

ACTION DOCUMENT

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-94 EU support for the Family Support Programme and for the consolidation of social protection in Sudan			
Zone benefitting from the Action / Localisation	Sudan			
Total cost	Total estimated cost: 65 000 000 EUR Total amount drawn from the Trust Fund: 65 000 000 EUR			
Aid modality(ies) and implementation modality(ies)	Project Modality Indirect management with the World Bank Direct management			
DAC - codes	16010 - Social protection 16011 - Social protection and welfare services policy, planning and administration 12110 - Health system strengthening and health governance			
Main delivery channels	World Bank - 44000			
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"/>
	Trade development	X	<input type="checkbox"/>	<input type="checkbox"/>
	Reproductive, maternal, newborn and child health	X	<input type="checkbox"/>	<input type="checkbox"/>
	Disaster risk reduction	<input type="checkbox"/>	X	<input type="checkbox"/>
	Nutrition	<input type="checkbox"/>	X	<input type="checkbox"/>
	Disability	<input type="checkbox"/>	X	<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	Main SDGs: Goal 1: No Poverty Other relevant: Goal 2: Zero Hunger			

	Goal 3: Good Health and Well-being Goal 5: Gender Equality Goal 8: Decent Work and Economic Growth Goal 10: Reduce Inequalities Goal 16: Peace, Justice and Institutions Goal 17: Partnership for the Goals
Valetta Action Plan Domains	1. Development benefits of migration and root causes of irregular migration 3. Protection and asylum
Strategic priorities of the Trust Fund	2. Strengthening resilience of communities and in particular the most vulnerable, as well as refugees and displaced people
Beneficiaries of the Action	Up to 80 percent of Sudan’s total population, representing those most likely to be negatively impacted by the necessary economic reforms and the corona virus crisis
Derogations, authorized exceptions, prior agreements	N/A

2. RATIONALE AND CONTEXT

2.1. Summary of the Action and its objectives

The **overall objective** is to support the Government of Sudan to mitigate the impact of the global COVID-19 pandemic within the context of its ongoing economic reforms.

The Government of Sudan is soliciting donor support to gear up short-term social assistance through a Family Support Programme (FSP), which it views as a central facet of its response to COVID-19, and as a foundation for its future long-term social protection system.

The **specific objectives** are to i) deliver immediate social assistance and cash mitigation to households through the Government’s FSP and ii) contribute to the development of an effective and comprehensive long-term Government-owned inclusive social protection system.

The Action contributes to the EU Trust Fund objective (2) Strengthening resilience of communities and in particular the most vulnerable, as well as refugees and displaced people. 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 Action is **aligned with the Valetta 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 **geographical coverage** of the Action encompasses the whole of Sudan, but with an initial focus on Khartoum, Red Sea, Gezira and Darfur States.

The **intervention logic** is that supporting social assistance through Government channels would help the Transition Government to implement its proposed FSP to mitigate the immediate impacts of COVID-19, while at the same time establishing a robust long-term inclusive social protection system.

The overall objective contributes to the progressive achievement of several SDGs but in particular Goal 1 "Poverty" contains the commitment, through the target 1.3, to "Implement nationally appropriate social protection systems and measures for all, including floors, and by 2030 achieve substantial coverage of the poor and the vulnerable" and Goal 10 "Inequality", through the target 10.4, to "Adopt policies, especially fiscal, wage and social protection policies, and progressively achieve greater equality".

The indicative implementation period will be 30 months from the date of contract signature allowing a six-month mobilisation and inception period, followed by two years of full implementation.

2.2. Context

2.2.1. National context

Sudan is currently undergoing a fragile and volatile transition. Following a period of thirty years of dictatorship, a peaceful revolution resulting in a power sharing agreement between military/security services and civilian opposition groups led to a civilian led, technocratic government assuming power in September 2019. The Sovereign Council, which remains the highest authority in the country, is under military chairmanship until 2021 when a civilian will be appointed to chair this body also. The priorities established for the transition are; i) peace; ii) stabilisation of the economy and ii) preparation for democratic elections in 2022.

The challenges facing the civilian led government cannot be under-stated. The previous regime left behind a government system of opacity, clientelism, corruption, absence of accountability and an economy in deep crisis. In addition, policies of the former regime led to imposition of severe US sanctions in 1990s. These were partly lifted in September 2017. The US government delisted Sudan from the State Sponsors of Terrorism (SSTL) in December 2020. However, Sudan is still considered a reputational risk to most countries and investors even if it should soon benefit from substantial and much needed support from the Bretton Woods institutions. Already during the revolution, the parallel exchange depreciated considerably, and this trend has continued during the first months of the transition, increasing in speed in February and March 2020. This is to a large extent caused by the unsustainable policy of commodity subsidies of the former regime; fuel prices are the lowest in Africa/world and wheat prices have negative impacts on domestic production of cereals. This has led to significant inflation. The annual figure for March 2020 was 71%. To deal with the situation, GoS increases money supply and thus perpetuates an unsustainable system. This acute situation is now further compounded by the coronavirus pandemic. Scarce government resources now must be mobilised also to deal with this crisis. The Conference de Paris organised in May 2021 has sent a strong political signal at the highest level, that the country is now back in the international community. The conference aimed to inform creditors, governments, international agencies, and investors about the economic reforms that the Transitional Government of Sudan (GoS) has undertaken, and Sudan's readiness to open for business. The conference has also been an excellent platform to start preliminary discussions with creditors about a debt relief process.

About half of the population lives below the poverty line, with a significant number living in extreme poverty. In the global Human Development Index rankings for 2019, Sudan was placed at 168 out of 189 (The HDI for women is 0.446, while the HDI for men is higher 0.537). Sudan ranks 139th over 189 countries in the Gender Inequality index (2019). It is estimated that 20% of the active population is unemployed, with women's unemployment nearly twice that of men. Agriculture remains the main source of employment, although the urban informal sector is reported to account for more than 60 per cent of GDP. If GDP were calculated with the use of the prevailing exchange rate, the GDP of Sudan would be much lower, and hence per capita GDP would also better reflect the actual levels of poverty in the country.

