



# Swiss Cooperation Programme Sudan 2022–25





# Content

<b>Preface</b>	<b>5</b>
<b>1. Context analysis</b>	<b>6</b>
Sudan's fragile political transition and dire humanitarian situation	6
Key factors and dynamics in Sudan in the coming years	8
<b>2. Switzerland's foreign policy objectives in Sudan</b>	<b>10</b>
<b>3. Switzerland's previous engagement in Sudan and implications for the Cooperation Programme 2022–25</b>	<b>12</b>
<b>4. Objectives and priorities of Switzerland's engagement in Sudan</b>	<b>14</b>
<b>5. Management of the Cooperation Programme implementation</b>	<b>16</b>
<b>6. Strategic steering</b>	<b>18</b>
<b>7. Annexes</b>	<b>20</b>
Theory of Change	20
Results Framework in tabular form	21
Indicative financial planning	31
Map of Sudan	31



IDP Darfuri girl benefiting from the installed solar community cookers and solar packages for IDPs by UNDP. El Geneina locality, West Darfur state, 2021

# Preface

The Republic of Sudan has been going through a profound transition. In the revolution of 2018–2019 the Sudanese people expressed their desire for change after three decades of authoritarian rule by former president Omar al Bashir who had to step down in April 2019. The transition towards political reforms and nationwide elections was brought to a sudden halt in October 2021 with a military takeover. Since then, Sudan's security and economy have drastically deteriorated, with grave humanitarian consequences and more than 1/4 of Sudan's population estimated to depend on humanitarian assistance.

Switzerland's engagement in Sudan goes back to the 1990s and has predominantly focused on responding to humanitarian emergencies and assisting processes of conflict resolution. Switzerland's support to Sudan has been consistent even during the most difficult times of crisis and in the face of funding shortfall and multiple crisis worldwide. Swiss peace mediation efforts have been instrumental in the resolution of Sudan's internal conflicts, most notably with the negotiation of the Nuba Mountains Ceasefire Agreement in 2002 in Switzerland and the subsequent support to the Comprehensive Peace Agreement of 2005 with the South (today's Republic of South Sudan). Since 2012, Switzerland has progressively engaged with Sudan on migration governance and the protection of refugees and displaced persons.

Switzerland will continue and in some areas step up its engagement in Sudan. The political transition, despite the setbacks, holds the promise of a new start towards peace, development and economic prosperity. With this Programme, Switzerland expresses its support for the reforms leading Sudan towards a peaceful and prosperous future. In line with its humanitarian tradition it also stays engaged for those who

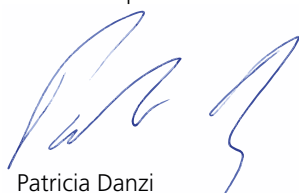
suffer from the consequences of the protracted crises and addresses the drivers of forced displacement and irregular migration in the region.

With the Cooperation Programme 2022–2025, Switzerland seeks to contribute to a well-governed Sudan that ensures the protection and well-being of its inhabitants. To this end, Switzerland expands its activities in the country. In order to accompany Sudan in its fragile transition towards a democratically elected and civilian-led government, Switzerland supports political negotiations and reform projects in Sudan. Further, it strengthens its response to humanitarian needs and explores the possibility to engage in longer-term cooperation instruments. Finally, Switzerland consolidates its cooperation on migration and invests in durable solutions for displaced persons and affected communities. These strategic priorities are firmly anchored in Switzerland's International Cooperation Strategy 2021-24 and reflect its interests in the Horn of Africa as defined in the Swiss Sub-Saharan Africa Strategy 2021–2024.

The Cooperation Programme 2022–2025 benefits from close collaboration between the services of the Swiss Federal Department of Foreign Affairs and the State Secretariat for Migration in the integrated Swiss Embassy in Khartoum. It will be implemented in the spirit of a nexus approach and in recognition of the linkages between international cooperation and migration policy. Reflecting the context's volatility, the Cooperation Programme 2022–2025 is designed to flexibly respond to new emergencies while supporting Sudan's path towards sustainable development and peace.

Berne, October 2022

Swiss Agency for Development  
and Cooperation,  
Federal Department of Foreign Affairs



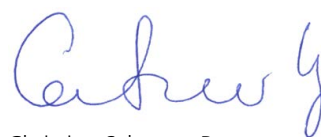
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# 1. Context analysis

## Sudan's fragile political transition and dire humanitarian situation

Sudan embarked on a fragile political transition following the ousting of Omar al-Bashir and his regime in April 2019. In August 2019, a power-sharing agreement was concluded, the Constitutional Document (CD), between military elements and the civilian opposition. The CD provided for a transitional period of 39 months, during which power was shared between military and civilian forces, until nationwide elections were to conclude the transition and lead to a democratic and civilian-led government. A Sovereign Council consisting of members of the security forces and civilians had been set up to serve as a collective Head of State, chaired for the first 21 months by the military, and a civilian Prime Minister was installed. To provide oversight, the CD stipulated the creation of a Transitional Legislative Council, but this has not materialized yet. On request of the transitional government, the UN Security Council had mandated the UN Integrated Transition Assistance Mission in Sudan (UNITAMS), a special political mission operational since early 2021, to support the transition.

The transitional government implemented a number of reforms, notably in the economic realm. As a result, in March 2021, the World Bank decided to give Sudan access to grants and budget support, and, in June 2021, the International Monetary Fund (IMF) declared Sudan eligible for debt relief under the Heavily Indebted Poor Countries (HIPC) initiative. These decisions were enabled by a US government decision in October 2020 to remove Sudan from its list of State Sponsors of Terrorism. The measures have, however, been frozen after the disruptive military takeover in October 2021.

Another key development was the conclusion of the Juba Peace Agreement (JPA) in October 2020, which aims to settle the conflicts in Sudan's peripheries. The JPA reset the 39-month transitional period and amended the CD insofar as it provided representation for its signatories, many of them rebel leaders, in the Sovereign Council, the cabinet, and, once created, the Transitional Legislative Council. The agreement also provided for devolution of power from the center to the regions, along with provisions for wealth-sharing, financial support, and land reform, which are meant to be reflected in a new constitution to be drafted during the transitional period. However, the two rebel leaders holding most territory neither participated in the talks nor signed the JPA.

The JPA introduced additional complexity in the transition process, as an even larger number of actors needed to be accommodated. Also putting pressure on the transition was a crippling economic crisis, characterized by high inflation, unemployment, rampant poverty and compounded by the Covid-19 pandemic. Further destabilizing was the uptick in armed violence, in particular in Darfur, brewing conflict in eastern Sudan, spillover from the war in Ethiopia's Tigray region, border clashes between Sudanese and Ethiopian forces, and the regional dispute over the Grand Ethiopian Renaissance Dam (GERD).

Most problematic has been the military's clinging on to political power and economic privileges, which has undercut transition to civilian rule and undermined the legitimacy of the transitional government. These elements came to the fore in October 2021 when the military took control, ousting civilian representatives, including the prime minister, from the transitional government and arresting many civilian political leaders. This triggered mass protests in Khartoum and beyond as well as pressure from international partners, who immediately halted steps towards transitional support. The security forces have since maintained their leading role, which casts doubts on the prospect of holding free and fair elections and transitioning to full civilian rule.



IDPs family benefiting from the installed solar community cookers and solar packages for IDPs by UNDP. El Geneina locality, West Darfur state, 2021

Even before the military takeover, the humanitarian situation in Sudan was dire, despite improved access since the fall of the Bashir regime. In the beginning of 2022, the United Nations estimated that 14.3 million people in Sudan need humanitarian assistance, which represents 30% of the total population, a 65% increase from 2020, and the highest number in the past decade. Of the 14.3 million people in need, the majority are women and girls. Half of the people in need are located in areas with active armed conflict, while the other half are based in non-conflict areas, where humanitarian needs have progressively grown in recent years due to the economic crisis and the growing number of refugees and internally displaced

persons (IDPs). Sudan hosts more than 1.1 million refugees, including 55,000 who fled the conflict in Northern Ethiopia, one of the largest refugee populations in Africa. South Sudanese represent more than 70% (800,000) of the refugees in Sudan, followed by 126,000 Eritrean refugees (11%). The country also counts more than 3 million internally displaced persons, mostly in the Darfur region that has experienced a volatile security situation for almost two decades. The vast majority of IDPs and refugees live in protracted displacement<sup>1</sup>. In addition, Sudan hosts around 2 million migrants.

1 UNHCR Sudan

## Key factors and dynamics in Sudan in the coming years

Sudan presents a highly volatile situation, which makes it difficult to identify clear-cut scenarios for the future and which demands a high degree of flexibility and ability to adapt from international actors, including Switzerland. Both the fate of the political transition and the humanitarian situation in the country will be influenced by dynamics operating at the local, national and international level, which Switzerland will pay close attention to as it implements its Cooperation Programme.

