



Humanitarian Aid Decision 11th European Development Fund (EDF)

Title: Commission decision on the financing of humanitarian actions in South Sudan and in neighbouring countries (Ethiopia, Kenya, Sudan and Uganda) impacted by the South Sudan crisis to be financed from the 11th European Development Fund (EDF)

Description: Address the humanitarian needs of South Sudanese refugees in neighbouring countries as well as increase the scale, coverage and sustainability of life-saving humanitarian activities in South Sudan.

Location of action: Ethiopia, Kenya, South Sudan, Sudan and Uganda

Amount of Decision: EUR 100 million

Decision reference number: ECHO/-AF/EDF/2017/01000

Supporting document

1 Humanitarian context, needs and risks

1.1 Situation and context

The humanitarian situation in South Sudan has never been as bad since the country gained independence five years ago. It is estimated that seven and a half million people are in need of humanitarian assistance¹. Almost two million persons are internally displaced, often subsisting in appalling conditions or in UN Protection of Civilians sites, which remain extremely vulnerable to attack. On 20 February 2017, WFP, FAO and UNICEF declared a localised famine in South Sudan, with 100 000 people affected. The UN bodies warned that it would spread further unless humanitarian aid is provided to the people in need. Access restrictions and violence continue to obstruct humanitarian operations.

The fall-out of the South Sudan crisis on neighbouring countries is massive. More than one and a half million refugees have sought protection in neighbouring countries, and thousands continue to do so each day, dramatically increasing pressure on resources and living conditions in host countries. The new arrivals are disproportionately women and children under the age of 18 (including unaccompanied and separated children), presenting major protection challenges.

¹ Humanitarian Needs Overview, December 2016, OCHA

<i>UNHCR – South Sudanese refugees, as of 31st January 2017 (unless otherwise stated)</i>	
Central African Republic	4 932
Democratic Republic of Congo	68 188
Ethiopia	342 419
Kenya	90 864
Sudan	328 339 (26 th February 2017)
Uganda	755 040 (21 st February 2017)
Total	1 589 782

1.2 Identified humanitarian needs

South Sudan

- Protection: the conflict is characterised by wide-scale and severe human rights abuses against civilians, in particular women and children. 1.9 million people are internally displaced in South Sudan (including 224 000 in UNMISS Protection of Civilians sites) and about 1.5 million have fled to neighbouring countries. Over 260 000 refugees, mainly from Sudan, have also taken refuge in South Sudan.
- Food and nutrition crisis: extreme levels of food insecurity are expected across South Sudan during at least the first half of 2017, with two counties facing famine and 4.9 million people severely food insecure between February and April 2017. Malnutrition continues above the emergency thresholds in most counties. More than one million children under the age of five years are estimated to be acutely malnourished.
- Health and disease: there were more than 2 million cases of malaria in 2016 and 1 909 cases of measles. Cholera outbreaks have been declared for each of the past three years and cholera has spread to new counties in 2016. Approximately 80% of healthcare facilities are entirely dependent on international donor funding and/or managed by humanitarian partners. Due to the suspension of the World Bank-funded programme in support to health facilities, several counties in Upper Nile and Jonglei States have very limited or no health services at all.
- Water and sanitation: Access to safe water and appropriate sanitation is extremely low and keeps deteriorating. It is a particular concern for those forcibly displaced and/or in camp settings.

South Sudanese refugees in the region

The influx of South Sudanese refugees presents major protection concerns. The new arrivals are disproportionately women and children under the age of 18 (including unaccompanied and separated children). The particular profile of the refugee population leads to acute needs for protection and education in the region.

