



EUROPEAN COMMISSION
HUMANITARIAN AID OFFICE (ECHO)

Humanitarian Aid Decision

23 02 01

Title: Food aid, emergency food security and related logistical support for the humanitarian response to the Darfur crisis in Sudan

Location of operation: SUDAN

Amount of decision: 15,000,000 euro

Decision reference number: ECHO/SDN/BUD/2004/04000

Explanatory Memorandum

1 - Rationale, needs and target population:

1.1. - Rationale:

Since late 2002, the security situation in the Greater Darfur Region of western Sudan has been steadily deteriorating from relatively traditional tribal clashes and banditry into a state of general insecurity affecting large segments of the population.¹ Darfur is approximately the size of France, an inhospitable region where desertification and increased competition between sedentary farmers and nomadic groups over diminishing natural resources has led to a breakdown of traditional conflict resolution mechanisms and a proliferation of small arms, thus accelerating the region's political and socio-economic marginalization.

Open warfare erupted in Darfur in early 2003, when the newly emerged Sudan Liberation Movement/Army (SLM/A) attacked Government of Sudan (GOS) forces. Shortly after, another armed political group, the Justice and Equality Movement (JEM), came to the fore. Both groups have similar demands, namely an end to the region's marginalization, and greater protection for their communities from attacks by Arab nomadic groups.

The conflict escalated in late 2003 when Arab militia groups known as *Janjaweed* launched a concerted campaign of attacks on civilian communities (primarily of non-Arab origin), destroying essential infrastructure such as irrigation channels and water sources, and looting private household assets, essential livestock and seed stocks². The international community has over the past year on many occasions urged the GOS to protect the civilian population against the *Janjaweed* attacks, which since mid-December 2003 have prompted the large-scale displacement of civilian population groups.

¹ Population estimates range from 6.5 to 7.7 million inhabitants, with more than 60 different ethnic groups.

² According to human rights reports these attacks included systematic rape

According to the United Nations and other sources, the impact of the conflict on civilians can be summarized as follows:

- Conflict-related insecurity has affected most of the inhabited areas of Darfur;
- The conflict-affected population is estimated at over 1 million;
- The majority of these are internally displaced (IDPs) of primarily non-Arab origin;
- In many areas the number of IDPs is up to five times that of permanent residents, who are thus themselves becoming increasingly affected by the crisis;
- Hundreds of settlements have been burnt, looted and depopulated;
- More than 190,000 Sudanese refugees have fled into Chad;
- Current estimates of the death toll vary from 15,000 to 50,000.

Darfur is currently the world's largest newly emerged humanitarian crisis. However, the humanitarian response has so far been limited by a combination of factors, including the relatively low response (implementation/absorption) capacity, physical and logistical constraints on the ground, pockets of continued violence and insecurity, and the administrative recalcitrance of a government that continues to make it difficult and sometimes impossible for humanitarian agencies to respond in a timely, impartial and effective manner.

A cease-fire and humanitarian access agreement for Darfur was signed in N'djamena (Chad) on April 8 2004, under Chadian and the African Union (AU) mediation. The negotiations were facilitated and observed by the EU and the US. The 45-day, renewable cease-fire entered into force on April 12 2004. The agreement, besides the cease-fire, also includes provisions for fast and unrestricted humanitarian access and facilitation of delivery of humanitarian assistance in accordance with the most relevant basic principles of Public International Law and Humanitarian Law. Although hostilities have decreased since the signature of the agreement, there is a continued sense of insecurity and fear apparent throughout the war-affected communities. The conflict has also spilled over into Chad. In that respect, the parties agreed on May 28 2004 on a Joint Commission and a Cease-Fire Commission lead by the AU and with representation of the EU and the US in order to monitor the cease-fire. The EU has mobilised € 12 million from the Peace Facility to support this monitoring operation.