› **Security sector:** The military remains in control of key sectors of the economy. External actors, notably Turkey and the Arab Troika (Egypt, Saudi Arabia, UAE), channel significant parts of their support through military actors. The military takeover of October 2021 indicated the reluctance of the military to surrender power to civilians. At the same time, the massive demonstrations and protests continue to show the resolve of the Sudanese people and the widespread popular support for a democratic transition. In this tense situation, the risk of violent clashes increases. In the capital, security actors have repeatedly used lethal force against peaceful protesters. In the periphery, particularly in Darfur, violence is on the rise and threatens to further destabilize the region. To counteract these dynamics, it is important for international actors to hold the military accountable and promote reforms in the security sector towards civilian control.

› **Political parties and civic space:** The 2019 revolution in Sudan was made possible by a unified political opposition, with the Forces of Freedom and Change (FFC) as its vanguard. That unity quickly dissipated. Traditional political parties, benefitting from pre-existing organizational structures and political networks, came to occupy most seats in the transitional government. This disadvantaged professional associations and activists, in particular women, who claim that the promise of progressive social change has remained unfulfilled. Indeed, many reforms, for example to promote human rights, women's rights and transitional justice, were delayed. The arrival of other armed groups in government positions through the JPA increased the competition, and existing rifts within the civilian opposition are exploited by the military. Since the military takeover in October 2021, some political actors advocate for a pragmatic approach and a return to power-sharing with the military. Others, in particular activists and resistance committees at the grassroots, refuse to negotiate with the military and demand their resignation. Against this, international actors should insist on the transition to civilian rule, promote democratic accountability, work to strengthen the capacity of political parties, and protect the space for the participation of civic actors, especially women and youth, at the grassroots.

› **Economic crisis and sustainable development:**

Sudan faces a dire economic situation made worse by the Covid-19 pandemic. In 2020, the Sudanese economy retracted by 8.4% in real terms (according to the African Development Bank), and inflation in September 2021 stood at 366% (according to the Sudan Central Bureau for Statistics). This caused soaring food prices, driving many Sudanese into poverty, and negatively impacts food security, with malnutrition levels currently being at the highest ever recorded. The economic crisis has chipped away at the acceptance of the transitional government, and, indeed, the military used it to justify its takeover in October 2021. The main problem was that the transitional government had undertaken key economic reforms (notably by cutting fuel subsidies and floating the exchange rate), but not yet unlocked the kind of international support that would have allowed them to stabilize the situation through the normalization process with international financial institutions and the onset of cash transfers in the framework of the "Family Support Programme". The military takeover and the political deadlock since October 2021 have led to a suspension of these processes. However, international actors should still try to contribute to the economic revival of Sudan, bring key sectors into the regular, taxable economy, and help mitigate adverse effects of reforms on the living conditions of ordinary Sudanese.

› **Migration:** Sudan is a country of origin, transit and destination for millions of refugees, displaced persons and migrants. The economic crisis, continued insecurity, violence and conflict as well as the effects of climate change are driving people to leave their homes and they are putting pressure on migrants, refugees and IDPs as well as the communities hosting them. A key factor for Sudan's stability in the coming years is therefore the search for Durable Solutions aimed at providing displacement-affected communities with socio-economic perspectives, the enjoyment of human rights, and ultimately self-reliance. International actors should work towards devising frameworks and providing resources for Durable Solutions in partnership with national and local government institutions and non-governmental ones



- › **Conflict in Sudan's regions:** In a number of regions, in particular Darfur, the fall of the Bashir regime led to more, rather than less violence. This is due, in large part, to an increase in violence, but also to a change in regional dynamics (i.e. return of Sudanese mercenaries from Libya). These conflicts have escalation potential, especially in the east where local issues are intertwined with national, regional and even geopolitical struggles. In the mid- to long-run, the most promising way to address these issues is through governance reforms enshrined in the CD and JPA (although these provisions may require further improvements and updates), in particular devising a workable federal system that includes a fair arrangement to share resources between Khartoum and the regions. However, that process needs to be carefully managed. International actors should help to contain outbreaks of violence in Sudan's regions by supporting local and international conflict resolution processes, including through UNITAMS and UN agencies.
- › **Peace process:** The JPA constitutes progress on Sudan's path to peace and stability. However, the agreement remains incomplete, as the two most powerful rebel leaders have not taken part in it. The JPA also gave rise to additional demands, in particular from stakeholders in eastern Sudan. The JPA has brought about the integration of senior rebel representatives in transitional bodies, adding to the weight of security actors and upsetting the balance between military and civilian forces. To avoid destabilizing effects, international actors should support peace talks with the two hold-out groups.
- › **International relations:** Sudan has grown in importance internationally and garnered increased interest of many states, including the US, Germany, and France, but also Russia, Turkey, Egypt, Saudi Arabia, and the UAE. This mobilized investment and resources but also risks driving competition among international powers and among Sudanese actors in search of external patronage. Fueling this is an unclear division of labor among the main government actors. International relations thus risk entrenching divisions between actors in the Sudanese transition and making Sudan a pawn in broader regional and international struggles. Diplomatic efforts are necessary to make sure regional and international disputes, notably fallout over the GERD, the war in Northern Ethiopia and the border dispute between Sudan and Ethiopia in Al-Fashaga, do not undermine the political transition in Sudan.

WFP school meals for IDPs girls in El Geneina locality, West Darfur state, 2018. Photo: SDC/Gabriela Vivacqua



## 2. Switzerland's foreign policy objectives in Sudan

Switzerland has long-standing relations with Sudan, dating back to the establishment of diplomatic relations in 1960. Bilateral relations between Sudan and Switzerland are strong, as indicated by high-level meetings held since the onset of the transition in 2019, including two meetings in Switzerland of the acting Foreign Minister of Sudan with the interim FDFA's State Secretary in 2020 and Political Consultations in Khartoum in June 2021. Since the conclusion of the Nuba Mountains Ceasefire Agreement at the Bürgenstock in 2002, Switzerland has been recognized as an honest broker in Sudan – a reputation consolidated through years of engagement for peace promotion. Switzerland also has the reputation of a reliable and trustworthy partner as a result of its long-standing humanitarian engagement, having been one of the ten most important donors in Sudan in recent years.

The previous Swiss Cooperation Programme covering the period 2018 to 2021 focused on humanitarian assistance and migration management. While this engagement continues, other interests and policy areas have become relevant as a result of the political changes in Sudan since 2019. Notably, an inclusive political transition offers the prospect of a democratic and stable state in Sudan, which represents a fundamental interest for Switzerland. The transition indeed offers a window of opportunity to address the root causes, which have in the past brought some of the world's worst humanitarian crises, led to mass violence and the forced displacement of millions, provided a breeding ground for terrorism, and stifled economic development making Sudan one of the poorest countries in the world (ranked 170<sup>th</sup> of 189 countries in the Human Development Index 2020.) All these factors negatively affect Switzerland's interests.

Against this, Switzerland aims to step up and broaden its engagement in Sudan in the 2022-25 Cooperation Programme. Aside from responding to the needs of the Sudanese context, this approach is fully in line with the Swiss Sub-Saharan Africa Strategy 2021–2024 which makes support to peace processes and political transitions, and the response to humanitarian needs in Sudan priorities for Switzerland's engagement in the Horn of Africa. The strategy called for seizing new opportunities in Sub-Saharan Africa by consolidating various Swiss policy areas and promoting broad-based cooperation with African partners on an equal footing. The Cooperation Programme 2022-25 also reflects the principles and priorities of the Swiss Human Rights Guidelines 2021-24.

Building on this, four specific areas of interest, related to Switzerland's overall foreign policy objectives, can be identified for Switzerland in Sudan. These are:

- › **Economic:** Switzerland has an interest in Sudan's economic revival, financial stability and sustained economic growth as this will strengthen the transition towards civilian rule and create opportunities for Swiss investors and exporters, provided conducive conditions are created.
- › **Peace promotion:** Switzerland has an interest in the peaceful settlement of conflicts in Sudan: at its borders, between different factions and parties sharing power in the center, and in regions such as Darfur, the Two Areas, and eastern Sudan, where violence continues to be widespread.
- › **Humanitarian and development:** As per its humanitarian tradition, Switzerland has an interest to mitigate the humanitarian consequences of protracted crises in Sudan, save lives, and, most importantly, improve people's livelihoods and economic opportunities. In the mid- to long-term, a successful civilian transition and stabilization of Sudan promises to lead to reduced humanitarian needs.

- › **Migration and displacement:** Sudan is a country of origin, transit, and destination for large numbers of migrants, refugees, displaced persons and returnees. Switzerland has an interest that displacement affected communities find lasting solutions. As such, Switzerland will support national and international efforts to facilitate the socio-economic (re) integration of displaced persons in their place of refuge or their region of origin while also addressing root causes of forced displacement and irregular migration. To this effect Switzerland will harness the potential of migration for development and base its work on a strategic link between international cooperation and migration policy. Switzerland will also work to maintain a good cooperation with representatives of the Sudanese state.

Women beneficiaries from WFP's interventions. El Geneina locality, West Darfur state, 2018



# 3. Switzerland's previous engagement in Sudan and implications for the Cooperation Programme 2022-25

The interests mentioned in the previous section are also based on Switzerland's previous engagement in Sudan, summarized in the Cooperation Programme 2018–20, which was extended until the end of 2021. This extension was necessary because of turbulent events in Sudan during the programme's initial timeframe, which hampered the implementation, monitoring and steering of existing projects. Yet, the humanitarian needs kept increasing, with peaks in the wake of emergencies, such as the floods of 2020, the refugee influx from Ethiopia due to the conflict in Northern Ethiopia in 2021, and the Covid-19 pandemic. Fortunately, despite obstacles the humanitarian community managed to provide essential assistance to people in need.

