



# sNAPshot

## Developing Capacity for Sub-national Adaptation Action in the Republic of the Sudan

### Country Brief 3B

#### Introduction

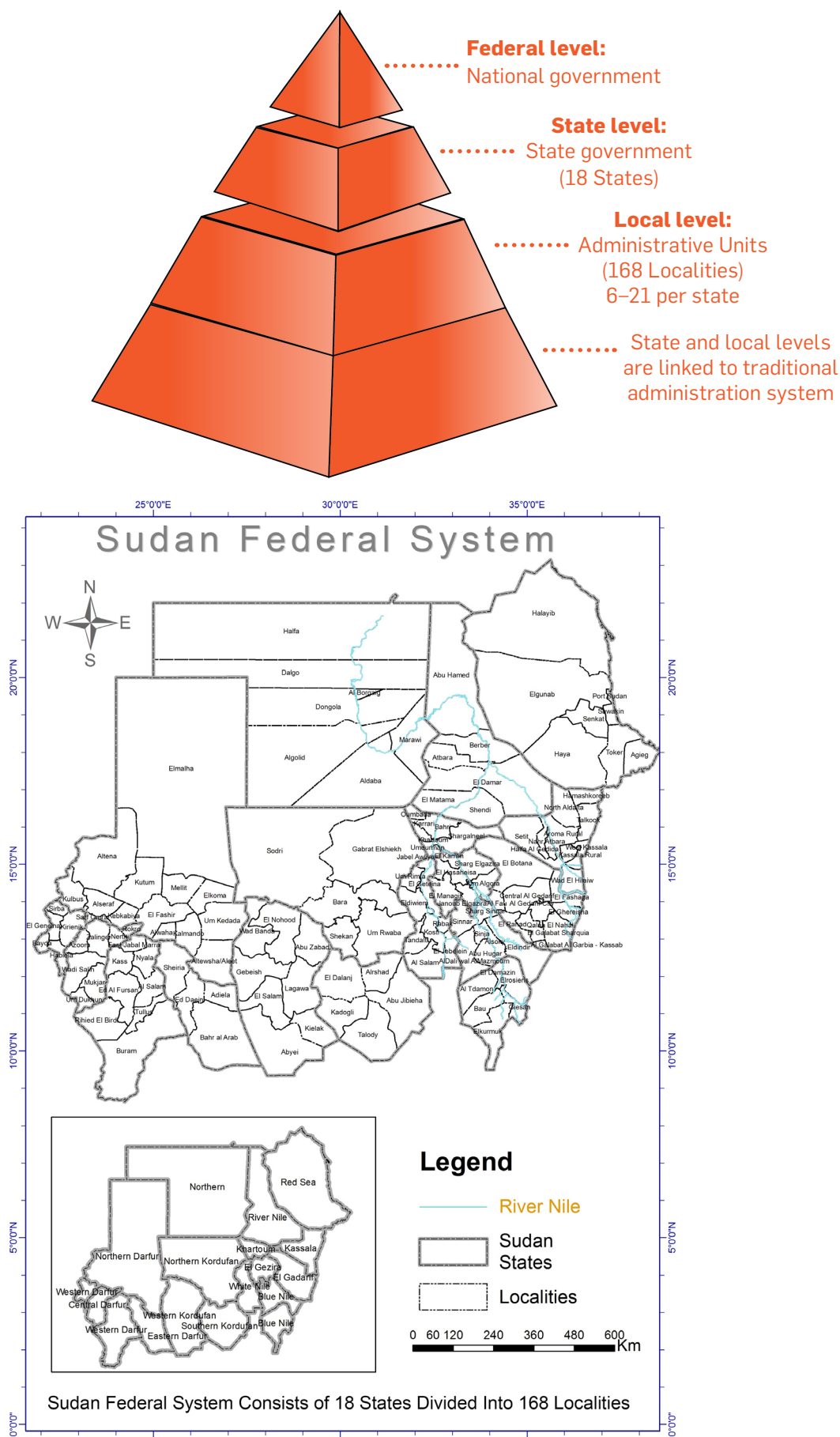
The Republic of the Sudan is highly vulnerable to climate change (ND GAIN, 2015), due to a range of factors. These factors include the country's reliance on rain-fed crop agriculture and livestock production for livelihoods and GDP (Higher Council for Environment and Natural Resources [HCENR], 2013) and high rates of poverty (U.S. Agency for International Development [USAID], 2016). The direct dependence of Sudanese communities on the natural environment for survival has contributed to competition and conflict over scarce natural resources, often between pastoralists and farmers (HCENR, 2016). Recognizing the importance of climate change adaptation for its development progress, Sudan was one of the first developing countries to submit its National Adaptation Plan (NAP) document to the United Nations Framework Convention on Climate Change (UNFCCC).

