The Swedish humanitarian assistance is governed by the Strategy for Sweden’s humanitarian aid provided through the Swedish International Development Cooperation Agency (Sida) 2021-2025. The Humanitarian Crisis Analysis (HCA) papers are prepared on an annual basis as one of the components of Sida’s work in humanitarian assistance worldwide.

For 2022, Sudan is allocated an initial 160 million SEK. Close monitoring and analysis of the situation in Sudan will continue throughout the year and inform possible decisions on additional funding.

1 Crisis overview

1.1 Humanitarian overview

Humanitarian needs continue to grow across Sudan. It is estimated that around 14.6 million people – around 30% of the population – will need life-saving and life-sustaining humanitarian assistance and protection in 2022. The number of people in need of humanitarian support in Sudan has increased from 9.3 million people in late 2019, to 12.8 million in late 2020, and 14.6 million in 2022. Sudan is one of the world’s largest protracted humanitarian crises. The country continues to face numerous challenges: (i) Political instability after the 2019 revolution with a military coup d’état that overthrew the civilian government in October 2021; (ii) internal large-scale population displacement triggered by conflict; (iii) climatic and socio-cultural conditions leading to high levels of displacement, food insecurity and malnutrition; (iv) the large number of South Sudanese, Ethiopian and Eritrean refugees within Sudan; and lastly, (v) the escalating economic crisis is central in intensifying the numbers of people in need where poverty levels are soaring across the country.

After Sudan’s president Omar Al Bashir was ousted in 2019 the Sudanese people inherited a country experiencing economic decline and increasing rates of inflation, reaching nearly 400% in 2021. Despite efforts made by the transitional government to improve Sudan’s economy and to advance economic development, stability and peace, humanitarian needs have continued to grow. The economic difficulties in combination with an increased and protracted displacement have resulted in alarmingly high levels of food insecurity in Sudan. More than 9.8 million people were severely food insecure at the peak of the lean season in June-September 2021.

Sudan is prone to various hazards, including localised conflict, floods, locust invasions and disease outbreaks. Investments in the underdeveloped Sudanese health system have been
minimal in recent years and Covid-19 outbreaks have further stretched the health system capacities. Covid-19 affected all states with Khartoum the most affected. The lockdown measures have negatively impacted economic activity and people’s income opportunities. Floods in 2021 have been less severe than in 2020, but COVID-19 incidence is in sharp increase and the vaccine coverage is only a few percent of the population.

1.2 Affected population

Protection risks is in the centre of the analysis of all humanitarian needs in Sudan. Vulnerable populations can be found across the country. Particularly vulnerable are identified among internally displaced persons (IDPs), refugees, returnees and irregular migrants and victims of trafficking.

The situation of the people displaced due to protracted crisis remains unsolved. There were hopes for more durable solutions for refugees, IDPs returnees and host populations through the IGAD process, which was planned to be undertaken in November 2021. However, due to the interruption by the coup, Sudan is no longer actively participating. There are nearly 3 million internally displaced people (IDPs) in Sudan at the moment. Meanwhile, the number of security incidents is rising with tribal clashes in West Darfur, West Kordofan, South Kordofan and Red Sea state. The majority of the IDPs are in the states of Darfur, South Kordofan and Blue Nile, which are also the areas where most humanitarian needs in the country are concentrated. Sudan hosts over 1.2 million refugees, including 814,000 from South Sudan. These numbers are projected to rise in 2022. In November 2020, fighting between Ethiopian federal government and the Tigray People’s Liberation Front (TPLF) flared up and resulted in approximately 65,000 refugees arriving to the eastern Sudanese states of Kassala and Gedarif. With the continued instability in Ethiopia during the fall, the number of refugees is likely to rise.

The issue of land tenure, including occupation of land by third parties, and the presence of explosive remnants of war (ERW) impede displaced people from finding durable solutions. In most of Sudan, tensions regularly flare up between the host population and displaced people linked to limited resources and services.

