

Action for Cooperation and Trust - Crossroads for Civic Engagement phase (ACT-CCE)

Final Evaluation Report

Sean Mc Gearty

August 2015

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List of abbreviations

BDP	Bi-Communal Development Programme
CDF	Cyprus Dialogue Forum
CBO	Community Based Organization
CCE	Crossroads for Civic Engagement
CCMC	Cyprus Community Media Council
CSO	Civil Society Organization
EC	European Commission
EU	European Union
ENPI	European Neighbourhood Policy Instrument
GCC	Greek Cypriot Community
HRM	Humanitarian Relief Mission
MENA	Middle East and North Africa
OECD/DAC	Organisation for OECD/DAC r Economic Co-operation and Development – Development Assistance Committee
PSC	Programme Steering Committee
PPF	UNDP Partnership for the Future
RENEWAL	Regional Network for Inter-communal Livelihoods
SGSR	Secretary General's Special Representative
SEED	The Centre for Sustainable Peace and Democratic Development
TCC	Turkish Cypriot Community
UNDP	United Nations Development Program
UNDP ACT	United Nations Development Programme Action for Cooperation and Trust
UNFICYP	United Nations Peacekeeping Forces in Cyprus
USAID	United States Agency for International Development

Executive summary

The UNDP-CCE programme is the fourth and final part of UNDP-ACTs work to build a climate of reconciliation in Cyprus and to support a sustainable settlement to the division on the island. Over the last decade USAID has invested \$62m in a series of programme implemented by the UNDP and designed to promote bi-communal relations. The current phase of ACT has been much smaller than the previous three phases with a budget of US\$4.9 million and was implemented at a critical stage in the Cypriot peace process. Research carried out through the ACT programme indicate that there is still a significant gap between the Greek Cypriot and Turkish Cypriot communities, trust levels are low and both communities are still quite pessimistic about the potential for a solution. Despite this somewhat negative outlook on the ground the situation on the political front changed considerably in 2015 with the revival of the negotiations process and considerable optimism that a political settlement is finally achievable.

The CCE was designed in 2013 at a time when the political negotiation process had stalled and there was little prospect of a resolution and a growing sense that the investment in bi-communal programmes by USAID/UNDP had not generated the necessary momentum on the ground to drive the process and build a climate of reconciliation. UNDP-ACT was faced with a number of challenges at the design stage of CCE including a limited time frame for the programme (18 months), a limited budget (US\$4.9 m) ongoing stalemate in the political peace talks and a sense that traditional bi-communal programmes were no longer effective in generating momentum towards a settlement. Based on this assessment the UNDP adopted a twin track approach with a renewed focus on a small number of priority issues in Cyprus and a move to develop a wider regional dimension in the Euro-Mediterranean region. The intended results of the CCE programme were the establishment of a meaningful and sustained Track II process in Cyprus, the establishment of an inter-regional community of practice and the establishment of Cyprus as a venue for innovation in civic engagement in the European Neighbourhood area.

The decision to adopt a regional dimension was driven by view that “more of the same” was not an effective use of resources and by a desire to open up the Cypriot process to international experiences and to share the learning from Cyprus. The regional dimension emerged from work undertaken during the previous ACT III programme and was intended to stimulate civil society, generate fresh thinking, engage new people and revive the efforts towards building a climate of reconciliation. The CCE programme also built on work to develop a track two process in Cyprus which had taken place towards the end of ACT III. The lack of a credible track II process to support the political negotiations process had identified as a significant gap in the overall peace architecture in Cyprus.

In order to assess the CCE programme it is necessary to view it as a development and refinement of the work carried out through ACT over the last decade, to locate it in the changing political context in Cyprus, and to also recognize the deteriorating context in the Euro-Mediterranean region. The first part of the CCE was implemented at a time when there was limited optimism around the political process. However the renewed impetus in the negotiations in 2015 and the increased belief in both communities that a settlement is possible has changed the context in which the second part of the programme was implemented.

There is considerable evidence that the earlier work of ACT and elements of the CCE programme have made an important contribution to the evolving political negotiations process. The earlier investment in bi-communal programmes has laid a strong foundation which can now underpin the revived political process and the establishments of the Cyprus Dialogue Forum under CCE has filled one of the major gaps in the peace process architecture. This element of the CCE programme is highly relevant to the context in Cyprus as it has provided a credible and accepted route for civil society to engage with the formal negotiations process at a critical time in the history of Cyprus. This support is valued by all stakeholders and there appears to be genuine efforts at a high level to integrate the Forum into the political process and broad consensus that the Forum will be central to a sustainable settlement. The fact that the Forum is very representative with a good level of engagement from both communities indicates that it is well positioned to input into the negotiations process and in particular to facilitate discussions within and between the two communities on the details of any settlement. The Forum also marks an important shift in the relationships between the UNDP and civil society with the Forum members now taking ownership and the UNDP acting as a support mechanism and facilitator. The UNDP has also made a useful contribution to the peace process by assisting the UN Good Offices and opening up of the negotiations process to international best practice through the Malta event and by establishing links with South Africa, both of which have added a new dimension to the process at critical times. Overall the work of the UNDP in supporting the peace process has been timely, relevant and effective and the UNDP can continue to play an important role in facilitating this process by supporting the Dialogue Forum and by facilitating further international links.

The establishment of the RENEWAL project linking the communities of Famagusta and Deryneia has also been an important initiative with both a local value to these communities separated by the buffer zone and a Cyprus wide significance due to the strategic importance of Famagusta in the Cyprus problem. It demonstrated the need for practical bi-communal projects along the buffer zone and the potential impact these could have and was a good example of the type of initiative required to lead into and prepare communities for “the day after” in a post settlement Cyprus. While the project was relatively short term and small there are indications that it is bringing about small but important changes in the greater Famagusta region –an area which has been somewhat neglected so far. The most significant impact is the increased sense of co-operation and increased levels of trust between the communities along the buffer zone which is reflected in the joint campaign to have the Deryneia crossing opened and in the idea of developing a joint tourist product. Building relationships across the buffer zone and beginning to developing a shared sense of ownership and identity are important steps and has laid the foundation for more substantial bi-communal work if there is a settlement.

The CCE programme placed a strong emphasis on the regional dimension with the dual objective of disseminating the learning from Cyprus to the wider region and bringing in new ideas and approaches on citizen engagement, governance and peacebuilding which would stimulate and revitalise civil society efforts in Cyprus. The idea of Cyprus becoming a hub for peacebuilding in the region is highly relevant given the extent of conflict in surrounding countries and the experience of peacebuilding in Cyprus especially in the civil society sector. The regional dimension was designed at a time when the Cyprus peace process was at a standstill and civil society was unsure how to intervene and support the process. Introducing a wider regional dimension was seen as a means to stimulate civil society and to encourage it to look at new approaches to citizen engagement and

peacebuilding. The SCORE index which was designed to measure social cohesion and reconciliation in conflict settings is a good example of how this concept could contribute to wider peacebuilding while simultaneously supporting efforts towards a settlement in Cyprus and it demonstrates the validity of the regional approach. The Citizen Engagement Training courses, which are part of the “Resources for Democracy” academic course under the University of Nicosia, also show that Cyprus can play a leadership role in the region and that the learning from Cyprus is relevant in other contexts. The incorporation of regional initiatives and linkages has generated new thinking on how to address longstanding issues and produced some interesting ideas and models of work which can be built on in the future. However apart from the SCORE index there is limited evidence that they have made any substantial or sustainable contribution to the overall UNDP goal of developing a climate of reconciliation in Cyprus. The regional projects appear to have been somewhat disconnected from the core issues in the Cyprus peace process and to a certain degree overtaken by the progress in the peace talks.

This evaluation has found that the overall ACT programme and the most recent CCE programme have made an important contribution to the ongoing efforts to bring about a settlement in Cyprus. An important achievement of ACT has been re-establishing bi-communal work as a normal and acceptable activity after the issues around the Annan Plan and the negative perceptions of bi-communal work which pertained in some quarters at that time. UNDP-ACT has worked quietly to build trust and to promote bi-communal activities and this has helped create a more positive and constructive atmosphere as a backdrop to the negotiations process. A second more long term impact is the fact that UNDP-ACT has created success stories and models of good practice which have demonstrated the bi-communal initiatives are positive and beneficial and that they create win-win scenarios. There are extensive networks of contacts and strong bi-communal relationships in place as a result of this work which will be increasingly important if there is a settlement and people are looking at ways to progress things and to deal with the many issues that will need to be worked on during the implementation phase.

The most significant contribution of the CCE has been the work to support the formal political process over the last two year and in particular the establishment and facilitation of the Dialogue Forum which is now recognised as a key component of the overall peace process architecture. The Forum is now well positioned to provide the necessary track two processes which had been lacking in Cyprus to date. The UNDP has played a central role on the development of the Forum from the initial exploratory phase at the Malta seminar through the establishment of the Forum and the production of a single text which provides the framework for the future work of the Forum. Both Forum members and external observers are positive about the role of the UNDP in this process and stress the critical role that the Forum can play in the transition and implementation phase of an agreement. CCE has also supported the formal negotiations through opening up the process to a wider international perspective through the links with South Africa. The SCORE index and Trust surveys have generated detailed analysis of the issues and trends in both the GCC and TCC communities and this has been important to the process as it provides the only comparable data on the situation in the two communities and a critical evidence base for policy makers to make informed decision. There is some evidence that the combination of this research and more long term debate on issues such as the need for a wider more inclusive process, the role of Cultural Heritage and the importance of engaging women, has directly impacted on the structuring of the peace

negotiations, for example the decision to set up the two additional Technical Committees on Gender equality and on Culture.

The decision by the UNDP to close its programme in Cyprus at the end of 2015 will leave a gap in provision and raises concerns around the sustainability of the Forum. There are concerns that the Forum is not yet mature enough to stand on its own and that the closure of the UNDP could damage it at a critical stage –just as it begin to engage in more substantive and potentially difficult issues. The core issue in Cyprus is still a lack of trust in both the GCC and TCC and in this context there is still a need for initiatives which build relationships and trust and on meaningful confidence building measures which could buttress an agreement.

The big issue over the coming months is the sustainability of two of the CCEs core projects – the Dialogue Forum and the RENEWAL project. There is clear consensus that the Forum must be sustained and allowed to develop and play its role in the implementation of an agreement. There is an urgent need for funding to sustain this work and equally importantly for a structure to provide the legitimacy and political cover to the Forum to allow it to continue to operate independently and free from any political pressure or complications. The situation for RENEWAL is similar and there is also a need for an umbrella structure and funding to enable it to continue and expand its work after the planned opening of the Deryneia crossing and in the context of an overall settlement. The onus is on the UNDP to work with relevant donors and the EU to develop a transitional strategy which would sustain the ACT programme in some form in the short term. A failure to support these initiatives at this stage would reflect badly on all concerned and could undermine the gains made by the UNDP over the last decade.

