

**EUROPEAN COMMISSION**

Directorate-General for European Civil Protection and Humanitarian Aid Operations (ECHO)

**Humanitarian Aid Decision  
11<sup>th</sup> European Development Fund (EDF)**

<u>Title:</u>	Commission decision financing humanitarian actions in the Caribbean from the 11 <sup>th</sup> European Development Fund (EDF)
<u>Description:</u>	Responding to Hurricanes Irma and Maria
<u>Location of action:</u>	Caribbean (Dominica, Cuba, Saint Kitts and Nevis)
<u>Amount of Decision:</u>	EUR 5 million
<u>Decision reference number:</u>	ECHO/-CR/EDF/2017/02000

**Supporting document****1 Humanitarian context, needs and risks****1.1 Situation and context**

Category 5 Hurricane Irma caused devastation on many of the Caribbean islands, with maximum sustained winds of 296 km/h, bringing heavy rains and deadly waves. It was formed on 30 August and dissipated on 16 September. Irma is the longest lived storm of that intensity anywhere around the globe for the past 50 years. Cuba, Antigua and Barbuda, Turks and Caicos Islands, Saint Kitts and Nevis, Anguilla, British Virgin Islands, Saint Martin, Sint Maarten and Saint Barthélemy were the most severely affected countries. At least 41 people reportedly died. Robust preparedness measures taken by national and local authorities contributed to limit the death toll, but the magnitude of the event, with its combination of strong winds, storm surge and intense rainfall, resulted in severe damage to housing and critical infrastructure and services, including health centres, telecommunication, electricity, water, sewage and waste systems, as well as agricultural land. It is estimated that more than 5.8 million people have been affected across the Caribbean.

Less than two weeks after Hurricane Irma, Category 5 Hurricane Maria made landfall in Dominica on 19 September with maximum sustained winds of 260 km/h and with a devastating impact. Hurricane Maria brought about further humanitarian consequences in a region already severely affected by Hurricane Irma. After impacting Dominica, Maria continued moving west-northwest towards Puerto Rico causing devastating effects in the

island. Heavy rain, strong winds and storm surge affected the rest of Leeward Islands, including Saint Kitts and Nevis, Puerto Rico, Dominican Republic, Haiti, Turks and Caicos Islands and Bahamas between 19 and 24 September, adding to Irma's impact. Hurricanes Irma and Maria combined left at least 52 deaths across the region, including 27 deaths in Dominica, where 2 751 people are now living in 100 collective centres. Guadeloupe, Montserrat and Saint Kitts and Nevis (SKN) have also been affected by Hurricane Maria, compounding Irma's effects on those islands.

## **1.2 Identified humanitarian needs**

In Dominica, 65 000 people are estimated to be in need of assistance. Out of a total 26 085 houses in the country, 7 255 are moderately damaged, 10 272 highly damaged and 5 961 destroyed. Schools remain closed, which leaves 18 251 children and adolescents without access to education. At the time of drafting, 32 out of the country's 76 primary and secondary schools are being used as collective centres. Although road access is improving, there are limited vehicles available for the delivery of relief items and clearance of solid waste.

The majority of commercial businesses remain closed and water supply systems have only been partly re-established. Water and electricity services are being restored in the main urban centres although periodic breakages continue to be reported and much of the rural areas are without water. The Government reported that 100 per cent of communities have been reached with some sort of relief delivery, which does not imply that 100 per cent of the people have received individual assistance.

Emergency shelter materials are urgently needed. According to the authorities, shelter assistance is required for health facilities, homes for the elderly, and for people in collective centres, which would encourage people to return home and would allow the buildings, including schools, to return to their original purpose.

Distribution and installation of emergency roofing supplies such as tarpaulins is still needed to meet the current safe roofing demand. Rehabilitation of roofs, windows and water and sanitation systems in educational institutions is a priority, while bedding materials (cots, sleeping bags, blankets) are needed for shelters. A shelter to housing plan to promote quick action towards early recovery needs to be developed.

Further assistance to debris removal and waste management is required. Repairing the estimated 29 damaged/non-operational health facilities is also a priority, including key facilities for Princess Margaret Hospital. Food distribution is ongoing and is still required across the country. Potable water in communities, health care facilities, shelters and schools is urgently required until all 44 water networks are repaired. Finally, training programs and public awareness material on effective roof construction may be needed in order to help *building back better*.

In Cuba, it is estimated that 2.1 million people remain in need of assistance in the sectors of shelter, food security, health, education and WASH (water, sanitation and hygiene) in 33 most affected municipalities of the country.

