

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-97 Support to sustainable peace, rule of law and human rights during Sudan's democratic transition towards transparent, inclusive and credible elections			
Zone benefitting from the action / Localisation	Sudan			
Total cost	Total estimated cost: 15 260 286 EUR Total amount drawn from the Trust Fund: 10 000 000 EUR Co-financing amount: 5 260 286 EUR from (US, DFID, Germany, Canada, SIDA)			
Aid modality(ies) and implementation modality(ies)	Project Modality Direct management through: - Grants - Procurement Indirect management with the Office of the United Nations High Commissioner for Human Rights (OHCHR)			
DAC – codes	15160 - Human rights 15110 - Public sector policy and administrative management 15151 - Electoral management bodies and processes, election observation, voters' education			
Main delivery channels	41313 - OHCHR - United Nations High Commissioner for Human Rights (extra-budgetary contributions only) 23000 - Developing country-based NGO			
Markers	Policy objectives	Not targeted	Significant objective	Principal objective
	Participatory development / good governance	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
	Aid to environment	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Gender equality and empowerment of women and girls	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
	Trade development	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Reproductive, maternal, newborn and child health	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Disaster Risk Reduction	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Nutrition	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Disability	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
	Rio Markers	Not targeted	Significant objective	Principal objective
	Biological diversity	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

	Combat desertification	■	□	□
	Climate change mitigation	■	□	□
	Climate change adaptation	■	□	□
	Migration marker	□	■	□
	Digitalisation	■	□	□
	COVID-19	■	□	□
SDG	Goal 5: Gender Equality Goal 10: Reduced Inequalities Goal 16: Peace, Justice and Strong Institutions			
Valetta Action Plan Domains	1. Development benefits of migration and root causes of irregular migration and forced displacement			
Strategic objectives of the Trust Fund	2. Strengthening resilience of communities, especially the most vulnerable, as well as refugees and IDPs 4. Improved governance			
Beneficiaries of the action	Key target groups include the Sudanese transitional authorities, both at national and sub-national level; the National Human Rights Commission; Sudan Election Management Body; human rights defenders; victims of specific human rights violations; civil society organisations, including faith-based organisations, the youth-based local community resistance committees, tribal authorities and other recognised organised forms of civic engagement; the Media. Final beneficiaries include the overall population of Sudan. The victims of human rights violations and abuses in particular form this category.			
Derogations, authorised exceptions, prior approvals	EVR. 20.b			

2. RATIONALE AND CONTEXT

2.1. Summary of the action and objectives

The **overall objective** of this multi-component programme is to support sustainable peace, rule of law and human rights during Sudan’s democratic transition towards transparent, inclusive and credible elections. The **specific objectives** are; i) To promote and protect human rights in Sudan, in particular to address existing and potential drivers of conflict; ii) To support the electoral process in Sudan.

The Action contributes to the EU Trust Fund objective (2) Strengthening resilience of communities, especially the most vulnerable, as well as refugees and IDPs, and objective (4) Improved governance. 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”. It part of a Strategy proposed by the European Commission to allocate the €100 million transferred from the 11th EDF reserve to the EU Trust Fund in support of the transition process in Sudan, which will help to ensure the provision of critical support to address the most pressing needs in the country and allow the EU to continue playing a relevant role during the Sudanese transition.

For the majority of the interventions described below, the **geographical coverage** will be the entirety of the country. For the electoral support, specific areas may require specific interventions based on localised variables, while for the promotion and protection of human rights, attention will be given in particular to Darfur, South Kordofan, and Blue Nile States.

The **intervention logic** is that by addressing existing and potential drivers of conflict, such as exclusion and unaddressed inequalities, the existence of weak democratic institutions, and lack of adequate public participation and by supporting the work of citizen observation as well as the electoral management body, the credibility and confidence of citizens in the transitional government will be enhanced, while recognising areas where improvements are necessary.

The activities that will be undertaken by **UN Human Rights Sudan (OHCHR)** under the first component of the proposed Action range from monitoring and observations of human rights to sustained and evidence-based advocacy supported by capacity-building activities and provision of expertise and advisory services.

The second component of the Action, implemented by the **Electoral Institute for Sustainable Democracy in Africa (EISA)** will aim to support the work of key democratic institutions and stakeholder groups in the management of the transitional processes that lead to elections in 2022. The indicative implementation period will be 36 months.

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 iii) 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 crisis. In addition, policies of the former regime led to imposition of severe US sanctions in 1990s. These were partly lifted in September 2017. However, Sudan remains on the US list of State Sponsors of Terrorism. 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. Sudan has ceased flights and enforced a curfew from 6 pm to 6 am. Scarce government resources now have to be mobilised also to deal with this crisis. A National Economic Conference foreseen to be held in March 2020 has been postponed to June. This was expected to result in agreement amongst key stakeholder groups in the country on 10-15 key reforms; including subsidy reforms and accompanying mitigating measures.

Despite signs of recent improvements, accountability and public scrutiny of the government has been limited due to restrictions on the right to freedom of expression and civil society actors, including the media.

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. There are wide social and economic inequalities, in particular between urban and rural populations. One-quarter of the population suffer from undernourishment.

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. Women and girls suffer from discriminatory laws and practices, which include early and child marriage, with 34.2% of women between the ages of 20 and 24 reported having been married before the age of 18.

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. Sudan has welcomed refugees for decades and is currently hosting 1.086 million refugees and asylum seekers, mostly from Eritrea, Syria, Yemen, Chad and a large number from South Sudan¹.

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

2.2.2. *Sector context: policies and challenges*

Challenges in the country include inequalities, a fragile security and human rights situation in parts of the country and forced displacement.

Sudan has witnessed a tremendous change in its political environment with the fall of the Bashir regime in April 2019 and the gradual negotiated agreement between the civilian protest movement and the military towards a managed transition of the country. This has greatly impacted the human rights situation in the country. However, with the fluidity of the transitional period, **human rights remain a concern**. The transitional government of Prime Minister Hamdok has a clear vision towards a democratic country in which human rights are respected, but the process to reverse 30 years of autocratic rule in a fragile balance of civilian and military components in the transitional set-up is a long-term task.

The transitional government has declared that it will ratify all **core human rights treaties** (in particular the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW) and the Convention against Torture and Other Cruel, Inhuman or Degrading Treatment or Punishment (CAT). The Minister of Justice has presented in December 2019 a reform package to the government to this end (approval of joint session by Sovereign Council and cabinet is pending).

