ANNEX I

1. IDENTIFICATION

<table>
<thead>
<tr>
<th>Title/Number</th>
<th>SUDAN- Darfur Basic Services Project (DBSP)</th>
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<tr>
<td>CRIS Number</td>
<td>SD/FED/2012/024083</td>
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<tr>
<td>Total cost</td>
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<td>Special Funds for Sudan Council Decision</td>
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<td></td>
<td>2010/406/EU of 12 July 2010</td>
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<td>Method of</td>
<td>with the United Nations Children's Fund</td>
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<td>implementation</td>
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<td>DAC-code</td>
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<tr>
<td>Sector</td>
<td>Multi sector aid for basic social services</td>
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2. RATIONALE

2.1. Sector context

Background

Sudan has made considerable progress in achieving Universal Primary Education (UPE), Education for All (EFA) and Millennium Development Goals (MDGs) 2 and 3. As a result the enrolment rate in basic education increased from 68 per cent in 2008 to 72 per cent in 2010. However there are more than 3.5 million children and adolescents out of school as well as persistent gender inequalities and geographical disparities. Gender disparity, especially among nomadic communities, is a challenge as early as grade one, where the enrolment gap is over 13 per cent in favour of boys. From the total number of children who do not have access to school, 62 per cent are girls, and 84 per cent are from rural areas. These challenges are further magnified by conflict, the high cost of education for parents, cultural attitudes towards girls’ education and difficulty in access for vulnerable populations such as nomads and children with special needs.

For education, teacher training is widely regarded as the single-most effective contributor to quality education, provided that training entails not just pre-service teacher education, but also the establishment of teacher quality monitoring systems, coaching and tutoring systems, adequate incentives, as well as logistical support.

There are large disparities in the reproductive health status of women between different states and between urban and rural populations throughout the country. This is mainly due to conflict, lack of resources, critical shortage of qualified midwives and socio-cultural issues rendering local communities and families unaware of reproductive health measures. However, despite some reported improvement in general maternal health\(^1\), Sudan’s progress is still insufficient to achieve the Millennium Development Goal (MDG) 5 by 2015 (estimated target is 138 Maternal Deaths/100,000 Live Births), unless significant investments are made to support reproductive health care provision.

\(^1\) Maternal mortality ratio has dropped from 552/100,000 Live Births in 1990 to 216/100,000 Live Births in 2010, and access to qualified birth attendants has reached 73 per cent (SHHS 2010). However, these data should be taken with some precaution due to the poor reliability of statistics.
For health, substantial efforts are put to reduce maternal and child mortalities and morbidities. The most critical intervention for improving reproductive health is to ensure that every pregnant woman will have access to a skilled (qualified) attendant during pregnancy, at birth and during the post-partum period. The cornerstone for these interventions are the midwives as they are the first line of defence and the main reproductive health providers at the community level. The current midwifery scaling up strategy includes long-term plans to implement the three-year diploma and four-year Bachelor of Science midwifery training (BSc) programmes, as well as transitioning out of the old midwifery five cadres (Sister midwives, Nurse-Midwives, Health Visitors, Assistant Health Visitors and Village Midwives).

The majority of the States, including Darfur, were unable to meet the selection criteria for the recently planned Diploma and BSc training programmes. Because of this, the 2009 one-year and the two-year training curriculum will continue being applied, in order to fill the gap in coverage with midwifery cadres. The one-year training programme produces the Village Midwives cadre and the two-year programme produces the Technical Midwives cadre.

Sudan is undergoing structural economic reforms and adjustments to promote growth and diversification of the economy, especially following the recent secession of South Sudan and on-going disputes over the oil revenues.

**South and East Darfur States**

This project will be implemented in the States of South and East Darfur, the new States created out of the geographical area of the former State of South Darfur as of 11 January 2012.

Notwithstanding the progress made in terms of stability, the situation in Darfur continues to be fragile and unstable. The conflict which started in 2003 has seriously interrupted the existing education system and health services, and as many as 1.9 million people have been displaced, with limited access to basic services.

Despite the good result and communities’ demand for education, South and East Darfur’s indicators for education are among the lowest in the 15 states of Sudan. Only 68 per cent of primary-school age children are attending school. The average classroom has more boys than girls, as 74 per cent of boys attend, compared to 62 per cent of girls. Retention in South and East Darfur states is among the lowest in Sudan, with only 52 per cent of children who enter first grade staying in school until eighth grade.

Serious concerns loom over the quality of education. Classrooms are overcrowded in urban areas, teachers are not trained, and learning supplies and classroom furniture are insufficient. According to the baseline survey on education in Sudan, at least 10,881 additional teachers are needed, particularly in conflict-affected areas. Inadequate incentives mean qualified teachers are working in urban and non-conflict areas. UNICEF

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2 A trained Midwife is general terms identifies a female health worker who has been educated and trained - for one or two years - in the skills needed to manage normal pregnancies, child birth and the immediate postpartum period, as well as in the identification and referral of complications in mothers and newborn babies. In the context of the present document the definition of trained Midwife refers to the cadres foreseen by the 2 year curriculum adopted by the FMoH in 2009: Village (one year training) and Technical Midwives (2 years training).

3 As a consequence of the presidential decree, that split former South Darfur in two States, Darfur region now comprises five States: Central Darfur, East Darfur, North Darfur, South Darfur, and West Darfur.

recently supported the State Ministry of Education in providing volunteer teachers with in-service training, but this is only a temporary solution. Policies for sustainable approaches to improved education, backed by sufficient resources are desperately needed.

In South and East Darfur, the reproductive health outcomes, like other health outcomes, are very poor, as the maternal and newborn mortality ratio/rates remain very high. These outcomes are associated with a health care system that is significantly underfunded, inequitable and inefficient.

