

**ANNEX I**  
**PROJECT DOCUMENT**

**“Promoting the provision of legitimate land tenure rights using Voluntary Guidelines on the Responsible Governance of Tenure of Land, Fisheries and Forests (VGGT) in the Context of National Food Security for conflict-displaced communities, including small-scale rural farmers, pastoralists, and Internally Displaced Persons (IDPs) in the Greater Darfur region of the Sudan”**

Promoting the provision of legitimate land tenure rights using Voluntary Guidelines on the Responsible Governance of Tenure of Land, Fisheries and Forests (VGGT) in the Context of National Food Security for conflict-displaced communities, including small-scale rural farmers, pastoralists, and Internally Displaced Persons (IDPs) in the Greater Darfur region of the Sudan

Project symbol: GCP/SUD/074/EC

Resource Partner: European Union

Government/other counterpart(s):

State Ministry of Agriculture	Darfur Regional Authority (DRA)
State Ministry of Animal Resources	Darfur Land Commission (DLC)
Forest National Corporation (FNC) at state level	Voluntary Return and Resettlement Commission (VRRC)

Expected EOD (Starting Date)

9 May 2016

Expected NTE (End Date)

08 May 2019

Contribution to Food and Agriculture Organization of the United Nations' (FAO) Strategic Framework:

The proposed project is in line with FAO's Country Programming Framework (CPF) for the Sudan. Specifically, the project supports: Priority Area 3: Capacity Development of Natural Resource Conservation and Management Institutions, Systems and Mechanisms in Agriculture, Forestry and Fisheries of the Sudan; and Outcome 3.1, Output 3.1.2: Voluntary Guidelines on the Responsible Governance of Tenure of Land, Fisheries and Forests in the Context of National Food Security (VGGT) adopted by community, locality and state-level organizations and authorities. Additionally, the project aligns with the need for reforms to land-use planning systems and regulations that ensure equitable access to land by gender and youth, as well for the removal of impediments for the private sector to invest in agricultural land.

More broadly, the project aligns with some of FAO's key Strategic Objectives. Specifically:  
FAO Strategic Objective 1 (SO1): Contribute to the eradication of hunger, food insecurity and malnutrition.

Outcome 1: Member countries and their development partners make explicit political commitments in the form of policies, investment plans, programmes, legal frameworks and the allocation of necessary resources to eradicate hunger, food insecurity and malnutrition.



## Executive Summary

The economy of the Greater Darfur region is heavily based on farming and livestock keeping, with more than 70 percent of the population relying on traditional and subsistence agriculture, the majority of which are dependent on rain fed agriculture and pasture.

Traditional rain fed agriculture is based on two principles: 1) corporate ownership of land tenure, involving a multiple and overlapping land claim system; and 2) production symbiosis, which involves interdependencies between farming and pastoral production and peaceful interaction of groups involved in these activities. These two principles support the economic, political and social integration of Darfurian society.

The rapid economic and demographic changes and climatic variability in Greater Darfur, within a context of a deepening national governance gap in the Sudan, have shaken the foundations of the traditional agricultural system, the multiple land right system and production symbiosis. Shifting crop cultivation has evolved into stabilized agriculture that integrates cash crops, livestock and staple crop production. Accordingly, land use has become contentious and access to land and land-based resources is becoming exclusionary. This change in access to land use and ownership rights to land control has led to the erosion of multiple land rights and livelihood interdependence of farmers and herders, which has resulted in political and social mistrust between communities, making traditional institutions dysfunctional. At the same time, change in land use and land control has generated competition, exclusion and contest and has broken the traditional twinning of farming and pastoral livestock production. All of these changes together have driven the collective violence that has raged over Darfur, undermined the region's social fabric and provided the background for the current protracted political crisis. The agricultural dilemma in Darfur cannot be isolated from the protracted political crisis in the area. It has become enfolded within and contributed to a nexus of collective violence and civil war in Darfur.

