

# SUDAN COMMON HUMANITARIAN FUND ANNUAL REPORT 2010



## FOREWORD BY THE HUMANITARIAN COORDINATOR

The Sudan Common Humanitarian Fund (CHF) completes its fifth year with some notable accomplishments: \$762 million allocated, 1,558 projects supported and millions of vulnerable people reached with timely humanitarian assistance. Since its inception in 2006, the Sudan CHF has grown to become the largest CHF in the world and the second largest of 39 UNDP-administered multi-donor trust funds.

As the humanitarian community continues to meet a myriad of challenges across the country, the Sudan CHF remains a critical tool in ensuring the most urgent needs are met. This past year was a challenging one with food insecurity, conflict, natural disasters, displacement and returns in the north and the south. The CHF provided early, rapid and flexible funding to help the humanitarian community to save lives and strengthen the capacity of local communities to build sustainable livelihoods and to increase self reliance. In supporting humanitarian assistance across Sudan under the Sudan Humanitarian Work Plan, the CHF also acts as an important coordination tool, bringing together sector partners to ensure they have agreed priorities and a coordinated response.

I am pleased to note an increase in support to NGO partners. Both national and international NGOs received a larger proportion of CHF allocations this year, underscoring the importance of the Principles of Partnership.

I would also like to take this opportunity to thank the Sudan CHF donors who generously contributed in 2010. Both the recipients of humanitarian assistance and fund partners benefit greatly from their cooperation and confidence. I look forward to their continuing support.

Georg Charpentier  
Deputy Special Representative of the Secretary-General of the United Nations  
Resident and Humanitarian Coordinator

## HUMANITARIAN CONTEXT

In 2010, Sudan remained one of the world's largest humanitarian operations with ongoing emergencies and pockets of need throughout the country. The geographic scope and magnitude of humanitarian needs combined with elections in April and the referendum on southern Sudan's independence required robust coordination mechanisms to flexibly respond to a multitude of humanitarian events in a context of political uncertainty and rising tensions. The CHF continued to be a critical tool for channeling funds toward the most urgent needs of vulnerable populations in Sudan.

Southern Sudan started the year with a severe food security crisis and throughout 2010 remained vulnerable to food shortages. Persistent insecurity, including intertribal conflict and Lord's Resistance Army (LRA) attacks as well as vulnerability to seasonal floods and disease outbreak had serious humanitarian consequences.

In Darfur, further fighting led to more displacement of civilians and humanitarian access remained constrained. Conflict in Eastern Jebel Mara and Jebel Moon, and selected areas of Darfur, combined with the targeting of relief workers, kidnapping and vehicle hijackings severely restricted the delivery of essential humanitarian assistance throughout the year.

The east of the country remained relatively calm but refugee and IDP populations there continue to require the support of the humanitarian community. In the three Protocol Areas, 2010 brought no major incidences of conflict but the tense situation persisted.

Amidst challenges to Referenda preparations, including delays in key Comprehensive Peace Agreement (CPA) benchmarks such as the status of the disputed Abyei area and consultation processes in border states, the UN stepped up contingency planning to ensure sufficient capacity to address humanitarian needs should they arise.



Resident of Kalma Camp, South Darfur. © Caterina Pino/IRIN

## SUDAN CHF - FAQ'S

### What is the CHF?

The CHF is a multi-donor pooled fund used to support the timely allocation and disbursement of donor resources to the most critical humanitarian needs of Sudan under the direction of the Humanitarian Coordinator (HC). The CHF is used only for projects included in the Sudan Humanitarian Work Plan (HWP) with the exception of Emergency Reserve allocations which respond to sudden onset and unforeseen humanitarian needs. This includes projects classified as "Humanitarian" and "Early Recovery" categories in the HWP. The CHF allocates approximately \$150 million per year and is supported annually by Member State contributions.

The CHF was born out of the Humanitarian Reform initiative of 2004 which called for improved predictability and accountability in financing for humanitarian emergencies.

### How does the CHF work?

The CHF provides grants to UN humanitarian agencies, and, via UNDP, to international and national NGOs. The CHF funds activities identified by humanitarian partners as the most urgent in the HWP.

CHF allocations are made in three ways. Special allocations are made for the procurement of core pipeline supplies used by partners in life-saving sectors. Standard allocations, through which most funds are granted, are made in rounds throughout the year after a consultative process. Thirdly, the Emergency Reserve, a rapid response mechanism, allows for approximately ten percent of CHF funds to address unforeseen emergency needs as they arise.

### Where do CHF funds come from?

CHF funds come from UN Member State contributions. Since its inception in 2006, seven donors have contributed more than \$734.4 million to the CHF.

### Who manages the CHF?

The HC is responsible for the use and management of the CHF. The OCHA Humanitarian Financing Section provides technical support to the HC on CHF allocations while the UNDP Fund Management Unit (FMU) acts as the CHF Administrative Agent. The FMU also acts as the Managing Agent for all CHF-funded NGO projects.

The CHF Advisory Group is comprised of members of the humanitarian community representing the views of the donors, the UN Country Team (UNCT) and the NGO community and provide strategic guidance and advice to the HC in managing the CHF and its policies. The CHF Advisory Group also provides a forum for Representatives and the HC to discuss funding gaps and share information on funding coverage.

## SUDAN COMMON HUMANITARIAN FUND IN 2010

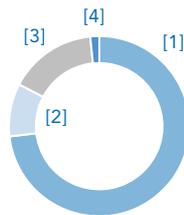
In 2010, the CHF allocated \$156 million to 253 projects throughout Sudan. The timely allocation and disbursement of donor resources were apportioned during the first quarter to the highest priority activities and geographic regions as determined by the HC, in consultation with the humanitarian community.

The CHF utilizes three basic allocation tools: the Standard allocation (which includes Special allocations) and the Emergency Reserve allocation. In support projects approved in the HWP, two Standard Allocation rounds provided \$114 million or 73 percent of all funds. The Emergency Reserve ensures the rapid allocation of funds to unforeseen needs and to fill emerging critical gaps in response. In 2010, nearly \$15 million, or 9 percent, was allocated via this mechanism. The remaining \$27 million was allocated within the Contingency Planning envelope inclusive of \$24.5 million from the CHF and \$2.5 million from the Emergency Response Fund for southern Sudan.

### 2010 Allocations by Type

Amounts allocated (in US\$)

		Amount	Share
1	Standard Allocation	\$114,413,159	73%
2	Emergency Allocation	\$14,840,456	9%
3	Contingency Planning	\$24,553,231	16%
4	ERF Southern Sudan	\$2,500,000	2%
	<b>Total</b>	<b>\$156,306,846</b>	<b>100%</b>

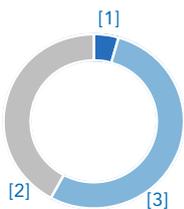


Distribution of CHF funds between the north and south of the country reflects the relative funding needs as defined in the HWP. In 2010, this trend continued with the north receiving \$83 million or 56 percent, the bulk of which went to support activities in Darfur, while the south received \$66 million or 42 percent. Support to the UN Humanitarian Air Service (\$6 million) and the OCHA Humanitarian Financing Section which functions as the CHF Secretariat (\$1 million) received the remaining \$7 million for their work across all of Sudan.