The Sudan Household Health Survey (SHHS) conducted in 2010, revealed that the Maternal Mortality Ratio (MMR) in South and East Darfur States is unacceptably high and represents the highest in the country, at 335 deaths per 100,000 live. Of all deliveries in the above-mentioned States, institutional deliveries comprised only 12 per cent, and only 50.3 per cent of births were attended by skilled health care workers. In spite of the considerable support provided by different health partners, results of the SHHS 2010 indicate the need for additional help to improve delivery of the basic reproductive health services in South and East Darfur States, especially in the light of the current shortage of qualified midwives. The total number of midwives in the two targeted States is estimated at around 1200 while 2500 additional midwives are needed in order to fill the gap in access to safe delivery and obstetric care. Since graduation, most of the currently available midwives had received neither in-service training, nor regular supervisory visits.

2.2. Lessons learnt

It is widely recognised that strengthening the provision of basic services delivery in Darfur in the education and health sector represents a critical step towards recovery and long term stability in the region.

The proposed project builds upon development partners’ earlier and current interventions which have helped to improve children access to basic education and health services in Sudan. This includes the realisation that coordinated efforts by partners, as opposed to smaller uncoordinated approaches by individual donors, are more likely to produce significant and sustainable results.

UNICEF is working together with the other education and health partners to support, and at the same time advocate for, reform in teachers and midwifery training, both in pre-service, basic, and in-service training.

A recent survey conducted by the World Bank shows that there is an urgent need for teacher training and a revision of pedagogical materials. Most of the teachers are not qualified. The World Bank and UNICEF have already started the ground work to develop a strategy for teacher training and deployment which advocates for better salaries, teacher utilisation, and sustainable deployment of the teachers.

In Health, most projects implemented in Darfur over the last few years have been humanitarian in nature, consisting mainly on short-termed, small-scale interventions by UN agencies and non-governmental organisations (NGOs), but carried out in the absence of long term strategic plans, and with limited impact on the ground.

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Results of the Sudan Household Health Survey and the Maternal and Child Health Situational Analysis (2010) have indicated clearly the need for additional number of qualified birth attendants. Additional support is then needed in this sense to transitionally solve the shortage of qualified maternal health workers while waiting for conditions to allow the implementation of the new programme.

2.3. **Complementary actions**

In terms of activities, UNICEF’s educational engagement in South and East Darfur is broad, and the programme is engaged in the areas of child-friendly schools, alternative out-of-school classes, emergency preparedness, sport and advocacy, support to decision-makers in the area of school construction and extension, latrines, feeding, community awareness, programs aimed at girls and at nomads, teacher upgrading, textbooks, and more.

An important complementary intervention for the education sector is the Education Management Information System (EMIS) project being implemented by the EU and UNICEF. This project has been introduced to collect, tabulate and analyse education data including secondary education and pre-school levels of education. In this regard all the localities’ statistics officers, schools headmaster and education directors have been adequately trained on the EMIS system.

Opportunities also exist for linkages with on-going programmes in the areas of school construction, water and sanitation (WASH), school feeding and advocacy to decision makers in support to education.

In the health sector, UNICEF, in coordination with the World Health Organisation (WHO), is supporting health partners to provide essential health services such as Primary Health Care, routine and supplementary immunization activities, maternal and child health interventions including Malaria Control and Integrated Management of Childhood, illness and management of health emergencies and disease outbreaks. Contributing partners include national NGOs (Sudanese Red Crescent, Sudanese Family planning Association, Mubaderon and Rofyda) and International NGOs (International Medical Corps - IMC, American Refugee Committee ARC, Care International Switzerland, World Vision and Muslim Aid UK).

UNICEF also contributes to reductions in maternal and neonatal mortality in South and East Darfur through the expansion of Basic and Emergency Obstetric Care services by rehabilitation of midwifery schools, supporting training of midwives, health visitors, medical assistants and medical doctors, and supporting the referral of complicated obstetric cases. There has also been vital contribution of supplies and equipment including Delivery Room Kits, Emergency Obstetric Care (EmOC) Kits, Village Midwife Kits and Iron/Folate supplementation to health care facilities.

For health, small scale funds for the basic (pre-service) training of village midwives were donated before from other donors such as Japan and Italy, where a limited number of midwives have benefited in South and East Darfur States. Japan (Japan International Cooperation Agency - JICA) is investing in in-service training of midwives and strengthening the referral system in the all Darfuri States.

The United Nations Population Fund (UNFPA) has provided support to the basic and in-service training of village midwives in South and East Darfur.
2.4.  **Donor coordination**

The project will operate within the framework of the “Principles for good international engagement in fragile states and situations” as part of the broader Paris Agenda. The proposed project has adopted these principles and is aligned with the other donors’ interventions in the education and health sectors.

An education sector⁶ group was set in 2010 as part of an effort of the humanitarian aid community to provide an effective education response that addresses children’s holistic needs, through coordination and close collaboration between UN Agencies and the NGOs. UNICEF is the Sector lead for education in Darfur. A *Who is doing What Where* (3Ws) in Darfur has been developed as a response to the call by all the education partners to coordinate and harmonise their activities, to identify areas of overlap and gaps in partners' responses.

Another important move forward is the establishment of the Education Coordination Group. This group provides technical support in coordinating education sector activities and rationalizing operations to ensure effective use of limited resources.

The Education Sector Report published by the World Bank contributes to creating consensus on the status of the education system. Donor partners (including the European Commission) and national and international NGOs support an interim basic education plan, designed to improve access to, as well as quality and sustainability of, education. This initiative will complement identified priorities and gaps within the Education Sector.

There is close collaboration on maternal and child health between relevant partners including World Health Organisation (WHO), United Nations Population Fund (UNFPA), UNICEF, the Japanese aid agency (JICA) and NGOs. This collaboration is meant to maximize the use of the limited resources available and to avoid overlapping and duplication of support.

A Reproductive Health Forum, representing all the above mentioned partners, was established few years ago. It meets regularly for joint planning, joint monitoring and supervision and information sharing. UNICEF has been strongly active in coordination of this sector.

3.  **DESCRIPTION**

3.1.  **Objectives**

The overall objective of this action is to strengthen basic service delivery in South and East Darfur, with the purpose of making direct progress towards the Millennium Development Goal targets for education, gender equality, Education for All (EFA), and decreased maternal and child mortality.

This will be done through access to quality basic education and health maternal and neonatal care. The present project is framed within the broader context of the recovery and social stability of the Darfur region.

