

PROGRAMME TITLE: Irregular Migration and Countering Extremism*			
Country/Region:	Sudan		
HMG Partners	FCO		
Total Budget:	ODA: £1m	Non-ODA: £0	
Start Date: April 2016		End Date: March 2017	
Outputs			Score
Enhanced capacity of criminal justice system in understanding and implementing anti-trafficking law.			C
Coordinated Sudanese approach on irregular migration criminality.			C
Improved dialogue on the promotion of moderate Islam by male and female religious leaders and increased engagement of male and female youth in activities knowing how to reduce the risk factors of lack of economic opportunities.			C
Outcome Assessment: Progress towards outcomes in the FY 16-17 was limited, largely due to logistical problems, delays and constrained time lines. The migration component, with the addition of two advisers, is now on track to be effective. Some aspects of the countering extremism (CE) component, despite limitations, showed impressive results. It has now been decided to take a more strategic, coordinated approach, and sound analysis has been conducted to inform future programming in this area.			
FINAL OUTPUT Score: C		Risk: Medium/High	

Summary of Programme Performance

Year	2016-17							
Programme Score	C							
Risk Rating	Medium/High							

What support is the UK providing?

In the field of irregular migration, the UK is supporting a project managed by the International Organization for Migration (IOM) to provide training on the implementation of the anti-human trafficking law of 2014 to the judiciary, prosecutors and police, and on collection of data on cases prosecuted using this law. The UK is also providing expert support to the European Union funded Regional Operations Centre Khartoum (ROCK) which acts as a focus for gathering and analysing intelligence on human trafficking and to the Ministry of Interior on strengthening Sudan's systems for combating trafficking.

In the field of combating extremism (CE), the UK has supported a number of projects on an experimental basis: encouragement of a network of religious moderates to advocate education curriculum reform (Karamah); creation of a network of moderate imams to counter extremist messages; support for two projects offering training for young entrepreneurs; and an environmental study on the state of religious tolerance in Sudan as well as the susceptibility among different youth populations to radicalisation, to inform these various initiatives.

The UK budgeted £1,000,000 for this work through the Conflict, Stability and Security Fund (CSSF) for the financial year 2016-17, half allocated to the IOM programme, half to CE projects. Projected expenditure is £561,678.

Summary of progress and lessons learnt/actions taken since last review

There is no previous review against which to judge this programme as a whole, which in its present format was newly designed in 2016-17. However, outcome five of the 2015-16 annual review (two pilot projects: an IOM project on improved data on the intention migration of individuals and a United Nations High Commissioner for Refugees (UNHCR) project on the protection of unaccompanied minors and livelihoods training for vulnerable individuals) identified the complexity of the values and strategic choices facing the UK government when designing programs in this area. The review urged holistic approaches to addressing long-term displacement in the context of internal conflict, and recommended that the concrete intended impact of any intervention should be made clear.

A clear lesson learned in 2016-17 is that migration and CE are quite distinct issues, which has led the CSSF team to separate the two for the 2017-18 programme.

Progress in the past year on both migration initiatives (IOM and ROCK) has been disappointing overall, although with a marked improvement in the closing months. The IOM project has made limited progress, largely due to logistical issues, a limited time frame and the need to redesign or rethink the initial plan. However significant changes to the design of the IOM project in the last quarter of 2016-17 make it likely that it will achieve significant progress in 2017-18. Equally the intervention of another external expert in support to the ROCK initiative has greatly improved the chances of progress on coordinating policing work against human trafficking. Although concrete achievement on both initiatives by the end of the financial year 2016-17 remained limited, progress in the early months of 2017-18 means that both are now operating efficiently and are on course to be effective.

Progress in the countering extremism field has been similarly patchy. It is important to acknowledge that this cluster of activities was deliberately designed as experimental, assessing the efficacy of different approaches to CE through a series of relatively small projects in this highly sensitive area. However, since this work was experimental, greater attention should have been paid to setting up mechanisms to evaluate their impact. Countering Violent Extremism (CVE), now the preferred terminology, has now been combined into a new programme, to be co-led by DFID and FCO, with a more strategic approach and coordinated with other donor and Sudanese authorities.

Summary of recommendations for the next year

- Both projects in the migration component, after much delay, were transformed and revitalised in the last quarter of 2016-17 and have started to show substantial progress in the first quarter of 2017-18. Both should continue with Migration and Returns Fund funding.
- The review recommends continued support to training in the entrepreneurs project (if not through CSSF then through another funding modality) and an extension of the contract of the adviser to ROCK and the Ministry of Interior.
- Although CSSF support for CVE will instead be directed through another programme in 2017-18, the lessons from CVE projects should not be lost and should be fed into this work.
- A multi-agency approach to CVE will require close coordination and strategic vision. It would also be key to take a regional outlook as many of the issues affecting VE are cross-border. Sudan currently has a relatively low level of VE despite the presence of all the key driving factors, which suggests that careful ongoing analysis of trends is required.
- The IOM project's lessons learnt in developing a curriculum, victims' guidebook and anti-trafficking handbook for Sudan could helpfully inform other police or security services in the area via the ROCK virtual portal.
- When considering future financial investment in projects, if it seems likely that local implementing partners may lack capacity or management skills, expert guidance should be sought to advise on the project's feasibility, management and methods of evaluation. When several donors are involved, consideration should be given to jointly sourcing appropriate expertise.
- Experience with the migration work suggests that greater coordination is needed among donors to encourage cooperation amongst organisations competing for funds. In situations where local implementing partners may be competing for funds and failing to cooperate donors must coordinate to ensure cooperation that minimises such conflicts and maximises expertise and resources.
- There is a need for a clear read across and consistency of indicators and milestones between the programme level results framework and the project level results frameworks.
- In this and other programmes, results frameworks and risk registers should be updated six months and nine months into each financial year to reflect changes in project documentation.
- Theories of change put forward in individual project documents should be adequately reviewed and strengthened, in particular to make clear the intended impact.
- Better monitoring and evaluation systems need to be set up at the outset of projects to ensure accurate baselines can be used to judge progress and impacts.

* This programme ended in March 2017. Migration project activity in Sudan is now part of regional programming.