

TERMS OF REFERENCE

**DARFUR COMMUNITY PEACE AND STABILITY FUND (DCPSF)  
Phase 2**

Programme Title	Darfur Community Peace and Stability Fund (phase 2)
Programme Period	<b>2011 – 2015</b>
Budget	40 M USD Minimum
Goal	Local level peace and stability support inclusive and sustainable Darfur wide peace negotiations
Expected Purpose	Communities stabilised and trust & confidence between communities is restored paving the way towards early recovery
Expected Output(s)	Specific outputs resulting from this project, and contributing to the above, are: <ul style="list-style-type: none"> <li>• Output 1: Effective community-level conflict resolution and prevention platforms in Darfur are in place</li> <li>• Output 2: Increased cooperation between communities over disputed livelihoods assets &amp; income generating opportunities</li> <li>• Output 3: Increased cooperation between competing communities over access to natural resources</li> <li>• Output 4: Equitable and sustainable growth and access to basic services and infrastructure promoted, with particular attention to ensuring that stabilised rural and urban areas remain stable</li> <li>• Output 5: Evidence of effective DCPSF grassroots peacebuilding initiatives collected and fed in wider peace fora and Darfur agendas</li> </ul>
Governance Modalities	Multi Donor Trust Fund – Joint Programme with the following main bodies: <ul style="list-style-type: none"> <li>• A Steering Committee chaired by the DSRSG RC/HC and supported by a Technical Secretariat</li> <li>• UNDP as Administrative Agent (A.A.) on behalf of Participating UN Organisations</li> <li>• Participating UN Organisations and IOM accountable for the funds disbursed to it by the A.A.</li> </ul>
Implementing Partners	NGOs, Participating UN Organisations, IOM

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## LIST OF ACRONYMS

AA	Administrative Agent
AHCT	Area Humanitarian Country Team
AUPD/AUHIP	African Union High Level Panel on Darfur
CfP	Call for Proposals
CHF	Common Humanitarian Fund
CSO/NGO	Civil Society Organisation/Non-Governmental Organisation
DCPSF SC	Darfur Community Peace & Stability Fund Steering Committee
DCPSF TS	Darfur Community Peace & Stability Fund Technical Secretariat
DDDC	Darfur Darfur Dialogue and Consultation
DFID	UK Department for International Development
D-JAM	Darfur Joint Assessment Mission
DPA	Darfur Peace Agreement
DSRSG/RC/HC	Deputy Special Representative of the Secretary-General/Resident Coordinator/Humanitarian Coordinator
E&CM	Evidence and Capacity Mapping
GOS	Government of Sudan
IDP	Internally Displaced Person
IGA	Income Generating Activities
INGO	International Non-Governmental Organisation
IOM	International Organisation for Migration
JMST	Joint Mediation Support Team
MDTF	Multi Donor Trust Fund
OECD DAC	Organisation for Economic Co-operation and Development – Development Assistance Committee
RCSO	Resident Coordinator Support Office
SLA/M	Sudan Liberation Army/Movement
TOT	Train the trainers
TS	Technical Secretariat
UNAMID	United Nations Mission in Darfur
UNV	United Nations Volunteer
WASH	Water, Sanitation and Hygiene
WB	World Bank

## PROJECT CONTEXT

### BACKGROUND

1. The situation in Darfur remains complex and ever changing. The high intensity warfare that characterised the conflict in 2003/05 has largely passed and been replaced by insecurity for the population at large. A third of Darfur's population continue to live in displacement camps and whilst evidence suggests an increasing number returning to their lands, the lack of adequate protection may make this movement temporary.
2. Conceived by the Darfur International Partners group and UN, the DCPSF a manifestation of the Darfur Joint Assessment Mission (D-JAM) and was forged on the anvil of optimism that preceded the peace talks in Sirte in October 2007. As a UNDP administered Multi Donor Trust Fund (MDTF), the DCPSF, established end 2007, seeks to complement assistance channelled through bilateral and multilateral humanitarian funding streams such as the Common Humanitarian Fund (CHF).
3. In supporting community level activities, and in drawing diverse communities together through processes of dialogue and consultation, the DCPSF was designed to act as a catalyst to guide MDTF activities.
4. In order to speedily operationalise the Fund the DCPSF has been shaped by *realpolitik*. The Sirte talks failed to inspire meaningful political dialogue and thus the anticipated umbilical linking the DCPSF to a political process was severed. As a result the DCPSF invested resources in community programming, particularly relating to peacebuilding and conflict resolution. Typically this has focused on identifying a neutral national/international organisation to moderate processes of dialogue and consultation and enhance service delivery and community programming. The latter ensures that the former continues. With a current portfolio comprising 24 partner projects and an allocation budget of over USD 30 million, the DCPSF has made significant progress in promoting conflict sensitive approaches that seek to engage diverse communities in processes of trust and confidence building. In drawing diverse communities together: Pastoralist/Sedentarist and Host/Internally Displaced Persons (IDP), increased inter and intra tribal cooperation, DCPSF programming promotes equity and thereby lessens tensions and conflict over the sharing of scarce assets and resources.
5. Whilst the DCPSF has applied a pragmatic interpretation of what can reasonably be achieved in Darfur, it was always expected that the dimensions and focus of the Fund would be reviewed in light of contextual changes. As appropriate, the DCPSF needs to evolve to reflect and generate opportunities and realities on the ground and the initial design of the Fund foresaw that it may be a mechanism through which funding for equitable and sustainable growth might flow.<sup>1</sup>
6. For the past 30 or so years humanitarian programming - informed by the principle of life-saving intervention - has remained the primary form of assistance in Darfur. Since the onset of large scale conflict in 2003 the ratio between humanitarian and non humanitarian assistance has widened so much so that in the 2008 and 2009 UN workplans for Darfur humanitarian assistance dwarfed non humanitarian assistance by a ratio of 9:1. The 2010 workplan suggested a changing environment and aimed to narrow this ratio by 7:3.<sup>2</sup>

### PROJECT RATIONALE

7. The rationale of the fund is that, alongside any progress at the Darfur peace talks in Doha, the deployment of UNAMID and emergency relief, there needs to be a community-based, bottom-up approach to the stabilisation of Darfur and the creation of conditions for local peace & equitable and sustainable growth.
8. The Darfur Peace Agreement (DPA) was signed in 2006 by the government and one faction of the Sudanese Liberation Army/Movement (SLA/M) to stop the 3-year fighting, but lack of support for the agreement does not bode well for its ability to secure peace for the people of Darfur.<sup>3</sup> It is fair to say that the seven-year conflict

<sup>1</sup> See also *Darfur – Beyond Emergency Relief* RCSO September 2010

<sup>2</sup> <http://www.unsudanig.org>

<sup>3</sup> UNDP Narrative 2011 Regional Workplan - Darfur

has been punctuated by a string of broken ceasefires and failed higher level negotiations. Neither side has been able to defeat the other.<sup>4</sup>

9. In line with the new strategy for Darfur launched by the Government of Sudan (GOS)<sup>5</sup> and given that macro level peace negotiations fall short in achieving concrete peace results for the people of Darfur, DCPSF (phase 2) will continue focussing on addressing root causes of conflict at grass-root and locality level.
10. DCPSF has become an increasingly well known, non humanitarian funding mechanism. As a broadly experimental fund, the DCPSF has through its communication strategy sought and succeeded to distinguish itself from humanitarian funding streams. This reflects a conceptual difference in the type of and means through which assistance is delivered. For example, whereas humanitarian support in Darfur is firmly guided by the principles of life saving intervention, the DCPSF has sought to promote conflict sensitive approaches to stabilisation that aim to promote trust and confidence across diverse communities. In so doing, DCPSF supported activities and processes enable diverse communities to coalesce around a common agenda leading to reconciliation and peaceful coexistence on a local level.
11. There are a number of key pillars that will continue to underpin the structure of the DCPSF. Chief among these is a formal proposals process that enables the DCPSF to allocate resources in an open and transparent way. To date, the Steering Committee of the DCPSF has approved allocations totalling 100% of the USD 33 million committed to the Fund.

Formal calls for proposals (with open or closed deadline) have proven to be a means to effectively allocate resources. It is foreseen that DCPSF (phase 2) will continue channelling funds via this process.

