



UNEP and Partners in Sudan
Joint Programme on
Environment and Natural Resource Management



2007 - 2009 Strategy Paper

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TABLE OF CONTENTS

0	EXECUTIVE SUMMARY	4
1	INTRODUCTION	5
1.1.	SCOPE OF THIS DOCUMENT AND LINKED MATERIAL.....	5
1.2.	DOCUMENT CONTENTS.....	5
2	PROGRAMME CONTEXT	6
2.1.	NATIONAL LEVEL CONTEXT.....	6
2.2.	UNEP GLOBAL CONTEXT AND STRATEGIC FOCUS AREAS.....	7
2.3.	UN GLOBAL CONTEXT AND REFORM AGENDA.....	8
3	NEEDS ASSESSMENT	9
3.1.	INTRODUCTION.....	9
3.2.	THE KEY IDENTIFIED NEEDS AND ASSOCIATED RECOMMENDATIONS.....	9
3.3.	PRIORITISATION AND ALLOCATION OF NEEDS AND RECOMMENDATIONS.....	10
4	PROGRAMME FRAMEWORK	12
4.1.	UNEP GOAL AND OBJECTIVES IN SUDAN.....	12
4.2.	THE UNEP ROLE IN SUDAN.....	12
4.3.	PROGRAMME FRAMEWORK.....	12
4.4.	PROGRAMME SCALE.....	13
5	PROGRAMME FUNDING AND PROJECT DEVELOPMENT	15
5.1.	FUNDING STRUCTURES AND SOURCES IN SUDAN.....	15
5.2.	FUNDRAISING AND PROJECT DEVELOPMENT STRATEGY.....	15
6	PROGRAMME SCOPE AND OBJECTIVES	17
6.1.	INTRODUCTION.....	17
6.2.	PROPOSED THEMES.....	17
6.3.	POST CONFLICT AND DISASTER MANAGEMENT - MAINSTREAMING ENVIRONMENT.....	18
6.4.	ENVIRONMENTAL GOVERNANCE.....	20
6.5.	CLIMATE CHANGE.....	21
6.6.	ECOSYSTEMS MANAGEMENT.....	22
7	STRATEGY FOR OPERATIONS	24
7.1.	INTRODUCTION.....	24
7.2.	UNEP REPRESENTATION.....	24
7.3.	UN JOINT PROGRAMMING.....	24
7.4.	GOVERNMENT PARTNERSHIPS.....	26
7.5.	OUTSOURCING TO LOCAL PARTNERS.....	26



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0 EXECUTIVE SUMMARY

The United Nations Environment Programme commenced its operations in Sudan on a large scale in 2005 with a detailed country assessment of environmental issues and identification of priority needs. In mid 2007 UNEP confirmed to the government of Sudan that it will establish a residential country programme for the period of at least 2007 – 2009 with extension thereafter subject to review. This document sets out the rationale, context and the strategy for the planned programme for the period 2007 – 2009.

In summary of the plans, UNEP in Sudan will play three roles:

1. **UN focal point for Environment.** With UNDP, acting as the UN focal point for and working towards integration of environmental issues into all 3 of the pillars of the UN system (humanitarian, development and peacekeeping/peacemaking) and the governments of Sudan.
2. **Joint Implementing Partner.** With UNDP, FAO, UNICEF and other UN agencies and national partners, implementing a number of projects focused on environment and sustainable management of natural resources;
3. **Link to UNEP regional and global programmes.** The majority of UNEP work still occurs at the global and regional level and the UNEP Sudan programme will improve the links between the national players, particularly the government and the international programmes.

The planned programme is completely integrated into the larger UN peacekeeping, humanitarian and development work programmes for Sudan. The scope is divided into four of the six global UNEP themes, each of which is matched to sectors within the UN and partners Workplan and the UN Development Assistance Framework for Sudan.

Theme 1. UNEP: Post Conflict and Disaster Management (the core programme). Workplan: Crosscutting several sectors. UNDAF: Peacebuilding

Theme 2. Environmental Governance. Workplan: Governance and Rule of Law. UNDAF: Governance and Rule of Law;

Theme 3. Ecosystem management. Workplan: Food Security, Water and Environmental Sanitation (+ other sectors) UNDAF: Livelihoods & Productive Sectors;

Theme 4. Climate Change. Workplan: Not covered. UNDAF: Not covered formally but crosscutting issue.

The full scope of work of the programme will be “built” over time from a number of projects which are anticipated to be funded on a bilateral basis from a number of donor governments. The programme is national in extent; however the majority of the projects will be region specific with an early focus on water, forestry, peace building and Darfur.



1 INTRODUCTION

1.1. Scope of this document and linked material

This document sets out the current and planned UNEP Sudan country programme strategy for the period 2007 – 2009. It is an operational document designed for public circulation. Note that this document should be read in combination with two key companion documents:

- For a detailed analysis of the environmental issues and needs of the country, refer to the published report, the **UNEP Post Conflict Environmental Assessment of Sudan (PCEA)**, available in hardcopy from UNEP and for viewing and downloading from the **UNEP Sudan Programme website <http://www.unep.org/sudan>**.
- For details on specific projects, activities and outputs in Sudan refer to the **Programme Activity Table and project specific documents (proposals, concept notes and workplans)**, also provided as soon as appropriate for public view and downloading on the programme website or via enquiry to the UNEP Sudan team.

