti, flooding vast areas in the interior of these countries.

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<sup>1</sup> Pronounced rotary circulation, with constant wind speed of 74 miles per hour / 119 kilometres per hour or more

The Red Cross has always been at the forefront in responding to disasters, as demonstrated by the following list:

- May 2004 - Floods in Dominican Republic and Haiti
- August 2004 - Hurricane Charley in Jamaica, Cayman Island and Cuba
- August 2004 - Hurricane Frances in Dominican Republic, Turks and Caicos and Bahamas
- September 2004 - Hurricane Ivan in Grenada, Dominican Republic, Haiti, Jamaica, Cayman Islands, Cuba and Mexico
- September 2004 - Hurricane Jeanne in Haiti, Dominican Republic and Bahamas
- January 2005 – Floods in Guyana
- July 2005 – Hurricane Denis and Emily in Haiti and Jamaica
- October 2005 – Hurricane Wilma in the Bahamas
- February 2006 – Floods in Guyana
- May 2006 – Floods in Suriname
- September-October 2006 – Floods from Tropical Storm/Hurricane Ernesto in Haiti

As in other parts of the world, the National Red Cross Societies of disaster-affected countries are supported by the International Federation of Red Cross and Red Crescent Societies (IFRC). In 2001, IFRC established the Pan American Disaster Response Unit (PADRU), in order to respond more effectively to natural disasters in the Caribbean and Latin America. PADRU has two main roles. When disaster occurs, it coordinates and facilitates the international response of the Red Cross in the Caribbean and Latin America. When not responding to disasters, it contributes to strengthening the local and regional disaster response capacity of the National Societies.

PADRU provides technical support by means of disaster management tools and systems which can be applied in an emergency. These have been developed by IFRC, based on experience, and have demonstrated their value frequently:

- Community Vulnerability and Capacity Assessment (VCA), a Disaster preparedness tool
- Rapid response to natural disasters via guidelines for Well Prepared National Societies (WPNS), coordinated by the Federation's secretariat
- Mobilisation and coordination of trained teams at different levels, such as National Intervention Teams (NIT), Regional Intervention Teams (RIT), and (at international level) Field Assessment & Coordination Teams (FACT) and technically specialised Emergency Response Units (ERU)
- Disaster Management Information System (DMIS), which supports assessments, strategic decision-making, and coherent planning.

The purpose of this funding decision is to support IFRC / PADRU in fulfilling its role in the Caribbean region, especially concerning its mandate to help National Societies (NS) to reduce risk and to prepare for, respond to and recover from disasters. As such, the funding decision supports the IFRC Appeal 2006-2007 (Appeal No. MAA42001)<sup>2</sup> as far as the Caribbean is concerned.

#### 1.2. - Identified needs :

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<sup>2</sup> The Appeal seeks a total of CHF 5,439,497 or EUR 3,528,242 for the Caribbean and Latin America, 2006-2007

There is great need for effective disaster management / response in a region as exposed to disasters as the Caribbean. With its universal mandate and presence, the Red Cross is well placed to provide this, given adequate support. This reinforcement is extra important for those Caribbean states whose governments and institutions do not have sufficient capacity to manage their own disaster response completely.

The ongoing development of the disaster management tools and systems described above is a complex and time-consuming process. They require constant updating and refining, whilst the people who implement them need retraining to ensure effective functioning before, during and after disasters. Each new catastrophe can entail fresh challenges and lessons to be learned.

Key areas being addressed by IFRC / PADRU which require ongoing development are:

- Preparedness; to the level required to manage a disaster
- Response; adequacy and timeliness of this
- Capacity-building; activities should improve local response capacity in a sustainable manner
- Coordination; enhancement of internal coordination between NS and the Secretariat of the Federation, and external coordination with non-Red Cross actors.

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

This decision targets the Caribbean region. The support that IFRC will be giving, through PADRU, to the NS in the region will contribute to protecting and saving lives of the most vulnerable population in these countries:

<b>Country/OCT<sup>3</sup></b>	<b>Population</b>	<b>Country/OCT</b>	<b>Population</b>
Anguilla	8,000	Grenada	80,000
Antigua & Barbuda	86,000	Guyana	859,876
Aruba	66,000	Haiti	7,180,000
Bahamas	276,000	Jamaica	2,530,000
Barbados	255,000	Montserrat	14,000
Belize	215,000	Saint-Kitts and Nevis	40,000
British Virgin Islands	17,000	Saint-Lucia	150,000
Cayman Islands	30,000	Saint-Vincent and the Grenadines	125,000
Dominica	85,000	Suriname	431,303
Dominican Republic	7,910,000	Trinidad and Tobago	1,240,000
Dutch Antilles	200,000	Turks and Caicos Islands	15,000
		<b>Total</b>	<b>21,813,179</b>

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

<sup>3</sup> Overseas Country / Territory

There is risk of strikes, demonstrations or social violence disrupting disaster operations, especially in Haiti. Moreover, in case of a huge disaster, IFRC / PADRU could be overwhelmed.