Overall the CCE programme has made a useful contribution to the Cypriot peace process and the UNDP has contributed to a more inclusive and locally owned peace process. There is strong evidence that the support provided by the UNDP to Cypriot civil society is finally providing some oxygen to the Cypriot peace process in a timely and appropriate manner. Over the years the UNDP has complemented the work of the UN Good Offices and the formal negotiations process despite the lack of progress, and the CCE programme has strengthened its efforts in this area and become more relevant to the formal process. This model highlights the benefits of the twin track approach and demonstrates how the different elements of the UN system can work together and complement each other.

The UNDP leaves behind a legacy of good practice in bi-communal work, strong bi-communal networks and relationships and in the Cyprus Dialogue Forum it has left a solid structure which can support the transition process. It would be a pity if this legacy was damaged by the closure of the UNDP at such a critical time and efforts must be made by the UNDP and other stakeholders including the EU to ensure that this does not happen. The concept of developing Cyprus as a regional hub for peacebuilding also needs to be supported. CCE made some progress in this regard despite the challenges and efforts should be made to develop this work and to ensure that Cyprus plays a constructive role in a very unstable region. The prospect of a settlement in Cyprus strengthens the case for Cyprus to build on this work and the UNDP should endeavour to support this concept.

Recommendations

Given that proposed closure of the UNDP and the findings of this evaluation there are a limited number of recommendations which focus primarily on the need to sustain the work of the UNDP through a transition phase in the event of an agreement.

1. It is recommended that the UNDP Headquarters should review its decision to close the UNDP-ACT programme and should seek support from relevant donors for a short transitional programme to sustain the work of the Cyprus Dialogue Forum and the RENEWAL project.
2. The UNDP should develop a more medium term strategy to support the peace process from its HQ and should allocate sufficient resources to ensure that this strategy is relevant and effective to the changing context in Cyprus.
3. The UNDP should continue to support the peace process in the short and medium term by introducing Cypriot actors to international best practice in peace process design and in dealing with the implementation of peace agreements.
4. The UNDP should support key stakeholders in Cyprus to develop a strategy which would position Cyprus as a hub for peacebuilding in the Euro Mediterranean region.

1. Introduction

The CCE programme aims to develop and implement strategies for civic engagement in support of a just settlement to the Cyprus conflict. The programme employs civic engagement methods to enhance the quality of peacemaking and ensures an inclusive approach to decision-making. The approach focuses on facilitating CSOs to influence and share control over priority setting, policy making, resource allocations and access to public goods and services in the context of re-uniting the island. ACT-CCE also exchanges knowledge and programme results with partners in countries located in the wider European Neighbourhood region and builds partnerships between Cypriot and non-Cypriot organizations. It aims to meet civic engagement needs at the local level in Cyprus, at the island wide level and at the regional level. This multi-layered approach aims to deepen the peacemaking capacities of peace and development professionals in Cyprus and in countries of the region. .

The CCE programme marks the transition from the tradition of donor funded grants to Cypriot NGOs to a self-sustaining mechanism for civil society engagement in peace and development in Cyprus and the wider region in which Cyprus is located. The programme was designed to operate at three different but mutually reinforcing levels:

- Cypriot organizations working together to support a broad-based peace process for the island
- Cypriot organizations leveraging their own experience and expertise to support the peace building and wider good governance objectives of organizations in the European Neighbourhood area with particular emphasis on those countries covered under the European Neighbourhood Policy Instrument (ENPI).
- Non-Cypriot organizations and other donors implement initiatives, in collaboration with the CCE programme, as a vehicle for delivering development cooperation in the Middle East and North Africa (MENA) and/or Europe/Eurasia regions by taking advantage of Cyprus' geopolitical position and the signature service lines available through the programme.

The ACT-CCE programme had a dual focus working to support the Cypriot inter-communal civil society sector to emerge as a recognized partner to the Cyprus peace talks and creating inter regional partnerships between Cypriot Civil society Organisations (CSOs) and their counterparts in the region. These partnerships between Cypriot and non-Cypriot organizations aimed to deepen the capacities of Cyprus' own civil society sector so that they would become more effective in asserting their influence on the Cyprus peacemaking process.

Overview of the evaluation

Objectives and scope of the evaluation

The evaluation focused on two primary areas – the impact of the work and lessons learned. The two primary objectives were;

- Assess the impact and performance of the Crossroads for Civic Engagement programme, paying attention to the extent to which the current programme has built upon the results of previous phases in a manner which aspires to reach the programme outcome.

- Critically analyse the Crossroads programme formulation and its relevancy as the last intervention of UNDP-ACT in Cyprus and identify how any lessons learned from UNDP-ACT can be utilized inside and outside of Cyprus.

Evaluation process

The evaluation was carried out over a six week period from mid June to late July 2015 and included a short field visit to Cyprus (6th -10th. July) This phase included focus groups and interviews with CCE programme participants, members of the UNDP team in Cyprus, USAID, members of the Cyprus Dialogue Forum and other relevant stakeholders including the UN Good Offices, the Rep. of Cyprus Ministry of Foreign Affairs, members of the ACT Project Steering Committee and Civil society organizations. As part of this visit the evaluator also visited the RENEWAL project in Famagusta and Deryneia. A full list of those consulted is provided in Annex 1

The evaluation applied the OECD/DAC evaluation criteria; relevance, effectiveness, impact and sustainability and also focused on two important themes, the key learning points emerging from the work of ACT-CCE and how these can be utilized inside and outside of Cyprus and the extent to which the programme has facilitated the engagement of women in peacebuilding in Cyprus. The key questions to be addressed in the evaluation were;

- Assess the performance of the Crossroad programme in the wider context of UNDP ACT's support to peace building and reconciliation in terms of achievement of results against targets. The evaluation will assess the extent to which UNDP ACT's contribution has strengthened local (mainly through civil society) capacity in the relevant areas.
- Assess the positive and negative effects of the Crossroads programme in the area of peace building and reconciliation. This will explore what changes have actually occurred due to the efforts of UNDP ACT and what lessons learned can be exported within and outside of the Cypriot context.
- Assess whether UNDP ACT has been able to support local capacities in peace building and reconciliation and examine how lasting the outcomes have been/will be. Explore whether UNDP ACT's Crossroads projects can be sustained with the absence of UNDP ACT support.
- Assess the extent to which UNDP has instituted systems and clear procedures to provide coordinated support. This will involve looking at the suitability of UNDP operational and financial management procedures in responding to programme objectives and the extent to which these procedures have helped or hindered efficiency and the achievement of results.

2. Context

2.1 The context

The context of the UNDP-CCE project has been quite dynamic and has shifted significantly in 2015 particularly after the election of Mr. Akinci as the Leaders of the Turkish Cypriot Community in April 2015. This change in the context is highly significant for the UNDP-CCE programme both in terms of its ongoing work programme and activities and in terms of how its work is perceived and analysed. This section provides an overview of the key issues and the recent trends in the Cypriot context and a brief summary of the overall UNDP-ACT programme over the last decade.

The Cyprus conflict is one of the most intractable in the world. It is characterised by a complex interplay of driving factors that have sustained the current stalemate and undermined efforts to build a climate of reconciliation. In 1974, a Greek-inspired coup overthrew the Cypriot Government, causing the Turkish military to intervene and take control of the northern part of the island. The two main communities – the Turkish Cypriots (TCC) and Greek Cypriots (GCC) - have been divided for over 40 years and until 2003, contact between the communities was limited, possible only with permission from authorities. The drivers of the conflict are deeply entrenched and rooted in the social institutions in both the GCC and TCC. The key institutions in communities, political parties, the education system, the media, and the Church in the GCC have all traditionally tended to reinforce a dominant narrative on the Cyprus conflict which has been resistant to efforts to promote reconciliation and reunification.

Despite repeated efforts by the Cypriots themselves and the international community over the last 40 years, Cyprus has seen little progress in finding an agreed settlement. The “Annan Plan”, a UN-brokered agreement, was put to twin referenda in both Cypriot communities in 2004. While Turkish Cypriots endorsed the “Annan Plan”, Greek Cypriots rejected it overwhelmingly. Later that year, Cyprus joined the EU as a divided island, with the *Acquis Communautaire* suspended in the Northern part of the island. Talks resumed in 2008 and succeeded in producing a number of significant convergences, but stalled in 2010. The stalemate shapes and dominates the overall political sphere in Cyprus and the context in which the UNDP ACT programme has been implemented over the last decade.

The fact that the two communities have been separated from each other for 40 years and still generally live apart from each other has created a gap in understanding and a lack of a shared vision for Cyprus’s future. The years have witnessed what is described as ‘systematic demonization’ and on-going stereotyping of the other community. The sense of separateness, the focus on differences, and attitudes towards the ‘other’ have created strong psychological barriers that are proving difficult to break down in the years since the physical barriers were opened. This central narrative around separateness has been all-pervasive and reinforced by key influencers such as the media, the education system, and political parties. In recent years, the failure to reach a settlement and the controversy over the “Annan Plan” and European Union (EU) accession have led to disillusionment in the TCC and a negative political environment on the island. The “Annan Plan” polarised society in the GCC and created a climate of fear and mistrust towards those involved in bi-communal work, fuelled by concerns that the international community was interfering in internal Cypriot affairs.

A complex mix of issues relating to the past is also a key driver of division and a major block to reconciliation in Cyprus.

“In Cyprus the past is an area of both remembering and forgetting. For many years particular issues such as missing persons, accountability for and perpetration of acts of violence have been covered by heavy clouds of taboo and limited information. Answers to other issues like responsibility and involvement in the events that led to the coup and military intervention in 1974, as well as responsibility for acts of violence have been carefully constructed to perpetuate hegemonic narratives about the past in both the Greek Cypriot and Turkish Cypriot communities” (PRIO Cyprus Centre 2012).

2.2 Background to the CCE Programme

The UNDP-CCE programme is the final part of UNDP-ACTs work to build a climate of reconciliation in Cyprus and to support a sustainable settlement to the division on the island. The UNDP ACT was launched in 2005 under the direct management of UNDP. The project was a follow-on to the Bi-communal Development Programme (BDP), which was implemented by the United Nations Office for Project Services (UNOPS) from 1998 to 2005. The programme was designed to support bi-communal activities with the aim of building understanding between Greek Cypriots and Turkish Cypriots. The *de facto* division of Cyprus means that UNDP ACT was implemented through direct execution (DEX) and NGO implementation. The UNDP ACT project was implemented in three phases, each with a distinct strategy and set of partners and the CCE was the fourth phase of ACT. Over this period it has been by far the largest and most significant agent investing \$62m in a range of projects designed to promote bi-communal relations. The programme has been funded exclusively by one donor – the U.S. Agency for International Development USAID. This reliance on one donor has meant that the decision by USAID to close its programme in Cyprus has resulted in the UNDP deciding to wind up the ACT programme at the end of 2015.

