COMMISSION DECISION
of
on the financing of emergency humanitarian operations from the general budget of the European Communities in Bolivia

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 aid1, and in particular Article 2(a) and Article 13 thereof,

Whereas:

(1) Since the end of November 2007, due to the "La Niña" climatic phenomenon, intense and continuous rains have been affecting all nine departments of Bolivia. It is estimated that 80 per cent of the people affected in 2007 are also suffering from the effects of torrential rain again this year;

(2) These floods appear to be the most disastrous for many decades, surpassing the record ones of last year;

(3) According to meteorologists rains will continue in the following weeks and affected areas will remain flooded until April at least, leaving a large number of people without any resources;

(4) Latest estimates of the Bolivian Civil Defence report that around 294,000 people are affected and more than 616,000 hectares of crops have been destroyed. More than 20,000 people have been evacuated to temporary shelters but these figures are on the rise. Water and sanitation facilities are disrupted. There are reports of dengue, malaria, as well as a Hanta virus outbreak in various departments;

(5) Given the scope of the disaster, local capacities are overwhelmed and despite the well organized response, national and local authorities do not have the capacity to attend to the needs of all the affected population;

(6) On 12 February 2008, the Bolivian president officially declared a state of "national disaster" in the country and clearly called for international solidarity;

(7) Humanitarian aid operations financed by this Decision should be of a maximum duration of 6 months;

(8) It is estimated that an amount of EUR 2,000,000 from budget line 23 02 01 of the general budget of the European Communities is necessary to provide humanitarian assistance to approximately 110,000 people taking into account the available budget, other donors' contributions and other factors.


HAS DECIDED AS FOLLOWS:


ECHO/BOL/BUD/2008/01000
Article 1

1. In accordance with the objectives and general principles of humanitarian aid, the Commission hereby approves a total amount of EUR 2,000,000 for emergency humanitarian aid operations to provide the necessary assistance and relief to people in Bolivia by using line 23 02 01 of the 2008 general budget of the European Communities.

2. In accordance with Article 2(a) of Council Regulation No.1257/96, the humanitarian operations shall be implemented in the pursuance of the following specific objective:

To assist the victims of adverse climatic events with both integrated relief and immediate recovery support.

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

Article 2

1. The implementation of humanitarian aid operations funded by this Decision shall have a maximum duration of 6 months from their starting date.

2. Expenditure under this Decision shall be eligible from 12 February 2008.

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 humanitarian aid operations.

Article 3

1. The Commission shall implement the budget by direct centralised management or by joint management with international organisations.

2. The actions supported by this Decision will be implemented by humanitarian aid organisations that are signatories to the Framework Partnership Agreements (FPA) or the EC/UN Financial Administrative Framework Agreement (FAFA).

3. Taking account of the specificities of humanitarian aid, the nature of the activities to be undertaken, the specific location constraints and the level of urgency, the activities covered by this Decision may be financed in full in accordance with Article 253(1)(a) of the Implementing Rules of the Financial Regulation.

Article 4

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

Done at Brussels,

For the Commission

Member of the Commission
Emergency Humanitarian Aid Decision
23 02 01

Title: Emergency Humanitarian Assistance for the Bolivia population affected by the "La Niña" phenomenon

Location of operation: Bolivia

Amount of Decision: EUR 2,000,000

Decision reference number: ECHO/BOL/BUD/2008/01000

Explanatory Memorandum

1 - Rationale, needs and target population.

1.1. - Rationale:

In Bolivia, natural disasters are recurrent and their consequences are devastating, particularly in the rainy season, which runs from November to March. Since the end of November 2007 to date, due to the "La Niña" climatic phenomenon, intense and continuous rains have been affecting all departments of Bolivia to some degree or other. It is estimated that more than 80 per cent of the people affected in 2007 are also suffering the effects of torrential rain again this year. In addition, a lot of communities not normally affected by floods in the past are in a critical situation.

These prolonged heavy rains have caused the overflow of rivers that flooded a large part of the territory, seriously affecting a high number of people living in bordering areas of the main rivers as well as those living in lowlands and valleys and in the high mountains of the Andes namely, Santa Cruz, Beni, Cochabamba, Chuquisaca, La Paz, Potosi, Oruro, and Tarija Departments.

The Civil Defence Vice Ministry reports that approximately 294,000 people are affected by heavy rains. Floods and mudslides triggered by heavy rains have left at least 56 dead as of 15 February. Given the slow onset type of disaster that characterizes these floods, the number of families in need is likely to rise on a daily basis, with the progressive increase in flooded areas.

