

**United Nations Development Programme  
Regional Bureau for Africa  
TICAD Sahel Project**



**Brief Description**

This document sets out the framework for a one-year project to help consolidate peace and good governance in the Sahel region in Africa. In designing the project, UNDP has been guided by a concern to ensure that the project builds the resilience of people, society and their governments; that it helps to develop the capabilities of state institutions and civil society organisations, promoting dialogue about peace and governance; and that it promotes equitable rather than inequitable growth. The overall goal of the project will be to boost progress in peacebuilding and good governance in the Sahel, focusing on Burkina Faso, Chad, Mali, Mauritania and Niger. Through pursuing this goal, the project will aim to shape and catalyse a new phase of sustained international, regional and domestic support for peacebuilding and good governance in the Sahel. The project will be structured around two intended outcomes, respectively focused on the state and civil society. These outcomes will provide the parameters within which UNDP Country Offices in the five Sahel countries covered by the project may use the funding from this project to build on priority initiatives for peacebuilding and good governance within each country. The project is to be implemented over one year, using the project delivery and management structures of UNDP's Country Offices, its Regional Center in Dakar, and its Regional Bureau for Africa.

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| Project Period:                        | March 2013 – February 2014  |
| UNDP Key Result Area (Strategic Plan): | MDGs Achievement, Democratic Governance, and crisis prevention and recovery |
| RBA Regional Programme Outcome:        | Greater responsiveness to and sustainable recovery from crisis              |
| Atlas Award ID:                        | _____   |
| Virtual PAC Meeting Date               | 14-20 March 2013  |
| Management Arrangements                | _____   |
| Implementing Partner:                  | UNDP (DIM modality)   |

|                            |                |
|----------------------------|----------------|
| Total resources required   | USD 15,000,000 |
| Total allocated resources: | _____          |
| • Regular                  |                |
| • Other:                   |                |
| ○ Donor                    | <u>Japan</u>   |
| ○ Government               | _____          |
| Unfunded budget:           |                |
| In-kind Contributions      | _____          |

# I. SITUATION ANALYSIS

## Introduction

1. This document is a proposal for a project to help consolidate peace and good governance in the Sahel region in Africa. Building an inclusive, lasting peace, and developing and consolidating practices of good governance, are long-term and inter-linked challenges in the Sahel, as they are in other parts of the world. The repeated food crises in the Sahel, and the continuing risk and incidence of violent conflict across the region, only add to the importance of addressing these challenges. This project provides for a major and rapid investment in consolidating peace and good governance in the region, intended to catalyse and complement other constructive efforts in this field.

## Regional view

2. The overall development situation and trends in the Sahel – and their peace and governance dimensions – is complex. The following are some aspects of the wider humanitarian and development situation in the region:
  - Security in parts of the Sahel has deteriorated due to knock-on effects from the revolution and conflict in Libya in 2011 and the conflict in Mali in 2012-2013. These conflicts have led to significant population displacements and the exodus of refugees to neighbouring countries. Conflicts, displacement of populations, weak border management and the presence of transnational criminal and militant groups have resulted in a new proliferation of weapons, compounding existing patterns of licit and illicit trade.
  - Governments in the region have struggled or in some cases failed to build stable and inclusive democratic institutions and practices, and to deliver adequate basic services and protections for the public. Security forces in parts of the Sahel struggle or fail to provide security for the public, and to prevent escalations of armed conflict.
  - The crisis in Mali in 2012-2013 has resulted in large population movements: it is estimated that as of December 2012 that a total of 227,206 people had been displaced internally in Mali, and 144,439 Malians were refugees in neighbouring countries
  - With an average of more than half of the population living on or below the US\$1.25PPP poverty line, the Sahel has been hit hard by rapid increases in food prices. By some estimates, about a fifth of the population across the region live permanently on the edge of crisis.
  - While youth across the region constitutes the largest segment of the population, their needs and interests are rarely mainstreamed in policies and systems, and unemployment rates are high, leaving young people at risk of exploitation by criminal and extremist groups, undermining efforts to advance peace and stability in the region.
  - Considering the major role that civil society organisations can play at all levels in building peace and advancing accountability and transparency, civil society organisations in the Sahel are under-developed and inadequately networked, limiting their ability to act as counterweights to governments.
  - The impact of climate change and natural disasters has intensified pressure on natural resources such as land and water that are fundamental to agricultural and pastoral livelihoods, leading to increased conflicts over those and other resources in economies which already fragile.
  - Security has deteriorate in some border regions (such as between Mauritania and Mali, and between Mali and Niger) and within parts of some Sahel countries, jeopardising economically important activities such as legal cross-border trade, tourism and mining.
  - The Sahel drought and food crisis of 2012 was the third since 2005, with a total of around 18 million people estimated to be at risk of food insecurity and acute malnutrition. While the regional agricultural production for 2012 was slightly higher than the five-year average, localised shortfalls in production have continued to impact food availability, with harvest deficits in Chad, Niger and Mauritania.

3. In terms of peace and good governance, the overall situation is poor, although there is some variation within the region, and examples of improvements exist. As the indicators in Table 1 below show, the region suffers from high levels of poverty (reflected in very low human development rankings), recurring food crises, corruption, political instability and violent conflict. In addition, the region experiences highly variable rainfall levels, a pattern which may be exacerbated by climate change, leading to more severe weather events and seasonal shocks, affecting large sections of the population of the region.

**Table 1: Sahel peace and good governance indicators**

| Indicator   | Chad   | Niger                                  | Burkina Faso                            | Mali  | Mauritania  |
|---|--|--|---|---|---|
| Global Peace Index rank out of 158 countries (2012)           | 145  | 116                                    | 56                                      | 102 <sup>1</sup>  | 125   |
| Human Development Index rank out of 186 countries (2012)      | 184  | 186                                    | 183                                     | 182   | 155   |
| Corruption Perceptions Index rank out of 174 countries (2012) | 165  | 113                                    | 83                                      | 105   | 123   |
| Gross National Income per capita (2005 PPP US\$)              | 1,105  | 641                                    | 1,141                                   | 1,123   | 1,859   |
| % of population below US\$1.25PPP poverty line (2000-2009)    | 61.9%  | 43.1%                                  | 56.5%                                   | 51.4%   | 21.2%   |
| Population (million) (2012)                                   | 11.8m  | 16.6m                                  | 17.5m                                   | 16.3m   | 3.4m  |
| Recent significant political events                           | Public sector strikes in 2012                    | Food security crisis in 2013           | Deployment of troops to north           | Coup and rebellion in 2012; conflict in 2013            | Lack of agreement between majority and opposition groups    |
| Next elections due  | Parliamentary 2015<br>Presidential 2016          | Parliamentary 2014                     | Presidential 2015<br>Parliamentary 2017 | Parliamentary and presidential 2017                     | Parliamentary 2013<br>Presidential 2014                     |
| Threats and potential flashpoints                             | Renewed rebel activity; ethno-religious tensions | Conflict spill-over from northern Mali | Destabilisation of the north            | Protraction of northern Mali/Azawad crisis and conflict | Protests; unrest in the south; insecurity in north and east |

Sources: 'UNDP Human Development Report 2013'; 'Africa Human Development Report 2012: Building a Food Secure Future'; Vision of Humanity 'Global Peace Index 2012'; Transparency International 'Corruption Perceptions Index 2012'; International Foundation for Electoral Systems

4. Across the region there are clear commonalities in the causes and manifestations of difficulties in peace and governance. The region shares much in terms of people, history, geography and demography, with consequences for the economies and politics of the region. Nationalist and secessionist forces have led to repeated rounds of conflict, for example in northern Niger and northern Mali; these tensions and efforts to resolve them have been complicated by the actions of transnational militant groups and others involved in organised crime.<sup>2</sup> Populations are forecast to nearly double between 2011 and 2030; at the same time, many millions depend on subsistence agriculture and livestock for their livelihoods, while extractive industries such as oil exploration and production, and gold and uranium mining, are growing.
5. Although similar conditions and challenges affect parts of Senegal as well as northern Cameroon and northern Nigeria, the most affected and vulnerable Sahel countries are Burkina Faso, Chad, Mali, Mauritania and Niger. Algeria, Libya and Morocco have significant influences in the region, due to

<sup>1</sup> Mali's ranking in the 2012 Global Peace Index did not take into account the conflict which escalated from April 2012 onwards.

<sup>2</sup> See for example Oxford Analytica, 'Local issues drive and constrain African Sahel jihadis', in-depth analysis, 21 September 2012; and Wolfram Lacher, 'Organized Crime and Conflict in the Sahel-Sahara Region', Carnegie Endowment for International Peace paper (Washington DC: 2012).

economic and social ties, the movement of citizens of Sahel countries to and from the Maghreb, and the history of recent conflicts in the two regions.