The humanitarian and development situation in Sudan remains serious and complex, with acute lifesaving needs across the Darfur region, Blue Nile and South Kordofan states, eastern Sudan and other areas. The Sudan 2020 Humanitarian Needs Overview points to 9.3 million people in need of humanitarian assistance, including 3.1 million in Darfur.

Environmental factors exacerbate the humanitarian and development crises, contributing to displacement, food insecurity and environmental degradation.

In order to respond to Sudan's multiple economic emergencies, worsened by the current COVID-19 pandemic, the GoS is preparing a health-care response, as well as an economic response. The economic response seeks to shield the economy and "flatten the recession curve" to the extent possible, by supporting individuals and keeping firms alive and employees employed. At the centre of this plan is the "Sudan Family Support Program", a cash transfer intervention to 80% of families including people living in vulnerable situations (e.g. elderly, refugees, displaced persons, people with disabilities, single mothers and widows) to start as soon as possible and leveraging on National Civil Registry and digital payments.

2.2.2. Sector context: policies and challenges

Sudan has established a social assistance system, using entirely national funds and reaching a large coverage of 500,000 households. In addition, Zakat (Islamic religious compulsory contribution of 2.5 percent on income / savings to support the poor) has been active for many years, operating as an informal social safety net (also provided via Government systems). Sudan's existing social protection programmes are fairly comprehensive, but

also in need of significant reform and support to be able to respond to the widespread poverty and vulnerability in the country, particularly now in the face of COVID-19. Coverage of existing social protection programmes is limited, and there is overlap between them and lack of coordination, particularly with the humanitarian actors. Substantial gaps remain at national level; and the EU, World Bank and others are working with other partners to try to close the gap.

Government social protection programmes are implemented mainly through the following modalities:

- Cash Transfer component of the **Social Initiative Programme (SIP)**: Started in 2011 and financed by the Ministry of Finance and Economic Planning (MoFEP), this is an unconditional monthly transfer to poor households identified by the Ministry of Labour and Social Development (MoLSD)¹ and the Zakat Chamber. Currently, the cash transfer programme reaches more than 500,000 households in all 18 states of the country providing SDG 250 per household per month (about USD 5). The Government approved an increase in the monthly payment amount to households from SDG 250 to SDG 450 in early 2019 but the increased amount was never paid due to financial constraints. The programme is envisaged to expand to 1,000,000 households (5 million people) by the end of 2020, resources permitting. The Saving and Social Development Bank (SSDB) is entrusted with disbursing the cash to targeted households, along with Sudapost and Zakat points at state level. In Khartoum, e-payments have been piloted and are functional already. The programme faces operational challenges related to inadequate and irregular resource allocation, political and socio-economic biases in household selection and difficulties in outreach and communication. The World Bank has been providing technical and operational assistance in the last four years to improve the implementation of the social assistance programme. Key elements of WB support have been: introducing a community-based household ranking and a household targeting tool, strengthening transparency in household selection as well as in payments, developing a Management Information System for the programme and introducing a grievance redress mechanism at the local level. The retargeting in the six selected states has also allowed the inclusion Internally Displaced People (IDPs). Currently Government spends SDG 125 million (USD 2.8 million) per month on these cash transfers, totalling SDG 1.5 billion (USD 33.3 million) per year.
- **National Health Insurance Fund (NHIF)** is the second-largest programme of MoLSD. The NHIF was established as a social health insurance in 1995, mandatory to formal sectors employees and voluntary to the informal sector. The 2016 Health Insurance Act now stipulates compulsory registration of all residents in Sudan (citizens, foreigners, refugees). According to NHIF data, health insurance coverage achieved by December 2016 was 25.3 million people, or 64.4 percent of the total population. The coverage of the poor is 84.7 percent, or 15.5 million. The "universal health coverage" objective is to cover more than 80 percent of the population and 100 percent of vulnerable groups. Through Zakat and Government funding there has been a provision to include poor households unable to contribute the premium while covering all the recipients of the SIP and other cash transfer programmes. The programme has been expanding to Darfur, including to IDP populations in the peri-urban camps in El Fasher and Nyala. With the advent of the threat of COVID-19, this Action would continue to support the policy of automatically enrolling all beneficiaries of social protection into the NHIF.
- The **National Pensions and Social Insurance Fund (NPSIF)** provides pension schemes for public, private and Government employees via two pension funds (NPF and NSIF). In 2018, there were about 1.1 million contributors for about 340,000 beneficiaries throughout the country. A minimum contributory pension is set up at SDG 625 paid by the NPSIF. In accordance with the 2016 Act, the Ministry of Finance has financed an increase in the minimum pension by SDG 500, raising it to SDG 1,125. However, this pension increase only benefits pensioners who were in the formal contributory system, while poorer old age persons are excluded from the non-contributory tax-financed pension.
- **Student Support Grant**: This is a grant for students from poor households to pursue university education. Each student would receive SDG 100 per month in cash and an additional SDG 100 per month is paid to the

¹ The previous Ministry of Security and Social Development has just been combined with the Ministry of Labour and renamed to the Ministry of Labour and Social Development (MoLSD). The acronym MoLSD is used throughout this document.

educational institution on behalf of the student, for food and rental expenses. The programme was expected to cover 200,000 students by 2015.

- **Other, smaller programmes:** Rural Women's Empowerment and Revolving Fund; Microfinance and Microenterprise Development/Asset Transfer; Provision of small loans for livelihood promotion; Social projects for specific target groups covering immediate needs like water and health expenses for vulnerable groups such as homeless people and IDPs; Support for the disabled: Includes distribution of prosthetic limbs and revolving funds; Community media and corporate social responsibility.

Many of these programmes are managed by MoLSD to combine cash transfers with complementary support for economic inclusion. As funding for these smaller initiatives is limited and sporadic, no systematic approach for economic inclusion has been implemented.

Despite the above encouraging efforts, the existing social assistance system is largely inadequate to respond to the widespread poverty and vulnerability in Sudan, even in normal times. With the advent of COVID-19, a major overhaul and substantial expansion are urgently needed.