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5 Periodic cooling of waters in the Pacific Ocean
6 118 out of the 327 Bolivian municipalities are affected. Source: OCHA Sitrep 5 of 30/1/2008
7 Source: IFRC 31 January 2008
8 Source: OCHA Sitrep 9

ECHO/BOL/BUD/2008/01000
As a consequence of the situation in the country, Bolivia's President, Evo Morales, declared a state of national emergency on 21 January⁹, following the recommendations of the National Council for Risk Reduction and Attention to Disasters⁰.

This emergency declaration has enabled the local authorities to react swiftly to the natural disaster by mobilizing national financial¹¹ and human resources as well as resources coming from international cooperation, and rapidly assist the affected communities. The Civil Defence, through the activation of the COE¹² at national, departmental and local levels, is coordinating the information flow among sectoral commissions and is leading the emergency response process¹³. A joint command for natural disasters composed of the three armed forces working under the coordination of Civil Defence, has been established by the Government to facilitate logistics and reach isolated communities.

A UNDAC¹⁴ team was also deployed at the end of January to support the coordination of initial needs assessments carried out by the local authorities in the vast territory of Bolivia.

Unfortunately, as of mid February, heavy rains continue throughout the country and are growing in intensity, especially in the Santa Cruz and Beni departments where the levels of major rivers are increasing daily. A red alert has been declared in all nine departments of the country, compared to six in 2007¹⁵. According to experts, this year's "la Niña" phenomenon appears to be stronger than last year's¹⁶, which led to devastating floods in the country and was considered by national authorities as the worst event in the past 40 years.

According to weather forecasts by the National Meteorological Service¹⁷, rains will continue at least until March, surpassing national average levels. It is expected that the river levels, particularly in the Amazonian watershed, will by far exceed 2007 recorded flood level figures. As already experienced in the previous two years, water from the highlands will flow in large waves to lowlands in the coming weeks causing widespread floods. It is therefore expected that waters could cover the lowlands up to early April, increasing the number of people without resources and in need of humanitarian assistance to survive.

In the Beni Department, where the most acute humanitarian situation is witnessed, the Yacuma, Mamore, Beni and Ibare rivers have already overflowed their banks, threatening to isolate the region's capital city, Trinidad¹⁸. Compared to last year's floods in Trinidad, the water level has already exceeded by over 50cm the maximum reached. The main risks that face Trinidad in the near future are the overflow of the protecting dike that would necessitate the evacuation of around 30,000 people and the shutting down of the city water plant, leaving around 80,000 people without safe drinking water.

In Santa Cruz Department, the water levels of the Rio Grande and Pirai rivers are increasing daily¹⁹ leading to a continued upsurge in the number of isolated communities and this will have consequences in the following weeks in the Beni area.

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⁹ Source : Supreme Decree n°29425
¹⁰ CONARADE
¹¹ USD 12,000,000 could be channelled thanks to this decree to support the victims. In addition, USD 5,300,000 is expected through international assistance (Joint Sitrep European Commission of 7/2/2008)
¹² National Emergency Operations Centre
¹³ As of 28/1/08, the Civil Defence has been responding to the emergency through distribution of food items (423 tonnes distributed so far) with the support of the World Food Programme (Source : IFRC DREF bulletin 28/1/08)
¹⁴ UNDAC : The United Nations Disaster Assessment and Coordination
¹⁵ Source : OCHA Sitrep 2
¹⁶ Source : ABI (Agencia Boliviana de Información) of 13 February 2008
¹⁷ SENAMHI
¹⁸ Source : OCHA Sitrep 7
¹⁹ Source : ECHO mission 14 February 2008
Up to now, the figure for the number of displaced people is provisional, due to the inaccessibility of several of the affected areas, but preliminary figures provided report that about 20,650 people have been evacuated to temporary shelters in the departments of Beni, Santa Cruz and Cochabamba alone.20

Extensive damage to road infrastructure is reported, including to the main domestic and international trade communication routes (Santa Cruz-Cochabamba-Trinidad, Santa Cruz-Brazil), causing huge losses to the agro-industry sector and a real problem of access to affected populations.

Preliminary reports from the Ministry of Rural Development indicate that more than 616,000 hectares of crops have been destroyed by floods in Santa Cruz Department alone, valued at more than USD 500,000,000.21 This time of the year is critical for the upcoming harvest and it is likely that already vulnerable families are going to suffer significant losses in terms of food and income.