The outlook of the security situation in the country is at the time of writing not positive. The restoration of the transitional government appears to be fragile and the outlook for the possibility to conduct democratic elections is even more negative now than before the October coup. The economic recession and the fact that many of the planned macro-economic reforms that would lead to Sudan being given grants, debt relief and loans have been halted due to the coup, many more people are at risk of falling below the poverty line of absolute poverty.

2 The humanitarian response

2.1 National and local response

The Sudanese government agency in charge of humanitarian affairs is the Humanitarian Aid Commission (HAC), represented both at the federal and state levels. Refugee response is facilitated by the government agency Commissioner for Refugees (COR). Several government
bodies, such as HAC, the Ministry of Foreign Affairs and local authorities, are all decision-makers with a considerable impact on the humanitarian access and response. The transitional government committed to improve coordination between government agencies and humanitarian and development actors to improve humanitarian access. Though there have been policy improvements, discrepancies remain in the implementation of new directives between HAC at the federal and the state level. HAC/COR procedures and access situation after the October coup is still unclear. It is unlikely any major reforms will be possible in near time. The Sudan Family Support Programme that was put in place to support a broad segment of the population through the hardships of the economic reforms were paused after the October coup. At this moment it is unlikely it will resume in the current structure, and hence at risk of leaving even more people with a lack of resources for food and daily commodities.

2.2 International response

The Humanitarian Country Team (HCT and HCT+), led by the Humanitarian Coordinator, is the highest country-level humanitarian coordination platform. The country platforms are made up of UN agencies, national and international non-government partners and the Red Cross/Red Crescent movement participating as observers. HCT provides policy and strategic guidance, but to which donor agencies are not admitted. Parallel to the coordination platform there is a forum called HCT+ were donors receive briefs on the current situation and operations by the HCT.

Three key objectives have been defined for 2022: (i) Provide timely multi-sectoral life-saving assistance to crisis affected people to reduce mortality and morbidity; (ii) Improve vulnerable people’s access to livelihoods and life-sustaining basic services; (iii) Mitigate protection risks and respond to protection needs through humanitarian action.

In November 2021, 36.4% of the Humanitarian Response Plan (HRP) was funded (an additional 18.9% is funded outside the plan) of a total budget of $1.94 billion. The humanitarian appeal for 2022 is $2.19 billion, an increase with $0.2 billion compared to 2021. Likely, the coming Humanitarian Response Plan (HRP) 2022 will be significantly underfunded. Discussions about how priorities will be made have been had with the HCT, and a geographic and severity chart has been developed to guide organizations and donors. The key traditional donors remain the same on the humanitarian side: the US, Germany, UK, ECHO, Sweden, Norway, and Switzerland. Among non-traditional donors, Gulf countries are significant, especially with in-kind contributions. The funding levels of the Sudan Humanitarian Fund (SHF) have consistently decreased in the last few years. Implementing actors in the humanitarian sector include a large range of international and national non-governmental organisations (INGOs and NNGOs) and faith-based organisations. After the 2019 revolution, many INGOs have resumed operations and the humanitarian landscape has become much more diversified and professional through the establishment of new actors.

The security situation has been severely affected by two major changes since last year. The UN mission for protection of civilians UNAMID was suspended and replaced in 2021 by the protection of civilians’ mission UNITAMS. The number of staff in the mission was reduced to only a tenth of the previous mission’s number of staff. This has opened for non-state armed
groups to resume fighting and increased insecurity that in its turn has led to new mass displacements of civilians and people seeking refuge in Chad, South Sudan, and other neighbouring countries.

