

**SECRETARY-GENERAL'S PEACEBUILDING FUND  
PROJECT DOCUMENT TEMPLATE**



**PROJECT DOCUMENT  
PBF Secretariat Project, Sudan**

<b>Country:</b> Sudan	
<b>Project Title:</b> PBF Secretariat Project, Sudan <b>Project Number from MPTE-O Gateway (if existing project):</b>	
<b>PBF project modality:</b> <input type="checkbox"/> IRF <input checked="" type="checkbox"/> PRF	<b>If funding is disbursed into a national or regional trust fund:</b> <input type="checkbox"/> Country Trust Fund <input type="checkbox"/> Regional Trust Fund <b>Name of Recipient Fund:</b>
<b>List all direct project recipient organizations (starting with Convening Agency), followed type of organization (UN, CSO etc):</b> UNDP <b>List additional implementing partners, Governmental and non-Governmental:</b> Ministry of Finance and Economic Planning, Peace Commission of Sudan, UN Department of Political and Peacebuilding Affairs	
<b>Expected project commencement date<sup>1</sup>:</b> 1 April 2020 <b>Project duration in months:<sup>2</sup></b> 24 Months <b>Geographic zones for project implementation:</b> Sudan, with a focus on Darfur region	
<b>Does the project fall under one of the specific PBF priority windows below:</b> <input type="checkbox"/> Gender promotion initiative <input type="checkbox"/> Youth promotion initiative <input checked="" type="checkbox"/> Transition from UN or regional peacekeeping or special political missions <input type="checkbox"/> Cross-border or regional project	
<b>Total PBF approved project budget* (by recipient organization):</b>  UNDP: \$2,800,000 Total: \$ 2,800,000 <i>*The overall approved budget and the release of the second and any subsequent tranche are conditional and subject to PBSO's approval and subject to availability of funds in the PBF account. For payment of second and subsequent tranches the Coordinating agency needs to demonstrate expenditure/commitment of at least 75% of the previous tranche and provision of any PBF reports due in the period elapsed.</i>	
<b>Any other existing funding for the project (amount and source):</b>	

<sup>1</sup> Note: actual commencement date will be the date of first funds transfer.

<sup>2</sup> Maximum project duration for IRF projects is 18 months, for PRF projects – 36 months.

Project total budget: \$ 2,800,000

<b>PBF 1<sup>st</sup> tranche:</b> UNDP: \$1,960,000  Total: \$1,960,000	<b>PBF 2<sup>nd</sup> tranche*:</b> UNDP: \$840,000  Total: \$840,000	<b>PBF 3<sup>rd</sup> tranche*:</b> XXXX: \$ XXXXXX XXXX: \$ XXXXXX XXXX: \$ XXXXXX Total:	<b>__ tranche</b> XXXX: \$ XXXXXX XXXX: \$ XXXXXX XXXX: \$ XXXXXX Total:
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**Two-three sentences with a brief project description and succinct explanation of how the project is time sensitive, catalytic and risk-tolerant/ innovative:**

The main objective of the project is to set up the PBF Secretariat to ensure coordination, implementation, monitoring and evaluation of the PBF portfolio as well as to strengthen the Joint Steering Committee and the capacity of national peace infrastructure in Sudan. The Secretariat will help support and coordinate all future planned PBF interventions in Sudan. The project is time-sensitive for two reasons: it responds to the need to provide UN support to the peace process in Sudan and the newly-established Peace Commission; and it supports the planned transition of UNAMID and handover of mission responsibilities to the Government with UN Country Team support. The project aims to be catalytic through its support to the preparation of Locality Action Plans for peacebuilding under PBF-supported State-level area-based projects in Darfur, supporting the Darfur Development Strategy ‘refresh’, development of an overarching peacebuilding strategy for the country and encouraging bilateral donor to contribute towards transition in Sudan. It is considered innovative in its attempt to facilitate a system-wide approach at national and sub-regional level, supportive of African Union, the Intergovernmental Authority on Development (IGAD) and UN efforts, both of the UNAMID mission and the UN Country Team.

**Summarize the in-country project consultation and endorsement process prior to submission to PBSO, including through any PBF Steering Committee where it exists:**

The project is the result of consultations among various actors, including the Resident Coordinator Office (RCO) and the UN Country Team (UNCT), different ministers (Minister of Finance and Economic Planning, Ministry of Foreign Affairs, Prime Minister’s Office, and Peace Commission), 5 Darfur States and targeted localities, and PBSO. In addition to the propositions and recommendations resulting from these consultations, the project also takes into consideration the priorities of the Transitional Government, where peace has been identified as the top priority, as indicated in the eligibility request to the PBF as well as the analysis of the driving factors of conflict. The project analysis will finally be submitted for approval to the Joint Steering Committee.

**Project Gender Marker score: 2<sup>3</sup>**  
Specify 40.50 % and \$1,133,975 of total project budget allocated to activities in direct pursuit of gender equality and women’s empowerment: \_\_\_\_\_

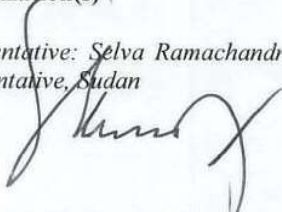



<sup>3</sup> **Score 3** for projects that have gender equality as a principal objective  
**Score 2** for projects that have gender equality as a significant objective  
**Score 1** for projects that contribute in some way to gender equality, but not significantly (less than 15% of budget)

<b>Project Risk Marker score: __1__<sup>4</sup></b>	
<p><b>Select PBF Focus Areas</b> which best summarizes the focus of the project (<i>select ONLY one</i>)  4.3 Governance of peacebuilding resources and PBF Secretariat<sup>5</sup>:</p> <p>If applicable, <b>UNDAF outcome(s)</b> to which the project contributes:  <b>UNDAF Outcome 5:</b> By 2021, security and stabilization of communities affected by conflict are improved through utilization of effective conflict management mechanisms, peace dividends and support to peace infrastructures and durable solutions that augment peaceful coexistence and social cohesion</p> <p>If applicable, <b>Sustainable Development Goal</b> to which the project contributes:  SDG 16: Promote peaceful and inclusive societies for sustainable development, provide access to justice for all and build effective, accountable and inclusive institutions at all levels</p>	
<p><b>Type of submission:</b></p> <p><input checked="" type="checkbox"/> <b>New project</b>  <input type="checkbox"/> <b>Project amendment</b></p>	<p><b>If it is a project amendment, select all changes that apply and provide a brief justification:</b></p> <p><b>Extension of duration:</b> <input type="checkbox"/> Additional duration in months:  <b>Change of project outcome/ scope:</b> <input type="checkbox"/>  <b>Change of budget allocation between outcomes or budget categories of more than 15%:</b> <input type="checkbox"/>  <b>Additional PBF budget:</b> <input type="checkbox"/> Additional amount by recipient organization:  USD XXXXX</p>

<sup>4</sup> **Risk marker 0** = low risk to achieving outcomes  
**Risk marker 1** = medium risk to achieving outcomes  
**Risk marker 2** = high risk to achieving outcomes

<sup>5</sup> **PBF Focus Areas** are: (1.1) SSR, (1.2) Rule of Law; (1.3) DDR; (1.4) Political Dialogue;  
(2.1) National reconciliation; (2.2) Democratic Governance; (2.3) Conflict prevention/management;  
(3.1) Employment; (3.2) Equitable access to social services  
(4.1) Strengthening of essential national state capacity; (4.2) extension of state authority/local administration; (4.3) Governance of peacebuilding resources (including PBF Secretariats)

## PROJECT SIGNATURES:

<p><b>Recipient Organization(s)<sup>6</sup></b></p> <p>Name of Representative: Selva Ramachandran, Resident Representative, Sudan Signature: </p> <p>Name of Agency: UN Development Programme Date &amp; Seal: 09.04.2020</p>	<p><b>Representative of National Authorities</b></p> <p>Ministry of Finance and Economic Planning Signature: </p> <p>Title: <b>ACTING UNDERSECRETARY</b> Date &amp; Seal: Feb. 23, 2020</p>
<p><b>Head of UN Country Team</b></p> <p>Name of Representative: Gwi-Yeop Son Signature:</p> <p>Title: UN Resident Coordinator Date &amp; Seal:</p>	<p> Resident &amp; Humanitarian Coordinator APRIL 8, 2020</p>
<p><b>Peacebuilding Support Office (PBSO)</b></p> <p>Name of Representative: Signature: </p> <p>Assistant Secretary-General, Peacebuilding Support Office Date &amp; Seal: 21 April 2020</p>	

<sup>6</sup> Please include a separate signature block for each direct recipient organization under this project.

## **I. Peacebuilding Context and Rationale for PBF support**

2019 brought profound changes to Sudan, with the ouster of the old regime following months of street protest. On 17<sup>th</sup> August, the Transitional Military Council and the Forces for Freedom and Change, with the mediation support of the African Union and the Government of Ethiopia, signed a Constitutional Declaration on 17 August agreeing on transitional arrangements for the forthcoming 39 months. The Constitutional Declaration, which governs the transition period, envisages the completion of a fair and comprehensive peace in the Sudan no later than six months from its signing, and addresses the root causes of the conflict and its effects.

While the establishment of the transitional institutions was widely welcomed by the Sudanese people, some members of the Forces for Freedom and Change, claimed that the Constitutional Declaration does not adequately reflect their positions as it does not give sufficient attention to ending the conflicts in the Sudan. Other political actors outside the Forces for Freedom and Change, such as the Popular Congress Party, have expressed their strong opposition to the transitional Government.

A landmark step towards the launching of the peace process was the signature, on 11 September 2019, of the Juba Declaration for Confidence-building Procedures and the Preparation for Negotiation between the transitional authorities and a coalition of 10 armed groups and alliances, under the auspices of the President of South Sudan, Salva Kiir.