Outstanding urgent needs are oriented mainly towards shelter and food security for the most affected families in the most affected municipalities. Temporary solutions for a least 212 000 people (safe roofing modules) and support to local production of materials are necessary, along with the distribution of non-food items (NFIs) for at least 212 000 people, in priority those who have lost all their belongings. Coverage of basic food needs, especially for vulnerable groups (120 000 people out of 667 000 people in 14 municipalities) is also urgent.

In Saint Kitts and Nevis, the damage has been conservatively estimated at USD 20 million, livelihoods being specifically affected.

An assessment of agriculture and marine shows that Irma-related damage includes the loss of green houses, fruit trees, animal feed, crop fencing, pig pens, equipment and hundreds of animals. Substantial damages were reported in the Department of Marine Resources, mainly at the Fisheries Cooperative Building in Dieppe Bay and the break water facility in Old Road. Complementary assistance is required in terms of livelihoods recovery, non-food items as well as mainstreaming DRR.

### **1.3 Risk assessment and possible constraints**

Recent heavy rains, insufficient stocks of building materials and ongoing logistical constraints linked to both telecommunications and the transportation of humanitarian relief in the region, especially in Dominica and Cuba, are some of the current constraints.

Despite these constraints, it is assessed that the overall context is conducive for an adequate and timely response.

## **2 Proposed EU humanitarian aid response**

### **2.1 Rationale**

The passage of Hurricanes Irma and Maria has generated severe humanitarian needs among most vulnerable households. Therefore, the most vulnerable households must be at the centre of the response strategy, which requires articulating short-term emergency assistance with longer-term development initiatives. It is crucial to ensure the coverage of immediate acute needs while contributing to sustainable self-sufficiency. Solutions are required to allow most vulnerable households to access immediate shelter solutions, food, safe water, and health and education services in Cuba and Dominica, while ensuring the full recovery of these sectors through longer-term funding. Support to the most vulnerable population will also be considered as appropriate in Saint Kitts and Nevis. Disaster Risk Reduction will be mainstreamed in the response; a regional approach allowing the sharing of good practices, particularly from Cuba, will be promoted as much as possible. Where feasible, assistance will be implemented through cash transfers, combined with livelihood support, adopting a multi-purpose cash programming approach. Furthermore, in Dominica, schools being used as temporary shelters will receive minor repairs including necessary WASH infrastructure. Systematic protection mainstreaming will also be supported.

The humanitarian response will be part of a wider LRRD (Linking Relief, Rehabilitation and Development) strategy, which will encompass initiatives aiming at strengthening key sectors and livelihoods, while applying a practical resilience approach to decrease vulnerability to shocks and to support preparedness, mitigation and coping capacities in case of a new crisis.

### **2.2 Actions**

Humanitarian actions to be financed under the Commission decision financing humanitarian actions in the Caribbean from the 11th European Development Fund (EDF) would aim overall at mitigating the impact of Hurricanes Irma and Maria by ensuring coordinated and effective assistance to those most affected in order to cover their immediate needs and support an early recovery of livelihoods, in synergy with longer-term development dynamics, through:

1. Mitigating the impact of Hurricane Maria in Dominica by ensuring coordinated and effective assistance for those most affected in order to cover their immediate needs, in particular shelter, education, health and WASH and Disaster Risk Reduction, establishing relevant synergies and complementarity with longer-term development dynamics.
2. Mitigating the impact of Hurricane Irma in Cuba by ensuring coordinated and effective assistance for those most affected in order to cover their immediate needs, in particular shelter and food security, and Disaster Risk Reduction, establishing relevant synergies and complementarity with longer-term development dynamics.
3. Mitigating the impact of Hurricanes Irma and Maria in Saint Kitts and Nevis by ensuring coordinated and effective assistance for those most affected in order to cover their immediate needs, in particular shelter, food security and livelihoods support and Disaster Risk Reduction, establishing relevant synergies and complementarity with longer-term development dynamics.

## **2.3 Components**

### **2.3.1 Dominica: Shelter, Education, Health and WASH**

Shelter: assistance will include the distribution of tarpaulins, zinc, safe roofing modules, blankets, mosquito nets and kitchen sets, as well as any other relevant relief items. Training on construction of emergency shelters and long-lasting use of tarpaulins technics will be promoted as well as the provision of building materials for the permanent repair of roof structures.