The impact of “La Niña” is not only seen in rural areas, but also in suburban areas, where rural migrant families, often living in poorly built houses, are amongst the hardest hit population. Even in urban centres, such as in the city of La Paz itself, water supply is restricted, after a violent overflowing of the Achumani River killed two people and provoked a crack in the dam of a main water pipeline on 25 January. Schools remain closed due to water restrictions.

The number of schools damaged or destroyed has reached 347, with a population of 20,820 students and 694 educators.22

Dengue outbreaks as well as a Hanta virus outbreak and cases of malaria have been reported in some areas of the departments of Cochabamba and Beni. The Ministry of Health and departmental authorities are in the process of fumigating the affected areas, reinforcing epidemiological surveillance and sanitary education.23

Following the release of the emergency decree on 21 January, a first DG ECHO mission was deployed to Bolivia from 20 January to 7 February in order to assess the humanitarian situation on the ground. Given the relatively good response capacity at local level, it was decided not to intervene at that point in time but to continue closely following the evolution.

Given the magnitude of the disaster and the deterioration of the situation, local capacity is beginning to be exceeded despite all the efforts put in place and the government is calling for international assistance to help the country.25 On 12 February, the Bolivian president officially declared a state of "national disaster" in the country.26

A second mission was sent to the Beni and Santa Cruz department on 11 February as a result of the severe degradation of the situation in the eastern part of the country which concluded that a DG ECHO intervention was necessary.

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20 Source : ECHO Flash Note of 9/2/08. In Trinidad alone, 29 IDP camps, located partly on non-safe areas are reported and will have to be relocated soon
21 Source : OCHA Sitrep 8. During 2007 Floods, agricultural losses amounted to USD 230,000,000
22 Source : OCHA Sitrep 8
23 Source : DREF Bulletin 28/1/08, OCHA Sitrep 2
24 Directorate-General for Humanitarian Aid - ECHO
25 On 6 February, Alex Contreras, the government spokesman, called for international cooperation to support Bolivia to cope with a disaster of such magnitude. Source: Boletin Andino de Noticias of 7 February 2008. The following day, David Choquehuanca, Bolivia's Foreign Minister, said that the world had an obligation to send aid to flood-ravaged areas of Bolivia, linking the disaster to climate change. Source: Sources Say of 8 February.
26 Through Supreme Decree n°29438
In view of the deterioration of the situation, the United Nations system\textsuperscript{27} in Bolivia has also decided to launch a USD 18,215,196 Flash appeal. A CERF\textsuperscript{28} request amounting USD 2,000,000 has been granted.

1.2. - Identified needs:

The identification of the extent of the needs is progressing slowly due to the difficult access to some of the affected areas and the progressive nature of the event, which is a slow onset disaster evolving on a daily basis. Many roads have been cut off by flooding, making it difficult to carry out comprehensive assessments. With very poor road infrastructure, access to the most affected areas represents a real challenge to the evaluation teams and the figures are to be seen as provisional.

According to the Civil Defence and Sectoral Commissions field reports\textsuperscript{29}, the main needs identified are for food aid and food security, shelter and camp management, safe drinking water, sanitation, health, logistical support, education and protection and disaster preparedness:

- **Immediate distribution of safe drinking water** is necessary as well as the provision of non-food items such as hygiene, kitchen kits, candles, etc. The affected population needs regular provision of drinking water and basic sanitation services, in particular in the camps. Domestic and hygiene items need to be provided.

- **Safe sanitation, initially prioritising environmental sanitation and Health**: drainage of stagnant waters, removal of dead animals, vector control (mosquitoes, rats, snakes and other reptiles), latrine rehabilitation, solid waste management. It is important to underline the significance of the sanitary conditions, mainly due to the fact that latrines and septic tanks have been flooded and water has been contaminated. Victims are exposed to the threat of diseases (respiratory infections, diarrhoea, dengue and leptospirosis) from being in contact with polluted water. Many are already suffering from diarrhoea and vomiting. Epidemiological surveillance and vector control would be required as an increase of mosquitoes carrying dengue is foreseeable since conditions are ideal for them to flourish. It is estimated that around 180,700 people would need some support in water and sanitation sector.

- **Temporary shelters for displaced people**: for the moment, people are living in dispersed temporary shelters under very bad conditions, with a lack of basic sanitation services and insufficient safe drinking water. Around 50,000 people would need support in the shelter area.

- **Food aid and food security** for 198,000 people: Provision of food rations is important not only for the population housed in public shelters but also for those who will be returning to their homes once the water levels descend or once the levels of soil saturation by rainfall drop to normal. Most vulnerable communities have lost their main food and income source due to heavy rains and floods. Due to the loss of harvest and cattle in the rural areas, in a period of two to three months from now, this lack of food production might generate a deficit in the food security situation and have a potential negative impact

\textsuperscript{27} Compared to the 2007 Floods, UN Flash appeal (under preparation) and CERF contributions are bigger, which reveals the larger scale of the uncovered needs.

