

DREF operation final report



International Federation
of Red Cross and Red Crescent Societies

Sudan: Complex Emergency

DREF operation n° MDRSD006

16 October 2009

The International Federation's Disaster Relief Emergency Fund (DREF) is a source of un-earmarked money created by the Federation in 1985 to ensure that immediate financial support is available for Red Cross Red Crescent response to emergencies. The DREF is a vital part of the International Federation's disaster response system and increases the ability of National Societies to respond to disasters.

Summary: CHF 107,354 (USD 94,027 or EUR 70,780) was allocated from the Federation's Disaster Relief Emergency Fund to support the deployment of a technical support Field Assessment and Coordination Team (FACT) to Sudan

Following the Government of Sudan's (GoS) decision on 4 March 2009 - ordering thirteen International humanitarian agencies and three national non-governmental organizations (NGOs) working in Darfur and other parts of the country to leave - concerns mounted over possible humanitarian gaps and the availability of operational, management and coordination capacities to deliver humanitarian assistance. The Sudanese Red Crescent Society (SRCS) was approached by the authorities to explore possibilities to fill some gaps, not only in Darfur State but also in the rest of the country.

Responding to the SRCS request, the International Federation deployed a Field Assessment and Coordination Team (FACT) to assist the SRCS to analyze the evolving situation, coordinate with all key stakeholders and develop a response strategy based on their mandate and capacity, and to eventually provide further technical support requested by the National Society. The FACT was deployed on 30 March 2009 and this mission continued through April to May 2009 providing a total of three reports as well as a fourth report that summarised the actual situation and provided recommendations.

The major donors to the DREF are the Irish, Italian, Netherlands and Norwegian governments and ECHO. Details of all donors can be found on:

<http://www.ifrc.org/what/disasters/responding/drs/tools/dref/donors.asp>

[*<click here for the final financial report or here to view contact details>*](#)

The situation

Following the Government of Sudan's decision on 4 March 2009 to dissolve three national non-governmental organizations (NGO's) and to revoke the registration and order the departure from the country of thirteen international NGOs, the SRCS, as an auxiliary to the public authorities, was approached by the authorities to explore filling the resulting humanitarian gaps in Darfur State as well as the rest of the country. In response, the SRCS mobilized its available resources, including organizing its volunteer base and working with partners and other operational agencies to support efforts to maintain its vital relief assistance projects.

The International Federation, working to support the National Society, closely monitored the situation and held several meetings with key stakeholders within and outside the Movement to gain a better understanding of the humanitarian impact and consequences as well as to explore the role of the SRCS within its mandate and capacities. The International Federation also deployed a Field Assessment and Coordination Team, upon the request from the National Society, to assist the SRCS analyze the evolving situation, coordinate

with all key stakeholders and develop a strategy based on their mandate and capacity, and to eventually provide further technical support as may be required by the National Society.

The United Nations and the Government of Sudan (GoS) joint assessment mission produced more reliable data on the actual consequences of the departure of the 13 international non-governmental organizations (INGOs) and three local NGOs. The various emergency interventions and measures taken by the remaining agencies in the field, the concerned United Nations agencies, with the help of SRCS scaled up its caseload of people to benefit from food distributions, and the Government of Sudan managed to deal with the *initial* and *immediate* gap that was left by the departure of the expelled organizations. In some cases, national authorities such as the Ministry of Health (MoH) covered the salaries of the former local staff of expelled INGOs. Additional management capacity was brought in from Khartoum and it was not clear how long that too could be sustained. A reason for serious concern remains as to the *sustainability* of the actual setup of the response which remains in essence a *temporary* solution until the return of the original partners or their replacement on a more permanent basis.

Red Cross and Red Crescent action

In response to the developed situation the SRCS mobilized its available resources, including organizing its volunteer base and working with partners and other operational agencies to support efforts to maintain its vital relief assistance projects. Movement partners took coherent and coordinated approach towards scaling up SRCS capacity building activities and ensure that the National Society priorities were well respected and further adjusted to the evolving situation.