The PCEA technical source material and the programme strategy draw on a wide range of documents from the UN, the governments of Sudan and civil society. The key documents are mentioned here and if in public domain are also listed in the reference section in the **UN and Partners Sudan Environmental Database on <http://sudanreport.unep.ch>**.

The programme is operational and at the same time under continuous growth and development so this information will evolve continuously. Note that this document supercedes all earlier country level project development documentation.

1.2. Document contents

The document is composed of six main parts:

- Introduction;
- The national and global context for the programme;
- An overview of the identified needs at the country level;
- A summary of the UNEP programme framework;
- A description of the themes and desired outcomes of the programme;
- A description of the operational strategy.



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2 PROGRAMME CONTEXT

2.1. National level context

The situation in Sudan in 2007 is uniquely complex in that it has three major levels of government, a transitional post-conflict governance arrangement, a large part of the country still in a conflict scenario and one of the world's largest international humanitarian and development aid programmes.

Like all international aid in Sudan, the UNEP programme needs to take the national context fully into account. This is particularly difficult for a normative and environmentally focused programme as a) there is currently no single governance framework and no single framework for management of environmental and sustainable development issues and b) the scale of the country, its political fragmentation and transitional status impedes the effectiveness of important activities commonly done at the national level (such as capacity building and legislation development).

To resolve this lack of an existing national level overarching framework for its work, the UNEP strategy for Sudan is twofold:

1. To the extent possible the UNEP efforts within the environmental sector will explicitly follow the guidelines set out in the following existing documents. Note environment is an issue largely omitted from several key documents. Where guidance is absent, UNEP will rely on its prior experience in similar countries and its global mandate for environmental governance.
2. Conversely, within the UNEP programme there is a firm process for UNEP and/or environmental input into national level documents and processes still under development in order to generate the framework needed to better direct future efforts.

1. Existing documents and processes in place

Peace agreements and constitutions. There are several key documents which underlie both the government and UN plans, specifically: The 2005 Comprehensive Peace Agreement, the 2005 National and GOSS Constitutions, the 2006 Eastern Sudan Peace Agreement and the 2006 Darfur Peace Agreement (which is yet to be implemented). Given the flux in Darfur in mid 2007, new guidance may come regarding this region. All of these documents have clauses covering environment/natural resource management.

Joint Assessment Mission 2005 (and 2007 update). This major work completed in the context of the CPA provides a detailed but interim roadmap for recovery and development with a focus on Southern Sudan.

GOSS Aid Strategy 2006 -2011. This document sets out generic issues for management of international assistance to the Government of Southern Sudan. The UNEP programme is in close agreement with the principles set out in this document and the UNEP-GOSS counterpart for interaction on such issues is the Ministry of Environment Wildlife Conservation and Tourism.



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ПРОГРАММА ОРГАНИЗАЦИИ ОБЪЕДИНЕННЫХ НАЦИЙ ПО ОКРУЖАЮЩЕЙ СРЕДЕ

Darfur Joint Assessment Mission 2006 – interim material. The currently stalled DJAM process provided a wide range of material and up to date thinking on the likely basis for recovery programmes for Darfur in the event of peace. UNEP participated in the process and environmental and natural resource management issues are deeply embedded in the material.

2. Documents and processes under development

UN and Partners Annual Workplan 2007+. This live process produces a detailed annual plan covering virtually all of the scope of the UN and partners efforts in Sudan on a calendar year basis. Currently the 2007 plan is in force and the 2008 plan is in development. UNEP is the Environment focal point in the Work Plan process.

UN Development Assistance Framework: UNDAF 2009 - 2012. This is the first UNDAF for Sudan and as of 2007 is under development. Once in force it will be the key framework document for UN development programmes, including sustainable development and environment. UNEP is the Environment focal point in the UNDAF process (in close partnership with UNDP).

GONU 5 Year Strategic Plan 2007 - 2012. This strategic document will guide GONU policy and investment and as of mid 2007 is in draft form. The draft includes a brief section on environment and the UNEP GONU counterpart, the Ministry of Environment and Physical Development is the focal point for further input into this document.

2.2. UNEP global context and strategic focus areas

The UNEP programme in Sudan is implemented under its global mandate for post-conflict and disaster interventions and for provision of assistance in capacity building for environmental governance, both mandates provided by decisions from the UNEP Governing Council.

In Q4 2007 UNEP released its medium term strategy paper which announced amongst other things, a) an increased focus on country presence and national capacity building and b) a re-alignment of its future efforts on both a global and national scale into 6 priority areas where it is considered that it has a comparative advantage over other players and efforts:

1. Climate change response – mitigation, adaptation and inter-linkages;
2. Environmental governance;
3. Ecosystem management– terrestrial (land and freshwater) and marine;
4. Hazardous substances – including pollution issues;
5. Sustainable production and consumption;
6. Natural disasters, peacebuilding and post conflict response.

This focus is designed to greatly strengthen existing efforts in these areas and result over time into the development of large scale programmes and associated centres of excellence.

As a post-conflict country, Sudan qualifies for specially targeted assistance and hence the development of this programme. Within the programme, the scope and structure of direct UNEP assistance will be aligned along two themes:



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ПРОГРАММА ОРГАНИЗАЦИИ ОБЪЕДИНЕННЫХ НАЦИЙ ПО ОКРУЖАЮЩЕЙ СРЕДЕ

1. **Country specific needs**, as identified by an up to date needs assessment (see below);
2. **UNEP priority areas**, as listed above.