1.2. - Identified needs:

A detailed, sector-by-sector analysis of the main needs is provided in the explanatory memorandum of Financing Decision ECHO/SDN/BUD/2004/03000 (10 M€), which was adopted on 23 July 2004. The situation has not radically changed since then; the UN Humanitarian Needs Profile of 1 July 2004 shows that coverage is steadily increasing, but that the gaps in delivery in key humanitarian sectors remain considerable:

| Sector | needs covered (%) |
|--------------------|-------------------|
| Food aid | 52 |
| Shelter / NFI | 54 |
| Clean water | 38 |
| Sanitation | 13 |
| Primary healthcare | 37 |

While these figures are to be considered estimations because assessments are still being carried out, they show that the majority of affected communities are not yet receiving a full package of humanitarian assistance. Time is of the essence, as we are entering the pre-harvest hunger gap season, coping mechanisms are coming under further strain, and seasonal rains will have an impact on both communities (owing to the lack of shelter and also the risk of malaria and other outbreaks) and humanitarian agencies (reduced access).

In order to meet the critical needs of an estimated 2.2 million victims of the war in Darfur and neighbouring Chad, an appeal of some € 192 million (US \$236 million) was launched during the Darfur High-Level Donor Alert Meeting in Geneva on June 3 2004.

Food aid/food security

The food security situation in Darfur remains precarious and is likely to worsen. Most accessible vulnerable populations have been receiving food through the efforts of WFP and its implementing partners; in a small number of locations in North Darfur relatively large and stable groups of IDPs have gathered and access for humanitarian agencies has been relatively consistent over the last few months. However, the underlying food security situation is undermined by limited access to arable land, while the limited stocks of drought-resistant seeds may drive subsistence farmers to plant inappropriate varieties of sorghum or millet or to use low quality material for sowing, resulting in more distress in 2005.

Many displaced households have lost their livestock assets (cattle, sheep and goats) through looting or crash-selling. Donkeys and camels, which are used as pack and traction animals (one of the main assets of poor people), have migrated along with the displaced populations. The animals lack water, fodder and veterinary medicines and many are dying in the vicinity of water points, thus adding to the general health hazards during the coming rainy season.

Acute malnutrition rates among the IDP population are reaching alarming levels. By way of illustration, over 550 children are now being treated for severe malnutrition in a single camp (Mornei, West Darfur). An anthropometric nutrition survey conducted by *Action Contre la Faim* in Abu Shok camp, El Fasher (North Darfur) from 7 to 12 June 2004 revealed global acute malnutrition (GAM) rates of 39% among children under 5 years old, of which severe acute malnutrition (SAM) accounted for nearly 10%. For infants (6-29 months), the figures were even more shocking (62% GAM and 19.5% SAM). By way of indication, a GAM rate in excess of 10% is considered an emergency.

Against this alarming backdrop, the World Food Programme (WFP) has indicated that its cereals pipeline for the Darfur Emergency Operation (EMOP 10339) will progressively run dry from the end of August 2004, and has made an urgent appeal for more funds.

Logistics

Shifting large tonnages of bulk food aid and other essential humanitarian supplies in a region as remote as Darfur requires a significant capacity in humanitarian air freight and other forms of transport and logistical support. While more resources are being deployed, notably through the UN's Joint Logistics Centre (JLC), additional measures are needed to ensure that the international relief response in Darfur is implemented safely, effectively and in a coordinated manner. WFP, lead implementing agency for the JLC, has issued a Special Operation (SO 10371) for 36 M\$ (July-Dec 2004) of which only 33% has been met at the time of writing.

1.3. - Target population and regions concerned:

In late summer 2003, the number of IDPs in Darfur was estimated at 250,000. The current total figure exceeds 1,000,000. This rapid increase during a relatively short period of time is attributable to the escalation of the conflict and related displacement that took place from the second half of 2003. According to the UN, the current caseload of IDPs in Darfur breaks down as follows:

- 420,230 in West Darfur;
- 293,276 in North Darfur
- 229,385 in South Darfur

While the majority of these people are currently relatively safely accessible, large groups are still thought to be in need but out of reach for humanitarian agencies. In most of the currently assessed IDP sites, women and young children constitute the vast majority of the population (as much as 95% in some cases).