## Country situations

6. In Chad, the peacefulness of the country has increased in recent years, as rebel groups have weakened or disbanded since the 2008 attack on N'djamena. However, there has been little improvement in governance, despite the improved budgetary position of the government, and formal progress on joining the Extractive Industries Transparency Initiative (EITI). Meanwhile, levels of public discontent about the economy remain high, as evidenced by the renewed wave of public sector strikes in 2012. The government has been focusing on attracting new oil investment in order to provide economic growth, and it has been trying to improve stability and security through sub-regional security arrangements (for example with the Central African Republic and Sudan). However, progress in these areas has been fragile.
7. In Niger, the peace that has existed since the last bout of conflict in the north of the country has so far survived the destabilising factors that ensued from the conflicts in neighbouring Libya and Mali, respectively in 2011 and 2012. The country has also continued to make progress in its return to democracy and civilian rule, since the military coup in 2010. However, as Niger's recent history illustrates, these gains could easily be lost or reversed. Meanwhile the country has also been facing other familiar problems, in particular the food security crisis in 2012, but also illicit cross-border trade and smuggling in the north, and security risks such as kidnapping and hostage incidents. The government has sought to improve security co-operation with neighbouring Nigeria and it has encouraged the development of the country's nascent oil industry and infrastructure (including the construction of an oil export pipeline to connect to the Chad-Cameroon pipeline).
8. Burkina Faso appears stable and more peaceful than its neighbours. However, the state of the country is fragile: there is a risk that latent conflict may escalate into open, violent conflict, triggered by events connected with the next presidential election, economic hardships, or the conflict in neighbouring Mali. This risk is illustrated by events in the past two years, notably an army mutiny which occurred in 2011, protests which occurred in 2011 and 2012, and a food crisis in 2012. The president has been in power since 1987, and there is a possibility of escalation of tensions over the next presidential election. The number of conflicts between pastoralists and farmers has been on the rise, with clashes sometimes having ethnic aspects. In January 2013 the government deployed 1,000 soldiers to the north, to secure the border region, into which around 60,000 refugees had crossed from Mali during 2012; Burkina Faso has also contributed troops to the ECOWAS mission in Mali (AFISMA). The arrival of refugees from Mali has raised the prospect of tensions with host communities about access to water and pasture for livestock, and the possibility of refugees camps becoming long-term or permanent settlements. Although encouraging levels of economic growth have been achieved in recent years, poverty has declined little and growth remains unequally distributed, with unemployment and rising prices the main cause of popular discontent. The presence of mining companies and disagreement about the benefits of extractive industries for local communities directly impacted by mining operations are also contributing to rising tensions.
9. The fragility of the gains in peace and governance in Chad and Niger is partly illustrated by the events in Mali since the start of 2012. The army mutiny and military coup in January 2012 and the subsequent political turmoil and disorder in Bamako; the rebel take-over of the north of the country and the unilateral declaration in April of independence for the 'Azawad' region; and the French and West African military intervention in Mali in January 2013 against the rebel groups: this chain of events comprehensively undid the progress that Mali had until then made in consolidating peace and democratic governance since the 1990s. Old problems of illicit cross-border trade, kidnapping and weak state control of the far north have been compounded with the political problems brought by the actions and behaviour of rebel factions and militant groups. Disorder in the central government has impeded formulation (let alone consistent implementation) of policies that could effectively address the problems of the north and its relationship with the capital.

10. Mauritania has less of a history of armed conflict than its Sahelian neighbours, but it nonetheless is affected by significant tensions and is vulnerable to the risk of increasing conflict. Ethnic tensions between the different categories of the population (Moors, Haratin and Halpulaar) have led to serious conflicts in the past. Mauritania has also experienced a political deadlock which resulted in repeated protests in 2011, 2012 and 2013, led by an opposition party alliance. In addition, south-eastern Mauritania in particular has been affected by the crisis in Mali, receiving an influx of around 60,000 refugees (up to early 2013), with consequences for tensions and conflicts with the local populations. Meanwhile, the government is hoping for new oil and gas developments to boost the economy and its revenues.
11. Around these five main Sahel countries, the surrounding context also presents difficulties for consolidating peace and good governance. To the north, at least one militant group, Al Qaeda in the Islamic Maghreb, operates mainly in southern Algeria, and the 2011 conflict in Libya has led to new flows of arms and fighters; to the south of Niger lies northern Nigeria, where the militant group Boko Haram is active; to the east, Chad is bordered by the western Sudanese region of Darfur, where a conflict between rebel groups and the government is unresolved. Partly because of this wider picture, the Sahel has attracted wider international attention in ways which may have their own consequences (positive, negative and complicating) for the future of peace and governance in the region. International attention has included the responses of the UN Security Council, including resolution 2085 on Mali; the appointment of a UN Special Envoy for the Sahel; the US Trans-Sahara Counter-Terrorism Partnership; the moves by the Economic Community of West African States (ECOWAS) to deploy a peacekeeping mission in Mali, the African-led International Support Mission to Mali (AFISMA); the French-led military intervention in January 2013; and the EUCAP Sahel Niger mission to combat organised crime and terrorism.
12. Despite these challenges, efforts to build peace and good governance in the Sahel have not been absent in the past. However, these efforts have not been enough to generate lasting improvements: as is illustrated by the situation in the region, and as examples from other regions show, building sustainable, positive peace, and improving governance, are long-term challenges that require sustained and concerted efforts. Instead, levels of domestic and international investment in peacebuilding and good governance in the Sahel have been low, partly because of the concentration of development aid on other sectors. The following is a summary of examples of recent or current activities in the region which at least partly aim to address peace and good governance needs:
13. In Chad, in February 2012 the 'Committee for Monitoring the Call for Peace and National Reconciliation' organised a forum for dialogue between civil society and political actors about peacebuilding. The Chadian government adopted a 'national good governance strategy' as long ago as 2002.
14. In Niger, the government has established a 'High Authority for Peacebuilding', headed by an army colonel, and a National Council for Policy Dialogue. In April 2012 a two-day forum on peace and development in Azawak was held in Tchintabaraden. UNDP has previously implemented a project for peacebuilding in the Air and Azawak region. In May 2012 it launched a new 18-month programme for peacebuilding in northern Niger.
15. In Burkina Faso, as part of its efforts to address the 2011 social and political crisis, the government launched an inclusive consultative process on political reforms. This led to a series of recommendations which are now in the implementation stage. In 2005 the government formally adopted a national policy for good governance for 2005-2015.
16. In Mali a thematic programme for supporting good governance was launched in 2009 (due to run to 2013), funded by Denmark, and focused on strengthening the National Assembly, the Ministry of Justice and civil society participation in policy debate. Between 2003 and 2008 the Malian government implemented a programme for supporting good governance, funded by the African Development Bank.

17. In Mauritania, UNDP implemented a project for conflict prevention and social cohesion strengthened since 2012 by an early recovery project designed to support Government efforts in response to the crisis in the Sahel. The early recovery project had, in 2012, provided assistance to vulnerable people by improving livelihood and dialogue between communities of host and refugees from Mali. Moreover, between 2003 and 2005, UNDP implemented a programme for modernising public administration and finance, in support of a programme for good governance which the Mauritanian government first announced in 2001. UNDP is also providing support under the framework of its global programme for electoral cycle support. In 2012, it launched a pilot initiative for building constructive mediation capacities.

### **The United Nations, the Sahel and TICAD**

18. Given the scale of the challenges, and with the increased international interest, the United Nations system, including UNDP, has been participating in system-wide discussions concerning the Sahel. These discussions have aimed to better connect humanitarian and development aid in the region, so as to bring about sustained support that builds resilience in the region. Underpinning this goal is a recognition that humanitarian aid and development aid need to be designed to reinforce each other, so that their impact is maximised and progress is made on the tasks of building long-term resilience to drought, minimising conflict over natural resources and strengthening peace and good governance in the region.
19. In partnership with the UN Department of Political Affairs and in coordination with other UN agencies, UNDP has played a major role in developing an integrated strategy for the region (including through preparing a document on resilience, outlining a Sahel strategy and co-chairing the Sahel Inter-Agency Task Force). The strategy identified specific ways in which humanitarian and development organisations can strengthen resilience in the short, medium and long term. With the appointment of a Special Envoy for the Sahel, efforts are now being made to finalise a UN integrated strategy for the Sahel.
20. Through the framework of the Tokyo International Conference on African Development (TICAD), Japan has been promoting African-owned efforts to build peace and to reduce poverty through economic growth. As the fifth TICAD approaches (being held in Yokohama in June 2013), the agenda for the conference looks set to maintain the TICAD focus on issues such as inclusive and equitable growth, strengthening resilience, and peace, security and good governance in Africa. In addition, the Sahel has become a priority area for TICAD, because of the need for greater support for peacebuilding, good governance and poverty reduction in the region.

### **UNDP and support for peacebuilding and good governance in the Sahel**

21. As the lead UN agency for development, UNDP has been working with national and international partners in all of the Sahel countries, addressing national development priorities and the priorities of the UN Country Teams and donors. In line with evolving thinking about optimal approaches for aid in the Sahel, UNDP has been encouraging a shift towards approaches that foster resilience in government and society – meaning resilience to crises in the economy, the environment, food, politics and security.
22. In Mauritania, UNDP has been supporting the government in the preparation of the National Strategy for Social Cohesion aimed at strengthening national unity and dialogue. UNDP's technical support has been instrumental in the establishment of frameworks and mechanisms for conflict management at national and local levels and the development of trust in the state authorities among the different ethnic and tribal groups. Furthermore, in close collaboration with other UN agencies and the Government, UNDP is designing a multi-year programme to strengthen the resilience of people and households to local risks. This programme will address needs in social protection, disaster risk reduction, poverty reduction, and adaptation to climate change.
23. In Niger, UNDP's support is framed within the current national economic and social development plan, and aims to develop resilience in the areas of: food and nutritional security, environmental

management, prevention and management of risks, social development, human capital, governance, peace and security.

