Joint Conflict Reduction Programme

Duration	Phase I: January 2012 – June 2013 Phase II: July 2013 - December 2016
Goal	To address immediate conflict risks and contribute to long-term conflict resolution and peace building in the Protocol Areas
Outcome	Environment for sustainable peace is improved and trust and confidence between communities is increased
Outputs	**Output 1:** Effective and sustainable institutions are in place in support of community-level conflict resolution and prevention; **Output 2:** Current and future flashpoint conflicts mitigated through inclusive peace processes ; **Output 3:** Targeted peace dividends delivered to communities in accordance to priorities identified during local peace processes ; **Output 4:** Peacebuilding initiatives delivered in support of stability, reconciliation and peaceful coexistence;
Governance Modality	Joint Programme managed and implemented by UNDP and IOM Governance Structure: - Steering Committee - Programme Management Team - Grants Committee -
Fund Management Options	Parallel Fund Management Pass Through Fund Management (UNDP MPTF Office as Administrative Agent)
Budget/Available Funds for Phase I:	**Overall Budget:** $9,577,908 **Available Funds:** $6,872,547 - Norway: $1,539,214 - EU: $6,872,547 **Funding Gap:** $2,705,361

Approved by:	**Approved by:**
Ms. Jill Helke Chief of Mission IOM Sudan	Mr. Sayed Aqa Country Director UNDP Sudan
Signature:	Signature:
Date:	Date:

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I. Context

I.1. Background

Sudan's post-colonial history has been marked by conflict, which at times extended over as much as 60% of the country's territory. Historical evidence demonstrates the linkages between conflict, natural resource exploitation, governance, and development as key drivers of conflict in Sudan. More than two decades of North-South civil war in Sudan ended in 2005 with the signing of the Comprehensive Peace Agreement (CPA) between Sudan's two dominant political forces: the northern based National Congress Party (NCP) and the southern-based Sudanese People's Liberation Army/Movement (SPLA/M). The CPA led to the formation of the Government of National Unity (GoNU) and the establishment of the Government of Southern Sudan (GoSS), and called for a six-year interim period. In compliance with CPA stipulations, a referendum on self-determination for Southern Sudan was conducted from 9-15 January 2011, during which over 99% of voters in the ten southern states voted for independence. South Sudan is set to formally declare its independence on 9 July 2011 at the end of the six-year CPA interim period.

The interim phase of the CPA has been marked by a number of positive developments and relative peace and stability has been sustained in most of the war-affected areas. The wealth of Sudan's natural resource endowments, especially the emerging oil industry, offers significant potential for achieving developmental objectives and fast economic growth. However, the opportunity to capitalize on these resources depends on the implementation of the CPA and grassroots reconciliation.[1] The United Nation's Development Assistance Framework (UNDAF) 2009-2012 states that "a climate of instability and competition, often over scarce natural resources, has been at the core of the challenge to peacebuilding in Sudan. Delays in CPA implementation and the continued existence of armed groups; disputes over control of oil-producing areas and their revenues; and breakdown of traditional conflict management mechanisms may put the delivery of peace dividends at risk. Moreover, conflict has left complex and highly sensitive issues of land tenure and ownership."

Within the overall context of Sudan, the **Three Protocol Areas** – Abyei Area, Blue Nile State, and Southern Kordofan State - located at the frontlines during the North-South civil war, face particularly acute and complex challenges in progressing towards goals of sustainable peace and poverty reduction even as they are recognized as critical for regional stability. This was reiterated in the Government of Sudan's joint report presented at the 2008 Sudan Consortium: "Neglecting the development of the communities along the 1956 North-South border will increase the risk of turning these areas into flash points that may jeopardize peace at the national level. There is a continued and urgent need for engaging with these communities through activities that will ensure peaceful co-existence."[2] Unresolved issues and key milestones in the remaining CPA interim period add to an overall increase in tensions: the May 2011 election of NCP candidate Ahmed Haroun to the Southern Kordofan governorship, disputed by the SPLM; the outcome of ongoing popular consultations in Southern Kordofan and Blue Nile; and, the pending resolution of North-South disagreements in Abyei Area addressing issues of boundary demarcation and residency requirements, the latter a pre-requisite for carrying out the Abyei referendum.[3]

The fragility of the situation in the Three Protocol Areas was illustrated by the outbreak of violence in Abyei in 2008, and more recently by the eruption of violent conflict in Abyei and Southern Kordofan in May and June 2011. In Abyei, it is estimated that more than 100,000 people have been displaced as a result of the

[1] So far, implementation of the CPA has been slower and less complete than envisaged, placing strain on the mechanisms of the agreement. Even so, the framework created by the CPA, the National Strategic Development Plan (NSDP) and the National interim Constitution (NIC) provides a unique window of opportunity to engage in 'business unusual'.

[2] SC Joint Government Report / Sudan Consortium May 2008, p. 121

[3] CPA implementation issues have been highlighted in a number of reports including the *3ASG Stability and Development Strategy Update* October 2009; Concordis International. *Sudan Peace-Building Gap Analysis: Final Report*. 23 June 2009; and, ICG Africa Report N°145. *Sudan's Southern Kordofan Problem: The Next Darfur?* 21 October 2008.

fighting. Furthermore, on 21 May 2011, the Sudanese President issued a decree to dissolve the Abyei Area Administration (AAA), which had been established as part of the 2008 Abyei Road Map agreement and putting the area under SAF military rule. On 20 June 2011, the Government of Sudan and the SPLM on signed an interim agreement for the Administration and Security of the Abyei Area in Addis Ababa. The agreement provides for the temporary administrative arrangements for Abyei Area and for the immediate redeployment of Sudanese military forces (SAF and SPLA) consequent on the development of an Interim Security Force for Abyei, ISFA composed of Ethiopian troops. It is hoped that the Addis Ababa interim agreement will put an end to fighting and the restoration of peace and stability in the area.

The fragility of the situation along the north-south borders was further illustrated by the outbreak of fighting in June 2011 in Southern Kordofan between the SPLA and SAF, with participation from the PDF, and likely triggered both by the contested election results and the forcible attempt by SAF to disband the JIUs ahead of the July 9th separation date. Heavy fighting in and around the town of Kadugli, the capital of Southern Kordofan State has forced massive displacement. Looting and intimidation were widely reported. Humanitarian partners estimate that over 73,000 people have been displaced since 5 June 2011 when fighting broke out. On 28 June 2011 an interim agreement was reached, again in Addis Ababa, between SAF and SPLM (North), facilitated by the African Union High Level Implementation Panel (AUHIP), in which the parties agreed to a Joint Political Committee that would address issues of governance for Southern Kordofan as well as Blue Nile State (where there is considerable concern that conflict may spill-over in the days before and after the July 9th separation date. In Blue Nile, there is cautious calm as a result of the close relationship between the State Governor (Malik Agar, SPLM North) and Khartoum, and the fact that there is less ethnic polarization in the state. Further, Agar's participation in both the Abyei and Southern Kordofan agreements in Abyei as a key signatory may have a moderating effect on the likelihood of conflict in the state.

UNDP Sudan's Planning Framework emphasizes the stability risks created by competition over scarce resources in areas with weak rule of law, ongoing political tensions and the presence of small arms and light weapons. Since 2007, UNDP in partnership with State Governments in the Three Areas has conducted a number of participatory mapping consultations with communities on their perceptions of conflicts, threats and risks.[4] These consultations also highlight the link between conflict, personal safety and livelihood opportunities. Most disputes in the Three Areas revolve around land, pitting settled farmers against nomadic pastoralists along the migration corridors. A number of sub-issues emerge under this broad indicator of conflict over land, namely conflict over land ownership, conflict over land use and conflict over boundaries.[5] These three sub-issues are inter-related, mixed with conflict over other natural resources (water) and made worse by local politics (tribal or group divisions). Often, the same parties may be in dispute over more than one issue. Disputes over land are almost always accompanied by one or more related indicators: land degradation, land pollution or problems of access to land. In fact, pollution and land degradation (deforestation and desertification) emerge as a key area of concern to many communities. In turn, both pollution and land degradation affect livelihood opportunities, by restricting access to land, deteriorating existing pasture/farming land and (in some areas) limiting access to water. As settled farmers and nomadic pastoralists compete over dwindling land resources, existing disputes over land are fueled further, and exacerbated by the presence of arms in hands of civilians.[6] This is the self-perpetuating cycle of instability in the region: land access – land degradation – livelihoods – presence of arms – conflict.

Most of the border region runs through flat savannah plains of heavy clay solids, alternating between open grasslands and thickets of acacia bush, with annual rainfall of around 600mm to 800mm. The subsistence

[4] UNDP Sudan Threat and Risk Mapping and Analysis (TRMA) Project. Security Threat and Socio-Economic Risk Analysis Report Southern Kordofan State. May 2008; UNDP Blue Nile State Situation Analysis. March 2010; RPCM, UNDP CRMA and CRP Southern Kordofan Conflict and Security Situation Analysis Report. March 2011.

[5] Land issues also addressed in HPG Policy Briefs 39 (Sara Pantuliano). Uncharted Territory: Land, Conflict and Humanitarian Action Briefing Paper. November 2009

[6] Insecurity and militarization issues analysed in detail in Small Arms Survey Sudan Issue Brief No. 14, The drift back to war: insecurity and militarization in the Nuba Mountains . May 2009.

economy of many of the borderland communities is a mixture of transhumant pastoralism and the cultivation of grains (mainly sorghum and maize). The concurrence of higher annual rainfall levels with clay soils of high fertility (although these are difficult to cultivate because of their soil structure) means that the borderlands are a magnet for peoples living either north or south of the state/regional administrative boundaries (soon to be international border), and there are regular seasonal movements of people and livestock in and out of the border region. Opportunities for livelihoods, food security and self-sufficiency are also decreased as people have to search far and wide for basic services, particularly adequate water sources to support both human and animal consumption as well as irrigated land for crops. Seasonal transhumance, widely referred to as the North-South migration, is a significant factor in both north-south socio-economic relations and in the potential for conflict.[7] Transhumance consists of movements of millions of cattle and many thousands of people twice a year. Although such movements are considered a traditional phenomenon in the Sudanese reality, ongoing for centuries, in the present political context the traditional way of conducting migration will come under tremendous pressure as the political, administrative and even geographical settings undergo rapid transformation.

Decades of civil war and conflict in Sudan led to the deterioration or destruction of basic services throughout the country. Since 2007, International Organisation for Migration (IOM) has conducted Village Assessments in more than 9,000 villages in Southern Sudan, Southern Kordofan and Abyei Area, gathering detailed information on the availability of basic services and livelihoods - water, sanitation, health, food education, land access and other protection issues – and found that lack of access to, and the availability of water, was the major concern for populations in the Three Areas and the North-South border area. Further, state government strategic plans recognize inequitable distribution of basic services, weakness in government institutions, and residual communal conflicts from the civil war as some of the main obstacles facing development. Plans also stress the need to encourage civil society organisations, Village Development Committees (VDCs), and the Native Administration to play an active and effective role in addressing local conflict.

Compounding pressure on already inadequate resources and services, IOM estimates that 2.2 million people have returned to Southern Sudan and the Three Areas after the signature of the CPA. A further 292,000 have returned to Southern Sudan since government-assisted returns commenced in October 2010; 5,300 to Southern Kordofan and more than 30,000 to the Abyei Area. The majority of returnees headed for the North-South border area with large numbers arriving in Southern Kordofan, Western Bahr el Ghazal, Warrap, Unity and the Abyei Area putting immense pressure on already scarce basic services available. Moreover, the returnee population, absent from the region for upwards of twenty years or born in displacement, has limited or no capacity to subsist in rural areas, having lost, or never known, farming and livestock rearing techniques. In addition, returnees show a different skill profile than the receiving communities creating general competition between the groups. This is especially concerning as increasing market prices often lead to further or secondary displacement, particularly to urban and pre-urban areas as returnees and others seek wage-labor in the towns and cities or attempt to cultivate plots elsewhere.[8]

Future scenario

During 2011-12, Sudan and the new South Sudan are likely to see a combination of political tension, spreading insecurity, high levels of displacement and an expanding food gap. This bleak scenario will most likely be triggered by the following events:

[7] HPG Commissioned Reports (Sara Pantuliano**,** Omer Egemi, Babo Fadlalla and Mohammed Farah with Mohammed Elamin Abdelgadir). Put out to pasture: War, oil and the decline of Misseriyya pastoralism in Sudan. March 2009

[8] IDP and returnee reintegration addressed more fully in HPG Commissioned Reports (Sara Pantuliano**,** Margie Buchanan-Smith, Paul Murphy and Irina Mosel). *The long road home: Opportunities and obstacles to the reintegration of IDPs and refugees returning to Southern Sudan and the Three Areas.* October 2008

- Violence related to the separation of the two countries, leading to displacement of populations within and around the Transitional Areas and the North-South border area;
- Increasing inter-tribal and inter-ethnic violence;
- Increased politicization of transhumance migration and conflict over resources;
- Increased influx of returnees from elsewhere in the North to border states;
- Returnees en route to South Sudan stranded in the Three Areas;
- High food prices and corresponding food insecurity;
- Continuing pressure on already weak or non-existent services;

I.2. CRP Inception Phase in South Kordofan

In October 2009, UNDP piloted a new programme in Southern Kordofan State – the Conflict Reduction Programme (CRP) - with the objective to pilot a new approach towards the prevention and resolution of local conflict; in particular, around flashpoints and issues with the potential to escalate and threaten the stability of the CPA[9].