Ethiopia

- Newly arrived refugees in Gambella refugee camps face basic humanitarian needs including shelter, food assistance, nutrition, water, hygiene, sanitation, protection and education.
- Due to massive arrivals of refugees since September 2016 (over 54 000 people), a new camp Nguenyiel had to be opened once the capacity of the existing camps was full. The new camp was set up from scratch and, for the time being, refugees are all accommodated in communal hangars. This raises risks for public health, in particular communicable diseases, and protection.
- The water supply system in the new Nguenyiel refugee camp relies on water trucking which is extremely expensive and not sustainable. The construction of a water supply system is essential but requires substantial funding.
- There is a lack of funding available for the care and maintenance of the existing camps but also for the building of more sustainable infrastructures such as transitional shelters or schools.
- In Gambella camps there are tensions between the host and the refugee populations. The government is considering opening new camps for the South Sudanese refugees in the Northern region of Benishangul-Gumuz if the refugee influx continues, which would require significant investments
- Appropriate education and vocational training are not available for the youth. If not addressed, these service gaps will have critical safety and security implications and will contribute to the tensions between host and refugees populations.

Kenya

- Due to the continuous influx of South Sudanese refugees, the refugee operations in Kakuma camp and the adjacent Kalobeyi settlement are under significant pressure, further exacerbated by the impact of the announced closure of the refugee camps in Dadaab.
- The settlement in Kalobeyi remains currently an emergency camp, whereas its original purpose still is to boost links between refugees and host communities and implement durable solutions. Delays have been experienced in most planned sectors (livelihood/agriculture, WASH, health, education).
- WFP has been forced to cut food rations by half for 430 000 refugees in camps since the beginning of December 2016 due to insufficient funding. As a result, food insecurity and malnutrition rates have increased among the refugee population, especially among the most vulnerable.

Sudan

- The influx of refugees remains constant and has recently increased in White Nile. UNHCR's initial projection of 333 000 refugees had already been met by the end of March.

- Established camps are struggling to absorb new arrivals². Extension of existing camps is needed in order to provide adequate shelter and to decongest hosting sites. Additional capacity is also urgently required in all sectors – some people have no access to essential assistance such as shelter or food a month after their arrival. Access to basic services should also be extended notably for host communities.
- In some areas, refugees are integrated with host communities. Ensuring adequate needs coverage should be the basis for strengthening basic services which were already limited and overstretched before the arrival of refugees. The absence of prospects for immediate return to South Sudan and constant new influxes require sustainability and integration, as well as addressing the most urgent and acute needs.
- The nutrition pipeline for emergency blanket supplementary feeding and treatment of moderate acute malnutrition will break in April 2017. This will reduce the capacity to provide life-saving support to the most vulnerable people and to the incoming refugees from South Sudan, who already suffer from poor nutritional status and most of whom require immediate treatment.
- Education facilities for South Sudanese refugees are overwhelmed. Many children, especially girls, do not attend school at all or only in inadequate conditions.

Uganda

- Generally, newly arrived refugees in Uganda have basic needs including WASH, shelter, NFIs, protection, food assistance and education. Due to the continuous influx of refugees new settlements (e.g. Imvepi) need to be set up. This requires facilities to be built or rehabilitated and represents a significant financial investment. .
- WASH is a real concern in Yumbe district, which is currently receiving most of the South Sudanese refugees. New settlements heavily rely on water trucking (e.g. Bidibidi hosting 270 000 refugees relies on water trucking for more than 80% of its water supply). Sanitation is also a huge gap which generates public health risks.
- WFP is experiencing a pipeline break. The continuous refugee influx puts at risk the prioritisation they are currently implementing to ensure new arrivals receive a monthly full food ration.
- Contingency planning should be strengthened to prevent pandemics, with Uganda a country regularly affected by haemorrhagic fevers. Staffing of health facilities is a major gap.
- Livelihood programming should be invested in for both protection (idleness threatens the peaceful coexistence in the settlements) and to support the Ugandan Government's generous policy towards refugees. Vocational training needs substantial scale up as a high percentage of the refugees are youths.
- The high proportion of children (almost 70%) among newly arrived refugees leads to an important need for education, be it primary or secondary.

² The 2017 Sudan component of the South Sudanese Refugees Response Plan is currently estimated at \$ 166 million – it was only funded up to 24% in 2016, leaving severe needs unaddressed.