24. In Burkina Faso, UNDP is supporting implementation of the national development strategy ('Stratégie de croissance accélérée et de développement durable'). This addresses the priorities of reducing poverty and accelerating progress towards the MDGs (focusing on MDG1, food security and nutrition); good governance (political, economic and administrative/decentralised); environmental management (focusing on climate change, biodiversity and land degradation); and crisis prevention and recovery. Within this framework, UNDP and in-country partners is working on a project to strengthen the resilience of communities in the north of the country affected by food shortages and the influx of refugees, focusing on community and government approaches to recovery, long-term development and peaceful resolution of conflicts.

## II. LESSONS LEARNED

25. Looking at the peace and governance situation across the Sahel, the responses of the governments of the region and international organisations and donors, a number of general observations can be drawn:<sup>3</sup>

- Firstly, development aid must be part of a full-spectrum approach that builds the resilience of people, society and their governments to the recurring pressures and shocks that are inherent in development, especially in a region as poor and climatically vulnerable as the Sahel. This need should not be overlooked because of focuses on short-term crises and humanitarian and security responses. There is strong need to accelerate the decentralisation process, transfer of responsibilities and resources to local authorities and build their capacities to formulate and implement local development plans
- Secondly, efforts to develop the capabilities of state institutions must be accompanied by efforts to develop the capabilities of civil society organisations and the opportunities for dialogue and engagement between the public and the state about what needs to be done to build a positive, lasting peace and to improve governance. As events in Mali since early 2012 have shown – and as has been illustrated by the repeated examples in the Sahel of military coups, abandoned peace and reconciliation agreements, and squandered natural resource wealth – the formal development of institutions, policies and fine-worded claims about peace, democracy and good governance count for little if it is not accompanied by a growing ability of people to command respect from the state and hold it to account for delivering peace, development and good governance.
- Lastly, economic growth – specifically more equitable growth – will do most to strengthen peace and stability in the Sahel. For such growth to happen, efforts need to be made to increase public participation (including youth and women) in and influence over economic governance, for example through public dialogue about natural resource exploration and development, and the use of revenues.

26. Beyond these observations, recent reviews of UNDP's country programmes in the Sahel offer a number of other lessons, which need to be taken into account in designing and implementing country specific interventions. These country-specific lessons are as follows:<sup>4</sup>

- In Chad, despite some improvements, institutional weaknesses and human capacity gaps still limit the pace of improvements in governance and transparency. More needs to be done to

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<sup>3</sup> These overall observations are made by the team that prepared this project document, and are based on review of available UNDP and non-UNDP reports and literature pertaining to the Sahel. Key reference resources are listed in Annex 3.

<sup>4</sup> Further details about country-specific lessons are available in the respective UNDP country programme documents for the current programming cycle, listed in Annex 3.

invest in sustained dialogue and social cohesion, as well as peacebuilding activities in other sectors.

- In Niger, capacity weaknesses have impinged on implementation and sustainability.
- In Burkina Faso, heavy processes and to some extent weak capacities in national counterparts contributed to slow implementation of projects. Engagement, leadership and accountability from beneficiary institutions are a condition for success.
- In Mali, as demonstrated by recent developments, conflict prevention and peace-building needs should receive stronger attention in programming.
- In Mauritania, capacities for implementing institutional and territorial governance initiatives need to be strengthened in order to improve the sustainability of programmes.

27. Lastly, it is worth re-stating a wider general observation about international aid in the Sahel, namely that efforts to address the current vulnerabilities and problems in the region need to go beyond humanitarian aid. To prevent the recurrence of crises in the region, support must be geared toward longer-term projects that tackle the underlying structural causes of food insecurity, poor governance and violent conflict. A resilience-focused approach to development therefore means simply working towards a situation in which people, communities, governments and countries are better able to manage threats and challenges that are otherwise destabilising.

### III. STRATEGY

28. In view of the situation as well as lessons learned summarised above, this document proposes a major and rapid project to boost progress in peacebuilding and good governance in the Sahel, focusing on the five core Sahelian countries which are also those most in need of assistance in these areas: from east to west, Chad, Niger, Burkina Faso, Mali and Mauritania. The project has been designed taking into account the situation within and across these countries, and the offer of major funding from the Government of Japan for a one-year project for peacebuilding and good governance in the region.

29. While recognising the reality of insecurity in the Sahel, it would be a mistake to adopt a 'silo' or mono-causal approach to the issue, given how interwoven insecurity is with the failure of national governments and communities to make the livelihoods of the poor more resilient to natural and man-made crises. The drivers of insecurity in the region are the result of endemic long-term development deficits. Weak or weakened institutions and communities are less able than they should be to anticipate, prevent and prepare for the repeated adverse effects and stress of food and security crises; equally they are less able than they should be to absorb, recover from or adapt to such shocks. This project will therefore support immediate peacebuilding and recovery efforts targeting vulnerable communities and civil society organisations, with the aim of making them and related institutions more resilient to shocks and crises. This approach is a pragmatic and comprehensive way of building a more sustainable and more positive peace, and it addresses the need to protect and restore the livelihoods of vulnerable communities and vulnerable population groups (such as internally displaced persons, refugees, returnees, women and youth), thereby improving the prospects of achieving more lasting stability and development.

30. Working to support international, national and sub-regional initiatives, and in line with UNDP's global strategy, the overall goal of the project will be to boost progress in peacebuilding and good governance in the Sahel. The project will be structured around two intended outcomes, respectively focused on building the capacity of national and local institutions and communities. These outcomes will provide the parameters within which UNDP Country Offices in the five Sahel countries may use the funding from this project to build on national priority initiatives. The two intended outcomes are as follows:

- **Outcome 1: Governments and communities are working together more effectively to build peace and improve governance.**



➤ **Outcome 2: Vulnerable communities and public institutions and systems are restoring and building resilient livelihoods, with a strong focus on recovery.**

31. Under both of the above intended outcomes, outputs and activities will aim to bridge the gaps between governments, civil society and informal institutions, as this is fundamental to building peace that is more comprehensive and more resilient to risks. The principles of national ownership and inclusiveness will apply to all activities and outputs, with the aim of building public confidence in public institutions and the state, and the legitimacy of those institutions and the state. The results and resources framework provides a detailed description of intended outputs and activities.
32. Across the two intended outcomes, and the associated outputs, the project will be guided by the observations and lessons covered in the Situation Analysis above, and the following overarching principles:
- Where possible, initiatives supported by the project should facilitate debate and dialogue focused on issues of common interest, and look for ways to produce mutually beneficial outcomes, as this way more can be done to strengthen peace and improve governance than if peacebuilding and good governance projects ignore shared interests or exclude key parties.
  - The project must work within the constraints of the absorptive capacity of UNDP Country Offices and national counterparts, and it should not duplicate or impede existing projects and initiatives; south-south co-operation should be encouraged and used where possible.

## IV. RESULTS AND RESOURCES FRAMEWORK

**Overall goal / intended outcome:** (i)Progress in peacebuilding and good governance is boosted in the Sahel, through improved and effective interaction between governments and communities toward build peace and improve governance; and (ii) vulnerable communities and public institutions and systems are restoring and building resilient livelihoods, with a strong focus on recovery.

**Baseline start-2013:** In general across the Sahel, little or no progress or momentum on building peace and improving governance; in some countries and parts of countries in the Sahel a deteriorating situation in terms of peace and good governance (as illustrated by the conflict situation in Mali; peace, human development and corruption index rankings in Table 1; and other aspects). Additional data for baseline to be provided from survey of public opinion of governance, conducted at start of project

**Outcome indicator 2014:** Qualitative assessment of progress on peacebuilding and good governance in the region, combined with updated peace, human development index rankings; and data from end-of-project survey of opinion.

**Applicable Key Result Area:** MDGs Achievement, Democratic Governance, and Crisis prevention and recovery

**RBA Regional Programme Outcome:** Greater responsiveness to and sustainable recovery from crisis

**Partnership Strategy:** The project implementation strategy will ensure consultation and coordination with UNDP central Bureaux (BCPR and BDP), the donor partners, Government counterparts, regional mechanisms, other UN agencies and relevant CSOs and aim to apply innovative approaches to addressing the challenges and opportunities in the shale region. The project with ensure synergies rather than duplication of existing UN and Donor funded regional projects anchored in ECOWAS, AGIR and will promote catalytic interventions to boost impact. It will promote inter-country learning and exchange and strengthen existing institutional capacity.

