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ASSEMBLÉE NATIONALE

TREIZIÈME LÉGISLATURE

SÉNAT

SESSION EXTRAORDINAIRE DE 2010-2011

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le 26 août 2011

TEXTE SOUMIS EN APPLICATION DE L'ARTICLE 88-4 DE LA CONSTITUTION

PAR LE GOUVERNEMENT,

À L'ASSEMBLÉE NATIONALE ET AU SÉNAT.

**Virement de crédits n° DEC 31/2011 à l'intérieur de la section III -
Commission - du budget général pour l'exercice 2011**



**CONSEIL DE
L'UNION EUROPÉENNE**

**Bruxelles, le 22 août 2011
(OR. en)**

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NOTE DE TRANSMISSION

Origine: M. Janusz LEWANDOWSKI, Membre de la Commission européenne

Date de réception: 28 juillet 2011

Destinataire: M. Jacek DOMINIK, Président du Conseil de l'Union européenne

Objet: Virement de crédits n° DEC31/2011 à l'intérieur de la section III - Commission -
du budget général pour l'exercice 2011

Les délégations trouveront ci-joint le document de la Commission DEC31/2011.

p.j.: DEC31/2011



COMMISSION EUROPÉENNE

BRUXELLES, LE 22/07/2011

BUDGET GÉNÉRAL - EXERCICE 2011
SECTION III - COMMISSION TITRES 23, 40

VIREMENT DE CRÉDITS N° DEC 31/2011

EN EUROS

ORIGINE DES CRÉDITS

DU CHAPITRE - 4002 Réserves pour les interventions financières

ARTICLE - 40 02 42 Réserve d'aide d'urgence

CE	- 100 000 000
CP	- 50 000 000

DESTINATION DES CRÉDITS

AU CHAPITRE - 2302 Aide humanitaire, y compris l'aide aux personnes déracinées, l'aide alimentaire et la préparation aux catastrophes

ARTICLE - 23 02 01 Aide humanitaire

CE	55 000 000
CP	27 500 000

ARTICLE - 23 02 02 Aide alimentaire

CE	45 000 000
CP	22 500 000

I. RENFORCEMENT

I.A

a) Intitulé de la ligne

23 02 01 - Aide humanitaire

b) Données chiffrées à la date du 18/07/2011

	CE	CP
1A. Crédits de l'exercice (budget initial + BR)	536 708 000	511 042 085
1B. Crédits de l'exercice (AELE)	0	0
2. Virements	130 000 000	72 500 000
3. Crédits définitifs de l'exercice (1A+1B+2)	666 708 000	583 542 085
4. Exécution des crédits définitifs de l'exercice	610 370 000	374 869 589
5. Crédits inutilisés/disponibles (3-4)	56 338 000	208 672 496
6. Besoins jusqu'à la fin de l'exercice	111 338 000	236 172 496
7. Renforcement proposé	55 000 000	27 500 000
8. Pourcentage du renforcement par rapport aux crédits de l'exercice (7/1A)	10,25%	5,38%
9. Pourcentage des renforcements cumulés en application de l'article 23 §1 b et c du RF, calculé selon l'article 17bis des modalités d'exécution par rapport aux crédits définitifs de l'exercice	n/a	n/a

c) Recettes provenant de recouvrement reportées (C5)

	CE	CP
1. Crédits disponibles en début d'année	1 041 071	64 689
2. Crédits disponibles à la date du 18/07/2011	405 262	167
3. Taux d'exécution [(1-2)/1]	61,07%	99,74%

d) Justification détaillée du renforcement

Au 15 juillet 2011, le taux d'exécution global des crédits d'engagement inscrits sur les trois lignes du budget de l'aide humanitaire (chapitre 23 02) était de 93%: 91 % pour l'aide humanitaire, 98 % pour l'aide alimentaire et 100 % pour la préparation aux catastrophes.

Ce taux d'exécution élevé est conforme à la stratégie opérationnelle et à la planification budgétaire de 2011 établies par la direction générale de l'aide humanitaire et de la protection civile (DG ECHO) et présentées à la commission du développement (DEVE) du Parlement européen ainsi qu'à la réunion du groupe de travail «Aide humanitaire et aide alimentaire» (COHAFSA) du Conseil en décembre 2010. Sur la base de son évaluation des besoins humanitaires, la Commission européenne détermine, pour les crises de longue durée, une dotation budgétaire préliminaire par pays pour l'année à venir. Conformément aux orientations du Conseil et du Parlement européen, au moins 15 % des crédits inscrits sur la ligne du budget opérationnel initial restent non affectés pour permettre de faire face à l'évolution des priorités et à de nouveaux besoins.

