C2SP Review Report

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This report summarises the findings and lessons learned from a review of UNDP's Community Security and Stabilization Programme (C2SP). The review comprised of a perception survey, a series of focus group discussions and key informant interviews and was conducted from March-July in 2019.

C2SP works with community led committees to identify, prioritise and seek to meet community needs in order to help post-conflict or volatile communities establish greater security and economic and social stability. C2SP is necessarily a complex programme, seeking to initiate changes and multiple levels. In order to capture this, the review interrogated the outcomes of the programme at individual and societal, tangible and intangible levels.

The review found that the programme was having notable impact on:

➢ improving the productivity of livelihoods, especially for marginalised groups and economic regeneration.
➢ inclusion, especially of women and youth, in decision making through the establishment and registration of representative local committees;
➢ fostering peaceful means of resolving conflict at both community and household levels

C2SP completed its fourth phase of implementation. This is an opportune time to take stock and look at what has and has not worked and where the initial design of C2SP could be improved to draw the programme together. This review found a number of areas in which C2SP could explore further programme development:

➢ Review and streamline livelihood options for C2SP, explore innovative approaches and share and/or scale successful ventures from one phase to the next across communities.
➢ Develop work on Gender Based Violence (GBV) and empowerment of women.
➢ Develop an influence strategy to capitalise on C2SP's large number of partners and to shape future programmes and policy on supporting post-conflict communities.
➢ Explore the role of CMCs as model of community-led, decentralised governance and potential 'rolling-out' of this approach with government.
➢ Explore the potential impact of redesigning C2SP as a 'test and learn' programme, using future interventions to test innovations at a small scale with high ambition to scale successes.

There is significant potential for C2SP to build on the successes of the early years of the programme and evolve. It is currently working best as a series of projects in separate communities, and should now shift to thinking as a programme. Never has the time be better to be more ambitious for meaningful change in Sudan. Sudan is in transition. C2SP

could be a part of this transition since it is present in most of southern states, making difference in the areas of peace building and development.

INTRODUCTION

C2SP works in fragile and conflict affected states on the Sudan/South Sudan border. It works with communities vulnerable to conflict where a significant proportion of the population are refugees or IDPs. Whilst these communities are volatile, ever changing due to periodic influxes of IDPs and/or refugees and insecure, they are also permanent communities in which people will live out large parts if not all of their lives. Interventions therefore sit in the nexus of humanitarian, peace building and development initiatives given the reality of the target community's complex needs.

Working in 42 communities C2SP seeks to bring greater security, stability, and sustainable development through:

- The provision of diversified alternative livelihoods for at-risk groups primarily focussing on unemployed youth who are at risk of being drawn into conflicts, refugees, IDPs, returnees and at-risk women.

- Creating a conducive environment for graduated small arms control at the sub regional, national and community level to reduce the occurrence of armed conflicts and loss of life.

- The provision of socio-economic infrastructure in targeted communities having direct relevance to the conflicts e.g. access to markets, provision of water and roads infrastructure, storage facilities, etc.

- Strengthening the capacity of local community members, refugees, IDPs, returnees, and institutions to prevent local conflict and enhance social cohesion.

- Strengthening the communities to manage the community infrastructure and NGO/CBO service providers in order to improve service delivery to target beneficiaries and communities for long term peace and stability through establishment of Community Management Committees (CMCs).

- Promoting cross-border cooperation among the communities and authorities for enhancing stability at the bordering communities.

APPROACH

The review focused on lessons learned and the impact of the provision of alternative livelihoods, the provision of socio-economic infrastructure, peace building/conflict resolution and the CMCs. It did not interrogate the impact of the programme on small arms control or cross border cooperation.

This review used a combination of quantitative and qualitative methods including:

➢ A beneficiary perception survey; using KoBo, an online data collection tool, local enumerators were trained to conduct a light touch survey with beneficiaries of C2SP. One target community was selected in each state for each phase of the programme - 15 communities in total. Beneficiaries were randomly sampled from the beneficiary database. C2SP has 3982 direct beneficiaries. 306 individuals were interviewed giving a confidence level of 95% with a confidence interval of 6% in the findings.