Security Council resolution 2479 (2019) of 27 June 2019 endorsed the case for a joint African Union-United Nations political strategy for the Darfur peace process to create momentum in the context of the exit of UNAMID. Since then, with the signing of the Constitutional Declaration on 17 August and the establishment of the transitional authorities, the Sudanese parties have taken the lead towards achieving a comprehensive peace, and the international community has been called upon to adopt a new support approach. The approach “*should be guided by the principles of the Constitutional Declaration, recognize the lead of the Sudanese institutions and people, including its women and youth, and ultimately contribute to rebuilding the social contract in the country*”.<sup>7</sup>

In collaboration with other external actors, the African Union-United Nations scope of engagement will be to support: (a) an inclusive peace process with armed groups in Darfur and the Two Areas, including compliance with United Nations Security Council resolution 1325 (2000), and as per chapter 15 of the Constitutional Declaration; (b) peacebuilding processes within local communities; (c) regional and cross-border initiatives; and (d) the constitutional and electoral processes.

A system-wide consultation with the Sudanese transitional authorities from 7 to 9 September in Khartoum concluded that the United Nations and the African Union could add value in supporting a comprehensive peace in the following ways: (a) the provision of expertise on the conclusion of the peace agreements, including through the inclusion of women and youth and gender perspectives in the negotiations, as well as mechanisms to support and monitor the implementation of the agreement; (b) addressing the root causes of the conflicts within the framework of the Sustainable Development Goals, enabling peacebuilding, including through social and economic confidence-building measures, paving the way for an inclusive constitution-making process; (c) the use of the good offices to facilitate interactions among national, regional and international stakeholders; (d) enabling the transitional Government’s access to requisite platforms and resources including the Peacebuilding Commission, and funds, such as the Secretary-General’s Peacebuilding Fund and the Women’s Peace and Humanitarian Fund.

Within the context of his efforts to build a comprehensive peace, as well as in the context of the ongoing UNAMID drawdown, in September 2019 Prime Minister Abdallah Hamdok requested that

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<sup>7</sup> Special report of the Chairperson of the African Union Commission and the Secretary-General of the United Nations on the African Union-United Nations Hybrid Operation in Darfur, 15th October 2019, paragraph 30.

Sudan be declared eligible to the Peacebuilding Fund. On 16th October, the Secretary-General, in his response letter to PM Hamdok, declared Sudan eligible to the PBF for a period of five years.

Political events in Khartoum impacted Darfur in a number of ways over the course of the last nine months. Partly because of the shift of attention of the authorities to security in Khartoum and gaps in the effective functioning of institutions in Darfur states, incidents of criminality increased, in particular in camps for internally displaced persons, and the number of farm destructions and unlawful occupation of land in various parts of Darfur was higher in comparison with the same period in 2018<sup>8</sup>.

Land and natural resources remain at the heart of intercommunal conflicts and constitute the key to durable solutions for internally displaced persons.<sup>9</sup> While many of the issues involved pre-date the conflict and have been exacerbated by the impact of climate change and growing desertification, contentious decision-making of the previous regime led to large-scale displacement of the predominantly Fur and Masalit populations by Arab tribes. Tensions between customary, statutory and religious systems of ownership make it difficult for the displaced to prove ownership and are consequently unable to receive compensation. Political will and support to the Land Commission will be required to address the issues at both national and State level.

Land conflicts take many forms: disputes over land rights/occupation, particularly people seeking to reclaim their land from those who took it from them by force; competition between communities and other economic actors over natural and mineral resources; inter-communal violence between sedentary farmers and nomadic herders. Weak or absent rule of law institutions are not well-placed to respond to the accompanying deterioration in security generally, including an increase in tribal violence, banditry, illicit trade and human trafficking.

Human rights violations and abuses continue across Darfur with a trend increase in the number of documented cases over the last six months<sup>10</sup>. Insufficient action to address violations and abuses has led to both internally displaced persons and local populations expressing lack of trust in law enforcement offices. In addition, conflict-related sexual violence and sexual and gender-based violence continue to be unreported.

The achievement of a fair and comprehensive peace in Darfur requires a transformative approach and a whole-of-system (African Union and United Nations) support towards addressing the conflict drivers and achieving the Sustainable Development Goals<sup>11</sup>. Two dimensions of this transformative approach, specifically acknowledged by the Constitutional Declaration, are considered crucial - gender equality and women and youth empowerment, and human rights.

In the context of the peace agreement, the United Nations and the African Union will: (a) support the Transitional Government's commitment to ensuring women have a minimum of 40 per cent representation in the legislature; (b) support the establishment of national advisory commissions on women and youth at all levels; (c) strengthen the protection strategy for vulnerable populations with a particular consideration for internally displaced women in the Sudan; (d) facilitate the transitional Government's efforts to complete its agreement on the Framework of Cooperation between the United Nations Office of the Special Representative of the Secretary-General on Sexual Violence in

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<sup>8</sup> During the May-October farming season, UNAMID recorded 52 land-related incidents with 33 fatalities, compared with 40 incidents with 13 fatalities during the same period in 2018. Across the five Darfur states, 16 percent fewer people are able to access their lands to cultivate and thirteen percent less land is under cultivation in comparison to last year. This will likely result in increased vulnerability and food insecurity in 2019.

<sup>9</sup> As outlined in S/2018/530, and reiterated by the Strategic Assessment Mission of March 2019.

<sup>10</sup> In July and August, 40 cases of human rights violations and abuses were reported, involving 255 victims, including 9 minors and 38 women, compared with 33 cases involving 182 victims registered between April and June. The documented cases may not reflect the actual number of incidents, owing to underreporting for fear of reprisals, access restrictions to survivors in areas of affected population, as well as absence of police stations and medical facilities in remote areas.

<sup>11</sup> Special report of the Chairperson of the African Union Commission and the Secretary-General of the United Nations on the African Union-United Nations Hybrid Operation in Darfur, 15th October 2019, paragraph 40.

Conflict and the African Union Commission Concerning the Prevention and Response to Conflict-related Sexual Violence in Africa.

Following agreement at the end of September 2019, a UN Human Rights Office will be opened in Khartoum, with field offices in Darfur, Blue Nile, South Kordofan and Eastern Sudan. Support to the transition will be provided in four areas; 1) combating inequality and supporting the development of policies that will help provide for basic economic and social rights and the empowerment and participation of women; 2) legal and institutional reform, to help the Government bring domestic legislation into conformity with its international human rights obligations and develop strong institutions for the protection of human rights; 3) transitional justice, to support accountability and reconciliation, with the meaningful participation of victims in these process; and 4) strengthening the opening of democratic and civic space, including stronger participation of women and minorities.

Building on the successes of the revolution, and the participation of women and youth therein, an all-inclusive and participatory rights-based approach to peacebuilding, and political participation, for the public good, in accordance with the rule of law, and in the interests of all to support the participation of women and youth. Country-wide, a rights-based approach to peacebuilding needs to be taken, founded on principles of empowerment and accountability, and rooted in civil society to promote ownership and sustainability. Targeted but strategic interventions will also be needed to ensure the government, at all levels, achieve its gender commitments in the field of peacebuilding.

In moving forward, specific attention will be paid in all peacebuilding programmes to the needs of vulnerable groups – women, youth, IDPs and refugees – to support their efforts to participate equally and effectively in governance institutions and peacebuilding mechanisms, to build on the tireless advocacy by women’s groups inside the country and deliver to the revolution’s key demands – Freedom, Justice and Peace. Work undertaken through the Peace Commission and on a peacebuilding strategy will be central to this inclusive agenda.

### **Strategic Frameworks & National Ownership**

The Sudan National Development Strategy 2017-2020 outlines peace and reconciliation objectives within the governance and administration sector. It is anticipated, however, that the new Transitional Government will want to review over-arching objectives for the development of the country in accordance with its own vision.

The United Nations Development Assistance Framework (UNDAF) translates government development priorities into a common operational framework for UN support, based upon which individual UN agencies formulate development programmes and projects for the period 2018–2021. The UNDAF was developed, based on a common country assessment, in close consultation between the UN and government partners and is aligned to the National Development Strategy.

The Darfur Development Strategy (DDS) 2013-2019 was originally developed in response to the 2011 Doha Document for Peace in Darfur, to offer a sequenced, coordinated and holistic plan for equitable, sustainable and participatory development needed to move Darfur out of a cycle of conflict and poverty towards a stable and prosperous future, although it was always recognised that more needed to be done to achieve long-term stability. There is widespread support for efforts currently underway by key donors, the UN and the Government to update the Darfur Development Strategy given the underlying assumptions of a successful UNAMID transition and exist and the need for a development process predicated on addressing the root causes of conflict and long-term needs of the people of Darfur.

The Darfur Community Peace and Stability Fund (DCPSF), established in 2007 and administered by the UN, helps to address root causes of conflict in Darfur, supporting peacebuilding and conflict mediation at the community level. The Fund seeks to advance community peace and stability in Darfur by establishing/strengthening community-based reconciliation mechanisms, supporting interdependent livelihoods, promoting effective natural resource management, and building and

linking networks among peacebuilding actors and initiatives across Darfur. It works through over 60 participating UN organizations and international and national non-governmental partners. To request proposals from organizations, the Fund first conducts conflict analyses and prioritizes geographical areas.

Despite challenges, the implementation of the UNAMID transition has continued, in line with Security Council resolution 2429 (2018). On 31 October, SC resolution 2495 (2019) extended the mandate of UNAMID for one additional year. The resolution (S/2019/849) stipulates that UNAMID, in cooperation with the UN Country Team, focuses on (i) support to the peace process and the implementation of any peace agreement, (ii) support to peacebuilding activities including expansion of the State Liaison Function's () into Jebel Marra, and (iii) the protection of civilians, monitoring and reporting on human rights, the facilitation of humanitarian assistance and the safety and security of humanitarian personnel, and to contribute to the creation of the necessary security conditions for the voluntary, informed, safe, dignified and sustainable return of refugees and IDPs or local integration or relocation to a third location.