12. Other pillars include:
  - a) An evidence and capacity mapping component that will allow the DCPSF (phase 2) to commission individuals or organisations to undertake work that responds to gaps in knowledge and understanding of issues including land management, gender and interaction between native and local government administration;
  - b) a component that seeks to identify credible, representative CSOs/NGOs and invest resources in both strengthening their capacity and ability to prioritise, plan, design and implement priority projects leading to equitable and sustainable growth (including livelihoods, vocational training, employability); and
  - c) a capacity development component with a view to increase peacebuilding and monitoring & evaluation capacity skills of partner staff. Intensive training will be provided to respond to gaps in knowledge and learning whilst imbuing partner staff with the necessary skills and competencies to mitigate conflict, address conflict and steer communities towards breaking cycles of violence and build trust and confidence and to measure effectiveness and impact of peacebuilding initiatives.
13. DCPSF programming has tended to be designed along two axes: i) independently brokered processes of dialogue and consultation that lead to the restoration of trust and confidence amongst diverse communities and ii) the delivery of material inputs (programmes and services) that both respond to community needs, whilst underpinning processes of dialogue and consultation. Programmatically there is reasonable variation across the current DCPSF portfolio with partner programmes addressing root causes of conflict related to grazing rights, land ownership and water scarcity/inequality. In promoting trust and confidence DCPSF programmes endeavour to de-escalate the tensions that exist between diverse communities competing over the assets and resources.
14. In shaping allocations processes the DCPSF needs to consider realities on the ground. Chief among these is security, and access to rural communities is likely to remain challenging, as it has been in previous years. Further, the expertise and capacity of partner organisations to deliver DCPSF type programming is limited. With the NGO community operating at full tilt and national capacity limited, the DCPSF (phase 2) will need to continue to actively identify, accompany and strengthen partner organisations to deliver programming through future allocation rounds.
15. Since its introduction, the DCPSF has experienced significant changes both in terms of the structures that guide the workings of the Fund, but also in terms of its strategic focus. Although the initial architecture, notably the utilisation of Thematic Working Groups<sup>6</sup> has been replaced by a more general approach that looks to promote trust and confidence between diverse communities by applying conflict sensitive approaches, the DCPSF (phase 2) will also cover equitable and sustainable growth initiatives directly contributing to maintaining stability. Where possible, the DCPSF (phase 2) will capitalise on an improving security situation by expand-

<sup>4</sup> *Darfur: The Quest for Peace, Justice and Reconciliation; Report of the African Union High Level Panel on Darfur (AUPD) October 2009*

<sup>5</sup> *Darfur: Towards a new strategy for achieving comprehensive peace, security and development September 2010*

<sup>6</sup> *Terms of Reference DCPSF (phase 1)*

ing its activities towards longer term sustainability. The rationale of the fund is that, alongside any progress at the Darfur peace talks in Doha, the deployment of UNAMID and emergency relief, there needs to be a community-based, bottom-up approach to the stabilization of Darfur and the creation of conditions for local peace & equitable and sustainable growth.

## LAYERS OF CONFLICT AND THEIR ROOT CAUSES

16. As described in the OECD DAC Guidelines on Conflict, Peace and Development Co-operation, causes of conflict are generally varied and intertwined. It is difficult to delineate clearly or weigh the influence of different elements. These can be destabilising social conditions, such as extreme social disparities and exclusion. A comprehensive and integrated knowledge of the needs for state and civil society to work properly together is key to understanding the origins and dynamics of violent conflict. Indigenous capacities may already exist. Supporting them to the extent possible, and ensuring that they are not displaced, can strengthen the possibilities for peace and development.

Structural factors, which must be viewed on a long-term horizon, are those which create a potential climate for violent conflict without, however, making its eruption inevitable. They include such interrelated political, social and economic factors as the level and distribution of wealth and opportunity, the state of the resource base, the structure and ethnic make-up of society, and the history of inter-group relations.

Imbalanced economic growth and disparities in the distribution of its benefits can also increase tensions. This can result in the marginalisation of vulnerable groups and the neglect of less dynamic regions. These inequalities are particularly important when coupled with increased perceptions of disparity, and a lack of institutions to respond to these inequalities.

Ethnic, tribal and cultural differences, in themselves, seldom cause conflict. In an atmosphere of heightened tensions resulting from socio-political conflicts, however, they can offer fertile ground for political exploitation. Competition over shared resources can also contribute to increased tensions, without resilient political means to manage such competition. Localised and regional scarcity of water and productive land (sometimes caused by rapid changes in population density), changes in land tenure systems, environmental disruption or degradation, lead to conflicts over the management, distribution and allocation of resources.<sup>7</sup>

17. As the AUPD describes, the crisis in Darfur consists of three different levels of conflict.

Those levels are:

- local disputes, internal to Darfur, over resources and administrative authority;
- conflicts between Darfur and the centre of power in Khartoum, relating to the political and economic marginalisation of Darfur and power and wealth sharing; and
- an internationalised conflict between Sudan and Chad.

All of these layers of conflict must be addressed and resolved for peace, security and reconciliation in Darfur to become a reality. The roots of the Darfur conflict lie at once in its unequal incorporation into Sudan and locally within Darfur itself, its own social, economic and political history, and the particular stresses to which it has been exposed in the past decades.

18. DCPSF partner project reports indicate the following main root causes of local conflict:

- mismanagement of and un-equal access to natural resources including land and water;
- occupation of (IDP-) land by new settlers;
- Crop destruction by animal;
- reduced grazing areas by increased crop cultivation;
- blocked animal migratory routes;
- breakdown in communication between sedentary and nomadic leadership;
- disconnect between youth and traditional leaders;
- lack of meaningful opportunities for youth;
- perception by nomads that their needs are being ignored;
- power imbalances felt by host farmers and IDPs, and unhealthy relationships between those groups;
- collapse of traditional justice mechanisms;
- cattle rustling;

<sup>7</sup> OECD DAC Guidelines on Conflict, Peace and Development Co-operation

- looting and harassment by armed groups;
  - denial of access to existing basic services imposed by one community to another.
19. Whilst recognising that the conflict in Darfur cannot be resolved on a permanent basis unless it is part of a comprehensive process radically to transform the historical legacy of unequal development and political participation in Sudan, Darfuris also point out that the tasks of local reconciliation and finding common solutions to problems internal to Darfur could be achieved by Darfuris using their existing social mechanisms, provided they are given the opportunity to do so.<sup>8</sup>

DCPSF (phase 2) will contribute to this opportunity in supporting community-level driven peacebuilding initiatives which are addressing the above mentioned root causes of conflict.

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<sup>8</sup> *Darfur: The Quest for Peace, Justice and Reconciliation; Report of the African Union High Level Panel on Darfur (AUPD) October 2009*

## PROJECT STRATEGY - CONCRETE PEACEBUILDING STEPS

### OVERVIEW

20. In line with AUPD findings, peace within communities is an important but undervalued part of the overall peace process. Indeed, sustainable peace in Darfur must go hand in hand with securing peace within and between these local communities.
21. As described in the AUPD report, there are groups and individuals across Darfur who are working to bring people together. However, their efforts are necessarily limited in scope and remain fragile because of the lack of an overarching peace agreement. Nor do they have the ability to establish security while large parts of the region remain actual or potential battlegrounds between the Armed Movements and the Government, and while there is neither disarmament nor the existence of strong law enforcement agencies. In this regard, the report also refers to the activities of the Darfur Community Peace and Stability Fund and suggests that those activities are essential and must be sustained as a prelude to the re-launching of the Darfur Joint Assessment Mission (D-JAM).<sup>9</sup>
22. Lack of trust & confidence between diverse communities, polarised opinions amongst tribal/civil society leaders vis-à-vis processes for reconciliation, high proportion of reconciliation mechanisms functioning without adequate legitimacy, authority or capacity, inadequate representation of vulnerable groups (including women representation), inadequate access to and dissatisfaction with reconciliation mechanisms, widespread tensions over the sharing of assets & resources are just a few concrete examples of the challenges addressed by the DCPSF. In some instances, local power relations have been radically altered during the course of the conflict and communities, which were formerly resident and enjoyed jurisdiction over their land, must now pay for the privilege of farming the land, dependent on the goodwill of those who were their adversaries during the war.
23. The DCPSF mid-term review, carried out under the auspices of the DCPSF Steering Committee in early 2010, revealed that activities and processes supported through the Fund are starting to demonstrate impact and progress in those parts of Darfur where DCPSF projects are implemented though coverage is still limited to specific areas of mostly south and west Darfur.<sup>10</sup>
24. Empirical evidence and DCPSF implementing partners' reports, prove that through the provision of training in peacebuilding, mediation and conflict mitigation skills in more than 60 traditional community based resolution mechanisms, local level reconciliation has become more effective. In DCPSF areas of operation, surveys reveal that crop destruction cases are now being handled more effectively, damage payment systems are improved, trust and confidence in existing or newly established community conflict resolution mechanisms has increased and fear for retaliation has decreased.

Over 70 joint income generating (IGA) initiatives have increased cooperation between communities over disputed livelihoods assets & income generating opportunities. Over 20 jointly managed water resources (including large water catchment systems and hafirs) have increased cooperation between competing communities and contribute to restoring trust and confidence. Equal access to basic social services has increased via more than 10 schools and clinics, often focussing on nomadic communities.

25. Acknowledging the continuing need for a community-based approach to the stabilisation of Darfur and given the significant contribution of on-going DCPSF funded programmes to peace and stability, DCPSF (phase 2) will continue supporting local peacebuilding initiatives.

Whilst sufficiently broad based to remain consistent with other UN planning frameworks, the DCPSF strategy is bespoke and oriented towards community level peacebuilding and conflict resolution.

