

THE EUROPEAN UNION EMERGENCY TRUST FUND FOR STABILITY AND ADDRESSING THE ROOT CAUSES OF IRREGULAR MIGRATION AND DISPLACED PERSONS IN AFRICA

1. IDENTIFICATION

Title	Reference: T05-EUTF-HOA-SD-90 EU OPM Sudan – Support to the Office of the Prime Minister			
Zone benefitting from the action / Localisation	Sudan			
Total cost	Total estimated cost: 7 million EUR Total amount drawn from the Trust Fund: 7 million EUR			
Aid modality(ies) and implementation modality(ies)	Direct management			
DAC – codes	15110 - Public sector policy and administrative management			
Main delivery channels	Private sector in third country - 63000			
Markers	Policy objectives	Not targeted	Significant objective	Principal objective
	Participatory development / good governance	<input type="checkbox"/>	<input type="checkbox"/>	X
	Aid to environment	X	<input type="checkbox"/>	<input type="checkbox"/>
	Gender equality and empowerment of women and girls	X	<input type="checkbox"/>	<input type="checkbox"/>
	Nutrition	X	<input type="checkbox"/>	<input type="checkbox"/>
	Reproductive, maternal, newborn and child health	X	<input type="checkbox"/>	<input type="checkbox"/>
	Nutrition	X	<input type="checkbox"/>	<input type="checkbox"/>
	Disability	X	<input type="checkbox"/>	<input type="checkbox"/>
	Rio Markers	Not targeted	Important objective	Principal objective
	Biological diversity	X	<input type="checkbox"/>	<input type="checkbox"/>
	Combat desertification	X	<input type="checkbox"/>	<input type="checkbox"/>
	Climate change mitigation	X	<input type="checkbox"/>	<input type="checkbox"/>
	Climate change adaptation	X	<input type="checkbox"/>	<input type="checkbox"/>
	Migration marker	<input type="checkbox"/>	X	<input type="checkbox"/>
SDG	Goal 16: Peace, Justice and Strong Institutions			
Valetta Action Plan Domains	1. Development benefits of migration and addressing root causes of irregular migration and forced displacement			
Strategic priorities of the Trust Fund	4. Improved governance and conflict prevention, and reduction of forced displacement and irregular migration			
Beneficiaries of the action	The transitional civilian-led Government of Sudan			

Derogations, authorized exceptions, prior agreements	Event to be reported 20.b
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2. RATIONALE AND CONTEXT

2.1. Summary of the action and its objectives

After three decades of authoritarian regime, Sudan has embarked on a difficult political transition. On the basis of the Constitutional Agreement reached in Khartoum (17 August 2019), the country is now led by a civilian-led Government. Within it, there are 16 civilians – including the Prime Minister – and two military. The transition represents a critical opportunity to meet the legitimate aspirations of the Sudanese population for a more peaceful, prosperous and inclusive country.

The EU is firmly committed to back the transition politically and economically. This support is expected to contribute to the stabilisation of the country and its inclusive development, thereby addressing the root-causes of migration.

The overall objective of this Action is to contribute to the democratic transition in Sudan. The specific objective is to reinforce the office of the Prime Minister, in order for him to have the capacity to implement his ambitious reform agenda. This action comes following a written request of the Prime Minister of Sudan.

The action is justified under the EUTF as it aligns with one of the key priority criteria set for the EUTF by the Strategic Board in April 2018, namely Essential stabilisation efforts in Somalia, Sudan and South Sudan.

The overall objective contributes to the progressive achievement of the Sustainable Development Goal 16 to promote peaceful and inclusive societies for sustainable development, provide access to justice for all and build effective, accountable and inclusive institutions at all levels.

The intervention logic of the project is that by immediately supporting the core of the civilian Sudanese Government, the project would facilitate the transition towards democracy in the country, promoting better governance and the adoption of policies able to translate into reality the aims of freedom, peace and justice that inspired the regime change.