Humanitarian and international partners have stepped in to deliver humanitarian aid and short-term in-kind assistance over many years. Most of these programmes were initiated as an emergency response to help the targeted refugee and internally displaced persons and host communities absorb shocks, and hence have a short-term focus. While such humanitarian interventions have contributed to meeting emerging needs, a short- and long-term approach to provide predictable, reliable, and scalable social assistance is needed, with the Government in the lead, to respond to the immediate onslaught of COVID-19 and to strengthen people's resilience to shocks.

During current transition phase, the EU will provide maximum support for Government to assume leadership, presence, and tangible improvements to the population's social and economic situation. Responding to COVID-19, while at the same time consolidating the country's social protection system will be crucial for building trust and repairing the social contract between the citizens and the state. Integration of relevant programmes (social assistance, health insurance, economic inclusion) and services (e.g. nutrition, health insurance, education, labour, agriculture) is key for providing an effective avenue for graduation from poverty for the people living in vulnerable situations, which implies a critical role for strengthening the frontline social workforce. Harmonisation of the Government social assistance programmes and humanitarian assistance is necessary.

The New European Consensus on Development aligns the Union's development policy with the 2030 Agenda for Sustainable Development and strongly reaffirms EU commitment to social protection. Stating that "eradicating poverty, tackling discriminations and inequalities and leaving no one behind are at the heart of EU cooperation development policy", the new Consensus enshrines the commitment from the EU and its Member States to support "efficient, sustainable and equitable social protection systems to guarantee basic income, prevent relapses into extreme poverty and build resilience...and support innovative social practices".

While potentially working through the existing poverty-targeted approaches for immediate impact on the most in need in the country, the EU will also support national policy development towards more sustainable and more inclusive social assistance based on tackling the vulnerabilities of individuals through the life-course, and will include automatic enrolment of social protection beneficiaries into the NHIF.

2.2.3. Justification for the use of EUTF funds for this Action

Due to the non-ratification of the revised Cotonou Agreement by the Government of Sudan, the country is not eligible for programmable, bilateral 11th EDF funding. However, 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. Hence, this Action also 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. In addition, the current needs of the people of Sudan are significant, in facing up to the current challenges. Equally, the Government needs for support and tangible commitments from International Community early on in transition process, in particular in its response to the potentially overwhelming COVID-19 pandemic.

2.3. Other areas of assessment

Not applicable

2.4 Lessons learnt

Increasing evidence from around the globe shows that the redistributive and risk management effects of well-designed social assistance programmes can contribute to inclusive growth. Key lessons learned and recommendations from interventions of international partners on social protection are:

- Domestic resource mobilisation is one of the limiting factors for the success of social protection calling for increased political will, tax and budgets;
- It is important to leverage the political economy gains of more inclusive life-course social assistance to increase popular and political appeal and to generate increased fiscal space;
- Improving the coordination and collaboration between Government and non-government institutions, especially in supporting issues like the National Nutrition Programme, will bring savings and efficiencies; and
- common systems across the humanitarian-development nexus will generate economies of scale. The

World Bank's recent work in social assistance in Sudan has confirmed the following:

- It is important to address strategic elements of social assistance implementation, such as the recertification and retargeting of households to make the cash transfer programme transparent and credible. Using a clear methodology for targeting to poor and vulnerable is more likely to result in the allocation of additional Government resources to social benefits.
- Working through all Government levels (national, regional, local) requires constant communication, continuous training and clear guidelines for implementation. Through the project, there was an increased advocacy, outreach and communication to senior officials, (Governors, Ministers, Commissioners), which contributed to the level of ownership and support to the implementation of the project.
- Piloting feasible innovative systems for large scale cash transfers that are appropriate to the geographic context, such as e-payments, can pave the way for substantial improvements in service delivery. MoLSD is currently launching an e-payment pilot in Khartoum through the Saving and Family Banks, which covers 79,000 beneficiaries and is equipping them with bank accounts and cards, thus expanding financial inclusion while addressing short-term need.
- Grievance Redress Mechanisms (GRM) should be developed and put in place before the rollout or expansion of the programme. The module was included in the in the MIS, however some aspects still need to be made fully functional.
- Federal and state level staff, Zakat, Sudapost and state level teams in North Kordofan, where the GRM was piloted, were trained in GRM. This provided a useful feedback loop for beneficiary engagement.

An important lesson underpinning the EU approach is the evidence from Africa (and elsewhere in the world) that national social protection systems evolve over time to reflect the vulnerabilities that people face through their life-course. Tightly poverty-targeted interventions based on assessments of household poverty (which have been the norm under previous governments in Sudan) cannot be expected to expand into national programmes, whereas there are many examples of universal (or near-universal) life-course programmes that operate at national scale using entirely domestic funding. There is substantial evidence that such inclusive life-course social assistance is more intuitive, more popular, more politically acceptable, and therefore more sustainably affordable than tightly poverty-targeted programmes. Also, there are powerful global precedents of countries that have used inclusive social assistance as a mechanism to rebuild the social compact between the state and its citizens after a significant democratic transition, such as that experienced in Sudan (e.g. South Africa, Nepal, Myanmar, Timor Leste, the Gambia, Pakistan).

Finally, multiple countries around the world are using social assistance as the primary mechanism to combat the economic ravages of COVID-19. Cash transfer programmes are essential to provide the necessary safety net, and to address the medium and long-term impacts of the global COVID-19 pandemic. As of 27 March 2020, a total of 84 countries have so far introduced, adapted or expanded social protection programmes in response to COVID-

2.5 Complementary actions and synergies

The proposed project will create synergies with the existing projects of various multilateral agencies, particularly UN and the World Bank as well as ongoing and new EU projects and multi-donor support to Sudan, including projects recently approved to implement the EU Action Plan on the Humanitarian- Development Nexus in Sudan.