A window of opportunity exists however for the DCPSF (phase 2) to support innovative initiatives leading to equitable and sustainable growth in Darfur -using lessons learnt from phase 1- deemed necessary to keep those areas which have been stabilised, stable.<sup>11</sup>

<sup>9</sup> *Darfur: The Quest for Peace, Justice and Reconciliation; Report of the African Union High Level Panel on Darfur (AUPD) October 2009*

<sup>10</sup> *Report on the Review of the DCPSF March 2010*

<sup>11</sup> *See also Urbanisation in Darfur, September 2010 DfID paper*

## LESSONS LEARNED

### LESSON 1: NO SUCCESS WITHOUT IN-DEPTH UNDERSTANDING OF LOCAL COMMUNITY DYNAMICS AND PEACEBUILDING SKILLS

26. One size of peacebuilding certainly does not fit all, and it is crucial to recognise that every such task - not least every post-conflict peacebuilding situation - is likely to require a quite different approach, adjusting to local circumstances. This is all the more applicable on Darfur where dynamics are volatile. It is critical to have a close understanding of both the cultural norms and the internal dynamics of the society that one is trying to rebuild. The planning and execution of projects should be sensitive to local cultures and local dynamics. What also matters is that outside peacebuilders recognise not only what they can do but what they cannot, including taking ownership of another's land, people and culture, even temporarily. If that mindset of taking ownership of another's culture exists by outside peacebuilders, any attempt at building peace-sustaining institutions in that country is destined to fail.<sup>12</sup> Failure to understand local dynamics, underestimation of the complexities of the conflict and neglecting the imperative of local ownership lead to unsuccessful and potentially harmful outcomes.
27. Though time consuming, DCPSF partners' work has shown the importance of an in-depth understanding of the local dynamics in the area of operation in order to be effective.
28. While current DCPSF implementing partners have accumulated a wealth of expertise in conflict sensitive approaches one of the key lessons learned has been the relative limited capacity in peacebuilding skills among DCPSF partner staff. The INGOs rely heavily on national staff to identify conflict issues as well as guiding and implementing the programmes.
29. Following a mapping exercise of key peacebuilding skills required, DCPSF (phase 2) intends to engage an experienced trainer to provide intensive training to respond to gaps in knowledge and learning whilst imbuing partner staff with the necessary skills and competencies to mitigate conflict, address conflict and steer communities towards breaking cycles of violence and build trust and confidence. The peacebuilding staff will be trained as Trainers of Trainers (TOT). As such the staff will use the knowledge and impart it to their beneficiaries.
30. Where appropriate DCPSF (phase 2) the TS will continue to guide, coach and mentor implementing partners. Regular DCPSF partner meetings will also continue to be a means to share lessons learned and where partners can learn from each other. Where appropriate, those meetings could be opened up by inviting DCPSF direct beneficiaries including representatives of traditional justice mechanisms and representatives of vulnerable groups.<sup>13</sup>

### LESSON 2: FOCUS ON NEEDS, NOT CATEGORIES

31. Funding categories (early recovery, humanitarian aid, emergency relief, etc) are part of the current reality of assistance that incentivises certain activities and behaviours (be it humanitarian, development, peacebuilding, statebuilding or stabilisation).

Just as there is a poverty trap, there is significant statistical evidence to suggest a conflict trap as well. Low Income Countries Under Stress (LICUS) face a 15 times greater risk of conflict. And even after a conflict has ended a post-conflict country still faces a 10 times higher risk of relapse into conflict.<sup>14</sup> While DCPSF (phase 2) supported initiatives will continue to be underpinned by conflict assessments prior to implementation it is critical that DCPSF (phase 2) remains to be a flexible channel for support that is tailored to community needs coupled with addressing root causes of conflict rather than in line with predetermined funding categories.<sup>15</sup> Some DCPSF implementing partners mention indeed a high demand by the communities for resources for "recovery" that are not part of their DCPSF projects. DCPSF projects will require a well balanced approach between two principles: "no development without peace" and "no lasting peace without development".

<sup>12</sup> See also: Keynote Address by Gareth Evans, President, International Crisis Group, to the UN Office at Geneva (UNOG)/Geneva Centre for the Democratic Control of Armed Forces (DCAF) Seminar on Security and Peacebuilding: the Role of the United Nations, Geneva, 27 October 2005

<sup>13</sup> See also: Traditional Justice in Darfur July 2010 DfID paper

<sup>14</sup> See also: Breaking the Conflict Trap, A World Bank Policy Research Report, 2003

<sup>15</sup> See also: Early recovery from conflict: the challenges of integrating humanitarian and development frameworks, London, ODI Event, November 2009

**LESSON 3: PEACE CAN NOT BE IMPOSED WITH DEADLINES**

32. Externally constructed agreements imposed on conflicting parties coupled with deadline diplomacy usually lead to failing peace agreements. Enduring peace agreements can not be imposed on the parties. In every conflict the ripe moment needs to be reached – where conflicting parties conclude that the cost of conflict is unbearable.<sup>16</sup>
33. While recognising that higher level peace negotiations have neither really improved the security situation in Darfur nor led to a comprehensive political solution to the conflict, DCPSF projects have been successful, be it on a local level, in lessening conflicts and restoring trust and confidence among communities. Home-grown solutions to specific root causes of conflict and local ownership as well as grassroots brokered peace negotiations and agreements are key to long-term solutions. Good dialogue processes require time, preparation, goodwill and confidence; they may experience setbacks, sabotage and even derailments; stoicism and persistence are necessary; and one can never tell how long it is going to take - or indeed how long it will take for facilitated dialogue to become self-sustaining.
34. In line with the OEDC DAC principle 9 “Act fast...but stay engaged long enough to give success a chance”, DCPSF will fund initiatives that recognise that peacebuilding and restoring trust and confidence is a lengthy process. Recognising that volatility of engagement is potentially destabilising, DCPSF (phase 2) will therefore improve support predictability in covering a programme period from 2011 until 2015.<sup>17</sup>

**LESSON 4: GIVING A VOICE TO WOMEN IN DARFUR IS CHALLENGING**

35. DCPSF (phase 1) revealed that women involvement in various committees was often unable to give women a voice. With some success, umbrella Natural Resource Committees set up separate women groups to deal with women’s needs. Women’s voices are not traditionally heard at the community level when it comes to conflict mitigation and reconciliation<sup>18</sup>

Other Darfuri studies show similar trends:

*‘Trying to address women’s underrepresentation and to find influential women, various international organisations have shown a specific interest for the ‘hakkama’, women war singers who commemorate past victories and encourage fighters for upcoming battles...but it is also debatable whether their songs express their own views or merely reflect the sentiments of their community or its male leaders.’<sup>19</sup>*

Various DCPSF (phase 1) partners involved the ‘hakkama’ women in singing for peace, but their impact is yet to be seen.

While involving women in reconciliation mechanisms has mostly been promoted by international organisations, it is seen as a western model in the Darfuri context and indeed in certain cultures, and hence the slow pace in being accepted and integrated in Darfur.

Experience learns that DCPSF partners will have to work with the accepted avenues of promoting women’s post conflict needs, without imposing trends that do not work at the field level.

**LESSON 5: THE BENEFITS OF A “DO”SCENARIO OUTWEIGH THE COSTS OF A “DO-NOTHING”SCENARIO**

36. Peacebuilding activities bring about changes that tend to be more qualitative than quantitative, and affect attitudes and relations rather than concrete structures, and usually bear fruits only in the long-term. This only makes measuring impact more complex.

However, there is overall evidence of the benefits of a do-scenario:

*‘Since the 1990s more conflicts have successfully ended through negotiated settlements than through armed settlements: between 2000 and 2005 negotiated outcomes were four times as numerous as armed victories. However, it must not be forgotten that the longer-term success of these negotiated outcomes is as yet unknown, and inevitably fragile, as the case of Sudan currently illustrates.’<sup>20</sup>*

<sup>16</sup> See also Brickhill, J., 2007, ‘Protecting Civilians Through Peace Agreements - Challenges and Lessons of the Darfur Peace Agreement’

<sup>17</sup> OECD DAC Fragile States (and Situations) Principles

<sup>18</sup> See more – DCPSF Annual progress report 2009

<sup>19</sup> Murphy, T. Tubiana J. (September 2010). Civil Society in Darfur. Special Report 249

<sup>20</sup> See also: Fisher S, Zimina L. (2009). Just Wasting our Time? Provocative Thoughts for Peacebuilders. Berghof Handbook Dialogue Series No. 7

In line with the above, DCPSF (phase1) has successfully contributed to processes leading to several tribal agreements over the use of natural and physical resources including water, roads and land use between conflicting communities. Community driven negotiations resulted in locally brokered agreements at community level and engaged the participation of all stakeholders including traditional leadership, local administration, often facilitated by DCPSF partners and UNAMID. The importance of dialogue processes will continue to be a key principle for DCPSF (phase 2) initiatives as they prove to be an effective means to end local conflicts.

## OUTPUTS

### **OUTPUT 1: EFFECTIVE COMMUNITY-LEVEL CONFLICT RESOLUTION AND PREVENTION PLATFORMS IN DARFUR ARE IN PLACE**

37. In line with recommendations in recent DfID papers on traditional justice, continued support to (traditional) justice mechanisms is required. Acknowledging that traditional mechanisms are not perfect is not a reason to withhold support and rejection of certain elements of traditional justice does not amount to a rejection of traditional justice entirely. In fact, the core of traditional mechanisms is still valued in Darfuri society. However the task is to adjust the mechanisms to changing demands.<sup>21</sup> Recognising that a high proportion of community-level reconciliation mechanisms function without adequate legitimacy, authority or capacity, DCPSF will support at least 130 community based conflict resolution mechanisms.

Initiatives eligible for funding comprise capacity development in peace building, facilitation, conflict mitigation, participatory approach, record keeping, community mobilisation, community awareness campaigns on crop destruction and deforestation.

Given the high number of mechanisms lacking adequate representation of vulnerable groups including women and youth, IDPs or returnees, at least 90 conflict resolution mechanisms will have at least one member of each vulnerable group effectively representing their interests.

DCPSF will encourage mutual learning. Current DCPSF implementing partners and suggestions from several traditional justice mechanisms indicated the need for contacts among themselves to learn from each others' experience and to promote their work.

Where possible and appropriate, the Fund will encourage creating more effective civil society organisations in the justice sector, will promote stronger links between formal and informal justice systems and will pilot mechanisms to increase equal access to justice.<sup>22 23</sup>

### **OUTPUT 2: COOPERATION BETWEEN COMMUNITIES OVER DISPUTED LIVELIHOODS ASSETS & INCOME GENERATING OPPORTUNITIES INCREASED**

38. With widespread tensions over the sharing of assets and resources in Darfur there is a need to support initiatives that deliver collaborative livelihoods and IGAs and increase equitable access for all, including IDPs and returnees.

The DCPSF will support at least 220 community initiatives that deliver collaborative livelihoods and income generating strategies which result in an increase of commercial transactions across Darfur between diverse communities by 30%.