Education: the rapid resumption of schooling for children and adolescents will be supported, with the immediate reactivation of 27 schools (low to moderately damaged), as well as access to psychosocial support under the Return to Happiness (RTH) programme. The proper functioning of WASH systems in schools will also be ensured.

Health: restoring access to services in the 29 damaged health centres, ensuring access to safe water in the health centres and epidemic surveillance.

WASH: improving access to water in school and health facilities, distribution of hygiene kits and provision of safe water will continue. Basic rehabilitation of water and sanitation systems; water treatment; improvement of household water storage, and hygiene promotion; removal of the rubble, cleaning of the drains, rehabilitation of the key access points, such as culverts and water channels will be promoted.

Disaster Risk Reduction will be mainstreamed in the response.

### **2.3.2. Cuba: Shelter and Food Security**

Shelter: the assistance will include the distribution of tarpaulins and zinc, as well as safe roofing sets. House kits including sheets, mattresses mosquito nets and kitchen sets will be provided, as well as any other relevant relief items. Training on construction and long-lasting use of tarpaulins technics will be promoted as well as the provision of building materials for the permanent repair of roof structures.

Food assistance: to cover food assistance needs with additional 2 months of food distribution for at least 120 000 vulnerable people.

Disaster Risk Reduction will be mainstreamed in the response; specific attention will be paid to promoting the sharing of good practices in a regional dimension.

### **2.3.3. Saint Kitts and Nevis: Shelter, Food Security and Livelihood and Disaster Risk Reduction**

Cash transfer programming for short term livelihoods support (agriculture and fishery) will be considered for most vulnerable households. A specific market analysis will be made in order to monitor the market prices as importations rely mainly on Dominica for food provision as well as St Maarten and Puerto Rico, also severely affected by Irma and Maria.

Disaster Risk Reduction will be mainstreamed in the response, as well as specific preparedness actions including prepositioning of stocks (hygiene and kitchen kits).

## **2.4 Complementarity and coordination with other EU services, donors and institutions** (See table 3 in annex)

The intervention strategy proposed in this document is part of a wider EU LRRD recovery and reconstruction strategy in Hurricane Irma/Maria-affected areas, putting most vulnerable households at the centre. The strategy, jointly developed by DG ECHO and DG DEVCO, is based on four criteria:

- Joint targeting of beneficiaries
- Complementarities at geographical level
- Complementarities in terms of components to be covered
- Continuity in terms of timeline

In Dominica, a final Budget Support disbursement of EUR 3.5 million of the ongoing state-building contract (post-Erica) could be released shortly and additional resources (EUR 2.62 million) will be mobilised with a new programme under preparation on renewable energy. The request for EU support from the envelope B has been received, and an indicative of EUR 11 million is expected in order to support the implementation of the Country's reconstruction plan (build a better Dominica) and resume the main state functions through direct budget support.

In Cuba, in the sector of sustainable agriculture and rural electrification EUR 4 million are planned to ensure linkages with food assistance provided by ECHO in affected areas. The PROACT programme for resilient agriculture for EUR 2 million will link with past and current drought preparedness actions supported by ECHO and with ECHO's response in food assistance. In GCCA, Climate Change and DRR, up to EUR 5 million will ensure the link with ECHO response in the North and South Coasts. In the province of Sancti Spiritus with Agrocadenas programme on productive chains, an additional amount of EUR 1 million will ensure linkage with ECHO's response. With the Civil Society and Local Authorities, on Sustainable agriculture, an amount of EUR 2 million in Camaguey will provide linkage with ECHO's response. Finally, EUR 4 million will be mobilised from the B-envelope in the area of food security and livelihoods recovery.

In Saint Kitts and Nevis, a new budget support programme for EUR 2.6 million is under preparation on renewable energy and this will include in its targeting the same communities as ECHO on coastal areas. Moreover, the B envelope is requested for an amount of EUR 0.5 million to support the recovery of damaged energy infrastructure and resilience to climate related hazards, through a top-up of the planned budget support programme on Renewable Energy.

Main donors in the region are USAID/OFDA, Global Affairs Canada and DFID, with whom complementary actions will be promoted through support to common partners.

In Dominica, a Flash Appeal was launched on 29 September to cover the needs of 65 000 people for an amount of USD 31.1 million. The CERF approved USD 3 million to implement projects contained in the Flash Appeal. The appeal is presently covered by 19%. In the Caribbean (except Dominica and Cuba), an action plan has been launched for USD 27 million to cover needs for 265 000 people. The plan is presently resourced by 17.5%.