En appliquant cette méthodologie, le montant des crédits du budget initial n'ayant pas été affecté a été fixé à l'origine à 150 millions d'EUR. Le budget de l'aide humanitaire a encore été renforcé grâce à un montant de 115 millions d'EUR issus de la réserve d'aide d'urgence destiné à des interventions en Libye et en Côte d'Ivoire.

Le montant de la réserve opérationnelle et le renforcement de la réserve d'aide d'urgence ont été utilisés (soit 202 millions d'EUR) pour les interventions suivantes liées à des crises nouvelles ou à l'aggravation de crises existantes:

- 70 millions d'EUR consacrés à l'aide humanitaire fournie dans le cadre de la crise en Libye afin d'apporter des secours d'urgence aux réfugiés bloqués à la frontière libyenne;
- 55 millions d'EUR pour financer l'aide humanitaire en faveur de la Côte d'Ivoire à la suite de la recrudescence des combats et des violences, qui entraîne un nombre de réfugiés et de personnes déplacées à l'intérieur du pays plus important que prévu;
- 77 millions d'EUR pour d'autres catastrophes naturelles ou à l'occasion de l'aggravation de crises, comme le conflit intérieur au Yémen, les inondations au Sri Lanka, le cyclone Giri en Birmanie/au Myanmar, l'ouragan Tomas à Sainte-Lucie, le séisme au Japon et les réfugiés au Kenya.

À la mi-juillet, le montant non alloué de la réserve opérationnelle disponible pour d'autres interventions en cas de crises nouvelles ou de l'aggravation de crises existantes s'établissait à 63 millions d'EUR.

La Corne de l'Afrique subit actuellement la pire sécheresse observée en 60 ans, tandis qu'au Soudan du Sud, en proie à une pénurie de précipitations, la situation est encore aggravée par le grand nombre de réfugiés et de personnes déplacées sous l'effet de la poursuite des affrontements entre les milices et les forces gouvernementales. Ces deux phénomènes ont pris des proportions qui vont bien au-delà des éléments qui étaient connus au moment de la planification budgétaire pour 2011. Compte tenu de cette sécheresse et de la crise des réfugiés, la Commission doit renforcer considérablement son financement en faveur de cette région:

- pour la Corne de l'Afrique¹, la Commission a déjà engagé, sur le budget de l'Union, un montant de 64 millions d'EUR destiné à l'assistance humanitaire et elle met à disposition un autre montant, de 27,8 millions d'EUR, issu d'un reliquat du FED. Compte tenu de l'ampleur des besoins, on estime qu'un nouveau montant de 60 millions d'EUR sera nécessaire pour faire face aux besoins dans les mois à venir; 30 millions d'EUR pour l'aide humanitaire (ligne 23 02 01) et 30 millions d'EUR pour l'aide alimentaire (ligne 23 02 02) seront requis.
- S'agissant du Soudan et du Soudan du Sud, un montant de 100 millions d'EUR en aide humanitaire a été fourni jusqu'à présent. Le point a été fait sur les appels à l'aide humanitaire et les besoins supplémentaires sont estimés à 40 millions d'EUR: 25 millions d'EUR seront nécessaires pour l'aide humanitaire (ligne 23 02 01) et 15 millions d'EUR pour l'aide alimentaire (ligne 23 02 02).

L'ampleur de ces catastrophes dépasse l'objet de la réserve opérationnelle. Il importe en outre de conserver une capacité d'intervention suffisante pour être en mesure de fournir une aide ultérieure dans le cas des multiples catastrophes de moindre ampleur qui pourraient survenir d'ici à la fin de l'année 2011. Pour des raisons d'ordre climatique, la plupart des catastrophes naturelles de faible ampleur surviennent généralement au second semestre de l'année, pendant la saison des pluies de mousson, des typhons et des cyclones, qui sont à l'origine de vents violents et d'inondations, notamment en Asie du Sud, en Amérique centrale et dans la région des Caraïbes.

Un renforcement de 100 millions d'EUR est donc demandé pour couvrir les besoins humanitaires liés aux crises dans la Corne de l'Afrique et au Soudan: 55 millions d'EUR en crédits d'engagement seront nécessaires pour la ligne de l'aide humanitaire (23 02 01) et 45 millions d'EUR en crédits d'engagement pour la ligne de l'aide alimentaire (23 02 02).

La demande de crédits de paiement s'établit à 50 millions d'EUR. La Commission européenne effectue, au début des opérations humanitaires, un paiement de préfinancements en faveur de ses partenaires, couvrant de 50 à 80 % du montant, et le solde sera versé une fois l'opération terminée. La demande de crédits de paiement correspond donc à 50 % du montant demandé en crédits d'engagement, pour que les paiements de préfinancements soient déjà possibles; en revanche, pour les paiements complémentaires, les crédits pourront être demandés plus tard en cours d'exercice, si possible au moyen d'un redéploiement.