Whilst markets exist across Darfur, many are segregated by communities or need to be rehabilitated. The DCPSF will support rehabilitation of at least 15 markets targeted as a means to enable diverse communities to interact/cooperate and restore Darfur's role as a distribution centre in the region.

<sup>21</sup> See also: *Darfur – Beyond Emergency Relief* RCSO September 2010

<sup>22</sup> *Traditional Justice in Darfur* July 2010 DfID paper

<sup>23</sup> *Report on Review of DCPSF* March 2010

### **OUTPUT 3: COOPERATION BETWEEN COMPETING COMMUNITIES OVER ACCESS TO NATURAL RESOURCES AND BASIC SOCIAL SERVICES INCREASED**

39. Growing competition for, uneven access to as well as inequitable and weak management of scarce resources continue to heighten tensions between diverse communities and is fuelling conflict locally.

DCPSF will continue supporting initiatives including community-led water harvesting focussing on fair and effective harnessing of water resources. At least 200 water catchment systems, dams, water pumps are targeted. Aside from competition over natural resources, unequal access to basic social services (including education and health) are equally sources of anxiety between communities locally and between Darfur and other states in Sudan. Particularly (labour) market relevant vocational training is key for providing healthy alternatives and opportunities to youth, desperate to make a living and easy target for criminal activities even further destabilising Darfur.

In order to ensure equal access to diverse communities to basic social services, DCPSF will support at least 110 education and health initiatives.

### **OUTPUT 4: EQUITABLE AND SUSTAINABLE GROWTH AND ACCESS TO BASIC SERVICES AND INFRASTRUCTURE PROMOTED, WITH PARTICULAR ATTENTION TO ENSURING THAT STABILISED RURAL AND URBAN AREAS REMAIN STABLE<sup>24</sup>**

40. Acknowledging that in order to avoid that already-stabilised areas relapse into instability again, quick and well targeted initiatives leading to equitable and sustainable growth are required, DCPSF will support initiatives enabling civil society organisations to prioritize, plan, design and implement priority projects leading to equitable and sustainable growth (including livelihoods, vocational training, employability) with particular attention to re-integration of IDPs/returnees. At least 27 such initiatives are targeted by the end of DCPSF (phase 2).

Recognising that increased access to meaningful alternative (vocational) training for all Darfuris is essential in maintaining stability, an increase by 25% of enrolment in formal or non-formal (vocational) training is targeted. Apprenticeships and placement for graduates of vocational training institutions will be encouraged.

Baseline-data show that there is a considerable need in increasing the number of well equipped schools, offering the proper physical environment. At least 50 new or rehabilitated, well equipped schools will be targeted while preferably using innovative sustainable building techniques including Soil Stabilised Blocks.

Baseline data show that a majority of the rural population does not have reasonable access to primary health services and infrastructure. The number of people with reasonable access to primary health care services should increase by 400,000 by the end of the programme.

### **OUTPUT 5: EVIDENCE OF EFFECTIVE DCPSF GRASSROOTS PEACEBUILDING INITIATIVES COLLECTED AND FED IN WIDER PEACE FORA AND DARFUR AGENDAS**

41. In facilitating processes that seek to restore trust and confidence, concurrent to upgrading community services and programmes, DCPSF (phase 2) - through its implementing partners - hopes to demonstrate the value that peaceful coexistence can bring to target communities. The aggregated impact and learning of DCPSF sponsored initiatives will be systematically catalogued by the TS. Whilst the DCPSF (phase 2) does not overestimate its influence in terms of advancing peace in Darfur, it is hoped that demonstrable progress at a community level, will inform wider peace fora and Darfur agendas

Demonstrating the impact of community level peacebuilding/conflict resolution initiatives the world over is notoriously hard to ascertain. For Darfurians to overcome the deep-rooted tension and suspicion that exists between many diverse communities, requires more than simple processes for restoring trust and confidence. DCPSF funded community-oriented initiatives have the potential to inform broader peace processes. As such, output 5 will result in:

<sup>24</sup> See also *Urbanisation in Darfur September 2010 DfID paper*

- DCPSF becomes a repository of best practices in promoting grass roots level peacebuilding & conflict resolution in the context of Darfur shared with actors and stakeholders in the wider peace fora and Darfur agendas<sup>25</sup>;
- the work sponsored through the DCPSF informs the development of future early recovery processes;
- a clearer sense of priority regarding the allocation of future resources;
- a deepened understanding of community dynamics, notably sources of tension, models of negotiation & resolution & capacity/credibility of civil society arbitration;
- a systematic monitoring of operational progress to gauge the impact of DCPSF sponsored peacebuilding & dispute resolution initiatives;
- lessons learned from ongoing initiatives factored into future programming decisions.

## ENGAGEMENT WITH OTHER ACTORS

42. With a view to promote greater consistency & coherence within the peacebuilding & conflict resolution agendas and to effectively feed community level demands into the broader peace domain, DCPSF will engage with other actors including:

**UNAMID:** Civil Affairs facilitates large-scale inter-tribal peace conferences and plays a key role in preventing conflict escalation in Darfur.<sup>26</sup>

**Human Rights:** transitional-justice trainings for civil society actors in Darfur.

**US initiatives:** Darfur Security and Stabilization Initiative.

**Government authorities:** Many DCPSF partners have already established fruitful cooperation with line ministries particularly with regard to themes relating to agriculture, grazing areas, migratory routes, education or WASH; this network of contacts can be utilised to advocate conflict sensitive approaches in programming and implementing early recovery activities.

While DCPSF (phase 2) will continue focussing on community level initiatives, increased engagement with local government institutions will be encouraged, particularly on a local and state level, including locality commissioners and (deputy-) governors with a view to advocate conflict sensitive programming.

**DDDC:** Mandated to enable Darfuris to voice their opinions and views to achieve sustainable peace and reconciliation in Darfur.

**AU/UN Joint Mediation Support Team:** JMST is the formal facilitator of the Darfur peace process.

## DCPSF PRINCIPLES FOR FUNDING

43. In order for project proposals to be eligible for funding, the following principles must be adhered to:

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

<sup>25</sup> See also next section, *Engagement with other actors*.

<sup>26</sup> Please note that a MoU between UNAMID and UNDP regarding DCPSF is being discussed

## RESULTS FRAMEWORK

<b>PROJECT TITLE: DARFUR COMMUNITY PEACE AND DEVELOPMENT FUND (PHASE 2)</b>								
<b>Purpose:</b> Communities stabilised and trust & confidence between communities is restored paving the way towards early recovery								
<b>Indicator</b>	<b>Baseline 2010</b>	<b>Milestone 1 (2011)</b>	<b>Milestone 2 (2012)</b>	<b>Milestone 3 (2013)</b>	<b>Milestone 4 (2014)</b>	<b>Target (2015)</b>	<b>Risks and assumptions</b>	<b>Sources</b>
% of community members sampled declaring that trust & confidence is restored	A high proportion of community members, outside DCPSF areas of operation, indicate a lack of trust & confidence between diverse communities	50%	30%	80%	85%	85%	<ul style="list-style-type: none"> <li>Spoilers interfere in the processes necessary to restore trust and confidence</li> <li>Lack of access and insecurity problems delay the implementation of outputs necessary to achieve the purpose</li> </ul>	<ul style="list-style-type: none"> <li>Progress reports submitted by DCPSF Implementing Partners</li> <li>Feedback from DDDC consultations</li> <li>Focus groups</li> </ul>
% of tribal/civil society leaders sampled agreeing to a common and/or collaborative approach on how to address root causes of conflict	Polarised opinion exists amongst tribal/civil society leaders vis-à-vis process for reconciliation	75% of tribal/civil society leaders sampled share a common understanding of reconciliation initiatives	60% tribal/civil society leaders sampled advocating for coherence & consistency in implementing reconciliation initiatives	75% tribal/civil society leaders sampled agree on the process for & implementation of reconciliation initiatives	85% tribal/civil society leaders sampled agree on the process for & implementation of reconciliation initiatives	90% tribal/civil society leaders sampled agree on the process for & implementation of reconciliation initiatives	<ul style="list-style-type: none"> <li>Tribal leaders/local &amp; central government are willing to agree, promote &amp; implement common reconciliation agendas</li> </ul>	<ul style="list-style-type: none"> <li>Progress reports submitted by DCPSF Implementing Partners</li> <li>Feedback from DDDC consultations</li> <li>Focus groups</li> <li>Local leadership and peace building study</li> <li>Monitoring media reports on decline (or rise) in tension in areas where DCPSF-funded programmes are implemented</li> </ul>

