Each year, Sida conducts a humanitarian allocation exercise in which a large part of its humanitarian budget is allocated to emergencies worldwide. This allocation takes place in the beginning of the year as 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 bases its allocation decisions on a number of objective indicators and parameters of which the most important are related to the number of affected people, vulnerability of affected people and level of funding in previous years. One of the indicators is also related to forgotten crises in order to ensure sufficient funding to low profile crises. 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 2017, Sudan is allocated an initial 90 MSEK in January 2017. Close monitoring of the situation in Sudan will continue throughout the year to determine whether additional funds should be allocated.

1. CRISIS OVERVIEW

Sudan is currently facing two major overlapping challenges, which affects the level of humanitarian needs within the country. On the one hand, continued armed conflict in Darfur, South Kordofan and Blue Nile leads to widescale population displacement, and on the other hand, climatic and socio-cultural conditions give rise to high levels of food insecurity and malnutrition. The most recent figures estimate that 5.8 million people of Sudan’s 38 million big population are in need of humanitarian assistance and 3.2 million people are believed to be displaced.

1.1. Conflict

Considering that the majority of humanitarian needs in Sudan stem from conflict-induced displacement, the pattern of needs do closely follow and mirror the patterns of conflict. Darfur continues to be the region most severely affected by conflict, with some people entering their 14th year as displaced. The conflict, which is rooted in competition over land and resources, has taken on multiple dimensions; a range of armed groups and criminal networks are operating in the region with widespread and unpredictable violence, affecting mainly civilians. In Jebel Marra, in Central Darfur, the resumption of violence and hostilities between the Sudanese Armed Forces (SAF) and the Abdul Wahid faction of the Sudan Liberation Army (SLA/AW) has led to the displacement of between 160,000 to 195,000 civilians in various locations of Darfur since the beginning of 2016. Conflict in South Kordofan and Blue Nile continues to have serious humanitarian consequences and large areas, in particular those under opposition control, are not accessible to humanitarian agencies. International Humanitarian Law (IHL) violations are regularly reported but only partially documented.

The ongoing crisis in South Sudan has resulted in an increased influx of South Sudanese refugees, primarily in East Darfur, White Nile, South Kordofan, West Kordofan, Blue Nile and Khartoum States. In early 2017, the number of South Sudanese refugee arrivals (since December 2013) is estimated to be over 300,000. This number is expected to increase further due to the current development in South Sudan. In addition, Sudan is also hosting around 140,000 refugees and asylum seekers (registered by UNHCR) from other neighbouring countries, mainly Eritrea.

A majority of the identified populations in need are affected by conflict against which IHL violations are reportedly committed by the conflicting parties. Displaced people are at high risk of physical abuse and exploitation. The major protection concerns are conflict-related violence, particularly attacks against civilians, gender based violence, child protection and assistance to the displaced in view of the lack of durable solutions. Critical levels of Global Acute Malnutrition (GAM > 15 per cent) are spread throughout the country, in particular in North and South Darfur and in Red Sea State. The latest figures available (November 2016) show that 2.1 million children under five are currently suffering from Global Acute Malnutrition.
1.2. Natural Disaster

In addition to conflict, natural hazards such as floods and droughts are exacerbating the situation and further driving displacement, food insecurity and related humanitarian needs. The 2015 weather pattern, caused by El Niño, resulted in poor crops. The 4.6 million people who are currently suffering from food insecurity, and the 2.1 million children who are suffering from acute malnutrition, are particularly vulnerable, and challenged, by the unpredictable rainfall patterns. The full impact of El Niño is expected to last at least until 2017. Estimated figures point toward an increase in food insecurity, possibly increasing the number of people requiring food assistance and livelihood interventions with an additional 1.8 million people, particularly in the worst affected areas of Darfur, the Kordofan region, Blue Nile and White Nile States.

Floods, usually caused by exceptionally heavy rains and flash floods, as well as widespread floods caused by overflow of the Nile and other rivers, are common in Sudan in rainy season. Flash floods, which are usually generally short in duration, do regularly cause major damage to villages and agricultural land in the proximity of rivers and drainage zones. Beginning in early June 2016, heavy rain and flooding have affected over 161,000 people and destroyed 14,000 houses in Sudan; mainly in Kassala, Sennar, South Kordofan, West Kordofan and North Darfur.

