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PROJECT DOCUMENT
Sudan

Project Title: Partnering Against Violent Extremism (PAVE)

Start Date: 22 October 2017, End Date: 31 December 2020, PAC Meeting date: 9 October 2017

Brief Description

The PAVE programme is set to run for a 3-year period starting in 2017. A preventing/countering violent extremism (P/CVE) initiative, the programme design is based on the results and analysis of a study undertaken in 5-States examining drivers of violent extremism (VE) in Sudan. The first study of its kind in Sudan, former VE members, their families and communities make up survey respondents providing a baseline for programming. Partnering with the Sudan National Commission for Counter Terrorism (SNCCT) and 'Civil Society', UNDP will support the development of a *National Strategy and Policy* for P/CVE that addresses capacity development, strategic communications and advocacy, as well as gender and youth as programme pillars. The aims of the programme include facilitating 'disengagement', 'rehabilitation' and 'reintegration' to counter re-occurrence and 'off-ramping' to prevent recruitment and radicalization towards VE. The PAVE response includes several innovations, such as *Behavioural Insights, Message Pairing and Amplification*, as well as a *Research Agenda* for continued learning and P/CVE application in Sudan and internationally. Utilizing target beneficiaries as resource persons, the PAVE response plan encompasses a suite of documents such as the *Concept Note*, the *Study Report "Violent Extremism in Sudan"*, and this *PAVE Programme Document* that should be read in conjunction.

Contributing Outcome (UNDAF/CPD, RPD or GPD): UNDAF Outcome 7: Government and civil society initiatives that promote social cohesion, peace consolidation and pluralism are strengthened. Indicative Output(s) with gender marker ² : GEN2 (Gender equality as a significant objective)	Total resources required:	US\$ 9,469,440	
	Total resources allocated:	UNDP TRAC:	\$ 400,000
		Donor:	
		Government:	\$ 946,944
		In-Kind:	
	Unfunded:	\$ 8,122,496	

Agreed by (signatures):

Sudan National Commission for Counter Terrorism	Ministry of International Cooperation	United National Development Programme
		
Dr. (Gen) Mohamed Jamal Eldin Ahmed Director General	H.E. Amb. Idriss Suliman Federal Minister	H.E. Marta Ruedas Resident Representative
Date: 22 October 2017	Date: 22 October 2017	Date: 22 October 2017

List of Acronyms

AU	African Union
AWP	Annual Work Plan
BI	Behavioral Insights
C2SP	Community Security and Stabilization Programme
CBOs	Community Based Organizations
CJS	Criminal Justice System
CPAP	Country Programme Action Plan
CSAC	Community Security and Arms Control
CSOs	Civil Society Organizations
CVE	Countering Violent Extremism
DDR	Disarmament, Demobilization and Reintegration
DIM	Direct Implementation Modality
EAC	European and African Centre
GoS	Government of Sudan
ICRS	Information, Counseling and Referral Servicing
IGAD	Intergovernmental Authority on Development
IHL	International Humanitarian Law
IPs	Implementing Partners
IS	Islamic State
ISIS	Islamic State of Iraq and Syria
KAICIID	King Abdullah bin Abdul-Aziz Int'l Centre for Interreligious & Intercultural Dialogue
M&E	Monitoring and evaluation
MERVE	Mothers Against Violent Extremism
MoU	Memorandum of Understanding
NGO	Non-Governmental Organization
OMC	One Man Can
PAVE	Partnering Against Violent Extremism
P/CVE	Preventing and Countering Violent Extremism
PVE	Preventing Violent Extremism
RBA	Regional Bureau of Africa
RBAS	Regional Bureau for Arab States
RECs	Regional Economic Communities

RoL	Rule of Law
SDGs	Sustainable Development Goals
SNCCT	Sudan National Commission Counter Terrorism
TARGET	Target groups As Resource Groups for Effective Transformation
ToT	Trainings of Trainers
UNDAF	United Nations Development Assistance Framework
UNDP	United Nations Development Programme
UNSCRs	United Nations Security Council Resolutions
USG	United States Government

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I. BACKGROUND

Global trends of radicalization and violent extremism

The 21st century is experiencing a proliferation of violent extremism (VE) and terrorism that is sweeping across the globe, taking the lives of many in different nations. Numerous events have captured international attention, including those in the global north - Brussels and Paris in Western Europe, Boston, New York and San Bernardino in the United States, attacks in Canada's city of Quebec amongst others. The main victims are Muslims from the Islamic world including Iraq, Nigeria, Afghanistan, Pakistan, Syria, Somalia, Yemen, Sudan, Central African Republic, Indonesia and Cameroon amongst others. The growth of VE and devastating impact of groups espousing violent ideologies is setting in motion a reversal of development gains previously achieved and threatening to stunt prospects of development. Religious-inspired extremism alone has claimed the lives of more than 18,000 people in Africa in the last 5 years, according to the Global Terrorism Database¹.

Radicalization, an important precursor to VE, is also on the rise globally, impacting different age groups regardless of gender, faith, education, employment status, etc. Commonly associated with **violent radicalization** whereby an individual, or group, adopts and/or promotes an ideologically driven belief system advocating the use of violence to forward political, religious, or social agenda to bring about systemic change as defined, **violent extremism**² is an act of violence emanating from a radicalized position whereby individuals, acting alone, or in concert and sponsorship of a group, commits to the planning, support, carrying out or other activity directly, or indirectly, based on ideological and/or political motives and objectives. The Sahel and Middle East and North African (MENA) Arab and African regions in particular are affected - prone to violent extremists VE, security threats and associated political and social instability.

Regional trends of violent extremism

Marginalized from political processes, lacking viable employment options and suffering from an increasing sense of marginalization and isolation, youth are easy targets for recruiters who lure or coerce boys and girls and young men and women with a diverse mix of religious narratives, financial incentives, a glimmer of hope, a sense of belonging and identity, and often, with violence. The Arab and African region in particular are affected - Somalia, Nigeria, Syria, Libya, Yemen and Iraq are contributor countries for violent extremism. Taken together a swathe of territory across the Middle East and North Africa (MENA) and Sahel is impacted and currently under siege. Confronted by the wave of

¹ *Preventing and Responding to Violent Extremism in Africa: A Development Approach*, UNDP Regional and Multi-country Project Document, UNDP Regional Bureau for Africa, 2016

² UN Global Counter Terrorism Strategy – Report of the General Secretary, April 2016 violent extremism is a diverse phenomenon which at present lacks an agreed upon definition by the international community. Nevertheless, events in recent history prove instructive. Terrorist groups such as Islamic State in Iraq and Syria (ISIS), Al-Qaida and Boko Haram continue to shape, and concretize our image of terrorism and violent extremism, as well as the debate on how to address this threat. These groups transcend national, cultural, ethnic, gender and religious boundaries, underscoring the need for international cooperation to prevent, counter and combat them.

radicalization and terrorism in neighboring countries, especially the threats posed by the spread of the Islamic State and other terrorist groups.

The UNDP³ classification of countries affected by Violent Extremism is as follows:

- 'epi-centre' countries where VE groups are active;
- 'at risk' countries that display visible and underlying root cases of VE, and;
- 'spillover' countries where the ramifications of VE groups is being felt.

Sudan is currently an "at risk country". It is also a 'supplier' country for VE in the region and beyond, having a history of limited attacks on its own soil.

Drivers of violent extremism

Drivers are complex and inter-linked, including failures in governance structures such as limited access to rule of law (RoL), corruption, and inadequate access to basic services; marginalization related to the lack of opportunities for youth and other vulnerable groups; endemic poverty and unemployment compounded by socio-economic inequalities; and socio-cultural and religious issues, among others. Drivers of VE are commonly divided into 2-broad categories, however; the *Partnering Against Violent Extremism* (PAVE) project uses 3-categories.

'push factors' are structural and systemic and may include discrimination and repression based on affiliation and identity with a group. These can include unemployment and lack of access to resources, limited governance and corruption, and historic hostility between groups, interference from external states and actors. PVE success requires addressing these root grievances.

- 'pull factors' are associated with individual motives related to identity, a sense of purpose and belonging; for some a sense of adventure, a means to increase status through material and social incentives (marriage, money). Material awards in the afterlife and fear of repercussions for disengagement are common. These require individual and community engagement with religious institutions, women and youth organisations.

- 'enabling conditions', also dubbed proximate factors by PAVE, are environmental and include presence of radical mentors - elders, peers religious leaders and scholars, online social networks and physical access with VE groups. These may or may not make their intentions known from the onset and thrive where there is a lack of state presence, familial and other support systems.

³ UNDP. "Regional and Multi-Country Project Document – Preventing and Responding to Violent Extremism in Africa", 2016. The classification system for countries includes 'epi-centre' countries where VE groups are active – Mali, Nigeria, Somalia; 'at risk' countries that display some underlying root cases – Tanzania, Uganda, CAR, and; 'spillover' countries ramifications of violent extremist groups is palpable – Cameroon, Niger, Chad, Mauritania. 2016.

II. PROJECT CONTEXT

Rationale for intervention

In 2014, the UN Security Council passed a resolution condemning VE calling upon Member States to support efforts to adopt longer-term solutions to addressing underlying causes of radicalization and VE, including by empowering youth. The resolution, which provides a basis for the *UN Global Plan of Action to Prevent Violent Extremism* presented to the UN General Assembly in 2015, notes effective responses require promoting political and religious tolerance, economic development, social cohesion, inclusiveness, resolving armed conflicts, and facilitating reintegration and rehabilitation. In particular, the PAVE programme will build upon the stage set by the UN system as a whole, complementing the work of other actors through partnerships, collaboration and coordination assisting the Government of Sudan's (GoS) efforts to mitigate VE.

The project will be implemented by UNDP alongside a government counterpart, the Sudan National Commission for Counter Terrorism (SNCCT). Developed within the *UNDP Regional Programme Framework: Preventing and Responding to Violent Extremism in Africa: a Development Approach*, PAVE finds its roots in the National Dialogue aligning with national priority programming and strategic direction from the 2018-2021 UNDP Country Programme Document (CPD). Linkages with existing UN frameworks globally includes Sustainable Development Goal (SDG) 16 on peace, justice, and strong institutions; specifically, indicator 16.10 aimed to *"Strengthen relevant national institutions, including through international cooperation, for building capacity at all levels, in particular in developing countries, to prevent violence and combat terrorism and crime"*.

At the local level, the project is in accordance with the *UN Development Assistance Framework (UNDAF)* for Sudan Pillar 4 on *"Social cohesion, peace consolidation, and peace dividends"*. Capacity building of government institutions and local organizations dealing with prevention of violent extremism is aligned with Outcome 7 of pillar 4 (*"Government and civil society initiatives that promote social cohesion, peace consolidation and pluralism are strengthened"*) stressing the need for strengthening institutions and civil society initiatives that promote social cohesion, peace consolidation and pluralism. Further, PAVE will be instrumental in supporting the next iteration and promulgation of the 2018-2022 UNDAF.

UNDP's comparative advantage

UNDP enjoys international recognition leading initiatives on stabilization, security-governance and reintegration programmes. UNDP has over 120 technical and subject matter experts in RoL, conflict prevention, gender, youth empowerment, livelihoods and security-governance programming. UNDP brings to the PAVE established networks and partnerships with civil society, faith-based groups, the African Union (AU), the Arab League, Regional Economic Communities (RECs), host governments, universities and academic institutions. PVE *'thought leadership'* in 2016 includes convening a 2-day

conference at The King Abdullah bin Abdul-Aziz International Centre for Interreligious and Intercultural Dialogue (KAICIID) on “Interreligious Dialogue on Diversity, Tolerance and Social Cohesion” in Amman, and organizing a regional workshop through the Regional Bureau of Arab States (RBAS) on PVE in Africa and Arab States.

UNDP is a trusted partner that has built up committed and dedicated relationships with key Sudanese clients, stakeholders and interlocutors over the last 4-decades. In Sudan UNDP stewarded several DDR, livelihood, conflict mitigation and reintegration programmes in the last decade⁴. UNDP also launched the Community Security and Stabilization Programme (C2SP) that creates stability and resilience for communities in Sudan at risk of being drawn into conflict⁵.

