

New Way of Working and Coordination Mission – Sudan

A. Introduction

1. The joint mission took place between 19 and 28 April 2017. It came about at the merging of two requests for support: firstly to the Global Cluster Coordinators Group to support the review of the cluster (sector¹) coordination architecture as per the Transformative Agenda protocols; and secondly a support mission to implement the **New Way of Working** (NWoW) in Sudan. At the suggestion of the RC/HC, in agreement with the Sudan HCT and UNCT, the two missions were merged for practical reasons, as the implementation of the NWoW would include a review of the coordination structures to determine whether they are fit for this purpose. The mission was therefore tasked to facilitate a more collaborative approach, including by making concrete recommendations to ensure fit-for-purpose humanitarian coordination systems to address immediate humanitarian needs, with a view to moving toward stronger alignment with development actors on analysis, planning frameworks, programming, monitoring and evaluation, including coordination and contribute to the long-term achievement of the SDGs through the identification of collective outcomes.
2. The mission was composed of representatives from the Global Cluster Coordination Group (OCHA, Global Protection Cluster (UNHCR), Global Early Recovery Cluster (UNDP)), the IASC Task Team on Strengthening Humanitarian-Development Nexus (UNDP, UNHCR; OCHA, WHO) and the UNDG Working Group on Transitions (WFP and UNICEF).
3. The mission approached the task through a combination of:
 - Inter-agency consultations (UNCT, HCT, Core HCT, Inter-Sector Coordination Group)
 - Bilateral meetings (UN Agencies, Donors, Sectors (i.e. clusters), NGOs, World Bank, Government)
 - Field visits to (i) Kassala, affected by a refugee situation (protracted and continuous steady influx), sudden-onset -yet predictable- emergencies (flooding), chronic malnutrition; and (ii) North, West and Central Darfur, affected by a protracted IDP and refugee situations, as well as refugee and IDP returns.
 - Final Workshop with combined HCT and UNCT to validate some of the preliminary recommendations.
4. The findings and recommendations hereby presented are based on elements gathered during the above-mentioned discussions and field visits. They should

¹ The report uses the term sector for (humanitarian) cluster, as this is the term used in Sudan.

therefore be taken as preliminary and inform further assessment and analysis to be conducted by the UNCT and HCT.

B. Country Context

Operational Environment

5. Sudan is currently in the process of undertaking a National Dialogue to determine future governance arrangements and arrive at a lasting resolution to conflict. Following the adoption of the [Doha Document for Peace in Darfur](#) in 2011, conventional conflict in the Darfur states has largely abated. In August 2016, the Government of Sudan and opposition groups agreed to the African Union High-Level Implementation Panel roadmap for cessation of hostilities in South Kordofan, Blue Nile, and Darfur.
6. Despite notable progress in recent years, the mission notes that significant portions of the country continue to be affected by conflict and insecurity, including inter-communal violence. As a result, agencies operating in Darfur continue to rely on UNAMID for security in volatile areas and humanitarian access to conflict-affected populations remains highly constrained. The capacity of the UN and partners to work more effectively across humanitarian and development assistance depends upon a number of variables, among them the consolidation of peace in Sudan, including the extent to which the on-going National Dialogue is capable of addressing critical grievances, inequality, and other underlying root causes of conflict at the national and sub-national levels.
7. The ability to affect a transition to peace and development in Sudan is further complicated by limited social expenditures, high levels of public debt, and economic sanctions. Increased investment in development assistance by bi-lateral and multi-lateral partners is largely dependent on the Government of Sudan's ability to deliver on commitments to ensure humanitarian access, improve governance arrangements with appropriate spending targets for quality investments in essential public services, and implement existing peace agreements.

Humanitarian Situation²

8. Sudan continues to face high levels of humanitarian need with over 4.8 million people requiring humanitarian assistance in 2017. In the last five years, donors have provided approximately \$3.2 billion to consolidated humanitarian response plans. Sudan also continues to welcome increasing numbers of asylum seekers and refugees from neighboring countries, including South Sudan.

² For detailed overview of the humanitarian situation, please see the Sudan Multi-Year Humanitarian Strategy 2017-2019 [\(link when published\)](#) and the [2017 Humanitarian Needs Overview](#).

