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ANNEX 2

to the Commission Implementing Decision on the financing of the multiannual action plan in favour of the Republic of South Sudan for 2022 and 2023 part 1

Action Document for Support on an Enabling Environment for Elections in South Sudan

ANNUAL PLAN
This document constitutes the annual work programme within the meaning of Article 110(2) of the Financial Regulation, within the meaning of Article 23 of the NDICI-Global Europe Regulation.

1 SYNOPSIS

1.1 Action Summary Table

1. Title **CRIS/OPSYS business reference** **Basic Act**	Support on an Enabling Environment for Elections in South Sudan OPSYS number: ACT-60966 Financed under the Neighbourhood, Development and International Cooperation Instrument (NDICI-Global Europe)
2. Team Europe Initiative	Yes Team Europe Initiative "Good governance, peace and rule of law for a just society" in South Sudan This action will be part of the Team Europe Initiative (TEI) "Good governance, peace and rule of law for a just society" in South Sudan (under development). Member States contributing to the TEI are France, Germany, the Netherlands, and Sweden. The TEI is covering interventions of approximately EUR 100 000 000, of which Member States' contributions are expected to amount up to EUR 50 000 000 and the remaining EUR 50 000 000 will come from the EU budget (AAP 2021, AAP 2022 and CSO-LA).
3. Zone benefiting from the action	The action shall be carried out in South Sudan
4. Programming document	Multiannual Indicative Programme for South Sudan, for the period 2021-2027
5. Link with relevant MIP(s) objectives / expected results	**Priority area 3: Good governance, peace and rule of law for a fairer society** Specific objective 1: Contribute to the peace and reconciliation Specific objective 2: Strengthen the rule of law and promote human rights with a focus on women and girls Specific objective 3: Improve/increase the capacity of public sector institutions, management transparency and accountability Specific objective 4: Increase public participation, in particular of women and youth
PRIORITY AREAS AND SECTOR INFORMATION	
6. Priority Area(s), sectors	DAC 151 – Governance, and DAC 152 – Conflict, peace and security

7. Sustainable Development Goals (SDGs)	Main SDG : 16 "Peace, Justice, and Strong Institutions"
	Other significant SDGs and where appropriate, targets:
	SDG 5 "Gender equality", target 5.5 "Ensure women's full and effective participation and equal opportunities for leadership at all levels of decision-making in political, economic and public life"
	SDG 10 "Reducing Inequality", target 10.2 "By 2030, empower and promote the social, economic and political inclusion of all, irrespective of age, sex, disability, race, ethnicity, origin, religion or economic or other status".

8 a) DAC code(s)	150 - Governance– 80%
	152 – Conflict, peace and security – 20 %

8 b) Main Delivery Channel	41000 UN entitities – United Nations Agency, Fund or Commission (UN)

9. Targets	☐ Migration
	☐ Climate
	☐ Social inclusion and Human Development
	☒ Gender
	☐ Biodiversity
	☐ Education
	☒ Human Rights, Democracy and Governance

10. Markers (from DAC form)	General policy objective @	Not targeted	Significant objective	Principal objective
	Participation development/good governance	☐	☐	☒
	Aid to environment @	☒	☐	☐
	Gender equality and women's and girl's empowerment	☐	☒	☐
	Trade development	☒	☐	☐
	Reproductive, maternal, new-born and child health	☒	☐	☐
	Disaster Risk Reduction @	☒	☐	☐
	Inclusion of persons with Disabilities @	☐	☒	☐
	Nutrition @	☒	☐	☐
	RIO Convention markers	**Not targeted**	**Significant objective**	**Principal objective**
	Biological diversity @	☒	☐	☐
	Combat desertification @	☒	☐	☐
	Climate change mitigation @	☒	☐	☐
	Climate change adaptation @	☒	☐	☐

11. Internal markers and Tags:	Policy objectives	Not targeted	Significant objective	Principal objective
	Digitalisation @	☒	☐	☐
		YES	NO	
	digital connectivity	☐	☐	

	digital governance	☐	☐	/
	digital entrepreneurship	☐	☐	
	digital skills/literacy	☐	☐	
	digital services	☐	☐	
	Connectivity @	⊠	☐	☐
		YES	NO	/
	digital connectivity	☐	☐	
	energy	☐	☐	
	transport	☐	☐	
	health	☐	☐	
	education and research	☐	☐	
	Migration @ (methodology for tagging under development)	⊠	☐	☐
	Reduction of Inequalities @ (methodology for marker and tagging under development)	☐	⊠	☐
	Covid-19	⊠	☐	☐

| **BUDGET INFORMATION** | | | | |

12. Amounts concerned	Budget line(s) (article, item): BGUE-B2022-14.020121-C1-INTPA Total estimated cost: EUR 5 000 000 Total amount of EU budget contribution EUR 5 000 000

| **MANAGEMENT AND IMPLEMENTATION** | |

13. Type of financing	**Direct management** through: - Grants - Procurement **-Indirect management** with the entity(ies) to be selected in accordance with the criteria set out in section 4.4.3.

1.2 Summary of the Action

The action aims to support a peaceful and enabling environment for inclusive and transparent democratic processes to take place. The action is aligned with the broader objectives of the government's National Development Strategy and the Revitalised Agreement on the Resolution of the Conflict in the Republic of South Sudan (R-ARCSS), which envisages elections reflecting the will of the people as a key and final component of the peace agreement. In particular, it further strengthens EU's (and EU Member States (MS)) impactful key-and forefront role within the multilateral agenda on key-reform processes in South Sudan and complements and has synergies with EU's support to the monitoring body of the ceasefire agreement (Ceasefire Transitional Security Arrangements, Monitoring and Verification Mechanism – CTSAMVM), to the monitoring body of R-ARCSS (Reconstituted Joint Monitoring and Evaluation Commission – RJMEC), to the Constitution Making Process, and to the Resilience, Stabilization and Resilience Trustfund (RSRTF) linked to the UN Mission in South Sudan (UNMISS).

