Preventing conflict, sustaining peace

Joint UNDP-DPPA programme on building national capacities for conflict prevention

Programme Document
1 December 2018 – 31 December 2023

Cover page

JOINT PROGRAMME TITLE:

Joint UNDP-DPPA programme on building national capacities for conflict prevention

JOINT PROGRAMME OUTCOMES:

Outcome 1:   Targeted initiatives and national capacities are more effectively contributing to conflict prevention and sustaining peace.
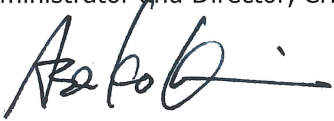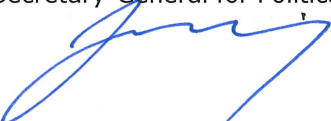
Outcome 2:   UN Country Teams have strategies and programmes that are increasingly conflict sensitive, and are leading partnerships on sustaining peace.

<table>
<tr><td>Programme duration:</td><td>5 years</td></tr>
<tr><td>Anticipated start/end dates:</td><td>1 December 2018 – 31 December 2023</td></tr>
<tr><td>Fund management option(s):</td><td>Pooled funding</td></tr>
<tr><td>Managing agent:</td><td>UNDP</td></tr>
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<tr><td>Total estimated budget*:</td><td>USD 210,870,000</td></tr>
<tr><td>Out of which:</td><td></td></tr>
<tr><td>1. Funded budget:</td><td>USD 18,700,000</td></tr>
<tr><td>2. Unfunded budget:</td><td>USD 192,170,000</td></tr>
<tr><td colspan="2">* Total estimated budget includes both programme costs</td></tr>
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Sources of funded budget:

- Donor: the Netherlands   EUR 8,000,000
- Donor: Norway   NOK 7,000,000
- Donor: United Kingdom   GBP 1,000,000
- Carryover from 2018   USD 7,600,000*

Names and signatures of participating UN entities

Agreed to on behalf of the United Nations Development Programme	Agreed to on behalf of the United Nations Department for Political Affairs
Asako Okai, Assistant Secretary-General, Assistant Administrator and Director, Crisis Bureau Signature United Nations Development Programme (UNDP) Date and seal 1 Dec 2018	Miroslav Jenča Assistant Secretary-General for Political Affairs Signature United Nations Department of Political Affairs (DPA) Date and seal 3 Dec 2018

Executive summary

Violent conflict has surged in recent years, and in 2016, more countries experienced violent conflict than at any time in nearly 30 years. While the complex relationship between conflict, security and development is increasingly understood, international assistance and investment in conflict prevention have remained relatively low. At the same time, approaches to preventing conflict have been refined considerably, as policy and practice on peacebuilding have evolved – and the UN, its Member States and other partners are increasingly looking to prevention as a critical strategy for sustaining peace and nurturing development. Conflict prevention is increasingly recognised as a rational and cost-effective strategy for countries at risk of violence and for the international community.[1]

The *joint UNDP-DPA programme on building national capacities for conflict prevention* has made a ground-breaking contribution in bridging the gap between political engagement and development assistance in pursuit of preventing conflict and sustaining peace. In its new phase, the Joint UNDP-DPPA[2] Programme will further strengthen the analytical capacities of national stakeholders and the UN system in support of Member States' efforts to advance policy and programmatic coherence on conflict prevention and support strategies for sustaining peace. The new phase of the joint programme is accordingly designed such to contribute to two mutually supportive outcomes:

Outcome 1: *Targeted initiatives and national capacities are more effectively contributing to conflict prevention and sustaining peace.*

Outcome 2: *UN Country Teams have strategies and programmes that are increasingly conflict sensitive, and are leading partnerships on sustaining peace.*

The programme has been reconfigured to maximise its contribution in the context of ongoing reforms to the UN Peace and Security architecture and the UN Development System, building also on prior experience and lessons learned. A rigorous monitoring framework will ensure a results-based approach to programme implementation, clarity of work streams, and consistent, interactive engagement with donors/development partners.

1. Situation analysis

Over the last decade, global peace has been in steady decline. According to the Global Peace Index, just two of the last ten years saw a reduction in conflict worldwide (most recently in 2014).[3] By 2016, more countries were experiencing violent conflict than at any time in nearly 30 years,[4] and the number of people forcibly displaced as a result of persecution, conflict, violence, or human rights violations reached a record high.[5]

In a major 2018 report, 'Pathways for Peace', the United Nations and the World Bank underscored the close relationship between peace and development.[6] The human and economic cost of conflict is enormous and, as the UN-World Bank report points out, is all the more pervasive in an increasingly interdependent world. Women and children often suffer disproportionately. Conflict-related sexual violence by state and non-state actors has reached unprecedented levels of brutality, calling for much

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[1] United Nations; World Bank, "Pathways for Peace: Inclusive Approaches to Preventing Violent Conflict", Washington D.C., 2018 (hereinafter: UN-World Bank, "Pathways for Peace").
[2] In January 2019, DPA transitions into the DPPA. Hence the Programme title is adjusted to Joint UNDP-DPPA Programme in it's next phase. The document refers to DPA when it refers to the period of 2004-2018, and DPPA from 2019 onwards.
[3] The Institute for Economics and Peace, 2018, "Global Peace Index".
[4] UN-World Bank, "Pathways for Peace".
[5] UNHCR, 19 June 2017, "Global Trends – Forced Displacement 2016".
[6] UN-World Bank, "Pathways for Peace".

greater coordination of actions for prevention and an end to impunity.[7] Meanwhile, some of the most acute risks of violence today stem from exclusion, marginalisation and injustices rooted in inequalities across groups (risks that are compounded by exogenous economic shocks, climate change and competition for resources).[8]

Building on a wealth of experience, data and analysis, the 'Pathways for Peace' report emphasises the critical importance of conflict prevention for sustainable peace and development, and elaborates concrete strategies and inclusive approaches to preventing violent conflict. Moreover, it demonstrates that prevention is a rational and cost-effective strategy for countries at risk of violence and for the international community as a whole, citing the potential economic benefit of successful prevention efforts at as much as USD 70 billion per year, and the annual savings for the international community on post-conflict humanitarian assistance and peacekeeping interventions at as much as USD 1.5 billion per year.[9] Currently, however, the resources spent on conflict prevention remain very low especially taking into account the value and cost-effectiveness of the investment.

Consistent with the evolving analysis on peacebuilding and development, the international community has increasingly recognised the need to work together to sustain peace and prevent the outbreak, escalation, continuation and recurrence of conflict. At the UN General Assembly and the UN Security Council, Member States have acknowledged the inherently political nature of peacebuilding processes, the importance of preventing conflict for realising the 2030 Agenda for Sustainable Development, and the need for an integrated and coherent approach among relevant political, security and development actors in efforts to sustain peace.[10]

In tandem, the United Nations organisation itself has placed the highest priority on conflict prevention. In his report of January 2018, the UN Secretary-General committed to strengthen operational and policy coherence, leadership, accountability, organisational capacity, financing and partnerships for peacebuilding and sustaining peace.[11] In parallel, the ongoing reform of the peace and security pillar[12] of the UN and repositioning of the UN development system[13] are intended to contribute critically to an organisation that is more effective in supporting Member States in preventing conflict and sustaining peace.

Since its inception in 2004, the *Joint UNDP-DPA Programme on Building National Capacities for Conflict Prevention* has become a flagship initiative building on the strengths of DPA and UNDP respectively. DPA has the lead role of providing advice and support to the Secretary-General and the United Nations system in the discharge of the Organization's global responsibilities related to the prevention, control and resolution of conflicts, including early warning, preventive diplomacy, mediation, peacebuilding and sustaining peace. It brings to the programme its expertise in political analysis, mediation, electoral assistance, and political guidance for effective preventive diplomacy, peacemaking, peacebuilding and sustaining peace. UNDP, as the main development partner of most governments, has established close working relationships with key national stakeholders. With strong programmatic capacities and extensive country programme portfolios in many fragile contexts, UNDP supports countries to achieve their national development priorities. Given its experience in governance, peacebuilding and crisis prevention and response work, UNDP is often the development partner of

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[7] United Nations Peacekeeping, Conflict-related sexual violence, https://peacekeeping.un.org/en/conflict-related-sexual-violence

[8] See also World Bank, "World Development Report: Conflict, Security and Development", Washington D.C., 2011.

[9] UN-World Bank, "Pathways for Peace", p.3 Box I.1: The Business Case for Prevention.

[10] See, in particular, the twin resolutions on the review of the peacebuilding architecture of the UN General Assembly (A/RES/70/262 (2016)) and the UN Security Council (S/RES/2282 (2016)).

[11] Report of the UN Secretary-General, "Peacebuilding and Sustaining Peace", 18 January 2018 (A/72/707-S/2018/43).

[12] Report of the UN Secretary-General, "Restructuring of the United Nations peace and security pillar", 13 October 2017 (A/72/525). See also: Report of the UN Secretary-General, "Revised estimates relating to the programme budget for the biennium 2018-2019 under section 3, Political affairs, and section 5, Peacekeeping operations, and the proposed budget for the support account for peacekeeping operations for the period from 1 July 2018 to 30 June 2019 related to the peace and security reform", 1 March 2018 (A/72/772).

[13] Resolution of the UN General Assembly, "Repositioning of the United Nations development system in the context of the quadrennial comprehensive policy review of operational activities for development of the United Nations system" (A/72/L.52), adopted 31 May 2018.

choice for implementing conflict prevention related programmes at the country level. UNDP also possesses extensive experience of using development interventions to advance the conflict prevention agenda. UNDP programmes often have two-fold impact: they can create entry points for enhanced engagement of national stakeholders in prevention, and they can have a direct impact on specific conflict dynamics. The joint programme has been able to build on these comparative advantages, hence enhancing cross-pillar collaboration as well as UN programming on conflict prevention.

The Joint Programme has engaged in more than 60 countries to provide support to national stakeholders, UN Resident Coordinators (RCs) and UN Country Teams (UNCTs) to strengthen national and local capacities for conflict prevention. Through the deployment of Peace and Development Advisors (PDAs), the primary instrument of the joint programme, the programme has provided additional capacity for the RCs to support national partners in dialogue and national or local mediation processes, the establishment and operationalisation of national infrastructures and mechanisms for peace; and other initiatives aimed at sustaining peace. Reporting to the RC, the PDAs play a key role in undertaking political and conflict analysis to connect the development and peace and security pillars of the UN and helping the UN Country Teams (UNCTs) design programmes that are conflict sensitive and address conflict drivers in the country. Over the years, the PDAs have made a strong contribution to strengthen the RCs and increased the capacity of the UNCT to engage in conflict prevention. DPA has seen enhanced efforts on preventive diplomacy; and UNDP programmes in particular have seen an increasing focus on prevention, and many new innovative programmes have contributed to strengthened national conflict prevention capacities. In some cases, national prevention structures have been institutionalised with the support of the Joint Programme, and continue to be backed up by UNDP Country Programme portfolios. With strong donor support,[14] the joint programme has made a major contribution to strengthening UN assistance in countries at risk of escalating conflict and violence and deepening UN policy and partnerships for sustaining peace.

The programme has been widely recognised for providing thought leadership on conflict prevention, and is considered a unique example of how the development and peace and security pillars of the UN can successfully work together in pursuit of preventing violent conflict and sustaining peace. The UN Secretary-General has cited the programme as a best practice of UN engagement on conflict prevention, and recommended that it "serve as a model" for the system in making available to UN RC Offices (RCOs) enhanced capacities that are matched to the needs of national priorities.[15] Prior to this, the 2015 Review of the United Nations Peacebuilding Architecture found that the Joint Programme has contributed positively to converging development and political actions in favour of peacebuilding, and recommended that the Programme should be fully and sustainably funded.[16]

2. Strategies, including lessons learned and the proposed joint programme

Background and context

Against the backdrop of the peacebuilding and development challenges articulated above, this new iteration of the joint UNDP-DPPA programme seeks to build on the work of its predecessor programmes in support of broader UN, other multilateral and bilateral efforts aimed at preventing conflict and sustaining peace. At the programme's core is the understanding that sustaining peace is first and foremost a responsibility of Member States, and an acknowledgement that this requires both capacity and political will. At its core too is a recognition that the UN must do more to support Member States to realise their objectives in this regard, and that this is important not only for the national peace and development dividends that preventing conflict affords, but simultaneously for sustaining and rejuvenating a global system for prevention that supports a world order in which peace and security, economic and human development, gender equality and human rights may be fully realised.

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[14] By 2018, donors to the joint programme included: the European Union, Germany, The Netherlands, Norway, the Republic of Korea, Sweden, Switzerland, the United Kingdom.
[15] Report of the UN Secretary-General, "Peacebuilding and Sustaining Peace", 18 January 2018 (A/72/707-S/2018/43), at paragraph 36.
[16] Report of the advisory group of experts for the 2015 review of the United Nations peacebuilding architecture

The 2030 Agenda for Sustainable Development explicitly recognises the major impact of violence and instability on development and vice-versa, stating that "there can be no sustainable development without peace, and no peace without sustainable development."[17] In working to prevent conflict, the joint UNDP-DPPA programme is geared not only at making a direct contribution to the realisation of Sustainable Development Goal (SDG) 16 (promotion of peaceful and inclusive societies), but also at advancing a cross-cutting issue to create an enabling environment for the realisation of a whole host of national and international development objectives.