Pour une description détaillée du contexte et de l'utilisation prévue des fonds en faveur de la Corne de l'Afrique ainsi que du Soudan et du Soudan du Sud, il convient de se reporter aux annexes 1 et 2 respectivement.

¹ Pays concernés: Djibouti, Érythrée, Éthiopie, Kenya, Somalie et Ouganda.

I.B

a) Intitulé de la ligne

23 02 02 - Aide alimentaire

b) Données chiffrées à la date du 18/07/2011

	CE	CP
1A. Crédits de l'exercice (budget initial + BR)	244 168 000	232 491 641
1B. Crédits de l'exercice (AELE)	0	0
2. Virements	-15 000 000	-15 000 000
3. Crédits définitifs de l'exercice (1A+1B+2)	229 168 000	217 491 641
4. Exécution des crédits définitifs de l'exercice	225 450 000	107 761 166
5. Crédits inutilisés/disponibles (3-4)	3 718 000	109 730 475
6. Besoins jusqu'à la fin de l'exercice	48 718 000	132 230 475
7. Renforcement proposé	45 000 000	22 500 000
8. Pourcentage du renforcement par rapport aux crédits de l'exercice (7/1A)	18,43%	9,68%
9. Pourcentage des renforcements cumulés en application de l'article 23 §1 b et c du RF, calculé selon l'article 17bis des modalités d'exécution par rapport aux crédits définitifs de l'exercice	n/a	n/a

c) Recettes provenant de recouvrement reportées (C5)

	CE	CP
1. Crédits disponibles en début d'année	585 790	4 429
2. Crédits disponibles à la date du 18/07/2011	583 819	1 286
3. Taux d'exécution [(1-2)/1]	0,34%	70,96%

d) Justification détaillée du renforcement

Voir justification au point I.A (page 2).

II. PRÉLÈVEMENT

a) Intitulé de la ligne

40 02 42 - Réserve d'aide d'urgence

b) Données chiffrées à la date du 18/07/2011

	CE	CP
1A. Crédits de l'exercice (budget initial + BR)	253 860 000	100 000 000
1B. Crédits de l'exercice (AELE)	0	0
2. Virements	-125 000 000	-30 000 000
3. Crédits définitifs de l'exercice (1A+1B+2)	128 860 000	70 000 000
4. Exécution des crédits définitifs de l'exercice	0	0
5. Crédits inutilisés/disponibles (3-4)	128 860 000	70 000 000
6. Besoins jusqu'à la fin de l'exercice	n.a.	n.a.
7. Prélèvement proposé	100 000 000	50 000 000
8. Pourcentage du prélèvement par rapport aux crédits de l'exercice (7/1A)	39,39%	50,00%
9. Pourcentage des prélèvements cumulés en application de l'article 23 § 1 b et c du RF, calculé selon l'article 17 bis des modalités d'exécution par rapport aux crédits définitifs de l'exercice	n/a	n/a

c) Recettes provenant de recouvrement reportées (C5)

	CE	CP
1. Crédits disponibles en début d'année	0	0
2. Crédits disponibles à la date du 18/07/2011	0	0
3. Taux d'exécution $[(1-2)/1]$	n/a	n/a

d) Justification détaillée du prélèvement

La réserve d'aide d'urgence est destinée à permettre de répondre rapidement à des besoins spécifiques d'aide à des pays tiers, à la suite d'événements qui n'étaient pas prévisibles lors de l'établissement du budget. Cette réserve sert en priorité pour des actions à caractère humanitaire, mais aussi, le cas échéant, pour la gestion civile d'une crise et la protection civile (point 25 de l'accord interinstitutionnel signé le 17 mai 2006).

EXPLANATORY MEMORANDUM**ADDITIONAL COMMITMENT APPROPRIATIONS REQUESTED FOR
THE BUDGET LINE 23 02 01 HUMANITARIAN AID IN ORDER TO COVER INCREASED HUMANITARIAN NEEDS
FOR THE HORN OF AFRICA
SITUATION AT 15/07/2011**

This explanatory memorandum provides the context of the humanitarian situation in the Horn of Africa and the justification for the urgent need to provide additional funding.

1. REGIONAL CONTEXT

The eastern Horn of Africa (southern Ethiopia, northern Kenya, central-south Somalia and Djibouti) has experienced two consecutive seasons of significantly below-average rainfall. This has resulted in failed crop production, substantial livestock mortality, and has driven food prices to record levels. A food security emergency will persist over the coming months in the eastern Horn, given the expectation of late and below-average summer harvests, early depletion of pasture and water, and continued high prices for food, water and fuel.