Perhaps the largest obstacle to successful mitigation of flashpoint conflicts in the Three Areas since CPA signing has been the lack of effective, government-led institutions or mechanisms with the requisite leadership authority, political will to back their efforts, and continuity to ensure comprehensive follow-through. Traditional conflict resolution mechanism – native administration leaders and *ajaweed* (arbitrators/mediators) who possess the stature and expertise in customary law to adjudicate intra- and inter-tribal conflicts – have similarly been challenged by a breakdown of their authority during and since the war, a politically-polarised environment, and the lack of a legal framework within which to operate. Meanwhile, effective peace building efforts at the grassroots level and/or within particular constituencies carried out by national and international non-governmental agencies have lacked opportunities to maximize their impact through meaningful and sustainable linkages across diverse political and interest groups and with supportive state institutions. Past peace conferences led by state- and/or national-level actors have largely been carried out as one-off events with resulting peace agreements and follow-up recommendations left unimplemented. Linkages between reconciliation activities and recovery interventions delivered by international and local actors, where present, have also been weak, with few agencies demonstrating basic principles of conflict sensitivity/Do No Harm (DNH).

Peace processes comprise a series of activities centering upon (but not limited to) a reconciliation conference. Conferences may be preceded by preparatory workshops and/or meetings and superseded by monitoring and/or follow-up interventions intended to ensure local ownership, impact and sustainability of the peace. As state-level partner capacity is enhanced, it is expected that peace processes will reflect a greater range of approaches beyond traditional, *ajaweed*-led mediation/arbitration. During the inception phase, CRP began supporting a number of peace processes, the majority of which included a multi-day peace conference attended by 25-150 community delegates.

In June 2009 the Governor of Southern Kordofan established the Southern Kordofan Reconciliation and Peaceful Coexistence Mechanism (RPCM), a state-level conflict management body with the objectives to: (1) address root causes of conflicts through a clear understanding of the context and action needed to mitigate and resolve on-going local conflicts and prevent the outbreak of future conflicts; (2) successfully reconcile parties to on-going or unresolved conflicts around the state; and (3) create conditions for peaceful co-existence among communities in the state that will prevent the outbreak of future conflict and create a positive environment for successful CPA implementation.

The formation of the RPCM opened a key window of opportunity – and provided a replicable model - for enhancing

[9] As identified by UNDP Crisis and Recovery Mapping and Analysis (CRMA), state-level planning efforts, and consultations with a range of key stakeholders. Flashpoint conflicts differ from other local conflicts in their scale and complexity. Many can characterized as 'intractable,' with higher loss of life, politicization, and resource-based issues over an extended period of time.

the impact, coordination and sustainability of peace building efforts in the state and cross-border, especially in relation to heretofore-intractable conflicts with complex political, natural resource, and tribal dimensions. During the inception phase, CRP successfully established collaborative relationships with key partners and stakeholders engaged in peace building and recovery in the state and leveraged these to provide timely, effective support in capacity building, conflict resolution initiatives and peace dividend to its primary implementing partner, the RPCM. Notably, all peace agreements achieved with CRP support continue to hold.

Throughout its inception phase, CRP has developed and tested a standard methodology to support the conflict prevention work of the RPCM, which can be summarized as follows:

(i) Provide support to state-level reconciliation and conflict management policy and institutional set-up;

(ii) Accompany a process to collect an evidence base (using participatory community mapping) to identify priority areas where reconciliation processes are most needed. Although the initial priority areas for the RPCM were determined by the Governor, its second round of planning will be based on the analysis of this evidence base;

(iii) Provide technical and financial support to the preparation and implementation of conflict mediations;

(iv) Accompany follow up activities to conflict mediations, using a tested particular participatory methodology to design interventions that address the underlying causes of the conflict;

(v) Identify partners that can deliver on these interventions;

(vi) Monitor the outcomes of peace processes, including whether interventions to address root causes are implemented (and what their effects are on a lasting peace); and

(vii) Use the outputs of monitoring visits and further consultations with communities to update the evidence base, laying the ground for an early warning system;

Cross-cutting peace activities are interventions designed with primary state-level partners addressing a theme or issue that impacts multiple conflicts in the state. As an example, the RPCM supported by CRP led pilot one-day Peace Festivals in multiple localities that provided an opportunity for rebuilding of social fabric, celebrating tribal diversity and disseminating key civic education information and messaging expected to prevent conflict in the lead up to 2009 state elections

UNDP approached the inception phase as a pilot and contributed meaningfully to peace building efforts in the state simultaneous to refining its implementation modalities and capturing lessons learned for scaled-up application in Southern Kordofan, Abyei and Blue Nile.

Based on the past experience, it has become evident that the most effective operating modality for the project is process accompaniment – working with the RPCM to implement an activity and in the process delivering capacity development. In this way, CRP contributes both to delivering on conflict reduction outcomes and to broader state building necessary to make its work sustainable.

Furthermore, the identification of intervention priorities after each peace process has emerged as an important area of work for CRP in support of the RPCM. Based on experience gained and relationships established during the CRP inception phase, UNDP is best placed to identify interventions emerging from each peace process, and ensure conflict-sensitive implementation of the same. Furthermore, CRP and the RPCM have gathered sufficient evidence to also advise on the conflict-sensitivity of interventions in other areas. However, at present these partners must request the support of other implementing agencies to take on identified projects as sufficient funds are not available in CRP to enable UNDP to deliver directly. A programme building on CRP should therefore include a fund for conflict-sensitive interventions, thus completing the full cycle of support to government partners engaged in conflict reduction.

I.3. Lessons Learned

1. Communities are better served with programmatic interventions that are integral and comprehensive in nature, and which complete a full cycle of engagement and accompaniment. Therefore, the full cycle of intervention for CRP would include capacity building of the peace and reconciliation mechanism, effective evidence-based mediation and peace conferences, inclusive follow-up workshops for prioritizing stabilization projects and needs, and also the provision of funds to immediately implement those needs, this last component completes the CRP cycle.

2. Timely responses to opportunities for stabilization initiatives following a peace process preserve the gains of the peace process and the follow-up community-level workshops. Rather than out-sourcing the community-identified priorities, a joint programme mechanism may be better positioned to quickly deliver on promises and priorities from community workshops following peace conferences in a conflict sensitive manner.

3. Providing financial capital can and should support greater investing in and accumulation of social capital (exemplified by trust and confidence). This should be the preventive effect of the small grants. By enabling joint, conflict-sensitive design and implementation of projects (whether they are basic services, cultural or social activities, infrastructure, etc), funds aimed at supporting direct peace dividends would also bring about trust and confidence dividends that promote human security and social cohesion, and expand the density, quality and quantity of social relations. This level of inter-communal engagement and cooperation significantly raises the cost of future violent conflict, and provides greater spaces and opportunities for conflict resolution interventions and actions that preserve social peace and the peace dividends achieved.

4. Joint design and implementation of community-level projects between conflicting parties helps create stronger, trustworthy and institutionalized relationships and modes of interaction (such as routine and expected norms of reciprocity) that are less likely to buckle under future stress or conflict. Community resilience in the face future conflict becomes a key outcome of the intervention.

5. Above and beyond having access to a responsive fund follow a peace process, strategically-disbursed funds in areas identified (through an early warning mechanism) as risk-prone can be considered catalytic in nature by sparking positive developments and preventing outbreak, escalation, spillover or relapse into conflict.

II. Project Strategy

In order to keep the momentum created by the peace conferences to contribute to long-term conflict resolution and peace building in the region, it is crucial that that the identified priorities through the peace conferences are addressed in a timely and coordinated manner to deliver the long awaited peace dividends to the local communities. The recent outbreak of violence in Abyei and Southern Kordofan further shows the importance of continuing support to peacebuilding and promotion of peaceful coexistence at state and community level. While activities have been temporarily put on hold in Southern Kordofan pending the improvement of the security situation, the programme will strengthen its capacity in Blue Nile State to ensure adequate start-up in the state. In the meantime contingency planning is ongoing, mainly for Southern Kordofan, but also for Abyei and Blue Nile State. Given the recent events, it is envisaged that full implementation of the JCRP will start in the last quarter of 2011, security situation permitting.

The proposed Joint Conflict Reduction Programme (JCRP) is an expansion of the existing Conflict Reduction Programme in South Kordofan. While scaling-up the support to conflict resolution initiatives and peace dividend application in Southern Kordofan, Abyei and Blue Nile, a quick response fund mechanism will be

established to disburse grants to local and international partners to provide quick and flexible responses to identified peacebuilding and conflict prevention priorities in the region.

The programme will be implemented jointly by UNDP and IOM, building on the experience and comparative advantage of both organizations in the areas of conflict prevention and peacebuilding and fund management. UNDP and IOM successfully cooperated on the design and administration of funds for both the "Support to Elections and Democratic Processes" project in 2009/2010 and the "Support to the Southern Sudan Referendum Project" in 2010/2011; the latter proved IOM's ability to quickly disburse grants to implementing partners while maintaining the highest standards of accountability. Drawing upon these collaborations, JCRP proposes to task IOM with the administration of the new fund for conflict-sensitive interventions. The synergies of such cooperation – CRP's key competence in conflict reduction combined with IOM's capacity as a grants administrator – are believed to offer a solid base for achieving the results expected from this programme.

II.1. Project Components

The proposed JCRP will focus on scaling-up the support to conflict resolution initiatives and peace dividend application in Southern Kordofan, Abyei and Blue Nile, and provide quick support to address identified peacebuilding and conflict prevention priorities. Pilots of similar activities will also be explored in other areas of the country, especially along the border between Sudan and South Sudan.

(a) Scale up of support to local peace processes in the Three Areas

This project component focuses on enhancing the capacity of the primary state/area-level conflict resolution actors in Abyei, Southern Kordofan and Blue Nile in order to increase their ability to lead and sustain effective peace processes.

The methods and experience of the CRP inception phase lay the foundation for project replication in Abyei and Blue Nile State, the groundwork for which has already begun. Primary government partners have been provisionally identified in both sites based on assessment and consultative visits between December 2010 and May 2011; Abyei Peace and Reconciliation Committee and the Blue Nile Peace Council. CRP's adaptive approach and emphasis on relationship building and tailored process accompaniment is a guarantee for an effective replication to these two areas.

UNDP will utilize an 'accompaniment' model of engagement with its partners to ensure effective application of recognized global best practices and lessons learned to local peace process design, implementation and monitoring. Cross-cutting conflict prevention and mitigation activities will address key issues (i.e. natural resource management) that impact each state/area or the region as a whole.

(b) Provide quick and flexible support to peacebuilding and conflict resolution initiatives

Through a quick response mechanism, the joint programme will disburse grants to local and international partners to support local peacebuilding and conflict-prevention initiatives. The programme will consider two types of proposals for support:

Window 1: Interventions tailored to peacebuilding priorities identified during the Peace Process
Following a peace process, JCRP will accompany its government partner to carry out a follow-up workshop. The participatory methodology for these follow-up workshops has been successfully tested in Southern Kordofan. Workshops facilitate a process for conflict parties to identify a list of specific, prioritized interventions. A report is produced after the workshop listing the interventions with justifications and target groups, providing background to the conflict and linking interventions to the causes of the conflict. See

Annex B for a sample report. Under Window 1, implementing partners would be asked to respond to a Call for Proposals to implement the interventions identified in follow-up workshop reports.