The first phase of the project (2005 -2007) had a budget of US\$26.5 m. In 2007, the project was expanded for a further three years with a budget of US\$21 m (ACT II) and in 2011 the ACT III phase was launched with an additional US\$7.5 m. The CCE budget was US\$2.5 m (2013-2015) bringing the total grant agreement for all four phases of the ACT programme to almost US\$62. The current phase of ACT has also been much smaller than the previous three phases of ACT with a budget of US\$4.5 million (US\$2.5m of new resources under CCE and US\$2m of unspent funds from the previous phase). Over the implementation period, UNDP ACT has applied a number of approaches and specific programme interventions in response to the changes in the reconciliation environment. The overall thrust of the programme has focused on preparing the people of Cyprus for reconciliation and supporting and sustaining an environment for an agreed settlement. The project’s theory of change has therefore shifted over the three phases. The initial phase relied heavily on contact theory, which promoted interpersonal contact to reduce prejudice between groups in conflict. The second phase shifted emphasis to supporting civil society to increase support and demand for reconciliation. The third phase promoted civil society advocacy to influence policy-making related to reconciliation between the two communities. In overview the theories may be summarised as (1) building trust, (2) expanding constituencies for reconciliation, and (3) consolidating efforts in a tangible platform for continued efforts and to influence decision-making.

The objectives of the CCE programme were:

1. Civic and political leaders engaged in a genuine track 2 processes in Cyprus
2. Cypriot experiences in civic engagement leveraged to support and sustain inter-regional partnerships for social cohesion.
3. Innovation and knowledge exchange applied to evidence-based policy making in the European Neighbourhood

To ensure local participation in the programming process, UNDP ACT continued to engage the Programme Steering Committee (PSC) established under BDP, on which the representatives of the leaders of the GCC and TCC sit in parallel structures. The relationship with the PSC facilitated a mutually accepted *modus operandi* and allowed implementation of projects island-wide without raising sensitive political questions, such as that of recognition. The UNDP ACT programme manager served as the chair of the committee.

2.3 The current context

The UNDP-ACT has invested in tools to measure levels of trust, reconciliation and social cohesion in both the GC and TC communities and these provide an in-depth analysis of the current context in Cyprus and frames the work of the UNDP-CCE programme. The Social cohesion and Reconciliation (SCORE) Index is designed to measure two of the key components of peace: social cohesion and reconciliation – in order to formulate policy recommendations. The index also explores the impact of social cohesion and reconciliation on readiness for political compromise. The index has been used twice in Cyprus in 2013 and 2014 and has also been applied in Bosnia-Herzegovina and Nepal. The key findings on Cyprus are highly relevant to the UNDP-CCE programme and to attempts to negotiate a sustainable solution in Cyprus. These include;

- Social Cohesion is low in both communities
- Reconciliation scores suggest distance between the two communities
- Political readiness scores suggest ambivalence to a political compromise
- Greek Cypriots propensity for reconciliation is mostly affected by their perception that Turkish Cypriots are threatening to their own economic development and employment status.
- The propensity for reconciliation of Turkish Cypriots is driven by their desire to keep their distance from the other community
- For Turkish Cypriots quality of contact went from positive in 2013 to negative in 2014, propensity for reconciliation and propensity to vote “Yes” in a future referendum decreased over the course of the same year.
- For Greek Cypriots cultural distance increased in 2014 but the quality of contact, propensity for reconciliation and propensity to vote yes at a future referendum remained unchanged.

The Trust survey have been commissioned by UNDP-ACT¹ and carried out on an annual basis with the objective of assessing the current levels of trust between the two communities, examining the effect of contact and other factors on trust levels and investigating the effectiveness of bi-communal

¹ Fieldwork was conducted by Prologue Consulting in the Turkish Cypriot Community and by CYMAR Market Research in the Greek Cypriot community. The two agencies collaborated on the compilation of this report.

initiatives on the relations between the two communities. The main findings from the 2015 survey included;

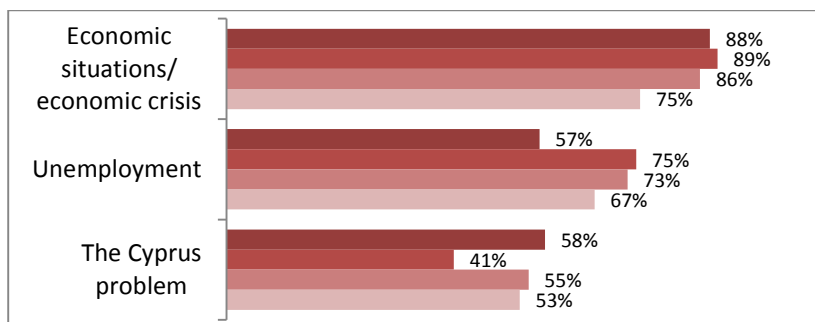
The majority in both communities still considers that things on the island are heading in the wrong direction (GCC: 62%, TCC: 63%). Still, optimism appears to be on the rise in the GCC, while in the TCC levels of optimism have remained constant over the past 12 months.

In the GCC, the economic situation and unemployment top the list of issues that the society faces. The Cyprus problem remains the third most important issue. In the TCC, the Cyprus problem has resurged as the most important issue facing the community, followed by unemployment and the economic crisis.

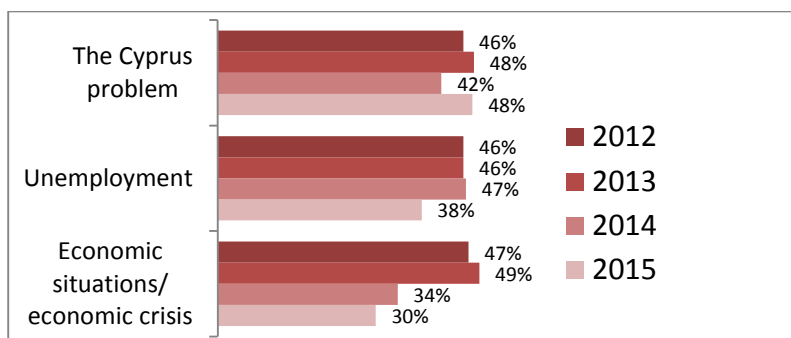
There is quite a high level of crossing to the other side by both communities particularly the TCC with 72% of the TCC crossing over since the crossing points were opened. In the case of the GCC the figure is 64%. However the quality of contact remains weak with the majority of people reporting that they had no contact or only incidental contact with the other community. This is particularly high among members of the GCC with 63% having no contact.

2.4 Major issues the two communities face at present

(a) Greek Cypriot Community



(b) Turkish Cypriot Community



At the time the survey was carried out (April 2015) both communities were still quite pessimistic about the potential for a solution to the Cyprus problem although there had been an increase in the GCC from 40% to 46% over the last year. However the TCC had become even more pessimistic with expectations for a solution to the problem falling from 40% to 35%. There are also significant differences in the two communities regarding the levels of trust and whether the two communities can live together in peace. The GCC is significantly more positive in both regards with the majority

(69%) stating that the two communities can live in peace. Just over half of GCC state that they trust the TCC. However the TCCs are quite pessimistic on both counts with only 35% believing that the two communities can live together in peace. The level of trust is particularly low with only 29% stating that they trust the GCC.

The research report concluded that *“these findings tend to point towards reluctance on behalf of the TCC to reach a negotiated solution, at a time when the GCs are becoming increasingly open to the prospect of a solution and coexistence”*. This represents a significant turn-around from the situation at the time of the referendum of the Annan plan in 2005. A number of factors may have contributed to this; at the time of the Annan plan TC expectations were very high but people are now more cautious and realistic. At that time the TCC needed a solution whereas it is the GCC who need a solution more at present. Sentiment in the TCC towards the EU has fallen as the overall image and perception of the EU has declined across Europe and this had impacted on views of a settlement in Cyprus.

3. Progress towards Results

3.1 Programme Objectives and results

The core objectives and intended results for the CCE programme were:

Objective 1: Civic and political leaders engaged in a genuine track 2 processes in Cyprus

Intended result: A meaningful and sustained Track II process, which incorporates representatives of the wider Cypriot society, ensuring that the voices and concerns of ordinary Cypriots are heard by the peace negotiators and incorporated in the decisions regarding a settlement.

Objective 2: Cypriot experiences in civic engagement leveraged to support and sustain inter-regional partnerships for social cohesion.

Intended result: Establishment of an inter-regional community of practice, where CSOs working towards social cohesion can benefit from the experience and solidarity drawn from a network of like-minded organizations.

Objective 3: Innovation and knowledge exchange applied to evidence-based policy making in the European Neighbourhood

Intended result: Cyprus emerges as a venue for innovation in the development of civic engagement development solutions which can serve the European Neighbourhood area, and allowing conditions where organizations can pool resources and knowledge to address regional challenges

3.2 Overview of the CC Programme

This section provides an overview of the main activities implemented in these areas.

Cyprus dialogue Forum /Support to the formal peace negotiations

The UNDP-CCE programme has been actively involved in supporting the formal peace negotiations on the Cyprus problem in two key areas, through direct support to the UN Good Offices and through the establishment and support of the Cyprus Dialogue Forum (CDF). This forum developed out of the discussions that took place during the workshop facilitated under the ACT III programme in Malta in Sep. 2013. There had been a growing recognition among stakeholders to the Cypriot peace process that there was a need for credible track two process to complement the formal peace talks and to facilitate participation and wider engagement in the peace process. The establishment of the CDF has been a significant development in the peace process and now involves 96 organisations in both communities including political parties, business groups, trade unions, NGOs and wider civil society. The CDF has been supported by the UNDP-CCE over the last two years and the Forum has worked steadily to develop an agreed approach, structures and agenda, leading to the endorsement of a single text document. This states that *“the legitimacy of the forum derives from the organisations*

participating in it, thus we are committed to serve as an open platform of co-operation and discussion between all political and non political organisations in both communities.

The purpose and objectives as set out in the single text are;

- Support the formal negotiations and all political efforts to reach a mutually agreed federal solution, be creating options and submitting suggestions for the negotiations process
- Create public awareness, acknowledge and incorporate the inputs of the wider public and help prepare both communities for a solution
- Create common understanding, multi perspective, shared vision of the future and build a culture of co-existence
- Create space for citizens to also raise and address issues that are not included in the political process

The Forum has established a management structure comprising a plenary, implementing committee and five segments, 1) TC Political Parties, 2) GC Political Parties, 3) Trade Unions, 4) Business and Professional Associations and 5) NGOs. Over the course of 2014-2015 the CDF has achieved a number of significant milestones including the launch of the single text document, a public announcement regarding its intention to support the peace talks and meetings with the US vice President Joe Biden, with the SASG, and with the Leaders of both communities.

The UNDP has also worked on a parallel track to directly support the negotiations process by working with the UN Good Offices and the Chief negotiators in the peace talks. A key component of this work has been the engagement of Roelf Meyer (former chief negotiator for the South African government in the 1990s) in the process as well as organizing a 3 day visit for the negotiators and their advisors to South Africa.