About 11 million people in drought affected areas of Ethiopia, Kenya, Somalia and Djibouti² can not meet basic survival needs and are in need of emergency assistance. This figure is constantly increasing in the last few months; it was estimated at 6.8 million in early 2011.

The number of Somali refugees in the region is constantly increasing due to the combination of drought and conflict. More than 533,000 Somali refugees live in the region, mostly in Kenya (423,000) and Ethiopia (150,000) and are arriving in shocking health and nutritional conditions.

2. HUMANITARIAN SITUATION

Drought: 2010/2011 is one of the driest years in the Eastern Horn of Africa since 1950. This is confirmed by the analysis of historical rainfall data sets from pastoral areas of Kenya and Ethiopia³. After the failure of the rainy season September – December 2010 in the region, rainfall data show a very significant rainfall deficit for the recent March-June rainy season. The deficit ranged from 70 to 90% of normal rainfall in most of Northern Kenya and parts of Southern Somalia; and from 60 to 70% in Southern Ethiopia and other parts of Kenya, Somalia.

The impact of the drought on livestock has negatively evolved over the last six months from a poor livestock production to the deterioration of the livestock body conditions. This trend is associated to an excess livestock mortality of 15-30%. In localised areas, mortality rates have reached 40 to 60% for cattle and sheep in particular. The crop failure in all marginal cropping areas subsequent to the failure of the short rains late 2010 did not help reducing the food deficit of the affected populations.

Concurrently, food prices (especially cereals) have shown dramatic increases over the last few months as observed in Eastern Kenya, Eastern Ethiopia and Southern Somalia where cereal prices have increased by 60%, 120% and 240%, respectively⁴.

All these factors combined have lead to a considerable loss in purchasing power of affected populations generating critical levels of food insecurity. The situation in the Horn of Africa is considered as the most serious food insecurity crisis in the world today, in terms of both scale and severity⁵.

The nutrition situation is very critical in most of the areas affected by drought, with global acute malnutrition rates reaching over 30%, more than double the internationally recognised emergency threshold in some areas. High mortality of children under 5 years is also being reported in the most affected areas.

² 4.86 million in Ethiopia, 3 million in Kenya, 3 million in Somalia and 0.14 million in Djibouti , including the refugees

³ EAST AFRICA Alert, FEWS NET, June 14, 2011

⁴ Eastern Africa: Drought- Humanitarian Snapshot (as of June 24), OCHA

⁵ FSNWG, Update Central and Eastern Africa, June 2011

The current food security outcomes proved to be worst than the most likely scenario established in March. Yet, the overall humanitarian situation is expected to worsen over the next few months, with no perspective of recovery before early 2012, given the expectation of late and below-average summer harvests, the early depletion of pasture and water, continued high prices for food, water and fuel. It is anticipated that a large geographical areas of Kenya, Ethiopia and Somalia will evolve from "crisis" to "emergency" phase⁶ and likely to reach "famine" stage in South-central parts of Somalia.

Refugees: By the end of June, some 79,000 refugees and asylum-seekers had arrived in Kenya since the beginning of 2011. In the month of June alone, more than 31,000 refugees arrived from Somalia. The three refugee camps in Dadaab were designed to host a total of 90,000 refugees and currently accommodate almost 400,000 people. UNCHR attributes the recent influx to the compounding effects of the drought on livelihoods and limited access to food due to increasing prices and lack of humanitarian food assistance due to the ever shrinking humanitarian space.

As of 30 June, more than 54,000 Somali refugees had arrived in the Dolo Ado region of Ethiopia since the beginning of the year. This brings the number of Somali refugees in Ethiopia to more than 135,000 and the total number of refugees in Ethiopia to 220,000.

Worrying health and nutritional status amongst new arrivals from Somalia to the refugee camps in Kenya and Ethiopia confirms the severity of the current crisis in South Central Somalia. According to UNHCR 50% of the new arrivals (children under five years) are acutely malnourished.

3. PRIORITY NEEDS

Food

Food prices are high and where available, beyond the reach of the poor in affected areas. The pressure of food price rises outside the drought-affected areas could push more of the population into humanitarian need, raising the risk of political and security tensions.

