



EUROPEAN COMMISSION

Brussels  
C(2009) XXX final

**COMMISSION DECISION**

**of**

**on the financing of emergency humanitarian Actions in SUDAN from the general budget  
of the European Union**

(ECHO/SDN/BUD/2009/02000)

## COMMISSION DECISION

of

**on the financing of emergency humanitarian Actions in SUDAN from the general budget of the European Union**

(ECHO/SDN/BUD/2009/02000)

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 aid<sup>1</sup>, and in particular Article 2(a) and Article 13 thereof;

Whereas:

- (1) The preliminary results of a Comprehensive Food Security and Vulnerability Analysis (CFSVA) shared by the World Food Programme on 9-13 November 2009 during the second regular session of its Executive Board indicate that the food security in Southern Sudan is deteriorating due to the combination of poor rainfall, insecurity and high food prices bringing up the total number of people who are food insecure to 1.5 million. As the food gap is likely to be brought forward, an immediate mobilisation of support is needed in order to procure, pre-position and distribute food in a timely manner.
- (2) This comes on top of a fragile situation characterised by extreme poverty and enormous rehabilitation needs and a deteriorating security situation in the run-up to national elections and the referendum on the independence of the South;
- (3) Funding support is required immediately, if food is to be purchased, transported and distributed in time for an effective response to the onset of the hunger gap, and to alleviate the suffering of the newly displaced.
- (4) The hunger gap in some parts of South Sudan is likely to start exceptionally next year in January instead of April, and therefore mobilisation of funding support already in December 2009 will allow for a timely contribution to the WFP 2010 Emergency Operations (EMOP).

---

<sup>1</sup> OJ L 163, 2.7.1996, p. 1.

- (5) To reach populations in need, humanitarian aid should be channelled through International Organisations including United Nations (UN) agencies. Therefore the European Commission should implement the budget by joint management;
- (6) Humanitarian aid Actions financed by this Decision should be of a maximum duration of 6 months;
- (7) It is estimated that an amount of EUR 5,600,000 from budget article 23 02 01 of the general budget of the European Union is necessary to provide humanitarian assistance to around 300,000 residents, displaced persons and refugees, 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;
- (8) The present Decision constitutes a financing Decision within the meaning of Article 75 of the Financial Regulation (EC, Euratom) No 1605/2002<sup>2</sup>, Article 90 of the detailed rules for the implementation of the Financial Regulation determined by Regulation (EC, Euratom) No 2342/2002<sup>3</sup>, and Article 15 of the internal rules on the implementation of the general budget of the European Union<sup>4</sup>;

HAS ADOPTED THIS DECISION:

#### *Article 1*

1. In accordance with the objectives and general principles of humanitarian aid, the Commission hereby approves a total amount of EUR 5,600,000 for the financing of emergency humanitarian Actions in Sudan from budget article 23 02 01 of the 2009 general budget of the European Union.
2. In accordance with Article 2(a) of Council Regulation No.1257/96, the principal objective of this Decision is to save lives and reduce the suffering by providing humanitarian emergency assistance to populations affected by humanitarian emergencies in Sudan.

The humanitarian Actions shall be implemented in the pursuance of the following specific objective:

To ensure adequate food intake and a stable nutritional status of vulnerable populations affected by emergencies and experiencing acute food insecurity.

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 15 December 2009. Expenditure under this Decision shall be eligible from

---

<sup>2</sup> OJ L 248, 16.9.2002, p.1.

<sup>3</sup> OJ L 357, 31.12.2002, p.1.

<sup>4</sup> Commission Decision of 5.3.2008, C/2008/773

the same date. The duration of individual humanitarian aid Actions financed under this Decision shall be limited to a maximum of six months.

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.
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.

### *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 by International Organisations.
3. The Commission shall implement the budget by joint management with International Organisations that are signatories to the EC/UN Financial Administrative Framework Agreement (FAFA) and which were subject to the four pillar assessment in line with Article 53d of the Financial Regulation.

### *Article 4*

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

### *Article 5*

This Decision is addressed to the delegated authorising officer.

Done at Brussels,

*For the Commission  
Member of the Commission*



**Emergency Humanitarian Aid Decision**  
**23 02 01**

Title: on the financing of emergency humanitarian Actions in Sudan from the general budget of the European Union

Description: Provision of support to emergency humanitarian assistance in South Sudan

Location of Action: Sudan

Amount of Decision: EUR 5,600,000

Decision reference number: ECHO/SDN/BUD/2009/02000

**Supporting Document**

**1 - Rationale needs and target population.**

1.1. - Rationale:

South Sudan is increasingly facing a massive food deficit due to a combination of poor rainfall, insecurity and high food prices.