## **2 - Objectives and components of the humanitarian intervention proposed : <sup>4</sup>**

### 2.1. - Objectives :

Principal objective: **To reduce the impact of disaster on the most vulnerable populations in the Caribbean Region, by improving regional disaster response capacities**

Specific objectives:

**To strengthen the disaster response and management capacity in the Caribbean Region**

### 2.2. - Components :

- Strengthening PADRU's Disaster management tools and systems (NIT, RIT, FACT, ERU, DMIS), to enhance effectiveness and timeliness of Disaster response in the Caribbean
- Provision of Technical support to NS in Disaster response and preparedness
- Implementation of Simulation exercises with Caribbean and European NS, Overseas Branches and external agencies
- Developing, in close cooperation with OCHA<sup>5</sup> and other UN/international bodies, IFRC's role in the global cluster approach as the lead for Natural disasters and as partner with UNHCR for Shelter
- Provision of Logistic training courses for NS
- Organisation of a 2007 Pre-hurricane conference for NS
- Strengthening coordination between IFRC / PADRU and other Red Cross entities in the region eg Partner NS and PIRAC<sup>6</sup>

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<sup>4</sup> Grants for the implementation of humanitarian aid within the meaning of Council Regulation (EC) No.1257/96 of 20 June 1996 concerning humanitarian aid are awarded in accordance with the Financial Regulation, in particular Article 110 thereof, and its Implementing Rules in particular Article 168 thereof (Council Regulation (EC, Euratom) No 1605/2002 of 25 June 2002, OJ L248 of 16 September 2002 and No 2342/2002 of 23 December 2002, OJ L 357 of 31 December 2002).

Rate of financing: In accordance with Article 169 of the Financial Regulation, grants for the implementation of this Decision may finance 100% of the costs of an action.

Humanitarian aid operations funded by the Commission are implemented by NGOs and the Red Cross organisations on the basis of Framework Partnership Agreements (FPA) (in conformity with Article 163 of the Implementing Rules of the Financial Regulation) and by United Nations agencies based on the Financial and Administrative Framework Agreement (FAFA). The standards and criteria established in DG ECHO's standard Framework Partnership Agreement to which NGO's and International organisations have to adhere and the procedures and criteria needed to become a partner may be found at [http://ec.europa.eu/echo/partners/index\\_en.htm](http://ec.europa.eu/echo/partners/index_en.htm)

<sup>5</sup> Office for the Coordination of Humanitarian Affairs

- Establishment of more RITs, with specialised training in varied response tools

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

The duration for the implementation of this Decision shall be 12 months, starting on 01 January 2007.

Humanitarian operations funded by this decision must be implemented within this period.

Expenditure under this Decision shall be eligible from 01 January 2007.

If 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.

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<sup>6</sup> Plateforme d'Intervention Régionale Amériques Caraïbes or the French Red Cross' Regional Intervention Platform in the Americas/the Caribbean

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

List of previous DG ECHO operations to strengthen disaster management capacity in the Caribbean				
Decision Number	Decision Type	2004 EUR	2005 EUR	2006 EUR
ECHO-CR/BUD/2005/01000	Non-Emergency		500,000	
	Subtotal	0	500,000	0
	Grand Total	500,000		

Dated : 15 November 2006  
Source : HOPE

The above decision is the precursor of this current one. The Directorate-General for Humanitarian Aid (DG ECHO) funded an operation for EUR 500,000 with the aim of strengthening disaster management capacity in the Caribbean Region, via IFRC / PADRU. Its duration was one year from 01/06/2005. Monitoring, final reports and experience during disasters have shown that to a great extent this operation achieved its aim, reducing fatalities and casualties with improved disaster response. However, it is clear that more remains to be done, involving more countries more deeply and coordinating more closely with UN and other bodies. As more contingency plans are prepared and more NITs/RITs are trained, the regional disaster capacity will be further enhanced. This current decision will build on the previous one, consolidating and enlarging what was achieved.