An unknown number of IDPs have also fled to other parts of the country, in particular to Kordofan, the central States and further east. As internal displacement generated by the Darfur emergency is not confined to Darfur, this decision will therefore cover conflict-related needs as they emerge in any other parts of the country affected by the humanitarian fallout.

Finally, in addition to assisting the internally displaced, this decision will also address the needs of potential returnees and host communities. The latter in particular are often as vulnerable, if not more so, than IDPs; in some reported cases in the current crisis, as many as twenty displaced families are being supported by a single host household.

1.4. - Risk assessment and possible constraints:

The risks and dangers for local communities and humanitarian agencies will remain considerable as long as there is no durable peace agreement. In the short to medium term the key risks and constraints that may arise are as follows:

- A break-down of the ceasefire and a related re-escalation of conflict;
- Reduced access due to the rainy season;
- *Janjaweed* continue forcing IDPs to congregate in large camps where they continue to be vulnerable to abuse and harassment;
- Insecurity (including mines threats, banditry, uncontrolled armed groups, etc);
- Reduced access for personnel and relief goods due to bureaucratic impediments;
- Disease outbreaks and epidemics;
- Plans on the part of authorities to accelerate return of IDPs away from current settlements close to main towns to home or other areas without having protection issues adequately catered for.

2- Objectives and components of the humanitarian intervention proposed:

2.1. – Objectives:

Principal objective :

Vulnerable population groups affected by the Darfur conflict receive life-sustaining assistance and protection

Specific objective :

Excess morbidity and mortality linked to acute malnutrition and severe food insecurity among the targeted population groups is contained and reduced

2.2. - Components:

The decision will focus on supporting the procurement, transport, storage and distribution of food aid and food security inputs, and the related logistical support for these and other essential humanitarian activities.

ECHO and its partners will aim to apply the SPHERE standards in its programming, although in certain sectors strict respect of the standards may prove an unrealistic target.

3 - Duration foreseen for actions within the framework of the proposed decision:

The duration for the implementation of this decision will be 12 months.

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

Expenditure under this Decision shall be eligible from 15/08/2004, this date being the latest at which the World Food Programme can launch its tendering and procurement procedures if a breakdown in the cereals pipeline is to be avoided in November.

Start Date : 15/08/2004

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 decision.

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. The procedure established in the Framework Partnership Agreement in this respect will be applied.

4 –Previous Commission interventions/decisions in the context of the current crisis

| List of previous ECHO operations in SUDAN | | | | |
|--|---------------|-------------|-------------|-------------|
| Decision number | Decision type | 2002 EUR | 2003 EUR | 2004 EUR |
| ECHO/SDN/210/2002/01000 | Global Plan | 17,000,000 | | |
| ECHO/SDN/210/2002/02000 | Emergency | 1,000,000 | | |
| ECHO/SDN/210/2003/01000 | Global Plan | | 20,000,000 | |
| ECHO/SDN/210/2003/02000 | Emergency | | 2,000,000 | |
| ECHO/SDN/BUD/2004/01000 | Global Plan | | | 20,000,000 |
| ECHO/SDN/BUD/2004/02000 | Non Emergency | | | 10,000,000 |
| ECHO/SDN/BUD/2004/03000 | Non Emergency | | | 10,000,000 |
| Subtotal | | 18,000,000 | 22,000,000 | 40,000,000 |
| Total | | 18,000,000 | 22,000,000 | 40,000,000 |

Dated : 30/07/2004

Source : HOPE

The proposed decision builds on two € 10 million decisions for Darfur recently adopted by the European Commission through its Humanitarian Aid Office (ECHO),³ and complements activities financed under ECHO's annual Sudan programmes for 2003 and 2004.⁴

A further € 14 million has been made available to cover the needs of Sudanese refugees fleeing the Darfur crisis into in Chad, through three funding decisions.⁵