### 2010 Allocations by Location

Amounts allocated (in US\$)

		Amount	Share
1	All Sudan	\$7,000,000	4%
2	Northern Sudan	\$83,459,564	56%
3	Southern Sudan	\$65,847,282	42%
	<b>Total</b>	<b>\$156,306,846</b>	<b>100%</b>

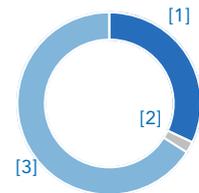


In line with the Principles of Partnership, the CHF continues to strive towards ensuring UN and non-UN humanitarian organizations operate on an equal footing. In 2010, NGO partners received 32 percent of CHF funds directly, a significant increase from the 15 percent allocated in 2006, the first year of the CHF. It should be noted that in addition to this funding, NGOs receive CHF funds via UN agencies as implementing partners.

### 2010 Allocations by Organization Type

Amounts allocated (in US\$)

		Amount	Share
1	INGO	\$49,137,430	32%
2	NNGO	\$3,551,119	2%
3	UN	\$103,618,297	66%
	<b>Total</b>	<b>\$156,306,846</b>	<b>100%</b>



## DONOR CONTRIBUTIONS

Notwithstanding the world economic recession, CHF maintained a strong financial position in 2010. The solid donor base has made it possible for the CHF to meet its objectives of timely and effective funding to the most critical humanitarian needs.

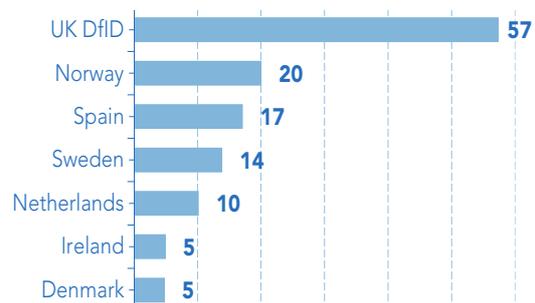
In 2010, seven Member States made contributions to the CHF and increased the income by 37 percent over 2009 contributions. On average, donors channeled nearly 62 percent of their 2010 HWP contributions through the CHF with Spain exceeding this trend by supplying 95 percent of its HWP funding via the CHF.

Donors chose to utilize the CHF to fund the UN Contingency Planning funding appeal prior to the referendum on separation in January 2011. Over \$25 million in contributions were made by DFID, Netherlands, and Norway towards the contingency plan preparations. The CHF allowed donors to quickly respond to the funding needs of agencies prepositioning critical humanitarian supplies ahead of the vote.

Continued support of donors will be needed to make certain that UN agencies and NGOs have the resources necessary to provide humanitarian assistance to vulnerable people in Sudan. Despite the coming separation of northern and southern Sudan in 2011, the CHF will continue to play a central role in providing effective financing at critical times to key humanitarian actors across both countries.

### 2010 Donors Contributions

Amounts allocated (in millions US\$)

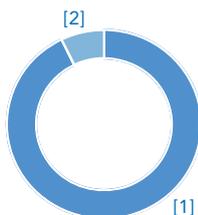


## PROJECT OUTPUTS

Annual monitoring of CHF-funded projects in 2010 took place in March-April, 2011. Of the 280 CHF allocations made in 2010, OCHA requested 208 monitoring forms. OCHA received 193 monitoring reports on project outputs, the number of beneficiaries reached and passed-through funds. This resulted in a 92 percent reporting rate.

### 2010 CHF Monitoring Forms

	Number	%
Monitoring Forms Sent	208	100%
1 Monitoring Forms Received	193	92%
2 Monitoring Forms Outstanding	15	7%



Some project monitoring reports remain outstanding and will be reflected in the next report. These include some projects funded late in the year, particularly the life-saving core pipelines and related preparedness capacity projects identified for funding in the Referendum-related Contingency Plan. Other outstanding projects, if delinquent in reporting, risk being denied future funding and each is followed up on a case by case basis.

This section highlights the four largest recipient sectors and provides additional background on the context and outputs. A detailed table including all sector outputs is provided in Annex 1.

### Food Security and Livelihoods (FSL) Sector

In 2010, the FSL sector worked to address food insecurity and build community resilience. The CHF primarily focused its funding to activities beyond food aid, emphasizing agricultural and livelihoods inputs, including livestock. In Darfur, vulnerability due to protracted conflict, banditry, drought, pests and floods, as well as crop and animal diseases, required FSL interventions. People in the three Protocol Areas also suffered the impact on food security from conflict over resources such as water and pasture for livestock and poor growing conditions including drought and floods. Tensions among various groups, particularly nomads and settled populations, led to sporadic conflict. Additionally, unforeseen emergencies such as floods, agricultural pests and livestock disease required increased action from responding organizations in various parts of Sudan in 2010.

With \$29.9 million in CHF grants, FSL activities addressed the food security and livelihoods needs of a reported 2.5 million beneficiaries who depend on timely resources. Of these funds, northern Sudan received \$19.5 million while southern Sudan received \$10.4 million. Agricultural services were provided to ensure durable solutions and improve the livelihoods of nearly 67,000 households using CHF funds. Livestock inputs and services were also supplied to 24,500 households. Furthermore 2,800 metric tonnes of seeds were distributed among beneficiaries to prepare farmers for the upcoming harvests and increase food security with CHF support.

### FLS Sector CHF-funded project outputs

Number of households assisted with agricultural services	66,924
Number of households assisted with livestock inputs and services	24,565
Quantity of seeds distributed in tonnes	2,793
<b>Total beneficiaries</b>	<b>2,513,494</b>

### Health Sector

Health needs remained high in 2010. In several locations across Darfur, deteriorating security conditions severely hampered access to basic health care services, with population displacements to established IDP camps straining services and creating further gaps in basic health needs. Preventable disease, such as malaria, remained the primary causes of mortality and morbidity in the south. Furthermore, vaccination coverage remained low in southern Sudan for children while the high maternal mortality rate was an ongoing risk to women of child bearing age.

With \$27.2 million in CHF grants, health partners provided urgent health services to over 8.6 million reported beneficiaries. Of this amount, \$12.3 million was allocated in northern Sudan and \$14.9 million was allocated in southern Sudan. Over one-hundred health facilities were rehabilitated and equipped to improve reproductive, maternal and child health. Seventeen laboratories were equipped using CHF grants. As a result, 8.6 million beneficiaries received health consultations.

### Health Sector CHF-funded project outputs

Number of consultation per health facility (direct beneficiaries received services)	823,877
Number of health facilities (RH, PHC, MCH) rehabilitated and equipped	110
Number of laboratories equipped	17
<b>Total beneficiaries</b>	<b>8,665,612</b>

### Nutrition Sector

Poor harvests, displacement and limited capacity negatively impacted the nutrition situation in parts Sudan during the year. Weak harvests following low rainfall in 2009 worsened food insecurity in the Eastern States and North and South Darfur. Continued fighting in some parts of Darfur led to over 150,000 verified new displacements. In Darfur in 2010 and increased the nutritional needs of displaced persons who lacked access to food and health services (which directly impacts their nutrition status). Insecurity affected sector partners' ability to respond to needs leading to increases in the severity of malnutrition in some areas.