1.3 Risk assessment and possible constraints

Restricted access, due to insecurity, administrative requirements put in place by authorities, and/or context-specific difficulties such as remoteness, are major constraints in all countries covered by this funding decision. In South Sudan, the operational environment for relief agencies worsened in 2016. The recent conflict has also resulted in extensive and systematic looting of humanitarian agencies' assets by all armed actors.

Across the whole region, **security** is a major constraint for humanitarian operations. The situation is particularly worrying in the Kenya-Somalia-Ethiopia border regions (Mandera and Wajir counties in Kenya) and nearby refugee camps (notably Dadaab camps in Kenya and Dollo Ado and Gambella in Ethiopia). In South Sudan relief agencies and their staff are frequently harassed and intimidated. Many have suffered attacks and assaults on staff.

In Sudan, the **operational capacity** among European Commission partners still in the country is insufficient to respond adequately to the vast needs. Sustained field presence and access to affected communities are regularly challenged by a restrictive regulatory framework and high transaction costs for humanitarian assistance. The recently reviewed Government of Sudan Directives for humanitarian assistance could facilitate a more conducive environment but are yet to materialize.

2 Proposed EU humanitarian aid response

2.1 Rationale

The Commission has already taken action to address the current South Sudan crisis in both South Sudan itself and the wider region. In 2016, a total amount of € 143.2 million was allocated to South Sudan and € 62 million in response to the South Sudanese regional refugee crisis³. To support humanitarian assistance in 2017, € 82 million has been mobilised for South Sudan⁴ and € 27.5 million for the regional refugee response. However, given the fast-escalating crisis, this is not sufficient for the extraordinary level of needs.

By scaling up funding for the response **in the region**, the EU would

- help alleviate the suffering of refugees by addressing their basic needs
- focus on increasing sustainability and resilience
- improve livelihoods
- develop integrated responses towards refugees and host communities
- foster self-reliance initiatives
- enable the displaced to live in dignity as contributors to their host societies, until a durable solution is found (particularly in sectors such as food security and livelihoods, water and sanitation, shelters, health and education needs of the refugees)
- support protection actions, in particular related to unaccompanied minors and SGBV

The funding would also allow an increase in the scale, coverage and sustainability of life-saving humanitarian activities **in South Sudan**, which would contribute to strengthening

³ € 62 million distributed as follows : € 20 million to Uganda, € 17 million to Ethiopia, € 12 million to Sudan and € 13 million to Kenya

⁴ N.B.: out which € 40 million was received at the end of 2016.

people's and communities' coping strategies, whilst pursuing resilience activities whenever possible.

Actions in South Sudan and the region would complement those of the European Union (European Development Fund and European Union Trust Fund), and would strengthen the humanitarian/development nexus wherever possible.

2.2 Actions

Principal action: Support the response to the South Sudan crisis in the country and in the region.

Specific actions:

1. Address the humanitarian needs of South Sudanese refugees in neighbouring countries, strengthening the humanitarian-development nexus and focusing in particular on increasing sustainability and resilience.
2. Increase the scale, coverage and sustainability of life-saving humanitarian activities in South Sudan in order to strengthen people's and communities' coping strategies, whilst pursuing resilience activities whenever possible.

2.3 Components

Specific action 1: Address the humanitarian needs of South Sudanese refugees in the region

Within individual countries, actions could include:

Ethiopia

- Provide more permanent and sustainable basic services (health, nutrition, education, WASH-water supply) to both refugee and host populations and when possible support livelihood activities for both population groups.
- Support care and maintenance of camps and/or the building of more sustainable infrastructures (such as shelters, schools, health posts, WASH facilities).
- Support more sustainable water provision to both host and refugee communities to end expensive water trucking.
- Pursue protection actions, given the composition of the refugee population, such as mainstreaming assistance to people with disabilities into the main sectoral activities and sensitising activities towards the prevention of sexual and gender based violence (SGBV) and/ or actions benefitting unaccompanied minors.
- Provide appropriate education, and vocational training to the refugee youth.