Populations living in protracted displacement depend on humanitarian assistance for protection and access to basic services. High rates of vulnerability are also present across the country, with more than half of acutely malnourished children living in regions that have not been affected by conflict.

9. The prospects for an increased role for government in addressing the needs of populations receiving humanitarian assistance are unclear. The Humanitarian Aid Commission, the Commissioner for Refugees and relevant line ministries are the primary interlocutors for agencies providing humanitarian assistance.
10. In recognition of the protracted nature of humanitarian needs in Sudan, UN agencies and their partners have launched the Sudan Multi-Year Humanitarian Strategy (MYHS) 2017-2019, to be implemented through annual Humanitarian Response Plans (HRP). The strategy aims to maintain a focus on life-saving activities while extending response planning cycles beyond annual timeframes, enabling investments dedicated to reducing need and vulnerability, and providing greater coherence and complementary with the UN Development Assistance Framework (UNDAF) 2018-2021.

Development Context and the Sustainable Development Goals

11. The poverty rate in Sudan is estimated at 46 per cent, with significant levels of variation across states and between urban and rural areas.³ It ranks 165th among 188 countries in terms of Human Development Index. High population growth places a significant strain on service provision and presents challenges for economic growth prospects, environmental sustainability, natural resource management, and social equity.⁴ This is further compounded by rapid rates of urbanization driven by displacement and accelerating rural-urban migration. At the same time, a majority of the population reside in rural areas and depend on natural resources for their livelihoods. Agriculture accounts for approximately 30% of GDP in 2016.⁵ Despite recent progress in efforts to address gender inequality, significant variations exist across states and between rural and urban areas in terms of gender inequality.
12. The consequences of climate change present significant risks for the development of Sudan. Sudan has been affected by five major droughts between 1990 and 2013. The livelihoods of 70% of the population are sensitive to climate risk.⁶ Climate change models predict a more than 20 percent reduction in the length of the agricultural growing seasons through 2050, with potential consequences for livelihoods and food security. Climate change and

³ Sudan Interim Poverty Reduction Strategy Paper Status Report, World Bank Group and Sudan Ministry of Finance and Economic Planning, 2016.

⁴ [Common Country Analysis for Sudan Desk Review](#), Draft April 2016.

⁵ Central Bank of Sudan, 53rd Annual Report, 2013.

⁶ UNDP MAPS Mission report, Draft December, 2016.

desertification could also increase conflict risks, particularly in terms of competition over scarce natural resources between agricultural, agro-pastoralist, and pastoralist groups.⁷

13. Agenda 2030 and the Sustainable Development Goals (SDGs) provide a framework for the Government of Sudan and its international partners to proactively address these long-term challenges and ensure that development interventions contribute to reducing humanitarian needs over time. The government has committed to the implementation of the SDGs and has established a high level 'National Mechanism to Supervise the SDGs'.
14. The UNDAF 2018-2021 is the primary instrument for strategic planning and implementation of development programs mutually agreed between the government and the UN. The total requirements for the UNDAF through 2021 are \$1.4 billion. Over the past UNDAF cycle 2013-2016, an estimated \$970 million was invested in development activities through UN agencies. In addition, the World Bank Group manages a \$130m portfolio of development assistance projects in health, education, natural resource management, safety nets, peacebuilding, and public financial management. The total ODA in 2015 was just under \$1.2 billion, half of which (\$600M) was for humanitarian programming.

C. Key Findings and Recommendations⁸

15. Significant progress has been made in developing coherent strategic frameworks. The move towards a longer-term approach to humanitarian assistance through the MYHS and the effort to develop greater coherence between the strategic outcomes of the MYHS and the UNDAF provide an opportunity to ensure that both humanitarian and development assistance contribute to collective outcomes at the national and sub-national levels.
16. The mission identified four broad themes⁹ which could be further developed as collective strategic outcomes with specific, measurable and time-bound targets, around which UN and partners (in the MYHS) could coalesce. There are two options for developing collective outcomes: either by developing the results framework first, matching the relevant MYHS and UNDAF outcomes and linking their respective indicators and then developing collective outcomes at the end of the process, as more strategic and aspirational directions towards which the targets would aspire; or, to define and agree on collective outcomes at the beginning, developing a results framework from this step – note that in this approach, the MYHS and UNDAF indicators may not readily link to the outcome.