After years of concentrating its programmes on the provision of emergency response and essential humanitarian aid, Switzerland introduced a new strategic focus in the Cooperation Programme 2018–20: The shift from saving lives to changing lives. The objective of this new orientation was to provide sustainable assistance to avoid the beneficiary's dependence on aid and, in the long run, to reduce humanitarian needs. To this end, the concept of the Humanitarian-Development Nexus constitutes a valuable approach. Even if Switzerland was not engaged through development cooperation in previous projects, the funds available were spent in line with this approach.

Moreover, in the period covered by the previous Cooperation Programme, the concept of Durable Solutions for displacement-affected communities was introduced in Sudan. In view of the great number of migrants, refugees, IDPs, returnees and affected host communities in Sudan, establishing Durable Solutions for these vulnerable communities is essential. In Sudan, the international community has strongly endorsed this concept, also owing to the transitional government's commitment to Durable Solutions in the JPA and the IGAD (Intergovernmental Authority on Development) Solutions Initiative. Switzerland had already gained valuable experience with Durable Solutions in the Horn of Africa. Notably, the work of Professor Walter Kälin, member of the Expert Advisory Group for the United Nations Secretary General's High-Level Panel on Internal Displacement, was instrumental for establishing the concept in the Horn of Africa, which gave Switzerland visibility and appreciation. Presently, Professor Kälin is assisting the transitional government in Sudan in setting up a Durable Solutions strategy for IDPs and refugees for the coming years.

Switzerland's main domains of engagement during the last cooperation period – food security and livelihoods as well as migration and protection – proved to be an appropriate choice to respond to needs and opportunities. Striving for sustained engagement led to longer lasting financing and more development-oriented projects, particularly in the field of Durable Solutions. During the same period, Switzerland reacted to emergencies like the economy-induced food crisis, the devastating floods of 2020 and the refugee influx from Ethiopia in 2021 by providing emergency funding and by fielding experts from the Swiss Humanitarian Aid pool.

Geographic coverage of the Cooperation Programme 2018–20 was concentrated on Darfur and the “Two Areas” (South Kordofan and Blue Nile), and it targeted mainly vulnerable displacement-affected populations. However, that focus was expanded in order to rapidly assist people in need in a targeted manner. This led for example to a new engagement responding to the influx of refugees in eastern Sudan.

The lessons learned in implementing the Cooperation Programme 2018–20 in Sudan have implications for Switzerland’s upcoming engagement. In some areas that are still relevant in the new context, Switzerland will seek continuity. In particular, this is the case for the focus on changing lives, notably through Switzerland’s engagement for Durable Solutions. Switzerland also maintains the focus on migration and, in particular, on smooth cooperation with legitimate representatives of the Sudanese state. At the same time, given the far-reaching changes in Sudan since 2019, the new Cooperation Programme also has new priorities. These include an emphasis on supporting the political transition, a renewed peace policy engagement, and a focus on economic aspects and sustainable development. These priorities are further spelled out in the following section.

*The positive impact of SDC’s WASH expert Walter Baumgartner, who was working for UNHCR’s WASH response. As a very tangible result of his secondment, all refugees in the camp had access to sufficient water, and the latrine situation was improved. El-Nimir camp East Darfur, Ed Daein, May 2018*



# 4. Objectives and priorities of Switzerland's engagement in Sudan

Switzerland aims to contribute to a stable, well-governed and prosperous Sudan that guarantees the protection and well-being of its inhabitants. Building on this, broad-based consultations within the Swiss federal administration have identified different objectives which Switzerland will pursue in Sudan in the coming years. In terms of general objectives, and taking into account the recent political developments including the military takeover and its aftermath, Switzerland supports the democratic transition in Sudan. In addition to political reforms, the economic dimension is also important to support such a change. To this end, Switzerland promotes sustainable development in Sudan, including through disaster risk reduction and climate change adaptation, and acts upon the interests of the Swiss private sector to strengthen economic relations with Sudan.. Switzerland engages in development advocacy and encourages international financial institutions to pursue normalization, provided Sudan returns to the path of democratic transition.

In addition, Switzerland pursues three specific objectives (Swiss Portfolio Outcomes), which define the domains of engagement during the timeframe of the new 2022-25 Cooperation Programme. For each domain, the Cooperation Programme sets priority areas, in which Switzerland aims to implement activities and achieve results – for further details see the Theory of Change and the Result Framework in the annex.

- › **Swiss Portfolio Outcome #1: Switzerland contributes to a peaceful and inclusive political transition towards a civilian-led democratic system of governance.** In pursuing this objective, Switzerland works towards a democratic, peaceful and civilian-led state in Sudan providing stability in the region and beyond. Priority areas:
  - › Switzerland supports key peace negotiation processes in Sudan, working with partners or through its own facilitation. It works towards coherent international support for the peace process and strengthens the role of UNITAMS as the key international actor in Sudan's transition process.
  - › Switzerland supports governance reforms during the political transition in Sudan with specific expertise and resources. A particular focus is on the governance of the security sector and the implementation of key provisions of the CD and JPA.
  - › Switzerland promotes the respect for human rights and the protection of the civic space in Sudan. It provides expertise on transitional justice and accompanies justice processes during the political transition. Switzerland also works to elevate the voices of Sudanese civil society allowing them to freely participate in the political process.

## SDG Alignment

The overall goal is consistent with the 2030 Agenda for Sustainable Development and the programme is rooted in:



**SDG Goal 1:** end poverty in all its form everywhere.

**SDG Goal 2:** end hunger, achieve food security and improved nutrition and promote sustainable agriculture.

**SDG Goal 5:** achieve gender equality and empower all women and girls.



**SDG Goal 6:** ensure availability and sustainable management of water and sanitation for all.

**SDG Goal 10:** reduce inequality within and among countries.

**SDG Goal 16:** promote peaceful and inclusive societies for sustainable development, provide access to justice for all and build effective, accountable and inclusive institutions at all levels.

› **Swiss Portfolio Outcome #2: Switzerland contributes to saving lives, protecting civilians, and improving people's livelihoods.** In pursuing this objective, Switzerland responds to and seeks to mitigate the humanitarian consequences of wide-spread poverty, forced displacement, and protracted armed violence in Sudan. Priority areas:

- › Switzerland works to improve food security and livelihoods in Sudan, including through cash transfer programmes, income generation projects, vocational training and effective extension services. Food insecurity and malnutrition among populations affected by conflict, displacement and other shocks are properly addressed. Livelihoods of vulnerable populations are supported and their resilience to crises is strengthened.
- › Switzerland promotes the protection of civilians, in particular women and girls, during armed conflict and in accordance with international humanitarian law. Fundamental rights of refugees, returnees, displaced and migrants are respected and protected, and corresponding services accessible. Social cohesion of communities affected by conflict and displacement and their resilience are strengthened to create a safer environment for them.
- › Switzerland works to improve access to safe drinking water, sanitation, and hygiene (WASH) in order to improve family well-being, control diseases, and boost health.

› **Swiss Portfolio Outcome #3: Switzerland contributes to Durable Solutions for displacement affected people and to effective migration governance.**

In pursuing this objective, Switzerland helps to protect the rights and improve the well-being of refugees, IDPs, migrants, returnees and host communities as well as foster effective cooperation with representatives of the Sudanese state on migration matters. Priority areas:

- › Switzerland works towards the implementation of Durable Solutions programmes in Sudan. It notably supports the establishment of a Durable Solutions framework, drawing on the experience in Somalia and Ethiopia and linked to the IGAD Solutions Initiative. To support this endeavor, Switzerland supports projects aimed at increasing the peaceful coexistence and resilience of both displacement affected communities and host communities, and paving the way for Durable Solutions.
- › Switzerland broadens and strengthens its cooperation with representatives of the Sudanese state on migration matters. It also implements projects to improve migration governance in Sudan and in the region, including the protection of the rights of and the provision of support to refugees, IDPs migrants and returnees.

*Community members from the Darfur Community Peace and Stability Fund project implemented by UNDP. Nyala city, South Darfur state, 2018*



# 5. Management of the Cooperation Programme implementation

Switzerland's engagement in Sudan is guided by the following principles, which it will apply throughout the implementation of the present Cooperation Programme.