➢ Focus group discussions; these were conducted in one community for each phase of the programme in each state; in each community 4 focus groups discussions were conducted; men/under 35, men/over 35, women/under 35, women/over 35. This was to allow for age and gender disaggregation of the results. The FGDs were structured around most significant change analysis. All participants listed all of the interventions they thought the CMCs had done in their community, ranked them and then had a free form discussion as to why they had chosen to rank in the order they had. These conversations were recorded via KoBo.

➢ Key informant interviews with programme staff, members of the CMC and implementing partners. In addition to this, in light of the significant political changes over the course of the evaluation, an additional workshop was held in October 2019 to draw on the reflections of CMC members as to what had enabled them to continue to operate in light of such volatility and uncertainty in their communities. This also fed into this report.

C2SP works in phases. Each phase lasts a year. The programme is currently in phase 4 and, as of September 2019, has reached 42 communities. The number of communities reached is increasing rapidly year on year, with the number doubling from 21 to 42 over 2019.
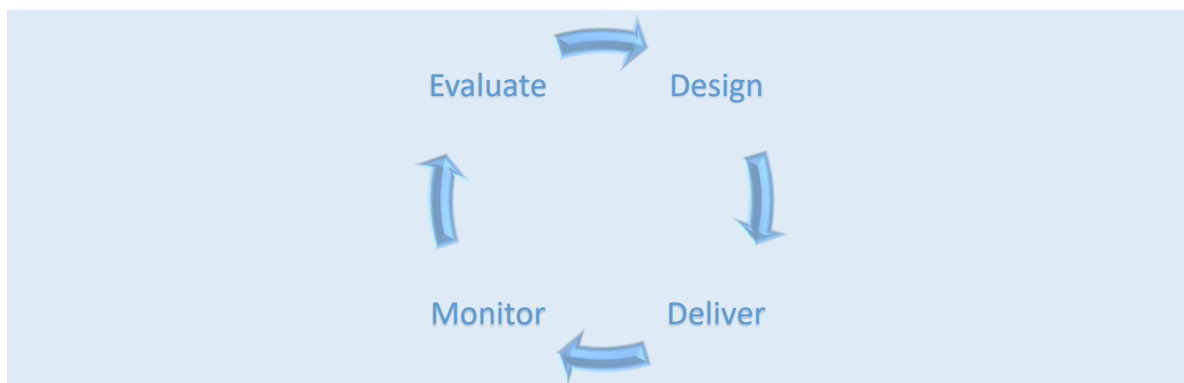

Each phase is delivered in a cycle of design, deliver, monitor and evaluate.

- ➢ **Design:** UNDP and its partners help different sections of community to discuss and form CMCs which are inclusive and supporting the basic premises of SDGs that no one should be left behind. The CMCs participate in designing of the interventions and are given training and economic assets to lead, manage and sustain the economic interventions rooted in peace building.
- ➢ **Deliver**: The CMC will then deliver the training and assets whilst also, securing formal registration as a legal entity (e.g. CBO/association) with the Humanitarian Aid Commission (HAC) or the relevant government entity in the concerned state. This means that after one year the CMCs can continue to operate as independent entities because UNDP has considered the sustainability of CMCs as key to continuously deliver and come up with an approach of sustaining such management committees.
- ➢ **Monitor:** Over the course of each phase there is ongoing monitoring of the projects, coordinated through the Technical Coordination Committee (TCC) which includes wide spectrum of actors and partners in order to monitor and support the projects interventions.
- ➢ **Evaluate:** At the end of each phase, key stakeholders in each community are invited to evaluate the successes of the work and recommendations are made to inform the design of the next phase.

This report will review C2SP as conceptualised by the team – according to what it has set out to design, deliver, monitor and evaluate.

It will then also briefly consider the opportunities for C2SP should it shift its emphasis a little and seek to be an adaptive programme that also tests approaches and places greater emphasis on learning, influence and scale.