\textsuperscript{28} CERF : Central Emergency Response Fund

\textsuperscript{29} Source : Sectoral Commissions preliminary results of 16/2/2008
on coping mechanisms at household level. In order to prevent a deterioration of the nutritional status of the most vulnerable populations, these families require appropriate early recovery activities. This kind of assistance is particularly relevant in a country where 26.5% of children under five suffer from chronic malnutrition and any external shock immediately leads to an upsurge in acute malnutrition rates. It is therefore important to help restore livelihoods through the promotion of short-term emergency agricultural activities (distribution of seeds, agricultural inputs and tools) and food for work activities.

- **Logistical support**: there is an urgent need for logistical means to carry out the distribution of food and other relief items in the flooded areas, some of which are inaccessible by road.

- **Child protection and education**: It is a priority that children are able to re-start schooling as soon as possible, as well as being protected from physical violence and supported psychologically to cope with the disaster trauma on their daily life. This concerns around 53,000 children.

- **Disaster risk reduction** should be mainstreamed as much as possible in humanitarian operations, not only through the inclusion of specific disaster preparedness and mitigation activities, but also through the adoption of a risk reduction approach in the humanitarian response activities.

1.3. - **Target population and regions concerned**

The Decision will target a population of approximately 22,000 families (around 110,000 people) living in the most severely affected departments of Bolivia. Operations will need to take into account the special needs of vulnerable groups such as children, women, elderly, disabled and indigenous minorities. To the extent possible, priority will be given to isolated communities in the most remote areas. Children under five will be given special attention in the regions with high rates of malnutrition and anemia. Women heads of family should also be preferential beneficiaries of the humanitarian assistance.

Priority will also be given to operations that mainstream disaster risk reduction in their relief activities as the population targeted by this Decision will most probably continue to live in disaster-prone areas.

1.4. - **Risk assessment and possible constraints**

Access to isolated areas is the main constraint for the humanitarian needs assessment and delivery of humanitarian aid as a consequence of the floods.

Weather conditions in the forthcoming weeks may constitute an additional handicap if rains continue until April as predicted by the Meteorological service. The risk of further rainfall may hamper the return of evacuees and the normal resumption of basic activities; worsen the sanitary and familial food security situation; increase the needs to be covered and further impede access to beneficiaries.

2 - **Objectives and components of the humanitarian intervention proposed**:
2.1. - Objectives:

Principal objective: To save and preserve the lives of the population of Bolivia affected by the "La Niña" phenomenon.

Specific objective: To assist the victims of adverse climatic events with both integrated relief and immediate recovery support.

2.2. - Components:

The focus of this financing Decision will be on emergency activities but a limited early recovery component will also be included in order to allow affected rural people to restart self subsistence agricultural production as soon as possible.

Shelter, food and non-food items, emergency education support
- Management of temporary camps in line with international standards;
- Provision of emergency shelter materials for displaced/homeless families (tents, tarpaulins);
- Distribution of basic temporary shelter materials and tools allowing a quick cleaning and disinfection of the houses;
- Distribution of food aid and non-food items for displaced/homeless populations;
- Temporary school support in camps.

Water and sanitation
- Provision of drinking water to the displaced/homeless populations in temporary sites and to populations in rural areas in which water supply systems have been disrupted;
- Provision of emergency sanitation facilities to displaced/homeless population;
- Distribution of hygiene kits to displaced/homeless population.

Emergency Livelihood recovery
- Direct provision of essential agricultural inputs for distribution to the most affected households for the next cropping season (seeds and tools);
- Food for work activities;
- Support veterinary services through vaccines/serums/vitamins/medicines for livestock.

Health
- Emergency primary health care (provision of medicine kits, outreach to isolated communities);
- Psychosocial support to displaced population.

Disaster preparedness
- Training and awareness-raising among targeted populations and authorities, mitigation works;
- Strengthening COE equipment for disaster response.

3 - Duration expected for actions in the proposed Decision:

The duration of humanitarian aid operations shall be 6 months.
Expenditure under this Decision shall be eligible from **12 February 2008**.

