

Mid-term review of the Swedish Development Cooperation Strategy for Sudan

Report from the systems analysis workshop, 16-17 February 2016, Stockholm



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Executive summary

Sudan is Africa's third largest country. The country is rich in minerals, including oil. However, poverty, frequent drought and floods and regional conflicts, particularly in Darfur, South Kordofan and Blue Nile regions, as well as the lack of democracy and respect for human rights and widespread corruption are major obstacles to development. Moreover, a number of outstanding issues still remain to be solved between Sudan and South Sudan.

Since 2005, Swedish support was channelled to support the implementation of the Comprehensive Peace Agreement (CPA) between northern and southern Sudan. After South Sudan became independent in July 2011, no new cooperation strategies for the two countries were developed until 2014. In the meantime Swedish bilateral cooperation with Sudan was concentrated on peace building in Darfur (DCSPF) and on gender equality (UN Women). Under the current strategy, Sweden continues to

Sweden's Results Strategy for Sudan recognises the challenging operational context in the country, with a limited allocation of SEK 59,600,000 in 2015 and a stated focus on *'rapid, strategic projects of a limited nature to contribute to desired results at critical stages'*. The Strategy contributions support three implementing partners – UNDP, Unicef and the European Union (EU) through three multi-donor mechanisms. The UNDP administered Darfur Peace and Stability Fund (DCPSF) provides support to local peace initiatives primarily implemented by international NGO's and local organizations. Sweden also contributes via UNICEF as well as an EU civil society facility. Furthermore, Sweden provides support through the humanitarian appropriation as well as the civil society appropriations. Sweden's Results Strategy for 2014-2016 established the following result areas:

1. Strengthened ability to prevent conflicts and achieve reconciliation in Darfur through local peace initiatives.
2. Greater knowledge and opportunities for women to assert their human rights, including sexual and reproductive health and rights, and greater respect for children's rights.'
3. Enhanced civil society capacities to promote increased respect for human rights and thereby contribute to stronger democracy.

Sudan is a complex and rapidly changing context and, at the mid-term of the Swedish strategy implementation, it is essential to determine the Swedish strategy's on-going relevance and whether portfolio contributions are 'on track' to deliver the stated objectives.

An important step in this process has been the use of a **'systems analysis framework'**, undertaken with support from the OECD. A workshop was held in Stockholm from the 16th to the 17th February, 2016 that used the systems analysis framework to develop a shared understanding of the complex and inter-connected risk landscape in Sudan. The workshop also highlighted the key assets that people and society need to withstand and manage recurrent and emerging crises. This approach assisted Sida to better understand the outcomes and impacts of Sweden's portfolio contributions at different layers of Sudanese society. It also facilitated a better understanding of the cross-sectoral linkages across the portfolio, in order to determine the extent to which contributions are effectively and efficiently contributing to the achievement of strategic aims and highlighted Sweden's comparative advantage within the Sudan context.

This report presents the key findings and recommendations from that analysis at both a strategic and programmatic level, along with a number of suggestions for Sweden's engagement beyond the life of the current strategy.

These findings from the analysis are detailed in Section 3.0 of this report, with full details of the recommendations in Section 5.0. A summary of the key strategic recommendations include:

1. **Increase engagement with implementing partners** to leverage Sweden's contribution to multi-donor mechanisms and thereby ensure that they effectively contribute to the achievement of Result Area outcomes, as well as Swedish cross-cutting perspectives.
2. **Strengthening programming at national and sub-national levels** should be a priority. This is especially important to address increasing concentration of wealth and power at a national level and to address the further marginalisation of vulnerable communities.
3. **Undertake joint humanitarian and development analysis and planning; and advocacy** on issues related to meeting the needs of the most vulnerable people and humanitarian access. There are also additional opportunities to ensure that global and regional programmes, as well as Sweden's international political engagements on gender and peace and security, contribute to Result Area outcomes.
4. Further efforts should be made to **engage sectoral advisors and other key focal points within Sida** in the Sudan strategy. This will be a key aspect in order to ensure that Sweden can leverage its investments in multi-donors funding mechanisms, and ensure that the limited investment in Sudan have a catalytic impact.
5. **Gender equality and women's rights should be strengthened** across all Result Areas; **and environmental issues should be better integrated** as they have considerable impact on poverty, food security, long-term economic growth and the peace process in Sudan.

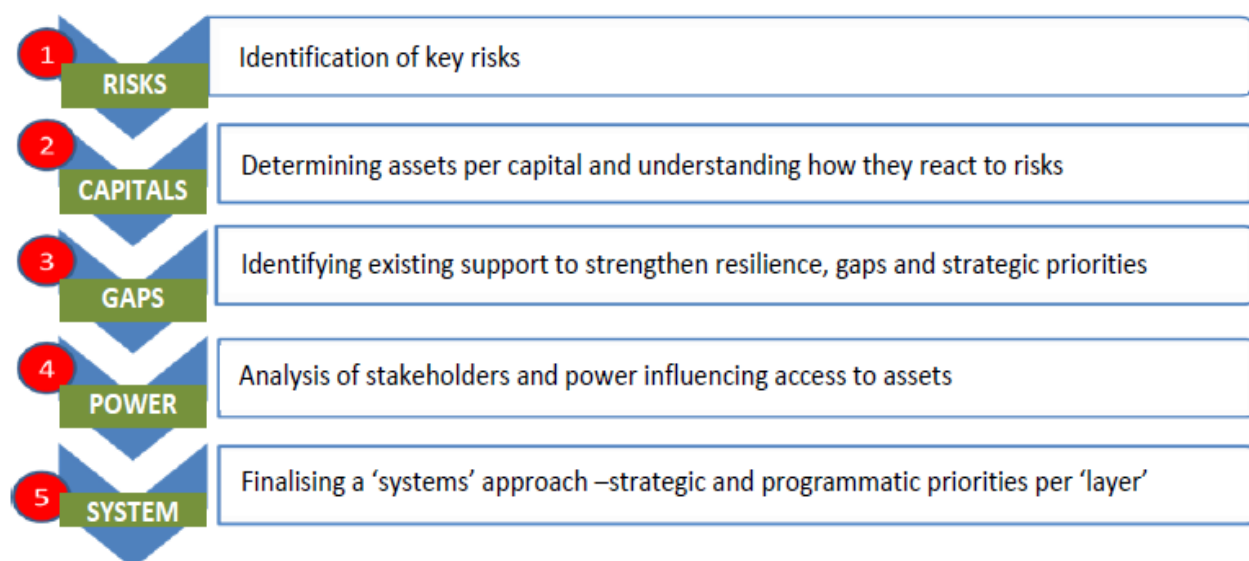
1.0 System analysis framework

This workshop aimed to support the mid-term review (MTR) of the 2014-2016 Results Strategy for Sweden's International Development Cooperation with Sudan and to improve strategies and programme outcomes and ultimately, people's overall wellbeing in the face of increasingly complex, interconnected and evolving risk landscapes. Specifically, the workshop aimed to support the objectives of the MTR by:

- Building a shared understanding of the changing risk landscape in Sudan, the complexities and inter-linkages of different risks and how they interact with the stated aims of Sweden's development cooperation strategy, especially in light of the on-going conflict related challenges in Darfur and other regions, including South Kordofan and Blue Nile and the national dialogue process started in October 2015; as well as issues relating to the launch of the government's plans in 2012 to nationalize humanitarian interventions;
- Identifying how the changing risk landscape impacts upon key components of people's well-being at different 'layers' of society and how those multi-dimensional aspects of people's well-being impact on the achievement of Sweden's result areas;
- Determining the extent to which Sweden's strategy and portfolio of programmes is relevant, effective and efficient in the face of these impacts;
- Providing strategic recommendations for Sweden's strategy, programmes and partnerships on the basis of an updated context analysis and an understanding of the impact of risks on key components of people's wellbeing, including considerations for effectively integrating gender and environment/climate outcomes within Sweden's current and future strategy.

The review used a systems analysis framework, developed by the OECD, which follows a five-step process, as outlined below:

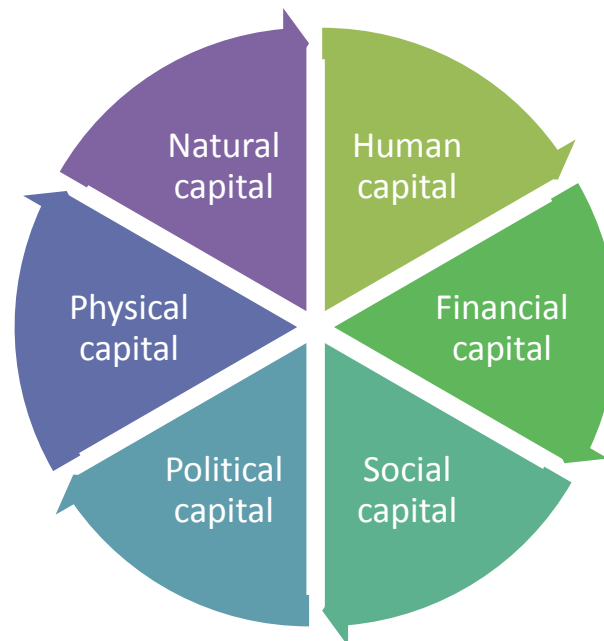
FIGURE 1: OECD SYSTEMS ANALYSIS FRAMEWORK



A key aspect of the analysis focused on building a common understanding of the complex risk environment in Sudan and how this inter-connected and multi-dimensional risk landscape impacts upon the key 'assets' that vulnerable communities use to manage risks and ensure their overall well-being. The OECD framework

categorises these assets according to six inter-linked ‘capital groups’, based upon a sustainable livelihoods framework as per Figure 2, below:

FIGURE 2: WELL-BEING CAPITAL GROUPS



The next step in the analysis involved the country team identifying what to do about the relative strength or weakness of these assets, and the degree to which Sweden’s portfolio contributions impact upon the capacity of different layers of Sudanese society – household, community, sub-national and national – to absorb or adapt to risks, or transform the system so that it is no longer exposed to critical risks. Consideration was given to how interventions at one layer of society impact upon the risks, stresses and capacities at other layers of society.

Workshop participants assessed current portfolio contributions, their linkages across sectors and different layers of Sudanese society and highlighted where there might be gaps within the current portfolio to either further strengthen an asset that is already demonstrating some resilience in the face of identified risks, or to address the weakness of an asset, where it has been shown to react poorly to risk. Also taking into consideration where other donors are supporting and in many cases implementing a joint donor approach.

The final step in the analysis involved the participants identifying opportunities for Sweden’s development cooperation strategy for Sudan, based on the participants’ understanding of Sweden’s comparative advantage, previous programming experience and the strategic objectives they are aiming to achieve.

It is worth noting that workshop participants found the systems analysis methodology challenging. In part, this might be explained by the demands of applying a multi-sectoral lens that emphasises the capacities for well-being that exist within Sudan; or due to perceived weaknesses in the methodology itself. These challenges were exacerbated by a lack of detailed knowledge of the Sudan context and Sida’s portfolio more generally amongst a majority of the participants. This lack of knowledge was a serious constraint in undertaking a mid-term programme review and consideration could be given to strengthening knowledge of the Sudan context and portfolio within Sida – particularly amongst methods staff and sectoral advisors.