<b>OUTPUT 1: EFFECTIVE COMMUNITY-LEVEL CONFLICT RESOLUTION AND PREVENTION PLATFORMS IN DARFUR ARE IN PLACE</b>								
<b>Indicator</b>	<b>Baseline 2010</b>	<b>Milestone 1 (2011)</b>	<b>Milestone 2 (2012)</b>	<b>Milestone 3 (2013)</b>	<b>Milestone 4 (2014)</b>	<b>Target (2015)</b>	<b>Risks and assumptions</b>	<b>Sources</b>
Number of community based resolution mechanisms <sup>27</sup> functioning effectively	Outside DCPSF areas of operation, a high proportion of mechanisms, function without adequate legitimacy, authority or capacity	30 community based resolution mechanisms functioning effectively	40 community based resolution mechanisms functioning effectively	30 community based resolution mechanisms functioning effectively	30 community based resolution mechanisms functioning effectively	130 community based resolution mechanisms functioning effectively	<ul style="list-style-type: none"> <li>• New or reformed platforms lose credibility after being established due to inability to meet expectations</li> <li>• Spoilers interfere in the process of increasing legitimacy and capacity of mechanisms</li> <li>• Existing community based resolution mechanisms are receptive to new ideas &amp; techniques</li> </ul>	<ul style="list-style-type: none"> <li>• Progress reports submitted by DCPSF Implementing Partners</li> <li>• Feedback from DDDC consultations</li> <li>• Focus groups</li> </ul>
Number of vulnerable group representatives (women, youth, minorities) within community based resolution mechanisms	Outside DCPSF areas of operation, a high proportion of mechanisms lack adequate representation of vulnerable groups	In at least 20 resolution mechanisms at least one member of each vulnerable group representing their concerns	In at least 30 resolution mechanisms at least one member of each vulnerable group representing their concerns	In at least 20 resolution mechanisms at least one member of each vulnerable group representing their concerns	In at least 20 resolution mechanisms at least one member of each vulnerable group representing their concerns	In at least 90 resolution mechanisms at least one member of each vulnerable group representing their concerns	<ul style="list-style-type: none"> <li>• Though vulnerable groups are represented, their representative are unable to voice the concerns of their constituencies</li> <li>• Existing community based resolution mechanisms are willing to accommodate the views of vulnerable groups</li> </ul>	<ul style="list-style-type: none"> <li>• Progress reports submitted by DCPSF Implementing Partners</li> </ul>
% of community members with access to & satisfaction with reconciliation mechanisms	Outside DCPSF areas of operation, a high proportion of community members declare not having access to and dissatisfaction with reconciliation mechanisms	50%	70%	70%	70%	75%	<ul style="list-style-type: none"> <li>• Difficulties in monitoring as community members might not be willing to share sensitive information on satisfaction with reconciliation mechanisms</li> </ul>	<ul style="list-style-type: none"> <li>• Progress reports submitted by DCPSF Implementing Partners</li> </ul>

<sup>27</sup> Including Reconciliation Committees, Peace Committees, NRMs, Water Management Committees, Legal Aid networks

<b>OUTPUT 2: COOPERATION BETWEEN COMMUNITIES OVER DISPUTED LIVELIHOODS ASSETS &amp; INCOME GENERATING OPPORTUNITIES INCREASED</b>								
<b>Indicator</b>	<b>Baseline 2010</b>	<b>Milestone 1 (2011)</b>	<b>Milestone 2 (2012)</b>	<b>Milestone 3 (2013)</b>	<b>Milestone 4 (2014)</b>	<b>Target (2015)</b>	<b>Risks and assumptions</b>	<b>Sources</b>
Number of community initiatives that deliver collaborative livelihoods & income generating strategies (including joint labour, transactions)	Outside DCPSF areas of operation, widespread tensions over the sharing of assets & resources, fuelling conflict between communities	40	60	70	50	220	<ul style="list-style-type: none"> <li>Limited availability of opportunities for collaborative livelihoods &amp; IGAs</li> <li>Scope for diversifying and creation on new livelihoods &amp; enhancing income generating opportunities exist</li> </ul>	<ul style="list-style-type: none"> <li>Progress reports submitted by DCPSF Implementing Partners</li> </ul>
% in increase of commercial interactions between target sample communities	Outside DCPSF areas of operation, transactions between diverse communities are impeded by a lack of trust & confidence	10%	20%	30%	40%	40%	<ul style="list-style-type: none"> <li>Contingent on the progress of livelihoods &amp; income generation projects</li> </ul>	<ul style="list-style-type: none"> <li>Progress reports submitted by DCPSF Implementing Partners</li> </ul>
Number of new/re-established markets that enable diverse communities to interact/cooperate	Whilst markets exist across Darfur, many are segregated by community thereby inhibiting the free flow of trade	5	10	10	10	35	<ul style="list-style-type: none"> <li>Access to markets is maintained/enhanced</li> </ul>	<ul style="list-style-type: none"> <li>Progress reports submitted by DCPSF Implementing Partners</li> <li>Tufts/FIC Livelihoods Vulnerability and Choice programme</li> <li>UNDP CSO/NGO Livelihoods Mapping &amp; Capacity Assessment</li> </ul>

<b>OUTPUT 3: COOPERATION BETWEEN COMPETING COMMUNITIES OVER ACCESS TO NATURAL RESOURCES AND BASIC SOCIAL SERVICES INCREASED</b>								
<b>Indicator</b>	<b>Baseline 2010</b>	<b>Milestone 1 (2011)</b>	<b>Milestone 2 (2012)</b>	<b>Milestone 3 (2013)</b>	<b>Milestone 4 (2014)</b>	<b>Target (2015)</b>	<b>Risks and assumptions</b>	<b>Sources</b>

<b>OUTPUT 3: COOPERATION BETWEEN COMPETING COMMUNITIES OVER ACCESS TO NATURAL RESOURCES AND BASIC SOCIAL SERVICES INCREASED</b>								
<b>Indicator</b>	<b>Baseline 2010</b>	<b>Milestone 1 (2011)</b>	<b>Milestone 2 (2012)</b>	<b>Milestone 3 (2013)</b>	<b>Milestone 4 (2014)</b>	<b>Target (2015)</b>	<b>Risks and assumptions</b>	<b>Sources</b>
Number of community initiatives jointly managing water resources (water points, hafirs, borewells, water pumps etc)	Access to & the management of water resources across Darfur is uneven	30	50	70	50	200	<ul style="list-style-type: none"> <li>• Spoilers interfere in the equitable delivery and management of resources</li> </ul>	<ul style="list-style-type: none"> <li>• Progress reports submitted by DCPSF Implementing Partners</li> </ul>
Number of joint education and health initiatives	Reports indicate that a lack of availability & equitable access to education/health initiatives are a source of tension	20	20	30	40	110	<ul style="list-style-type: none"> <li>• Spoilers interfere in the equitable delivery and management of services</li> </ul>	<ul style="list-style-type: none"> <li>• Progress reports submitted by DCPSF Implementing Partners</li> </ul>

**OUTPUT 4: EQUITABLE AND SUSTAINABLE GROWTH AND ACCESS TO BASIC SERVICES AND INFRASTRUCTURE PROMOTED, WITH PARTICULAR ATTENTION TO ENSURING THAT STABILISED RURAL AND URBAN AREAS REMAIN STABLE**

Indicator	Baseline 2010	Milestone 1 (2011)	Milestone 2 (2012)	Milestone 3 (2013)	Milestone 4 (2014)	Target (2015)	Risks and assumptions	Sources
Number of civil society organisations able to prioritise, plan, design and implement priority projects leading to equitable and sustainable growth (including livelihoods, vocational training, employability)	Mapping assessments suggest weak capacity of Darfuri civil society in advocating, planning and implementing priority projects leading to equitable and sustainable growth	At least 9 civil society organisations are able to advocate, plan and design priority projects	At least 18 civil society organisations are able to advocate, plan and design priority projects At least 9 civil society organisations are implementing priority projects	At least 9 projects implemented	At least 18 projects implemented	At least 27 projects implemented	<ul style="list-style-type: none"> <li>Limited absorption capacity and availability of adequate CSOs</li> <li>There is an interest amongst key stakeholders including INGO sector to upgrade Darfurian civil society</li> </ul>	<ul style="list-style-type: none"> <li>Progress reports submitted by DCPSF Implementing Partners</li> </ul>
Number of well equipped new or rehabilitated schools	Baseline data indicate a need for well equipped new or rehabilitated school infrastructure	5	15	15	15	50		<ul style="list-style-type: none"> <li>Progress reports submitted by DCPSF Implementing Partners</li> <li>Statistical data from Ministry of General Education</li> </ul>
% in increase of enrolment in formal or non-formal (vocational) training	Consultation processes suggest that increased availability of alternative (vocational) training to all Darfuris is essential in maintaining stability	10 %	15 %	25 %	30%	30%		<ul style="list-style-type: none"> <li>Progress reports submitted by DCPSF Implementing Partners</li> </ul>
Number of people with reasonable access to primary health care services	Baseline data indicate a majority of rural communities do not have proper access to primary health care services	50,000	100,000	300,000	400,000	400,000	<ul style="list-style-type: none"> <li>Sufficient primary health care personnel will be available</li> </ul>	<ul style="list-style-type: none"> <li>Progress reports submitted by DCPSF Implementing Partners</li> <li>Statistical data from Ministry of Health</li> </ul>

<b>OUTPUT 5: EVIDENCE OF EFFECTIVE DCPSF GRASSROOTS PEACEBUILDING INITIATIVES COLLECTED AND FED IN WIDER PEACE FORA AND DARFUR AGENDAS</b>								
<b>Indicator</b>	<b>Baseline 2010</b>	<b>Milestone 1 (2011)</b>	<b>Milestone 2 (2012)</b>	<b>Milestone 3 (2013)</b>	<b>Milestone 4 (2014)</b>	<b>Target (2015)</b>	<b>Risks and assumptions</b>	<b>Sources</b>
Number of best practices in peacebuilding identified and shared with stakeholders and fora in the wider peace fora and Darfur agendas	Feeding in best practices in the wider peace fora and Darfur agendas can be enhanced	At least 2 events organised whereby DCPSF best practices are shared	At least 2 events organised whereby DCPSF best practices are shared	At least 2 events organised whereby DCPSF best practices are shared	At least 2 events organised whereby DCPSF best practices are shared	At least 8 events organised whereby DCPSF best practices are shared	<ul style="list-style-type: none"> <li>There is an interest amongst key stakeholders to be informed</li> </ul>	<ul style="list-style-type: none"> <li>Events reports produced by the DCPSF TS</li> </ul>
Number of activities informing future early recovery processes	Baseline data indicate a need for effective conflict sensitive early recovery programming and implementation	At least 2 events organised whereby DCPSF best practices are shared	At least 2 events organised whereby DCPSF best practices are shared	At least 2 events organised whereby DCPSF best practices are shared	At least 2 events organised whereby DCPSF best practices are shared	At least 8 events organised whereby DCPSF best practices are shared	<ul style="list-style-type: none"> <li>There is an interest amongst key stakeholders to be informed</li> </ul>	<ul style="list-style-type: none"> <li>Events reports produced by the DCPSF TS</li> </ul>
% in increase of enrolment in formal or non-formal (vocational) training	Number of M&E activities gauging the impact of DCPSF		At least 6 DCPSF flagship projects visited and impact gauged	At least 6 DCPSF flagship projects visited and impact gauged	At least 6 DCPSF flagship projects visited and impact gauged	At least 6 DCPSF flagship projects visited and impact gauged		<ul style="list-style-type: none"> <li>Annual reports produced by the DCPSF TS</li> <li>Progress reports submitted by DCPSF Implementing Partners</li> </ul>