Note that where there are major and clear gaps between the UNEP global priorities and country specific needs, the UNEP strategy is as follows:

- In the first instance, work with other players in the environmental sector (other UN agencies, World Bank, government, NGOs) to encourage and enable them to address the identified need(s);
- Where this is not possible, in very select cases UNEP will pick up the topic of concern on a temporary basis to address critical needs (service provider of last resort).

2.3. UN Global context and reform agenda

The UNEP programme in Sudan is commencing at a time of change for the UN system and so the programme will incorporate many of the recommendations and approaches promoted by the various reform bodies and processes, specifically those of the UN Development Group, the Inter Agency Standing Committee and the High Level Panel on System Wide Coherence. In practical terms at the country level, this will result in a focus on the following:

- **Improving aid effectiveness and efficiency**, in a large part via partnerships with other UN agencies and participation in the UN Country Team system;
- **Capacity building of national partners**, as a crosscutting theme in all work;
- **Results based management**, designed to effect significant scale changes at the country level (rather than for example activity based management).



3 NEEDS ASSESSMENT

3.1. Introduction

A thorough and up to date assessment of country needs is considered to be a pre-requisite for effective programming. For the Sudan environment at the national level, this has already been achieved by UNEP and its partners, and the focus of future need assessment efforts will now shift to the fine detail at the local and sector level to enable project design.

The national level assessment of the needs within the environmental sector has been completed in Q2 2007 and so is considered completely up to date. This assessment covered all major environmental issues for all parts of the country and was conducted in close partnership with the governments of Sudan the rest of Sudan and civil society. The results are encapsulated in the Post Conflict Environmental Assessment for Sudan (PCEA) <http://www.unep.org/sudan>. This assessment took account of a number of other older and/or more geographic and thematic assessments from the following sources:

- The International Conventions on environmental issues that Sudan has ratified. These include the conventions on climate change, biodiversity, chemicals, hazardous waste, migratory species and wetlands.
- Existing and older UNDP country programmes on the environment and energy, which in turn were largely connected to supporting the Conventions.
- A wide range of sector specific assessment for associated issues such as agriculture and forestry, conducted by both the UN and government ministries.
- The 2005 Joint Assessment Mission which covered all major post-conflict recovery and development issues with a focus on Southern Sudan and the 3 Areas.
- A 2005 USAID assessment focusing on environmental risks and opportunities for Southern Sudan.

3.2. The key identified needs and associated recommendations

The PCEA report developed an assessment of needs based upon several cross-cutting issues (climate change, natural disasters, conflict, displacement and the provision of international aid) and several sectoral issues (urban environment, environmental health, industry, agriculture, forestry, water resources, wildlife and protected areas, marine environment and environmental governance). This resulted in a total of 85 recommendations with a total budget of US\$120 million over 5 years, summarised into four general recommendations:

1. Invest in environmental management to support lasting peace in Darfur and avoid local conflict over natural resources elsewhere in Sudan;



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 ПРОГРАММА ОРГАНИЗАЦИИ ОБЪЕДИНЕННЫХ НАЦИЙ ПО ОКРУЖАЮЩЕЙ СРЕДЕ

2. Build capacity at all levels of government and improve legislation to ensure that reconstruction and development do not intensify environmental pressures and threaten the livelihoods of present and future generations;
3. National and regional governments should assume increasing responsibility for investment and sustainable development;
4. All UN relief and development projects in Sudan should integrate environmental considerations in order to improve the effectiveness of such efforts and comply with the do no harm principle.

As a result of the detail of the assessment and the external consultation and vetting process, the 85 recommendations are considered by UNEP to accurately encompass the priority needs and wishes of the national partners and indicate the appropriate way forward to meet those needs. The individual recommendations are however not developed to the extent of project definition: further work is needed in all cases.

3.3. Prioritisation and allocation of needs and recommendations

At the national scale, the 85 PCEA report recommendations are considered to represent the priorities. The recommendations are spread across 11 chapters and are anticipated to be implemented by a wide range of parties with different governance and funding structures. All of the recommendations include nominated responsible parties, in most cases as a partnership between a specific UN agency and a specific government ministry in either GONU or GOSS.

UN Agency	Recommendations	
	Number	Themes
UNEP & UNDP	44	Coordination, catalytic role, environmental governance, joint implementing party for selected other themes
FAO	21	Agriculture, forestry
UNICEF	5	Water resources
UNHCR	5	Camp environmental impact mitigation
UNOPS	2	Infrastructure
UNMIS-DPKO	4	Peacebuilding and infrastructure
UN Habitat	1	Urban planning
USAID OTI	3	GOSS capacity building for environmental governance

The above table indicates the spread of responsibility for the PCEA recommendations. UNEP and UNDP are placed together as they will work as strategic partners. In addition a strategic partnership is



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ПРОГРАММА ОРГАНИЗАЦИИ ОБЪЕДИНЕННЫХ НАЦИЙ ПО ОКРУЖАЮЩЕЙ СРЕДЕ

anticipated with FAO to assist on rural environmental issues. Other UN agency and major partners (specifically USAID) have typically been assigned responsibility for implementation and/or oversight of between 2 -10 recommendations.