Full details of the outcomes of the analysis are included in Annex 1 of this report.

2.0 Context analysis

2.1 Overall context for Sudan

Sudan is Africa's third largest country. The country is rich in minerals, including oil. However, poverty, frequent drought and floods and regional conflicts, particularly in Darfur, South Kordofan and Blue Nile regions, as well as the lack of democracy and respect for human rights and widespread corruption are major obstacles to development. Moreover, a number of outstanding issues still remain to be solved between Sudan and South Sudan.

Sudan is also an extremely complex operational environment for both donors and implementing agencies. The Government of Sudan restricts the operations of international aid organizations and imposes administrative restrictions on agencies, while also restricting access in conflict areas that impedes the delivery of humanitarian aid and development programs executed by partners.

Sudan hosts one of the highest numbers of internal refugees in the world and 5.4 million people out of a population of 35 million (about 13 %) are estimated to be in need of humanitarian assistance, predominantly caused by continued armed conflict in Darfur, South Kordofan and Blue Nile which erupted in 2003. Today, the crisis in Darfur is characterised by the progressive fragmentation of both the various belligerent groups, increased violence and the emergence of local militias in many communities; and the participation of all of the above in inter-communal conflicts over natural resources and power. Moreover, there is a gradual breakdown in day-to-day security. And violence is forcing people to abandon their homes and livelihoods, undermining the production and supply of food, resulting in acute and multiple humanitarian needs. While UNAMID's mission has been extended several occasions since 2008 and currently runs until 30 June 2016, it has not been able to effectively fulfil its mandate.

The ongoing challenges related to violence and conflicted are exacerbated by serious shortcomings in Sudan with regard to respect for human rights. Central government control of the population is strong, civil society organisations and parts of the political opposition are being repressed and freedom of expression is limited.

Addressing this highly complex set of challenges in Sudan and strengthening people's ability to better withstand recurrent shocks and stresses requires a better understanding of the **evolving and inter-connected risk landscape** and of the **skills, capacities and assets at different layers of Sudanese society**.

More detailed analysis of the Sudan context is included in the Portfolio Analysis in Annex 2 of this report

2.2 Identification of priority assets

Within this context, participants analysed key assets that they identified as critical for the well-being of the Sudanese society – the resources at household, community, sub-national and national level that are important in helping the society to address and manage multi-dimensional risks and contribute to overall well-being. These assets were categorised according to 'capital groups', however it is important to note that many assets can contribute to a number of capital groups. For the purpose of this analysis, the country team classified the assets under their most relevant capital.

The results are synthesized on the following page in Figure 3.

FIGURE 3: KEY ASSETS PER CAPITAL GROUP FOR SUDAN



2.3 Impact of risks on priority assets

Having considered the key constructive assets that are critical for well-being at different levels of Sudanese society, participants identified and mapped critical risks and stresses within the Sudan context that impact upon the key assets for each capital group. The stresses in bold in the table below were identified as having a significant impact on undermining assets and over-all well-being in the Sudan context. For full details of the analysis, and specific details of how these risks impact on the identified assets, please see Annex 1.

TABLE 1: KEY RISKS AND UNDERLYING STRESSES IN THE SUDAN CONTEXT

Floods & droughts	Conflict & violence	Food insecurity	Disease	Economic risk	Lack of protection & human rights
<ul style="list-style-type: none"> • Climate change • Weak institutions • Conflict • Limited preparedness & response capacity • Weak governance • Limited preparedness & response capacity 	<ul style="list-style-type: none"> • Competition for land & resources • Inequality of wealth & power • Gender inequality • Geopolitical factors • Domestic political market economy • Lack of democratic governance • Breakdown of traditional conflict resolution • Weak institutions • Limited livelihoods • Lack of RoL • Climate change • Fragmented opposition • Pressure of hosting displaced persons • Limited access to services • Ethnic tension • Disruption pastoral migration 	<ul style="list-style-type: none"> • Lack of land tenure • Gender inequality • Inflation • Climate change / el Nino / drought • Lack of sustainable large scale farming • Tension & conflict between farmers & pastoralists • Limited livelihoods • Limited service infrastructure • Displacement • Urbanisation • Human & animal disease & morbidity • Limited access to health & WASH services • Conflict & violence • Lack of education 	<ul style="list-style-type: none"> • Gender inequality • Chronic & acute malnutrition • Limited access to health services • Lack of political will • Limited access to WASH • Lack of environmental management • Limited access to vet services • Displacement • Lack of investment in basic social services • Climate change 	<ul style="list-style-type: none"> • Sanctions • Low oil prices • Limited livelihoods • Urbanisation • Corruption • Lack of transparency • Lack of economic diversification • Economic power concentration (centre/ periphery) • Lack of WEE • Gender inequality • Lack of institutional trust • Displacement • Land degradation & deforestation 	<ul style="list-style-type: none"> • Gender inequality • Weak RoL • Deliberate disregard for IHL & HR • Displacement • Lack of democratic governance • Cultural norms • Lack of access to education • Lack of access to justice • Corruption • Inequality / power imbalance • Means of warfare • SGBV • High levels of violence • Weak institutions • Urbanisation • Sharia laws

3.0 Findings from review of current portfolio

Establishing a common understanding and shared analysis of the key assets and critical risks affecting Sudan was a crucial first step of the review, which then allowed participants to give further consideration as to how Sweden's portfolio contributions address these risks, and/or contribute to strengthening the assets that build resilience and meet the objectives of the Swedish Results Strategy for Sudan. The key aim of the Sudan strategy is focused on reducing the risk of a return to conflict/increased levels of conflict. Sweden's support is also intended to promote respect for human rights and thereby strengthen democracy in Sudan.

The findings below start by highlighting the extent to which sectoral aspects of the current portfolio contributions are aligned with and contributing to Sweden's stated strategic objectives. The analysis focused, in particular, on the extent to which these contributions are reinforced at different layers of Sudanese society, recognising that they are unlikely to be effective unless there are strong mutually reinforcing linkages at these different layers. This analysis is reflected in Table 2, however, further details of each of the portfolio contributions can also be found in Annexes 1 & 2 of this report.

A key aspect of strengthening resilience involves working across sectoral and programmatic 'silos'. As such, the participants analysed the linkages **between** Result Areas, exploring both the inter-dependencies between sectoral contributions, as well as the extent to which cross-cutting perspectives are integrated across the portfolio. The contribution of, and linkages to, Sweden's humanitarian portfolio were also considered in this analysis, as was the role of a diverse set of stakeholders – both as implementing partners and as key actors who may influence the ability of people to access the resources they require to be more resilient to the range of identified shocks and stresses and improve their overall well-being within the framework of Sweden's strategy.

3.1 Relevance of current portfolio contributions to meeting the objectives of Sweden's Results Strategy for Sudan

Sweden's Results Strategy for Sudan recognises the challenging operational context in the country, with a limited allocation of SEK 59,600,000 in 2015 and a stated focus on '*rapid, strategic projects of a limited nature to contribute to desired results at critical stages*'. This allocation is disbursed to three implementing partners as per the table below:

Disbursement per agreement partner (in thousands SEK)	2014	2015
EU		15 000
UNDP	21 000	21 000
UNICEF		23 600

These contributions support multi-donor mechanisms which, considering the operational context, represents good practice, with the potential to strategically leverage Sweden's development assistance. That said, there was limited evidence that Sweden is fully capitalising on these investments to effectively influence the focus and outcomes of these mechanisms and thereby ensure that they contribute to the stated objectives of the Results Strategy. In addition, further thinking may be required to ensure that there are stronger strategic linkages between portfolio contributions within the Results strategy, Sweden's global programmes, and international political engagement on peace, security, rights and gender.

3.1.1 Result Area one: Strengthened ability to prevent conflicts and achieve reconciliation in Darfur through local peace initiatives

Result Area 1 has a specific focus at the sub-national level within the Darfur region and an emphasis on supporting local peace initiatives within this region. The strategy primarily relies on the contribution to the UNDP administered Darfur Peace and Stability Fund (DCPSF) to achieve this result, with a small further contribution from Unicef's work with child soldiers. This significant reliance on a single multi-donor mechanism potentially poses significant risk to the achievement of the result. That said, Sweden has supported the DCPSF since 2009 and the fund supports a number of initiatives that have demonstrated good outcomes, including a reduction in levels of violence in West Central and South Darfur, where many of the interventions are focused.

The DCPSF is primarily focused at the community level, with an emphasis on community based conflict resolution mechanisms, supported by programming to improve livelihoods and strengthen local governance and access to services. Participants recognised that limited linkages to wider peace process mechanisms at the sub-national and national levels, including the national dialogue process and the Darfur Peace Agreement (DPA), may limit the overall effectiveness and sustainability of outcomes from the DCPSF and, therefore, ultimately progress toward the achievement of Sweden's stated aims. In addition, the focus on improving livelihoods, governance and the strengthening of access to services needs to be better integrated into wider sectoral initiatives to ensure that outcomes are sustainable, rights-based and equitable and also contribute to Sweden's cross-cutting perspectives.

3.1.2 Result Area two: Greater knowledge and opportunities for women to assert their human rights, including sexual and reproductive health and rights, and greater respect for children's rights

As with Result Area 1, there is a significant reliance on a single contribution – Unicef's Child Protection initiative – to achieve the stated outcomes of this Result Area. In addition, Sweden's contribution to this initiative was only finalised in October 2015 and there is therefore limited evidence as to the extent to which the initiative may be contributing to the achievement of Sweden's stated outcome. That said, on the basis of Unicef's mid-term review of the initiative in 2014, there is evidence that the initiative has contributed to a strengthening of national policy and regulatory frameworks on child protection. In addition, the initiative operates at national, sub-national and community levels and is well-integrated with government services and civil society organisations to strengthen the sustainability of the initiative. As such, the initiative is likely to make a strong contribution to Sweden's aim of supporting greater respect for children's rights.

While the Unicef child protection initiative includes a focus on gender based violence, the prevention of early marriage and addressing FGM, there was nevertheless some recognition from participants that current portfolio contributions fall short of making a significant contribution to strengthening women's rights, including sexual and reproductive health and rights. While Sweden's contributions to both the DCPSF and the European Union's CSO programme include components of strengthening both women's participation and service provision for women and girls, linkages to both the Unicef programme, as well as to Sweden's political engagement in, for instance UN Security Council Resolution 1325 are weak. There may also be opportunities to ensure that Sweden's humanitarian portfolio, in particular support to UNOCHA on gender mainstreaming, as well as contributions to Save the Children, UNHCR and the CHF complement Sweden's Results Strategy to contribute to the achievement of Result Area 2.

3.1.3 Result Area three: Enhanced civil society capacity to promote increased respect for human rights and thereby contribute to stronger democracy

As with the other two Result Areas, Result Area three primarily involves a contribution to a multi-donor mechanism – the EU CSO programme for Sudan. Sweden’s support for this initiative was only agreed in November and, as with the Unicef contribution, there is therefore still limited evidence as to the extent to which the initiative may be contributing to the achievement of Sweden’s stated outcome. This initiative is primarily focused at a community level, with an emphasis on improving governance, accountability, capacity and service delivery of CSOs. While there is a focus on strengthening networks and coordination at a national level and improving dialogue and engagement with both national and local authorities, this aspect of the initiative was only incorporated into the programme in 2015 and has yet to disburse grants to support these objectives.