No other event illustrates the GoS political will to address P/CVE than the partnership and trust imparted to UNDP to undertake a ground breaking study on radicalization and VE. UNDP was granted unprecedented access to direct members of VE groups, and their affiliates that includes former Islamic State members and Guantanamo Bay detainees. Capitalizing on this opportunity, UNDP conducted a study, and analysed some of the most cutting edge data available on radicalization and VE in Sudan. The study is a watershed moment in Sudan, and contributes to global lessons, evidence based analysis and best practices for P/CVE.

It is under this rubric that UNDP Sudan signed a Memorandum of Understanding (MoU) with the SNCCT in May 2017 on strengthening the stability and resilience of citizens who could be radicalized and mobilized to join VE groups, including ‘*at-risk*’ urban and rural youth. Through the PAVE, UNDP also supports GoS efforts to end crippling targeted sanctions levied against the State by the US in the mid-1990s that were partially and conditionally lifted in January 2017. It is under this partnership arrangement that the PAVE initiative articulated in this project document takes shape.

Guiding principles

Inclusive ownership: Through UNDP stewardship, PAVE will support the SNCCT in PVE policy development, strategy, programme design and implementation. Investments will be made in human and institutional capacity development. These will include, line ministries, NGOs, youth, CSOs, and women’s and faith based organizations. Community and religious leaders, peers, mentors, native administrations and others will be consulted throughout the process.

⁴ Includes the Sudan DDR Commission led DDR under the Comprehensive Peace Agreement in the lead up to the 2011 referendum for independence, the provision of livelihood projects in supporting Doha Document for Peace in Darfur, that includes the current support to improving security and justice service delivery for sustainable peace and development. In the Joint Conflict Reduction Programme I and II, UNDP addressed immediate conflict risks contributing to long-term conflict resolution and peace building in the former Protocol Areas of South Kordofan State, West Kordofan State, Blue Nile State and Abyei and promotes vertical and horizontal dialogue between peacebuilding stakeholders across states to enhance knowledge-exchange and the peacebuilding practice in Sudan. Supporting the East Sudan Peace Agreement in the reintegration of former fighters, as well as follow-up community security and stabilization efforts, UNDP accompanies state governments in planning and distributing resources equitably. This has involved local authorities working with NGOs and the communities in 18 different localities in the states of Kassala and Gedarif to produce Local Development Plans that map out clear objectives and cost calculations.

⁵ C2SP creates diversified alternative livelihoods, provides socio-economic infrastructure and capacitating communities to manage their infrastructure in an environment conducive to small arms control that reduces the occurrence of armed conflicts and loss of life.

Conflict-sensitive approaches and ‘Do No harm’: Efforts will be made so activities do not create unintended negative consequences to individuals, their family or dependents. Joint conflict sensitivity assessments will be undertaken with UNDP and the SNCCT throughout the project cycle. UNDP will undertake risk mitigation based on the *UN Human Rights Due Diligence Policy*, reporting findings through the relevant Project and management structures.

Coordination, coherence and linkages: Efforts will avoid duplication, synergize and leverage existing and envisaged projects, institutions, structures and initiatives. Regional cooperation will receive attention. Linkages will support ties between government and communities – Khartoum and outlying States. Implementation will include joint analysis, information sharing, referral and consensus building based on accountable, transparent and consultative processes.

Governance, tolerance and the rule of law: Concerted efforts will ensure stakeholders from the civilian and security sector are fully involved in the programme formulation, implementation and reporting. Inter and intra-faith dialogue will be encouraged with critical thinking an aspect of complementarity, rather than contrary opinion, to religious and spiritual development will be forwarded.

International and customary Law: The programme will adhere to international human rights and international humanitarian law (IHL). This will include customary law and various UN and African Charters⁶. Further, the programme will ensure alignment with UN Security Council resolutions governing P/CVE and counter-terrorism. Among the planned activities are facilitating training for law enforcement/Police/Judiciaries, as well as addressing on IHL/HR/Rule of law, related issues.

Gender considerations: Women and girls will be considered throughout the programme as a specifically identified beneficiary group possessing particular vulnerabilities. The programme approach is also based on agency, rather than victimhood, acknowledging the role women and girls play in PVE, and the risk they represent as agents of VE in their own right. The role of families and peers, especially mothers, will be given consideration in programming.

Evidence, engagement and innovation: Programme responses will be evidence based utilizing analysis gathered in the field from Sudan. Continual learning and stakeholder capacity development will be integrated into programming. Thought leadership, codification and lessons sharing with the larger regional and global P/CVE community will be integral to PAVE and Sudan’s contribution to the widening body on knowledge on P/CVE.

⁶ These include, though are not limited to, the *UN Universal Declaration of Human Rights Charter*, the *Geneva Conventions*, *The International Covenant on Civil and Political Rights*, *International Covenant on Economic, Social and Cultural Rights* and relevant African Charters such as the *African Charter on Human and People’s Rights*.

III. SUDAN AND VIOLENT EXTREMISM

Sudan currently faces major challenges in addressing radicalization towards VE within its borders. Even so, a number of developments over the past 2-years represent a potential turning point in tackling the threat. Among them are the GoS efforts in addressing on-going conflicts through the National Dialogue roll-out, constitution of the SNCCT⁷ and the Higher Council on Care and Intellectual Dialogue (a referral mechanism), and the January 2017 partial lifting of the sanctions imposed by the United States Government (USG), in part for recognition of efforts made by GoS in P/CVE and countering terrorism.

As a means to better understand the trends of VE in Sudan, UNDP in coordination with the SNCCT and some civil society actors set precedence by undertaking an empirical and gender inclusive study on the trends of VE in Sudan in 2016-17, where 380 key people were interviewed, including former VE group members from the Islamic State and former Guantanamo Bay prisoners, their families, as well as community members and leaders. As is the case in other contexts, evidence suggests several trajectories for radicalization towards VE with Sudan affected '*push*' factors including youth perception of their exclusion from social and political fabric of society, inequalities associated with high unemployment, economic disparities, sub-optimal governance and RoL, insecurity and social isolation related to the youth of Sudanese origin, who migrated back to Sudan from other countries. Sudan also harbours '*pull*' factors associated with misperception of religious ideology, the need for youth to be of service, a sense of duty, and economic and financial incentives in outlying areas.

The study shows evidence of an increasing trend towards VE in the youth along 3 pathways:

- the radicalization process beginning in Sudan, and upon migration into a neighbouring, or non-contiguous country, the process escalates towards VE;
- a secondary dynamic whereby a person is radicalized towards VE while in Sudan, and then migrates to a foreign country to carry out a violent act, and;
- persons migrating from Sudan subject to human trafficking where they are coerced into joining VE groups and are subsequently radicalized.

The study also suggests that such people move to the Mediterranean coast and onwards to mainland Europe, while some others move into countries such as Libya, Syria and Iraq.

Additionally, the study also showed differences between '*why*' people actually associate and join VE groups, and the '*perceptions*' of why they joined, and was able to identify an average of 5-month period between '*first contact*' with a VE group, recruiter or exposure to the radicalization process and escalation towards a willingness to commit to the planning or carrying out an act of VE.

⁷ The SNCCT has been an existence for more than 10 years through another iteration.

IV. A THEORY OF CHANGE

Combining analysis gained from study findings from Sudan with cutting edge research on P/CVE undertaken from leading think tanks and bi-laterals in Europe and the United States, the PAVE identifies evidence-based strategic entry points for intervention based on its Theory of Change (ToC).

IF the drivers and trends of violent extremism in Sudan are better understood through research and discourse;

AND are used as the evidence base to develop strategy, policy, and programming to address violent extremism in Sudan;

THEN, the number of people in Sudan joining extremism will be reduced and people returning from violent extremism will be effectively rehabilitated and reintegrated into their communities.

The above ToC as derived from the study findings is applied to the results chain. This is reflected below in goals, objectives and outputs, and is more detailed in the annexed results framework.

V. GOALS, OBJECTIVES AND OUTPUTS

Goals	The PAVE initiative will support the GoS and civil society stem the tide of VE leading to peaceful coexistence.
Objectives	Counter and mitigate risk to joining VE groups, address vulnerabilities and reduce risks that foster stability and prevent re-occurrence.
	Strengthen national capacities and civil society in Sudan to counter and prevent VE by responding to the drivers of violent radicalization.
Outputs	1. Support the development of national strategy on PVE and capacity development of national counterparts including civil society actors
	2. Develop and implemented strategic communications framework for partnerships and advocacy

	3. Knowledge on PVE continuously updated and enriched through research continuation, policy and programme development
	4. Prevention of (re-)occurrence through disengagement and rehabilitation of youth, women and other vulnerable groups to peaceful coexistence.

VI. EVIDENCE-BASED INNOVATIONS

Evidence analysis based approaches

The overall strategic approach to PAVE is based on evidence gathered, distilled and analysed from the joint UNDP SNCCT study. This programme document should be read in conjunction the study report⁸ for an in-depth and statistical analysis of VE in Sudan. The study enabled UNDP and the SNCCT to capture data from primary and secondary respondents across a wide range of issues related to radicalization and VE in Sudan (*See 'Sudan and violent extremism' section*). This includes gender-disaggregated information on why persons join and remain in VE groups; the perceptions of communities and family members, how issues of identify, economic factors, and education and religion impact the radicalization process and VE.

Project innovations

The PAVE will incorporate the following programme innovations based on the VE research study. These innovations are integrating into various aspect of the programme, including sections on youth, gender, and strategic communications and advocacy. What follows is a brief description on the innovation being modelled and where it will be applied programmatically.

- *behavioural insights (BI)*: UNDP describes BI as a process of determining products, policies and services based on information gathered from studying human behaviour. PAVE will use survey data to distil larger radicalization processes and VE trends in Sudan to custom tailor programmatic responses. BI is used in 'youth' section for 'peer-to-peer' interventions.
- 'loss aversion': Common messaging around VE used by recruiters and influential Imams includes the benefits to be gained from engaging with these groups. What is absent is a messaging strategy that focuses on the losses associated with VE group affiliation. To be used as a crosscutting approach in strategic communications and advocacy.

⁸ UNDP and SNCCT. "Violent Extremism in Sudan – An Evidence-based Study", 2017.

- *‘message pairing’*: This technique will be used to monitor and test for results of messaging designed to promote dialogue that fosters critical thinking skills. Taken from the BI school of thought, sets of messages – or pairs – will focus on a traditional lecturing approach about the evils of VE vs. messages encouraging persons to think about ramifications of joining VE groups.
- *‘research and strategy development’*: The programme benefits from the cutting edge evidence based research on PVE in Sudan. The survey results have yielded a wealth of information, and on tandem underpinned gaps in the research. A standalone section will be included for further research into PVE and national strategy development in Sudan.
- *‘gender differentiation’*: Gender considerations include the PAVE specific technique of *‘message amplification’*. A communications tool, this approach empowers women and men by leveraging various roles they occupy within their assigned gender. The programme will develop their capacities to directly engage with persons at risk of radicalizing towards VE.

Additionally, an active exchange of knowledge, expertise, lessons learnt and best practices will take place on a regional level, among neighboring countries and within the logic of South-South Cooperation (SSC).

VII. STRATEGY

Specific programme interventions are detailed below. PVE includes programme responses targeting individuals and community based efforts to increase resilience against the onset of radicalization towards VE, coercion and recruitment. Understanding why persons joined, the ladder of radicalization and assisting communities to identify at risk behaviours and symptoms can pre-empt VE. Information and referral systems between GoS structures and communities are included. The aim is prevention of radicalization prior to leaving Sudan where the process escalates to VE, in-country escalation preceding migration and in country acts of terrorism.

Overall approach

The project complements the on-going work of the UNDP. Several Security Council Resolutions (UNSCRs) link to the aim of PAVE. UNSCR 2178 (2014) recognizes the importance of CVE, through the promotion of “political and religious tolerance, economic development and social cohesion and inclusiveness”; also underlining the need to address enabling conditions to VE. The PAVE approach includes women and youth in accordance with UNSCR 1325 (2000) on women, peace, and security, 2242 (2015) calling for participation and leadership of women and women’s organizations to counter terrorism and VE, and 2250 (2015) on youth representation in decision-making process cognizant of rise of radicalization and VE. The PAVE approach focuses on PVE, rather than CVE. This distinction is drawn from perceptions, and

definitions, whereby CVE is associated with elements often deemed as ‘hard’ components for addressing VE.