Given the successes of C2SP, the commitment of the C2SP team and the challenging contexts in which it is successfully delivering a range of projects and the cyclical design of the programme C2SP is well positioned to be an adaptive programme with a strong learning agenda should the team wish to take it in this direction.
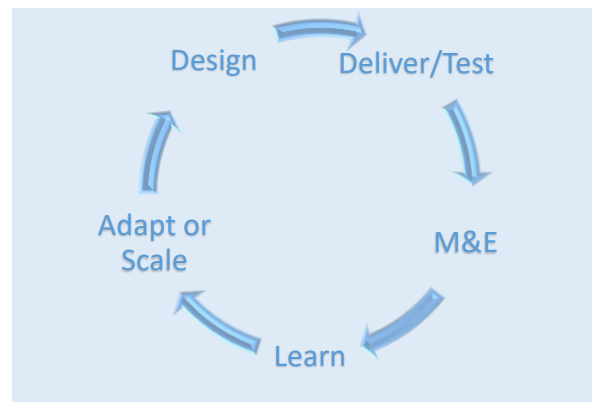
C2SP – A PROGRAMME THAT DELIVERS

C2SP is an ambitious programme working at multiple levels to develop the resilience of communities to conflict and crises. At its heart is the CMC – this is the core of the programme and the consistent thread through each community in which C2SP operates. In this sense the absolute fundamental basis of C2SP is the CMC and its goal to be a sustainable, representative, community driven, local governance structure.

Beyond this, what C2SP delivers is determined by the community and therefore varies from community to community. The interventions do however circle around three key areas:

- ➢ The provision of alternative livelihoods
- ➢ Socio-economic infrastructure
- ➢ Conflict resolution/peace building

The review has not looked at each intervention under these banners but instead has drawn out some top line findings in terms of community perceptions and recommendations as to how this approach could be strengthened.

In focus group discussions, groups ranked the provision of vocational training and agricultural materials as the most significant work of the CMCs.

C2SP does not aim to change the pattern of livelihoods but rather support in enhancing the technical knowledge, access to finance and market in order to make the livelihood sustainable and at the same time contribute to the economic regeneration of the areas, which has a ripple effect in generating livelihoods and jobs across value chains and service sectors. In doing so, C2SP also engages with private sector actors.

C2SP support does increase the amount of money individuals earn doing the same kind of work through improving their productivity, whereby leaving them out of poverty. e.g. through having more productive harvests, better access to markets, more profitable business models, etc.

In all cases, through the interviews and FGDs, it was clear that the benefits of increased productivity were not simply felt in increased ability to afford to buy things but in greater self-confidence, dignity, and agency.

Furthermore, whilst groups in the FGDs felt that the provision of livelihood support was the most significant work of the CMCs, they stressed that the importance of this work was not simply what they did but how it was done, emphasizing that farming together or running a small business together had helped to foster understanding and greater cohesion within the community.

The list of things delivered by CMCs to help strengthen the livelihoods of the most excluded or vulnerable groups within their communities is quite diverse (see fig.1):

Fig.1

It is possible that in some ways this strong focus on allowing the projects C2SP deliver to be decided by communities hampers the ability to share best practise from one community to the other. Whilst there are very clear and important reasons to ensure the community determines what the CMC delivers, this approach discourages programme staff from taking learning from one phase in one community and be too prescriptive over what should happen in the next phase in another community.

For example, where there is a case of best practise and one community has adopted a venture that has transformed the livelihoods of one group of people in one community, there are few instances where the same venture is then shared with other communities, or partners, and taken to scale. As a result C2SP currently is perhaps not managing to be more than the sum of its parts[1]. Three years in there is scope to build on the foundations of the approach and think more programmatically about what it can achieve.