The FACT deployment and assessment process initially was planned for a period of one month. The initial challenge to this operation was deployment of technical people on time due to protocol related issues; the recruited health specialist arrived in the country on mid April 2009. FACT produced three reports during the period April to May 2009. The situation had been changing rapidly on a daily basis as a result of the exceptional efforts that were delivered by the United Nations system and the various State and Federal Ministries that kept the situation under control. As per the agreement between SRCS and the Federation, a follow-up mission was deployed to assist the SRCS in verifying feasibility and refining the Plan of Action as well as the Budget, with reference to FACT reports and other available background documents. A fourth report was produced after a follow-up assessment was deployed in May 2009. The report included recommendations based on new developments on the ground.

Achievements against objectives

The proposed operation
<p>Overall Objective: Conduct an assessment of SRCS capacity and humanitarian assistance gap analysis to serve as a basis for strategic planning.</p>
<p>Objectives</p> <ul style="list-style-type: none"> • Support the SRCS in the analysis of assessments, planning and coordination with other humanitarian actors and the Government. • Assist the National Society with the formulation of a strategy to build SRCS capacity based on assessment information, relating to both the SRCS and other organizations involved. • Coordinate with all key stakeholders within and outside the Movement. • Identify priorities and help SRCS develop (or update) feasible plans in each sector based on the SRCS mandate and capacity. • Support the SRCS to explore new partnership opportunities. • Identify where and how the SRCS can upgrade its immediate operational capacity so that they are in a position to maximize operational partnerships in a sustainable manner. • Provide support in the elaboration and/or revision of a plan or appeal based on SRCS identified priorities.
<p>Activities planned</p> <ul style="list-style-type: none"> • Review available documents from the SRCS, Movement and external sources, including NGOs, United Nations agencies, Governments and Inter-governmental organizations. • Meet key organizations (NGOs, United Nations agencies, Government and Intergovernmental) working in Sudan to identify existing humanitarian gaps. • Meet with and develop a plan to provide support to key SRCS staff and partners working in Sudan. • Draft and deliver a report elaborating on the results.

Achievements

Following meetings between the SRCS, the International Federation Under Secretary General and the Head of Eastern Africa Zone, a request was formally submitted for the deployment of a FACT team. On 30 March 2009, Field Assessment and Coordination Team was deployed to provide technical support to the SRCS. The team comprised of a team leader and professionals in organizational development, health, finances and reporting. It was in charge of developing a Plan of Action to enhance the capacity of the SRCS in the likelihood of a scale up, including:

- i. Improving the SRCS's reporting capacity.
- ii. Advising on finance management procedures.
- iii. Advising on organizational development as well as the immediate restructuring.

The Field Assessment and Coordination Team was also requested to recommend on how the SRCS could be best assisted in scaling up its operations to fill the humanitarian gaps. In this regard, the team provided three reports. The first report consisted of recommendations that put emphasis on strengthening existing and developing new capacities to respond to emerging needs in the country. Recommendations in the report laid emphasis on the importance of strengthening the National Society as a requirement for successfully addressing humanitarian needs in the short and long-term. The recommendations contained in the report were based on number of "guiding principles" and four key areas identified by the SRCS, namely:

- i. Organizational development and capacity building.
- ii. Partnership development.
- iii. Financial management systems.
- iv. Quality reporting.

The second report looked at humanitarian needs and responses by other partners and developed a plan of action taking into account an analysis of the SRCS's strengths and weaknesses, as well as the opportunities and threats presented by the situation. The third report covered health issues in the country, gaps and identified priority areas where possible interventions could be planned. The FACT deployment process, including producing reports, lasted from 30 March 2009 to 8 May 2009.