### BURKINA FASO (BF)

**Linkage to goals of other strategic frameworks (UNDAF, UNDP CPDs, and national development plans):** The project fits within all existing UNDAF and UNDP Country Programmes (see Annex 2 table): ( i) Insufficiently decentralised decision-making, the inequitable sharing of revenues of capital-intensive, economic activities,(ii)threats by extremist groups and scarce natural resources conflicting uses pose serious challenges to peaceful conflict resolution; ( iii) Lack of education and employment opportunities for young people contribute to tensions and makes them prone to cooperate with extremist groups or organised crime for financial reasons or to be radicalised and recruited by extremist groups; (iv) Weak governance, in particular in the area of justice, social exclusion and a still insufficient level of Development

| INTENDED OUTCOMES   | INTENDED OUTPUTS   | INDICATIVE ACTIVITY RESULTS/ACTIVITIES  | BUDGET ESTIMATE AMOUNT (USD) | RESPONSIBLE PARTIES  |
|---|--|---|------------------------------|--|
| <b>Outcome BF 1: Governments and communities are working together more effectively to build peace and improve governance.</b> | Output BF 1.1: Formal systems and capacities for conflict prevention and mediation are strengthened. | <ul style="list-style-type: none"> <li>Capacity building for the Mediateur du Faso (the national mediation authority), through training, workshops, and south-south experience sharing</li> <li>Capacity building for government departments concerned with the prevention or early warning of conflicts, including policy development support (for human rights policy nationally, and strategy in the Nord and Sahel regions in particular, , as well as good governance of natural resources including extractive ones)</li> <li>Scale up village-level experience from the National Adaptation Programme of Action (NAPA) concerning sustainable natural resource management, prevention of conflict, promotion of inter-village dialogue, and training for mediators</li> <li>Support training, research and assessments that promotes interaction between state and civil society on local or national peace building and governance issues.</li> </ul> | <b>500,000</b>               | UNDP Burkina Faso; office of the national mediator; relevant ministries (economy and finance; planning and budget; territorial administration and security; justice and human rights; promotion of women); civil society organisations |
|   | Output BF1.2: More powers are devolved to the Nord and the Sahel regions, in line with wider         | <ul style="list-style-type: none"> <li>Support the process for establishing regional development agencies in the Nord and Sahel regions</li> <li>Raise awareness on the benefits and local impacts of decentralisation aiming at wider</li> </ul>   | <b>300,000</b>               | UNDP Burkina Faso; Nord and Sahel regional administrations; relevant civil society   |

|  |   |   |                |  |
|--|---|---|----------------|--|
|  | decentralisation policy and initiatives within these regions.   | <p>public participation in local decision making in Nord and Sahel, supporting local and national cohesion</p> <ul style="list-style-type: none"> <li>• Support the elaboration of regional and communal development plans and the setting up of multi-stakeholder consultations at the communal and regional level in the Nord and Sahel regions (addressing disaster risk reduction and climate change adaptation within these consultations and plans)</li> <li>• Support community projects, including community radio and educational, health and social support centres, which can themselves facilitate inter-communal and cross border dialogue</li> </ul>  |                | organisations  |
|  | Output BF1.3: Civil society advocacy and coalitions for peace building and good governance are strengthened and are more active.                            | <ul style="list-style-type: none"> <li>• Support the National Commission for Human Rights (CNDH) in elaborating its strategy and action plans, and support provision of training for commission members (including through study trips and provision of equipment and documentation material) and civil society engagement with the commission</li> <li>• Provide small grants, support relevant activities of civil society organisations (including groups focused on empowerment of women or disadvantaged populations)</li> <li>• Facilitate the improvement of media coverage of the Nord and Sahel regions and of peacebuilding and governance issues more broadly, for example through workshops for journalists, facilitating access in Nord and Sahel regions, and encouraging networking initiatives</li> <li>• Support the development of media institutions such as the National Journalists Association and the Observatoire Burkinabé des Médias (a media self-regulatory body) through awareness raising and training on media ethics, standards and codes of conduct</li> </ul> | <b>300,000</b> | UNDP Burkina Faso; CNDH; civil society organisations; media; National Journalists Association; Observatoire Burkinabé des Médias |
|  | Output BF1.4: Conflict mediation capacities of local and traditional authorities are enhanced.  | <ul style="list-style-type: none"> <li>• Organise workshops on conflict causes and mediation techniques with community, traditional and religious leaders</li> <li>• Support initiatives to strengthen mechanisms for addressing local grievances, including disputes over water, livestock and land</li> <li>• Organise “training for trainers” workshops</li> </ul>   | <b>200,000</b> | UNDP Burkina Faso; local authorities and leaders   |
|  | Output BF1.5: Dialogue and constructive action among religious, community and youth leaders about recruitment by criminal and extremist groups is advanced. | <ul style="list-style-type: none"> <li>• Organise dialogue sessions bringing together religious, community and youth leaders to address issues about youth unemployment, recruitment to extremist and criminal groups, and develop appropriate responses such as community awareness campaigns</li> </ul>   | <b>20,000</b>  | UNDP Burkina Faso; religious, community and youth groups   |
|  | Output BF1.6: Governance systems in the Boucle du Mouhoun, Nord and Sahel regions   | <ul style="list-style-type: none"> <li>• Support elaboration of local development plans in three communes / municipalities and familiarisation of local actors with the new local planning guide.</li> <li>• Provide capacity building on project management and good governance in 17 communes/municipalities in the Boucle du</li> </ul>  | <b>300,000</b> | UNDP Burkina Faso; selected municipality authorities; youth groups   |

|   |   |   |                  |  |
|---|---|---|------------------|--|
|   | are improved.   | Mouhoun region are <ul style="list-style-type: none"> <li>Support local government initiatives focused on helping youth enterprise and employment opportunities</li> </ul>  |                  |  |
| <b>Outcome BF2: Vulnerable communities and public institutions and systems are restoring and building resilient livelihoods, with a strong focus on recovery.</b> | Output BF2.1: Vulnerable communities and population groups (e.g. youth, women, IDPs and refugees) receive increased support for making sustainable livelihoods.   | <ul style="list-style-type: none"> <li>Promote livelihoods that can generate stable incomes and reduce vulnerabilities and dependence on basic agro-pastoral activities, for example by helping to develop value-chains for by-products such as milk and leather, and for crafts, small-scale gardening, food processing and related micro-enterprises This will include upscaling of on-going NAPA community-based adaptation activities</li> <li>Provide small grants and relevant training for community groups on livelihoods and resilience (prioritising women and youth)</li> <li>Build on the activities to strengthen early recovery and resilience set out in 2013 UN Consolidated Appeal for Burkina Faso, prioritising activities which will most benefit livelihoods resilience in fragile parts of the country</li> </ul> | <b>600,000</b>   | UNDP Burkina Faso; civil society and non-governmental organisations working on livelihoods                     |
|   | Output BF2.2: The capacities of national institutions and local and community mechanisms which can work to reduce the risk and impact of disasters and that have the duty of responding to crises and emergencies are strengthened. | <ul style="list-style-type: none"> <li>Support the development and inter-connection of local and national disaster risk reduction and response plans and information systems, and organise a simulation exercise to test implementation of the national plan</li> <li>Support the operationalisation of the newly adopted national strategy on disaster risk reduction (DRR)</li> <li>Promote dissemination of and debate about the national disaster risk reduction plan</li> <li>Support the establishment of a national fund for the rehabilitation of victims of natural disasters and humanitarian crises, and support community projects that address disaster risk reduction</li> <li>Provide training on disaster risk reduction at local and community levels in the Nord and Sahel regions</li> </ul>                         | <b>300,000</b>   | UNDP Burkina Faso; national authorities (e.g. ministry of planning) and regional authorities in Nord and Sahel |
| <b>Country sub-total (Burkina Faso)</b>   |   |   | <b>2,520,000</b> |  |

## CHAD (CH)

**Linkage to goals of other strategic frameworks (UNDAF, UNDP CPDs, and national development plans):** The project fits within all existing UNDAFs and UNDP Country Programmes (see Annex 2 table).

| INTENDED OUTCOMES  | INTENDED OUTPUTS  | INDICATIVE ACTIVITY RESULTS/ACTIVITIES   | BUDGET ESTIMATE AMOUNT (USD) | RESPONSIBLE PARTIES  |
|--|---|--|------------------------------|--|
| <b>Outcome CH1: Governments and communities are working together more effectively to build peace and improve governance.</b> | Output CH1.1: The capacities of national institutions and community mechanisms which play a role in managing conflicts and building peace at national and local levels, are strengthened. | <ul style="list-style-type: none"> <li>Provide training for staff of the office of the Mediateur National du Tchad (MNT) and members of local peace committees in regions that are priorities for conflict prevention and mediation support</li> <li>Help national and local peacebuilding organisations or structures to develop their abilities to analyse and advise on conflict dynamics and methods for effectively managing conflicts, and to contribute to conflict resolution</li> </ul> | <b>600,000</b>               | UNDP Chad; MNT (the National Mediator of Chad); local peace organisations and structures |

|  |  |   |                  |  |
|--|--|---|------------------|--|
|  | Output CH1.2: Civil society advocacy and coalitions for peacebuilding and good governance are strengthened and are more active.  | <ul style="list-style-type: none"> <li>• Support capacity development of local and traditional authorities to mediate local conflicts.</li> <li>• Support dialogue between faith leaders to address recruitment by extremist groups.</li> <li>• Organise and conduct training-of-trainers courses on local and national peacebuilding</li> <li>• Provide small grants to support relevant initiatives by civil society organisations (including groups focused on empowering women or other disadvantaged groups)</li> </ul>  | <b>400,000</b>   | UNDP Chad; selected civil society organisations  |
| <b>Outcome CH2 : Vulnerable communities and public institutions and systems are restoring and building resilient livelihoods, with a strong focus on recovery.</b> | Output CH2.1: Poverty reduction strategies and plans that provide immediate livelihoods support for vulnerable communities and population groups are being designed and implemented.   | <ul style="list-style-type: none"> <li>• Promote economic empowerment of vulnerable women, particularly victims of sexual and gender-based violence, and youth, through improved self- and wage-employment, targeted livelihoods initiatives, and training courses on small business and trade</li> <li>• Support identification and analysis of sustainable economic opportunities, and improved understanding of the needs of vulnerable persons</li> <li>• Support elements of the Chad Programme of Transfer of Knowledge Through Expatriate Nationals/Migration that are focused on improving governance that has a bearing on vulnerable communities and livelihoods</li> </ul> | <b>1,000,000</b> | UNDP Chad; Ministry of Labour and Public Service; Ministry of Finance and Budget, Youth, and Microfinance; Ministry of Planning; focal points in other relevant ministries (e.g. health, and higher education, regional offices); Centre Nationale de Deminage (CND) |
|  | Output CH2.2: The capacities of national institutions and local and community mechanisms which can work to reduce the risk and impact of disasters and that have the duty of responding to crises and emergencies, are strengthened. | <ul style="list-style-type: none"> <li>• Support formulation and implementation of a national disaster risk reduction and management policy in Chad</li> <li>• Support operationalisation of the policy, including through development and improvement of disaster risk reduction/management mechanisms and tools for data collection, information sharing, and risk analysis, especially in Chad's Sahel belt</li> <li>• Provide capacity building for national and regional authorities, and community structures, on disaster risk reduction</li> </ul>  | <b>500,000</b>   | UNDP Chad; Ministry of Territorial Administration and Decentralisation; Ministries of Environment, Water Resources, and Agriculture; regional, provincial and local authorities and communities  |
| <b>Country sub-total (Chad)</b>  |  |   | <b>2,500,000</b> |  |