Following the statement of the president of the Security Council of 27 October 2021, the UN mission in South Sudan (UNMISS) has been mandated to establish an integrated electoral assistance team. In that context, an electoral needs assessments mission (NAM) report of 13 July 2021 recommends international partners to "*provide*

early and sustained support to the electoral processes of South Sudan". The NAM report refers to reliance mainly on the United Nations (UN), the African Union (AU), the Intergovernmental Authority on Development (IGAD), the Troika [*Norway,UK, USA*], the EU, and to the unique position of UNMISS to play a coordinating role amongst regional and international partners. Therefore, in order to enhance its impact, the action will contribute to the support led by multilateral partners whilst complementary technical technical assistance support together with support to civil society enhancing civic space and inclusiveness in electoral processes, both directly managed and coordinated by EU, will contribute to and further enhance EU's leading role in key reform processes for South Sudan to develop to a more legitimitate State.

As an integral part of the peace process, the hope of forthcoming elections is not only to elect legitimate political leaders, but also to consolidate peace. There is a general concensus amongst all partners that transparent, inclusive and credible elections is the only way for South Sudan to gain lasting peace. An election may be necessary but is in itself not enough, without an environment that fosters trust and acceptance of election results and that enables citizens to participate in a meaningful way. This requires a holistic approach that fuses areas of respect for human rights, equality and inclusiveness of participation, access to information, appropriate legislative frameworks and independent institutions - in particular at the level of the National Elections Commission, the Political Parties Council, and the judiciary level, political consensus and security, to create conducive context in which the electoral process can take place. The project will therefore connect with the multilateral partners (in particular United Nations Development Programme - UNDP - and UNMISS) and with national actors (such as the transitional government, the public institutions on both national and sub-national level, as well as the civil society). to achieve its objectives through fostering a more enabling environment for the elections, and strengthening the institutions to conduct the electoral process themselves.

The action results are structured around three inter-related outcomes:
1. To strengthen institutional capacity on legal and normative framework for transparent, inclusive and credible elections.
2. To enhance electoral and political rights and citizens' access to information.
3. To increase inclusion and participation of underrepresented groups in democratic processes, with a special focus on women and youth.

This is aligned with the EU Multiannual Indicative Programme (MIP) for South Sudan (2021-2027) priority area 3 "Good governance, peace and the rule of law for a fairer society" and is directly contributing to its objectives to foster peace and reconciliation, to strengthen the rule of law and promote human rights with a focus on women and girls, to improve/increase the capacity of public sector institutions, management transparency and accountability, and to increase inclusive public participation, in particular of women and youth.

The action will further be aligned with the priorities of the **Action Plan on Gender Equality and Women's** Empowerment in External Relations 2020–2025 (GAP III) and the **Youth Action Plan in EU external action for 2022-2027**.

The action will deliver activities in the sector of Government & Civil Society (DAC Sector 150) and will directly contribute to strengthen SDG 16 "peace, justice and strong institutions" as well as SDG 5 "Gender equality" and SDG 10 "Reducing Inequality".

The action will also contribute to the Team Europe Initiative on "Good governance, peace and rule of law for a just society" (in development). The Team Europe Initiative will work on both the national level to support key reform processes, as well on the subnational level to strengthen the resilience of local communities and address root causes of violence. The interventions will strengthen the peace process and will contribute to a more enabling environment for an inclusive transition to a peaceful and democratic nation. The action will strengthen EU and EU Member States' central political position within the multilateral and regional community (UN, UNMISS, WB, IMF, Troika, IGAD and AU) for advocacy on transformational change towards a more legitimate State. EU support has been essential for some of the key processes in the implementation of the peace agreement and this action would position the EU in coordination with EU MS as one of the key international partners supporting South Sudan in the transitional process by promoting an inclusive and transparent democratic development.

2 RATIONALE

2.1 Context

Since South Sudan's independence in 2011, the country's progress towards stability and peace is hampered because of protracted local **conflicts** and **violence**, a massive **displacement** situation, **human rights abuses** (especially affecting women and children), arbitrary arrests and detentions resulting in a **shrinking civic space,** violations of International Humanitarian Law (IHL), **climate change** (increasing recurrence of floods). As a consequence, the majority of the population lives in **dire humanitarian conditions**.

Road **connectivity** is nearly **inexistent** and the **economy** is still largely dependent **on oil-related revenue** and on **international aid**. This in combination widespread **corruption** has a significant negative impact on economic growth, exchange rate, inflation and fiscal deficit. The state lacks both capacity and the political will to respond to the dire needs of the population.

The **Revitalised Agreement on the Resolution of the Conflict in the Republic of South Sudan** (R-ARCSS), signed in September 2018, calls for "**free, fair and credible national elections**" that reflect the will of the people, to be carried out sixty days before the end of the transition period. This would **be the first time** that South Sudan conducts a general election since the country's independence in July 2011. However, in the absence of a conducive environment for elections, the timeline for elections remains uncertain. In August 2022, the parties to the peace agreement agreed to launch the process of amending the peace agreement to extend the transitional period with two years, thus effectively postponing elections to December 2024. In this context it is particularly important for the international community and in particular for the EU to timely connect on election preparations and reinforce its impactful forefront role in key reform processes.

The implementation of the **peace agreement is lagging** mainly in the **absence of political buy-in.** In 2021, some momentum was created around the inauguration of the revitalized transitional national legislative assembly (RTNLA), but RTNLA suffers from capacity flaws and lack of driving engagement of its members. The revised national development strategy and the national budget (2021/2022) were adopted in the first quarter of 2022, but the **adoption of critical acts related to security and elections are delayed**. Censorship and arbitrary detainments result in **shrinking civic space**.

The roadmap for elections is yet to be adopted, but election preparations are high on the multilateral partners´ (in particular UNMISS and UNDP) agenda. There is general consensus amongst the international community that **too early elections** (in 2023, within a non-conducive environment) risk exacerbating ongoing **spiral cycles of violence**. All multinational and international partners (including the EU Heads of Missions) highlight the **prior need for progress on enabling environment** (whilst recognising however that **elections should not be postponed too long**). A shrinking civic space and the lack of accountability and political buy-in to the implementation of the peace agreement contribute to the risk of public mistrust to the democratic process. Nevertheless, elections still represent a hope for improved political legitimacy.

