**Humanitarian Development Peace Nexus – Coordination Review Mission Sudan**

**Terms of Reference**

1. **Background**

1.1. **Global**

**The 2030 Agenda and major global policy developments[[1]](#footnote-1)** i**n 2015 and 2016** have focused attention on the need for humanitarian and development work streams to work more closely together, and to ensure coordination and programming is closely aligned.

The **World Humanitarian Summit** (WHS) further galvanised the international community in a united call to **change working modalities to respond to the rapidly changing operational landscape in which humanitarian, development and peacebuilding actors** find themselves.As we move towards closer linkages between humanitarian and development action, the need for strong and effective coordination remains critical so that the needs of people affected by crises continue to be met in a timely and principled manner.

As an outcome of the WHS, through the Commitment to Action[[2]](#footnote-2), UN agencies have taken steps towards delivering on the Secretary-General’s Agenda for Humanity and the promise of the 2030 Agenda for Sustainable Development to “leave no one behind”, by putting those furthest behind at the forefront of their collective efforts and across the spectra of humanitarian, peace and development work. This **New Way of Working** will involve **operating over multi-year timeframes and playing to the individual strengths of each agency and actor involved to achieve collective outcomes for the most vulnerable people.** This commitment **entails a significant increase of the sharing of data relating to vulnerability; undertaking joint analyses of needs, response and future risks; and collaborating on planning and programming, backed up by financing modalities and stronger leadership and coordination in support of collective outcomes**. In addition, Member States are looking to the UN to deliver and called upon the UN Development System to enhance coordination with humanitarian assistance and peacebuilding efforts in the 2017-2020 QCPR.

Moreover, the **“Grand Bargain”** includes a further list of commitments towards greater transparency and a vision towards the strengthening of local and national frontline responders in a spirit of partnership and complementarity collectively using our respective strengths and comparative advantages whilst **ensuring the principles of humanitarian action**[[3]](#footnote-3)**.** The work on strengthening the nexus should be kept light, both in process and architecture, building on existing good practices, whilst ensuring that **vulnerable people are central to its cause, and that humanitarian space is protected**. The international support system must ensure greater effectiveness in programming and in improving efficiencies in procedures with an overall objective of lowering transaction costs and increasing implementation rates.

**Coordination** is central to ensuring humanitarian, development and peace actors work collaboratively to achieving collective outcomes for vulnerable people. Accordingly, it is important to ensure that humanitarian and development coordination platforms are working effectively so that the various coordination mechanisms can align, function coherently and can evolve to one or several streamlined platforms when appropriate. The Transformative Agenda calls for annual **coordination architecture reviews** at country level as an opportunity to look at the functioning of humanitarian coordination systems, including issues relating to linkages, functioning and contextualized coordination mechanisms. Such reviews should include the involvement of local and national actors, and lay out a path for the evolution of coordination.

1.2. **Sudan**

Sudan is one of the largest humanitarian operations in the world with over 5 million people in need of aid and a large and diverse group of organizations involved in delivering aid across the country. Sudan has been in a state of protracted crisis for a number of years with humanitarian development and peace actors operating side-by-side and simultaneously to respond to ongoing needs of the people affected by crisis while addressing the underlying causes of these needs.

The recent global policy developments and some in-country assessments, most notably the OCHA-donor mission to Sudan (autumn 2015) and reflection exercises such as the Darfur Stocktake (December 2015, organised by DFID and OCHA), have provided impetus to look at how humanitarian, development and peace actors coordinate, plan and programme together.

Work has already begun in implementing the New Way of Working. In 2016, a conscious effort was made to align the humanitarian and development planning processes by developing a multi-year humanitarian strategy (2017-19) and postponing the UNDAF process to 2018, thus allowing them to run quasi-simultaneously and provide much needed strategic coordination across the two pillars.

Although no collective outcomes were defined, mutual consultations between the humanitarian and development communities and other relevant stakeholders led to increased coherence between the outcomes. The Multi-Year Humanitarian Strategy is currently being finalised, and will be implemented through annualised work plans with annualised budgets and benchmarks for each year. In December 2016, a MAPS[[4]](#footnote-4) mission was also conducted to discuss with the GoS and resident UN agencies, how best to support the planning and implementation of the 2030 Agenda in Sudan.