To strengthen transition planning in Darfur, UNAMID and the UN Country Team (UNCT) established a Joint Transition Cell (JTC), effective 1 September 2019, to replace the existing interim transition mechanism. The JTC will focus on field coordination, including information management and analysis, project management and the gradual expansion of the State liaison functions (SLFs) further into the greater Jebel Marra. Strengthening coordination will ensure the links between the SLFs and parallel funding streams, including the Peacebuilding Fund and the Darfur Development Strategy.

The RCO is currently working on a mapping of post-transition international assistance for Darfur, reflecting the support provided by the UNCT alongside that of other partners in an effort to determine the comparative strengths of the UN and partners in sectors previously supported by UNAMID and seek to minimise the gap after the mission's exit.

Sudan received funding from the PBF's Immediate Response Facility for the joint UNDP-UNICEF project "*Sustainable Returns and Peacebuilding through Durable Solutions and Rule of Law in Golo, Jebel Marra*" (2018), with a budget of \$3 million. The project applies an integrated approach of sustainable and diversified livelihood opportunities for women and men, and education and protection for children, and seek to strengthen rule of law institutions and support youth participation in peacebuilding activities, while promoting durable solutions for internally displaced persons and returnees in the most conflict-affected area in Darfur.

The scaling-up of PBF assistance in Sudan through the project herein will provide UN-AU support to the peace process, develop Government capacities to make peace through support to the Peace and Land Commissions, and provide an overarching Secretariat function for a scaled-up PBF intervention in Darfur for a first phase of support. The PBF Secretariat will also provide coordination support to the finalisation and closure of the above mentioned PBF project in Golo, Jebel Marra and any additional future PBF interventions in Sudan.

## **The Project**

The *nature* of the challenges in Sudan dictate that effective peacebuilding must be founded upon a political commitment, and owned at all levels of Government, with technical support and resources provided by the UN system and other partners. A purely technical enterprise is unlikely to succeed.

The PBF secretariat will support the Governments of Sudan's vision to deliver on peace agreements and manage the transition process of stabilisation to early recovery, development and resilience.

The *scale* of that challenge is such that no single project, programme or track of assistance can encompass it. A strategic framework is required to coordinate and articulate multiple humanitarian and development interventions – those of the Government, the UN system, the donor community and



implementing partners - to the three priorities identified in the UN/AU Special Report (S/2018/530) and Security Council resolution 2429 (2018), and recapitulated by the Prime Minister in his request for PBF eligibility for Sudan on 25 September 2019: durable solutions for IDPs and refugees, rule of law and human rights, and peacebuilding at community level.

The project will support the Higher Peace Council and the Peace Commission in development of that framework, and in establishing the peace architecture and processes necessary to its implementation in conflict-affected regions. The focus of the first phase of the project's sub-national assistance will be Darfur, to ensure smooth transition from UNAMID to Government efforts to extend, consolidate and sustain the peace.

A Steering Committee will be established to supervise and coordinate projects execution. The SC is the governance structure of the PBF projects in charge of the strategic supervision of the PBF portfolio and of endorsing new PBF projects (include ToRs of the SC in the appendices). The PBF Secretariat project intends therefore to support the strategic guidance role of the Steering Committee as well as the recipient organizations and their implementation partners in achieving results through the projects. The Secretariat will pay particular attention to the synergies among the various interventions in the field and will contribute to mobilizing additional resources from potential donors to further develop the peacebuilding process.

The PBF Secretariat is established in order to support the SC, specifically by: i) ensuring the CS fulfills its management and quality control functions through coordination and support from the Secretariat as well as early warning systems targeting all types of issues; ii) serving as interface between decision making entities (SC, PBSO) and recipient organizations; iii) providing quality control of PBF support; iv) ensuring gender mainstreaming within PBF interventions; and v) undertaking and facilitating coordination and M&E for the PBF portfolio.

The Secretariat actively supports the coordination function of the UNRC according to the revised functions as defined in the "Terms of Reference" and "Management and Accountability Framework". The Secretariat will also support the RC, in particular for the selection, development and implementation of PBF projects and as SC cochair.

In this regard, the Secretariat will also liaise with key dialogue institutions/platforms to ensure successful strategic results for the PBF engagement in the country: UNDAF mechanisms, coordination group of Technical and Financial Partners (TFPs); coordination group of XXX (i.e. gender and human rights); humanitarian action group (if any); and any other entity working in PBF related areas.

The PBF Secretariat seeks to contribute to the achievement of the following three outcomes for Sudan:

- Outcome 1:** *The peace process has delivered a comprehensive peace agreement and peacebuilding strategy for Sudan, supported by the UN system, regional and continental institutions, and the international donor community.*
- Outcome 2:** *National and sub-national infrastructures for peace, and mechanisms and processes necessary to transition from UNAMID's presence in Darfur strengthened.*
- Outcome 3:** *The Peacebuilding Fund Secretariat provides effective coordination monitoring reporting, evaluation and communication regarding PBF programming in Sudan.*

The PBF is designed to be a risk tolerant source of ‘catalytic’ funding: the PBF Secretariat will have a strategic role in facilitating the peace process and mobilising international support to peace agreements; the first phase focus on joint management of the transition from UNAMID presence in Darfur provides an opportunity to demonstrate ‘*proof of concept*’ in respect of an integrated and coordinated UN system approach to peacebuilding – a *New Way of Working* aimed at peace consolidation, early recovery, and a steady move from provision of humanitarian assistance to longer-term processes for development and resilience.

### **Outcome 1**

A Joint PBF Steering Committee will be established, to be jointly chaired by the UN Resident Coordinator and the Sudanese Government, to provide strategic oversight of the PBF portfolio in the country, including provision of external support to the peace process and capacity development assistance necessary to Government peacebuilding efforts.

The project has the potential to serve as a flexible channel for the provision of external support to the peace process in Sudan and is designed to complement assistance to the Sudan peace process through UNAMID. Financial support to mediation efforts, technical advisory services and organization of conferences and events by the UN Department for Peacebuilding and Political Affairs (DPPA)<sup>12</sup>, the African Union and IGAD will be supported by the funding provided to DPPA in outcome 1.

The PBF Secretariat project herein will provide capacity development support to a Government secretariat for the ongoing peace talks in Juba, South Sudan, through the provision of staffing, equipment, travel and related expenses. It will also support Government preparation of an inclusive peacebuilding strategy for the country on a participatory basis, through provision of technical expertise and resources necessary to ensure a consensual and consultative process at both national and sub-national level, from initiation to validation.

The Resident Coordinator will chair regular partner liaison meetings to brief on the peacebuilding work of PBF and the UN system and lead efforts to review the existing structure and mandates of UN peacebuilding funds in Sudan and establish a new architecture to support the national agenda for peace.

### **Outcome 2**

The Peacebuilding Fund will support the UNCT to build Government capacities for peacebuilding in Sudan, with a first phase focus of PBF assistance on enabling and supporting a smooth transition from UNAMID to Government responsibility for continued stability and development in Darfur. Both SLFs and PBF priority areas are aligned. Based on SLFs lessons learnt and joint analysis with UNAMID, PBF will focus on durable solutions in addressing land issues, social contract and capacity development of local-level peacebuilding institutions.

The project will provide start-up support to the Peace Commission and other pertinent institutions, including, *inter alia*, the Land Commission at national level and in the five Darfur States, build their capacities for mediation, and provide resources for peacebuilding forums and processes for coordination of external assistance. The project will co-fund the Darfur Strategy Refresh, to be aligned with the national peacebuilding strategy to be developed (see Outcome 1).

The Secretariat project will support the RCO to ensure technical level coordination of UN system assistance, and integration with Government Peace Commission efforts, on a ‘horizontal’ basis, i.e.,

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<sup>12</sup> In coordination with the UN Department of Peace Operations 9DPO)

moving beyond PBF focus on select Localities to achieve State-wide coverage as effectively as possible in regard to policing capacities and protection needs, identified jointly with UNAMID and the Joint Transition Cell, as priorities during the UNAMID drawdown. A technical-level working group will comprise:

- Peace & Development Adviser (co-lead)
- PBF Programme Coordinator (co-lead)
- Joint Transition Cell representation
- UNDP Deputy RR (Programmes)
- Sudan International Partners Forum representative
- UNDP Project Manager for Secretariat Project Outcome 2
- DCPSF Programme Manager
- UN Darfur Fund Programme Manager
- PBF Recipient Agencies (UNDP, UNICEF, UNHCR, UN HABITAT, FAO, IOM)
- Line Ministries as required.

In each of the five states, a state-level taskforce comprising relevant technical expertise from DCPSF, PBF and select SLF embedded in relevant Agencies will work together to share data, agree shared conflict analyses and conflict sensitivity strategy, prepare a joint results framework for peacebuilding in Darfur, establish a common community-based monitoring regime, and implement a single UN strategic communications plan.

The state-level taskforce will support information management and joint analysis through collation and further dissemination of data from PBF State-funded area-based projects and DCPSF activities, integrate UNAMID data transferred to the UN Information Management Group, and monitoring reports from all relevant sources.

The PBF Secretariat will provide provide technical assistance on gender mainstreaming and women's empowerment throughout the PBF programming; project cycle of design, implementation and evaluation.

PBF will ensure a gender balance on all mechanisms for community engagement and decision-making as far as possible. In close coordination with UNWOMEN, UNAMID and other relevant institutionsit will also ensure that women are adequately empowered and represented in all peace mechanisms, structures and processes including the peace talks and Peace Commission at both national and sub-national levels. The PBF projects will capture gender disaggregated data in community perceptions studies of security in the studies to be undertaken and use them to establish strengthen targets and indicators from a gender perspective. UNSCR 1325 networks, established by UNAMID, will be facilitated in each State, and new elected or appointed women leaders given leadership training, to more effectively execute their roles.