Many factors have challenged traditional authority structures, including spontaneous changes in land use, the individualization of land ownership, landed resources and common property rights and the ensuing disputes and violence. As a result of these challenges, communities do not have trusted structures to fall back on when it comes to the issue of land disputes and conflicts.

Darfur needs new approaches so as to move beyond competition between different livelihood groups that can quickly become violent. It is no longer viable for old customary structures to find solutions to the new complex realities on the ground. Any new approach must take into account the new interplay of factors, such as deep-rooted community mistrust, rivalries between different armed groups and government, climate change, high rainfall variability, access to- and ownership of natural resources, protracted human displacement that has increased rural urban movement and the acceleration of urbanization and population growth.

Peace processes and political solutions sponsored by the international community need to address needs at the local level and must uphold the rule of law. In 2014, the former Minister for Agriculture and Irrigation made a special request to the FAO Director-General for the roll-out of Voluntary Guidelines on the Responsible Governance of Tenure of Land, Fisheries and Forests in the Context of National Food Security (VGGT) in the Sudan.

The VGGT, endorsed by the Committee on World Food Security in May 2012, represents the first comprehensive global instrument on tenure that provides member countries with internationally recognized principles and practices to improve tenure security and access to natural resources. They can be used both as a reference to develop relevant policies and laws and to address responsible investment in agriculture. In response, the former Minister of Agriculture and Irrigation, FAO and African Union - United Nations Mission in Darfur (UNAMID) hosted a national VGGT workshop, for which 95 representatives of Government, United Nations (UN) agencies, development partners, civil society, academia, private sector and experts both from national and regional organization gathered to discuss the use of VGGT in the national context of governance of tenure of land, fisheries and forests and link with existing initiatives to create networks at the national and state levels. The Secretary-General of the Darfur Parliament said that "...understanding and administering land tenure rights and processes, regulating the provision of access to natural resources and the means of production is of a critical importance, particularly for land tenure management processes in Darfur."

This project funded by the European Union will support the people of Darfur to appropriately and transparently manage their fragile land resources and achieve peaceful and sustainable development. In particular, it aims at promoting the use of the VGGT guidelines, principles and practices in line with the European Union programme to support responsible governance of land tenure.

The objective of the proposed project is to facilitate reform of the Sudan's land tenure system by providing practical solutions to the existing challenges of access to land and ownership rights for natural resources through VGGT guidelines. The guidelines provide detailed solutions to secure access to crop land, livestock routes, rangelands and pasture, including the provision of adequate and practical dispute resolution mechanisms. The proposed project works closely with key government structures, such as the Darfur Land Commission (DLC), the Darfur Regional Authority (DRA), Voluntary Return and Resettlement (VRRRC), and with the Ministry of Agriculture, Ministry of Animal Resources, Ministry of Housing and Public Infrastructure at the state level in order to promote the provision of legitimate land tenure rights to conflict-displaced communities, including small-scale rural farmers, pastoralists and Internally Displaced Persons (IDPs) in the Greater Darfur region.

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## Acronyms

C&V	Communication and Visibility plan
CAADP	Comprehensive Africa Agriculture Development Programme
CBNRM	Community Based Natural Resource Management
CBOs	Community-Based Organization
CFS	Committee on World Food Security
CPF	Country Programming Framework
CSAP	Procurement Service
CTA	Chief Technical Adviser
DCPSF	Darfur Communities Peace and Stability Fund
DDPD	Doha Document for Peace in Darfur
DDS	Darfur Development Strategy
DLC	Darfur Land Commission
DPA	Darfur Peace Agreement
DRA	Darfur Regional Authority
DRR	Disaster Risk Reduction
DSA	Daily Subsistence Allowance
EIA	Environmental Investigation Agency
FAO	Food and Agriculture Organization of the United Nations
FAFA	Financial and Administrative Framework Agreement
FaST	Foundational and Short-Term
FNC	Forest National Corporation
FSL	Food Security and Livelihoods
FSTS	Food Security Technical Secretariat
FPSN	Field Programme Support Network
FSPS	Food Security Policy and Strategy Capacity Building Programme
GOE	General Operating Expenses
(HIV/AIDS	Human Immunodeficiency Virus/Acquired Immunodeficiency Syndrome
IDP	Internally Displaced Person
INGO	International Non-governmental Organization
IPs	Implementing Partners
IT	Information Technology
LTO	Lead Technical Officer
MDGs	Millennium Development Goals
MoV	Means of verification

