



EUROPEAN COMMISSION

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COMMISSION DECISION

of

**on the financing of humanitarian actions in Bolivia from the general budget of the
European Union**

(ECHO/BOL/BUD/2010/01000)

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on the financing of humanitarian actions in Bolivia from the general budget of the European Union

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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 and Article 15(3) thereof;

Whereas:

- (1) The south east region of Bolivia, known as the Chaco, has been experiencing record high temperatures and longer periods than average without rainfall for three consecutive years since 2008. The cumulative impact of drought reached its most critical level in the 2010 dry season and is seriously impacting on human population, livestock and agricultural activity generating humanitarian and recovery needs;
- (2) Over 19,500 families have been affected in the Bolivian Chaco departments of Santa Cruz, Chuquisaca and Tarija, with the most critical levels of impact among rural and isolated indigenous communities whose livelihood consists of subsistence farming (less than 2 Ha) and limited minor livestock (i.e. cattle, poultry);
- (3) The provision of water and related services is critical (water trucking, water catchment rehabilitation support, water storage facilities –at household and community level- and water management training –communities and authorities, including training on water distribution in emergencies and hygiene practices at household level).
- (4) Poor crop performance among subsistence farmers shows the need for an urgent distribution of food commodities (either in kind or food vouchers) and seeds before the end of October, complemented by rehabilitation of soils and improvement of production and post-harvesting practices. Distribution of vitamins, salts, veterinary treatments -de-worming- and water in order to prevent high losses in food security sources are also necessary;
- (5) Mainstreaming Disaster Risk Reduction in food assistance and in water and sanitation sectors is also critical in a drought context. Communities and municipalities should be encouraged to manage drought during the whole year, not just during its peak;
- (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 centralised management or by joint management;

¹ OJ L 163, 2.7.1996, p. 1.

- (7) An assessment of the humanitarian situation leads to the conclusion that humanitarian aid actions should be financed by the European Union for a period of 12 months;
- (8) It is estimated that an amount of EUR 1,500,000 from budget article 23 02 01 of the general budget of the European Union is necessary to provide humanitarian assistance to up to 30,000 vulnerable people affected by drought in Bolivia 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 Union⁴.

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 1,500,000 for the financing of humanitarian actions in Bolivia from budget article 23 02 01 of the 2010 general budget of the European Union.
2. In accordance with Article 2 of Council Regulation No.1257/96, the principal objective of this Decision is to provide humanitarian assistance to the most vulnerable people affected by drought in Bolivia. The humanitarian actions shall be implemented in the pursuance of the following specific objective:
 - To improve the humanitarian situation of vulnerable populations affected by drought in the departments of Santa Cruz, Chuquisaca and Tarija, notably through the provision of water and sanitation, food, livelihood recovery support and disaster preparedness mainstreaming.

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 1st October and shall run for 12 months. Eligible expenditure shall be committed during the implementing period of the Decision.
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.

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

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.
4. The Authorising Officer may, where this is justified by the humanitarian situation, extend the duration of the Decision for a maximum of 6 months provided that the total duration of the Decision does not exceed 18 months, in accordance with Article 90.4 of the Implementing Rules of the Financial Regulation.

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 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 centralised 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 Financial Regulation.

Article 4

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

Done at Brussels,

For the Commission
Peter Zangl, Director-General



Humanitarian Aid Decision 23 02 01

Title: Commission Decision on the financing of humanitarian actions in Bolivia from the general budget of the European Union.

Description: Humanitarian assistance for vulnerable populations affected by drought in Santa Cruz, Chuquisaca and Tarija (Bolivian Chaco).

Location of action: Bolivia

Amount of Decision: EUR 1,500,000

Decision reference number: ECHO/BOL/BUD/2010/01000

Supporting document

1. Humanitarian context, needs and risks

1.1. - Situation and context

The Chaco region is a dry ecosystem located in the centre of South America of 1,000,000 square km approximately, shared by four countries: Argentina, Bolivia, Brazil and Paraguay. The Bolivian Chaco represents an area of 150,000 square km divided into three Departments: Santa Cruz, Tarija and Chuquisaca (Bolivia has nine Departments in total). This area has been experiencing record high temperatures and longer than average periods without rainfall for three consecutive years since 2008. The cumulative impact of drought has reached its most critical level of affectation in the 2010 dry season and is seriously impacting on human population, livestock and agricultural activity, generating emergency humanitarian and recovery needs.

As a consequence of the drought, the Government of Bolivia (GoB) declared a national emergency in 16 municipalities of the Bolivian Chaco in June 23, 2010, given the rain deficit recorded in the 2009-2010 rainy season and poor crop performance. The region has not been able to recover from the persistent rain deficit registered since 2008 and the declaration of emergency in 2010 is the third consecutive emergency; the GoB issued a national emergency in the same areas on 30 November 2008 by Decree 29770 (Departments of Tarija, Chuquisaca and Santa Cruz) and this was extended in November 2009. According to government data, the most affected Departments are Tarija, Chuquisaca and Santa Cruz.