*Note on financial envelope and target percentages per output:*

The proposed financial envelope necessary to achieve the above results is estimated at approximately 45 Million USD. The estimation is based on the funding level of DCPSF Phase 1 (i.e. around 30 Million USD) which is roughly targeting similar milestones as those mentioned under outputs 1, 2 and 3. The proposed financial envelope also takes into consideration the current absorption capacity of potential implementing partners in the field of peacebuilding and early recovery in Darfur (including constraints related to hiring international and local staff).

Considering funding levels in current DCPSF funded programmes, the estimated target percentages per output is as follows:

- Output 1: Effective community-level conflict resolution and prevention platforms in Darfur are in place: 33%;
- Output 2: Increased cooperation between communities over disputed livelihoods assets & income generating opportunities: 30 %;
- Output 3: Increased cooperation between competing communities over access to natural and physical resources and services: 27 %;
- Output 4: Equitable and sustainable growth and access to basic services and infrastructure promoted, with particular attention to ensuring that (DCPSF) stable rural and urban areas remain stable: 10 %;
- Output 5: Evidence of effective DCPSF grassroots peacebuilding initiatives collected and fed in wider peace fora and Darfur agendas: limited in cost, please see also paragraph 46.

## RISK ANALYSIS

#	Description	Date Identified	Type	Impact and probability on a scale from 1 (low) to 5 (high)	Countermeasures / Mgmt response	Owner
1	Spoilers interfere in the processes necessary to restore trust and confidence	During the drafting of DCPSF Phase 2 During the implementation of DCPSF Phase 1	Political, Strategic	P=3, I=3	<ul style="list-style-type: none"> <li>Urge and support implementing partners to increase inclusive, participatory, inter-community consultations specifically focusing on 1) mitigating risks of spoilers, 2) establishment of early warning mechanisms – all for the purpose of preventing future conflict</li> <li>The project approval cycle foresees the provision of feedback from the field on potential security concerns, via the AHCT</li> </ul>	<ul style="list-style-type: none"> <li>Implementing Partners</li> <li>DCPSF TS</li> <li>AHCT</li> </ul>
2	Access to project sites is impossible due to unstable and unpredictable security situation in the 3 Darfur States, continued presence of armed groups; prolonged rainy season, road closures and inaccessibility; safety of staff traveling by road and otherwise	During the drafting of DCPSF Phase 2 During the implementation of DCPSF Phase 1	Political, security, environmental	P=3, I=4	<ul style="list-style-type: none"> <li>Use of data and political analysis through multiple sources to assess the political risk and urges implementing partners to act on or change implementation plans accordingly as part of the regular monitoring process; assessment missions are always cleared by UNDSS who offer security clearances as well road conditions, and armed escorts</li> <li>Request the authorities to improve security and protection</li> <li>If necessary, suspend DCPSF projects until security on the ground permits quality service delivery.</li> <li>Encourage implementing partners to factor environmental risks in their action plans</li> </ul>	<ul style="list-style-type: none"> <li>Implementing Partners</li> <li>DCPSF TS</li> <li>AHCT</li> <li>SC</li> </ul>
3	Inadequate monitoring due to insecurity, instability and restricted access	During the drafting of DCPSF Phase 2 During the implementation of DCPSF Phase 1	Strategic	P=2, I=3	<ul style="list-style-type: none"> <li>Ask implementing partners to increase delegation of M&amp;E functions to local partners, and sharpening their understanding of indicators for adequately measuring peace and stability</li> </ul>	<ul style="list-style-type: none"> <li>Implementing Partners</li> </ul>
4	Implementing partners become targets because of collaboration with UN or because of unclear or inadequate engagement with authorities	During the implementation of DCPSF Phase 1	Political, security	P=2, I=3	<ul style="list-style-type: none"> <li>DCPSF TS transparently engages with government on purpose and activities of the Fund, and seeks high-level UN support where/when needed</li> <li>Reduce exposure through low-profile approach in sensitive areas</li> <li>Develop and effect a clear, open and continuous communication strategy and manage expectations, pre-empt open communication with key-stakeholders and the wider public</li> <li>Ensure that the knowledge and capacitation of implementation partners in conflict-sensitive programming</li> </ul>	<ul style="list-style-type: none"> <li>Implementing Partners</li> </ul>
5	New or reformed platforms lose credibility after being established due to inability to meet expectations	During the implementation of DCPSF Phase 1	Strategic	P=2, I=2	<ul style="list-style-type: none"> <li>Urge implementing partners to ensure that platform members are selected according to accepted principles and enjoy community support</li> <li>Increased community dialogue, peace building training, ensure that projects meet infrastructure and operational needs of platforms during the selection and implementation process</li> </ul>	<ul style="list-style-type: none"> <li>Implementing Partners</li> <li>DCPSF TS</li> </ul>

#	Description	Date Identified	Type	Impact and probability on a scale from 1 (low) to 5 (high)	Countermeasures / Mgmt response	Owner
6	Though vulnerable groups are represented, their representatives are unable to voice the concerns of their constituencies	During the implementation of DCPSF Phase 1	Strategic	P=3, I=3	<ul style="list-style-type: none"> <li>Increased information sharing with all stakeholders involved, will guarantee the transparency and foster goodwill and cooperation with the local actors preserving the stakeholders across all groups from mistrust.</li> </ul>	<ul style="list-style-type: none"> <li>Implementing Partners</li> <li>DCPSF TS</li> </ul>
7	Limited absorption capacity and availability of adequate CSOs which negatively impacts implementation and monitoring	During the implementation of DCPSF Phase 1	Strategic	P=3, I=3	<ul style="list-style-type: none"> <li>Increased focus on capacity building of CSOs through tailored training sessions and increased partnership between INGO and NNGOs</li> <li>Provide more time for applicants to design proposals in reply to DCPSF Calls for Proposals</li> </ul>	<ul style="list-style-type: none"> <li>Implementing Partners</li> <li>DCPSF TS</li> </ul>
8	Organizational and programme management is challenged by slow recruitment, and overall regulatory environment	During the drafting of DCPSF Phase 2	Regulatory, Operational	P=2, I=3	<ul style="list-style-type: none"> <li>Senior-level UN engages with UNDP HR with a view to prioritise staffing</li> <li>Senior-level UN timely engagement with relevant government bodies for expedient issuance of visas and stay permits</li> </ul>	<ul style="list-style-type: none"> <li>UNDP (HR)</li> <li>SC</li> <li>GoNU</li> </ul>

## MANAGEMENT ARRANGEMENTS

44. The DCPSF is governed in line with the Multi Donor Trust Fund (MDTF) architecture. The DCPSF is overseen by a governing **Steering Committee** (SC), under the chairmanship of the DSRSG RC/HC. In addition a **Technical Secretariat** (TS) has been established to oversee the preparation and decision-making processes related to the DCPSF.

Specifically, the DCPSF governance arrangements will be as follows:

### STEERING COMMITTEE (SC)

45. The SC, based in Khartoum has agreed to establish a decision-making governance body comprising; the DSRSG/RC/HC Chair, a representative of each donor, an appointed INGO representative, a UN agency. The Joint Mediation Support Team (JMST), WB and the Darfur Darfur Dialogue and Consultation are invited as observers and the Administrative Agent (AA) and TS as an ex-officio member.

This body, inter alia, will:

- a) Mobilise resources in accordance with the needs of an evolving Darfur planning framework and priority interventions;
- b) Provide strategic guidance based on agreed and publicised principles and criteria for the identification of priorities to be funded by the DCPSF, to ensure appropriate support is being provided to communities, target beneficiaries and organizations, and address unresolved areas of overlap or conflict between programmes or projects;
- c) Issue instructions for disbursement of approved funding for compliant programmes and projects, to the Administrative Agent;
- d) Commission independent evaluations covering review and lessons learned of the DCPSF in its entirety;
- e) Ensure appropriate coordination with any UNAMID initiatives;
- f) Review and approve consolidated progress and financial updates of the DCPSF submitted by the TS and AA respectively;
- g) Review and approve consolidated progress and financial updates of the DCPSF submitted by the TS and AA respectively;
- h) Review and approve the consolidated annual progress and financial report of the DCPSF submitted by the TS and AA.

Furthermore, the SC has agreed to establish a four voting member decision-making body comprising; the DSRSG RC/HC Chair, an appointed donor representative, an appointed INGO representative, a UN agency. Any member with a conflict of interest cannot vote. The member may however be replaced. The Administrative Agent (AA) and the TS will be invited as an ex-officio member. The SC will ensure that proposals comply with guiding principles, criteria and method as outlined in this document. The SC, inter alia, will:

- a) Decide on proposals for DCPSF funding;
- b) Decide on DCPSF project extensions.

