Each year, Sida conducts a humanitarian allocation exercise in which a large part of its humanitarian budget is allocated to emergencies worldwide. The allocation and subsequent disbursement of funds takes place in the beginning of the year to ensure predictability for humanitarian organizations and to allow for best possible operational planning. In an effort to truly adhere to the humanitarian principles, Sida’s humanitarian assistance is grounded in the four humanitarian principles, and in particular impartiality, with its compelling urge to ensure that humanitarian action is carried out based on “needs alone”, giving priority to the “most urgent cases of distress”. Therefore, Sida’s allocation methodology is grounded in several objective indicators such as; the scale of humanitarian needs (number of people in need), the severity of humanitarian needs (including food insecurity/IPC levels), the number of people targeted for the humanitarian response, the financial coverage of the respective humanitarian appeal, national capacities to respond and underlying risks, as well as distinct indicators related to forgotten crises. Sida also strongly supports the humanitarian coordination structures. Besides this initial allocation, another part of the humanitarian budget is set aside as an emergency reserve for sudden onset emergencies and deteriorating humanitarian situations. This reserve allows Sida to quickly allocate funding to any humanitarian situation throughout the year, including additional funding to Sudan.

For 2019, Sudan is allocated an initial 120 MSEK. Close monitoring and analysis of the situation in Sudan will continue throughout the year and will inform possible decisions on additional funding.

1. CRISIS OVERVIEW

1.1. Type of crisis

Sudan is one of the world’s largest protracted humanitarian crisis. The country continues to face a number of overlapping challenges; one related to internal large-scale population displacement triggered by (1) conflict, another related to (2) climatic and socio-cultural conditions leading to high levels of food insecurity and malnutrition, and a third in the relatively large number of (3) South Sudanese refugees within Sudan. It is the (4) staggering economy, however, which began to unfold at the beginning of 2018, that is in the spotlight of the elevating numbers of people in need. The fuel shortages, the dramatic inflation and surge in prices of all staple products, all of which the Government of Sudan is both unable and unwilling to address adequately, continue unabated putting a strain on households’ coping mechanisms. That said, the overall stability in Sudan has improved, and there is a clear window of opportunity for humanitarian and development actors to support durable solutions that increase the resilience of affected populations. At the same time, pockets of humanitarian needs persist in several states and the economic crisis will most probably lead to an increased humanitarian caseload.

(1) The long conflict in Sudan is rooted in both environmental factors - such as encroaching desertification – which have led to considerable tension between nomads and more established farming communities, as well as ethnic and inter-tribal violence which further exacerbates the situation. The unilateral ceasefires by the Government of Sudan and armed groups in 2017, have seen a dramatic decrease in violence and displacement. Violence in Jebel Marra in Darfur has continued, however, leading to new displaced civilians. The conflicts in West Kordofan, South Kordofan and Blue Nile has similarly been reduced, but remains in certain areas such as the Nuba Mountains. Up to 160,000 people are estimated to be internally displaced in SPLM-N controlled areas in South Kordofan. Widespread prevalence of gender-based violence throughout the country shows no sign of abating, and impunity is more or less endemic.

(2) Sudan follows a typical Sahelian climatic zone affecting an already vulnerable population adversely. The country is frequently affected by recurring droughts that last two or three years, and parts of the country experience annual flooding. Climatic shocks have increased in severity and frequency over the last years. This year’s plentiful rain and flash floods have affected over 200,000 people, mainly in Kassala, Sennar and West Kordofan. Sudan’s underdeveloped infrastructure, especially in rural areas, increases the difficulty to respond to natural disasters effectively. This year’s rain has also led to a dramatic increase in both malaria and chikungunya fever. As of October, over 19,000 cases of chikungunya were recorded across the country since May. About 95 percent of the cases reported are from Kassala state, with cases also reported in Gedaref, Northern State, Khartoum and Red Sea State. There have been fewer cases of Acute Watery Diarrhea in 2018, compared to last year, despite a decline in sanitary conditions due to the heavy rains and flash floods.

2.47 million children are estimated to suffer from global acute malnutrition (GAM) annually, including 694,000 children that suffer from severe acute malnutrition (SAM). With a national Global Acute Malnutrition (GAM) average of 16 percent and 11 out of 18 states above the critical 15% level of under-nutrition, the nutrition status of children is very poor. Access to treatment services is limited. In some locations, an increase in admission trends has recently been reported.
(3) There are somewhere between 800,000 and 1.3 million South Sudanese refugees in Sudan. In 2018, there has been a steady decrease in new arrival flows from South Sudan. About 76 percent of South Sudanese refugees live out of camps, with the rest in camp settings. Improvements in the security situation and access for assistance in South Sudan have been observed following the signing of a renewed peace agreement in September.