With \$13.9 million in CHF grants, nutritional needs were supported: feeding programmes, vitamin supplements and de-worming. Of this amount, \$4.9 million was allocated in northern Sudan and \$9 million was allocated in southern Sudan. Over 725,000 benefited from CHF-funded nutrition activities as reported by responding organizations sector part-

ners provided 297,500 children with vitamin A supplements to help address the underlying causes on malnutrition. Over 29,000 at-risk children were reached through blanket supplementary feeding programs while 64,000 people were treated in selective feeding programmes. De-worming programmes benefited 133,000 children aged 1-5 years.

#### Nutrition Sector CHF-funded project outputs

Number of children (6-59 months) receiving vitamin A supplements	297,564
Number of children reached by blanket supplementary feeding	29,233
Number of de-wormed children (1-5 years old)	133,451
Number of malnourished individuals treated in selective feeding programs	64,230
<b>Total beneficiaries</b>	<b>725,887</b>

#### Water, Sanitation and Hygiene (WASH) Sector

Access to water, sanitation, and hygiene services continued to pose a humanitarian challenge in 2010. New displacements due to conflict in Darfur stretched partner capacity and impacted response activities. Abyei, Kassala and Hamish Koreib saw many former displaced people return putting unforeseen demands on humanitarian providers. WASH activities in southern Sudan were impeded by poor road conditions which caused delays in access to affected populations. Insufficient access to water and sanitation led to the spread of waterborne diseases, including acute watery diarrhoea, malaria, typhoid and schistosomiasis.

In total, the CHF granted \$25.6 million to new and rehabilitated water supply facilities, chlorinated water, and rehabilitated water systems through WASH sector activities in 2010. Of these funds, \$15.5 million was granted to WASH in northern Sudan and \$10.1 in southern Sudan. WASH services benefited a reported 5.3 million beneficiaries. New water supply facilities benefited over 485,000 people while more than 1,000 water systems were rehabilitated. Chlorinated water was made available to 3.8 million people to improve their access to safe water and reduce the spread of waterborne disease.

#### WASH Sector CHF-funded project outputs

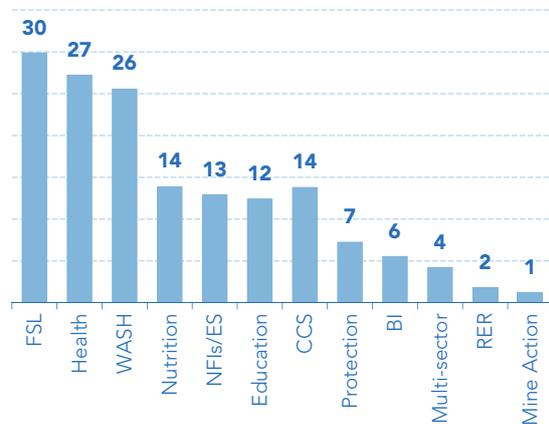
No beneficiaries provided with chlorinated water supply	3,811,406
No of hygiene promoters trained	1113
Number of beneficiaries provided with new latrines	72,621
Number of beneficiaries provided with new water supply facilities	485,506
Number of rehabilitated water systems	1,049
<b>Total beneficiaries</b>	<b>5,361,377</b>

#### Other Sectors

The remaining four CHF-funded sectors received \$59.6 million in 2010. The Non-food Items and Emergency Shelter sector received \$13 million, split almost evenly between northern and southern Sudan. CHF provided \$12.5 million to Education sector projects, \$9.7 million of which was allocated for northern Sudan. Nearly \$11.4 million went to fund the Coordination and Common Services sector which included \$6 million for the UN Humanitarian Air Service (UNHAS). Protection needs in northern Sudan received \$6.1 million from CHF while \$1.3 was dedicated to southern Sudan amounting to \$7.3 million overall. The remaining CHF allocations went to the Basic Infrastructure (\$5.6 million), Multi-sector (\$4.3 million), Returns and Early Reintegration (\$1.8 million), and Mine Action sectors (\$1.25 million).

#### 2010 Allocations by Sector

Amounts (in millions US\$)

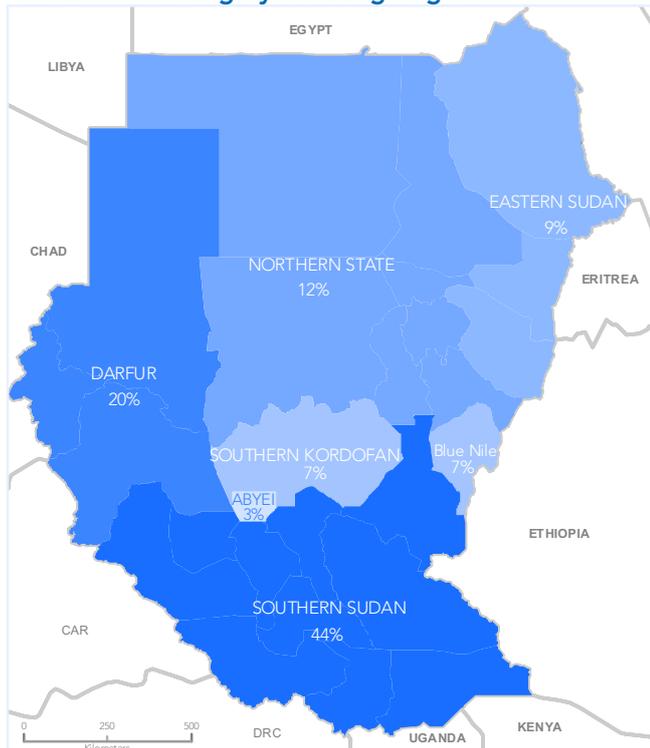


#### Emergency Response Fund for Southern Sudan

A total of \$ 2,496,280 from the Emergency Response Fund (ERF) was allocated in 2010, benefitting a total of 16 projects covering five sectors, namely health, nutrition, FSL, NFIs and WASH. Following are a few examples of ERF-funded outputs:

- 88,652 patients including returnees received PHC, curative, maternal and child health services in Jonglei, Northern Bar el Gazal, Warrap, Eastern Equatoria and Upper Nile States.
- 14 boreholes rehabilitated in Jonglei and Northern Bahr el Ghazal states.
- 294 moderate to severe malnourished children aged 6 to 59 months were treated in Aweil west and Aweil north, and Northern Bar el Gazal.
- 7,944 registered returnees and IDPs reached with NFI distribution in Aweil west and Aweil North, Northern Bar el Gazal state and 593 in Twic and Gogrial west, and Warrap state.
- 30,412 new arrivals in Northern Bar el Gazal, Twic and Gogrial counties in Warrap received General Food Distribution rations for 3 months.

### CHF 2010 Funding by Planning Region



### PASS-THROUGH FUNDING

UN agencies work through implementing partners to operationalize the humanitarian response. Funding directed to UN agencies is thus redistributed or “passed through” to partners including international and national NGOs, and sometimes also from international NGOs to national NGOs. Hence, CHF funds are regularly passed through to other organizations in this manner in order to ensure a rapid, flexible, and targeted response and assist in project delivery.

It has been a challenge to determine the extent that project grants are passed through to partners. The Sudan CHF Evaluation Report<sup>1</sup> noted that at the time of the report it was “not possible to see from the project information available what percentage of such grants are actually passed-through and what percentage are retained by the grant holder.”

Using a revamped monitoring tool, OCHA received data on CHF funds passed-through from grantee organizations to implementing partners. While not a full measure of funds passed through, the data provides an indication of the level of CHF grants which are transferred to partners from grantee organizations.