MPPPU	Ministries of Physical Planning and Public Utilities
NAIP	National Agricultural Investment Plan
NC	National Coordinator
NCRC	National Constitutional Review Commission
NGO	Non-governmental Organization
NLC	National Land Commission
NNGO	National Non-governmental Organization
NPP	National Project Personnel
NRM	Natural Resources Management
PAC	Project Advisory Committee
PCU	Programme Coordination Unit
PIU	Project Implementation Unit
PSU	Programme Support Unit
PTF	Project Task Force
RNE	FAO Regional Office for the Near East and North Africa
SDGs	Sustainable Development Goals
SIFSIA	Sudan Institutional Capacity Programme – Food Security Information for Action
SO	Strategic Objective
SSLC	Southern Sudan Land Commission
TCS	South-South Cooperation and Resource Mobilization Division
ToRs	Terms of Reference
TSS	Technical Support Services
TSU	Technical Support Unit
UNAMID	African Union - United Nations Mission in Darfur
UNDAF	United Nations Development Assistance Framework
UNDP	United Nations Development Programme
UNEP	United Nations Environment Programme'
UN-Habitat	United Nations Human Settlements Programme
UN MOSS	United Nations Minimum Operating Security Standards
VGGT	Voluntary Guidelines on the Responsible Governance of Tenure of Land, Fisheries and Forests in the Context of National Food Security (VGGT)
VRRC	Voluntary Return and Resettlement Commission

## **SECTION 1 – RELEVANCE**

### **1.1 GENERAL AND SECTOR CONTEXT**

The Greater Darfur region lies to the west of the Sudan and borders with Chad, Libya and South Sudan. The total population is estimated at approximately 8.1 million (with an increase from approximately 1 million in 1954) and the total area is approximately 514 000 km<sup>2</sup>. The region consists of five States: Central Darfur, East Darfur, North Darfur, South Darfur and West Darfur. The economy of Greater Darfur is heavily reliant on farming and livestock keeping, with more than 70 percent of the population relying on traditional and subsistence agriculture, the majority of whom are dependent on rainfed agriculture and pasture for both crop and livestock production. Land in Darfur is predominantly arid and semi-arid, although there are small areas with good pasture and there are both permanent and seasonally dispersed water sources.

The end of the 20<sup>th</sup> Century witnessed great instability and costly civil conflict in Darfur. According to many experts, while this conflict has some roots dating back several centuries, it was more directly caused by a series of aggravating factors including: increasing population pressure, a changing climate, a degraded natural resource base and governance failures. Apart from the very high cost in human lives, the conflict has led to the displacement of approximately 2.6 million people in Darfur and has devastated Darfur's socio-economy. It has also contributed to the further degradation of the region's natural resource base.

The legal framework governing land in the Sudan is a complex mix of statutory and customary laws that have evolved over time, with little to no coordination between the two legal systems. Taking this into account, it is clear that there is no uniform government policy on land tenure in the Sudan. In some areas land is simultaneously privately owned and considered government-owned property. In Darfur, land ownership has tended to remain under tribal control, but this has been challenged in recent years under national legislation. The impact of these changes and uncertainties has driven the abolishment of customary laws, increased pressure and/or conflict over land use and insecurity on land tenure rights in Darfur. The national laws do not provide an alternative to the people of Darfur. On the other hand, the issue of access to land has been a significant factor in the development of the current Darfur conflict and it requires concerted attention before any successful peace agreement is superficially reached because tenure disputes with limited resolution mechanisms have the potential to renew the conflict. Likewise, the breakdown of traditional systems of land tenure and land use is an important underlying cause of the conflict in Darfur. The traditional local administration has been weakened in recent decades, which means that it can no longer intervene to resolve disputes over access to land without systematic empowerment.