A unique feature of the Sudan NAP is its emphasis on sub-national adaptation action, led by state governments. This makes it an interesting example of vertical integration, "the process of creating intentional and strategic linkages between national and sub-national adaptation planning, implementation and monitoring & evaluation (M&E)" (Dazé, Price-Kelly, & Rass, 2016, p. 4).

An earlier overview brief on vertical integration in NAP processes introduced three enabling factors: institutional arrangements, information sharing and capacity development. This sNAPshot focuses on capacity development, using the experience of the Republic of the Sudan to illustrate the opportunities presented by the NAP process to build capacity of sub-national actors. Sudan's example may be useful for other countries in considering how to build capacity for adaptation, particularly in the context of vertical integration.



**Figure 1: States and governance structures in Sudan**



Source: HCENR. Map prepared by Ms Anwar SidAhmed, Remote Sensing and Seismology Authority (RSSA), Natural Center for Research, Sudan

### Box 1: Summary of adaptation plans for the Eastern States

Sudan's Eastern States comprise three states: Kassala, Red Sea and Al Qadarif. All three states are experiencing rising temperatures, increased rainfall variability and a decrease in overall rainfall, with Red Sea State facing the additional challenge of sea-level rise. Sectors identified as particularly vulnerable are agriculture, rangelands, water, health and the coastal zone along the Red Sea. The state adaptation plans aim to address these issues through a set of integrated programs focused on water for humans and livestock, rehabilitation of forests, climate-resilient agriculture, improving livestock and fish production and health. In addition, the Eastern States have placed a strong emphasis on capacity development, through participatory and scientific research on resilience and adaptation for communities and ecosystems, integration of climate change in the educational curriculum, learning programs on climate change for decision-makers, and establishment of meteorological stations and early warning systems. Women's empowerment is also recognized as a key factor that enables adaptation.

## Sub-national Governance in Sudan

Sudan is governed by a federal system, with the national government responsible for issues of national interest including planning and defense. Responsibility for key functions and provision of services lies with the 18 state-level governments (HCENR, 2013) for both legislative and executive authorities, including policies and development planning, health, education, socioeconomic development, taxes and local security, among other issues. In addition, responsibilities for environmental protection and natural resource management are shared between the state and federal levels. However, decentralization of finance is limited and transfers to sub-national levels are not aligned with responsibilities (El Shibly, 2013). States are divided into localities (provinces), which are in turn divided into local councils. These local councils consist of people's committees, in an effort to link the community level with higher levels of government (HCENR, 2013).

## Capacity-Building Efforts to Date

Enhancing capacity for state-level adaptation planning represented "the core focus of the Sudan NAP" (HCENR, 2016, p. 5). The HCENR made significant investments in building the capacity of state-level actors to engage in adaptation planning. These initiatives were focused in three key areas of capacity development:

- *Strengthening state-level institutions:* Through the NAP process, adaptation-focused planning bodies were established in each of the states within either the agriculture or environment ministries. These technical teams include representatives from government, the research community and civil society. They played a central role in the NAP process, contributing to data collection, vulnerability assessment, policy reviews and institutional appraisals. These state-level teams were responsible for identification and prioritization of adaptation options and for development of strategies for implementation. They are identified as the main modality for taking the NAP process forward.
- *Supporting informed decision-making at the state level:* The NAP process was based on a series of analyses that aimed to provide state-level decision-makers with the necessary information for adaptation planning. These included state-level needs assessments, downscaled climate change scenarios and vulnerability assessments for all states. The vulnerability assessments also captured inputs from key stakeholders through a consultative process.
- *Training and technical assistance:* Training programs were rolled out to provide state-level actors with the knowledge, methods and tools they needed to develop their adaptation plans. This training covered issues such as regional climate modelling, mapping of vulnerability hotspots, integrating climate change into planning and adaptation financing.

## Future Plans for Capacity Development

Capacity development is a core element of Sudan's implementation strategy for the NAP, which recognizes the continuing need for capacity building for state-level actors. Priorities for capacity building going forward include further strengthening skills and knowledge on adaptation methods and tools, in particular for development of climate models and scenarios; consensus-building processes to identify adaptation priorities; and integrated management of natural resources. The Sudan team also aims to strengthen information-sharing systems with national and regional collaborators (HCENR, 2016).



## References

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