Window 2: Proposals for conflict sensitive interventions in support of local peacebuilding
JCRP acknowledges that there is scope for many other interventions that foster stability, reconciliation and peaceful coexistence in general, beyond addressing a specific conflict. Proposals will be accepted from implementing partners that present creative conflict sensitive projects. All proposals will be reviewed by the JCRP team to ensure that they address identified conflict reduction priorities (as reviewed against the evidence base of community perceptions collected by CRMA and CRP in partnership with government), and take into account principles of conflict sensitivity and Do No Harm. If a proposal is not deemed to meet these criteria it will not be presented to the Grants Committee for approval.

Based on IOM and UNDP's previous experiences with grants administration to Sudanese civil society organizations, most of the potential JCRP implementing partners can implement effectively in areas with limited access, but lack capacities in technical and administrative aspects such as conflict sensitivity, fund management, reporting and financial management. In order to strengthen grantee capacity, itself a significant contribution to the sustainable development of communities in the Three Areas, UNDP and IOM will develop training modules on conflict sensitivity and project management, including sessions on administrative and financial procedures, evaluation and reporting. These will be delivered through workshops in each of the three state capitals prior to grant allocation, bringing together all potential implementing partners from each targeted area.

II.2. Institutional Capacity of Implementing Agencies and Partners

(a) UNDP

At the global level, the February 2001 UNDP Executive Board reaffirmed that crisis prevention and disaster mitigation should be integral parts of sustainable human development strategies. Conflict prevention is recognized as a core competency of UNDP worldwide, supported by UNDP's Bureau of Crisis Prevention and Recovery (BCPR). BCPR helps countries prevent and recover from armed conflicts and natural disasters through advocacy, capacity building, conflict sensitive development, development of tools and methodologies, gender equality, knowledge networking, strategic planning and programming, and policy and standard setting.

UNDP established its presence in Sudan in 1965. Over the past four decades, UNDP Sudan has gradually expanded its portfolio to encompass forty development projects currently under implementation. UNDP's Sudan programme focuses on consolidating the peace, preventing further conflicts and helping build institutions and a governance foundation that sets the stage for future development. UNDP also has become the lead agency in administering pooled funding arrangements across Sudan, including the Common Humanitarian Fund (CHF), the Sudan Recovery Fund for Southern Sudan (SRF) and the Darfur Community Peace and Stability Fund (DCPSF).

In light of the 2005 Comprehensive Peace Agreement, UNDP has established full presence in Southern Sudan with qualified national and international staff. The Country Office works on the basis of "one country, two programmes," with two main offices: one based in Khartoum and the other in Juba. To ensure the most effective management of project implemented or supported by UNDP, in the North, field offices have been established in Darfur (El Fasher, Geneina, Nyala), Eastern Sudan (Kassala), the Three Areas (Kadugli, Damazin, Abyei); in the South, UNDP has offices in seven states: Aweil, Bentiu, Malakal, Wau, Rumbeck, Bor, and Yei, as well as advisors working in State Governments in Western Equatoria, Eastern Equatoria and Warrap.

(b) IOM

Sudan became a member state of IOM in 1998 and an office was opened in Khartoum in 2000. Since 2005, IOM Sudan has considerably increased its presence in country and implemented activities in several sectors of humanitarian assistance[10], administering an annual budget between 30-40 million USD from several donors through bilateral and multilateral agreements, and maintaining the highest standards of accountability and reporting.

In addition to its headquarters in Khartoum, IOM has field offices in Darfur (El Fasher, Geneina, Nyala) and in the Three Areas (Kadugli, Abyei town), IOM is also exploring the possibility of opening further offices in the Three Areas (Damazin) and Eastern Sudan (Kassala). IOM's office in Juba coordinates activities in the ten states of Southern Sudan through sub-offices in Malualkon (Northern Bahr el Ghazal), Wau (covering both Western Bahr el Ghazal and Warrap), Bentiu (Unity) and Tambura (Western Equatoria).

IOM Sudan has consolidated experience as a Fund Manager through its support to UNDP's "Support to Elections and Democratic Processes" project in 2009/2010 and "Support to the Southern Sudan Referendum Project" in 2010/2011. The Civic and Voter Education Grants Scheme targeting Community Based Organizations for both the General Elections and the Referendum was successfully implemented in all states of Sudan. Under the programmatic responsibility of the Donor, IOM developed a mechanism that administered an aggregated budget of 13 million USD and established a roster of 150 Implementing Partners selected by a Grants Committee composed of different stakeholders including representatives of the international community, donors and Sudanese authorities.

In the South, IOM manages and administers a Rapid Response Fund (RRF) funded by the United States Agency for International Development, Office of Foreign Disaster Assistance (USAID/OFDA). The fund is designed to provide for the rapid disbursement of grants to organizations that can provide life-saving interventions in the sudden onset of emergencies. The 4 million USD fund operates across all ten states of Southern Sudan and Abyei.

As an inter-governmental organization in Sudan, IOM participates as a member of the UN Country Team for inter-agency coordination and strategic planning. IOM Co-Chairs the Emergency Returns Sector in Southern Sudan and the Returns Sector in Northern Sudan and is Non Food Items (NFI) Cluster lead in the South. IOM also functions as a member of the UN Safety and Security System.

(c) State-level Partners

The Southern Kordofan RPCM comprises eight core members (one Chairman, two Deputy Chairmen, a Secretary-General and four Members) and five technical support staff of diverse political and tribal affiliations. It reports directly to the Governor, functioning essentially as an independent taskforce that coordinates with governmental and non-governmental bodies. The RPCM's strengths lie in the wide-ranging networks and high levels of influence of its members across the state, as well as its ability to respond quickly and flexibly to issues of high political priority. The primary challenges faced by the RPCM centre upon the seniority and multiple roles and responsibilities of its members (in customary leadership, political parties, etc.), which may limit their attention and level of effort dedicated to RPCM priorities; the lack of broader political legitimacy and financial sustainability of the RPCM, e.g. that approval of its long-term institutionalization and position within state government by the Legislative Assembly and inclusion in state budgeting processes would provide; and, the lack of a common baseline of technical capacity and coherent vision by RPCM members and technical staff as a whole. However, widespread recognition of the Mechanism's achievements in addressing the highest profile flashpoint conflicts in the state since 2009 and

[10] Returns, Emergency Response, Livelihoods, Water & Sanitation, Basic infrastructure, Health, Civic Education, Electoral Assistance, etc.

its leadership in the UNDP-supported *Southern Kordofan Conflict and Security Situation Analysis Report* released in March 2011, as well as the election of Ahmed Haroun to state governorship in May 2011 indicate that the RPCM is likely to remain the lead state conflict management actor in Southern Kordofan in the future and thus the most appropriate lead partner for JCRP.

The Blue Nile Legislative Assembly Peace Council was formed in 2002 with primary objectives to support CPA implementation and the Blue Nile popular consultation process. Its members comprise 11 Native Administrative representatives of different tribal affiliations from across the state. The Peace Council has proved an active body in conflict management possessing high levels of legitimacy from the government and civil society, and well positioned to expand its peace building role.

Development of proposed partnership arrangements for Abyei Area came to a halt with recent violence and the dissolution of the Abyei Administration by the Government of Sudan. The J-CRP lead partner will be determined based on administrative arrangements in place at the time of project implementation.

II.3. Programming Principles

The proposed design of the Joint Conflict Reduction Programme builds upon the following principles of conflict prevention:

Accompaniment: State-/area-level partners will be approached as actors with methodologies, needs and challenges that must be understood through careful observation, detailed discussion and joint reflection; this process forms the basis for the identification of realistic, meaningful programmatic entry points and tailored responses, while yielding high levels of mutual trust and respect as the foundation for lasting partnerships.

State building: Transferring the capacities to carry out conflict prevention according to international best practice is critical to the sustainability of a conflict prevention strategy. JCRP will work to build the capacity of its government partners as well as key civil society organizations by both delivering tailored training and providing direct support to conflict prevention activities through process accompaniment.

Reflective learning: In fluid, post-conflict environments such as Sudan, heuristic processes are a critical means of assessing not just the "*what"* of program impact, but *how* and *why* these results were achieved, thereby also creating opportunities for duplication. JCRP will work with its partners and a broad group of peace actors in a mutual process of reflective learning to identify and build upon best practices. Lessons learned workshops will be convened to share best practices with peace actors across Sudan. This also strengthens relationships and enhances impact for all involved.

Targeted rapid response: UNDP and IOM will marry their institutional expertise and linkages with efficient administrative mechanisms in order to provide critical, timely support to partners. Maintaining a targeted rapid response approach tailored to the characteristics and needs of each conflict that also focuses heavily on partnerships will enable JCRP partners to maximize available resources towards programme objectives within a complex environment.

Vertical and horizontal linkages: Global best practices point out the need to establish vertical and horizontal linkages between stakeholders in order to achieve sustainable peace. Establishing these linkages is essentially about scaling up project activities: moving from work with 'key people' to 'more people,' as well as moving from impacting 'personal change' to 'socio-political change,' as outlined in Mary Anderson's *Reflecting on Peace Practice* project. JCRP will leverage its resources to foster horizontal collaboration between government partners and key stakeholders. It will also establish downward linkages to grassroots

reconciliation interventions complementary to government-led peace conferences and essential to local ownership and sustainability.

Gender: Both women and men play critical roles in peace processes; gender mainstreaming as well as gender-targeted activities are required to bridge existing gaps. UNDP and IOM will achieve this through activities such as: pre-workshops at which women's views are presented for inclusion in the peace conference agendas and negotiation strategies of community leaders; targeting of women for conference follow-on, and tailored, grassroots reconciliation activities that aim to enhance their influence in building and sustaining the peace. The methodology for peace conference follow-up workshops works in provisions for gender balance, including a minimum number of women participants and special provisions to capture women's opinions.

Active risk management: As shown by the recent outbreak of conflict in Abyei and Southern Kordofan, UNDP and IOM recognize that the changing political and conflict context of the Three Areas is a serious challenge to achieving the goals set out. The most salient political risk is a change in the political will to address conflict in any of the states, resulting in failure to set up a state-level peacebuilding institution (in Abyei and Blue Nile) and / or the disappearance or weakening of the RPCM (in Southern Kordofan). UNDP will thus endeavor to also work with other state institutions that might have capacities for peacebuilding. The most salient conflict risk is a worsening of the conflict situation to the point where conflict reduction initiatives are not appropriate until a higher level agreement is reached (this is currently the situation in Abyei). UNDP and IOM hope to mitigate this risk by spreading across geographic locations in the Three Areas. Section IX presents a detailed risk log that elaborates further on mitigating actions and additional risks. This risk log will be actively monitored and updated by the project management team.

Conflict-Sensitivity and Do No Harm: Not all development interventions automatically contribute to peacebuilding and conflict prevention. Development can have unintended consequences in creating or reinforcing tensions within groups through, for example, increasing inequalities (or perception of inequalities); reinforcing structures of discrimination and marginalisation; or undermining the coping strategies of communities. Even interventions aimed at promoting peace can unintentionally reinforce conflict. Therefore, a conflict prevention lens needs to be consciously incorporated in the way development work is designed, planned and implemented.

Sustainability: The JCRP will support quick-impact projects to address immediate conflict risks and contribute to long-term conflict resolution and peace building in the Protocol Areas. However, while the projects are expected to quickly deliver targeted peace dividends to local communities, special attention will be given to ensure that projects are designed and implemented in a sustainable manner with strong national buy in and ownership, having a real impact on the ground. The sustainability of the proposed projects will be a key criterion for the selection of project proposals and targeted support will be given by UNDP and IOM as part of the capacity development package provided to the implementing partners.

II.4. Capacity Development Support to Implementing Partners

UNDP and IOM acknowledge that the capacity of implementing partners on the ground in the Three Areas can be a limiting factor to the ability of the CRP fund to deliver on conflict sensitive interventions. With this in mind, capacity development of implementing partners will be a key feature of the JCRP. Specifically, capacity development support will be provided jointly by UNDP and IOM to prospective grantees in the following areas:

- Conflict-sensitive programming and implementation (UNDP)
- Budgeting, financial reporting and project management (IOM)

The conflict sensitive programming (see also programming principles) will help the implementing partners to:

- Understand the context in which they operate;
- Understand the impact of their planned interventions in such a context;
- Identify strategic and programmatic options to minimize negative impacts and maximize positive impacts;

UNDP and IOM will run joint week-long training workshops for potential implementing partners in Kadugli, Damazin and (security permitting) Abyei. Training will be delivered by project staff with relevant professional experience, bringing in outside experts where necessary. The overall objective of these training workshops will be to provide potential implementing partners with the skills necessary to design and implement projects that are conform to the funding criteria under windows 1 and 2 (see Annex I).