In Cuba, a UN Action Plan was launched for USD 55.8 million to cover the needs of 2.1 million people. The CERF approved 8 million to implement projects contained in the Action Plan. The appeal is presently covered by 18%.

## **2.5 Duration**

The duration for the implementation of the actions financed under this Decision shall run for a maximum of 18 months.

## **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 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)

## **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 17 of the Financial Regulation applicable to the 11<sup>th</sup> EDF, together with Article 178 of the Rules of Application of the Financial Regulation applicable to the general budget of the European Union. These Framework agreements define the criteria for attributing grant agreements and contribution agreements and may be found at

[http://ec.europa.eu/echo/partnerships/humanitarian-partners\\_en](http://ec.europa.eu/echo/partnerships/humanitarian-partners_en)

For NGOs, Specialised Agencies of the Member States, Red Cross National Societies and international organisations not complying with the requirements set up in the applicable EDF Financial Regulation for indirect management, actions will be managed by direct management.

For international organisations identified as potential partners for implementing the Decision, actions will be managed under direct or indirect 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)*

<b>Actions</b>	<b>Allocated amount by specific objective (EUR)</b>	<b>Geographical area of operation</b>	<b>Activities</b>	<b>Potential partners</b>
Mitigate the impact of Hurricane Maria in Dominica by ensuring coordinated and effective assistance for those most affected in order to cover their immediate needs, in particular shelter, education, health and WASH and Disaster Risk Reduction, establishing relevant synergies and complementarity with longer-term development dynamics.	2 600 000	Dominica	- Shelter - Education - Health - WASH - Disaster Risk Reduction	IFRC UNICEF IOM PAHO WFP UNDP FAO Child Fund
Mitigate the impact of Hurricane Irma in Cuba by ensuring coordinated and effective assistance for those most affected in order to cover their immediate needs, in particular shelter and food security, and Disaster Risk Reduction, establishing relevant synergies and complementarity with longer-term development dynamics.	2 300 000	Cuba	- Shelter - Food security - Disaster Risk Reduction	IFRC UNICEF IOM PAHO WFP UNDP FAO Child Fund
Mitigate the impact of Hurricanes Irma and Maria in Saint Kitts and Nevis by ensuring coordinated and effective assistance for those most affected in order to cover their immediate needs, in particular shelter, food security and livelihoods support and Disaster Risk Reduction, establishing relevant synergies and complementarity with longer-term development dynamics.	100 000	Saint Kitts and Nevis	- Shelter - Food security - Livelihoods support - Disaster Risk Reduction	IFRC UNICEF IOM PAHO WFP UNDP FAO Child Fund
<b>Contingency reserve</b>	<b>0</b>			
<b>TOTAL</b>	<b>5 000 000</b>			



*Annex 2 - List of previous EU/Commission humanitarian aid decisions*

**List of previous EU/Commission humanitarian aid decisions operations in Cuba, Dominica, St Kitts and Nevis**

<b>Decision Number</b>	<b>Decision Type</b>	<b>2015</b>	<b>2016</b>	<b>2017</b>
		EUR	EUR	EUR
ECHO/DRF/BUD/2015/91000 <b>DOMINICA</b>	Ad hoc	300 000.00		
ECHO/DRF/BUD/2017/91000 <b>DOMINICA</b>	Ad hoc			250 000.00
ECHO/-AM/BUD/2917/91000 <b>DOMINICA</b>	Ad hoc			500 000.00
<b>ECHO/-CM/BUD/2015/91000</b> <b>CUBA</b>	Ad hoc	2 450 000.00		
<b>ECHO/-CR/BUD/2016/91000</b> <b>CUBA</b>	Ad hoc		600 000.00	
<b>ECHO/-AM/BUD/2017/91000</b> <b>CUBA</b>	Ad hoc			700 000.00
	<b>Sub-total</b>	2 750 000.00	600 000.00	1 450 000.00
	<b>TOTAL</b>	4 800 000.00		