5 - Other donors and donor co-ordination mechanisms

| Donors in SUDAN the last 12 months | | | | | |
|---|------------|------------------------|-------------|----------------|-------------|
| 1. EU Members States (*) | | 2. European Commission | | 3. Others (**) | |
| | EUR | | EUR | | EUR |
| Austria | 200,000 | ECHO | 42,000,000 | USA | 80,819,442 |
| Belgium | 2,199,000 | Food Aid | 12,100,000 | Canada | 4,596,244 |
| Denmark | 6,605,460 | Food Security | 6,300,000 | Japan | 1,336,500 |
| Finland | 3,890,000 | Seeds and tools | 1,000,000 | Australia | 2,835,171 |
| France | 4,731,000 | Peace Facility | 12,000,000 | New Zealand | 500,580 |
| Germany | 9,527,379 | EDF/HP | 1,500,000 | Norway | 5,720,400 |
| Greece | 200,000 | Co-financing | 1,200,000 | Switzerland | 6,735,578 |
| Ireland | 2,808,000 | RRM | 400,000 | Unspecified | 1,134,000 |
| Italy | 0 | Human Rights | 100,000 | Other donors | 1,387,542 |
| Luxembourg | 0 | | | | |
| Netherlands | 30,371,546 | | | | |
| Portugal | 250,000 | | | | |
| Spain | 900,000 | | | | |
| Sweden | 18,336,730 | | | | |
| United Kingdom | 0 | | | | |
| Subtotal | 80,079,327 | Subtotal | 76,600,000 | Subtotal | 105,065,457 |
| | | Grand total | 261,744,784 | | |

Dated : 30/07/2004

(*) Source : ECHO 14 Points reporting for Members States. <https://hac.cec.eu.int>

(**) Source: Darfur Funding Overview, Office of the UN Resident and Humanitarian Coordinator for the Sudan, 19.06.2004;

³ On June 14 2004 (ECHO/SDN/BUD/2004/02000) and July 23 (ECHO/SDN/BUD/2004/03000)

⁴ ECHO/SDN/210/2003/01000 and ECHO/SDN/BUD/2004/01000, both for € 20 million.

⁵ ECHO/TCD/210/2003/01000, ECHO/TCD/BUD/2004/01000, and ECHO TCD/EDF/2004/02000.

A High-Level Donor Alert Meeting on Darfur took place on June 3 2004 in Geneva, under the co-chairmanship of the EU Presidency, the European Commission, the UN and the US, and with the presence of representatives of 36 countries, including the GOS, and representatives of the AU and the League of Arab States.

A joint-statement issued by the co-chairs expressed the donor community's concern over the humanitarian and human rights crisis in Darfur and called on the warring parties to comply with the cease-fire agreement and their obligation to provide protection, security and assistance to civilians. A number of substantial pledges were made during the meeting.

On the ground, coordination takes place through the Darfur Contact Group facilitated by the Office of the UN Resident/Humanitarian Coordinator in Khartoum, supported by the United Nations Office for the Coordination of Humanitarian Affairs (UNOCHA).

6 –Amount of decision and distribution by specific objectives:

6.1. - Total amount of the decision: 15,000,000 euro

6.2. - Budget breakdown by specific objectives

| Principal objective: Vulnerable population groups affected by the Darfur conflict receive life-sustaining assistance and protection. | | | | |
|---|-----------------------|---|--|---------------------------|
| Specific objective | Allocation (€) | Geographical area of operation | Activities | Potential partners |
| Excess morbidity and mortality linked to acute malnutrition and severe food insecurity among the targeted population groups is contained and reduced. | 15,000,000 | West, North and South Darfur and other parts of the country affected by the conflict. | Procurement, transport, storage and distribution of food aid and food security inputs and related logistical support | WFP |
| TOTAL | 15,000,000 | | | |

List of abbreviations of Potential Partners

| | |
|------------|----------------------|
| WFP | World Food Programme |
|------------|----------------------|

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 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://europa.eu.int/comm/echo/evaluation/index_en.htm.