According to the Food Security and Nutrition Analysis Unit (FSNAU), cereal prices in Somalia are currently 200 percent higher compared to the same period in 2010. In Kenya, grain prices in affected areas are 30 to 80 percent above the five-year average, while in Ethiopia, food inflation increased to 45 per cent in June 2011, compared to June 2010, while overall year-on-year inflation rose to 38 per cent. The prices of staples are 68 percent higher than the five-year average in Djibouti City, according to FEWSNET. It is likely that local prices will remain high and may only decrease if the harvest expected at the end of 2011 following the long rains is favourable. Most affected regions will require several good seasons to recover fully.

In the region as a whole, some 6.7 million people are receiving emergency food rations. However, increases in the targeted populations in Somalia and Ethiopia and projected increases in Kenya will add a further 3 million (with Kenya's increase) people to the target, and will require a major operational scale-up in most areas. In addition, due to the Al-Shabaab's announcement in early July that it would re-open areas under its control in southern Somalia to humanitarian interventions, some 1.5 million people within previously inaccessible areas of Somalia may need relief assistance but ramping up systems to operate within those areas will take time and caution.

The rapid scaling up of the emergency response is of utmost importance to address existing humanitarian needs and prevent further deterioration. Large scale food aid response is unavoidable. The total operational shortfall over the next 6 months for drought related WFP operations covering Djibouti, Ethiopia, Kenya and Somalia stands at USD 190 million⁷.

⁶ Based on Integrated Phase Classification (IPC) phase classification

⁷ World Food Programme Appeal, 7th July 2011

Child malnutrition

The severity of the crisis in the affected areas is demonstrated by exceptionally high rates of acute child malnutrition, with surveys reporting very serious levels in northern Kenya, some parts of southern Ethiopia, within southern Somalia and among Somali arrivals to refugee camps in Ethiopia and Kenya. According to UNICEF, immediate nutrition support is required for 480,000 children suffering from severe acute malnutrition and 1.649,000 children and pregnant and lactating women suffering from moderate acute malnutrition. Malnutrition rates in the worst affected areas are more than double the emergency threshold of 15 percent.

Northern and north-eastern districts in Kenya are recording global acute malnutrition (GAM) and severe acute malnutrition (SAM) rates among children under 5 years of between 22 and 37 per cent and between 4 and 9.5 per cent respectively, according to the Kenya nutrition sector working group. Rapid nutrition assessments indicate that one in four children in southern Somalia is acutely malnourished, with GAM rising as high as 30 percent in some areas of Gedo, Juba and Middle Shabelle, according to WFP. New refugee arrivals in both Ethiopia and Kenya have shockingly high rates of malnutrition. MSF reports 37 percent GAM rates in children under five, while UNHCR estimates that roughly half of the new arrivals in the Dollo Ado camps in Ethiopia are malnourished and 35 percent severely malnourished. An appalling rate of 17.5 SAM has been recorded in one report among new arrivals at Dadaab in Kenya. In Djibouti, MSF Switzerland reports that moderate acute malnutrition (MAM) has risen from seven percent in May 2010 to 22 percent in May 2011, with SAM at 6 percent.⁸

Displacement and refugees

The sharp increase in the rate of new refugee arrivals in Ethiopia and Kenya is the other most visible symptom of the crisis, with the majority coming from south-central Somalia where few aid agencies can operate. About a quarter of the Somali population is displaced by war and drought. According to UNHCR, some 1.46 million are displaced within Somalia. The situation in drought-affected regions of Somalia has also led to a major increase in those seeking refuge and assistance in Ethiopia and Kenya, with some 50,000 new arrivals reported in June. Since the start of July, around 11,000 people arrived in Ethiopia and more than 8,600 in Kenya. The number of people arriving on a daily basis is averaging 2,000 in Ethiopia and 1,200 people in Kenya, according to UNHCR. Registration and ongoing support programmes risk being overwhelmed.

Informal settlements on the fringes of the formal camps for those awaiting registration (Dadaab has a registration backlog of some 20,000 new arrivals) face the worst conditions and pose particular dangers to women. Tensions within the camps and with host communities are also reported to be high. On 14 July 2011, the government of Kenya agreed the Ifo II camp at Dadaab can finally start operations. The facility, completed in 2010, was designed to provide shelter for 40,000 and will ease congestion and accommodate some of the overflow of the other three camps that form the Dadaab complex.

To respond to the unfolding massive humanitarian crisis, UNHCR has issued an urgent appeal for USD 136 million to address life saving needs of up to 90,000 new arrivals in Ethiopia, as well as for ongoing arrivals into Djibouti and Kenya until the end of the year.

Other threats

Health

In Djibouti, a measles outbreak in Yoboki (Dikhil region) resulted in seven deaths and 13 non-fatal cases. In Kenya, several measles outbreaks have been reported including in the Dadaab camps. Coupled with the lack of water and limited access to food, there is concern that outbreaks can be fatal to children and spread to other camps and the host community where immunization coverage is sometimes below 35 percent.