On 25 September 2019, in the margins of the General Assembly, the Government of Sudan and the Office of the High Commissioner for Human Rights (UN Human Rights), signed a Host Country Agreement, paving the way for the establishment of a **fully mandated UN Human Rights Office in Sudan**, with sub-offices in Darfur, Southern Kordofan, Blue Nile and East Sudan. The agreement set the basis for UN Human Rights to support the technical capacities of national institutions in Sudan, to conduct human rights monitoring, and to support the work of Sudan's civil society. On the basis of its institutional mandate and the Host Country Agreement with Sudan, UN Human Rights has identified the following key areas of work for the new office, in line with the new Government's priorities and the vision laid out in the Constitutional

¹ Sudan population dashboard, UNHCR, 29 February, 2020.

document; advancing sustainable development through human rights; strengthening the rule of law and accountability; preventing violations and strengthening protection of human rights, and enhancing participation and protecting civic space.

The **Independent Expert for Human Rights in Sudan** did not visit Sudan in 2019. A mission was planned for early April 2020, however it had to be postponed due to COVID-19. His mandate was extended for a further year by the Human Rights Council in September 2019, until the UN Human Rights office in Sudan is fully operational.

Violations of political and civil rights and excessive use of force: The peaceful revolution of 2019 was a result of months of protests in all cities of Sudan. During the marches, Sudan's National Intelligence and Security Services (NISS) used their **powers** to systematically restrict political and civil rights, including by means of **intimidation, detention and torture of political activists**. The crackdown of the sit-in in front of the military command on June 3 by **excessive use of force** left hundreds of people dead and missing. Dr. Nabil Adeeb, a prominent human rights lawyer, has been appointed as head of a national commission to investigate the crimes related to June 3.

The situation of **freedom of expression and press and media freedoms** was a great concern until April 2019, with the security authorities seizing print-runs, suspending newspapers indefinitely, and detaining and fining journalists for critical writing. Since the fall of the Bashir regime, journalists have gained greater freedom. However, the old press law is still in place and the media landscape suffers from decades of authoritarian rule. Also, the closure of publishing houses of former government outlets is of concern with regard to due process.

Sexual and gender-based violence in conflict areas continues to be a concern. Harmful traditional practices, such as **Female Genital Mutilation (FGM) and child marriage**, still exist. They are addressed in a reform package of the Justice Ministry that is expected to be adopted soon.

The new minister of religious endowments is advocating for law reforms. Domestic laws and administrative decisions discriminate, often indirectly, against **religious minorities** and keep them in a state of uncertainty about their protection.

Several non-governmental organisations launched a **campaign to spread the culture of peace and peaceful coexistence in September 2019**; promoting the values of tolerance and celebrating the Sudanese identity in the name of "I am peace". The campaign was designed to coincide with International Day of Peace (21 September).

The **space for civil society organisations (CSOs)** has increased substantially in 2019, with many organisations formerly facing enormous hurdles to operate in Sudan having more space to operate. The legal framework for CSOs has yet to be reviewed, so that registration and other bureaucratic requirements are adapted according to international standards. A list of about 20 Sudanese NGOs suspected to be fake and/or linked to the old regime were threatened to be shut down and their assets seized. Throughout the transition, civil society is foreseen by the transitional government to play a crucial role in influencing mechanisms of government **oversight** and contributing to the strengthening and **accountability of the newly established institutions**. However, due to Sudan's history of repressive policies under Bashir's rule media and civil society organisations are at present poorly equipped to play this role. The Sudan National Commission for Human Rights has an important function for the promotion and protection of human rights in the country. However, it does not fully conform with the principles relating to the status of national institutions for human rights (the Paris Principles). It has the power receive and investigate individual complaints, however, there remain questions over its independence and it suffers from a lack of resources and capacities.

General elections are planned for 2022 and transitional authorities are tasked with re-shaping the electoral legal framework as well as election management structures to organise the first potential competitive elections since 1989. According to the Constitutional Declaration, the old National Election Commission (NEC) is to be replaced by a new electoral commission, whose members are to be appointed by the Transitional Sovereign Council in consultation with the Cabinet. However, no member has been nominated to date. With an election schedule that is becoming tighter and tighter, the new electoral commission will likely face challenges in terms of capacity to administer elections as well as leadership. Moreover, given Sudan's history of elections under authoritarian rule, the new commission will face the challenge of rebuilding popular trust in its mandate to organize inclusive, transparent and credible elections. Civil society organisations are intended to be included in this process as they can contribute to an informed, non-violent electoral debate. In order to be able to do so, they need to build capacity, particularly to foster civic and voter participation, as well as monitor the entire electoral cycle (both pre-, during and post-election period). If Sudan can hold credible and peaceful elections, which are technically sound and politically acceptable, the country will take significant strides towards consolidating a post-election democratic state. Hence the importance of strengthening in parallel the rule of law and accountability, and the protection of human rights.

2.2.3. *Justification for 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 remains fragile while playing a crucial role for the stability of the Greater Horn. 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 EU Trust Fund (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.

Moreover, this Action is part of a Strategy proposed by the European Commission to allocate the €100 million transferred from the 11th EDF reserve to the EU Trust Fund in support of the transition process in Sudan. These financial resources will serve as a bridge until the entry into force of the next Multi Annual Financial Framework (MFF) in 2021. This will 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.

2.3. Lessons learnt

Transitional periods, such as that which Sudan is currently experiencing, are often precarious moments in a country's history. Transitional periods can be mistakenly viewed as periods of consolidation before moving beyond the old towards the new. With hindsight, this was the anticipation during the 'Arab Spring' which was supposed to usher a new wave of democracies into North Africa but has stalled and, in some cases, reverted back to old governance models since the first popular uprisings took place in 2010.

A critical piece of the transition is governance and the legal and institutional reform the Government intends to bring about. The population demanded a change in Government that would enable them to achieve "freedom, peace and justice" through more accountability, stronger democratic institutions and participation.

The experience also shows that it is important to expand the freedom of civil and political rights during the transitional period, to ensure that organized groups and individuals can continue to publicly debate about economic, social and political reform, holding public institutions to account and claiming their rights.