This new approach in Sudan raises practical questions not only in terms of financing of the humanitarian and development programming, but also in terms of joined up and aligned analysis, planning, programming and effective coordination of the humanitarian and development response. It also raises fundamental questions on how to operationalize the humanitarian/development/peace nexus in a country with a large humanitarian caseload where the root causes of vulnerability have not been sufficiently addressed to decrease the humanitarian caseload. It is a challenging operational environment which has experienced a significant reduction in humanitarian capacity and limited development capacity, decreasing humanitarian funding and with the impact of sanctions effecting development funding.

Coordination has largely been siloed into separate architecture for humanitarian actors, development actors and two UN missions. Humanitarian and development coordination structures have been in place for well over two decades, with humanitarian coordination operating through the HCT, inter-sector coordination group and eleven sectors, which were formally activated in 2008. While development coordination is based around the objectives in the UNDAF. The humanitarian coordination is centred in Khartoum, with sub-national coordination structures in a number of locations at State level.

**Mission request**

The Resident and Humanitarian Coordinator, in agreement with the Sudan HCT and UNCT, and with support from the INGO community and several key donors, therefore requested the Global Cluster Coordination Group, IASC Task Team on the Humanitarian Development Nexus in Protracted Crises and the UNDG Working Group on Transition to support the implementation and work through some of the practical issues in relation to improving the coordination architecture, with an evolution toward a new way of working across the humanitarian and development ecosystems including the prospects for joint analysis, joined up planning and programming and aligned coordination structures.

**Mission objective**

The overall objective of the mission is two fold: to review the coordination architecture to ensure it is fit for purpose and to facilitate a more collaborative approach, building on the ongoing efforts in Sudan to better link humanitarian and development action. This includes concrete recommendations to ensure current fit-for-purpose humanitarian coordination systems to address immediate humanitarian needs, with a view to moving toward stronger alignment with the development sector on analysis, planning and programming, including coordination.

**Specific objectives**

 Support the review of the current coordination architecture with a particular focus on humanitarian coordination, building on best practice, and ensure that it is fit-for-purpose and functioning well while being better equipped to link with development coordination structures.

 Assist in elaborating a roadmap that supports the implementation of the Commitment to Action in Sudan and helps operationalize the linkage between humanitarian and development programming based on the Multi Year Humanitarian Strategy and the UNDAF.

 Explore the possibility of moving towards a road map and accompanying joint accountability framework to achieve collective outcomes as of 2018 including possible models for joint analysis, joined up planning and joined up or collaborative programming to enhance linkage of humanitarian and development programming in an organic way in Sudan;

 Propose options to achieve coherence between humanitarian and development coordination, including adequate mechanisms to coordinate the Multi Year Humanitarian Strategy, the UNDAF and oversee the HD nexus.

 Facilitate a joint retreat with all stakeholders at the end of the mission to review recommendations and consider follow-up action.

**Planning and approach**

1. Preparatory work will be undertaken by the selected mission members and agency actors on the ground under the leadership of the HCT and UNCT and through UN OCHA, Sector Lead Agencies, and the RCO in Sudan. This work will include:

 A survey of partners within the existing coordination structures on their engagement in these structures and opportunities for working more collaboratively,

 A mapping of existing analysis mechanisms and tools currently used and bottlenecks identified,

 A mapping of existing coordination mechanisms including looking at: participating actors in each; linkages between structures; purpose and responsibilities of each coordination mechanism; the delegated authority (what decisions each mechanism can take),

 Results of the survey and mapping to be shared with the mission team one week prior to the mission.

1. The mission will spend ten days in Sudan. It will begin with half-day workshop with the team and relevant in-country UN staff to discuss and agree on a common framework which will guide the mission and assist in developing the roadmap at the end of mission retreat. This will be followed by a series of meetings in Khartoum with HC/RC, Government of Sudan, World Bank, AFDB, INGOs, NNGOs, donors and with HCT, UNCT, ISCG and UNDAF coordination groups. These meetings will explore areas of consensus and opportunities in strengthening the effectiveness of work within the humanitarian and development nexus as well as any particular concerns or challenges foreseen.
2. The mission will split into three teams. One team to remain in Khartoum and continue strategic discussions there. Two to travel to the State level for a series of mini-workshops with those involved in leadership and coordination roles in humanitarian and development at the State level to get their views on coordination and operationalizing the linkages between humanitarian, development and peace programming.
3. The teams will regroup in Khartoum where they will facilitate a joint HCT/UNCT Retreat. At the retreat the team will present its observations incorporating the results of the surveys and mapping exercises undertaken prior to the mission and based on the mini-workshops in the field and first round of discussions in Khartoum. The mission team will share lessons and practices from other contexts which are relevant for the challenges and opportunities which exist in Sudan and can be built upon in the development of a roadmap and accompanying accountability framework. The Retreat should be an opportunity to reach a common understanding of steps required to improve the humanitarian coordination architecture as well as work underway and plans to strengthen the nexus. Discussions should also look into the decisions and steps required in the short, medium and long term to strengthen the coordination base from which joint analysis, planning and programming shall be undertaken. These steps should be outlined in the roadmap that may see annual or biannual retreats to take stock of the progress made as the work develops.