In Ethiopia, ongoing measles outbreaks continue to be reported from various parts of the country, and new outbreaks of acute watery diarrhoea (AWD) have been reported in parts of Afar, Somali and Oromia regions in the past month. An alert has been sent out to all regions to implement enhanced meningitis surveillance and build the capacity of health staff for the timely detection of cases and proper case management. Close to 750,000 doses of bi-valent Meningococcal meningitis vaccine has been pre-positioned in the various

⁸ Eastern Africa Drought Humanitarian Report n. 4, 15th July 2011

regions and another 500,000 doses at the Federal level which can cover the requirement for 1 month in case of major epidemic occurrence.

Floods

The risk of flooding in parts of the region, with normal to above-normal rains expected during the long rains (June to September) in the western, northern and central highlands of Ethiopia, is expected to increase in the coming months. This has increased the risk of outbreaks of waterborne diseases in the southern regions of Ethiopia and central Somalia, raising concerns over the longer-term impact of the drought in the region. In a June 2011 flood warning, the Ethiopian Government warned that in July and August "flooding is expected in the western, north-western and central parts of the country. In this regard, areas around Lake Tana in Amhara, parts of Gambella, and areas along the Awash basin in Afar are likely to be affected by floods. Moreover, flash floods are anticipated in most prone areas."

Animal health

The drought has killed off hundreds of thousands of livestock and further outbreaks of contagious livestock and animal diseases are feared. An outbreak of *peste des petits ruminants* (PPR) has occurred in Kenya's Isiolo district and may spread to other districts due to rising livestock migration.

4. OVERVIEW OF EXISTING AND PLANNED EU ASSISTANCE FOR THE HORN OF AFRICA

According to OCHA, the total humanitarian requirements for Djibouti, Ethiopia, Kenya and Somalia as described in the major interagency and government appeals are USD 1.87 billion of which USD 835.5 million has been funded, leaving a present gap of about USD 1 billion.

Summary of funding status in the region at mid-year in million USD⁹ (en corresponding amount in €)

Country	Funding need	Funding received	%	Funding gap
Ethiopia	Jan-Jun: 268	Jan-Jun: 182	68	200
	Jul-Dec: 398	Jul-Dec: 95	24	303
Kenya	604	283	47	321
Somalia	561	265	47	296
Djibouti	39	11	30	28
Total US\$	1.870	836	45	1.034
Total €	1.321	591	45	730

⁹ OCHA

The main single donor to the region remains the US, with a contribution of USD 255.4 million in 2011 (EUR 180.4 million). The European Union is the second largest humanitarian donor for the Horn of Africa (Ethiopia, Somalia, Kenya and Djibouti) with an allocation so far of EUR 97.47 million. The joint EU effort (Union and Member States) amounts to EUR 190.6 million and is detailed below:

EU budget and Member States contributions to HORN OF AFRICA as indicated in EDRIS	
15/07/2011	
Donor	Amount
Czech Republic	80.000 €
Denmark	1.748.749 €
ECHO	97.470.000 €
Estonia	30.000 €
Finland	5.600.000 €
France	2.500.000 €
Germany	6.265.173 €
Ireland	2.645.000 €
Italy	1.989.204 €
Luxembourg	101.606 €
Netherlands	4.800.000 €
Spain	8.738.610 €
Sweden	27.948.964 €
United Kingdom	30.742.904 €
Sum:	190.660.210 €

5. USE OF THE REQUESTED REINFORCEMENT

The European Commission is requesting to mobilise the Emergency Aid Reserve for an amount of **EUR 60 million** in order to scale up the response to the increasing humanitarian needs for the Horn of Africa.

The additional funding will be utilised to respond to the priority needs as outlined in chapter 3. The needs are in the food assistance sector (food aid and nutrition), where a substantial support to the World Food Programme operations is foreseen (EUR 30 million on budget line 23 02 02). Particular attention will be given to the humanitarian needs of the refugee's population, with a contribution to the UNHCR appeal (EUR 30 million on budget line 23 02 01).

EXPLANATORY MEMORANDUM**ADDITIONAL COMMITMENT APPROPRIATIONS REQUESTED FOR
BUDGET LINES 23 02 01 HUMANITARIAN AID AND 23 02 02 FOOD AID IN ORDER TO COVER INCREASED
HUMANITARIAN NEEDS FOR THE CRISES IN SUDAN AND IN SOUTH SUDAN
SITUATION AT 15/07/2011**

This explanatory memorandum provides the context of the humanitarian situation in Sudan (North) and in South Sudan and the justification for the urgent need for additional funding.