Participants recognised that there is need for closer engagement with the EU as the initiative develops and evolves to ensure that capacity building support for CSOs incorporates a strong focus on contributing to the strengthening of human rights and democracy, rather than just improved service provision. This will be particularly important in the Sudanese context where there is growing instrumentalisation and depoliticisation of civil society linked to nationalisation processes that emphasise civil society’s role in service provision at the expense of policy and advocacy engagement. This might include strengthening the links with the DCPSF which also contributes to Result Area three, through capacity building initiatives for CSOs on peace-building, as well as Sweden’s humanitarian portfolio and global programmes which support Save the Children to strengthen child protection policy and mechanisms.

The EU CSO programme focuses mainly at the community level, with limited engagement at the national level and limited and unclear engagement at the sub-national, or state level. During the analysis participants highlighted the increasing concentration of political and economic power at the national level in Sudan and the resulting risk of increasing disparities across the country. In this context, such a limited engagement at the national level may impact upon the sustainability of people’s ability to realise their rights; and the lack of programming at the sub-national level may exacerbate the increasing disparities between the centre and the periphery in Sudan and further undermine democratic processes and representation.

TABLE 2: CURRENT PORTFOLIO CONTRIBUTIONS, PER 'LAYER', CONTRIBUTING TO RESULT AREAS' STRATEGIC OBJECTIVES (FOR A FULL DESCRIPTION, SEE ANNEX II)

Text in GREEN = relevant humanitarian portfolio contributions 2013-2015;

Text in BLUE = relevant political advocacy/engagement;

Text in RED = global/regional contributions

Layer	Result area 1: Conflict prevention and reconciliation in Darfur	Result area 2: Greater respect for women's and children's rights including SRHR	Result area 3: Enhanced civil society capacity to promote human rights & democracy
National level	<p>SC Resolution 1325</p> <ul style="list-style-type: none"> • Advocacy 	<p>UNICEF child protection</p> <ul style="list-style-type: none"> • Policy support (technical & financial) and capacity building to key national ministries and authorities on issues related to child rights and legislation, coordination, child protection mechanisms, budgeting, participation and monitoring • Advocacy on implementation of Child Act 2010 • Advocacy on adoption of resolution on prevention of child recruitment • Engagement with SAF on child recruitment • Advocacy on need for strengthened child protection and social work services (including budget allocation) in conflict affected regions • Capacity building on coordination and monitoring of child protection services • Development of standards and SOPs (including SGBV, FGM, FCPU, CBCPN); • Child protection sub-cluster coordination <p>SC Resolution 1325</p> <ul style="list-style-type: none"> • Advocacy <p>Save the Children</p> <ul style="list-style-type: none"> • Child protection policy support & engagement <p>Save the Children</p> <ul style="list-style-type: none"> • Child protection programme (CIVSAM) 	<p>EU CS & LA programme</p> <ul style="list-style-type: none"> • Establishing & strengthening civil society networks & coordination bodies • Improved governance and accountability • Enabling policy dialogue between CS and public authorities <p>OCHA</p> <ul style="list-style-type: none"> • Coordination all humanitarian interventions – capacity building national NGOs <p>Save the Children</p> <ul style="list-style-type: none"> • Child protection policy support/ engagement to CSOs

Layer	Result area 1: Conflict prevention and reconciliation in Darfur	Result area 2: Greater respect for women's and children's rights including SRHR	Result area 3: Enhanced civil society capacity to promote human rights & democracy
Sub-national level	<p>UNICEF child protection</p> <ul style="list-style-type: none"> Prevention of child soldier recruitment <p>DCPSF</p> <ul style="list-style-type: none"> Linking community based mechanisms with higher level peace processes/ larger scale tribal reconciliation processes (SCALE UP) 	<p>UNICEF child protection</p> <ul style="list-style-type: none"> Policy support & capacity building to state level assemblies and authorities Mainstreaming of child protection into education, health, wash and livelihoods programmes Advocacy and engagement on FGM state laws Provision of social protection Partnership to scale-up birth registration Advocacy on release of CAAC from armed groups and prisons Capacity building on coordination and monitoring of child protection services in conflict-affected states Development of standards and SOPs (including SGBV, FGM, FCPU, CBCPN) State-level child protection sub-cluster coordination Advocacy on youth participation Data collection and monitoring Communication and advocacy on behavioural and social change <p>Save the Children</p> <ul style="list-style-type: none"> Child protection policy support/ engagement/ implementation at state level <p>UNHCR</p> <ul style="list-style-type: none"> Protection, multi-sector service delivery 	<p>OCHA</p> <ul style="list-style-type: none"> Coordination <p>Save the Children (CIVSAM)</p> <ul style="list-style-type: none"> Capacity building of child protection NNGOs and networks
Community level	<p>DCPSF</p> <ul style="list-style-type: none"> Strengthening of community based resolution mechanisms & peace committees Inclusive participation (especially women & youth) Livelihood & asset strengthening (including 	<p>UNICEF child protection</p> <ul style="list-style-type: none"> Integrating formal and informal social protection and child protection mechanisms Mainstreaming of child protection into education, health, wash and livelihoods programmes Social mobilisation on abandonment of FGM, early marriages and other harmful traditional practices Provision of child protection and psychosocial services (including FCPUs) 	<p>EU SC & LA programme</p> <ul style="list-style-type: none"> Improved governance and accountability Capacity building of small NGOs and CBOs Dialogue between civil society and local authorities Improved service delivery (including alternative methods) to

Layer	Result area 1: Conflict prevention and reconciliation in Darfur	Result area 2: Greater respect for women's and children's rights including SRHR	Result area 3: Enhanced civil society capacity to promote human rights & democracy
	<p>water and natural resource management committees, vocational training, market development, access to markets, negotiation of migration routes, water & pasture)</p> <ul style="list-style-type: none"> Local governance strengthening Mobilisation around clinics & schools Access to shared social services <p>UNICEF child protection</p> <ul style="list-style-type: none"> Reintegration of child soldiers 	<ul style="list-style-type: none"> Birth registration services Child protection networks/committees Youth participation and rights Life skills Legal services Child friendly spaces <p>EU CS and Las programme</p> <ul style="list-style-type: none"> Improved service delivery for women and children <p>DCPSF</p> <ul style="list-style-type: none"> Women's participation & rights Micro-credit & vocational training for women Access to social services <p>CHF</p> <ul style="list-style-type: none"> Multi-sector service delivery and protection <p>OCHA</p> <ul style="list-style-type: none"> Support on gender mainstreaming. <p>SRC</p> <ul style="list-style-type: none"> Health / sanitation project <p>Save the Children</p> <ul style="list-style-type: none"> Education and child protection service delivery <p>SMC/IAS</p> <ul style="list-style-type: none"> Service delivery WASH <p>UNHCR</p> <ul style="list-style-type: none"> Protection, multi-sector service delivery 	<p>marginalised communities</p> <ul style="list-style-type: none"> Improved livelihood opportunities Improved access to financial services and credit Engagement with youth organisations Inclusive, transparent and participatory governance Improved accountability <p>UNICEF child protection</p> <ul style="list-style-type: none"> Community child protection networks and organisations <p>DCPSF</p> <ul style="list-style-type: none"> Capacity building of CSOs/CBOs including peacebuilding and organisational capacity <p>OCHA</p> <ul style="list-style-type: none"> Coordination <p>Save the Children (CIVSAM)</p> <ul style="list-style-type: none"> Capacity building of child protection NNGOs and networks
Household level	<p>UNICEF child protection</p> <ul style="list-style-type: none"> Reintegration of child soldiers 	<p>UNICEF child protection</p> <ul style="list-style-type: none"> Awareness raising of rights and available services <p>EU CS & LA programme</p> <ul style="list-style-type: none"> Support to SGBV victims, women's rights awareness raising 	<p>EU CS & LA programme</p> <ul style="list-style-type: none"> Improved access to services Support to SGBV victims, women's rights & awareness raising

3.2 Linkages between Result Areas

A key observation from the analysis was that there are currently relatively few and weak links between Result Areas within the Sudan programme. In part, this may be due to the fact that each Result Area relies heavily on an investment in a single multi-donor mechanism. As before, this represents good practice in a challenging operational environment and considering Sweden's modest level of contributions in Sudan – however, these contributions need to be better leveraged to ensure that these mechanisms sufficiently align with Sweden's expected outcomes and contribute more broadly across Result Areas. In addition, Sweden needs to make better use of its humanitarian portfolio, its global and regional programming and its international political engagements on, for instance, gender and peace and security to strengthen linkages between Result Areas and thereby achieve expected outcomes.

At the **national level** there are opportunities to ensure that the focus on civil society policy dialogue through the EU programme in Result Area three; and the engagement with national Ministries through the Unicef initiative in Result Area two are used as entry points to link the community level activities of the DCPS programme to wider peace process mechanisms at the national level. Similarly, the focus on civil society policy dialogue through the EU programme could contribute to strengthening women and children's rights, including SRHR within Result Area two; while the engagement with national authorities within Result Area two's Unicef initiative could, in turn, contribute to opportunities for policy dialogue to promote human rights and democracy within Result Area three.

At the **sub-national level**, there are relatively few contributions, with the exception of the Unicef child protection programme in Result Area two. As per the analysis in section 3.1.3, this poses a risk that wealth and power continues to concentrate at the national level in Sudan, further undermining democracy and people's ability to realise their rights, and thereby limiting progress in achieving outcomes in Result Area three. Strengthening civil society capacities at the sub-national level may therefore be important in the achievement of Result Area three and this could also contribute to advocacy outcomes to strengthen state laws on child protection and gender issues, thereby strengthening outcomes for Result Area two. In addition, the focus on mainstreaming of child protection and gender issues within education health and other services at a sub-national level within Result Area two has the potential to contribute to conflict prevention and reconciliation processes that are more inclusive under Result Area one and thereby strengthen both tribal reconciliation processes at a sub-national level as well as community based conflict resolution mechanisms.

All three Result Areas have a significant focus at the **community level** in Sudan and the strongest linkages between Result Areas also exist at this level. In particular, there are mutually reinforcing links between Result Areas one and three – both of which contribute to strengthened governance and livelihoods at a community level. In addition both DCPSF and the EU CSO programme contribute to Result Area two through improved service delivery outcomes and rights for women and children. Finally, the focus of integrating child protection into services at a community level, along with the promotion of youth activities within Result Area two makes an important contribution to ensuring that conflict prevention and reconciliation processes and rights and democracy outcomes at this level are inclusive and take account of the needs of women and children.

3.3 Linkages with Sweden's cross-cutting perspectives

Throughout the analysis there was limited focus on Sweden's Programme Development Goals (PDGs) of poverty and rights, or the cross cutting thematic perspectives of gender equality, conflict sensitivity and climate and environment. Again, this might be explained by Sweden's approach of investing in multi-donor mechanisms in Sudan to achieve its stated Result Area outcomes. That said, the Result Areas themselves are closely aligned to a rights agenda through Results Areas two and three; gender equality through Result Area two; and conflict sensitivity through the focus on conflict prevention and reconciliation in Darfur under Result Area one.