The UN conducted an electoral needs assessment, and on the recommendation from the UN Secretary-General, **UNMISS** has taken the lead on **coordinating support for a conducive environment for elections (as per its recently updated mandate).** Therefore, the **EU will connect with the multilateral agenda on election preparations**, in particular with the recently updated UNMISS mandate targeting conduciveness for the organisation of elections.

This Action is aligned with **MIP priority area 3** *Good governance, peace and rule of law for a fairer society* and the **Global Strategy for the European Union's Foreign Security Policy** (EUGS 2016) and **'A New Strategic Agenda for 2019 –2024'**, adopted by the European Council and promoting global peace and stability with democracy and human rights as key objectives. It will promote the core values of the EU, and contribute to its policy objectives spelled out in the **New Consensus on Development** and the implementation of the **EU-Africa**

Comprehensive Strategy. The Action will directly contribute **SDG 16 on 'Peace, Justice, and Strong Institutions'.**

2.2 Problem Analysis

Short problem analysis: The transitional period of the peace agreement in South Sudan is to end in general elections. For these elections to be transparent, inclusive and credible, supporting the operational aspects (hardware) of election implementation addresses only part of the picture. It is foremost essential to support the creation of **enabling conditions** that allow citizens to participate in a meaningful way, and that lead to **election outcomes that are seen as genuine/accepted by all**. This requires citizen's **trust in processes** including enabling conditions for appropriate legislative frameworks (e.g. national elections' act and political parties' act), respect for human rights, adequate institutions, inclusive public education and participation, enabling security arrangements, etc.

As the first elections in South Sudan, intended to bring in representative institutions under an agreed political framework, it will be particularly important to ensure all communities are equally able to participate – as voters, as candidates and in decision making processes on the electoral framework. This principle is at the core of the concept of "free and fair elections" envisaged within the peace agreement. However, there are a number of groups who are often underrepresented and marginalized from political life, and targeted efforts may be required to ensure the equal and meaningful participation of women, youth, persons with disabilities, displaced persons, refugees and other minority or political groups for a fully inclusive post-transitional state.

Elections are inherently **complex political and technical processes**. They comprise many inter-related sub-processes, rely upon a number of institutions, and involve an array of stakeholders, including the public at large. Hence, the relevance and need for **EU to connect with a holistic and coordinated multilateral agenda** (in particular connected with UNMISS' mandate) **on an enabling environment for elections**. The electoral process and the technical preparations will be dependent on political buy-in from the transitional government and the parties to the peace agreement.

The action aims to support an enabling environment for inclusive democratic processes to take place in South Sudan. The action is **complementary to AAP 2021** on its intervention on **permanent constitution making** and investment in the South Sudan Multi-Partner Trust Fund for Reconciliation, Stabilisation, Resilience (RSRTF) linked to operations of UNMISS, the latter including **thematic window** on elections.

Identification of main stakeholders and corresponding institutional and/or organisational issues (mandates, potential roles, and capacities) to be covered by the action:

Main stakeholders in the Action will be national and local authorities and civil society, and multilateral partners in particular UNMISS, and international and national NGOs, as well as regional partners (the African Union – AU, the Intergovernmental Authority on Development – IGAD).

A) Rights holders

Representatives of the South Sudanese society, including internally displaced and refugees, have a crucial role in the ongoing and upcoming reforms and processes which provide for direct and indirect participation of right holders, including:
- Youth: South Sudan's young population needs to be empowered in the political, economic and rights-based approach agenda.
- Women: The considerable gender disparities need to be addressed. Girls and women in vulnerable situations need to be protected and have a voice in the public debate.
- Civil society: civic space needs to widen, in particular in the context of the permanent constitution making process, elections, but also on Human Rights and public accountability.
- Churches are an important stakeholder in South Sudan, being present and reaching out to the population throughout the country, including remote and difficult accessible areas.
- Marginalised communities and people that are living in the most vulnerable situations (such as displaced people, persons with disabilities, people living in remote, natural and man-made disaster and conflict-affected areas) need to be included.

B) Duty bearers:

Entities documenting human rights and International Humanitarian Law (IHL) **violations** and working on victims' rights require technical support to maintain and expand activities including to claim end enjoy rights.

The Transitional Government of National Unity (RTGoNU), **the Transitional National Legislative Assembly (RTNLA)**, the **Council of States of South Sudan** (and any succeeding parliamentary body) and subnational authorities.

National accountability institutions: the independent commissions and institutions provided for in the transitional constitution of South Sudan, e.g. Human Rights Commission, Anti-Corruption Commission, are weak (insufficient human and financial capacities).

Bodies which will be responsible for preparation and implementation of general elections will need technical support to implement their tasks. According to current regulations, the **National Elections Commission** is an independent body with permanent structures at central and state level and is responsible for regulating and supervising national, state and local elections, as well as referenda. Other key bodies with specific roles in election management include the **Political Parties Council**, which is responsible for political party registration, including the authority to suspend or exclude parties from elections and the **judiciary** (Supreme Court and designated competent Courts) which may "rule on matters presented for adjudication" relating to the National Elections Act.

South Sudanese parties and stakeholders to the R-ARCSS: need to step up engagement to move forward the implementation of the agreement and liaise with their constituencies.

International community: Multilateral partners, such as the United Nations Mission in South Sudan (UNMISS), the United Nations (UN) agencies, World Bank (WB), and the International Monetary Fund (IMF), regional partners, such as the African Union (AU) and the Intergovernmental Authority on Development (IGAD), and like-minded bilateral partners.

A key stakeholder will be **UNMISS with their renewed mandate** *to prevent a return to civil war, build durable peace and support inclusive, accountable governance and free, fair and peaceful elections in accordance with the Revitalized Peace Agreement.* UNMISS also have the operational capacity and geographical presence to support public consultations and public outreach.