2.5.1 Ongoing support to Social Safety Nets/Social Protection in Sudan

The **World Bank's** Social Safety Net Project has been supporting the development of the Government's country's social protection system through a cash transfer programme since 2016 with a USD 3.5 million grant. The objective was to strengthen the capacity of MoLSD to transparently and effectively implement the national cash transfer programme. This supports the CSSPR under MoLSD, the Zakat Chamber and others to (i) develop a management information system (MIS), (ii) develop an improved targeting system, (iii) strengthen the financial management of the Government's cash transfer programme, (iv) develop a complaints and grievance redress procedure; and (v) strengthen the capacity of MoLSD to better manage the cash transfer programme. Targeting and recertification was scaled up in 6 states through support from the Government, starting with prioritizing highly vulnerable states in light of the current economic crisis. Additionally, the MoSSD is working with the World Food Programme (WFP) to adopt the PMT in the Red Sea state where nutrition indicators are among the worst. The project also supported MoLSD in piloting a Productive Safety Net (PSN) approach (cash for work based on a watershed management development plans) in Red Sea state, which is now being expanded with Government funding. The World Bank's Social Safety Nets project has recently been extended to allow for additional financing to be processed under the new Government. Furthermore, the World Bank has finalised work on the design of a social registry and is presently conducting a Social Protection Comprehensive Diagnostic.

UK-DFID - New USD 4 million support channelled through the World Bank's existing Sudan Multi Partner Fund (SMPF), for scaling up of the Government's SIPsocial protection. This supports IT systems in some of the 12 remaining states to be re-certified. DFID is also currently supporting an ongoing initiative to develop a roadmap for the development of a national social protection strategy for Sudan. This has involved a consolidation of the various mapping exercises, and the conducting of a workshop in March 2020.

World Food Programme: Within the WFP Country Strategic Plan the following activities target safety nets: (i) Productive Safety Nets (PSN) helping food-insecure households to adapt to climate change. PSN create income opportunities for families during the lean season, while supporting whole communities with the construction of critical assets as part of a locality level development plan. Over 35,000 participants are employed for 3-6 months and receive 60 percent to 100 percent of the minimum wage. (ii) Nutrition programmes for resident communities designed around a life-course approach with a package of nutrition-specific and nutrition-sensitive interventions. For cash distributions WFP uses a private bank reaching the poor through ATM machines. Cash transfers are applied in emergency programming, school feeding and food for assets projects. WFP has drafted a "Manual for PSN"; and a MoU has been signed by WFP, the World Bank and MoLSD in January 2017.

EU/WHO: The National Health Financing Policies foresee major reforms currently being supported by the EU with a EUR 1 million project implemented by WHO. The programme supports governance reforms of the National Health Insurance Fund in the results areas (i) NHIF governance arrangements and structure are modernized; (ii) NHIF enterprise resource planning and information system are upgraded; (iii) Improved of quality, management and development of human resource competencies; (iv) New provider payment mechanism developed to support of improved delivery of quality health services.(v) Health programmes of EU-financed partners are strengthened and supported in Khartoum, Eastern states and Darfur, to expand the health insurance accreditation and coverage.

FAO: Together with the International Policy Centre for Inclusive Growth (IPC-IG), FAO is conducting two studies on the coverage of social protection in rural areas. The first study, which has already started, intends to estimate the gap in coverage between rural and urban areas, and to develop a toolkit on estimating social protection coverage. The second study, about to be launched, seeks to assess the coherence and interactions between agriculture and social protection to identify clear gap areas and entry points in which coherence could be improved. In the medium-term, the focus will be on establishment of areas of technical support to the

² *Social Protection and Jobs Responses to COVID-19: A Real-Time Review of Country Measures* (March 20, 2020). Ugo Gentilini, Mohamed Almenfi and Ian Orton, World Bank

Government in expansion of social protection in response to gaps analysis.

UNICEF created a Social Policy Unit in 2018. The goal is to support Government to develop an integrated social protection system with needed policies and evidence that can be scaled up nationally with the view towards universal coverage. Key strategic direction of planned interventions are (i) the development of legislation and policy reforms for adequate public financing and child rights; (ii) the development of an integrated social protection pilot system; (iii) generation of sound evidence for policy dialogue and public advocacy; (iv) advocacy for scaling up nationally innovative high impact social protection system with the view to universal coverage of social transfers; access to service delivery; social support and care services. UNICEF's engagement with the CSSPR and MoLSD centres around four key building blocks of social protection system strengthening: 1) the national targeting system (social registry); 2) data and management information systems; 3) social protection strategic framework; and 4) social protection sector coordination. Regarding the social protection strategic framework, UNICEF has the International Policy Centre for Inclusive Growth (IPC-IG) to provide joint technical support to develop the strategy. The team visited Sudan in September to have 5-day discussions with the CSSPR and MoLSD on key building blocks of social protection system including targeting, MIS, social registries and sector coordination. A plenary workshop with CSSPR and MoLSD was held on last day of mission attended by WFP, UNDP, FAO and WB.

Several papers have been prepared on Social Safety Nets, most recently two in the context of Friends of Sudan gatherings, and one by UN. UNICEF will also support the MoFEP to prepare a background paper on social protection to feed into the Poverty Reduction Strategy Paper.

2.5.2 Envisaged or on-going EU Actions

This Action will build directly from the recently approved EUR 35 million Action of EU Support for a Social Protection System in Sudan (T05-EUTF-HOA-SD-82 EU)³. The project aims to support the new civilian-led Government in Sudan to establish the foundations for a robust social protection system, and to channel limited funds through existing and pilot social protection mechanisms. The main objectives are to: deliver social assistance to vulnerable citizens in selected States, strengthening existing systems and piloting new approaches to inform subsequent scale-up and consolidation.

“EU support for the Family Support Programme and for the consolidation of social protection in Sudan” is part of the Short-term Strategy adopted by the European Commission to allocate EUR 100 million transferred from the 11th EDF reserve to the EU Trust Fund in support of the transition process in Sudan. These financial resources have been mobilised as a bridge until the entry into force of the next Multi Annual Financial Framework (MFF) in 2021. They are intended help to ensure the provision of critical support to address the most pressing needs in the country and it will allow the EU to continue playing a relevant role during the Sudanese transition. Four sectors have been identified as macro-areas of intervention:

- (1) Social protection;
- (2) Promoting economic reforms;
- (3) Economic opportunities for youth and women;
- (4) Support to the peace process and democratic governance.