There is also greater potential for C2SP to bring new ideas and innovations that could meet the community's needs to the community but which the community would not ask for

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[1] There are exceptions where private sectors have cooperated with C2SP beneficiaries (cotton farmers) in establishing a value chain for cotton products in White Nile state. With help of the private sectors, the beneficiaries of C2SP managed to access a larger market and scale their farming.

independently because they may not know of the existence of such products or initiatives. This may account for why the review found that individuals did not report that they had found alternative livelihoods through C2SP but only better ways to make a profit through their existing livelihood.

C2SP should consider how to balance the aim to be a community driven programme with also making effort to drive the development of programme from one phase to the next to ensure learning is incorporated with each cycle, successful ventures are given the opportunity to scale and innovations are given the chance to be considered as options by the community.

A shift (as discussed later) to making this a learning programme and working with communities so that they design, test and learn from different ventures would perhaps enable this. C2SP cannot roll out to every community in Sudan. It is therefore preferable to think of the programme as means by which to test approaches, show proof of concept, and then work with others such as government or the private sector to find routes to scale. Engaging communities in the means by which to test approaches would ensure the community are still the drivers of the CMCs work through a process by which they will question, test, learn and reflect on what does and does not work for them and why. Working with them to show what does and does not work, whilst also purposefully drawing in partners with the means to scale the approaches can help C2SP become more ambitious in what it seeks to achieve.

Recommendations:

Review livelihood options for C2SP and scope out the potential role of additional livelihoods projects including innovations such as frontier technologies, renewable energy sources and new media.

Develop learning plan for staff to encourage exchange of learning across phases and communities: Consider exchange programmes and 'fairs' for CMC members to learn from other communities as to what has and has not worked or to showcase livelihood projects that could be presented to communities as potential options.

Scale successful ventures either through C2SP or by taking projects to others.

SOCIO-ECONOMIC INFRASTRUCTURE

Over the course of the review the number of socio-economic interventions were staggering in their diversity – everything from supporting the delivery of REFLECT education programmes to huge water infrastructure projects.

As mentioned above, C2SP works in communities for one year although may continue to support CMCs beyond this year. It was therefore impossible to understand the impact of certain initiatives or likelihood of success as the point at which C2SP was no longer involved was so early on in the project cycle that little impact would have been had.

Recommendation:

Audit C2SP socio-economic interventions: The one year timeline, and skills of the C2SP team should impact, to some extent, on the nature of C2SP's engagement in what it seeks to deliver. Some ventures take longer than a year to successfully walk through to sustainability and may require significant support for a long period of time. If and where C2SP cannot guarantee this support C2SP should consider, if not them, who else is best placed to ensure the success of particular ventures and who will undertake to monitor and evaluate their implementation. Whilst beyond the scope of this review, an audit of the many interventions C2SP has undertaken and assessment of which of these C2SP is best placed to deliver might allow C2SP to develop a greater level of expertise over a number of key areas rather than spreading itself too thin over too many initiatives.

CONFLICT RESOLUTION AND PEACE BUILDING

65% of those who had received conflict resolution training from C2SP said they had used it to help resolve a community level conflict within the past 12 months.

Whilst not the explicit focus of C2SP's conflict resolution training, 54% of those who had received training from C2SP said they had used it to help resolve a household level conflict within the past 12 months, with domestic conflicts being brought to members of the peace committee for mediation.

The use of conflict resolution training to address household level conflict is of interest. There are not reliable figures to estimate the prevalence of gender-based violence (GBV) in Sudan however there is significant evidence that post-conflict societies are at risk of increased GBV[i] [ii].

The extent to which GBV contributes to instability and volatility in the communities in which C2SP works should not be underestimated and C2SP should use its trusted and central role in these communities to offer greater means by which to address GBV.

Recommendations:

Survey incidence of GBV in target communities: There is a paucity of data on GBV in Sudan and C2SP is well positioned to significantly contribute to the resources need to strengthen the international community's response to post-conflict GBV in Sudan. Whilst it may be difficult to do, a survey on the prevalence on GBV in communities would provide valuable data to C2SP and to the wider development community. Whilst there may be some reluctance to survey GBV due to the sensitivity of the issue there are means by which to this sensitively. UNDP could consider tools such as *sensemaker* as way to conduct the survey, for example.