3 DESCRIPTION OF THE ACTION

3.1 Objectives and Expected Outputs

The Overall Objective (Impact) of this action is to **promote a peaceful and enabling environment for inclusive and transparent democratic processes to take place.**

The Specific(s) Objective(s) (Outcomes) of this action are to

1. strengthen institutional, legal and normative framework for transparent, inclusive and credible elections,
2. enhance electoral and political rights and citizens' access to information,
3. increase inclusion and participation of underrepresented groups in democratic processes, with a special focus on women and youth.

The Outputs to be delivered by this action contributing to the corresponding Specific Objectives (Outcomes) are

1.1 contributing to Outcome 1 (or Specific Objective 1) Laws and policies for transparent, inclusive and credible elections developed/revised and better implemented

1.2 contributing to Outcome 1 (or Specific Objective 1) Strengthened institutional capacities for professional, transparent and accountable election management.

2.1 contributing to Outcome 2 (or Specific Objective 2) Strengthened capacity of human rights monitoring mechanisms, CSOs and media to monitor, analyse and report on human rights.

> 2.2 contributing to Outcome 2 (or Specific Objective 2) Strengthened capacities of media to provide access to accurate and impartial information.
>
> 2.3 contributing to Outcome 2 (or Specific Objective 2) Promoted national and community-based initiatives related to inclusive civic and voter education.
>
> 3.1 contributing to Outcome 3 (or Specific Objective 3) Strengthened civic engagement in promoting electoral standards and good practices.
>
> 3.2 contributing to Outcome 3 (or Specific Objective 3) Fostered inclusive political participation in elections.

3.2 Indicative Activities

> Activities relating to Output 1.1: Provide guidance and technical advice to national and subnational authorities and other electoral stakeholders on legal and regulatory framework for elections.
>
> Activities relating to Output 1.2: Provide capacity development to national and subnational authorities and other electoral stakeholders.
>
> Activities relating to Output 2.1: Conduct training and provide guidance and technical support for the South Sudan Human Rights Commission, CSOs and media to monitor, analyse and report on human rights. Raise awareness on human rights in elections, and the role of different stakeholders in safeguarding them.
>
> Activities relating to Output 2.2: Conduct training and provide guidance and technical support to enhance professionalism, accuracy and neutrality of media reporting during elections, including investigative reporting, gender sensitive reporting and conflict sensitive reporting.
>
> Activities relating to Output 2.3: Support design and delivery of civic and voter education through national and community-based initiatives.
>
> Activities relating to Output 3.1: Conduct training and provide guidance and technical support for civil society and grass roots organisations to monitor, analyse and report on electoral and political processes.
>
> Activities relating to Output 3.2: Facilitate consultations on challenges facing under-represented groups in political participation in elections and ways they can access or engage with political leadership to promote inclusive policies. Provide information and support to women and other under-represented groups on how to prepare for electoral contestation, including how to stand for candidacy and conduct campaigns.
>
> The commitment of the EU's contribution to the Team Europe Initiative to which this action refers, will be complemented by other contributions from Team Europe members. It is subject to the formal confirmation of each respective member's meaningful contribution as early as possible. In the event that the TEIs and/or these contributions do not materialise, the EU action may continue outside a TEI framework.

3.3 Mainstreaming

> **Environmental Protection & Climate Change**
>
> **Outcomes of the SEA screening** (relevant for budget support and strategic-level interventions)
> The Strategic Environmental Assessment (SEA) screening concluded that no further action was required.
>
> **Outcomes of the EIA (Environmental Impact Assessment) screening** (relevant for projects and/or specific interventions within a project)
> The EIA (Environment Impact Assessment) screening classified the action as Category C (no need for further assessment).
>
> **Outcome of the CRA (Climate Risk Assessment) screening** (relevant for projects and/or specific interventions within a project)
> The Climate Risk Assessment (CRA) screening concluded that this action is no or low risk (no need for further assessment).

3.4 Risks and Lessons Learnt

Category	Risks	Likelihood (High/ Medium/ Low)	Impact (High/ Medium/ Low)	Mitigating measures
1-to the external environment	Increased instability and insecurity, including levels of violence, and/or a reduction in political and civic space, make project activities difficult or impossible.	High	High	The action will continuously monitor the political and security environment and make adjustments so as to "Do No Harm" through project actions and target interventions where actions are possible.
1-to the external environment	Returns of refugees and internally displaced might be used to engineer electoral	High	High	The EU and its partners will continue to advocate and insist on the voluntary nature of returns in addition to returns being safe, informed, dignified and sustainable. The activities of the action

				will aim to safeguard IDPs and refugees from forced returns.
1-to the external environment	Delays to implementation of the R-ARCSS, including the framework for elections, reduce the timeframe available for action activities and election preparations.	High	Medium	Action priorities will be reviewed and revised with key stakeholders in light of the electoral timetable.
1-to the external environment	Lack of consensus, or limited inclusive dialogue, on the electoral framework negatively impacts on acceptance and/or sustainability of election outcomes.	High	Medium	The action will support advocacy efforts of UNMISS, regional bodies and the international community to foster consensus and inclusiveness in dialogue on the electoral framework.
2-to planning, processes and systems	Weak capacity, or lack of commitment, of national partners and stakeholders impedes delivery of concrete results in a timely manner.	Medium	Medium	The project will work collaboratively with national partners to agree priorities and ensure the project is understood. The project will define interventions realistically in relation to national capacities.
2-to planning, processes and systems	Different priorities between Government, implementing partners and development partners results in lack of agreement on action activities' priorities.	Medium	Low	Through action governance structures, the action will seek to build consensus ,in coordination with multilateral partners, around priorities, and remain flexible to emerging needs and priorities.
3-to people and the organisation	Weak infrastructure and communications limit the action's	High	Medium	The action will work with multilateral, international and national partners, according to comparative advantages, to extend the project's reach to as wide a

	access to certain areas and communities.			range of areas and target groups as possible.
3-to people and the organisation	Spoilers attempt could slow or halt the activity implementation, intermittently or severely	High	High	Wide-ranging and regular communication will be conducted at all levels with stakeholders, e.g. with parties and stakeholders of R-ARCSS in the framework of R-ARCSS oversight mechanism meetings, jointly with Member States under Team Europe approach and in close coordination with international community and donors.