In the context of the 2016 "twin" UN resolutions of the Security Council and the General Assembly, conflict prevention and peacebuilding have become all but synonymous under the umbrella concept of sustaining peace, embracing the full range of operational activities across the conflict cycle. Echoing a key message of the High-Level Panel on Peace Operations (HIPPO), the resolutions state that sustaining peace is an "inherently political process". They prompt the United Nations system to undertake system-wide engagement on sustaining peace, emphasise the importance of partnerships (in particular with regional and sub-regional organisations such as the African Union and European Union, with international financial institutions (IFIs) such as the World Bank, and with regional and other development banks and civil society organisations), and highlight the need effective, joined-up financing mechanisms.

The Secretary-General's reforms to the UN Peace and Security pillar are working to enhance coherence in engagement on peace and security issues, and to revitalise the role of the Peacebuilding Support Office (PBSO) through greater integration with the broader UN Secretariat and as part of the new Department for Political and Peacebuilding Affairs. Meanwhile, ambitious and comprehensive reforms to the UN Development System (UNDS) aspire to reposition the organisation's operational activities for development assistance to underpin the 2030 Agenda, in particular via the establishment of a "new generation of UN Country Teams", the reinvigoration of the role of the RC system, and the strengthening of accountability and financing structures.

This new phase of the joint UNDP-DPPA programme has been carefully and consultatively designed to make a meaningful contribution to policy and programme coherence on sustaining peace at both the country level and the global level. The primary focus of the programme remains on strengthening *national capacities* for conflict prevention, and the primary mechanism at the programme's disposal remains the deployment of PDAs. However, the new phase of the joint programme will provide a more nuanced and more structured support framework to enable PDAs to better engage their mandate, including through improved deployment planning, greater clarity around mutual expectations and accountability, more systematic provision of technical and/or strategic support, partnerships facilitation, better access to knowledge, guidance, best practices and information exchange, and more systematic allocation of seed funds and resources for catalysing conflict prevention initiatives in country. In addition, the Joint Programme strives towards reaching gender parity in the PDA cadre and will emphasize improving the gender expertise within the PDA cadre.

Against the backdrop of the ongoing UN reforms, the programme will provide critical support to the 'new generation' of UN Country Teams to focus collective efforts to prevent conflict in a sustainable and risk informed way. It will also support UNDP in responding to the Member States call for UNDP to serve as the "support platform of the UN development system, providing an integrator function in support of countries in their efforts to implement the 2030 Agenda".[18] A more robust programme monitoring framework will support the UN entities, programme donors and partners to measure progress on results. Improved central information management will ensure that UNDP and DPPA can continue to engage proactively in policy and strategy development on peacebuilding and sustaining peace, and an inclusive partnership strategy will ensure that the programme contributes to overall UN system coherence and the broader efforts of the international community in this regard.

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[17] Resolution of the UN General Assembly, "Transforming our world: the 2030 Agenda for Sustainable Development", 25 September 2015 (A/RES/70/1).
[18] UNDP Strategic Plan 2018–2021.

The previous phases of the programme have heavily focused on the deployment of PDAs, and based on demand, the number of deployments has been steadily increasing. While the specific PDA functions vary from country-to-country, there are two broad areas of work that characterise the post: the provision of analysis analysis of the context in the country and region in situations where there is a risk of conflict; and the connection of this analysis to specific conflict prevention programming. Over the last few years, there has been increasing demand for more support to be provided to the PDAs to work with the Resident Coordinator, UNDP as well as wider UNCT programme teams to engage in small scale activities that support preventative action at the country level, and in development of more catalytic peacebuilding interventions that the UNCTs can then take forward. The programme started more systematically providing small scale seed funding to such activities (up to $50,000 per PDA were for the first time provided to a significant number of PDAs at the end of 2016 based on requests received) when funding recently became available for such initiatives. The PDAs supported Resident Coordinators and UNDP COs in connecting their analysis to new innovative conflict prevention programmes that built national prevention capacities. In multiple countries, these initiatives led to the development of much larger interventions and programmes, and in some cases to programmes involving several UNCT members on collaborative action on conflict prevention. Based on discussions with the PDAs, especially during the 2017 PDA Convention that took place in Lausanne, and based on the independent evaluation conducted during the second half of 2017-early 2018, it became apparent that the PDAs have the capacity to support the Resident Coordinator, UNDP and other UNCT members to initiate important dialogue and mediation initiatives, to facilitate different type of conflict analysis and risk assessments, and to help the Resident Coordinators, UNDP/UNCT kick-start some catalytic initiatives that could then receive funding from other sources.

In response to this demand, and the recognition that PDAs carry huge workloads, the next phase of the programme will focus on not only deploying international PDAs, but also providing PDAs with the required capacities and resources to act as key resources for the UNCTs in conflict prevention. This will require far greater investments in programmatic seed funds that will be provided to UNCTs for initiatives that PDAs design together with Resident Coordinator and UNDP teams[19], as well as the deployment of national PDAs and/or secondees to work alongside PDAs as teams.[20]

In a recent biennial Joint Programme retreat for RCs working in complex political situations organized in June 2018, the RCs also requested the Joint Programme to provide additional support to RCs to have more opportunities for peer to peer exchange and joint learning on issues related to conflict prevention, such as on supporting national dialogue processes, mediation, supporting national peace architectures, and to work together on regional issues. Based on this demand, the next phase of the programme will also aim to provide opportunities to RCs in addition to PDAs for thematic and regional peer to peer exchanges based on demand.

Lessons learned

Over the course of nearly a decade and a half of implementation, the joint programme has generated extensive experience and valuable lessons in terms of both substantive approaches and management. In 2017, the joint programme was externally assessed in an independent mid-term evaluation, covering the period 2015-2017.[21] That evaluation found the joint programme to have had a solid impact in supporting and strengthening conflict prevention at the country level through the deployment of Peace and Development Advisors. The evaluation observed sufficient evidence that national ownership and leadership of PDA-supported initiatives were strong, and considered that by working with institutions, strategically positioned individuals, and community-level initiatives, the chances of sustainability of results beyond PDA deployment were generally high. However, the

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[19] Initiatives will be designed together with the RC, UNDP and DPPA. UNDP RR will hold the financial responsibility as the funds are provided to the UNDP CO.
[20] PDAs will require additional support and capacity building to be able to better support UNCTs in i) conflict-sensitive approaches to development, ii) peacebuilding programme design, and iii) gender responsive peacebuilding.
[21] Ncube, B. and Fergusson, L., "Joint UNDP-DPA Programme Mid-Term Evaluation Report, 2015-2017", February 2018.

evaluation also pointed to the need to improve results-based management of the joint programme, strengthen the capacity of the programme secretariat, regularise more rigorous and collaborative needs assessments, and support key stakeholders to converge expectations under basic multi-year engagement frameworks. The mid-term evaluation articulated a number of specific conclusions and recommendations, a summary of which is annexed to this programme document (see Annex I).

This phase of the joint UNDP-DPPA programme draws extensively on the findings of the mid-term evaluation[22] as well as earlier assessments[23] and lessons from the broader experiences of UNDP, DPPA and others in support of Member States' efforts in preventing conflict and sustaining peace. The latest review undertaken by DFID, found that the Joint Programme has substantially exceeded all targets set at the outcome level, including in developing and supporting national initiatives. The programme framework has been consulted extensively with RCs, PDAs, UN and non-UN entities, academia, and donor/development partners, with a view to drawing on lessons learned by the broader conflict prevention community and factoring these into its strategy.

The proposed joint programme: key strategies

The joint programme approach, which brings together UNDP and DPPA and seeks to engage the broader UN system in operationalising its assistance, reflects an ongoing effort by the UN to maximise coherence in pursuit of system-wide goals and objectives. Reflecting on the peacebuilding and development challenges, lessons learned, and the evolving context of UN assistance globally and on the ground, UNDP and DPPA have devised specific strategies that underpin and enhance this new iteration of the joint programme. Among the key strategies internalised and promoted by the joint programme are the following:

i. **Quality and breadth:** The first – and in many ways the overarching – recommendation of the mid-term evaluation of the joint programme was that UNDP and DPPA prioritise *quality and breadth*, rather than *scale up*. This principle underpins several of the strategies articulated below, which have at their centre the concept that the joint programme 'offer' – whether in support of national capacities, country-level or regional initiatives, UN Country Teams, or indeed UN Peace and Development Advisors themselves – should reflect a stronger and more holistic package of conflict prevention assistance.

ii. **Results-based management:** Following the recommendation of the mid-term evaluation of the joint UNDP-DPPA programme that UNDP and DPPA enhance results-based management (RBM) approaches in the design and implementation of the new phase of the joint programme, the UN entities have invested time and resources to ensure that the new programme framework meets with the highest RBM standards. Notwithstanding the challenges associated with M&E in relation to conflict prevention work, the programme framework is based on rigorous theories of change (see Section 3, below), and is equipped with detailed results and monitoring frameworks that include clear and realistic outputs and appropriate indicators reflective of international best practices, with milestones and targets.[24]

iii. At the country level, each PDA will **link their workplan to the global results framework** to ensure that the country level results feed into the global framework and the Secretariat's consolidated reporting. The global framework is designed to be flexible yet comprehensive enough to enable PDAs working on a wide spectrum of issues related to conflict prevention to connect to it.

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[22] For a detailed response of UNDP and DPA to the mid-term evaluation findings, see the "Management Response" following the evaluation (available upon request to donors/development partners).
[23] See, for instance: "External Independent Review of the Joint UNDP-DPA Programme, 2012-2014" (funded by UK/DFID on behalf of UK/DFID, Sweden, Switzerland and Norway), or CSSF Peacebuilding Annual Review 2017/18.
[24] Additional information and guidance will be provided to the PDAs and RCs (and through them UNCTs) on the global results framework, and how it can be adapted to their country context will be provided during the first six months of the programme implementation.

iv. **Context specific allocation of UN peace and development assistance:** Peace and Development Advisors remain the backbone of the joint programme, however with a view to both sustainability and context specificity of response, the joint programme acknowledges that there is no 'one-size-fits-all' formula for supporting UN Country Teams and partner countries.[25] Just as the specific PDA profile requirements will vary from context to context, some scenarios may be better served as part of a regional approach. In other contexts, national peace and development expertise may be more desirable, and in others still solutions may be found through the use of third party secondees (such as through Folke-Bernadotte Academy or similar Member State funded standing capacities) or United Nations Volunteers (UNVs) for specific types of additional support. Where a particularly complex scenario demands a broader scope of peace and development capacities, the programme may look to support, as has occasioned in the past, the establishment of dedicated peace and development units or teams for this purpose.

v. **Criticality assessment and coordinated deployment:** The 'criticality assessment' has been undertaken annually to prioritise the deployment of PDAs and ensure that the programme responds appropriately to evolving needs on the ground in context where there is a risk of deterioration.[26] Under the new programme, the criticality assessment will continue to be undertaken jointly by DPPA and UNDP, however, the criticality assessment criteria will be reviewed in light of the new country-level arrangements for RCOs and their requirements as well as Regional Monthly Reviews (RMRs) at HQ level, to ensure that allocation of PDA expertise is commensurate with needs (whilst ensuring, critically, that the scale of deployments is not permitted to divert from the *quality* and *breadth* of joint programme's support).

vi. In view of the current number of settings in which UN peacekeeping and special political missions are in the process of drawing down, criteria will be included relating to **peace operations transition settings.** The criticality assessment will also be informed by DPPA's analysis of the country context and the UNDP Crisis Risk Dashboard which identifies escalating risks and provides additional input to inform the decision-making on the country priorities. The programme will coordinate with other providers of deployed assistance (e.g. with OHCHR as concerns Human Rights Advisors) to ensure that resources are optimised and duplication avoided.

vii. **Towards multi-year engagement frameworks:** As recommended by the mid-term evaluation, with a view to sustainability and results and consistent with the results-based management approaches of the new phase of the joint programme, UNDP and DPPA will place greater emphasis on the development of multi-year engagement frameworks or strategies that are appropriately informed by PDA analysis. Alignment will be sought between country-level and global-level objectives and results, and greater mutual information flow between PDAs and headquarters in strategy definition.

viii. **Supporting and empowering PDAs:** In view of the often-cited problem that PDAs are frequently over-stretched and subject to conflicting expectations, the joint programme will henceforth base all deployments on an exchange of letters between UN RCs and the ASGs of UNDP and DPPA[27], setting out with clarity the roles, functions and expectations of PDAs against which performance can be managed and mutual expectations can be defined. One of the areas that will be highlighted in the exchange of letters is the PDA serves as an advisor and is not

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[25] PBSO reports that programmes funded by PBF are off better quality in countries where PDAs are deployed. However, there are still countries with capacity gaps among PDAs and key members of the UNCT in peacebuilding design and programming. The Joint Programme will address these through dedicated support to PDAs from its enhanced technical team and through designing a conflict prevention/peacebuilding training course for PDAs.

[26] The criticality assessment is undertaken by the regional Divisions of DPPA and UNDP Regional Bureaux, and will be approved by the co-chairs of the Steering Committee. The criteria of the criticality assessment will be reviewed based on the impact of the reforms on the programme during the first 9 months of the programme implementation.