Although periodic elections in Sudan are not a new phenomenon, the credibility and openness of previous polls in the country have often been viewed as highly questionable. In the most recent elections, held in 2015, polling was initially delayed by 11 days before Omar al-Bashir won the elections with a sizeable majority, largely due to an opposition boycott of the elections. Bashir won 94% of the vote in an election with turnout of less than 50% of registered voters. Bashir's NCP party also opted not to contest 30% of the constituencies in order to boost the appearances of an equitable contest for national assembly seats. The African Union Election Observation Mission (AUEOM) noted that Sudan "still faces serious challenges to building democracy and national reconciliation". Sudanese groups criticised the AU and other EOMs for effectively endorsing the results despite the boycott and what they described as widespread pre-election intimidation, results manipulation and an unfair playing field. In this context, the importance of citizen observation by Sudanese organisations directly is critical in empowering its people not just to participate in but monitor and observe the 2022 elections.

Disputed elections have historically been a key catalyst for post-election conflict, particularly in transitional societies like Sudan, and therefore the strengthening of the electoral process will mitigate some of the more severe scenarios that could emerge in the post-election period. Strengthening the transitional Electoral Management Body (EMB), and providing key experts in good practice in key technical areas of election management and administration would support the long-term capabilities of the permanent EMB that will need to be established in the post-2022 period, as well as providing a pro-democracy template for future polls going forward. Finally, supporting the work of citizen observation as well as the EMB would provide a credible assessment of the shortcomings and weaknesses of the 2022 elections that would provide a baseline for post-2022 reforms and changes. This would enhance the credibility and confidence of citizens in the elected government while recognising areas where improvements are necessary.

Lastly, it will be important to build on the lessons learnt from the two EU-funded projects "Support to democratization processes in Sudan through capacity building of National Elections Commission and contribution to an inclusive political participation" Phase I and Phase II ((NEC I and NEC II)), implemented by the International Organization of Migration (IOM).

NEC I started on 1st January 2013 with a duration of twelve months with the twofold objective of contributing to capacity-building and strengthening of the National Elections Committee, created in 2008, and enhancing an inclusive electoral participation, in particular through increased engagement of pastoralist population. The project was realized in collaboration with the European Centre for Electoral Support (ECES) through the delivery of Building Resources in Democracy, Governance and Elections (BRIDGE) and Leadership and Conflict Management (LEAD) training to NEC staff and other relevant stakeholders as well as through the provision of technical assistance to NEC in the area of information and communication technology, voter registration and nomad's rights. NEC II was a follow-up to NEC I and foreseen for the period January 2014 until December 2015. The first component of NEC II focused on the delivery of the BRIDGE methodology by the NEC Training Unit to the NEC High State Committees' staff members in four states outside the capital state Khartoum. As for the second component, IOM in collaboration with NEC, local NGOs or CSOs and educational institutions, planned to develop a cascade-type training methodology tailored to provide civic education and awareness raising campaigns to youth, women and pastoralists. The second component was not fully implemented due to several postponements and finally an earlier termination of the project.

The final external evaluation of the two projects did the following recommendations for future projects focusing on supporting electoral processes and democratisation in Sudan:

- Scope out - through a comprehensive assessment - options for providing institutional capacity-building and technical support to the Electoral Management body (EMB) ahead of responding to a request from the EMB;

- Keep project scope for EMB capacity building narrow and technical as much as possible as long as the EMB is not considered a neutral and independent body;
- Continue using BRIDGE/LEAD methodology and Training to Facilitators approach while taking into account areas for improvement: ongoing and longer-term support; follow up and specialization; cost effectiveness; focus on applied side; matching experience and content; context-specific; locally owned and delivered;
- Separate support to EMB on voter education and support towards civic education through CSOs, while taking into account: clarify roles and responsibilities; identify right timing i.e. conducive environment; transparent selection processes; seeking synergies;
- Build in longer-term mechanisms to increase effectiveness, impact and sustainability of technical assistance projects through: follow up activities/projects; diplomatic engagement; long-term partnerships; Devise a long-term comprehensive approach towards EMB capacity building and democratization through different (coordinated) strands of work, and in close cooperation with others.

2.4. Complementary actions and synergies

The project will seek to establish collaboration and partnerships with recent projects funded by the European Instrument for Democracy and Human Rights (EIDHR) such as:

- African Centre for Justice and Peace Studies (ACJPS) "Empowering Sudanese Civil Society to document human rights violations and provide rehabilitation services" (EUR 246,362, 12/2019 – 12/2021);
- Front Line Defenders "Holistic Protection and Capacity-Building Support for Human Rights Defenders in Sudan" (EUR 200,000, 12/2019 – 12/2021);
- SIHA/Seema's "Addressing SGBV and human rights abuses against women in Sudan through advocacy and service provision" (EUR 215,000, 12/2019 – 12/2021);

Some of the issues addressed under UN Human Rights' action will give a greater resonance to efforts undertaken under targeted IcSP-funded actions such as "Abyei Peace Project: Trauma-Informed Social Healing and Dialogue" (EUR 999,946, 11/2019 – 05/2021), "Supporting peacebuilding and intercommunity trade in the Abyei Administrative Area" (EUR 999,995, 10/2019 – 04/2021), and "Supporting a peaceful and inclusive transition in Sudan" (EUR 991,478, 02/2020 – 08/2021).

In addition, EISA's project will be complimentary with the EU funded project "Supporting Sudan's Democratic Transition" (EUR 4,999,999, 12/2019 – 12/2020) implemented by the International Institute for Democracy and Electoral Assistance (International IDEA), which focuses on four components: Dialogue on transition, Constitutional process, Electoral reform and Civic education. Furthermore, the Sweden is planning to expand the support to International IDEA to include work with the National Election Commission. The United Kingdom (UK) will finance a holistic action supporting political parties and the legislative body once it is in place. Finally, Germany has been financing the Max Planck Foundation for several years on a project in support of the constitutional reform process.

2.5. 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 of Sudan (GoS). Both GoS 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 presence and actions in these groups.

UN Human Rights Sudan will constitute a group of “Ambassadors for Human Rights”, to discuss the general situation about human rights in the country. A project advisory committee will be created, constituted by UN Human Rights, the EU and with presence of other relevant stakeholders (e.g. civil society).

On Electoral Support, coordination is ensured at this stage by an informal donor group that is discussing potential future support around democracy and elections, i.e. on political parties, democratic reforms, independent media, civic education, citizen observers, support to the EMB, etc. In addition, EISA will support the efforts of the EMB to raise the necessary donor funds to complement direct government support and manage a basket fund of electoral support to the EMB. This basket fund will coordinate between donor contributions and the needs of the EMB through an EISA office in Khartoum.

3. DETAILED DESCRIPTION

3.1. Objectives and expected outputs

The **overall objective** (expected impact) of this action is: to support sustainable peace, rule of law and human rights during Sudan’s democratic transition towards inclusive, transparent and credible elections.