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⁶ In Sudan, the “sector approach” refers to the humanitarian cluster approach launched by the humanitarian community in 2005 to improve the effectiveness of humanitarian response through ensuring greater predictability, accountability and partnership.
3.2. Expected results and main activities

3.2.1 Expected results
1. An equitable teacher training programme is developed for South and East Darfur and implemented.
2. 2000 teachers and 450 heads of schools have enhanced their capacity (teaching and monitoring) in the child-centred pedagogy.
3. Comprehensive teachers’ data is integrated into EMIS, and a teachers’ performance assessment tool has been developed for better tracking and quality control.
4. The Midwifery and nursing training curriculum adopted in 2009 will be reviewed and updated.
5. Skilled attendance at birth will increase for around 375,000 mothers and 350,000 newborns, trained through training of 300 Technical Midwives, 120 nurses and 16 health visitors.
6. Improvement and strengthening of the links between the community and health facilities, including early referral of complicated obstetric and neonatal conditions and contribute in raising community awareness in regards to utilization of available health services, particularly maternal health services.

3.2.2 Main activities

The main activities that will achieve the above-mentioned education expected results include:

1. Situation Analysis of Teacher Education in South and East Darfur

A technical expert consultant will be recruited to conduct a baseline study of teachers’ training and management system and define teacher performance challenges in South and East Darfur. The situation analysis will include the identification of systemic issues through feasibility studies, and baseline studies to gauge existing capacity and identify developmental inputs.

2. Enhance subject-based sustainable teachers training curriculum with pedagogical training curricula as well as management capacity development

This activity aims at strengthening the pedagogical skills of teachers, for example preparation of learning effective exercises and study materials. The project will capitalize on lessons learnt from previous experiences (in South and East Darfur States or other States) to develop an inclusive child-centred learning-pedagogy training module.

3. Capacity Development

2000 teachers will be trained on Subject-Based Curriculum and child-friendly pedagogies. In addition, 450 heads of schools will be trained on how to coach, mentor, supervise teachers, and how to increase teacher motivation. EMIS data officer will receive training on how to use the system to document teacher deployment, training, performance output, and job satisfaction indicators. School clusters will be arranged for facilitating regular knowledge exchange, which will particularly benefit teachers working in marginalized rural areas.

4. Baseline study and assessment for new teachers training
A baseline study to evaluate the capacity of the teachers will be conducted before and at the end of the training. Furthermore, using questioners as an assessment tool, the project will measure progress made during the first year of the project. In addition to that, an assessment to evaluate the impact of the training on the students will be conducted with a general test to the children before and after the training of the teachers.

5. Procurement and Dissemination of Teacher Guides and other teaching material

An important contributor to strengthening teachers’ performance and retention will be the provision of support materials such as teacher guides and other teaching materials. Support will be provided to rehabilitate two teacher training colleges in isolated rural areas of South Darfur.

6. Education Innovation through Open-Source Technologies

Simple, open-source technologies will be used to boost teachers’, especially rural teachers’, morale and to improve teachers’ knowledge in key subject areas through the use of new technologies such as SMS, TV programme and radio.

The main activities that will achieve the above-mentioned health expected results include:

1. Review and update the curriculum and teaching guidelines of the midwifery and nursing schools.

A technical consultative committee will be established to meet and review the current training nurse and midwifery curriculum adopted in 2009. The committee will be composed of representatives from the respective partners, i.e. WHO, UNICEF, UNFPA. The committee is expected to come out with an updated training curriculum that will contribute to the graduation of quality maternal health service providers.

2. Conduct refresher training for 8 nurses’ and 20 midwives’ trainers

One midwife and one nurse trainer is required for 15 trainees. Therefore, in order to achieve training of 300 midwives and 120 nurses, the project will first proceed to train 20 midwife trainers and 8 nurse trainers, which will be essential to implement activity under the following point 3. The training of midwife trainers and nurses will both be of 3 weeks’ duration and the material used for this training will be the revised training curriculum.

3. Conduct basic training for Midwives, Nurses and Health Visitors

300 Technical midwives and 120 nurses will be trained on the updated midwifery and nursing curriculum so as to equip them with the necessary knowledge and skill that will enable them to deal with the different obstetric and new born situations, according to the following geographical distribution: 200 midwives and the 120 nurses will be trained in Nyala, 100 midwives will be trained in Eldein midwifery school for two academic years. Furthermore, 16 Health Visitors will receive training on how to monitor the performance and provide supportive supervision to the midwives and how to increase their motivation. The training of midwives and nurses will both be carried out in two batches.

4. Conduct pre and post intervention assessment in 230 communities

Out of the existing 15 localities across South and East Darfur States, 230 communities have been selected as not having trained midwives. The purpose of this activity is to assess the
communities’ knowledge, practice and attitude towards certain maternal and new born issues. Social mobilization sessions will be conducted to enhance and promote the community awareness on maternal and new born health care issues in general and the emergency situations in particular and to encourage local communities to nominate and support their candidates for the different trainings and. Priority will be given to communities without midwives, especially the remote ones including those within the Internally Displaced People's (IDP) camps.

5. Provide essential training equipment
All the necessary training aids and equipment will be provided prior to the training, which will have a positive impact on the quality of the training and postgraduate job satisfaction. This equipment will include: 350 village midwifery kits, 5 delivery models, 10 Midwifery sets and 5 skill labs.

6. Renovate Eldein midwifery school
Eldein midwifery school will be renovated/rehabilitated to improve its training environment and to increase its utilization capacity by students.

3.3. Risks and assumptions

Assumptions
The cooperation between UNICEF and other partners engaged in education and health in South and East Darfur is solid. As a consequence, this project is expected to benefit from the experiences and expertise that has been developed during the past decade. In addition, UNICEF was able to support the provision of services through various mechanisms over the past years and does not anticipate this changing in the near future.

It is expected that UNICEF will remain able to effectively work with all partners, as well as having full access to implement and monitor its programmes in the geographic areas covered by this project.

