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### ANNEX

#### **Neighbourhood, Development and International Cooperation Instrument (NDICI) – Global Europe Exceptional Assistance Measure regarding Sudan**

#### **1. IDENTIFICATION**

Action:	Enhance the capacity of local responders in Sudan to address community needs and rebuild social cohesion
Action Reference:	NDICI CR 2024 / 14
Cost:	EUR 3 000 000 (European Union (EU) contribution).
Budget Line:	14 02 03 10
Duration:	Maximum 18 months. The authorising officer responsible may decide to extend this period twice by a further period of up to six months, up to a total maximum duration of 30 months, under the conditions laid down in Article 23(6) of Regulation (EU) 2021/947.
Lead service:	FPI

#### **2. ACTION SUMMARY**

The war in Sudan has severely deepened food insecurity to near-famine levels and brought on the collapse of basic service delivery. Around 12 million people have been displaced inside and outside Sudan, and Sudan is now the country with the largest number of forcibly displaced people in the world. This has significantly impacted negatively on the social and economic fabric of communities and long-standing community tensions have reignited. Large conflict-affected areas of the country remain inaccessible for aid agencies. In the absence of large-scale and scalable support by conventional international, national, and local NGOs, locally-led relief initiatives have emerged. These local responders include Emergency Response Rooms, Community Based Organisations, mutual aid initiatives, and youth initiatives. Through their work they have evolved into indispensable responders and lifelines for the Sudanese people. They also play an important role in rebuilding trust, solidarity and dignity among the communities and displaced populations.

This action aims to strengthen the role of local responders by building their capacity further and scaling up the assistance they deliver. At the same time, it will support local responders to implement inclusive interventions that help to build trust and cooperation within displaced population and host communities and contribute to long-term peace and stability. By equipping these local actors with the necessary knowledge and capabilities, it will empower them as

integral partners in addressing humanitarian challenges and responding to the needs of affected populations, applying a balanced and “do-no-harm” approach.

### **3. BACKGROUND AND RATIONALE**

#### **3.1 BACKGROUND**

Since fighting broke out between the Sudanese Armed Forces and the Rapid Support Forces in April 2023, the country has spiralled into an ever deepening humanitarian and economic crisis. The brutal conflict has forced millions of people to flee their homes, pushing the number of displaced people to around 12 million by June 2024. The vast majority - over 10 million people - remain within Sudan, representing the largest displacement crisis in the world. The fighting brought on the collapse of basic service delivery and has severely deepened food insecurity to near-famine levels. It also has significantly impacted on the social and economic fabric of communities and long-standing community tensions have reignited.

Increased fighting-imposed security and access limitations in multiple areas and caused the suspension of several aid operations and further population movements. Large areas of the country remain inaccessible for aid agencies, which face bureaucratic, logistical and security challenges when attempting to respond to those in need. In the absence of large-scale and scalable support by conventional international, national, and local NGOs, locally-led relief initiatives have emerged. These local responders are comprised of groups of people who come together, on a voluntary basis, to solve the dire problems they face collectively. They have organised themselves into a number of structures including Emergency Response Rooms, Community Based Organisations, mutual aid initiatives, and youth initiatives. They rely on joint community decisions to identify and prioritise needs and interventions for improving access to essential services. Originating from the very communities they serve, these locally-led groups have evolved into indispensable responders and lifelines for the Sudanese people. By equipping these local actors with the necessary knowledge and capabilities, it will empower them to become integral partners in addressing humanitarian challenges and responding to the needs of affected populations. As in-kind assistance cannot reach people in need rapidly enough and at the scale required in certain areas, support will include multi-purpose cash assistance to communities.

Through their work local responders also play an important role in rebuilding trust, solidarity and dignity among the communities and displaced populations. Particular emphasis needs to be placed on conflict sensitivity and exploring opportunities to contribute to conflict prevention and resolution, while remaining political impartial.

#### **3.2 RATIONALE FOR CRISIS RESPONSE ACTIONS UNDER THE RAPID RESPONSE PILLAR OF THE NEIGHBOURHOOD, DEVELOPMENT AND INTERNATIONAL COOPERATION INSTRUMENT**

The outbreak of violent conflict in Sudan in April 2023 led to severe humanitarian and economic crises, lack of access of international actors to wide parts of the country and negatively impacted on the social and economic fabric of the population, constituting an exceptional and unforeseen situation in the sense of Article 4(4) (a) of the NDICI Regulation. An adequate response cannot be provided under any other European Union Instrument due to

the urgency with which the funds are required and due to available resources already being firmly committed. 12

