

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

**Action Document for the implementation of the Horn of Africa Window  
T05-EUTF-HOA-SD-38**

**1. IDENTIFICATION**

Title	<b>Technical Cooperation Facility for Sudan 2018 – 2020</b>		
Total cost	Total estimated cost: EUR 4 800 000 Total amount drawn from the Trust Fund: EUR 4 800 000		
Aid method / Method of implementation	Direct management /Service, Supply and Grant Contracts. Indirect management through Delegation Agreement.		
DAC-code	<b>15010</b>	Sector	Public Sector policy and administration management

**2. RATIONALE AND CONTEXT**

**2.1. Summary of the action and its objectives**

The Action transversally contributes to the pursuit of the EU Trust Fund objectives by providing support to the EU in the implementation of development aid in Sudan, a country which plays a pivotal role in the Eastern and then Central Mediterranean migratory Route. The Action is aligned with the Valletta Action Plan priority domain (1) development benefits of migration and addressing root causes of irregular migration and forced displacement, in particular through "investing in development and poverty eradication. The project is also based on the objectives and indicative intervention priorities of the Short Term Strategy 2016/17 for the implementation of a special support measure in favour of the people of the Republic of Sudan, implemented under the EU Trust Fund.

The project builds on cross-cutting issues of conflict sensitivity, gender equality and building the capacity of local stakeholders.

The **geographical scope** of the project is the beneficiary country as a whole, as studies, assessments and other technical assistance under this facility will assist in the main stages of the implementation of any programmes and projects in favour of the country's development strategy.

The **intervention logic** is that by sustaining communication, research, technical assistance and evaluation capacities of the EU Delegation, the latter will be able to design a more coherent approach to the current development, stabilisation and migration challenges of Sudan, addressing its specific needs and providing accurate financial and technical support. Limited support may also be provided on technical issues to Federal and State level governments.

The **overall objective** of the action is to contribute to an efficient and effective use of the development funds the EU implements in Sudan, encompassing the migration agenda and traditional development policies.

The **specific objective** is to cover the preparation of activities necessary for the sound implementation of financial resources managed by the European Commission. It also aims to provide complementary support to on-going actions, as well as to support the identification and formulation of new actions of interest for EU engagement in Sudan, including via technical assistance. Moreover, support to International Organisations and relevant entities in all sectors of EU development cooperation may be provided. Finally, the facility might conduct studies and training, organise ad hoc events (with possible participation of Sudanese experts and officials), and will ensure proper communication thereof.

## **2.2. Context**

### **2.2.1. Country context**

With an area of approximately 1.9 million km<sup>2</sup> (almost half the size of the EU), Sudan is the third largest country in Africa. An estimated population of 40 million inhabitants is growing rapidly. It is estimated that 40% of the population is below 14 years old.

Sudan is a low middle-income country categorised as a fragile country (OECD, World Bank). About 46.5% of the population lives below the poverty line, while 8% lives in extreme poverty. Socio-economic indicators remain low in a context of economic hardship, with reduced revenues after the independence of South Sudan, low oil prices and insufficient economic diversification. In the global Human Development Index rankings, Sudan was placed at 165 out of 188 countries in 2015. It is estimated that 20% of the active population is unemployed, with women's unemployment nearly doubling that of men. Agriculture remains the main source of employment, although the urban informal sector is reported to account for more than 60% of GDP. Poverty is heightened by inefficient development plans and strategies, reduced public expenditure on basic services, and erosion of land and natural resources. An Interim Poverty Reduction Strategy Paper (I-PRSP) and the Five-Year Program for Economic Reforms were approved by the Sudan parliament in December 2014.

Sudan has borders with some of the most unstable countries in Africa: Central African Republic, South Sudan, Libya, Eritrea and Chad. Sudan is at the centre of the Eastern African migration route, towards North Africa and Europe, and an important country of transit and origin of migration along that route. Traffickers and smugglers are operating in the country. Sudan also has the largest population of displaced people in Africa, with 3.1 million internally displaced people. Only in Darfur, some 1.6 million displaced people are registered as living in camps. For unregistered Internally Displaced Persons (IDPs) i.e. displaced people living in rural settlements and urban areas, estimates vary considerably, especially as there is no systematic registration of displacement outside camps. In addition to this, there are approximately 367,000 refugees and asylum seekers hosted in refugee camps in East Sudan and White Nile State; or residing in urban areas such as Khartoum, originating mainly from South Sudan and Eritrea, but also from Yemen or Syria. In recent months, an increased influx of West African migrants have been observed using Darfur as a route to reach Libya; furthermore, Darfuri are increasingly leaving following the deterioration of living conditions.