### **Outcome 3**

The project will support the operation of the PBF Secretariat based in the Resident Coordinator's Office in Khartoum, led by a senior international Programme Coordinator responsible for ensuring coordination of PBF assistance to Sudan, including liaison and representation with Government and donors, monitoring and reporting, fund management and development of future phases of programming (see ToR attached in the Annex). The PBF Coordinator will act as secretary to the PBF Joint Steering Committee and will follow-up on decisions made.

The PBF Secretariat will ensure mainstreaming of conflict and gender sensitive programming, effective monitoring, narrative and financial reporting, final evaluation and audit. It will provide

guidance to PBF Recipient Agencies, and capacity development where necessary in regard to PBF programming requirements.

As the PBF governance mechanism in the country, the PBF Secretariat has two main functions: 1) support and organize the work of the PBF Steering Committee; and 2) coordinate the work of the UN (RUNOs) and non-UN recipient organizations (NUNOs) within the programming cycle (design, monitoring/evaluation) and ensure synergies of the PBF portfolio and visibility of its programmes. The PBF Secretariat plays therefore a strategic role in the UNCT as it stimulates inclusive discussions on conflict prevention and peacebuilding in the country. The PBF will then also play the role of focal point for the Peacebuilding Commission (PBC) activities.

In this context, this project intends to support the Steering Committee, implementing partners and agencies with coordination, implementation, monitoring and evaluation of the PBF projects.

### **Implementation Arrangements**

The Joint Steering Committee will be established with Government counterparts and a first meeting held to provide initial direction and guidance to project implementation. This will include requests to unlock the unearmarked budget reserved for provision of UN DPPA/AU/IGAD support to the peace process.

The PBF Secretariat project will be coordinated by the RCO, and fund administration will be handled by UNDP.

The Secretariat staff will be responsible for coordinating the PBF-supported projects, supporting recipient organizations with project execution, M&E, communication and reporting activities. The project will also benefit from PBSO technical support for guidance and relations with other partners. The Steering Committee will receive regular reports for endorsement prior to being submitted to PBSO.

The Secretariat will support implementing partners with project execution, communication/visibility, reporting and M&E, including final evaluation. It will ensure gender mainstreaming during the entire cycle from project design to implementation and evaluation.

Beyond regular monitoring activities, the PBF portfolio global assessment in Sudan will be conducted to evaluate impact on the beneficiaries and how perceptions and mentalities on peacebuilding, social inclusion and peaceful coexistence have evolved in the areas of intervention.

Agencies' focal points and their partners will engage in the implementation by actively participating to various activities. The Secretariat will provide technical support to plan projects final evaluation. It will define methodologies and monitoring mechanisms in collaboration with implementing agencies and coordinate data collection and analysis as well as indicators of the newly approved projects. The Secretariat will also support semi-annual and annual reporting for current projects, a consolidated annual report of the Steering Committee as well as an annual strategic report.

An evaluation and audit of the first phase of PBF assistance will be organized in the final three months of project implementation, according to Terms of Reference to be developed by the PBF Programme Coordinator and PBSO and approved by the Steering Committee.

## **Theory of Change**

IF the PBF Secretariat efficiently supports the design, development and implementation of PBF programmes and ensures effective coordination as well as communication between the Government of Sudan, the UNCT, DPPA/DPO and Civil Society partners, THEN the PBF projects will have a significant peacebuilding impact and catalytic effects in Sudan.

## **II. Project management and coordination**

### **Recipient organizations and implementing partners**

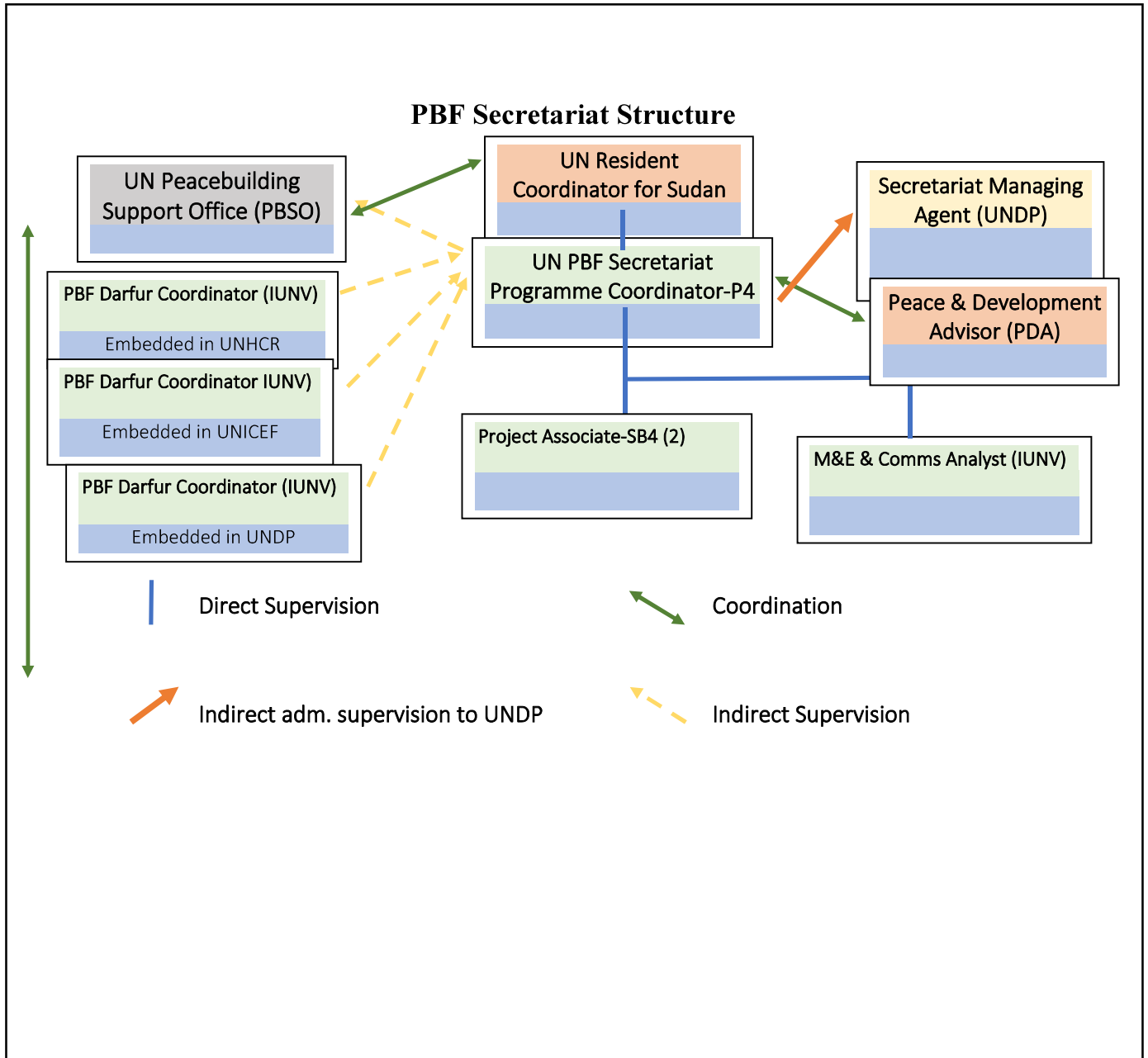
The Secretariat will ensure project execution by supporting recipient agencies and their implementing partners with project implementation, M&E, and communication. Because of its strategic function, the Secretariat project will be in the RCO in charge of the project global supervision. UNDP will be the executing agency and, in this capacity, will ensure administrative and contractual management of Secretariat staff. UNDP will receive funds separately to serve as implementing Agency responsible for delivery of projectized assistance to support Government capacities for peacebuilding.

### **Project management**

The UNRC or his/her representative in the RCO will ensure global supervision of the PBF Coordinator who will report to him/her on all tasks related to the Secretariat. The PBF Coordinator will work in close collaboration with the Steering Committee and the RC's team, specifically with the Peace and Development Advisor. The RC remains accountable for the delivery quality of the PBF Secretariat.

The PBF Coordinator will also indirectly report to PBSO on the PBF portfolio strategy in the country and on PBF projects performance. PBSO will join the RCO and implementation agency to participate to the recruitment process as well as Secretariat professional staff performance assessment.

The PBF Secretariat team will comprise the following staff: PBF Programme Coordinator (P4); M&E Expert (IUNV), 3 IUNV Coordinators to be attached to the three Lead Agencies responsible for implementation of the Darfur State projects (UNDP, UNHCR and UNICEF), and a national Finance Associate and Project Associate. The IUNVs will report to the Head of Office in the field (for accountability and performance) and will have a dotted line to the PBF Secretariat in order to assist with coordination/M&E/reporting, as well as on State Liaison Function coordination under the supervision of the lead agencies. This will help ensure optimal alignment of activities between the two programmes (PBF and the State Liaison Function programming). The PBF Programme Coordinator will be based in the RCO Office, Khartoum, and would be expected to spend up to 40% of his/her time in the field. Separate terms of reference will be prepared and submitted for all functions under the PBF Secretariat. The PBF secretariat will ensure gender mainstreaming and issues related to women participation and representation in peace processes, and gender, peace and security issues are adequately addressed in all PBF projects



The PBF Programme Coordinator for Sudan will act as Secretary to the Steering Committee, with overall responsibility for preparation of inter-Agency Annual Work Plans, coordination between PBF Recipient Agencies for project implementation purposes, narrative and financial reporting, risk analysis and management. Under the guidance of the PBF Programme Coordinator, the M&E Expert will take responsibility for the development and implementation of the PBF monitoring and evaluation regime, project reporting, the strategic communications plan and resource mobilisation strategy.