The PAVE addresses ‘pull’ factors directly and structural factors indirectly. UNDP has expertise working in Sudan on issues impacting ‘push’ factors; governance, RoL, former fighter reintegration and community security, and is well versed in area based programming that address systemic conflict drivers. To ensure a comprehensive approach, the PAVE addresses ‘proximate’ factors, or enabling conditions. These reflect Sudan specific study findings and are consistent with global VE trends including identity issues, a sense of marginalization, the misuse of religious ideology and narratives to alter and concretize belief systems around concepts of VE. Analysis of findings helps determine the type and configuration of responses based on demographics and geography. Analysis from the survey identified the following drivers towards VE specific to Sudan:

Pull Factors	Push Factors	Enabling factors
Reasons for Joining		
Belief in religious leaders support of Caliphate	Political marginalization	Lack of service provision Gap in actual vs. perceived religious ideas of VE groups – IE: concepts of ‘haram’ Emergence of charismatic leaders/recruiters ‘peer influencers’
Emotional states – hope, anger guilt	Lack of socio-economic opportunities	Lack of understanding youth’s emotions and feelings pushing them towards violent extremists groups ‘Generation gap’ IE: parents belief that effort does not lead to change vs. youth struggle for change Insufficient cultural/institutional orientation (university, partner institutions)
Reasons for Remaining		
Financial benefits		A sense of duty/ideology
		Equity vs. employment gap

Seeking change

Capacity development

Focussing on individuals, communities, organization and institutions; capacity development is a cornerstone of the PAVE. An approach has been developed whereby target groups are also resource persons. The **Target groups As Resource Groups for Effective Transformation (TARGET)** approach assists stakeholders formulate optimal programme interventions by closing the ‘*perception gap*’ identified in the *Study* findings. It is important to treat women as resource persons rather than a target group. TARGET envisions such women’s empowerment. As sensitivities around P/CVE in Sudan create political disincentives for programmatic engagement around structural issues of governance; a requirement for long-term solutions to radicalization and VE, the PAVE approach of addressing ‘*proximate*’ factors combined with the TARGET approach serves the dual purpose of facilitating programming that addresses structural issues associated with ‘*push*’ factors, and individual drivers towards VE associated with ‘*pull*’ factors by promoting individual and civic agency. The step-by-step TARGET approach facilitates programme customization to achieve better outcome driven results aimed at prevention and ‘*preventing re-occurrence*’ – relapse, remobilization and recidivism.

The TARGET approach

The approach includes several steps with the objective to engage PAVE target groups, identify action groups and capacitate them to make informed decisions about the radicalization process and VE specific to their communities. Particularly, it is important to treat women as resource persons rather than target group and the approach of TARGET envisions such women’s empowerment. These steps include:

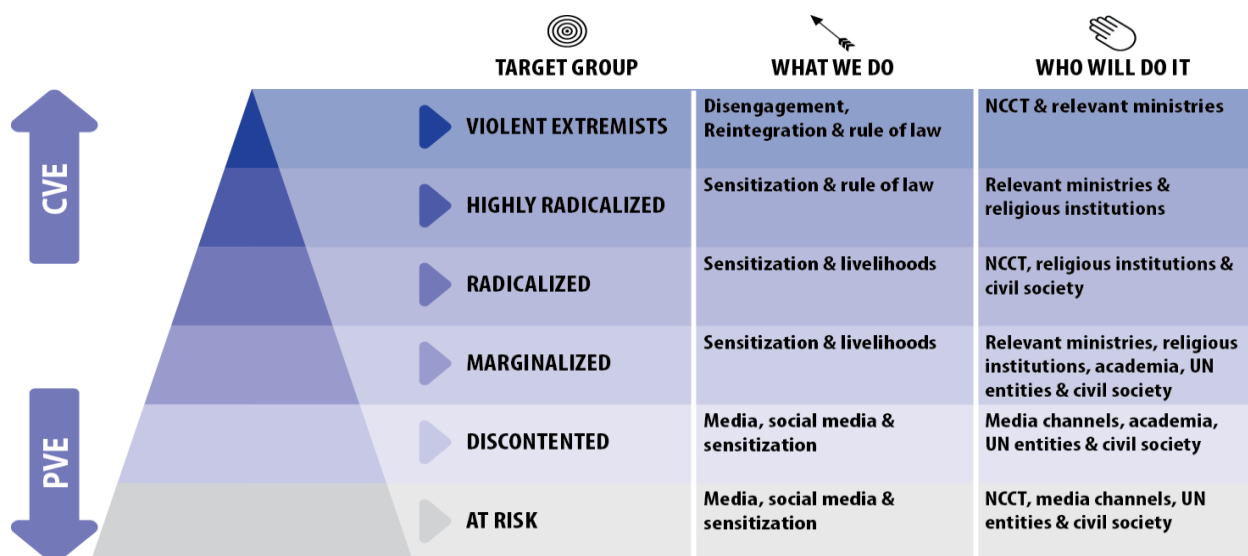
- *Engagement at community (or convening) level:* UNDP staff works closely with the SNCCT to partner and engage with religious and community leaders, local NGOs/CSOs, universities, centres of excellence and religious centres, as well as youth and women’s groups and associations.

- *Study findings are revealed in workshops;* TARGETs are invited to participate in workshops and related fora where the findings of the study are disseminated and discussed. An overview of the situation in Sudan is followed by a more specific look at the community being engaged at the local/state level. Women monitors from different communities will be engaged in such workshops to not only disseminate information but also monitor situation.

- *The ‘actual’ vs. ‘perceived’ reasons for radicalization are discussed:* The workshop pedagogy includes participatory discussions on why people join and remain with VE groups juxtaposed with why people think they do so. These are reconciled as a way to guide and promote TARGET interventions. This also largely relates to women as they perceive the issues of stigmatization to be in the forefront to accept reality. It is important to empower them to talk freely about this gap between perceptions and reality.

- *Programmatic responses are discussed and agreed upon:* Integral to workshop outcomes is PAVE programmatic responses. Stakeholders receive an overview of PAVE support. Dedicated PAVE staff counsels TARGETs on an ongoing basis guiding them in choosing their support options.
- *Referral service options:* These include 2 streams. A female network of guiders will be established based on the ‘Mourchidat’⁹. Their referral role will include mapping organizations and institutions whose mandates include services related to addressing, and providing support for communities who require intervention support for persons at risk of radicalization towards VE. Separate mapping and referral services for youth will be developed for volunteer and community service.

Intervention Matrix



As illustrated above, the PAVE aims to strengthen national and local capacities by forging partnerships with, and between, national entities, community, religious leaders and civil society. By capacitating TARGET stakeholders to identify signs of vulnerabilities towards radicalization, robust identification and referral systems reinforce inclusive governance and RoL in the area of corrections, enhancing community relations with Sudanese authorities for disengaging youth at risk and *preventing re-occurrence*. For youth who are the highest risk group of radicalization and VE affiliation, PAVE envisages a referral system that includes opportunities for service based on findings whereby a considerable percentage of youth both join and remain in VE groups due to a feeling of responsibility to provide services and a sense of duty. The TARGET includes both persons at risk of joining and ‘*disengaged*’ members from VE groups.

⁹ Morocco has started an innovative effort that includes recruiting and training a group of female spiritual guides – clerics – called the Mourchidat. Their role as female ‘preachers’ is to help usher in a more tolerant and moderate Islam with the express purpose to address P/CVE type efforts.

Gender responsiveness

There is a misconception that VE and terrorism are exclusively the concern of men, yet terrorist specialists categorize women as a *participant, enabler* or *preventer*. While the potential for women to be targeted for radicalization and VE has long existed, it continues to be relatively underestimated and unaddressed. Women have been leveraged to foment, prevent and respond to radicalization and extreme violence in conflict, peacebuilding and post-conflict efforts. This is evidenced in Sudan when one examines the role of the *Hakamas*¹⁰. While only 17% of VE members in Sudan are females, all are affiliated with ISIS. A majority of those joining VE groups to '*be of service*' are females, and there are no known incidence girls under 18 years of age joining VE groups. Because women are uniquely positioned as purveyors of affirmative change, they are effective in detecting early warning signs of radicalization, however; need to be given the tools to do so. As women occupy different roles than men as victims, perpetrators, survivors and change agents, understanding their distinctive roles, PAVE will develop tailored responses for early detection, prevention, rehabilitation and reintegration by:

- '*adopting a gender-differentiated approach to VE*' by bringing awareness to the role women in peace and security matters, the programme will use untapped capacities of roles assigned to family members such as wives, fathers and brothers etc. to address acute needs including '*youth at risk*' of radicalization towards VE.

- '*gender responsiveness and the role of mothers*' will include developing a network of mothers; organized and trained in early warning, identification, intervention techniques and referral for '*youth*' escalating through the radicalization process to affect, specifically in the areas of prevention, disengagement, '*off-ramping*', rehabilitation and reintegration.

- '*The Mothers Engaged to Reverse Violent Extremism (MERVE)*' network will facilitate and deliver a counter-narrative in religious sectors, providing a moderate interpretation of Islam, democratizing dialogue and promoting equality. A female network of women guiders called "**Mourchidat**", Arabic for female guiders, will train the MERVE network.

- '*launching the "One Man Can (OMC)"*¹¹ approach' gives voice to fathers and male role models similar to MERVE, acknowledging the role men play in marginalizing, or giving agency to women in Sudan. OMC encourages men and boys to mobilize and empower women in PVE addressing the twin issues of empowering women by treating them as change agents.

¹⁰ Indigenous and influential female singers known for fuelling inter-tribal conflict in Sudan's Darfur region by singing songs that ridicule local tribesmen who try to defuse conflict with neighboring groups, and who were subsequently trained by UNDP to develop and sing songs identifying masculinity with peace, greatly aiding in conflict reduction and the de-radicalization of male identities

¹¹ OMC is approach developed by Sonke Gender Justice Network based in South Africa.

Research

PAVE will benefit from some of the most cutting edge research available and corresponding innovations programmatic approaches to P/CVE. Being dubbed as a UN model for the region and beyond, the value added to the global community will be significant, as Sudan has taken a lead role in P/CVE, policy and research development based on the special access and support afforded UNDP by the GoS. Some innovations include '*message pairing*' and '*message amplification*' as communications and advocacy tools that harness capacities of peers and mothers in the TARGET approach, and '*behavioural insights*' to promote critical thinking in youth, promote behaviour change and to test programme assumptions. PAVE envisages continuing its programme and policy development by mainstreaming a research component with several functions envisaged.

A CVE research hub could be created governed by a Research Steering Committee. The 'hub' would essentially be a space where UNDP / contributing donors / national stakeholders can (confidentially) discuss research priorities and dock in to share thinking / studies. The main rationale for the hub is that in order to shape policy / programming, the programme needs multiple perspectives to understand complex drivers & dynamics. There are a number of roles including:

- i) Steering Committee made up of national counterparts, UNDP, donors and key experts – the SG would be responsible for ensuring coordination, identifying and setting priorities;
- ii) The hub secretariat which would comprise of PAVE management and their national counterpart – the secretariat would primarily facilitate access;
- iii) The donors (including GoS and international partners) – who would independently finance research & provide to the hub as an in kind contribution

In line with this, a dedicated mechanism for 'in-kind' contributions may also be a welcome PAVE innovation. The areas of research will be diversified such as whether VE feeds off or features in unaddressed root causes and current dynamics in Darfur, and the relationship between VE and migratory roots / trafficking in the East.

Considered a way to further test and showcase innovations, these include:

- A mechanism to assist communities and partners develop the capacity to gather information at the local level for monitoring and reporting purposes. Capturing '*home-grown*' P/CVE methods, approaches and solutions for codification will be pursued. This will facilitate enhance of information and best practices among the countries that are affected by this phenomenon.
- Retaining the capacity to undertake further research related to P/CVE. The study has not only provided primary source data as an entry point for analysis and programme development, though also revealed policy and programme gaps in Sudan that will benefit from additional research.
- Addressing concerns of previous sub-par performance that may have resulted in donor's reluctance to invest in P/CVE. The PAVE will undertake research and pilot projects within the larger PAVE programme structure to demonstrate '*proof of concept*'. This will accompany options for donor earmarking for specific thematic and content areas of interest to them and their constituents.