Date : 11/10/2017

Source : HOPE

(\*) decisions with more than one country

**Annex 3 - Overview table of the humanitarian donor contributions**

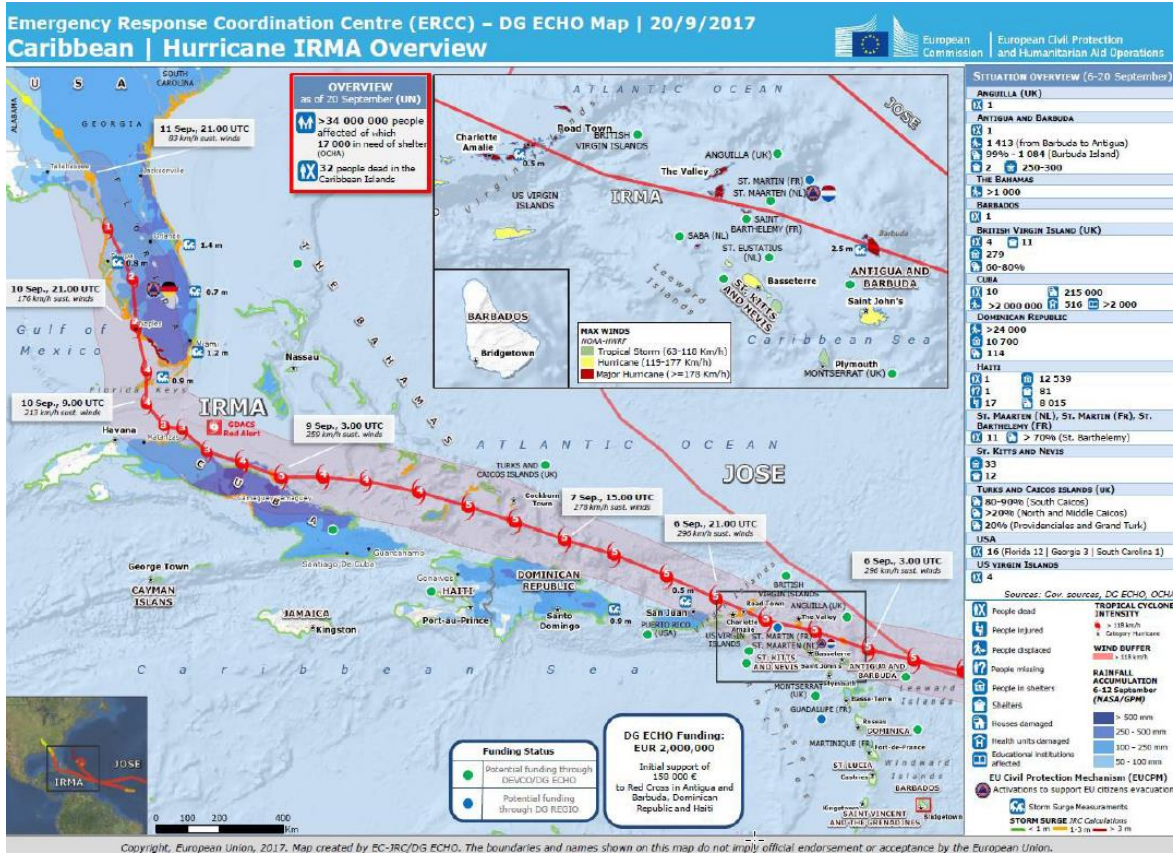
<b>Donors in Cuba, Dominica and St Kitts and Nevis over the last 12 months</b>			
<b>1. EU Member States (*)</b>		<b>2. EU</b>	
<b>DOMINICA</b>	EUR		EUR
Germany	50 000.00	ECHO	750 000.00
Italy	100 000.00		
Sweden	104 384.13		
United Kingdom	5 600 000.00		
<b>ST KITTs AND NEVIS</b>	0		0
<b>CUBA</b>			
Luxemburg	54 909.00		700 000.00
Italy	500 000.00		
Germany	50 000.00		
<b>Subtotal</b>	6 459 293.13	<b>Subtotal</b>	1 450 000.00
<b>TOTAL</b>	7 909 293,13		

Date : 11/10/2017

(\*) Source : EDRIS reports. <https://webgate.ec.europa.eu/hac>

Empty cells : no information or no contribution.