2.3 Challenges and risks for the humanitarian response

Sudan is currently experiencing very turbulent times. Frequent protests in the streets of Khartoum and other major cities are occurring daily. The transitional government put in place after the 2019 revolution was ousted through a military coup and the sovereign council was resolved on the 25 of October 2021. The sovereign council was recreated with new members, mostly from the army of the Bashir times. Former PM Hamdok was after a month of absence of government asked to return and form a new transitional technocrat government. The future is at this point very uncertain and development programmes that involves the state has been frozen or put on halt. Consequences for people may be severe as many vital sources of livelihoods and the stability of the economy is depending on development grants, loans, and debt relief. It is also uncertain if the functioning of COR and HAC will be reliable and jeopardise access and operational freedom for humanitarian actors.

Before the coup d’etat there was a positive trend for financial institutions as Sudan was omitted from the US list of countries that sponsor terrorism. International transactions of money had resumed and the black marked for hard currencies had been curbed. How the situation will evolve remains to be seen, but it is possible that hyperinflation, black markets, and lack of access to cash will return. Blockages in supply chain such as the halt of operations in Port Sudan and manifestations stopping road and rail transports from Egypt have affected both humanitarian response since essential medical supplies, food, and life sustaining non-food items have been blocked in the port. It is unclear if this will open with the coming regime or if difficulties with transporting commodities will persist.

Depending on how the new government will be perceived by non-state armed groups and the Sudanese people, a close link between humanitarian organisations including the UN and the de facto state may cause reputational damage to organisations and hamper humanitarian neutrality and impartiality. In turn, this may negatively affect access and security of humanitarian workers.

All humanitarian programming is challenged by the high risks of corruption, which continues to be significant in Sudan with the country ranking 174 of 190 countries in the world on the Corruptions Perception Index list from Transparency International in 2020. Difficulties in access to monitor programme activities may also risk that poorly conceived programmes may continue without actions taken to improve their relevance.
3 Sida’s humanitarian allocation

3.1 The role of Sida’s humanitarian support

The initial allocation for Sudan in 2021 stood at 160 million SEK. In addition, throughout the year, funding via Sida’s Rapid Response Mechanism (RRM) and end-of-year allocation summed up to nearly 240 million SEK. The end-of-year allocation of 60 million SEK in October 2021 intended to address the prevailing severe humanitarian situation for the time being with 13.4 million people in need (PiN) and an HRP funding coverage of 30%.

The support in 2021 put great emphasis on and gave financial support to food security and malnutrition with funding being allocated to both UN agencies and non-governmental organisations such as the World Food Programme (WFP) and Norwegian Refugee Council (NRC). The nutrition situation in South Kordofan and Central Darfur was supported through Action Against Hunger’s (AAH) annual project in partnership with Sida. Sida also supported the International Committee of the Red Cross (ICRC) in assisting IDPs, returnees and vulnerable residents in the areas of Darfur, Blue Nile and South Kordofan. UNHCR was funded in support of the refugee situation, mainly in the East and South part of the country.

In the aftermath of the coup d’état in October 2021 the humanitarian situation has been anticipated to further deteriorate as well as the humanitarian access to become more restricted. The value of funding implementing partners with a capacity to adapt their activities to the changing environment, became obvious to Sida.

3.2 Allocation Priorities 2022

Conflict, political instability, slow and sudden onset disasters, and poor economic conditions contribute to Sudan’s complex crisis, which will leave an estimated 14.6 million Sudanese in need of humanitarian assistance in 2022. The crisis has generated food insecurity, malnutrition, and a lack of access to basic services, particularly health services and medicines. The complex crisis has led to the internal displacement of more than 3 million Sudanese since 2010, mainly in Darfur, South Kordofan, and Blue Nile states. Sudan also hosts over 1.2 million refugees.

Sida’s humanitarian support to Sudan in 2022 will align with the priorities of the Humanitarian Response Plan. In 2022, humanitarian needs are anticipated to aggravated by the deterioration of the economy, especially in the aftermath of the coup d’état in October 2021. This means that malnutrition and food insecurity rates are expected to continue to increase. Sida will therefore continue to place great emphasis on and provide financial support to humanitarian food and nutrition sectors. In addition, protracted displacement remains prevalent in Sudan and refugees and IDPs in Sudan are an important target group, together with the host communities. The focus of Sida’s humanitarian allocation will also aim to respond to protection needs and gender-based violence, which remains highly underfunded.