- Contributing to global practices, PAVE will continue positioning itself as a *'thought leader'* for P/CVE. Continuing data analysis, stakeholders will diagnose issues, lead research, undertake and field test pilots. Where viable, they will go to scale, where untenable, shelved. Cases will be documented for dissemination.
- The PAVE is attracting the interest of preeminent scholars and experts on P/CVE. Through expanding and refining its research agenda PAVE will, on occasion, invite leaders from various global centres of excellence to visit the programme, as well as partner with these institutions, as well as present the programme at various fora, workshops and conferences.

Policy development

As VE ideology spreads in Sudan, PAVE acknowledges the urgency of immediate action through the elaboration of a *P/CVE National Strategy*. Initial activities governed through a project document signed between UNDP and the GoS will start in 2017. Stewarding the development of P/CVE National Strategy, UNDP will coordinate with its partners, the SNCCT and civil society actors promulgating a formal strategy leading to a national policy, as a programme of implementation of counter-measures.

PAVE support includes stewardship of national counterparts, mainly governed by the SNCCT, through the formulation, development, promulgation and implementation of a ***National PVE Strategy and Policy***. Called for by the UN Secretary General in his Plan of Action addressing P/CVE, member states are encouraged to develop a national PVE response setting national priorities, and addressing local VE drivers. In doing so, UNDP will usher Sudan stakeholders through the following processes:

- *'fostering a multi-disciplinary approach'* aimed at placing national ownership as a key policy priority, emphasizing the importance of respecting international norms and law, and reinforcing and strengthening local, national, regional and global approaches to P/CVE as enshrined in several UN resolutions and international framework agreements.
- *'assist convening of high level policy, coordination and steering level mechanisms'* when requested to facilitate policy development, programme planning, operational support and effectiveness, as well as coordination. Included will be targeted capacity development, regional, global and relevant lessons sharing, and provision of subject matter expertise.
- *'development and review of policy frameworks'* that may include directly inputting into documents themselves at the formulaic stages. Envisaging the possibility that a national policy and strategic framework can encompass a suite of documents, UNDP will support in policy documents, programme, and operational and related documents as needed.

-*'support to representational capacities'* that can include resource mobilization efforts, various study tours and demarches to world capitals to showcase the programme, including the survey findings. Support in this area can include advice to garner national, regional and global recognition of PAVE's contribution to P/CVE efforts.

Social cohesion and livelihoods

Preventing re-occurrence focusing on prevention, resilience, and rehabilitation, traditional livelihoods approaches alone will not work and need to be integrated with psychosocial support, social cohesion, community based reintegration, community security, inclusive governance and PAVE innovations. Programme interventions will be formulated based on a menu of options that prioritizes thematic areas based on community engagement. Tailoring responses to state based needs, poverty reduction is emphasized in Darfur and White Nile, migration in eastern border-states, and political marginalization and identity issues in Khartoum and urbanized areas. Economic deprivation is not primary driver, rather a critical enabling condition as there is a direct correlation between poverty and the time between first contact and recruitment into a VE group, acutely experienced in border areas. The average duration between first contacts with a VE group, the subsequent radicalization process and joining is around 5-6 months.

-*'stop-gap'* livelihood initiatives will be developed to expand the window preventing recruitment so P/CVE interventions can take hold in impoverished areas and delay migration where radicalization towards VE takes place in border areas. Targeting youth in *'hotspot'* areas, a mix of cash injections and social cohesion will allay migration out of Sudan and human trafficking.

-*'informal sector reintegration'* will be pursued to overcome challenges in absorption capacities related to large numbers of persons in needs of livelihoods support. Evidence on the continent where P/CVE and reintegration are being undertaken has shown that the informal sector can absorb considerably larger number of persons than the formal sector, thus facilitating reintegration.

-*'traditional livelihoods'* will be included. Based on mapping and market surveys, former VE members and *'at risk'* persons will be provided with vocational training and livelihoods support. Basic education and literacy, small business and income generating activities will be included. Cooperatives and joint ventures will be encouraged to promote social cohesion.

- *'job placement'* services will be considered for urbanized areas associated with well-educated and affluent youth. Service provision options will be included for youth who wish to put their humanitarian and religious principles into action. Civics will be integrated into education as evidence shows this decreases in the incidences of radicalization.

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Youth

In Sudan youth between the ages of 15-34 represent 94% of persons joining VE groups with a third of all youth in Sudan unemployed lending itself to considerable enabling conditions and vulnerabilities for VE groups to find a potential recruitment base. Most youth serve as fighters; a role well understood their family and community members alike. Individual support cannot be separated from community efforts and government engagement. Economic motivations are not a primary concern, though the main reason for joining is financial benefit; a finding correlated in both actual and perceived reasons for joining. Reinforcing livelihoods and social cohesions, PAVE will tailor responses for youth that include a situational analysis taking into account poverty, unemployment, marginalization, isolation, religious narratives and identity issues; offering a menu of options for disengagement and reintegration, psychosocial support, and sensitization.

- 'utilizing the BI approach' PAVE will leverage research showing people (youth) are highly motivated to take actions when their peers do so. Integrating a '*peer-to-peer*' methodology to affect behavior and attitudinal shifts by reinforcing the influence friends have over each other, critical thinking around subjects related to religion, tolerance and ideology will be promoted.

- 'youth will be accommodated with '*breathing spaces*' that serve as a platform to discuss issues that are not discussed elsewhere. Corresponding to the study findings showing youth want respect through having a voice, they will be encouraged to take on responsibilities associated with developing a sense of meaning, belonging and agency in their lives.

- 'youth, *service and duty*' options will transform humanitarian and religious principles youth experience, rather than eliminate them through '*de-radicalization*' efforts. Youth will be provided with opportunities that foster this sense of duty and service to create social, community and intra-personal agency.

- '*the TARGET and youth approach*' will engage communities and youth as a resource group to advocate against VE and radicalization. Addressing marginalization, identity and access, where youth can come with solutions for issues related to VE and development, PAVE will provide an outlet positively engaging them for the good of their communities and the nation.

Strategic communications, advocacy and counter-narrations

Using a combination of approaches that includes traditional messaging in tandem with social media options, PAVE will employ a 3-pronged innovative messaging approach to compete with the influence of recruiters, harness the capacities of TARGETs and promote critical thinking among youth. These include: i) 'loss aversion' messaging focussing on losses, rather than gains associated with VE to promote critical thinking; ii) 'message pairing' using the BI method to monitor for results, and; iii) '*message amplification*' leveraging the influence of MERVE and fathers have on their children.

- '*loss aversion*': Current messaging used by VE recruiters focuses on the gains to be had from joining VE groups. Counter-narrations often *lecture* about bad influences recruiters have in perverting Islam. *Loss aversion* emphasizes losses associated with VE rather than gains. Utilizing '*loss aversion*' messaging, the PAVE will encourage critical thinking of youth at risk through examining what is sacrificed when joining VE groups.

- '*message pairing*': A strategic communications shortcoming is output focused messaging not translating into outcome driven results. Through '*message pairing*' 2 sets of messages will be delivered; one focusing on peer-to-peer, critical thinking and *loss aversion*, the other; traditional messaging to test efficacy. Reinforcing '*loss aversion*' techniques, the PAVE will utilize BI methods to target cognitive skills in individuals and resilience capacities for communities to affect behaviour change.

- *'message amplification'*: Aims to compete with educated, intellectual and charismatic recruiters. By utilizing the assets of MERVE and OMC, namely; access, ethics and influence, MERVE and OMC members will be provided with on-going education in the tenants and principles of Islam. Directly capacitating mothers and fathers to convey the values of Islam is meant increase message effectiveness countering VE.

The study undertaken in P/CVE shows recruitment and radicalization using social media occurs in Khartoum, though not in outlying States. PAVE outreach efforts include a media saturation campaign using social media, application use and rollout, TV and films, radio and print media. The use of arts, drama and religious dialogue will accompany these mediums. In outlying areas, the programme will rely on person-to-person accompaniment. A key communications and advocacy tool will include publicizing **"Iman"** and convening discussion groups and other fora on its content and lessons.

Based on 4 true stories, **'Iman'**, a film produced by UNDP and the SNCCT with donor support, tells the story of 4 youth that under the radicalization process towards VE in Sudan. The film could serve as to galvanize youth and communities as the trailer received more than 51,000 hits in YouTube and another 31,000 views on Facebook within 4 weeks. On average 2,500 people are looking at the film trailer daily, generating considerable interest among different segments of society. Students from various universities mentioned that the trailer has gone viral. Spontaneous online debates show willingness for people to engage in a thoughtful discourse around VE in Sudan.

VIII. TARGETING AND ELIGIBILITY

Information, 'off-ramping' and referral servicing

PAVE's multiple target groups include individuals, communities, institutions and organizations. Basic institutional infrastructure exists on the ground to support PAVE objectives, however; what needs strengthening is the communities capacity to detect *'at risk'* behavior, identify vulnerabilities and seek the support of national or local authorities, and civil society to respond to community and individual needs. Interestingly, a person's radicalization processes relates to a perceived need to *'be of service'*. This humanitarian imperative will be accounted for through identifying and providing opportunities and outlets for service oriented youth. Targeting supports community resilience, organizational capacity development, and Information, Counseling and Referral Servicing (ICRS) along 2 lines; i) for crisis intervention and support services, and; ii) service options. Together these facilitate 'off-ramping' prevention, disengagement, rehabilitation and reintegration.

Beneficiaries

Target individuals are those who have been directly exposed to radicalization, VE sympathizers, and those considered *'at risk'* of radicalization and joining VE groups. Families and friends will include peers and peer groups. To this end, PAVE will use the results of its survey study to assist government counterparts at national State and local community levels to determine which individuals to engage, and how interventions should be designed and carried out. The community at large will constitute a beneficiary of this project in order to raise awareness and to create a social net able to better tackle the spread of VE through early warning, prevention, *'off ramping'* and reintegration.

Observational research indicates that community and family members have assets not being leveraged, as well as liabilities when it comes to PVE. Knowing that radicalization towards VE requires the emergence of a charismatic leader, the PAVE programme will offset this through engaging change agents that include role models, community leaders, respected religious leaders and scholars, mentors, peers and family members. Oftentimes community and family cannot compete with the well-educated intellectual recruiters, however; what community, peers and families have are access, ethics and influence. By conveying the knowledge enabling them foster discourse the programme seeks to empower these persons to speak authoritatively about ethics and religion – Islam.

Area based

PAVE's geographic targeting utilizes analysis from survey results to custom tailor and design PVE interventions. Sudan is a diverse country with 10-states, each having multiple '*pull*', '*push*' and '*enabling*' factors lending themselves to VE. While radicalization is the main reasons youth and students join VE groups in urban areas like Khartoum, economic factors are prominent in states with endemic and crippling poverty like White Nile State. Livelihoods and job creation would be emphasized in poverty stricken states, while in well-educated affluent areas civic education and critical thinking would be a key element for PVE where the use of theology by VE groups like in Khartoum state.

The Darfur region, bordering Libya - a spill over country, reports some armed forces joining VE groups for income generation. Kassala and Gedaref are bordering states with Ethiopia and Eritrea, where refugee migration serves as a high risk for radicalization with poverty and lack of vocational (livelihood) opportunities being key drivers. Illicit smuggling has become a wide spread issue in Kassala, which includes human trafficking. This is indicative of an enabling environment with proximate factors strongly pointing to a need to ensure regional cooperation is grounded in a PVE response (See: Regional cooperation). In these impoverished areas community resilience, and social cohesion will be needed in conjunction with livelihoods. PAVE will draw from a menu of options based on geographic and regional analysis.

Institutional

UNDP will target national, state and local institutions including line ministries, religious, academic, civil society, and local community institutions. UNDP will assist its partners undertake mapping and profiling exercises in order to develop ICRS options that harness institutions and human resource capacities in place where programming will occur. Government and communities will be supported to help them better identify and meet the needs of their clients through increased understanding of issues surrounding VE, its drivers and mitigating factors. UNDP will provide training on operational, technical, procedural, programmatic and policy aspects of the PAVE. This will ensure stakeholders understand their division of labor, roles, responsibilities and mandates of partnering entities.