RENEWAL

The Regional Network for Inter-communal Livelihoods project (RENEWAL) is an area based development initiative which aims to develop bi-communal links between communities in Famagusta and Deryneia. The project has a strong economic dimension with a focus on youth entrepreneurship and tourism. This project is particularly important given the strategic and symbolic significance of Famagusta/Varosha and the central role it will have in any future settlement. The project is also important given the likelihood that a new crossing point at Deryneia is due to be opened in late 2015. The RENEWAL project involves a range of activities designed to create bi-communal cultural and economic links between the two communities divided by the buffer zone. It has facilitated contact between the two communities in advance of the opening of the crossing and created initial links particularly among young people. The main activities supported under the programme were the Famagusta Region Challenge; planning for a regional tourism initiative and a series of sporting and cultural activities. The Famagusta Challenge was an open call to young entrepreneurs in the area to develop projects which used technology to support social and economic development in the region. RENEWAL then supported four of these projects through financial assistance and mentoring to develop their idea and to look at the potential to develop a

sustainable business. There is a recognition that this part of Cyprus has not benefited from the huge tourism industry in Cyprus and a regional tourism initiative was launched to address this issue by linking sites on the Greek Cypriot and Turkish Cypriot areas and developing plans to attract more tourists into the region. A range of social, cultural and sporting events were organised including a youth music festival, entrepreneurship workshops for young people, film and food festivals, volleyball and chess tournaments. The project also organised public meetings in the TCC to discuss the proposed settlement and a federal solution.

MAHALLAE

Mahallae is a digital platform which was developed by UNDP-CCE and civil society groups in Cyprus and designed to create a systematic knowledge sharing and learning process between CSOs in Cyprus and the wider region. This project emerged from the “Power of one” event, a regional conference held in 2012 under the UNDP-ACT programme which attracted over 200 participants from 28 countries in the Euro-Mediterranean region. This event generated a lot of interest in the experience of Cyprus and inspired UNDP-ACT to think about Cyprus as an inter-regional hub.

Mahallae is described as a “digital neighbourhood for civic engagement” and comprises three digital spaces; Collaborate! – a social innovation space which provides opportunities for innovators across the region to receive funding and support for their ideas, create new partnerships and share knowledge and resources, Civic Mapping – a collection of data visualisation tools which help showcase the contribution of Cypriot civil society to civic engagement and peace-building from the early 90’s until today and Interactive Tools – a digital store featuring a variety of tools that use innovative approaches for social change including games, maps, and video toolkits.

A central element of the programme was the Mahallae Challenge which encouraged civil society to develop innovative approaches which apply technology to promote civil engagement, address key issues and contribute to a more peaceful society. Mahallae provided funding of up to \$30,000 and mentoring to the best technology enabled solutions which addressed some of the most pressing challenges facing both Cyprus and the Euro Mediterranean region. A total of 43 proposals were submitted with 5 winners selected;

- I. i-Vee: A mobile game app for encouraging volunteerism in Cyprus and Egypt.
- II. Yu-Biz - an online platform to help young entrepreneurs kick-start their business
- III. WE-ME: A community platform that aims to link women mentors and mentees together.
- IV. The Socialholic Typewriter: A platform bringing together writers and artists from different communities to collaboratively tell stories.
- V. Hands on Famagusta: A hybrid platform for developing a future vision for the Famagusta region.

The Power on One conference generated a number of partnerships and ideas for sharing and learning on a regional basis and five of these received seed funding to be developed by their inter-regional teams. These were:

The role of anthropological elements in peace building strategies implemented by The Management Centre of the Mediterranean (Cyprus) and the Sarenj Centre (Northern Iraq)

This project aimed to contribute to an exchange of knowledge regarding languages and methods of peace building and reconciliation. This is one of the first research projects to incorporate anthropology into this type of research. The project also aimed to bridge the discourse gap between sectors, including academia and civil society that focus specifically on peace building related issues, through an innovatively implemented and published research project.

The Media buffer zone implemented by Cyprus Community Media Centre, Qabila Media Productions, UG Zašto ne, Near East Consulting, Universal Patient's Rights Organisation. The project aimed to create an inter-regional partnership that would address the need for media production skills among CSO's in the Euro-Mediterranean region. Through developing the on-line platform and creating a network for media professionals and artists to transfer their knowledge, CSO's in the region will be better positioned to address the key issues they work towards.

The i-100 project implemented by Cyprus Family Planning Association and the Egypt Foundation for Youth and Development. The project aimed to promote the idea of volunteerism as a first stage in responsible citizenship. It aimed to create a platform that brings together NGO's seeking volunteers with individuals passionate about volunteering for causes towards which they feel most passionate.

Interregional Networking for Citizen Participation (INCIP) The main aim of this project was to use the experience of post-communist CEE countries in fostering citizen participation and to transfer best practices and skills to the communities in Cyprus and Tunisia. This is the first time an inter-regional partnership of this kind has been set up between Central Europe, Cyprus and the Middle East North Africa (MENA) region.

Youth ambassadors: This project aimed to empower youth to help them facilitate dialogue on issues that matter most to them by providing trainings on cross-cultural dialogue, facilitation and promotion, so they can in turn utilize social and community media to promote cross-cultural awareness, and become part of an inter-regional youth network promoting and facilitating dialogue on challenging social and political issues. Implementing partners Youth Power/ Peace Players-Cyprus, The Civic Resource Centre, NGO Support Centre, Kontea Cultural Heritage and the Citizenship Forum

The Mahallae Challenge in Cyprus led to the UNDP Regional Programme establishing a cross regional competition in the area of governance and peacebuilding using the Mahallae platform. The "Technology for Citizen Engagement Challenge" attracted 67 submissions from 20 countries across the Arab and Europe and Central Asia regions. The UNDP provided grant of up to \$10,000 to support the development of new ideas for citizen engagement focusing on three themes, a common vision for the future, inclusion through Diversity and Improved access to public services and data. Other activities linked to Mahallae were the Build Peace Conference held in April 2015 which focused on peace and technology and attracted 250 delegates from 61 countries. The winners from the two regional competitions from Sudan, Yemen, Montenegro and Belarus attended the conference.

The SCORE Index

The Social cohesion and Reconciliation (SCORE) Index is designed to measure two of the key components of peace: social cohesion and reconciliation – in order to formulate policy recommendations. It was developed by the Centre for Sustainable Peace and Democratic Development (SeeD) with the support of the UNDP has been used twice in Cyprus in 2013 and 2014 and has also been applied in Bosnia-Herzegovina and Nepal. In February 2015 the SCORE index was presented to a meeting of Cypriot decision-makers, foreign diplomats and peacebuilding NGOs in Cyprus and the Score publication –“Predicting Peace: The social Cohesion and Reconciliation Index as a tool for conflict transformation” was launched at an international event in April 2015

Civic Participation Course: Resources for Democracy

As part of its efforts to develop a regional dimension the UNDP supported the development of a civic participations course which was implemented by a consortium of the NGO Centre, SeeD and the University of Nicosia. The course comprises a face to face module and a distance learning component. The face to face programme ‘State, Civil Society and Democracy’ was delivered in the buffer zone in late 2014 with 25 participants from the GCC and TCC plus some international participants. The online version has been delivered on two occasions with a total of 265 students registering with participants from Cyprus across the MENA region (Yemen, Egypt, Palestine, Tunisia and Morocco) In May 2015 the project held an international workshop entitled “Social Movements in Europe and the Middle East - Interpreting the Anti-Austerity and Pro-Democracy Protests” which also attracted participants and speakers from across the region.

Reform of the Charities /NGO legislation

A key component of UNDP-ACTs work in Cyprus has been strengthening civil society and under the CCE programme the focus was on reform of the legislative environment in the Rep. of Cyprus in order to align this with the legislative norms in the EU. This included the redrafting of two pieces of legislation and the development of a policy paper on an enabling climate for civil society which was jointly authored by the Commissioner on Volunteerism and NGOs, the Council of Europe and UNDP. The Council of Ministers approved the law on Associations, Clubs and Foundations, paving the way for the law to begin passage through the Parliament. UNDP-CCE supported an NGO Initiative which produced a Policy Paper entitled ‘Civil Society in Cyprus: Building for the Future’, with the support of the Council of Europe and the Commissioner for Volunteerism and NGOs which been endorsed by the Commissioner for Volunteerism and NGOs.

3.4 Programme outputs: Summary of CCEs activities

Main Programme areas	Key activities
Cyprus Dialogue Forum and support to the peace negotiations	<ul style="list-style-type: none">• Establishment of the CDF with 94 members from the GCC and TCC• Facilitated X meetings of the Dialogue Forum• Facilitated the development of the Single Text document• Facilitated meetings between the Forum and the US vice President Joe Biden, with the SASG, and with the Leaders of both communities.

	<ul style="list-style-type: none"> Engaged Roelf Meyer (former chief negotiator for the South African government in the 1990s) to support the negotiations process. Organized a 3 day visit for the Chief negotiators and their advisors to South Africa.
RENEWAL	<ul style="list-style-type: none"> Business Needs Assessment in Famagusta Walled City, Deryneia, Vryssoules and Frenaros identifying the local development needs for businesses Organised X Youth Entrepreneurship workshops Delivered the Famagusta Challenge Drew up a Tourism Development plan for the Famagusta/Deryneia
Inter-regional partnerships, including the Citizen engagement training courses	<ul style="list-style-type: none"> Delivered the course “State, Civil Society and Democracy” (Oct. – Dec. 2014). Delivered the online Course “An Introduction to the Politics of Citizenship”. (Feb –May 2015 Delivered the regional partnership Initiative -5 projects; The role of anthropological elements in peace building strategies, The Media buffer zone, The i-100 project, Interregional Networking for Citizen Participation (INCIP) and Youth ambassadors
Innovation for Peace and Development – Mahallae and SCORE Index	<ul style="list-style-type: none"> Delivered the Mahallae Challenge and supported the 5 winning projects (i-Vee, Yu-Biz , WE-ME, The Socialholic Typewriter and Hands on Famagusta) SCORE index used in Cyprus in 2013 and 2014 Launch of the Score publication –“Predicting Peace: The social Cohesion and Reconciliation Index as a tool for conflict transformation” (April 2015) SCORE index used in Bosnia and Nepal
NGO Dialogue, including the NGO reform in the Rep. of Cyprus project	<ul style="list-style-type: none"> Study trip in Estonia for Cypriot Government officials and the NGO Initiative,(Oct 2014) Supported the NGO Initiative to produce a Policy Paper ‘Civil Society in Cyprus: Building for the Future’

4. Analysis of UNDP-CCE

This section will review the overall UNDP-CCE programme as well as the different programme elements by applying the OECD/DAC evaluation criteria, relevance, effectiveness, impact and sustainability.

4.1 Relevance

Relevance assesses the extent to which the objectives and activities of the intervention respond to the context in Cyprus, how well it address the needs of the communities and address the key issues related to a settlement.