1. COUNTRY CONTEXT

The formal separation of Sudan in two countries went peacefully on July 9th with South Sudan becoming the world's 196th country. However difficult negotiations are still pending to resolve a number of outstanding disagreements notably on oil revenue sharing, border demarcation, the status of southern military units from northern regions, as well as citizenship and natural resource management. The lack of resolution of these issues could trigger further violence and is causing, in the case of the citizenship question, population displacement. At the same time, both countries have to address extremely difficult internal challenges. In Khartoum, despite austerity measures, the government is confronting a serious budget deficit and inflation, and the ruling party faces increasing discontent: in the periphery of (North) Sudan, conflict is taking place in Darfur and in Southern Kordofan. In South Sudan, the leaders have to switch paradigms from the uniting cause of the independence struggle to the daunting challenge of democratically running a country where everything has to be built from scratch.

In the meantime, emergencies leading to a sharp increase in humanitarian needs have recently multiplied both in Sudan and in South Sudan. In humanitarian terms we are reaching a situation of "worst case" scenario. Humanitarian appeals which were, already at the end of 2010, amongst the largest worldwide, are currently being updated with increased amounts. In this context, the European Commission, as other donors, has to consider providing additional support keeping in mind the current constraints linked to access because of prevailing insecurity, mining, rainy season, and government-imposed restrictions, but also to the limited absorption capacity by the implementing partners.

2. THE CRISIS**2.1. Sudan (North)**

The transitional areas of Abyei, Southern Kordofan, and Blue Nile were the flashpoints of the civil war between North and South Sudan as they lie on Northern territory but hold many ethnic groups affiliated to the South. These areas were covered by the Comprehensive Peace Agreement of 2005, albeit with different arrangements than those governing South Sudan per se. As South Sudan moved to independence, following the referendum on 9 January 2011, escalating tensions in these areas culminated in May with the occupation, by the Sudanese Armed Forces, of Abyei disputed area and led to the displacement of around 113,000 people to the South. At the end of June, an Interim Security Agreement for Abyei was signed and the UN Security Council recently endorsed the deployment of more than 4,000 Ethiopian peacekeepers to oversee the demilitarization of Abyei area. This will replace the UN Mission for Sudan (UNMIS), whose mandate ended on 9 July 2011 and which extension was refused by the government in Khartoum.

A few weeks after the Abyei events, wide-scale fighting started in South Kordofan leading to the displacement of an estimated 73,000 people and keeping many thousands more out of reach of any assistance. The number of vulnerable people including displaced, host families and children is at least 200,000. On 28 June, the Government of Sudan (GoS) and SPLM (North) signed an agreement on political and security arrangements in Blue Nile and Southern Kordofan states. This agreement is expected to pave the way for early agreement on cessation of hostilities in South Kordofan, and to prevent an escalation in Blue Nile. However, on the ground, by mid-July, the situation in South Kordofan remains unsolved and fighting continues amidst concerning reports about aerial bombardments and targeting of individuals along

ethnic lines. At the same time, tension in Blue Nile state is rising and could break out into open conflict at any moment in time.

In Darfur, 8 years into the conflict, fighting between rebel groups, Arab tribes and the Sudanese armed forces is on the increase, and there is no clear way on how the peace process will move forward. The operational environment is increasingly militarized and politicized, which hampers the capacity of the humanitarians to maintain a quality response to the millions of Internally Displaced Persons still affected by the protracted conflict, and to adequately address the emergency needs of the 70,000 newly displaced since the beginning of 2011. Security conditions are extremely difficult, which increases the cost of the intervention.

2.2. South Sudan

Despite the peaceful conduct of the referendum and the acceptance by the government of Khartoum, alongside international recognition, of the independence of South Sudan, the unresolved political issues between Khartoum and Juba are a source of additional current and potentially new humanitarian needs, which is further compounded by internal fighting within the South and by natural hazards.

Conflicts between militia and the government army is affecting several states (Unity, Upper Nile, Jonglei), and large scale inter-tribal fighting (particularly in Jonglei) have led to the killing of thousands of civilians and to the displacement of more than 270,000 people in the first half of 2011 alone. The southern part of the new country, being traditionally the most productive one, is affected this season by poor rains, and the south-west areas also by the activity of Lord's Resistance Army (LRA). This situation is compounded by the return of 319,590 southerners coming from North Sudan between October 2010 and Independence Day, who constitute an additional strain on limited resources, including land, basic services and livelihood means. In the worst, but now likely, case scenario an additional 800,000 could return in a massive and uncoordinated movement given the poor prospects for their citizenship status in the North to be resolved soon. Most of them will come through the only opened and secured corridor (the Nile) and may arrive in the South in the middle of the rainy season. The Humanitarian Community has to be prepared to react swiftly to the humanitarian needs arising from such a situation, inside South Sudan, in Khartoum and on the journey.