Kenya

- Ensure and scale up when possible cash assistance to refugees so that dependence on external food assistance can be avoided from the start and conditions for the development of local economy are enhanced.

Sudan

- Develop nutrition, health, WASH and education interventions in locations hosting refugees, in support to integrated and sustainable services.
- Mitigate the protection risks and the environmental impact linked to increased pressure on livelihoods and on scarce natural resources such as water, firewood, etc. Promote peaceful cohabitation within the refugee population and with the host communities.
- Promote targeted food assistance through diverse modalities (cash) and for livelihoods support where possible.
- Support biometric registration and verification, as it is critical to implement more targeted approaches in all sectors of intervention, including medium to long term support to livelihoods.
- Support adequate and dignified shelter conditions for newly arrived refugees as well as promote more sustainable infrastructures that are informed by an initial risk analysis, including on the freedom of movement of refugees.

Uganda

- Address basic needs of refugees to stabilize the situation following a continued massive influx since July 2016.
- Support sustainable care and maintenance of the settlements and the setting-up of the new ones.
- Support more sustainable water provision and enhance sanitation in new settlements.
- Promote targeted food assistance through diverse modalities and notably the scale up of cash programming.
- Support actions in the education sector in close coordination with the EUTF programme.
- Support sustainable livelihood of refugees in line with the self-reliance policy of the Government of Uganda, using the broad sense of livelihood as per the sustainable livelihood framework (SLF) including food production, income generating activities, small infrastructure (road, irrigation canals, market place, seed storage facilities, etc.).

Specific action 2: Humanitarian Assistance in South Sudan

In South Sudan the following actions could be supported:

- *Food security response and livelihood*: better vulnerability targeting of beneficiaries and promotion of alternatives to general blanket in-kind food distributions, whenever this is possible.
- *Nutrition*: implementation of interventions following Ministry of Health protocols, which include international guidelines and community level activities.
- *Health*: activities contributing to early warning, preparedness, surveillance, prevention and response (EWARS) to potential outbreaks. Support to community health activities.
- *WASH*: integrate water and sanitation services for displaced populations with those of host communities, rehabilitation/repair of existing water points and sanitation facilities and the reinforcement of hygiene promotion, reduce running costs of the water supply systems in refugee camps and mitigate impact of the environment.
- *Protection*: pursue protection actions targeting vulnerable groups, children, seeking to strengthen the prevention of sexual and gender based violence (SGBV) and/ or benefitting unaccompanied minors.

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

The European Development Fund (EDF) is the main EU instrument for development assistance. The 11th EDF (2014 – 2020) allocated 578 million for Uganda and 745 million for Ethiopia. The EDF funds about EUR 100 million per year on development cooperation that directly benefits Kenya. New EDF financing agreements worth EUR 104 million for Kenya were signed on 20th December 2016.

In addition, money is allocated to the Horn of Africa, Sudan and South Sudan through the EU Trust Fund for Africa (EUTF).

Country	EUTF Funding (EUR)
South Sudan	86.4 million
Sudan	100 million (in 2016)
Ethiopia	299.5 million
Uganda	24.3 million
Kenya	27 million

Recent programmes under the **Instrument contributing to Stability and Peace (IcSP)** include: a EUR 5 million decision in South Sudan to support peace-building through livelihood improvements, a EUR 10 million decision on South Sudan on Support to peacebuilding and stabilisation in South Sudan (ending early 2017) ; a EUR 13.5 million programme for peace-building and stabilisation in Sudan (ending early 2017); a EUR 18 million project in Ethiopia helping to stabilise severely drought-affected communities after El Niño, a EUR 1.7 million project for the Horn of Africa on counter-terrorism, and a EUR 6.3 million project to improve security and peaceful coexistence in Kenya's Dadaab and Kakuma refugee camps and surroundings, a EUR 1 million decision to prevent election related violence in Kenya.

The Commission works closely with the other donors active in the region through formal and informal communication platforms. The Commission is a member of Humanitarian Country Teams in several countries of the region.

2.5 Duration

The initial duration of the actions financed under this Decision can be up to 24 months.