UNEP have not prioritised the recommendations in any particular order for each sector, ministry and UN agency as this is considered to be within the mandate and responsibility of these proposed implementing parties.



4 PROGRAMME FRAMEWORK

4.1. UNEP goal and objectives in Sudan

The overall goal of the UNEP Sudan Programme 2007 -2009 is “**To assist the people of Sudan in achieving peace, recovery and development on an environmentally sustainable basis.**”

The overall goal for the UNEP Sudan Programme is also closely linked to Millennium Development Goal 7: Environmental Sustainability.

These goals have been broken down into 16 strategic objectives, which are listed within each theme in the following chapter.

4.2. The UNEP role in Sudan

UNEP is only one player amongst many in the environmental sector of Sudan. It is important therefore that UNEP identifies and stays within the most appropriate niche or role to best complement and boost existing efforts.

UNEP proposes to focus on its comparative advantage and take a catalytic/technical leadership role in Sudan, working alongside government counterparts and UN and national partners to enable large scale implementation. In this context the planned role for UNEP is threefold:

1. **UN focal point for Environment.** With UNDP, acting as the UN focal point for and working towards integration of environmental issues into all 3 of the pillars of the UN system (humanitarian, development and peacekeeping/peacemaking) and the governments of Sudan. This role provides an overview and catalyst role for implementation of the entire set of 85 recommendations by all parties;
2. **Joint Implementing Partner.** With UNDP, FAO, UNICEF and other UN agencies and national partners, implementing a number of environmentally focused projects, each of which addresses 1 or more specific recommendations. The decision as to which areas UNEP plays an implementing role are closely linked to the UNEP global strategy as detailed above, i.e. the institution will play to its strengths and avoid being spread too thinly by attempting to cover all issues.
3. **Link to UNEP regional and global programmes.** The majority of UNEP work still occurs at the global and regional level and the UNEP Sudan programme will improve the links between the national players, particularly the government and the international programmes.

4.3. Programme framework

The UNEP Sudan Country Programme Framework is described below in point form;



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ПРОГРАММА ОРГАНИЗАЦИИ ОБЪЕДИНЕННЫХ НАЦИЙ ПО ОКРУЖАЮЩЕЙ СРЕДЕ

- **Design to fit needs and role.** The programme is designed to fit country needs, the UNEP comparative advantages and associated 3 roles (Focal point, Joint Implementing Partner, Link);
- **Moderate scale.** The programme is capped in scale for practical reasons (see below), even though it is acknowledged that not all identified needs will be addressed;
- **Thematic Focus.** The programme focus will be on several (currently 4) thematic areas, noting that other areas and issues are either excluded or deferred to other parties with a comparative advantage;
- **Country level funding.** The programme will be funded almost exclusively through funds raised at the country level with a focus on bilateral donors;
- **Gradual growth.** The rollout of the desired full scale programme across the 4 themes and different parts of the country will occur in a staged process as funding and other resources permit;
- **Moderate to long term presence.** The programme is designed in detail for 2007 -2009 and for extension thereafter for several more years if funds and other necessary support is forthcoming;
- **Balanced risk.** The programme is designed to provide a balanced portfolio for risk management with a mix of straightforward activities in secure areas with more ambitious and innovative work and also activities in less secure (and disruption prone) regions.
- **Light footprint and joint agency programming.** The operational strategy is to maintain a light footprint in operational terms, aiming to minimise the number of UNEP personnel and assets in country and instead relying on joint programming and its implementation partners for such support.
- **Integrated UN-government approach.** Finally, implementation of the programme is planned not just with the consent of the government but their substantive involvement.

4.4. Programme scale

The general direction of the UNEP programme has been set out through the combination of the national needs assessments and the UNEP priority areas. However even after this level of screening, the environmental needs of Sudan still correspond to a potential UNEP and joint agency programme of in excess of 20 projects and US\$ 20 million per annum.

This scale and complexity of programme is considered unrealistic due to fundraising and UNEP and local capacity constraints, so a further round of prioritisation has been applied by UNEP on a practical basis (looking at what realistically can be done as a subset of what is needed to be



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done). As a result the following design parameters have been set as a basis for the programme for 2007 -2009.

- A minimum programme scale of US\$ 2M per annum and a maximum of US\$5M.
- A minimum individual project scale of US\$200K;
- A target of only 4 funding sources and a maximum of 8.



5 Programme Funding and Project Development

5.1. Funding structures and sources in Sudan

UNEP has invested efforts in project development and fundraising for Sudan since 2005 and this has enabled it to a) secure the first tranche of funding to start the programme and b) indicated the appropriate way forward for future funding and associated growth of the programme.

The funding structures and options in Sudan reflect the political, social and geographical diversity of the country. There is no single, formal structure for fundraising structure for Sudan, which instead has a highly complex collection of activities which can be broken down in at least five ways for a total portfolio (for all of the UN and Partners) of approximately US\$ 1.5 billion per annum:

- Geographical and political divisions: (25 states, 7 UN regions);
- Aid provision related major divisions: Humanitarian Relief and Early Recovery, Recovery and Development,;
- Aid provision Sudan specific thematic structures; (The 13 UN Workplan sectors and 4 crosscutting issues and the 4 UNDAF themes);
- Fund provision structures: Bilateral donors, national level pooled funds and trust funds, international level pooled funds ; Global Environmental Facility, Millennium Development Goal Fund;
- Duration linked structures: Short term working funds, annual funds and programmes of up to 5 years.