This choice of sectors was based on the need to ensure peace and stability in Sudan. Economic reforms, social protection of vulnerable people and support to democracy are vital for the future of the country and the welfare of the Sudanese population. A reallocation EURO 10 million within the Short-term Strategy to a new project “COVID-19 RESPONSE SUDAN” as well as the reformulation of this new EUR 45 m programme of social protection programme respond to the new “EU support to partner countries in their efforts to address COVID-19” addressing health systems and social-economic consequences of the pandemic.

The following previously adopted EUTF programmes and programmes in implementation are also complementary to the envisaged Action:

https://ec.europa.eu/trustfundforafrica/region/horn-africa/sudan/eu-support-social-protection-system-sudan_en

- EU Humanitarian Development Nexus: Support Government of Sudan and UNICEF S3M T05- EUTF-HOA-SD-53, EUR 1 million. The objective is to collect and disseminate disaggregated data on multiple indicators pertaining to key determinants of malnutrition in young children and pregnant and lactating women through undertaking a Simple, Spatial, Survey Method (S3M) survey in Sudan.
- Humanitarian Development Nexus: Building Resilient Communities in West Kordofan (BRICK) T05-EUTF-HOA-SD-63, EUR 10 million
- Humanitarian-Development Nexus: Strengthening a Decentralised Health System for protracted displaced populations in North and South Darfur (HealthPro), EUR 15 million. The programme will work with the National Health Insurance Fund
- Integrating refugee children into the Sudanese Education System T05-EUTF-HOA-SD-65, EUR 10 million.

2.6 Donor coordination

Coordination of development cooperation is one of the many priorities of the transitional government. It is understood that a structure whereby both the Prime Minister’s Office and the Ministry of Finance are the key interlocutors and coordinators on the part of the Government of Sudan, is being considered. The Sudan International Partners Forum (SIPF) convenes all international actors in Sudan, whether bilateral donors, multilateral development banks or financing institutions, UN entities or NGOs. A Steering Committee is intended to lead the work of the SIPF and three co-chairs (one from UN, one from iNGO and one bilateral donor) seeks to ensure dialogue with Government. Both Government and SIPF systems remain embryonic and will need to adapt to situation as it develops in Sudan. As a complement to these initiatives, several sector dialogue groups are emerging and it is the intention of the EU to enhance its presence and engagement in these groups.

EU has sought to convene social protection partners to exchange information and share updates on ongoing work. It appears there was an existing social protection group, which WFP committed to revitalize with Government. However, this has not yet happened. It is crucial that in such an important area as Social Protection, a working group is constituted as soon as possible, and that Government takes the lead. EU will continue to push for this.

3 DETAILED DESCRIPTION

3.1 Expected objectives and results

The overall objective (expected impact) of this action is i to support the Government of Sudan to mitigate the impact of the global COVID-19 pandemic within the context of its ongoing economic reforms

The specific objectives are to i) deliver immediate social assistance and cash mitigation to households through the Government’s FSP and ii) contribute to the development of an effective and comprehensive long-term Government-owned inclusive social protection system.

The Government recognises that COVID-19 represents both a health and an economic emergency. It sees its proposed Family Support Programme (FSP) as a flagship social assistance intervention to counter the economic impacts in the short-term, while building the foundation for more comprehensive and inclusive social protection in the longer term. It sees the COVID-19 crisis as further justification to reinforce its planned economic reforms to stabilize the economy. These reforms will put Sudan on a path towards economic stabilization, arrears clearance, and a more robust integration in the global economy, while delivering on the aspirations of the revolutionary movement of establishing a more sustainable development-focused national budget with large shares of expenditure in health, education and social protection. To address these challenges, the Government has requested support to urgently create a new large-scale, time-bound, Government-owned and -executed cash transfer programme to ensure that social impact mitigation measures are in place before embarking on subsidy reforms. The presence of a large enough FSP is seen as a political and fiscal imperative in the short term to respond to COVID-19 and to allow the transition period to unfold peacefully.

The expected outputs are as follows:

Output 1: Expansion of cash transfers through the FSP. The expansion will include women, refugee, displaced people and people with disabilities.

Output 2: Strengthened operational systems (e.g. for identity, beneficiary selection, payment/cash delivery, legal architecture, technology and communications).

An indicative logical framework reflecting objectives and results is included in Annex of this Action Document

3.2 Main activities

3.2.1. Activities associated with each result

Output 1: Expansion of cash transfers through the FSP.

In order to mitigate immediate impacts of the anticipated economic reforms and the possible effects of COVID-19, the Action would initially channel funds through the Government's proposed FSP.

Activities would comprise the **expansion of cash transfers**, in order to provide a national quick disbursing mitigation cash transfer system. The Ministry of Finance, Ministry of Labour and Social Development, Civil Status Registry of Ministry of Interior, and the Central Bank of Sudan are working with the World Bank to establish the technical and institutional design parameters of the FSP in such a way as they will also serve to support the long-term inclusive social protection system. The FSP is being designed from scratch and is intended to have a limited duration, to correspond to the time frame of the necessary COVID-19 response. With an initial pilot targeting 75,000 households in four states, it will scale up to reach nearly 7 million households by early-2021, representing 80 percent of the population. Each household will receive the FSP benefits for one year, with the programme reducing in size during 2021 to concentrate eventually on permanent social protection caseload of some 20 percent of the population

FSP will be managed by the Ministry of Finance, and will leverage the existing National Civil Registry (NCR) maintained by the Ministry of Interior, a subset of which will be transferred to a new agency, under the office of the Prime Minister. The aim is to transfer benefits directly to beneficiary bank accounts and other digital accounts where possible. Where this is not possible, payments will be delivered through Sudapost, schools or other physical touchpoints and in remote and hard to reach areas through partnership agreements with humanitarian actors.

This Action would continue to support, as a benefit of the SIP, the policy of enrolling all beneficiaries of cash transfers into the NHIF, a particularly important initiative in the face of the threat of COVID-19.

Output 2: Strengthened operational systems particularly for cash transfer (e.g. for identity, beneficiary selection, payment/cash delivery, legal architecture, technology and communications).

This result area will support the development of the necessary systems to support the proposed FSP (in the short term) and the comprehensive and inclusive social protection programme in the longer term.