Since May 2010, several multi-agency assessments have taken place in the Chaco, composed of Government representatives, UN agencies and NGOs working in the affected areas. The most recent report (15 September 2010) was elaborated by the Bolivian Humanitarian Network (*Red Humanitaria*), under the leadership of OCHA.

1.2. - Identified humanitarian needs

There is a general consensus in Bolivia among GoB, donors, UN agencies and NGOs that the main humanitarian and recovery needs are:

- Water: Delivery of water trucking, water catchment rehabilitation, water storage facilities –at household and community level- and water management training –communities and authorities).
- Food: Staple commodities for human population (in kind or food vouchers).
- Livelihood support: Distribution of seeds urgently needed before end of October complemented by rehabilitation of soils and improvement of production and post-harvesting practices. Distribution of vitamins, salts, veterinary treatments (de-worming) and water in order to prevent high losses in food security sources.

Mainstreaming Disaster Risk Reduction (DRR) in food assistance and WASH sectors is critical. Communities and Municipalities should be encouraged and trained to manage drought during the whole year and not just during its peak. At the same time, national and sub-national authorities must coordinate and promote incorporation of critical drought management measures in their respective budgets and policies. Structural vulnerability and shortcomings identified in DRR practices in the area will certainly trigger similar crises in the future unless remedial action is adopted.

1.3. - Risk assessment and possible constraints

An important constraint in these areas is the poor condition of the terrain and the long distances between the communities and towns. Poor-quality dirt roads are the most common means of access to vulnerable communities. Often remote communities remain neglected and the limited aid available is concentrated on communities located closer to urban centres.

Most municipalities are making an effort to provide transport and fuel to respond, mainly in water trucking. However, it has been identified during field evaluations that this capacity is limited.

The GoB (through its Vice Ministry of Civil Defence) is visibly coordinating the damage assessment exercise but, despite these efforts, the main shortcomings identified are: weak operational coordination at field level; absence of effective sector working groups; lack of technical coordination between national, departmental and municipal levels; poor flow of information on needs with appropriate prioritization.

Also, the contribution of the national Centre for Operations in Emergencies is limited to central level coordination. Emergency coordination at field level is poor.

Members of the United Nations Emergency Technical Team (UNETT) indicate that a major limitation is the difficulty in systematizing the information from the evaluation commissions and this underlines a capacity gap that needs attention.

2 Proposed DG ECHO response

2.1. - Rationale

It is widely agreed both by international humanitarian actors and national authorities in Bolivia that the cumulative impact of drought affecting the Chaco has reached its most critical level of affectation in the 2010 dry season. However the response provided by national authorities does not necessarily acknowledge the importance of shifting from the paradigm of "water scarcity" towards the "better water management" approach or "integrated drought management". The Directorate-General for Humanitarian Aid and Civil Protection (DG ECHO) proposes not only to address the humanitarian needs unfolding at this critical juncture but also to support recovery and capacity building of communities and authorities to develop more appropriate approaches to deal with recurrent water deficits which could be managed more efficiently avoiding humanitarian impacts among the most vulnerable populations (indigenous communities in rural areas).

Both recovery and DRR are closely intertwined and should be considered in all humanitarian programmes implemented in the area. DRR activities, implemented in the aftermath of the response, capture the attention of communities and authorities enhancing the impact of DRR and increasing its impact in transforming attitudes and practices in drought management. Communities' resilience needs to be strengthened as well as local authorities' capacity to plan drought-resilient development plans. Both food assistance (including food distributions either in kind or food vouchers and recovery) and water and sanitation (WASH) responses should be designed to reduce the vulnerability of beneficiaries and increase resilience.

DG ECHO has intervened previously in the Chaco region both with response (Small Scale Disaster) and Disaster Preparedness (DIPECHO) projects covering only three municipalities out of the 11 affected intensively by the ongoing crisis. Experience and best drought management practices for the region have been capitalized in a Strategic Drought Matrix reflected in the intervention proposed in this Decision.

2.2. - Objectives

- Principal objective: To provide humanitarian assistance to the most vulnerable people affected by drought in Bolivia.

- Specific objective:

To improve the humanitarian situation of vulnerable populations affected by drought in the departments of Santa Cruz, Chuquisaca and Tarija, notably through the provision of water and sanitation, food, livelihood recovery support and disaster preparedness mainstreaming.

2.3. - Components

Drought response needs to be multi-sector. The following areas of intervention require support in response to the drought crisis unfolding in the Bolivian Chaco:

- Water, Sanitation and Hygiene: Delivery of water trucking, water catchment rehabilitation, water storage facilities – at household and community level - and water management training directed at communities and authorities, including training on water distribution in emergencies and hygiene practices at household level.
- Food: Staple commodities for human populations (in kind or food vouchers).