**2010 CHF Funds Passed-Through**  
Amounts (in US\$)

	Amount	%
NGOs	1,387,126	15
UN Agencies	7,697,306	85
<b>Total</b>	<b>9,084,432</b>	<b>100</b>

<sup>1</sup> The “Evaluation of the Common Humanitarian Fund, Country Report: Sudan, 2010” will be made available soon.

It was reported that over \$9 million in CHF funding was passed through in 2010. CHF funds were passed through in 31 projects. Data shows that transfers were most often passed from a UN agency to an NGO which totaled \$7.7 million. However, INGOs also transferred CHF grants to other NGOs who were implementing partners in the amount of \$1.4 million.

The trend supports the contention by many stakeholders that a greater amount of CHF funds reach NGOs than only funds directly allocated to them. In 2011, greater consideration should be made for the added value of passing funds through recipient organizations to NGOs instead of directly funding the ultimate recipients of passed through grants.

### REFERENDUM-RELATED CONTINGENCY PLANNING

In light of the upcoming referendum for self determination in the south scheduled for January 2011, an extensive contingency planning exercise was undertaken in mid-2010. Considering the risks if one or both parties refused to accept the outcome, humanitarian partners used a worst case scenario to determine the necessary preparedness required to respond to a potential emergency situation with a planning figure of 2.5 million people in need of emergency assistance. The contingency period was for initially six months, from January to June - but this was extended to the end of September 2011.

In the south, humanitarian needs were expected to remain high with inter-tribal violence and LRA attacks and resulting displacements, and concern that food assistance needs and malnutrition rates would continue to rise. On top of the usual humanitarian planning figure of 4.3 million, an additional 1.5 million were considered to be at risk of referendum related violence or by breakdowns in trade and social service delivery. Added to that, a figure of 800,000 southerners potentially returning from the north was also considered.

In northern Sudan, the areas considered to be most at risk to referendum related insecurity included the Three Protocol Areas where CPA benchmarks had not yet been resolved; as well as Khartoum from where large returns of southerners were anticipated; and on the border areas of South Darfur. Tensions in these areas were anticipated to result in major flash points and conflict in the worst case, and a planning figure with million affected persons was used, as well as up to 700,000 southerners who might choose to remain in the north.

In order to be prepared, the humanitarian agencies that manage the core emergency pipelines identified the need for \$44.3 million<sup>2</sup> to procure and preposition life-saving supplies in advance of the referendum. The funding appeal encompassed five core pipelines in northern Sudan (WASH and nutrition, non-food items, health, and seeds and tools) and six in southern Sudan (food, nutrition, non-food items, health, seeds and tools, WASH)<sup>3</sup>. Additional preparedness

<sup>2</sup> The original appeal was \$42 million but \$1.4 million was added for protection and \$1.5 million for NGO capacity in the north.  
<sup>3</sup> Food prepositioning was already done before the appeal.

activities identified included strengthening the capacity of frontline NGOs as first responders.

Utilizing a complementary funding approach, contributions were sought from both bilateral and CHF donors while core pipeline managers were consulted in the south and the north to identify funding gaps in the appeal. This allowed the CHF to target funding to address critical gaps in the core pipelines using \$25.4 million in contributions by CHF donors and \$19 million by bilateral donors.

In all, nineteen organizations were funded by the CHF including eight UN agencies and eleven NGOs. In addition, over \$920,000 was utilized from the CHF Emergency Response Fund in southern Sudan for NGO response capacity.

Reporting on the contingency plan preparedness activities and the use of the life-saving core pipelines will be done at the conclusion of the contingency plan period ending September 2011, unless an additional extension is requested.

#### Contingency Funding by Sector Southern Sudan (in US\$)

Sector	CHF Funding
NFI/ES	2,507,010
Health	1,998,976
WASH	2,389,350
Nutrition	1,200,000
Seeds and tools	2,500,000
Repairing access routes and airstrips	1,941,950
Installing storage units and fuel depots	1,298,114
NGO Capacity	2,184,438
<b>CHF Total</b>	<b>16,019,838</b>
<b>Bilateral funding</b>	<b>6,650,000</b>
<b>Total funding</b>	<b>22,669,838</b>

#### Contingency Funding by Sector Northern Sudan (in US\$)

Sector	CHF Funding
NFI/ES	1,150,000
Health	2,000,000
WASH	2,000,000
Seeds and tools	1,800,000
Protection	500,000
NGO Capacity	2,004,258
<b>CHF Total</b>	<b>9,454,258</b>
<b>Bilateral funding</b>	<b>6,750,000</b>
<b>Total funding</b>	<b>16,204,258</b>



Shagarab Camp school, eastern Sudan. © Maram Mazen/IRIN

requesting NCEs beyond 12 months. The actual percentage of NCEs beyond the 12 month period is 20 percent and beyond 15 months is 1 percent.

#### No-Cost Extensions by Month of Allocation

Months of Allocation	NCE Requests	%	Average Number of Months Requested for NCE
March	20	19%	4.1
April	47	45%	3.8
May	10	10%	3.5
July	19	18%	3.7
August	6	6%	4.5
September	3	3%	3.7
<b>Total</b>	<b>105</b>	<b>100%</b>	<b>3.8</b>

The remaining 25 percent of CHF-funded projects that receive allocations in the second-round or that are Emergency Reserve projects are usually of a duration of less than 12 months. NGOs tend to request the highest number of NCEs.

## PROGRAMME MANAGEMENT

### No-Cost Extensions

If justified, "No Cost Extensions" (NCEs) are approved by the HC for projects requiring additional time to complete activities beyond the original grant period. Given that the project cycle is aligned with the HWP planning cycle on the calendar year, a CHF project cycle should normally run for 12 months. However, given that funding is often received for the first round at the end of the first quarter, depending on disbursements, the project cycle is effectively reduced to 9 months on average.

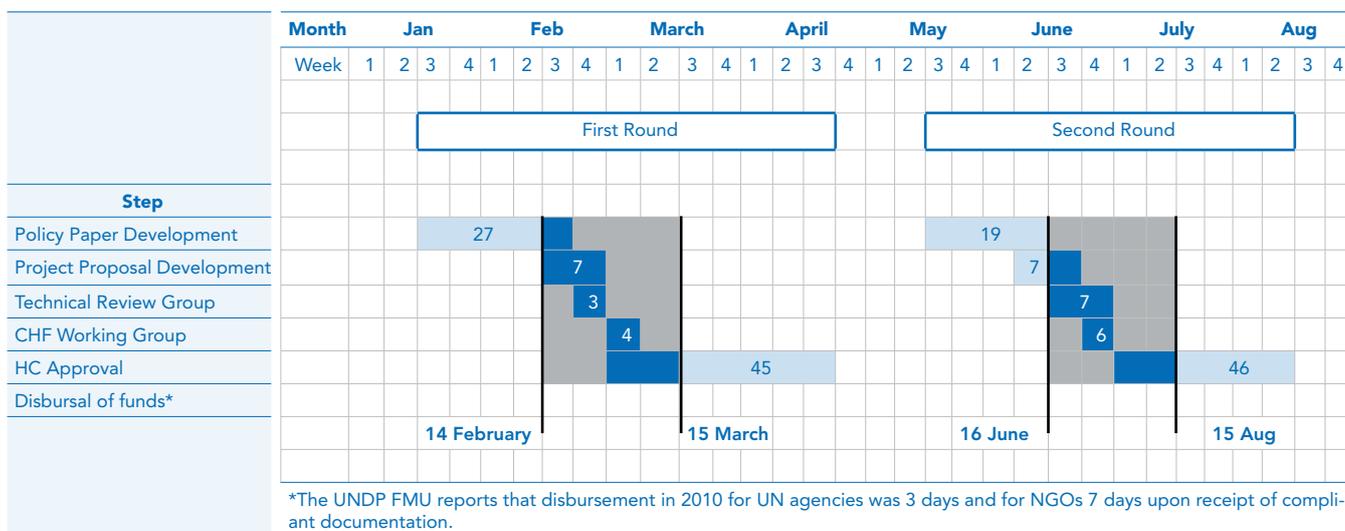
As a result of these cycles, the NCE data shows that 80 percent of projects from the first-round allocation request NCEs for an average four months. These projects typically fall into the category of a project funded in April requesting 12-month funding require a full year to implement activities. Hence the 80 percent figure is not a major cause for concern and the emphasis of NCE analysis is better focused on projects