UNDP and IOM recognize that training is not sufficient to ensure capacity development. In line with UNDP's approach to state building, capacity development of implementing partners will also include accompanying them throughout the process of proposal writing and project implementation. One IOM liaison staff will be assigned to each implementing partner as their focal point to ensure quality in budgeting, financial reporting and project management. One UNDP staff member will be assigned to each implementing partner as their focal point on conflict sensitive programming and implementation. These focal points will visit implementing partners regularly, assisting with practical tasks and reporting back on further training needs.

II.5. Partnerships

With a view to promoting greater consistency and coherence within the peacebuilding and conflict resolution agendas, and effectively bringing community level demands into the broader peace domain, JCRP will engage with other actors including:

UNDP Crisis and Recovery Mapping and Analysis (CRMA) will provide essential technical support in the areas of conflict data collection, mapping and analysis to both JCRP and its partners, most notably to efforts to update and harmonize conflict flashpoint information among key stakeholders, map and disseminate information related to conflict interventions.

The **Resident Coordinator's Support Office (RCSO)** will assist in ensuring information about bilateral coordination of complementary activities is appropriately reported within its coordination mechanisms and CRMA-supported 4Ws[11] tool.

State-level **Strategic Planning Councils** will comprise key partners to ensure that interventions funded by JCRP fit into the plans for recovery and peacebuilding as set out by each State Government.

State Ministries with an active role in peacebuilding and delivery of services will be key partners for the implementation of interventions in their areas of responsibility. JCRP will assist in facilitating the relationship between grantees and relevant Line Ministries.

[11] This module has been designed to ease the process of project targeting, tracking and coordination amongst international and national actors working in the field of recovery and development. As with the other modules it contains the same information as the Arc Reader packages produced through the Information Management Working Group (IMWG), but presents the project related data in a dynamic format that can be manipulated and populated by users. The dynamic layer in the 4Ws tool thus contains information on projects and activities, including project coverage, funding, targeting and tracking. This tool has been customized for the management and coordination role of the RCSO and eventually state authorities. Specifically, it enables sector leads to monitor activities within their sectors, identify gaps and overlaps, guide implementation and improve coordination. It also enables users (especially actors new to a region) to track their own project information and situate them contextually both in terms of socio-economic factors and other activities carried out in the region. UN Country Team members and donors are also able to crosscheck and correlate information from all actors in relation to planned projects, funding, existing services and projected gaps.

II.6. Complementarities to other programming

Darfur Peace and Stability Fund

The Darfur Community Peace and Stability Fund (DCPSF) has been established on 24 October 2007 to promote peacebuilding and reconciliation in Darfur through the implementation of community-based recovery and development activities. Under the overall authority of DCPSF Steering Committee, chaired by the UN Resident Coordinator (RC), the DCPSF is a pooled funding mechanism intended to channel funds towards the most critical needs and encourage early donor contributions.

The JCRP project design takes into consideration past experience and lessons learned from the DCPSF, particularly in the design of:

- The capacity development component for the Implementing Partners: The DCPSF has shown the need to include a comprehensive capacity development strategy to ensure a diversification of potential implementing partners and ensure that initiatives are implemented according to the agreed standards and principles;
- Funding Principles and Evaluation Criteria: The JCRP funding principles and evaluation criteria have been based on the DCPSF experience to ensure that initiatives funded through the JCRP are in line with identified peacebuilding priorities, are designed and implemented in a sustainable and conflict-sensitive manner and are as inclusive and participatory as possible;
- Monitoring and Evaluation Strategy: As the JCRP – similar to the DCPSF - will provide grants to partners to implement community-level peacebuilding initiatives, a strong monitoring and evaluation framework is crucial to ensure that activities are implemented in a conflict-sensitive manner and that long-term impact of the interventions are assessed and that lessons learned are collected and actively applied throughout the project;

In addition, there will be an active dialogue ongoing between the DCPSF and JCRP project so that lessons learned and best practices can be exchanged on a regular basis.

Crisis and Recovery Mapping and Analysis (CRMA) Project

As outlined in the previous section, UNDP's CRMA project will provide essential technical support in the areas of conflict data collection, mapping and analysis to both JCRP and its partners, most notably to efforts to update and harmonize conflict flashpoint information among key stakeholders, map and disseminate information related to conflict interventions. The CRMA and JCRP teams will work closely together and have regular coordination meetings to ensure that activities are well in synch and that the necessary technical assistance will be given by CRMA.

Community Security and Small Arms Control (CSAC) Project

Based on the understanding that arms proliferation remains one of the biggest threats to peace and security in North Sudan, UNDP in cooperation with the North Sudan DDR Commission is in the process of initiating a programme to promote community security through small arms control. This project aims to enhance capacity of CSAC structures at national, state and community levels to develop, coordinate and implement policy to address community security challenges and threats related to small arms.

In order to ensure a conflict-sensitive/Do No Harm approach, the JCRP will be complementing the small arms control activities by providing quick impact initiatives addressing identified threats and insecurities in the target communities.

Governance and Rule of Law Programmes in the Protocol Areas

UNDP has been actively supporting the strengthening of local governance structures in South Kordofan (Local Governance Capacity Building Project) and Abyei (Support to the Abyei Civil Administration) and has

rolled out a comprehensive programme to strengthen rule of law institutions and access to justice at community level in Abyei, South Kordofan and Blue Nile State.

Building on the relationships built with state-level as community-based organizations, JCRP will ensure that all quick-impact activities delivered through the fund mechanism (window 1 and window 2) are in line with the projects and their ongoing and future activities. In addition, if deemed appropriate the capacity development component of the programme might be expanded to include beneficiaries of the ongoing governance and rule of law projects.

III. Expected Outputs and Activities

Output 1: Effective and sustainable institutions are in place in support of community-level conflict resolution and prevention

UNDP will continue to support the RPCM in South Kordofan to strengthen their ability to lead and sustain effective peace processes in South Kordofan. At the same time, building on the South Kordofan experience, UNDP will identify state/area-level conflict resolution actors in Abyei and Blue Nile and provide targeted capacity development support to enable them to lead conflict resolution and prevention processes. During an initial assessment mission to Blue Nile State, the Peace Council was identified by government counterparts and UNDP as potential state-level peacebuilding institution. In Abyei, an assessment of potential institutions will take place once the situation has stabilized.

In addition to targeted support to lead state/area-level peacebuilding institutions in the Three Areas, UNDP will also identify and support other state institution to engage in peacebuilding and confidence building activities to ensure broad national ownership and to mitigate the risk of potential weakening of identified national partner institutions.

Support to state/area and community-level institutions will include:

1) **Secondment of national peacebuilding experts to state/area-level institutions:** UNDP will second up to two full-time technical experts to each of its state/regional-level partners throughout the program period. The experts will assist partners in building sustainable systems and processes, such as monitoring, evaluation and reporting and Early Warning. In addition, they will bring in complementary skills and experience sets, such as in policy advising, community-based conflict resolution and community development, that directly enhances the partners' ability to design and lead effective processes and coordination efforts.
2) **Technical assistance to community-level organizations:** Technical support will be offered directly by UNDP staff to state/regional-level partners and community-level organizations through activities including: introductory/information-sharing meetings, agenda planning, intervention brainstorming and proposal development support, joint monitoring accompaniment, and document translation.
3) **Conflict management training:** Through targeted training, UNDP will strengthen the partner's understanding of conflict management concepts (encompassing a range of approaches including conflict prevention, management/mitigation, resolution, transformation) and enhance their ability to apply a broader range of approaches and methodologies to the different types and levels of conflict in each target area. Detailed plans for follow-on training to address more specialized topics will be developed jointly between lead trainers, UNDP and program partners with input from other key stakeholders. To the extent possible, trainings will also be utilized to strengthen experience-sharing, collaboration and partnerships between peace actors, i.e. through the participation of Legislative Assemblies, Line Ministries, Native Administration and civil society representatives in each event. Identification of study trip/exchange visit opportunities will take place concurrent to the development of detailed training plans for state/area-level partners. Study trips will be utilized to provide practical exposure to and

opportunities for critical analysis and reflection on approaches and methodologies presented through on-site trainings.

4) **Organizational development training:** UNDP will support tailored, on site trainings for its state-level partners related to institutional capacity building, organizational development, and leadership to contribute to their overall professionalism, viability and sustainability as institutions. Selected technical and organizational development training experts will be engaged for multiple short assignments throughout the life of the project, ensuring continuity and the ability to address real-time needs and challenges faced by each agency. Through organizational development activities, UNDP aims at enabling state partners to directly implement specific project activities.
5) **Technical support to conflict analysis and identification of flashpoint conflicts:** Based on the understanding that enabling structural and policy environment for peace are essential to lasting results in individual reconciliation processes, UNDP will provide technical support to state/regional-level partners in developing comprehensive analyses of conflict dynamics and to identify potential flashpoint conflicts. The analyses will be by a broad range of peace and recovery actors as well as to enhance linkages between partners and relevant bodies who can impact the policy and structural context, i.e. state and national Legislative Assemblies (through expert consultants).
6) **Technical support to partnership development and coordination.** Partnerships and coordination offer a key means of maximizing limited resources and bringing to bear the various strengths and expertise of different stakeholders to complex issues of conflict and peace. During the UNDP CRP inception phase, support to the RPCM in developing constructive partnerships with different agencies greatly expanded the toolbox of interventions available for application to each peace process. With an anticipated 8+ reconciliation processes undertaken each year in each target geographic area, each with its own list of associated recovery needs, the importance of quality partnerships is brought into even greater relief. Technical support will be offered directly by UNDP staff to state/regional-level partners through activities including: introductory/information-sharing meetings, agenda planning, intervention brainstorming and proposal development support, joint monitoring accompaniment, and document translation.
7) **Sharing lessons learned and piloting best practices in other areas.** The lessons learned and best practices gathered through project activities in partnership with Government can help to inform and guide the work of peace actors across Sudan. UNDP CRP will organize lessons learned workshops to bring together Government and civil society partners from across the country to share best practices for conflict reduction work. UNDP CRP will also pilot activities similar to its work in the Three Areas to other parts of the country.

Output 2: Current and future flashpoint conflicts mitigated through inclusive peace processes

This project component focuses on directly addressing and mitigating conflicts that have the potential to escalate and threaten regional stability. UNDP will utilize an 'accompaniment' model of engagement with its partners to ensure effective application of recognized global best practices and lessons learned to local peace process design, implementation and monitoring. Cross-cutting conflict prevention and mitigation activities will address key issues (i.e. natural resource management) that impact each state/area or the region as a whole.

Specific activities include:

1) **Technical support to peace process design and implementation.** Once targeted flashpoint conflicts have been identified, UNDP will support key actors to design and implement tailored reconciliation processes. Reconciliation processes will be conceived, developed and funded as a long-term series of engagements encompassing: preparation (e.g. stakeholder analysis and workshops/meetings with key stakeholders, community members, women, youth, etc.); peace conference(s) (applying the most appropriate methodology such as arbitration, mediation, facilitated or direct multi-party negotiation); follow-up; and monitoring and evaluation. Partnerships and coordination processes will be utilized to build on successes and windows of opportunity achieved through government-led peace processes, especially focusing on

grassroots and community-based ownership of successful reconciliation agreements and timely, targeted delivery of conflict sensitive peace dividends. UNDP anticipates supporting an average of 8 peace processes per year in each target geographic area.