Lessons Learnt:

Given the volatile and political unpredictable environment in South Sudan, a flexible approach for any intervention is needed. Therefore the descriptions of activities need to include flexibilities and mitigating measures for swift response and adapting to emerging and changing needs during implementation of the action.

Conflict sensitivity and do-no-harm needs to be factored in into all interventions, in line with the recommendations of the conflict analysis screening finalised by EU and to be regularly updated.

Continuous, consistent, long-term engagement and policy/political advocacy directly with public authorities in coordination with international, multilateral and regional partners (in particular AU and IGAD) can lead to substantial change of behaviour, e.g. increase transparency of process, publication of information.

The action will be complementary to ongoing and planned EU and other donor funded interventions, in particular the planned support under Annual Action Plan 2021 to the permanent constitution making process and to RSRTF linked to operations of UNMISS and including a thematic window on elections), and will build synergies and links whenever possible.

3.5   The Intervention Logic

The underlying intervention logic for this action is that

IF the activities to support an enabling environment for democratic processes are undertaken

AND there is political will to complete reforms in the R-ARCSS and to hold transparent and inclusive elections,

THEN the Outputs

> 1.1 laws and policies for transparent, inclusive and credible elections developed/revised and better implemented,
> 1.2 strengthened institutional capacities for professional, transparent and accountable election management,
> 2.1 strengthened capacity of human rights monitoring mechanisms, CSOs and media to monitor, analyse and report on human rights,
> 2.2 strengthened capacities of media to provide access to accurate and impartial information,
> 2.3 promoted national and community-based initiatives related to inclusive civic and voter education,
> 3.1 strengthened civic engagement in promoting electoral standards and good practices,
> 3.2 fostered inclusive political participation in elections,,

will be produced.

IF the Outputs are delivered

AND the security situation and climate allow project / activity implementers to access targeted locations and interlocutors, target groups are interested in participating in the activities, and there is an engabling environment for activities to be implemented and for targeted groups to participate,

THEN the Outcomes to:

> 1. strengthen institutional,legal and normative framework for transparent, inclusive and credible elections;
> 2. enhance electoral and political rights and citizens' access to information,
> 3. increase inclusion and participation of underrepresented groups in democratic processes, with a special focus on women and youth,

will be realised.

IF the Outcome(s) are achieved

AND there is political will to complete reforms in the R-ARCSS and to hold elections, as well as public interest to engage in electoral and political processes,

THEN the action will contribute to the desired impact to promote a peaceful and enabling environment for inclusive and transparent democratic processes to take place.

This is *BECAUSE* the parties to the peace agreement have in the past two years shown willingness, although limited, to adhere to the peace agreement and to find a peaceful conclusion of the transitional period.

3.6   Logical Framework Matrix

This indicative logframe constitutes the basis for the monitoring, reporting and evaluation of the intervention.
On the basis of this logframe matrix, a more detailed logframe (or several) may be developed at contracting stage. In case baselines and targets are not available for the action, they should be informed for each indicator at signature of the contract(s) linked to this AD, or in the first progress report at the latest. New columns may be added to set intermediary targets (milestones) for the Output and Outcome indicators whenever it is relevant.
- At inception, the first progress report should include the complete logframe (e.g. including baselines/targets).
- Progress reports should provide an updated logframe with current values for each indicator.
- The final report should enclose the logframe with baseline and final values for each indicator.

The indicative logical framework matrix may evolve during the lifetime of the action depending on the different implementation modalities of this action.
The activities, the expected Outputs and related indicators, targets and baselines included in the logframe matrix may be updated during the implementation of the action, no amendment being required to the Financing Decision.

PROJECT MODALITY (3 levels of results / indicators / Source of Data / Assumptions - no activities)

Results	Results chain (@):	Indicators (@):	Baselines (2021)	Targets (2027)	Sources of data	Assumptions
Impact	To promote a peaceful and enabling environment for inclusive and transparent democratic processes to take place.	1 Country score according to the Electoral Democracy Index developed by V-Dem	1 0.14	1 >0.14	1 V-Dem Democracy website www.v-dem.net/	*Not applicable*
Outcome 1	1 Strengthened institutional, legal and normative framework for transparent, inclusive and credible elections.	1.1 Number of legislative provisions amended or adopted that enhance inclusion in electoral processes 1.2 Extent to which the National Elections Commission has requisite capacities and independence to deliver core functions	1.1 tbd 1.2 tbd	1.1 tbd 1.2 tbd	1.1 Text of laws and regulations. Baseline and endline studies will be conducted and budgeted by the EU-funded intervention 1.2 Partner Reporting, Progress reports for the EU-funded intervention. Baseline and endline studies will be conducted and budgeted by the	There is political will to complete reforms in the R-ARCSS and to hold elections.

					EU-funded intervention.
Outcome 2	2 Enhanced electoral and political rights and citizens' access to information.	2.1 Number / proportion of election facilities covered by domestic observers (a) voter registration, (b) candidate registration, (c) polling and counting, (d) results tabulation 2.2 Proportion of population reached by a civic/voter education campaign, disaggregated by sex	2.1 0 2.2 0	2.1 tbd 2.2 50%	2.1 Partner Reporting, Progress reports for the EU-funded intervention. 2.2 Partner Reporting, Progress reports for the EU-funded intervention.	There is public interest to engage in electoral and political processes.
Outcome 3	3 Increased inclusion and participation of underrepresented groups in democratic processes, with a special focus on women and youth.	3.1 Proportion of candidates for parliamentary elections who are women (%) 3.2 Number of registered political parties with voluntary quotas or inclusion policies (on gender, youth, PwDs, IDPs and refugees, other minorities)	3.1 0 3.2 0	3.1 >35% 3.2 4	3.1 NEC data, Partner Reporting, Progress reports for the EU-funded intervention. 3.2 Partner Reporting, Progress reports for the EU-funded intervention.	
Output 1 **relating to Outcome 1**	1.1 Laws and policies for transparent, inclusive and credible elections developed/revised and better implemented	1.1.1 Number of forums that promote dialogue and consensus around the constitutional and legislative framework organised with support of the EU-funded intervention 1.1.2 Number of government policies developed or revised with civil society organisation participation through EU support (GERF 2.29)	1.1.1 0 1.1.2 0	1.1.1 tbd 1.1.2 tbd	1.1.1 Partner Reporting, Progress reports for the EU-funded intervention. 1.1.2 Partner Reporting, Progress reports for the EU-funded intervention.	Project / activity implementers can access targeted locations and interlocutors. Target groups are interested in participating