The Field Assessment and Coordination Team met with several internal and external stakeholders including Movement partners such as the Sudanese Red Crescent Society, the International Committee of the Red Cross (ICRC), Partner National Societies (PNS) and the International Federation present in Sudan. The team also worked in collaboration with the Government of Sudan as well as United Nations agencies such as the United Nations Children Fund (UNICEF), the United Nations Development Programme (UNDP), the United Nations Office for the Coordination of Humanitarian Affairs (UNOCHA), the United Nations Joint Logistics Centre (UNJLC) and the World Food Programme (WFP).

The first two reports¹ were sent on April 28 2009 to all key Movement partners involved or those with an interest in Sudan. On 4 May 2009, a meeting was conducted between the senior management of the SRCS and the Federation Secretariat. The outcome of the meeting was to organize a high-level follow-up mission to Sudan to assist the SRCS in refining the Plan of Action and in determining how best to manage its possible implementation. The changing and rapidly evolving situation was also taken into the consideration. The mission comprised of the Secretary General of the National Society, the Swedish Red Cross and the Head of Horn of Africa Emergency Operations who arrived in Sudan in the second half of May 2009 and continued working until end of May 2009.

The fourth report of the mission highlighted the need for Movement partners to scale up response to humanitarian needs in Sudan including the South, protocol areas and eastern Sudan as well as emphasising an *equally important* need for a large-scale, comprehensive and sustained capacity building effort in order to strengthen the SRCS in view of the 2011 Referendum in South Sudan. This report was presented to PNS in Geneva on 4 June 2009 during the meeting on the Sudan situation.

As an outcome of the Sudan meeting in Geneva, immediate priorities were identified, including those to be followed up at country level. These priorities consisted of finalizing the Memorandum of Understanding (MoU) between the Movement partners in Sudan, ensuring the International Federation core country presence in Sudan before new management takes over, continuing with Movement Cooperation Task Force and technical committees and supporting SRCS to take forward implementation of the South Sudan Development Plan. For this purpose, the Federation Country Representative for Ethiopia was deployed temporarily in Sudan to fill the management gap and work with SRCS to follow up urgent issues to be

¹The third report was finalised well after the first two had been distributed.

addressed. A draft MoU was discussed and agreed between Movement Partners – signatories to the MoU included: the SRCS, the International Federation and ICRC. The document was shared with PNS for their comments as all partners present in Sudan were asked to co-sign the MoU and adhere to Movement Cooperation Framework in Sudan. The Movement Task Force meetings continued to convene on a regular basis. The south Sudan Technical Committee on development met twice and decided to organize a two-day planning session in Juba, southern Sudan in the first or second week of October 2009.

A new management team which includes, a Country Representative (CR), a Programme Coordinator (PC) and a Head of Sub-Office (HoSO) in Juba, was identified. The Country Representative took over responsibilities from mid-August 2009. This is a very important and positive development that will enable the International Federation office in Sudan to follow up recommendations developed by the Field Assessment and Coordination Team and coordinate follow-up assessments.