By building institutional capacities PAVE stakeholders can lead in the design and implementation of PVE activities. The SNCCT, with UNDP support, will provide training in M&E and reporting, and planning to ensure lessons learned, best and promising practices emanating from communities, states and national efforts are captured for replication and scale-up where relevant. Capacity development methodologies such as training of trainers (ToT) will ensure institutions and communities take leadership in priority setting. Stakeholders will be engaged in PAVE-PVE assessment workshops where survey results are shared that show illustrative sampling from their state and comparative sampling with other states in Sudan.

Evidence based assessments will accompany capacity development response planning. These will aim at increasing the skills of individuals and institutions to address issues related to VE and youth radicalization. UNDP will continue its support to GoS and SNCCT through robust monitoring, reporting and evaluative processes linked to advancing research in the field on PVE specific to Sudan.

IX. PARTNERSHIP AND COORDINATION

Upstream PAVE support PAVE includes developing and implementing a **National PVE Strategy and Policy**. Several high level policy, coordination and steering level mechanisms will require consideration to facilitate policy development, programme planning, operational support and effectiveness, as well as coordination. National counterparts will include security sector entities, alongside civilian line ministries. These include the Ministry of International Cooperation, Ministry of Interior, Ministry of Guidance and Endowment, Ministry of Welfare and Social Security, Ministry of Agriculture, Ministry of Forestry and Environment, Ministry of Education, Ministry of Justice, Ministry of Youth and the Ministry of Gender and Women’s Affairs, Ministry of Foreign Affairs, Ministry of Justice, Ministry of Defense, among others. From Academia the Universities of Khartoum, Medical Sciences and Technology, International University of Africa, Holy Quran and Religious Science University will be the partners in research and analysis. From religious and theological category, 3 Centres of Excellence such as the Supreme Council for the Care and Immunization Intellectual and National Council of Imams and Duaa are engaged with the project and will continue to support the project implementation and knowledge sharing.

Engaging and empowering **‘civil society’, especially women organizations**, will be a major component of the programme. Civil society such as Office of World Assembly of Muslim Youth and Sudan National Women Association will be a crucial channel to solicit relevant voices from Sudanese society/community to ensure policies translate into programmatic responses. The provision of targeted capacity development support to individuals and organizations is planned. Where relevant the programme will work with existing consortiums and networks, or where relevant and feasible, will engage its efforts and resourcing to develop these networks. Downstream partners that will be considered as PAVE stakeholders include the European and African Centre for Research, Training and Development (EAC), Marketing Solutions Company, Youth Forum, Wod Organization, Impact Hub Khartoum/Startup hub/Startupweekend, Sudanese Knowledge Society, Collaborative for Peace in Sudan, among others.

Coordination mechanisms

The framework for PAVE implementation and coordination will enhance ownership at all levels: national, state, and community. Specific roles and responsibilities of stakeholders at the state, local administration and community level will be determined by various strategic plans, terms of reference and other binding letters of agreement and memorandum, however; at a minimum, UNDP, the NSCCT and line ministries will engage beneficiaries directly, and through the Native Administration, as well as NGOs, ‘Youth’ and Women’s organizations, CBOs and CSOs.

For the purpose of implementing field projects technical coordination bodies/committees will be considered at national and state levels.

A National technical body can be comprised of representatives from the SNCCT with ministries, UNDP, and

Implementing Partners (IPs) and Oversight Committee members. Responsibilities may include strategic planning and liaison key stakeholders. Advising on partnership agreements and developing pro-PAVE policies. A national committee can convene regular and ad hoc meetings, and disseminate policies to state level committees.

State level coordination bodies can develop projects based on The National Strategy. Translating policies into programme interventions, M&E and reporting functions, caseload management, IP quality assurance and oversight functions can be core functions. The provision or progress reports to the national committee body and convening of state meetings can also occur through these bodies.

Community committees selected locally can have a minimum quota of TARGET and MERVE members. Where feasible this can include former members of VE groups. Community entities will receive capacity development on P/CVE, counselling and referral. Reporting and accountability functions can include project management and participating in state level meetings. A focus on capacity to capture ‘home-grown’ P/CVE interventions will be included.

Regional cooperation

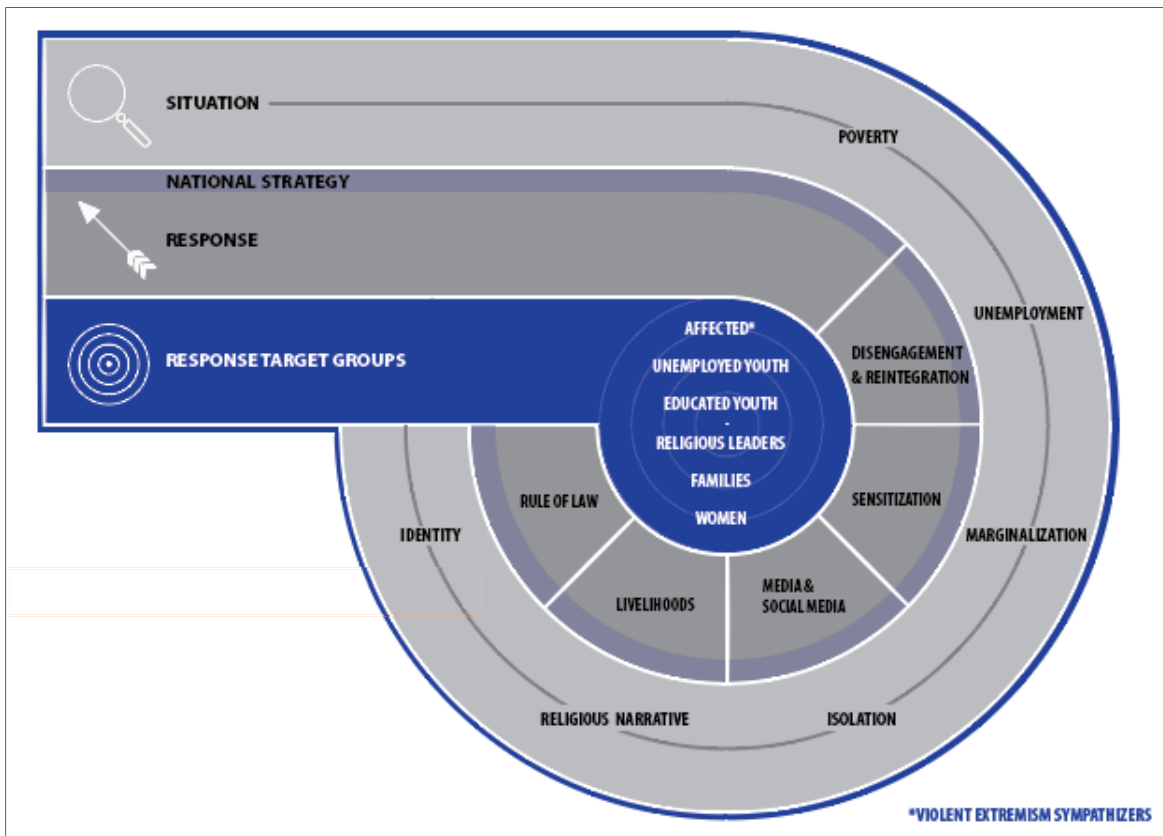
To say VE groups do not respect borders, or to note borders as porous, is misleading. VE groups are better adapted to operating across borders than UN missions, member states and bilateral whose administrative, logistical and programmatic arrangements are restricted by the sacrosanct nature of international borders. This is clear when examining the scope and extent of the MENA-Sahel migration crisis and its impact on creating vulnerabilities for VE to take hold, especially in border communities. PAVE envisages two components to regional cooperation.

UNDP supports PVE through regional hubs, strengthened as an outcome of its strategic review process¹²; three of which are relevant to PAVE in Sudan - Oslo, Amman and Addis Ababa. Through PAVE, UNDP will share lessons learned with the Oslo hub as it’s currently embarking on PVE studies. Where relevant PAVE will seek technical support on emerging and promising practices from Oslo. In Addis links will be established for coordination between UNDP supported countries where a PVE response is envisaged amongst ‘epicenter’, ‘spill-over’ and ‘at-risk’ countries¹³ to leverage country specific responses for issues of importance to PVE such as cross-border migration and forced displacement. As human trafficking and VE recruitment occurs across MENA into Europe, information sharing with the Amman hub will take place. Regional partnerships have been built up with the Intergovernmental Authority on Development (IGAD), UNDP’s Regional Bureau of Arab States (RBAS) and Regional Bureau of African (RBA), the African Union (AU) to promote information sharing, coordination, disseminating and distilling lessons learnt and best practices. These will be continued.

Programme Response Overview

¹² See UNDP’s Strategic Plan 2014-2017.

¹³ See UNDP’s Regional and Multi-Country PVE in Africa Programme, 2016.



X. PROJECT GOVERNANCE AND MANAGEMENT

Cost Efficiency and Effectiveness

In collaboration with its key partners, UNDP has recently further strengthened and fine-tuned its approach to value-for-money both, corporately and locally. This includes inter alia more rigorous internal design and review processes during the development phase on a project, where the “3E+C” are systematically assessed; and more rigorous assessments of project implementing partners. In addition, UNDP has adopted with its new strategic plan the principle of equity and or “leaving no one behind”, targeting the most vulnerable and most in need with all its interventions. Finally, the overall review and revamping of procurement processes and standards has allowed UNDP to maximise cost-effectiveness and transparency, while at the same time ensuring efficient delivery of goods and services.

The present project ensures value for money through the following interconnected features:

Efficiency

Presence of UNDP staff on the ground and their accessibility to all project areas gives an advantage of direct monitoring.

Based on a seasoned system developed by UNDP Sudan for a context where part of the operations will be managed remotely, contiguous monitoring and cross-checking of reports will ensure that activities will be delivered as planned and with the required quality. The system will also monitor the achievement of outputs through a carefully crafted set of indicators.

Activities and results monitoring oversight will be provided by the UNDP programme unit and independently by the local Oversight Division.

As per its governance structure, the project team will regularly update the technical committee and the project steering board on updated and / or situation changes that require adjustments.

Effectiveness

Lessons learned from previous interventions in the southern states of Sudan as well as in Darfur have shown that the proposed approach of linking economic ventures to peacebuilding is critical to promote social cohesion sustainably.

The efforts of the project will accompany possible positive results of the currently ongoing peace talks. Therefore, the proposed interventions carry the potential of immediate peace dividends depending the overall impact of the project.

The local anchoring of all activities through inclusive Community Management Committees will promote sustainability.

Cost Effectiveness

As opposed to fragmented and / or sporadic interventions, the systematic and scaled approach of the C2SP project targets the most vulnerable communities and individuals.

Its comprehensive approach was specifically designed to impact multi-dimensional poverty, as opposed to focussing on singular needs.

Project Management

The SNCCT was established as the primary government institution for P/CVE. The operational and implementation framework of this project document is congruent with UNDP corporate policies and procedures governing programming agreements between UNDP and government partners. UNDP will adopt a direct implementation modality (DIM) and coordinate within the overall framework and work plan of the SNCCT and be responsible for managing funds, and reporting against the delivery of outputs. UNDP in coordination with the SNCCT will champion resource mobilization efforts. All planning and implementation of activities will be undertaken in close collaboration with national counterparts.

Project Board: This body is responsible for making executive management decisions for the project including approval of project revisions and guidance. The board will provide guidance and advice to project management when substantive changes are needed in the annual planned results, strategies or implementation arrangements. This group makes project assurance reviews. The board will be co-chaired by SNCCT and UNDP and will include Ministry of International Cooperation, Ministry of Justice, Ministry of Interior, Ministry of Foreign Affairs, donors, bi-lateral stakeholders and line ministries. Convening in Khartoum, human rights and watchdog groups are included in its composition.

While the SNCCT has overall responsibility of planning and implementing the programme; to embed UNDP accountability, project board decisions will be made in accordance with standards that ensure best value for resources, fairness, integrity, transparency, accountability and international competition. In cases where consensus cannot be reached, the final decision shall rest with the UNDP Country Programme Manager, i.e. the UNDP Resident Representative, after consultation with government partners - Ministry of Finance and the SNCCT. Project reviews are made at designated decision points during the running of a project, or as necessary when raised by the SNCCT or Project Manager. The SNCCT and Project Manager consult this group when his or her tolerances (budgeted resources and timelines) have been exceeded.