Due to poor rainfall and resulting drought affecting parts of South Sudan, this year's first harvest has failed, extending the 2009 hunger gap by an additional 3 months to November 2009 and bringing forward the expected start of the 2010 hunger gap in some areas to January instead of April 2010. In addition to that, insecurity and violence triggered by inter-ethnic clashes and activities of armed organisations such as Lord's Resistance Army (LRA) limit livelihood options and seriously hamper agricultural activities in many areas of South Sudan. Finally, the increase in food prices and of the inflation rates has significantly reduced the spending power of all households, but the impact on poor households has been greater as they spend a larger proportion of their income on food purchases.

Although the emergency has already occurred, its actual impact will only fully materialise in the next couple of months. In order to ensure an effective emergency response at the beginning of 2010 and to maintain the commitment to the provision of emergency food and nutritional

assistance to conflict affected and acutely food insecure populations in South Sudan, World Food Programme (WFP) requires additional financial support immediately, if food is to be purchased, transported and distributed in time to respond to the hunger gap.

In its presentation on 9-13 November 2009 during Second Regular Session of the Executive Board meeting, WFP shared the preliminary results of a Comprehensive Food Security and Vulnerability Analysis (CFSVA) pointing at the deteriorating food security due to above mentioned factors and urged for the support.

The worsening food insecurity comes on top of the serious existing humanitarian situation characterised by limited access to basic services<sup>1</sup>, epidemics<sup>2</sup>, natural disasters, high malnutrition rates<sup>3</sup> and displacements due to violent inter-ethnic clashes and activities of armed groups<sup>4</sup>. After decades of war and marginalisation, apart from urgent humanitarian needs, Southern Sudan represents has some of the lowest development indicators in the world and substantial recovery and development needs.

#### 1.2. - Identified needs:

The initial findings of the Annual Needs and Livelihoods Assessment (ANLA) show that the percentage of food insecure and severely food insecure people is increasing across South Sudan.

According to WFP combination of the above mentioned factors resulted with a new caseload of 300,000 – 400.000 food insecure people in South Sudan, which brings the total of food insecure individuals in the region up to 1,500,000. This figure includes among others:

- Around 330,000 Internally Displaced People (IDPs), including the 100,000 recently displaced;
- 25,000 Congolese and Central Africans who have found refuge in South Sudan;

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

This Decision aims at contributing to WFP's 2010 Emergency Operations (EMOP). The number of conflict affected/displaced people that will benefit from the operation is 156,000 while the number of assisted refugees will amount to 14,000. A number of persons affected by drought and high food prices is not specified in the EMOP.

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

There are a number of risks and constraints that could potentially materialise during the decision implementation period. These include: insecurity and instability; difficult operational context; limited LRRD opportunities and regional dynamics.

---

<sup>1</sup> Coverage of basic services in South Sudan is very limited. For example, 2/3 of the population still lives over one day's walk from any health care facility (OCHA) while on average only 48% of the population has access to drinking water. (OXFAM, 2009).

<sup>2</sup> Some of the deadliest epidemics in the world are prevalent in South Sudan, including Cholera, Meningitis, Rift Valley Fever, Ebola, Hemorrhagic Fever and Guinea Worm. In addition, Polio, once eradicated from South Sudan has reemerged.

<sup>3</sup> Overall prevalence GAM rate is 15.6%; MAM - 12.7%; SAM - 3.1% (South Sudan ANLA 2008/2009). These are however average figures and are likely to be even higher in food insecure areas during the hunger gap.

<sup>4</sup> In the recent months an additional 100,000 people have been displaced by violence and insecurity in South Sudan.

*Insecurity and instability.* The upcoming general elections in 2010 and the referendum in 2011 are expected to exacerbate the risks of conflicts, tensions and instability throughout Sudan. Many areas in South Sudan are affected by outbreaks of violence among different groups which result in displacements and often pose problems in terms of access.

*Difficult operational context.* The scarcity of experienced staff and the rapid turnover of human resources are important constraints. In addition, operational costs are steadily increasing as a result of insecurity and the rising prices of goods and services, thus posing serious challenges to agencies and donors.

*Limited LRRD opportunities.* Sudan has chosen not to ratify the revised Cotonou Agreement which prevents the implementation of development cooperation under the 10th European Development Fund (EDF). This means that the Commission will not be able to disburse the EUR 300 million pledged for the period 2008-2013. This obviously hampers efforts, particularly in the South, to link humanitarian aid to Commission development and recovery instruments. The LRRD issue is currently being discussed with Member States and with the Commission's development services.