#### No-Cost Extensions by Type of Allocation

Allocation Type	NCE Requests	%	Average Number of Months Requested for NCE
Standard Allocation	96	91%	3.6
Emergency Allocation	9	9%	3.9
<b>Total</b>	<b>105</b>	<b>100%</b>	<b>3.8</b>

Providing NCE extensions is resource intensive, given only 25 percent require extraordinary justification. In 2011, an alternate system will be proposed whereby an automatic blanket NCE will be approved to projects within the 12-month frame. This will enable a more efficient process with resource and time saving for all concerned.

Allocation and Disbursal Timeline - 2010



Timeliness of Allocations

One important aspect of the CHF’s objective is the “timely allocation and disbursement” of funds. The CHF strives to get funds to participants early in the year to fill critical pipeline needs and jump start HWP projects. The above table depicts the time period for each step of the standard allocation process. The table displays two standard rounds and within each round six steps culminating in disbursement of funds to participants.

The bulk of activity occurs from the point that the policy paper is distributed. Nearly 90 percent of projects are approved by the HC within 14 days of that date. Therefore, the majority of projects were developed, reviewed, endorsed and approved in 30 days for the first round and second rounds (14 February to 15 March and 16 June to 15 August, respectively).

The timeline reveals two steps for further consideration. The first, “Policy Paper Development” is a multi-stakeholder process involving multiple levels. As the paper lays out the key guidance and criteria for the most urgent humanitarian activities to be supported via the CHF, time spend during this consultation is critical. It is believed that some time can be saved by more directly tying this process into the prioritization component in the HWP.

The second point concerns the HC approval. Over 90 percent of projects vetted and approved through preceding steps, are sent to the HC’s office and are approved within 14 days. However, for the remaining 10 percent of projects, this period extended in 2010 for an additional 4 weeks. The primary reason for this is projects do not have adequate, complete or compliant documentation to complete the contract. More needs to be done to ensure all participants understand the full requirements and are adequately supported in submitting compliant documents.

CHF Evaluation 2010

A global evaluation of CHF’s, which included the CHF, was carried out in 2010<sup>4</sup>. The evaluation covered five major ‘domains’ – operational impact, operational effectiveness, efficiency, appropriateness/quality, and process issues. The main thrust of the evaluation was to determine, “How, and to what extent has the CHF contributed to improvements in the humanitarian community’s ability to address critical humanitarian needs in a timely and effective manner?”

The evaluation noted that the CHF has “contributed to effective humanitarian action and has significantly strengthened coordination.” It further mentioned that the “inclusive and increasingly transparent process’ should also support improved response.”

Finally the conclusion noted that decreasing donor contributions is “the biggest threat” to the CHF as less financial support increases transaction costs for participants.



Vitamin A drops to a child in Hiyala, Eastern Equatoria. © Peter Martell/IRIN

4 The “Evaluation of the Common Humanitarian Fund, Country Report: Sudan, 2010” will be made available soon.

Financial Overview (in thousands US\$)

	Prior Years as of 12/31/2009	Current Year Jan-Dec 2010	TOTAL
Sources of Funds	663,205	71,243	734,449
Gross Donor Contributions	6,427	608	7,035
Fund Earned Interest Income	908	418	1,326
Interest Income received from Participating Organizations Refunds by Administrative Agent(Interest/Others)	-	-	-
Other Revenues	-	-	-
<b>Total: Sources Of Funds</b>	<b>670,540</b>	<b>72,270</b>	<b>742,810</b>
Uses Of Funds			
Transfers to Participating Organizations	571,909	163,555	735,463
Refunds received from Participating Organizations	-4,169	-102	-4,271
Net Funded Amount to Participating Organizations	567,740	163,453	731,193
Administrative Agent Fees	6,663	681	7,344
Direct Costs:(Steering Committee, Secretariat...etc)	-	-	-
Bank Charges	0	-	0
Other Expenditures	-	-	-
<b>Total: Uses of Funds</b>	<b>574,404</b>	<b>164,134</b>	<b>738,537</b>
<b>Balance of Funds Available with Administrative Agent</b>	<b>96,137</b>	<b>-91,864</b>	<b>4,273</b>
Net Funded Amount to Participating Organizations	567,740	163,453	731,193
Participating Organizations' Expenditure	533,582	130,858	664,440
<b>Balance of Funds with Participating Organizations</b>	<b>34,158</b>	<b>32,594</b>	<b>66,752</b>

The CHF Evaluation report made several key recommendations, including *inter alia*:

- Donors should continue to support the CHF and should increase their contributions to return the fund to 2006 levels and make contributions early enough for sensible allocation.
- OCHA should establish an adequately-staffed monitoring unit to coordinate self-monitoring and reporting by grantees, and external monitoring by the sector leads.
- OCHA should examine how a pool funding arrangement for the south might operate in the event of secession
- Project applications should clearly state what proportion of funding is to be passed through.

These challenges will be addressed in 2011.

## FINANCIAL MANAGEMENT

The Multi-Donor Trust Fund (MDTF) Office of the United Nations Development Programme (UNDP) produces a Consolidated Annual Financial Report on the CHF in its capacity as the Administrative Agent (AA) of the CHF.

The MDTF office receives, administers and manages contributions from donors, and disburses these funds to the Participating Organizations in accordance with the decisions of the HC. Finally, the AA prepares and submits annual consolidated financial reports, as well as regular financial statements on the Sudan-CHF account to the HC, for transmission to donors.

This section summarizes key points from the official consolidated report which is posted on the MDTF Office GATEWAY ([mdtf.undp.org](http://mdtf.undp.org)).

The total Fund Available for 2010 Transfers to the Participating Organization was \$167.8 million and out of this amount, \$163.55 million<sup>5</sup> (98 percent) has been transferred to thirteen Participating Organizations (twelve Participating UN Organizations and IOM). Cumulatively, from the establishment of the CHF in 2006 through the end of 2010, \$734.45 million had been received from donors and \$735.46 million transferred to Participating Organizations.

Since the inception of the CHF in 2006, refunds of unspent balances from allocations transferred to Participating Organizations amount to \$4.27 million. The AA fee is charged at the standard MDTF rate of 1 percent on donors' deposits. The cumulative AA fee on the funds received at the end of 2010 amount to \$7.34 million, of which \$681 thousand was charged in 2010.