Based on the approved annual work plan (AWP), the project board may review and approve quarterly, or *ad hoc*, project plans and authorize deviations from these plans when evidence based. The designated

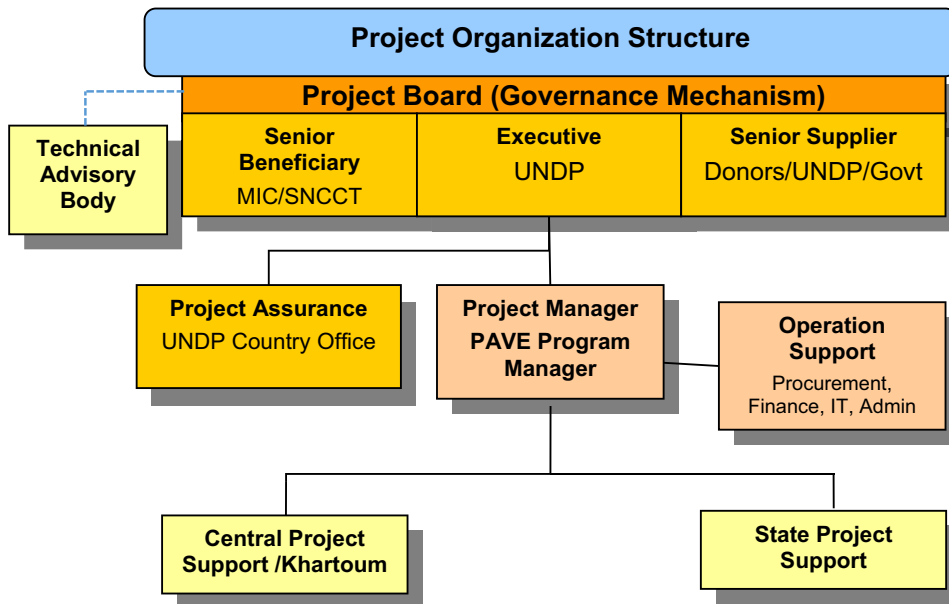
authority signs off the completion of each quarterly plan, authorizing the start of the next. Arbitrations of conflicts are within the remit of the board. Additionally, the project board approves the appointment and responsibilities of the Project Manager and any delegation of its project assurance responsibilities.

Composition and organization of this group

- **Executive:** UNDP is responsible for the project, supported by the Senior Beneficiary and Senior Supplier. The executive's role is to ensure project focus on achieving its objectives and delivering outputs that contribute to outcomes; ensures the project provides value for money, undertakes periodic risk assessments, ensures project modification is evidence based balancing the demands of beneficiary and supplier.
- **Senior Supplier:** Donors, UNDP and the Ministry of Finance provide guidance regarding the technical and operational feasibility of the project. The senior supplier represents the interests of the parties that provide funding and/or technical expertise to the project (designing, developing, facilitating, procuring, implementing) and has the authority to commit or acquire required supplier resources.
- **Senior Beneficiary:** The SNCCT represents the interests of those who will ultimately benefit from the project. The senior beneficiary's ensures the realization of project results from the TARGET perspective, monitoring progress against AWP deliverables and quality criteria.
- **Technical advisory body:** The entity ensures adherence to *PAVE Guiding Principles*. Composed of voluntary members (donors, civil society) at the discretion of the Project Board, this committee does not have any decision-making function, though may advise on issues of M&E, risk management, human rights, and other issues of concern.

Other project roles within UNDP

- **Project Manager:** Run the project on behalf of the Project Board. The Project Manager's responsibility is to ensure that the project produces the results specified in the project document and manage day-to-day activities in consultation with established focal points and/or the institutional and organizational architecture as set forth by the Project Board.
- **Project Assurance:** Each board member retains assurance responsibilities. The project assurance role supports the Project Board by carrying out the objectives and independent project oversight and monitoring functions. This role ensures appropriate project-management milestones are managed and completed.
- **Project Support:** Provides administration, management and technical support to the Project Manager, as required by the needs of individual projects. The provision of any project support on a formal basis is optional. It is necessary to keep project support and project assurance roles separate in order to maintain the independence of project assurance.



XI. MONITORING AND REPORTING

The ability to evaluate PVE programming is hampered by the fact that VE is politically sensitive, with efforts often taking place during conflict where VE groups are active. Luckily, in Sudan groups are not overtly active, though this can change. UNDP will utilize the *UN Human Rights Due Diligence Policy* to undertake periodic risk assessments where PAVE is operational. This will be governed by the Project Board and be the responsibility of the Project Manager to oversee. Members of the Oversight Committee may engage in a risk review through contributing data and evidence upon approval of the Project Board. Assessment categories may include: i) risk to personnel; ii) organizational and institutional; iii) operational, and; iv) programmatic risk. Risk reports will include metrics around the *Guiding Principles* set forth in this document.

PAVE will report at the output and outcome level, rather than impact level. Due to PVE sensitivities, PAVE cannot support, and may desist in cases where: i) the operational setting (locality) becomes adversely impact by active conflict, military operations and/or high incidences of VE activity; ii) instances where access to the caseload is not permitted; iii) where the caseload are credibly accused of grave violations of human rights and breeches in IHL law, and; iv) cases where the caseload may present a credible threat to national and state security as determined by relevant organs of the State. The intent of articulating standardized definitions as set forth in the *Clarification of Terms* section of the *Study Report* is to be precise when monitoring and reporting results. These will be used as a reference tool for PAVE monitoring and reporting.

National level monitoring and reporting

PAVE will comply with policies and procedures outlined in the *UNDP User Guide for monitoring and reporting*. An issue log shall be activated in Atlas and updated by Portfolio Managers who also undertake field visits, and prepare quarterly progress and financial reports for the Project Review Board. Portfolio Managers further convene review meetings and are responsible for following up on the recommendations and decisions taken in meetings. The Annual Work Plan (AWP) and budget serve as the primary reference

documents for monitoring the achievement of results. The PAVE is subject to monitoring visits undertaken by UNDP staff and/or an external monitoring agents who will be sub-contracted accordingly. Monitoring will be accomplished through the following:

Within the annual cycle:

- Bi-annual progress reports will record achievements and challenges on the completion of key results, based on qualitative and quantitative information captured in the Results and Resources Framework and Work Plan;
- Based on the initial risk analysis submitted, a risk log will be activated in Atlas and regularly updated by reviewing the operational, political, programmatic and other issues that may affect the project implementation. Where necessary a full blown risk assessment based on the *UN Human Rights Due Diligence Policy* can be activated;
- Activation of Monitoring Plan that utilizes survey results as baselines, community assessments, perception surveys for all targeted communities, and follow-up assessments and surveys monitoring of project interventions, and;
- Issues and lessons learned log will be activated and regularly updated to inform policy and programme gaps for further research and study. Best practices will be codified.

Annually:

- **An annual review report** will be prepared by the Project Manager and shared with the Project Board. The report will consist of standard UNDP format for the quarterly progress reports covering the whole year with updated information for project with a summary of results achieved against pre-defined annual targets and indicators, at the output level;
- **Annual project review.** A review shall be conducted during the fourth quarter to assess project performance and appraise the AWP for the following year. In the last year, this review will be a final assessment driven by the Project Board and may involve other stakeholders. It shall focus on progress being made towards outcomes;
- **Evaluation and audit:** The project will be part of the Country Office outcome evaluations. The audit of the project will be made through the regular external (UN Board of Auditors) or internal audits (audits managed by UNDP's Office of Audit and Performance Review).

Institutional arrangements for monitoring & evaluation

UNDP and SNCCT offices at the national levels will manage a monitoring and evaluation (M&E) system. It is expected that the UNDP and NSCCT frequently visit the field. The SNCCT will convene quarterly meetings with implementing partners (IPs) to share the results of monitoring and receive feedback from them. Members from the Oversight Committee may be invited to attend these meetings. The monitoring system will be reviewed periodically and updated to enhance programme performance. A National Technical Coordination Committee will be constituted as the main policymaking body, and meet bi-monthly to review programme progress, reviewing quarterly reports provided by the state offices. Engagement with donors and stakeholders includes joint field monitoring visits will involving representatives from UNDP, funding partners and government counterparts to assess the relevance, effectiveness and of PAVE. Subject to availability of key partners, one joint monitoring visit is planned per year. All participating funding partners will provide input into a joint monitoring report.

State and community level monitoring

IPs will provide monthly progress reports. IP reports will contain findings of community monitoring reports that provide detailed insights of the community and involvement of participants in the implementation process. The IP field report will also include achievements in implementation defined in the contract agreements. Achievement of benchmarks and the quality of work will be tied to the release of funding and in line with project milestones in the contract agreement with UNDP. As part of the IP report verification process, programme staff will perform sample audits of the work carried out by the IP to ascertain the credibility of IP field reports. Verification procedures to determine credibility of IP reports will be triangulated through direct beneficiary interviews and observational engagement in the field couple with community monitoring. Community committees will be supported for these purposes.

Gender relevant monitoring and evaluation

Monitoring for gender will be based on the MERVE approach, disaggregating gender indices based on the different roles that boys, girls, men and women occupy in Sudan as identified in the PAVE. Attention to the capacity needs of mothers and peers will be specifically considered as part of the TARGET strategy. PAVE will monitor and report through the specific indices designed to empower the roles and functions groups and persons play in affecting PVE, de-radicalization, rehabilitation and reintegration.

Mid-term review and final evaluation

UNDP in collaboration with SNCCT will organize a midterm review, which will be conducted by an independent body, and/or a commissioned consultant. Distinct from a final evaluation, UNDP and the SNCCT may provide inputs and contributions to the review process, inclusive of providing field-based technical and personnel support. These will not be considered a conflict of interest. Findings from the review will be shared with the Project Board and interested stakeholders. This may include members in the Oversight Committee. Recommendations will be reviewed internally, at which point decisions will be made as to whether, and how to incorporate them into projects as modifications.

At the end of the project period, UNDP together with the SNCCT will commission an independent evaluation that focuses key achievement vis-à-vis expected results of the programme. The consulting agent or confirm will have no prior affiliation, associated or vested interest in PAVE. This will ensure no conflict of interests exists. The final evaluation will include a financial oversight and auditing component to ensure accountability and transparency were adhered to in the programme including over domains such as procurement and fiscal management. The final evaluation findings will be shared with all interested stakeholders

Monitoring Plan

Monitoring Activity	Purpose	Frequency	Expected Action
Track progress results	Progress data against the results indicators in the RRF will be collected and analysed to assess the progress of the project in achieving the agreed outputs.	Quarterly, or in the frequency required for each	Slower than expected progress will be addressed by project management.

		indicator.	
Monitor and Manage Risk	Identify specific risks that may threaten achievement of intended results. Identify and monitor risk management actions using a risk log. This includes monitoring measures and plans that may have been required as per UNDP's Social and Environmental Standards. Audits will be conducted in accordance with UNDP's audit policy to manage financial risk.	Quarterly	Risks are identified by project management and actions are taken to manage risk. The risk log is actively maintained to keep track of identified risks and actions taken.
Learn	Knowledge, good practices and lessons will be captured regularly, as well as actively sourced from other projects and partners and integrated back into the project.	At least annually	Relevant lessons are captured by the project team and used to inform management decisions.
Annual Project Quality Assurance	The quality of the project will be assessed against UNDP's quality standards to identify project strengths and weaknesses and to inform management decision making to improve the project.	Annually	Areas of strength and weakness will be reviewed by project management and used to inform decisions to improve project performance.
Review and Make Course Corrections	Internal review of data and evidence from all monitoring actions to inform decision making.	At least annually	Performance data, risks, lessons and quality will be discussed by the project board and used to make course corrections.
Project Report	A progress report will be presented to the Project Board and key stakeholders, consisting of progress data showing the results achieved against pre-defined annual targets at the output level, the annual project quality rating summary, an updated risk long with mitigation measures, and any evaluation or review reports prepared over the period.	Biannually, Annually, and at the end of the project (final report)	Progress report consisting of progress data showing the results achieved against pre-defined annual targets at the output level (biannual) and at the output and outcome level for the annual and final reporting.
Project Review (Project Board)	The project's governance mechanism (i.e., project board) will hold regular project reviews to assess the performance of the project and review the Multi-Year Work Plan to ensure realistic budgeting over the life of the project. In the project's final year, the Project Board shall hold an end-of project review to capture lessons learned and discuss opportunities for scaling up and to socialize project results and lessons learned with relevant audiences.	Specify frequency (i.e., at least annually)	Any quality concerns or slower than expected progress should be discussed by the project board and management actions agreed to address the issues identified.