### **2.2.2. Sector context: policies and challenges**

Forced displacement, irregular migration, trafficking in human beings, smuggling of people and violent conflict are transnational challenges that affect all the countries of the Horn of Africa, albeit to various degrees, including Sudan. The geostrategic situation of Sudan makes it a source of, a destination for and a transit for migrants and refugees; the country has been confronted with mixed migration flows of significant magnitude. The root causes of this are firmly linked to the instability in the region. Although manifested differently according to national and local contexts, marginalisation, lack of economic opportunities, weak governance, absence of the rule of law, natural disasters, food insecurity and long-standing conflict drivers are at the root of these problems. The EU Trust Fund aims to address the root causes of instability, irregular migration and forced displacement in Sudan through operational initiatives firmly anchored in political and high level dialogues. To support the identification and formulation of those operational responses, as well as ensure adequate follow up and alignment with other EU-funded programmes implemented in Sudan, it is necessary to count with a technical cooperation facility that facilitates the provision of technical assistance and resource expertise and assists the EU to fulfil those functions.

The national planning framework, which includes a Twenty-Five Year National Strategy (2007-32), the Five Year Programme for Economic Reform (2015-19), and the Interim Poverty Reduction Strategy Paper (2012-14), encompasses a number of interventions over recent years to improve infrastructure, strengthening the financial sector, liberalisations in transport and telecommunications and pro-investment policies. However, despite considerable achievements in attracting investment since 2005, much of the increase in economic activity has been limited to the central core of the country and inequalities among different states of the country remain stark.

The Federal 2017 Budget estimates the revenues at €10.4 billion and total expenditures at €12.9 billion. Tax revenues are expected to be €7.8 billion. Fiscal deficit is expected to increase to €2.5 billion in 2017 (2.1% of GDP). In 2016 it was €1.7 billion.

The Federal Minister of Investment declared that the (so far partial) lifting of US economic sanctions will encourage national and international investors to run businesses in Sudan.

### **2.3 Lessons learnt**

The Programme builds on the lessons learnt from previous technical cooperation facilities implemented in Sudan with EU funding.

On the basis of the limitations of EU development cooperation in Sudan, there is a clear need to continue providing technical assistance and support to formulate, implement and evaluate programmes and projects. The EU Delegation needs accurate information and analysis on the various sectors of Sudan's economy that will complement the political dialogue with Sudanese authorities and will improve planning. The Delegation also considers important that support is provided through the TCF to international organisations in order to prepare programmes and/or any important activity related to EU funded programmes. Both key and non-key expertise resources and their input need to be carefully planned based on the needs and the timeframe of the operational responses to maximize their impact. The EU has faced difficulties in finding the most suitable profiles for technical assistance in different areas of expertise due to the challenging operating environment and the high turnover of the experts.

## 2.4 Complementary actions

This programme will complement other EU development interventions and might benefit other donors' activities targeting sectors in which the EU is also engaged (especially rural development/food security, poverty reduction strategy, economic development and trade, and basic service delivery in health, culture and education).

This action focuses on the different phases of planning. The technical assistance is expected to support the EU Delegation in each critical phase, such as preliminary sector studies, identification and formulation of EU cooperation programmes and projects in Sudan, as well as support policy dialogues. In this process, the respect of the main principles on aid efficiency (Paris Declaration on Aid Effectiveness and the Accra Agenda for Action), will be the key to ensure that EU support to Sudan is focused on national priorities, driven by a strong dialogue with national stakeholders, and complementary to other international donors programmes in the country.

Recently implemented technical cooperation facilities have allowed the EU to support the Government of Sudan in the preparation of the Poverty Reduction Strategy Paper. It has also allowed the EU Delegation to undertake preparatory work for design of programmes and project follow up in the areas of food security and basic services, as well as to strengthen the capacity of Sudanese Civil Society Organisations.

## 2.5. Donor co-ordination

Donor coordination is fragmented and as yet unstructured. A Development Partners Group (DPG) was established in 2015 following preparatory work by the UK (DFID) and the EU. The DPG convenes active development partners in the country on a semi-regular basis, acting as an umbrella for thematic sector groups. A meeting to consider a future *modus operandi* for the DPG was held in June 2016. The UNDP acts as a secretariat to the DPG. In Sudan only a few sectors have groups of this nature. The Government participates in these groups.