2.2. Context

2.2.1. *National context*

Under Prime Minister Abdullah Hamdok and his technocrat transitional government, Sudan has officially embarked on a complex transition path following the agreement signed between the Transitional Military Council and the opposition movement on a 3-year transition period. The deal represents a major step towards civilian-led rule and a potential democratic transition. Consequently, also AU has lifted Sudan's 3-month long suspension from AU membership.

Despite the opportunities, enormous challenges remain, including the fact that the agreement lacks a monitoring mechanism while the vested interests of the military are likely to hamper

the room of manoeuvring for the civilian government. Meanwhile, people's expectations for the transitional government to bring about peace, economic prosperity and justice remain extremely high. It remains crucial that the EU as well as the broader international community remain actively engaged in support of the democratic transition in Sudan, which will need all the help it can get in order to succeed.

Human development indicators in Sudan are among the worst in the world. Sudan has not achieved most of the Millennium Development Goals in 2015, and moving towards achieving the SDGs poses a huge challenge:

- Poverty: 14.2% extreme poverty; 46.1% moderate poverty (2014). Significant increase in urban areas 2009 to 2014 (WB 2019); inequalities worsened between 2017-18: 0,353 Gini Index (WB, 2019)
- Under-five mortality rate: 68 per 1,000 live births/y (MICS, 2014)
- Stunting: 38.2% - very high; 44% or above across all three of the lower wealth quintiles
Wasting: 16,3% - very high (MICS, 2014)
- Food insecurity: 6.4 million people (15%) classified as food insecure (IPC analysis, Aug. 2019); Minimal acceptable diet: rate is only 15% at national level (C4N analysis)
- Forced population displacement: refugees: 1.2 million from South Sudan, Ethiopia, Eritrea, Syria, Yemen, and Chad (OCHA, March 2019); IDPs: 1.86 million (OCHA, March 2019)
- Humanitarian Response Plan: 53,6% funded (gap: \$468 million, May 2019)
- The HDI for women is 0.446, while the HDI for men is higher (0.537)

2.2.2. Sector context: policies and challenges

On 8 September 2019, Sudan swore in its first cabinet since the removal of former president Omar al-Bashir in April following nationwide protests against his rule. The 18 members' cabinet is led by Prime Minister Abdallah Hamdok – a former UN economist. It includes four women and ensures representation of the peripheries, reflecting the diversity of Sudan.

The cabinet has to steer the daily affairs of the country during a transition period of 39 months when general elections are scheduled to be held.

As declared by the Prime Minister – who has demonstrated the political willingness to put in place the much needed political and economic reforms –, the government's top priorities during the transition will be to build sustainable peace, address the severe economic crisis, reform state institutions (security, justice etc.) and pursue a balanced foreign policy. For the success of the Sudanese democratic transition, the role of the Prime Minister and of his Office will be critical. The latter needs to have an adequate capacity in order to be able to advise and assist the PM in the implementation of the reform process.

Needs are huge in Sudan, where peace is not yet secured in Darfur and the economy is in disarray.

The Government launched peace talks in October and announced a '200 days economic emergency recovery plan' to respond to the most urgent needs. The '200 days plan' has five

main axes: macroeconomic stabilization, measures to stabilize commodity prices, addressing the youth unemployment, transition from humanitarian aid to sustainable development and capacity building of economic management institutions. These initiatives set the roadmap to bring revolution ideals ('Freedom, peace and Justice') at the heart of the new political and economic agenda.

Fixing the economy ravaged by corruption and sanctions will be a major challenge for Hamdok's government. The new government inherits a battered banking sector, annual inflation at over 40% and shortages of everything from fuel to flour and banknotes - a situation that in December 2018 sparked the unrest that eventually unseated Bashir.

Regarding human rights and gender equality important challenges remain. There are concerns about the persistence of entrenched discriminatory provisions in legislation, in particular in the area of family law and personal status.