How we work	
<p><i>All International Federation assistance seeks to adhere to the Code of Conduct for the International Red Cross and Red Crescent Movement and Non-Governmental Organizations (NGO's) in Disaster Relief and is committed to the Humanitarian Charter and Minimum Standards in Disaster Response (Sphere) in delivering assistance to the most vulnerable.</i></p>	
<p>The International Federation's activities are aligned with its Global Agenda, which sets out four broad goals to meet the Federation's mission to "improve the lives of vulnerable people by mobilizing the power of humanity".</p>	<p>Global Agenda Goals:</p> <ul style="list-style-type: none"> • Reduce the numbers of deaths, injuries and impact from disasters. • Reduce the number of deaths, illnesses and impact from diseases and public health emergencies. • Increase local community, civil society and Red Cross Red Crescent capacity to address the most urgent situations of vulnerability. • Reduce intolerance, discrimination and social exclusion and promote respect for diversity and human dignity.
Contact information	
<p>For further information specifically related to this operation please contact:</p> <ul style="list-style-type: none"> • In Sudan: Sudanese Red Crescent Society (Osman Gafer Abdalla, Secretary General), phone: +249 8 378 48 89 email: srcs_sg@yahoo.com • In Sudan: IFRC Country Office, (Dr. Dietrich Fischer, Country Representative), Khartoum; phone: +249 9 123 04 023; email: dietrich.fischer@ifrc.org • In Kenya: Eastern Africa Zone Office (Nancy Balfour, Disaster Management Coordinator, Eastern Africa, Nairobi), phone: +254.20.283.5208; Fax: +254.20.271.2777; email: nancy.balfour@ifrc.org • In Kenya: Eastern Africa Zone Office (Dr. Asha Mohammed, Head of Zone, Eastern Africa, Nairobi), phone: +254.20.283.5124; fax: +254.20.271.27.77; email: asha.mohammed@ifrc.org • In Geneva: Pablo Medina, Operations Coordinator for Eastern and Southern Africa; phone: +41.22.730.43.81; fax: +41 22 733 0395; email: pablo.medina@ifrc.org 	

[<final financial report below; click here to return to the title page>](#)

International Federation of Red Cross and Red Crescent Societies

MDRSD006 - Sudan - Capacity Assessment & Gap Analysis

Final Financial Report

Selected Parameters	
Reporting Timeframe	2009/3-2009/9
Budget Timeframe	2009/3-2009/5
Appeal	MDRSD006
Budget	APPEAL

All figures are in Swiss Francs (CHF)

I. Consolidated Response to Appeal

	Goal 1: Disaster Management	Goal 2: Health and Care	Goal 3: Capacity Building	Goal 4: Principles and Values	Coordination	TOTAL
A. Budget	107,354					107,354
B. Opening Balance	0					0
Income						
<u>Other Income</u>						
Voluntary Income	76,858					76,858
C5. Other Income	76,858					76,858
C. Total Income = SUM(C1..C5)	76,858					76,858
D. Total Funding = B + C	76,858					76,858
Appeal Coverage	72%					72%

II. Balance of Funds

	Goal 1: Disaster Management	Goal 2: Health and Care	Goal 3: Capacity Building	Goal 4: Principles and Values	Coordination	TOTAL
B. Opening Balance	0					0
C. Income	76,858					76,858
E. Expenditure	-76,858					-76,858
F. Closing Balance = (B + C + E)	0					0

III. Budget Analysis / Breakdown of Expenditure

Account Groups	Budget	Expenditure					TOTAL	Variance
		Goal 1: Disaster Management	Goal 2: Health and Care	Goal 3: Capacity Building	Goal 4: Principles and Values	Coordination		
A		B					A - B	
BUDGET (C)	107,354						107,354	
Transport & Storage								
Storage		2,349				2,349	-2,349	
Transport & Vehicle Costs	9,050	6,916				6,916	2,134	
Total Transport & Storage	9,050	9,265				9,265	-215	
Personnel								
International Staff		456				456	-456	
National Staff	19,000	16,637				16,637	2,363	
National Society Staff		4,545				4,545	-4,545	
Total Personnel	19,000	21,637				21,637	-2,637	
General Expenditure								
Travel	52,801	23,627				23,627	29,173	
Information & Public Relation		557				557	-557	
Office Costs	2,000	5,547				5,547	-3,547	
Communications	7,500	7,522				7,522	-22	
Financial Charges	200	1				1	200	
Other General Expenses	9,825	3,706				3,706	6,119	
Total General Expenditure	72,326	40,960				40,960	31,366	
Programme Support								
Program Support	6,978	4,996				4,996	1,982	
Total Programme Support	6,978	4,996				4,996	1,982	
TOTAL EXPENDITURE (D)	107,354	76,858				76,858	30,495	
VARIANCE (C - D)		30,495				30,495		