2) **Comprehensive peace process follow-up and monitoring accompaniment**. Endemic to past peace processes in Sudan and a key contributor to the breakdown of hard-won agreements is lack of follow-through. UNDP will provide day-to-day accompaniment of ongoing peace processes to model best practices for state/regional-level partner application to reconciliation process follow-up and monitoring efforts. Indicative activities, tailored to each individual process in substance and sequencing, may include: community visits for agreement dissemination; individual and joint meetings with conference follow-up committees to track and troubleshoot peace agreement implementation; informal dialogues, community exchanges and trust building activities; support to *diyya* collection; and, 1:1 meetings with key opinion leaders. In some situations, peace process follow-up and monitoring activities would be most effective if led by non-state actors. UNDP will work with government counterparts to pinpoint these cases and utilize partnerships where possible to best meet community needs. UNDP will also assist in the identification of policy linkages or cross-cutting activities for additional support by UNDP or other actors. Throughout the project, government partner and community ownership and ability to sustain follow-up and monitoring activities beyond the life of the project will be maximized through careful resource allocation emphasizing community contribution.
3) **Cross-cutting conflict prevention and mitigation activities.** Key stakeholders and technical experts consistently identify a number of key drivers common to flashpoint conflicts in the Three Protocol Areas. Among these: disputes over land use/ownership/access, breakdown of native administration system and traditional tribal alliances, ineffective natural resource management, and war-related trauma. Where practical and appropriate, UNDP will assist its state/regional-level partners to design interventions targeting a wider geographic area and audience. Technical guidance and expertise will first be sought through partnerships with existing, qualified actors in each target geographic area and subsequently through external support as required.
4) **Post-conflict community-based needs prioritization and action planning (in partnership with UNDP CRMA)** A key priority for those who conclude successful peace agreements is access to services and infrastructure that may alleviate the root causes of conflict (e.g. increased water supply; diversified livelihoods) and/or that offer a valuable incentive for sustaining the peace. Unfortunately, if not well planned or executed – particularly in the intervention siting and engagement of communities - "peace dividends" can just as easily contribute to increased tensions. In August 2010, UNDP CRP, UNDP CRMA and the RPCM piloted an innovative methodology for the identification and prioritization of post-conflict community needs in keeping with conflict sensitive principles. Existing CRMA data and analyses on services, threats and risks in the target area were combined with facilitated discussions with representatives of parties to the peace agreement (including elders, women and youth) to identify and prioritize interventions that would assist in alleviating their most pressing concerns. From this and future workshops utilizing a further-refined methodology, draft reports validated by the communities and the state/regional-level partner will present agreed-upon "peace dividend" priorities alongside data and maps relevant to targeting, as well as conflict sensitive guidance for potential implementers.

Output 3: Targeted peace dividends delivered to communities in accordance to priorities identified during local peace processes

This project component focuses on maximizing the impact and sustainability of local peace processes by linking these to targeted peace and recovery interventions carried out by a range of actors that will address identified root causes of conflict. Each peace process that identifies intervention priorities will be followed by a call for proposals aimed at identifying implementing partners to address the priorities.

1) **Grants for targeted quick impact projects.** Through a quick response mechanism administered by IOM, the JCRP will disburse grants to local and international partners to support local peacebuilding and

conflict-prevention initiatives in line with the priorities identified through the peace processes (output 2). Targeted interventions will include:

- Community infrastructure projects (construction of roads, bridges, market stalls, boreholes, water yards)
- Provision of basic social services (construction of health and education facilities),
- Income-generating projects (support to agricultural development, handicraft, vocational training)
- Support to youth activities (sport events, etc) and peace festivals

2) **Capacity Development of implementing partners.** IOM and UNDP will provide training to potential and selected implementing partners to strengthen their capacity and ability to prioritise, plan, design and implement priority projects in a conflict-sensitive manner. IOM will provide training to ensure that implementing partners do understand how to apply for funding through the fund, design projects in accordance with the evaluation criteria, as well as implement, monitor and report activities in an accountable, efficient and transparent manner. UNDP will focus on conflict-sensitivity training to ensure that the supported projects do not have unintended consequences in creating or reinforcing existing tensions on the ground.

Output 4: Peacebuilding initiatives delivered in support of stability, reconciliation and peaceful coexistence

Under this component, JCRP will support interventions that foster stability, reconciliation and peaceful coexistence in general, beyond addressing a specific conflict. While the activities are the same as for output 3, interventions that receive support do not have to be linked to priorities identified through official peace processes.

Cross-Cutting Activities Outputs 1-4: In facilitating processes that seek to restore trust and confidence, concurrent to upgrading community services and programmes, JCRP hopes to demonstrate the value that peaceful coexistence can bring to target communities. The aggregated impact and learning of JCRP and JCRP sponsored initiatives will be systematically collected by the JCRP management and shared with key partners and stakeholders in order to:

- Acquire a deepened understanding of local conflict dynamics and their resolution;
- Ensure a systematic monitoring of operational progress to gauge the impact of JCRP sponsored peacebuilding & dispute resolution initiatives;
- Inform future programming decisions and direction;

IV. Results and Resources Framework 2012-2013 (2016)

Joint Programme Outcome: Environment for sustainable peace is improved and trust and confidence between communities is increased

Indicator 1: Number of individuals benefiting from J-CRP supported peace processes, peace dividends and peace building initiatives.
Baseline: 0
Target 2013: 63,000 individuals
Target 2016: 200,000 individuals

Indicator 2: % of sampled project beneficiaries reporting that they live in fear of conflict.
Baseline: TBD
Target 2013: 25% decrease
Target 2016: 75% decrease

Indicator 3: % of sampled project beneficiaries reporting increase in quality and quantity of social interactions between target communities (could include commercial, social/religious, cultural interactions)
Baseline: TBD
Target 2013: 30% increase
Target 2016: 60% increase

Intended Outputs	Output Targets	Indicative Activities	Participating Organization	Responsible Parties	Inputs (for 2012-2013)
Output 1: Effective and sustainable institutions are in place in support of community-level conflict resolution and prevention *Indicators:* (1) Number of government-led and local community-led conflict resolution and prevention platforms/mechanisms in place; (2) Number of civil society organizations engaged in	**2012** (1) 2 government-led conflict resolution mechanisms (Southern Kordofan and Blue Nile) (2) 10 civil society organizations **2013** (1) 3 government-led conflict resolution mechanisms (Southern Kordofan, Blue Nile and	**Activity Result 1:** Government-led conflict resolution mechanisms /platforms enabled to design peace processes - Provide training in: conflict-sensitivity, conflict prevention, mediation; - Provide technical assistance (secondment of staff); **Activity Result 2:** Community-led conflict resolution mechanisms established and supported; - Provide training in: conflict-sensitivity, conflict prevention,	UNDP	RCPM (South Kordofan) Peace Council (Blue Nile State) TBD (Abyei)	Staff/ Service Contracts: $200,000 Workshops: $389,600 *Sub-Total: $589,600*

JCRP supported trainings, coordination and conflict resolution activities *Baselines:* (1) 1 government-led conflict resolution mechanism in place and supported in South Kordofan (Reconciliation and Peaceful Coexistence Mechanism – RPCM); (2) 3 CSOs (Southern Kordofan: NMIAD, Lagawa Youth Committee, Arts for Peace)	Abyei) ; (2) 20 civil society organizations **2013-2016** - Support sustained to three government-led conflict resolution mechanisms - At least 5 additional civil society organizations supported per year	mediation; - Provide technical assistance; **Activity Result 3:** Conflict Monitoring System established - Provide technical assistance - Monitor and update crisis and recovery mapping data **Activity Result 4:** Early Warning System established - Provide technical assistance - Assist in developing and setting up early warning system **Activity Result 5:** Government and civil society organizations jointly undertake conflict analyses, design and implement priority projects in a conflict-sensitive manner - Organize joint workshops **Activity Result 6:** Lessons learned and best practices are shared with peace actors from across Sudan, and pilot activities are explored in other areas: - Organize lessons learned workshops at the national level - Pilot CRP-type support to other areas of Sudan			
Output 2: Immediate and emergent flashpoint conflicts mitigated through inclusive peace processes *Indicators:* (1) Number of peace processes designed and implemented in response to an outbreak	**2012** (1) 8 peace processes in South Kordofan; 3 in Blue Nile State; 2 in Abyei; (2) 10% of peace process participants representatives of vulnerable groups;	**Activity Result 1:** Peace processes designed and implemented to respond to identified flashpoint conflicts - Organize reconciliation processes (workshops, conferences) between communities - Design long-term process	UNDP	RCPM (Southern Kordofan) Peace Council (Blue Nile State) Abyei (TBD)	Workshops: $981,000 Travel: $21,000 *Sub-Total: $1,002,000*

or an elevated risk of violent conflict; (2) % of peace process participants representing vulnerable group (women, youth, minorities) (3) Number of joint initiatives, collaborative strategies or plans between communities decided following a peace conference; <u>*Baselines:*</u> (1) 11 peace processes designed and implemented in South Kordofan (since 2009) ; none in BNS and none in Abyei (2) TBD (3) 45 joint initiatives identified in South Kordofan, none in Blue Nile, none in Abyei	(3) At least 80 preventive initiatives in South Kordofan, 30 in Blue Nile State and 10 in Abyei **2013** (1) 8 peace processes in South Kordofan; 3 in Blue Nile State; 2 in Abyei; (additional) (2) 20% of peace process participants representatives of vulnerable groups; (3) At least 80 preventive initiatives in South Kordofan, 30 in Blue Nile State and 10 in Abyei; **2013-2016** (1) 8 peace processes in South Kordofan; 3 in Blue Nile State; 2 in Abyei; (additional) per year (2) 50% of peace process participants representatives of vulnerable groups by 2016; (4) At least 80 preventive initiatives in South Kordofan, 30 in Blue Nile State and 10 in Abyei per year;	involving key stakeholders of targeted communities - Provide technical support **Activity Result 2:** Peace processes accompanied and monitored and best practices collected - Provide follow-up and monitoring support to ensure that peace processes are continuing - Organize follow-up meetings and consultations - Collect lessons learned and best practices **Activity Result 3:** Post-conflict community-based interventions indentified and action plans developed - Assist partners/communities to identify post-conflict community needs - Support identification and prioritization of interventions to address community needs to prevent future conflict - Design joint action plans			
Output 3: Targeted peace dividends delivered to communities in accordance to	**2012** (1) At least 20 priorities addressed in South	**Activity Result 1:** Implementing partners identified to address prioritized post-conflict community	IOM UNDP		Grants: $644,097 Workshops: $369,150

priorities identified during local peace processes; *Indicators:* (1) Number of priorities identified through local-level peace conferences addressed through quick impact projects; (2) % of successfully implemented and sustained peace processes still holding after 6 months (3) Number of individuals directly benefiting from peace dividend delivery *Baselines:* (1) TBD (2) TBD (3)	Kordofan, 10 in Blue Nile and 5 in Abyei (2) 75% of supported peace processes sustainable after 6 months (3) At least 18,000 individuals benefitting **2013** (1) At least 25 priorities addressed in South Kordofan, 15 in Blue Nile and 5 in Abyei (additional) (2) 75% of supported peace processes sustainable after 6 months (3) At least 25,000 individuals benefitting **2013-2016** (1) At least 25 priorities addressed in South Kordofan, 15 in Blue Nile and 5 in Abyei (additional) per year; (2) 75% of supported peace processes sustainable after 6 months (3) At least 25,000 individuals benefitting per year	interventions - Organize outreach and information campaigns on upcoming calls for proposals; - Organize regular calls for proposals for identified quick impact community interventions; **Activity Result 2:** Implementing partners are able to design and implement quick impact project in a conflict-sensitive, efficient and transparent manner - Provide regular capacity development support (training, mentoring, one-on-one coaching) to (potential) implementing agencies on: o Conflict sensitivity o Do No Harm o Project management o Fund management and reporting - Develop standardized training module and handbooks for future initiatives based on lessons learned **Activity Result 3:** Grants disbursed to partners to implement indentified quick-impact peacebuilding projects - Evaluate proposals received through calls for proposals; - Allocate funds in line with the decision of the Grants Committees **Activity Result 4:** Interventions are			Travel: $21,000 *Sub-Total: $1,034,247*

		implemented according to the agreed programming principles - Conduct regular monitoring missions to assess progress made by implementing partners - Provide follow-up training and technical advice where needed to ensure projects are implemented according to the agreed programming principles **Activity Result 5:** Impact of interventions on peace processes and prevention of future conflict assessed - Assess impact of completed activities on community conflict dynamics - Collect best practices and success stories and share them widely			
Output 4: Initiatives delivered in support of stability, reconciliation and peaceful coexistence *Indicators:* (1) Number of catalytic peacebuilding initiatives identified and implemented in a conflict-sensitive manner (not part of peace processes) (2) Number of individuals directly benefiting from catalytic peacebuilding initiatives	**2012** (1) 5 initiatives (3 Southern Kordofan, 2 Blue Nile State) (2) 50,000 individuals **2013** (1) 10 initiatives (4 Southern Kordofan, 4 Blue Nile, 2 Abyei) (2) 100,000 individuals **2013-2016** (1) 10 initiatives (4 Southern Kordofan, 4 Blue Nile, 2 Abyei) per year;	**Activity Result 1:** Implementing partners identified to implement peacebuilding initiatives outside of regular peace processes - Organize outreach and information campaigns on upcoming calls for proposals; - Organize regular calls for proposals for peacebuilding interventions; **Activity Result 2:** Implementing partners are able to design and implement quick impact project in a conflict-sensitive, efficient and transparent manner - Provide regular capacity	IOM UNDP		Grants: $799,718 Travel: $ 21,000 *Sub-Total: $820,718*