### TECHNICAL SECRETARIAT (TS)

46. A TS, institutionally housed in the RCSO, and with main base in Nyala and liaison presence in Khartoum is responsible for recommending the allocation of DCPSF resources and has been established to support the SC.

The Secretariat is an impartial entity providing technical and substantive support to the Steering Committee and will streamline the preparation, decision-making and evaluation processes related to the DCPSF.

The Secretariat shall undertake four functions under one management structure: (i) Technical support; (ii) overseeing project appraisal; (iii) monitoring and evaluation of DCPSF funded initiatives. TS will be responsible for the consolidation of quarterly narrative updates/reports received from implementing partners.

The TS will report to the SC with the Head of the TS reporting to the Chair of the SC, currently the DSRSG RC/HC. The TS will continue to oversee the programming portfolio, assisting partners in gauging the impact of the existing portfolio, whilst shaping future allocation processes. Where appropriate, the TS will engage technical experts to receive, review and recommend funding allocations for SC approval.

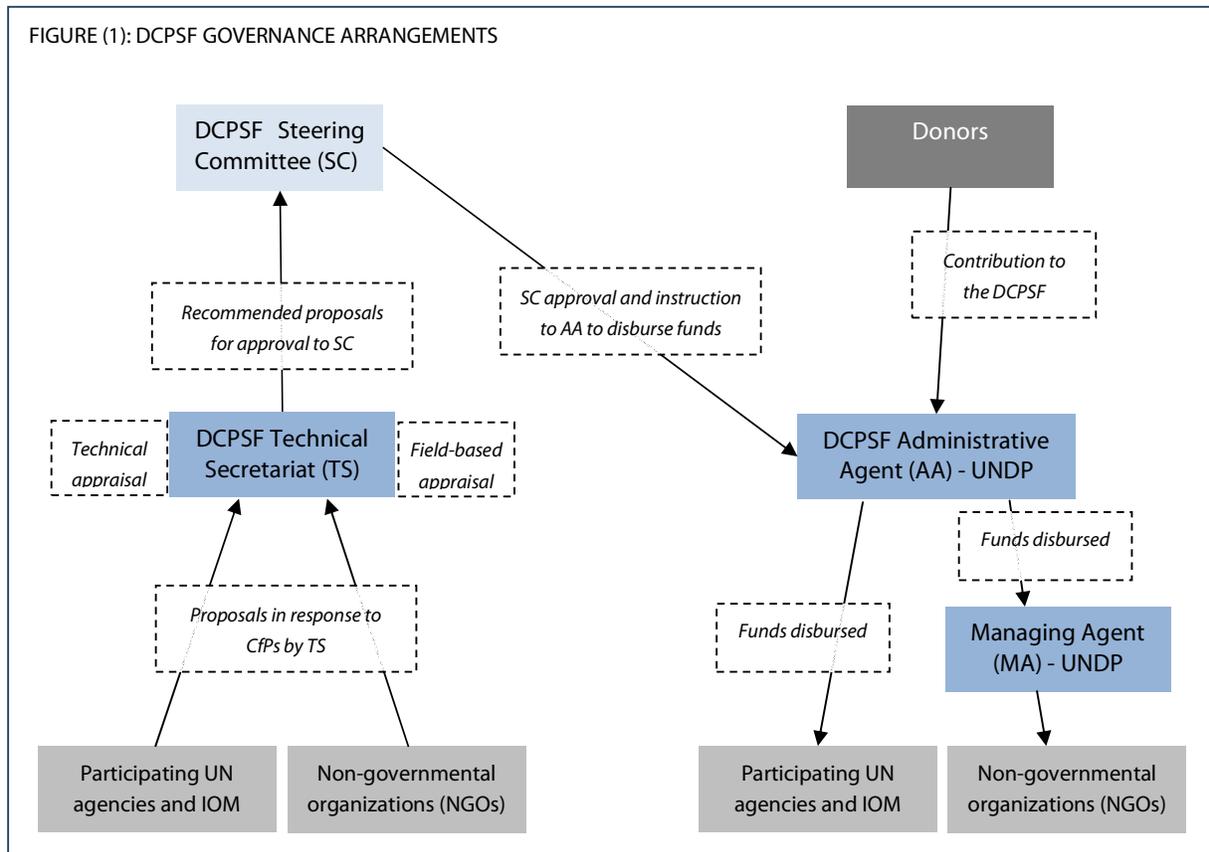
UNDP will staff the TS.

The TS will consist of staff under the overall direction of the Head of the Technical Secretariat; who will be the budget owner of the TS budget. S/he will be assisted by a Peacebuilding Specialist, a Proposals-M&E officer, a Field Reporting and Communication Officer (UNV), a local Administration Assistant and a Driver.

With the approval of the SC the TS will commission individual pieces of work that serve to deepen contextual understanding of issues surrounding communities and conflict in Darfur. This in turn will inform future allocations processes. Following approval from the SC, a USD 300,000 envelope (deducted from contributions made to the DCPSF) is planned for activities commissioned through the activities referred to in point 12 and output 5 of the results framework. It is the responsibility of the TS to engage potential partners in those activities whilst adhering to UNDP systems and procedures.

**GOVERNANCE ARRANGEMENTS**

The governance arrangements for the DCPSF are shown in Figure 1 below:



**ADMINISTRATIVE AGENT (AA)**

47. UNDP will continue to provide the administrative and legal architecture in its dual role of Administrative Agent (AA) role and that representing Participating UN Organisations as Managing Agent (MA). UNDP will administer the DCPSF in accordance with its regulations and rules. It will establish ledger accounts for receipt of contributions. The DCPSF will be established upon the signing of standard Memoranda of Understanding (MOU) with

Participating UN Organisations, and Standard Administrative Arrangement (SAA) between a donor and UNDP as the AA.

The AA shall be responsible for concluding Standard Administrative Arrangements with donors and a Memorandum of Understanding with each Participating UN Organisation and IOM. It shall receive, administer and disburse funds to Participating UN Organisations and IOM upon instruction from the SC through the Chairperson, and submit periodic consolidated narrative and financial reports to the SC before further submission to DCPSF contributing donors.

Each Participating UN Organisation and IOM shall sign a standardised Memorandum of Understanding with UNDP that sets out the duties and responsibilities of each party.

Each donor contributes to the DCPSF by signing a Standard Administrative Arrangement with UNDP in its AA capacity, which sets out the terms and conditions governing the receipt and administration of the contribution.

Subject to the availability of funds, the AA shall normally make each disbursement to the Participating UN Organisation within three business days after receipt of instructions from the SC through its Chairperson, accompanied with the approved relevant programme or project document with supporting documentation from the TS.

## PARTICIPATING ORGANISATIONS

48. Each Participating UN Organisation including IOM shall assume full programmatic and financial accountability for the funds disbursed to it by the AA. Each Participating UN Organisation shall establish a separate ledger account under its financial regulations and rules for the receipt and administration of the funds disbursed to it by the AA from the DCPSF account. This separate ledger account shall be administered by each Participating UN Organisation in accordance with its own regulations, rules, directives and procedures, including those relating to interest. This separate ledger account shall be subject exclusively to the internal and external auditing procedures laid down in the financial regulations, rules, directives and procedures applicable to the Participating UN Organisation.

Each Participating UN Organisations and IOM shall carry out its activities contemplated in the approved proposal in accordance with the regulations, rules, directives and procedures applicable to it, using its standard implementation modalities. This includes adherence to the aforementioned principles and criteria for approval of programme or project proposals.

## CONTRIBUTIONS TO THE DCPSF

49. Contributions to the DCPSF may be accepted from governments, inter-governmental or non-governmental organisations, and private-sector organisations.

Since the DCPSF will focus on a limited range of priority activities, donor contributions will be accepted as un-earmarked contributions, the allocations of which will be approved by the SC.

Contributions to the DCPSF may be accepted in fully convertible currency or in any other currency that can be readily utilised. Such contributions shall be deposited into the bank account designated by UNDP. Each individual contribution should amount to the equivalent of at least USD 200,000.

The value of a contribution payment, if made in other than United States dollars, shall be determined by applying the United Nations operational rate of exchange in effect on the date of payment. Gains or losses on currency exchanges shall be recorded in the DCPSF account established by the AA to transfer funds to Participating UN Organisations.

As an exceptional measure, particularly during the start up phase of the DCPSF (Phase 2), subject to conformity with their financial regulations, rules and directives, Participating UN Organisations may elect to start implementation of project activities in advance of receipt of initial or subsequent transfers from the DCPSF account by using their own resources. Such advance activities shall be undertaken in agreement with the DCPSF SC on

the basis of funds it has allocated or approved for implementation by the particular Participating UN Organisation following receipt by the AA of an official commitment form or signature of the Standard Administrative Arrangement by donors contributing to the DCPSF. Participating UN Organisations shall be solely responsible for decisions to initiate such advance activities or other activities outside the parameters set forth above.

Through the Participating UN Organisations, NGOs, and other designated institutions or entities may receive funds from the DCPSF based on a programme or project agreement concluded with such entities as implementing partners of the concerned Participating UN Organisation in accordance with the regulations, rules and procedures of the Participating UN Organisation. Use of funds, reporting obligations, liability, audit and other matters relating to the management of the funds provided and the activities shall be addressed in such programme or project agreements in the manner that is customary for the concerned Participating UN Organisations.