The **specific objectives** (expected outcomes) are the following:

SO1. Promotion and protection of human rights in Sudan, in particular to address existing and potential drivers of conflict.

SO2. Support to the electoral process in Sudan.

The expected outputs are:

Output 1.1 Human Rights are integrated in sustainable development, enhancing equality and countering discrimination

The integration of a human rights approach to development and poverty eradication will help bridge inequalities between war-affected regions and marginalised groups and the rest of the country. Participation, non-discrimination, transparency and access to information will be promoted throughout the policies and practices of public institutions.

Output 1.2 The rule of law and accountability for human rights violations are strengthened

A critical piece of the transition is governance and the legal and institutional reform the Government intends to bring about. The Action will provide guidance and advice on matters relating to all aspects of transitional justice including, truth seeking, accountability and reparations. The main aim is to support Sudanese efforts to ensure accountability and reconciliation in the country and genuine participation of victims in these processes.

The Action will assist efforts to bring Sudan’s domestic legislation into conformity with its international human rights obligations, as well as the development of strong institutional capacity for the protection of human rights. It will specifically work to support the Government’s efforts to ensure that the National Human Rights Commission becomes fully compliant with the Paris Principles and to develop its effectiveness and independence.

The Action will provide guidance and advice on matters relating to all aspects of transitional justice including, truth seeking, accountability and reparations. Its main aim is to support

Sudanese efforts to ensure accountability and reconciliation in the country and genuine participation of victims in these processes.

Output 1.3 Early warning, prevention and protection of human rights in situation of conflict and insecurity are improved

In order to support a durable peace in Sudan, the action will work to ensure that transitional justice responses reflect the views and expectations of the victims and affected communities. Therefore, UN Human Rights will work with the authorities in Sudan and civil society actors to achieve the following results:

- Human rights information and analysis are integrated in early warning and analysis systems and influence national policy-making, strategies and operations to prevent, mitigate or respond to emerging crises.
- Strategies to prevent and respond to conflict consistently integrate human rights protection

Output 1.4 Civic space and people's participation are enhanced and protected

The Action will support civil society movements and actors (in particular women's organisations, youth movements, the media and professional associations) working to improve the human rights situation, by building their capacity to peacefully advance their human rights agenda. It will support civil society efforts, including the media, to ensure that decision-making policies and actions are more transparent, and that the public has access to information for accountability purposes. In addition, it will also support efforts aimed at developing stronger laws, policies and practices, that take into account the needs and promote the participation of groups facing discrimination, such as women, minorities, people with disabilities, IDP, refugees and asylum seekers, and protect civic space and to make the environment for civil society increasingly safe and enabling.

Output 1.5 The international human rights mechanisms outcomes are increasingly implemented

The Action will work to achieve the following results:

- Increased engagement by Sudan with international and regional human rights mechanisms.
- Increased capacity of the National Human Rights Commission, civil society groups, non-traditional actors and UNCT partners to interact with human rights mechanisms and bodies

Output 2.1 Sudanese people have confidence in the electoral process

Civic groups will be empowered with the technical and logistical capacity to deploy nationwide citizen observers, collect information from the ground and collate this information quickly and efficiently to identify challenges, hotspots and shortcomings in the election, and ultimately pronounce on the conduct and credibility of the elections themselves.

Output 2.2 The Electoral Management Body (EMB) is able to enhance election credibility

The EMB will receive support on various aspects of election administration. Direct support to the EMB will also incorporate some technical hard areas of support, including for the Development of an operation plan; Building Resources in Democracy, Governance and Elections (BRIDGE) training for EMB's staff; peer learning.

Sudanese EMB representatives will be integrated in selected observation missions in Africa.

Output 2.3 Civil Society Organisations have strengthened capacities to support democratic institutions

The support to civil society and the media will relate directly to the elections and the electoral cycle. Civil society organisations will be exposed to strategies and experience which strengthen their capacity to support democratic institutions. Voters' acquaintance with the 2022 election process will be strengthened, and confidence in the elections themselves would be enhanced. At last, the provision of correct and credible information to key stakeholder groups for broader dissemination will contribute to combatting fear-mongering, rumour and fake news dissemination.

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

3.2. Main activities

3.2.1. Activities associated with each result

Output 1.1 Human Rights are integrated in sustainable development, enhancing equality and countering discrimination

Specific activities under this objective include:

- Workshop with relevant authorities on a human rights-based approach to budget, focusing on economic, social and cultural rights (ESCR) taking post-conflict situation into account;
- Provide one national consultant for six months to work with the Central Bureau of Statistics in order to support it in the collection of data related to SDG indicators and for human rights-based data collection;
- Two training workshops for CSOs and the National Human Rights Institution (NHRI) on monitoring economic, social and cultural rights (one with youth and one with professional associations and CSOs);
- Training on human rights, including focusing on ESCR for members of the Legislative Council;
- Consultation to map legislation that needs to be reviewed from a gender equality and non-discrimination standpoint;
- Workshop to review land rights and related legislation;

Capacity-building will also be provided on how to incorporate a gender perspective and women's human rights throughout policy formulation, programme development and activity implementation, including project monitoring and evaluation.

Output 1.2 The rule of law and accountability for human rights violations are strengthened

This will be achieved through capacity building activities, sharing of expertise and training on international standards and the development of practical tools for key stakeholders involved in these reforms, including within State institutions and civil society.

In particular, the Action will provide technical expertise so that the legal and institutional frameworks mandating and regulating the National Human Rights Commission are developed in accordance with international standards. It will technically assist in building the institutional capacity of the National Human Rights Commission and its members, and in the receiving, handling and investigating cases.

In addition, UN Human Rights will offer its technical expertise on lessons learnt from other contexts and on applicable international standards and practices in transitional justice. UN Human Rights will provide guidance and advice on matters relating to all aspects of transitional justice including, truth seeking, accountability and reparations. UN Human Rights' main aim is to

support Sudanese efforts to ensure accountability and reconciliation in the country and genuine participation of victims in these processes.

Specific activities include:

- Monitor and observe the conduct of the security forces in dealing with protests and demonstrations in the context of policing and human rights;
- Monitor and observe human rights in prisons and detention facilities and engage with authorities towards strengthening respect and protect human rights;
- Two expert seminars on transitional justice and good practices with a focus on a victim-centered approach;
- Seminar on the establishment of a national human rights institution in line with the Paris Principles;
- Hold a high level workshop on human rights and security forces in the context of democratic transition and assist the Sudan Police Force and other security forces to build their capacity on human rights, including developing human rights standing orders in local language, integrate international human rights standards in the training curriculum and developing oversight and accountability mechanisms within the organisation (i.e. human rights division or sections); and
- Review and analysis of national legislation and policies and provide technical support and input to increase compliance of national laws and policies with the international human rights standards.