(4) In many ways, Sudan is experiencing its most stable period in 15 years. However, macro-economic instability in general, and rapid inflation specifically, have contributed to increased poverty and elevated levels of food insecurity. Protracted displacement and malnutrition prevail and add urgency to the realisation and operationalisation of the humanitarian and development nexus. Red Sea State has recorded the highest inflation among all states at 101 percent, while the rate of inflation in Khartoum currently stands at 65 percent. The higher cost of living has left many families, especially the most vulnerable, struggling to meet their basic needs. The prices for sorghum and wheat, the staple food for the majority of poor households in central and eastern Sudan, are on average 101 to 352 percent above the five-year average. Already in May of 2018, WFP estimated that more than 80 percent of the resident population, and more than 90 percent of the refugees and IDPs, could not afford to buy their daily food baskets. The economic situation has also resulted in an increase, 50 to 100 percent, in the cost of health-care services and medical supplies. The coverage of routine vaccination has declined. Households are, due to the amplified cost of living, less able to afford health-care and are thus increasingly vulnerable to health risks.

1.2. Geographical areas and affected population

Protracted displacement prevails across Darfur, West Kordofan, South Kordofan and Blue Nile. Returns have increased throughout 2018, but the exact numbers remain contested. Recent displacement due to localised conflict is mainly in Jebel Marra in Darfur. Food insecurity is high in virtually the whole country. Acute and chronic malnutrition are widespread and pervasive and constitute a significant public health problem. According to OCHA’s most recent analysis, 6.2 million people are estimated to be in Crisis (IPC Phase 3) or Emergency (IPC Phase 4) levels of food insecurity by May - July 2018. This is more than double the number of people in these categories compared to the same period the year before. Many people who had seen their levels of food assistance reduced due to improved livelihoods – including IDPs – are now again in need of humanitarian food assistance. Others who were not receiving any food aid now require assistance. Last year’s Humanitarian Needs Overview (HNO) recorded 5.5 million people in need, out of which approximately 49 percent were female. Women are particularly affected by the consequences of the conflict, sudden and protracted displacement in Darfur, and in areas of West Kordofan, South Kordofan and Blue Nile. The economic situation also carries a significantly negative impact for women and girls, with an increased risk of girls leaving school and entering into early marriage.

1.3. Critical assumptions, risks and threats

In 2019, humanitarian needs are most likely going to be aggravated by the precarious economic situation, which remains unstable and unpredictable. With the economic crisis, the malnutrition rates will likely increase, particularly for children under 5 years old. The on-going and rapid drawdown of the African Union/United Nations Hybrid operation in Darfur (UNAMID) adds both protection risks and challenges to the overall stability. IDPs who have sought protection in the vicinity of the UNAMID compounds will become more vulnerable.

IDPs and refugees, especially women and girls, continue to face severe protection risks. Harassments and intimidations, and the prevalence of rape and occasional killing, are all constant threats for displaced people when pursuing livelihood activities. The issue of land tenure, including occupation of land by third parties, and the presence of explosive remnants of war (ERW) impede displaced people from finding durable solutions. In most of Sudan, and particularly in the Two States where no camps are allowed, tensions, linked to limited resources and services, regularly flare up between the host population and displaced people.

The risks for humanitarian operations in Sudan remain multiple, related to general insecurity and limited capacity due to underfunding. There also remains a need for the international community to commit to early recovery efforts and, in some areas, sustainable and long-term development initiatives to adequately address the needs of the people. The risk of corruption continues to be significant. Systemic corruption is present in all sectors and all levels of government, with Sudan ranking 175 out of 180 on Transparency International’s list.

1.4. Strategic objectives and priorities of the Humanitarian Response Plan

In 2019, the Multi-Year Humanitarian Strategy (MYHS) enters its third and final year. The strategy is a commitment by the humanitarian community to better address long-term humanitarian needs by increasing the resilience of affected populations. By including links to UN’s development plan – the UNDAF – at both output and outcome level, humanitarian and development goals are clearly aligned. At the same time, the strategy reaffirms the commitment of the humanitarian community to prioritise a timely humanitarian response to new crises.