The UNDP adopted a two pronged approach over the lifetime of the CCE programme with a strong focus on supporting the formal peace process and on developing a regional dimension. The efforts to support the formal peace negotiations have been ongoing for several years but failed to gain traction until recently. The establishment of the Cyprus Dialogue Forum and a shift in the political context has combined to open up space for UNDP to make a more substantial contribution. A number of reports including the final evaluation of the UNDP-ACT programme² commented on the lack of a credible Track Two process in Cyprus and recommended that UNDP-ACT should increase its efforts to develop this important element of the peace architecture in Cyprus. The renewed impetus for a settlement and the increased belief in both communities that a settlement is possible has also dramatically changed the context in which UNDP-CCE has been implemented.

The Dialogue Forum is now recognised by key stakeholders as being critical to any sustainable settlement and has been referred to by the SG in the most recent report on the UN operation in Cyprus³ and there is increasing engagement between the Forum and the formal talk's process. There is also recognition both in the Forum itself and among other stakeholders that the role of the Forum will be even more important during the transition phase of any agreement and in the more long term implementation phase. The role of the UNDP in supporting the formal peace process has also been important especially the establishment of links with the South African process through the visit to South Africa and through the work of Rolf Meyer in Cyprus. This element of the UNDP-CCE programme is highly relevant to the context in Cyprus as it has provided a credible and accepted route for civil society to engage with the formal negotiations process at a critical time in the history of Cyprus. This support is valued by all stakeholders and there is broad consensus that the Forum will be central to a sustainable settlement.

The RENEWAL project is dealing with another key issue in the Cyprus context and the strategy of building bi-communal relationships in the greater Famagusta region is highly relevant and timely in the current context in Cyprus. The project established links between neighbouring communities on both sides of the buffer zone and creates a base for more substantial bi-communal programme if the crossing point is opened later this year and to more long term initiatives if there is a settlement. This project is also important as it demonstrates that neighbouring communities can work together and that there is scope for collaborative approaches to address both the economic issues affecting this region and the symbolic issue of Verosha.

The work to develop a wider regional dimension encompassed the Mahallae project and the Citizens Engagement training programme. The concept of bringing a regional dimension to the Cyprus situation was designed to promote and facilitate an exchange of experience and knowledge to both strengthen the role of civil society in the Cypriot peace process and to support the wider work of civil society in the region. The idea of Cyprus becoming a hub for peacebuilding in the region is highly relevant given the extent of conflict in surrounding countries and the experience of peacebuilding in Cyprus especially in the civil society sector.

² UNDP-ACT Outcome Evaluation Report (Sean Mc Gearty & Meg Kinghorn March 2013)

³ http://www.un.org/en/ga/search/view_doc.asp?symbol=S/2015/517

4.2 Effectiveness

Effectiveness refers to the extent to which the project has met its intended objectives, or is likely to do so. It provides an assessment of the performance of the CCE programme in the wider context of UNDP ACT's support to peace building and reconciliation.

Cyprus Dialogue Forum

The core objectives of the CCE programme was the development of a genuine track two process with the active involvement of civil and political leaders. The need for a more participative and inclusive peace process has been highlighted on several occasions and the lack of participation by Cypriot society has been identified as a key factor which undermined previous attempts at a settlement. Given the need for a more inclusive process and the challenges around this the establishment of the Dialogue Forum is a significant achievement. The Dialogue Forum itself and the process of establishing and structuring it have been well managed by the UNDP and have been very effective. Forum members are very positive about the role of the UNDP and how it has facilitated the process and provided the necessary support while giving ownership to the membership and allowing them to shape the agenda. The fact that the Forum is very representative with a good level of engagement from both communities demonstrates the importance of the ground work undertaken by the Forum itself and UNDP. The Forum is now well positioned to input into the negotiations process and in particular to facilitate discussions within and between the two communities on the details of any settlement. The central role of the Forum and its potential role in the settlement have been acknowledged by key stakeholders in the political process and there appears to genuine efforts to integrate the Forum into this process.

The UNDP has also made a useful contribution to the peace process by assisting the Good Offices and providing support to the process, in particular through the engagement of Rolf Meyer and by supporting the visit by the Chief negotiators to South Africa. This contribution has been timely, strategic and effective. This initiative and the earlier Malta event in 2013 have introduced international experiences and perspectives into the negotiation process and have added a new dimension to the process at critical times. Overall these initiatives have been relevant and effective in the revival of the talks. As the negotiation process advances there may be further opportunities to look at other international peace process models and the UNDP can continue to play an important role in facilitating these links and supporting the overall effort to reach a settlement.

RENEWAL project

The establishment of the RENEWAL project linking the communities of Famagusta and Deryneia has also been an important initiative with both a local value to these communities separated by the buffer zone and a Cyprus wide significance due to the strategic importance of Famagusta in the Cyprus problem. The plan to develop a tourist product linking the two sides of the buffer zone is a practical and effective initiative which can benefit the communities and stimulate further activity in the tourism sector. The focus on young people and the use of entrepreneurship and sports and cultural activities has also been significant as there is evidence that young people in both the TCC and GCC are less positive towards a settlement and have lower levels of trust towards the other community. Through building relationships between young people from the two communities, creating awareness around future business opportunities and stimulating entrepreneurship the

project is making an effective contribution to bi-communal relations in a key location and at an important time in the peace process.

However the decision to focus on a technology based challenge and to concentrate a lot of resources into a relatively small group of young people may not have been the most effective mechanism at this point in time. Given the lack of contact across the buffer zone in this region and the need to build trust between the two communities it would have been more effective to concentrate on more visible and accessible activities which build relationships and create more practical business links. These activities would be more likely to generate wider momentum and would be important in laying the foundation for more substantial bi-communal programmes when the new crossing opens later in 2015 and in a post settlement context where Famugusta will be a central and symbolic issue.

The Regional aspects of ACT-CCE

The CCE programme placed a strong emphasis on the regional dimension with the dual objective of disseminating the learning from Cyprus to the wider region and bringing in new ideas and approaches on citizen engagement, governance and peacebuilding which would stimulate and revitalise civil society efforts in Cyprus. The Mahallae initiative created links between Cyprus and countries in the Euro Mediterranean Region including Tunisia, Egypt, Bosnia and Belarus and has led to the development of a separate initiative by the UNDP regional programme. The overall concept and the theory of change for Mahallae are valid and there is certainly merit in creating these links and sharing learning across the Euro Mediterranean region. Cyprus is surrounded by conflict affected and unstable countries and has benefited from relative stability and a considerable investment in peacebuilding. There is a substantial body of knowledge and experience available to share with other societies in both conflict and post conflict contexts. Likewise Cyprus can learn from the extensive work going on in the region and there has been a need for new thinking and approaches to stimulate civil society and the overall peace process in Cyprus.

UNDP-ACT created a number of regional strands which can be summarised as follows:

Name of Strand	Connection to wider region
Power of One inter-regional partnership grants	5 projects which were approved in the 2012 Power of One Conference and funded throughout 2013, straddling both ACT III and ACT-CCE
SCORE project	SCORE index was created in Cyprus and exported to two countries in the European region
Academic course on civic participation	Entitled Resources for Democracy and created by the University of Nicosia, the project created several online courses which were offered to students in the countries of the Arab region, as well as Cyprus.
The Technology for Citizen Engagement challenge	This initiative involved the Europe and Arab bureaus of UNDP and utilised the Mahallae platform which was created by UNDP-ACT. It was a challenge which was rolled out in the context of the second Build Peace Conference which took place on 25-26 April 2015, in Nicosia hosted by UNDP-ACT.

While the concept and rationale for the regional dimension was solid, the success of the different strands was variable. There was an experimental aspect to these strands and a strong focus on the use of technology as tools to promote and facilitate citizen engagement and peacebuilding. The regional dimension widened the engagement in this type of work beyond the usual civil society groups by drawing in some private sector companies and Universities. It also broadened the thinking beyond the narrow label of bi-communal and expanded the horizon beyond Cyprus. Mahallae platform, which was the cornerstone of the innovation component of ACT-CCE also brought together the different projects supported by UNDP-ACT and now serves as a repository for the work carried out by the programme over the last decade.

Looking at what worked, it is clear the SCORE project has carved out a new niche in the peacebuilding literature. SCORE is a good example of how the nexus between Cyprus peacebuilding innovation and sharing knowledge in the wider region worked in practice, since the SCORE index has already contributed to both wider peacebuilding while simultaneously supporting efforts towards a settlement in Cyprus, and demonstrates the validity of ACT-CCE's concept of the regional approach. The application of the SCORE index in Bosnia and Ukraine and the use of the index by stakeholders in the Cypriot process highlight the potential benefits of this approach and the value of knowledge sharing on a regional basis. The SCORE index has been an important initiative with direct benefit to the Cyprus peace process and wider regional and global potential. The index has been used twice in Cyprus and provides in-depth and up-to date information on the attitudes and views of both GCC and TCC which informs the peace process and provides policy makers with data for evidence based decision making.

Similarly the academic course on civic engagement and civil society, created by the University of Nicosia with UNDP-ACT support, has the potential to make a useful contribution to both Cyprus and the region. The development of both the face to face and online course was an effective means of supporting citizen engagement. The fact that the online version of the course can reach out to individuals across the region and can be repeated means that they are a useful and important tool which will continue to support civil society in the coming years.

However there are concerns around the effectiveness of the Mahallae component of the regional approach. This dimension of ACT-CCE, which fused innovation with regional partnership approaches, was intended to generate new thinking, build Cypriot capacities to engage more effectively in the peace process as well as supporting the work of civil society in the Euro-Mediterranean region. Introducing a wider regional dimension was seen as a means to stimulate civil society and to encourage it to look at new approaches to citizen engagement and peacebuilding. However, the evaluation found that these regional innovation projects involving Cypriot-Arab partnerships were somewhat disconnected from the core issues in the Cyprus peace process and do not appear to have been effective in advancing reconciliation on the island in the short term. The benefits of these projects may emerge later on if the tools and platforms developed through the projects are used by a wider spectrum of groups in Cyprus and the region.

The regional dimension of ACT-CEE was designed at a time when the Cyprus peace process was at a standstill and civil society was unsure how to intervene and support the process. The context in Cyprus has shifted considerably in the intervening period due to the revival of the negotiations

process. The priority for civil society in 2015 is to build trust between the two communities and to engage more directly on the issues which are central to the peace talks.

NGO Law Reform

The work to support the reform of the NGO sector in the Rep. of Cyprus has also been very effective and has helped to create an important enabling environment for civil society engagement in governance and peacebuilding in the years ahead. The role of the UNDP is considered to have been critical to the successful reforms and the development of a new legislative and policy framework for civil society.

4.3 Impact:

Impact provides an assessment of impact looks at the wider effects of the intervention- positive or negative, intentional or unintentional. What changes have actually occurred due to the efforts of UNDP -ACT?