1.3. Strategic objectives identified in the Humanitarian Response Plan

The Humanitarian Needs Overview (HNO) will be carried over from 2016, partly due to the late launch of the HNO in 2016 and partly to avoid further delays with the Humanitarian Response Plan (HRP) process for 2017. The 2016 HRP was not launched until July 2016. The delay was due to a lengthy disagreement between OCHA and the Government of Sudan (GoS) on the figures of some of the target groups (IDPs, refugees) rendered in the HRP. In 2017 the HRP will, for the first time in Sudan, be developed into a strategic multi-year plan (2017-2019) with annualised objectives and budgets. A task force, led by OCHA, has been created to proceed with the development of the HRP and stakeholders (including donors) have been consulted. The HRP is planned to be launched in April, 2017. Meanwhile, donors and implementing partners will have to lean on the 2016 HRP strategic objectives and figures:

- Protect lives and fundamental well-being of civilians affected by conflict or natural disaster
- Strengthen self-reliance and facilitate durable solutions, including through integration and voluntary return
- Ensure life-saving emergency relief is provided to the most vulnerable people affected by conflict and disaster
- Reduce food insecurity and malnutrition to below emergency levels

The response strategy targets internal displacement, refugees, malnutrition and the impact of El Niño.

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. Centrally HAC has recently been transferred as a coordinating body from Ministry of Internal Affairs (MIA) to the Ministry of Welfare and Social Security. HAC is reporting directly to the vice president and is also chairing the Higher Committee for Humanitarian Aid. The national security apparatus has a strong control over HAC. Humanitarian operations are further complicated by a fragmented approach between HAC federal and state authorities (sometimes when HAC federal issues travel permits they are not respected at state level), different approaches between states, and several departments of the Government (HAC, MIA, National Intelligence and Security Services (NISS), MoFA and local authorities) are all making decisions with an impact on humanitarian action.

Today there are approximately 220 humanitarian organizations operating in Sudan. More than half of these organizations are national NGOs. In 2012 the Government launched a “Sudanisation Plan”, with the aim of nationalising all humanitarian interventions. The plan was expected to be fully implemented by the end of 2016 but INGOs are still present and the Government has yet to launch a post-Sudanisation plan. The positive aspect of the Sudanisation plan, in terms of building capacity of national actors and staff, does also pose some challenges. The quality of national humanitarian staff/organizations varies widely. The limitation of INGOs to select their national cooperation partners and to some extend the geographical area wherein they
would like to operate (based on needs assessments made), forces organizations to recruit staff on the basis of nationality, and in some case ethnic affiliation, rather than the set of skills required; this goes against the principles of independence and impartiality. In the past the government has also expelled several humanitarian organizations and high level positions, the last one being the head of OCHA in May 2016.

2.2. International operational capacities and constraints

Despite some recent incremental improvements in access, the operational environment for humanitarian actors in Sudan continues to delimit the possibility of addressing humanitarian needs. The Government of Sudan persists on imposing access constraints, and areas to where access one day is granted may very well be constrained the following day. In order for humanitarian personnel and organizations to be able to operate in Sudan several different types of visas, stay permits (both inter- and intra-State) are required, and technical agreements need to be signed for each and every specific project, which often delays the implementation of humanitarian assistance. The arbitrary process of receiving all documents needed increases the inability to efficiently deliver humanitarian assistance and to monitor programme implementation. Inter-agency assessments and independent verification of needs are increasingly difficult to conduct, especially in areas of conflict, making it close to impossible to assess and address the humanitarian needs of people in a comprehensive manner. Humanitarian personnel are unable to easily monitor project activities and visit field operations, even in areas where their organization is implementing programmes and/or are present. In early January, 2017, the U.S. administration announced the end of a 20-year economic embargo on Sudan, provided, but not limited to, that the Sudanese government were to improve humanitarian access to people in need. Time has yet to tell the actual impact of the eased sanctions.

2.3. International and Regional assistance

The Sudan HRP has persistently been underfunded by an average of 44 per cent between 2012 and 2015. This gap is projected to increase as humanitarian needs have continued to rise, while global humanitarian funding has stabilised at approximately US$10 billion per year. Half of the donors to Sudan decreased humanitarian funding in 2012 and many continued to reduce spending or cease funding altogether in the subsequent years. Despite decreasing support from half the donor base, overall funding to the HRP remained stable. Non-country aid, such as the CERF and private donations have, together with the major donors (the US, the UK and ECHO), been able to bridge the financial gap. The US alone accounted for 51 per cent of the total humanitarian funding in Sudan in 2015.

Between 2012 and 2015 the funding level of the Sudan Humanitarian Fund (SHF) has decreased by 33 per cent, consequently shrinking the funding available to NGOs.

3. SIDA's HUMANITARIAN RESPONSE PLAN

3.1. The role of Sida

- **Earlier assistance and results:**
  In 2016, the SHF continued to be the major recipient of Sida’s humanitarian funding in Sudan, constituting approximately 60 per cent of the initial 2016 allocation for Sudan. UNHCR remained the second biggest recipient in 2016, followed by the Swedish Red Cross (SRC), ICRC, UNHAS, Swedish Mission Council (SMC), Save the Children Sweden (SCS) and OCHA. Overall, the initial allocation for Sudan in 2016 was 95 MSEK, which corresponds with the amount allocated to Sudan in 2015. Throughout the year two additional allocation processes were conducted, where Sudan was allocated an additional 30 MSEK (SHF 18 MSEK and UNHCR 12 MSEK).