Output 2 **relating to Outcome 1**	1.2 Strengthened institutional capacities for professional, transparent and accountable election management.	1.2.1 Number of civil servants (from institutions involved in the electoral process) trained by the EU-funded intervention with increased knowledge and/or skills in election management, disaggregated by sex 1.2.2 Proportion of staff trained/mentored who feel more effective in their jobs due to training and capacity building interventions by the EU-funded intervention (%)	1.2.1 0 1.2.2 0%	1.2.1 tbd 1.2.2 90%	1.2.1 Pre- and post-training tests reports, Partner Reporting, Progress reports for the EU-funded intervention. 1.2.2 Partner Reporting, Progress reports for the EU-funded intervention.	in the activities. There is an engabling environment for activities to be implemented and for targeted groups to participate.
Output 1 **relating to Outcome 2**	2.1 Strengthened capacity of human rights monitoring mechanisms, CSOs and media to monitor, analyse and report on human rights.	2.1.1 Number of persons trained by the EU-funded intervention with increased knowledge and/or skills on election human rights monitoring, disaggregated by sex 2.1.2 Number of NGOs and grass roots organisations that are monitoring and reporting on human rights with support from the EU-funded intervention	2.1.1 0 2.1.2 0	2.1.1 tbd 2.1.2 tbd	2.1.1 Pre- and post-training tests reports, Partner Reporting, Progress reports for the EU-funded intervention. 2.1.2 Partner Reporting, Progress reports for the EU-funded intervention.	
Output 2 **relating to Outcome 2**	2.2 Strengthened capacities of media to provide access to accurate and impartial information.	2.2.1 Number of media workers trained or mentored by the EU-funded intervention, disaggregated by sex 2.2.2 Number of media outlets (such as radio stations) that improve their reporting on political and electoral issues with support from the EU-funded intervention	2.2.1 0 2.2.2 0	2.2.1 tbd 2.2.2 tbd	2.2.1 Partner Reporting, Progress reports for the EU-funded intervention. 2.2.2 Partner Reporting, Progress reports for the EU-	

					funded intervention.
Output 3 **relating to Outcome 2**	2.3 Promoted national and community-based initiatives related to inclusive civic and voter education..	2.3.1 Number of national entities involved in delivering civic / voter education in coordination with the NEC with support of the EU-funded intervention 2.3.2 Number of civic group members trained by the EU-funded intervention to deliver voter education for elections, disaggregated by sex	2.3.1 0 2.3.2 0	2.3.1 tbd 2.3.2 tbd	2.3.1 Partner Reporting, Progress reports for the EU-funded intervention. 2.3.2 Pre- and post-training tests reports, Partner Reporting, Progress reports for the EU-funded intervention.
Output 1 **relating to Outcome 3**	3.1 Strengthened civic engagement in promoting electoral standards and good.	3.1.1 Number of national / local activities implemented by civic groups to promote inclusive democratic processes with support of the EU-funded intervention	3.1.1 0	3.1.1 tbd	3.1.1 Partner Reporting, Progress reports for the EU-funded intervention.
Output 2 **relating to Outcome 3**	3.2 Fostered inclusive political participation in elections.	3.2.1 Number of electoral aspirants from marginalised groups trained by the EU-funded intervention with increased knowledge and/or skills on ways to enhance their electoral participation, disaggregated by sex and age 3.2.2 Number of political party representatives trained by the EU-funded intervention with increased knowledge and/or skills on inclusive participation of women and/or other marginalised groups, disaggregated by sex	3.2.1 0 3.2.2 0	3.2.1 tbd 3.2.2 tbd	3.2.1 Pre- and post-training tests reports, Partner Reporting, Progress reports for the EU-funded intervention.3.2.2 Pre- and post-training tests reports, Partner Reporting, Progress reports for the EU-funded intervention.

4 IMPLEMENTATION ARRANGEMENTS

4.1 Financing Agreement

In order to implement this action, it is not envisaged to conclude a financing agreement with the Republic of South Sudan.

4.2 Indicative Implementation Period

The indicative operational implementation period of this action, during which the activities described in section 3 will be carried out and the corresponding contracts and agreements implemented, is 60 months from the date of adoption by the Commission of this Financing Decision.

Extensions of the implementation period may be agreed by the Commission's responsible authorising officer by amending this Financing Decision and the relevant contracts and agreements.

4.3 Implementation of the Budget Support Component

N/A

4.4 Implementation Modalities

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

4.4.1 Direct Management (Grants)

Grants: (direct management)

(a) Purpose of the grant(s)

The grant(s) will contribute to specific objective 3 - increase inclusion and participation of underrepresented groups in democratic processes, with a special focus on women and youth – as set out in section 3.1 and its related outputs:
- Strengthened civic engagement in promoting electoral standards and good practices.
- Fostered inclusive political participation in elections

(b) Type of applicants targeted

Potential applicants need to be

- a legal person

- non-profit making

- non-governmental organisation and/or international (inter-governmental) organisations as defined by Article 156 of the EU Financial Regulation[2]

Potential applicants need to have

- proven familiarity with the country context, in particular on conflict sensitivity

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

[2] International organisations are international public-sector organisations set up by intergovernmental agreements as well as specialised agencies set up by them; the International Committee of the Red Cross (ICRC) and the International Federation of National Red Cross and Red Crescent Societies are also recognised as international organisations.

4.4.2 Direct Management (Procurement)

A part of this action may be implemented in direct management.