The CCE programme is a continuation of previous ACT programmes and therefore an assessment of the impact of the programme needs to take a more long term view as some of the groundwork done over the years is currently bearing fruit and making a valuable contribution to the peace process in different ways.

One of the main achievements has been re-establishing bi-communal work as a normal and acceptable activity after the issues around the Annan Plan and the negative perceptions of bi-communal work which pertained in some quarters at that time. UNDP-ACT has worked quietly to build trust and to promote bi-communal activities and this has helped create a more positive and constructive atmosphere for the negotiations process.

A second more long term impact is the fact that UNDP-Act has created success stories and models of good practice which have demonstrated the bi-communal initiatives are positive and beneficial and that they create win-win scenarios. There are extensive networks of contacts and strong bi-communal relationships in place as a result of this work and some of the key people in leadership positions in both communities have previously been involved in bi-communal activities. These will be increasingly important if there is a settlement and people are looking at ways to progress things and to deal with the many issues that will need to be worked on during the implementation phase. An example of this is the relationship between the two Chambers of Commerce (the Cyprus Chamber of Commerce and the Turkish Cypriot Chamber of Commerce) which has evolved over the years with the support of UNDP-ACT. The two Chambers organised an event in Nicosia in July 2015 which provided an opportunity for the two leaders (Mr. Akinci from the TCC and Mr. Anastasiades from the GCC) to jointly address an invited audience on the topic of the “Economics of a Settlement”. This public display of unity and the message it sent out about the negotiations process is important and marks a huge shift from previous private negotiations. The fact that a bi-communal structure took on the responsibility to organise this event also marks an important step in bi-communal work and demonstrates the importance of building a solid foundation.

The work of UNDP-ACT over the years and the support provided to different organisations and projects has also helped to shape the policy framework and in some cases has had a direct impact on the negotiations process. The SCORE index and Trust surveys as well as the general discourse around bi-communal issues have informed the negotiations process and made it more inclusive and participatory. Through its work with civil society over the years the UNDP has raised awareness on the views and attitudes of specific groups in both the TCC and GCC such as women, young people, IDPs and people outside Nicosia and generated a momentum for the inclusion of particular groups and issues. It has also highlighted the importance of specific issues that need to be addressed such as culture and human security. The recent establishment of a Technical Committee on Gender Equality and a Cultural Affairs committee under the formal negotiation process and research being carried out on the views of IDPs can be attributed to the groundwork done by the UNDP over the years.

One of the main stumbling blocks to a negotiated settlement has been the exclusive and narrow nature of the negotiation process and the failure to engage with the both key stakeholder groups and wider TC and GC society. The development of a more inclusive process marks a significant shift from previous negotiations and has led to considerable optimism in both communities. The UNDP has played a key role in this and the impact of this may be far reaching. There is broad consensus among all stakeholders (the Forum members, the UN Good Offices, the two Negotiation teams and international observers) that the establishment of the Cyprus Dialogue Forum and the facilitation of the process over the last two years has marked a new chapter in bi-communal relations and provided a key element to support and underpin the formal negotiations process. The membership of the forum, the level of engagement and the structure and agenda set out in the single text demonstrates that the Forum is committed to a real and sustained engagement in a settlement process. The Forum may not be in a position to influence the actual negotiations process in the short term but will be in a strong position to support and underpin the working out and implementation of any agreement.

The RENEWAL project is still a relatively new initiative so it is too early to fully assess its impact. However there are indications that it is bringing about small but important changes in the greater Famagusta region –an areas which has been somewhat neglected so far. The most significant impact is the increased sense of co-operation and increased levels of trust between the communities along the buffer zone which is reflected in the joint campaign to have the Deryneia crossing opened and in the idea of developing a joint tourist product. Building relationships across the buffer zones and beginning to developing a shared sense of ownership and identity are important steps and are laying the foundation for more substantial bi-communal work under a settlement. The fact that this project was only established in 2013 with limited resources, which limits its effectiveness and its impact on the core issues relating to Famagusta in a post settlement context.

4.4 Sustainability;

Sustainability assesses the extent to which the work and benefits of CCE are likely to continue/be sustained after the end of the project.

The issue of sustainability is critical given the fact that the UNDP-ACT programme is due to close at the end of 2015. There is already evidence of sustainability in relation to the overall work of the previous UNDP-ACT programme as demonstrated by the work of the two Chambers of Commerce,

the legacy of the restoration work carried out such as the Armenian Church in Nicosia and the Kontea Heritage project, as well as established links between civil society organisations in the TCC and GCC.

As outlined above the CDF is a key component of the peace process and its sustainability is considered to be critical to the successful implementation of any agreement. It is likely that the Forum will be sustainable and there is a view that the move to becoming a more independent entity would be a positive development for the Forum and would reinforce the existing sense of ownership among members. However there are concerns that the effort to achieve sustainability could distract the Forum at a critical time when it is beginning to address substantive issues and where its input to the peace process may be increasingly needed. While the Forum itself might survive in the absence of the UNDP support structure this could damage it and impact negatively on the effectiveness and sustainability of its work.

The RENEWAL project has generated some momentum in the greater Famagusta region and the closure of this project would damage this work at a critical time just as the Deryneia crossing is due to open. The opening of this crossing is seen as an important confidence building measure in the talk's process and will create opportunities to build relationships and trust and to explore a range of bi-communal social, economic and reconciliation initiatives. While some of the links will be sustained there is a concern that these are not yet rooted enough to survive. The initial work carried out under the RENEWAL project needs to be supported and the opportunities emerging from the planned opening of the crossing needs to be built on if the initial work of RENEWAL is to be sustainable.

There are questions around the sustainability of a lot of the work supported under the Mahallae project and little evidence that there is any meaningful legacy from most of the projects involved. There does not appear to be any sustainable outcomes from the inter-regional projects which emerged from the Power of One Conference in 2012 and only one of the Mahallae Challenge winners (Hands on Famagusta) has any potential to make a real contribution to a settlement or to reconciliation on the island.

There is a good level of sustainability with regards to other aspects of the CCE project including the SCORE index and the work to support NGO reform process. The SCORE index can be reused both in Cyprus and in other conflict and post conflict settings and the findings from this are likely to inform the Cyprus peace process and future policy decisions. The University of Nicosia has made a commitment to utilise the academic modules created under the civic participation course. This material will be incorporated and re-used in several international relations and leadership courses, and will offer students opportunities to gain academic credits. Likewise the work to reform the NGO sector and to bring legislation in the Rep. of Cyprus in line with the EU guidance is sustainable and the results of this work will enhance the whole of civil society including the peacebuilding sector.

5. Conclusions and recommendations

In order to assess the CCE programme it is necessary to view it as a development and refinement of the work carried out through ACT over the last decade, to locate it in the changing political context in Cyprus, and to also recognize the deteriorating context in the Euro-Mediterranean region. Despite the fact that the CCE programme was a relatively small scale and short term this evaluation has found that it has made an important contribution to the ongoing efforts to bring about a settlement in Cyprus. Two factors have contributed to this. Firstly some of the investment made over the years under previous UNDP-ACT programmes is bearing fruit and for the first time Cypriot civil society is fully engaged and taking increasing ownership of the process. Secondly the peace process itself has received a new lease of life in this period with increased momentum at the political level and at the time of writing (July 2015) there is a real prospect of a negotiated settlement. This change in the context is in contrast to some of earlier efforts when sentiment on the island was negative and UNDP-ACT was sometimes ploughing a lone furrow and facing a combination of apathy and resistance in some quarters.

Support to the political process

The most significant contribution of the CCE has been the work to support the formal political process which includes both the more immediate work under the current CCE programme and the more long term efforts which are now feeding into the process. These more long term efforts include the strong bi-communal networks, which have evolved and are now in place to support a political process, the capacity within the civil society to deal with difficult issues and the wider awareness and acceptance of bi-communal work in both communities.

The CCE programme has directly contributed to the current round of negotiations in three key areas and the indications are that the groundwork laid by UNDP-ACT can continue to underpin the settlement through the transition and implementation phase. The most important contribution has been the establishment and facilitation of the Dialogue Forum which is now recognised as a key component of the overall peace process architecture. The Forum is now well positioned to provide the necessary track two processes which had been lacking in Cyprus to date. There is a view that this Forum should have been set up earlier and been at a more advanced stage so that it could play a greater role in the negotiations process. However there is also recognition that the time was not right and that attempts to do this earlier might have been counterproductive. The UNDP has played a central role on the development of the Forum from the initial exploratory phase at the Malta seminar through to the production of the single text document which sets out the framework for the Forum, its objectives and operating procedures. The Forum also marks an important shift in the relationships between the UNDP and civil society with the Forum members now taking ownership and the UNDP acting as a support mechanism and facilitator. This maturity augers well for the future of the Forum and highlights the importance of the facilitation process which the UNDP has provided. Forum members are clear that the Forum would not have happened without the support of the UNDP and referred to the value of *“building the Forum from scratch”*, *“the importance of the process”* and the *“discreet role of UNDP”* and the fact that the UNDP was an *“objective medium”*. The Forum was described as *“a dry run for the settlement”* and the role of the UNDP was described as *“very supportive- they walk with you”*. External observers are also very positive about the

potential of the Forum in a settlement process - especially in the implementation phase, while recognising the important role of the UNDP in nurturing and supporting the Forum to its current position.

The other areas where CCE programme has supported the formal negotiations process are through opening up the process to a wider international perspective through the links with South Africa. The UNDP was instrumental in bringing Rolf Meyer to Cyprus and in arranging a visit by the two chief negotiators to South Africa. This has exposed the negotiation teams to the SA experience and opened up new perspectives on peace processes as well as building trust between the teams. Another useful contribution has been the SCORE index and Trust surveys which provide detailed analysis of the issues and trends in both communities and provide an evidence base for the negotiators and the parties to promote the agreement in advance of a referendum. By highlighting the key issues the index has acted as a public consultation mechanism, given people the opportunity to discuss these issues and helped with “myth busting”. There is also some evidence that the combination of this research and more long term debate on issues such as the need for a wider more inclusive process, and the importance of engaging women, has directly impacted on the structuring of the peace negotiations such as to decisions to set up the two additional Technical Committees on Gender equality and on Culture.

However there are concerns that the Forum is not yet mature enough to stand on its own and that the closure of the UNDP could damage it at a critical stage –just as it begin to engage in more substantive and potentially difficult issues. In reflecting on the potential impact of this on the Forum, key stakeholders (both forum members and external observers) have been critical of this decision stating that;

- *“Leaving now is a mistake”*
- *“It doesn’t make sense to close now at the culmination of years of work”*
- *“A great pity if the UNDP closes –the completely wrong decision and a big mistake”*
- *“The decision was based on a completely wrong assessment”*
- *The work of the UNDP –especially in the last two years has led to huge progress. To leave it now will most likely lead to the collapse of the Dialogue Forum”*
- *“The agreement will not work if it is not rooted – this is the role of the Forum”*
- *“We don’t know how to live together – peace means different things to different people”*

Key informants highlighted a number of important points in relation to this decision. They pointed to the fact that the decision was made when there was no movement in the talk process but that the recent progress had dramatically altered the context. They also highlighted potential difficulties for the Forum itself and the settlement and pointed to lessons from other peace processes especially the challenges around implementation and the need to support the implementation phase to prevent the collapse of hard won agreements.