Risks
There are undoubtedly mid-level to high-level risks attached to this project given the current situation in Sudan in general and South and East Darfur in particular where a Non-International Armed Conflict is still taking place. The possible risk factors include natural disasters, social and political unrest, worsening political and economic conditions leading to further conflict or collapse of service sections, limited access to reach the people to be trained, monitor the achievement of the collective objective, and deterioration of the current commitments towards decentralisation. Furthermore, the shortage of skilled trainers and weak of community support will be a challenge.

As IDPs return to their localities and villages, the availability of basic services will increasingly become essential to the social stability in the region. A risk could arise from the desire to stretch available resources to train more staff that the design capacity.

Due to the increasingly limited resources in Sudan, there is a problem of low morale and attrition of midwives and teachers in rural areas, which is expected to worsen. Nevertheless, it is intended that the development of midwives’ capacity, together with provision of learning materials, improvement of school/health environment supported by
UNICEF and other partners will make some contribution to the restoration of morale amongst that sorely disheartened profession.

3.4. **Cross-cutting Issues**

This project will help create a system to train and mobilize teachers and midwives. Through the advocacy and social mobilization, the project will also encourage local communities to be actively involved in supporting the health sector in general, and the reproductive health in particular, as well as the education sector. In the long run it will help put a system in place which will create the culture of good governance on both the education and health sectors.

The development of the teachers training programme will address the major question of gender equality. The project will aim to address the main reasons why girls are not attending schools and support and train teachers to advocate for more inclusive, attractive and supportive school environment for girls. Also, the teachers training programme will be revised to promote a more conducive environment for children with disabilities. For health, the gender equality issue within this project is addressed as maternal health interventions will contribute to cover the gap of inequalities. Furthermore, men and boys will also get benefit of the interventions as the provided services will strengthen the available health services instead.

This project will have no significant bearing upon any of environmental or climate change and environmental sustainability.

3.5. **Stakeholders**

The major final beneficiaries are the vulnerable children and pregnant women of South and East Darfur. The project aims at strengthening teacher and midwives training. It will empower the children’s ability to learn, as well as to deliver quality education. It will support pregnant women and their new-borns who have little or no access to reproductive health services, rendering them at a higher risk of health complications, ultimately facing death. Furthermore, the teachers will benefit from professional development and job satisfaction due to the training.

Local communities and civil society organizations will play a vital role in social mobilization and communication activities and ensuring the smooth nomination of candidates for the different trainings.

4. **IMPLEMENTATION ISSUES**

4.1. **Method of implementation**

The project will implemented in joint management through the signature of a contribution agreement with UNICEF in accordance with Article 29 of the Regulation (EC) No 215/2008 on the Financial Regulation applicable to the 10th European Development Fund. The international organisation complies with the criteria provided for in the applicable Financial Regulation. UNICEF is covered by a Financial and Administrative Framework Agreement (FAFA) concluded between the UN and the Commission.
UNICEF plays distinguished and important role in the development and delivery of basic services in the States concerned. They are the only potential implementing agency with longstanding experience and good working relations in the region as well as sufficient implementation capacities, allowing them to quickly and efficiently start project implementation.

The change of management mode constitutes a substantial change except where the Commission "re-centralises" or reduces the level of tasks previously delegated to the beneficiary country, international organisation or delegate body under, respectively, decentralised, joint or indirect centralised management.

4.2. **Procurement and grant award procedures**

1) Contribution Agreement:

All contracts implementing the action are awarded and implemented in accordance with the procedures and standard documents laid down and published by the relevant International Organisation.

4.3. **Budget and calendar**

The total estimated budget for the project is EUR 3,000,000, financed by the EDF Special Funds for Sudan (Council Decision 2010/406/EU of 12 July 2010). The foreseen operational duration is 36 months from the entry into force of the standard Contribution Agreement.

The indicative budget for the EU contribution is as follows:

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*The EU contribution to the "Contingencies" heading may be used only with prior agreement of the Commission.

4.4. **Performance monitoring**

A monitoring system will be established to ensure that project activities are timely and effectively implemented and that the project effectively contributes to improve the quality of teaching and midwives practices. UNICEF will establish assessment tools to measure indicators related to the project through joint monitoring. The impact of the teachers and midwives' training on their practices and performance will be measured through regular inspection.
The Commission may carry out Results Oriented Monitoring (ROM) via independent consultants, starting from the sixth month of project activities, which will be finalised at the latest 6 months before the end of the operational implementation phase.

4.5. **Evaluation and audit**

A mid-term evaluation (to take place indicatively during the fourth quarter of Year 2 of implementation) will assess progress in the implementing of activities towards delivering the proposed outputs, and whether or not adjustments are needed in activities and/or budgetary allocations. A final impact and evaluation study will be performed at the end of the project and will show to what extent the baseline data has changed and whether this was in accordance with the targets set, so that relevant conclusions will be obtained with regards to the performance of the project, indicating if future actions are needed to assure continuity of project activities.

Under joint management, UNICEF will be responsible for the audit implementation as regards to the Financial and Administrative Framework Agreement (FAFA) signed between the UN and the Commission. Therefore, project accounts, financial statements and records will be audited each year by auditors contracted by UNICEF under project funds.

4.6. **Communication and visibility**

Standards for visibility will be derived from the “Communication and Visibility Manual for European Union External Actions” and the “Joint Visibility Guidelines for EU-UN actions in the field”. Communication and visibility related activities will be implemented as part of the contribution agreement signed with UNICEF.
### ANNEX II

#### 1. IDENTIFICATION

| Title/Number | SUDAN - Improving Livelihoods in Darfur (ILD)  
CRIS No.: SD/FED/2012/24072  
Food Security and Environment in North Darfur, Sudan |
| --- | --- |
| Total cost | EUR 7,000,000 (EU contribution)  
Special Funds for Sudan Council Decision 2010/406/EU |
| Aid method / Method of implementation | Project approach  
Joint management with the United Nations Environment Programme (UNEP) |
| DAC-code | 43040 |
| Sector | Rural Development |

#### 2. RATIONALE

##### 2.1. Sector context:

Sudan's rapid economic growth since the advent of significant oil production in 1999 has been reversed following the secession of South Sudan on 9 July 2011\(^7\). The loss of 75% of oil revenues has impacted the Sudanese economy in terms of reduced exports and increased budget deficit, which in turn have caused a widespread rise in costs for food and other commodities.