Initial consultations with a number of donors indicate that interest in the environmental sector is mixed but overall positive. In this context, the UNEP conclusions on fundraising for Sudan are:

- It is anticipated that sufficient funding can be raised at the country level to fund the entire programme;
- It is anticipated that this will come from at least 4 separate sources;
- Each funding source will have highly specific thematic, geographic and timing criteria;
- Funding of the entire programme is anticipated to take up to 2 years after commencement of country operations;

5.2. Fundraising and project development strategy

The fragmentation of funding sources for Sudan results in a number of problems for development of a coherent UNEP country programme, as funding is very likely to be achieved only as a number of ad



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hoc projects, which start and end at different times and have a strong element of donor preference for particular themes and areas. In addition all UNEP work in Sudan will be conducted on a joint programme basis and so the partner agency must be brought along throughout the fundraising process as well.

In this context, the UNEP strategy for fundraising in Sudan is as follows:

- Fundraising efforts are focused at the country level;
- The published PCEA report and this strategy paper is provided for initial donor awareness raising;
- The constraint of project vs. programme funding is accepted and project funding is pursued. The desired programme is “built” over time through a number of projects;
- The preferred direction and outcomes of the UNEP programme is set out as a series of strategic themes (next chapter) and this is presented as the framework for funding for all donors;
- Donor specific agreements are made on a project basis, with the scope of work and outcomes selected and developed from the stated strategic themes. In some cases only one or a few themes will be addressed within a single agreement;
- To rationalise the effort in fundraising and concurrent project development, project proposals are developed initially only to the concept note stage with the full participation of the joint implementing partners and then released to potential donors;
- Further (detailed and time consuming) development of concept notes to the detailed workplan and joint proposal stage only occurs after initial positive donor feedback on a concept note.



6 Programme Scope and Objectives

6.1. Introduction

This chapter outlines the proposed themes, maximum scope and associated objectives of the programme for 2007 – 2009 as anticipated in July 2007. The actual scope will be a subset of the proposed and depends completely upon the extent and rate of success in fundraising and subsequent mobilisation. As the actual scope will change regularly it is not defined in this strategy document but is instead provided separately as an activity table.

6.2. Proposed themes

The proposed programme is designed around 4 strategic themes, each of which has 2-7 parts with associated strategic objectives.

Individual projects are designed to cover one or more parts of one or more themes, thereby achieving multiple objectives. Each project is expected to vary significantly in size and scope but stay true to the objectives linked to each part.

The proposed themes with their respective parts are:

1. Post Conflict and Disaster Management - Mainstreaming environment in conflict prevention, disaster risk reduction and crisis response and recovery

- a) Baseline establishment and progress tracking
- b) Environmental awareness and education
- c) Relief and Early Recovery Programme assistance
- d) Recovery and Development Programme assistance
- e) Peacekeeping assistance
- f) Peacebuilding assistance
- g) Programme development, financing and brokering

2. Environmental Governance – Building the capacity and culture for environmental governance at the national and international level

- a) Government capacity building
- b) Environmental legislation
- c) Government policies and plans



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- d) Oil industry environmental impact assessment and management

3. Climate change - Assisting countries in adapting to the impacts of climate change and mitigating their contribution to climate change through greenhouse gas emissions.

- a) Impact assessment and awareness
- b) Mitigation and adaptation

4. Ecosystem management - Preserving and enhancing ecosystem services for poverty reduction, development and disaster risk reduction.

- a) Natural resource assessments
- b) Integrated water resource management
- c) Dry land environmental management
- d) Wood as an energy source - fuelwood and charcoal

In addition to the listed areas for targeted investment there are the UN cross-cutting themes of **gender** and **capacity building** and the UNEP crosscutting theme of **linking poverty alleviation and development to the environment**, which will all be integrated to the extent practical in all projects.

Each of the themes and component parts are described in turn below with a summary, objectives and proposed types of activities.

6.3. Post Conflict and Disaster Management - Mainstreaming Environment

This theme addresses the need for adequate integration of environmental and sustainable development concerns into the assistance provided by the international community to Sudan. It is divided into seven parts.

a) Baseline establishment and progress tracking. RBM requires establishment of an adequate measurable baseline and monitoring of progress towards the desired outcomes. The PCEA work has established the framework and provided most of the detail for the baseline, further efforts will be required to complete this and then monitor progress.

Objective: The level of achievement of the UNEP programme goal and progress towards MDG7 in the period start 2008 – end 2009, can be measured on a holistic and detailed level.

Proposed activities: Baseline quantification, regular monitoring and external reporting.

b) Environmental awareness and education. Environmental awareness, environmental education and access to environmental information are all generally at a low to very low level throughout Sudan. Through its global links, the PCEA and subsequent country programme



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ПРОГРАММА ОРГАНИЗАЦИИ ОБЪЕДИНЕННЫХ НАЦИЙ ПО ОКРУЖАЮЩЕЙ СРЕДЕ

activities UNEP will have access to a vast bank of source material which can be used to improve this situation in a cost-effective manner in a large part simply by improving accessibility.

Objective: Environmental awareness, environmental education and access to environmental information are significantly improved throughout Sudan.