The decision to close the UNDP is a direct consequence of the over reliance by the UNDP on a single donor - USAID -and a failure to engage other donors and/or an apparent reluctance among donors to support peacebuilding in Cyprus. There is a concern that the relationship with USAID has been too close and that there hasn’t been sufficient input from Cyprus into the design of ACT over the years. While the individual projects were designed by Cypriot partners, the overall programme might have

benefited from more direct input by Cypriots as this would have promoted more ownership and enabled the UNDP to respond more effectively and creatively to the challenges and the gaps in peace building which have been identified.

The regional dimension

The decision to incorporate a regional dimension was driven by a desire to open up the Cypriot process to international experiences and to share the learning from Cyprus. Bi-communal work has been criticised for being dominated by a relatively small number of strong civil society groups and for being too concentrated on Nicosia. There was also a concern in UNDP that “more of the same” was not an effective use of scarce resources and that there was a need for new thinking and alternative approaches to building bi-communal relationships and contributing to a climate of reconciliation. The UNDP sought to address this issue by opening up the CCE to a wider audience and by encouraging new thinking and new approaches to promote bi-communal work. There was a strong focus on innovation and creativity and on the use of social media and technology to engage new people and to develop new bi-communal initiatives both in the regional strands of the programme and in RENEWAL. The regional elements and the use of innovative approaches was intended to stimulate civil society, generate fresh thinking, engage new people and revive the efforts towards building a climate of reconciliation.

There is valuable learning to be taken from the work in Cyprus and on the other hand Cyprus can and should learn from the experience of other countries. However these need to be more focused and to concentrate on specific lessons which are relevant to the current context in Cyprus. The engagement with South African, the Balkans and Ireland at the Malta event shows that there is value in these engagements. It will be important that lessons from these and other peace processes are fed into the political process and the Dialogue Forum, and the UNDP can continue to play an important role in this regard.

The context in Cyprus has changed considerably since the regional concept was developed and the progress in the negotiations process in 2015 puts a renewed focus on bi-communal relationships. While there is merit in the regional dimension and a need for ongoing sharing and learning, the regional aspects of the Mahallae project were not as effective as they could have been and as a result there is a limited sense of ownership of these initiatives and no evidence of a legacy or sustainable impacts on the situation in Cyprus. The focus on innovation, social media and technology through Mahallae and the RENEWAL project has generated some interesting projects and the Mahallae platform for digital innovation will be a useful tool in both Cyprus and the wider region. However these do not appear to have generated the momentum or impacted on the core issues around trust, reconciliation and readiness for a political compromise, all of which will be critical in a post settlement context.

On the other hand there is no doubt that the core premise on which ACT-CEE’s regional dimension was based – Cyprus’ potential to become an important hub for peacebuilding in the Euro Mediterranean region – remains strategically relevant. A successful outcome to the current negotiations would enhance Cyprus’ reputation in this regard. The UNDP had planned to deliver a wider regional programme but was unable to do so due to a lack of resources. Despite the fact that the work undertaken was not as effective as envisaged the regional initiative has opened up opportunities for more work of this nature and there is potential for Cyprus to play an important

role in the region at a time where there is a need for safe spaces where groups from the conflict affected countries can develop their skills and engage in peacebuilding activities. It has also had a wider impact on the regional work of the UNDP and the SCORE index is becoming a recognised tool for work in conflict environments.

Laying the groundwork for a settlement

The big issue over the coming months is the sustainability of two of the CCEs core project – the Cyprus Dialogue Forum and the RENEWAL project. There is clear consensus that the Forum must be sustained and allowed to develop and play its role in the implementation of an agreement. Indeed most commentators and Forum members feel that the Forum will be needed most during the transition and implementation phase to help with the working out of these issues. The EU will become a key player in a post settlement context. However there is likely to be a gap before the EU can become fully engaged and this could create uncertainty for the Forum and destabilise it at a key moment. There is an urgent need for funding to sustain this work and more importantly for a structure to provide the legitimacy and political cover to the Forum to allow it to continue to operate independently and free from any political pressure or complications. The situation for RENEWAL is similar and there is also a need for an umbrella structure and funding to enable it to continue and expand its work after the planned opening of the Deryneia crossing and in the context of an overall settlement. The onus is on the UNDP Headquarters to work with relevant donors and the EU to develop a transitional strategy which would sustain the ACT programme in some form in the short term. A failure to support these initiatives at this stage would reflect badly on all concerned and could undermine the gains made under the UNDP over the last decade.

While sentiment is high and there is a real belief that there will be an agreement in the near future, there is always a risk that it will not materialise or that it will be rejected by one or both communities. In this scenario there would be a huge sense of disappointment, frustration and probably anger and a need for strategies to deal with this reality. There are also risks that some groups will be alienated by the settlement and will want to oppose or disrupt it. Those involved in peacebuilding and bi-communal work need ask the “what if” question. They need to be conscious of the possible downsides to the current negotiations process and to explore possible options and begin to develop some strategies to deal with this scenario in order to ensure that any fall out is dealt with as constructively as possible.

“Giving oxygen to the process” has been used to describe the role of civil society in peace process. There is strong evidence that the support provided by the UNDP-ACT to Cypriot civil society is finally providing some oxygen to the Cypriot peace process in a timely and appropriate manner. Over the years UNDP-ACT has complemented the work of the UN Good Offices and the formal negotiations process despite the lack of progress and the CCE programme has strengthened its efforts in this area and become more relevant to the formal process. This model highlights the benefits of this twin track approach and demonstrates how the different elements of the UN system can work together and complement each other. In particular the UNDP has contributed to a more inclusive peace process and to promoted national ownership - two of key fundamentals of the UNs guidelines on mediation⁴.

⁴ UN Guidance on Effective Mediation (Sep 2012)

Recommendations

Given that proposed closure of the UNDP and the findings of this evaluation there are a limited number of recommendations which focus primarily on the need to sustain the work of the UNDP through a transition phase in the event of an agreement.

1. It is recommended that the UNDP Headquarters should review its decision to close the UNDP-ACT programme and should seek support from relevant donors for a short transitional programme to sustain the work of the Dialogue Forum and the RENEWAL project.
2. The UNDP should develop a more medium term strategy to support the peace process from its HQ and should allocate sufficient resources to ensure that this strategy is relevant and effective to the changing context in Cyprus.
3. The UNDP should continue to support the peace process in the short and medium term by introducing Cypriot actors to international best practice in peace process design and in dealing with the implementation of peace agreements.
4. The UNDP should support key stakeholders in Cyprus to develop a strategy which would position Cyprus as a hub for peacebuilding in the Euro Mediterranean region.

Annex 1: List of people consulted

Mr. Andros Karayiannis	Mayor of Deryneia
Sherry Holbrook	Office of the Special Advisor to the Secretary-General on Cyprus
Sergiy Illarionov	Office of the Special Advisor to the Secretary-General on Cyprus
Erbay Akansoy,	Humanitarian Relief Mission and Turkish Cypriot Representative on the PSC
Bulent Kanol	Management Centre
Alexandros Lordos	The Centre for Sustainable Peace and Democratic Development
Meltem Ikinci. I	The Centre for Sustainable Peace and Democratic Development
Mertkan Hamit	RENEWAL Project
Serdar Atai	RENEWAL Project
Lina Protopapa	RENEWAL Project
Yiannis Yiannakis,	Commissioner on Volunteering and Non Governmental Organisations
Maria Epaminonda	Family Planning
Ellada Evaggelou	UNDP
Michalis Stylianou	Youbiz
Louiza Mallouri	Socialholic Typerwriter
Maria Fitidou	Socialholic Typerwriter
Lida Koursoumba,	Vice-President of the Cypriot Red Cross and representative to the PSC.

Kim Foukaris	USAID
Anthos Shekeris	University of Nicosia
Savvas Charalampous	NGO Support Centre
Umut Bozkurt	The Centre for Sustainable Peace and Democratic Development
Rena Filippou	NGO Initiative Steering Committee
Nadia Karayianni	NGO Support Centre
Marina Vasilara	Peace Players Cyprus
Eleni Karaoli	Lifeskills Development Association
Clairi Papazoglou	Birdlife Cyprus
Andreas Hatzichrysanthou,	Ministry of Foreign Affairs, Cyprus Question and Turkish Division
Ms. Rona Panteli	Ministry of Foreign Affairs, Cyprus Question and Turkish Division
Fazilet Ozdenefe	MP CT Party, Member of Cyprus Dialogue Forum
Elisabeth Kasinis	
Mr. Orestis Tringides	Cyprus Community Media Centre
Suha Vekil	Business Womens association. Member of Cyprus Dialogue Forum
Christopher Louise	UNDP-ACT Programme manager
Sylvie Mantis	Cyprus Dialogue Forum facilitator
Charalambos Pericleous	Kontea Heritage Project
Maria Tsiarta	UNDP-ACT
Nilgun Arif	UNDP-ACT
Katerina Antoniou	Youth Power Cyprus
Maria Zeniou	UNDP-ACT
Costas Apostolides	
Charlotte Goyen	Directorate General for Regional and Urban Policy, EU Task Force Turkish Cypriot Community
Elias Demetriou	AKEL Party. Member of Cyprus Dialogue Forum
Leonidas Paschalides,	Director of Development, Cyprus Chamber of Commerce and Industry. Member of Cyprus Dialogue Forum
Roelf Meyer	Former chief negotiator for the South African Government

ANNEX 2: Evaluation Terms of Reference

Objectives and scope of the outcome evaluation

Evaluation Objectives and main questions to be answered at the evaluation

Objective I: Assessing Impact

Assess the impact and performance of the current Crossroads for Civic Engagement programme, paying attention to the extent to which the current programme has built upon the results of previous phases in a manner which aspires to reach the programme outcome. Some indicative questions in this regard are:

- Did the Crossroads programme contribute to making a difference in the capacity of Cypriot civil society to improve the overall climate for reconciliation between the two communities?
- Has the UNDP ACT programme made any difference to the nature of the policy-level dialogue on reconciliation?

- What were the main factors (positive and negative) within and beyond UNDP ACT's interventions that affected the achievement of the outcome? How did these factors limit or facilitate progress towards that outcome?
- Do results from the programme provide the conditions for Cypriot organizations to utilize their experience to support social policy in the European neighborhood region?
- To what extent has UNDP ACT's work contributed to the sustainability of peacebuilding and reconciliation efforts in Cyprus?