Each year, the MYHS is complemented by Humanitarian Response Plans (HRP), which includes annual updates on needs, activities, budgets and targets. At time of writing, the HRP for 2019 has yet to be published.
2. IN COUNTRY HUMANITARIAN CAPACITIES

2.1. National and local capacities and constraints

The Sudanese government agency in charge of humanitarian affairs is the Humanitarian Aid Commission (HAC), represented both at federal and state level. Several governmental bodies, such as HAC, the National Intelligence and Security Services (NISS), the Ministry of Foreign Affairs and local authorities, are all decision-makers with a considerable impact on the humanitarian response. There were noticeable improvements in 2017, tied to the negotiations with the US on the lifting of economic sanctions. This was followed by both a tightening of the regulatory framework and large discrepancies between HAC on federal and state level. As the US is again re-engaging, this time on the delisting of Sudan from the State Sponsors of Terrorism, humanitarian access, or the management thereof, is foreseen to be made lighter. It remains a constant tug of war, with HAC federal having consolidated power in the latest government reshuffling and change is number of ministries and agencies.

The Government of Sudan has had a long-term focus on nationalizing all humanitarian interventions through the so-called Sudanisation Plan. Though HAC exercises considerable control over all aspects of civil society, it is also clear that the government sees the advantages of having NGOs strengthening the weak or non-existent basic social services, especially in rural areas.

The economic crisis and continued macroeconomic challenges are severely restricting households’ purchasing power and will lead to higher assistance needs. In addition to localised conflict, displacement, food insecurity, malnutrition, disease outbreaks and climatic shocks, it is the current macro-economic situation which is increasingly putting a strain on people’s coping mechanisms.

The Humanitarian Country Team led by a Humanitarian Coordinator has hereto been the highest country-level coordination platform. Comprising of UN agencies, national and international non-government partners and the Red Cross/Red Crescent movement, it is set up to provide the usual policy and strategic guidance. In 2019, the repositioning of the UN Development System, which includes a restructuring of the RCO and transferring the title of Resident Representative to the UNDP, will offer new reality on the ground. It is not yet clear what the implications are going to be vis-à-vis the RC/HC’s role in the sense that is supposed to be strengthened but at the same time is financially diminished. It will also remain to be seen how much the New Way of Working and humanitarian-development-peace nexus are going to be part of the overall reform. In Sudan, the UNCT and the donor community including Sweden have played an active role in jointly developing four Collective Outcomes. There is an on-going effort to review the overall coordination mechanisms to also make room for the development partners without jeopardising the humanitarian principles. It is too early to say if these processes in-country will be slowed in response to the greater reforms. The first quarter of 2019 should inform how the structures as well as roles and responsibilities are managed.

The key traditional donors remain the same on the humanitarian side, the United States, the United Kingdom, ECHO, Sweden, Norway and Switzerland. Among non-traditional donors Qatar is estimated to be one of the largest. In all likelihood, the coming HRP will be both inflated and underfunded. The funding level of the Sudan Humanitarian Fund (SHF) has consistently decreased in the last few years, shrinking the funding available to NGOs, and will struggle to meet growing needs – born out of the economic crisis – on the ground. For the fifth year in a row, Sudan is considered a forgotten crisis by ECHO.

2.2. Access situation

In 2017, new directives were shared by HAC on the procedures and guidelines for the humanitarian response in Sudan. As a result, significant improvements in access were observed throughout 2017 and 2018, including to previously inaccessible areas in Jebel Marra, South Kordofan and Blue Nile. Areas controlled by non-state armed groups are excluded from the guidelines and remain largely inaccessible, with likely severe humanitarian needs yet to be confirmed. HAC has, however, recently approved a UN initiative to deliver humanitarian assistance to people living in these areas. The UN are now awaiting a confirmation from SPLM-N on their stance towards allowing access to humanitarian aid to areas under its control. Mines and explosive remnants of war continue to hamper humanitarian operations. Poor road conditions, especially during the rainy season, combined with the fuel shortage that began in early 2018, are obstructing humanitarian actors from reaching affected populations.

Despite these improvements, the operational environment for humanitarian actors continues to be challenging, primarily due to lack of capacity and constant bureaucratic impediments. When a project proposal has been approved by a donor, the proposal needs to be approved by the line ministries and HAC at state level before it is finally approved by HAC at federal level. Any delays in this process, which usually takes no more than one month, might embroil planned activities. Especially activities that are season-sensitive.
3. SIDA’S HUMANITARIAN RESPONSE PLAN

3.1. The role of Sida

The initial value for Sudan in 2018 (110 MSEK) saw a slight increase compared to 2017 (90 MSEK). This increase was partly based on the elevated numbers of people in need in Sudan, but also on a general increase in the appropriations of funds allocated to Sida’s humanitarian strategy in 2018. In 2018, no major amendments were carried out in relation to the partners receiving financial support, and the level of funds disbursed to each organization. Just like previous years, the Sudan Humanitarian Fund (SHF) remained the major recipient of Sida’s humanitarian funding in Sudan in 2018.