## MALI (ML)

**Linkage to goals of other strategic frameworks (UNDAF, UNDP CPDs, and national development plans):** The project fits within all existing UNDAFs and UNDP Country Programmes (see Annex 2 table).

| <b>INTENDED OUTCOMES</b>   | <b>INTENDED OUTPUTS</b>   | <b>INDICATIVE ACTIVITY RESULTS/ACTIVITIES</b>  | <b>BUDGET ESTIMATE AMOUNT (USD)</b> | <b>RESPONSIBLE PARTIES</b>                                       |
|--|---|--|-------------------------------------|--|
| <b>Outcome ML1: Governments and communities are working together more effectively to</b> | Output ML1.1: Civil society organisations addressing peace and governance | <ul style="list-style-type: none"> <li>• Promote and facilitate opportunities that bring different community groups and government together to discuss conflict prevention and mitigation issues in the northern regions</li> <li>• Support capacity development of local and</li> </ul> | <b>500,000</b>                      | UNDP Mali; Mali CSO Forum ; selected civil society organisations |

|   |   |   |                  |  |
|---|---|---|------------------|--|
| <b>build peace and improve governance.</b>  | issues in the three northern regions of Mali (Gao, Kidal and Tombouctou) are strengthened   | <p>traditional authorities to mediate local conflicts, and debate about how to address recruitment by criminal and extremist groups.</p> <ul style="list-style-type: none"> <li>Organise and conduct training-of-trainers programmes for peacebuilding at national and community level</li> <li>Provide capacity building support and small grants for civil society organisations (including groups focused on women, youth or disadvantaged populations) carrying out peacebuilding and good governance initiatives</li> </ul>  |                  |  |
|   | Output ML1.2: Public awareness and education campaigns about elections and peace are carried out, with a focus on reaching out to women and youth.  | <ul style="list-style-type: none"> <li>Support the creation of opportunities for public dialogue, debate and networking among non-governmental organisations, political parties and other civil society actors</li> <li>Provide small grants to support Malian non-governmental organisations carrying out electoral education and gender awareness campaigns</li> <li>Facilitate government engagement with civil society on electoral and peace issues</li> </ul>   | <b>500,000</b>   | UNDP Mali; selected civil society organisations; Malian media; national electoral commission   |
|   | Output ML1.3: The capacities of national institutions and community mechanisms which play a role in preventing and managing conflicts and building peace at national and local levels are strengthened. | <ul style="list-style-type: none"> <li>Support the development of mechanisms for coordinating national and local conflict prevention and conflict management (complementing initiatives focused on the three northern regions)</li> <li>Provide small grants and training to develop the capabilities of national institutions and Malian non-governmental organisations focused on peacebuilding</li> <li>Facilitate inter-communal dialogue and mediation</li> </ul>  | <b>500,000</b>   | UNDP Mali; Ministry for Territorial Administration and Decentralisation; Mali CSO Platform, and selected non-governmental organisations          |
| <b>Outcome ML2: Vulnerable communities and public institutions and systems are restoring and building resilient livelihoods, with a strong focus on recovery.</b> | Output ML2.1: National and local strategies for resilience in development are being elaborated and implemented.   | <ul style="list-style-type: none"> <li>Support the continued use and improvement of frameworks for planning, monitoring and evaluating national policies and strategies for growth, resilience building and achieving the Millennium Development Goals</li> <li>Support livelihood and tertiary training initiatives to secure and strengthen the livelihoods of vulnerable communities population groups (such as returnees, youth, women, internally displaced persons, refugees, and host communities)</li> <li>Promote livelihoods that can generate stable incomes and reduce vulnerabilities and dependence on basic agro-pastoral activities, for example by helping to develop 'value chains' for by-products such as milk and leather, and for crafts, small-scale gardening, food processing and related micro-enterprises</li> </ul> | <b>1,000,000</b> | UNDP Mali; national authorities connected with economic growth and poverty reduction; selected local authorities and civil society organisations |
| <b>Country sub-total (Mali)</b>   |   |   | <b>2,500,000</b> |  |

## Mauritania (MR)

Linkage to goals of other strategic frameworks (UNDAF, UNDP CPDs, and national development plans): The project fits within all existing UNDAFs and UNDP Country Programmes (see Annex 2 table).

| INTENDED OUTCOMES | INTENDED OUTPUTS | INDICATIVE ACTIVITY RESULTS/ACTIVITIES | BUDGET ESTIMATE AMOUNT | RESPONSIBLE PARTIES |
|-------------------|------------------|--|------------------------|---------------------|
|-------------------|------------------|--|------------------------|---------------------|

|   |  |  | (USD)          |   |
|---|--|--|----------------|---|
| <b>Outcome MR1: Governments and communities are working together more effectively to build peace and improve governance</b> | Output MR1.1: Capacities of state peacebuilding actors are strengthened  | <ul style="list-style-type: none"> <li>• Provide capacity building for government institutions engaged in the fields of mediation and human rights protection (such as the National Commission for Human Rights, CNDH), and support establishment of further structures.</li> <li>• Provide training on conflict prevention, mediation and conflict management for relevant central and local authorities, elected officials (Senate and National Assembly) and the office of the national mediator /ombudsman.</li> <li>• Support inclusion of a conflict prevention course in the curriculum of the National Administration School (ENA).</li> </ul> | <b>300,000</b> | UNDP Mauritania; CNDH; Senate and National Assembly; ENA                                  |
|   | Output MR1.2: National and local mechanisms for supporting peacebuilding are inter-connected and more competent                | <ul style="list-style-type: none"> <li>• Facilitate and support initiatives for dialogue between government and civil society, involving women in all areas of peacebuilding</li> <li>• Support establishment of peace committees and holding of periodic meetings between civil society and state authorities.</li> <li>• Provide training and mentoring for paralegal advisors ('barefoot' lawyers) and traditional mediators (<i>mouslihs</i>).</li> <li>• Support the integration of conflict prevention in sectoral policies, projects and programmes currently being formulated or revised.</li> </ul>   | <b>400,000</b> | UNDP Mauritania; national and local authorities; legal aid non-governmental organisations |
|   | Output MR1.3: Civil society advocacy and coalitions for peacebuilding and good governance are strengthened and are more active | <ul style="list-style-type: none"> <li>• Support inter-community discussion meetings in cooperation with the government and using opportunities such as cultural weeks and festivals to strengthen peace and social cohesion.</li> <li>• Support opportunities and platforms for debate, including people who can positively influence and lead opinion on social cohesion, peace and good governance.</li> <li>• Support the development of national and regional networks for conflict prevention and management, for example through facilitating relevant events and communications.</li> </ul>  | <b>200,000</b> | UNDP Mauritania; relevant non-governmental and civil society organisations                |
|   | Output MR1.4: Preventing recruitment by criminal and extremist groups is being discussed more widely                           | <ul style="list-style-type: none"> <li>• Support dialogue between religious leaders, youth and community groups and local authorities, to address recruitment by criminal and extremist groups.</li> <li>• Facilitate activities by Mauritania's Ulema (scholars) and other activists to promote peace and prevent extremism, for example through university conferences or debates.</li> </ul>  | <b>300,000</b> | UNDP Mauritania; religious leaders and youth and community groups                         |

|  |   |   |                  |   |
|--|---|---|------------------|---|
| <b>Outcome MR2: Vulnerable communities and public institutions and systems are restoring and building resilient livelihoods, with a strong focus on recovery</b> | Output MR2.1: Poverty reduction strategies and plans that provide immediate livelihoods support for vulnerable communities and population groups are being designed and implemented.  | <ul style="list-style-type: none"> <li>• Help to equip vulnerable populations with tools such as grain mills and improved stoves where these can strengthen their livelihoods</li> <li>• Support labour-creating initiatives to rehabilitate shared infrastructure (such as wells, health centres, markets and access roads)</li> <li>• Support small grants programme for women's groups/associations promoting productive activities (feedlots, grass-fed herds, market gardening, water management,)</li> <li>• Provide training in the establishment and management of community savings schemes, especially for women and youth groups</li> </ul>  | <b>600,000</b>   | UNDP Mauritania; selected civil society organisations   |
|  | Output MR2.2: The capacities of national institutions and local and community mechanisms which can work to reduce the risk and impact of disasters and that have the duty of responding to crises and emergencies, are strengthened | <ul style="list-style-type: none"> <li>• Support formulation of a national disaster risk reduction plan, informed by a full assessment of vulnerabilities, risks and adaptation options for populations across the country</li> <li>• Support the operationalisation of the national disaster risk reduction plan, including by means of crisis simulations and training, and the development of knowledge and information sharing tools (such as database and communications systems)</li> <li>• Support the development of national and local institutional capacities relevant to effective management of disaster risks and incidence</li> <li>• Sensitise elected officials, politicians technicians and decision makers on coastal risks related to climate changes and natural disasters.</li> </ul> | <b>700,000</b>   | UNDP Mauritania; relevant national authorities (e.g. ministry of planning) and regional authorities |
| <b>Country sub-total (Mauritania)</b>  |   |   | <b>2,500,000</b> |   |