The technical assistance contract will support the coordination of, and complement EU support as implemented by the entities referred to in section 4.4.1 and 4.4.3. Its activities will enhance the achievement and impact of the specific objectives as set out in section 3.1:

1. strengthen institutional, legal and normative framework for transparent, inclusive and credible elections,
2. enhance electoral and political rights and citizens' access to information,
3. increase inclusion and participation of underrepresented groups in democratic processes, with a special focus on women and youth.

In particular, the technical assistance will coordinate with the pooled fund envisaged in section 4.4.3 for early decision and for additional expertise on the orientation and implementation of the pooled fund activities for political impact in priority areas for all above mentioned specific objectivess. In addition, the technical assistance will ensure coordination between 1) the activities related to above mentioned specific objective 3 as implemented by the entity as referred to in section 4.4.3 and 2) the activities of the planned pooled fund (section 4.4.3) for specific objective 3.

4.4.3 Indirect Management with a pillar assessed entity

A part of this action may be implemented in indirect management with an entity, which will be selected by the Commission's services using the following criteria:

- familiarity with the country context,

- global mandate to build democratic governance, rule of law and inclusive institutions,

- administrative capability and the experience to implement this type of intervention due to its mandate and expertise,

- extensive network of national and international partners, which can be drawn on,

- demonstrated capacity to convene and coordinate with multilateral stakeholders,

- commitment to liaise closely with EU for enhancing its key-role on electoral preparations in South Sudan.

The selected entity will set up a multi-donor pooled fund ensuring sufficient contributions by all multilateral and international stakeholders in order to enhance effective and impactful implementation of all activities as set out in section 3.2.

The implementation by this entity entails the achievement of all 3 specific objectives and related activities/output as set out in section 3 and with particular focus on strategic activities, namely

1. For specific objective 1: strengthen institutional, legal and normative framework for transparent, inclusive and credible elections, with a particular focus on key elements such as the establishment of a code of conduct that promote normative standards of behaviour amongst electoral stakeholders, and capacity of electoral management bodies such as National Elections Commission, the Political Parties Council, and the judiciary

2. For specific objective 2: enhance electoral and political rights and citizens' access to information with a particular focus on the empowering the national Human Rights Commission and civil society to be a potent watchdog for activating pressure for accountability in educating the public to enable them to exercise their rights and mobilizing participation.

3. For specific objective 3: increase inclusion and participation of underrepresented groups in democratic processes, with a special focus on women and youth and on the establishment of legislative and policy frameworks by defining quotas for representation and options for facilitating enfranchisement of underrepresented groups

4.4.4 Changes from indirect to direct management mode (and vice versa) due to exceptional circumstances (one alternative second option)

In case the direct management (4.4.1) through grants fails, due to circumstances outside of the Commission's control, the alternative implementation modality will be indirect management with a pillar assessed organisation. The entity will be selected by the Commission's services using the following criteria:

- proven experience and operational capacity to support preparations of electoral processes in fragile contexts,
- experience in building democratic governance, rule of law and inclusive institutions,
- demonstrated capacity to convene and coordinate with multilateral stakeholders.

In case the direct management (4.4.2) through procurement fails, due to circumstances outside of the Commission's control, the alternative implementation modality will be indirect management with a pillar assessed organisation. The entity will be selected by the Commission's services using the following criteria:

- proven experience and operational capacity to support preparations of electoral processes in fragile contexts,
- experience in building democratic governance, rule of law and inclusive institutions,
- demonstrated capacity to convene and coordinate with multilateral stakeholders.

In case the indirect management (4.4.3) through a pillar assessed entity fails, due to circumstances outside of the Commission's control, the alternative implementation modality will be direct management through grants targeting international NGOs. The entity or entities will be selected by the Commission's services using the following criteria:

- experience working in fragile countries,

- experience of building democratic governance, rule of law and inclusive institutions,

- extensive network of national and international partners,

- demonstrated capacity to convene and coordinate with national and international stakeholders,

- commitment to liaise closely with EU for enhancing its key-role on electoral preparations in South Sudan.

4.5. Scope of geographical eligibility for procurement and grants

The geographical eligibility in terms of place of establishment for participating in procurement and grant award procedures and in terms of origin of supplies purchased as established in the basic act and set out in the relevant contractual documents shall apply, subject to the following provisions.

The Commission's authorising officer responsible may extend the geographical eligibility on the basis of urgency or of unavailability of services in the markets of the countries or territories concerned, or in other duly substantiated cases where application of the eligibility rules would make the realisation of this action impossible or exceedingly difficult (Article 28(10) NDICI-Global Europe Regulation).

4.6. Indicative Budget

Indicative Budget components	EU contribution (amount in EUR)
Implementation modalities – cf. section 4.4	

Support on an Enabling Environment for Elections in South Sudan	**5 000 000**
Objective 1. Strengthen institutional, legal and normative framework for transparent, inclusive and credible elections, composed of	*1 750 000*
Procurement (direct management) cf. section 4.4.2	*250 000*
Indirect management with a pillar assessed entity cf. section 4.4.3	*1 500 000*
Objective 2. Enhance electoral and political rights and citizens' access to information,	*1 250 000*
Procurement (direct management) cf. section 4.4.2	*250 000*
Indirect management with a pillar assessed entity cf. section 4.4.3	*1 000 000*
Objective 3. Increase inclusion and participation of underrepresented groups in democratic processes, with a special focus on women and youth	*2 000 000*
Grants (direct management) cf. section 4.4.1	*1 300 000*
Procurement (direct management) cf. section 4.4.2	*200 000*
Indirect management with a pillar assessed entity cf. section 4.4.3	*500 000*
Indirect management with a pillar assessed entity – total envelope under section 4.4.3	**3 000 000**
Grants – total envelope under section 4.4.1	**1 300 000**
Procurement – total envelope under section 4.4.2	**700 000**
Evaluation – cf. section 5.2 **Audit** – cf. section 5.3	will be covered by another Decision
Totals	**5 000 000**

4.7. Organisational Set-up and Responsibilities

The arrangements of the governance structures of the support in indirect management will be agreed at the contracting level. They will ensure a seat for EU in the strategic steering committee and ensure that the organisational set-up will include active and meaningful participation of key stakeholders, including rights holders and duty bearers for policy advocacy. The steering committee will indicatively meet on a quarterly basis.