⁷ Bromwich, Brendan. Environmental degradation and conflict in Darfur: implications for peace and recovery. UNEP 2008.

⁸ See Annex I suggested Roadmap containing the recommended immediate actions as well as a medium and longer term vision for analysis, planning, implementation, monitoring and coordination.

⁹ See Annex II Diagram with suggested themes for collective outcomes.

17. The development of a results framework would provide greater clarity for all actors on how the MYHS and the UNDAF can contribute to achieving collective outcomes.
18. Strategies for achieving collective outcomes should be adapted to sub-national contexts, seeking synchronization for geographic focus and/or target population which are a priority for both humanitarian and development programming. The diversity of Sudan challenges the ability to develop prescriptive approaches to enhance complementarity between humanitarian and development assistance at the national level. Strategic frameworks at the national level should be designed with an expectation for flexibility and prioritization when implemented at state level.
19. **Recommendation A:** The HCT and UNCT should develop a Vision 2030 statement that links humanitarian and development assistance to a long-term strategy for SDG implementation. This concise vision statement should outline the focus areas and the agreed collective outcomes. It should provide explicit acknowledgement of the role of UN agencies and partners in SDG implementation. It should seek to identify key risks and challenges to sustainable development, while providing a rationale for streamlining existing coordination mechanisms around clearly defined collective outcomes. While ensuring recognition of humanitarian principles, the vision should serve to provide a more forward-looking and purpose-oriented approach to the delivery of humanitarian assistance. *The result is to have agreed collective outcomes, an agreed vision for how they can be achieved and how they will link with the Government and ultimately national plans to achieve the SDGs.*
20. **Recommendation B:** Linkages between humanitarian and development coordination should be strengthened once the Vision statement is in place. The HCT and UNCT should already establish regular meetings to develop and agree on the Vision and to oversee implementation of the collective outcomes. The ISCG and Co-Chairs of the UNDAF Results Groups should be tasked with developing the results framework and meet as required. At sub-national level joint task teams bringing humanitarian and development actors together for each collective outcome could be tasked with operationalizing collective outcomes. *The result is that practical steps will be taken to strengthen the interoperability and break the silos between humanitarian and development work.*
21. The collective outcomes should form the basis for discussions and agreement among the HCT and UNCT, with a view towards bringing other actors on board. The absence of a national platform where the Government can lead discussions and take forward the collective outcomes needs to be addressed. Such platforms may exist at sub-national level where in some states the Wali convenes line ministries and humanitarian and development partners.

22. There is also a need to more clearly define national plans to mainstream the SDGs and develop integrated strategies across Government sectors. Despite improved coherence between humanitarian and development assistance portfolios, their contribution to achieving the SDGs and addressing long-term trends remains unclear. This leads to ambiguity around accountability and responsibilities between the Government of Sudan and UN agencies and their partners.
23. **Recommendation C:** A Government-led national development platform should be identified. This platform could be the counterpart for the HCT and UNCT to work with, bringing different stakeholders together to work towards achieving collective outcomes and the development of national plans to meet the SDGs. *The result is a Government platform at a higher level (Vice-President, for example) to engage with on collective outcomes and SDGs.*
24. Sudan faces high levels of humanitarian need and humanitarians operate in a complex environment with insecurity continuing to affect significant areas of the country and a number of other impediments to humanitarian access in place. For these reasons humanitarian coordination structures, in some form, should remain in place for the present time to implement the humanitarian response plan in a coordinated fashion, while ensuring principled humanitarian action and protection of affected populations. Protection should remain central to the response and the top of the HC/RC and HCT's agenda, while the ISWG, the sectors and operational partners should continue to mainstream protection in the operational response and in all elements of the humanitarian programme cycle.
25. However the mission found overlap and redundancy in the national and sub-national humanitarian coordination systems in the form of coordination forums often duplicating each other's work, covering the same issues. At sub-national level coordination groups, in particular sectors can have limited number of partners and are performing more of an information sharing function. These findings suggest a need for streamlining. The tendency of coordination groups to focus on process as opposed to the substantive issues relevant to humanitarian action is also resulting in inefficiency in coordination. Humanitarian coordination platforms, such as the HCT and ISCG, should sharpen their focus on emergency operations. While responding to immediate need, humanitarian work should also focus on finding the synergies with development efforts in addressing root causes, building resilience of populations and strengthening institutions. This should contribute to building genuine operational partnerships across relevant constituencies, including non-UN.
26. A country prone to a range of natural disasters, epidemics and influxes of refugees as a result of regional crises should have a strong preparedness and response capacity in place to respond to new emergencies. The national capacities in general still appear to be quite weak in this regard - the HAC