## NIGER (N)

**Linkage to goals of other strategic frameworks (UNDAF, UNDP CPDs, and national development plans):** The project fits within all existing UNDAFs and UNDP Country Programmes (see Annex 2 table).

| INTENDED OUTCOMES | INTENDED OUTPUTS | INDICATIVE ACTIVITY RESULTS/ACTIVITIES | BUDGET ESTIMATE AMOUNT (USD) | RESPONSIBLE PARTIES |
|-------------------|------------------|--|------------------------------|---------------------|
|-------------------|------------------|--|------------------------------|---------------------|



|  |   |  |                  |   |
|--|---|--|------------------|---|
| <b>Outcome NG1:<br/>Governments and communities are working together more effectively to build peace and improve governance</b>                                      | <b>Output NG1.1:<br/>Mechanisms and processes for promoting community safety and social cohesion are strengthened</b>     | <ul style="list-style-type: none"> <li>Support the development and implementation of community-based safety strategies and strengthening of social cohesion fabrics and coordinating structures as envisaged in the National Strategy for Development and Security in the Sahel-Saharan Areas of Niger</li> <li>Support community-based micro socioeconomic recovery and rural development initiatives through income generation activities, rural productive infrastructures, including access to market and water facilities (prioritising border provinces and communes that are vulnerable to internally and externally generated insecurity)</li> <li>Support programme on land management and conflict prevention/mitigation with a focus on refugee/migrant populations and host communities</li> <li>Support programme on pastoral migration, addressing the harmonisation, management and demarcation of grazing routes and timing, and improvements in pastoral land rights legislation</li> </ul> | <b>800,000</b>   | UNDP Niger; Office of the Prime Minister; Ministry of Planning, Ministry of Interior, Haute Autorité à la consolidation de la Paix (HACP), National Commission for Small Arms Control and Collection, |
|  | <b>Output NG1.2:<br/>Support peace consolidation initiatives and institutions</b>   | <ul style="list-style-type: none"> <li>Provide institutional capacity support to national and regional conflict prevention and mediation institutions including the High Authority for Peacebuilding (HACP), and ECOWAS.</li> <li>Support community-based peacebuilding initiatives including the implementation of the outcome and recommendations of the peace forum in Tahoua.</li> <li>Support improvements in peacebuilding capabilities of institutions, local/communal councils, civil society and faith-based entities, including support for traditional mediation and alternative dispute resolution methods</li> </ul>  | <b>9,000,000</b> | UNDP Niger; HACP; ECOWAS  |
| <b>Outcome NG2:<br/>Vulnerable communities and public institutions and systems are restoring and building resilient livelihoods, with a strong focus on recovery</b> | <b>Output NG2.1:<br/>Support community and youth empowerment through income generation and job creation opportunities</b> | <ul style="list-style-type: none"> <li>Facilitate job creation, competency-based recovery activities, and work placement initiatives with labour-intensive approaches for public works and environmental protection activities</li> <li>Support the institutional and technical capacity of communes structures/councils, specialised government and civil society organisations dealing with youth empowerment, and violence reduction interventions.</li> <li>Support community awareness raising campaigns and mobilisation on the dangers of illegally owning and using small arms and support means for voluntary surrender and destruction of illicit firearms</li> </ul>  | <b>800,000</b>   | UNDP Niger; youth and community groups  |
| <b>Country sub-total (Niger)</b>   |   |  | <b>2,500,000</b> |   |
| <b>Regional Level</b>  |   |  |                  |   |
| <b>Governments and communities are</b>   | <b>Output 1:<br/>Cross-border</b>   | <ul style="list-style-type: none"> <li>Facilitate regional thematic workshop to strengthen synergies and complementarity</li> </ul>  | <b>600,000</b>   | UNDP, ECOWAS, AGIR other  |

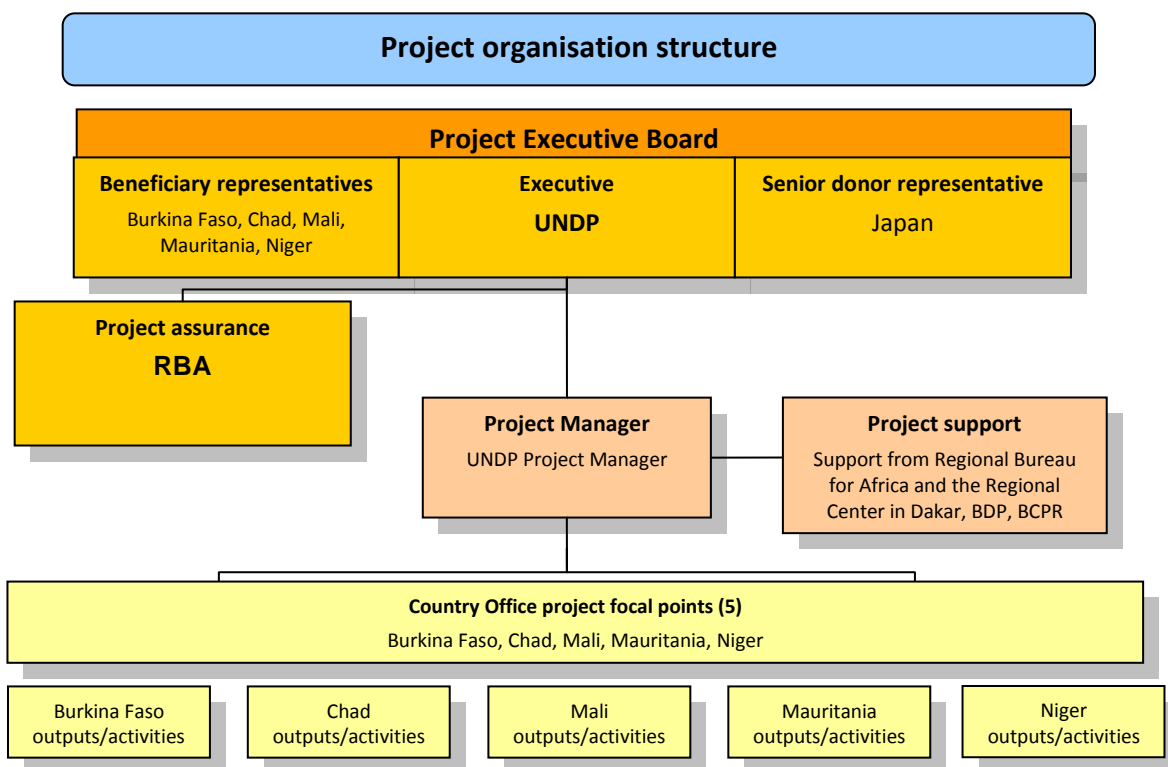
|  |  |  |                              |
|--|--|--|------------------------------|
| <b>working together more effectively to build peace and improve governance</b> | <b>regional peace-consolidation and livelihood initiatives are scaled-up and a regional peacebuilding and economic governance assessment is conducted and launched</b> | <p>between country analysis and approaches</p> <ul style="list-style-type: none"> <li>Facilitate exchange of south-south expertise</li> <li>Promote inter-governmental dialogue on issues affecting the Sahel</li> <li>Promote regional forums for civil society dialogue and co-operation on peacebuilding and governance issues</li> <li>Support regional policy dialogue and awareness raising on critical issues in the Sahel</li> </ul> | Regional Organisations, CSOs |
| <b>Regional level sub-total</b>  |  |  | 600,000                      |
| Burkina Faso (BF)  |  |  | 2,520,000                    |
| Chad (CH)  |  |  | 2,500,000                    |
| Mali (ML)  |  |  | 2,500,000                    |
| Mauritania (MR)  |  |  | 2,500,000                    |
| Niger (NG)   |  |  | 2,500,000                    |
| <b>Sum of country sub-totals:</b>  |  |  | <b>12,520,000</b>            |
| <b>(A) Sum of country and regional sub-totals:</b>                             |  |  | <b>13,120,000</b>            |
| <b>OVERALL PROJECT MANAGEMENT</b>  |  |  |                              |
| <b>HQ: Oversight and coordination of project activities</b>                    | <b>Overall project management</b>  | Operations (project consultant, recurring operational costs/admin, communication)  | <b>400,000</b>               |
|  |  | M&E (audit, monitoring visits).  | <b>400,000</b>               |
|  |  | Miscellaneous.   | <b>98,692</b>                |
| <b>(B) Overall project management sub-total</b>                                |  |  | <b>898,692</b>               |
| UNDP indirect costs (General Management services 7%)                           |  |  | <b>981,308</b>               |
| <b>Overall total budgeted cost of project (A+B):</b>                           |  |  | <b>15,000,000</b>            |

## V. MANAGEMENT ARRANGEMENTS

33. To oversee the project UNDP will establish a Project Executive Board chaired by its Regional Bureau for Africa. The Board will provide oversight and strategic guidance during implementation of the project in the Sahel. The Board will meet at the inception of the project and then every six months to review progress reported to it. Additional meetings may be called as required.