- › **Whole-of-Government Approach (WoGA):** Switzerland's engagement in Sudan is based on the whole-of-government approach. While different actors and instruments within the federal administration have different focus areas and mandates working in Sudan, they seek synergies between each other, communicate Switzerland's policy in a coherent fashion, and ensure they inform and consult each other throughout the period covered by the Cooperation Programme. These are:
  - › Swiss Agency for Development and Cooperation SDC (humanitarian aid and development cooperation, focusing on Durable Solutions, food security, livelihoods, protection of civilians, WASH, sustainable development and economic recovery)
  - › State Secretariat for Migration SEM (focusing on rights-based migration governance and Durable Solutions)
  - › FDFA Peace and Human Rights Division PHRD (focusing on transition support, peace promotion, and human rights)
- › Other WoGA partners are:
  - › FDFA Africa Division (focusing on bilateral relations between Switzerland and Sudan)
  - › FDFA UN Division (focusing on Sudan-related discussions in UN bodies)
  - › State Secretariat for Economic Affairs SECO (focusing on economic relations between Switzerland and Sudan)
  - › DDPS International Security Division (focusing on demining)
- › **Cooperation in the area of migration:** The Cooperation Programme takes into account the Swiss International Cooperation Strategy 2021-24, which seeks to strengthen the strategic linkages between international cooperation and migration policy. In addition to the migration-related programmes and projects of different entities of the federal administration, funds have been reserved to respond more flexibly to migration policy challenges. A share of these flexible funds will be used in the context of Sudan.
- › **Partners:** Switzerland works with partners as it implements the Cooperation Programme. Wherever possible, Switzerland seeks to work together with Sudanese partner organizations, which has the benefit of tapping into local knowledge and networks, strengthening Sudanese civil society including groups representing women, youth, displacement affected communities and minorities, and giving credence to Switzerland's commitment to aid localization. Switzerland also works with UN actors present in Sudan, in particular the UN country team, UNITAMS and the UN Interim Security Force for Abyei (UNISFA), with the International Committee of the Red Cross (ICRC) as well as with international non-governmental organisations (NGOs).
- › **Needs-based and leaving no one behind:** Switzerland's operational engagement in Sudan responds to the needs of the Sudanese people at the grassroots. A close dialogue with government representatives and with civil society partners (as mentioned above) is important in this respect, as are regular needs assessments and context analyses.



- › **Gender aspects:** The Cooperation Programme is guided by Switzerland’s commitment to the Centrality of Protection and Gender Equality, which implies to implement protection and gender-sensitive programmes (or to conduct protection and gender analysis ahead of programming) and the search of entry points to promote the rights of women and girls as well as to advance the Women, Peace and Security agenda in the context of Sudan.
- › **Triple Nexus:** Throughout the period covered by the Cooperation Programme, Switzerland promotes conflict sensitivity, puts into practice the Triple Nexus approach and ensures that humanitarian, development, and peace actors collaborate, within their respective mandates, to achieve collective outcomes as per the objectives defined above.
- › **Multilateral engagement:** Switzerland uses multilateral platforms to pursue its objectives in Sudan, including international financial institutions, the UN Human Rights Council and the UN Security Council, particularly in 2023–24 as non-permanent Council member.
- › **Regional context:** Switzerland’s engagement in Sudan takes into account the regional context, in particular in the broader Horn of Africa. It closely monitors the impact of regional dynamics on Sudan, in particular the situation in Ethiopia and the conflict in Northern Ethiopia. In the area of migration, Switzerland pays close attention to linkages between Sudan, Eritrea and Ethiopia. Switzerland also follows the close relationship of Sudan and South Sudan and makes use of regional synergies with its cooperation programme in South Sudan.



*NRC Civil registration project in Al Geneina: information panels (application for birth and death certificates, ID application process). El Geneina locality, West Darfur state, 2022*

# 6. Strategic steering

**Steering and monitoring:** A steering committee will be established, bringing together all WoGA partners in Bern as well as the Embassy in Khartoum for biannual meetings. These meetings serve to analyze the context, share information, engage in joint planning, and take decisions about possible amendments of the Swiss portfolio. The steering committee also considers annual monitoring assessments that take stock of the implementation of the Cooperation Programme as per the interests, objectives and priorities defined above.

Throughout the year, SDC nexus instruments related to humanitarian aid, the International Cooperation Division SEM and the PHRD have the shared responsibility for the strategic steering of the Cooperation Programme for Sudan 2022-25. They set the strategic framework and provide specific instructions for their corresponding area of responsibility. They consider and include the interests of other Swiss actors and stakeholders within the federal administration.

**Operational management:** All activities of the Swiss Embassy in Khartoum related to the implementation of the Cooperation Programme come under the general responsibility of the Head of Mission. The Head of Cooperation, the Immigration Liaison Officer, the Human Security Advisor, the National Programme Officers and the responsible desks at HQ in Bern have a shared responsibility and accountability for the operational management, implementation and monitoring of the Cooperation Programme.

Routine steering at country level is done mainly through field monitoring visits, advocacy and interventions in programme advisory boards as well as regular stakeholder coordination meetings and bilateral discussions. Key performance and management outputs relate to approaches and strategies used for delivering results (portfolio management); risk awareness and context/scenario sensitivity; relationships management (external/internal); institutional learning and knowledge management.

**Monitoring and evaluation:** In line with standards of a results-oriented programme management, the implementation of this Cooperation Programme will be monitored in four different areas of observation:

- › Developments in Sudan and the wider region
- › Relevant changes in Sudan
- › Swiss portfolio outputs and outcomes per domain of intervention
- › Management performance of the International Cooperation team of the Embassy in Khartoum

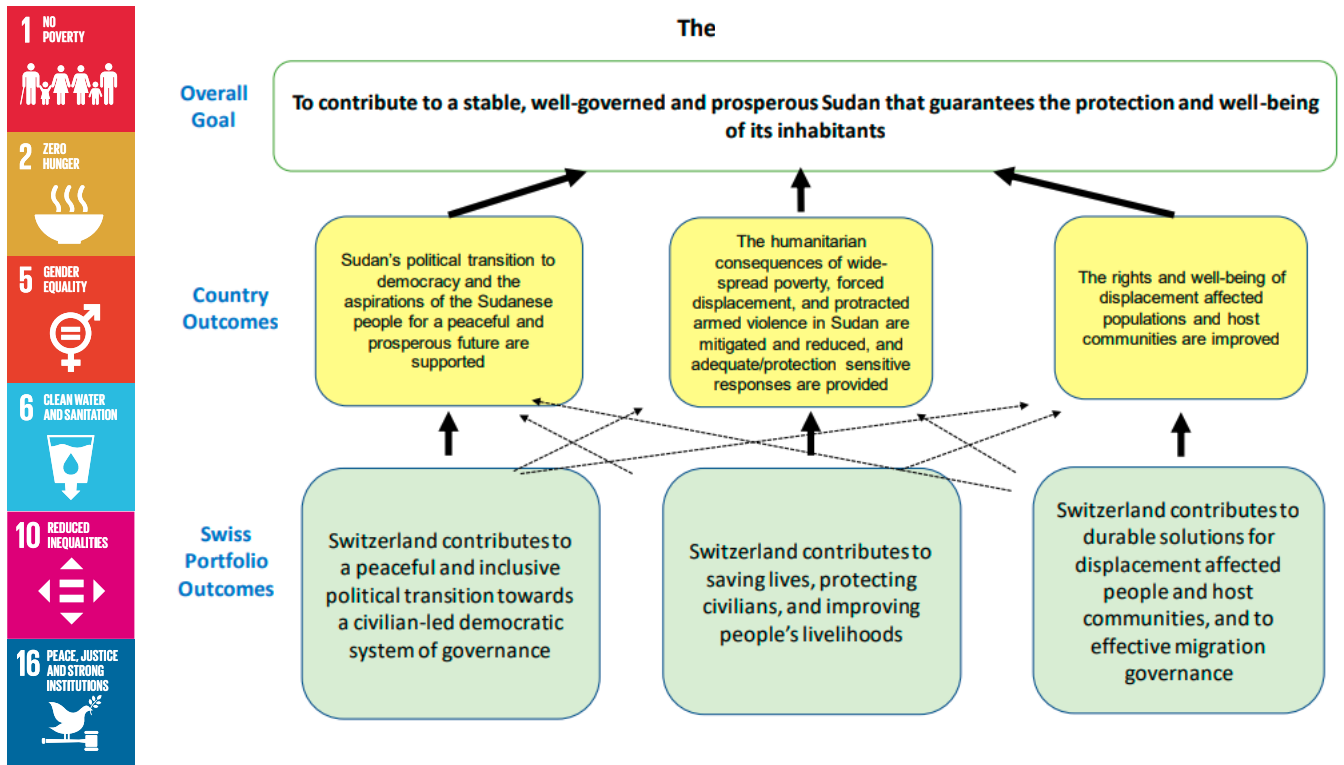
The Swiss portfolio undergoes an annual assessment (Annual Report) based on the indicators as defined in the results frameworks of the domains of interventions (to be completed). This will provide the necessary information on the impact of the Cooperation Programme on developments in Sudan. The monitoring of the volatile context will be done by the MERV-exercise (*Monitoring of changes relevant for development*) in order to assess the eventual need for programme adaptation.