**Main outcomes**

 Deliver recommendations and agreed steps with the HCT which will improve the functioning of humanitarian coordination in terms of current case load and the interoperability with development coordination.

 Reach a common understanding of the key elements of a strengthened humanitarian, development and peace nexus and the steps and decisions required;

 Agreed steps to adapt coordination mechanisms to the way forward, including agreement on a light structure that will oversee the implementation of work within the Nexus;

 Development and kick start of a roadmap/accountability framework for supporting the implementation of the Commitment to Action in Sudan, focusing on analysis, planning and coordination, (with clear roles, responsibilities, deliverables and timeframes). Building on good practices currently in place that encourage a coherent response between humanitarian, peace and development actors, overcoming challenges and impediments.

**Mission composition (6-9 members)**

Two members minimum representing each of the three grouping and other relevant agency staff.

Combination of:

- Global Cluster Coordination Group – Coordinator and GCCs

- IASC Task Team on Humanitarian-Development Nexus.

- UNDG Working Group on Transition

**Draft agenda - Mission dates to be determined**

Remark: Depending on the size of the mission, the team could split to allow separate in-depth meetings / mini-workshops with the different stakeholder groups in Khartoum and in-country

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| **DRAFT AGENDA – mission dates to be determined** | |
| Sat  Day 1 | Arrival |
| Sun  Day 2 | Half-day workshop with team and key UN in-country counterparts to agree on a common framework for the mission.  Introductory meetings with RC/HC, OCHA, GoS/HAC, joint HCT/UNCT, sector coordinators |
| Mon – Tue – Wed  Day 3/4/5 | Meetings or mini-workshops with stakeholder groups: ISCG, HCT, UNCT, GoS/HAC, INGOs, NNGOs, Donors  Meetings or mini-workshops at state-level, starting on day 4.  - 2 teams depart on mission in country for 2 days an visit 4 locations  - Or 2 one day missions for 2 teams to allow all mission members to participate in at least one of the 4 meetings or mini-workshop in country  Mission members in Khartoum meet actors bilaterally and / or have more in-depth discussions on coordination review |
| Thu – Fri – Sat Day 5/6/7 | (includes weekend) to prepare the joint retreat and time for bilaterals |
| Sun  Day 8 | Joint retreat (discussion on the global and national developments within the context of the New Way of Working and implications for work in Sudan) |
| Mon  Day 9 | AM: half day to conclude on next steps  PM: Debrief to RC/HC, joint HCT/UNCT + sector leads, GoS/HAC, donors |
| Tue  Day 10 | Departure (for most mission members between 1 and 3 AM) |

**Background material - To be completed**

1. Including the Sendai Framework for Disaster Risk Reduction, the Peace Operations and Peacebuilding Reviews, the Addis Ababa Action Agenda on Financing for Development, the COP 21 Climate Conference, the World Humanitarian Summit (WHS) and the Summit for Refugees and Migrants. [↑](#footnote-ref-1)
2. Signed on 23 May 2016 at the WHS in Istanbul by: Ban Ki-moon, Secretary-General of the United Nations; Margaret Chan, Director-General, WHO; Helen Clark, Administrator, UNDP; Ertharin Cousin, Executive Director, WFP; Filippo Grandi, UNHCR; José Graziano da Silva, Director-General, FAO; Anthony Lake, Executive Director, UNICEF; Babatunde Osotimehin, Executive Director, UNFPA; Stephen O’Brien, Under-Secretary-General for Humanitarian Affairs and Emergency Relief Coordinator; and endorsed by the World Bank and the IOM. [↑](#footnote-ref-2)
3. A/70/RES/262 and S/RES/2282 (2016) [↑](#footnote-ref-3)
4. UN Mainstreaming, Acceleration and Policy Support for the Implementation of the 2030 Agenda [↑](#footnote-ref-4)