Activities would include technical assistance to MoLSD, MoFEP, the inter-ministerial commission and other stakeholders, delivered complementarily with other development partners, in the following key systems areas, corresponding to the six "cross-ministerial teams" that have been assembled by the Government to establish the "delivery ecosystem" for FSP (and subsequent social protection). These would build from existing lessons, from both SIP and the many past and ongoing humanitarian interventions, to create systems that are sufficiently robust to deliver the FSP and serve the future suite of life-course inclusive social protection programmes, and sufficiently flexible and adaptive to allow expansion in response to specific shocks.

- a. **Identity:** The Action will support the use of the NCR maintained by the Ministry of Interior to rapidly generate a social registry of potential beneficiaries, a subset of which will be transferred to a new agency. The NCR and related administrative data will be used to the extent possible in regions where national IDs can be issued. Registration will occur in person, including collection of information to verify family composition, household assets and other wealth proxies. Registration can take place at a delivery/service desk, located at schools or other local offices with the presence of MoLSD, NCR, and payment officials. The programme application process can also be synchronized with the registration for the Sudani national number for those who are not yet in the NCR, where feasible.
- b. **Beneficiary selection:** In regions where administrative data are used for selection, the wealthiest 20 percent of the population will be excluded, based on administrative data filters, and data collected at registration linked to the NCR. Exclusion filters may include the possession of cars, expensive mobile phones, land and utilities records or other information linked to the national number and the NCR. These filters will be finalized and agreed on with the MoFEP. In the medium term, the Action will support the development of a single registry that could contain data that would be used to enrol and refer beneficiaries to different social programmes.
- c. **Payment/cash delivery:** Introduction of large-scale digital payment mechanisms for social transfers will also be implemented with Central Bank, mobile providers, etc. In the roll-out of the programme, the Action will support the digital payment methods used to the extent possible. The Action will also

support building alternative delivery systems where digital payments are not possible, such as through Sudapost, schools or other physical touchpoints. Key issues will include passing of legislation regarding data protection to prepare for this payment modality; and incentives to support provision of mobile payments in hard to reach areas.

- d. **Technology:** The Action will build on World Bank support to implement a common MIS within Government, to lay the groundwork for an integrated system linking the beneficiary registry with the payment and grievance systems (and potentially with other databases) to allow much improved management across programmes, under the control of MoLSD. It will also support the establishment of an M&E framework, and will strengthen supporting M&E systems for both social assistance and other interventions, including humanitarian.
- e. **Legal architecture:** The Action will build on and extend the Social Safety Nets project, which has already developed and tested a grievance redress mechanism which is linked to the MIS. This could be used in common across the FSP, broader social protection, and humanitarian interventions. The Action will also consider issues of data privacy and integrity, and other necessary legal architecture to build trust in the system.
- f. **Communication:** The Action will work with MoLSD and other structures to develop and implement improved information, education and communications (IEC) around social assistance, to ensure that citizens are aware of, and have the confidence to demand, their entitlements. Specifically, a communications strategy will seek to reach key FSP stakeholders including the general public, decision makers and influencers, potential beneficiaries, Government officials at all levels, development partners, delivery agencies and media.

3.2.2. Target groups and final beneficiaries

Output 1 - The immediate target groups will be those of Sudan’s citizens (right- holders) who would otherwise have been negatively impacted by COVID-19 in the context of ongoing economic reform. As a contributor to a substantial short-term FSP, and to a much expanded and improved longer-term social protection system, the EU Action would be contributing to the social security of a substantial portion (up to 80 percent in the case of the proposed FSP) of the country’s population, and to improved access to health through enrolment in the NHIF.

Output 2 - The immediate target groups would be the technicians within Government responsible for implementing social protection in Sudan (duty-bearers); but increased efficiencies would additionally benefit all recipients of the FSP and of longer-term social protection, and the Exchequer through economies of scale and higher administrative effectiveness.

3.3 Risks and assumptions

Risks	Level of risk	Mitigating measures
Political risks		
The Government takes a long time to mobilise, appoint ministers, plan interventions, especially as a result of the current turmoil of the COVID- 19 pandemic.	High	Continue to prioritise social impact mitigation and inclusive social protection as essential counterweights to the necessary economic reforms

Political instability continues	Medium	Advance the argument that effective and inclusive social protection can underpin state legitimacy and counter political instability
Macroeconomic risks		
Insufficient external financing is raised for the new FSP	Medium	EU funding for this Action will encourage other OECD donors, which should in turn help to attract the required financing from non-traditional donors (mainly from the Gulf region). But, even if the FSP is not fully funded, this Action will contribute to wider social protection.
A large proportion of people living in vulnerable situations remains vulnerable to seasonal and other exogenous shocks, including COVID-19 Women and people living in vulnerable situations are left behind with limited access to the cash transfers.	Medium	Support the evolution of robust systems that can be used as a platform to respond to negative shock impacts (including seasonal) and meet all or some of the need for humanitarian responses. Automatic enrolment of all social protection beneficiaries in the NHIF. A robust system will protect a right-based approach enhancing the participation of the citizens, the transparency, the accountability and the non-discrimination of the system. The principle of “leaving no one behind” will be applied.
Developmental/Institutional risks		
There is resistance to using the social assistance mechanisms of the previous Government	Medium	The policy dialogue of the Action will explore, test and validate alternative approaches to social assistance that may be more appropriate to rebuilding the social compact between the new Government and its citizens.
There is reluctance to move to alternative approaches to social protection	Medium	The Action will seek to demonstrate the benefits of more inclusive social protection. However, the systems that are strengthened and developed through the Action will be appropriate to whatever social assistance approach the Government may choose.
The medium- and long-term sustainability of the social security system depends on the robustness of the fiscal system including policy choices in terms of mobilisation of domestic resources and inter-sector allocation of funds (pro-poor and gender-responsive budgeting)	Medium	The substantial national coverage of the Action will leverage the political economy of generating greater domestic funding through more inclusive approaches.