# Annex 4 – Maps

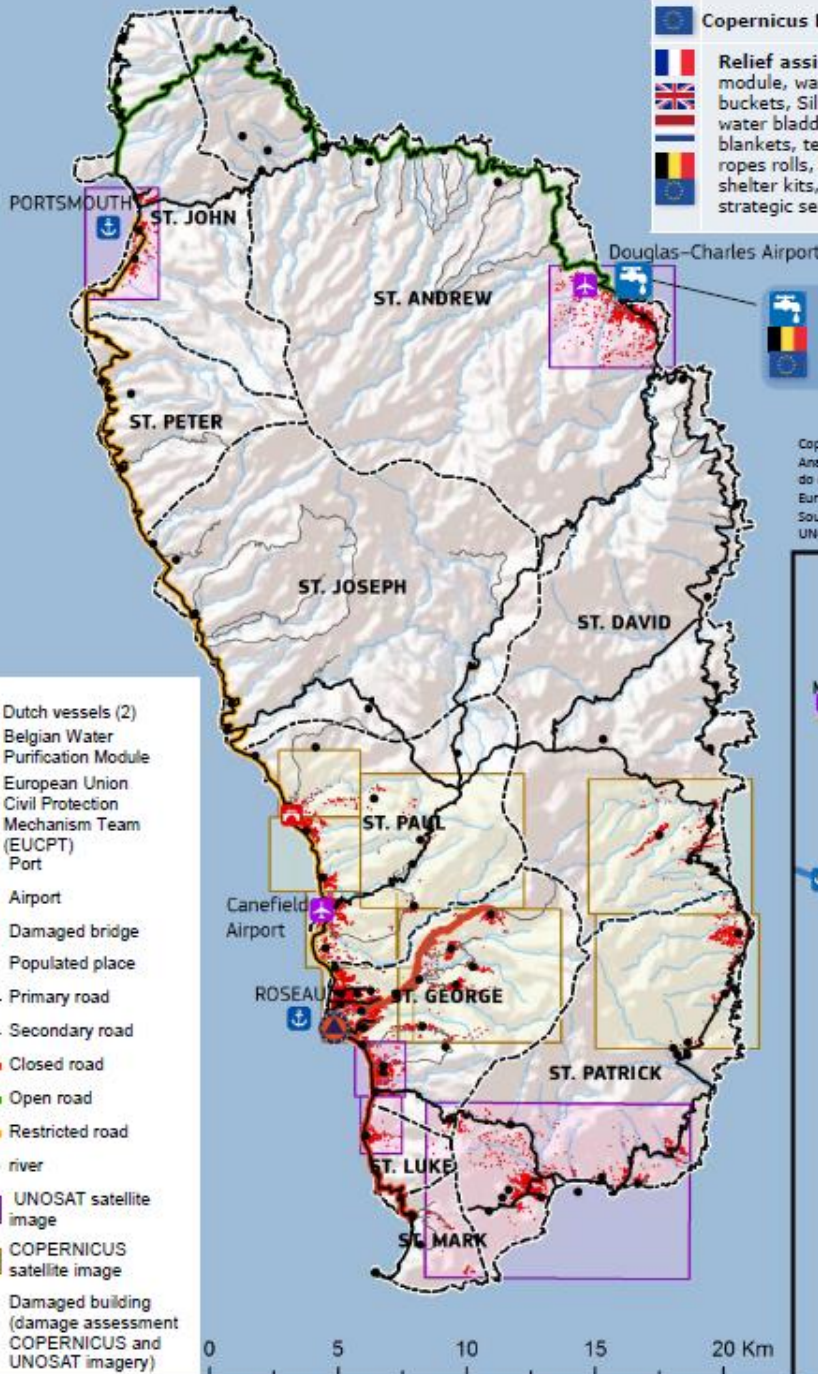


# Dominica - TC MARIA: EU Response



## EU RESPONSE

- € 250 000 humanitarian assistance (basic kits for survival, clean water and food, construction material and fuel, as well as additional logistical support)
- EUCP Team (26/09 - 15/10):** Team Leader (NO), 1 Coordination/operation expert (FR), 1 WASH expert (DE), 1 Logistics Expert (SE), 1 ERCC Liaison Officer.
- 1 EU CP expert on disaster waste management (RO) seconded to UNDAC
- Copernicus EMS activated and 8 maps produced
- Relief assistance EUCPM: 1 Water purification module, water purification cubes, aquatabs, buckets, Silverline water filtration system, UNICEF water bladders, medical supplies kits, hygiene kits, blankets, tents, kitchen sets, boxes of rations, ropes rolls, tarpaulins, gloves, chain saws, picks, shelter kits, lumber, solar lights and 2 vessels for strategic sea transportation.



B-Fast Water purification module  
16 pax  
80 000/24h

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Sources: COPERNICUS, DG ECHO, Esri, GISCO, LogCluster, NOAA, UNOSAT

- Dutch vessels (2)
- Belgian Water Purification Module
- European Union Civil Protection Mechanism Team (EUCPT)
- Port
- Airport
- Damaged bridge
- Populated place
- Primary road
- Secondary road
- Closed road
- Open road
- Restricted road
- river
- UNOSAT satellite image
- COPERNICUS satellite image
- Damaged building (damage assessment COPERNICUS and UNOSAT imagery)