At the EU level, donor coordination takes place through the EU Heads of Cooperation meetings, held also on a regular basis, as well as the EU+ (Switzerland and Norway) Migration working group also held on a regular basis

## 3. DETAILED DESCRIPTION

### 3.1. Objectives

The **overall objective** of the action is to contribute to an efficient and effective use of the development funds the EU implements in Sudan, encompassing the migration agenda and traditional development policies.

The **specific objective** is to cover the preparation of activities necessary for the sound implementation of financial resources managed by the European Commission. It also aims to provide complementary support to on-going actions, as well as to support the identification and formulation of new actions of interest for EU engagement in Sudan, including via technical assistance. Moreover, support to International Organisations and relevant entities in all sectors of EU development cooperation may be provided. Finally, the facility might

conduct studies and training, organise ad hoc events (with possible participation of Sudanese experts and officials), and will ensure proper communication thereof.

**3.2. Expected results and main activities**

The expected results with the corresponding activities are:

***Result 1: Sector studies, reviews and evaluations are produced and regularly updated to ensure that EU programme and project identification/formulation are supported.***

Under Result 1, the Action will focus on studies and Technical Assistance relating to the main areas of EU cooperation with Sudan, i.e. education, health (e.g. Technical Assistance to support to the National Health Insurance Fund), rural development / food security, poverty reduction, and migration. In addition, cross cutting reports and other themes may be explored, e.g. renewable energy, private sector development, trade, macro-economic analysis, culture, etc. The Action will also contribute to the identification of priorities and the formulation process (with particular attention to their sustainability), including the implementation of all necessary technical and feasibility studies.

***Result 2: Awareness amongst key stakeholders, including Sudanese stakeholders at all levels of Government and civil society, of the main issues regarding EU development cooperation and more specifically EU strategies and policies is increased.***

Under Result 2, technical assistance will be conducted to highlight best practices and identify means of communication. It will also take good care of the logistics and contracting tasks related to the production of communication materials and the organisation of events. It will provide further opportunities to the EU Delegation staff to discuss a variety of issues with Sudanese institutions and stakeholders, and with other donors and international organisations. Moreover, it will enhance the presence and the visibility of the EU among the development and international cooperation actors in Sudan.

**3.3 Risks and assumptions**

**The main risks are:**

<b>Risk</b>	<b>Risk level (H/M/L)</b>	<b>Mitigation measures</b>
Safety and security conditions in some areas prevent minimum levels of access required for successful carrying out of studies and researches.	M	Selected areas based on conditions of access and security; government and community commitment is obtained to assure access and security to selected areas.
Government participation and support weakened through frequent changes in government.	M	Ensure that senior technical government staff plays a strong advocacy role to ensure continuity in participation and political support

Instability in country due to economic and human rights situations	M	The lack of political liberties and the deepening of the economic crisis can lead to civil unrest. The EU will constantly monitor the situation in close coordination with the main donors.
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The **assumptions** for the success of the project and its implementation include:

- Political and social stability sustained;
- Availability of qualified Technical Assistance willing to work in Sudan;
- Access to the country and to information sources is maintained.

### 3.4 Cross-cutting issues

*Gender:* girls represent a majority (up to 75% in Sudan) of the 20% least educated population. Women and girls are also often among the most vulnerable groups, including among forcibly displaced populations. Moreover, women and girls within host communities share a higher burden. The project’s strategy will focus on:

- Raising awareness on gender and gender mainstreaming in consultations, meetings, presentations, and various other fora to provide food for thought and fuel for action.
- Promoting women’s voices in decision-making. For example through disaggregated consultations to ensure activities respond to specific roles and priorities of women and vulnerable groups – which would otherwise not emerge in mixed consultations.
- Disaggregating by gender all consultations, planning, monitoring and impact evaluation so that the programmes ensure gender equity.

*Good governance:* decentralised levels will be actively involved in the planning and monitoring of the different components of the programmes, improving the accountability, efficiency and managerial capacities of authorities in Localities and States.

*Environment and climate change:* any product drafted or implemented under the facility will adhere to national legislation and international best practices on natural resources management. This includes bringing together government officials from different line ministries as well as communities to jointly improve the management of common natural resources, particularly water. This is in line with the SDG 17.7, which aims at promoting the development, transfer, dissemination and diffusion of environmentally sound technologies to developing countries.