Output 1.3 Early warning, prevention and protection of human rights in situation of conflict and insecurity are improved

UN Human Rights will achieve this through its monitoring and advocacy activities and by providing technical advice and capacity-building to relevant authorities, institutions and civil society actors. In particular, UN Human Rights will be mindful of the need to ensure the adequate protection of minorities in Sudan, in order to prevent conflict and the development of drivers of instability in the future. Key activities include:

- Ten field missions within Sudan for monitoring and observation of human rights;
- Exchange of experience between victim organizations from different regions, especially on sexual and gender-based violence;
- Two consultations in South Kordofan and Blue Nile to prepare for grassroots consultations

Output 1.4 Civic space and people's participation are enhanced and protected

The Action will support civil society movements and actors (in particular women's organisations, youth movements, the media and professional associations) working to improve the human rights situation, by building their capacity to peacefully advance their human rights agenda. UN Human Rights will support civil society and the media efforts to ensure that decision-making policies and actions are more transparent and that the public has access to information for accountability purposes.

UN Human rights will also carry out monitoring, advocacy and capacity building to ensure a constant enabling environment for civil society.

Some key activities include:

- Provide technical support and input to the relevant Ministry to increase compliance of national laws and policies with the international human rights standards concerning freedom of expression and opinion and media freedom;

- Workshop to review legislation on fundamental freedoms and laws (access to information, freedom of assembly and association, etc.) and disseminate the participation guidelines;
- 3-day training workshop for journalists on human rights reporting;
- International Human Rights Day celebration (public advocacy, roundtables, Human Rights Film festivals, as appropriate);

Output 1.5 The international human rights mechanisms outcomes are increasingly implemented

The Action will support the Government, national institutions, including the National Human Rights Commission and civil society to engage with international human rights mechanisms, including UN treaty bodies, the Universal Periodic Review (UPR) and the Special Procedures of the UN Human Rights Council. It will also advocate for the ratification of core international and regional human rights treaties which have not yet been ratified by Sudan, including CEDAW¹ and CAT².

Some key activities include:

- Assist the Government and other stakeholders to compile and cluster the recommendations of all the UN human rights mechanisms (treaty bodies, Universal Periodical Review (UPR) and special procedures) and develop a national plan of action to implement the recommendations;
- Advocate and support the Government to establish the National Mechanism for Reporting and Follow-up (NMRF) which is a standing mechanism within the Government to report and follow up on the recommendations of the UN human rights mechanisms effectively and efficiently;
- Assist the National Human Rights Institution and civil society to engage with international human rights mechanisms, particularly through provision of technical support and advisory services;
- Advocate and prepare for the ratification of core human rights treaties, in particular CEDAW and CAT.
- Assist the UN Country Team to effectively engage with the international human rights mechanisms, including through timely submissions to treaty bodies and UPR and promote the implementation of the recommendations of the international human rights mechanisms by national and sub-national governments.

Output 2.1 Sudanese people have confidence in the electoral process

This Action will empower civic groups with the technical and logistical capacity to deploy nationwide citizen observers, collect information from the ground and collate this information quickly and efficiently to identify challenges, hotspots and shortcomings in the election, and ultimately pronounce on the conduct and credibility of the elections themselves. The Action will support this effort through:

- training and logistical advice and support;
- technical and technological support using EISA's computer tablet-based Popola election observation online system for election observation³, which can be deployed at scale and based on the need of Sudanese citizen observer groups;

¹ [The Convention on the Elimination of All Forms of Discrimination against Women](#)

² [Convention against Torture](#)

³ EISA uses a data collection and analysis system called Popola which enables observers to collect data on smart devices with the android operating system and transmit information in real time. To date, the system has been used in over 20 elections in Africa over the past three years. Popola has also been used to improve the capacity of citizen observers to conduct Parallel Vote Tabulation (PVT)

- the provision of analysts and experts to assist observer groups in analysing and understanding the data being supplied and support the production of reports and analysis based on the field data supplied by observers in the field.

Output 2.2 The Electoral Management Body (EMB) has enhanced capacities to ensure election credibility

Owing to limited funding, this multifaceted Action will be limited to some activities in support to election administration. Direct support to the EMB will also incorporate the following areas of support:

- Deployment of an operational and logistical expert to the Electoral Management Body: the expert will assist the EMB in developing an operational plan that will guide all interventions and preparations leading up to an election. A good operational plan empowers the EMB with a clear roadmap and measurements of progress towards the election. The expert will also provide ongoing advice to the EMBs, where needed.
- Building Resources in Democracy, Governance and Elections (BRIDGE) training: Support will conduct several BRIDGE trainings for the newly appointed national and state senior staff.
- Study visits: EISA will collaborate with International IDEA in hosting selected Sudanese electoral stakeholders, particularly EMB representatives, so that they can learn from other comparable electoral models. This is an area of collaboration given EISA's comparative advantage as an organisation grounded in Africa with strong working relations with Africa's democracy leading countries, including South Africa, Mauritius and Ghana. Thus, IDEA would lead the theoretical side of things while EISA would take care of its practical side by coordinating and hosting country visits on the ground and facilitating peer learning.
- Participation in EISA Election Observation Missions in selected countries in Africa: the Institute deploys EISA international election observer missions to different African countries. Sudanese EMB representatives will be integrated in selected missions so that they can learn by doing.

Output 2.3 Civil Society Organisations have strengthened capacities to support democratic institutions

It is acknowledged that other programmes aiming at building the capacity of civil society organisations in a number of areas related to the promotion of democracy and human rights during the transition currently exist or are planned.

Therefore, the intervention under SO2 will be limited to areas of support to civil society and the media related directly to the elections and the electoral cycle. Activities here will include:

- Hosting or contributing to a multi-stakeholders' post-election review
- Developing and implementing an advocacy strategy for electoral reforms in the post-election phase, including follow up recommendations, training workshops and seminars on specific relevant fields
- Promoting citizen's actions to participate in public action, including advocacy and lobbying for electoral reforms and holding elected leaders to account, with the media playing a key role.

3.2.2. Target groups and final beneficiaries

Both duty-bearers and rights-holders will be targeted throughout the action.