[27] Based on views of DPPA desk officers and UNDP RRs.

deployed to implement or oversee programmes and also that the PDA needs to be considered as a system-wide resource that the whole UNCT can benefit from (especially with shared conflict analysis and conflict sensitivity of the UNCT programme portfolio). The new phase of the programme gives more balanced attention to the broader support infrastructure surrounding the deployment of PDAs. In this respect, the programme will enhance efforts to ensure that PDAs are better equipped and empowered to deliver on their mandates, including through more effective resourcing, appropriate backstopping support, better networking and access to best practices and knowledge management.

ix. **Knowledge and tools for conflict prevention: a 'one-stop-shop' for the UN system:** As a bridge between different parts of the UN system at headquarters, with extensive experience from the field and an expanding network of partners, the joint programme is ideally placed to position itself as a repository of knowledge and tools for conflict prevention. Under this new phase, the joint programme will pilot the peace infrastructures portal as initially an online portal for the community of practice of PDAs, as well as a one-stop-shop for knowledge materials and tools on conflict prevention. The portal includes resources and latest papers on sustaining peace, infrastructures for peace and other thematic areas that PDAs need to be aware of from across the UN system and beyond as well as tools such as the UNDG tool on conflict and development analysis (CDA). It also has a private community of practice site where PDAs can discuss privately issues affecting them. The intention of the Portal is to serve a diverse group of conflict prevention practitioners. Partnerships across the UN system and beyond will therefore be sought and interactive features will be designed to cater for wider engagement in discussion forums and direct links will be made accessible to other portals and community platforms.

x. **Strengthening capacity for conflict analysis and conflict sensitivity:** Effective conflict analysis is the starting point for all engagement in support of conflict prevention and sustaining peace. Several tools and methodologies exist within the UN system and beyond, that may be adapted to suit different needs in different contexts. The joint programme takes the position that no one tool ought to be prescribed, however all possible steps should be taken to ensure that analysis is jointly conducted and appropriately disseminated (this being a core element of the function of a PDA). In the new phase of the joint programme, UNDP and DPPA have committed to a three-pronged approach: i) building internal UN capacity for conflict analysis and conflict sensitivity; ii) building national capacity for conflict sensitivity; and, iii) supporting country presences in conducting regular conflict analysis (including political economy analysis, climate sensitivity, and other issues were necessary).[28] In all elements of this approach, it merits recalling that the gender dimension is expected to be a key component.

xi. **From analysis to strategy development and programming:** Analysis serves little purpose unless it is effectively translated into strategy and programming. Understanding areas of contestation – whether related to power and governance, land and natural resources, economic and social issues, human rights, gender, climate risk, service delivery or access to security and justice – and the requirements to overcome them, must be able to inform solutions. In addition to better supporting PDAs and national partners to undertake robust analysis, the new phase of the joint programme places renewed emphasis on supporting PDAs to harness that analysis so that it better informs the decision-making, strategy development and programming of UN leadership and the UNCT. Input from PDAs during key programme planning processes, including UNDAF development, is an important factor and will be advocated strongly by the programme as a prerequisite for PDA deployment. However more *ad hoc* input is also critical in order to ensure conflict sensitive programme development that is responsive to openings for preventive engagement. PDAs will increasingly be expected to engage in all regular UNCT meetings to maximise the prospects for seizing such opportunities, while provision for 'seed

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[28] See draft discussion paper, "Strengthening Capacity for Conflict Analysis and Conflict Sensitivity" (UNDP, 2017), which outlines a proposed 'strategic way forward' in this respect, based on lessons learned in the implementation of the Conflict Development Analysis (CDA) tool.

funding' for innovative conflict prevention initiatives will provide UN entities at the country level with the necessary catalytic funding to pursue them.

xii. **Working with national authorities and other stakeholders:** The overall purpose of the joint programme is to build national prevention capacities, both those of national authorities as well as civil society and other important stakeholders at the country level. While these efforts fall under the overall responsibility of the UNCT, PDAs through their specific expertise, role, mandate and network are in an unique position to play a catalytic and enabling role to support UN-wide preventive action. Additional efforts will be made to ensure PDAs work even more closely with the relevant national authorities, and that the programme will maximise a positive contribution towards strengthening national counterparts, as well as civil society, including women and youth groups (who in many conflict settings are among the most marginalised and discriminated groups in society). Through supporting UNCT efforts in helping national stakeholders in preventing the outbreak of violent conflict, the programme also aims to support the establishment of national policies and mechanisms that are based on the principles of inclusion.

xiii. **Building on entry points created by Agenda 2030**: One of the key entry points for RCs and PDAs at the country level are the SDGs and the globally endorsed 2030 Agenda, with SDG 16 providing an opening to discuss highly sensitive issues. The programme will support RCs and PDAs in building on these openings in countries utilising the convening role that the UN has on supporting the achievement of SDGs.

xiv. **Maximising partnerships and advocacy:** The joint programme will further emphasise its role as a cross-pillar convener on conflict prevention at the HQ as well as country level. The programme has played an important role globally bringing the peace & security and development pillars together, and at the country level in supporting RCs in their role as a convener and facilitator. Additional focus will be placed on supporting UNDP and DPPA in their role in policy debates at the global level and ensuring knowledge lifted from the PDA engagement at the country level is fed into the policy formulation processes. The enhanced knowledge management and reporting on the work of the PDAs and UNCTs in the field of sustaining peace will allow DPPA and UNDP to make a greater contribution to these debates in the future. This programme will focus also on building stronger partnerships with International Financial Institutions such as the World Bank and diplomatic delegations, as well as where appropriate with regional and sub-regional organisations in coordination with relevant DPPA and UNDP teams. Finally, the Joint Programme has the ability to bring the UN system together to reflect and discuss on how the UN can work together to realise a commonly agreed prevention agenda. This includes bringing together stakeholders from DPA and UNDP but also PBSO, UN Women, DPKO, UNICEF and others. The Programme will seek to enhance these partnerships and continue to play its role in cross-pillar collaboration.[29]

xv. **Gender equality, Women, Peace and Security:** The implementation of the women, peace and security agenda is a key part of the successful pursuit of preventing conflict and sustaining peace. The joint programme will systematically gender mainstream all its activities and outcomes, in line with the UN Strategic Results Framework on Women Peace and Security: 2011-2020, including through:

- Strengthening gender-sensitive political analysis, e.g. through assessing the impact of conflict on men and women and mapping the extent and impact of conflict-related sexual violence and measures to address it.
- Promoting women's participation in conflict prevention and peacebuilding processes
- Inclusive and gender-responsive process design of conflict prevention and peacebuilding efforts, with an emphasis on ensuring the participation of traditionally excluded

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[29] See additional information in the partnerships section.

population groups, such as youth, marginalized women, minorities, people with disabilities.

To strengthen the capacity of PDAs in the aforementioned areas, specific guidance based on lessons learned and best practices and training opportunities will be provided to PDAs, including through the DPA WPS annual training and during PDA retreats and inductions. In addition, the Joint Programme has developed a Gender Workplan, which aims to strengthen women's empowerment and gender equality in the work of PDAs. The Gender Workplan will be reviewed and updated in 2019 in view of the Programme's new RBF to ensure the achievement of gender outputs and activities.

xvi. **Ensuring gender parity and gender expertise in the PDA cadre:** The Joint Programme is continuously reviewing its progress towards gender parity. It undertook a study called 'Examining the gender disparity in the PDA cadre' in 2015, based on the main recommendations of this study, which include the need to provide guidance and support to recruitment processes to mitigate bias and ensure gender balance and maximize retention of female PDAs.Based on these recommendations, the PDA rostering process went through extensive vetting to achieve parity. As a result, 50% of P5 roster candidates, and 47% of P4 roster candidates are women. As of November 2018, As of November 2018, out of the 56 PDA and PDSs 46% women (26 out of 56).To advance progress made to date, the programme is striving towards achieving gender parity and gender expertise within the PDA cadre over the next two programme cycles through:

- Ensure gender balance in recruitment processes by providing guidance to those involved in recruitment processes, raising awareness on implicit gender biases and UN gender parity commitments.
- Strengthen the capacity of potential female PDA candidates (including in the PDA roster, junior PDAs and secondees and relevant national staff)
- Inclusion of gender dimensions, e.g. attention for gender in PDA trainings, inclusion of gender-relevant deliverables in terms of references, PDA workplans and accountability measures

xvii. **Climate related security Risks:** With the increasing advancement of climate change around the world, member states increasingly promote the need for climate change to be at the heart of the peace and security agenda of the 21st century. UNDP, UNEP and DPA jointly work on supporting the implementation of requests made through Security Council resolutions (e.g. UNSC Resolution 2349 on Lake Chad), emphasising the need for adequate risk assessments and risk management strategies by governments and the United Nations relating to these factors. The newly established joint UNDP-UNEP-DPA initiative on "Strengthening the UN's Capacity to Address Climate Related Security Risks" seeks to support:

- Climate sensitive conflict analysis and/or conflict risk assessment;
- Climate sensitive conflict prevention strategy development and programming;
- Advocacy with national authorities and partners on climate related peace and security risks.

- PDAs will be asked to support this analysis where relevant; and will also benefit from some of the agreed interventions arising from this joint UNDP-UNEP-DPA initiative.

xviii. **New technologies:** As the Secretary-General has recognized in his Strategy on New Technologies, harnessing innovation and new technologies will be critical to the achievement of the SDGs. PDAs will be supported and encouraged to draw on new technologies in all relevant aspects of their work. Second, PDAs will also be supported to incorporate issues of cybersecurity in their analysis, recognising that while technologies hold great promise, they can be used for malicious ends or have unintended negative consequences with an impact on societal dynamics. In this way, the Joint Programme, will increase the understanding of new technologies and their benefits and implications for conflict analysis.

Sustainability of results

UNDP and DPPA acknowledge the sustainability challenges when engaging in conflict prevention and make provision in the joint programme to position in favour of sustainable results. Being responsive to the context is critical for sustainability, however contexts also vary considerably, and may change drastically throughout the programme cycle. For this reason, the joint programme results framework takes into account that specific indicators will need to be defined at the programme design stage from country to country, and that entry points and opportunities will be different in every context. To ensure that support is appropriately targeted with respect to the context, the joint programme will work closely with PDAs to ensure the development of context-specific theories of change and key indicators will be elaborated on a country-by-country basis and updated based on developments in the country and analysis, with a first draft agreed as part of the initial deployment of UN peace and development capacities, and these subsequently refined on the basis of quality conflict analysis once the PDA/team is in-country, and will be set out in an agreed workplan.

The programme also recognises the particular sustainability challenge at points of transition in PDA assistance (e.g. between PDA deployments or upon discontinuation of PDA support) and will work with UNCTs and PDAs with the aim to institutionalise conflict prevention capacities within national structures and institutions. Identifying the most salient targets for support at the country level, especially considering the need to ensure value for money and the most effective use of resources, will be critical. The joint programme will therefore use a combination of peace & conflict analysis and needs assessments to identify the most appropriate avenues for assistance. The joint programme would link to other forms of support to UNCTs and elsewhere (and, wherever possible, explore cost-sharing options) so that if the programme redeploys resources from one country to another, the work of the programme continues through other mechanisms, including through UNDP conflict prevention interventions where relevant. The joint programme must be cautious not to withdraw support too early, but to follow through on what are long-term processes to support national conflict prevention and peacebuilding efforts. Multi-year commitments and strategies are an element for mitigating this risk.

3. Results framework and theories of change

The joint UNDP-DPPA programme is fully aligned with the Strategic Plans of UNDP[30] and DPPA[31], and the overarching vision of the UN Secretary-General on preventing conflict and sustaining peace.[32] Consistent with these overarching frameworks, the joint programme defines its overall goal as 'building national capacities on conflict prevention.'

Theory of change

In pursuit of this overall goal, the joint programme is conceived and structured based on a theory of change that draws on analysis, experience, up-to-date development scholarship and international best practices. In broad terms, at the highest level, this theory of change posits that:

> *When efforts to prevent conflict and sustain peace are analysis-based, robust, inclusive, and nationally-led, and when these are supported to an appropriate extent by coherent international strategies and programmes, Member States are better equipped to mitigate the risks of conflict and fragility, and to pursue their development priorities*.

Thus, the programme seeks to serve as a vehicle both to assist Member States to deepen their capacities in terms of skills, systems and processes for conflict prevention, and to assist UN Country

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[30] Executive Board of UNDP, "UNDP Strategic Plan, 2018-2021", 17 October 2017 (DP/2017/38).
[31] UN Department of Political Affairs, "DPA Strategic Plan, 2016-2019", 20 November 2015.
[32] Report of the UN Secretary-General, "Peacebuilding and Sustaining Peace", 18 January 2018 (A/72/707-S/2018/43).

Teams to serve better these same objectives. Based on this overall theory of change, the participating UN entities have identified two interrelated outcomes to which the joint UNDP-DPPA programme is designed to contribute. Each of these outcomes in turn rests on its own related change hypotheses, reflecting a series of causal pathways for achievement of the programme's objectives at all levels.

Outcomes to which the joint programme aims to contribute and outcome level theories of change

Outcome one: Targeted initiatives and national capacities are more effectively contributing to conflict prevention and sustaining peace

Outcome one reflects the participating UN entities' understanding that in any given context there are two things that are necessary for building and sustaining peace: firstly, national capacities (i.e. skills, understanding, and resources) within a society that can help prevent and manage conflict; secondly particular initiatives (e.g. policies, forums, programmes, systems, or other peace architectures and/or processes) to address specific challenges or create or make the most of particular political opportunities.

There may be a variety of institutions, organisations and individuals contributing to conflict prevention and peacebuilding – and many of these have legitimacy, credibility, knowledge and insight in a way that external actors, including the UN, may not. However, these national capacities are also often not as effective as they might be. While needs vary from context to context, national institutions and organisations often suffer from a lack of financial means, technical support and comparative experience, or political space and political support. As a consequence, many countries at risk of conflict and fragility lack the policies, institutional architecture, representation and skills needed effectively to prevent conflict and sustain peace.