2.2.3. Justification for use of EUTF funds for this action

Sudan has a long history of internal displacement. Conflict and violence have plagued the country since the year before its independence in 1956, driven by the economic, political and socio-cultural marginalisation of southern Sudan, the Darfur region and South Kordofan and Blue Nile states. Disasters, particularly flooding, are also devastating in areas where housing is not built to withstand such events. The tense political situation has had an impact on tribal disputes and relations between communities due to scarce resources and differing political opinions. Hence, this action aligns with one of the key priority criteria (Essential stabilisation efforts in Somalia, Sudan and South Sudan) set for the EUTF Horn of Africa window by the EUTF Strategic Board in April 2018.

The country plays a crucial role for the stability of the Greater Horn and along the migratory routes heading to the Mediterranean shores. The EU has therefore adopted ad hoc measures addressing the root causes of instability and displacement in the country and these funds are channelled through the EUTF.

2.3. Lessons learnt

Any democratic transition is fragile and can be reverted. This is particularly true for countries that have a strong military imprint. Examples provided by the so called Arab spring confirm that the road towards democracy is not linear.

It is also important to consider the specificity of Sudan, looking at its history beyond the past three decades. Sudan has a solid political and trade union tradition, and it embarked already twice in a transition from a military to a democratic system, in 1964 and in 1985. Supporting civil society, political parties and transitional institutions necessary to achieve democracy and stability.

2.4. Complementary actions and synergies

In a statement on 17 June 2019, the EU Foreign Affairs Council made clear that "a civilian-led transitional authority is the only partner with which EU-Sudan relations can be normalised. When Sudan embarks on a transition to civilian rule, the EU looks forward to supporting the

country in tackling the social, economic and political challenges and implementing the necessary reforms, and will provide assistance accordingly”.

The proposed project is part of such EU engagement with and support to the civilian transitional Government of Sudan. The action is notably complementary to others actions funded by the EU to support the civil society, the electoral commission and the freedom of media.

2.5. Donor coordination

This action is part of a collective effort from the international donor community to stand by Sudan and its civilian Government in such a delicate transition. There are several platforms to coordinate such effort. At capital level, the “Friends of Sudan” [AU, Egypt, Ethiopia, EU, France, Germany, Norway, Qatar, Saudi Arabia, United Arab Emirates, UK, UN, US as well as representatives of the World Bank (WB), International Monetary Fund (IMF) and African Development Bank (AfDB)] is the main venue for connecting donors, IFIs and the Government of Sudan.

Donor Coordination mechanisms within Sudan around the PRSP, development aid, humanitarian aid and the humanitarian-development nexus and the Darfur Development Strategy in Sudan need to be harmonised and enabled for a meaningful dialogue with Government. This has led to the creation the Sudan International Partners Forum (SIPF) in April 2019. UN-led work on “Collective Outcomes” is going to be integrated into this process, which include: 1) Governance, 2) Basic Social Services, 3) Climate Change and 4) Livelihoods/Economy. The terms of reference of the Sudan International Partners Forum and the Collective Outcomes are currently being revisited in the light of the new Government.

Specifically in relation to this action, several donors, UK , Germany and Sweden, are interested in providing support to the PM office. Sweden will provide support to the PM office and five line ministries with six gender advisors (it will be implemented by UN Women). UK will support the PM office mainly on its communication strategy. The EU Delegation to Sudan is in close contact with all actors in order to ensure no overlapping

Meetings with UK, Germany and Sweden will be organised in order to ensure efficient coordination.

3. DETAILED DESCRIPTION

3.1. Expected objectives and results

The **overall objective** is to contribute to the democratic transition in Sudan. The specific objective is to reinforce the office of the Prime Minister. This action comes following a written request of the Prime Minister of Sudan.

