Reducing Humanitarian Needs in Fragile Contexts: Development and Humanitarian Collaboration:

Operationalizing Durable Solution in *Sudan*

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Sudan Context

- **2.5 million internally displaced** and **800 thousand Sudanese refugees** in neighbouring countries need to achieve solutions to protracted displacement.

- The political transition and the Juba Peace Agreement (with ongoing negotiations) provides momentum to achieve durable solutions and forms a basis for a whole-of-government approach and whole-of-society approach.

- Lasting solutions in a context of economic, social, institutional deficits accumulated over decades of crises and pockets continuing insecurity require careful preparation, including community consultations, resolution of land and property issues, livelihood and basic service provision for IDPs, returnees and host communities.

- This period of “state-building” and “peace-building” is a realization by the international community that policy and programming need to adopt a holistic multi-stakeholder approach to support the transitional government. This is crucial for Durable Solutions, as peace will not be credible if millions of people are still displaced and to a large extent dependent on humanitarian assistance.
Since 2017, the international community has been engaging with several government institutions on promoting the concept and approach of Durable Solutions for IDPs and returning Sudanese refugee, which is grounded in the guiding principles criteria set-out in the IASC framework on Durable Solutions. This process has been guided by the Durable Solutions Working Group (DSWG).

The process started with durable solutions pilots in two locations in the Darfur Area looking at - rural and urban contexts.

Piloting Joint Data and Analysis on Solutions (El Fasher Pilot): mobilised a unique combination of the Government of Sudan, World Bank, UN, donors and INGOs to conduct a joint profiling exercise of the conditions, situation and intentions of IDPs focused on local integration.

4 Community Plans of Actions (Um Dhukun Pilot): consultations were coordinated between the local authorities, UN, NGOs and different groups of villagers, resulting in detailed plans.

These pilots have shown the value of multi-stakeholder collaboration, bringing together different levels of government, humanitarian, development and peace actors and affected populations to build sound evidence-base for durable solutions planning and to design programming for response.
Getting the Coordination Right is Crucial

• The GoS is taking the national lead (Undersecretary of the Ministry of Federal Governance) and convenes a whole-of-government coordination forum.

• Durable Solutions Working Group (DSWG), co-chaired by UNHCR, UNDP and DRC, is mandated to inform and advise, develop policy and coordinate. It consist of a small number of actors representing the UN and INGO (development, humanitarian, stabilization and peacebuilding actors) and donors.

• DSWG is placing a strong focus on data and HLP issues with sub-working groups dedicated to these issues.

• DSWG will work with and support liaison with other key entities
  • Inter Sector Coordination Group (ISCG) and Protection Cluster given the importance of protection dimensions in durable solutions
  • UNDAF focus/results groups
  • PBF Secretariat
  • Relevant Donors’ Working Group
  • UNITAMS
To support the implementation of the Sudanese peace process, there is a shared consensus by GoS and partners on the need for a better-quality evidence base to prioritize for durable solutions.

In collaboration with the local and federal government and actors across the HDPN and coordinated by the Durable Solutions Working Group – there is a substantive three step process that is being rolled out to support comprehensive solutions:

1. **Data collection and analysis on impediments to solutions:** The collected trends being generated from the durable solutions analysis across 18 localities will be representative of IDPs, returnees and host communities in 7 states, constituting the most comprehensive evidence to-date on what barriers each group faces and the specific vulnerabilities applicable to IDPs and returnees. The on-going analysis focuses on progress across the eight IASC criteria for solutions and adopts a comparative analysis with non-displaced and to capture displacement related vulnerabilities.

2. **Empowering displaced & host communities in decision making:** The projects are engaging the displacement affected communities, local authorities and agencies in a collective effort of producing locally owned action plans for short-, medium- and long-term interventions at locality level to support communities in overcoming the barriers they identify as their priorities.

3. **Targeted rehabilitation of basic services and infrastructure:** These actions may be related to improvement of infrastructure and services, land and resource management, inter-group relations, and will be in line with the IASC framework on durable solutions. These activities will guide present and future programming to directly address the priorities of IDPs, returnees and host communities, improving coordination and making more efficient use of resources.