In reaction to this, efforts have been made to stabilise the economy by reducing public expenditure, increasing taxes and downscaling oil subsidies but the plan has yet to be fully executed amidst strong political opposition and rising social tensions.

The overall aim is to diversify the economy away from oil, in particular to agriculture, which provides employment to 60% of the population\(^8\), generating more than one-third of the country’s GDP and more than 90% of the non–oil export earnings\(^9\). Doing this is proving difficult due to limited funding and capacities, on the one hand, and to an excessive focus on large-scale production, neglecting the rural smallholders' sector particularly in remote marginalised regions, where the lack of social protection is aggravating the problem of access to food in a context of rampant inflation and cuts in public transfers from Khartoum to the states\(^10\), on the other hand.

Subsistence agriculture is the main source of rural livelihoods in Sudan, but is subject to low productivity due to inadequate policies and investments, climatic variability and rapid environmental degradation.

As far as the environment is concerned, the challenge remains on how the poor rural smallholders can cope with the impact of drought and the rapid environmental degradation in the absence of regulations and financial support to do so.

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\(^7\) Sudan's economic growth slowed down from 5% in 2010 to 2.8% in 2011, and is estimated down to 2% in 2012 (African Economic Outlook, 2012)

\(^8\) African Economic Outlook, 2012

\(^9\) NEPAD, 2005

\(^10\) According to the National Household Baseline Survey (2009), one out of three Sudanese suffered from food deprivation, and the prevalence of under nourishment was 31 and 34 per cent for urban and rural populations respectively. Food insecurity is more critical in Darfur, the East and the states bordering South Sudan.
**Darfur** is home to nearly one-quarter of Sudan’s population, 62% of who live below the national poverty line\(^{11}\). The population comprise a mix of ethnic groups, cultures and livelihoods that have evolved in close co-existence. Livelihood practices among pastoralists, agro-pastoralists, sedentary farmers and urbanites are inter-dependent, with farmers owning livestock, pastoralists engaged in cultivation, rural families receiving remittances from urban centres, and urban families employed as labour in rural farms.

Trade among these groups is considered the lifeblood of Darfur's economy. Even through the conflict, pastoralists continue to rely on the sales of grain by farmers, with whom they exchange animals which are then used as a safety net, particularly after poor agricultural campaigns. The ownership of animals also provides social status and financial security, allowing the owners to hire farm labour to help increase agricultural production.

The traditional rain-fed, subsistence agriculture practiced across Darfur is inextricably linked to environmental factors and the health of the ecosystem. When poorly managed, smallholder's agriculture systems feature very low productivity as a result of declining soil fertility and inability to cope with increasing climatic variability, particularly droughts. For much of **North Darfur**, there is evidence of low and variable rainfall patterns (<200mm/yr). Thus, the major source of agricultural production is concentrated on the fertile, clay soils of the surface water courses (*wadis*), where seasonal water flows are more reliable. The *wadi* basin of the **Shagra sub-catchment** between the Golo water reservoir and Zamzam displaced persons camp (*Figure 1*), the area targeted by this project, covers nearly 7,000ha of fertile clay soils, and is bounded on both sides by rising sandy soils (*Qoz*), all of which is heavily cultivated.

![Figure 1: Shagra Sub catchment area of the Wadi el Ku, El Fasher](image)

The degradation of agricultural land in this area has become more evident in recent years, including the loss of arable soil and fertility, and the critical shortage of water and fuel-wood. In the process, large numbers of rural farmers have lost access to their farms and concentrated in the proximity of this *wadi*, generating a massive need for cash income. With the conflict in Darfur, the lack of opportunities and the concurrent breakdown in regulation have led to maladaptive dependency on fuel-wood and charcoal extraction, resulting in a rapid depletion of woodland over extensive areas, and the almost total destruction of forest reserves and shelterbelts.

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\(^{11}\) Sudan Poverty Survey, 2010
At the end of these processes, the rapidly spreading soil erosion and gulley formation restricts the spread of rainwater flow, both destroying prime agricultural land and rendering large areas non-productive due to the reduction in effective seasonal flooding. The local authorities recognise the gravity of these problems but have little technical or financial capacity to address them. The rural population is aware of their responsibility over continued de-vegetation and poor land management resulting in very poor agricultural productivity across the project area, and are desperate to redress the issues with the support from the project.

2.2. Lessons learnt

Most projects implemented in North Darfur over the last few years have been humanitarian in nature. The support to rural development has consisted mainly on short-termed, small scale interventions by UN agencies and non-governmental organisations (NGOs), but carried out in the absence of strategic plans, and with limited impact on the ground.

In addition, these projects have been implemented without relevant guidance, and mistakes have been repeated as a result of the rapid turnover of staff, and poor data collection, planning and monitoring. A lesson learnt on this subject is the necessity to put in place an effective monitoring and evaluation system for projects.

A number of other rural interventions carried out by the World Food Programme (WFP) and NGOs involve the construction and rehabilitation of hafirs (surface water reservoirs) and dams, but they do not fit into the plans and budgets of the authorities, compromising the technical quality and the maintenance of the schemes. Moreover, there is little exchange of experiences or evaluation of best practices. It is therefore needed to consolidate available knowledge and to formulate standardised technical packages for widespread adoption.

The concerned parties agree that there is a need to consolidate the information about rural development projects implemented in North Darfur in order to improve coordination and make better use of resources. For instance, enhanced coordination would allow an efficient use of African Union/United Nations Hybrid operation in Darfur - UNAMID’s engineering assets, as well as the available technical expertise from UN agencies and NGOs, which could result in more strategic focus, better quality of implementation and impact.

2.3. Complementary actions

Currently, there are no significant EU funded projects supporting rural development and the environment in North Darfur.

The UK Department for International Development (DfID) have two significant water interventions underway in Darfur. The first is the Darfur Urban Water Supply (DUWS – 2010-2012, 6,700,000 GBP), implemented by the United Nations Office for Project Services (UNOPS) in four capital cities, which includes the rehabilitation of El Fasher’s main water supply system. The second is the Sudan Integrated Environment Program (SIEP - 2009-2013 - 20,000,000 GBP) implemented by UNEP and UNOPS, which includes the rehabilitation of dams and water catchments, among them the studies comprising the Golo reservoir and the Golo/Shagra sub-basin.