The capacity of MoLSD to lead and implement social protection system is low	Medium	Engage key MoLSD planning and management staff in all aspects of the Action. Provide capacity building through technical assistance and overseas training courses. Maximise the engagement of MoFEP in the FSP and social protection to ensure fiscal commitment and oversight
PFM and fiduciary risks: Corruption and Fraud risks / Data protection		
Oversight of financial and performance plans and proper compliance of eligibility rules within the new Government is weak, the capacity of the MoFEP is weak	High	The overall EU mitigation measure addressing fiduciary risks is the is the EUR 10 million Action T05-EUTF-HOA-SD-95 Sudan - Support to the Economic transition. The objectives of the project are i) To strengthen institutional capacities at the MOFEP, ii) To enhance capacities in Public Finance Management and iii) To improve financial sector asset quality.
There is a likelihood of funds leakages due to corruption and weak budget controls in the implementation of the FSP	Medium	To minimise the risks of misuse of funds during implementation, it is important to stress that while the Undersecretary of Finance will be responsible, he will be supported by a Project Implementation Unit in charge of day-to-day implementation. The PIU will be headed by a program manager including specialists in operations, database administration, payments, IT, field operations, M&E, safeguards, financial management and procurement.
Grievances are not properly addressed	Medium	A Grievance Redress Mechanism (GRM) will be developed to provide an avenue for complaints and updates regarding registration and enrolment, payments and other operational matters. A stakeholder engagement plan will be prepared and will include participatory citizen engagement practices and engagement of community development organizations and the NGO sector for reporting.
Personal data are not protected	Medium	The project will support the development of an appropriate legal framework for data protection, an operations manual, and a template for a developing a citizen data protection framework, including associated technical assistance and capacity building. Data Protection Framework should be developed in a manner which establishes individual rights and enables the courts in Sudan to provide ultimate oversight over both public and private entities' processing of personal data, including in relation to the NCR and the FSP.

The assumptions for the success of the project and its implementation include:

1. A cadre of Government staff responsible for management and oversight of social assistance is in place
2. The World Bank has a robust mechanism to deliver funding for social assistance through Government channels

3.4 Mainstreaming

Gender equality: Social protection tools such as cash transfers have proven to influence positively girls' empowerment, enabling them to stay in school longer, delaying child marriage, and reducing early pregnancy. The increased emphasis on vulnerabilities also places more prominence on the role of women in social support and resilience, given the fact that women are disproportionately bearing the burden of dealing with the effects of shocks. This Action will support the collection of gender-disaggregated data will directly contributing to the thematic priority of the Gender Action Plan II (2016-2020) entitled "promoting the economic and social rights/empowerment of girls and women", in particular through "improved access by women of all ages to decent work and to the national social protection floors".

Good governance, sustainability, transparency and accountability are at the core of the International Communities' support to the new Government of Sudan. This will be addressed through support to the relevant federal and state ministries and administrations for social protection programmes including budgetary and M & E structures and improved, more robust and transparent systems. Important aspects of the Action address fiscal and financial management and accountability, which are key pillars of good governance. The previous work of the World Bank on targeting in the beneficiary states of output 1 has already reduced the political biases imposed by the old regime. Together with the complementary Action of the EU on Public Financial Management this Action will contribute to making social expenditure and benefits part of the fiscal balance and a macroeconomic stability factor.

Inclusion of persons with disabilities: Moving towards a comprehensive life-course approach on social protection will promote the inclusion of persons with disabilities.

Climate change. Sudan is one of the countries most affected by climate change and natural disasters (e.g. desertification, forced migration, geographical areas exposed to disasters) and affecting the welfare of the vulnerable population. Although this Action is not directly addressing climate change, immediate social assistance while designing the social security system is a way as to strengthen the resilience of those most at risk.

Rights-based approach. The new European Consensus reiterates EU's commitment to a rights-based approach to development and social protection. Access to social protection is a human right, fundamental in protecting individuals and their families across life cycle and in building political stability as well as societies' resilience to different types of shocks. Social policies are thus pivotal to prevent and address current global risks (COVID-19, refugee crisis, forced migration, climate change and inequalities).

3.5 Stakeholder analysis

Main Stakeholders for the Action are:

Sudanese - direct and main stakeholders (duty bearers)

Federal Ministry of Labour and Social Development; Federal Ministry of Finance and Economic Planning, Poverty Unit; State Ministries in charge of Social Protection, currently State Ministries of Health and Social Protection; Commission on Social Safety Nets and Poverty Reduction; National Health Insurance Fund; Zakat Chamber; Ministry of Health (nutrition and fee waivers for health); Ministry of Education (school feeding); Ministries of Agriculture and Water; The Social Savings and Development Bank; and Sudapost

Sudanese - direct and main stakeholders (rights holders)

Recipients of FSP and other social protection.

International - indirect stakeholders

The World Bank; other development partners; INGOs; CSOs;

4 IMPLEMENTATION ISSUES

4.1 Financing agreement, if relevant

Not applicable.

4.2 Indicative operational implementation period

The implementation period will begin from the date of signature by the last party of the first contract implementing this Action, or from the earliest starting date of implementation period at contract level in case of retroactive financing, whichever occurs first, and will last until the 31/12/2024. This operational implementation period will be followed by a liquidation period of 18 months which will end on the 30/06/2026.

4.3 Implementation of the budget support component

Not applicable

4.4 Implementation modalities

Both outputs will be delivered through the World Bank's existing Sudan Multi Partner Fund (SMPF), set up in 2014 and already used for funding from the UK and Norway, totalling approximately USD 19.5 million, and potentially for EUR 47.0 million from the EU Support for a Social Protection System in Sudan. Hence, the EU will conclude an Administration Agreement with the World Bank for these outputs. The Bank's support to social safety nets has been funded through this Trust Fund in the amount of USD 3.5 million, providing the Government (recipient-executed project) to strengthen the capacity of MoLSD to transparently and effectively implement the cash transfer programme and pilot a productive safety net approach for poor households. This project leveraged additional technical assistance funding from the Rapid Social Response Trust Fund Program to continue strengthening the building blocks of a comprehensive social safety net program and social protection platform and improve the delivery and efficiency of social protection systems and increase the coverage of effective and adaptive social protection activities. The SMPF funds both Bank-executed and recipient-executed activities. This modality has been selected because of the twin imperatives of (i) expediency, and (ii) visibility for the Government that it is delivering support to its citizens. To the extent possible, delivery of the first tranche of support through this modality will be done as rapidly as possible and if feasible, with up front financing from the WB (retro-active financing).