*Promoting Integration among Eritrean and Ethiopian Migrant and Refugee Women and Girls in Sudan, vocational training for Ethiopian and Eritrean Refugees, SEM Project, May 2022*



# 7. Annexes

## Theory of Change



## Results Framework in tabular form

**Overall Goal: To contribute to a stable, well-governed and prosperous Sudan that guarantees the protection and well-being of its inhabitants**

The overall goal is consistent with the 2030 Agenda for Sustainable Development and the programme is rooted in:

Goal 1: No poverty

Goal 2: Zero hunger (No hunger)

Goal 5: Gender equality

Goal 6: Clean water and sanitation

Goal 10: Reduced inequality

Goal 16: Peace, justice and strong institutions

**Swiss Portfolio Outcome 1: Switzerland contributes to a peaceful and inclusive political transition towards a civilian-led democratic system of governance.**

Contributing to IC Strategy

Sub-objective 8: Preventing conflicts, promoting peace and respect for international law

Sub-objective 9: Strengthening and promoting human rights and gender equality

Sub-objective 10: Promoting good governance and the rule of law and strengthening civil society

Contributing to Swiss Sub Sahara Africa Strategy:

Goal D: Switzerland is strengthening its political profile (in the Horn of Africa) in relation to peacebuilding

- Supporting the peacebuilding process in South Sudan and the transition processes in Ethiopia and Sudan
- Strengthening the capacity to act of regional and international actors, such as the AU, IGAD and the UN
- Strengthening broad-based approaches in the multilateral discussions on the region, including as part of (Switzerland's) candidacy for a seat on the UN Security Council.

(1) Swiss portfolio outcomes	(2) Contribution of Swiss Programme	(3) Country development or humanitarian outcomes
<p><b>Outcome statement 1</b></p> <p><i>Switzerland supports key peace processes and political dialogues in Sudan, working with partners or through its own facilitation.</i></p> <p><i>This includes a close partnership with UNITAMS as the central international actor mandated to assist the political transition and the implementation of peace agreements in Sudan.</i></p>	<p><b>Contribution logic:</b></p> <p>By supporting UNITAMS in the execution of its mandate, including through the provision of financial support, expertise and political backing in Sudan and New York (UNSC), Switzerland contributes to a coherent international support to Sudan's transition.</p> <p><b>Conducive factors:</b></p> <p>A coherent messaging from the international community to continue Sudan's transition towards a democratic, peaceful and civilian-led state.</p> <p><b>Risks:</b></p> <p>Unilateral destructive action and radical demands by transition partners might block the political progress.</p> <p>Return to violent conflict in certain parts of the country, further fragmentation of the security sector and superficial progress on transition objectives to accommodate international partners without honestly tackling the key issues cause popular frustration and unrest.</p> <p>Divisions in the international community undermine the international support to the transition.</p>	<p><b>Outcome statement 1</b></p> <p>Constitutional Charter for the 2019 Transitional Period (unofficial translation):</p> <p>Preamble:</p> <p><i>(...) Affirming the <b>role of women</b> and their active participation in carrying out the revolution;</i></p> <p><i>Recognizing the <b>role of young people</b> in leading the revolutionary movement;</i></p> <p><i>Responding to the aspirations of the Sudanese people <b>to build a modern, democratic nation-state in accordance with an integrated reform project</b> (...)</i></p>
<p><b>Outcome statement 2</b></p> <p><i>Switzerland supports governance reforms that are key to the political transition.</i></p> <p><i>A particular focus is on the governance of the security sector.</i></p>	<p><b>Contribution logic:</b></p> <p>By supporting specific governance reform processes, Switzerland contributes to developing and implementing the necessary policy framework for Sudan's transition.</p> <p><b>Conducive factors:</b></p> <p>A shared understanding (of the civil society, the security actors and representatives of government/the administration) to discuss and agree on key issues.</p> <p>The overall transition dynamics, esp. the power deals between the military and civilian sides, allow for the tackling of the necessary governance reforms.</p> <p><b>Risks:</b></p> <p>Given the sensitivity of governance reforms, the discussion of "ultimate goals" could also act as a divider between the transition stakeholders and potentially jeopardize the transition.</p>	<p><b>Outcome statement 2</b></p> <p>Constitutional Charter for the 2019 Transitional Period (unofficial translation):</p> <p>Preamble:</p> <p><i>(...) Striving to implement measures to achieve transitional justice, fight corruption, recover stolen funds, reform the national economy, achieve a state of prosperity, welfare and social justice, <b>reform institutions of the state and public service</b>, strengthen the pillars of social peace, deepen the values of tolerance and reconciliation between the components of the Sudanese people and rebuild trust between all the people of Sudan; (...)</i></p>

<p><b>Outcome statement 3</b></p> <p><i>Switzerland promotes the respect for human rights and the protection of the civic space in Sudan. It provides expertise on transitional justice and reconciliation.</i></p> <p><i>Switzerland works to elevate the voices of Sudanese civil society allowing them to freely participate in the political process.</i></p>	<p><b>Contribution logic:</b></p> <p>By supporting Sudanese civil society actors and engaging on human rights questions, Switzerland highlights the need for civic space and protection of human rights.</p> <p>By providing expertise and support to transitional justice and reconciliation efforts, Switzerland contributes to societal processes that allow the Sudanese to mitigate past grievances and move ahead beyond the transition period.</p> <p><b>Conducive factors:</b></p> <p>Sudanese civil society is using the limited space provided and has regained strength and voice in the relative freedom of the past 2,5 years.</p> <p>Many international partners are sympathetic to their engagement and seek to strengthen the role of civil society.</p> <p><b>Risks:</b></p> <p>Crackdowns on protests and civil society movements (surveillance, intimidation, violence, arbitrary arrests etc.) lead to further bloodshed and add to radicalisation of civil society.</p> <p>Blocked attempts to hold those responsible for past human rights violations accountable add to frustration among the families of victims and undermine the processes of reconciliation and healing.</p>	<p><b>Outcome statement 3</b></p> <p>Constitutional Charter for the 2019 Transitional Period (unofficial translation):</p> <p>Preamble:</p> <p><i>(...) Enshrining the principle of political pluralism and the establishment of a state of law that recognizes diversity, takes citizenship as a basis for rights and duties, and that elevates the values of <b>justice, equality and human rights</b>; (...)</i></p> <p>Chapter 1, General provisions:</p> <p><i>Rule of Law 5.2: The transitional authority upholds the rule of law and apply the principle of accountability and <b>restitution of grievances and rights that have been denied.</b></i></p>
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**(4) Lines of intervention (Swiss Programme)**

*Theory of Change:*

**IF:** *Switzerland engages for peaceful political dialogue and governance reform in Sudan, and helps safeguarding human rights and civic space,*

**THEN:** *it supports Sudan's political transition to democracy and the aspirations of the Sudanese people for a peaceful and prosperous future,*

**BECAUSE:** *it enables stakeholders to peacefully and meaningfully engage in the shaping of political and societal reform and contributes to a conducive environment that allows for an inclusive co-creation of Sudan's governance system.*

**(5) Resources, partnerships (Swiss Programme)**

*Planned financial resources per Portfolio Outcome and per period:*

*PHRD: USD 700k / year plus expert deployments*

*Other aspects of partnership (nexus, joint results, complementary support):*

*Complementarities to SDC's humanitarian response and development cooperation.*

*Specific and targeted engagement:*

*Cooperation with international and regional organisations, government bodies, political parties, local civil society organisations, universities, think tanks, international and national NGOs.*

*Human resources:*

*Human Security Advisor and National Programme Officer, both embedded in the Swiss Embassy.*

**Swiss Portfolio Outcomes 2**

**Contribute to saving lives, protecting civilians, and improving people's livelihoods.**

In pursuing this objective, Switzerland responds to and seeks to mitigate the humanitarian consequences of widespread poverty, forced displacement, and protracted armed violence in Sudan.

**Contributing to IC-Sub-objectives:**

- Sub-objective 3: Addressing climate change and its effects
- Sub-objective 5: Providing emergency aid and ensuring the protection of civilians
- Sub-objective 6: Preventing disasters and ensuring reconstruction and rehabilitation
- Sub-objective 7: Strengthening equitable access to quality basic services
- Sub-objective 8: Preventing conflicts, promoting peace and respect for international law
- Sub-objective 9: Strengthening and promoting human rights and gender equality