Proposed activities: Collation, management and dissemination of existing environmental data and educational material to national and international stakeholders within Sudan.

c) Relief and Early Recovery Programme assistance. The environmental footprint of the emergency relief programme in Sudan (US\$1.2 billion per annum in scale) was assessed in the PCEA as significant and in clear need of improvement. In addition there is limited evidence that environmental issues are being adequately addressed in early recovery programmes for central and southern Sudan and in preparation for Darfur.

Objective: The environmental footprint of the UN and Partners emergency relief programme in Sudan is significantly and measurably reduced and early recovery programmes fully integrate environmental concerns.

Proposed activities: Provision of information, advocacy, technical assistance and capacity building to the UN and partners relief community in Sudan.

d) Recovery and Development Programme assistance. At present there is limited evidence of integration of environmental and sustainable development principles into the longer term recovery and development plans for Sudan. This is a critical issue as large scale recovery occurs in Southern Sudan and the oil-fuelled economic boom occurring in the north of the country.

Objective: Environmental and sustainable development principles are integrated into the UN longer term recovery and development plans for Sudan

Proposed activities: Provision of information, advocacy, technical assistance and capacity building to the UN and partners development community in Sudan.

e) Peacekeeping assistance. The environmental footprint of the DKPO and AU peacekeeping operations in Sudan (in total over 10,000 personnel) was assessed in the PCEA as significant and in clear need of improvement. If the anticipated UN-AU joint mission to Darfur arrives (up to 15,000 extra personnel) the impact is expected to substantially increase.

Objective: The environmental footprint(s) of the UN and AU peacekeeping operations in Sudan are significantly and measurably reduced.

Proposed activities: Provision of information, advocacy, technical assistance and capacity building to the DPKO and AU operations in Sudan.

f) Peacebuilding assistance. Significant diplomatic efforts are ongoing in Darfur to resolve the conflict. Natural resource scarcity, degradation and climate change are amongst the root causes



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PROGRAMME DES NATIONS UNIES POUR L'ENVIRONNEMENT • PROGRAMA DE LAS NACIONES UNIDAS PARA EL MEDIO AMBIENTE
ПРОГРАММА ОРГАНИЗАЦИИ ОБЪЕДИНЕННЫХ НАЦИЙ ПО ОКРУЖАЮЩЕЙ СРЕДЕ

of local conflict in Sudan and especially Darfur. Accordingly it is critical that natural resource management issues are built into the peace process to both help the key players understand the issue and to ensure that peace agreements are designed to be sustainable.

Objective: Natural resource scarcity, degradation and climate change issues are factored into the Darfur peace process, thereby improving the chances for sustainable peace.

Proposed activities: Provision of information, advocacy and technical assistance to the Darfur peace building teams (SRSG and diplomatic missions etc...).

g) Programme development, financing and brokering. International investment in the environmental sector in Sudan is currently low and needs to be improved. UNEP does not and should not be the manager of much of this required increase, which should instead go to other UN agencies, NGOs and to a limited extent to the governments. It does have a role for joint implementing some projects (in line with the themes listed here) and for brokering agreements between donors and other recipients for environmental projects outside of its preferred scope.

Objective: Inward investment in environmental projects is trebled by 2009 on a per annum basis from the 2006 baseline as measured in the PCEA.

Proposed activities: Project and proposal development, scoping studies, brokering agreements between donors and recipients.

6.4. Environmental Governance

This theme addresses the need for comprehensive improvements in environmental governance across Sudan but particularly for Southern Sudan. There is also particular need for environmental issues to be integrated into the legislation, policies and plans outside of the “environment sector” and into the more powerful and important sectors and ministries such as finance, planning, energy and industry. The theme is divided into three parts.

a) Government capacity building. The capacity of the Government of National Unity and the Government of Southern Sudan for environmental governance is currently very low. They require comprehensive strengthening in technical, human resource and financial terms.

Objective: The capacity of the Government of National Unity and the Government of Southern Sudan for environmental governance is significantly increased as measured by a range of benchmarks such as staff numbers, competences, facilities and annual government supplied budgets.

Proposed activities: Training, mentoring, technical assistance, limited equipment provision.

b) Environmental legislation. Environmental legislation in GONU is weak and complex and in GOSS is effectively absent. Framework and sector legislation, statutory guidance and enforcement mechanisms are all in need of development and /or improvement.



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PROGRAMME DES NATIONS UNIES POUR L'ENVIRONNEMENT • PROGRAMA DE LAS NACIONES UNIDAS PARA EL MEDIO AMBIENTE
ПРОГРАММА ОРГАНИЗАЦИИ ОБЪЕДИНЕННЫХ НАЦИЙ ПО ОКРУЖАЮЩЕЙ СРЕДЕ

Objective: Improved or new framework and sectoral legislation plus the associated guidance material is developed, passed and gazetted by the governments of Sudan by 2009.

Proposed activities: Legal reviews and technical assistance to counterpart ministries and legislators

c) Government policies and plans. At present there is limited evidence that environmental and sustainable development issues are adequately integrated into the policies, plans and budgets of GONU and GOSS. In order to move away from an aid dominated approach, it is critical that the governments mainstream this issue beyond the environment ministries into the large scale plans such as the National Strategic Plan for 2008 -2012.

Objective: Environmental and sustainable development issues are adequately integrated into the policies, plans and budgets of GONU and GOSS line ministries and national planning forums.