Before the first attempt to dismantle and weaken the native administration in 1970, Darfur societies accepted migrants and pastoralists that honoured the conditions of their tenure agreements and other social contracts. Their access to land had no finite time limit even though they might be considered temporary residents. Conflicts emerged subsequently when circumstances changed and when newcomers gain access to community land in a manner that does not follow customary rules. As access to land is often related to social identity, the land rights of certain social groups may be contested in relation to national and ethnic identity, providing a breeding ground for the potential political exploitation of tension. Land related disputes can turn increasingly violent and may result in population displacement. Land grievances may be linked to broader security, livelihood, political and identity issues.

At this stage, leadership, land institutions and the quality of land governance will have a significant impact on whether disputes are transformed into violent conflict or settle resentments.

Despite the signing of the 2011 Darfur Peace Agreement, conflict has continued in Darfur, indicating that the conflict must be addressed not only at the macro level but also at micro level through local peace initiatives. In light of this, the Food and Agriculture Organization of the United Nations (FAO) designed and implemented a grass root peace building project, funded by the Darfur Communities Peace and Stability Fund (DCPSF), in order to restore community trust and confidence and pave the way for recovery and development in Darfur.

Traditional agriculture constitutes the backbone of Darfur's economy and is the principal source of livelihoods for the local population, while also forming the region's social and political foundation. It is composed of two separate systems: sedentary farmers and mobile pastoralist production systems. These agricultural systems are practiced as specialized activities by different communities of different tribal backgrounds. However, there is significant interaction between these systems and between the groups that practice them, as is the case in other parts of semi-arid Africa. Traditional agriculture in Darfur is based on two principles: 1) corporate ownership of land tenure, involving a multiple and overlapping land claim system; and 2) production symbiosis, which involves interdependencies between production activities and the peaceful interaction of the groups involved in these activities. These two principles support the economic, political and social integration of Darfurian society.

Land use has become contentious and access to land and natural resources has become exclusionary rights for those with patronage lineage to the status quo. This has occurred amidst rapid economic and demographic changes and climatic variability in Darfur and within a context of a deepening mistrust on land tenure governance in the Sudan, This change in land use and land control has led to the erosion of the multiple land rights and interdependence between sedentary farmers and mobile pastoralist production systems and has dismantled the political and social relations and institutions that prevailed for centuries. The structures of traditional authorities were spontaneously challenged mass land grabbing and individual appropriation of other natural resources that were owned communally after their disbandment by the national authority. As a result of these challenges, traditional structures could no longer independently manage land disputes and conflicts.

### **1.1.1 Rationale**

The protracted conflicts in Darfur have undermined environmental governance, sometimes with disastrous consequences. Competition over access to natural resources, especially water, forests and rangelands, is one of the ways in which the conflict plays out at the local level between different groups (e.g. between or amongst pastoralists, agriculturalists and agro pastoralists and between different ethnic groups), often violently and beyond the reach of any functioning environmental governance mechanisms. In Darfur, environmental degradation (with shifting cultivation being one of the main contributors) has been particularly severe around the main urban areas and camps for Internally Displaced Persons (IDPs), areas that have experienced population increases since the outbreak of the conflict.

Darfur needs new approaches so as to move beyond competition between different livelihood groups that can quickly become violent. It is no longer viable for the old customary structures to find solutions to the new complex realities on the ground, taking into account the new interplay of factors, such as climate change, high rainfall variability, co-management of natural resources, accelerated urbanization and population growth.