Baselines: (1) N/A (2) N/A	(2) 100,000 individuals per year	development support (training, menotoring, one-on-one coaching) to (potential) implementing agencies on: o Conflict sensitivity o Do No Harm o Project management o Fund management and reporting - Develop standardized training module and handbooks for future initiatives based on lessons learned **Activity Result 3:** Grants disbursed to partners to implement indentified peacebuilding projects - Evaluate proposals received through calls for proposals; - Allocate funds in line with the decision of the Grants Committees **Activity Result 4:** Interventions are implemented according to the agreed programming principles - Conduct regular monitoring missions to assess progress made by implementing partners - Provide follow-up training and technical advice where needed to ensure projects are implemented according to the agreed programming principles **Activity Result 5:** Impact of interventions with regards to peacebuilding and prevention of			

		future conflict assessed - Assess impact of completed activities on community conflict dynamics - Collect best practices and success stories and share them widely			
Programme Management		**Activity Result 1:** Joint programme management structure set-up in Khartoum, South Kordofan, Blue Nile State and Abyei **Activity Result 2:** Impact of JCRP is assessed regularly and best practices are collected and shared **Activity Result 3:** Regular progress reports are shared **Activity Result 4:** JCRP website is set-up and regular communication updates are produced and shared **Activity Result 5:** Identified risks are closely monitored and risk log is updated regularly	UNDP IOM		Staff: $3,409,498 Travel $633,105 ICT/Comm. $164,498 Office Costs: $485,680 Learning $70,000 Evaluations/Reviews $40,000 Audit $50,000 Operational Support $327,420 Security $232,417 Communication costs $92,133 *Sub-Total: $5,504,751*
Sub-total					**$8,951,316**
GMS (7%)					**$626,592**
GRAND TOTAL [12]					**$9,577,908**

[12] In case of the pass-through mechanism, the AA is entitled to allocate one percent (1%) of the amount contributed by donor(s), for its costs of performing the AA's functions. This will be subject however to a floor of $20,000 and a ceiling of $100,000. In cases where the participating UN organizations and the AA agree that the AA's responsibilities are more complex than the 'standard' responsibilities, a higher percentage for the AA fee may be agreed by the participating UN organizations or included as direct cost in the budget directly managed by the AA as appropriate.

V. Management and Coordination Arrangements

V.1. Management Structure

(a) Steering Committee

A Joint Programme Steering Committee will guide the implementation of the programme and provide oversight and accountability. The Committee will comprise representatives from UNDP and IOM, State Governments[13] and local communities from South Kordofan, Blue Nile State and Abyei, the federal government and main donors. The Steering Committee may furthermore invite external experts or observers to inform its decisions.

This body, inter alia, will:

- Mobilize resources in accordance with the evolving needs on the ground;
- Provide strategic guidance based on agreed and publicized principles and criteria for the identification of priorities to be funded by the project, to ensure appropriate support is being provided to communities, target beneficiaries and organizations, and address unresolved areas of overlap or conflict between programmes or projects;
- Commission independent evaluations covering review and lessons learned of the CRP in its entirety;
- Ensure appropriate coordination with any complementary initiatives;
- Review and approve consolidated progress and financial updates of the CRP submitted by the project management team;
- Decides on resource allocation and submits instructions to the AA for disbursements of installments;

The Steering Committee shall meet every six months or upon the request of one of its members or upon the request of the Grants Committee. The Programme Manager (see below) shall be responsible for the organization of Steering Committee Meetings and provide working documents with due time consideration. For approving the recommendations of the Grants Committee, a meeting of the Steering Committee will not be convened, except if either the Grants Committee or Steering Committee deems it necessary.

(b) Joint Programme Management Team

The Programme Management Team deals with the daily management of the Joint Conflict Reduction Programme. It consists of an overall Programme Manager (UNDP), a Grants Manager (IOM) technical experts, Monitoring and Evaluation specialists, and administrative and financial support staff at Khartoum and state-level.

The technical specialists shall have expertise in conflict management and governance and an in-depth understanding of the political, social and economic development effecting divided communities in the Protocol Areas. Support will also be provided through the established UNDP and IOM projects and offices in Kadugli, Damazine and Abyei.

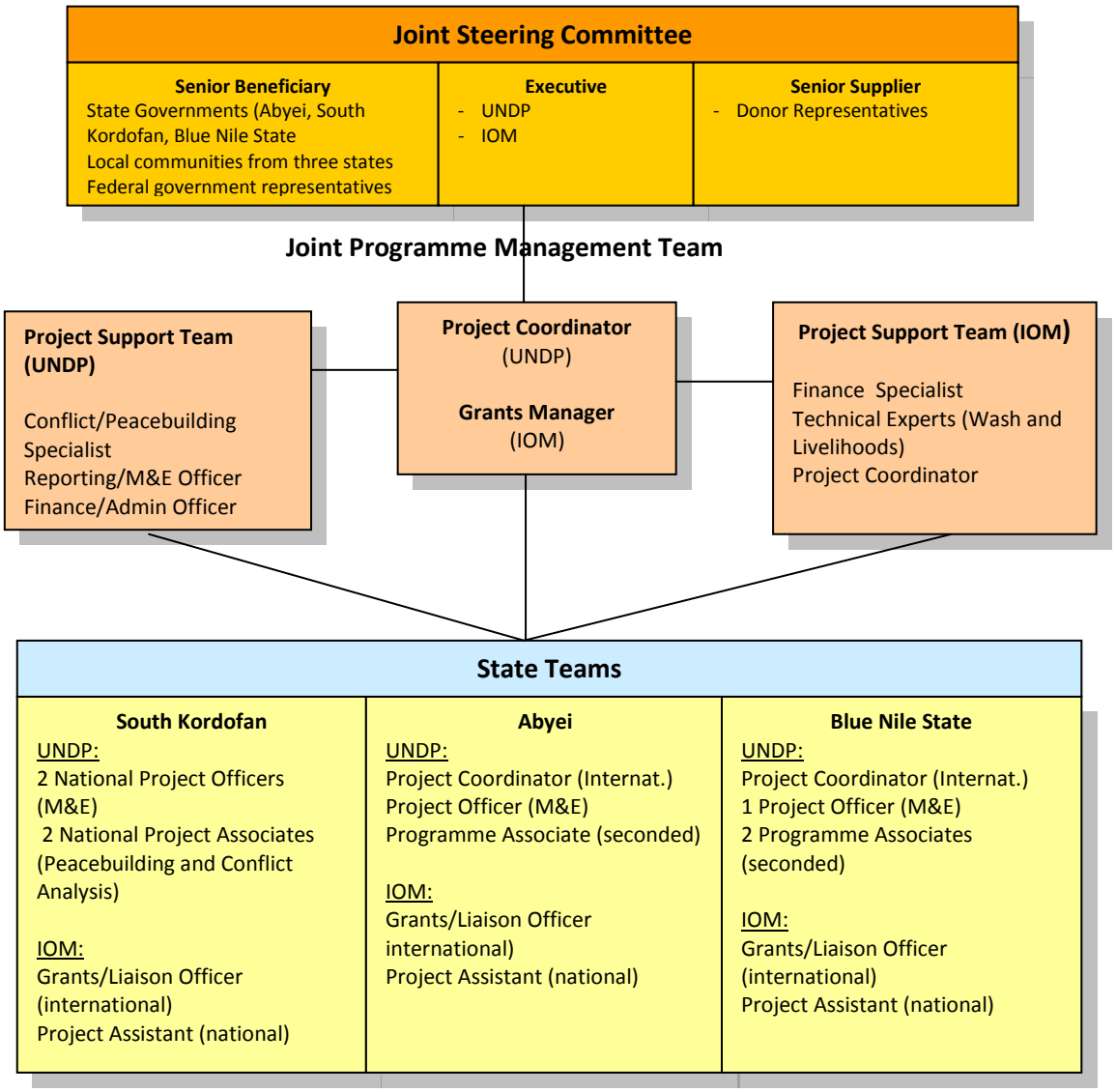
The Management Team will monitor the situation on an ongoing basis to understand the political, social, economic and cultural dynamics in the regions targeted by the program. The Management Team will advise the Grants and Steering Committees on developments and critical issues. Regular field trips will be undertaken to project sites to gauge perceptions from the ground and collect the first hand information. However, the team will also rely on analysis by other relevant institutions and individuals. Regular consultations will be undertaken with all key stakeholders – including authorities, internationals and community-based NGOs.

[13] Government-led conflict resolution mechanisms, such as the Reconciliation and Peaceful Coexistence Mechanism in South Kordofan, and the Peace Council in Blue Nile State.

The Management Team will provide technical support and guidance to implementing partners in order to ensure the project objectives are met. Project progress will be measured against the set indicators and benchmarks, which will be documented and reviewed jointly with relevant partners.

UNDP and IOM will sign a Memorandum of Understanding, which outlines the integrated programme management arrangements, responsibilities of each of the Participating Organizations and the joint M&E and reporting arrangements.

The overall Joint Programme organizational structure in Sudan can be illustrated as follows:



V.2. Fund Management Arrangements

For the portion using the pass through fund management arrangement:
Under this modality, Participating Organizations agree to channel funds for the Joint Programme through the Administrative Agent.

The Multi-Partner Trust Fund Office (MPTF Office) of the UNDP has been appointed by the Participating Organizations as the Administrative Agent (AA) of the Joint Programme.

Role of the Administrative Agent:
The AA is responsible for concluding Memorandum of Understanding (MoU) with Participating Organizations and Standard Administrative Arrangements (SAAs) with donor(s), as well as for the receipt, administration, and management of contributions from donors; disbursement of funds to the Participating Organizations; and consolidation of financial reports produced by each of the Participating Organizations and provision of these reports to the Steering Committee for onward submission to the donor(s).

It is envisaged that the AA will disburse approved funding to the Participating Organizations, subject to the availability of funds and the approval of the Steering Committee. The AA shall make each disbursement to the Participating Organizations within three to five business days after receipt of the Fund Transfer Request (FTR) based on the approval of the Steering Committee signed by the Chairperson accompanied with the approved relevant programme document with supporting documentation from the Programme Management Team.

UNDP will act as Administrative Agent (AA) in accordance with the policy of 30 June 2010 on "Accountability when UNDP is acting as Administrative Agent in UNDP Multi-Donor Trust Funds and/or UN Joint Programmes".

As per this policy, accountability for UNDP's Administrative Agent function rests with the Executive Coordinator of the MPTF Office.

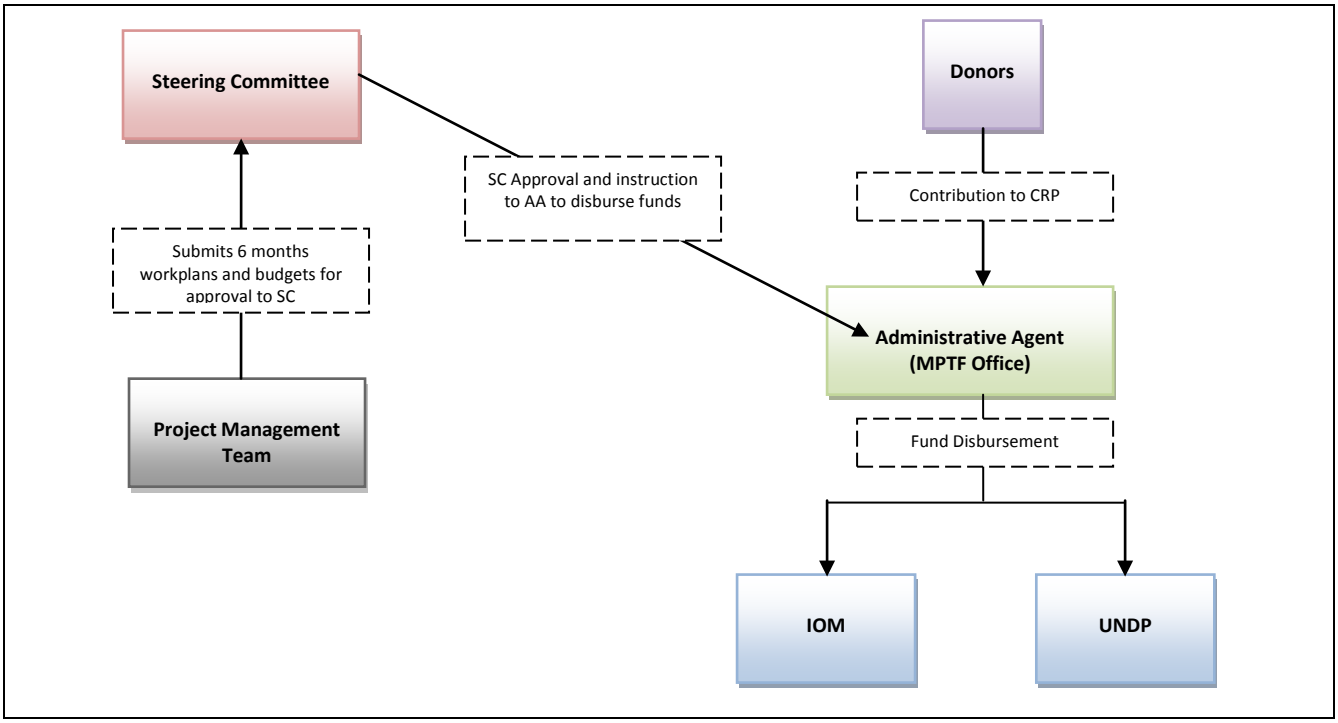
Participating Organizations:
Each Participating Organization establishes a separate ledger account for the receipt and administration of the funds disbursed to it by the Administrative Agent. Participating Organizations are requested to provide certified financial reporting according to the budget template. Participating Organizations are entitled to deduct their indirect costs on contributions received according to their own regulations and rules, taking into account the size and complexity of the particular programme.