DfID envisage further support to water catchments and rural water supply in the Golo/Shagra sub-basin, and have expressed a potential interest to support the preliminary technical studies for the finalisation of the design of the EU project.

The purpose of the Sudan Integrated Environmental Programme (SIEP), implemented by the United Nations Environment Programme (UNEP), is to improve governance for the management of environmental resources. Livelihoods, development and peace-building have strong linkages in areas of scarce natural resources such as the Shagra sub-catchment. In this
sense, adequate policies and management systems will enable multiple livelihood groups to engage in productive activities, which is an important element for the sustainability of this project.

Though there are no long-term rural development projects in North Darfur, the majority of existing NGO projects supporting rural livelihoods is gradually moving from humanitarian aid into recovery and development. In particular, the UNDP-administered Common Humanitarian Fund (CHF) and the Darfur Peace and Security Fund (DPSF), support NGOs to implement short term water harvesting and community forestry related activities. As such, the experience and skill base developed by all these actions will complement this project, in particular the use of appropriate techniques.

Among these NGOs, Practical Action has been actively involved in small scale water harvesting, smallholder agriculture, community forestry development and capacity building in North Darfur, including the project area, establishing 160 Community Based Organisations (CBOs) under three networks12. Their methodology involves direct participation of local networks, reportedly well organised and capable to manage most of the field activities. In doing so, permanent access for implementation and monitoring of activities is largely facilitated.

World Food Programme (WFP) is conducting a "Food for Recovery" programme in North Darfur which includes the construction and rehabilitation of dams, hafirs, and water harvesting terraces for agricultural purposes. In this regard, there is room for complementarities with the project, including the support to improve technical design and maintenance of the existing infrastructure.

Finally, the African Union/United Nations Hybrid Operation in Darfur's (UNAMID's) Quick Impact Projects (QIPS) support small scale projects initiated by the communities, in particular water interventions, which could also be complementary to the new EU project.

2.4. Donor coordination

Donor coordination in Sudan is weak, mostly because donors do not normally engage in policy dialogue with the government; neither do they provide direct support to state structures. As a result, many of the supported projects are implemented using parallel implementation systems.

The above is valid for Darfur, where there is no formal donor coordination beyond humanitarian matters. In addition to the support given by the EU through its humanitarian-aid office (ECHO), other active donors include the Office of U.S. Foreign Disaster Assistance (OFDA), DfID and Canadian International Development Agency (CIDA), though most of them provide limited funding for recovery and development actions.

Among those aligned with recovery objectives, most Darfur donors support projects aimed at improving smallholder's production in traditional rain fed areas, including seeds and tools distributions, improved farmers' techniques and organisational capacities.

The World Bank is concerned with policy support but hasn't yet provided any substantial funding for the implementation of rural development projects in Darfur.

At regional level, excessive fragmentation of initiatives, amongst other factors, has made it difficult to put in place an effective food security coordination structure, which is often organised in an informal manner.

12 Fasher Rural Development Network (61 CBO), Voluntary Network for Rural Helping and Development (43 CBO), and Women Association Development Network (57 CBO)
Bearing all the above in mind, consultative meetings were held with relevant actors during the identification of this project, including donors, UN Agencies, NGOs and other non-state actors. As an important part in this process, the initial design of the project was presented and discussed with all stakeholders involved at a workshop in El Fasher.

3. DESCRIPTION

3.1. Objectives

Global objective
To contribute to improved livelihoods of conflict affected population in Darfur through the sustainable use of natural resources.

Purpose
To sustain and improve agricultural productivity through the rehabilitation and management of natural resources, in particular land, vegetation and water, in targeted areas of North Darfur.

3.2. Expected results and main activities

Result 1: Improved livelihood options and practices to promote economic recovery in the target area

In the proximity of El Fasher, the capital of North Darfur, the project area (the Shagra sub-catchment belonging to Wadi El Ku) has the potential to encourage the re-adoption of rural livelihood practices through the promotion of a wide range of economic activities.

To this end, the project will identify the most appropriate integrated water resources management techniques, and will help disseminate adequate packages intended to increase agricultural production and productivity.

The extension work will include microfinance support for marketing of produce and other actions intended to enhance productivity and economic returns to farmers. Further support will include the production and processing of agricultural and forestry products.

Indicative activities:

- support to agricultural extension services in crop diversification and land management;
- improvement of value chain of agricultural products from the project area;
- improvement of access to energy for domestic use.

Result 2: Effective implementation of best practice in land, water and forestry management in the target area

The target population will benefit from the environmental improvement required to promote economic recovery in the target area, mainly the reduction of the negative impact of surface run-off water and the increase of natural infiltration of the soil.

To this end, the project will undertake the rehabilitation and improved management of water courses (wadis), including the provision of water catchment areas and measures to improve the natural resource management in order to prevent soil erosion and control of seasonal floods.
Activities will include various techniques for improved soil conservation and productivity, such as water harvesting, pasture rehabilitation, shelter belts and reforestation. In addition, a number of integrated and complementary approaches will be introduced in order to strengthen community regulation and to protect newly rehabilitated forestry areas.

**Indicative activities:**
- improvement of agricultural production and productivity through land terracing and contouring for soil conservation and rainfall capture;
- improvement of agricultural production through remedial actions for bank protection and channel flow control;
- improvement of forestry production and rehabilitation of forest reserves and shelter belts in selected locations;
- improvement of natural resource management and erosion control through the reforestation of the degraded Gum belt.

**Result 3: Improved sustainability of existing water infrastructure and reduced conflict over water through community-based management of natural resources in the target area**

The project will help develop participatory approaches for the management of natural resources among the beneficiary communities.

To this end, the project will re-introduce sustainable practices for water catchment and allocation through participatory planning and decision making, and will care for the maintenance of rehabilitated water infrastructure and water-use conflict resolution.

In particular, the maintenance of water flow control structures and de-silting of water reservoirs will be done on the basis of cost recovery systems through the formation of catchment water users' networks.