functions for response coordination, but does not cover all functions that normally come under a National Disaster Management Authority (NDMA). Both humanitarian and development actors could work together in planning for the capacity building and support required for line ministries and an NDMA for emergency response.

- 27. Recommendation D:** A holistic approach should be taken to review national and sub-national HCTs, ISWGs and sectors should review their purpose and working practices with a view to making coordination more effective and finding options to merge, rationalize and consolidate coordination structures¹⁰. OCHA and the ACHT in North Darfur reviewed the work of coordination groups and held a workshop with humanitarian actors to look at the purpose and options to streamline; this could be replicated in other locations. *The result will be lighter and more fit for purpose coordination systems, reducing unnecessary and duplicative meetings and processes.*
- 28. Recommendation E:** Humanitarian coordination platforms should sharpen their focus on ongoing humanitarian operations, the operating environment and relevant developments at the field level. The core elements of humanitarian coordination should be: the HCT, an expanded ISCG (comprised of the ISCG, DHC and 4 or 5 key emergency programme managers), and the existing AHCTs at sub-national level¹¹. In line with recommendation D above, the sectors at the sub-national level should review purpose and working practice and consider reducing the work and meeting schedule to meet only as required. The frequency of meetings could be reduced and the amount of process limited to monitoring the current plan (outside of seasonal planning exercises). *The result is that the HCT will be better able to track and monitor the humanitarian response, and provide leadership and decision-making to field operations.*
- 29. Recommendation F:** Sector Lead Agencies should undertake capacity assessments and analysis of government counterparts at the national and sub-national levels. The objective of this exercise would be to determine key gaps and opportunities for more effective collaboration and technical assistance in the areas of public service delivery and emergency response. The Sector Lead Agency should take responsibility for organising this capacity assessment and analysis¹², however the process requires the involvement of development actors/expertise (from UN agencies) in particular to support the capacity development requirements of government counterparts. The capacity analysis exercise should ultimately provide the basis for a capacity building and development plan with government counterparts with a view to strengthening

¹⁰ See North Darfur approach which is a promising practice which could be replicated in all other locations.

¹¹ In Sudan, the refugee response is coordinated under the Refugee Consultation Forum (RCF), which is integrated into the broader humanitarian coordination architecture.

¹² In accordance Cluster Coordination Reference Module p37-41.

management capacity and transferring functions, when and where appropriate, once agreed benchmarks have been reached. *The result will be that the sector and development partners will develop a clear understanding of national capacities and gaps and can plan together to strengthen and develop this capacity and ultimately transfer functions, when and where appropriate, once agreed benchmarks are reached.*