Objective II: Lesson Learned

Critically analyse the Crossroads programme formulation and its relevancy as the last intervention of UNDP-ACT in Cyprus and identify how any lessons learned from UNDP-ACT can be utilized inside and outside of Cyprus.

Some indicative questions in this regard are:

- To what extent were the recommendations of the 2012 evaluation incorporated into the UNDP ACT programme, and with what affect? Are those recommendations still relevant? What unintended consequences have emerged from UNDP ACT's interventions?
- What experiences can be drawn from the UNDP ACT programme that are appropriate to other peace building and reconciliation programmes?
- Assess the relationship between the UNDP ACT programme and the wider UN support to resolving the Cyprus Problem, and Indicate how best practises can be used in the future to maximize the UN's and international community's overall support for peace.

Evaluation Criteria

The evaluation will use the following criteria

Effectiveness

Assessment of the performance of the Crossroad programme in the wider context of UNDP ACT's support to peace building and reconciliation in terms of achievement of results against targets. The evaluation will assess the extent to which UNDP ACT's contribution has strengthened local (mainly through civil society) capacity in the relevant areas.

Efficiency

The extent to which UNDP has instituted systems and clear procedures to provide coordinated support. This will involve looking at the suitability of UNDP operational and financial management procedures in responding to programme objectives and the extent to which these procedures have helped or hindered efficiency and the achievement of results.

Relevance

Assess if the Crossroads policy goals address the needs at the country level, particularly in addressing critical gaps in peace building priorities identified by various stakeholders.

Sustainability

Assess whether UNDP ACT has been able to support local capacities in peace building and reconciliation and examine how lasting the outcomes have been/will be. Explore whether UNDP ACT's Crossroads projects can be sustained with the absence of UNDP ACT support.

Impact

The assessment of the positive and negative effects of the Crossroads programme in the area of peace building and reconciliation. This will explore what changes have actually occurred due to the efforts of UNDP ACT and what lessons learned can be exported within and outside of the Cypriot context.

Results of the evaluation

The results of the evaluation will be used to assess whether additional interventions to promote peace and reconciliation in Cyprus are needed and how the results of UNDP ACT can be carried forward by other organisations.

Duties and Responsibilities

Methodology

The evaluation will follow three distinct phases:

Preparation (review of Terms of Reference, preliminary desk review and theme-specific desk research);

Conduct of the Evaluation by the evaluator(anticipated one-week mission in Cyprus) and

Follow-up (dissemination of evaluation results, corporate discussions, Programme Management response and stakeholder consultation).

Preparation

This process will begin by informing the PSCs about UNDP-ACT's intention to run an evaluation process. UNDP will designate an Evaluation Manager who will assume the day-to-day responsibilities for managing the evaluation process and serve as the focal points for ensuring the evaluation runs smoothly.

The evaluator will be selected through a competitive and open selection process run by UNDP with input from USAID.

Once identified, the evaluator will be briefed by the Evaluation Manager. S/he will then conduct a comprehensive desk review of relevant documents originating from the UNDP ACT project. UNDP will establish a web-based repository which will be accessible only by the evaluator. During this period, the Evaluation Manager will begin to organize a meetings schedule for the evaluator in preparation for the on-island mission. Likewise, the Evaluation Manager, as appropriate, will also inform all relevant stakeholders of the evaluation. The meetings schedule will be based on criteria and input from the evaluator, UNDP and USAID.

Document review

This desk review will be carried out prior to the Evaluator arriving in Cyprus. Key sources of information will include programme and project documents, results frameworks, quarterly and annual reports, evaluations and documents related to relevant work of other organisations. UNDP will create an online repository for these documents so that the evaluation team can access this data before the evaluation mission.

Stakeholder analysis

All main Crossroads for Civic Engagement and ACT partners and others, who are able to provide perspective and insight to UNDP-ACT's and USAID's work will be included in the meeting schedule. Based on the desk review and professional knowledge of the issues, the evaluator may suggest additions.

Production of the Inception Report

The evaluator will produce a draft Inception Report prior to arrival in-country. This outline will be presented to the UNDP Evaluation Manager prior to arrival in Cyprus and will be discussed within the first 2 days of the Field Mission. The inception report will be finalised within the first 2 days of the mission with the approval of USAID and UNDP.

The inception report should outline at a minimum the following issues:

- A clear purpose and scope of the evaluation, which includes a clear statement of the objectives of the evaluation and an outline of the main issues to be examined;
- An outline of the evaluation criteria and questions that the evaluation will use to assess performance;
- The evaluation methodology, including methods used for collecting data and their sources (which include qualitative and quantitative data collection strategies), including a rationale for their selection, as well as data collection tools with an explanation of their reliability and validity and a sampling plan. The methodology will take into consideration and identify and known limitations To the evaluation design, including country-level data limitations;
- An evaluation matrix which identifies the key evaluation questions and an indication of how the evaluator expects each question to be answered, including data sources, data collection methods and data analysis plan;
- A revised schedule of milestones and deliverables (Evaluation Work Plan);
- A dissemination plan;
- Detailed resource requirements with a detail of how requirements are tied to activities and deliverables in the evaluation work plan.

Conduct of the evaluation by the evaluator

It is expected the field mission will include the following:

- an introductory meeting of the evaluator with UNDP and USAID senior management;
- a fine tuning of the (outline of the) Inception Report, if/as necessary;
- the main source of information will be through structured, semi-structured and unstructured interviews and consultations. In some cases, focus group discussions may be held to capture the dynamic of information sharing and debate, and to enrich the findings. The consultations will involve a wide range of stakeholders, including government officials, UN agencies, UNDP project managers, donors, USAID, NGO, INGOs, and groups of beneficiaries;
- consultations will involve visits to locations outside Nicosia. Therefore, exploration of the reality/implementation of the UNDP ACT programme will be carried out mainly through in-depth study involving field visits to selected project sites and analysis of relevant secondary data, in conjunction with partners, stakeholders and staff involved in delivery of the programmes and operation activities;
- preparation of draft report;
- incorporation of comments and preparation of the Final Evaluation Report.

Follow-up and Learning

The results of the evaluation are expected to provide UNDP ACT and USAID with the lessons learned and a stock of the work that has been done since 2013, while taking into account the history of the UNDP ACT programme since 2005. They will also provide some guidance and recommendations of how UNDP and USAID in a corporate level can utilize and demonstrate their work in Cyprus at a local and international level after the closure of the office. This guidance will need to be focussed on making progress towards the intended outcome. The key findings of the report will be discussed in various forums which will convene relevant stakeholders. The full report will be shared with USAID, UNDP HQ and RBEC with further consultations as required.

Products Expected from the Evaluation

List of Products

The key product expected from this evaluation is a comprehensive analytical report that includes, but is not limited to, the following components:

- Executive summary. The executive summary should be 3-5 pages in length and summarize the purpose, background of the project being evaluated, main evaluation questions, methods, findings, conclusions, and recommendations and lessons learned (if applicable);
- Introduction;
- Description of the evaluation methodology. The evaluation methodology shall be explained in the report in detail. Limitations to the evaluation shall be disclosed in the report, with particular attention to the limitations associated with the evaluation methodology (e.g., selection bias, recall bias, unobservable differences between comparator groups, etc.);
- Analysis of the situation with regard to outcome, outputs, resources, partnerships, management and working methods and/or implementation strategy;
- Assessment and analysis of the efficacy of operational procedures utilised during the Crossroads for Civic Engagement phase in conjunction with procedures since 1 October 2005;
- Key findings;
- Conclusions and recommendations for the future program implementation.

Annexes including:

- Itinerary;
- List of persons interviewed;
- Summary of field visits;
- List of documents reviewed;
- All tools used in conducting the evaluation, such as questionnaires, checklists, and discussion guides, including client online survey and/or questionnaire (if any) used and summary of results;
- The Evaluation Scope of Work;
- Any other relevant material that supports evaluation findings and recommendations;
- Sources of information, properly identified and listed;
- Disclosure of conflicts of interest form from the evaluator, either attesting to a lack of conflict of interest or describing existing conflict of interest.

Criteria to Ensure the Quality of the Evaluation Report

In accordance with UNDP and USAID corporate standards the draft and final evaluation reports will be evaluated against the following criteria to ensure the quality of the evaluation report:

- The evaluation will be conducted in accordance with the principles outlined in the UNEG 'Ethical Guidelines for Evaluation' (<http://www.unevaluation.org/document/detail/102>);
- The evaluation report should represent a thoughtful, well-researched and well organized effort to objectively evaluate what worked, what did not and why;
- The evaluation report shall address all evaluation questions included in the scope of work;
- The evaluation report should include the scope of work (technical requirements, questions, evaluation team composition, methodology or timeline) as an annex. All modifications to the scope of work, whether in technical requirements, evaluation questions, evaluation team composition, methodology or timeline need to be agreed upon in writing by the UNDP Evaluation Officer and USAID Focal Point;
- Evaluation methodology shall be explained in detail and all tools used in conducting the evaluation such as questionnaires, checklists and discussion guides will be included in an Annex in the final report;
- Evaluation findings will assess outcomes and impact on males and females, where possible and appropriate;

- Limitations to the evaluation shall be disclosed in the report, with particular attention to the limitations associated with the evaluation methodology (selection bias, recall bias, unobservable differences between comparator groups, etc.);
- Evaluation findings should be presented as analyzed facts, evidence and data. In cases where anecdotes, hearsay or the compilation of people's opinions are used to support evaluation findings, this should be clearly indicated in the report. In general findings should be specific, concise and supported by strong quantitative or qualitative evidence;
- Sources of information need to be properly identified and listed in an annex;
- Recommendations need to be supported by a specific set of findings;
- Recommendations should be action-oriented, practical and specific, with defined responsibility for the action.

Other Requirements Section

All records from the evaluation (e.g., interview transcripts or summaries) must be provided to the UNDP Evaluation Manager and USAID Focal Point. All quantitative data collected by the evaluation team must be provided in an electronic file in easily readable format agreed upon with the UNDP Evaluation Manager. The data should be organized and fully documented for use by those not fully familiar with the project or the evaluation.

Description of Responsibilities

Profile of the Evaluator

The evaluator should have an expertise in civil society strengthening and empowerment in post-conflict situations.

The consultant will have overall responsibility for the quality and timely submission of the evaluation report to UNDP-ACT. S/he should have an advanced university degree and at least 15 years of work experience in the field of post-conflict peace building, at least five years experience of substantive evaluation exercises, involving both Country Office Reviews (e.g. ADRs) and project reviews, a sound knowledge of results-based management with a focus on result-oriented monitoring and evaluation.

Specifically, the Evaluator will perform the following tasks:

- Conduct the desk review process.
- Design the detailed evaluation scope, methodology and approach.
- Manage the evaluation mission.
- Conduct the outcome evaluation in accordance with the proposed objective and scope of the evaluation.
- Draft and communicate the evaluation report.
- Finalize and submit the evaluation report in English and submit it to UNDP-ACT.