- Livelihood recovery support: Distribution of seeds before end of October complemented by rehabilitation of soils and improvement of production and post-harvesting practices. Distribution of vitamins, salts, veterinary treatments -de-worming- and water in order to prevent high losses in food security sources.

Disaster preparedness and disaster risk reduction measures will be mainstreamed as much as possible in all activities, to improve the communities' resilience to future events. Communities and Municipalities will be encouraged to manage drought during the whole year, not just during its peak. At the same time, national and sub-national authorities must be coordinated and promote incorporation of critical drought management measures in their respective budgets and policies. Structural vulnerability and shortcomings identified in disaster risk reduction practices in the area will certainly trigger similar crises in the future unless remedial action is adopted.

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

(See table 3 in annex)

The GoB investment in drought response, focusing on forage provision for livestock and well drilling, is funded by credits granted by China and financial international sources such as the development bank CAF (Corporación Andina de Fomento) and the World Bank.

The UN is still considering whether a CERF (Central Emergency Response Fund) allocation will be granted and for the moment UN agencies are seeking funding bilaterally. Humanitarian donors (i.e. Spain, Switzerland) are considering for the time being very small amounts for locally contained activities (EUR 10,000 – EUR 40,000).

WFP distributes PRRO (Protracted Relief and Rehabilitation Operation) remaining stocks of food commodities in non PRRO areas of Chaco in a Food For Work (FFW) modality. WFP has also received USD1m advance from headquarters in order to maintain distributions, though these funds will have to be reimbursed should other fresh pledges materialize.

Other development actors (i.e. World Vision) and donors (i.e. The German Government, Sweden) have presence in the area with long term activities that could be complemented by well coordinated humanitarian interventions.

In the event that funds are allocated to Bolivia under the 2011-2013 Food Security Thematic Programme all opportunities for linking this response with more long term development would be followed up.

2.5. - Duration

The duration for the implementation of this Decision shall be 12 months. Humanitarian actions funded by this Decision must be implemented within this period.

Expenditure under this Decision shall be eligible from 1 October 2010.

Given the urgency to address water and food needs among part of the affected communities and the critical extended need for replenishment of quality seeds of staple commodities before the planting season ends, partners must start preparing as soon as possible diagnosis at ground level and procurement - distribution arrangements for seed purchase.

Start Date: 1 October 2010.

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 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.

Annex 1 - Summary decision matrix (table)

Principal objective To provide humanitarian assistance to the most vulnerable people affected by drought in Bolivia				
Specific objectives	Allocated amount by specific objective (EUR)	Geographical area of operation	Activities	Potential partners¹
To improve the humanitarian situation of vulnerable populations affected by drought in the department of Santa Cruz, Chuquisaca and Tarija, notably through the provision of water and sanitation, food, livelihood recovery support and disaster preparedness mainstreaming	1,500,000	Bolivia: Santa Cruz, Chuquisaca and Tarija	<ul style="list-style-type: none"> - Water and sanitation - Food - Livelihood recovery support - Disaster preparedness mainstreaming 	<u>Direct centralised management</u> - ACH- ESP - COOPI <u>Joint management</u> - FAO
TOTAL	1,500,000			

¹ ACCION CONTRA EL HAMBRE, (ESP), COOPERAZIONE INTERNAZIONALE (ITA), UNITED NATIONS - FOOD AND AGRICULTURE ORGANIZATION

Annex 2 - List of previous DG ECHO decisions

List of previous DG ECHO operations in BOLIVIA				
Decision Number	Decision Type	2008 EUR	2009 EUR	2010 EUR
ECHO/-AM/BUD/2008/02000(*)	Ad hoc	300,000		
ECHO/-FA/BUD/2008/06000	Ad hoc	1,000,000		
ECHO/BOL/BUD/2008/01000	Emergency	2,000,000		
ECHO/DRF/BUD/2008/01000 (*)	Ad hoc	79,996		
ECHO/DIP/BUD/2009/01000 (*)	Ad hoc		1,745,000	
	Subtotal	3,379,996	1,745,000	0
	TOTAL	5,124,996		

Date : 06/10/2010

Source : HOPE

(*) decisions with more than one country

Annex 3 - Overview table of the humanitarian donor contributions

Donors in BOLIVIA over the last 12 months			
1. EU Member States (*)		2. European Commission	
	EUR		EUR
Germany	45,000	DG ECHO	0
Italy	1,245,000		
Luxemburg	50,000		
Subtotal	1,340,000	Subtotal	0
TOTAL	1,340,000		

Date : 06/10/2010

(*) Source : DG ECHO 14 Points reports.

<https://webgate.ec.europa.eu/hac>

Empty cells: no information or no contribution.