In addition, the outcome reflects the participating UN entities' understanding that in any given context there is likely to be a variety of processes and initiatives being undertaken in support of sustaining peace. These processes themselves are generally 'owned' by others, i.e. not by the joint programme, *per se*, but normally either by national actors or by the UN more broadly. The joint programme's approach to contributing to this outcome is based on the theory of change hypotheses that:

> *If a country/government has clear national **policies** that explicitly address conflict prevention, peacebuilding, and the underlying drivers of conflict, then national resources are more likely to be effectively directed towards sustaining peace.*

> *If a country has a national **architecture** (institutions, structures and organisations) with clear mandates around sustaining peace that are properly resourced then it is more likely to be effective in preventing and managing conflict.*

> *If national leaders and officials from both government and civil society have improved **skills** in preventing and managing conflict, then the institutions and processes in which they participate are likely to be more effective in sustaining peace.*

> *If a wide variety of people (based on the principle of **inclusion**), of all genders and from all groups and segments of society, are able to participate in and influence policy, processes and architectures around sustaining peace, these are more likely to address the diverse needs and interests of society and thus be more effective in sustaining peace.*

> *If country-level, regional, or internationally-supported **initiatives** in support of conflict prevention are well designed and well managed, and if they are able to draw on robust analysis, comparative expertise and best practices, they are likely to yield more effective results for sustaining peace.*

Specifically, the joint programme will utilise several practical tools designed to contribute to this outcome. Deployment of Peace and Development Advisors (through international PDAs, national

Peace and Development Officers (PDOs) or other tailored combinations of personnel) will continue to provide much of the technical support to national partners and the UN system and comparative experience required for the advancement of these. The PDAs, working with the RC and the UNCT, will further support national stakeholders to maximise political 'space' to engage in effective conflict prevention and provide facilitation support to dialogue and other processes in support of sustaining peace. The PDAs will play a key role in preventive diplomacy in the countries where they are deployed.

The programme, principally through the PDAs, will also support small-scale capacity-building and training initiatives for national peacebuilding actors. Meanwhile, based on deeper understanding of the various contexts, the joint programme will work to link to or leverage other support to national capacities, notably in terms of 'tapping into' relevant channels of expertise and assistance from UN headquarters (e.g. UNDP crisis, technical and RBx, DPPA/MSU, DPPA/MST, PBF/PBSO, OHCHR, UN Women, UNICEF, UNV, etc.) and the UN's broader network of partners from Member States and civil society. Whilst the country level capacity building is undertaken by the PDAs, the Joint Programme secretariat will play an important role in supporting PDAs and providing them with seed funds to undertake these activities; and also connect the PDAs with the appropriate HQ resources where needed.

The joint programme, both institutionally and through the PDAs, will work to strengthen initiatives geared at sustaining peace, with a particular focus on early warning systems, preventive diplomacy, mediation and national dialogue, integrating gender-responsive approaches and participation of women and gender experts throughout. The programme and its PDAs will support the initiation and convening of such processes, with the aim of deepening inclusive participation of those traditionally excluded ((e.g. minority groups, people with disabilities, young people and marginalized men and women). The programme will provide facilitation support and make available comparative expertise through its deployed PDAs. The programme will provide and facilitate access to appropriate expertise and comparative experiences from within the wider system (e.g. through the DPPA Mediation Standby Team, the UNDP *ExpRes* roster, and other short-term deployment mechanisms). By providing catalytic ('seed') funding, the programme will enable innovative and context-specific peacebuilding initiatives to get underway and demonstrate potential, whilst also supporting these to access/mobilise more sustainable longer-term funding and support, as appropriate. The specific nature of the initiatives and the support needed will vary from context to context. Spearheaded by PDAs, more context-specific theories of change (together with key indicators, linked ideally to the anticipated multi-year engagement frameworks) will be elaborated on a country-by-country basis and updated as the situation changes.

Outcome two: UN Country Teams have strategies and programmes that are increasingly conflict sensitive, and are engaged in wider partnerships on sustaining peace

Outcome two reflects the fact that the UN is often a significant actor in countries at risk of conflict and fragility, and that in order for the overall strategy and approach of the UN leadership and the UN Country Team to contribute effectively in support of national efforts on sustaining peace their engagement and activities must be conflict sensitive and therefore informed by high quality analysis. This also ensures that UN activities, which might on the surface appear not to be related to the conflict, "do no harm" in inadvertently contributing to or exacerbating conflict drivers. In this respect, the joint programme's approach to contributing to this outcome is based on the theory of change hypothesis that:

> *If 'in-house' analytical capacities are placed more systematically at the disposal of UN Country Teams and the UN leadership, and UN entities are incentivised to engage in joint analysis and planning processes, and staff are supported in developing skills in sustaining peace, then the UN and its partners will be better placed to ensure that the analysis effectively informs UN strategy and programming in support of national efforts on sustaining peace and advancing development.*

On this basis, the joint programme will, through a well-managed network of PDAs, work to enhance the quality and conflict-sensitivity of UN country strategies, under the overall leadership and direction of the UN RCs[33]. In particular, PDAs will convene, facilitate and lead conflict analysis processes[34] in conjunction with all elements of the UN Country Team, ensuring consultation with a wide variety of stakeholders. PDAs will be expected to generate robust and gender-sensitive conflict analysis and engage proactively in planning and peacebuilding processes to influence UN country strategy and programme development processes at the country level, while also working to ensure consistent and mutually reinforcing approaches from UN entities, leadership and processes at headquarters.

The joint programme will also focus more specifically on the skills and coherence of UN Country Teams. UNCTs are made up of staff with a wide variety of experiences, but they do not necessarily have the skills needed to ensure maximum collective effectiveness of UN efforts in support of conflict prevention and sustaining peace. In addition, UN agencies' structures and incentives do not always support a conflict sensitive approach. While some UN entities have introduced frameworks for conflict sensitivity and peacebuilding, staff often require support to implement and mainstream these in practice, especially where this is not deemed, *prima facie*, to be a core element of a staff member's technical or operational function. The joint programme is committed to supporting improvements to the skills and coherence of UN country teams in this respect. In so doing, the joint programme aims to contribute to: i) increased conflict sensitivity in the approaches and programmes of UNCTs; ii) improved UNCT capacities to design and implement more effective conflict-related programming, and; iii) enhanced UNCTs that are better equipped to support national conflict prevention capacities and efforts. In this respect, the joint programme's approach to contributing to this outcome is based on the theory of change hypothesis that:

> *If UN Country Teams and their staff are supported to become more knowledgeable and skilled in conflict prevention and sustaining peace, conflict sensitive approaches to programming will become more common, dedicated conflict prevention programming will become more sophisticated, and the collective efforts of the UNCT towards outcomes one and two will be more likely to yield results.*

Through the effective use of deployed PDAs, the joint programme will therefore support improvements to the skills and coherence of UNCTs through facilitation of participatory analysis processes, provision of increased guidance and technical assistance on conflict sensitive approaches, increased guidance and support with the development of programmatic responses to the issues raised in the analysis, and increased training and practical learning opportunities for the UNCT on conflict-related issues. Certain processes represent good opportunities and incentives to bring UNCT staff together around joint conflict analysis and/or programme planning processes, such as the Common Country Assessment and UNDAF development processes, and preparation of project funding submissions. The PDAs will support the RCs and UNCTs in these processes. PDAs will also be better supported (including with greater access to resources and support from a strengthened joint programme secretariat team) to be able to provide expertise and training to the UNCT.

The joint programme is one small part of a much larger UN system, which is actively working to strengthen its engagement and assistance on sustaining peace. Moreover, the UN itself is one player amongst many in the sustaining peace field. In some country contexts, for example, the UN is one of the most influential external actors, while in others, the World Bank or the EU is more prominently engaged. As recognised by the mid-term evaluation of the joint programme, the programme is well positioned to support and inform the evolution of policy and practice at a system-wide level and beyond.[35] The PDAs are also well placed to support RCs to convene regional organisations, IFIs, diplomatic delegations, civil society and engage them in exploring better joint approaches for conflict prevention. Thus, there is a need for the programme to engage at a global, strategic and policy levels,

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[33] See the management section for further detail on PDA management.

[34] National, sub-regional and regional depending on demand.

[35] Ncube, B. and Fergusson, L., "Joint UNDP-DPA Programme Mid-Term Evaluation Report 2015-2017", February 2018, p.47 (Conclusion No. 3).

as well as with a wider network of partners at the country level. In this respect, the joint programme's approach to contributing to this outcome is based on the theory of change hypothesis that:

> *If the joint programme – through partnerships, knowledge generation, experience sharing, and the development of a community of practice on conflict prevention and sustaining peace – enables UNDP, DPPA, and the broader UN system to continue to engage proactively in experience-based policy formulation and partnerships, then UN and wider international engagement and support in this area will be further refined and advanced.*

The joint programme has already, and will continue to accumulate, a significant breadth and depth of knowledge around conflict prevention and sustaining peace. By enhancing knowledge management and practice and policy development capacities in the joint programme secretariat, the participating entities of the joint programme will be better placed to advance development thinking and practice within the UN and the broader multilateral system, informing key debates and making a critical contribution to broader systemic and policy change. The   integration of DPA and PBSO within the single department of the new DPPA will further support the realisation of this goal.

Table 1: Results framework

UNDP Strategic Plan outcome(s):	Outcome 2:	Accelerate structural transformations for sustainable development
	Outcome 3:	Strengthen resilience to shocks and crisis[36]
DPPA Strategic Plan outcome(s):	Goal 1:	Strengthening international peace and security through inclusive prevention, mediation and peacebuilding processes (Strategic Objective 3: Investing in sustaining peace)
Sustainable Development Goal(s):	SDG 16:	Promote peaceful and inclusive societies for sustainable development
Programme title:		*Preventing conflict, sustaining peace: a joint UNDP-DPPA programme on building national capacities for prevention*
ATLAS Award ID:	Award: **TBC**	Project: **00101205**

JOINT PROGRAMME OUTCOME 1:   Targeted initiatives and national capacities are more effectively contributing to conflict prevention and sustaining peace

Global indicator(s):

Outcome indicator 1:   Improved government policies and strategies relating to conflict prevention and sustaining peace.
Outcome indicator 2:   Targeted components of national peace architecture are created or improved.
Outcome indicator 3:   Greater range and variety of national stakeholders/groups are involved in national conflict prevention and peacebuilding work, including women and youth groups.
Outcome indicator 4:   Targeted national stakeholders are demonstrating stronger skills and understanding of conflict prevention and sustaining peace.
Outcome indicator 5:   Level of influence that joint UNDP-DPPA programme support has had on a) early warning systems, b) diplomacy, c) mediation and d) national dialogue.

JOINT PROGRAMME OUTCOME 2:   UN Country Teams have strategies and programmes that are increasingly conflict sensitive, and are engaged in wider partnerships on sustaining peace

Global indicator(s):

Outcome indicator 1:   % of joint programme countries that have conducted or updated conflict analysis in the last three years.
Outcome indicator 2:   % of joint programme countries where the Common Country Assessment and/or UNDAF is explicitly informed by joint conflict analysis.

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[36] The programme contributes to the following UNDP SP outputs:
2.3.1 Data and risk-informed development policies, plans, systems and financing incorporate integrated and gender-responsive solutions to reduce disaster risks, enable climate change adaptation and mitigation, and prevent risk of conflict[1]
3.2.1. National capacities strengthened for reintegration, reconciliation, peaceful management of conflict and prevention of violent extremism in response to national policies and priorities
3.3.1. Evidence-based assessment and planning tools and mechanisms applied to enable implementation of gender-sensitive and risk-informed prevention and preparedness to limit the impact of natural hazards and pandemics and promote peaceful, just and inclusive societies
3.3.2 Gender-responsive and risk-informed mechanisms supported to build consensus, improve social dialogue and promote peaceful, just and inclusive societies

Joint programme outputs		Planned activities		Planned budget		
Outputs and output indicators		**Indicative activities**	**Responsible party**	**Budget description**	**Amount in USD**	
					Per annum	5-year total
Output 1: UN peace and development capacities enhanced and high-quality and context-specific professional advice, expertise and accompaniment to the UN system, partner governments and civil society provided Output indicators: 1.1. *% of joint UNDP-DPPA programme priority countries with highly-skilled Peace and Development capacities in place (disaggregated per M&E framework)* 1.2. *Scale and quality of context-specific and conflict sensitive advice provided to UN RCs and UNCTs[37]* 1.3. *Scale and quality of external advice, support or engagement partner governments, civil society, regional organisations, IFIs and diplomatic community.*		- *Deploy and support Peace and Development Advisors.* - *Deploy and support national PDAs, UNVs and secondees.* - *Include gender expertise on women and youth empowerment in ToRs.* - *Deploy short-term technical capacities including interim PDAs.* - *Advise RCs and UN Country Teams on gender responsive conflict prevention, conflict sensitivity and peacebuilding strategies.* - *Strengthen partnerships with national governments, political parties and civil society, including women and youth groups* - *Establish new strategic partnerships with regional organisations, IFIs and diplomatic community.* - *Convene joint programme partners (relevant Embassy colleagues) at the country level on regular basis.*	UNDP/DPPA	International Staff[38]	16,250,000	**81,250,000**
				National staff	2,000,000	**10,000,000**
				Consultants	1,500,000	**7,500,000**
				Workshops	1,000,000	**5,000,000**
				Travel	1,500,000	**7,500,000**
Output 2: Catalytic and context-specific conflict prevention and peacebuilding initiatives implemented Output indicators: 2.1. *Number of in-country initiatives that support conflict analysis and conflict sensitivity,*		- *Undertake joint conflict, political, and political economy analysis .* - *Provide political reporting and analysis [including for the RMRs] and talking points for senior management on issues related to conflict prevention.* - *Engage in preventive diplomacy under the guidance of the RC and DPPA.*	UNDP/DPPA	Contracts	6,000,000	**30,000,000**
				Consultants	2,000,000	**10,000,000**
				Travel	1,000,000	**5,000,000**

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[37] A detailed methodology note to be developed during the first year of the Programme to be piloted during the second year.