Incorporate GBV training into peace-building and conflict resolution work: Currently the peace building and conflict resolution training has no explicit focus on GBV. Consider adding GBV training to this arm of C2SP's work.

80% of those surveyed agreed of strongly agreed that they feel the CMCs listen to their opinion.

86% of those surveyed agreed or strongly agreed that C2SP support has given them a greater say in community affairs.

These figures are consistent when data is disaggregated by gender, age or by group (IDP, refugee, host) suggesting the CMCs have means to redress perceived exclusion and marginalisation.

Prior to April 2019, the central government had a committee structure at community level in order to act as an interlocutor between people and government – these were known as popular committees and were overtly political entities. C2SP set up the CMCs to be distinct from popular committees and entirely apolitical. While CMCs sustained and were accepted by the communities during the *revolution,* popular committees got dissolved. This reinforces the fact that CMCs are the right and acceptable institution by the communities to address issues of peace building, inclusive livelihood and economic regeneration of the areas.

Since December 2018, largely as a result of economic crisis, organised demonstrations and protests built across the country, culminating in the replacement of the NCP regime with a Transitional Military Council in April. Following this all popular committees were dissolved due to their political nature as were the popular committees and many NGOs seen to be politically aligned to the former regime. Crucially none of the CMCs fell under this bracket and all remained, some even taking on the function of the popular committees in lieu of any alternative structure.

However, the role that the CMCs have played in this ongoing transition period has varied significantly from dormancy/minimal activities to actively supporting communities to engage in the uprising.

In October 2019 the review team invited heads of the CMCs to reflect on the past 12 months and how the revolution had impacted on their work and membership. They stressed that three key things were critical to the role they are able to play:

> ➢ **CMCs are not political.** Whilst CMCs heads were very strong on the message that the CMCs were not political it seemed that they understood 'political' as being aligned to a political party. When asked whether they felt they were political in its truest definition, e.g. concerned with power structures and the distribution of power they still felt they were not political. This is of interest. As a community structure, primarily concerned with inclusion and ensuring marginalised and excluded groups

have a say over community matters the CMCs are political in that their true success is if and how they are able to redistribute voice and power.

➢ **CMCs do not deny the political affiliations of their members** but asked that they not bring them to the work of the CMC. They did report that, prior to the revolution, the work of some CMCs had been partly constrained in the activities they could undertake as CMC members whom were also part of the NCP would not allow them to deliver any projects that did not focus on service delivery. The same CMCs reported that after the revolution they asked these members to either leave the CMC or to allow the CMC to deliver whatever activities the community asked of them. This was notable in Blue Nile State, where every CMC head reported this. This however was the only incident of political interference in the work of CMCs.

➢ **CMCs are entirely transparent** in their work. Everything is open and documented. Any community member can attend any CMC meeting, ask to see the accounts of the CMCs or the minutes of meetings. This is well appreciated by the community members, being listed frequently in focus group discussions as one of the most significant roles of the CMC and help to enable community members to believe that the CMC is working with and for them.

It was clear that the CMCs had managed to navigate their way through the political undercurrents of 2019, in all states, because they were regarded as non-political structures yet had not asked people to abandon their political affiliations. One member put it very well, saying:

'The past few months was hard as the country went through a revolution. We also participated in this revolution. These changes did affect the running of the projects but they did not affect us as a committee…There were many political initiatives from young people here but, as a committee that serves the public, we separated out political views from our commitment towards the community. The change was good and we did participate in this change but we did not let these political views change us. The CMC is even stronger now. We have members who were part of the revolution and those who still believe in the old system – but this did change us, the changes don't change the role of the CMC.'

> **Recommendations:**
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> Whether dormant or involved, the CMCs ability to navigate the political volatility over the past 6 months and continue to serve the needs of their communities points to an opportunity to build on these structures to further support the ongoing development of dialogue and accountability within these communities.
>
> Link CMCs together so that they can share the best practises. Invest more in training CMCs on political economy and exclusion analysis to proof them against potential unconscious bias.