## UTILISATION OF THE DCPSF

50. Resources from the DCPSF will be utilised for the purpose of meeting the direct and indirect costs of programmes and projects managed by the Participating UN Organisations. Details of such projects, including respective budgets and implementation partners (NGOs, CSOs, inter-governmental organisations) will be set out in the relevant programme or project documents. Participating UN Organisations shall be entitled to deduct their indirect costs on contributions received according to their own regulations and rules, taking into account the size and complexity of the particular project. The indirect costs will be reflected in the project proposal approved by the SC, as described further below. It is expected that such costs will be maximum seven per cent.

The AA will charge a one-time fee of one per cent for fund management which will be deducted from the contributions to the DCPSF at the time that they are deposited.

## VALUE FOR MONEY

51. Following the findings and recommendations made in the DCPSF Mid Term Review, during phase II, the Steering Committee will commission a study to corroborate the most cost efficient management arrangements, while taking into account the Darfur specific working environment. Recommendations of the study will be submitted to the SC for consideration towards the end of 2011.

## PROJECT SELECTION AND APPROVAL CYCLE

### PRINCIPLES OF PROJECT SELECTION AND AWARD

52. The DCPSF project selection and approval cycle is governed by the principles of transparency, equal treatment and non-discrimination.

Project proposals submitted for funding are evaluated by Appraisal Committees against a set of eligibility and evaluation criteria set out in the Call for Proposals documentation. Typically, the budget for projects would range between USD 200,000 and USD 1,500,000.

Appraisal Committees play a crucial role in maintaining the integrity of the DCPSF by ranking proposals against principles and criteria that underpin the Fund. The Committees gauge the technical viability of proposals and rank individual proposals according to criteria set out in Call for Proposals documentation. The TS identifies a pool of experts willing to appraise the technical viability of proposals submitted in response to a Call for Proposals. These individuals form a pool of experts available on call.

### COMPOSITION AND RESPONSIBILITIES OF APPRAISAL COMMITTEES

53. The Appraisal Committees comprise experts with expertise in multi-disciplinary integrated projects covering peace building/conflict prevention, basic social services, livelihoods and cross cutting issues. The Committees are composed of a chair (usually a non-voting staff member from the DCPSF TS) and an odd number of voting members (minimum 3, maximum 5) depending on availability.

The Chairperson is responsible for coordinating the appraisal process in accordance with the procedures set in the call for proposals and for ensuring its impartiality and transparency.

The voting members of the Appraisal Committee have collective responsibility for appraising in an impartial manner proposals and are responsible for recommendations taken/made by the Committee

The quality of the applications forms must be assessed on the basis of the appraisal grid attached in the call for proposals containing the appraisal criteria.

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

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

### ONWARD HANDLING

54. While the proposals will be appraised against a set of criteria established in the call, the appraisal procedure foresees that actors in the field (AHCT with support of the RCSOs) will offer their comments on the feasibility of shortlisted proposals in the specific Darfur context.

The DCPSF SC will then meet to either unconditionally or conditionally approve (or reject) shortlisted proposals with a view to request the Administrative Agent/Managing Agent to disburse.

## MONITORING AND EVALUATION

55. The TS will oversee the monitoring and evaluation of the DCPSF programmes and projects.

Following are the objectives of the DCPSF's M&E framework:

- a) To gain an improved understanding of the DCPSF funded projects, the conflict sensitivity and the conflict context in which it is being implemented and their interaction processes;
- b) to assess operational progress towards achieving outputs;
- c) to factor in lessons learned from ongoing initiatives into future programming/allocation decisions to increase the positive impacts of DCPSF funding on stabilising areas in Darfur and identify opportunities for equitable and sustainable growth;
- d) to measure the impact of DCPSF on stabilising Darfur through commissioned impact evaluations.

56. Monitoring and evaluation tools include desk monitoring, regular DCPSF partner meetings, field monitoring and the DCPSF Results Framework.

### DESK MONITORING

Desk monitoring with special attention on:

- Reporting/updating progress on quarterly basis by DCPSF partners;
- TS feedback to partners;
- Balanced focus on processes of promoting trust and confidence at a community level and reporting on progress made in delivering material outputs.

The report structure will:

- Focus on conflict sensitive relevance of the activities carried out in the context of the local conflict dynamics;
- Reference to updates in the conflict analysis and peacebuilding gaps;
- Describe how the project addresses specific peacebuilding gaps;
- Describe how the project interacts with the conflict context;
- Focus on effectiveness demonstrating to what extent the project achieves its intended outputs;
- Focus on sustainability and partnerships;
- Describe lessons learned, challenges and obstacles;
- Provide recommendations to the DCPSF TS.

Through desk monitoring activities, the TS will:

- Review quarterly reports submitted by DCPSF partners;
- Provide detailed feedback provided via feedback letters, regular meetings with field staff;
- Provide tailored advice on how to improve conflict sensitivity of projects and re-direct activities where appropriate;
- Identify opportunities for equitable and sustainable growth.

### DCPSF PARTNER MEETINGS

Regular DCPSF partner meetings will be:

- A forum open for debate and exchange of information, ideas and lessons learned;
- A tool to facilitate cross-project partnerships.

## FIELD MONITORING

Field monitoring will:

- Allow capturing first-hand observation of the project environment and setting;
- Assess the extent to which the objectives and activities respond to the local peacebuilding needs as outlined in the project;
- Assess updating or fine-tuning of conflict assessments carried out at the moment of project design;
- Balance focus on relevance, effectiveness and impact of peacebuilding/conflict resolution projects.

## RESULTS FRAMEWORK

The DCPSF Results Framework:

- Provides evidence of progress against milestones, targets and outputs on DCPSF-wide level ;
- but Requires clear starting points and targets, strong internal logic, and a strong results focus;
- and Depends on information provided by DCPSF partners.

## COMMISSIONED IMPACT EVALUATIONS

Whilst recognising that DCPSF impacts are at the whim of the broader conflict dynamics and potential spoilers, the commissioned impact evaluations will:

- a) Aim at measuring the longer-term direct and in-direct effects of specific peacebuilding strategies utilised in DCPSF projects in achieving the DCPSF goal and beyond;
- b) Aim at measuring the contribution of DCPSF programmes in stabilising Darfur at grassroots level and beyond;
- c) Require a balanced use of quantitative methods and qualitative research aiming to avoid reductionism so that the measurement of quantitative analysis will be sequenced with qualitative impacts;
- d) Will attempt gauging what would have occurred in the absence of the DCPSF programme in comparison with what has occurred with the programme implemented, also considering the attribution challenge.

## REPORTING, TRANSPARENCY, ACCOUNTABILITY AND LESSONS-LEARNED & EVALUATION EXERCISES

57. For each project approved for funding from the DCPSF, each Participating United Nations Organisation including IOM will provide the Technical Secretariat and Administrative Agent with the following statements and reports prepared in accordance with the accounting and reporting procedures applicable to the Participating United Nations Organisation concerned. The Participating United Nations Organisations and IOM will endeavour to harmonise their reporting formats to the extent possible:
- a) Quarterly updates on progress and provisional expenditure, by the end of the first following month;
  - b) Annual narrative progress report and certified financial statement as of 31 December of each year with respect to the funds disbursed to it from the DCPSF Account, to be provided no later than four months after the end of the calendar year (i.e. by 30 April);
  - c) Final narrative progress reports, after the completion of all project activities financed from the DCPSF and including the final year of the DCPSF, to be provided no later than four months into the year following the financial closing of all project activities financed from the DCPSF (i.e. by 30 April);
  - d) Certified final financial statements and final financial reports, after the completion of all project activities financed from the DCPSF and including the final year of the DCPSF, to be provided no later than six months into the year following the financial closing of all project activities financed from the DCPSF (i.e. by 30 June).
58. The Administrative Agent shall submit to the DCPSF Steering Committee and the Technical Secretariat - for approval and endorsement and for onward submission to donors that have contributed to the DCPSF - consolidated financial reports based on the statements and reports submitted by the Participating United Nations Organisations in accordance with the following reporting schedule:
- a) Consolidated annual financial reports no later than five months after the end of the calendar year (i.e. by 31 May);
  - b) Consolidated final financial reports after the completion of all project activities financed from the DCPSF and including the final year of the DCPSF, no later than seven months into the year following the financial closing of all project activities financed from the DCPSF (i.e. by 31 July).
59. The Administrative Agent will also provide the Steering Committee and the Technical Secretariat with the following statements on its activities as Administrative Agent, for onward submission to the donors that have contributed to the DCPSF:
- a) Monthly unofficial statements of contributions, commitments and disbursements related to the DCPSF Account;
  - b) Certified annual financial statement ("Source and Use of Funds"), to be provided no later than five months after the end of the calendar year (i.e. by 31 May); and
  - c) Certified final financial statement ("Source and Use of Funds"), to be provided no later than six months into the year following the financial closing of all project activities financed from the DCPSF (i.e. by 30 June).
60. The Technical Secretariat will provide the Steering Committee with the following documents for onward submission to the donors that have contributed to the DCPSF:
- a) Consolidated six-monthly progress updates, no later than two months after the end of each semester;
  - b) Consolidated annual narrative progress reports, no later than five months after the end of the calendar year (i.e. by 31 May);
  - c) Consolidated final narrative progress reports produced by the Technical Secretariat, no later than six months into the year following the financial closing of all project activities financed from the DCPSF (i.e. by 30 June).
61. The DCPSF Steering Committee may also request quarterly narrative progress updates on project activities financed from the DCPSF for consolidation by the Technical Secretariat and onward submission to the donors and the Administrative Agent.

62. Independent “lessons-learned and (impact) evaluation exercises” of the entire operation of the DCPSF will be commissioned by the Steering Committee and the Participating United Nations Organisations. A Mid Term Review will be commissioned by July 2013 at the latest by the Steering Committee.

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