[38] Number of PDAs will be decided annually based on the criticality assessment, hence this budget is indicative.

including with a focus on gender sensitive analysis. *2.2. % of countries with PDA supported initiatives to build national capacities.* *2.3. % of PDA countries with initiatives that support early warning, dialogue and mediation, including the participation of women and youth.* *2.4. Number of in country initiatives supporting female mediators, or women's participation in dialogue processes.*	- *Support CCA and UNDAF drafting processes and other strategy development processes at the country level.* - *Support establishment of early warning and risk monitoring mechanisms, and ensure inclusion of gender specific indicators.* - *Engage and support dialogue, mediation and facilitation initiatives, with a focus on the inclusion of women and youth.* - *Support establishment of national infrastructures for peace.* - *Review and provide inputs to UNCT programmes on conflict sensitivity.* - *Create entry points, and support catalytic prevention programmes at the country/regional level.* - *Facilitate training, accompaniment and capacity-building of national/local actors, with a specific focus on women.*		Workshops	2,000,000	**10,000,000**
Output 3: Effective strategies for deployment and partnerships, as well as professional development and learning for PDAs created and implemented Output indicators: *3.1. Efficient, effective and timely PDA deployment process based on a comprehensive global roster of expertise ensuring gender parity* *3.2. A learning and professional development system and network that supports the needs of PDAs and their partners* *3.3. Effective global partnerships that allow the joint programme to share its experience and influence policy*	- *Develop a professional (learning) development strategy for PDAs, with a particular focus on female PDAs and implement the strategy.* - *Organise learning and peer to peer exchange opportunities for PDAs, including with gender and human rights advisors when possible.* - *Organise learning and peer to peer exchange opportunities for RCs.* - *Review, strengthen and consolidate the PDA roster with a particular focus on the gender parity of the cadre, and the language requirements of the countries.[39]* - *Manage the PDA roster and PDA deployments.* - *Provide guidance to recruitment processes to mitigate gender bias and ensure gender balance* - *Establish and manage an online community of practice for the PDAs.* - *Explore new and enhance existing global partnerships on prevention.* - *Improve knowledge management and dissemination from the PDAs.* - *[Co-]organise global and regional PDA and RC retreats.* - *Generate and disseminate guidance and knowledge products aimed at increasing*	UNDP/DPPA	International Staff	2,100,000	**10,500,000**
			General staff	250,000	**1,000,000**
			Workshops	2,000,000	**10,000,000**
			Travel	1,500,000	**7,500,000**

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[39] Roster mechanisms are under review currently and there is a plan to further consolidate them under the Global Policy Network of UNDP.

	women's empowerment and gender equality objectives in the work of PDAs. - *Provide training opportunities to strengthen programming and gender mainstreaming capacities of PDAs.* - *Organise PDA inductions.* - *Review, implement and monitor gender workplan* - *Facilitate enhanced interaction and support by UNDP and DPA technical teams and MSU to PDAs.*			
Total		Programme cost*	37,600,000	**187,750,000**
		Indirect support cost*	3,128,000	**15,620,000**
Grand total		Direct and indirect costs	42,228,000	**210,870,000**

* Please read the Explanatory Note on Harmonised Financial Reporting to Donors and its Annexes for guidance on how these terms should be interpreted

4. Governance, management, coordination and partnerships

Building on lessons learned as well as established global best practices for joint programming, the joint UNDP-DPPA programme incorporates a number of mechanisms to ensure effective governance, programme management and coordination, both internally and externally vis-à-vis donors/development partners and other stakeholders. The structures set out in this joint programme document do not substitute for organisation-specific arrangements required by respective internal policies of UNDP and DPPA. Fund management arrangements are detailed separately under section six (6) of this programme document.
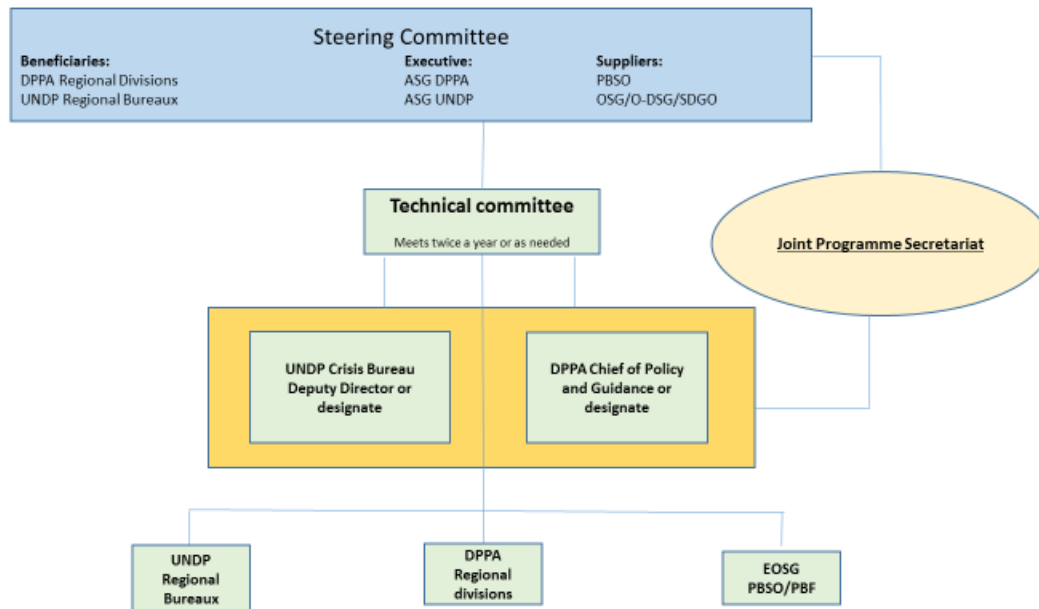
Programme governance[40]

The joint programme ***Steering Committee*** serves as the overall governance structure of the joint programme and will be constituted in accordance with a terms of reference to be approved in the first Steering Committee meeting. The joint programme Steering Committee, which will be co-chaired by UNDP and DPPA at the level of Assistant Secretary-General (ASG), represents the primary governance entity of the programme, responsible for guiding its strategic direction and with overall accountability for progress and results. The Steering Committee will be convened annually, and is mandated to:

i.   Provide ultimate oversight of the joint programme on behalf of UNDP and DPPA;
ii.   Approve annual work plans (AWPs) and budgets;
iii.   Approve requested changes to any of the joint programme policies;
iv.   Review the strategic direction of the joint programme;
v.   Propose new strategic areas of collaboration or joint initiatives, as appropriate;
vi.   Keep UN senior leadership regularly informed about the deliberations and decisions of the Steering Committee.

In addition to the relevant management/technical components of UNDP and DPPA (including PBSO components now incorporated within DPPA), regional bureaux of UNDP and regional divisions of DPPA shall be invited to participate in the joint programme Steering Committee. The DSG will be asked to designate a representative to participate in the Steering Committee meetings with a view of representing the Resident Coordinators. Every effort will be made to seek consensus in the Steering Committee decision-making. In case consensus cannot be reached, decisions will be taken by majority vote of the attending members, and in case of any dispute, decisions will be guided by the co-chairs. All decisions shall require the agreement of both co-chairs.

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[40] With the UNDS and UN Peace and Security Architecture reforms taking place from 1 January 2019 the management structures and participation in them may need to be further reviewed and adjusted to respond to needs.

Joint UNDP-DPPA Programme
Management structure

Steering Committee

Beneficiaries: DPPA Regional Divisions, UNDP Regional Bureaux
Executive: ASG DPPA, ASG UNDP
Suppliers: PBSO, OSG/O-DSG/SDGO

Technical committee
Meets twice a year or as needed

Joint Programme Secretariat

UNDP Crisis Bureau Deputy Director or designate

DPPA Chief of Policy and Guidance or designate

UNDP Regional Bureaux

DPPA Regional divisions

EOSG PBSO/PBF

Programme management

Overall management responsibility for the joint programme shall rest jointly with the team leaders of UNDP and DPPA who are designated to the joint programme by the respective UN entities, thereby ensuring full joint ownership at the management level as well as optimal integration of the joint programme within the broader frameworks of UNDP and DPPA. The UNDP Team Leader will ensure that the joint programme and the PDA network benefit from a network of Conflict Prevention Specialists at headquarters and in the regional hubs of UNDP. S/he will ensure that support to conflict prevention programming is provided in a coherent manner, and that linkages are made with other relevant components of UNDP. The DPPA Team Leader will likewise ensure that relevant linkages are optimised within DPPA, including vis-à-vis DPPA regional political offices, relevant policy development and guidance units, as well as the Mediation Support Unit. In this way, the joint programme and the global network of PDAs will continue to benefit from the support and engagement of staff from the wider teams of UNDP and DPPA.

Under the supervision of the two team leaders (DPPA and UNDP), day-to-day management and operations responsibility for the programme will rest with the ***Joint Programme Manager***. The functions and responsibilities of the Joint Programme Manager are in line with standard UNDP Programme Management functions and expectations.

The ***Joint Programme Secretariat*** team,[41] will be comprised as follows:

- Joint Programme Manager
- Programme specialist (with responsibility for knowledge and practice development)
- Programme specialist (programme effectiveness, monitoring and evaluation)
- Programme specialists x 4-6 (interim PDA functions/programming support to PDAs and M&E)
- Communications and events coordination analyst

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[41] The composition of the Joint Programme team and the required number staff will be reviewed during the mid-term review of the programme.

- Human resources/roster analyst (temporary appointment)[42]
- Programme and finance associate

Beyond the Joint Programme Secretariat (and therefore outside of the formal joint programme structure), both DPPA and UNDP possess a wealth of core 'in house' technical capacities and expertise that will be drawn on to support the agreed objectives of the joint programme. Both DPPA regional desks and UNDP regional bureaux will remain closely involved in identifying the needs and supporting the deployment and engagement of UN Peace and Development Advisors in programme countries. Meanwhile at the policy level, close working engagement will be ensured with the relevant policy teams of UNDP and DPPA so that the experiences of the joint programme can continue to inform dialogue and policy formulation on conflict prevention and peacebuilding.

As the new structure of DPPA is rolled out, the programme will ensure that the necessary links are made to units with relevant or complementary expertise, including in areas such as governance, peacebuilding, mediation support and elections. Meanwhile UNDP is committed to ensuring that the technical support needed to realise the objectives underpinning the joint programme is made available. Accordingly, UNDP's governance/peacebuilding and conflict prevention capacities at headquarters and in the regions will contribute dedicated technical and backstopping support that is aligned with the objectives of the joint programme.[43] In addition, UNDP is also responsible for project and operational management of the programme. UNDP Human Resource systems and capacities are utilized for the recruitment of the PDAs and other project-funded staff based on the agreed staffing structures and the annual PDA criticality assessment. As the managing agent, UNDP is ultimately responsible to all donors on the use of the programme funds. UNDP will make all efforts to ensure the programme delivers value for money and takes a cost-conscious approach.

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42 The HR analyst will be hired initially to cover the period during which the PDA roster will be opened for global applications in 2019. The need for the HR analyst will be reviewed once the roster is finalised.
43 Costs of staff outlined in the team structure will be charged on the programme, in addition to the corporately agreed DPC.

Country level management

The Joint UNDP-DPPA Programme services the RCs, UNDP and DPA. In practice this means PDAs report primarily to the RC, and secondarily to UNDP and DPA. They have a UNDP contract necessitating a legal, operational and administrative relationship with the RR.[44] In addition, the PDA will have a responsibility to advise UNDP (as well as the full UNCT) on conflict prevention and peace building programmes, and to work with DPPA to ensure linkages with UN's political work, to ensure political strategies inform programmes and vice versa. UNDP (RR and/or RBx) and DPPA[45] desks will participate in the PDA selection panels and receive bi-monthly reports.

Letters of agreement will be signed between the RCs, UNDP and DPA to ensure all parties have the same understanding of the expected results of the PDA deployments, and to ensure that all parties understand the need to link to the global monitoring framework of the joint programme.

To the extent feasible following the UN reform, UN Country Teams will be encouraged to contribute to the co-financing of the PDA salary. This will be especially pertinent in contexts where PDAs are deployed for longer than two years and with a view to having full funding after five years of a PDA deployment.[46]

Finally, seed funds provided to the PDAs will be managed under the overall responsibility of the UNDP RR (in full consultation and agreement with the RC and DPPA) who has the financial responsibility of UNDP funds spent at the country level.

Coordination

Internal UN coordination and cooperation

The 'UNDP-DPA Partnership Note' endorsed by the UN Under-Secretaries-General of UNDP and DPA in October 2015[47] outlines the basis for internal coordination and cooperation under the Joint Programme. On this basis, the joint programme **Technical Committee** is the principal mechanism for operationalising coordinated programme implementation. The Technical Committee will be co-chaired by the Chief of Policy and Guidance, DPPA and UNDP Crisis Bureau Deputy Director (or the designated DPPA and UNDP Managers/Team Leaders)[48] to ensure joint ownership in decision-making. Meeting twice a year, the Technical Committee carries out the following functions, in accordance with a revised 'terms of reference', to be approved in the first Steering Committee meeting of the programme:

i.   Review annual workplan and resources of the joint programme;
ii.   Provide advice on management dilemmas and decisions facing the joint programme;
iii.   Review and endorse the criticality assessment;
iv.   Discuss new ideas, emerging needs and challenges affecting the joint programme;
v.   Consider and provide guidance on new strategic areas of collaboration or joint initiatives.

In addition to the management and technical components of UNDP and DPPA with responsibility for the joint programme (and PBSO components now incorporated within DPPA) regional bureaux of UNDP and regional desks of DPPA will be invited to participate in the Technical Committee. With a view to

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[44] Since PDAs have UNDP contracts, their performance evaluations will be completed in the UNDP performance appraisal system (PMD) by the UNDP RR as the contract holder, with inputs from the RC as the primary supervisor and comments from DPA and UNDP on the annual performance goals linked to their work. A standardised template for performance goals will be prepared to avoid confusion.