3. PRIORITY NEEDS

Emergency preparedness and response is one of the main focuses of the strategy of the European Commission's humanitarian support in both Sudan and South Sudan, and is already factored in most of the operations funded by the European Commission. In addition, the Commission strongly supported the UN contingency planning with the procurement and prepositioning of emergency commodities prepared in view of the January 2011 referendum period and after. However the response capacity is almost exhausted as the worst case scenario is crystallizing both in terms of number and scale of simultaneously ongoing emergencies, and in terms of difficulties to operate as planned. These operational challenges, which both hamper the response capacity and increase its cost, include: the blockages of roads between the North and the South since early May and the impossibility to move part of the prepositioned commodities to the affected areas, access difficulties within South Sudan and within South Kordofan due to newly re-mined roads, and increasingly inaccessible areas due to the rainy season.

Assessments carried out by DG Humanitarian Aid and Civil Protection (DG ECHO) experts on the ground have identified needs in the following sectors:

- North-South return: while the humanitarian community does not want the provision or promise of humanitarian assistance to be a pull factor for a massive movement of southerners from the north returning in the middle of the rainy season to volatile and insecure parts of South Sudan, it has to be nonetheless ready to ease the process of spontaneous return and to support the most vulnerable during the return process and upon arrival.

- Response to emergency needs in the newly affected conflict areas in North Sudan: in South Kordofan the few partners with some capacity to assist the population in a principled way must be identified and supported, so that they are capable of assisting the population as soon as access is granted, even if in a limited manner. In Blue Nile where very few partners are present on the ground, pre-positioning of stocks and preparedness must be promoted urgently.

Overall in both Sudans, the priority needs are the replenishment of stocks (including food and nutrition, shelters, water and health kits, drugs), the rehabilitation of airstrips, the preparation of departure and reception sites for the returnees, and ensuring that the most critical areas have been demined. Coordination including the creation of new OCHA sub offices and/or strengthening of existing ones is an important aspect of the emergency response that needs to be strengthened.

The costs of the operations are on the increase for different reasons: because of insecurity, rains, mining of roads and poor infrastructures, reaching the population in need represents a major logistical challenge and dependence on air transport is increasing. With the independence of the South and the difficulties to maintain strong link between the two countries, most if not all humanitarian operations are being divided in two which is drastically increasing the costs. Last but not least, since North-South roads are being blocked, commodities for South Sudan will have to come from Kenya and Uganda which will increase the costs by 50%. However the current drought in the Horn of Africa is already affecting procurement and will necessitate procurement of food outside the region, driving the costs even higher.

4. OVERVIEW OF EXISTING AND PLANNED EU ASSISTANCE FOR THE SUDAN CRISIS

As of 15 July a total of EUR 100 million has already been allocated by the European Commission to its partners present in Sudan allowing them to intervene at field level.

The main humanitarian donors to Sudan are the US (32%), the EU (12%) and the UK (12%), Sweden (7%), Japan 5%), Canada (3%) and Norway (3%).

According to EDRIS (i.e. the database in which Member States can report humanitarian contributions) the overall EU (Commission + Member States) effort amounts to EUR 139 million as listed below.

Sudan – EU Humanitarian Response - 2011	
Donor	Commitments
Belgium	pm
Czech Republic	163.205,35 €
Denmark	3.680.931,00 €
ECHO	100.000.000,00 €
Estonia	30.000,00 €
Finland	4.000.000,00 €
France	1.400.000,00 €
Germany	5.731.899,00 €
Ireland	3.900.000,00 €
Italy	500.000,00 €
Luxembourg	700.000,00 €
United Kingdom	pm
Spain	675.168,16 €
Sweden	18.168.351,29 €
Total:	138.949.554,81 €

Source: EDRIS (15/07/2011)

As from 19 July the UN Work Plan has been divided in two with now a Work Plan covering North Sudan and a Humanitarian Appeal (CAP) covering the South.

5. USE OF THE REQUESTED REINFORCEMENT

The European Commission is requesting to mobilise the Emergency Aid Reserve for an amount of **EUR 40 million** for the crisis in Sudan and South Sudan.

The additional funding will be utilised to respond to the priority needs as outlined in chapter 3. The needs are in the replenishment of stocks, replacement of looted commodities and assets, demining and logistics, coordination, shelters, food assistance including nutrition, water and health. Attention will be given to the humanitarian needs of all the affected population, displaced, host communities, and returnees.