The evidence base and trends will inform the development of Sudan’s national durable solutions strategy.
Mainstreaming Durable Solutions Across HDPN

**Durable Solutions Marker in HRP 2021:** Included a marker to assess whether a humanitarian project would only have short-term life-saving effects or whether it starts to address and support interventions towards durable solutions. The marker allows for the identification of projects that directly engage with durable solutions to improve collective outcomes and coordination. Humanitarian partners declared whether and how interventions under the HRP are linked to longer-term efforts on durable solutions to facilitate better linkages with development actors.

**Evidence and Learning:** Focus on data on IDPs and returnees and the host communities they live among their intentions and rural/urban displacement challenges, possible solutions and gaps inform durable solutions programming and policy. Indicator framework for joint reporting and monitoring progress towards durable solutions is being developed and adopted for use in surveys and assessments. Also, exploring indicators relevant for census.

**Durable Solutions Programming Principles:** Some progress has been made to promote principles among partners supports a shared understanding on durable solutions approaches.
**Way Forward – Durable Solutions**

“There is much talk about peace, but you cannot talk about peace in Sudan in isolation from durable solutions for IDPs and the issues of land and compensation. Peace cannot be reached without addressing these issues and needs to be dealt with at the political level.”

*El Fasher Profiling Evaluation 2020*

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<tr>
<th>Level</th>
<th>Actions</th>
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<tbody>
<tr>
<td><strong>Policy level</strong></td>
<td>Mainstreaming the issues of displacement in key policy/strategy documents. ie national development plans</td>
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<tr>
<td><strong>Legislative level</strong></td>
<td>Updating IDP policy , Supporting ratification of the Kampala Convention</td>
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<tr>
<td><strong>Institutional level</strong></td>
<td>Strengthening the coordination and operational dimensions of the federal-level and state level and seeking to enhance a whole-of-government approach to durable solutions. [including an inter-ministerial durable solutions committee, led by Min of Federal States]</td>
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Way Forward – Durable Solutions

• Durable Solutions is fundamentally a nexus issue and requires H + D + P actors to work together. Solving the issue of conflict and protracted displacement and moving towards stabilisation and development approaches to address the social inequalities, marginalisation and the development challenges that are the root causes of conflict.

• Scaling up of area-based, government-led, participatory, collective Durable Solutions planning and programming in areas that support solutions.

• Long-term funding, programming and processes are required to achieve solutions for IDPs, returning refugees, and the host communities in which they reside including:
  1) Solutions for camps in urban areas and peri-urban areas with a focus strengthening resilience and urban livelihood, support to sustainable urban development and infrastructure and community resilience and skills training and job creation schemes.
  2) Solutions in return areas including return and reintegration in places of origin, strengthening rural livelihood restoration and basic services.

• Capacity building on Durable Solutions and protection for relevant national and state level institutions.
Opportunities and Challenges

• **Paradigm Shift**: Humanitarian aid has been around for decades in Sudan, and it has not resulted in long-term solutions for displacement affected communities. Planning for and financing solutions must be done well before political solutions are obtained. It may seem expensive in the short-term – but it will be more cost-effective the long run and will contribute towards empowerment and self-reliance.

• **Development Planning Process**: While the commitment to support durable solutions has been set out in several planning processes and joint strategic documents, considerable efforts from DEVELOPMENT WORKSTREAM and funding mechanisms under the leadership of the Government of Sudan are required to sustainably address the challenges of internal displacement and refugee return in Sudan. This is not only a “programming issue”.

• **Lack of Multi-year Development Funding**: Still too often funding streams have to be labelled either humanitarian or development. Since humanitarian financing is easier to access for countries like Sudan, a lot of development-oriented actions are labelled humanitarian for resource mobilization purposes. Humanitarian funding is usually short-term (annual) whereas DS programming requires a multi-year approach.

• **Peace Process**: The implementation of the Juba Peace Agreement will play a critical role in finding durable solutions. As such, it is vital to achieve a comprehensive agreement including all concerned stakeholders who are not yet parties to the agreement.