Apart from donor contributions, the CHF also receives funds from the interest income earned. The two sources of interest income are: (1) Interest earned by the MDTF Office on

Received Interest at the Fund and Agency Level (in thousands US\$)

	Prior Years as of 12/31/2009	Current Year Jan- Dec 2010	TOTAL
Fund Earned Interest	6,427	608	7,035
Total - Fund Earned Interest Income	6,427	608	7,035
Participating Organization (PO)			
FAO	906	-	906
UNDP	-	196	196
UNFPA	-	190	190
UNOPS	2	17	20
UNWOMEN	-	15	15
Total - Interest Income received from PO	908	418	1,326
<b>TOTAL</b>	<b>7,335</b>	<b>1,026</b>	<b>8,361</b>

<sup>5</sup> The discrepancy between this figure and the total allocations figure, \$156.3 million is due to transfers for projects for preceding years, the Managing Agent fee and refunds.

the balance of funds with the AA's (Fund) account (2) Interest Income from the Participating Organization, which is the amount earned by the Participating Organizations on the undisbursed balance of the CHF funds.

By the end of 2010, the Fund earned interest amounted to \$7.04 million and the Participating Organizations refunded interest earnings of \$1.33 million. It is worth noting that the total interest amount earned of \$8.36 million fully covers the cumulative AA's fee of \$7.34 million at the end of the reporting period.

In 2010, a total of \$102,000 in refunds were received by the AA from Participating Organizations. The refunds correspond to funding returned from unspent balances by the Participating Organization. The cumulative total of refunds since inception was \$4.2 million.

### Overall Expenditure and Financial Delivery Rates

Financial delivery rates are measured in terms of expenditure as a proportion of the amount transferred. In 2010, the total amount of reported expenditure was \$130.86 million. Cumulatively since 2006, total expenditure reported by the Participating Organizations is \$664.44 million. The cumulative financial delivery rate at the end of the reporting period is 91 percent.

UNDP acting as Managing Agent (MA) reported the highest amount of expenditure due to the large amount of funding transferred to NGOs from the CHF (31 percent of total transferred). This amount represents 30 percent of the total reported expenditure for the CHF as of 31 December 2010.

Similarly, the Participating Organizations that have received the largest amount of CHF funding at the end of the reporting period, have reported the largest amount of expenditure, namely UNICEF (\$143.44 million), WFP (\$97.19 million) and FAO (\$64.29 million).

### Expenditure by Category

Amounts (in thousands US\$)

Category	EXPENDITURE			% of Total Programme
	Prior Years as of 31 Dec 2010	As current Year 2009 Jan-Dec 2010	TOTAL	
Supplies, Commodities, Equipment, and Transport	58,893	39,127	98,020	15.41%
Personnel	56,055	24,330	80,385	12.64%
Training of Counterparts	3,203	1,555	4,758	0.75%
Contracts	30,910	15,232	46,142	7.26%
Other Direct Costs	365,621	40,982	406,603	63.94%
Programme Costs Total	514,681	121,226	635,907	100%
Indirect Support Costs	18,901	9,633	28,533	4.49%
<b>TOTAL</b>	<b>533,582</b>	<b>130,858</b>	<b>664,440</b>	



A girl collects and filters drinking water in a pond in the village of Lengjak, in remote Awerial County in Lakes State, Southern Sudan. © Maggie Fick/IRIN

### Total Expenditure and Financial Delivery Rates

The Participating Organizations have reported their expenditure against the six United Nations Development Group (UNDG) harmonized categories. The table hereunder presents expenditure by year and expenditure category. The largest categories of expenditure are: Other Direct Costs (64 percent cumulatively), Supplies/ Commodities/ Equipment/ Transport (16 percent), and Personnel (13 percent).

At the end of the reporting period, the indirect support costs represented 4.49 percent of the total programme costs, which is below the 7 percent rate authorized in the CHF Memorandum of Understanding and the Standard Administrative Agreement with donors.

## CHALLENGES IN 2011

Following the 2010 Evaluation, an OCHA initiated survey of CHF participants and supporters and numerous consultative processes, CHF participants mapped out the key challenges for 2011 during the first quarter. These challenges were further elaborated during a stakeholder workshop in March, 2011. It was agreed that progress on five key issues over 2011 would benefit the fund with improved operations, increased efficiency and transparency and provide policy on several outstanding issues. These included:

a) Revision of the CHF Terms of Reference: The current Terms of Reference (ToR) for the CHF were drafted in 2008. Given the significant changes and improvements to the allocation process and the up-coming division of the country, the ToR has been revised to accurately reflect these alterations.

b) Transition options for northern and southern CHF mechanisms: With the end of the CPA and considering the results of the referendum, a new southern Sudan nation will emerge after 9 July 2011. With the creation of separate country offices there will be the need to agree on how to manage the transition and how to build capacity for the management of a new humanitarian pooled fund in southern Sudan after 9 July 2011.

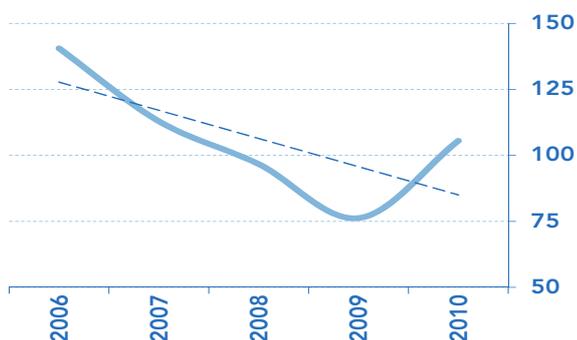
**CHF Allocations by Type of Organization 2006 to 2010**

Amounts (in millions US\$)

Year	UN	INGOs	NNGOs	Total
2006	140.6	25.1	0.1	166
2007	112.9	35.9	0.4	149
2008	96.7	50.3	2.5	149
2009	76.2	28.0	2.3	107
2010	103.6	47.2	3.5	156
Total	530	189	9	727

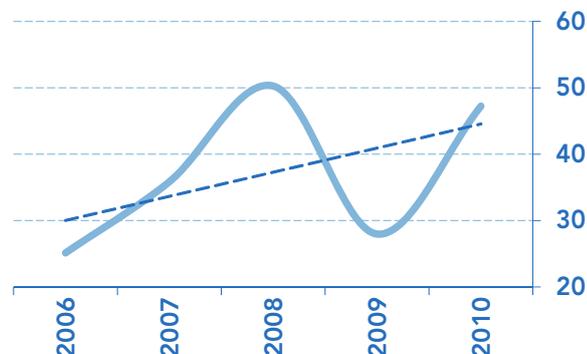
**UN Allocations Received 2006 to 2010**

Amounts (in millions US\$)



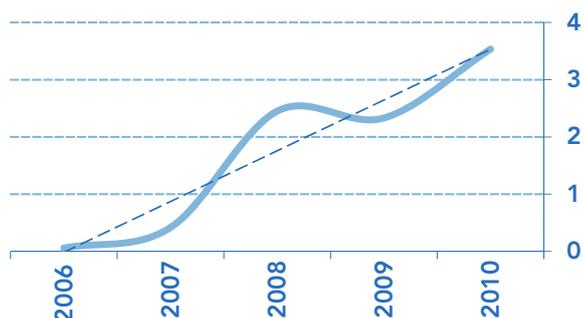
**INGO Allocations Received 2006 to 2010**