**Indicative activities:**
- establishment of revolving funds and village-level management for maintenance of water infrastructure;
- installation of data sources for rainfall, wadi flow and groundwater availability to inform the wadi basin management system;
- establishment of participatory mechanisms for community planning and decision making.

**Result 4: Project benefits sustained, scaled-up and replicated through the strengthening of organisational capacities and the adoption of adequate policies**

The project will help ensure the sustainability of the environmental and livelihoods improvements in order to mitigate the risk of conflict over resources.

To that end, the project will strengthen the capacities of the various stakeholders to enable the scale-up and replication of successful components.

This result will build on the emerging shared vision for integrated water resource management (IWRM) in Darfur, including the development of capacity for implementation of participatory environmental governance as a necessary step towards achieving sustainable results.

**Indicative activities:**
- formation of the wadi basin management system and interpretation of hydrological data;
- strengthening systems for *wadi* catchment management, including planning, water allocation and maintenance schemes;
- development of commonly agreed practices amongst relevant stakeholders.
### 3.3. Risks and assumptions

The below table presents a summary of the risks and assumptions identified:

<table>
<thead>
<tr>
<th>Risk</th>
<th>Level</th>
<th>Mitigation</th>
</tr>
</thead>
<tbody>
<tr>
<td>Delayed project start affecting key activities which are seasonally</td>
<td>Medium</td>
<td>Topographic and design surveys completed prior to project start-up</td>
</tr>
<tr>
<td>sensitive, and reducing the impact of the project during the first</td>
<td></td>
<td>- Intensified project visibility, awareness raising and community preparedness at the early stages of the project</td>
</tr>
<tr>
<td>year’s agricultural season</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Land tenure issues during and/or after implementation</td>
<td>Medium</td>
<td>Land commission and/or community arbitration mechanisms.</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Using Forestry law to register community forests under the name of Women's associations and other Village organisations.</td>
</tr>
<tr>
<td>Population (in particular land owners) are committed to, participate</td>
<td>Low</td>
<td>- Awareness raising through existing CBO networks.</td>
</tr>
<tr>
<td>and agree to the implementation of the project</td>
<td></td>
<td>Community agreements on land redistribution and compensation.</td>
</tr>
<tr>
<td>Potential conflicts between downstream and upstream water users</td>
<td>Medium to low over</td>
<td>Creation of water management committees and inter-community discussion fora.</td>
</tr>
<tr>
<td></td>
<td>time</td>
<td></td>
</tr>
<tr>
<td>Target area attracting population settlement beyond the design</td>
<td>High</td>
<td>Proper agreements and implementation and monitoring between Urban planning</td>
</tr>
<tr>
<td>capacity of the programme, straining available resources</td>
<td></td>
<td>and Land commission departments.</td>
</tr>
<tr>
<td>Uncertainty and scarcity of hydrological data affecting technical</td>
<td>Medium</td>
<td>Technical surveys, installation of flow meters and rain gauges.</td>
</tr>
<tr>
<td>design.</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Unavailable development specialists with skills and commitment for</td>
<td>Medium to high</td>
<td>Clear job descriptions and ToRs, long term contract arrangements and incentives.</td>
</tr>
<tr>
<td>the long term</td>
<td></td>
<td></td>
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</tbody>
</table>

<table>
<thead>
<tr>
<th>Assumptions</th>
<th>Impact</th>
<th>Observations</th>
</tr>
</thead>
<tbody>
<tr>
<td>Security situation in the target areas will allow the project to be</td>
<td>Significant</td>
<td>Project close to El Fasher: the area has been stable for long time: government assurances to review access rules for development projects.</td>
</tr>
<tr>
<td>implemented</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Rainfall and flood variability will allow infrastructure work to be</td>
<td>Significant</td>
<td>Project design must take chronology of works and seasonality into account to reduce likelihood of early damage.</td>
</tr>
<tr>
<td>completed without damage and delay</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Inflation rate and rising local prices will not significantly raise</td>
<td>Significant</td>
<td>Accurate planning and budgeting; government commitment expressed as a % of donor funds.</td>
</tr>
<tr>
<td>costs or affect local component (state commitment)</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

#### 3.4. Cross-cutting Issues

i) Gender equality

The rapid gender screening survey carried out for this project suggests that women constitute around two-thirds of the adult population in the proposed project area. Traditionally, women play an important role in agriculture and lead all community forestry activities. The survey revealed that both men and women’s communication networks are in place, and there are no cultural barriers which could affect the participatory processes required to develop a meaningful gender-based approach for the project.
As with successful interventions in similar projects in the past, the project will provide for increasing women’s access and control of natural resources, including water and land for agricultural purposes, through enhanced technical capacities, active leadership and participation.

To this end, effective mechanisms are already established with the various community networks, building the capacities of both men’s and women’s groups, and the project will help strengthen their future expansion and long term development.

ii) Environmental sustainability

The project is expected to rehabilitate the farming systems on around 6,500ha of prime agricultural land, previously agro-forested and/or forested. For this purpose, in conjunction with the construction of water harvesting structures for agricultural purposes, various tree varieties will be planted purposely to control desertification and wadi bed and bank erosion and restore degraded areas, whereby increasing agriculture productivity and preserving biodiversity.

In terms of climate change adaptation, the project will help build resilience against drought and the increasing variability in rainfall and their effects on agricultural production. Adaptation benefits are expected to be delivered through agricultural crop improvement and diversification, agro-forestry techniques, social and private forestry production, non-timber forestry products (namely the important economic harvest of Gum Arabic) and biomass production for fodder and energy, thus reducing pressure on critical naturally occurring resources and improving yields of agricultural crops through a more assured water regime.

The project will also help maintain and restore ecological processes vital to a sustainable agricultural production, and reduce damage to downstream and surrounding ecosystems. Water and rainfall harvesting measures and associated forestry activities, utilising local and indigenous forest species, will also contribute to soil restoration and erosion control, both enhancing agricultural production and the regeneration of range vegetation that has been severely affected by over-grazing and uncontrolled expansion of agriculture.