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 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.
DG ECHO has adopted a two-fold strategy in Bolivia. On the one hand, DG ECHO responds to emergencies where the national response capacity cannot adequately cope with the scope of the disaster or when national authorities are unwilling to respond (For example, in 2006 and 2007, in total EUR 2,000,000 was allocated in response to flooding). On the other hand, efforts have been made to identify the geographical areas most vulnerable to natural hazards (and with the poorest population with the least coping capacity) and, subsequently, to prioritize the implementation of disaster preparedness projects in those areas. This process is carried out in a participatory way with key national and international actors, both governmental and non-governmental, in the framework of the DIPECHO programme. In Bolivia, DG ECHO has invested more than EUR 5,500,000 since 1999 to help the country and the vulnerable communities to prepare themselves to face natural disasters.

Training/awareness-raising on Disaster Risk Reduction of targeted families and authorities as well as operational strengthening support to Local Emergency Committees will be carried out in the framework of this Decision. These actions will complement the seven ongoing disaster preparedness projects currently being implemented in Santa Cruz, La Paz, Pando, Beni, Cochabamba departments\(^{31}\) through the DIPECHO\(^{32}\) programme.

The EU’s Civil Protection Mechanism (MIC) was also activated and deployed a team for eight days to provide technical support to UNICEF\(^{33}\) in water and sanitation assessment.

As far as others structural initiatives of the Commission are concerned, the following programmes are contributing to assist Bolivia’s long term efforts to strengthen its strategy to face recurrent natural disasters:

- The PREDECAN\(^{34}\) programme, with a clear focus on prevention, complements the DIPECHO programme and contributes to a coherent Disaster Risk Reduction strategy in the Andean Region.
- The Bolivia National Watershed Management Plan will be supported in 2008 by the European Commission with a EUR 19,000,000 contribution.
- The Food Security budget support programme (PASA) was mobilised in response to the flooding in 2007, through the transfer of USD 1,800,000 to Bolivia’s Civil Defence for the purchase of seeds and livestock for households whose livelihoods were adversely affected. It may also be the case again this year.

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\(^{31}\) DIPECHO projects currently being implemented by COOPI, CARE, OXFAM, ACH, Save the Children, PAHO, Practical Action

\(^{32}\) Disaster Preparedness ECHO- DIPECHO V Action Plan for South America (ECHO/DIP/BUD/2007/03000, EUR 6,500,000, budget line 23.02.03)

\(^{33}\) UNICEF : United Nations Children’s Fund

\(^{34}\) "Disaster Prevention in the Andean Community" co-funded by the EC (EUR 9,600,000) under the 2002–2006 Andean Community (CAN) Regional Strategy Paper
5 - Overview of donors' contributions

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<th>Donors in BOLIVIA the last 12 months</th>
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<td>1. EU Members States (*)</td>
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<td>United kingdom</td>
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<td>Subtotal</td>
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<td>Grand total</td>
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Dated: 15 February 2008


Empty cells means either no information is available or no contribution.

6 - Amount of Decision and distribution by specific objectives:

6.1. - Total amount of the Decision: EUR 2,000,000
6.2. - Budget breakdown by specific objectives

Principal objective: To save and preserve the lives of the population of Bolivia affected by the "La Niña" phenomenon

<table>
<thead>
<tr>
<th>Specific objectives</th>
<th>Allocated amount by specific objective (EUR)</th>
<th>Geographical area of operation</th>
<th>Potential partners 35</th>
</tr>
</thead>
</table>
| Specific objective 1: To assist the victims of adverse climatic events with both integrated relief and immediate recovery support | 2,000,000 | All departments affected | - ACH  
- OXFAM GB  
- Plan UK  
- STCH  
- WFP-PAM |

**TOTAL: 2,000,000**

35 ACCION CONTRA EL HAMBRE, (ESP), Fundación Save The Children, OXFAM (GB), PLAN INTERNATIONAL (UK), WORLD FOOD PROGRAM
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:


8 - Budget Impact article 23 02 01

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<th>CE (EUR)</th>
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<tr>
<td>Initial Available Appropriations for 2008</td>
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<td>Supplementary Budgets</td>
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<td>Transfers</td>
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<tr>
<td><strong>Total Available Credits</strong></td>
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<td>Total executed to date (by 11 February 2008)</td>
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<td>Available remaining</td>
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<td><strong>Total amount of the Decision</strong></td>
<td><strong>2,000,000</strong></td>
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9. MANAGEMENT ISSUES

Humanitarian aid actions funded by the Commission are implemented by NGOs, Specialised Agencies of the Member States, and the Red Cross organisations on the basis of Framework Partnership Agreements (FPA) and by United Nations agencies based on the EC/UN Financial and Administrative Framework Agreement (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/partners/index_en.htm.

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.