While the UN Resident Coordinator will ensure the overall supervision of the Secretariat activities in terms of substance and quality of results, the hosting agency (UNDP) will be in charge of the administrative and contractual management of the PBF Secretariat's staff. Because of the close collaboration that the Secretariat staff will have with PBF the professional staff of the Secretariat will also have a dotted line of reporting to PBF who will be involved in the recruitment process of these staff and will participate in their evaluation appraisal

## Coordination

Peacebuilding offers PBF Recipient Agencies and the broader UN Country Team both opportunity and obligation to operationalise the “*New Way of Working*” called for at the World Humanitarian Summit of 2016. The “*New Way of Working*” is about using resources and capabilities better, improving SDG outcomes for people in situations of risk, vulnerability and crisis, and shrinking humanitarian needs over the long term. It must also be about galvanizing new partnerships and collaboration—such as through the private sector, local actors’ and multilateral development banks—in support of achieving the collective outcomes to which PBF in Sudan aspires. Effective coordination mechanisms will be key.

The PBF Secretariat will facilitate the work of the UN RCO to mobilise the UN Country Team in Sudan in support of the Prime Minister’s vision for peace, articulating Agencies with demonstrated capacity to PBF interventions and ensuring coordination between them; integrating their work within a broader UNCT effort to model *a new way of working* to address the humanitarian-development-security nexus through the lens of peacebuilding, with shared conflict analysis, agreed collective outcomes, common M&E framework, and with consolidated reporting to the Peace Commission and external partners.

PBF will support both ‘horizontal’ and ‘vertical’ coordination for this *new way of working*. ‘Horizontal’ coordination work will be organized through the Darfur Transition Technical-level working group to be established. The working group, and the Joint Implementation Unit also envisaged, will promote coherence and integration of UN system assistance to Darfur.

‘Horizontal’ coordination work to be undertaken with PBF resources will include:

- PBF State Coordinators (IUNVs), embedded in lead Agencies (UNDP, UNHCR, UNICEF), will ensure coordination with and through Government counterparts at Locality and State level, according to peace architecture to be developed under Outcome 2. PBF Lead Agencies will convene monthly State-specific technical coordination meetings of PBF Recipient Agencies on a staggered basis, allowing the PBF Programme Coordinator to participate in as many meetings as possible.
- UNDP will work under the Secretariat project to link existing CBRMs in Darfur into an organized network, clearly articulated to State-level architecture of the Peace and Land Commissions, responsible for territorial coordination of all external assistance to the State as it relates to peacebuilding;
- The afore-mentioned taskforce comprising the lead PBF agency in each of the states, PBF coordinators, DCPSF and UNAMID SLF personnel embedded in relevant agencies will work together to establish a unified UN-system effort for Darfur, comprising pooled data, shared conflict analysis and conflict sensitivity strategy, a joint results framework for peacebuilding including common community-based monitoring regime, and an integrated UN strategic communications plan. They will collaborate to support information management and joint analysis, as well as further dissemination of data from PBF state-funded area-based projects, State Liaison Functions (SLF) and DCPSF activities and integrate UNAMID data transferred to the UN Information Management Group, and monitoring reports from all relevant sources.
- PBF will support the RCO to mobilise and coordinate a wider UN Country Team effort for Darfur, to be delivered through PBF or DCSPF, via individual Agencies by mandate, or through existing and planned Joint Agency Programmes.

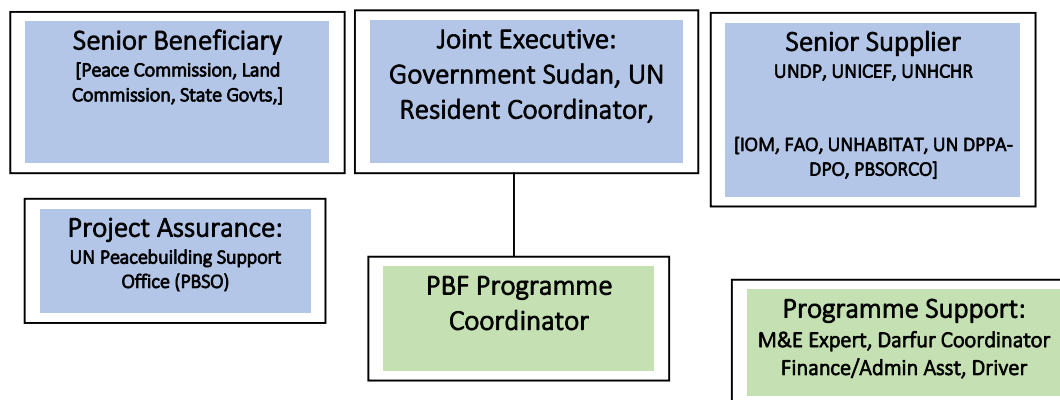
The PBF Secretariat project will ensure ‘vertical’ linkages between Government peace architecture at Locality, State and Federal levels, and will support enhanced UN system liaison and coordination.

Given the strategic nature of its function, the PBF Secretariat will be located in the UN Resident Coordinator Office (RCO) and will actively support the RC in coordination of UN System support to the peace process in Sudan, including the selection, development and implementation of PBF

projects, and their appropriate linkage to ongoing UN-wide planning processes, including UNDAFs, IDFs and joint UN systems efforts to address the humanitarian-development-peace nexus.

Ultimate responsibility for coordination rests with the PBF Joint Steering Committee, which will meet on a bi-annual basis, chaired by the UN Resident Coordinator and the Peace Commission of the Government of Sudan. The composition, roles and responsibilities of the Steering Committee, are outlined in the annex detailed in Annex B of this document.

### PBF Steering Committee in Sudan



### Risk management

The overall risk level of the project is deemed to be medium, on the basis of political uncertainty, the potential for a deterioration in the security situation, and the innovative nature of the project itself.

While the PBF is in principle a risk-tolerant fund, this increases rather than decreases the need for detailed and ongoing risk management. On behalf of the Joint Steering Committee, the PBF Programme Coordinator will work continuously to monitor, update and mitigate risks identified in four main categories:

Risks	Probability	Impact	Mitigating strategies
- Lack of information on implementation by recipient agencies	Medium	Low	Secretariat to collaborate with agencies to improve information sharing
- Delays to submit narrative and financial reports	Medium	Low	Close monitoring of agencies to ensure efficient narrative and financial reporting
- Insufficient national ownership	Low	High	Engage partners in Steering Committee and technical meetings
- Challenges for agencies to jointly supervise projects in the field	Medium	Medium	Plan joint missions
- Steering Committee does not meet according to planned timeline	Medium	Low	Designate deputy to back up absent Steering Committee members
- Procurement processes slow down project execution	Low	Medium	Prepare procurement plan at start of project
- Potential disagreements between agencies regarding project execution	Low	Low	Engage all agencies in operational planning of activities Request mediation from RC if needed
- Fragmentation, duplication and weak coordination among projects	Low	Low	Quarterly coordination meeting to promote synergies among projects



### ***Political Risk***

Key political risks include loss of Government authority, delays to establishment of the Peace Commission, setbacks in the peace process, insufficient buy-in of key stakeholders, or attempts by government authorities or traditional leaders to misuse assistance for political ends, or to side-line or isolate other parties or actors. Replacement of local or national government leaders, or the inability of local governments to function due to political transition, constitutes another political risk.

The political risks identified can be mitigated by continued DPPA, AU and IGAD support to the peace process, capacitation of the Peace and Land Commissions for joint implementation, and an inclusive and participatory, conflict-sensitive approach at the local level. The risk of local government turnover can be partially mitigated by identifying and aligning with key community members who can support and promote ongoing community participation in the implementation process.

### ***Security Risk***

The transition of UNAMID, unmet expectations of the change in Government, or reaction to the unfolding may all trigger increased insecurity or an upsurge in conflict in Darfur during implementation of the PBF projects that could threaten the wellbeing of staff or impede access to project sites.

The taskforce, which will focus on data capture and information management, and community-based early warning and response systems, can help alert project management to deterioration in the security situation. PBF work to build on UNAMID work in regard to presence and capacities of the Sudanese Police Force, particularly in regard to community-based policing, may protect order on a localised basis. Physical risk can also be mitigated by fielding national third-party contractors, most of whom are resident in or near the project sites which may be off-limits to UN staff. Negotiations with formal and informal authorities and community leaders will also be held to secure a safe environment for project staff and implementing partners.

All PBF projects will be implemented under the guidance of the UN Department for Safety and Security and the authority of the UN Designated Security Officials for Darfur and for Sudan.

### ***Operational Risk***

The main operational risks for the project to manage relate to insufficient capacities of recipient Agencies, and the innovative attempt of PBF to stimulate a new way of working for the UN system in Darfur, directly addressing the humanitarian-development-security nexus and challenges posed by the drawdown of UNAMID.

Agency capacity was utilised as a specific criterion for the selection of Recipient Agencies (RUNOs) for the first phase of PBF assistance. A capacity assessment of resident UN Agencies for peacebuilding in Sudan is envisaged as an activity of the PBF Secretariat project and will support the selection of Agencies to receive funds under future PBF phases or calls.

Permanent liaison between the PBF Programme Coordinator and the Recipient Agencies, as well as the envisaged coordination mechanisms, technical-level UNCT working group for peacebuilding, and the Joint Implementation Unit for Darfur, should all support the integrated *new way of working* required to address the humanitarian-development-security nexus, while single Agency responsibility for the delivery of outputs should retain the principle of accountability for results.

Slow establishment of national and sub-national peace architecture constitutes another operational risk that may hamper implementation. UN system advocacy and PBF support to building the substantive and operational capacities of the Peace and Land Commissions will mitigate the risk involved.

### ***Reputational Risk***

Reputational risks include associations (real or perceived) with parties of the conflict, political actors, rights violators, and need to be managed through local conflict analyses and conflict-sensitive approach, wide stakeholder engagement, communication, and coordination with human rights and political arms of the UN system. In addition, regular transparent communication of project activities to all stakeholders as well as regular consultation with counterparts will help in mitigating this risk. All stakeholders (the donors, other agencies, and communities themselves) should be kept fully informed about the nature and level of risk involved. In addition to communicating intentions and achievements, controlling the narrative is also an essential component in the management of reputational risk.