In addition to the above, DG ECHO responded to disasters in the Caribbean region, providing emergency relief and recovery assistance for over EUR 16 million from 2004-2006 in the Bahamas, Cuba, Dominican Republic, Grenada, Guyana, Haiti, Jamaica and Suriname. DG ECHO also undertook the 5<sup>th</sup> DIPECHO Action Plan for the Caribbean from 01/09/2005 for eighteen months, funding community-based disaster preparedness projects in the region for EUR 3.5 million.

The current decision avoids overlap with DG ECHO's Thematic funding, which supports IFRC's global planning at head-quarters level. This current decision is also complementary to the Financing Agreement under the 9<sup>th</sup> EDF<sup>7</sup> for EUR 3.4 million, entitled "Institutional support and capacity building for disaster management in the Caribbean". The latter was signed in September 2006 between the European Commission and the forum of the Caribbean ACP<sup>8</sup> states, CARIFORUM, which programmes funds for the region. The Caribbean Disaster Emergency Response Agency (CDERA) can benefit from this EDF Agreement, which targets more long-term comprehensive disaster management than is appropriate to the mandate of DG ECHO.

<sup>7</sup> European Development Fund

<sup>8</sup> Africa, the Caribbean and the Pacific

## **5 - Overview of donors' contributions**

As of 20/11/06, the response to IFRC Appeal No. MAA42001 covers 53% of the 2006 requirements. There is no donor commitment for the 2007 requirements, supported by this decision. The donations for 2006 are in cash or in kind (including personnel) and come from Canada, Iceland, Norway, Spain, Sweden, United Kingdom and United States of America, plus Oxfam.

## **6 - Amount of decision and distribution by specific objective:**

6.1. - Total amount of the decision: EUR 500,000

## 6.2. - Budget breakdown by specific objective

<b>Principal objective:</b> <i>To reduce the impact of disaster on the most vulnerable populations in the Caribbean Region, by improving regional disaster response capacities</i>				
<b>Specific objective</b>	<b>Allocated amount by specific objective (EUR)</b>	<b>Geographical area of operation</b>	<b>Activities</b>	<b>Potential partners<sup>9</sup></b>
Specific objective : To strengthen the disaster response and management capacity in the Caribbean Region	500,000	Caribbean Region	Technical support	- CROIX-ROUGE - FICR-IFCR-CH
TOTAL:	500,000			

<sup>9</sup> INTERNATIONAL FEDERATION OF RED CROSS AND RED CRESCENT SOCIETIES



## 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>2006</b>	470,429,000
Supplementary Budgets	140,000,000
Other appropriations	6,792,498
<b>Total Available Credits</b>	617,221,498
Total executed to date (by 20/11/2006)	616,606,616
Amount remaining available	614,882
<b>Total amount of the Decision</b>	<b>500,000</b>

**COMMISSION DECISION**  
**of**  
**on the financing of humanitarian operations from the general budget of the European Communities in the Caribbean Region**

**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>10</sup>, and in particular Article 14 thereof:

Whereas:

- (1) The Caribbean Region is exposed to multiple disasters, including floods, mudslides, hurricanes, earthquakes and volcanoes;
- (2) The improvement of the disaster management capacity of this hazardous region is of great importance in order to save lives and livelihoods;
- (3) The International Federation of Red Cross and Red Crescent Societies has proven to be a crucial partner for regional disaster management and response, whose efforts should be supported;
- (4) An assessment of the needs leads to the conclusion that humanitarian aid operations should be financed by the Community for a period of 12 months;
- (5) It is estimated that an amount of EUR 500,000 from budget line 23 02 01 of the general budget of the European Communities is necessary to finance the strengthening of disaster management capacity in the Caribbean Region, taking into account the available budget, other donors' contributions and other factors;

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 500,000 for the humanitarian aid operation "**Strengthening disaster management capacity in the Caribbean Region**" by using line 23 02 01 of the 2006 general budget of the European Communities.
2. In accordance with Article 2 (a) and (f) of Council Regulation No.1257/96, the humanitarian operation shall be implemented in the pursuance of the following specific objective:

**To strengthen the disaster response and management capacity in the Caribbean Region.**

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<sup>10</sup> OJ L163, 2.7.1996, p. 1-6.

The total amount of this decision is allocated to this objective.

*Article 2*

1. The duration for the implementation of this decision shall be for a maximum period of 12 months, starting on 01 January 2007.
2. Expenditure under this Decision shall be eligible from 01 January 2007.
3. If the operations envisaged in this Decision are suspended owing to *force majeure* or comparable circumstances, the period of suspension shall not be taken into account for the calculation of the duration of the implementation of this Decision.

*Article 3*

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

Done at Brussels,

For the Commission

Member of the Commission