Explore the potential role of the CMCs in supporting Sudan in transition. CMCs have the building blocks for effective decentralised local, community-led governance – how can this be plugged into Sudan's plans for transition to civilian government?

C2SP – MONITIORING AND EVALUATION

In the programme document for C2SP the role of M&E is summarised as:

'A system is intended to provide adequate information to the relevant stakeholders on project implementation performance, processes and outcomes. The main purpose is to provide timely feedback to key stakeholders and corrective measures are taken as and where necessary.'

The programme team gather a huge amount of data on C2SP outputs. IPs submit regular weekly report, tranche reports and training reports. UNDP field staff conduct regular field missions & submit field mission reports and Kobo, an online data collection tool, is used extensively to survey the programme.

C2SP established a Technical Coordination Committee (TCC) as a program coordination mechanism to oversee this. The TCC comprises of UNDP, SDDRC, IPS and CMC members and representatives from relevant Ministries at HQ & State Level. The role of the TCC is to:

➢ Provide guidelines to C2SP to support the implementation, co-ordination and monitoring of the Implementing Partners work plans in line with State Strategic Plan,

➢ Facilitate the exchange of information and lessons learned on programme implementation within the C2SP at the state level through regular meetings between the Implementing Partners, UNDP, SDDRC and other stakeholders of the programme. TCC have scheduled biweekly meetings and meet as needed at other times.

The TCC was reported to be a useful mechanism through which to ensure regular meetings and coordination of monitoring activities. It provides a valuable tool through which to bring the many partners of C2SP together. C2SP has a huge number of partners at local, district and national level in Sudan and with agencies and donors internationally. In this respect the potential for C2SP to broker partnerships, take projects to scale and influence policy is huge, and currently untapped.

However it is clear that, as stated above, the role of the M&E team in shaping the programme is limited. The extent to which information is packaged and presented back to the team in order to be used, other than in reporting, to shape programme delivery, create learning products or influence others is minimal. The programme is currently in a cycle of design, deliver, monitor and evaluate and remains largely unchanged from one phase to the next.

This is where it might be interesting to consider redesigning the programme to have a greater emphasis on learning, on adaptation and on looking to scale and influence. C2SP has 42 communities with CMCs and a huge range of partners. It is especially well-placed to

test ideas at a small scale with one or two CMCs and then use learning from these pilots to take successful ideas to scale across the remaining communities. There are many ways in which redesigning C2SP in this way could enhance the impact of the programme:

➢ With the emphasis on testing new approaches, this would encourage C2SP to seek out different approaches to the norm and give communities greater exposure to opportunities that might otherwise not reach them

➢ This is an empowering approach for CMCs and communities. It gives them even greater control over the direction of the CMCs work as they set the means by which they evaluate the success, or not, of projects and 'own' the learning of each intervention. In theory every CMC/communities could become an 'incubator' helping communities identify needs and possible innovations to test.

In order to do shift the programme in this direction C2SP would need to undertake explicit training of all staff and partners in order to help them reconceptualise C2SP as a learning programme, bringing M&E into the heart of the programme – not to be seen as a necessity for reporting but to be seen as crucial to the programmes ambition to learn, influence and scale. This would require an approach that is suitable for the context of transition, helping staff to become genuinely curious as to what is and is not working and why and to be comfortable in acknowledging when things aren't working, to be able to admit that and to adapt their approach accordingly. In meetings with field staff over the course of this review it was clear there was a huge appetite for this level of learning and programme development.

Recommendations:

Strengthen information exchange across phases and communities: More regular meetings, exchange visits, shared digital platforms could all help unlock a greater exchange of learning across the programme.

Enlarge the role of M&E in the programme so that there is a genuine feedback loop from one phase to the next.