30. The financing of service delivery is heavily reliant on international actors, particularly for IDPs, refugees, and other conflict-affected populations. There is limited government capacity and limited resources allocated for assisting vulnerable populations in conflict-affected regions of the country, making the transition from service delivery based on humanitarian assistance to sustainable service provision by line ministries challenging in the near term. While targets have been set for pro-poor spending (which includes education, health, water, social welfare), which in 2014 was 5.26% of GDP, the spending appears to come below target, goes predominantly on salaries with less focus on the qualitative aspects of service delivery and equitable geographical distribution.
31. **Recommendation G:** Advocate for national government counterparts to ensure not only nationally appropriate pro-poor spending targets but also to look at the qualitative aspects of investments in essential public services, including health, education, energy, water and sanitation, consistent with national sustainable development strategies, as called for by the social compact agreed by Member States in the Addis Ababa Action Agenda¹³. For example, to provide social protection systems with a focus on those furthest below the poverty line and the most vulnerable. Also advocate with the Government to meet the conditions required for scaling up of international development assistance. The ability of key bi-lateral and multi-lateral donors to increase levels of development assistance remains contingent on improved conditions in Sudan. UN agencies and their partners should seek to support government-led efforts to address these concerns in order to accelerate recovery and development. *The result is a scale up in development funding assistance to help ensure the delivery of social protection and essential public services for all.*
32. A number of long-term investments by development partners are not effectively coordinated with the UN architecture, including, for example NGO projects which are not covered by the UNDAF. While the UN development 4Ws data is collected on a biannual basis, projects funded by both non-traditional donors are not accounted for or mapped centrally in UN information management platforms. As a result, the overall picture of the status of development assistance at the national level is unclear. This limits the ability of international actors to identify gaps in investment and national capacity in geographic and sectoral terms. The solution may lie in the further support to and strengthening of the

¹³ Outcome document of the Third International Conference on Financing for Development: Addis Ababa Action Agenda, Addis Ababa, 13-16 July 2015.

Government-led Sudan Aid Information Database (SAID) which is supported as a UN project.

33. **Recommendation H:** The UNCT should seek to improve information management systems to capture investments by actors outside the UN system to ensure an accurate overview of the status of development assistance in Sudan. The Government-led SAID platform and the UN development 4Ws are existing tools which could be used to capture the overarching picture of development funding and programming. This should eventually link with information management systems on humanitarian assistance to provide a more detailed picture of assistance.
34. The mission recognised that a number of the issues and challenges, brought up by some country team members, in relation to the New Way to Working are currently being addressed in global fora with a view to reforming and strengthening the interoperability of the system. These notably include the formalisation of a reporting line from OCHA Head of Office to RC/HC and a greater level of integration between RCO and OCHA office. Another element which was mentioned by few actors as challenging in some contexts is the refugee response coordination being perceived as distinct from the current IASC coordination structures. It was explained that refugee dynamics in Sudan are being managed separately by a specific government entity (COR) and a specific multi-sectoral coordination architecture has been set-up yet is integrated into the broader coordination architecture, in line with existing international normative framework and global guidance¹⁴. Ongoing inter-agency efforts to include host communities in refugee-related interventions should be maintained and encouraged, and aligned with ongoing global discussions pertaining to the establishment of comprehensive refugee response frameworks. In view of the global processes underway, the mission has not turned these issues into specific recommendations but nonetheless notes the various views expressed by the country team.
35. Implementing the New Way of Working in a context such as Sudan is a complex undertaking on which, nevertheless, the members of the HCT and UNCT have already made considerable progress. There will be challenges along the way and the mission team and the three global level entities represented – the Global Cluster Coordinators Group, the IASC Task Team on Humanitarian-Development Nexus and the UN Working Group on Transitions – remain committed to continue to provide support, both remotely and in-country, as the HCT and UNCT tackle these challenges. In addition, the promising practices and lessons from Sudan will inform the work at the global level and support to other

¹⁴ An inter-agency mission on coordination in mixed settings took place in April 2016 to, *inter alia*, look at the implementation of the [Joint UNHCR-OCHA Note on Mixed Situations: Coordination in Practice](#) and its application in the specific context of Sudan.

contexts seeking to forge stronger linkages between humanitarian and development work.

DRAFT

Annex I Suggested Roadmap for New Way of Working in Sudan

Immediate actions – next seven months

The immediate actions outlined below should lead to strengthening of linkages and interoperability between humanitarian and development coordination on analysis, planning, implementation and monitoring. Humanitarian coordination will be streamlined and refocused on operations and monitoring the HRP. The strategic elements around collective planning and monitoring will be more closely linked with development counterparts.