All three Result Areas have an emphasis on community level programme interventions with a focus on marginalised communities (including internally displaced people) and on addressing poverty. However, the programmatic linkages between national, sub-national and community levels (with the exception of the Unicef programme) suggest that a critical driver of poverty and conflict – the growing disparity between the centre and the periphery in Sudan – may not be being adequately addressed within the Results Strategy.

With regard to climate and environment, the importance of natural resource management and land tenure were raised as important issues during the course of the analysis. That said, there is little evidence that Sweden has emphasised these elements with Unicef, the EU or UNDP within the multi-donor mechanisms. This may be a further opportunity to strengthen Result Area outcomes in line with Sweden's comparative advantage, particularly as environmental challenges in Sudan are often linked and mutually reinforcing, and impact on poverty, food security, long-term economic growth and the peace process.

3.4 Linkages with Sweden's humanitarian portfolio for Sudan

Sweden's humanitarian portfolio for Sudan totalled SEK 117,656,000 in 2015 – almost double the portfolio contributions included within the Results Strategy as per Table 3. As such, there are significant opportunities to strengthen the complementarity and synergies between Sweden's Results Strategy and the humanitarian portfolio. These opportunities have been recognised by the country team and a number of efforts have been made to leverage Sweden's humanitarian contributions to ensure that they contribute to the achievement of the Results Strategy.

A notable example of this is the contribution to the Unicef programme on child rights. This contribution is unearmarked and Unicef is therefore 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 maximize sustainability. Similarly, humanitarian contributions to Save the Children and UNHCR's work on child protection make an important contribution to Result Area two.

In addition, the focus of Result Area one on conflict prevention and reconciliation in Darfur builds on gains achieved through humanitarian interventions. In particular, the contribution to DCPSF under Result Area one both links to interventions carried out through Common Humanitarian Funds (CHF), while also contributing to reinforcing sustainability, resilience and early recovery, thereby reducing on-going humanitarian demand.

Despite these positive linkages, opportunities exist to leverage Results Strategy contributions to contribute to strengthening humanitarian access and ensuring that key humanitarian principles are being respected.

TABLE 3: SIDA'S HUMANITARIAN CONTRIBUTION 2012-2015

Sida's humanitarian contributions 2012-2015				
	2012	2013	2014	2015
Total (in thousands SEK)	147 281	132 347	125 590	117 656
ICRC	15 180	5 181	15 300	15 436
MSB		224	5 792	5 306
Plan International		6 594	4 489	6 228
Save the Children	6 416	4 586	4 971	6 104
Church of Sweden	2 002		0	0
Swedish Mission Council			4 418	5 962
Swedish Red Cross	8 609	5 009	7 020	7 398
UNHCR	4 944	10 761	10 608	10 006
OCHA	5 130	4 992	2 992	3 216
UNDP	105 000	95 000	70 000	55 000
WFP				3 000

3.5 Key stakeholders and partnerships

Sweden's Results Strategy for Sudan relies on contributions to multi-donor mechanisms administered by UNDP, Unicef and the EU. In a complex operating environment this approach is an important strategy for managing and 'pooling' risk with other donors. However, the relative success of these multi-donor mechanisms will be influenced by a range of actors at different levels of Sudanese society. As such, Sweden should ensure that it has an adequate understanding of the relative influence of actors in Sudan and their potential positive or negative influence at different layers of society.

During the analysis, participants therefore carried out an initial mapping of stakeholders in Sudan. Considering the limited detailed knowledge of the Sudan context, this analysis should be developed further and, in particular further consideration should be given as to the extent to which various stakeholders may contribute to, or limit, the effectiveness of the three multi-donor mechanisms and, therefore their contribution to Sweden's Result Areas.

Stakeholder mapping at the national, sub-national and community levels is represented below in Figures 4, 5 and 6.

FIGURE 4: NATIONAL LEVEL STAKEHOLDERS

Confidential

FIGURE 5: SUB-NATIONAL LEVEL STAKEHOLDERS

Confidential

FIGURE 6: COMMUNITY LEVEL STAKEHOLDERS

Confidential

4.0 Strategic opportunities for Sweden's Results Strategy for Sudan

On the basis of this analysis, the participants went on to highlight programmatic gaps and explore possible opportunities to strengthen portfolio contributions to achieving Sweden's strategic objectives. Details of this analysis are reflected in Table 4 and these aspects of the analysis are further reflected in the Recommendations section of this report.

4.1 Result Area One: Strengthened ability to prevent conflicts and achieve reconciliation in Darfur through local peace initiatives

Building on the analysis of current portfolio contributions, participants identified a number of opportunities to strengthen the achievement of Result Area one. In particular, participants recognised the need to strengthen women's participation in conflict prevention and reconciliation at all levels to support peace processes in Darfur. In addition, the need to strengthen interventions at the national level were highlighted to ensure that conflict prevention and reconciliation processes in Darfur at the community level are sustainable, inclusive and linked to national mechanisms. This included a greater emphasis on cross-sectoral linkages including environment and natural resource management, as well as strengthened land tenure systems.

4.2 Result Area Two: Greater knowledge and opportunities for women to assert their human rights, including sexual and reproductive health and rights, and greater respect for children's rights

As per the previous analysis, Result Area two includes strong linkages across different levels of Sudanese society. That said, the focus of the Unicef programme is on child protection and participants identified the need to strengthen the focus on women's rights, including SRHR. A key component of this should focus on strengthening women's economic empowerment through micro-credits and access to land. In addition the importance of access to information was highlighted at all levels throughout Result Area two.

4.3 Result Area Three: Enhanced civil society capacity to promote increased respect for human rights and thereby contribute to stronger democracy

As with Result Area one, participants highlighted the need to strengthen national level interventions to achieve Result Area three outcomes. This also included a focus on strengthening women's participation, as well as strengthening cross-sectoral linkages, especially with regard to environmental issues. The importance of access to information was also highlighted as a key aspect of increasing respect for human rights and strengthening democracy, as was the need to ensure that the EU's CSO programme is inclusive and takes account of the need of disabled people and abandoned children.

4.4 Possible opportunities beyond current result strategy

Participants identified a significant number of potential contributions where Sweden would have added value beyond the life of the current strategy – in particular at a national level, where the current Results Strategy has relatively little engagement. These opportunities, as outlined in the 'other' column of table 4 below, are largely related to governance, rule of law and legislative reform, addressing environmental and

climate change issues, women's empowerment including political and economic participation, as well as improving livelihood opportunities. Some of the identified opportunities are indeed already addressed or relevant for the current result strategy, however, the participants felt that they were areas which could be given increased emphasis and/or incorporated more explicitly in Sweden's future engagement with Sudan. However, in line with the overall strategic recommendations below, the identified opportunities and their alignment with Sweden's comparative advantage in the Sudan context will need to be explored further when developing a clear theory of change which should be at the core of Sweden's future engagement with Sudan.

TABLE 4: OPPORTUNITIES TO STRENGTHEN THE CURRENT RESULTS STRATEGY AND SWEDEN'S FUTURE SUDAN STRATEGY

	Result area 1: Conflict prevention and reconciliation in Darfur	Result area 2: Greater respect for women's and children's rights including SRHR	Result area 3: Enhanced civil society capacity to promote human rights & democracy	Other / beyond the current Results Strategy
National level	<ul style="list-style-type: none"> • Increase engagement on 1325 • Negotiation skills • Support to AU HIP • Support strengthening of UNAMID • Strengthen land tenure policy • Environmental management (including policy development and capacity building, waste management, desertification, urban planning, data/statistics) • Cadastral reform • Market development (policy support/reform) • Smart grid systems 	<ul style="list-style-type: none"> • Strengthen the national justice system / RoL • Improve access to information • Increase engagement on 1325 • Strengthen women's rights • Women's economic empowerment 	<ul style="list-style-type: none"> • National justice systems/RoL • Anti-corruption reforms • Improve access to information • Increase engagement on 1325 • Strengthen women's rights • Support to civil society engagement on environmental issues 	<ul style="list-style-type: none"> • Engagement outside Darfur • National initiatives for co-existence • Support to AU HIP • Support negotiation skills • Strengthen accountability • National justice system /RoL • Labour rights • Health and education facilities (infrastructure) • 1325 (further scale-up) • WEE • Anti-corruption reforms • Tariff reforms • Tax reforms • Environmental management • Fish production • Irrigation infrastructure • Feeder roads • Renewable energy & smart grid systems • Access to green climate fund
Sub-national level	<ul style="list-style-type: none"> • Scale up conflict prevention and reconciliation • Strengthen women's participation (1325) 	<ul style="list-style-type: none"> • Strengthen engagement on SRHR, and in particular maternity wards 		<ul style="list-style-type: none"> • RoL and 1325 • Environmental management • Sub-national level reconciliation • Include other geographical areas than Darfur • Anti-corruption
Community level	<ul style="list-style-type: none"> • Scale up DCPSF local environmental management • Strengthen accountability • 1325 & involvement of women • Water management (wells & boreholes) & other 	<ul style="list-style-type: none"> • Access to justice • Microcredits • WEE • 1325 & women's participation 	<ul style="list-style-type: none"> • Accountability • 1325 (NGOs, CBOs, gendered participation) • Support environmental CSOs 	<ul style="list-style-type: none"> • Traditional conflict resolution • Access to justice for all • DDR • 1325 (systematic approach) • Women's education • WEE (scale- up) • Local management of environmental resources

	community based service delivery			<ul style="list-style-type: none"> • Community based recovery/resilience programmes • Productive employment • Vocational training • Micro-credit • Access to productive land • Access to markets • Market development • Irrigation infrastructure • WEE (scale up) • Fish production • Maternal mortality – awareness raising & service delivery • Clinics and schools
Household level	<ul style="list-style-type: none"> • DCPSF ensuring / supporting assets • DCPSF – livelihoods support • DCPSF – income activities & strengthening self-employment opportunities 	<ul style="list-style-type: none"> • Microcredit targeting women • Women’s rights – justice, access to land, info & media 	<ul style="list-style-type: none"> • EU CS & LA programme – include people living with disability / abandoned children integration in society 	

5.0 Recommendations

The following recommendations provide an overview of findings from the analysis and aim to provide concrete suggestions to improve the quality and impact of Sweden's development cooperation strategy for Sudan. The recommendations are divided into overall strategic recommendations; specific recommendations for each of the Result Areas; as well as forward-looking recommendations to consider beyond the timeframe of the current strategy.