To address the elevated level of food insecurity in Sudan, Sida decided to top up its support to WFP in Sudan. By providing WFP with financial support from both Sida’s humanitarian strategy (40 MSEK) and the development cooperation strategy for Sudan (30 MSEK), Sida supports WFP in maintaining its capacity for life-saving emergency response while enhancing longer-term programmes that promote resilience.

3.2. Response Priorities 2019

While the security situation in Sudan has improved, the economic crisis has resulted in elevated levels of food insecurity. People who were previously viewed as relatively resilient have, due to the rise in food prices and prolonged dry spells in parts of the country, been pushed back into higher levels of need. In 2019, greater emphasis and financial support will thus be allocated to the food and nutrition sectors. Due to the deteriorating scale and scoop of food insecurity, Sida will, through the Strategy for Sweden’s development cooperation with Sudan, seek to complement the humanitarian assistance by supporting organizations that work to strengthen the resilience of vulnerable households and communities.

Still, situations of chronic conflict and political instability prevail across Darfur and the Two States. Unilateral ceasefires have been signed between the Sudanese government and armed groups, but the underlying causes of the conflicts remain unaddressed. In these regions, civilians are particularly vulnerable and protection risks are endemic. In 2019, Sida will for that very reason continue to prioritize organizations currently present in the Jebel Marra region, in Darfur, and the Two States.

These regions, Jebel Marra and the Two States, will also be prioritized for follow up during 2019. Additional focus will be put on how Sida’s partner organizations are working on bridging the humanitarian and development divide by providing affected populations with the opportunity of becoming self-reliant.

3.3. Partners

International Committee of the Red Cross (ICRC): Until all agreements with the federal line ministries have been signed, the ICRC remains limited in regard to the scope and scale of their humanitarian response. Sida will continue to support the ICRC, and if possible, top up its support to the organization if and when they receive the clearance from the respective line ministries. Main priorities in 2019 include to step up its assistance activities – boosting food production, carrying out water-and-habitat activities and supporting physical rehabilitation facilities – and sustain its efforts to ensure the protection of people affected by armed conflict or other violence in areas to which it has access.

Save the Children Sweden (SCS): Children affected by fighting remain exposed to various protection risks such as exposure to violence (including SGBV). The overall objective of the project is to protect girls and boys affected by conflict in North and Central Darfur from abuse, exploitation and violence through preventative and remedial interventions.

Sudan Humanitarian Fund (SHF): Sweden has been supporting the Pooled Fund in Sudan since its creation. The SHF continues to be an important and strategic partner allowing for funds to be quickly disbursed and allocated when humanitarian needs are present or emerging.

Swedish Red Cross (SRC): Together with the Sudan Red Crescent Society, SRC will focus will focus on providing lifesaving assistance through a holistic set of emergency response interventions across the health, WaSH and nutrition sectors in West Kordofan.

UN Humanitarian Air Service (UNHAS): Limited infrastructure, vast distances and high road insecurity make air transport the safest mode of transport in Sudan. UNHAS offers safe, reliable, cost-efficient and effective passenger and light cargo transport for the wider humanitarian community to and from areas of crisis and intervention.
UN International Children’s Emergency Fund (UNICEF): UNICEF is, inter alia, providing lifesaving support to vulnerable children in Jebel Marra, Blue Nile and South/West Kordofan, which is in line with Sida priorities. At the same time, UNICEF seeks to strengthen linkages between humanitarian, development and peacebuilding efforts in the context of chronic poverty and underdevelopment. For 2019, there will be a continuation of the response reaching children in high risk zones affected by epidemics, conflict, the effects of climate change and economic crisis, including people on the move.

UN Office for the Coordination of Humanitarian Affairs (OCHA): OCHA plays a crucial role in Sudan, being the main coordinating body, communicating and collaborating with the authorities and supporting humanitarian partners.

World Food Programme (WFP): WFP remains one of the best positioned actors to respond to the elevated levels of food insecurity. WFP will continue to adapt its portfolio to life-changing interventions while maintaining life-saving activities and a strong emergency-response capacity.