Complementary technical assistance directly managed by EU and coordinated with the pooled fund will ensure first hand control for EU on key matters at stake.

Further complementary support to civil society directly managed by the EU will enhance the EU's key role in monitoring civic space and civil society participation in electoral preparations and processes.

The Action will collaborate with UN agencies and UNMISS to benefit from comparative advantages and areas of expertise. The Action may collaborate with national institutions and entities for the purpose of achieving its objectives. This includes to build national capacities for specific functions, to promote commitment and ownership on the part of government and political leadership, or to strengthen impact at different levels and reach grassroots levels. The Action will also coordinate or partner with other organisations

providing electoral assistance in South Sudan, to avoid duplication, maintain coherence of overall support and maximise collective use of resources through complementary actions, including the African Union.

Key project stakeholders have been consulted in the formulation of this Action, and where national strategies or policies exist, these have been incorporated into its outputs. Key stakeholders will be consulted in the development of annual workplans and will be provided with the opportunity to identify priorities. Activities will largely be envisaged and executed in partnership with project stakeholders and in such cases, concepts, agendas, knowledge products and reports will be developed in coordination with (the) lead stakeholder(s). Members of the public may be engaged through activities involving key project stakeholders and potentially through public perception surveys. Gender equality, human rights, IHL and human rights-based approach (HRBA) expertise will be ensured during the implementation of the Action as possible.

As part of its prerogative of budget implementation and to safeguard the financial interests of the Union, the Commission may participate in the above governance structures set up for governing the implementation of the action.

5   PERFORMANCE MEASUREMENT

5.1   Monitoring and Reporting

The day-to-day technical and financial monitoring of the implementation of this action will be a continuous process, and part of the implementing partner's responsibilities. To this aim, the implementing partner shall establish a permanent internal, technical and financial monitoring system for the action and elaborate regular progress reports (not less than annual) and final reports. Every report shall provide an accurate account of implementation of the action, difficulties encountered, changes introduced, as well as the degree of achievement of its results (Outputs and direct Outcomes) as measured by corresponding indicators, using as reference the logframe matrix (for project modality) and the partner's strategy, policy or reform action plan list (for budget support).

The Commission may undertake additional project monitoring visits both through its own staff and through independent consultants recruited directly by the Commission for independent monitoring reviews (or recruited by the responsible agent contracted by the Commission for implementing such reviews).

Roles and responsibilities for data collection, analysis and monitoring:

The data collection, analysis and monitoring for the indicators in the logical framework will be the responsibility of the implementing partner. Thus, the logical framework will be aligned with the results framework of the intervention. Gender equality is a cross cutting issue for the action and indicators shall, when relevant, be disaggregated at least by sex. Also the monitoring and reporting shall assess how the action is taking into account the human rights-based approach and gender mainstreaming.

The participation of stakeholders will be ensured at the contracting level, including specific provisions on the involvement and approach towards stakeholders and right holders of the interventions.

5.2   Evaluation

Having regard to the nature of the action, a final evaluation may be carried out for this action or its components via independent consultants and/or through a joint mission contracted by the Commission and/or via an implementing partner.

It will be carried out for accountability and learning purposes at various levels (including for policy revision), taking into account in particular the fact that South Sudan is going through a transitional period where an election would be the first electoral process since the country's independence.

The Commission shall inform the implementing partner at least 1 month in advance of the dates envisaged for the evaluation missions. The implementing partner shall collaborate efficiently and effectively with the evaluation experts, and inter alia provide them with all necessary information and documentation, as well as access to the project premises and activities.

The evaluation reports may be shared with the partners and other key stakeholders following the best practice of evaluation dissemination. The implementing partner and the Commission shall analyse the conclusions and recommendations of the evaluations and, where appropriate, apply the necessary adjustments.

The financing of the evaluation may be covered by another measure constituting a Financing Decision.

5.3 Audit and Verifications

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

6 STRATEGIC COMMUNICATION AND PUBLIC DIPLOMACY

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

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

However, action documents for specific sector programmes are in principle no longer required to include a provision for communication and visibility actions promoting the programmes concerned. These resources will instead–be consolidated in Cooperation Facilities established by support measure action documents, allowing Delegations to plan and execute multiannual strategic communication and public diplomacy actions with sufficient critical mass to be effective on a national scale.

Appendix 1 REPORTING IN OPSYS

An Intervention[3] (also generally called project/programme) is the operational entity associated to a coherent set of activities and results structured in a logical framework aiming at delivering development change or progress. Interventions are the most effective (hence optimal) entities for the operational follow-up by the Commission of its external development operations. As such, Interventions constitute the base unit for managing operational implementations, assessing performance, monitoring, evaluation, internal and external communication, reporting and aggregation.

Primary Interventions are those contracts or groups of contracts bearing reportable results and respecting the following business rule: 'a given contract can only contribute to one primary intervention and not more than one'. An individual contract that does not produce direct reportable results and cannot be logically grouped with other result reportable contracts is considered a 'support entities'. The addition of all primary interventions and support entities is equivalent to the full development portfolio of the Institution.

The present Action identifies as

Action level		
☐	Single action	Present action: all contracts in the present action
Contract level		
☒	Single Contract 1	Indirect management with an international organisation 3 000 000
☒	Single Contract 2	Grants (direct management) 1 300 000
☒	Single Contract 3	Procurement (direct management) 700 000

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[3] Ares(2021)4450449 - For the purpose of consistency between terms in OPSYS, DG INTPA, DG NEAR and FPI have harmonised 5 key terms, including 'action' and 'Intervention' where an 'action' is the content (or part of the content) of a Commission Financing Decision and 'Intervention' is a coherent set of activities and results which constitutes an effective level for the operational follow-up by the EC of its operations on the ground. See more on the concept of intervention.