5.1 Overall strategic recommendations

6. Sudan is a challenging operational context and the scale of Sweden's portfolio contributions are limited. As such, it is good practice to contribute to multi-donor mechanisms – however, this approach requires greater engagement with implementing partners to ensure that these contributions effectively contribute to the achievement of Result Area outcomes, as well as Swedish cross-cutting perspectives.
7. Linkages between different layers within the Result Areas are weak, especially for Result Areas one and three. Further contributions and/or influencing implementing partners to strengthen programming at national and sub-national levels should be a priority. This is especially important to address increasing concentration of wealth and power at a national level and to address the further marginalisation of vulnerable communities.
8. The Sudan strategy has made good use of humanitarian contributions to contribute to the achievement of Result Area outcomes. Furthermore, Sweden's portfolio contributions have also contributed towards addressing humanitarian needs in Sudan, in the use of unearmarked funding and explicitly targeting the most vulnerable communities, including IDPs and conflict-affected communities. That said, this could be strengthened still further by investing more in joint analysis and planning, as well as ensuring that all opportunities for joint advocacy on issues related to meeting the needs of the most vulnerable people and humanitarian access is taken. There are also additional opportunities to ensure that global and regional programmes, as well as Sweden's international political engagements on gender and peace and security, contribute to Result Area outcomes.
9. There is limited understanding of the Sudan context or the Result Area contributions within Sida, outside of the immediate programme team. Considering the complexity of the Sudan context and the need to leverage relatively limited contributions to multi-donor mechanisms, further efforts should be made to engage sectoral advisors and other key focal points within Sida. This will be a key aspect in order to ensure that Sweden can leverage its investments in multi-donors funding mechanisms, and ensure that the limited investment in Sudan have a catalytic impact.
10. There are opportunities to better integrate Sweden's cross-cutting perspectives within the Sudan programme. In particular, the focus on gender equality and women's rights should be strengthened across all Result Areas; and environmental issues should be better integrated as they have considerable impact on poverty, food security, long-term economic growth and the peace process in Sudan.

5.2 Key recommendations per Result Area

Result Area One: Strengthened ability to prevent conflicts and achieve reconciliation in Darfur through local peace initiatives.

1. Strengthen linkages to wider peace process mechanisms at the sub-national and national levels, including the national dialogue process and the Darfur Peace Agreement (DPA).
2. Improve integration with wider sectoral initiatives to ensure that outcomes are sustainable, rights-based and equitable and also contribute to Sweden's cross-cutting perspectives.

Result Area Two: Greater knowledge and opportunities for women to assert their human rights, including sexual and reproductive health and rights, and greater respect for children's rights.

1. Contributions to Unicef's child protection programme do not adequately contribute to strengthening women's rights, including sexual and reproductive health and rights. Sweden needs to leverage its contribution with Unicef to meet these outcomes and/or diversify its contributions to meet these outcomes.
2. Result Area two should strengthen linkages with Sweden's global and regional engagements on gender equality and women's rights.
3. Linkages with Sweden's humanitarian portfolio, in particular support to UNOCHA on gender mainstreaming, as well as contributions to Save the Children, UNHCR and the CHF should be strengthened to complement Sweden's Results Strategy and contribute to the achievement of Result Area 2.

Result Area Three: Enhanced civil society capacity to promote increased respect for human rights and thereby contribute to stronger democracy.

1. Ensure that there is close engagement with the EU to ensure that capacity building support for CSOs incorporates a strong focus on contributing to the strengthening of human rights and democracy, rather than just improved service provision.
2. Strengthen links with the DCPSF through capacity building initiatives for CSOs on peace-building, as well as Sweden's humanitarian portfolio and global programmes which support Save the Children to strengthen child protection policy and mechanisms.
3. Strengthen engagement at the national and sub-national levels to address the increasing concentration of political and economic power at the national level and the resulting risk of increasing disparities across the country which risk further undermining democratic processes.

5.3 Recommendations beyond the current strategy

1. Further engagement in Sudan should be based on a clear theory of change that adequately takes account of Sweden's comparative advantage and the scale of Sweden's contribution. Further effort

should also be made to clarify the balance of meeting strategic political aims and achieving effective development outcomes and to strengthen the coherence between these objectives.

2. Consideration should be given to resuming/increasing engagement with national and sub-national governance structures through partners, if not directly (as is currently the case with the UNICEF programme); and a realistic assessment made of the impact on the effectiveness of Sweden's contributions without such an engagement.
3. Sudan is a complex context and has undergone a period of significant change since the development of the current Results Strategy. The development of a new strategy for Sudan should be based on a rigorous assessment of conflict areas, as well as other peripheral areas suffering from chronic under-investment, and further explore ways in which Swedish support can become more catalytic in nature.
4. A further engagement in Sudan could entail explicitly exploring new areas, as identified during the workshop, which are in line with Sweden's comparative advantage. This may include further engagement in addressing environmental and climate change issues, gender equality and women's political and economic participation, strengthening livelihood opportunities (including WEE), and a further emphasis on strengthening the human rights perspective through a focus on governance, rule of law and legislative reform. However, rather than developing additional results areas, there is significant opportunity to address many of the identified opportunities and gaps by strengthening the mainstreaming of Sweden's cross-cutting perspectives.

Annex 1: Risk and asset tables per capital

POLITICAL CAPITAL	Risks & stresses most affecting this asset	Impact of this risk on the asset	Relevance to Swedish portfolio	Gaps	Opportunities
Justice system / rule of law	Lack of protection & adherence to human rights, Lack of democratic governance, Weak RoL, Weak institutions, Gender inequality, cultural norm, strengthened influence of islamists & NISS	Unequal and gendered access to justice, negative impact on social contract, impunity, human rights abuses, economic stagnation	UNICEF child protection EU Support Civil Society, DCPSF Darfur CBRM,	National justice system, anti-corruption frameworks reform	<ul style="list-style-type: none"> • EU further focus on rule of law • Local justice reform • Access to justice • 1325 (NAPS & dissemination, monitoring) • Agricultural reform • Strengthened civil society
Access to land	Conflict, inequality of wealth and power, lack of protection & human rights, competition for land & resources, corruption, weak RoL, weak institutions, gender inequality	Increased marginalisation, decreased livelihood opportunities for discriminated groups	DCPSF-Darfur CBRM, CHF	Cadastral reform land tenure policy	<ul style="list-style-type: none"> • Women rights • Disability rights • Support to AU HIP • Negotiations skills • Environmental civil society support • Local environmental management
Local governance	Lack of governance, weak RoL, corruption, inequality of wealth & power, traditional vs "modern"	Exacerbates regional inequalities, negative impact on trust & social cohesion	DCPSF	1325, local environmental management	
Information / media	Lack of adherence to human rights, lack of democratic governance, authoritarian rule	Suppression of pluralism, lack of impartiality, politicisation of identity, lack of accountability	EU support to civil society Media support with other funding	Legislation for access to information/ freedom of expression	

POLITICAL CAPITAL	Risks & stresses most affecting this asset	Impact of this risk on the asset	Relevance to Swedish portfolio	Gaps	Opportunities
Peace resolutions / negotiations	Lack of political will, corruption, impunity, inequality of wealth and power	Top down process, ineffective peace process, increased risk of conflict	DCPSF		
Diversity / social cohesion	Conflict, violence, politicisation of identity, lack of democratic governance & RoL	Triggers further conflict and violence, undermines traditional & community safety nets	DCPSF - Darfur CBRM		
Political parties	Lack of democratic governance, weak RoL, corruption, political parties have background in conflict and violence, national dialogue not inclusive	Not positive change agents, decrease in trust, limited political space, bad governance, continuation of status quo		Anti-corruption framework	
Civil society	Lack of adherence to human rights, lack of democratic governance, authoritarian rule	Civil society controlled/hijacked, depoliticised, suppression of pluralism & democratic values, lack of accountability	EU support to civil society, PLAN child protection		

SOCIAL CAPITAL	Risks & stresses most affecting this asset	Impact of this risk on the asset	Relevance to Swedish portfolio	Gaps	Opportunities
Traditional conflict resolution	Conflict, violence, displacement, urbanisation, inequality of wealth and power, lack of RoL, totalitarian regime, corruption	Access to land and resources, depletion of assets, increased conflict and violence, decreased social cohesion, lack of RoL, disempowerment of women and youth	DCPSF	Sustainability, areas other than Darfur, link t sub-national and national conflict resolution, failure to address root causes of the conflict, land tenure	<ul style="list-style-type: none"> • 1325 (in relation to conflict resolution, strengthened social cohesion and address traditional practices). • Reconciliation on regional level • DDR • Micro credits • Rule of law in relation to juvenile justice • Support to AUHIP • Social cohesion and address marginalisation in other areas than Darfur • Synergies with similar programmes to DCPSF
Traditional social safety nets	Displacement, urbanisation, conflict and violence, economic stagnation, inflation, weak soial welfare system, disease droughts	Increased vulnerability, malnutrition, morbidity, SGBV including early marriage, increased inequality, decreased social cohesion, violence	DCPSF, CHF, Unicef community safety nets for children	Other geographical areas, ROL	
Loans and charitable practices	As per traditional social safety nets and practices	As per traditional social safety nets, increased dependence on humanitarian assistance, limiting access to opportunity	DCPSF, CHF	Other geographical areas,	
Kinship ties	As per traditional social safety nets and practices	Increased dependency on traditional safety nets, kinship ties & charitable practices for this and above			
Religion	Conflict, violence, weak RoL, inequality of wealth & power, weak social welfare systems, geopolitics, domestic politics/totalitarian regime, rival ideologies,	Many of the risks strengthen the role of religion, politicisation of religion, can have gendered impacts in religious interpretation, extremism	UNICEF	National initiatives for co-existence	

SOCIAL CAPITAL	Risks & stresses most affecting this asset	Impact of this risk on the asset	Relevance to Swedish portfolio	Gaps	Opportunities
	cultural norms and practices				
Trust & social cohesion	Conflict, violence, protection issues, lack of human rights, weak governance, weak institutions, weak ROL, economic stagnation, inequality of wealth & power, extremism, politicisation of groups	Decreased social cohesion, increased exclusion & marginalisation of vulnerable communities, increased violence	DCPSF, Unicef, EU	Accountability	

FINANCIAL CAPITAL	Risks & stresses most affecting this asset	Impact of this risk on the asset	Relevance of current portfolio	Gaps	Opportunities
Assets (livestock, cultivated areas, savings)	Inequality of wealth and power, pressure of hosting competition for land & resources, gender inequality, limited livelihoods, breakdown of conflict resolution, limited access to vgt services, displacement, inflation, weak role, weak social welfare, climate change , land degradation,	Depletion of assets, increased poverty & vulnerability, Migration, urbanization, conflict. deforestation	DCPSF & ICRC, CHF - support to Maintain assets;	Large scale system support Land tenure	<ul style="list-style-type: none"> • Agricultural reform, including modern farming • Productive employment support • Community based recovery programmes (humanitarian/dev synergies) • Transparent financial flows • Microcredit programmes • PFM & anti-corruption

FINANCIAL CAPITAL	Risks & stresses most affecting this asset	Impact of this risk on the asset	Relevance of current portfolio	Gaps	Opportunities
	deforestation				
Production for sale and trade	Competition for land & resources: inflation; displacement, weak rol	Lower productivity, decreased incomes	Alternative income activities (low scale)	Large scale system support, land tenure	
Formal employment Informal Employment Self-employment	Inequality of wealth and power; Competition for land & resources, gender inequality, limited livelihoods, access to health and education, inflation, lac of protection, SGBV, morbidity	Lack of opportunity, increased inequality and vulnerability, economic development hampered, armed groups	Strengthening self-employment (low scale?)		
Functional Value Chains	Lack of functional value chains,	Lower productivity, decreased incomes			
Access to credit	Inequality of wealth and power; gender inequality, weak social welfare, limited livelihoods, displacement, disruption to traditional networks,	Lack of adaptability, restricts opportunities, increases gender dependencies		Transparent financial flows	
Financial Support from likeminded countries	Relationships not stable			Transparent finical flows	
Development assistance	Sanctioned unstable	Less financial assets			
Humanitarian assistance	Geopolitics, domestic political dynamics, nationalisation of HA, gender inequality, lack of	Decreased availability, less financial assets, lack or uneven access, increased morbidity, malnutrition,		Link to long term development, weak position for UNAMID	