Six Rapid Response Mechanism (RRM) projects were implemented during 2016, with the aim of addressing sudden onset humanitarian needs in Sudan; caused by, for example, conflict-related displacement and flooding.

- **Lessons learnt:**
  In 2016, an external evaluation was conducted to assess the effectiveness of the International Aid Services (IAS) WASH programme in Sudan, which Sida is currently supporting through the Swedish Mission Council (SMC). The evaluation was to provide recommendations on how IAS can work to improve its humanitarian programming, based on lessons learned from the five most recent years (2012-2016) of the project’s activity period. The evaluation has been welcomed by all parties involved (IAS, SMC and Sida) and the
recommendations presented will now be followed up in accordance with the management responses prepared by SMC and IAS.

Despite previous indications, the planned withdrawal of Sida field presence in Sudan will be repealed. Sida will thus continue to deploy a Programme Specialist who will be based at the Embassy in Khartoum. 30 per cent of the positions ToR will be earmarked for work assignments within the field of humanitarian assistance.

- **Synergies with longer-term development assistance:**

Sida’s development cooperation with Sudan amounts to 60 MSEK annually and the current Swedish results strategy for development cooperation in Sudan is valid throughout 2016. A new strategy is planned to be developed in 2017. The main focus of development cooperation is conflict prevention, human rights with a special focus on women, children and sexual and reproductive health and rights and strengthening democracy through civil society. Due to the current political climate in Sudan, development cooperation funding is very limited, and the funds available are not channelled through the government system.

The conflict dynamics and the government’s engagement in conflict affected areas discourage traditional donors from engaging in long-term funding to areas such as Darfur. There are thus limited resources to support early recovery interventions, and long-term capacity-building interventions in stabilised areas. However, given the protracted situation in Sudan, development cooperation and humanitarian support exists in parallel and there are opportunities for development efforts to build on gains achieved through humanitarian interventions. Sweden is currently engaged in supporting peace-reinforcing community based recovery interventions in Darfur through a UNDP managed multi-donor trust fund, the Darfur Community Peace and Stability Fund (DCPSF). Efforts are made to increase synergies between these interventions, and with the interventions carried out with humanitarian funding through the Sudan Humanitarian Fund. Through the development strategy, Sweden has also entered into a partnership with UNICEF, providing unearmarked support to their Child Protection programme. Through the support, UNICEF are able to flexibly use the funding for both development and humanitarian interventions, depending on priorities and needs. UNICEF will also be able to complement humanitarian interventions with long-term structural measures to maximise sustainability.

### 3.2. Response Priorities 2017

The focus of Sida’s humanitarian support will be in line with the priorities of the Multi-Year HRP (MYHRP) 2017-19. However the HRP is not expected to be finalised until April, 2017, which is when Sida’s humanitarian allocation and its division between partners in Sudan already have been defined. Adjustments can be made in relation to the Sida humanitarian Mid-Year Allocation process if needed.

The humanitarian situation in Sudan has deteriorated during 2016. The higher than expected figure of the South Sudanese refugee influx, the acute water diarrhoea outbreak, the El Niño weather phenomenon, floodings during the summer and the re-eruption of the conflict in Darfur (Jebel Marra area) with close to one hundred thousand people being internally displaced as a result, have put pressure on the whole humanitarian community in Sudan. It is likely that Sudan, in 2017, will continue to face sudden onset emergency situations and new displacements in the short term. Lack of humanitarian access will most likely continue to be restricted, in particular in parts of Darfur and the Two Areas (South Kordofan and Blue Nile), which will increase the stress on people in need of humanitarian assistance.

The MYHRP 2017-2019 will continue to address urgent, life-saving needs to stabilise or reduce mortality and morbidity. At the same time, Sudan also faces other humanitarian needs for which longer-term development oriented work can break the cycle of vulnerability, in particular when addressing protracted displacement, significant rates of GAM and when reducing food insecurity. The MYHRP will allow for better strategizing of the non-life saving part of the humanitarian response to the protracted crisis in Sudan by setting annual benchmarks, allowing for the design of some activities with a long-term view. Sida should also take this approach in consideration when assessing partners’ proposals to allow for interventions corresponding to the multi-year objectives of the HRP.
3.3. Partners

As a consequence of increased humanitarian needs worldwide, the initial funding allocated to Sudan in 2017 (90 MSEK) will slightly decrease in comparison to the previous two years (95 MSEK/year). Further prioritization is thus needed, where focus will be on making sure that the activities of selected partner organizations correspond to the humanitarian needs identified in the HNO/HRP, both in regard to geographical areas and sectors.