A technical survey providing a baseline against which to assess the impact of all project initiatives will be carried out ahead of the final formulation of the project. The survey will identify and analyse all environmental risks and benefits. Besides, the survey will provide detailed quantitative information to analyse the best possible options that should be supported by the project in order to ensure a sustainable and inclusive access to natural resources among users.

iii) Good governance and human rights

The identification of the project involved wide consultations and ensured an inclusive and meaningful participation of relevant stakeholders in North Darfur. The project will help facilitate the inclusive and equitable access and management of natural resources among the various groups concerned in order to safeguard and improve agricultural production.

In addition, the project will address potential conflicts over rights and use of resources between the various groups through the establishment of permanent monitoring arrangements and the restoration of traditional conflict-resolution mechanisms with the support from existing community-based networks.

Finally, the project will ensure the inclusion of particularly vulnerable groups through suitable components providing opportunities for landless people, displaced populations and poor and marginalised farmers, in particular women, to share the economic, social and environmental benefits from the project.
3.5. **Stakeholders**

There are an estimated 42,000 smallholders in rural farming communities located in the Shagra sub-catchment area in El Fasher Rural locality of North Darfur. Women in particular are preponderant in the family structure of these communities and they have been actively involved in previous initiatives, meaning that the project can capitalise on these achievements in order to ensure a genuine gender approach.

The direct beneficiaries of this project include thirteen rural farming communities across the target area, as well as groups of urban resident farmers who own and cultivate land in this area, which is characterised by severe loss of arable soil and water depletion.

Representatives from farmers’ associations have expressed support and participation in the rectifying measures proposed by this project. They recognise their responsibility in the current situation and have given assurance that they will settle potential arguments over land distribution using traditional mechanisms to accommodate the remedial measures.

Other stakeholders which will indirectly benefit from the project include displaced farmers who are expected to gain access to land provided by the Forests National Corporation, increasing livelihoods opportunities to help restore reserve forests and green belts around El Fasher town.

Displaced population without access to land may also become indirect beneficiaries, should they elect to settle in the project areas, through employment as labourers in the agricultural schemes promoted by the project. Moreover, rural communities adjacent to the project area may receive an improved water flow as a result of the earth works and other measures included in the project.

4. **IMPLEMENTATION ISSUES**

4.1. **Method of implementation**

**Joint management:** the project will be implemented through the signature of a contribution agreement with the United Nations Environment Programme (UNEP) in accordance with Article 29 of the Regulation (EC) No 215/2008 on the Financial Regulation applicable to the 10th European Development Fund and the FAFA\(^\text{13}\).

UNEP complies with the criteria provided for in the applicable Financial Regulation. The agency is deemed the most suitable to implement the project, considering its core mandate in relation to the main objective of the project, which is to improve rural livelihoods by means of supporting the integrated management of natural resources in conjunction with the improvement of agricultural productivity.

UNEP will be responsible for the overall implementation of the project and will establish effective liaisons with relevant bodies providing environmental and agricultural support towards harmonisation and effective capacity development.

An advisory committee will be set up to counsel on the overall direction and policy of the project. It will be composed of the EU Delegation, UNEP and other donors and partners.

4.2. **Procurement and grant award procedures**

Joint management:

\(^{13}\) The Financial and Administrative Framework Agreement (FAFA) between the European Community, represented by the Commission of the European Communities and the United Nations signed 29\textsuperscript{th} April 2003.
All contracts implementing the action are awarded and implemented in accordance with the procedures and standard documents laid down and published by the relevant International Organisation.

4.3. **Budget and calendar**

The total estimated budget for the project is EUR 7 000 000 financed by EDF Special Funds for Sudan (Council decision 2010/406/EU). The foreseen operational duration is 36 months as from the entry into force of the standard contribution agreement.

The indicative budget for the EU contribution is as follows:

<table>
<thead>
<tr>
<th>Categories</th>
<th>Type of contract</th>
<th>EU contribution (EUR)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Result 1</td>
<td></td>
<td>1,300,000</td>
</tr>
<tr>
<td>Result 2</td>
<td></td>
<td>2,450,000</td>
</tr>
<tr>
<td>Result 3</td>
<td></td>
<td>1,300,000</td>
</tr>
<tr>
<td>Result 4</td>
<td></td>
<td>1,300,000</td>
</tr>
<tr>
<td>Communication and visibility</td>
<td></td>
<td>50,000</td>
</tr>
<tr>
<td>Audits</td>
<td></td>
<td>50,000</td>
</tr>
<tr>
<td>External Evaluations</td>
<td>Framework contract</td>
<td>200,000</td>
</tr>
<tr>
<td>Contingencies* (5%)</td>
<td></td>
<td>350,000</td>
</tr>
<tr>
<td><strong>TOTAL</strong></td>
<td></td>
<td><strong>7,000,000</strong></td>
</tr>
</tbody>
</table>

* The EU contribution to the “Contingencies“ heading may be used only with prior agreement of the Commission

4.4. **Performance monitoring**

Performance monitoring will be under the overall responsibility of UNEP based on indicators that are specific, measurable, attainable, realistic and time-based. A baseline study will be carried out at the inception of the project, to be able to track progress over time. The project will submit annual progress reports and a completion report.

4.5. **Evaluation and audit**

A mid-term evaluation will assess progress in the implementing of activities towards delivering the proposed outputs, and whether or not adjustments are needed in activities and/or budgetary allocations. A final impact and evaluation study will be performed at the end of the project and will show to what extent the baseline data has changed and whether this was in accordance with the targets set, so that relevant conclusions will be obtained with regards to the performance of the project, indicating if future actions are needed to assure continuity of project activities.

Under joint management, UNEP will be responsible for the audit implementation as regards to the Financial and Administrative Framework Agreement (FAFA) signed with the United Nations. Therefore, project accounts, financial statements and records will be audited each year by auditors contracted by UNEP under project funds.

4.6. **Communication and visibility**

Standards for visibility will be derived from the “EU visibility guidelines for external actions” and the “Joint Visibility Guidelines for EC-UN actions in the field”. Communication and visibility related activities, including a specific budget, will be considered as part of the
contribution agreement with UNEP. Communication and visibility related activities, including a specific budget, will be considered as part of the contribution agreement with UNEP.