[45] A representative from both DPPA and UNDP will be in the roster selection panel. In case of external recruitment, a representative of each will participate in each step of the recruitment process.

[46] There is still some unclarity on the links of the RCs to UNCT budgets following the reform at the time of finalization of this document, and the cost-sharing policy will need to be informed by the new reality from 2019.

[47] UNDP-DPA Partnership Note, 2015 (internal).

48 Different Chairs may be designated by DPPA and UNDP depending on the agreed structures following ongoing reforms and realignment processes in both entities.

deepening collaboration and coherence with other parts of the UN system, representatives of OHCHR, UN Women, UNV and UNICEF may also be invited to participate in the Technical Committee. In this way, UNDP and DPPA aim to further deepen coordination and cooperation with relevant parts of the UN 'house', with a view to further advancing the *mainstreaming* of conflict prevention assistance and *strengthening coordinated deployment* in support of the UN system and its partners. The joint programme has on-going partnerships with UNV and the Folke-Bernadotte Academy to support the deployment of different types of peace and development capacities (UNVs and secondees), and the programme envisages that additional partners may be engaged in similar agreements going forward.

Donor/development partner coordination

The formal legal relationship between bilateral donors and the participating UN entities of the joint programme is regulated by the 'Third-party Cost-sharing Agreement' or Trust Fund Agreement between the donor and UNDP (on behalf of the joint programme).

Partnerships

Partnerships with Member States

The Joint Programme Secretariat will organize regular partner meetings gathering member states including both funding partners of the programme as well as member states receiving support of the programme. To ensure high-level participation as well as efficiency, the partner meetings will be held in New York mostly in the sidelines of other important events related to conflict prevention. The purpose of the partner events is to i) provide a forum for current and prospective partners to engage with relevant counterparts from UNDP, and DPPA; ii) to discuss and outline priorities for strengthening the work of the UN system on Conflict Prevention; iii) present country-level results achieved with the support of the programme and discuss lessons learnt. In addition, the JP team will convene the donor partners of the programme on regular basis to review progress, review priorities and discuss any challenges experienced in the programme implementation.

At the country level, the PDAs, under the guidance of the RC, will seek to enhance engagement with the Joint Programme partners and convene the relevant colleagues from the Embassies on regular basis to share analysis, to discuss prevention strategies at the country level, as well as possible entry points for further collaboration (including programmatic entry points as well as other partnerships).

The World Bank and the European Union

At meetings to launch of the UN-World Bank *Pathways for Peace* report and during the annual UN-EU dialogue on conflict prevention in Brussels in March 2018, the UN, Member States, the World Bank and the European Union all recognised the desirability of closer cooperation on preventing conflict and sustaining peace, especially at the country level.[49] The joint programme will prioritise these partnerships, including via support to joint initiatives in the field. PDAs, under the guidance of the RCs, are well placed to support the convening role of the RC among the wider international community at the country level, including regional organisations, diplomatic delegations, IFIs and key civil society organisations The engagement with the partners will focus on maintaining regular contact and frequent exchanges on analysis and views on how to best support national actors in creating local prevention capacities at the operational and working level. The new iteration of the Joint UNDP-DPPA Programme internalises this approach in its theory of change and its results monitoring framework with a view to enhancing partnerships and encouraging more coherent international assistance. Although the joint programme team in New York is not in the lead of the institutional relationships with the EU or the IFIs, to the extent possible, it will support these efforts by utilising senior management presence to reach out to senior management of the World Bank and EU to take lessons learnt into consideration, and to establish the necessary partnerships to enable enhanced collaboration at the country level.

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[49] Member States present at the launch of the UN-World Bank "Pathways for Peace" report and the annual UN-EU dialogue on

<u>Civil society and academia</u>

The joint programme has been working to enhance cooperation with civil society and academia, engaging actively with the 'Civil Society-UN Prevention Platform' since its establishment in 2016. Prior to this, the PDAs have long engaged with the civil society in their countries of deployment. In March 2018, UNDP and DPA – through the joint programme – proposed a pilot project in two to four countries, whereby the UN and civil society would work to strengthen collective efforts on prevention, including through stronger PDA-CSO engagement and the sharing of best practices.[50] Recognising that locally-based organisations often possess critical networks and contextualised knowledge, the joint programme will increasingly seek to engage and cooperate with civil society actors to improve results on the ground. The programme will further seek to enhance cooperation with civil society and academia when it comes to learning, the development and dissemination of best practices, and results monitoring (see section 6, below).

5. Fund management arrangements and fundraising strategy

The joint programme shall operate a 'pooled funding' modality, wherein the Steering Committee provides strategic direction and oversight, and has decision-making authority. UNDP shall be the 'Managing Agent', responsible for technical as well as financial coordination and reporting. Under this modality, the UN entities and donors/development partners pool allocated resources under the management of the Managing Agent. Comprehensive guidance and information regarding the roles and responsibilities of participants in a 'pooled funded' joint programme may be accessed in the UNDG *Guidance Note on Joint Programming*.[51]

In case of fund transfers to national implementing partners, cash transfer modalities, the size and frequency of disbursements, and the scope and frequency of monitoring, reporting, assurance and audit will be agreed during the annual work planning process, taking into consideration the capacity of implementing partners, and may be adjusted only with the approval of the Joint Programme Manager and in accordance with applicable policies, processes and procedures of the participating UN organisations. For the ExCom agencies, the provisions required under the *Harmonised Approach to Cash Transfers*[52] (HACT) as detailed in their CPAPs or in other agreements covering cash transfers will apply.

Fundraising strategy

UNDP and DPPA are jointly responsible for fundraising and resourcing the joint programme. The joint programme has increased its partner and donor base in the last few years significantly, and the budget of the programme has grown in line with the additional demand for the programme engagement. The Programme income raised from approximately $4,5 million in 2016 to anticipated $18 million in 2018.[53] However, higher level of income is required to achieve the ambition of the programme and to realise the agreed objectives of the programme. The programme continues its successful model of donor engagement and will attempt to further build on these partnerships to gain additional supporters for the programme. Several of the eight existing partners of the Joint Programme have indicated an intention to increase their funding to the programme in line with the agreed results framework and the jointly agreed goals of the programme. Strategies to gain additional support from new donors will include organising regular partner events where the profile of the joint programme can be elevated to the attention of larger group of member states as well as bilateral visits and policy dialogues. The programme also relies on partners to advocate for the programme among other member states to increase interest in the programme among wider set of possible partners.

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[50] See 'Concept Note: Civil Society-UN Prevention Platform Pilot Project with joint UNDP-DPA programme on Building National Capacities for Conflict Prevention', draft March 2018.
[51] United Nations Development Group, "Guidance Note on Joint Programmes", United Nations, August 2014.
[52] United Nations Development Group, "Harmonised Approach to Cash Transfer (HACT) Framework", February 2014.
[53] Some funding agreements for 2018 were still under finalization at the time of writing.

6. Monitoring, evaluation and reporting

Monitoring

A comprehensive monitoring and evaluation (M&E) strategy will be developed at the initiation of the new phase of the joint UNDP-DPPA programme, which will guide monitoring, evaluation and reporting throughout programme implementation. Table 2 (below) lists the outcome and output level indicators against which progress will be measured at the global/programme level, along with baselines, targets, data collection methods and means of verification. Supporting indicators and/or country level indicators, also identified in the proposed joint programme monitoring framework, are necessary to help build a picture of progress (or otherwise) at the global level. Drawing on best practices and lessons learned, these indicators have been carefully selected for their ability to track – in both qualitative and quantitative terms – the changes envisaged by the programme. The framework has integrated a gender sensitive focus through the use of disaggregated data and gender-specific indicators. The joint programme secretariat will be responsible for leading all regular monitoring processes, including coordinating data collection and tracking of progress against these targets, with support as needed from the participating UN entities and deployed PDAs. Supplementary tools will be developed to aid harmonised data collection, as needed, and it is anticipated that the joint programme will partner with civil society and/or academia in the development of such tools. Anticipated monitoring tools will include some of the following:

- o PDA annual reports based on global indicator framework,
- o Regular PDA reports (bi-monthly or as otherwise agreed),
- o RC survey (annual),
- o PDA survey (annual),
- o RC feedback,
- o UNDP (RR/RBx) and DPPA feedback,
- o Feedback from desk officers on PDA reports,
- o Country specific feedback,
- o Monitoring missions by Joint Programme Secretariat M&E Specialist,
- o PDA peer to peer reviews.

Evaluation

After two years of programme implementation, a robust, independent mid-term evaluation will be conducted that will take stock of progress against planned results and provide recommendations for implementation and any necessary readjustment of strategic direction for the final two years of the programme's implementation. To improve gender equality and gender mainstreaming outcomes, the mid-term evaluation shall include a specific focus on gender. Recommendations of this evaluation will inform planning for any needed adjustments to the programme framework, and progress on implementation of its recommendations will be reported back to all stakeholders, including donors/development partners. A final impact evaluation will be conducted no later than three months before conclusion of the joint programme.

Reporting

Joint programme reports[54] (narrative and financial) will be prepared annually that will present analysis of progress against results and indicator targets agreed in the joint programme monitoring framework, and analysis of lessons learned, challenges and risks. Prepared by the joint programme secretariat with input from the participating UN entities and deployed PDAs, it will reflect progress and achievements of the programme in an integrated manner. The reporting will cover progress against

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[54] The Standard Progress Report used by the ExCom agencies or any other reporting format used by any other UN organisation may be adapted for this purpose. Donor requirements shall also be given due consideration. The reporting format shall be approved by the joint programme steering committee.

outcomes and outputs as agreed in the monitoring framework. Noting the need to generate new evidence to improve programming and policy work, the annual report will focus on highlighting best practices on women and youth's empowerment and inclusion, as separate focus areas. Annual reports shall be submitted to donors/development partners following approval by the co-chairs of the joint programme Steering Committee.

Table 2: Joint programme monitoring framework

The following joint programme monitoring framework will be used as the primary regular monitoring and reporting instrument for the joint programme and incorporated in donor reporting. Each PDA will be requested to provide relevant information from their country through country specific plan that will be informed by the global framework. Different monitoring tools outlined above will be utilised as means of verification. Since several baselines are anticipated for collection during 2019, several associated targets will need to be defined also in 2019. The Joint Programme shall therefore revise the JPMF for approval by the Steering Committee and donors in late 2019.

Global level indicators (with baselines & indicative timeframe)	Supporting indicators / country-level indicators	Reporting type	Collection methods and means of verification (with indicative time frame & frequency)	Baseline(s)	Target(s)[55]	Risks & assumptions
OUTCOME LEVEL INDICATORS						
Outcome 1: Select initiatives and national capacities are more effectively contributing to conflict prevention and sustaining peace						
Improved government policies and strategies relating to conflict prevention and sustaining peace.	*Idem*	Narrative qualitative	C: PDA reports (further evidence can be provided e.g. by government statements/press releases/policy documents) V: JP secretariat	To be established in 2019	To be agreed at the country level based on the baseline	**Assumptions** • Sufficient national capacities exist that merit support. • That the political space for actors working on peace to work either exists or can be created • That the UN is, and remains, a respected and trusted partner with relevant access to stakeholders
Targeted components of national peace architecture are created or improved.	*Idem*	Narrative qualitative	C: PDA reports; V: JP secretariat	To be established in 2019	To be agreed at the country level based on the baseline	**Key risks and mitigation strategies** • The programme does not support the right institutions/policies/issues. Mitigation: good conflict analysis and clear strategy • JP withdraws support too early/does not follow through on what are long-term processes. Mitigation: Programme will prioritise multi-year commitments/ strategies • Relationships with national partners don't transfer well between PDAs. Mitigation: move to PDUs/longer-term appointments/planned overlap and handover
Greater range and variety of national stakeholders/groups are involved in national conflict prevention and peacebuilding work, including women and youth groups.	*Idem*	Narrative qualitative	C: PDA reports; V: JP secretariat	To be established in 2019	To be agreed at the country level based on the baseline	
Targeted national stakeholders are demonstrating stronger skills and understanding of conflict prevention and sustaining peace	*Idem*	Narrative qualitative	C: PDA reports[56]; V: JP secretariat	To be established in 2019	To be agreed at the country level based on the baseline	
Level of influence that joint UNDP-DPPA programme support has had on a) early warning systems, b) diplomacy, c) mediation and d) national dialogue	*Level of influence that peace and development personnel in country have had on a) early warning systems, b) diplomacy, c) mediation and d) national dialogue*	Narrative qualitative	C: PDA reports; V: JP secretariat	To be established in 2019	To be agreed at the country level based on the baseline	

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[55] As there is currently no accurate data available for the outcome level baselines, the targets will need to be reviewed based on the baseline data that will be gathered in 2019.

[56] If jointly agreed with the RC, in some countries perception surveys could be considered if funding is available.