3.4. Strategic funding in protracted crises

Due to the deteriorating humanitarian situation in Sudan, Sida will not commit to new multi-year projects. Instead, Sida will put greater emphasis on life-saving assistance in regions where the humanitarian needs are most severe. In the two previous initial allocations, in 2017 and 2018, three multi-year projects have been approved:

Church of Sweden (CoS): In 2018, Sida approved a two-year project that enables Norwegian Church Aid (NCA), the partner organization of CoS, to better respond to the increasing needs of the South Sudanese refugees in South Kordofan and South Darfur.

Islamic Relief (IR): In 2018, Sida committed to a two-year project, which seeks to address life-saving needs while simultaneously addressing long-term displacement in Nertiti, Central Darfur.

Swedish Mission Council (SMC): International Aid Services (IAS) is the implementing partner of SMC in Sudan. Following the recommendation of the 2016 external evaluation, a 3-year programme was approved in 2017, which will provide IAS with the opportunity to increase the level of sustainability in their WASH activities.

In 2019, further follow up is needed to evaluate if and how the multi-year projects have been able to successfully achieve transformative gains and thus increased resilience for the targeted populations.

3.5. Synergies with long-term development assistance

Sudan has long been considered a strictly humanitarian context. Each emergency has traditionally been met by a short-term humanitarian response – albeit a response with increasingly less funds made available. Sudan is currently both a pilot country for the UN New Way of Working as well as being a pilot country for the EU in operationalising the humanitarian-development nexus. Most actors in Sudan, organisations and donors alike, are involved in a broader dialogue pushing for a response that successfully bridges the humanitarian and development divide. With only a few donors in Sudan engaged in long-term development cooperation, however, humanitarian actors are still left trying to fill the nexus void. This means that the lack of development funding in Sudan results in an increased humanitarian caseload. By not providing the affected population with the opportunity of going beyond the “cusp of recovery”, they will not be sufficiently resilient to resist, absorb and recover from future shocks (e.g. the next lean season). Though development support is certainly required in Sudan, the humanitarian community will also need, where possible, to adjust and fine-tune its response to allow for the affected population to become less vulnerable.

There is an on-going dialogue between the relevant units within Sida as well as through the Embassy to make sure that Swedish funding does its best in understanding both the challenges but also possibilities of the nexus approach. In the Strategic Plan (2019-2021) for Sida’s development cooperation in Sudan, Sida recognises the importance of targeting the poorest and most vulnerable people through activities that increase the resilience of households and local communities. In 2019, Sida will continue to work on finding complementarities between Sida’s humanitarian strategy and the development cooperation strategy for Sudan. Through close cooperation, Sida has the possibility to efficiently and effectively bridge the humanitarian and development divide.
### Recommended partner for Sida support

<table>
<thead>
<tr>
<th>Partner</th>
<th>Sector/focus of work (incl. cross sectoral/multipurpose programming) and response modalities (e.g. in-kind, services, CVP or a mix)</th>
<th>Proposed amount</th>
</tr>
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<tbody>
<tr>
<td>ICRC</td>
<td>WASH, Food Security</td>
<td>10 MSEK</td>
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<tr>
<td>OCHA</td>
<td>Coordination</td>
<td>3 MSEK</td>
</tr>
<tr>
<td>Save the Children</td>
<td>Child Protection</td>
<td>4 MSEK</td>
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<tr>
<td>Sudan Humanitarian Fund</td>
<td>Multi-sector</td>
<td>60 MSEK</td>
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<tr>
<td>Swedish Red Cross</td>
<td>Health, WASH, Nutrition</td>
<td>5 MSEK</td>
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<tr>
<td>UNHAS</td>
<td>Logistics</td>
<td>8 MSEK</td>
</tr>
<tr>
<td>UNICEF</td>
<td>Child Protection, Emergency Education, Nutrition, WASH</td>
<td>10 MSEK</td>
</tr>
<tr>
<td>WFP</td>
<td>Food Security, Livelihoods</td>
<td>20 MSEK</td>
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<td></td>
<td><strong>TOTAL:</strong> 120 MSEK</td>
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</table>

### SIDA’S MULTIYEAR HUMANITARIAN ASSISTANCE TO SUDAN

<table>
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<tr>
<th>Recommended partner for Sida support</th>
<th>Sector/focus of work (incl. cross sectoral/ multipurpose programming) and response modalities (e.g. in-kind, services, CVP or a mix)</th>
<th>Category</th>
<th>Year decided</th>
<th>Proposed amount</th>
</tr>
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* The project targets South Sudanese refugees, and is therefore part of the allocation for the South Sudan Crisis. **TOTAL:** 27,8 MSEK