Develop an influence strategy to identify what policies or programmes C2SP has in its sights and where it can add useful insights about how best to work with and support post-conflict communities. This should be as specific as possible, and include targets, main messages, communications needs and success criteria. Obvious targets would include government (based on strong political economy analysis and working where there is scope to model good governance), private sector and other multilateral agencies working in Sudan.

In order to strengthen the capacity of the M&E team to deliver this approach consider a **dedicated C2SP M&E role** for developing the learning and influence strategies for the programme.

Explore the potential impact of redesigning C2SP as an 'test and learn' programme, using existing and new project interventions to test at a small scale and then aiming to scale the success stories beyond C2SP's target communities.

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[i] The Secretary-General, Report of the Secretary-General Pursuant to Security Council Resolution 1820, ¶ 8, U.N. Doc. S/2009/362 (July 15, 2009). See Report of the Special Rapporteur 2001, supra note 2, ¶ 57.
'It is relatively common for a society to experience an increase in trafficking, forced prostitution, domestic violence, and rape following a major conflict.'

[ii] International Center for Transitional Justice, Gender and Transitional Justice in Africa: Progress and Prospects (2008), http://www.ictj.org/static/Gender/0810
'Some of these issues, particularly domestic violence and trafficking, may reach higher levels after the conclusion of a conflict than were experienced by the society during the conflict. The post-conflict rise in incidents of domestic violence, for example, has led to speculation of a relationship between these forms of GBV and the availability of small arms, an increased tolerance of violence within society, and the head of households having been engaged in military violence during the conflict.'

ANNEX – TOR FOR CONSULTANCY (C2SP REVIEW)

A.   Objectives of the Consultancy

The overall objective of the assignment is to identify the best practices and lessons learned under Community Security and Stabilization Programme (C2SP) as the mid-term review of the programme to specific audiences including donors, UN agencies, state governments, other countries in the Arab and African region, Sudanese Ministries along with private sector actors, civil society organisations and NGOs.

B.   Context of the Required Services

The consultants will work closely with the programme unit. The consultancy is to provide technical support on the best way to conduct the survey exercise as well as quality assurance of the mid-term review report before publication and dissemination.

C.   Relevance/Purpose of the Work to the Project

The survey will determine a sufficient sample size of field surveys to render the results statistically significant. In order to do this, the survey will be kept light. In order to provide a nuanced picture about the project's achievement alongside the survey, the consultants will also design a methodology for a series of focus group discussions (FGDs) to provide qualitative data and insight.

o   Facilitate a workshop to develop the survey and material for FGDs, working closely with the team.

o   Develop a draft survey and FGD materials, test the survey/FGD materials and refine.

o   Train (and training of trainers) for program staff who will roll out survey/FGDs with enumerators , working closely with program team.

o   Analyse the data and develop key messages for communications.

o   Extract C2SP successful stories to be accompanied by a gallery of photos, and if possible, add related outlet of social media.

o   Establish and document the impact of C2SP activities and the relevance of the C2SP overall strategy for community stabilization in targeted areas.

o   Document lessons learned, the best practices, success stories and challenges to inform future initiatives.

o   Also, for feasibility, highlight and share documented joint visit/assessment of the donors and government counterparts with real targeted communities.

o   Extract relevant articles if any within the website, etc

As a secondary source of data, the consultant is also expected to conduct, among others,

•	Desk review; the consultant is expected to review existing surveys and reports conducted on C2SP community perceptions and other projects' relevant reports.

•	In addition, the consultant is also expected to review existing data sources and make analysis/ tabulation of important indicators on C2SP deliverables & achievements.

•	Provide guidance and technical support in areas of documentation and results framing.

•	Assess the scope of achievement of the project against the defined outputs and targets

•	Assess the impact of project interventions on the beneficiaries' direct/indirect beneficiaries.

•	Assess the strength, areas of growth and challenges of the project.

•	Establish the level of community participation of beneficiaries particularly women and youth.

•	Assess the overall project, focusing on the potential for the project to be owned by the beneficiaries and for the benefits to continue after project closure.

•	Provide specific and practical recommendations to be utilized for future project intervention.