As Darfur searches for a lasting peace to the current conflict at all levels, a key part of the process is to re-establish mechanisms for the sustainable and equitable management of the natural environment. The need for this has been well recognized in the Doha Document for Peace in Darfur (DDPD). On the other hand, there is a pressing need for the formation of informal mechanisms to manage safe voluntary return of displaced people and to resolve tension and disputes over grazing corridors, grazing sites, expansion of shifting cultivation and blockage of livestock migratory routes.

The justification for lower-level local policy development stems from the fact that the protracted conflict has generated suspicion and a lack of trust among the different ethnic groups, even at the decision-making level. The political authorities are no longer perceived as neutral bodies to mediate between competing parties over their livelihood strategies. This situation makes it imperative to strengthen or establish grass-roots community structures in order to break this barrier. Many activities in agriculture, livestock keeping and natural resource management can provide opportunities for local-level conflict mitigation and resolution.

In June 2013, FAO-Sudan, in partnership with the State Ministries of Agriculture and Animal Resources, developed a fully-fledged programme of project proposals to support the recovery, reconstruction and development of the agriculture sector in the Darfur Region that are consistent with Pillars I, II and III of the Darfur Development Strategy (DDS) and the five “State Five-Year Plans” and development strategies for the agriculture and livestock sectors.

In 2014, the former Minister for Agriculture and Irrigation made a special request to the FAO Director-General for the roll out of the VGGT in the Sudan.

Responsible governance of tenure that ensures secure access to land, in particular for women and men smallholder farmers, is considered a critical issue for inclusive, pro-poor agricultural development. It also contributes to the overall aim of improving food and nutrition security, which are key European Union development objectives.

In 2012, the Committee on World Food Security (CFS) adopted the VGGT. The VGGT constitute a globally respected document on how tenure and access rights to land, fisheries and forests should be addressed within specific national contexts.

In this context, the former Minister for Agriculture and Irrigation, FAO and UNAMID hosted a national VGGT workshop, at which 95 representatives from Government, UN agencies, development partners, civil society, academia, the private sector and experts from both national and regional organizations gathered to discuss the use of VGGT in the national context of governance to tenure of land, fisheries and forests and the link with existing initiatives to create networks at the national and state level. The Secretary-General of the Darfur Parliament said that “...understanding and administering land tenure rights and processes, regulations provision of access to natural resources and means of production is of a critical importance, particularly for land tenure management processes in Darfur.”

FAO continues to support the Food Security Technical Secretariat (FSTS) on aligning land tenure issues with the Food Security and Nutrition Policy, which is currently under review by the Ministry of Agriculture and Forestry. These efforts are ongoing and were initiated under the Sudan Institutional Capacity Programme – Food Security Information for Action (SIFSIA) and continued under the Food Security Policy and Strategy Capacity Building Programme (FSPS), both of which are FAO programmes funded by the European Union.

The Government of the Republic of the Sudan has requested FAO assistance in developing and designing a quality National Agricultural Investment Plan (NAIP) that is in line with the Comprehensive Africa Agriculture Development Programme (CAADP) Compact signed in July 2013 for sustainable agriculture sector development. Through FAO's own internal funding sources, efforts are now being initiated to develop sound agricultural policies to address challenges of food security and nutrition through sustainable development using evidence-based analysis and identification of priorities at the national level. An operational framework for land tenure issues will greatly influence the success of the NAIP.

Addressing land tenure issues based on the principles of VGGT is also built into the FAO Sudan Plan of Action from 2015 to 2019. Moreover, under the DDS Programme, FAO is partnering with the United Nations Development Programme (UNDP) and the United Nations Human Settlements Programme (UN-Habitat) where a full review will be carried out to identify limiting factors on land use and land rights and to advocate for VGGT in the Darfur states. This proposal builds on the results of the review, as well as ongoing work of DLC, and will facilitate the Government of the Republic of the Sudan to develop an organizational framework, based on the principles of the VGGT, to address the issues of land tenure both from top down and bottom up in Darfur and is currently under consideration.