The common work plan clearly indicates the activities to be supported by each of the Participating Organizations. The indirect costs to be charged by each organization are reflected in the budget.

The relevant UN organizations will use their normal procedures to make funds available at country level.

The Administrative Agent and the Participating Organizations will implement the actions under their own responsibility in accordance with their applicable Regulations and Rules

The fund management arrangements are shown in the figure below:



For the portion using parallel fund management:
Each participating organization manages its own activities within the common workplan and the related budget. Participating organizations enter into separate direct cost-sharing agreements with funding partners.

VI. Quick Impact Project Selection and Approval Cycle

The CRP project selection and approval cycle is governed by the principles of transparency, equal treatment and non-discrimination. Project proposals submitted for funding are evaluated by the Grants Committee against a set of eligibility and evaluation criteria (Annex I).

VI.1. Grants Committee

The Grants Committee is the technical body that assesses project ideas and proposals and prepares recommendations for the Steering Committee. Since JCRP will be dealing with three different states, three different governmental counterparts and therefore different contexts, three Grants Committees shall be set up at state level.

The Grants Committee shall meet on regular basis to discuss new project ideas, project proposals and revisions to the evaluation criteria (Annex I) or any other matter it has been mandated to deal with by the Steering Committee. The following meeting cycle is proposed to reflect the different dynamics of the two separate funding windows:

- Window 1: ad hoc meetings based on needs of the peace processes and identified peacebuilding priorities;
- Window 2: meetings every three months to ensure a structured response to new project proposals;

Grants Committee members will include one IOM representative (Liaison Officer), one UNDP representative (Head of Sub-Office), one representative from the governmental counterpart and one donor representative. The invitation of relevant UN sector leads and line ministries shall be considered if their presence and input would offer an added value to the selection/approval process and to ensure that project proposals are coordinated with ongoing activities and strategies. The Grants Committee may furthermore invite external experts to inform its decisions.

The Grants Committees shall meet regularly in order to fulfill the following mandate:

- Review, comment, approve and endorse the methodology of the Grants Scheme;
- Examine and evaluate proposals of grant applicants on the basis of the Terms of Reference for grant applicants;
- Evaluate, decide and approve the allocation of funds to grantees;
- Follow up the implementation of proposed activities through the secretariat reports, give guidance on eventual problems if any and decide on non-compliant grants recipients;
- Deliberate and advise on any other issue that may arise.

Based on previous experiences, IOM as JCRP's grants manager who will issue the call for proposals and sign grant agreements with the implementing partners will be excluded from decision making in order to avoid conflict of interests. IOM will act as the secretariat to the Grants Committees, compiling minutes and performing other reporting functions. IOM will provide logistical support to the Grants Committees, establishing venue, refreshment and presentation equipment for meetings. Consensus from the three remaining Grants Committee members is required to decide on a grant.

In light of tight meeting schedules and hampered transportation means to the Protocol Areas, it is understood that each party's consent or objection can be sought via email prior to a Grants Committee Meeting, in case physical attendance is not possible.

All members of the Grants Committee must sign a Declaration of Impartiality and Confidentiality. Any member of the Grants Committee who has a potential conflict of interest with any applicant must declare it and immediately withdraw from the Grants Committee.

Members of the Grants Committee participate as individual experts and do not represent their respective employers' organization.

VI.2. Funding principles

In general, grants will be allocated according to the following principles:

- Funding is granted based on proposals;
- The proposals do not duplicate existing activities implemented by the same applicant or by other organizations;
- Grants are allocated taking into consideration the needs of each region and the target population;
- Cost-effectiveness;
- Promotion of proposals to build synergy with existing community resources.

VI.3. Eligibility Criteria

The Conflict Reduction Joint Programme will consider two types of proposals:

Window 1: Proposals tailored to priorities identified during the Peace Process (call for proposals with closed deadline)

Based on IOM's existing grantee roster, the identification of new organizations can be achieved by engaging established NGO networks as well as regional media to alert potential grantees of the existence of the new mechanism, and the issuance of a generalized call for proposals. Interested organizations will be able to demonstrate their prior involvement in similar activities and their capacities in implementing confidence building/conflict prevention projects. The call for proposals will be accompanied by guidelines and a standard proposal template. IOM will collect and submit proposals to the Grants Committees for review and endorsement.

Window 2: Proposals for conflict sensitive interventions (open application process)

Proposals will be accepted throughout the project cycle enabling potential IPs to present creative conflict sensitive projects irrespective of a call for proposals. In order for project proposals to be eligible for funding, the following principles must be adhered to[14]:

- Be based on a conflict assessment that addresses root causes as well as manifestation of conflict where rapid intervention might be necessary;
- Inclusive and participatory in nature, project inception, design, implementation and in terms of community-wide benefits received;
- Have a clear conflict prevention, reconciliation and peacebuilding component with clear actions that build and consolidate social capital, social cohesion, and intercommunal reconciliation;
- Include distinct components by which the capacity of community-based institutions for mitigating risk and preventing future conflict is enhanced and institutionalized;
- Respond to immediate stabilization and recovery goals while taking into account long-term growth and development where peace dividends are consolidated and expanded;
- Projects involving community initiatives for sustainable growth must include joint decision-making on community priorities and promote cooperation among communities in their desire to work together to resolve their differences; and ensure that they jointly plan, implement and manage their common interests.

VI.3. Grant dispersal system

The fund manager (IOM) will establish a grants distribution mechanism based on the following modalities:

- IOM shall create a grants pool to be allocated to selected implementing partners within three months from the start of the Joint Conflict Reduction Programme.
- IOM will establish a tailored grant administration and dispersal system based on the modalities already developed and successfully implemented under UNDP's "Support to Elections and Democratic Processes" projects in 2009/2010 and "Support to the Southern Sudan Referendum Project" in 2010/2011. The size of each grant will be decided on a case-by-case basis with no pre-fixed financial ceiling to allow maximum flexibility while taking into consideration the fund absorbing capacity of each implementing partner.
- IOM will develop Grant Agreement Templates, Standard Operating Procedures for the disbursement of funds, Administrative/Financial and Technical Training Modules, Activities Implementation Monitoring Tools and Mechanism, Technical and Financial Reporting Templates.
- Grants disbursement will be made after signature of a Grant Agreement between the Grant Recipient and IOM that will define the responsibilities of each part. Grant recipients will benefit from a comprehensive training on project management, including sessions on administrative and financial procedures, evaluation and reporting, organized by IOM.
- Grants will be released by IOM in installments. The amount of the first advanced installment will be determined according to grant size and financial reliability of the grantee, paid upon signature of the

[14] Principles adapted from DCPSF

Grants Agreement. The following installment(s) will be released after cross checking the progress of project implementation through IOM internal monitoring and review of grantees' interim reports. At the end of the project, grant recipients will be required to provide a complete technical and financial report, a precondition for releasing the final installment.

VII. Monitoring and Evaluation Framework, Reporting and Communication

The Joint Programme Management Team will oversee the monitoring and evaluation of the Joint Programme activities. The main objectives of the programme's M&E framework are:

1) To gain an improved understanding of the activities implemented by UNDP directly as well as by the grantees, including their long-term impact, their conflict –sensitivity and contribution to conflict prevention and peacebuilding, as well as of the conflict context in which the activities are implemented and their interaction processes;
2) To assess progress towards achieving outputs, based on the targets and milestones laid out in the results framework;
3) To assess the remaining validity of planned interventions in a fluid and rapidly changing context to provide an opportunity to quickly adjust to a changing context and priorities;
4) To regularly review and update the risk log;
5) To ensure the highest standards of accountability and proper use of funds;
6) To factor in lessons learned from ongoing initiatives into future programming/allocation decisions to increase the positive impacts of the programme on stabilizing areas in the Three Areas and identify opportunities for equitable and sustainable growth;

VII.1. Monitoring Interventions

The M&E team of the Joint Programme Management Team will conduct regular field visits to all project implementation sites.

IOM will institute a monitoring system under the overall coordination of a Monitoring, Evaluation and Reporting Expert, including the training of IOM tracking staff, to ensure grant recipient projects are being implemented as indicated in their proposals. The system will include a comprehensive methodology to monitor and evaluate each project and implementing partner. IOM will seek the services of WASH and Livelihoods Specialists whose technical competence will allow adequate evaluation of project activities related to these sectors.

UNDP, with the support of the Conflict Prevention and Peacebuilding Specialist at Khartoum level and the Project Officers at state level, will closely monitor the implementation of the peace processes as well as assess the conflict sensitivity of overall programme activities on the ground.

In addition, regular joint field monitoring visits will be undertaken, involving representatives from UNDP, IOM, funding partners and government counterparts to:

- Follow progress of the project interventions on the ground and collect practical lessons to guide project implementation and ensure sharing of experiences through dialogue with key stakeholders and beneficiaries.
- Assess relevance, effectiveness and impact of peacebuilding/conflict resolution projects;
- Assess the extent to which the interventions respond to local peacebuilding needs;

Subject to availability of key partners, one joint monitoring visit is planned per quarter. All participating partners will provide input into a joint monitoring report.

VII.2. Reporting

Reporting by Grantees

Each organization receiving a grant through the CRP Fund mechanism is required to provide quarterly and final reports (narrative and financials) based on an agreed format developed by IOM and UNDP. UNDP and IOM will jointly:

- Review quarterly reports submitted by grantees;
- Provide detailed feedback on the reports via letters and meetings.
- Provide tailored advice on how to improve conflict sensitivity of projects and re-direct activities where appropriate;

Reporting by UNDP and IOM (Sudan-level)[15]

UNDP and IOM are required to provide annual narrative reports on achieved results, lessons learned and contributions made to the joint programme. Brief narrative and financial quarterly updates on activities undertaken are to be submitted to UNDP. The joint programme coordinator will compile and include this information in a joint quarterly report and in an annual Joint Programme Progress Report, which will be submitted to the Joint Programme Steering Committee.

To facilitate ease of reporting, and to ensure that reporting is both integrated and made against programme outputs a report format aligned to the results framework will be designed during programme inception. This process will ensure that reporting is aligned with each agency's own internal programme mechanisms and also the programme targets and activities which will be refined during inception.

Reporting for the pass-through portion by the Administrative Agent

Each Participating Organization will prepare the following reports on its contribution in accordance with its financial rules and regulations:

- Annual narrative progress reports, to be provided no later than three months (31 March) after the end of the calendar year;
- Annual financial statements and reports as of 31 December with respect to the funds disbursed to it from the Joint Programme Account, to be provided no later than four months (30 April) after the end of the calendar year;
- Final narrative reports, after the completion of the activities in the Joint Programme Document and including the final year of the activities in the Joint Programme Document, to be provided no later than four months (30 April) of the year following the financial closing of the Joint Programme. The final report will give a summary of results and achievements compared to the goals and objectives of the Joint Programme;
- Certified final financial statements and final financial reports after the completion of the activities in the Joint Programme Document and including the final year of the activities in the Joint Programme Document, to be provided no later than six months (30 June) of the year following the financial closing of the Joint Programme.

[15] Reports to the EU Delegation will be prepared in line with provisions of the Article 2 of the General Conditions, Annex 2 to the present Standard Contribution Agreement

The programme manager will:

- Prepare the Consolidated Narrative Report based on the narrative progress reports received from the Participating UN organizations.