*Regional dynamics.* Developments in the neighbouring states may pose additional challenges. The question of the LRA remains unresolved and carries the risk of further displacements in the border areas with Democratic Republic of Congo (DRC), Central African Republic (CAR) and Uganda. In addition, given the drought and bad harvest in neighbouring Ethiopia, Ethiopians may be crossing the border into South Sudan in the coming weeks or months, further increasing pressure in the receiving areas.

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

### 2.1. - Objectives:

#### **Principal objective**

To save lives and reduce the suffering by providing humanitarian emergency assistance to populations affected by humanitarian emergencies in Sudan.

#### **Specific objective**

To ensure adequate food intake and a stable nutritional status of vulnerable populations affected by emergencies and experiencing acute food insecurity.

## 2.2. - Components:

The current contribution of the Directorate General for Humanitarian Aid (DG ECHO) to WFP operations in South Sudan<sup>5</sup> is not sufficient to meet the new needs as the overall situation is steadily deteriorating and there are new caseloads of displaced and food insecure people.

The deteriorating food security in the South will be reflected in WFP's operation in 2010, with emergency activities constituting 80% of their intervention and 20% constituting recovery activities . As a result, the original operational proportions - 30% relief and 70% recovery activities – are now reversed.

Considering the increasing number of food insecure and conflict-affected people in South Sudan this Decision will allow WFP to procure food immediately and to facilitate its timely pre-positioning and effective distribution ahead of the next hunger gap, given the access and logistical restrictions in South Sudan.

The majority of WFP's support is delivered through general food distributions to affected people. Considering the deterioration in the nutritional situation, WFP is complementing food distributions with an expanded blanket supplementary feeding programme targeting mainly children below three years of age and pregnant and lactating women.

To assist the identified vulnerable population according to the objectives and geographical region described above, DG ECHO will support emergency food and nutritional assistance through:

- The provision of general food distribution, seasonal support, blanket supplementary feeding and other appropriate modalities of food and nutritional support including cash-based and voucher responses.
- The establishment of local relief committees where feasible.
- Close analysis of markets in areas of potential local procurements and where appropriate, local purchase of food commodities, and otherwise regional or international purchase.
- Safe and reliable storage and transportation of food commodities.
- Monitoring, by partners, of the impact of food assistance on beneficiaries' food consumption, dietary diversity and coping capacity.

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

The duration of humanitarian aid Actions shall be 6 months.

Expenditure under this Decision shall be eligible from 15 December 2009.

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.

---

<sup>5</sup> EUR 4,500,000 covering the six month period until the end of 2009.



## 5 - Overview of donors' contributions

### Donors in SUDAN the last 12 months

1. EU Members States (*)		2. European Commission		3. Others	
	EUR		EUR		EUR
Austria		DG ECHO	116,521,909		
Belgium	500,500	Other services			
Bulgaria					
Cyprus					
Czech republic					
Denmark	16,008,625				
Estonia	44,738				
Finland	4,750,000				
France	2,035,578				
Germany	15,330,127				
Greece	400,000				
Hungary					
Ireland	4,025,000				
Italy	2,350,000				
Latvia					
Lithuania					
Luxemburg	3,020,000				
Malta					
Netherlands	11,942,293				
Poland					
Portugal					
Romania					
Slovakia					
Slovenie					
Spain					
Sweden	13,354,467				
United kingdom	9,834,442				
<b>Subtotal</b>	<b>83,595,770</b>	<b>Subtotal</b>	<b>116,521,909</b>	<b>Subtotal</b>	<b>0</b>
		<b>Grand total</b>	<b>200,117,679</b>		

Dated : 04 December 2009

(\*) Source : DG ECHO 14 Points reporting for Members States. <https://webgate.ec.europa.eu/hac>

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 5,600,000

**6.2. - Budget breakdown by specific objectives**

<b>Principal objective:</b> To save lives and reduce the suffering by providing humanitarian emergency assistance to populations affected by humanitarian emergencies in Sudan.			
<b>Specific objectives</b>	<b>Allocated amount by specific objective (EUR)</b>	<b>Geographical area of operation</b>	<b>Potential partners<sup>6</sup></b>
Specific objective 1:  To ensure adequate food intake and a stable nutritional status of vulnerable populations affected by emergencies and experiencing acute food insecurity.	5,600,000	South Sudan	<u>Joint management</u> - WFP-PAM
TOTAL: 5,600,000			

<sup>6</sup> 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 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](http://ec.europa.eu/echo/policies/evaluation/introduction_en.htm).

## **8. Management issues**

Humanitarian aid Actions funded by the Commission 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 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/about/actors/partners\\_en.htm](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.