FINANCIAL CAPITAL	Risks & stresses most affecting this asset	Impact of this risk on the asset	Relevance of current portfolio	Gaps	Opportunities
	protection & respect for IHL, Floods, weak infrastructure.	decreased access to services, deputation of assets			
Seasonal labour migration	Economic stagnation, inflation, lack of protection	Increased exploitation, decreased income, decreased coping capacity			
Fuel subsidies	Economic stagnation, geopolitics, inflation, domestic politics	Increased inequality, social unrest/violence, reduced livelihoods.		Transparent financial flows	
Remittances	Lack of trust, sanctions, anti-terrorism	Increased poverty, and vulnerability, migration			
Income Tax/ Zakat	Corruption, lack of transparency	Increased inequality			

HUMAN CAPITAL	Risks & stresses most affecting this asset	Impact of this risk on the asset	Relevance to Swedish portfolio	Gaps	Opportunities
Education	Inequality, Weak institutions, displacement, lack of access, gender inequality, lack of livelihoods, malnutrition/illness, limited infrastructure (wash), violence, weak social welfare, SGVB, cultural norms, decreased access for	Access (+/-) Inequality of access and outcomes for marginalised groups; Increased mortality/morbidity; poverty	Save the Children – vocational training for women and youth;	Long term strategic support	<ul style="list-style-type: none"> • Improved access for women to formal education • Addressing maternal mortality • 1325 • Large scale entrepreneurship, vocational training

HUMAN CAPITAL	Risks & stresses most affecting this asset	Impact of this risk on the asset	Relevance to Swedish portfolio	Gaps	Opportunities
	international organisations.				
Health & nutrition	Weak institution and service delivery, all of above, inflation, culture norms, environmental degradation, decreased access for international organisations.	Access (+/-), gendered health outcomes; livelihoods & loss of income, impact on education and learning	UNDP – livelihoods support; UNICEF – FGM & early child marriage; Humanitarian health & nutrition programming	Long term strategic support	
Livelihood skills	Limited access to education, competition for land & resources, disruption of pastoralism, gender inequality, urbanisation, disease & morbidity, displacement, SGBV	Limited livelihoods, adaptability limited, increased risk of exclusion & inequality including gender inequality	UNDP – livelihood skills; Humanitarian- livelihood skills	Long term strategic support	
Household composition	Violence, gender inequality, SGBV, weak social welfare, labour migration, displacement	Lack of adaptability, limiting livelihoods opportunities, female & child headed HHs, Increased inequality, including early child marriages	UNICEF – targeted humanitarian assistance to vulnerable groups H		
Psychosocial strength and support	Conflict, displacement, breakdown of social structures, lack of protection, gender inequality cultural norms, SGBV, weak	Decreased coping capacity, increased individual and community vulnerability	UNICEF		

HUMAN CAPITAL	Risks & stresses most affecting this asset	Impact of this risk on the asset	Relevance to Swedish portfolio	Gaps	Opportunities
	intuitions, access to health and education, weak social welfare				
Young people	Unemployment	Recruitment to armed groups	Humanitarian & UNDP vocational training		

NATURAL CAPITAL	Risks & stresses most affecting this asset	Impact of this risk on the asset	Relevance to Swedish portfolio	Gaps	Opportunities
Water	Drought, Floods, Urbanisation, Lack of infrastructure, breakdown of trade, conflict resolution regional dimension political prioritization	Negative impact on women & children's protection, weakened livelihoods, increased health risk, conflict	SMC WASH CHF DCPSF – DARFUR CBRM Regional support to Nile river basin	Fisk production, Irrigation infrastructure	<ul style="list-style-type: none"> • Agricultural reform, including energy, civil society engagement, animal welfare, water management • 1325 • Urban planning • Sewage plants? • Access to justice • Links to global programming – legal system, conflict resolution • Environmental reform • Anti-corruption • Social dialogue
Livestock	Drought, Floods, Economic stagnation inflation, lack of vet services, conflict & violence, logistics	Weakened livelihoods, weakened export revenues and household revenue	ICRC – vaccination CHF - vaccination	Export infrastructure	
Access to land / pasture	Breakdown of trade conflict resolution, governance preference, changing land use & rights conflict, displacement, lack of skills, demographic pressure	Weakened livelihoods, deterioration of soil/productivity, human rights abuse	DCPSF-Darfur CBRM CHF	Cadastral reform Land tenure policy	

NATURAL CAPITAL	Risks & stresses most affecting this asset	Impact of this risk on the asset	Relevance to Swedish portfolio	Gaps	Opportunities
Oil / minerals / gold	Conflict, violence, geopolitics, domestic politics, economic stagnation, inequality of wealth & power, global prices	Human rights abuse and displacement, exacerbates inequality, lack of FDI, Limited economic benefit/ Pro-poor growth, conflict, health and environment impacts		tax reform Tariff's reform Labour rights	
Gum Arabic trees	Floods? Droughts! Protection? Lack of labour global prices	Weaken seasonal migration opportunities Human Rights abuses			

PHYSICAL CAPITAL	Risks & stresses most affecting this asset	Impact of this risk on the asset	Relevance to Swedish portfolio	Gaps	Opportunities
Markets and infrastructure	Weak institutions, gender inequality, (flooding) inflation, conflict, economic stagnation, inflation, droughts, animal diseases, corruption, discrimination	Under investment and destruction of infrastructure, further economic stagnation, decreased FDI, WEE	DCPSF – livestock routes, clinics and schools	No WEE, no market development	<ul style="list-style-type: none"> • Market infrastructure through DCPSF • 1325 • WEE • Environmental management (waste management, renewable energy, IT services for weather)
Telecommunications IT	Conflict, economic stagnation, inflation, legislation, tot regime, power supply, corruption	Under investment and destruction of infrastructure, further economic stagnation, decreased FDI, WEE, impact on preparedness, productivity access to information		Infrastructure, Regulatory work	<ul style="list-style-type: none"> • Humanitarian – lit latrines • Financing guarantees,

PHYSICAL CAPITAL	Risks & stresses most affecting this asset	Impact of this risk on the asset	Relevance to Swedish portfolio	Gaps	Opportunities
Health and education infrastructure	As per market infrastructure, gender inequality, inequality of wealth and power, urbanisation	Uneven gendered access to health and education, lower health and education outcomes, maternal mortality and reduced number of professionals (lack of human resources)	DCPSF – building of schools, CHF	Health and Education facilities, maternity wards	
Water and sanitation systems	Conflict, flooding, urbanisation, economic stagnation, inequality of wealth and power, weak institutions, drought, desertification	Negative impact on livelihood, health and nutrition, gendered impact including SGBV	CHF – WASH, UNHCR – WASH in camps, SMC-wells, latrines	Clean water next to settlements and in health clinics	
Road, river, sea and air transport infrastructure	As per market infrastructure, geopolitical	As per market infrastructure, limits access to health, education and markets etc	UNHAS (humanitarian)	Feeder roads	
Energy supply	As per market infrastructure traditional energy sources	As per market infrastructure, lower outcomes on health, education, negative impact on gender of women, environmental impact		Smart grid system, cooking methods	
Agricultural infrastructure	Inflation, economic stagnation, conflict, flooding, drought, poor	Decreased production further economic stagnation	DCPSF – water & dams for livestock	Irrigation systems	

PHYSICAL CAPITAL	Risks & stresses most affecting this asset	Impact of this risk on the asset	Relevance to Swedish portfolio	Gaps	Opportunities
	governance, decision making, inequality of wealth and power				
Housing	Conflict, violence, tenure, insecurity	SGBV, diseases	UNHCR – shelter in camps, CHF – shelter in camps		

Annex 2: Portfolio analysis

Country context¹

Sudan is Africa's third largest country. The country is rich in minerals, including oil. Nevertheless, the huge parts of the population live in poverty. People's livelihoods are undermined by the frequent drought as well as flooding. Additionally, the population suffer from the years of regional and internal conflicts, particularly in Darfur, South Kordofan and Blue Nile regions. There is a general lack of democracy and respect for human rights as well as widespread corruption which are all major obstacles to development. Moreover, a number of outstanding issues still remain to be solved between Sudan and South Sudan, i.e. the agreed boundaries between the countries and the status of the oil-rich border area of Abyei.

Sudan is among the countries with the highest number of internal refugees in the world. 5,4 million people out of a population of 35 million (about 13 %) are estimated to be in need of humanitarian assistance, predominantly caused by continued armed conflict in Darfur, South Kordofan and Blue Nile. Conflict between Government forces and armed groups, and inter-tribal violence drives large-scale displacement and food insecurity. Violence is forcing people to abandon their homes and livelihoods, undermining the production and supply of food, resulting in acute and multiple humanitarian needs. Approximately 3.1 million people are displaced by the conflicts. Humanitarian access is a major constraint for the delivery and monitoring of humanitarian activities in the conflict areas of Sudan which hampers the humanitarian actors' ability to fulfil their mission. 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. Another factor is instability around Sudan's borders with thousands seeking asylum and refuge in Sudan. Since the beginning of the crisis in South Sudan, Sudan is, after Ethiopia, the second largest recipient of refugees from South Sudan. In 2015 Sudan received the largest South Sudanese caseload of all countries in the region. Sudan is also the main transiting country for refugees from Eritrea.

In 2012, the Government has launched a "Sudanization Plan", with the aim of nationalizing all humanitarian interventions, although restrictions on INGO's had already been in place for several years. The plan is expected to be fully implemented by the end of 2016. As much as this is positive in terms of increased capacity building of national actors and staff, the plan poses several challenges. The limitation posed on organisations to recruit staff on the basis of nationality, and in some cases ethnic affiliations instead of skills, goes against the principles of impartiality and independence of humanitarian actors. The Government also imposes restrictions on the movement of expatriates and restrictions in working with communities which hampers donors' possibility to field visits to monitor their programmes and engage actively on dialogue on the execution of the programmes.

The civil war that erupted in Darfur in 2003 between the Government of Sudan and its allied militia, and other armed rebel groups led to the Darfur Peace Agreement signed in May 2006 under the auspices of the African Union (AU) and with support of the UN. Subsequently, the African Union deployed a peacekeeping mission to Sudan in 2006, which was replaced in 2008 by a joint African Union/United Nations Hybrid operation in Darfur (UNAMID), which is the largest peacekeeping

¹ The purpose of this portfolio analysis is to give an overview of Sida's contributions to Sudan during the period 2014-2015. Reference is made to the period 2012-2013 for comparison for Sweden's engagement prior to the current strategy period 2014-2016.

mission in the world, with close to 18 000 uniformed personnel (as reference it is important to keep in mind that Darfur is the size France).

UNAMID's mission has been extended several occasions since 2008. In 2015 Security Council extended the mandate of UNAMID until 30 June 2016. UNAMID's mandate is, among others things, the protection the civilians as well as contributing to security for humanitarian assistance and monitoring and reporting on the situation along the borders with Chad and the Central African Republic. Therefore, UNAMID is authorized, in accordance with Chapter VII of the Charter of the United Nations, to take the necessary action, in the areas of deployment of its forces and as it deems within its capabilities in order to:

- a) Protect its personnel, facilities, installations and equipment, and to ensure the security and freedom of movement of its own personnel and humanitarian workers;
- b) Support early and effective implementation of the Darfur Peace Agreement, prevent the disruption of its implementation and armed attacks, and protect civilians, without prejudice to the responsibility of the Government of Sudan.