Amounts (in millions US\$)



**NNGO Allocations Received 2006 to 2010**

Amounts (in millions US\$)



c) Allocations Guidance: In 2010, the revised allocation process implemented to strengthen the strategic prioritization of urgent humanitarian needs while also reinforcing transparency, inclusiveness and objectivity in the selection and recommendation of projects for funding. Based upon lessons of 2010 and the first round of 2011, the allocation process has been captured in CHF Allocation Guidance to ensure a consistent and well managed process.

d) Monitoring and Reporting Action Plan: The CHF has only made moderate progress in terms of Monitoring and Reporting (M&R). The 2010 Evaluation described Monitoring and Evaluation as the "Achilles Heal of the Sudan CHF." There have been attempts to put a system in place, but the current M&R system has yet to produce high quality results which could then be used in decision making during the CHF programme cycle.

e) Programme Support Costs: The issue of administrative fees charged by UN agencies, either UNDP FMU to NGOs receiving direct CHF funding or UN agencies providing CHF funding as "pass through" funding to NGO implementing partners has been the source of controversy and dissatisfaction among NGOs and donors. Workshop participants outlined key issues and recommendations to be submitted to the HC and from him, through to UN headquarters.

**FIVE-YEAR ANALYSIS OF THE CHF**

The Sudan CHF was established in 2006 to ensure timely financial support to urgent humanitarian needs across the country. The following is an analysis of funding to NGOs, CHF support across sectors in the HWP and donor contributions since 2006.

**Funding to NGOs**

The CHF has provided an increasing share of its funds to NGOs since its inception in 2006. In the first year, the fund allocated 15 percent of its total funding to NGOs. By 2010, NGOs received over 33 percent of CHF grants, totaling \$53 million.

National NGOs have also received significant increases since the CHF's inception. In 2006, national NGOs received less than \$60,000 in allocations. By 2010, national NGOs (including the Sudan Red Crescent) received \$3.5 million for 17 projects in the top funded sectors including health, nutrition, and WASH.

It should be further noted that national NGOs receive a significant amount of CHF funding as pass through funding from agencies and International NGOs.

National NGOs offer a number of advantages in humanitarian response with local knowledge and lower staff and support costs as well as the ability to operate in more remote locations or areas where access by International NGOs is limited. Developing national NGOs humanitarian capacity is a key priority identified in the HWP.

### CHF Contribution to the Work Plan

An analysis of funding trends shows that CHF has been a consistent contributor of HWP funding since 2006. HWP requirements have usually increased from year to year since 2006 (except in 2007 and 2010). However, total donor funding to HWP requirements has been relatively constant over the same period.

#### HWP Requirements, HWP Funding and CHF Allocations 2006 - 2010

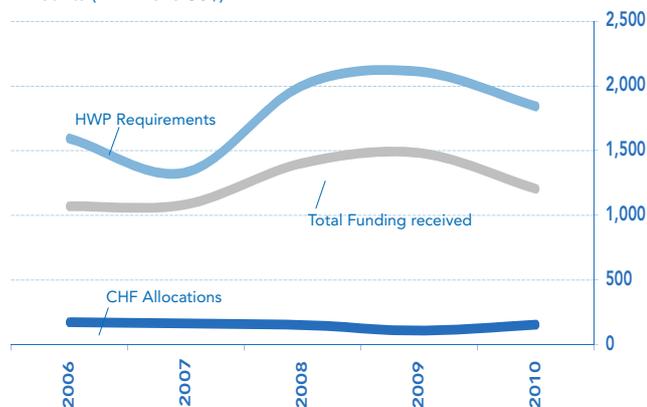
Amounts allocated (in million US\$)

	2006	2007	2008	2009	2010
HWP Requirements	\$1,595.0	\$1,333.4	\$2,004.5	\$2,111.3	\$1,843.4
HWP Funding	\$1,071.1	\$1,085.7	\$1,405.1	\$1,483.2	\$1,206.0
CHF Allocations	\$174.7	\$166.2	\$154.7	\$111.0	\$156.3

From 2006 to 2010, CHF has contributed an average 12 percent to HWP donor funding. CHF grants to HWP projects peaked in 2006 when it contributed \$174.7 million or 16 percent of the total funding received. The share of CHF contributions to HWP funding has stayed steady which may indicate that the balance between CHF donors and grant recipients is near the 12 percent average.

#### CHF Allocation to the HWP Requirements and Funding 2006 to 2010

Amounts (in millions US\$)



### Donor contributions

During the first five years of its existence, donors have contributed \$734.4 million to the CHF, making it the largest multi-donor humanitarian trust fund in the world. The CHF is currently the largest recipient of contributions of the four global CHFs and is expected to reach \$1 billion in total contributions in 2012.

Contributions to CHF have decreased relative to donor funding to the HWP since 2006. While funding to HWP requirements has increased from \$1 billion in 2006 to \$1.2 billion in 2010, contributions to the CHF had steadily declined between 2006 and 2009 with an increase in 2010. Although the impact global recession and exchange rate variations should be considered when analyzing donor contributions, the current trend may be of concern - although it is hoped that the increase in 2010 signifies an intention to strengthen the CHF. According to the Evaluation, the CHF is meeting its objectives

of timely and effective funding of resources to the most critical humanitarian needs in Sudan. The fund has managed to meet these needs. The analysis of fund's contribution to funding to HWP requirements shows that CHF remains effective when it contributes approximately 12 percent to HWP funding. However, a further decline in donor contributions could have a negative impact on CHF's ability to support humanitarian response.

This impact could materialize itself through smaller allocations awarded to NGOs who would find the transaction costs associated with applying for CHF grants too high. Given the transaction costs for a shrinking pool of available financial resources, the evaluation predicts that if donor support drops further the CHF may fall "below the critical level needed to attract NGOs into the coordination system." This would have adverse effects not only on the funding to NGOs from CHF, but also their inclusion in the HWP as many join it to become eligible for CHF funding.

Donor contributions to the CHF in 2011 have demonstrated continued confidence in the fund and indicate that contributions could reach the levels needed for an effective fund.

### A Message from the Sudan INGO Forum

"The INGO Forum continued to engage with OCHA and UNDP on improving the CHF allocation process, monitoring and evaluation, and advocating for a greater share of the CHF to go to direct implementation of life-saving programs. In 2010, sectors were required to tightly define CHF priorities and distribute to sector partners before the project proposal deadline. While this encourages more appropriate proposals and makes the selection process slightly less contentious, we would like to see continued improvement in priority setting. INGOs received a higher percentage of the CHF than in previous years. The INGO community would like to see this trend continued, with a greater share of the CHF going directly to those implementing programs, including local NGOs and CBOs. The CHF has improved its monitoring of outputs in 2010. INGOs would like to see continued improved M&E, with analysis of outcomes and more site visits."