							• UNCTs are not willing to engage in supporting early warning systems, mediation and dialogue processes. Mitigation: direction from UNHQ and RCOs about importance of this.
Outcome 2: UN Country Teams have strategies and programmes that are increasingly conflict sensitive and are engaged in wider partnerships on sustaining peace							
% of joint UNDP-DPPA programme countries that have conducted or updated a peace and conflict analysis in the last three years.	Idem	Quantitative	PDA reporting/annual questionnaire; global stats to be compiled by Secretariat	To be established in 2019	Y3 end: 65% of programme countries Y5 end: 75% of programme countries	**Assumptions** • RCs will support conflict analysis and will encourage all agencies to participate • RCs create space in CCA/UNDAF process for PDA to feed in conflict analysis • RCs and agency heads are sufficiently committed to the concepts around sustaining peace, and open to guidance, to be receptive to advice from PDAs **Risks** • PDA is unable to gain sufficient traction with the UNCT. Mitigation: support and messaging from RC and HQ • Political challenges of discussing peace and conflict issues with government in context of UNDAF discussions. Mitigation: sensitive approach from RC and senior staff. Use Sustaining Peace Framework or Agenda 2030 to create political space.
% of joint UNDP-DPPA programme countries where the Common Country Assessment and/or UNDAF is explicitly informed by joint conflict analysis.	Idem	Quantitative	PDA reporting/annual questionnaire; global stats to be compiled by Secretariat	To be established in 2019	Y3 end: 30% of programme countries Y5 end: 50% of programme countries	
No. of UN resident agencies/funds/programmes in joint UNDP-DPPA programme countries that have developed conflict sensitivity principles at country level with support provided via the joint UNDP-DPPA programme.	Idem	Quantitative	PDA reporting/annual questionnaire; global stats to be compiled by Secretariat	To be established in 2019	To be agreed based on the baseline	
Level and number of UNCT initiatives/programmes that are explicitly targeted at addressing peace and conflict issues.	Idem	Quantitative	UNDAF reporting, UNCT Country Programme reporting PDA reporting based on their engagement (in addition, PDAs could use some of the following data sources: - Spend on SDG 16. - Use DAC coding - Sustaining Peace marker scores Depending on what measuring tools DOCO and O/DSG make available)	To be established in 2019	To be agreed based on the baseline	

Output 1: UN peace and development capacities enhanced and high-quality and context-specific professional advice, expertise and accompaniment to the UN system, partner governments and civil society provided **GENDER MARKER 2**						
1.1.	*% of joint UNDP-DPPA programme priority countries with highly-skilled Peace and Development capacities in place*	# of international PDAs deployed % of female PDAs	Quantitative	Secretariat records	48 international PDAs 30% female	Target for number of PDAs to be agreed by SC co-chairs each year Target to reach 40% female by Year 5[57]	**Assumptions:** - RCs are willing to hire female PDAs - RCOs are ready to recruit national PDAs - PDAs are willing to undertake relevant training and participate in learning opportunities in areas where their skills require strengthening - UNCTs and RCs are open to conflict analysis being prioritised; - Desk officers are willing to share feedback on PDA reports; - RCs are willing to fill in the annual survey designed by the JP Secretariat; - RCs invite the PDAs to UNCT meetings.
		# of national PDOs in place	Quantitative	Secretariat records	3	Y1: 5 Y2: 7 Y3: 10 Y4: 15 Y5: 20 (based on budget availability)	
		% of countries prioritised by criticality assessment that have PDA or similar capacity in place within 8 months of finalization of assessment	Quantitative	Secretariat records	(statistics not yet available for 2018)	Y1: 60% Y2: 65% Y3: 70% Y4: 75% Y5: 80%	**Key risks and mitigation strategies** - RCs continue to prioritise recruitment of male PDAs. Mitigation: if required, only allow recruitment of female PDAs for a period of time.
1.2.	*Scale and quality of context-specific and conflict sensitive advice provided to UN RCs and UNCTs.*	% of JP countries where conflict analysis processes designed and facilitated;	Quantitative	Secretariat to ask PDAs and compile	14 in 2017 (statistics not yet available for 2018)	Y3: 60% have completed within the last three years Y5: 75% have completed within the last three years and regularly update.	- Recruitment processes are delayed due to desk officer-RC communication delays. Mitigation: outline responsibilities of each clearly, request involvement of country level HR from outset. - UNCTs/RCs are reluctant to undertake conflict analysis or prioritise other interventions. Mitigation: HQ senior

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[57] The Programme ambition is to reach parity with PDA deployments as soon as possible. Given the trends and the current balance of the existing PDAs, it is expected that 40% can be achieved within 5 years, and 50% within 10 years. The Joint Programme team recommends all PDA selection panels to prioritise the selection of female candidates.

		# & quality of political reports to DPA NY by PDA	Quantitative & qualitative	DPA desk feedback on quality of reporting (annual survey)	To be established in 2019	Y3: 70% of PDA reporting feedback receives good feedback Y5: 80% of PDA reporting receives good feedback	leadership to be engaged to sensitise RCs on the importance. - Desk officers assessing PDA reports do not provide feedback. Mitigation: Division/Bureau Directors to task desk officers. - Low response rate to annual survey. Mitigation: survey response required before new agreement for next year can be agreed.
		% RCs who rate JP support for work relating to Sustaining Peace as good or higher	Quantitative	Annual RC survey	To be established in 2019	Targets to be formulated based on baseline	
		% of joint UNDP-DPPA programme countries where discussion of changes in conflict context is a regular standing item at UNCT senior leadership meetings	Quantitative	PDA reporting/annual questionnaire; global stats to be compiled by Secretariat	To be established in 2019	Y2: 40% Y3: 50% Y4: 55% Y5: 60% (to be reviewed based on baseline)	
1.3.	Scale and quality of external advice, support or engagement provided to partner governments, , regional organisations, IFIs diplomatic community, civil society, women and youth groups	% PDA time spent;	Qualitative	PDA records & reports on workplan progress Surveys after trainings or workshops PDA work and JP engagement in the country to be reviewed by monitoring specialist (3 country visits per year) and/or peer to peer visits (up to 3 per year)	To be established in 2019	Targets to be formulated based on baseline	

Output 2: Catalytic and context-specific conflict prevention and peacebuilding initiatives implemented
GENDER MARKER 2

2.5.	Number of in-country initiatives that support conflict analysis and conflict sensitivity, including with a focus on gender sensitive analysis.	% PDA time spent; record of advice provided; # of people trained (disaggregated by gender);	Qualitative and quantitative	PDA records & reports on workplan progress PDA work and JP engagement in the country to be reviewed by monitoring specialist (3 country visits per	At least 14 in 2017 (statistics not yet available for 2018, in 2017 slightly different	Y2:20 Y3:22 Y4:26 Y5:30	**Assumptions:** - RCs, UNCTs and national counterparts are willing to engage in conflict analysis - National counterparts welcome the JP support on strengthening capacities - UNCTs are willing to engage in early warning and response

				year) and/or peer to peer visits (up to 3 per year);	indicators were used)		- RCs and national counterparts willing to engage in dialogue and mediation processes
2.6.	*% of countries with PDA supported initiatives to build national capacities.*		Qualitative and quantitative including disaggregated data.	PDA records & reports on workplan progress PDA work and JP engagement in the country to be reviewed by monitoring specialist (3 country visits per year) and/or peer to peer visits (up to 3 per year);	At least 30 countries based on independent evaluation conducted in 2017	Y1: 60% Y2: 65% Y3: 70% Y4: 75% Y5: 80%	**Risks and mitigation strategies** - UNCTs/RCs are reluctant to undertake conflict analysis or prioritise other interventions. <u>Mitigation:</u> HQ senior leadership to be engaged to sensitise RCs on the importance. - National counterparts/RCs/UNCTs are risk averse and suspicious about engagement in dialogue related activities. <u>Mitigation:</u> prioritise building relationships and skills of those willing to engage.
2.7.	*% of PDA countries with initiatives that support early warning, dialogue and mediation, including the participation of women and youth.*		Qualitative and quantitative, including disaggregated data.	PDA records & reports on workplan progress PDA work and JP engagement in the country to be reviewed by monitoring specialist (3 country visits per year) and/or peer to peer visits (up to 3 per year);	At least 33 in 2017 (2018 statistics not yet available)	Y1: 65% Y2: 67% Y3: 69% Y4: 72% Y5: 75%	
2.8.	*Number of in country initiatives supporting female mediators, or women's participation in dialogue and mediation processes.*	% PDA time spent; record of support provided	Qualitative and quantitative, including disaggregated data.	PDA records & reports on workplan progress PDA work and JP engagement in the country to be reviewed by monitoring specialist (3 country visits per year) and/or peer to peer visits (up to 3 per year);	To be established in 2019	Targets to be formulated based on baseline	
Output 3: Effective strategies for deployment and partnerships, as well as professional development and learning for PDAs created and implemented GENDER MARKER 2							
3.1.	*Efficient, effective and timely PDA deployment process based on a comprehensive global roster of expertise*	# PDAs deployed by JP, disaggregated by gender and nationality	Quantitative	JP records	48 positions in 2018	Y3: 75% of new recruitments completed within agreed deployment period	**Assumptions:** - All partners involved in the PDA recruitment process move process along within agreed timeline - Additional candidates apply for the PDA roster during the roster review process

						Y5: 80 % of new recruitments completed within agreed deployment period	- PDAs are willing to and able to dedicate time for professional development and learning - PDAs are willing to engage in peer-to-peer support through the portal
3.2.	*A learning and professional development system and network that supports the needs of PDAs and their partners*	# of PDAs using the portal (# visits & # downloads from Peace Infrastructures portal)	Quantitative	Portal stats & monitoring	0	Y1: 25% of PDAs use the portal Y2: 30 % Y3: 35% Y4:40% Y5:50%	**Risks and mitigation strategies:** - Recruitment processes are delayed due to desk officer-RC communication delays. Mitigation: outline responsibilities of each clearly, request involvement of country level HR from outset. - PDAs do not have enough time to engage in the portal or learning activities. Mitigation strategy: dedication to learning and exchange to be strongly encouraged in the PDA TORs to be revised in 2019 during roster review process.
		PDA satisfaction levels with professional development support	Quantitative and qualitative	Annual survey	To be established in 2019	Y1: 20% of PDAs receive training opportunities based on needs Y2: 25% Y3: 30% Y4: 35% Y5:40%	
3.3.	*Effective global partnerships that allow the joint programme to share its experience and influence policy*	# of times the PDA (or RC supported by the PDA) convenes regional organisations, IFIs and diplomatic community in the country	Qualitative	Annual survey	To be established in 2019	To be agreed based on the baseline assessment	

7. Legal context

The participating UN entities of the joint programme are constituted on the legal bases detailed in the table below and participate in the joint programme based on and in full accordance with their respective mandates, policies and procedures.

Participating UN entity	Legal basis
UNDP	UNDP was established in 1965 by the United Nations General Assembly and became operational in January 1966. In resolution 2029 of 22 November 1965, the General Assembly decided "to combine the Expanded Programme of Technical Assistance and the Special Fund in a programme to be known as the United Nations Development Programme". Through decision 94/14, the Executive Board of UNDP decided that "the overall mission of UNDP should be to assist programme countries in their endeavour to realise sustainable human development, in line with their national development programmes and priorities…"
DPPA	The General Assembly through GA resolution A/RES/72/262C endorsed the establishment of the Department of Political and Peacebuilding Affairs (DPPA) effective 1 January 2019.

This joint programme document forms part of an overall programmatic framework under which several associated country level activities will be implemented. When assistance and support services are provided from the joint programme to the associated country level activities, this document shall be the "Project Document" instrument referred to in: (i) the respective signed SBAAs for the specific countries; or (ii) in the Supplemental Provisions attached to the Project Document in cases where the recipient country has not signed an SBAA with UNDP, attached hereto and forming an integral part hereof. All references in the SBAA to "Executing Agency" shall be deemed to refer to the "Managing Agent."

UNDP shall ensure, in its capacity as Managing Agent, that programme implementation is undertaken in accordance with its financial regulations, rules, practices and procedures to the extent that they do not contravene the principles of the Financial Regulations and Rules of UNDP. Where the financial governance of an implementing partner does not provide the required guidance to ensure best value for money, fairness, integrity, transparency, and effective international competition, the financial governance of UNDP shall apply.

The participating UN entities agree to undertake all reasonable efforts to ensure that none of the funds received pursuant to the Project Document are used to provide support to individuals or entities associated with terrorism and that the recipients of any amounts provided by Participating UN organisations do not appear on the list maintained by the Security Council Committee established pursuant to resolution 1267 (1999). The list can be accessed via http://www.un.org/Docs/sc/committees/1267/1267ListEng.htm. This provision must be included in all sub-contracts or sub-agreements entered into under the programme document.

8. Work plans and budgets

Detailed, budgeted annual work plans (AWPs) will be developed by the joint UNDP-DPPA programme on an annual basis, consistent with the format presented in Table 3 (below). Annual work plans will detail the activities to be carried out within the joint programme and by any responsible implementing partners, timeframes and planned inputs from the participating UN entities. Work plans will be presented annually at the meeting of the Joint Programme Steering Committee and approved by signature of the co-chairs of the Steering Committee.
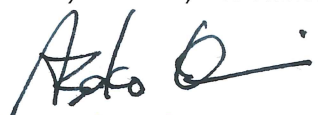
Table 3: Annual work plan 2019

Joint UNDP-DPPA programme on building national capacities for conflict prevention   **Period: 1 Dec 2018- 31 Nov 2019**

JP Outcomes:									
Outcome 1: Targeted initiatives and national capacities are more effectively contributing to conflict prevention and sustaining peace. Outcome 2: UN Country Teams have strategies and programmes that are increasingly conflict sensitive, and are leading partnerships on sustaining peace.									