(1) Swiss portfolio outcomes	(2) Contribution of Swiss Programme	(3) Country development or humanitarian outcomes Draft HRP 2022
<p><b>Outcome statement 1</b></p> <p>Priority #1: Food insecurity and malnutrition among populations affected by conflict, displacement and other shocks are addressed by protection sensitive responses. Livelihoods of vulnerable populations are supported and their resilience to crises is strengthened.</p> <p><b>Indicator</b></p> <ul style="list-style-type: none"> <li>• Number of women, men, boys and girls receiving food/cash-based transfers/commodity vouchers/capacity strengthening transfers (WFP SO1)</li> <li>• Number or % of targeted population that report increased resilience to economic, social and climate-related shocks and stresses</li> <li>• Proportion of targeted people accessing assistance without protection challenges (WFP C.2.1, Sudan: An Evaluation of WFP's Country Strategic Plan, 2019–2022)</li> </ul> <p><b>Aggregated Reference Indicators (ARIs)</b></p> <ul style="list-style-type: none"> <li>• <b>HA_ARI_1</b> Number of persons reached in emergency situations</li> </ul> <p><b>Thematic Reference Indicators (TRIs)</b></p> <ul style="list-style-type: none"> <li>• <b>AFS_TRI_1</b> Percentage of food insecurity measured in the area (district, region, country) corresponding to SDC's interventions (Similar to SDG indicator 2.1.2 Prevalence of moderate or severe food insecurity in the population, based on the Food Insecurity Experience Scale (FIES))</li> </ul> <p><b>Baseline 2021:</b> 3% of people targeted by the HRP 2021 in the domain FSL have received assistance by Switzerland (OCHA, Sudan Humanitarian Dashboard, January – September 2021; SDC Annual Report 2021)</p> <p><b>Target value 2022–2025:</b> Same or higher % of people targeted by the HRP 2022–2025 in the domain of FSL will receive assistance by Switzerland (depending on the development of the caseload)</p>	<p><b>Contribution logic</b></p> <p>Switzerland supports multilateral and international partners' emergency food assistance to support vulnerable populations to bridge periods of severe food insecurity; this also includes newly arrived refugees. SDC's contributions allow its implementing partner to strengthen the livelihood and income generating opportunities for vulnerable populations, and to strengthen their resilience to future crises, if possible in collaboration with actors from the private sector.</p> <p><b>Assumptions</b></p> <ul style="list-style-type: none"> <li>• Capable partners are available to provide timely, targeted and protection sensitive assistance</li> <li>• Other basic needs (health, education, protection, etc.) are met</li> <li>• Inclusive community participation in activity and site selection and management starts at project inception and remains ongoing</li> <li>• Households have access to local functioning markets</li> <li>• Limited price/currency inflation or fluctuation.</li> <li>• Food security situation and living costs are stable</li> </ul> <p>Security environment improved</p> <p><b>Adverse factors</b></p> <ul style="list-style-type: none"> <li>• The macroeconomic crisis, and the growing impact of natural disasters and climate change push an ever larger part of Sudan's rural and urban population into poverty and more severe levels of food insecurity, while humanitarian funding remains more or less at the same level</li> <li>• Increasing conflicts and intercommunal violence across the country, and particularly in Darfur, further deteriorate the food security of displacement and conflict-affected populations</li> <li>• The political turmoil prevents the government and international development actors from enacting a development strategy that address the systemic causes of poverty and food insecurity in the mid- and long-term</li> <li>• Ongoing conflicts, the physical impact of the rainy season on roads and infrastructure, as well as bureaucratic constraints limit the access to remote and conflict-affected areas</li> </ul> <p><b>Risks</b></p> <p>Restricted access to populations in need: Due to the specific political situation and the conflict dynamics in some of the target areas, operational challenges arise for Switzerland's partners, including:</p> <ul style="list-style-type: none"> <li>• restricted access to beneficiaries</li> <li>• risk for implementing partners of UN agencies to be expelled from their working areas</li> <li>• difficulties to get reliable data on the relevant caseloads and their situation</li> <li>• Funding gaps, access to cash</li> <li>• Political instability and local insecurity</li> <li>• Non-functional markets due to micro- and macro-economic instability</li> <li>• Climatic hazards, pests and diseases</li> </ul>	<p><b>HRP22 FSL O1</b></p> <p>Improve the <b>food security</b> status of assessed food insecure people through lifesaving and life-sustaining food assistance.</p> <p><b>Indicators for FSL O1</b></p> <p><i>Number of individuals benefiting from adequate and timely food assistance through in-kind, voucher or cash. (=&gt; SpO1.2)</i></p> <p><i>Number of individuals benefiting from life-saving emergency agriculture and livestock/veterinary inputs and kits. (=&gt; SpO1.2)</i></p> <p><b>HRP22 FSL O2</b></p> <p>Support self-reliance of affected households by protecting and <b>building productive assets</b> and restoring or creating <b>income-generating opportunities</b> to save and sustain lives.</p> <p><b>Indicators for FSL O2</b></p> <p><i>Number of individuals benefiting from improved agricultural and non-agricultural services for enhance resilience. (=&gt; SpO1.2)</i></p> <p><b>Baseline 2021:</b> 86.4% of people targeted by the HRP 2021 have received assistance in the domain of FSL (OCHA, Sudan Humanitarian Dashboard, January – September 2021)</p> <p><b>Target value 2022–2025:</b> Same or higher % of people targeted by the HRP 2022–2025 in the domain of FSL will receive assistance (depending on the development of the caseload)</p>



<p><b>Outcome statement 2</b></p> <p>Priority #2: Switzerland promotes the protection of civilians, in particular women and girls, during armed conflict and in accordance with international humanitarian law. Fundamental rights of refugees, returnees, IDPs and migrants are respected and protected, and corresponding services accessible. Social cohesion of communities affected by conflict and displacement and their resilience are strengthened to create a safer environment for them</p> <p><b>Indicator</b></p> <p><i>Number and/or % of women and girls, men and boys subjected to physical, sexual or psychological violence having received support in psychosocial, medical and/or legal aid (including registration / GP 01 UNHCR, and provision of safe spaces / CP 02 UNHCR)</i></p> <p><i>Number of children that have had family tracing, unification, or alternative care provided (CP 01 UNHCR)</i></p> <p><b>Aggregated Reference Indicators (ARIs)</b></p> <p><b>HA_ARI_1</b> <i>Number of persons reached in emergency situations</i></p> <p><b>HA_ARI_2</b> <i>Number of persons reached by programmes supported by Switzerland that contribute to the reduction of violence (including forced displacement) and foster the protection of vulnerable persons</i></p> <p><b>Thematic Reference Indicators (TRIs)</b></p> <ul style="list-style-type: none"> <li><b>MIG_TRI_3</b> <i>Number of migrants and forcibly displaced persons experiencing violence, exploitation and abuse who access protection/ rehabilitation services</i></li> </ul> <p><b>Baseline 2022</b> : 8% of people targeted by the HRP 2021 in the domain of protection, including General Protection, Child Protection, Gender-Based Violence and Mine Action, have received assistance by Switzerland (OCHA, Sudan Humanitarian Dashboard, January – September 2021; SDC Annual Report 2021)</p> <p><b>Target value 2022–2025:</b> Same or higher % of people targeted by the HRP 2022–2025 in the domain of protection, including General Protection, Child Protection, Gender-Based Violence and Mine Action, will be reached by Switzerland</p>	<p><b>Contribution logic</b></p> <p>Switzerland will continue to undertake a multi-faceted approach ensuring coordinated and comprehensive humanitarian and transition interventions with the end goal to ensure protection of vulnerable people and the resilience of communities. Switzerland invests in community-based approaches in areas affected by conflict and displacement by supporting community driven conflict resolution mechanisms in order to create a more decent environment for integration, early recovery activities and investing in assets.</p> <p>Switzerland supports its partners in responding to the immediate and long-term protection needs of vulnerable populations, including encouraging safe, voluntary and informed returns.</p> <p>It also includes providing solid and evidence based analysis and advocacy, based on needs of vulnerable populations, aiming at policy influencing and promoting good practices among all stakeholders. A regional perspective is integral part of the work and is promoted.</p> <p><b>Assumptions</b></p> <ul style="list-style-type: none"> <li>Capable partners are available to strengthen the protection of civilians in armed conflict and in displacement situations</li> <li>Do-No-Harm and Conflict Sensitive Programming inform the whole intervention cycle</li> <li>Community participation starts at project inception and remains ongoing</li> <li>Security environment allows access to implementing partners</li> </ul> <p><b>Adverse factors</b></p> <ul style="list-style-type: none"> <li>Increasing conflicts and intercommunal violence inside Sudan and in its neighbouring countries displace an ever larger number of people, and deteriorate their protection situation</li> <li>The political turmoil, the lack of political will, and the lack of financial resources prevent the implementation of the National Plan for Protection of Civilians and the Juba Peace Agreement</li> <li>Ongoing conflicts, the physical impact of the rainy season on roads and infrastructure, as well as bureaucratic constraints limit the access to remote and conflict-affected areas</li> </ul> <p><b>Risks</b></p> <ul style="list-style-type: none"> <li>Influential elements within Government maintain hostile attitude towards protection activities</li> <li>Funding gaps</li> <li>lack of willingness by authorities and victims to share information</li> <li>Lack of trust between victims, authorities and implementing partners</li> <li>Low capacities of implementing partners and high staff turn over</li> <li>Strong mutual mistrust and lack of confidence within community</li> </ul>	<p><b>Outcome statement 2</b></p> <p><b>HRP22 GP 01</b></p> <p>Provide protection services to vulnerable crisis-affected people, particularly those with special needs</p> <p><b>Indicators for GP 01</b></p> <p><i>Number of people with disabilities who receive services for their specific needs (=&gt; Sp01.1, Sp03.1, Sp03.2)</i></p> <p><b>HRP22 GP 02</b></p> <p>Strengthen community-based protection mechanisms to prevent and mitigate protection risks and to address protection needs where feasible</p> <p><b>Indicators for GP 02</b></p> <p><i>Number of people reached through community-based protection services (=&gt; Sp01.1, Sp03.1, Sp03.2)</i></p> <p><b>HRP22 GP 03</b></p> <p>Contribute to a favourable protection environment through the engagement of and support to authorities, humanitarian, and peacebuilding partners</p> <p><b>Baseline 2021:</b> 49.5% of people targeted by the HRP 2021 in the domain of protection, including General Protection, Child Protection, Gender-Based Violence and Mine Action, have received assistance (OCHA, Sudan Humanitarian Dashboard, January – September 2021)</p> <p><b>Target value 2022–2025:</b> Same or higher % of people targeted by the HRP 2022–2025 in the domain of protection, including General Protection, Child Protection, Gender-Based Violence and Mine Action, will receive assistance (depending on the development of the caseload)</p>
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<p><b>Outcome statement 3</b> Priority #3: Switzerland works to improve access to safe drinking water, sanitation, and hygiene (WASH) in order to improve family well-being, control diseases, and boost health.</p> <p><b>Indicator</b></p> <ul style="list-style-type: none"> <li>• <i>Number of Households have improved health and well-being through access to safe water, improved sanitation and hygiene services</i></li> </ul> <p><b>Aggregated Reference Indicators (ARIs)</b></p> <ul style="list-style-type: none"> <li>• <b>WAT_ARI_1</b> <i>Number of people (M/F) using safely managed drinking water services (SDG6)</i></li> <li>• <b>WAT_ARI_2</b> <i>Number of people (M/F) that gained access to improved sanitation and hygiene services (SDG 6)</i></li> </ul> <p><b>Baseline 2021:</b> 2.6% of people targeted by the HRP 2021 in the domain of WASH have received assistance by Switzerland (OCHA, Sudan Humanitarian Dashboard, January – September 2021; SDC Annual Report 2021)</p> <p><b>Target value 2022–2025:</b> Same or higher % of people targeted by the HRP 2022–2025 in the domain of WASH will be reached by Switzerland</p>	<p><b>Contribution logic</b> SDC's contributions allow its partners to provide improved access to water, sanitation and hygiene to the vulnerable population in the target areas.</p> <p><b>Assumptions</b></p> <ul style="list-style-type: none"> <li>• Capable partners are available to provide timely, targeted and protection sensitive assistance</li> <li>• Other basic needs (health, education, protection, etc.) are met</li> <li>• Community participation in activity and site selection and management starts at project inception and remains ongoing</li> <li>• Limited price/currency inflation or fluctuation</li> </ul> <p><b>Adverse factors</b></p> <ul style="list-style-type: none"> <li>• Increasing conflicts and intercommunal violence inside Sudan and in its neighbouring countries displace an ever larger number of people, and deteriorate their protection situation</li> <li>• The political turmoil, the lack of political will, and the lack of financial resources prevent the implementation of the National Plan for Protection of Civilians and the Juba Peace Agreement</li> <li>• Ongoing conflicts, the physical impact of the rainy season on roads and infrastructure, as well as bureaucratic constraints limit the access to remote and conflict-affected areas</li> </ul> <p><b>Risks</b></p> <ul style="list-style-type: none"> <li>• Restricted access to populations in need: Due to the specific political situation and the conflict dynamics in some of the target areas, operational challenges arise for Switzerland's partners. <ul style="list-style-type: none"> <li>• restricted access to beneficiaries</li> <li>• risk for implementing partners of UN agencies to be expelled from their working areas</li> <li>• difficulties to get reliable data on the relevant caseloads and their situation.</li> </ul> </li> <li>• Funding gaps</li> <li>• Government opposes to effective integration of refugees in Sudan</li> <li>• Disrupted relative stability</li> <li>• Non-functional markets due to micro- and macro-economic instability</li> </ul>	<p><b>HRP22 WASH O1</b> Affected populations are enabled to practice safe excreta disposal with dignity in a secure environment (affected = affected by conflict, disease outbreaks, acute malnutrition, floods and GBV).</p> <p><b>Indicators for O1</b> <i>Number of girls, boys, women and men having access to limited, secured and gender appropriate sanitation services (=&gt; SpO1.1, SpO1.2)</i></p> <p><b>HRP22 WASH O2</b> Affected populations have timely access to safe and sufficient quantity of water for drinking, domestic use and hygiene (SPHERE) (affected = affected by conflict, disease outbreaks, acute malnutrition, floods and GBV).</p> <p><b>Indicators for O2</b> <i>Number of girls, boys, women and men having access to basic water services (=&gt; SpO1.1, SpO1.2)</i></p> <p><b>HRP22 WASH O3</b> *Crisis-affected populations will have access to hygiene promotion and other environmental health interventions.</p> <p><b>Baseline 2021:</b> 48.2% of people targeted by the HRP 2021 in the domain of WASH have received assistance (OCHA, Sudan Humanitarian Dashboard, January – September 2021)</p> <p><b>Target value 2022–2025:</b> Same or higher % of people targeted by the HRP 2022–2025 in the domain of WASH will receive assistance (depending on the development of the caseload)</p>
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#### (4) Lines of intervention (Swiss Programme)