4.5 Indicative budget

Component*	Amount (EUR)
Objective 1: Deliver immediate social assistance and cash mitigation to households 4.4 Administration Agreement (indirect management) with World Bank	57000 000
Objective 2: Contribute to the development of an effective and comprehensive long-term Government-owned social protection system 4.4 Administration Agreement (indirect management) with World Bank	7 500 000
Communication and visibility	200 000
Monitoring, evaluation and audit	300 000
Total	65 000 000

*Both objectives 1 and 2 will be implemented by the World Bank through a single contract.

4.6 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, taking into account the gender and human rights dimension.

The World Bank will provide implementation status reports against recipient-executed activities on a biannual

basis. The grant agreement will list in detail the reporting requirements, audit, and frequency. The project and Trust Fund information will be made available to the Commission through the development partner secure website and the Bank site. The task team will provide additional *ad hoc* reports as needed.

In the initial phase, the indicative logical framework agreed in contract and/or the agreement signed with the implementing partner must be complemented by benchmarks 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 reference points 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 Action.

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 and the Akvo RSR platform (<https://eutf.akvoapp.org/en/projects/>).

4.7 Evaluation and audit

Evaluations shall assess to what extent the rights-based approach working principles (i.e participation, non-discrimination, accountability and transparency) as well as gender equality and women's empowerment have been applied. In this regard, expertise on human rights and gender equality will be ensured in the evaluation teams.

If necessary, ad hoc audits or expenditure verification assignments could be contracted by the European Commission for one or several contracts or agreements.

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.

4.8 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.

List of acronyms

BRICK	Building Resilient Communities in West Kordofan
COVID-19	Corona virus disease
CSSPR	Council on Social Safety and Poverty Reduction
EU	European Union
EUTF	The European Union Emergency Trust Fund for Stability and addressing the Root Causes of Irregular Migration and Displaced Persons in Africa
FSP	Family Support Programme
GDP	Gross Domestic Product
GRM	Grievance Redress Mechanisms
HealthPro	Strengthening a Decentralised Health System for protracted displaced populations in North and South Darfur
IDP	Internally Displaced People
MoLSD	Ministry of Labour and Social Development
MoFEP	Ministry of Finance and Economic Planning
M&E	Monitoring and Evaluation
MIS	Management Information System
NHIF	National Health Insurance Fund
NCR	National Civil Registry
NPSIF	National Pensions and Social Insurance Fund
PMT	Proxy Means Testing
SSDB	Saving and Social Development Bank
SDG	Sustainable Development Goal
SDG	Sudanese Pound
SIP	Social Initiative Programme
SIPF	Sudan International Partners Forum
WB	World Bank
WFP	World Food Programme (WFP)

Annex: Indicative Logical Framework Matrix

The indicative logframe matrix will evolve during the lifetime of the Action and can be revised as necessary: The activities, the expected outputs and related indicators, targets and baselines included in the logframe matrix are indicative and may be updated during the implementation of the Action, no amendment being required to the financing decision. The logframe matrix should be used for monitoring and reporting purposes: new lines will be added for including baselines and targets for each indicator at contracting or inception stage new columns may be added to set intermediary targets (milestones) for the output and outcome indicators whenever it is relevant, as well as to regularly update values (“current value”) for reporting purpose. The inception report should include the complete logframe (e.g. including baselines/targets). Progress reports should provide an updated logframe with current values for each indicator. The final report should enclose the logframe with baseline and final values for each indicator.

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

	Results chain: Main expected results	Indicators	Sources and means of verification	Assumptions
Impact (Overall objective)	To support the Government of Sudan to mitigate the impact of the global COVID- 19 pandemic within the context of its ongoing economic reforms	Poverty indicators GINI coefficient Child stunting (disaggregated by sex, wealth, rural/urban) and inequalities (prevalence-ratio of poorest to richest) Child wasting (disaggregated by sex, wealth, rural/urban) and inequalities (prevalence-ratio of poorest to richest)	Household/Individual surveys MICS surveys	<i>Not applicable</i>

Outcome(s) (Specific Objective(s))	The specific objectives are to i) deliver immediate social assistance and cash mitigation to households through the Government's FSP and ii) contribute to the development of an effective and comprehensive long-term Government-owned inclusive social protection system.	<p>Social protection expenditure as a % of GDP</p> <p>Percentage of households and individuals who benefit from the social protection system (coverage) disaggregated by sex, age, people with disability, wealth, rural/urban</p> <p>Proportion of beneficiaries enrolled in the NHIF</p> <p>Timeliness of transfers (number of households and individuals receiving payments transfers within 15 days of payment due date)</p> <p>Proportion of households and individuals receiving full benefits Total cost of transfer ratio (TCTR) disaggregated by sex, age, people with disability, wealth, rural/urban</p> <p>Number of people receiving FSP cash transfers *</p>	<p>Government expenditure reports</p> <p>Programme MIS</p> <p>Programme evaluation</p> <p>Spot checks</p>	<p>Stable civilian Government</p> <p>Improved Government revenue</p> <p>Robust PFM systems</p>
Other Results (Outputs and/or Short-term Outcomes)	<p><u>Output 1:</u> Expansion of cash transfers through the Family Support Programme</p> <p><u>Output 2:</u> Strengthened operational systems (e.g. for identity, beneficiary selection, payment/cash delivery, legal architecture, technology and communications)</p>	<p>Value of the transfer as a proportion of the poverty line</p> <p>Number of people registered for social impact mitigation/social protection*</p> <p>Number of people receiving payments through non-cash channels (ATMs; mobile money; banks; etc.)</p> <p>Number of people reporting complaints, and proportion of complaints resolved</p>	<p>Programme MIS</p> <p>Programme Evaluation</p>	<p>Operational problems undermine integrity of FSP</p> <p>Insufficient technical capacity in Government</p> <p>Continuing ambiguity over social protection policy</p>
		[*disaggregated by sex, age, people with disability, wealth, rural/urban]		