However, UNAMID has not been able to fulfil its mandate, and is considered ineffective as a result of several factors. But the peacekeeping force offers some protection against a potential increased level of violence, particularly from government groups. It has been said that the only thing worse than UNAMID would be a UNAMID withdrawal.

At the outbreak of the conflict Darfur involved a two-tiered violence with rebel groups attacking the government, and government forces (including government supported Arab militias) attacking non-Arab communities (seen as supporting the rebel groups). Already with the peace agreement in 2006, the rebel groups were fragmented, the major groups did not sign. The progressive fragmentation of both the various belligerent groups and increased violence continues. This includes continued fighting between rebel groups and government armed forces; bombing of civilian and military targets by the government; attacks on and systematic rape of civilians by the latest generation of government paramilitary militias (the Rapid Support Force, RSF); fighting among government supported militias, and fighting among rebels, fighting between the Sudanese army and government militias; the emergence of local militias in many communities; and the participation of all of the above in inter-communal conflicts over land, natural resources and power (the situation is exacerbated by the prospects of oil and mineral deposits in the region). At the same time there is rising interplay between Darfurian and non-Darfurian armed actors in other conflict areas, especially South Kordofan and Blue Nile. Moreover, there is a gradual breakdown in day-to-day security – there is very limited law and order in Darfur today. There are few if any working rural courts, no reliable police force to curb the on-going violence against civilians.

In 10 October 2015, president Bashir launched national dialogue, a process under heavy criticism, originally planned in January 2014. In September the president issued two decrees namely; on a two-month ceasefire in several conflict areas, including Darfur and another to offer amnesty to members of the rebel groups that choose to participate in the national dialogue. The government established six committees to produce a national document in three months. The different committees are: peace and unity; economy; governance and implementation of the outcome of the dialogue; external relations; identity and culture; and freedom and basic rights. However, the Government and the opposition groups remained divided on the process of national dialogue. Thus key armed opposition groups are

boycotting the process. In October 2015, president Bashir unilaterally also announced that a referendum to determine the administrative status of Darfur would be held in April 2016 in accordance with the terms of the Doha Document for Peace in Darfur. Several of the signatories of the Doha Document cautioned the proposed referendum due to lack of an inclusive process, while other armed groups rejected a referendum.

Government officials have declared that in 2016, the IDP settlements are expected to be dismantled, raising questions and concerns about voluntariness and opportunities of return or reintegration. Despite unilateral declarations on a cease fire in Darfur and the two areas, the government engaged in a massive military campaign, including aerial bombings, in beginning of 2016, resulting in at least 40 000 newly displaced around Jebel Marra. The recent military operation has raised international concerns, both related to the lack of protection of civilians and to an unprecedented prevention of humanitarian actors to assess and cater for humanitarian needs.

	2005	2006	2013	2014
GNI per capita, PPP (current international \$)	2180	2430	3810	3920
Population, total (in millions)	32	32,8	38,5	39,4
GDP growth (annual %)	7,5	10,1	3,3	3,1
Life expectancy at birth (total years)	59,8	60,3	63,2	N.A

Source: World Bank

Swedish support to Sudan

Since 2005, Swedish support was channelled to support the implementation of the Comprehensive Peace Agreement (CPA) between northern and southern Sudan. After South Sudan became independent in July 2011, no new cooperation strategies for the two countries were developed until 2014. In the meantime Swedish bilateral cooperation with Sudan was concentrated on peace building in Darfur (DCSPF) and on gender equality (UN Women). Under the current strategy, Sweden continues to support the DCPSF. The fund provides support to local peace initiatives primarily implemented by international NGO's and local organizations. Sweden also contributes via UNICEF as well as an EU civil society facility. Furthermore, Sweden provides support through the humanitarian appropriation as well as the civil society appropriations.

The current Swedish Development Strategy for Sudan 2014-2016 established the following result areas:

1. Strengthened ability to prevent conflicts and achieve reconciliation in Darfur through local peace initiatives.
2. Greater knowledge and opportunities for women to assert their human rights, including sexual and reproductive health and rights, and greater respect for children's rights.'
3. Enhanced civil society capacities to promote increased respect for human rights and thereby contribute to stronger democracy.

The table below specifies total disbursed funds from Sida to different sectors in Sudan during the period 2012-2015. The current strategy period only entails 2014-2016 but figures prior to this are included for comparison. As indicated in the table the overall disbursement for Sudan has been fluctuating during the period from approximately SEK 150 million to 200 million. The main change is

that the humanitarian allocation has decreased since 2012. At the same time the country allocation increased slightly mainly due to the fact that Sida has approved two new programmes during the fall of 2015. During 2014 after the new strategy was approved the operationalization process delayed the actual implementation process somewhat, also it took quite a long time to set up the new contributions which meant that total disbursement from the country allocation in 2014 was limited to the DCPSF. Included in the table below is also support channelled via the Swedish CSO appropriation. In 2014, around SEK 11,5 million was implemented mainly through the Swedish Save the Children as well as through the Swedish Mission Council (SMR), while the figure for 2015 was around SEK 13 million mainly via the same organisations. The Swedish CSOs focus on peace and security as well as support to human rights and in particular children rights. SMR also has project with focus on women and sanitation. A lot of the Swedish CSO support includes humanitarian service delivery intervention throughout the country.

Disbursements (in thousands SEK)	Before Current Strategy Period		During the Current Strategy period			
	2012	2013	2014 all allocations	2014 country allocation	2015 all allocations	2015 country allocation
Total all Sectors	201 458	151 515	168 230	21 000	187 919	59 600
Demo & HR	21 783	15 045	16 102		47 754	38 6000
Humanitarian assistance	154 332	131 946	125 590		117 656	
Sustainable Society	2 500	3 086	5 113		64	
Health	1 018	386	473		332	
Agriculture	380	48	68		38	
Human Security	20 115		19 811	21 000	21 581	21 000
Market Development	186					
Education	1 145	1 004	1 073		134	
Others					360	

• Reimbursements to Sida of unutilized funds by implementing partners are excluded from table above

Disbursement per agreement partner (in thousands SEK)	2014	2015
EU		15 000
UNDP	21 000	21 000
UNICEF		23 600

The country allocation has been disbursed to three implementing partners. These are briefly presented below:

1. Darfur Community Peace and Stability Fund (DCPSF) Phase 2

DCPSF is a Multi-Partner Trust Fund administered by the UNDP. The purpose of the fund is to support initiatives that contribute to building trust between communities in Darfur, thereby contributing to the stabilization of the region to prepare recovery and reconstruction. However, it is

important to bear in mind that the “original and main” conflict between the government and government supported armed groups and rebel groups, is outside the scope of the DCPSF.

In October 2014, the Steering Committee of the trust fund decided to extend DCSPF lifespan from 2016 to 2017. This enables allocation for new projects in 2016. Sida supports the trust fund by allocating approximately SEK 21 million per year for 2014 and 2015. DCPSF has received support from Sida since 2009. Apart from Sida, the Fund receives support from other donors such as DFID, Germany, Norway, USA and Switzerland. The support to the fund is in line with the current Swedish Strategy with Sudan for 2014-16 with the objective to “strengthened ability, through local peace initiatives to prevent conflict and achieve reconciliation in Darfur”.

Despite the continued increase in political violent conflict between government forces and rebel and militia groups, the DCPSF reports a downward trend in community level conflicts, especially in West central and South Darfur where the DCPSF has targeted many of its interventions over the last two years. According to a DCSPF perception survey covering its area of activities, carried out during 2014-15, 88% felt that trust and confidence had been restored in their communities and reported a lower incidence of conflict. During the reporting period, 37 projects were implemented by 30 different partners across the five states in Darfur. This in itself can be seen as an achievement, given the very difficult circumstances to operate in Darfur. The annual report for 2015 is expected by 31 March 2016.

Examples of results since 2014 in brief (compiled from UNDP reporting):

- A total of 157 conflict resolution mechanisms and peace committees have been reported by 15 partners working across the five states of Darfur.
- 83% of community members sampled during a UNDP perception survey (part of monitoring set-up) have access to Community-based Resolution Mechanisms (CBRM).
- A total of 237 cases were submitted and addressed during the reporting period, of which 229 were resolved by 14 CBRMs at the community level. Cases submitted include theft, land encroachment and ownership, revenge, crop destruction and competition over scarce resources such as water.
- Involvement of youth and women was reported in 80CBRMs.
- 14 community based management mechanisms for natural resources were established by 3 partners. They include 10 water management committees, one pasture user committee and 3 natural resource management.

2. UNICEF Child Protection

An agreement was signed in October 2015 for support to UNICEF Sudan’s on-going Child Protection Programme for the period 2015-2016. Given that the agreement has recently been signed, Swedish support itself has not yet gained any results. The first report to Sweden is expected by 31 March 2016.

The child protection programme focuses on strengthening systems to prevent and respond to protection-related risks and vulnerabilities of boys, girls and young people, while addressing social norms to enhance the protective roles of families and communities. The main aim is to strengthen national capacity to roll-out the basic components of a comprehensive child protection system in all states in Sudan. A mid-term review in 2014-15 concluded that a strengthened policy and regulatory child protection framework was a key achievement of the programme. However, the absence of integrated and decentralized child protection preventive and responsive services remained main challenges for protection of children in Sudan. Despite results at policy level, several challenges regarding e.g. female genital mutilation/cutting (FGM/C) and early child marriages still remain. Based on the MTR findings, UNICEF revised its programme (i.e. the whole country programme) in two main

ways: i) to focus on the most deprived areas of the countries and ii) to more strategically work with the demand and supply side, and for an enabling environment.

Expected results of the Child Protection programme are:

- At-risk boys and girls including adolescents have improved access and benefit from age specific integrated psycho-social support, and child-friendly policy, legal, diversion and alternative measures to detention and alternative care (supply). *Especially to be followed by Sweden, output indicator 1.5.2: Number of girls and boys (including adolescents) who benefited from Family and Child Protection Units (segregated by age, sex and abilities) including GBV/witness/offenders.*
- Communities, families and children including adolescents equipped with knowledge and life skills to protect them from separation, violence and traditional harmful practices (demand). *Output indicator 2.5.4: Number of community based active child protection networks.*
- Evidence and comprehensive data on child protection is available and used to sharpen the child protection system and legislative framework (enabling environment). *Output indicator 3.5.1: Number of additional states have laws criminalizing FGM/C.*

3. EU CSO-Programme

An agreement was signed in November 2015 for support to EU's CSO Programme in Sudan for the period 2016-2020 (Swedish disbursements 2015 and 2016). The programme is part of EU's global CSO-Local Authorities (LA) programme that is delivered in over 50 countries in the world and has been on-going since 2007. Each EU Delegation develops the specifics of the programme based on assessments of the context and feasibilities, and projects are thereafter selected through call for proposals. Given that the agreement between Sweden and the EU has recently been signed, Swedish support itself has not yet gained any results. The first EU report to Sweden is expected by 31 October 2016. Sweden and the EU Delegation in Khartoum will agree on the reporting format including results indicators for follow-up during Q3 2016, after the selection and conclusion of agreements between the EUD and project partners.