8 –Budget Impact article 23 02 01

| | CE (in Euro) |
|---|--------------------|
| Initial Available Appropriations for 2004 | 472,000,000 |
| Supplementary Budgets | - |
| Transfers | - |
| Total Available Credits | 472,000,000 |
| Total executed to date (30/07/2004) | 373,280,368 |
| Available remaining | 98,719,632 |
| Total amount of the Decision | 15,000,000 |

COMMISSION DECISION

of

on the financing of humanitarian operations from the general budget of the European Union in SUDAN

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 aid⁶, and in particular Article 15(2) thereof,

Whereas:

- (1) Armed conflict between the Government of Sudan and armed opposition groups in the Greater Darfur Region spun out of control in spring of 2003, escalated with the launch of a concerted campaign of attacks on civilians by *Janjaweed* militias in late 2003, and has continued into 2004,
- (2) Tens of thousands are estimated to have died in the fighting, more than one million people have been uprooted and internally displaced, and more have fled into neighbouring Chad,
- (3) A number of respected and experienced humanitarian actors have described this complex emergency as currently the world's greatest humanitarian crisis, in a region that is one of the poorest and most neglected in the Sudan, with some of the lowest human development indicators,
- (4) Insecurity and fear continue, linked to ongoing attacks and harassment of civilians by militias, and humanitarian conditions among the affected communities are precarious and likely to deteriorate further with the advent of the rainy season,
- (5) The World Food Programme (WFP) has identified an imminent breakdown in the cereals pipeline of its Emergency Operation for Darfur (EMOP 10339), and two thirds of the logistical support requirements identified in its Special Operation (SO 10371) are unmet at the time of writing,
- (6) An assessment of the humanitarian situation leads to the conclusion that humanitarian aid operations should be financed by the Community for a period of 12 months,
- (7) It is estimated that an amount of 15,000,000 euro from budget line 23 02 01 of the 2004 general budget of the European Union is necessary to provide humanitarian assistance to about 2 million people affected by the Darfur conflict, taking into account the available budget, other donors' interventions and other factors,
- (8) In accordance with Article 17 (3) of Regulation (EC) No.1257/96 the Humanitarian Aid Committee gave a favourable opinion on 12 August 2004.

⁶ OJ L 163, 2.7.1996, p. 1-6

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 15,000,000 euro for humanitarian aid operations to provide food aid, emergency food security and related logistical support for the humanitarian response to the Darfur crisis in Sudan using line 23 02 01 of the 2004 budget of the European Union.
2. In accordance with Article 2 (a) of Regulation (EC) No.1257/96, the humanitarian operations shall be implemented in the pursuance of the following specific objectives:
 - Excess morbidity and mortality linked to acute malnutrition and severe food insecurity among the targeted population groups is contained and reduced

The amount allocated to this objective is listed in the annex to this decision.

Article 2

1. The duration for the implementation of this decision shall be for a maximum period of 12 months, starting on 15/08/2004. Expenditure under this Decision shall be eligible from that date.
2. 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 shall take effect on the date of its adoption.

Done at Brussels,

For the Commission

Member of the Commission

Annex: Breakdown of allocations by specific objective

| | |
|---|---|
| Principal objective : Vulnerable population groups affected by the Darfur conflict receive life-sustaining assistance and protection. | |
| Specific objective | Amount per specific objective (Euro) |
| Excess morbidity and mortality linked to acute malnutrition and severe food insecurity among the targeted population groups is contained and reduced. | 15,000,000 |
| TOTAL | 15,000,000 |

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.⁷

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 Echo's standard Framework Partnership Agreement to which NGOs and International Organisations have to adhere and the procedures and criteria needed to become a partner may be found at

http://europa.eu.int/comm/echo/partners/index_en.htm

⁷ Council Regulation (EC, Euratom) No 1605/2002 of 25 June 2002, OJ L248 of 16/09/2002 and No 2342/2002 of 23 December 2002, OJ L 357 of 31/12/2002.