34. The project will be directly implemented by UNDP Country Offices with direct coordination by the regional project manager. The project manager will draw support and guidance from relevant existing staff in UNDP's Regional Bureau for Africa and its Regional Center for West and Central Africa (located in Dakar and provide oversight support to country offices). The UNDP Country Offices in Burkina Faso, Chad, Niger, Mali and Mauritania will be responsible for managing the implementation of the country-based outputs and activities which they receive funding for. Each Country Office will designate an overall focal point for the project, who will communicate directly with the project manager. Inception and quarterly teleconference meetings will be held between all five focal points, the project manager and Regional Bureau and Regional Center support staff, in order to share information about implementation and progress of country-based outputs and activities.

35. In implementing the project UNDP will consult and coordinate appropriately with relevant UNDP central bureaux (such as the Bureau for Crisis Prevention and Recovery and the Bureau for Development Policy), donor partners, Government counterparts, regional mechanisms, other UN agencies and relevant CSOs. Collaboration will be particularly important for joint activities under the regional component, with the aim of encouraging innovative approaches to the challenges and opportunities in the Sahel region. UNDP and the Project Executive Board will be alert to opportunities for synergies with existing UN and donor-funded regional projects anchored in ECOWAS and the Partnership for Resilience in the Sahel (Alliance Globale pour l'Initiative Resilience / AGIR Sahel).
36. The use of interest and balance from the project shall be discussed and agreed upon with the donor in accordance with the Japan /UNDP partnership fund guidelines. Substantive revision of the project (such as extension or substantive budget reallocation) shall be done only after consultation and agreement with the donor.



## VI. MONITORING FRAMEWORK AND EVALUATION

37. The project will apply UNDP's result-based programming and monitoring systems to ensure that activities are carried out effectively and efficiently and to optimise the achievement of results. In accordance with the programming policies and procedures outlined in the UNDP User Guide, the project will be monitored in the following way during the annual cycle of work:
- On a quarterly basis, a quality assessment will record progress towards the completion of key results, based on quality criteria and methods.
  - An Issue Log will be activated in the Atlas software and updated by the Project Manager to facilitate tracking and resolution of potential problems or requests for change.
  - Based on the initial risk analysis submitted, a Risk Log will be activated in Atlas and regularly updated by reviewing the external environment that may affect the project implementation.
  - Based on the above information recorded in Atlas, the Project Manager will submit a quarterly Project Progress Report to the Project Executive Board, using the standard report format available in the 'Executive Snapshot'.
  - A project 'Lessons Learned Log' will be activated and regularly updated to ensure on-going learning and adaptation within the organisation, and to facilitate the preparation of the Lessons Learned Report at the end of the project.
  - A Monitoring Schedule Plan will be activated in Atlas and updated to track key management actions/events.
  - Collecting examples of success stories, combining quantitative data with qualitative evidence
38. The project manager will commission a mid-term project review to be conducted during the second quarter of the project. The review report should be presented to the project manager by the end of the sixth month of the project, so that adjustments to the work plan can be made as necessary. Drawing information from the Country Office project focal points, the project manager will prepare quarterly reports on project implementation and provide these to the Project Executive Board before the end of the second, third and final quarter.
39. A review of the project will be carried out at the end of the fourth quarter and the report will be presented to the Project Executive Board within three months of the end of the scheduled 12-month duration of the project. As appropriate, this report should take into account and advice on completion of any project components delayed beyond the project's scheduled duration.
40. At the country level, each country office will prepare a more detailed annual work plan (AWP) once the funds are approved. To ensure local oversight, the UNDP country office will organised quarterly project review meetings with relevant partners (COs could also invite representatives from Japan to be part of the quarterly project appraisal meeting). Minutes of these meetings including a complete and signed list of participants will be forwarded to the project manager and used as evaluative material by the Project Executive Board at HQ level.
41. UNDP will submit to the Government of Japan a final report (both narrative and provisional financial reports) upon the completion of the project. The final financial report will be submitted later. Narrative reports shall where possible, include photographs of the project activities.
42. Where possible, the project will promote and support visibility of the donor and participating partners. This will include branding of equipment and infrastructure, acknowledgement of donor support on materials and any promotional products, media engagement, donor field visits, documentation and sharing of success stories, and use of display panels.

## **VII. LEGAL CONTEXT**

43. This document, together with the relevant UN Development Assistance Frameworks and UNDP Country Programme Documents (approved by the UNDP Executive Board), and UNDP Country Programme Action Plans (signed by governments and UNDP) constitute the 'Programme Document' as referred to in the Standard Basic Assistance Agreement which UNDP has which each country covered by this project (Burkina Faso, Chad, Niger, Mali and Mauritania). All Country Programme Action Plan provisions apply to this document.
44. This project will be executed by UNDP in accordance with its financial regulations, rules, practices and procedures only to the extent that they do not contravene the principles of the Financial Regulations and Rules of UNDP. Where the financial governance of an Implementing Partner does not provide the required guidance to ensure best value for money, fairness, integrity, transparency, and effective international competition, the financial governance of UNDP shall apply.
45. The Implementing Partner agrees to undertake all reasonable efforts to ensure that none of the UNDP funds received pursuant to the Project Document are used to provide support to individuals or entities associated with terrorism and that the recipients of any amounts provided by UNDP hereunder do not appear on the list maintained by the Security Council Committee established pursuant to resolution 1267 (1999). The list can be accessed via <http://www.un.org/Docs/sc/committees/1267/1267ListEng.htm>. This provision must be included in all sub-contracts or sub-agreements entered into under this Project Document.

## **VIII. ANNEXES**

- I.** Feasibility, risk management and sustainability
- II.** Summary of recent and current goals of the UNDP country programmes and UN Country Team strategic frameworks in the region, and the goals of the respective national development plans or strategies. Also noted, for reference, are the goals of the strategies of some of the major international donors.
- III.** Reference documents

## Annex I: Feasibility, risk management and sustainability

The following table summarises the main risks facing the project, their potential impact, and the ways in which these risks can be mitigated and managed:

| Risk<br>(type and examples)  | Likelihood<br>(scale: lowest 1,<br>highest 5) | Impact<br>(scale: lowest 1, highest<br>5) | Risk management approach   |
|--|---|---|--|
| <i>Safety and security:</i> e.g. threats towards individuals or organisations that are partners to a component of the project                      | 2   | 3   | UNDP Country Offices are required to adhere to standard operating procedures regarding safety and security; offices in the Sahel countries have experience of operating in most parts of each country. Additional care must be taken about operating in <i>significantly changed</i> security environments, such as northern Mali and potentially elsewhere (e.g. neighbouring parts of Niger and Mauritania), where the risk profile of UNDP and local or international partners may also change significantly during 2013-2014. However, even if security makes it necessary to curtail a particular element of the project, the wider project will be able to continue and will not be jeopardised. |
| <i>Political obstruction:</i> e.g. national government or local authorities try to interfere or otherwise obstruct the project                     | 1   | 4   | The risk of political obstruction of the project is very low. This is especially true given UNDP's long-established presence in each of the countries concerned. To minimise the risk of political obstruction, UNDP must communicate transparently to relevant authorities about the aims and benefits of the project for the government and people of each country   |
| <i>Conflict:</i> e.g. escalation in violent conflict in a sub-region that is significant for the project (such as northern Mali or northern Niger) | 2   | 4   | Outbreaks of violent conflict might make it necessary for UNDP to temporarily withdraw staff from affected areas; however national and local partners would be likely to maintain their presence and operations except in extreme circumstances. If conflict makes important geographical areas off-limits to the project, UNDP will counterbalance this by reallocating resources to geographical areas where implementation is not obstructed  |
| <i>Sustainability:</i> e.g. national or local partners for certain elements of the project are not set up to operate in a sustainable way          | 2   | 2   | Low sustainability of government entities or civil society organisations is an unavoidable liability in very poor contexts such as the Sahel. This can only be managed by careful choice of partners and, where there is little choice, by concentrating on developing the capacities of individuals or, if merited, investing in the abilities of the partner to place itself on a more sustainable basis.  |
| <i>Implementation delays:</i> e.g. slow implementation of project outputs because of delays internal or external to UNDP                           | 2   | 1   | To minimise delays, recruitment where needed will be managed by Country Offices in relation to specific outputs; contingency funds will be reserved within the budget and will be supplemented by UNDP contributions if needed. To minimise delays in procurement, the project will use existing Country Office procurement systems. To minimise the impact of delays, implementation of project components should proceed in parallel. UNDP takes responsibility for completion of the project on the basis of a no-cost extension  |

## Annex 2: Focuses of UNDP and non-UNDP programmes

The following table summarises the recent and current goals of the UNDP country programmes and UN Country Team strategic frameworks in the region, and the goals of the respective national development plans or strategies. Also noted, for reference, are the goals of the strategies of some of the major international donors.