Sida has the ambition to reach the people with the most urgent humanitarian needs and the most severely affected populations. To achieve this, it is important to proactively support humanitarian organisations that have an ambition to reach those vulnerable populations. In 2022, Sweden will continue to focus its humanitarian programming on some of the areas most
affected: Darfur, Blue Nile and South Kordofan, but, like previous years, parts of the allocation volume is unearmarked or softly unearmarked, giving partners flexibility to allocate resources to areas with the most severe humanitarian needs. Thus, taking into consideration the development in the eastern part of Sudan with a high concentration of refugees as well as the overall anticipated deterioration of the humanitarian situation in the country in the aftermath of the coup. The modality of the support ranges from Multi-Purpose Cash assistance to service delivery, and often include a multi-sectorial response and a mix of modalities.

3.3 Partners

The initial allocation of 160 million SEK in 2021 keeps the same level for 2022. In 2021, the portfolio had nine initial implementing partners and with two new partners adding on during the year through RRM funding. For 2022, the portfolio will be slightly consolidated, i.e. the number of initial partners will reduce to seven. This is in order to adapt to Sida’s capacity to manage the portfolio but still remain with a certain capacity to scale up in number of partners throughout the year, if needs are being indicated.

By ensuring a balanced mix of UN and INGO partners for the humanitarian allocation to Sudan in 2022, Sida endeavours to support the partner organizations in increasing the impact of their response in prioritized regions in the country, and to advance the dialogue with, and follow up of, these organizations. Meanwhile, the ambition has remained for 2022 to enter into fewer partnerships in Sudan and with an increased level of support (scale) to a few selected partners.

All partners selected for implementation of Sida’s humanitarian support in Sudan have been funded in the previous year in Sudan and thus assessed to have strong capacity to work in conflict contexts where humanitarian aid is, or risks to become, politicized, and possess the expertise in those prioritized areas of response. Only one partner, Danish Refugee Council (DRC), is new to Sudan.

The following organisations will receive funding from Sida’s initial allocation to Sudan:

**Action Against Hunger (AAH)** will through a programme-based approach implement a multi-sector programme in food Security, health, nutrition, WASH, protection, and GBV and address basic needs through multipurpose cash in Central Darfur, South Kordofan, White Nile and Blue Nile.

**Danish Refugee Council (DRC)** is a new Strategic Partner to Sida from 2022 and hence new to the Sudan portfolio. The funding is a project support in Jebel Marra in Darfur addressing needs in the sector of Protection and Food Security & Livelihood.

**International Committee of the Red Cross (ICRC)** will receive support for the organizations humanitarian appeal for Sudan in 2022 and focus on activities aiming to: promote respect for IHL; help people meet their basic needs and access physical rehabilitation and other essential services. The ICRC works with and supports the Sudanese Red Crescent.

**Islamic Relief** will receive project support to implement their activities in West Jebel Marra in Central Darfur, with an overall goal to address the immediate and short-term humanitarian needs in the area, through life saving integrated health, nutrition, WASH, Food Security &
Livelihood and protection interventions. The support is a continuation from last year’s project support.

**Norwegian Refugee Council (NRC)** successfully re-entered Sudan in 2020, following several years of expulsion from the country, and will now receive Program Based funding for the second year in Sudan. NRC’s planned interventions focus on Camp Management, Education, Information, Counselling & Legal Assistance, Food Security & Livelihoods, Shelter, WASH in Khartoum State, White Nile, Gedaref, South Kordofan, North and West Darfur with planned expansion to Kassala, Blue Nile and Central Darfur.

**United Nations High Commissioner for Refugees (UNHCR)** will receive unearmarked funding which will allow for the organization to respond to sectors such as Protection, Emergency shelter within its refugee response.