##### Theory of change:

*IF:* Switzerland contributes to saving lives, protecting civilians, and improving people's livelihoods,

*THEN:* the humanitarian consequences of wide-spread poverty, forced displacement, and protracted armed violence in Sudan are mitigated,

##### **BECAUSE:**

- more people will have increased access to timely and protection sensitive food assistance and nutrition services
- increased access to safe drinking water, sanitation, and hygiene (WASH) will improve people's' well-being, control diseases, and boost health
- people's early recovery and resilience to crises will be strengthened through livelihood activities and community driven conflict resolution mechanisms
- solid and evidence based analysis and advocacy will influence policy making and promote good practices among stakeholders to include and respond to the needs of Sudan's vulnerable populations

#### (5) Resources, partnerships (Swiss Programme)

**Partners:** Multilateral partners (e.g. WFP, UNHCR, UNDP, OCHA, ICRC); NGOs (e.g. DRC, Mercy Corps); pooled funds (e.g. PBF, SHF).

Switzerland's contributions to pooled funds are providing platforms to increase Switzerland's leverage and potentials to influence humanitarian and development dialogues among stakeholders.

**Resources:** SDC Budget 2022-25: CHF 19 million; 55% of total funding

**Staff:** 1 SDC Head of Cooperation, 1 SDC PO and 2 SDC NPOs

**Swiss Portfolio Outcomes 3**

**Switzerland contributes to Durable Solutions for displaced people and host communities, and to effective migration governance.**

In pursuing this objective, Switzerland helps to protect the rights and improve the well-being of refugees, IDPs, migrants, returnees and host communities as well as foster effective cooperation with representatives of the Sudanese state on migration matters.

Contributing to IC-Sub-objectives:

Sub-objective 7: Strengthening equitable access to quality basic services

(1) Swiss portfolio outcomes	(2) Contribution of Swiss Programme	(3) Country development or humanitarian outcomes
<p><b>Outcome statement 1</b> Priority #1: Switzerland works towards the implementation of durable solutions (DS) in Sudan. It notably supports the establishment of a durable solutions framework, drawing on the experience in Somalia and Ethiopia and linked to the IGAD Solutions Initiative. To support this endeavour, Switzerland funds durable solutions projects aimed at increasing the resilience of both displacement affected and host communities.</p> <p><b>Indicator</b></p> <ul style="list-style-type: none"> <li>• <i>DS governance structure in Sudan is established</i></li> <li>• <i>% of projects and programmes with Swiss contributions that include DS markers</i></li> <li>• <i># of (Swiss supported) national and regional policy frameworks and initiatives developed, which benefit the local inclusion of displacement affected persons</i></li> </ul>	<p><b>Contribution logic</b> Switzerland contributes to the implementation of durable solutions for displaced affected communities on the level of governance, the normative and policy level, and the operational / programmatic level in collaboration with national, international and multilateral partners.</p> <p><b>Conducive factors</b></p> <ul style="list-style-type: none"> <li>• Switzerland has experience in the implementation of DS in Somalia, Ethiopia and other countries</li> <li>• The transitional government has produced a number of relevant normative documents that provide the framework of the implementation of DS, including the 2019 Draft Constitutional Declaration, the Juba Peace Agreement, and the IGAD Solutions Initiative</li> <li>• The increasing awareness among relevant humanitarian, development and peacebuilding actors on the necessity of DS in fragile contexts</li> <li>• Implementing partners, such as DRC and NRC, with significant experience in DS</li> </ul>	<p><b>Outcome statement 1</b> <b>NS – S01</b> To enable IDPs and returnees to voluntarily return to their former homes and places of habitual residence and, together with local communities, to re-establish with full respect for their human rights dignified and self-sufficient lives and livelihoods in safety and security and with access to land and property, adequate housing with security of tenure, and basic services.</p> <p><b>Indicator</b></p> <ul style="list-style-type: none"> <li>• <i>By 2025, 30% of IDPs and returnees wishing to return to their former homes or places of habitual residence in areas identified as being conducive to such returns have done so, and activities to improve security and protection, and provide adequate housing, livelihoods sufficient for self-sufficient lives, and access to basic services for them as well as members of local communities have been successfully implemented or continue to be implemented.</i></li> </ul> <p><b>Baseline 2022:</b> tbd <b>Target value 2025:</b> 30%</p> <p><b>NS – S02</b> To enable IDPs and returnees to locally integrate and re-establish, together with host communities, dignified and self-sufficient lives and livelihoods in safety and security and to access adequate housing with security of tenure, livelihoods, and basic services.</p> <p><b>Indicator</b></p> <ul style="list-style-type: none"> <li>• <i>By 2025, 30% of IDPs and returnees wishing to locally integrate in areas identified as being conducive to such integration have done so, and activities to provide access to land and property, adequate housing with security of tenure, improved security, livelihoods, and basic services for them as well as for the members of host communities have been successfully implemented or continue to be implemented.</i></li> </ul>