## ANNEXES

Annex 1: CHF-funded Project Outputs by Sector 2010

Sector	Project Output	Reported
<b>Basic Infrastructure and Settlement Development</b>	Number of air strips constructed/rehabilitated	3
	Number of boats delivered	19
	Number of bridges and crossing points constructed/rehabilitated	48
	Number of drainage pipelines constructed/rehabilitated	11
	Number of shelters rehabilitated or constructed	74
	Type of other rehabilitated infrastructures	2
<b>Coordination and Common Services</b>	Number of tons of humanitarian cargo delivered	808
	Number of inter-agency missions performed (coordination)	11
	Number of passengers transported	21,583
<b>Education</b>	Number management committees (PTA, hygiene, etc.) created	100
	Number of trained teachers	971
	Number of children receiving school kits	596,842
	Number of children who have access to school by gender	30,464
	Number of classrooms rehabilitated and equipped	188
	Number of learners benefiting from child friendly learning environment	33,992
	Number of pre-school children enrolled by gender	2,100
	Number of schools with minimum standards of education	1,207
<b>Food Security and Livelihoods</b>	Number of trained PTA members	1,037
	Number and types of livestock provided under the restocking program	802
	Number of beneficiaries assisted with livestock restocking support	932
	Number of households assisted with agricultural services	66,924
	Number of households assisted with livestock inputs and services	24,565
	Number of households trained for each of the interventions	8,417
	Number of tree seedlings distributed and planted	142,032
<b>Health</b>	Quantity of seeds distributed in tonnes	2,793
	Number of consultation per health facility (direct beneficiaries received services)	823,877
	Number of health facilities (RH, PHC, MCH) rehabilitated and equipped	110
	Number of health workers trained or retrained	6,942
<b>Non-Food Items and Emergency Shelter</b>	Number of laboratories equipped	17
	Number of conflict- or disaster-affected (and other vulnerable groups) households in need receiving timely non-food and emergency shelter items	457,522
	Number of environmentally-friendly emergency shelters or shelter kits distributed	4,233
<b>Nutrition</b>	Number of pipeline breaks (target zero) due to ineffective supply chain	1
	Number of children (6-59 months) receiving vitamin A supplements	297,564
	Number of children reached by blanket supplementary feeding	29,233
	Number of de-wormed children (1-5 years old)	133,451
	Number of localized nutrition surveys conducted per year according to national standards	16
	Number of malnourished individuals treated in selective feeding programs	64,230
<b>Protection</b>	Number of personnel trained on nutrition	2,351
	Number of asylum seekers and refugees provided services (access to basic services, legal aid, RSD and durable solutions)	52,586
	Number of children (boys, girls) provided with psycho-social support through community based services or schools operations.	35,744
	Number of children associated with armed forces/groups assisted for their release, reunification and reintegration	97
	Number of community-based protection networks/groups established and/or strengthened	105
	Number of GBV survivors accessing services (medical, legal aid, psychosocial, livelihood support, rape kits etc)	139
	Number of government authorities and local authorities trained in protection and human rights.	1,398
	Number of interventions undertaken to promote legislation and administrative procedures in accordance with international standards	8
	Number of new protection partners operating in disadvantaged and under-served areas	4
	Number of people provided with legal assistance during traditional conflict resolution mechanism and/or the formal justice system	2,524
	Number of people reached by awareness raising activities on protection and human rights issues	759,406
Number of protection monitoring and return monitoring missions conducted in potential areas suitable for durable solutions in particular return	325	

<b>Water, Sanitation and Hygiene</b>	No beneficiaries provided with chlorinated water supply	3,811,406
	No of hygiene promoters trained	1,113
	No of beneficiaries supported with operation and maintenance services	422,228
	No of WATSAN management committees created	397
	Number of beneficiaries provided with new latrines	72,621
	Number of beneficiaries provided with new water supply facilities	485,506
	Number of latrines built	4,352
	Number of people reached with hygiene promotion messages	2,324,437
	Number of rehabilitated latrines	5,215
	Number of rehabilitated water systems	1,049
Number of water systems supported with operation and maintenance	799	

**Annex 2: 2010 Allocations by Sector Amounts (in millions US\$)**

Sector	All Sudan	Northern	Southern	Total	%
BI		1.15	4.44	5.59	4%
CSC		9.71	2.77	13.86	9%
EDU		6.66	6.33	12.48	8%
FSL		19.53	10.4	29.93	19%
H		12.34	14.92	27.25	17%
Multi Sector		3.01	1.26	4.27	3%
MA		0.75	0.50	1.24	1%
NFIs/ES	7.00	3.01	3.85	12.98	8%
NUT		4.95	9.01	13.96	9%
PRO		6.06	1.27	7.33	5%
RER		0.80	1.00	1.80	1%
WASH		15.50	10.10	25.61	16%
<b>Total</b>	<b>7.0</b>	<b>83.46</b>	<b>65.58</b>	<b>156.31</b>	<b>100%</b>

**Annex 3: No-Cost Extensions by Sector 2010**

	No. of Allocations	No. of NCE Requests	Proportion of NCE to Allocations
Basic Infrastructure & Settlement Development	11	2	18%
Coordination and Commons Services	11	4	36%
Education & Culture	24	9	38%
Food Security & Livelihoods	21	11	52%
Health	72	24	33%
Mine Action	3	1	33%
Multi-Sectoral	8	2	25%
NFIs & Emergency Shelter	26	6	23%
Nutrition	24	13	54%
Protection & Human Rights	32	12	38%
Water, Hygiene & Sanitation	48	21	44%
<b>Total</b>	<b>280</b>	<b>105</b>	<b>38%</b>

**Annex 4: No-Cost Extensions by Organization Type 2010**

Type of Organization	No. of Allocations	No. of NCE Requests	Proportion of NCE to Allocations
UN Agencies	113	21	19%
INGOs	148	77	52%
National NGOs	19	7	37%
<b>Total</b>	<b>280</b>	<b>105</b>	<b>38%</b>

**Annex 5: Expenditure by Sector within Country (in thousands US\$)**

Country/ Sector	Total Approved Amount	Net Funded Amount	Expenditure		Total	Delivery Rate (%)
			Prior Years as 31-Dec-09	Current Jan-Dec		
Sudan (Khartoum)						
Sudan Common Humanitarian Fund	735,463	731,193	533,582	130,858	664,440	90.87
Sudan (Khartoum) Total	735,463	731,193	533,582	130,858	664,440	90.87
<b>TOTAL</b>	<b>735,463</b>	<b>731,193</b>	<b>533,582</b>	<b>130,858</b>	<b>664,440</b>	<b>90.87</b>

## Annex 6: Donor Contributions to CHF 2006-2010 (in millions US\$)

2006		2009	
Donor	Contribution	Donor	Contribution
UK DFID	88.56	Spain	8.69
Ireland	2.54	UK DFID	49.45
Netherlands	51.33	Ireland	3.99
Norway	14.16	Netherlands	23.82
Sweden	15.80	Norway	16.01
<b>Total</b>	<b>172.39</b>	Sweden	14.74
		<b>Total</b>	<b>116.71</b>
2007		2010	
Donor	Contribution	Donor	Contribution
Spain	9.51	Denmark	4.88
UK DFID	79.09	Ireland	5.03
Ireland	3.94	Norway	20.08
Netherlands	37.04	Netherlands	10.21
Norway	17.51	Spain	17.13
Sweden	19.98	Sweden	13.91
<b>Total</b>	<b>167.06</b>	UK DFID	57.42
		<b>Total</b>	<b>128.66</b>
2008		Total 2006 - 2010	
Donor	Contribution		
Denmark	0.39		<b>734.44</b>
UK DFID	79.52		
Ireland	6.32		
Netherlands	25.68		
Norway	17.03		
Sweden	20.68		
<b>Total</b>	<b>149.63</b>		

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**Cover Photo:** Children displaced by flooding collect water from a submerged hand pump.

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