**United Nations Humanitarian Air Service (UNHAS)** offers safe, reliable, cost-efficient and effective passenger and light cargo transport for the wider humanitarian community to and from areas of crisis and intervention. Due to limited infrastructure, vast distances and high road insecurity, air transport is the safest mode of transport in Sudan. In addition, UNHAS is receiving financial support through Sweden’s development strategy with Sudan. UNHAS is operated by WFP.

### Sida’s humanitarian allocation to Sudan in 2022

<table>
<thead>
<tr>
<th>Recommended partner for Sida support</th>
<th>Sector (incl. multisector response)</th>
<th>Proposed amount (MSEK)</th>
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<tbody>
<tr>
<td>AAH</td>
<td>Multisector</td>
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<tr>
<td>DRC</td>
<td>Multisector</td>
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<tr>
<td>Islamic Relief</td>
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<td>NRC</td>
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<td>ICRC</td>
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<tr>
<td>UNHAS (WFP)</td>
<td>Logistics</td>
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<tr>
<td><strong>TOTAL</strong>:</td>
<td></td>
<td><strong>160,000,000</strong></td>
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3.4 **Strategic humanitarian funding and longer-term assistance**

Coherence between humanitarian-development-peace (HDP) efforts is essential to not only deal with and reduce peoples’ needs, risks and vulnerability, but also to strengthen their resilience and address underlying causes of crises. Sida’s work is guided by the DAC recommendation on HDP nexus. Given the high level of unmet needs in Sudan, close collaboration between HDP efforts is particularly required. Due to the increasing scale of food insecurity Sida will through the Strategy for Sweden’s development cooperation with Sudan 2018-2022, seek to complement the humanitarian assistance by supporting organizations that work to strengthen the resilience of vulnerable households and communities.
For 2022, Sweden remains one of the few donors to have both humanitarian and development funding options in Sudan. This means that Sida will continue to look at strengthening the two portfolios with joint analysis. This approach aims to progress forward to bridging the gap between the two, bringing together the triple nexus from the development side and not vice versa. Due to limited development funding in Sudan, humanitarian funding has to a certain extent been (over) stretched to also cover chronic needs (life sustaining and poverty related food security). However, many advances made in the development sector have been reversed by the freefalling of the economy and the deteriorating living conditions that have followed. Sudan has been a pilot country for New Way of Working (NWoW) but the limited development funding has been an impediment to make any significant progress on increasing the coherence between humanitarian and development efforts. There are areas within nutrition and health for instance, where both a short and a medium to longer term focus is needed, sometimes in the same geographic context and sometimes in different parts of Sudan.

Through the development strategy for Sudan, amounting to 400 million SEK per year, Sweden aims to contribute to sustainable peace, improved conditions for good public service delivery and strengthened resilience. Activities will contribute to following objectives; (1) Sustainable peace; 2) Democracy, human rights and rule of law; 3) Environment, climate, agriculture and energy.

Since the operationalization of the development strategy, one of the key priorities has been to support contributions strengthening synergies between humanitarian efforts and more longer-term development programmes, as required by the context. The strategy allows for close connection with humanitarian efforts in many areas of the strategy, particularly women and girls/public service delivery, social protection, livelihoods, and durable solutions for refugees, IDPs and returnees, food security, water and sanitation and peacebuilding. The Swedish development cooperation strategy for Sudan aims in 2022 to explore potential future partnership with some of the multi-mandated partners such as NRC, DRC and IFRC for resilience-oriented programmes.

4 References

ACAPS, Country Crisis Sudan, 2021
IPC, Acute Food Insecurity Analysis Sudan, 2021
OCHA, Sudan Humanitarian Needs Overview (HNO), 2022 (draft)
OCHA, Sudan Humanitarian Response Plan (HRP), 2022 (draft)

In addition to the sources listed above, the information in the HCA is based on reports, data, and information from partner organisations and other entities, as well as observations from field visits and dialogue with partners.