Proposed activities: Working with GONU and GOSS environment ministry counterparts for advocacy and limited technical assistance.

d) Oil industry environmental impact assessment and management. The rapid growth of the oil industry has been accompanied by major concern regarding its current environmental impact and its plans to expand operations further into sensitive areas such as the Sudd wetlands and offshore near marine national parks.

Objective: The current and future environmental impact of the oil industry is assessed and mitigation measures put in place by the industry for both operations and exploration activities.

Proposed activities: Environmental impact assessment. Advocacy and capacity building for environmental management within the industry.

6.5. Climate change

This theme addresses the needs of Sudan to be able to predict and then adapt to the impact of climate variability and longer term change, with a focus on food security and rural livelihoods. It ties into the GONU National Adaptation Plan of Action for climate change.

a) Impact assessment and awareness. At present the potential impacts of climate change on food security and rural livelihoods is little understood and poorly communicated. In addition the ongoing climate variability is well recognized but also poorly understood. This information is needed to enable long term planning, particularly for the drier parts of the Sahel belt within Sudan, where climate change may make rainfed agriculture unviable within a generation.

Objective: The government and development aid community in Sudan are informed and understand the likely impact of climate change on food security and rural livelihoods.



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PROGRAMME DES NATIONS UNIES POUR L'ENVIRONNEMENT • PROGRAMA DE LAS NACIONES UNIDAS PARA EL MEDIO AMBIENTE
ПРОГРАММА ОРГАНИЗАЦИИ ОБЪЕДИНЕННЫХ НАЦИЙ ПО ОКРУЖАЮЩЕЙ СРЕДЕ

Linked PCEA report recommendations:

Proposed activities: Climate and climate change studies. Linked agricultural and water catchment modelling studies.

b) Mitigation and adaptation. (Note the above work is a prerequisite for work on this theme). Once the potential impacts are better understood, it is anticipated that the government of Sudan will need to incorporate the findings into long term and major development plans, particularly for agriculture and water projects.

Objective: The government and development aid community in Sudan incorporate the likely impact of climate change on food security and rural livelihoods into their long term plans.

Proposed activities: Awareness raising, advocacy and technical assistance.

6.6. Ecosystems management

This theme addresses the need for sustainable management of the 3 of the most important natural resources in Sudan: water, soil/vegetation and forests, in order to achieve food security and improve rural livelihoods. This is a very broad and large field; however the UNEP programme will focus on four of the highest priority issues and areas identified in the PCEA.

a) Natural Resource Assessments. Up to date and accessible data on the distribution and status of natural resources is a pre-requisite for informed decision making for all work in this area, applying equally to relief, recovery and development efforts. The UNEP PCEA has provided a national level baseline, however more detailed work is needed to guide efforts at the state and local level. The largest data gaps remain in the subject of the condition and trends for natural resources: water, forests, soil and rangelands.

Objective: Targeted natural resource assessments at the state and local level provide the information needed to guide government policies and aid programmes towards sustainable management of these resources.

Proposed activities: State and district level assessments of natural resource status and trends.

b) Integrated water resource management. At present development of the water sector in Sudan is characterized by a focus on potentially unsustainable mega-projects, under-investment at the community level and poorly managed groundwater resource utilization. The concept of sustainable management of water resources via models such as Integrated Water Resource Management is yet to be introduced or implemented. This is a national issue but problems and impacts are concentrated in the north and centre of the country.

Objective: The concept, tools and benefits of Integrated Water Resource Management are introduced and demonstrated to the government and development aid community in Sudan via one or more projects.



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PROGRAMME DES NATIONS UNIES POUR L'ENVIRONNEMENT • PROGRAMA DE LAS NACIONES UNIDAS PARA EL MEDIO AMBIENTE

ПРОГРАММА ОРГАНИЗАЦИИ ОБЪЕДИНЕННЫХ НАЦИЙ ПО ОКРУЖАЮЩЕЙ СРЕДЕ

Proposed activities: Catchment and resource use studies. Capacity building and IWRM planning. Demonstration IWRM based projects for surface and groundwater.

c) Dry land environmental management. Degradation of the drylands used for rainfed agriculture and pastoralism is a major problem across the Sahel belt in Sudan. Desertification, soil depletion, soil erosion and deforestation are all ongoing at significant rates, exacerbated by drought and climate change. The resultant food insecurity and entrenched rural poverty is a major driver of displacement and local conflict.

Objective: The rate and impact of dry land degradation for the Sahel belt in Sudan is quantified and demonstrated and solutions are developed and adopted in government and aid policies and plans

Proposed activities: Land condition and agricultural surveys (tied into assessment and climate work above). Environmental, economic and social impact analysis. Identification and awareness raising of best practices (national and international). Advocacy and capacity building. Demonstration and pilot projects.

d) Wood as an energy source - fuelwood and charcoal. The use of wood as an energy source is one of the primary drivers of deforestation in Sudan and when scarce is a source of hardship for rural communities and IDPs. There is a need to improve both demand and supply sides of the equation, particularly in areas subject to intensive commercial harvesting for charcoal (such as Southern Kordofan), around cities and in drier and very fragile regions such as the Sahel belt. Assisting the displaced and conflict affected population in Darfur is a particularly high priority.

Objective: Demand and supply solutions are developed and applied on a large scale in the areas most vulnerable to deforestation driven by energy needs.