Recommendation	Actor	2017 ACTIONS						
		June	July	August	September	October	November	December
A. Vision Statement and collective outcomes	HCT and UNCT	Develop the Vision Statement and define measurable and achievable collective outcome		Identify Champions (UN or INGO sponsor) for collective outcomes		Regular meetings to oversee implementation		Regular meeting
	ISCG and Co-Chairs of UNDAF Results Groups			- Develop collective outcome results framework . - Light joint analysis to identify common needs, risks and vulnerabilities				
B. Results framework and operationalising collective outcomes	Sub-national locations with <u>few</u> humanitarian operations (such as Kassala)			Set-up joint task teams for each collective outcome and consider switching from sector to joint TT models		Develop joint analysis and identify key issues for collective outcomes in state/location	Map 3Ws and develop operational plan	
	Sub-national locations with large humanitarian			Set-up joint task team for each collective outcome and meet on an ad hoc basis. Sectors continue to meet simultaneously as needed		Begin to develop joint analysis and identify key issues for collective outcome in state/location		

	operations (such as Darfurs and South Kordofan)				
C. National development platform	HCT/UNCT	Engage with government counterparts on more clearly defined national plans to mainstream the SDGs and develop integrated strategies through a national development platform			Identification of entry point and counterpart within this national platform with whom to work with on achieving collective outcomes in support of SDG implementation.
D. Review coordination to rationalise and streamline	National and Sub-national structures	Review humanitarian coordination structures to rationalize and streamline.			
E. Refocus on humanitarian operations	HCT	Regular monthly meetings on monitoring the response and providing leadership and decision-making to field operations			
	ISCG+ expanded group	Expanded ISCG (with DHC and emergency programme managers) meets regularly prior to HCT: to identify and respond to key operational developments, trends and impediments ; and, provide the situational overview and identify issues for HCT decision-making			
	Sub-national level AHCTs	Monthly meetings with responsibility for coordinating response to new displacements, problem-solving for impediments to ongoing operations, and reaching agreement on common positions for engaging with State authorities.			
	ISCG and sectors		Monitoring response plan	Develop humanitarian analysis - HNO	Prepare a light revised plan based on analysis (including identified common needs, risks and vulnerabilities)
F. Capacity analysis of Government counterparts	Sector Agency, partners and development partners	Lead sector and development partners	Undertake capacity analysis with government counterparts , draft a plan with benchmarks to build and develop capacity.		
G. Advocate for investments in public services	HCT/UNCT	Discuss with government counterparts national spending targets for quality investments in essential public services as focus on social protection is being taken forward in the next ECOSOC Finance for Development follow up outcome documents (to be released in May, draft: http://www.un.org/esa/ffd/ffdforum/2017-ffd-forum/)			
H. Tracking mechanism for development	RCO/UNCT				Begin work on development assistance and fund tracking mechanism .

Medium term vision for 2018 and 2019

1. The collective outcomes agreed upon should cover a period up to the end of the UNDAF in 2021. This multi-year timeframe allows for the build-up of stronger joint analysis, strategizing and planning over time.
2. The 2018 HRP will be developed within the framework of the MYHS on the basis of a light review of the plan, the humanitarian analysis and the relevant elements of the identification of common needs, risks and vulnerabilities.
3. The ISCG and Co-Chairs of UNDAF Results Groups should meet on a number of occasions during 2018 and 2019 to assess progress to achieving the collective outcomes.
4. Regular joint HCT and UNCT meetings to oversee implementation of the collective outcomes should continue through 2018 and 2019.
5. At the sub-national level, in States with few humanitarian operations in progress, the joint task teams should monitor progress on the operational plans and adjust accordingly.
6. At sub-national level in the Darfur states, South Kordofan and Blue Nile (i.e. those with ongoing major humanitarian operations), joint task teams should develop operational plans in the first part of 2018 and commence monitoring these.
7. The information management system to track development assistance and funding should be in place by early 2018.
8. Work should begin second part of 2018 on an interlinked humanitarian and development information management system.
9. During 2018 and 2019 sectors and the humanitarian and development community should continue to work towards strengthening national capacities in line ministries and in a National Disaster Management Agency in accordance with the plan developed following the capacity analysis. All this with a view towards transferring functions, when and where appropriate, once agreed benchmarks are reached.
10. In early 2019 the HCT should develop the benchmarks which would indicate whether another MYHS would be required beginning in 2020. These benchmarks should be linked to a joint analysis of needs, vulnerabilities and risks. The continued need for a MYHS and humanitarian coordination should also be informed by an assessment of the sociopolitical situation and some specific factors linked to the