The Administrative Agent will:

- Prepare consolidated narrative and financial progress reports, based on the narrative consolidated report prepared by the Programme Manager and the financial statements/ reports submitted by each of the Participating UN Organizations;
- Provide those consolidated reports to each donor that has contributed to the Joint Programme Account, as well as the Steering Committee, in accordance with the timetable established in the Administrative Arrangement.
- Provide the donors, Steering Committee and Participating Organizations with:
    - Certified annual financial statement ("Source and Use of Funds" as defined by UNDG guidelines) to be provided no later than five months (31 May) after the end of the calendar year;
    - Certified final financial statement ("Source and Use of Funds") to be provided no later than seven months (31 July) of the year following the financial closing of the Joint Programme.(

VII.3. Evaluations and Reviews

An evaluation of each grantee's performance will be conducted after the relevant project phases (see below) by IOM and UNDP and shared with the Grants Committee for review and comments. Implementing partners that fail to adhere to the standards expected from them shall be excluded from further funding, based on the Grants Committee's joint decision.

An overall external mid-term programme evaluation will take place after the first year of project implementation. It will ensure that achievements, lessons learnt, best practices and constraints encountered will be recorded and inform the potential continuation of the joint programme. Furthermore, it will capture and assess impact to see if planned goals and objectives were actually achieved. The joint programme coordinator will be responsible for ensuring that mechanisms for sharing lessons learnt between UN agencies, and the UN Country Team, and other programme partners are identified and utilized.

A final programme evaluation will take place at the end of phase II in mid-2016.

VII.4. Communication Activities

A project website will be set-up to include key documents, project reports and updates accessible for project partners.

In addition to the regular reports, each grantee will complete a one page summary of their intervention, including the purpose, strategy and beneficiaries of the project for communication purposes.

All donors will be represented in JCRP branding and communication materials.

VIII. Basis of Relationship

Participating Organization	Agreement
UNDP	This Joint Programme Document shall be the instrument referred to as the Project Document in Article I of the Standard Basic Assistance Agreement (SBAA) between the government of Sudan and UNDP was signed by the parties on 24th October 1978 and ratified by the government of Sudan on 2 January 1980.
IOM	Sudan has been an observer at the International Organisation for Migration (IOM) since May 1993. IOM and the Government of Sudan entered into a cooperation agreement on the 13th October 1998.

IX. Risk Analysis

#	Description	Date Identified	Type	Impact & Probability	Countermeasures / Mngt response	Owner	Submitted, updated by	Last Update	Status
1	**Security: limits to ability to implement** Unstable and unforeseeable security situation in the Three Areas with disputed Southern Kordofan gubernatorial results, Popular Consultation processes, upcoming independence of South Sudan and stalled Abyei Referendum; continued presence of armed groups; prolonged rainy season, road closures and inaccessibility; safety of staff travelling by road and otherwise	Programme duration	Environmental and security	Affects presence on the ground, implementation, continuity P: Probability on a scale from 1 (low) to 5 (high) I: Impact on a scale from 1 (low) to 5 (high) P = 4 I = 4	To ensure staff security, JCRP makes use of data and political analysis through multiple sources to assess the risk and act on or change implementation plans accordingly as part of regular monitoring; existing strong professional ties with the SK RPCM and similar government bodies provides relative security in the field; assessment missions and training sessions are always cleared for security and road conditions by UNDSS. Where security makes it impossible to undertake field activities in a state / area, the program can shift its focus to another state / geographic area.	JCRP Project Coordinators, field staff			
2	**Security: limit to overall program impact** Spike in overt violent confrontation driven by political actors beyond the capacity and mandate of project	Programme duration	Security	Affects safety and security P = 2 I = 4	Conflict analysis, conflict monitoring and staff presence on the ground would all point an impending situation in which the level of antagonism of violence has reached levels beyond JCRP's mandate. If JCRP is forced to withdraw from one	JCRP Project Coordinators			

	partners				state / area, it can refocus its efforts on the remaining two areas. Evacuation and contingency plans are an integral part of UNDP and IOM's business continuity plans.				
3	**Political** With the fluid and changing political landscape in the Three Areas, state/area government political support of conflict management bodies can waver, hampering peace processes and linked interventions (Window 1). Specifically in SKS there is a risk the RPCM remains a fragile body since it has not been institutionalized and in BNS and Abyei the model is yet to be formally set up.	Programme duration	Political	Affects local ownership and buy-in, programme continuity; safety and security P = 2 I = 4	JCRP will continue existing CRP efforts to enhance the effectiveness, legitimacy and relationships of state/area-level government partners across political lines and as part of longer-term institutionalization strategies for these actors. JCRP will take a balanced approach, considering alternative modalities for peace process and interventions focusing on leadership of Native Administration and civil society stakeholders, to mitigate the risk of withdrawal of political support to government mechanisms. JCRP staff will identify two or three alternative government and / or non-government institutions to work with in the absence of the RPCM or a similar mechanism. If no peace processes are taking place in a state / area (making window 1 irrelevant), focus in that state / area will shift to window 2.	JCRP Project Coordinators			
4	**Financial** JCRP does not secure full	Programme inception	Financial	Affects programme	Prioritizing interventions based on JCRP capacity and human resources,	JCRP Project Coordinators			

	funding			management P = 2 I = 2	presence on the ground, available funds, urgency				
5	**Institutional: management** Organizational and programme management is challenged by slow recruitment; time-sensitivity in terms of JCRP making available staff capacity and coordination between IOM and UNDP.	Programme inception	Institutional	Affects programme management P = 2 I = 3	Making use of available capacities for technical programme support for training and M&E, including UNDP's Peace and Development Advisor; quick recruitment of key experienced national staff and extending the contract, where possible of key international staff; regular IOM-UNDP management team meetings and development of joint workplans to ensure coordination.	UNDP, JCRP Project Coordinators			
6	**Institutional: capacity** Low absorptive and technical capacity of JCRP Implementing Partners limits effective delivery of interventions through grant Windows 1 and 2	Programme Inception	Institutional	Affects programme management P = 3 I = 3	JCRP design includes capacity building component to address gaps. Monitoring, accompaniment and technical support to selected/ funded IPs will identify and mitigate issues arising during grant implementation.	JCRP Project Coordinators, field staff			
7	**Institutional: coordination** Lack of coordination with others within i) conflict resolution; ii) peace building and iii) recovery	Programme duration	Institutional	P=1 I=3	JCRP staff will take an active role peacebuilding sector coordination meetings (where available); if no such meetings are available JCRP staff will endeavor to establish them; JCRP will also seek out and maintain bilateral relationships with key peacebuilding actors	JCRP Project Coordinators			

ANNEX I: Evaluation Criteria for Funding Proposals

All project proposals submitted to JCRP will be reviewed against pre-set criteria[16], which will provide points and result in an overall score. The criteria may be amended to reflect evolving dynamics on the ground. A change of the criteria will be presented to the Steering Committee upon advice of the Management Team.

A.I.1. Criteria Funding Window 1

CRITERIA I	Degree	POINTS
Targets priorities identified through RCPM/CRP-led reconciliation processes	No	*Out*
	Partially	1
	Yes	5

CRITERIA II	Degree	POINTS
Has a demonstrable impact on confidence building (initiates or enhances direct people-to-people contacts across conflict divides or enhances an enabling environment within divided communities)	None	*Out*
	Limited	1
	Medium	3
	High	5

CRITERIA III	Degree	POINTS
Do no harm Potential negative effect of project intervention	None	6
	Limited	4
	Medium	1
	High	*Out*

CRITERIA IV	Degree	POINTS
Targets all sides of a divide	None	1
	Limited	2
	Medium	4
	High	5

CRITERIA V	Degree	POINTS
Direct involvement of beneficiaries in design and implementation of projects	None	1
	Limited	2
	In one	4
	In both	6

CRITERIA VI	Degree	POINTS
Direct involvement of women and youth in design and implementation of projects	None	1
	Limited	2
	Medium	3

[16] Criteria adopted from the Confidence Building Early Response Mechanism (COBERM) successfully implemented by UNDP and the European Union in Georgia. The evaluation approach based on a set of criteria is similar to the one applied under DCPSF.

	High	4

CRITERIA VII	Degree	POINTS
Project proposal includes long-term strategy to ensure sustainable impact of interventions	None	1
	Limited	2
	Medium	3
	High	4

A.I.2. Criteria Funding Window 2

CRITERIA I	Degree	POINTS
Has a demonstrable impact on confidence building (initiates or enhances direct people-to-people contacts across conflict divides or enhances an enabling environment within divided communities)	None	*Out*
	Limited	1
	Medium	3
	High	5

CRITERIA II	Degree	POINTS
Do no harm Potential negative effect of project intervention	None	6
	Limited	4
	Medium	1
	High	*Out*

CRITERIA III	Degree	POINTS
Targets all sides of a divide	None	1
	Limited	2
	Medium	4
	High	5

CRITERIA IV	Degree	POINTS
Direct involvement of beneficiaries in design and implementation of projects	None	1
	Limited	2
	In one	4
	In both	6

CRITERIA V	Degree	POINTS
Direct involvement of women and youth in design and implementation of projects	None	1
	Limited	2
	Medium	3
	High	4

CRITERIA VI	Degree	POINTS
Project proposal includes long-term strategy to ensure sustainable impact of interventions	None	1
	Limited	2
	Medium	3
	High	4

Annex II: Project Timeline for Phase I

1) Preparatory Phase **(3 months, January 2012 - March 2012)**
The inception period of JCRP will be dedicated to set up the project structure involving key activities such as:

Recruitment of staff
- Set up of the steering committee and the 3 grants committees on state level
- Endorsement of project methodology, general ToRs and establishment of funding mechanism
- Information campaign on new funding mechanism and identification of potential implementing partners in the Three Areas through media and invitation to a comprehensive briefing on JCRP
- Launch of the call of proposals for Window 1 related to 3 ongoing peace processes in Southern Kordofan that already prioritized interventions, and Window 2 for proposals of conflict sensitive interventions
- UNDP and IOM staff will be available to provide guidance to interested organizations when preparing their proposals
- Evaluation and selection of project proposals through the 3 Grants Committees
- Deliver trainings to selected implementing partners on conflict sensitive project implementation and Do No Harm principles (UNDP) combined with project management sessions (IOM)
- Set-up project in Abyei and Blue Nile (identify government counterparts, potentially initiate peace processes in Blue Nile)
- Prioritize interventions for 2 more peace processes

This preparatory phase falls into the period of the rainy season when implementation of activities on the ground is severely hampered by the weather or put on hold entirely.

2) Operational Phase **(15 months, April 2012 - June 2013)**
By October 2011, which traditionally marks the restart of activities after the rainy season, the project aims at disbursing funds to selected implementing partners enabling them to start with the implementation of their work plans.

- Disbursement of grants to selected implementing partners
- Grantees will start carrying out their proposed activities on the ground
- JCRP will continue with the information campaign to reach potential implementing partners
- Call for proposals will be advertised on quarterly basis for Window 2 and ad hoc for Windows 1 (once peace agreements are made and interventions prioritized)
- Evaluation and selection of project proposals through the 3 Grants Committees
- Disbursement of grants to selected implementing partners
- UNDP and IOM will continuously monitor the implementation of activities under both Window 1 and Window 2
- Monthly progress reports will be submitted by the grantees to IOM and cross checked with the monitoring reports
- UNDP to continue peace accompaniment work and capacity development of state and community peace platforms

- Conduct Mid-Term review

In order to establish a living mechanism that continues to consider new proposals, a call for proposals for projects foreseen under Window 2 will be launched on quarterly basis. This will allow IOM to consolidate and extend the existing grantee roster. The participation of implementing partners that were previously awarded with a grant will be subject to a performance evaluation. This evaluation will be conducted by UNDP and IOM and presented to the grants committee along with the new project proposals they submitted.

UNDP/IOM will proceed with training sessions to ensure that selected implementing partners absorb the methodology and goals of JCRP.

A comprehensive Mid Term Review of JCRP is foreseen before the programme can enter the next stage leading up until 2016. The review will assess the programme's success in reaching its results taking into consideration its pilot programme character. The findings of this assessment will be submitted and presented to the Steering Committee and a possible continuation of JCRP until 2016 discussed with all the stakeholders. Based on lessons learned the mechanism will be adjusted in order to address any issue that might have appeared.

The performances of implementing partners evaluated by UNDP and IOM will feed into the Mid Term Review.