For the intervention under SO1, key target groups include authorities, both at national and sub-national level, the National Human Rights Commission, human rights defenders, civil society

organisations, the media, professional associations, women, youth, and victims of specific human rights violations.

Final beneficiaries include the overall population of Sudan. The victims of human rights violations and abuses in particular form this category.

For the intervention under SO2, stakeholders and beneficiaries are; the Sudanese transitional authority (Sudanese Transitional Sovereign Council; Transitional Government and the Forces for Freedom and Change); Sudan Election Management Body; Sudanese Civil society groups, including faith-based organisations, the youth-based local community resistance committees, tribal authorities and other recognised organised forms of civic engagement; the Sudanese electorate; and the Media.

3.3. Risks and assumptions

Risk	Level of risk	Mitigating measures
The socio-economic environment further deteriorates	H	UN Human Rights will put on hold its capacity building and promotional activities and scale up monitoring and investigation and engage with the Government and other relevant actors to assist the latter to comply with human rights obligations.
The establishment of the Electoral Management Body is delayed	M	EISA experts provide institutional memory, continuity and coherence in the strategic planning of the Action/Sudan elections
Conflicts and insecurity caused by political unrest increases the threats for project staff and hamper the implementation	M	The Business Continuity Plan put in place by UNDSS will help deal with staff security and allow business continuity in case of unforeseen events. EISA continuously monitors security developments, engages with security experts and develops contingency plans for evacuation protocols during trainings etc. In consultation with security contractor, EISA will determine at what point security risks become too high to continue with planned activities.
Reputational risk of supporting institutions whose members might have contributed to human rights violations. Project activities may be viewed as biased.	M	UN Human Rights will ensure that the work of prospective partners is evaluated prior to any official engagement to show that there is commitment, accountability and a positive impact resulting from the activities undertaken by the partners. As per the Human Rights Due Diligence Policy (HRDDP), all individuals benefitting from trainings will be screened by OHCHR to ensure no human rights violations perpetrators participate in these. EISA remains committed to engagement with all stakeholder groups and is experience in managing stakeholder grievances with respect to an election.
Commitment to human rights and gender equality principles and standards weaken.		Political and policy dialogue will be used to reinforce a rights-based and gender responsive approach to national reforms. The inclusion and participation of organisations and representatives of groups that face discrimination and vulnerabilities will be promoted.

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

- Economic stability is maintained, guaranteeing a conducive environment for economic development;
- The fundamental balance of power between civilians and military is not altered during the transition;
- Security and political situation of the country remains stable, including the locations where activities are taking place, with free movement and freedom of action;
- The elections take place;
- The states in Darfur, Blue Nile and South Kordofan remain accessible for the international project staff throughout the project implementation period.

3.4. Mainstreaming

Gender: UN Human Rights' office in Sudan will have a gender equality and women's rights unit, which will ensure that through the activities UN Human Rights delivers, all violations against men and women of all ages and sections of the society are recognised. As indicated in its Gender Equality Policy, UN Human Rights particularly promotes the integration of gender perspectives into conflict and post-conflict situations. UN Human Rights “integrates a gender perspective and women's human rights throughout policy formulation, programme development and activity implementation, including project monitoring and evaluation”. The Office will undertake advocacy on violence against women and on women, peace and security issues at different levels and with multiple actors, including States, civil society organizations, international and regional organizations and other UN entities.

During the pre-election, civic education will elevate the importance of women's participation in all aspects of the electoral process, identify local factors constraining this participation and mobilise community support for more gender-aware processes and equal participation during the electoral process. Election assessment will be sensitive to gender, including polling station staff, candidates at different levels of government and results.

Democracy and Rule of Law: Elections are a critical element of a functional democracy and are often the leading cause of democratic deficits/weaknesses. Strengthening all elements of the electoral process leads to the strengthening of other democratic institutions and processes. Ensuring that electoral processes are conducted in accordance with the legal framework and electoral legislation of Sudan is essential to the 2022 Elections being viewed as credible and upholding the rule of law. By supporting citizen observation, this type of analysis will inform the overall context in which the elections take place and identifying possible areas of need in the post-election period.

Human rights and fundamental freedoms: Both interventions will be carried out based on the Human Rights Based Approach, which is grounded in the principles of equality and non-discrimination. Therefore, a participatory approach will be applied to ensure that all relevant stakeholders are engaged in the implementation phases of the project, through the organization of periodic and regular meetings and consultations, with the view to reflect the perspectives of local CSOs, local communities, women and youth groups and vulnerable groups. This would promote a sense of local ownership of the activities outlined in the project and strengthen the credibility of both partners.

The right to periodically elect one's government is a fundamental human right. This action supports that fundamental human right through evaluating and reporting on the institutions and processes that conduct the elections, and through direct technical support to the EMB itself to strengthen the processes that protect the integrity of the vote.

Persons with disabilities: EISA will support the EMB and all other stakeholders to ensure that their preparations and interventions take cognisance of the needs and requirements of persons

with disabilities, in order to prevent any form of deliberate or unintentional exclusion from full participation in the electoral processes.

Youth: will also be a target of this project in order to ensure their constructive and peaceful participation in the electoral process and to limit their use in violent actions to disrupt the electoral process. UN Human Rights will also target youth, in line with UN Human Rights' spotlight populations.

3.5. Stakeholder analysis

At the end of October 2019, OHCHR carried out initial consultations on the establishment of the Office with key counterparts. A start-up team to Khartoum was deployed at the end of December 2019, headed by a Senior Human Rights Officer. Besides working to set up the OHCHR country office, the start-up team reached out to the Government, civil society, the National Human Rights Institution and international organisations and development partners to further consult and determine OHCHR priorities in Sudan.

OHCHR's engagement with the ministries of justice, interior, foreign affairs and social development as well as the Office of the Attorney General has helped OHCHR set the priorities aforementioned. Strengthening legislation and policies in line with the relevant international human rights standards, including on transitional justice, promoting equality and countering discrimination and advancing sustainable development, establishment of an independent and effective NHRI in compliance with the Paris Principles and widening democratic space with creation of vibrant civil society are among the expectations of the stakeholders that OHCHR consulted with.

The action proposes continuous interactions and coordination with the stakeholders in the course of the implementation of activities in the form of discussions, outreach, advocacy, capacity building and dissemination of findings of monitoring, as appropriate. It is believed that the action will constantly benefit from these consultative processes, which will enable OHCHR to accommodate emerging issues, trends and context.