Annex IV, paragraph 1, second paragraph, points (g), (o), (p) and (q) of Regulation (EU) 2021/947 specifically provides for the use of the NDICI rapid response pillar to: (g) support for measures necessary to start the rehabilitation and reconstruction of key infrastructure, housing, public buildings and economic assets, and essential productive capacity, as well as other measures for the re-starting of economic activity, the generation of employment and the establishment of the minimum conditions necessary for sustainable social development; (o) support for socio-economic measures to promote equitable access to, and transparent management of, natural resources in a situation of crisis or emerging crisis, including peacebuilding; (p) support for measures to address the potential impact of sudden population movements with relevance to the political and security situation, including measures addressing the needs of host communities, and (q) support for measures to promote the development and organisation of civil society and its participation in the political process, including measures to enhance the role of women in such processes and measures to promote independent, pluralist and professional media.

### 3.3 RISKS AND ASSUMPTIONS

Risks	Impact	Mitigation
The security situation deteriorates further restricting access to some areas and affecting the implementation of the action.	High	Continuous monitoring of the security situation; the local responders' deep-rooted presence and local knowledge will enable them to navigate and operate also in hard-to-reach areas.
EU support can be perceived as biased towards specific political actors.	Medium	Principles of neutrality and independence throughout project implementation; regular and transparent engagement with all actors.
Challenges to disburse funds due to administrative and logistical issues.	Medium	Efficient coordination with financial service providers and robust internal processes.
Absence of genuine commitment and engagement of local responders; misuse of funds and/or non-compliance with financial and ethical standards	Medium	Sustained bilateral and multilateral engagements on the importance and relevance of this action; trainings on financial management and ethics, combined with monitoring.
Displacement alters the population dynamics in the target locations.	Medium	Population dynamics are continuously analysed and

Risks	Impact	Mitigation
		activities tailored to the evolving situation.
Lack of coordination between humanitarian actors active in the areas of intervention.	Low	Regular exchange and coordination between actors in the project areas.

## 4. OBJECTIVES

### 4.1 OVERALL OBJECTIVE

The overall objective of the action is to enhance the capacity of local responders to address community needs and rebuild social cohesion in conflict affected and hard-to-reach areas in Sudan.

### 4.2 SPECIFIC OBJECTIVES

- 4.2.1 Bolster the role of local responders by building their capacity further and scaling up the assistance they deliver;
- 4.2.2 Support local responders to implement inclusive interventions that help to build trust and cooperation within displaced population and host communities and contribute to long-term peace and stability.

## 5. ACTION COMPONENTS AND EXPECTED RESULTS

**The main expected results/outcomes** include:

**Expected Result (1):** Local responders have improved organisational, technical and financial capacity to deliver more significant and sustainable socio-economic services and resilient livelihoods support.

Activities (indicative):

- 5.1.1 Map and identify local responders that have the potential to respond effectively to community prioritised needs in conflict-affected and hard-to-reach areas in Sudan;
- 5.1.2 Conduct a capacity needs assessment and develop a capacity building and system strengthening plan for the selected local responders, including tailored trainings;
- 5.1.3 Support the selected local responders with group cash transfers and small grants to enable them to continue leading response efforts to support their community's most pressing needs. Regular remote and on-site monitoring mechanisms will follow up the correct use of the funds;
- 5.1.4 Conduct post distribution monitoring to monitor the effectiveness of interventions.

**Expected Result (2):** Local responders will promote social cohesion through the implementation of inclusive interventions that foster unity and collaboration within displaced population and host communities.

Activities (indicative):

- 5.2.1 Promote social cohesion, confidence building and reduce social tensions through provision of tangible and needed services;
- 5.2.2 Organise trainings for local responders and community leaders to raise their awareness on conflict prevention and to advocate for a safer and more protective environment;
- 5.2.3 Address existing challenges faced by women and young people, improve their protection and promote their empowerment; create safe environments for vulnerable groups;
- 5.2.4 Sensitize local responders and community leaders on the conflict potential in land governance and natural resources management and support the improvement of land governance to reduce community violence and restore social cohesion;
- 5.2.5 Accompany local responders through coaching, mentoring and follow up of activities.

## **6. IMPLEMENTATION**

### **6.1 IMPLEMENTATION MODALITIES**

The Commission will ensure that the appropriate EU rules and procedures for providing financing to third parties are respected, including review procedures, where appropriate, and compliance of the action with EU restrictive measures<sup>1</sup>.

#### **6.1.1 Grant: direct award (direct management)**

##### (a) Purpose of the grant

The grant will contribute to achieving the objectives and results presented in sections 4 and 5.

##### (b) Type of applicants targeted

Potential applicants for funding are non-governmental organisations with consolidated experience in crisis affected contexts in Sudan, including with extensive experience to achieve one or more of the expected results and specific objectives.