XII. RESULTS BASED FRAMEWORK

<p>Intended Outcome as stated in the UNDAF/Country [or Global/Regional] Programme Results and Resource Framework:</p> <p>Outcome 7: Government and civil society initiatives that promotes social cohesion, peace consolidation and pluralism are strengthened</p> <p>Outcome indicators as stated in the Country Programme [or Global/Regional] Results and Resources Framework, including baseline and targets:</p> <p>Indicators: (1) Number of government and local community-led conflict resolution and prevention mechanisms in place; (2) Conflict-monitoring system established. (3) % of women participating in local peacebuilding and reconciliation processes</p> <p>Baselines: (1) Two functional government-led conflict resolution mechanisms; (2) N/A; (3) 10%</p> <p>Targets: (1) Six functional government-led conflict resolution mechanisms; (2) conflict-monitoring system functional. (3) 25%</p>						
<p>Applicable Output(s) from the UNDP Strategic Plan:</p> <p>Outcome 7: Development debates and actions at all levels prioritize poverty, inequality and exclusion, consistent with our engagement principles</p> <p>Output 7.3. National development plans to address poverty and inequality are sustainable and risk resilient</p> <p>Output 7.6. Innovations enabled for development solutions, partnerships and other collaborative arrangements</p>						
<p>Output 7.7 Mechanisms in place to generate and share knowledge about development solutions</p>						
<p>Project title and Atlas Project Number: Partnering Against Violent Extremism (PAVE): ATLAS (TBD)</p>						
EXPECTED OUTPUTS	OUTPUT INDICATORS[1]	DATA SOURCE	BASELINE		TARGETS (by frequency of data collection)	DATA COLLECTION METHODS & RISKS
			Value	Year		

Output 1: Supported the Development of PVE Strategy and Capacity Development of national counterparts including civil society actors.	1.1 Nationally-owned PVE strategy developed through a consultative process	n/a	No strategy	2017	1	-	-	PVE study results. Data from secondary sources Hearing from stakeholders <i>Different level of expectation among stakeholders.</i>
	1.2 PVE national action plan drafted and endorsed	n/a	No plan	2017	1	-	-	National strategy. Coordination meetings including taskforces among stakeholders. Hearing from stakeholders <i>Different level of expectation among stakeholders.</i>
	1.3 Regional action plan drafted and endorsed according to the PVE national strategy							National strategy. National level consultations. State-level consultations Coordination meetings including taskforces among stakeholders. Hearing from stakeholders <i>Different level of expectation among stakeholders.</i>
	1.4 Capacity development plan developed and implemented		No plan	2017	1	-	-	Hearing from stakeholders. Capacity assessment reports, Post implementation survey <i>Consensus among stakeholders on implementation</i>
	1.5. Support of rollout of National strategy		No plan	2017	-	1	1	Feedback from stakeholders <i>Consensus among stakeholders on implementation</i>
	1.6. PVE national action plan disseminated among government and civil society		No plan	2017	-	1	1	Feedback from stakeholders <i>Logistical arrangement</i>
	1.7 Capacity development activities implemented							Capacity assessment reports; Post implementation survey <i>Methods to measure the impact</i>
	1.8. Empowerment of women and continuous implementation of gender and youth components in the National strategy and action plan		n/a	2017	-	1	1	National level consultations. State-level consultations Coordination meetings including taskforces among stakeholders Feedback from stakeholders <i>Different level of expectation among stakeholders.</i>
	1.9. Liaise National PVE Strategy with National Youth strategy		No strategy	2017	-	-	1	National strategy and coordination meetings including taskforces among stakeholders <i>Different level of expectation among stakeholders.</i>

	1.10. Technical support									Assessment of stakeholders capacity and needs
Output 2: Developed and implemented strategic Communications Framework for Partnerships and Advocacy	2.1. # of partnerships on communication and advocacy at national level	n/a	2017	1	1	1				Measurement of outcome(number of partnerships established and functioning)
	2.2. # of advocacy events (sensitization campaigns, movie screenings)	n/a	2017	2	5	7	No partnerships			Event reports. <i>Measurement of impact and reach.</i>
	2.3. # of PI materials and publications using counter narrations developed on PVE		2017	5	5	5	IMAN movie			PI report <i>Surveys and measurement of impact/reach.</i>
Output 3: Knowledge on PVE continuously updated and enriched through Research Continuation, Policy and Program Development	3.1. Extended research conducted and completed	n/a	2017	4	3	2	IMAN movie			Data collection survey, desk review, analysis; <i>Access to respondents</i>
	3.2 # of national and international stakeholders whom extended research findings are shared with		2017	1	1	-	PAVE study results			List of stakeholders who received the findings <i>Logistical arrangement</i>
	3.3 National policy or legislation guided by extended research findings		2017	50	50	-	PAVE study			Hearing from stakeholders <i>Understandings and support from decision makers</i> <i>Different level of expectation among stakeholders.</i>
Output 4: Prevention of (re-)occurrence through disengagement and rehabilitation of youth, women and other vulnerable groups	4.1 # of pilot projects creating alternative livelihood opportunities for (re)integration and/or integrating Behavioural Insights approach and feeding into the National Strategy		2017	-	1	1	PAVE study			Monitoring and survey Progress reports Assessments <i>Difficulties of measurement of impact due to diff. drivers and contexts.</i>
	4.2 Creating alternative livelihood opportunities for (re)integration: Program implementation on a national level		2017	10	15	-	PAVE study			Monitoring and survey Progress reports Assessments <i>Difficulties of measurement of impact due to diff. drivers and contexts.</i>

	4.3 # of youth organizations engaged and mobilized for partnerships, prevention, research and future engagement	No partnerships	2017	2	3	5	Progress report, annual report <i>Identification of partner organizations</i>
	4.4 # of women networks established or cooperated and mobilized for partnerships, prevention, research and future engagement	No partnerships	2017	1	2	2	Progress report, annual report <i>Identification of partner organizations</i>
	4.5 Develop Behavioural Insights approach	n/a	2017	1	-	-	Psychosocial innovation <i>Expertise to be brought in</i>
	4.6 Psychosocial support program scaling up integrating Behavioural Insights approach	n/a	2017	-	1	1	Monitoring and survey. Progress reports. <i>Measurement of impact.</i>
	4.7 Implementation of activities centred on urban and rural women and mothers	n/a	2017	-	1	1	Monitoring and survey. Progress reports. <i>Measurement of impact.</i> <i>Identification of target female participants</i>
	4.8 # of relevant national institutions : educational, religious, political and youth organizations engaged in reforming institutional frameworks (RoL)	n/a	2017	-	-	1	Progress report and annual report <i>Different level of expectation among stakeholders. Understandings and support from stakeholders and decision makers</i>
	4.9 # of private sector engaged through partnerships	Private sector not engaged	2017	-	1	1	progress reports <i>Measurement of outcome (number of partnerships established and functioning)</i>
	4.10 # of psychosocial program implemented on a national level	No psychosocial program	2017	-	-	1	Monitoring and survey, Progress reports; <i>Measurement of impact, access to beneficiaries</i>
Output 5: Project management: Effective implementation	5.1 Procurement, finance, IT, HR and administrative and logistics support to project implementation		2017	1	1	1	HR report <i>Adequate time and resource for the required support may not be easily provided.</i>

support ensured to deliver project results/outputs	provided 5.2 Monitoring and quality assurance of all project outputs and activities implemented as per project monitoring plan			2017	1	1	1	Monitoring report <i>Adequate time and resource for monitoring may not be easily provided</i>
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XIII. MULTI-YEAR WORK PLAN ¹⁴¹⁵

All anticipated programmatic and operational costs to support the project, including development effectiveness and implementation support arrangements, need to be identified, estimated and fully costed in the project budget under the relevant output(s). This includes activities that directly support the project, such as communication, human resources, procurement, finance, audit, policy advisory, quality assurance, reporting, management, etc. All services which are directly related to the project need to be disclosed transparently in the project document.

EXPECTED OUTPUTS	PLANNED ACTIVITIES	Planned Budget by Year			RESPONSIBLE PARTY	PLANNED BUDGET		
		Y1 (US\$)	Y2 (US\$)	Y3 (US\$)		Funding Source	Budget Description	Amount (US\$)
Output 1: Supported the Development of PVE National Strategy and Capacity Development of national counterparts including civil society actors	1.1 Nationally-owned PVE strategy developed through a consultative process	335,000			UNDP and SNCCT			335,000
	1.2 PVE national action plan drafted for endorsement	50,000			UNDP and SNCCT			50,000
	1.3 Regional action plan drafted for endorsement according to the PVE national strategy	20,000			UNDP and SNCCT			20,000
	1.4. Support of rollout of National strategy		150,000		UNDP			150,000
	1.5. PVE national action plan disseminated among government		30,000					30,000

¹⁴ Cost definitions and classifications for programme and development effectiveness costs to be charged to the project are defined in the Executive Board decision DP/2010/32

¹⁵ Changes to a project budget affecting the scope (outputs), completion date, or total estimated project costs require a formal budget revision that must be signed by the project board. In other cases, the UNDP programme manager alone may sign the revision provided the other signatories have no objection. This procedure may be applied for example when the purpose of the revision is only to re-phase activities among years.

	and civil society												
	1.6.Capacity development activities implemented through trainings and exchange of expertise	80,000	100,000										180,000
	1.7.Empowerment of women and continuous implementation of gender and youth components in the National strategy and action plan			100,000									100,000
	1.8.Liaise National PVE Strategy with National Youth strategy				50,000								50,000
	1.9.Technical support	100,000	200,000							UNDP			300,000
	Sub-Total for Output 1												1,215,000
Output 2: Developed and implemented strategic Communications Framework for Partnerships and Advocacy	2.1 Communication and advocacy for partnerships at national level	50,000								UNDP			50,000
	2.2 Advocacy events (sensitization campaigns, movie screenings) held with counter narrations and PI materials and publications continuously designed and disseminated	200,000	200,000	200,000						UNDP			600,000
	Sub-Total for Output 2												650,000
Output 3: Knowledge on	3.1 Extended research conducted and completed	50,000	50,000							UNDP			100,000

PVE continuously updated and enriched through Research Continuation, Policy and Program Development	3.2 Extended research findings shared with national and international stakeholders	75,000	75,000	75,000	UNDP	225,000
	3.3 National policy or legislation including policies related to education curriculum and religious institutions guided by extended research findings		250,000	50,000	UNDP	300,000
Development	Sub-Total for Output 3					625,000
Output 4: Prevention of (re-)occurrence through disengagement and rehabilitation of youth, women and other vulnerable groups	4.1 Creating alternative livelihood opportunities for (re)integration: pilot projects in at least 5 regions integrating Behavioral Insights approach and feeding into the National Strategy	1,000,000			UNDP	1,000,000
	4.2 Engage with youth organizations and mobilize them for partnerships, prevention, research and future engagement	50,000			UNDP	50,000
	4.3 Develop and /or establish women networks and mobilize them for or partnerships, prevention, research and future engagement	50,000			UNDP	50,000
	4.4 Develop BI approach	100,000			UNDP	100,000

4.5 Program implementation based on outcome of pilot projects from Phase 1 – expansion of activities to 15 projects	1,500,000	UNDP		1,500,000		1,500,000
4.6 Psychosocial support program scaling up integrating Behavioral Insights approach	240,000	UNDP		240,000		240,000
4.7 Implementation of activities centered on urban and rural women and mothers	313,000	UNDP		313,000		313,000
4.8 Implement PVE gender-responsive component (Continuation)	750,000	UNDP and SNCCT		750,000		750,000
4.9 Engage relevant national institutions : educational, religious, political and youth organizations in reforming institutional frameworks (RoL)	525,000	UNDP and SNCCT		525,000		525,000
4.10 Program implementation on a national level	450,000	UNDP		450,000		450,000
4.11 Engagement of private sector through partnerships	200,000	UNDP and SNCCT		200,000		200,000
4.12 Implementation of psychosocial program on a national level	150,000	UNDP and SNCCT		150,000		150,000
Sub-Total for Output 4						5,328,000

Output 5: Effective implementation support ensured to deliver project results/outputs	5.1 Procurement, finance, IT, HR and administrative and logistics support to project implementation provided	150,000	150,000	150,000	150,000	UNDP		450,000
	5.2 Monitoring and quality assurance of all project outputs and activities implemented as per project monitoring plan	150,000	150,000	150,000	150,000	UNDP		450,000
Sub-Total for Output 5								
TOTAL		2,460,000	3,408,000	2,850,000				8,718,000
Evaluation (as relevant)	EVALUATION					UNDP		50,000
General Management Support	8%							701,440
GRAND TOTAL								9,469,440

XIV. LEGAL CONTEXT

This project document shall be the instrument referred to as such in Article 1 of the Standard Basic Assistance Agreement between the Government of (country) and UNDP, signed on (date). All references in the SBAA to “Executing Agency” shall be deemed to refer to “Implementing Partner.”