The first aspect of conflict sensitivity requires that PBF and relevant partners analyse and understand the impact of national and local conflict dynamics on the ability of PBF and its recipient Agencies to deliver peacebuilding activities. The second aspect of conflict sensitivity considers the impact of PBF projects on the various national and local conflicts. This includes but goes beyond the *do-no-harm* approach by explicitly providing support to local actors to transform the conflicts.

During the Inception Phase of State projects, a rapid local conflict analysis of the selected Localities needs to be undertaken, to map the situation at the granular level necessary to ensure that the proposed intervention is appropriate, as well as to inform development of an overarching conflict sensitivity strategy for PBF in Darfur. It is vital to avoid exacerbating any existing tensions, or – wherever possible – being seen to work through, or otherwise favour, those who have previously abused power.

PBF projects will be fully compliant with the United Nations Human Rights Due Diligence Policy (HRDDP) and will ensure proper mitigation mechanisms to identified human rights related risks, ensuring, among others, that implementation does not in any way legitimise institutions or leaders that have been associated with egregious violations of human rights. The HRDDP framework will be used to assess national security actors prior to engagement, establishing the concrete involvement of local human rights actors and actions necessary to build their capacities. The envisaged provision of support to human right defenders in monitoring, investigation and reporting on abuses, should also help in mitigating reputational risk.

An initial Risk Analysis is appended to this document as an Annex C. It attempts to capture in tabular form the categories and nature of risks identified, probability and likely impact, proposed mitigation measures and responsibility for their implementation. The project inception phase will include a full Risk Analysis to be prepared by the PBF Programme Coordinator, and development of a conflict sensitivity strategy for approval by the Joint Steering Committee. The analysis will look into all potential risks, including social, environmental and climate-related risks as well as those unidentified at the stage of developing the initial project document. The full Risk Analysis will establish a risk log, to be updated on an ongoing basis by the PBF Programme Coordinator, as the basis for all further risk identification, mitigation and management by the Joint Steering Committee.

### **Monitoring and Evaluation**

The PBF Secretariat project will establish a permanent internal, technical and financial monitoring system for all PBF projects in Sudan. The PBF M&E Expert will elaborate bi-annual progress and financial reports for review by the Joint Steering Committee. Each report will provide an accurate account of implementation of the PBF projects, difficulties encountered, changes introduced, as well as the degree of achievement of its results (outputs and direct outcomes) as measured by corresponding indicators, using as reference the common Darfur Results Framework to be developed. Reports will be laid out in such a way as to allow monitoring of the means envisaged and employed and of the budget details of the intervention. Final reports, narrative and financial, will cover the entire period of the implementation of the first phase of PBF intervention.

Inception Phase and final quarter community perception studies in Darfur are considered essential because perceptions matter as much as reality if the intervention is to build peace and the social

contract at the grassroots level. The studies will be used to establish baselines and assess results achieved.

Internal monitoring of collective PBF project implementation will be undertaken through a variety of means:

- RUNOs have established Outputs for their contributions to all projects, proposed the indicators and target indicators to be achieved, and will undertake regular internal monitoring of progress toward results.
- Ongoing community-based monitoring through competitive contract to local NGO groups from months 6-12 of project implementation.
- Periodic Project assurance missions of the PBF Programme Coordinator and M&E Expert.

Programmatically, PBF will integrate key indicators of divisions and tensions in the regular monitoring activities of the project to ensure that exacerbating tensions and trends can quickly be detected. The integration of key indicators on tensions within the project’s M&E framework will also ensure feedback into the project management cycle and allow for review and modification of activities to address deteriorating dynamics within affected communities.

The PBF will have a strong commitment to knowledge management, for a number of purposes:

1. To ensure that the work of PBF is evidence-based, appropriate, and conforms to the imperative of the “do no harm” principle;
2. To facilitate coordination and promote good practice amongst all actors working in the Darfur region;
3. To demonstrate ‘*proof-of-concept*’ with Government and international partners, establishing an effective and cost-efficient model for replication to other conflict-affected areas of Sudan;
4. To support PBF visibility and inform its strategic communications work, both in regard to advocacy and resource mobilisation.

A closing evaluation will be carried out on behalf of the Joint Steering Committee in the final month of implementation. The evaluation will be carried out to assess overall impact of the intervention, lessons learnt, and potential replication of the Darfur nexus approach in other parts of the country.

<b>M&amp;E Breakdown Table</b>			
<b>Agency/Secretariat</b>	<b>Activity</b>	<b>Timeline</b>	<b>Cost (5-7% of budget)</b>
M&E IUNV expert	Full-time M&E function	24-months	108,291
Project Coordinator	Full risk analysis	1-3 month	60,000
PBF M&E team	Perception surveys	Bi-annual	29,209
Consultant(s)	Evaluation	23-24 month	50,000
Consultant(s)	Audit	23-24 month	20,000
<b>Total M&amp;E Cost</b>			<b>\$ 267,500</b>

### **Project exit strategy/sustainability**

The project will work with and through Government, promoting national ownership through participation in the Steering Committee, and the lead role in implementation foreseen for the Peace Commission at national and Darfur level.

National capacities at all levels – Federal, State/Region, Locality – will be supported to extend Government presence into currently inaccessible or insecure areas, to secure the peace and rebuild the social contract between the local population and the State, and to initiate a transition from humanitarian assistance to Government-owned efforts for development and resilience.

The PBF intervention in Darfur is likely to have multiple, overlapping phases, given the scale of the territory and the number of localities requiring support to resolve disputes and avert conflict. The intention of the PBF state projects is to achieve ‘*proof of concept*’ through the first phase herein, and to seek further resources from Government and international partners on an on-going basis. Attention will also be paid to mobilising resources from the private sector as possible, and as appropriate.

PBF intends to demonstrate a cost-efficient as well as effective model for peacebuilding at community level. It is anticipated that future phases of PBF will learn valuable lessons from implementation of the first phase herein and will benefit from economies of scale in relation to the direct costs arising from the field work required.

The PBF Programme Coordinator will maintain ongoing bilateral relations with interested donors, and the Resident Coordinator will host regular partnership meetings with the international community in support of peace in Sudan., recognizing the aspirations of PBF to be catalytic in terms of further resource mobilisation by the UNCT for Darfur and elsewhere.

### **III. Project budget**

The Secretariat budget was developed taking into consideration the following key factors:

- i) Ensure that the Secretariat have adequate technical and operational capacity to provide coordination, communication, and monitoring and evaluation support to the PBF projects in the 5 Darfur states, as well as ensuring the coherence and synergy of the project activities.
- ii) Establish a permanent internal, technical and financial monitoring system for all PBF projects in Sudan.
- iii) A separate funding has been allocated to DPPA to provide technical support to the peace process in Sudan, and secretariat support to the peace talks in Juba.
- iv) The Secretariat provides the necessary technical and capacity development support to the national and sub-national Peace Commissions to perform their mandate and responsibilities.
- v) Provide the necessary platform to coordinate between the different international, regional and national peace actors to develop a unified and shared vision to support peace process in Sudan.

## **Annex A: Project Administrative arrangements for UN Recipient Organizations**

The UNDP MPTF Office serves as the Administrative Agent (AA) of the PBF and is responsible for the receipt of donor contributions, the transfer of funds to Recipient UN Organizations, the consolidation of narrative and financial reports and the submission of these to the PBSO and the PBF donors. As the Administrative Agent of the PBF, MPTF Office transfers funds to RUNOS on the basis of the signed Memorandum of Understanding between each RUNO and the MPTF Office.

### **AA Functions**

On behalf of the Recipient Organizations, and in accordance with the UNDG-approved “Protocol on the Administrative Agent for Multi Donor Trust Funds and Joint Programmes, and One UN funds” (2008), the MPTF Office as the AA of the PBF will:

- Disburse funds to each of the RUNO in accordance with instructions from the PBSO. The AA will normally make each disbursement within three (3) to five (5) business days after having received instructions from the PBSO along with the relevant Submission form and Project document signed by all participants concerned;
- Consolidate the financial statements (Annual and Final), based on submissions provided to the AA by RUNOS and provide the PBF annual consolidated progress reports to the donors and the PBSO;
- Proceed with the operational and financial closure of the project in the MPTF Office system once the completion is completed by the RUNO. A project will be considered as operationally closed upon submission of a joint final narrative report. In order for the MPTF Office to financially closed a project, each RUNO must refund unspent balance of over 250 USD, indirect cost (GMS) should not exceed 7% and submission of a certified final financial statement by the recipient organizations’ headquarters);
- Disburse funds to any RUNO for any cost extension that the PBSO may decide in accordance with the PBF rules & regulations.

### **Accountability, transparency and reporting of the Recipient United Nations Organizations**

Recipient United Nations Organizations will assume full programmatic and financial accountability for the funds disbursed to them by the Administrative Agent. Such funds will be administered by each RUNO in accordance with its own regulations, rules, directives and procedures.

Each RUNO shall establish a separate ledger account for the receipt and administration of the funds disbursed to it by the Administrative Agent from the PBF account. This separate ledger account shall be administered by each RUNO in accordance with its own regulations, rules, directives and procedures, including those relating to interest. The 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 RUNO.

Each RUNO will provide the Administrative Agent and the PBSO (for narrative reports only) with:

Type of report	Due when	Submitted by
Semi-annual project progress report	15 June	Convening Agency on behalf of all implementing organizations and in consultation with/ quality assurance by PBF Secretariats,

		where they exist
Annual project progress report	15 November	Convening Agency on behalf of all implementing organizations and in consultation with/ quality assurance by PBF Secretariats, where they exist
End of project report covering entire project duration	Within three months from the operational project closure (it can be submitted instead of an annual report if timing coincides)	Convening Agency on behalf of all implementing organizations and in consultation with/ quality assurance by PBF Secretariats, where they exist
Annual strategic peacebuilding and PBF progress report (for PRF allocations only), which may contain a request for additional PBF allocation if the context requires it	1 December	PBF Secretariat on behalf of the PBF Steering Committee, where it exists or Head of UN Country Team where it does not.