3 Evaluation

Under Article 18 of Council Regulation (EC) No.1257/96 of 20 June 1996 concerning humanitarian aid the Commission is required to "regularly assess humanitarian aid actions financed by the Union in order to establish whether they have achieved their objectives and to produce guidelines for improving the effectiveness of subsequent actions." These evaluations are structured and organised in overarching and cross cutting issues forming part of the Commission'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 17 of the Financial Regulation applicable to the 11th EDF, together with Article 178 of the Rules of Application of the Financial Regulation applicable to the general budget of the European Union. These Framework agreements define the criteria for attributing grant agreements and contribution agreements and may be found at

http://ec.europa.eu/echo/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 applicable EDF Financial Regulation for indirect management, actions will be managed by direct management.

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

Individual grants are awarded on the basis of the criteria enumerated in Article 7.2 of the Humanitarian Aid Regulation, such as the technical and financial capacity, readiness and experience, and results of previous interventions.

5 Annexes

Annex 1 - Summary decision matrix (table)

Principal action: Support the response to the South Sudan crisis in the country and in the region.				
Specific actions	Allocated amount by specific action (EUR)	Geographical area of operation	Activities	Potential partners
Address the humanitarian needs of South Sudanese refugees in neighbouring countries, strengthening the humanitarian-development nexus and focusing in particular on increasing sustainability and resilience.	70 million	Ethiopia, Kenya, Sudan, Uganda	<p>Addressing the humanitarian needs of South Sudanese refugees</p> <p>Sustainability, resilience and self-reliance initiatives</p> <p>Integrated responses towards refugees and host communities</p> <p>Enabling refugees to live in dignity</p> <p>Sectors covered:</p> <ul style="list-style-type: none"> • Food security and livelihoods • WASH • Shelter • Health • Education and vocational training • Protection 	<p>Ethiopia: ECHO partners already present in Ethiopia and active with projects in the South Sudanese refugee response.</p> <p>Kenya: WFP</p> <p>Sudan: Partners who submitted funding requests under the 2017 Humanitarian Implementation Plan</p> <p>Uganda: ECHO partners already present in Uganda and active with projects in the South Sudanese refugee response</p>
Increase the scale, coverage and sustainability of life-saving humanitarian activities in South Sudan in order to strengthen people's and communities' coping strategies, whilst pursuing resilience activities whenever possible.	30 million	South Sudan	<p>Increasing the scale, coverage and sustainability of life-saving humanitarian activities</p> <p>Strengthening coping mechanisms by households and communities</p> <p>Resilience approach where possible</p> <p>Sectors covered:</p> <ul style="list-style-type: none"> • Food security and livelihoods • Nutrition • Health • WASH 	Partners who submitted funding requests under the 2017 Humanitarian Implementation Plan
Contingency reserve	N/A			
TOTAL	100 million			

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

**List of previous and current EU/Commission humanitarian aid decisions operations in
Ethiopia, Kenya, South Sudan, Sudan and Uganda**

Decision Number	Decision Type	2014 EUR	2015 EUR	2016 EUR	2017 EUR
ECHO/CHD/BUD/2014/91000 (*)	HIP	382 500			
ECHO/FLI/BUD/2014/91000 (*)	HIP	3 000 000			
ECHO/-HF/EDF/2014/01000 (*)	Ad hoc	15 000 000			
ECHO/-HF/BUD/2014/91000 (*)	HIP	51 000 000			
ECHO/SSD/EDF/2014/01000	Ad hoc	30 000 000			
ECHO/-AF/BUD/2014/91000 (*)	HIP	112 715 000			
ECHO/DRF/BUD/2014/91000 (*)	HIP	50 943			
ECHO/DRF/BUD/2014/92000 (*)	HIP	500 000			
ECHO/DRF/BUD/2014/93000 (*)	HIP	2 550 000			
ECHO/FLI/BUD/2015/91000 (*)	HIP		3 000 000		
ECHO/-HF/BUD/2015/91000 (*)	HIP		55 380 000		
ECHO/-HF/EDF/2015/91000 (*)	HIP		172 000 000		
ECHO/-AF/BUD/2015/91000 (*)	HIP		159 000 000		
ECHO/-HF/BUD/2016/91000 (*)	HIP			65 000 000	
ECHO/-AF/BUD/2016/91000 (*)	HIP			176 500 000	
ECHO/-HF/BUD/2017/91000 (*)	HIP				43 000 000
ECHO/-AF/BUD/2017/91000 (*)	HIP				60 000 000
Subtotal		215 198 443	389 380 000	241 500 000	103 000 000
TOTAL		949 078 443			