This project will be implemented by UNDP Implementing Partners in accordance with its financial regulations, rules, practices and procedures only to the extent that they do not contravene the principles of the Financial Regulations and Rules of UNDP. Where the financial governance of an Implementing Partner does not provide the required guidance to ensure best value for money, fairness, integrity, transparency, and effective international competition, the financial governance of UNDP shall apply.

XV. RISK MANAGEMENT

1. UNDP as the Implementing Partner will comply with the policies, procedures and practices of the United Nations Security Management System (UNSMS.)
2. UNDP as the Implementing Partner will undertake all reasonable efforts to ensure that none of the [project funds]¹⁶ [UNDP funds received pursuant to the Project Document]¹⁷ are used to provide support to individuals or entities associated with terrorism and that the recipients of any amounts provided by UNDP hereunder do not appear on the list maintained by the Security Council Committee established pursuant to resolution 1267 (1999). The list can be accessed via http://www.un.org/sc/committees/1267/aq_sanctions_list.shtml. This provision must be included in all sub-contracts or sub-agreements entered into under this Project Document.
3. Social and environmental sustainability will be enhanced through application of the UNDP Social and Environmental Standards (<http://www.undp.org/ses>) and related Accountability Mechanism (<http://www.undp.org/secu-srm>).
4. UNDP as the Implementing Partner will: (a) conduct project and programme-related activities in a manner consistent with the UNDP Social and Environmental Standards, (b) implement any management or mitigation plan prepared for the project or programme to comply with such standards, and (c) engage in a constructive and timely manner to address any concerns and complaints raised through the Accountability Mechanism. UNDP will seek to ensure that communities and other project stakeholders are informed of and have access to the Accountability Mechanism.
5. All signatories to the Project Document shall cooperate in good faith with any exercise to evaluate any programme or project-related commitments or compliance with the UNDP Social and Environmental Standards. This includes providing access to project sites, relevant personnel, information, and documentation.
6. UNDP as the Implementing Partner will ensure that the following obligations are binding on each responsible party, subcontractor and sub-recipient:
 - a. Consistent with the Article III of the SBAA [*or the Supplemental Provisions to the Project Document*], the responsibility for the safety and security of each responsible party, subcontractor and sub-recipient and its personnel and property, and of UNDP’s property in such responsible party’s, subcontractor’s and sub-recipient’s custody, rests with such responsible party, subcontractor and sub-recipient. To this end, each responsible party, subcontractor and sub-recipient shall:
 - i. put in place an appropriate security plan and maintain the security plan, taking into account the security situation in the country where the project is being carried;
 - ii. assume all risks and liabilities related to such responsible party’s, subcontractor’s and sub-recipient’s security, and the full implementation of the security plan.
 - b. UNDP reserves the right to verify whether such a plan is in place, and to suggest modifications to the plan when necessary. Failure to maintain and implement an appropriate security plan as

¹⁶ To be used where UNDP is the Implementing Partner

¹⁷ To be used where the UN, a UN fund/programme or a specialized agency is the Implementing Partner

required hereunder shall be deemed a breach of the responsible party's, subcontractor's and sub-recipient's obligations under this Project Document.

- c. Each responsible party, subcontractor and sub-recipient will take appropriate steps to prevent misuse of funds, fraud or corruption, by its officials, consultants, subcontractors and sub-recipients in implementing the project or programme or using the UNDP funds. It will ensure that its financial management, anti-corruption and anti-fraud policies are in place and enforced for all funding received from or through UNDP.
- d. The requirements of the following documents, then in force at the time of signature of the Project Document, apply to each responsible party, subcontractor and sub-recipient: (a) UNDP Policy on Fraud and other Corrupt Practices and (b) UNDP Office of Audit and Investigations Investigation Guidelines. Each responsible party, subcontractor and sub-recipient agrees to the requirements of the above documents, which are an integral part of this Project Document and are available online at www.undp.org.
- e. In the event that an investigation is required, UNDP will conduct investigations relating to any aspect of UNDP programmes and projects. Each responsible party, subcontractor and sub-recipient will provide its full cooperation, including making available personnel, relevant documentation, and granting access to its (and its consultants', subcontractors' and sub-recipients') premises, for such purposes at reasonable times and on reasonable conditions as may be required for the purpose of an investigation. Should there be a limitation in meeting this obligation, UNDP shall consult with it to find a solution.
- f. Each responsible party, subcontractor and sub-recipient will promptly inform UNDP as the Implementing Partner in case of any incidence of inappropriate use of funds, or credible allegation of fraud or corruption with due confidentiality.

Where it becomes aware that a UNDP project or activity, in whole or in part, is the focus of investigation for alleged fraud/corruption, each responsible party, subcontractor and sub-recipient will inform the UNDP Resident Representative/Head of Office, who will promptly inform UNDP's Office of Audit and Investigations (OAI). It will provide regular updates to the head of UNDP in the country and OAI of the status of, and actions relating to, such investigation.

- g. UNDP will be entitled to a refund from the responsible party, subcontractor or sub-recipient of any funds provided that have been used inappropriately, including through fraud or corruption, or otherwise paid other than in accordance with the terms and conditions of this Project Document. Such amount may be deducted by UNDP from any payment due to the responsible party, subcontractor or sub-recipient under this or any other agreement. Recovery of such amount by UNDP shall not diminish or curtail any responsible parties, subcontractor's or sub-recipient's obligations under this Project Document.

Where such funds have not been refunded to UNDP, the responsible party, subcontractor or sub-recipient agrees that donors to UNDP (including the Government) whose funding is the source, in whole or in part, of the funds for the activities under this Project Document, may seek recourse to such responsible party, subcontractor or sub-recipient for the recovery of any funds determined by UNDP to have been used inappropriately, including through fraud or corruption, or otherwise paid other than in accordance with the terms and conditions of the Project Document.

Note: The term "Project Document" as used in this clause shall be deemed to include any relevant subsidiary agreement further to the Project Document, including those with responsible parties, subcontractors and sub-recipients.

- h. Each contract issued by the responsible party, subcontractor or sub-recipient in connection with this Project Document shall include a provision representing that no fees, gratuities, rebates, gifts, commissions or other payments, other than those shown in the proposal, have been given, received, or promised in connection with the selection process or in contract execution, and that the recipient of funds from it shall cooperate with any and all investigations and post-payment audits.

- i. Should UNDP refer to the relevant national authorities for appropriate legal action any alleged wrongdoing relating to the project or programme, the Government will ensure that the relevant national authorities shall actively investigate the same and take appropriate legal action against all individuals found to have participated in the wrongdoing, recover and return any recovered funds to UNDP.
- j. Each responsible party, subcontractor and sub-recipient shall ensure that all of its obligations set forth under this section entitled “Risk Management” are passed on to its subcontractors and sub-recipients and that all the clauses under this section entitled “Risk Management Standard Clauses” are adequately reflected, *mutatis mutandis*, in all its sub-contracts or sub-agreements entered into further to this Project Document.

XVI. ANNEXES

1. Risk Analysis

	Description	Date Identified	Type	Impact & Probability	Countermeasures / Management response
1	Restricted access to all target groups to open up and provide required information (includes individuals and communities)	Dec 2016	Programme and social	Decreases chances for breakthrough initiatives (constrains capacity to finalize Study) P=medium I=high	<ul style="list-style-type: none"> • Give assurance of confidentiality on information collected and its uses to concerned participants. • Provide full briefing on the objectives and approach of the programme to the concerned person. • Engage in confidence and trust building measures with local and state authorities.
2	Inability to have access to all programme beneficiaries	Jan-Feb 2017	Political, Organizational, Operational, Programmatic	Affects programme credibility and reputation of UNDP, can impact notion of impartiality. May limit service provision capacity of UNDP P=medium I=High	<ul style="list-style-type: none"> • Include advisory functions in management arrangements that undertake monitoring and reporting functions. • Engage senior members of GoS through the SNCCT. • Undertake periodic, or targeted <i>UN Human Rights Due Diligence Policy</i> exercise. • Ensure M&E includes metrics related to programme Guiding Principles. • Work closely with government counterparts in participants. • Identify trusted family accessing members and brief them on the objectives and approach of the programme and seek for access to the affected person.
3	Sensitivity in discussing Islam and religion as a whole	Dec 2016	Religious and social	Affects project design and implementation P=medium/low I=medium	<ul style="list-style-type: none"> • Exercise extreme caution in dealing with people with religious sensitivity. • Engage and empower persons with religious knowledge and credibility. • Exchange of info with other countries which have gone through a similar process s.

4.	Low capacity of partners to handle PVE activities (national, state and local), (communities)	Jan – April 2017	Operational and programmatic	Affects significantly delivery rate and achieving stated outcomes P=medium/low I=medium/	<ul style="list-style-type: none"> Conduct capacity assessment of partners to identify gap and deliver training accordingly. Ensure equity of approaches for target groups based on analysis between individual, institutions, organizations and communities. Engage with potential implementing partners (IPs) ahead of programme design. Integrate information and referral servicing into programme design. Integrated capacity development as cornerstone for programming approaches
5.	Persons and groups with legitimate grievances are labelled as VEs and/or terrorists	Jan-Feb 2017	Political, Organizational	Affects programme credibility and reputation of UNDP, can impact notion of impartiality P=medium I=High	<ul style="list-style-type: none"> Allocate resources in <i>Strategic Communications</i> component towards expectation management clarifying division of labour and conditions for engagement as per <u>Guiding Principles</u> and Monitoring and Reporting sections. Engage senior members of GoS through the SNCCT. Undertake periodic, or targeted <i>UN Human Rights Due Diligence Policy</i> exercise. Engagement of communities in a participatory approach in identifying beneficiaries which proved successful in C2SP and DCPSF projects
6.	Inability to have access to all programme beneficiaries	Jan-Feb 2017	Political, Organizational, Operational, Programmatic	Affects programme credibility and reputation of UNDP, can impact notion of impartiality. May limit service provision capacity of UNDP P=medium I=High	<ul style="list-style-type: none"> Include advisory functions in management arrangements that undertake monitoring and reporting functions. Engage senior members of GoS through the SNCCT. Undertake periodic, or targeted <i>UN Human Rights Due Diligence Policy</i> exercise. Ensure M&E includes metrics related to programme Guiding Principles. Work closely with government counterparts in participants. Identify trusted family accessing members and brief them on the objectives and approach of the programme and seek for access to the affected person.

7	Perception that 'disengaged' farmers are being rewarded for their behaviour	Feb 2017	Programmatic	Affects programme credibility and sustainability P=medium I=medium	<ul style="list-style-type: none"> Engage key stakeholders in communities, as well as women and youth Enhance sensitization efforts. Ensure qualitative (perception) surveys are integrated throughout project and programme cycle. Undertake conflict assessments to determine community social absorption capacity prior to reinsertion.
8.	Inability to address Human Rights Issues and issues related to RoL	Apr 2017	Political, social, programmatic,	Affects programme credibility and reputation of UNDP, can impact notion of impartiality P=medium I=high	<ul style="list-style-type: none"> Messages could be centred around achieving SDG Goal 16 (Peace, Justice and Strong Institutions) and disproportionate effects of VE on poor people / negative development outcomes Address human rights issues (freedom of speech): advocacy has already shown the commitment of GoS through the realization of a movie, study and public discussions on VE Continuation of advocacy with civil society and engagement on community level Facilitate capacity development trainings on HR/IHL/RoL related issues