#### Financial reporting and timeline

Timeline	Event
<b>30 April</b>	Annual reporting – Report <b>Q4 expenses</b> (Jan. to Dec. of previous year)
<b><i>Certified final financial report to be provided by 30 June of the calendar year after project closure</i></b>	

UNEX also opens for voluntary financial reporting for UN recipient organizations the following dates

<b>31 July</b>	Voluntary Q2 expenses (January to June)
<b>31 October</b>	Voluntary Q3 expenses (January to September)

Unspent Balance exceeding USD 250, at the closure of the project would have to be refunded and a notification sent to the MPTF Office, no later than six months (30 June) of the year following the completion of the activities.

#### **Ownership of Equipment, Supplies and Other Property**

Matters relating to the transfer of ownership by the Recipient Non-UN Recipient Organization will be determined in accordance with applicable policies and procedures defined by the PBSO.

#### **Public Disclosure**

The PBSO and Administrative Agent will ensure that operations of the PBF are publicly disclosed on the PBF website (<http://unpbf.org>) and the Administrative Agent website (<http://www.mptf.undp.org>)

#### **Final Project Audit for non-UN recipient organization projects**

An independent project audit will be requested by the end of the project. The audit report needs to be attached to the final narrative project report. The cost of such activity must be included in the project budget.

#### **Special Provisions regarding Financing of Terrorism**

Consistent with UN Security Council Resolutions relating to terrorism, including UN Security Council Resolution 1373 (2001) and 1267 (1999) and related resolutions, the Participants are firmly committed to the international fight against terrorism, and, in particular, against the financing of terrorism. Similarly, all Recipient Organizations recognize their obligation to comply with any applicable sanctions imposed by the UN Security Council. Each of the Recipient Organizations will use all reasonable efforts to ensure that the funds transferred to it in accordance with this agreement are not used to provide support or assistance to individuals or entities associated with terrorism as designated by any UN Security Council sanctions regime. If, during the term of this agreement, a Recipient Organization determines that there are credible allegations that funds transferred to it in accordance with this agreement have been used to provide support or assistance to individuals or entities associated with terrorism as designated by any UN Security Council sanctions regime it will as soon as it becomes aware of it inform the head of PBSO, the Administrative Agent and the donor(s) and, in consultation with the donors as appropriate, determine an appropriate response.

## **Annex B: Composition and roles and responsibilities of the project Joint Steering Committee (Project Board)**

### **i) Composition of the Joint Steering Committee (JSC):**

- The RC, Co-Chair;
- Planning Secretariat, Ministry of Finance and Economic Planning, Co-Chair;
- Peace Commission (technical Co-Chair)
- Prime Minister’s Office, Member;
- Ministry of Foreign Affairs (MoFA), Member;
- Chamber of Federal Governance, Member;
- Lead UN Agencies: UNDP, UNICEF and UNHCR, Members;
- UNAMID, Member;
- Peace and Development Advisor (PDA), Member;
- PBF Programme Coordinator, Rapporteur;
- Interested Donors.

### **ii) Main responsibilities of the project JSC are:**

- Provide overall guidance and direction to the project, ensuring that it remains within any specified constraints;
- Address project issues as raised by the PBF Programme Coordinator;
- Provide guidance and agree on possible countermeasures/management actions to address specific risks;
- Agree on the Project Coordinator’s Terms of Reference in the Annual Work Plan and quarterly plans when required;
- Conduct regular meetings to review the Project Quarterly Progress Report and provide direction and recommendations to ensure that the agreed deliverables are produced satisfactorily according to plans;
- Review Combined Delivery Reports (CDR) prior to certification by the Implementing Partner;
- Appraise the Project Annual Review Report and make recommendations for the next AWP;
- Review and approve end project report, make recommendations for follow-on actions;
- Provide ad-hoc direction and advice for exception situations when programme Coordinator’s tolerances are exceeded;

- Assess and decide on project changes through revisions;
- Review and approve the Final Project Review Report, including lessons-learned;
- Commission project evaluation;
- Notify operational completion of the project to the Resident Coordinator and Resident Representative.

## ANNEX 1

### STAFF STRUCTURE

Positions	Category	Level	Location	Coverage
PBF Programme Coordinator	International	P4	Khartoum	Darfur
M&E and Communications Expert	IUNV	IUNV	Khartoum	Darfur
North and East Darfur Coordinator (embedded in UNDP)	IUNV	IUNV	El Fasher	ND/ED
Central and South Darfur coordinator (embedded in UNICEF)	IUNV	IUNV	Nyala	SD/CD
West Darfur Coordinator (embedded in UNHCR)	IUNV	IUNV	El Geneina	WD
Project Associate	National	SB4 (2)	Khartoum	Darfur



**Annex B: Project Results Framework (MUST include sex- and age disaggregated data)**

Outcomes	Outputs	Indicators	Means of Verification/ frequency of collection	indicator milestones
<p>Outcome 1:</p> <p><i>The peace process has delivered a comprehensive and peace agreement and peacebuilding strategy in Sudan, supported by the UN system, regional and continental institutions, and the international donor community</i></p>	<p>Output 1.1: PBF Support to the Peace Process in Sudan (including support to the Government Secretariat for Juba peace talks) in place</p> <p>List of activities under this Output:</p>	<p>Outcome Indicator 1 a. Comprehensive and inclusive peace agreement concluded and signed.  Baseline: No (August 2019) Target: Yes (December 2019)</p> <p>Outcome Indicator 1 b Rights-based and gender-sensitive strategy for peacebuilding at community level established and adopted by national and sub-national institutions and communities.  Baseline: 0 (Nov 2019) Target: 1 (Dec 2020)</p> <p>Outcome Indicator 1c level (%) of progress of peace agreement.  Baseline: 0% Target: TBC (to be established upon the peace agreement signed)</p> <p>Output Indicator: Shared vision for Government of Sudan and Sudan Revolutionary Front (SRF) delegations in the talks</p>	<p>Signed peace agreement</p> <p>PBF and Partners reports</p> <p>Update/report by the peacebuilding partners and stakeholders</p> <p>Media reports Periodic reports by the Secretariat for Juba peace talks</p>	<p>August 2019: No December 2019: Yes</p> <p>Year 2019: 0 Year 2020: 1</p> <p>To be established in line with the peace agreement</p> <p>Developed as a part of the capacity development strategy</p>

	<p>1.1.1 Organise consultation and coordination meetings between DPPA/GAD/UAU, national and international peace actors on unified vision to support peace process</p> <p>1.1.2 Make available, consolidate and share best practices and experiences in peace agreements from other similar contexts</p> <p>1.1.3 Clarification of ToR, roles and responsibilities for the Juba peace talks Secretariat</p> <p>1.1.4 Recruit technical thematic experts to provide technical support and build capacity of the Secretariat</p> <p>1.1.5 Provision of office equipment for the Peace Talks Secretariat in Juba</p> <p>1.1.6 Travel expenses</p>	<p>Level of capacity of Peace talk secretariat</p> <p>Baseline: 0</p> <p>Target: 1</p>	<p>National and international Partners' reports</p>	
<p>Outcome 2:</p> <p><i>National and sub-national infrastructure for peace and mechanisms necessary to the mission's transition strengthened, and an integrated area-based</i></p>	<p>Output 1.2</p> <p><u>Peacebuilding strategic priorities for conflict-affected regions of South Kordofan, Blue Nile and East Sudan initiated and supported</u></p> <p>List of activities under this Output:</p> <p>1.2.1 Organise and support an inclusive and participatory inter-communal consultations/ conferences for South Kordofan, Blue Nile and East Sudan on root causes of violence</p> <p>1.2.2 Provide support for specific consultations with women groups, IDPs, and refugees communities</p> <p>1.2.3 Provide support to the Peace Centres at Universities to facilitate the consultation processes and produce strategy framework</p> <p>1.2.4 Recruit team of international and national experts to assist the Peace Centers and national peace infrastructure to develop a peacebuilding strategy</p> <p>1.2.5 Organize series of validation workshops to promote ownership, raise awareness and endorse the regional peacebuilding strategy</p>	<p>Output Indicator 1: Numbers of consultations</p> <p>Baseline (2019): 0</p> <p>Target (2020): 1 per state</p> <p>Output indicator 2: Level of different groups' engagement; e.g. women, youth in different kinds of consultation workshops.</p> <p>Baseline: N.A.</p> <p>Target (2020):</p> <p>Youth: 30%</p> <p>Women: 50%</p>	<p>PBF annual report</p> <p>Workshop list of participants broken by gender</p>	<p>Indicator 1:</p> <p>Year 2019: 0</p> <p>Year 2021: 1</p> <p>Indicator 2</p> <p>To be established.</p>
		<p>Outcome Indicator 2 a</p> <p>National and sub-national peace commissions in Darfur established and functioning ensuring women's participation.</p> <p>Baseline (2019): 0</p> <p>Target (2021): 5 (min 40% of women's participation)</p>	<p>PBF annual report</p>	<p>Year 2019:</p> <p>Year 2020:</p> <p>Year 2021: 5</p>