Date

Source : HOPE

(*) decisions with more than one country

Annex 3 - Overview table of the humanitarian donor contributions

Donors in 2016 to South Sudan Republic			
1. EU Member States (*)		2. European Commission	
	EUR		EUR
Austria	0.25million	DG ECHO	143.2 million
Belgium	8.58 million		
Czech Republic	0.074 million		
Denmark	20.32 million		
Finland	7.4 million		
France	0.7 million		
Germany	87.04 million		
Ireland	7.28 million		
Luxembourg	2.41 million		
Netherlands	23 million		
Slovenia	0.03million		
Sweden	16.34 million		
United Kingdom	127.8 million		
Subtotal	301.21 million	Subtotal	143.2 million
TOTAL	444.4 million		

Date :

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

Empty cells : no information or no contribution.

Donors in 2017 to South Sudan Republic			
1. EU Member States (*)		2. European Commission	
	EUR		EUR
Austria		DG ECHO	42 million
Belgium			
Czech Republic			
Denmark	8.12 million		
Finland			
France			
Germany	0.79 million		
Ireland	0.13 million		
Luxembourg			
Netherlands			
Slovenia			
Sweden	7.40 million		
United Kingdom	117.7 million		
Subtotal	134.14 million	Subtotal	42 million
TOTAL	176.14 million		

Date :

(*) Source : EDRIS.

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

Empty cells : no information or no contribution.

Donors in 2016 to South Sudan Regional Refugee Response Plan			
1. EU Member States (*)		2. European Commission	
	USD		USD
Austria		DG ECHO	34.6 million
Belgium	1.24 million		
Czech Republic			
Denmark	37.2 million		
Finland	2.7 million		
France			
Germany	15.9 million		
Ireland	0.12 million		
Italy	5.08 million		
Luxembourg	0.27 million		
Netherlands			
Slovenia			
Sweden	4.26 million		
United Kingdom	12.94 million		
Subtotal	79.81 million	Subtotal	34.6 million
TOTAL	\$114.5 million		

Date :