**International Committee of the Red Cross (ICRC):** The possibility for ICRC to operate in Sudan remains limited, and negotiations with the Sudanese Government are still ongoing. Considering the important role of ICRC in conflicts, and previous scales in operations, it is important that Sweden continues to support the organization, and remains ready to scale up should prospects for engagement improve. *Suggested allocation: 3 MSEK*

**United Nations 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. *Suggested allocation: 2 MSEK*

**Save the Children Sweden (SCS):** SCS is one of few actors who currently have access to the Jebel Marra region in Central Darfur. The suggested intervention aims to protect girls and boys affected by conflict in North and Central Darfur through pre-ventative and remedial interventions, which corresponds well with Protection Objective 1, in the 2016 HRP. *Suggested allocation: 4 MSEK*

**Sudan Humanitarian Fund (SHF):** Sweden has been supporting the Pooled Fund in Sudan since its creation. The Fund continues to be an important and strategic partner allowing for funds to be quickly disbursed and allocated when humanitarian needs are present or emerging. *Suggested allocation: 58 MSEK*

**Swedish Mission Council (SMC):** International Aid Services (IAS), the implementing partner of SMC in Sudan, has been intervening in Sudan since 2002. Following the recommendation of the 2016 external evaluation, a 3-year programme has been proposed, which will provide IAS with the opportunity to increase the level of sustainability in their WASH activities. *Suggested allocation: 4 MSEK (2017); 4 MSEK (2018); 4 MSEK (2019)*

**Swedish Red Cross (SRC):** SRC has been contributing, and is looking to further contribute, to the overall capacity development of the Sudanese Red Crescent Society through the National Community Health Volunteer Programme (NCHVP). *Suggested allocation: 4 MSEK*

**UN Humanitarian Air Service (UNHAS):** Limited infrastructure, vast distances and high road insecurity make air transport the safest mode of transport in Sudan. UNHAS continues to be severely underfunded and is only eligible to receive funding from the Humanitarian Fund when critical gaps need to be addressed. *Suggested allocation: 5 MSEK*

**United Nations High Commissioner for Refugees (UNHCR):** Unearmarked funding to UNHCR in Sudan will allow for the organization to respond to sectors (Protection, Emergency shelter and Refugee multi-sector) that historically have been heavily underfunded in Sudan. *Suggested allocation: 10 MSEK*
### Sida’s humanitarian assistance to Sudan in 2017

<table>
<thead>
<tr>
<th>Recommended partner for Sida support</th>
<th>Sector/focus of work (incl. integrated or multi-sectorial programming), financing modality (e.g. inkind or cash-based)</th>
<th>Proposed amount (MSEK)</th>
</tr>
</thead>
<tbody>
<tr>
<td>ICRC</td>
<td>IHL, protection, food security, health, resilience</td>
<td>3</td>
</tr>
<tr>
<td>OCHA</td>
<td>Coordination</td>
<td>2</td>
</tr>
<tr>
<td>SCS</td>
<td>Child protection</td>
<td>4</td>
</tr>
<tr>
<td>SHF</td>
<td>Multi-sector</td>
<td>58</td>
</tr>
<tr>
<td>SMC (implemented by IAS)</td>
<td>WASH</td>
<td>4 (multi-year)</td>
</tr>
<tr>
<td>SRC</td>
<td>Health, capacity building, resilience</td>
<td>4</td>
</tr>
<tr>
<td>UNHAS</td>
<td>Logistics</td>
<td>5</td>
</tr>
<tr>
<td>UNHCR</td>
<td>Protection, emergency shelter, refugee multi-sector</td>
<td>10</td>
</tr>
<tr>
<td><strong>TOTAL: 90 MSEK</strong></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

#### 3.4 Strategic Funding in protracted crises

The humanitarian crisis in Sudan stems from factors ranging from conflicts to natural disasters, where many regions of the country, as a consequence, have suffered for decades. A three-year Humanitarian Response Plan is under development, which will open up for interventions seeking to find more durable solutions. One of the main recommendations in the external evaluation of the IAS WASH programme in Sudan was for IAS to improve the level of sustainability in its programming, and Sida was encouraged to fine-tune its humanitarian funding to allow for more sustainable impacts. A three-year programme, corresponding to the multi-year HRP, will enable IAS to focus on reaching outcomes that will help in bridging the humanitarian/development divide within the WASH sector in Sudan.

**Sources**
- ECHO: Humanitarian Implementation Plan (HIP) Sudan and South Sudan, 2016
- OCHA: Humanitarian situation reports and updates