### 3.5 Stakeholders

*Direct beneficiary:* the Delegation of the European Union to the Republic of the Sudan, and all stakeholders in EU development cooperation work. Important stakeholders are also the civil society and people of Sudan, who will reap the benefits of the assistance delivered through a better planned and implemented process.

## 4 IMPLEMENTATION ISSUES

### 4.1 Financing agreement, if relevant

It is not foreseen to conclude a Financing Agreement with the partner country for the implementation of the action.

### 4.2 Indicative operational implementation period

The implementation period will be 82 months, whilst the overall execution period (including a closure phase of no more than 24 months) will not exceed 106 months from the date of approval of this Action Document by the Operational Committee of the EU Trust Fund.

### 4.3 Implementation components and modules

The project will, in principle, be implemented via service contracts, framework contracts, supplies and grants to be concluded according to established EC rules and procedures. Whenever relevant, it is also envisaged to conclude Delegation Agreements with International Organisations and relevant entities.

### 4.4. Indicative budget

Component/Result t	Amount (EUR)
<b>Result 1:</b> Sector studies and reviews and evaluations are produced and regularly updated to ensure that EU programme and project identification/formulation are supported	3 925 000
<b>Result 2:</b> Awareness amongst key stakeholders, including Sudanese stakeholders at all levels of Government and civil society of the main issues regarding EU development cooperation and more specifically EU strategies and policies is increased	520 000
<b>Evaluation and audit</b>	80 000
<b>Communication and visibility</b>	275 000
<b>Total</b>	<b>4 800 000</b>

### 4.5 Monitoring and reporting

Ad hoc audits or expenditure verification assignments could be contracted by the European Commission. 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. 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.

A mid-term review of the project will be conducted between 18 and 22 months after the beginning of the implementation.

#### **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, to be elaborated at the start of implementation.

In terms of legal obligations on communication and visibility, the measures shall be implemented by the Commission, the partner countries and entrusted entities. Appropriate contractual obligations shall be entered into the Agreements concluded by the Commission with the entrusted entities and the partner countries.

The Communication and Visibility Manual for European Union External Action shall be used to establish the Communication and Visibility Plan of the Action and the appropriate contractual obligations.

A **logical framework** showing objectives, results, targets and indicators is attached. This will be reviewed during the Inception Phase based on extensive consultations with EU Member States and Sudanese stake holders in sectors of EU work.



EU Trust Fund Strategy	Valletta Action Plan	United Nations Sustainable Development Goals
Four main areas of intervention	Five priority domains, and 16 initiatives	17 goals
<p>1) Greater economic and employment opportunities</p> <p>2) Strengthening resilience of communities and in particular the most vulnerable, as well as refugees and displaced people</p> <p>3) Improved migration management in countries of origin and transit</p> <p>4) Improved governance and conflict prevention, and reduction of forced displacement and irregular migration</p>	<p>1) <b>Development benefits of migration and addressing root causes of irregular migration and forced displacement</b></p> <ol style="list-style-type: none"> <li>1. enhance employment opportunities and revenue-generating activities</li> <li>2. link relief, rehabilitation and development in peripheral and most vulnerable areas</li> <li>3. operationalise the African Institute on Remittances</li> <li>4. facilitate responsible private investment and boost trade</li> </ol> <p>2) Legal migration and mobility</p> <ol style="list-style-type: none"> <li>5. double the number of Erasmus scholarships</li> <li>6. pool offers for legal migration</li> <li>7. organise workshops on visa facilitation</li> </ol> <p>3) Protection and asylum</p> <ol style="list-style-type: none"> <li>8. Regional Development and Protection Programmes</li> <li>9. improve the quality of the asylum process</li> <li>10. improve resilience, safety and self-reliance of refugees in camps and host communities</li> </ol> <p>4) Prevention of and fight against irregular migration, migrant smuggling and trafficking of human beings</p> <ol style="list-style-type: none"> <li>11. national and regional anti-smuggling and anti-trafficking legislation, policies and action plans</li> <li>12. strengthen institutional capacity to fight smuggling and trafficking</li> <li>13. pilot project in Niger</li> <li>14. information campaigns</li> </ol> <p>5) Return, readmission and reintegration</p> <ol style="list-style-type: none"> <li>15. strengthen capacity of countries of origin to respond to readmission applications</li> <li>16. support reintegration of returnees into their communities</li> </ol>	<ol style="list-style-type: none"> <li>1) <b>End poverty in all its forms everywhere</b></li> <li>2) End hunger, achieve food security and improved nutrition and promote sustainable agriculture</li> <li>3) Ensure healthy lives and promote well-being for all at all ages</li> <li>4) Ensure inclusive and equitable quality education and promote lifelong learning opportunities for all</li> <li>5) Achieve gender equality and empower all women and girls</li> <li>6) Ensure availability and sustainable management of water and sanitation for all</li> <li>7) Ensure access to affordable, reliable, sustainable and modern energy for all</li> <li>8) Promote sustained, inclusive and sustainable economic growth, full and productive employment and decent work for all</li> <li>9) Build resilient infrastructure, promote inclusive and sustainable industrialisation and foster innovation</li> <li>10) Reduce inequality within and among countries</li> <li>11) Make cities and human settlements inclusive, safe, resilient and sustainable</li> <li>12) Ensure sustainable consumption and production patterns</li> <li>13) Take urgent action to combat climate change and its impacts</li> <li>14) Conserve and sustainably use the oceans, seas and marine resources for sustainable development</li> <li>15) Protect, restore and promote sustainable use of terrestrial ecosystems, sustainably manage forests, combat desertification, and halt and reverse land degradation and halt biodiversity loss</li> <li>16) Promote peaceful and inclusive societies for sustainable development, provide access to justice for all and build effective, accountable and inclusive institutions at all levels</li> <li>17) <b>Strengthen the means of implementation and revitalise the global partnership for sustainable development</b></li> </ol>