The **expected result** is as follows:

Result 1: The Office of the Prime Minister operates efficiently and effectively in a conducive working environment. Travel expenses are covered. The Office is instrumental in aligning and directing the policies of the various ministerial and sectorial teams.

In general terms, the Office will help the Prime Minister:

- To determine priorities at national and local level
- To addressing the needs and interests of people living and working in vulnerable situations
- To make policy decisions (taken into account gender balance) through policy coordination, providing critical analysis and resolving disputes
- To ensure that the policies are being delivered by the government
- To make decisions about the progress of government and how best to deploy resources.

3.2. Main activities

A flat rate fee/stipend is paid to the individual staff member by a service provider contracted by the EU, covering between 12 and 15 positions. In addition the Action will cover at least 4 International Conferences.

The new team will support the PM Office with technical support and advice in the following areas:

- Political governance: civil service reform including peace building
- Corporate governance: legal and financial
- Illicit financial flow
- Civic engagement and post conflict specialist
- IT Specialist: modernizing the state and big data specialist
- Global thinkers on areas of economic and political transitions
- Negotiation specialist in mining and extractive industry
- Regional integration: Sudan in IGAD and Mena region
- Re-engineering the state: Public sector including public opinion surveys
- Course developer

The team will be directed to develop a comprehensive public sector capacity to develop programmes at federal and regional level. The outcomes are envisaged to deliver coherent capacity building strategy that will generate institutional, organizational, and human resources achievement.

Office of the Prime Minister would certify to the EU on a monthly basis which services have been rendered.

3.2.2. Target groups and final beneficiaries

The immediate target group would be the staff of the Office of the Prime Minister. Between 12 and 15 positions will be covered on a gender balanced basis. The final beneficiaries of this Action will be the Sudanese population receiving higher quality policies and dividends of the transition.

3.3. Risks and assumptions

Risks	Level of risk	Mitigating measures
Political risks		
The Government is slow in delivering services	Medium	Support through basic services and social protection provided under other EU funded projects.
Policies undertaken do not correspond to EU values	Medium	Close dialogue at the highest political level is established between EU and the Government of Sudan
Military clinging on to power after 21 months, leading to social unrest	High	Reinforcing the civilian members of the SC and cabinet

The **assumptions** for the successful implementation of this Action are:

1. The fundamental balance of power between civilians and military is not altered during the transition
2. The economic situation does not significantly deteriorate

3.4. Cross-cutting issues

Gender equality: Women are significantly represented in the Government. The Interim National Constitution (2005) guarantees the rights of women, and ensure non-discrimination and equal treatment of women in all spheres of life. Article 31 reads that “all persons are equal before the law and are entitled without discrimination, as to race, colour, sex, language, religious creed, political opinion, or ethnic origin, to the equal protection of the law”. Article 15 of the Interim National Constitution states that “the State shall emancipate women from injustice, promote gender equality and encourage the role of women in family and public life”.¹ As such and where appropriate the gender dimension will be integrated in the resources/equipment to be delivered to the staff and in the services to be provided by the staff.

Good governance, sustainability, transparency and accountability are at the core of a well-functioning Government, and therefore at the heart of the present intervention.

Tackling the effects of climate change and promoting a rights-based approach are among the priorities of the transitional Government.

¹ Social Institutions & Gender Index, Sudan, 2019, <https://www.genderindex.org/wp-content/uploads/files/datasheets/2019/SD.pdf>

3.5. Stakeholder analysis

Main Stakeholders for the action are:

- Office of the Prime Minister
- Federal Ministries
- State Ministries

4. IMPLEMENTATION ISSUES

4.1. Financing agreement, if relevant

Not applicable.

4.2. Indicative operational implementation period

The implementation period will correspond to the duration of the transition, up to 36 months from the date of contract signature.

4.3. Implementation modalities

The programme will be implemented by a service provider identified by a negotiated procedure for a service contract.

