

Evaluation of UNHCR's Level 3 Emergency Response to the Sudan Situation

UNHCR Evaluation Office

Purpose	Assess the extent to which UNHCR provided a timely and effective response to the Sudan emergency
Evaluation type	Centralised L3 Evaluation
Methods	Mixed-Method Approach
Scope	UNHCR's L3 Response to the Sudan Situation 2023-24
Commissioned by	Evaluation Office (EVO) Managed by Vincenzo Lionetti and Herzel Mukandi
Evaluation Team	Key Aid Consulting: Clement Charlot, Damian Lilly, Beatrice Noun, James Kennedy, and Eman Abdalla

Evaluation Context

This policy-mandated evaluation was triggered by the declaration of the L3 emergency on 06 July 2023 and covers four countries: Chad, Egypt, South Sudan and Sudan. A version of the report in French will follow.

The evaluation documents achievements, challenges, lessons, good practices and future positions and adaptation required to further strengthen UNHCR's programming, response and advocacy to the Sudan Situation and future emergency responses.

In addition to the Office of the Regional Refugee Coordinator (RRC) at RB EHAGL, the Division of Emergency, Security and Supply, and the Division of International Protection, key non-UNHCR stakeholders involved in the response were also invited to join the reference group for this evaluation. These included representatives from Members States such as Canada and France; the Office of the UN Resident Coordinator in Sudan, UNICEF and an NGO coalition (ICVA).

Evaluation Objectives

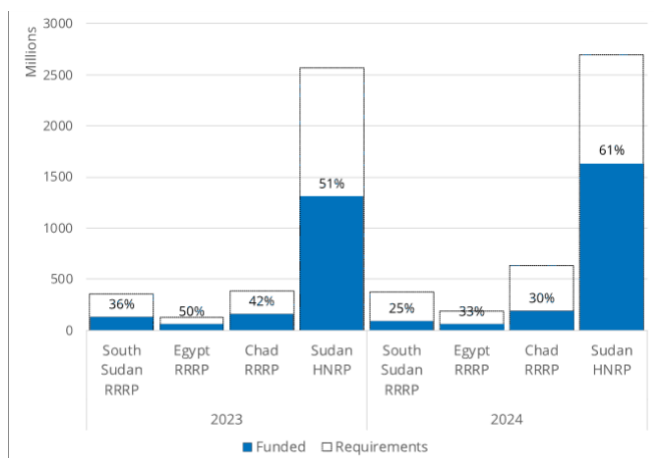
- **Strengthen the design** of UNHCR's emergency response operations globally and in Chad, Egypt, Sudan and South Sudan.
- **Improve the results for forcibly displaced and stateless persons** globally and in the focus countries – through an analysis of the engagement, partnerships and results of UNHCR's activities as part of a broad, inter-agency effort.
- **Help UNHCR plan for and support the transition** towards medium and longer-term solutions for refugees, with particular attention to the engagement of development actors in the three regions: West and Central Africa (WCA), Middle East and North Africa (MENA) and East and Horn of Africa and Great Lakes (EHAGL).

Key Findings

1. **UNHCR delivered** contextually relevant **emergency interventions** based on the needs of forcibly displaced and stateless persons **and** simultaneously rapidly **incorporated the HDP nexus approach** to ensure a long-term strategic approach, **although the results of this have not yet materialized.**
2. **UNHCR demonstrated capacity to scale up**, deliver and steer a timely and relevant regional response in a very challenging context although these challenges are expected to persist, especially underfunding.
3. **The scale of the UNHCR response was hindered by insufficient funding**, which highlighted the challenges of how best to prioritize programmatic interventions in a resource scarce environment.
4. **Investment in the RCM rendered coordination generally effective, although inconsistent participation and its coexistence with other coordination mechanisms raised questions about the appropriateness of its roll-out in some countries.** The **newly released 2024 RCM guidance** is expected to address some of these gaps.
5. Some **data gaps and insufficient analysis by UNHCR hindered strategic, programmatic and operational decisions-making** related to the design of interventions, the prioritization of the response and accountability to aid recipients, donors and partners.

6. **UNHCR worked well regionally** across three regional bureaus providing technical resources and expertise to the COs albeit raising some interoperability issues.

Graph: Sudan Funding Situation
(2024 data as of 30 June 2024)



Recommendations

The **five recommendations** put forward by the independent evaluation team represent transformative opportunities for UNHCR to move the dial in the Sudan Situation response and beyond.

Most of the proposed measures are geared towards **structural and systemic change**, making UNHCR an organization that can better prioritize applying a sustainable response approach amidst a very acute system-wide financial crisis, effectively monitoring and learning from its performance for strengthened decision-making and donor reassurance, and better coordinating with other actors in a clearer and streamlined fashion. For each of the high level recommendations below, the evaluation team provides a number of **concrete suggestions on operationalization** available in the full report.

Recommendations for the Office of the Regional Refugee Coordinator (RRC) at RB EHAGL

1. **Further integrate resilience and sustainable responses** in the design of L3 scaled-up response, notably via the selection of response modalities at area level, to better address the long-term needs from the outset of acute crises through the nexus approach.
2. **Capitalize on the cross-regional ways of working** put in place for the Sudan Situation (contingency planning, cross-border operations and regional communication plans) so that good

practices and lessons learnt can be adopted in future L3 responses.

Recommendations for UNHCR Headquarters

3. **Expand minimum requirements for monitoring** to ensure that they are the same across all forms of material assistance provided by UNHCR to ensure inclusive and results-driven responses, with a focus on regular data collection, real-time analysis and effective communication with affected populations.
4. **Strengthen the approach to prioritization** by establishing, within planning and program development parameters, clear criteria and procedures to prioritize sectors, activities, modalities and vulnerable populations to justify allocation of resources and inform operations for the Sudan Situation as well as future L3 emergencies. This applies to UNHCR as coordinator of the response, to UNHCR as provider of last-resort in emergency response, as well as non-emergency settings.
5. **Invest in the roll-out and implementation of the new RCM Guidance** to improve aspects related to the participation in the RCM, the RRRP process, and the interactions with other coordination mechanisms in mixed settings.

Contact information

For further information please reach out to Vincenzo Lionetti (lionetti@unhcr.org) and Herzel Mukandi (mukandi@unhcr.org)

To learn more, visit 'evaluation webpage link', where you can access the full report, executive summaries and podcasts in English, French and Arabic.

[Full Report Link here](#)