## LOG FRAME MATRIX OF THE ACTION

### Technical Cooperation Facility for Sudan 2018-2020

The activities, expected outputs and all the indicators, targets and baselines included in the logframe matrix are indicative and may be updated during the implementation of the action without an amendment to the action document. The indicative logframe matrix will evolve during the lifetime of the action: new lines will be added for listing the activities as well as new columns for intermediary targets (milestones) when it is relevant and for reporting purpose on the achievement of results as measured by indicators.

Please note that baselines and indicators will be further defined during the inception phase.

	<b>Results chain</b>	<b>Indicators</b>	<b>Baseline (incl. reference year)</b>	<b>Current value Reference date</b>	<b>Targets (incl. reference year)</b>	<b>Sources and means of verification</b>	<b>Assumptions</b>
<b>Overall objective: Impact</b>	The overall objective of the action is to contribute to an efficient and effective use of the development funds the EU implements in Sudan, encompassing the migration agenda and traditional development policies.	Contribute to a more coherent formulation and implementation of the activities.	TBD during inception phase	TBD during inception phase	1 quarterly report, 1 quarterly event organised	Progress reports and annual assessments	<ul style="list-style-type: none"> <li>- Economic and political situation remain stable.</li> <li>-Peace prevails and security is maintained.</li> <li>-No major natural and man-made disasters occur.</li> </ul>

<p style="text-align: center;"><b>Specific objective(s): Outcome(s)</b></p>	<p>The specific objective is to cover the preparation of activities necessary for the sound implementation of financial resources managed by the European Commission. It also aims to provide complementary support to on-going actions, as well as to support the identification and formulation of new actions of interest for EU engagement in Sudan, including via technical assistance. Moreover, support to International Organisations and relevant entities in all sectors of EU development cooperation may be provided. Finally, the facility might conduct studies and training, organise ad hoc events (with possible participation of Sudanese experts and officials), and will ensure proper communication thereof.</p>	<p>Studies, technical expertise and training, conferences and communication activities provided.</p>	<p>TBD during inception phase</p>	<p>TBD during inception phase</p>	<p>1 quarterly report, 1 quarterly event organised</p>	<p>Progress reports and annual assessments</p>	<p>Federal, State and Locality authorities are willing to cooperate for the implementation of the programme</p>
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<b>Outputs</b>	Result 1. Sector studies and reviews and evaluations are produced and regularly updated to ensure that EU programme and project identification/formulation are supported.	Provision of studies and reviews, project drafts and evaluations	TBD during inception phase	TBD during inception phase	1 quarterly study or review or project evaluation/draft	Progress reports	- Federal, State and Locality authorities are willing to cooperate for the implementation of the programme.
	Result 2: Awareness amongst key stakeholders, including Sudanese stakeholders at all levels of Government and civil society of the main issues regarding EU development cooperation and more specifically EU strategies and policies is increased.	Organisation of events and promotion of communication materials	TBD during inception phase	TBD during inception phase	1 quarterly event; 1 visibility action plan.	Progress reports	