Longer term vision: 2020

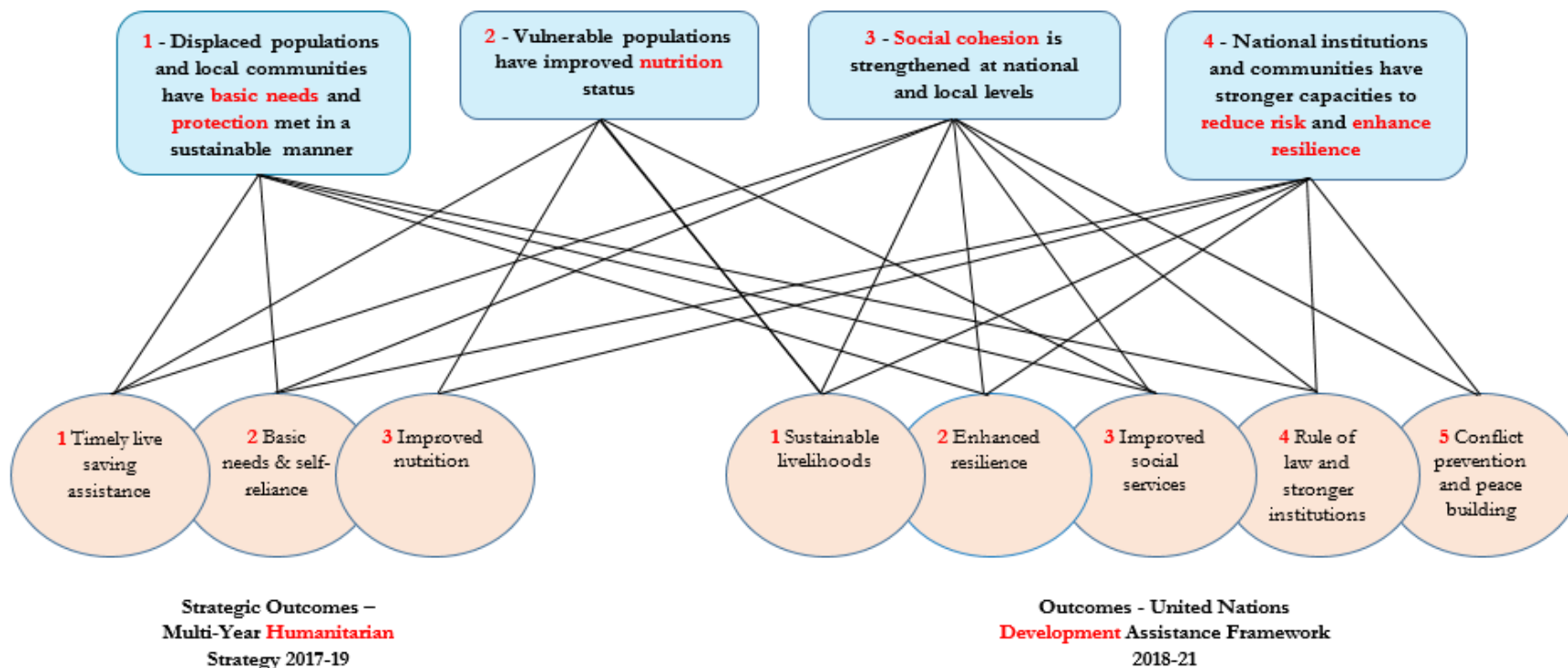
1. An evaluation of achievements against the collective outcomes should be carried out towards the end of 2020. This will feed into the development of the next version of the UNDAF (2021-2025) and should be closely aligned with a National Plan on achieving the SDGs.

2. New collective outcomes linking the National Plans on SDGs, the new UNDAF and, if in place, a new MYHS should be developed in late 2020 alongside the UNDAF.

Annex II Diagram with Suggested Themes for Collective Outcomes

DRAFT

Suggested themes for **Collective Outcomes** in support of Sustainable Development Goals in Sudan



Note: For the full text of MYHS strategic outcomes and UNDAF outcomes, please refer to respective documents.