##### (c) Justification of a direct grant

Under the responsibility of the Commission's authorising officer responsible, the recourse to an award of a grant without a call for proposals is justified because **the action entails crisis management aid as referred to in Article 195(a) and as defined in Article 2(21) of the Financial Regulation** at the date of the Financing Decision.

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<sup>1</sup> [www.sanctionsmap.eu](http://www.sanctionsmap.eu) Please note that the sanctions map is an IT tool for identifying the sanctions regimes. The source of the sanctions stems from legal acts published in the Official Journal (OJ). In case of discrepancy between the published legal acts and the updates on the website, it is the OJ version that prevails.

### 6.1.2 Changes from direct to indirect management mode

An alternative implementation modality in indirect management might be applied in case direct management cannot be implemented due to circumstances outside of the Commission's control. The pillar assessed entity will be selected by the Commission services using the following criteria: experience in the field of the action, operational presence in the country, knowledge of the complexity of the situation in the country and in the region.

## 6.2 INDICATIVE BUDGET

The total European Union contribution under this Financing Decision **will not exceed EUR 3 000 000**. A breakdown among components is provided hereunder, and is indicative.

### Indicative budget breakdown

Components	EU contribution (amount in EUR)	Indicative third party contribution, in currency identified
Component 1: Enhance the capacity of local responders in Sudan to address community needs and rebuild social cohesion, composed of		
6.1.1 – Direct grant (direct management)	3 000 000	n/a
Total	3 000 000	n/a

## 6.3 ORGANISATIONAL SET-UP AND RESPONSIBILITIES

The action shall be implemented under direct management. It will be managed by the Commission, with the support of the European Union Delegation in Sudan for the monitoring of the action.

## 6.4 PERFORMANCE AND RESULTS MONITORING AND REPORTING

The day-to-day technical and financial monitoring of the implementation of this action will be a continuous process and part of the implementing partner's responsibilities. To this aim, the implementing partner shall establish a permanent internal, technical and financial monitoring system for the action and elaborate regular progress reports (not less than annual) and final report. Each report shall provide an accurate account of implementation of the action, difficulties encountered, changes introduced, as well as the degree of achievement of its results (outputs and outcomes) as measured by corresponding indicators, using as reference the Logframe matrix. The report shall be laid out in such a way as to allow monitoring of the means envisaged and employed and of the budget details for the action. The final report, narrative and financial, will cover the entire period of the action implementation.

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).

## **6.5 EVALUATION**

Having regard to the nature of the action, an evaluation will not be carried out for this action or its components.

The Commission may, during implementation, decide to undertake such an evaluation for duly justified reasons either on its own decision or on the initiative of the partner.

The financing of the evaluation shall be covered by another measure constituting a financing decision.

## **6.6 AUDIT**

Without prejudice to the obligations applicable to contracts concluded for the implementation of this action, the Commission may, on the basis of a risk assessment, contract independent audits or expenditure verification assignments for one or several contracts or agreements.

The financing of the audit shall be covered by another measure constituting a financing decision.

## **6.7 COMMUNICATION AND VISIBILITY**

The 2021-2027 programming cycle has adopted a new approach to pooling, programming and deploying strategic communication and public diplomacy resources.

It will remain a contractual obligation for all entities implementing EU-funded external actions to inform the relevant audiences of the Union's support for their work by displaying the EU emblem and a short funding statement as appropriate on all communication materials related to the actions concerned. This obligation will continue to apply equally, regardless of whether the actions concerned are implemented by the Commission, partner countries, service providers, grant beneficiaries or entrusted or delegated entities such as UN agencies, international financial institutions and agencies of EU member states.

The 2022 "Communicating and Raising EU Visibility: Guidance for external actions" reference document shall be used to establish the appropriate contractual obligations.

## **7. COMPLEMENTARITY, COORDINATION AND FOLLOW-UP**

This measure will complement cooperation and development activities and humanitarian actions implemented by the European Union in Sudan. It will be closely coordinated with the European Commission's Directorate-General for Civil Protection and Humanitarian Aid (DG ECHO) and the Directorate-General for International partnerships (DG INTPA) as part of their actions to support host populations, refugees, and displaced persons. More specifically, the action will build on lessons learned from an initial pilot project funded by DG ECHO that is now being taken a step further by investing in local capacity building of local responders and integrating the conflict prevention and peacebuilding angle in the support.

Close coordination will be ensured for an EU integrated approach and operationalisation of the Humanitarian, Development and Peace (HDP) nexus among different EU actions and actors, and close exchange of information will also be ensured with the team of the European Union Special Representative for Horn of Africa team.