Component	Amount EUR
Technical Assistance	2 500 000
Missions, Communication	2 700 000
International conferences	1 600 000
Monitoring, evaluation and audit	200 000
Total	7 000 000

4.4. Monitoring and reporting

The implementing partner must establish a permanent internal, technical and financial monitoring system for the action and prepare regular progress reports and final reports.

In the initial phase, the indicative logical framework agreed in contract and/or the agreement signed with the implementing partner must be complemented with baselines, milestones and targets for each indicator. Progress reports provided by the implementing partner should contain the most recent version of the logical framework agreed by the parties and showing the current values for each indicator. The final report should complete the logical framework with initial and final values for each indicator.

The final report, financial and descriptive, will cover the entire period of the implementation of the action.

The Commission may undertake additional project monitoring visits both through its own staff and through independent consultants recruited directly by the Commission for independent monitoring reviews (or recruited by the responsible agent contracted by the Commission for implementing such reviews).

The implementing partner(s) will report on a number of common EUTF indicators of the selected results for this Action².

Project Implementing Partners will be required to provide regular data, including the evolution of the actual values of the indicators (at least every three months) to the contracting authority, in a format which is to be indicated during the contract negotiation phase. The evolution of the indicators will be accessible to the public through the EUTF website (<https://ec.europa.eu/trustfundforafrica/>) and the Akvo RSR platform (<https://eutf.akvoapp.org/en/projects/>).

4.5. Evaluation and audit

If necessary, ad hoc audits or expenditure verification assignments could be contracted by the European Commission for one or several contracts or agreements. An additional assessment regarding the respect of human rights and gender equality can be commissioned, for which specific expertise will be allocated.

Audits and expenditure verification assignments will be carried out in conformity with the risk analysis in the frame of the yearly Audit Plan exercise conducted by the European Commission. The amount allocated for external evaluation and audit purposes should be shown in EUR. Evaluation and audit assignments will be implemented through service contracts, making use of one of the Commission's dedicated framework contracts or alternatively through the competitive negotiated procedure or the single tender procedure.

4.6. Communication and visibility

Communication and visibility of the EU is a legal obligation for all external actions funded by the EU. This action shall contain communication and visibility measures which shall be based on a specific Communication and Visibility Plan of the Action, which will be developed early in the implementation. The measures are implemented by the Commission, the partner country, the contractors, the beneficiaries and / or the entities responsible in terms of legal obligations regarding communication and visibility. Appropriate contractual obligations will be included in the financing agreement, purchase and grant agreements and delegation agreements. Communication and visibility requirements for the European Union are used to establish the communication and visibility plan for the action and the relevant contractual obligations.

² EN : https://ec.europa.eu/trustfundforafrica/sites/euetfa/files/eutf_results_indicators_41.pdf
FR : https://ec.europa.eu/trustfundforafrica/sites/euetfa/files/eutf_results_indicators_41_fr.pdf

Annex: Indicative Logical Framework Matrix

Additional note: The term "results" refers to the outputs, outcome(s) and impact of the Action (OECD DAC definition).

	Results chain: Main expected results (maximum 10)	Indicators (at least one indicator per expected result)	Sources and means of verification	Assumptions
Impact (Overall objective)	To contribute to the democratic transition in Sudan	Human Development Index, corruption perception index. Peace prevails in peripheral area.	Statistics and surveys	Stable civilian government
Outcome(s) (Specific Objective(s))	To reinforce the office of the Prime Minister	Policy priorities are identified, spread across government, implemented and monitored	Government reports	
Results (Outputs and/or Short-term Outcomes)	<u>Result 1:</u> The Office of the Prime Minister operates efficiently and effectively in a conducive working environment. Travel expenses are covered. The Office is instrumental in aligning and directing the policies of the various ministerial and sectorial teams.	The staff of the Office are selected in a transparent and objective manner and operative. Salaries regularly paid on an equal basis for women and men Office equipment available Missions performed	PM Office reports	