(*) Source FTS. <https://fts.unocha.org/?fromclassic=1>

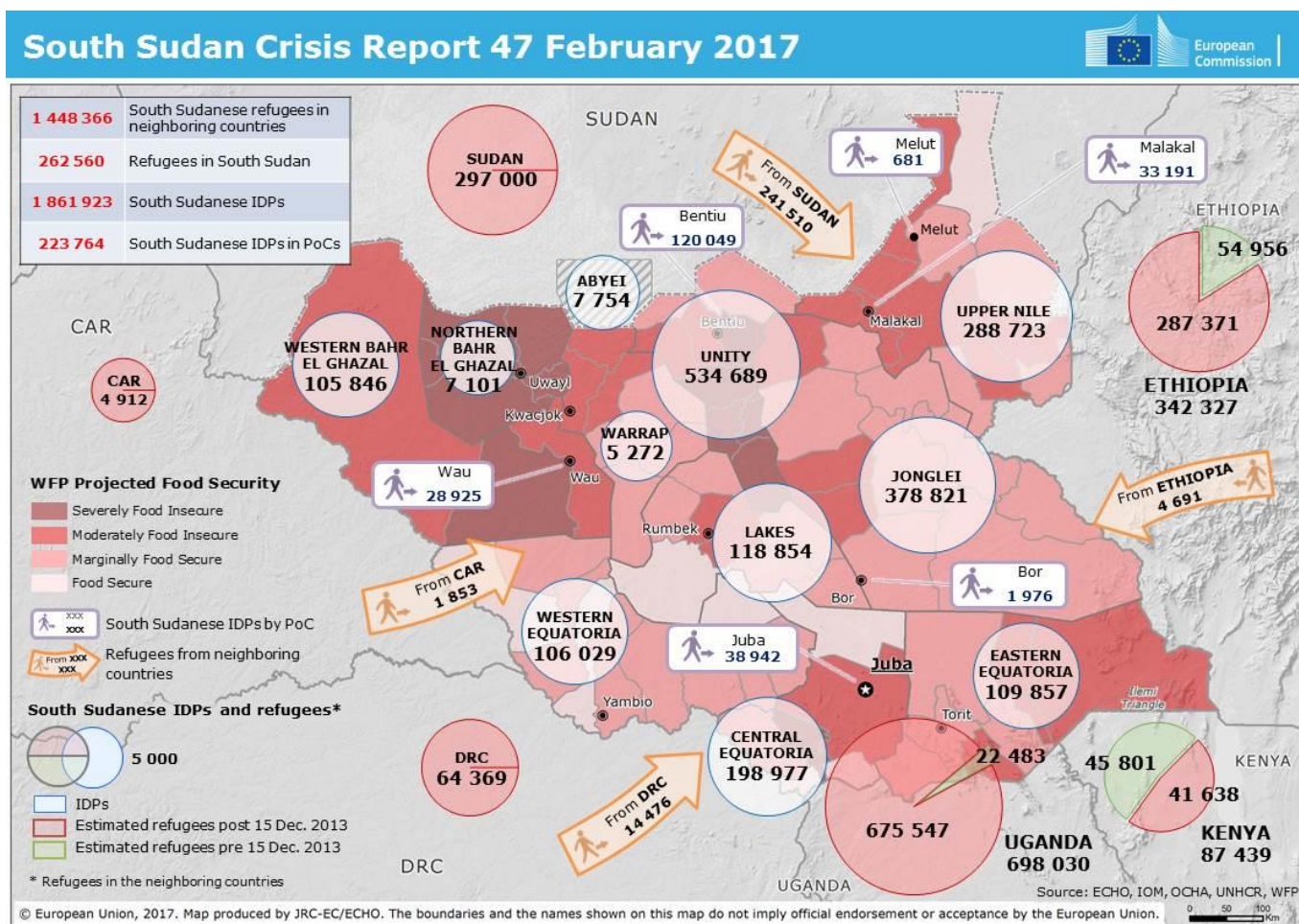
Empty cells : no information or no contribution.

Donors in 2017 to South Sudan Regional Refugee Response Plan			
1. EU Member States (*)		2. European Commission	
	USD		USD
Austria		DG ECHO	31.8 million
Belgium	0.77 million		
Czech Republic			
Denmark	4.61 million		
Finland			
France			
Germany			
Ireland	0.13 million		
Italy			
Luxembourg			
Netherlands			
Slovenia			
Sweden	4.84 million		
United Kingdom			
Subtotal	10.35 million	Subtotal	31.8 million
TOTAL	\$42.15 million		

Date :

(*) Source FTS. <https://fts.unocha.org/?fromclassic=1>

Empty cells : no information or no contribution.



Annex 5 - Statistics on humanitarian situations

Humanitarian Response Plan 2017 South Sudan

Total Population	People in need	People Targeted (HRP 2017)	Requirements (USD)
12million	7.5 million	5.8 million	\$1.6 billion

UNHCR South Sudan Regional Refugee Response Plan 2017

Country	Funding Requirements (USD)	Projected Refugees Dec 2017*
CAR	\$13.8 million	10,500
DRC	\$72 million	105,000
Ethiopia	\$313.6 million	405,000
Kenya	\$88.6 million	108,000
Sudan	\$166.7 million	333,000
Uganda	\$558.2 million	925,000
Total	\$1.2 billion	1,886,500

* Original estimates are likely to be exceeded.