UN entity	Activities	TIME FRAME				Implementing partner	PLANNED BUDGET		
		Q1	Q2	Q3	Q4		Source of funds	Budget description	Amount
JP Output 1: UN peace and development capacities enhanced and high-quality and context-specific professional advice, expertise and accompaniment to the UN system, partner governments and civil society provided									
UNDP & DPPA	*Deploy and support Peace and Development Advisors.*	x	x	x	x	UNDP	Donors	International Staff	**16,250,000**
	Deploy and support national PDAs, UNVs and secondees.	X	X	X	x	UNDP	Donors		
	Deploy short-term technical capacities including interim PDAs.	X	X	X	X	UNDP	Donors	National Staff	**2,000,000**
	Advise RCs and UN Country Teams on conflict prevention, conflict sensitivity and peacebuilding strategies.	X	X	X	X	UNDP	Donors		
	Strengthen partnerships with national governments, political parties and civil society.	X	X	X	X	UNDP	Donors	Consultants	**1,500,000**
	Establish new strategic partnerships with regional organisations, IFIs and diplomatic community.	X	X	X	X	UNDP	Donors	Workshops	**1,000,000**
	Convene joint programme partners (relevant Embassy colleagues) at the country level on regular basis.	X	X	X	X	UNDP	Donors	Travel	**1,500,000**
JP Output 2: Catalytic and context-specific conflict prevention and peacebuilding initiatives implemented									
UNDP & DPPA	*Undertake joint conflict, political, and political economy analysis.*	X	x	X	X	UNDP	Donors	Contracts	**6,000,000**
	Provide political reporting and analysis [including for the RMRs] and talking points for senior management on issues related to conflict prevention.	X	X	X	X	UNDP	Donors		
	Support CCA and UNDAF drafting processes and other strategy development processes at the country level.	X	X	X	X	UNDP	Donors	Consultants	**2,000,000**
	Support establishment of early warning and risk monitoring mechanisms.	X	X	X	X	UNDP	Donors		
	Engage and support dialogue, mediation and facilitation initiatives.	X	X	X	X	UNDP	Donors	Travel	**1,000,000**
	Support establishment of national infrastructures for peace.	X	x	X	X	UNDP	Donors		
	Review and provide inputs to UNCT programmes on conflict sensitivity.	X	X	X	X	UNDP	Donors	Workshops	**2,000,000**

	Create entry points, and support catalytic prevention programmes at the country/regional level.	X	X	X	X	UNDP	Donors		
	Facilitate training, accompaniment and capacity-building of national/local actors.	X	X	X	X	UNDP	Donors		
JP Output 3: Effective strategies for deployment and partnerships, as well as professional development and learning for PDAs created and implemented									
UNDP & DPPA	Develop a professional (learning) development strategy for PDAs and implement the strategy.		X	X	X	UNDP	Donors	International Staff	2,100,000
	Organise learning and peer to peer exchange opportunities for PDAs, including with gender and human rights advisors when possible.	X	X	X	X	UNDP	Donors		
	Organise learning and peer to peer exchange opportunities for RCs.	X	X	X	X	UNDP	Donors		
	Review, strengthen and consolidate the PDA roster with a particular focus on the gender parity of the cadre, and the language requirements of the countries.[58]	X	X	X	X	UNDP	Donors	General Staff	250,000
	Manage the PDA roster and PDA deployments.	X	X	X	X	UNDP	Donors		
	Establish and manage an online community of practice for the PDAs.	X	X	X	X	UNDP	Donors		
	Explore new and enhance existing global partnerships on prevention.	X	X	X	X	UNDP	Donors	Workshops	2,000,000
	Improve knowledge management and dissemination from the PDAs.	X	X	X	X	UNDP	Donors		
	[Co-]organise global and regional PDA and RC retreats.	X	X		X	UNDP	Donors		
	Organise PDA inductions.		X		X	UNDP	Donors	Travel	1,500,000
	Implement and monitor gender the mainstreaming and gender workplan	X	X	X	X	UNDP	Donors		
Total planned budget								**Programme cost***	**37,600,000**
								Indirect cost*	**3,128,000**
								Direct and indirect cost*	**42,228,000**

Signatures:

UN DPPA	UNDP
Miroslav Jenča Assistant Secretary-General for Political Affairs Signature Date 3/12/2018	Asako Okai Assistant Secretary-General, Assistant Administrator and Director, Crisis Bureau Signature Date 1 Dec 2018

ANNEX I: Mid-term evaluation: summarised conclusions and recommendations[1]

In its totality, the evaluators assess the joint programme as meeting standards and expectations, even exceeding standards and expectations in some areas. The evaluation has also identified some challenges and suggests where adjustments and improvements should be made. Overall, most involved stakeholders see the joint programme as valuable and needed; there is strong demand for such work to not only continue but to consider how it can be further scaled-up and enhanced. Further elaboration is contained in the main report. While not wishing to downplay the programme's positives, the following summarised principal conclusions and recommendations have largely been formulated to provide constructive suggestions for how management might further improve upon the successes of the joint programme:

SUMMARISED CONCLUSIONS

Conclusion 1: *The PDA-modality is the flagship of the joint programme and has largely been a success across a broad spectrum of different country contexts. Through PDAs, the joint programme has made an impact at the country level among national partners and demand for PDA deployments is increasing. PDAs are so valuable that the modality is at risk of becoming a victim of its own success if the joint programme becomes seen as a PDA 'rostering service'. As the joint programme matures and potentially scales-up in its next programme phase, management has the opportunity to enhance its approaches and more comprehensively respond to the requirements of different country contexts with a wider spectrum of results-based support than simply deploying PDA-types. Such a future route was often argued by many stakeholders, who described the next programme phase as an opportunity to strive for a "joint programme 2.0" or an enhanced "Status Quo-Plus" that would more fully elaborate and enhance current Joint Programme approaches.*

Conclusion 2: *The joint programme faces unique challenges for employing results-based programme design and management methods. Programme management has progressed in recent years, but is still striving to meet key standards and requirements from the perspective of results-based programming. A central challenge has been effectively defining results, consistently capturing these through the programme's M&E systems and then translating these into a coherent narrative about the programme's impact. More attention and resources need to be devoted to results-based design and M&E to ensure the programme can demonstrate its impact, both for accountability and to maintain confidence of its funding base. At a deeper level, though, the joint programme has neither been designed nor operated on the premise of an explicit and coherent 'theory of change' (ToC) from which the rest of the strategy flows, reflecting the fact that different stakeholders have different expectations of the programme. The process to design the next phase of the joint programme presents an excellent opportunity to further strengthen the programme's: theory of change; results strategies at the country-level; and results-based M&E systems.*

Conclusion 3: *The joint programme has been ahead of UN thinking and practice in terms of conflict prevention, with ground breaking interventions (such as eminent persons panels), at the country level. The programme possesses great potential for translating its lessons, good practice examples and evidence-base into vital inputs for conflict prevention and sustaining peace policy development at the global, regional and national levels (as well as for replication in other countries under the joint programme). While more work is needed to realise the programme's largely internally focused learning and knowledge management results under Output 5, the joint programme also possesses great potential to strategically input into the conflict prevention and sustaining peace community of practice across the wider UN.*

Conclusion 4: *Given the global nature of the programme, number of outputs, requisite levels of interactions and engagements across so many countries and stakeholders and need for much stronger results-based programme and the enhancement of other management capacities, the current*

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[1] Verbatim excerpt from Ncube, B. and Fergusson, L., "Joint UNDP-DPA Programme Mid-Term Evaluation Report, 2015-2017", February 2018, pp. 9-12.

programme management team is overstretched. While the existing team proved largely effective in responding to requests for information and clarifications, keeping the programme on-track and advancing some new management innovations, additional staff and other solutions are required to reinforce programme management capacity. This will especially be the case as many stakeholders see great potential and significant opportunities to scale-up the joint programme.

Conclusion 5: *The results achieved through PDAs are attracting increased global interest and attention, inside and outside of the UN. The visibility and strategic positioning of the programme is good across DPA, UNDP and PBSO. Most stakeholders involved with or benefitting from the joint programme see it as a valuable and much needed innovation and PDAs as strategic assets for the UN, national actors and the wider international community. At the same time, many wider stakeholders at the country and global levels, particularly UN entities outside of the programme management team, do not understand or take advantage of the full value of PDAs or the joint programme.*

Conclusion 6: *There is sufficient evidence that at the country level, national ownership and leadership of PDA-supported initiatives is strong and that by working with institutions, strategically positioned individuals and community-level initiatives (mainly though civil society partners), the chances of sustainability of results beyond PDA deployment is high. The challenge however is that commitment and coordination is largely dependent on the personal relations and understanding of leadership of the PDA and RC. This presents a risk of reversal of gains once these individuals leave. Apart from this, there is no regularised Member State involvement or consultation in the management processes of the programme, an element that evaluators deemed essential.*

Conclusion 7: *The joint programme has been strategic in its partnerships to enhance programme delivery through PDAs. The FBA, UN Volunteer programme and the Insider Mediator project have made significant contributions. However, there is need for continued effort in forging partnerships with other sectors that could augment the current set and contribute to attainment of results.*

SUMMARISED RECOMMENDATIONS

Recommendation 1: *In potentially enhancing and scaling-up the joint programme, it is suggested that management prioritise improving the quality and breadth of joint Programme support to each country engagement rather than the quantity of country engagements. This would require regularising more rigorous and collaborative needs assessments of country situations that involve all key stakeholders (such as UNDP, DPA, RCs, UNCT and national actors) to converge expectations into basic multi-year 'engagement frameworks'. Such frameworks would identify a spectrum of needs-based support tailored to each country context, rather than necessarily defaulting to a PDA deployment approach. Working from an agreed framework, the programme could also build-in sustainability outcomes and exit strategies from the outset. Such an approach would likely result in country engagements on average becoming more resource intensive and, as a consequence, management might effectively have to adopt a 'narrower but deeper' approach that would plateau the number of country engagements (though this depends on overall growth of programme resource mobilisation).*

Recommendation 2: *It is recommended that joint programme management increases the use of results-based management practices as it designs its next programme phase, including taking steps to: undertake an inclusive and collaborative design process with stakeholders and partners; facilitate a process to review and develop a coherent and viable Theory of Change (ToC) followed then by design of a new Results Framework with realistic and clear Outcomes and expected Outputs; design workable indicators and establish baselines so that country-level results can be aggregated into global impact statements (aided by instituting 'engagement frameworks' with in-country results linked to the Joint Programme's Outcomes and ToC); establish indicators and baselines for global results the programme might seek to achieve, elements of programme management performance and criteria for future evaluations; and re-develop M&E systems with practical reporting mechanisms that document results (not just outputs). Management should consider the addition of an M&E Specialist to the Secretariat so that it can effectively carry the additional workload of designing the next programme phase, but also the enhanced M&E approaches required for the next programme phase.*

Alternatively, project design and M&E specialists could be procured over the short-term to support the Secretariat during a new programme design process. Advice and support could also be sought from UNEG and/or the PBSO, as well as through collaborative partnerships with peace research and other institutions that could enhance the programme through enhanced monitoring methodologies and innovative data management technologies.

Recommendation 3: *The joint programme is recommended to take steps to increasingly position itself in closer support to the centres of conflict prevention and sustaining peace policy development and practice within the UN. More immediately, this could include convening a roundtable with key players supporting the SG's Prevention Agenda where national partners of the programme and PDAs would have an opportunity to share their experiences. More long-term, the joint programme should explore during the design of its next programme phase how it might prioritise policy advocacy as an outcome area. Similarly, the joint programme should explore during the design of its next programme phase how it might expand its current learning Outcome and strategies for the benefit of the wider UN conflict prevention and sustaining peace community of practice.*

Recommendation 4: *The evaluators recommend that the joint programme both restructures the Secretariat and seeks additional partnerships to reinforce its programme management capacities. Firstly, the Secretariat should be expanded. A minimum team to enable the programme to moderately scale-up and implement many of the enhancements recommended in the evaluation would include: a project manager with delegated decision-making authority supported by a project coordinator to adequately handle the responsibilities of a programme of this nature; a full-time specialist to establish and run the results-based M&E and reporting systems; a full-time specialist to expand and run a professional development and learning strategy directed not just at PDAs, but a wider spectrum of key stakeholders; and a finance/admin assistant. Secondly, the joint programme should identify and deepen strategic partnerships with think-tanks, specialised institutions and even private sector actors that may be willing to contribute resources, systems and skill-sets for enhancing programme management capacity and performance.*

Recommendation 5: *The evaluation recommends the joint programme invests more to strategically position itself through partnerships across the wider UN system, particularly the development and human rights pillars. In the near-term, joint programme management could develop a communications and strategic engagement strategy to enhance awareness of its work and explore how it might enhance its strategic partnerships across the UN system. Including DPA regional divisions as direct members of the Technical Committee would also deepen understanding of the joint programme across DPA. More long-term, the joint programme should explore during the design of its next programme phase how it might prioritise enhanced inter-agency involvement and joint initiatives both at the global level and through joint-programming at the country level (potentially in closer partnership with the PBSO). As part of this, management needs to instigate more dialogue with senior UN management about how the joint programme will converge with the structural changes taking place both with the UN's peace and security architecture and its development system. Suggestions were even made by some stakeholders that an opportunity exists to utilise the successes, approaches and lessons of the joint programme as a foundation for establishing a strategic UN conflict prevention platform that comprehensively integrates the peace and development pillars of the UN system in support of the Conflict Prevention and Sustaining Peace Agendas.*

Recommendation 6: *It is recommended that PDAs and RCs identify strong institutions (either state or non-state) that can be supported to coordinate national actors in conflict prevention work such that, even when the PDA leaves, national institutions can sustain the work. Regarding the involvement of Member States in the programme leadership, it is proposed in the next programme cycle that an ad hoc structure of programme advisors be created involving seven Member States where PDAs are deployed. These could meet with joint programme management annually, with one or two virtual meetings in between. Membership can be rotated every two or three years. This group could serve as Member State advocates for the joint programme.*

Recommendation 7: *It is recommended that the joint programme conduct a partnership review and develop a partnerships strategy that more thoroughly considers foundations, research institutes, peace practice organisations, private philanthropies and the private sector as potential partners. This would enable the programme to expand its resource base and lead to enhanced programme quality, reach and impact.*