In a nutshell, the role and participation in the action of the various actors and stakeholders and the reasons for which these roles have been assigned to them include:

- Government – increasingly meet their obligations and implement international human rights standards in policy and practice;
- National Human Rights Institution– undertake a more proactive role in the promotion and protection of human rights in the changed context of Sudan;
- Civil Society – increase their knowledge and capacity to monitor, report and advocate on human rights protection;
- International actors – increase their participation/contribution to the human rights dialogue both in Sudan.

The intervention under SO2 considers the following groups stakeholders/beneficiaries:

- The Sudanese transitional authority (Sudanese Transitional Military Council; and the Forces for Freedom and Change)
- Sudan Election Management Body
- Sudanese Civil society groups, including faith-based organisations, the youth-based local community resistance committees, tribal authorities and other recognised organised forms of civic engagement
- The Sudanese electorate and

- The Media.

A comprehensive stakeholder analysis will be undertaken during the inception phase of the project.

4. IMPLEMENTATION ISSUES

4.1. Financing agreement, if relevant

Not applicable.

4.2. Indicative operational implementation period

The implementation period will be 48 months from the start date of the implementation period of the earliest contract.

4.3. Implementation modalities

The first Specific Objective of the Action will be implemented in **indirect management** with the Office of the United Nations High Commissioner for Human Rights (OHCHR), and the second Specific Objective in **direct management** through a grant directly awarded to the **Electoral Institute for Sustainable Democracy in Africa (EISA)**.

The entrusted entities would undertake budget implementation tasks, notably acting as contracting authority concluding and managing contracts and grants, carrying out payments and recovering moneys due.

This implementation is justified for the first Specific Objective because UN Human Rights is the leading UN entity on human rights. The General Assembly entrusted both the High Commissioner and her Office with a unique mandate to promote and protect all human rights for all people. UN Human Rights also plays a crucial role in safeguarding the integrity of the three interconnected pillars of the United Nations – peace and security, human rights and development. At last, UN Human Rights provides assistance in the form of technical expertise and capacity development in order to support the implementation of international human rights standards on the ground. It assists governments, which bear the primary responsibility for the protection of human rights, to fulfil their obligations and supports individuals to claim their rights. Moreover, it speaks out objectively on human rights violations.

The mandate emanating from the host Agreement allows OHCHR to monitor and observe human rights in Sudan and engage with the government entities, including law enforcement agencies, national human rights institution and civil society and building their capacity and improving protection against human rights violations.

The establishment of the Darfur sub-office will be closely coordinated with UNAMID and aim at ensuring a smooth transition, in light of UNAMID's drawdown and departure. Focus will be to identify residual and other follow-on tasks that a small OHCHR office in Darfur can realistically take on to support the transition to civilian rule in Darfur.

This implementation arrangement is also justified for EISA, because the action under the second Specific Objective has specific characteristics that require a particular type of body on account of its technical competence and its high degree of specialisation. EISA's experience in the areas of election observation, election management and technical support is extensive, both continentally across the African continent as well as specifically in Sudan. EISA has previously had a country office in Sudan in 2009-10. It has supported the work of the African Union during elections in 2015, and the EISA Executive Director worked for the United Nations Mission in Sudan (UNMIS) as the Director of the UN Integrated Referendum and Electoral Division (UNIRED) during the Southern Sudan self-determination referendum in 2011. EISA has extensive experience managing European Union grants in the Central African Republic (2015-2016); Chad (2009-2010); Côte d'Ivoire (2008-2010), DRC (2015-2017 and 2108 to date); Egypt (2012); Madagascar (2012-

2013); Mali (2018-2019); Rwanda (2013-2014); and Zimbabwe (2013-2019). EISA has also demonstrable experience in technical support to EMBs, the establishment and management of Multiparty Liaison Committees, Alternative Dispute Resolution mechanisms, and conflict prevention strategies during elections.

4.4. Indicative budget

Component	Amount EUR	Co-financing EUR(*)
Objective 1: To promote and protect human rights in Sudan, in particular to address existing and potential drivers of conflict 4.4 Contribution Agreement (indirect management) with the Office of the United Nations High Commissioner for Human Rights (OHCHR)	4 900 000	Germany: 1 003 283 SIDA : 2 836 799 US: 262 678 DFID : 474 279 Canada: 683 247
Objective 2: To support the electoral process in Sudan 4.4 Grants (direct management)	4 900 000	
Communication and visibility	100 000	
Monitoring, evaluation and audit	100 000	
Total	10 000 000	5 260 286

(*) National currency amounts converted into EUR against InforEuro rate of March 2020

4.5. Monitoring and reporting

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

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

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

All monitoring and reporting shall assess how the action is taking into account the rights-based approach working principles (i.e participation, non-discrimination, accountability and transparency) as well as how it contributes to gender equality and women's empowerment.

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). d

The implementing partner(s) will report on a number of common EUTF indicators of the selected results for this Action¹.

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

4.6. Evaluation and audit

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

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.

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.

4.7. 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 as well as contribution 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.

Given the sensitivity of this action, it is necessary to foresee communication and visibility measures that will be established at the beginning of implementation on the basis of an Action Plan. Nevertheless, the visibility of the European Union will be ensured taking into account the evolution of the local security context and according to the sensitivity of the activities carried out, so as not to threaten the security of the organization, the donor and the final beneficiaries, and in particular humanitarian organizations, in order not to compromise their principles of neutral and independent humanitarian action.

¹ EN : https://ec.europa.eu/trustfundforafrica/sites/euetfa/files/eutf_results_indicators_41.pdf
FR : https://ec.europa.eu/trustfundforafrica/sites/euetfa/files/eutf_results_indicators_41_fr.pdf

List of acronyms

ACJPS: African Centre for Justice and Peace Studies

AU: African Union

AUEOM: African Union Election Observation Mission

BRIDGE: Building Resources in Democracy, Governance and Elections

CAT: Convention against Torture and Other Cruel, Inhuman or Degrading Treatment or Punishment

CEDAW: Convention on the Elimination of All Forms of Discrimination against Women

CCA: Common Country Analysis

CSOs: Civil Society Organisations

ECES: European Centre for Electoral Support

EDF: European Development Fund

EIDHR: European Instrument for Democracy and Human Rights

EISA: Electoral Institute for Sustainable Democracy in Africa

EMB: Election Management Body

EOM: Election Observation Mission

ESCR: economic, social and cultural rights

EU: European Union

EUTF: European Union Trust Fund

FFC: Forces for Freedom and Change

FGM: Female Genital Mutilation

FoS: Group of Friends of Sudan

GoS: Government of Sudan

HIPC: Heavily Indebted Poor Countries

HRBA: Human Rights Based Approach

HRDDP: Human Rights Due Diligence Policy

IcSP: Instrument contributing to Stability and Peace

IDPs: Internal Displaced People

International IDEA: International Institute for Democracy and Electoral Assistance