|                                | Chad  | Niger   | Burkina Faso  | Mali   | Mauritania   |
|--------------------------------|---|---|---|--|--|
| UNDP Country Office programmes | <p>2012-2015:</p> <ul style="list-style-type: none"> <li>(i) Support for the national poverty reduction strategy and sustainable development</li> <li>(ii) Strengthening good governance and advancing human security</li> </ul> <p>2012-2015 CPAP:</p> <ul style="list-style-type: none"> <li>(i) Economic governance and promotion of employment</li> <li>(ii) Energy, environment and sustainable development</li> <li>(iii) Democratic governance</li> <li>(iv) Consolidation of peace and socio-economic recovery</li> </ul> | <p>2014-2018:</p> <ul style="list-style-type: none"> <li>(i) Resilience: food and nutritional security, environmental management and prevention and management of risks</li> <li>(ii) Social development and human capital</li> <li>(iii) Governance, peace and security</li> </ul>                   | <p>2011-2015:</p> <ul style="list-style-type: none"> <li>(i) Achieving the MDGs and reducing poverty</li> <li>(ii) Reinforcing government capacities for anticipating, planning and implementing development programmes, for rule of law and human rights, and for transparency</li> </ul>                                    | <p>2008-2012 (temporarily extended to 2014):</p> <ul style="list-style-type: none"> <li>(i) Strengthening democratic governance and human rights</li> <li>(ii) Accelerating progress on MDGs</li> <li>(iii) Improving environmental management</li> <li>(iv) Developing capacities on HIV/AIDS</li> </ul> <p><i>End 2012: Country Programme being reformulated to bring into line with the UN Joint Plan for Supporting the Transition (Cadre Conjoint d'Appui à la Transition)</i></p>                              | <p>2012-2016:</p> <ul style="list-style-type: none"> <li>(i) Reducing poverty and food insecurity</li> <li>(ii) Strengthening democratic institutions, public administration and social cohesion</li> <li>(iii) Improving environmental governance and sustainable management of natural resources</li> </ul>                |
| UNDAF                          | <p>2006-2010:</p> <ul style="list-style-type: none"> <li>(i) Improving human capital</li> <li>(ii) Promoting good democratic and economic governance</li> <li>(iii) Restoring and protecting ecosystems</li> <li>(iv) Crisis prevention and management</li> <li>(v) Combating HIV/AIDS</li> </ul>   | <p>2009-2013:</p> <ul style="list-style-type: none"> <li>(i) Improving food security and natural resource management for vulnerable groups</li> <li>(ii) Improving access of vulnerable groups to basic social services and family planning</li> <li>(iii) Advancing democratic governance</li> </ul> | <p>2011-2015:</p> <ul style="list-style-type: none"> <li>(i) Accelerating sustainable and pro-poor economic growth</li> <li>(ii) Improving human capital for sustainable development</li> <li>(iii) Increasing the effectiveness of political, administrative and economic governance and respect for human rights</li> </ul> | <p>2008-2012:</p> <ul style="list-style-type: none"> <li>(i) Increasing respect for human rights</li> <li>(ii) Strengthening state and civil society capacities for generating development</li> <li>(iii) Improving access to basic services</li> <li>(iv) Increasing food security</li> <li>(v) Combating HIV/AIDS</li> </ul> <p><i>Priorities of the UN Joint Plan for Supporting the Transition (2012 onwards):</i></p> <ul style="list-style-type: none"> <li>(i) Governance and restoration of peace</li> </ul> | <p>2012-2015:</p> <ul style="list-style-type: none"> <li>(i) Reducing poverty and food insecurity</li> <li>(ii) Increasing access to basic social services and combating HIV/AIDS</li> <li>(iii) Improving environmental and natural resource management</li> <li>(iv) Improving governance and building capacity</li> </ul> |

|                            | Chad  | Niger   | Burkina Faso  | Mali  | Mauritania  |
|----------------------------|---|---|---|---|---|
|                            |   |   |   | (ii) Access to basic social services  |   |
| Relevant UNDP projects     | UNDP Chad programme component 2.1 is focused on 'capacity building in institutions managing the democratic process and the consolidation of peace and human security'. Activities within this are focused on engaging with national and local authorities, rather than civil society. | May 2012-Sep 2013: €4.6m project for peacebuilding in northern Niger launched; UNDP has previously implemented a project for peacebuilding in the Air and Azawak region   | UNDP Burkina Faso US\$8.4m programme for 2011-2015 on consolidating good local governance of the environment in eastern and central-northern Burkina Faso; US\$1.9m project in 2009-2012 to strengthen national capacities for disaster management and crisis recovery. | [End-2012/start-2013: Rapid deployment of staff to UNDP Mali Country Office, in order to support re-organisation of programme in line with the UN Joint Plan for Supporting the Transition (2012 onwards)]  | 2009-2011: US\$2.7m UN Joint Programme for Conflict Prevention and Social Cohesion  |
| National development plans | PRSP 2003-2015 goals:<br>(i) Promoting good governance<br>(ii) Ensuring strong and sustained economic growth<br>(iii) Improving human capital<br>(iv) Improving the living conditions of vulnerable groups<br>(v) Restoring and safeguarding ecosystems                               | Plan de Développement Economique et Social, 2012-2015, goals:<br>(i) Building the credibility and effectiveness of public institutions<br>(ii) Creating conditions for sustainable, equitable and inclusive development<br>(iii) Food security and sustainable agricultural development<br>(iv) Promoting a competitive and diversified economy<br>(v) Promoting social development | Stratégie de Croissance Accélérée et du Développement Durable, 2011-2015:<br>(i) Accelerating growth<br>(ii) Developing human capital and social protection<br>(iii) Reinforcing good governance<br>(iv) Addressing cross-cutting priorities                            | PRGSP 2007-2011 goals:<br>(i) Developing infrastructure and productive sectors<br>(ii) Pursuing and consolidating structural reforms<br>(iii) Strengthening the social sector   | Phase III of Poverty Reduction Strategy Framework, 2011-2015:<br>(i) Accelerating growth and consolidating macroeconomic stability<br>(ii) Fostering economic growth that benefits the poor<br>(iii) Developing human resources and basic services<br>(iv) Improving governance and building capacity |
| International donors       | EU, 2008-2013:<br>(i) Good governance (security, judicial, financial, decentralisation, local government)<br>(ii) Sustainable development, based on infrastructure and the rural sector   | EU Strategy for Security and Development in the Sahel (covering Niger, Mali and Mauritania):<br>(i) Governance, development and conflict resolution<br>(ii) Regional political coordination<br>(iii) Security and the rule of law<br>(iv) Combating extremism and radicalisation  | EU, 2008-2013:<br>(i) Strengthening basic infrastructure and inter-connectivity<br>(ii) Supporting central and local governance (incl. justice, decentralisation and budget support)<br>(iii) Support for macroeconomic framework for poverty reduction                 | Covered by EU Strategy for Security and Development in the Sahel<br>Feb 2013: EU announces resumption of development co-operation, and €20m crisis response and stabilisation assistance package (focused on for law enforcement, justice, local dialogue and reconciliation, and first phase of electoral process) | EU, 2008-2013:<br>(i) Good governance (decentralisation, state modernisation, citizenship, poverty reduction)<br>(ii) Regional integration and transport infrastructure   |



## **Annex 3: Reference documents**

### **Regional and international**

AU Commission, UN Economic Commission for Africa, African Development Bank Group and UNDP, 'MDG Report 2012: Assessing Progress in Africa towards the Millennium Development Goals' (2012)  
UN Security Council, 'Resolution 2085 (2012)', S/RES/2085 (2012), New York, December 2012  
UNDP, 'Africa Human Development Report 2012: Towards a Food Secure Future' (New York: July 2012)  
Oxford Analytica, 'Local issues drive and constrain African Sahel jihadis', Oxford Analytica in-depth analysis, 21 September 2012  
Wolfram Lacher, 'Organized Crime and Conflict in the Sahel-Sahara Region', Carnegie Endowment for International Peace paper (Washington DC: 2012)

### **Country-specific**

#### *Burkina Faso*

UNDP, 'Projet de Descriptif du Programme de Pays pour le Burkina Faso (2011-2015)'  
UN Country Team Burkina Faso, 'Plan Cadre des Nations Unies pour l'Aide au Développement: UNDAF 2011-2015'  
Government of Burkina Faso, 'Stratégie de Croissance Accélérée et de Développement Durable, 2011-2015'

#### *Chad*

UNDP, 'Draft country programme document for Chad (2012-2015)'  
UNDP Chad, 'Plan d'Actions du Programme Pays' (N'djamena: February 2012)  
Government of Chad (Ministry of Planning, Development and Aid), 'Poverty Reduction Strategy Paper' (N'djamena: 2003)

#### *Mauritania*

Ministry of Economic Affairs and Development, Mauritania, 'Cadre Stratégique de Lutte contre la Pauvreté, 2011-2015' (Nouakchott: 2011)  
UNDP, 'Draft Programme de Pays pour la Mauritanie (2012-2016)'

#### *Mali*

IMF and Ministry of Economy and Finance, Mali, 'Mali: Poverty Reduction and Strategy Paper – 2009 Progress Report' (Washington DC: February 2011)  
UN Country Team Mali, 'Plan cadre des Nations Unies pour l'Aide au Développement (PNUAD) 2008 2012' (Bamako: January 2007)  
UN Country Team, 'Cadre Conjoint d'Appui à la Transition' (Bamako: December 2012)

#### *Niger*

UNDP, 'Draft Country Programme Document for Niger (2014-2018)'  
Government of Niger, 'Plan de Développement Economique et Social, 2012-2015' (Niamey: 2011)