Previously supported projects within the CSO Programme in Sudan have e.g. worked to mobilise actors at local level for improved access to health, education and other basic social services. Especially discriminated groups like women, youth, children and people with disabilities have been important target groups. Organisational support to partners for sustainable capacity development has been integrated. With the call for proposal 2015, the CSO Programme in Sudan included the following new directions of the programme: 1) a new and specific objective for targeting civil society organisations as actors for/in a strengthened democratic governance, 2) a better outreach of the CSO Programme to local levels and 3) an inclusion of piloted support to LA (not supported by Sweden).

The expected results at **global level** are:

- Improved environment and space for CSOs to operate in governance and accountability, social sectors, social economy.
- Improved CSOs capacity, professionalism, competences, structuring and joint actions, including through networks.
- Enhanced CSOs actions in policy dialogues, governance and accountability; in social and economic sectors (in policy dialogue and monitoring and in implementation as appropriate) from the local to the national level.
- Strengthened capacity of CSOs to participate in and contribute to policy dialogue and accountability processes at local and national level.
- Strengthened capacity of CSOs to effectively advocate for improved access of population and quality of services and participate in policy work.

- Access to and quality of social services improved in a systemic way, notably for disadvantaged groups and population out of mainstream services.
- Improved access to - and quality of - services for economic empowerment, notably for disadvantaged groups and population segments out of mainstream services.
- Increased documentation, sharing and dissemination of knowledge in related areas.

The objectives **in Sudan** (as per the EU call for proposals guidelines 2015) are to:

1. To support actions that build the capacities of CSOs to promote improved democratic governance through advocacy, networking and policy dialogue with a view to ultimately empower citizens.
2. To support CSOs' and community-based organisations' actions aimed at improving population access to (and benefit from) quality social services and promoting inclusive and sustainable development and growth through community mobilisation, with a particular focus on rural and remote areas.

Swedish Humanitarian support

During 2014 the total humanitarian support to Sudan amounted to approximately USD 490 million which only amounted to less than 50% of the estimated needs. During 2014 the total Swedish humanitarian support amounted to around SEK 120 million. The main part was channelled through the traditional humanitarian UN actors such as UNDP, UNHCR and OCHA (see table below). Additionally, some funding was also channelled through Swedish Civil contingencies Agency (MSB) as well as Swedish NGOs. Results from these interventions vary since it is a difficult environment to operate in and corruption is extreme. According to ECHO, the humanitarian crises in Sudan are becoming "forgotten crises". The characteristics of the humanitarian context in the country are not so much the needs but rather the difficulties to work and ensure that key humanitarian principles are being respected.

	2012	2013	2014	2015
Total (in thousands SEK)	147 281	132 347	125 590	117 656
ICRC	15 180	5 181	15 300	15 436
MSB		224	5 792	5 306
Plan International		6 594	4 489	6 228
Save the Children	6 416	4 586	4 971	6 104
Church of Sweden	2 002		0	0
Swedish Mission Council			4 418	5 962
Swedish Red Cross	8 609	5 009	7 020	7 398
UNHCR	4 944	10 761	10 608	10 006
OCHA	5 130	4 992	2 992	3 216
UNDP	105 000	95 000	70 000	55 000
WFP				3 000

Reimbursements to Sida of unutilized funds by implementing partners are excluded from table above

Major challenges during the implementation the new strategy

Sudan is an extremely complex operational environment for both donors and implementing agencies. The Government of Sudan restricts the operations of the international aid organizations. The Government imposes administrative restrictions such as delays in the issuance or renewal of visas and rejections as well as restriction of access in conflict areas that impedes the delivery of humanitarian aid and development programmes executed by partners. The Government's so called Sudanization programme poses a huge challenge to selection of aid agencies' staff and hampers the effectiveness of aid programmes in Sudan.

This has so far had limited influence on the implementation of the Swedish strategy and contributions. However, the identified complex operational environment severely limits options for both donors and partners curtailing programming and implementation. The operationalization of the strategy was late due to a delayed Sida operationalization study, which also had implications on disbursements. Deployment of development cooperation staff to the field (Khartoum) was not done until in August 2014. Additionally, the conclusion of partner mapping and selection occurred in early 2015. Sida could take a formal decision on two contributions in September and October 2015, albeit staff turnover at headquarter. With conclusion of the two latest contribution decision, Sida's portfolio in Sudan consists of three programmes' that covers all the three current Swedish strategy areas.

The partners to the DCPSF have been able to carry out project activities, and the overall programme is progressing as expected. Other two programmes are also expected to perform as expected. There is no indication of complications to the implementation of these programmes. UNICEF has a well-established partnership with Government counterparts. Several of the key issues of the child protection programme, including early child marriages and female genital mutilation, receives full support from government agencies, including the First Lady's office. The EU CSO-LA programme has been on-going in Sudan since 2007 and is part of an EU global instrument. Even if individual projects may run into problems, given the political context with controlled space for civil society, the programme as a whole is expected to contribute to results especially at local level.

Donor coordination in Sudan

Coordination among donor in Sudan has been weak and fragmented, a comprehensive poverty reduction strategy has not been elaborated mainly due to the problems encountered with the Sudanese government. There is no comprehensive information on how many donors are supporting Sudan or information about how much funding Sudan receives from abroad. Nevertheless in the fall of 2015 a Development Partners Forum started, with ambitions to improve donor coordination with participation of Dfid and others donors in Sudan. Some UN organisations such as UNICEF coordinate their efforts with for example with the Ministry of Education. Sharing of experience also works in the informal governance-group, led by USAID and the EU. Additionally the EU member states cooperate through a Head of Development Cooperation monthly meeting. Recently the Arab league established a coordinating mechanism for both development and humanitarian interventions together with some national organisations.

Coordination in the Humanitarian Sector led by OCHA and HC has been more coherent. The humanitarian sectors yearly develop the Humanitarian Needs Overview as well as the Strategic Response Plan that together entails the yearly appeal for Sudan. Main focus for the appeal has is the areas of main conflict regions such as Darfur, the Blue Nile and South Kordofan. The priority need have for the last 20 years been food security, nutrition and wash.

United States Agency for International Development – USAID, the European Commission Humanitarian Aid and Civil Protection – ECHO and Department for International Development, UK – DFID are the largest humanitarian donors in Sudan, the main part of US and ECHOs assistance still being food aid. In the humanitarian field, Sweden participates actively in the Humanitarian Donor Working Group, the Donor Coordination Group and ad hoc humanitarian briefings, in addition to bilateral partner meetings.

Sweden has a strong collaboration with other donors through the programmes supported. Together with US, UK and NO, Sweden regularly conducts field trips and engages jointly in formulating common visions and positions related to the performance and development the programme. The collaboration with EU concerning the support to Civil Society was initiated as a step to enhance the implementation of the EU Civil Society Road map, and the need for stronger collaboration amongst member countries in strengthening the civil society in Sudan. Sweden is currently initiating a dialogue with EU, within the framework of the partnership, on how civil society working with i.e. women can be further strengthened.

Annex 3: Workshop agenda

DAY ONE: Identify and account for any changes in the context since the development of the strategy		
<p>Welcome 0900-0915</p>	<ul style="list-style-type: none"> Background to Sweden's development cooperation strategy with Sudan and the overall purpose of the MTR 	Lead: Sida
<p>Sudan overview 0915-1030</p>	<ul style="list-style-type: none"> Overview of current and future challenges in Sudan to contextualize discussions and highlight changes since the beginning of the results strategy 	Lead: Sida
Coffee break		
<p>Introduction & workshop objectives 1045-1115</p>	<ul style="list-style-type: none"> Provide an overview of the OECD's systems analysis framework Clarify workshop objectives and outputs Develop a shared understanding of key terms and concepts 	Lead: OECD
<p>Critical risks & key assets in Sudan 1115-1230</p>	<ul style="list-style-type: none"> Building on the pre-analysis and 'virtual consultation', determine the critical risks and underlying stresses in the Sudan context Identify the key social, economic, natural, physical, human and political assets in Sudan 	Lead: OECD Modules 1 & 2
Lunch		
<p>Understanding the relevance of risks & assets to Sweden's results strategy 1330-1500</p>	<ul style="list-style-type: none"> Explore the relevance of the critical risks, stresses and key assets to Sweden's strategic result areas 	Lead: OECD Module 3/S1
Coffee break		
<p>Reviewing the contribution of Sweden's results strategy 1530-1645</p>	<ul style="list-style-type: none"> Mapping the contribution of Sweden's existing initiatives to development gains, considering the critical risks that impact upon Sudan's key assets 	Lead: OECD Module 3/S1
<p>Summary & wrap-up 1645-1700</p>	<ul style="list-style-type: none"> Summary and reflections from day one 	Leads: Sida & OECD

DAY TWO: How and to what extent is Sweden's portfolio affected by changes in the context since the development of the strategy		
<p>Welcome & recap 0900-0930</p>	<ul style="list-style-type: none"> Further reflections on day one analysis and recap of outputs from the day Clarification of day two objectives 	Lead: Sida
<p>Identifying gaps in addressing critical risks 0930-1100 including coffee break</p>	<ul style="list-style-type: none"> On the basis of the day one analysis, identify which critical risks are not being addressed by Sweden's existing results strategy Explore potential interventions that may address these gaps and thereby contribute to Sudan's development outcomes 	Lead: OECD Module 3/S2
<p>Assessing the relevance of and opportunities for Sweden's Sudan strategy 1130-1230</p>	<ul style="list-style-type: none"> Identifying Sweden's comparative advantage with respect to its strategic results areas On the basis of Sweden's comparative advantage, agree existing and potential initiatives to address critical risks and achieve Sweden's strategic objectives in contributing to Sudan's development gains 	Lead: OECD Module 3/S3
Lunch		
<p>Stakeholder mapping & strategic partnerships 1315-1500</p>	<ul style="list-style-type: none"> Identify key stakeholders in the Sudan context and how they influence the quality and access of Sweden's strategy and programme portfolio Mapping stakeholders' future influence on the system Assessing current and future partnerships to help deliver Sweden's results strategy 	Lead: OECD Module 4 Plenary
Coffee break		

<p>Agreeing strategic priorities and linkages at different layers in Sudan 1515-1645</p>	<ul style="list-style-type: none"> Constructing a 'roadmap' to determine what interventions need to be implemented at what 'layer' of society to help achieve Sweden's strategic objectives in each results area. 	<p>Lead: OECD Module 5/S1</p>
<p>Sweden's contribution to Sudan capacities for development 1645-1715</p>	<ul style="list-style-type: none"> Exploring how Sweden's strategy can contribute to different types of capacities in Sudan 	<p>Lead: OECD Module 5/S2</p>
<p>Summary & evaluation 1715-1730</p>	<ul style="list-style-type: none"> Recap of the shared analysis of the changing risk landscape; the relevance of Sweden's results strategy in the face of these changes; and strategic priorities now and in the future to contribute to Sudan's development outcomes Next steps Evaluation and conclusion of the workshop 	<p>Lead: Sida</p>