Proposed activities: Enable large scale rollout of fuel-efficient stoves. Studies to quantify demand, supply and deforestation rates. Capacity building for improved governance of forest reserves and the charcoal industry. Scoping studies for reforestation/plantation/rehabilitation programmes. Demonstration and pilot projects.



7 STRATEGY FOR OPERATIONS

7.1. Introduction

At the global level, UNEP is generally a Non-Resident Agency but in Sudan it will be a Resident Agency with core UNEP staff stationed in country and implementing projects. The operational strategy for UNEP in Sudan is based on its prior experience in other post conflict countries and is tailor made to fit its small size, technical focus and role as a cross-cutting issue focal point for environment. The strategy is based upon the following principles;

- UNEP representation;
- Joint programming with other UN Agencies;
- Government partnerships;
- Outsourcing to national partners.

7.2. UNEP Representation

The UNEP Country Programme Manager for Sudan will have the delegated authority to represent UNEP to the government of Sudan and to participate in the UN Country Team in Khartoum as a Head of Agency. The Country Programme Manager will coordinate all UNEP activities in Sudan, both residential and non-residential (visiting missions).

7.3. UN Joint Programming

All work conducted by UNEP in Sudan will be in the form of joint project and joint programming with other large agencies, specifically UNDP, FAO, UNICEF and others. These joint projects and programmes will vary in structure according to the scale, complexity and number of players and range from a flexible arrangement of parallel fund management towards a common goal through to detailed formal joint programming using the IASC models.

The individual project and programme design process will include detailed definition of roles and responsibilities, but the general cooperation model is relatively clear and designed to play on the technical strength and specialised focus of UNEP, and the mandates, local implementation capacity and sector-specific focus and technical strengths of the other partners.

The principal inputs by UNEP will be:

1. Joint project design;
2. The recruitment and management of senior international technical staff to provide the technical leadership for each project;
3. The provision of managerial and substantial technical support to the project team from headquarters in Nairobi and technical divisions worldwide; and



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 ПРОГРАММА ОРГАНИЗАЦИИ ОБЪЕДИНЕННЫХ НАЦИЙ ПО ОКРУЖАЮЩЕЙ СРЕДЕ

4. Part funding and joint fund-raising.

The principal inputs by the partner agencies will be:

1. Joint project design;
2. Integration of the joint project/programme into their core programming;
3. Leadership on field implementation components of the projects;
4. Technical input as appropriate;
5. Provision of logistical support;
6. Financial management and procurement services;
7. Recruitment of any national staff required for the project;
8. Part funding and joint fund-raising.

In essence the UN partners to UNEP will be equal partners but with very different roles.

The choice of UN partner is project specific but will closely reflect the mandate and capacity of the partner, with the UNEP promoted projects strengthening the environmental aspects of the work of partners in their own core work areas. The following list indicates likely partners for the proposed UNEP programme themes:

Theme	Principal UN Partner(s)
1. Mainstreaming Environment	
h) Baseline establishment and progress tracking	RCO M&E unit
i) Environmental awareness and education	UNDP
j) Relief and Early Recovery Programme assistance	OCHA, WFP, FAO, UNICEF
k) Recovery and Development Programme assistance	UNDP , RCO
l) Peacekeeping assistance	UNMIS , AU
m) Peacebuilding assistance	UNMIS, AU, RCO
n) Programme development, financing and brokering	All
2. Environmental Governance	
e) Government capacity building	UNDP
f) Environmental legislation	UNDP
g) Government policies and plans	UNDP
3. Climate change	



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ПРОГРАММА ОРГАНИЗАЦИИ ОБЪЕДИНЕННЫХ НАЦИЙ ПО ОКРУЖАЮЩЕЙ СРЕДЕ

- c) Impact assessment and awareness UNDP
- d) Mitigation and adaptation UNDP FAO

4. Ecosystem management

- e) Water resources UNICEF FAO
- f) Dry land rainfed agriculture and pastoralism FAO
- g) Timber as an energy source - fuelwood and charcoal FAO, UNHCR, UNDP

The strongest thematic and institutional links (both within Sudan and on the international level) are between UNEP and UNDP and for this reason UNDP will be the central host for UNEP with joint environmental offices in Khartoum and Juba. For other agencies UNEP staff will be outposted into the partner offices at the appropriate locations, typically in offices/operational bases located in the state capitals (e.g. El Fashir, Nyala, Kadugli etc...)

7.4. Government partnerships

Capacity building of national partners is a cross-cutting theme for UNEP (as for the rest of the UN in Sudan) and so the active participation of counterpart ministries will be built into all projects to the extent practicable. A particular effort will be made to enable the participation and buy-in of the line ministries and authorities outside of the environment ministry, as these bodies (within agriculture, industry, finance, planning etc....) have the potential for the greatest influence on government policies and plans.

Outside of the environment ministries, UNEP will rely heavily on its UN partner agencies to take the lead in government liaison to ensure a coherent approach.

7.5. Outsourcing to local partners

Outsourcing of project implementation will be practised extensively except for the theme of environmental governance. It is recognised that local capacity in many of the themes is mixed and so an element of capacity building will be incorporated into plans for outsourcing and subcontracting.

Within the environmental field the strongest NGO in Sudan is the Sudanese Environmental Conservation Society and UNEP anticipates a continued strong partnership with this organisation, although other partnerships are expected to develop, particularly in the humanitarian/relief sphere.