<p><i>peacebuilding established for scale up and expansion pilots</i></p>	<p>Outcome Indicator 2 b</p> <p>Number of area-based peacebuilding model implemented by joint Government – UN identified</p> <p>Baseline: 0 (2020) Target: 5 (1 per each state) (2021)</p>	<p>PBF final evaluation report</p>	<p>Year 2020: 0 Year 2021: 5</p>			
				<p>Outcome Indicator 2 c</p> <p>Peacebuilding resources mobilized in Darfur jointly by the Government and UN for the DDS refresh framework</p> <p>Baseline: TBC Target: TBC</p>	<p>TBC (e.g. SIPF or Government's aid coordination information management system)</p>	<p>To be established upon the DDS refresh completion</p>
				<p>Output Indicator: Level of state-level peace architecture</p> <p>Index to measure capacity is developed as a part of the capacity building strategy</p> <p>Baseline: TBC (established upon capacity assessment) Target: TBC (established in the capacity development strategy)</p>	<p>Periodic report by national peacebuilding architecture</p>	<p>Developed as a part of the capacity development strategy</p>
<p>Output 2.1</p> <p><u>National and state-level peace architecture functioning effectively</u></p> <p>List of activities under this Output:</p> <p>2.1.1 Clarification of Terms of Reference, mandate, governance structure, roles and responsibilities of national and sub-national Peace Commissions</p> <p>2.1.2 Recruitment of experts for the National Peace Commission in identified areas of technical support</p> <p>2.1.3 Conduct capacity assessment and develop a capacity building strategy for the peace architecture</p> <p>2.1.4 Provide capacity building as required to staff working within the Peace Commission and Peace Centers</p> <p>2.1.5. Provide Peace Commission and sub-national bodies with assistance to implement a conflict sensitivity in the peacebuilding strategy as well as conflict sensitive policies across government</p> <p>2.1.6 Provide office equipment to national and sub-national Peace Commission offices</p>						

	<p>Output 2.2</p> <p><u>State level inclusive and participatory consultations conducted to pave the way for the Darfur Development Strategy Refresh</u></p> <p>List of activities under this output:</p> <p>2.2.1. Develop terms of reference and scope of work for the DDS refresh</p> <p>2.2.2 Identify and recruit group of international and national consultants to prepare the Refresh Document</p> <p>2.2.3. Conduct a 3-days state level stakeholders consultation workshop in each of the 5 Darfur states</p> <p>2.2.4. Produce workshop reports and framework of the DDS Refresh Document</p>	<p>Output indicators:</p> <p>Level of different groups' engagement, e.g. women, youth in different kinds of consultation workshops.</p> <p>Baseline: TBC (e.g. last DDS consultation if data is available)</p> <p>Target (2020): Youth: 30% Women: 50%</p>	<p>PBF annual report</p>	<p>Year 2020: Youth Women: 50%</p>
	<p>Output 2.3</p> <p><u>UN-system conflict sensitivity and peacebuilding capacity strengthened</u></p> <p>List of activities under this Output:</p> <p>2.3.1 Conduct a capacity mapping exercise for Darfur to assess UNCT to help for the UNCT's reconfiguration to support peacebuilding in Darfur</p> <p>2.3.2. Provide training on conflict sensitivity programming to all UN entities, local communities and authorities working in Darfur</p>	<p>Output Indicator 2.3.1</p> <p>Level of UNCT's capacity improved in responding to Government's needs in peacebuilding in Darfur</p> <p>The level of capacity is measured by (i) the amount of UNCT's peacebuilding programme amounts in Darfur and (ii) numbers of programme staff directly working for peacebuilding programmes</p> <p>Baseline: TBC (provided by activity 2.3.1) Target: TBC</p>	<p>UN IM system (developed by activity 3.2.3)</p>	<p>To be established upon capacity mapping.</p>
	<p>Output 2.4</p> <p><u>UN-system wide planning, M&amp;E and coordination for peacebuilding in Darfur Strengthened</u></p> <p>List of activities under this Output:</p> <p>2.4.1 Agree and implement joint data collection to improve the UN's joint conflict analysis</p>	<p>Output Indicator 2.4.1</p> <p>Number of information management products developed to improve planning, M&amp;E and coordination in Darfur</p> <p>Baseline: 1 – DCPSP conflict tracker (2019) Target: TBC</p>	<p>PBF annual report</p>	<p>Year 2020: 1 – Darfur conflict mapping Year 2021: 1- Darfur UN 4W (mapping UN's humanitarian, peacebuilding and development projects) Year 2022:</p>

	<p>2.4.2 Develop a M&amp;E framework encompassing all UN contributions to Darfur peacebuilding/ DDS refresh</p> <p>2.4.3 Develop a UN IM system in Darfur</p> <p>2.4.4 Support establishment of a Crisis Risk Dashboard (CRD)</p> <p>Output 2.5</p> <p><u>Gender, peace and security and women's empowerment dimension ensured</u></p> <p>List of activities under this Output:</p> <p>2.5.1 In close coordination with UNWOMEN, UNAMID and other relevant institutions, identify gaps, needs and clear entry points for supporting women's empowerment and strengthening gender considerations in the Sudanese peace infrastructure</p> <p>2.5.2 Provide expertise and training on gender, peace and security to women groups and civil society organisations in close coordination with UNWOMEN, UNAMID and other relevant institutions.</p> <p>2.5.3 Build capacity of relevant actors and institutions and support inclusion and participation of women in peace talks and negotiation.</p> <p>2.5.4 Provide gender, peace and security training to national peacebuilding institutions (including but not inclusive to National and sub-National Peace Commissions)</p> <p>2.5.5 Provide training to women groups and civil society and logistical and technical support to ensure women's needs and a gender perspective are integrated into all post-conflict and conflict sensitive planning and peacebuilding, including on documents from early on</p> <p>2.5.6 Support UN system and planning from a gendered perspective and ensure coordination with UNWOMEN and UNAMID.</p> <p>Training in all of the above could include women's empowerment courses, as well as training courses on protection and participation in the context of peace and security; the mainstreaming gender-sensitive approaches; training on SCR 1325 and related resolutions as well as training on gendered roles and SGBV in conflict and peacebuilding. Elements would include conflict and gender analysis, stakeholder mapping; awareness of sexual exploitation and abuse; mediation, negotiation, conflict resolution and transitional justice. Objectives might include helping participants develop gender-sensitive approaches in projects in peace</p>	<p>Output Indicator 2.5a Women capacity and representation in peace talks and mediation</p> <p>Baseline: Target:</p> <p>Output Indicator 2.5b National peacebuilding institutions apply gender-sensitivity in all their plans</p> <p>Baseline: Target:</p> <p>Output Indicator 2.5.3 Peacebuilding documents are gender sensitive</p> <p>Baseline: Target:</p>	<p>Project monitoring reports. Surveys. Biannually.</p> <p>Commissions' plans and reports Project monitoring reports Perceptions assessments</p> <p>Peace agreements Reports</p>	
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<p>Outcome 3: <i>The Peacebuilding Fund Secretariat and governance structure established to ensure effective coordination, monitoring, reporting, evaluation and communication in regard to PBF programming in Sudan</i></p>	<p>operations, as well as capacity building and networking opportunities for women in leadership positions. Trainings could include CSOs, community-based organisations and government officials.</p>			
		<p>Outcome Indicator 3 a Number of PBF Annual Reports submitted on time. Baseline: 0 Target: 6</p>	<p>PBF reports and PBSO feedback</p>	
		<p>Outcome Indicator 3 b Number of PBF annual reports rated as acceptable by PBF review team Baseline: 0 Target: 6</p>	<p>PBF reports</p>	
		<p>Outcome Indicator 3 c Level of satisfaction of the Steering Board members with the level and timeliness of the PBF secretariat communication and coordination Baseline: TBC in 2020 Target (2021): Satisfactory</p>	<p>Consultations with the Steering board members, PBF final evaluation</p>	
	<p>Output 3.1 <u>The PBF Secretariat effectively coordinates PBF Steering Board (Project Board) meetings and follows up on decisions taken</u> List of activities under this Output:</p>	<p>3.1.1 Number of PBF reports timely submitted Baseline: N.A. Annual Target: 12</p>	<p>MPTF Gateway</p>	<p>Year 2020: 1 Year 2021: 1</p>
	<p>3.1.1 Bi-annual PBF Joint Steering Committees (including prepare agenda, organize minute-taking of meetings, follow-on actions and decisions) 3.1.2 Establish, maintain and update risk log for the PBF interventions 3.1.3 Develop ToRs and identify consultants to prepare new phases of PBF assistance and guide consultancy missions</p>	<p>3.1.2. Number of PBF Steering Board action points followed up on.</p>	<p>PBF project reports Minutes of Steering Board meetings</p>	
		<p>3.1.2. Timely establishment of the PBF secretariat in</p>	<p>PBF annual report</p>	

	<p>Output 3.2.  <u>PBF Secretariat regularly monitor joint programmes in 5 Darfur states</u>  List of activities under this Output:  3.2.1 Develop PBF M&amp;E framework  3.2.2 Regular (at least quarterly) data collection on PBF results in line with the M&amp;E framework  3.2.3 Identify recommendations upon all monitoring visits  3.2.3. Provide capacity development support to implementing partners  3.2.4 Document and share best practices between the PBF joint programmes  3.2.5 Organise final evaluation and audit</p>	<p>ensuring gender balance in the team  Baseline: N.A.  Target: In three months upon the approval of the PBF project, gender balance 50/50</p> <p>3.2.1. Number of M&amp;E trainings conducted by the PBF secretariat.  Baseline: N.A.  Target: at least two per year</p> <p>3.1.2. Positive result of the PBF final evaluation  Baseline: N.A.  Target (2021): positive recommendations on PBF programmes effectiveness, efficiency and sustainability</p> <p>3</p>	<p>PBF project reports</p> <p>PBF final evaluation</p>	<p>Year 2020: 2  Year 2021: 2</p>
	<p>Output 3.3.  Build capacity of PBF implementing partners on conflict sensitivity, peacebuilding programming, conflict and gender sensitivity and communication of results  List of activities under this Output:  3.3.1 Conduct capacity assessment/ learning needs of implementing partners  3.3.2 Develop a capacity development plan  3.3.3 Implementation of the capacity development plan</p>	<p>3.3.1. Level (%) of capacity development plan implemented  Baseline (2019): N.A.  Target (2021): 80% completion</p> <p>3.3.2. Improved level of communication capacity (measured by the level of attraction of PBF stories in social media)  Baseline: to be established with the first story carried out in 2020  Target (2021): 20% level of increased by the number of</p>	<p>PBF annual reports.</p> <p>Social media (twitter, facebook)</p>	<p>2020: 30%  2021: 80%</p> <p>2020: 10% increase  2021: 20% increase</p>

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