<p><b>Aggregated Reference Indicators (ARIs)</b></p> <p><i><b>MIG_ARI_2</b> Number of migrants and forcibly displaced persons reached by interventions that improve their livelihoods and employability</i></p> <p><i><b>POV_ARI_1</b> Number of persons from left behind groups benefiting from projects to reduce exclusion, discrimination and inequality.</i></p> <p><b>Thematic Reference Indicators (TRIs)</b></p> <p><i><b>MIG_TRI_5</b> Effectiveness of existing or newly introduced national policies and legal frameworks in the field of migration and forced displacement</i></p> <p><b>Baseline 2022:</b> Elements of the durable solutions framework on the governance, policy and the operational level are in place</p> <p><b>Target value 2025:</b> Relevant structures of the durable solutions framework on the governance, policy and operational level will be implemented</p>	<p><b>Adverse factors</b></p> <ul style="list-style-type: none"> <li>Increasing conflicts and intercommunal violence across the country, and particularly in Darfur, the macroeconomic crisis, and the growing impact of natural disasters and climate change continue to undermine the material, physical and legal security of displacement affected communities, and create new displacement</li> <li>The political turmoil and the lack of will prevents the government and international actors from developing and implementing normative policy frameworks, for example on peace, land rights, transitional justice</li> <li>Ongoing conflicts, the physical impact of the rainy season, as well as bureaucratic constraints limit the access to remote and conflict-affected areas</li> </ul> <p><b>Risks</b></p> <ul style="list-style-type: none"> <li>Restricted access to populations in need: Due to the specific political situation and the conflict dynamics in some of the target areas, operational challenges arise for Switzerland's partners. <ul style="list-style-type: none"> <li>restricted access to beneficiaries</li> <li>risk for implementing partners of UN agencies to be expelled from their working areas</li> <li>difficulties to get reliable data on the relevant caseloads and their situation.</li> </ul> </li> <li>Funding gaps</li> <li>Government opposes to DS for displacement affected communities in Sudan</li> <li>Disrupted relative stability</li> <li>Non-functional markets due to micro- and macro-economic instability</li> </ul>	<p><b>Baseline 2022:</b> tbd <b>Target value 2025:</b> 30%</p> <p><b>NS – SO3</b></p> <p>To improve living conditions for IDPs and returnees remaining in protracted internal displacement pending return or another type of durable solution, to strengthen their resilience and enhance their ability to move towards self-sufficiency.</p> <p><b>Indicator</b></p> <p><i>50% of IDPs and returnees remaining in protracted internal displacement pending return or another type of durable solution are able to reduce their dependency on humanitarian assistance particularly through improved shelters, better livelihoods, and enhanced access to local services including education, health, and water and sanitation.</i></p> <p><b>Baseline 2022:</b> tbd <b>Target value 2025:</b> 50%</p> <p><b>NS – SO4</b></p> <p>To facilitate access to justice, including transitional justice and compensation and reparation, for IDPs and returnees as well as other conflict affected persons in areas of return or local integration.</p> <p><b>Indicator</b></p> <p><i>All IDPs and returnees as well as other victims of conflict in areas of return or local integration are supported in gaining access to justice, including transitional justice and compensation and reparation mechanisms.</i></p> <p><b>Baseline 2022:</b> tbd <b>Target value 2025:</b> 100%</p> <p><b>NS – SO5</b></p> <p>To ensure the participation of IDPs and returnees in the general elections in accordance with Section 68.11 of the Constitutional Charter for the Transitional Period of 2019.</p> <p><b>Indicator</b></p> <p><i>All IDPs and returnees are able to participate in general elections at national and where applicable regional/state levels in accordance with applicable election laws.</i></p> <p><b>Baseline 2022:</b> 0% <b>Target value upon elections:</b> 100%</p>
<p><b>Outcome statement 2 (SEM engagement)</b></p> <p>Priority #2: Switzerland broadens and strengthens its cooperation with representatives of the Sudanese state on migration matters. It also implements projects to improve migration governance in Sudan and in the region, including the protection of the rights of and the provision of support to refugees, IDPs, migrants, returnees and host communities.</p>		<p><b>Outcome statement 2</b></p>

<p><b>(4) Lines of intervention (Swiss Programme)</b></p> <p><b>Theory of change:</b></p> <p><i>IF:</i> Switzerland contributes to Durable Solutions for displacement affected people and to effective migration governance</p> <p><i>THEN:</i> the rights and well-being of displacement-affected populations and host communities are improved</p> <p><b>BECAUSE:</b></p> <ul style="list-style-type: none"> <li>• refugees, IDPs, migrants and returnees will be enabled to locally integrate, or to voluntarily return to their former homes and places of habitual residence, and to re-establish, together with host-communities, self-sufficient lives and livelihoods in safety and security and with access to land and property, adequate housing with security of tenure, and basic services.</li> <li>• living conditions for refugees, IDPs, migrants and returnees remaining in protracted internal displacement and host communities will be improved, their resilience will be strengthened and their ability to move towards self-sufficiency will be enhanced, particularly through improved shelters, better livelihoods, and enhanced access to local services including education, health, and water and sanitation.</li> <li>• access to justice, including transitional justice and compensation and reparation, will be facilitated for refugees, IDPs, migrants and returnees as well as other conflict affected persons and host communities in areas of return or local integration.</li> <li>• Refugees, IDPs, migrants and returnees will be able to participate in the general elections</li> </ul>
<p><b>(5) Resources, partnerships (Swiss Programme)</b></p> <p><b>Implementing Partners:</b> Multilateral partners (i.e. UNHCR, IOM, ICRC) / INGOs and NGOs; pooled funds (i.e. SHF)</p> <p><b>Resources:</b> SDC Budget 2022-25: CHF 15 million; 45% of total funding / SEM Budget 2018–20 CHF 1.2 million; 5% of total funding</p> <p><b>Staff:</b> 1 SDC Counsellor for Humanitarian and Development Affairs, 1 SDC PO, 2 SDC NPO / 1 SEM Immigration Liaison Officer (ILO), 0.5 SEM NPO</p>

<p><b>Management/performance results, including indicators (Swiss Programme)</b></p> <p><b>Whole-of-Government Approach (WoGA):</b> WoGA partners seek synergies between each other, communicate Switzerland’s policy in a coherent fashion, and ensure they inform and consult each other throughout the period covered by the Cooperation Programme.</p> <p><b>Triple Nexus Approach:</b> Strengthen the humanitarian/development/peacebuilding approach to include stronger and more focused joint analyses, strategic planning and programming between humanitarian, development and peacebuilding actors.</p> <p><b>Conflict Sensitive Programme Management:</b> Switzerland and its partner organisations in Sudan are sensitive towards existing and potential drivers of conflict and incorporate this sensitivity into their analysis, planning and implementation continuously and consistently.</p> <p><b>Cooperation in the area of migration:</b> Strengthen the strategic linkages between international cooperation and migration policy.</p> <p><b>Localisation Strategy:</b> Switzerland seeks to work together with Sudanese partner organizations to tap into local knowledge and networks, strengthening Sudanese civil society, and giving credence to Switzerland’s commitment to aid localization.</p> <p><b>Regionalisation:</b> Switzerland’s engagement in Sudan takes into account the regional context, in particular in the broader Horn of Africa, and makes use of regional synergies in its programmes.</p> <p><b>Secondment:</b> Targeted and strategic support for more effective protection responses through secondments.</p> <p><b>Centrality of Protection:</b> Through providing support to key protection actors, Switzerland can influence collective donor practice and policy towards principled and rights-based protection.</p> <p><b>Local community-based</b> and managed non-violent conflict transformation spreads as a basis and precondition for regional and national early recovery and development</p> <p><b>Means of verification:</b> Annual report stocktaking and self-evaluation; systematic review of documentation produced by partners.</p>
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# Indicative financial planning

Financial contributions to Cooperation Programme Sudan (in CHF millions)							
Swiss Federal Office	Outcome(s)	2022	2023	2024	2025	TotalCP	Remarks
SDC/HA	2,3	8.5	8.5	8.5	8.5	34	plus expert secondments
SDC/SC	3	2	2	2	2	8	flexible means
SDC/GC	1	0.5	0.5	-	-	1	Peacebuilding Fund
SEM	2,3	0.3	0.3	0.3	0.3	1.2	
PHRD	1	0.7	0.7	0.7	0.7	2.8	plus expert secondments
<b>Total</b>		<b>12</b>	<b>12</b>	<b>11.5</b>	<b>11.5</b>	<b>47</b>	

# Map of Sudan



Map No. 4458 Rev.2 UNITED NATIONS

Department of Field Support

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