LEAD: Leadership and Conflict Management

MFF: Multi Annual Financial Framework

NEC: National Election Commission

NISS: National Intelligence and Security Services

NHRI: National Human Rights Institution

NMRF: National Mechanism for Reporting and Follow-up

OHCHR: Office of the United Nations High Commissioner for Human Rights

RECs: Regional Economic Communities

SDG: Sustainable Development Goal

SIHA: Strategic Initiative for Women in the Horn of Africa

SIPF: Sudan International Partnership Forum

SO: Specific Objective

TLC: Transitional Legislative Council

TMC: Transitional Military Council

TSC: Transitional Sovereign Council

UNCT: United Nations Country Team

UNDAF: United Nations Development Assistance Framework

UPR: Universal Periodic Review

UNDSS: United Nations Department for Safety and Security

UNAMID: United Nations – African Union Hybrid Operation in Darfur

UNIRED: United Nations Integrated Referendum and Electoral Division

UNMIS: United Nations Mission in Sudan

Annex: Indicative Logical Framework Matrix

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

	Results chain: Main expected results (maximum 10)	Indicators (at least one indicator per expected result)	Sources and means of verification	Assumptions
Impact (Overall objective)	To support sustainable peace, rule of law and human rights during Sudan's democratic transition towards fair and free elections.	Measures addressing existing and potential drivers of conflict, such as exclusion and unaddressed inequalities, the existence of weak democratic institutions and lack of adequate participation are adopted, in line with SDG indicators (disaggregated by sex, age, urban/rural, disability, wherever possible). Elections are organised according to international standards.	UN Reports Reports from regional organisations	<i>Not applicable</i>
Outcome(s) (Specific Objective(s))	SO1. Promotion and protection of human rights in Sudan, in particular to address existing and potential drivers of conflict SO2. Support to the electoral process in Sudan	1.1. Existence of an effective institutional framework to protect and promote the human rights of all in Sudan 2.1. Extent to which stakeholders endorse the electoral process (extent is (1) fully, (2) partially, (3) not at all)	1.1. UN Reports Reports from regional organisations / CSOs 2.1. Citizen and international EOM statements and reports. Media coverage	<ul style="list-style-type: none"> • <i>Transitional institutions and processes remain stable.</i> • <i>The Corona Virus is promptly eradicated</i> • <i>The substantive Electoral Management Body is established.</i> • <i>The constitution is passed, and electoral laws promulgated</i> • <i>Elections take place.</i> • <i>The security situation remains stable and targeted areas of the action are accessible.</i> • <i>Collaboration of the authorities</i>

<p>Outputs</p>	<p>1.1 Human Rights are integrated in sustainable development, enhancing equality and countering discrimination</p> <p>1.2 The rule of law and accountability for human rights violations are strengthened</p> <p>1.3 Early warning, prevention and protection of human rights in situation of conflict and insecurity are improved</p> <p>1.4 Civic space and people's participation are enhanced and protected</p> <p>1.5 The international human rights mechanisms outcomes are increasingly implemented</p> <p>2.1 Sudanese people have confidence in the electoral process</p> <p>2.2 The Electoral Management Body (EMB) is able to enhance election credibility</p> <p>2.3 Civil Society Organisations have strengthened capacities to support democratic institutions</p>	<p>1.1.1. Number of selected policy areas where the level of compliance of legislation/policy with international human rights norms and standards has significantly improved and aligned with SDG targets and indicators.</p> <p>1.1.2. Number of selected State institutions/ programmes demonstrating significant improvement in their compliance with international human rights norms and standards</p> <p>1.1.3. Number of key selected human rights areas for which human rights training has been institutionalized (including women's rights)</p> <p>1.2.1. Extent to which the NHRI has been established and/or works in conformity with international standards (Paris Principles)</p> <p>1.2.2. Number of selected policy areas where the level of compliance of legislation/policy with international human rights norms and standards has significantly improved.</p> <p>1.2.3. Extent to which transitional justice mechanisms that conform to international human rights norms and standards and promote gender equality are in place and/or functioning</p> <p>1.2.4. Number of key selected human rights areas for which human rights training has been institutionalized (including women's rights)</p> <p>1.3.1. Extent to which critical human rights issues /situations raised by OHCHR have been taken up in international fora in a timely manner</p> <p>1.3.2. Extent to which the UN guidelines on incorporating rights-based approaches have been applied by specific programmes of UN entities</p> <p>1.4.1. Extent to which oversight, accountability or protection mechanisms that conform to international human rights standards are in place and/or functioning</p> <p>1.4.2. Level of meaningful participation of right-holders, especially women and discriminated groups, in selected public processes</p>	<p>1.1.1.OHCHR's reports</p> <p>1.1.2.UN Reports and Reports of regional organisations / watchdogs</p> <p>1.1.3.OHCHR's reports</p> <p>1.2.1. OHCHR's reports / Watchdogs' reports</p> <p>1.2.2. OHCHR's reports 7 Reports of regional organisations</p> <p>1.2.3. OHCHR's reports / Watchdogs' reports</p> <p>1.2.4. OHCHR's reports</p> <p>1.3.1. UN reports</p> <p>1.3.2. UN agencies' reports</p> <p>1.4.1. OHCHR's reports / Watchdogs' reports</p> <p>1.4.2. Wtachdogs / CSOs reports.</p> <p>1.5.1. UN Special Rapporteurs' reports</p> <p>1.5.2. UNHRC webpage</p> <p>2.1.1. Programme reports</p> <p>2.1.2. Programme reports</p> <p>2.1.3. Training attendance lists</p> <p>2.1.4. Training attendance lists</p> <p>2.2.1. Training attendance lists</p> <p>2.2.2. Voter education materials</p> <p>2.2.3. Programme reports, EMB reports</p>	<ul style="list-style-type: none"> • <i>Gender inclusion is not prioritised by national counterparts</i> • <i>Transitional justice is politicised and the monopolised by specific groups</i> • <i>Telecommunications infrastructure and coverage is adequate and remains operational/open in the election period.</i> • <i>Project activities are not viewed as biased</i> • <i>CSOs can recruit enough observers to carry out election observation.</i>
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