With respect to gender, women in Darfur, as elsewhere in the Sudan, only have access to land use rights. These rights are bestowed upon them by their husbands, sons, brothers or fathers. In some rare cases land use rights are given to women-headed households by local authorities. Promotion and empowerment of local community structures to develop and adopt the use of land use maps and sustainable management of natural resources will lead to the recognition of women's rights to land ownership and usage rights.

Addressing issues of land tenure security for women is just slowly emerging as an issue in land policy debates in the Sudan. Estimates suggest that half of the expected returnees are women headed households or single women who have lost their husbands and/or other male family members.

The lack of effective consultation during the development of land policy means that local institutions and rules that manage natural resources are not taken into account and there is little opportunity for local communities and their representatives to make decisions on natural resource management. This does not allow for a sense of ownership over the policy. Poor communication of policy may also lead to an information vacuum into which local-local and external-local elites could step forward to take advantage of policy gaps where there is potential for personal gains.

In this context, the European Union (which is committed to promoting the application of VGGT at the country level for interested developing countries with the aim to contribute to responsible land governance) decided to fund eight in-country projects (i.e. Brazil, Cameroon, Colombia, Guinea-Bissau,

Ghana, Pakistan, the Sudan and Uganda) in order to help governments and land users address the challenges that they face on land governance. In respect of local requirements and by promoting the principles of VGGT, the programme aims to improve the governance of tenure with a particular focus on women and men smallholder farmers, forest users and fishers. This will be achieved through: improving the legal, institutional and administrative framework for land governance; contributing to the recognition of formal and customary land rights; empowering local stakeholders to voice and defend their interests; implementing capacity building measures for all relevant stakeholders; and addressing land issues in post-conflict contexts, where appropriate.

This project is timely in relation to the enactment and announcement of a federal law on pasture and rangeland in the Sudan and the upcoming release of the Darfur Land Use Map by the German Company commissioned by DLC. In February 2015, a new national rangeland law was approved for the first time in the Sudan. This law recognizes pastoralism as a legitimate form of productive land use and development on the same basis as crop farming. It will ensure that decentralized structures accommodate mobility and resource sharing across administrative boundaries and draws on the knowledge and experience of customary institutions.

This project will be implemented in parallel with the recently approved joint UNDP-UNHABITAT-FAO Programme “Strengthening Land Management for Peaceful Co-Existence in Darfur” of the United Nations Fund for Recovery Reconstruction and Development in Darfur, under Pillar 1 and 2 of the DDS. As part of the DDS’ Foundational and Short-Term (FaST) activities, the joint programme intends to address the issue of land in Darfur, which presents a considerable challenge to Darfur’s peace initiatives. In this context, this European Union-funded project will build upon the experience of the joint holistic solutions adopted to meet the basic needs and rights of all residents and will further develop Darfur land policy and implement sustainable land management over the long-term.

### **1.1.2 FAO’s comparative advantage**

As the co-lead of the Food Security and Livelihoods (FSL) sector, FAO plays a leadership role in the coordination of the sector, as well as on Pillar 1 of the United Nations Development Assistance Framework (UNDAF) for the Sudan. FAO provides strategic and technical support and leadership and enjoys strong, collaborative and effective relationships with other United Nations agencies, humanitarian and development partners, international and national Non-governmental Organizations (NGOs) and government line ministries.

FAO has extensive experience implementing projects in Darfur working to address peace building issues and developing natural resource management and community platform structures for over five years. FAO’s approach to natural resource management in Darfur is based on lessons-learned over these five years, which underlies the importance of emphasizing the importance of involving local people and institutions in project processes in order to build local capacity, limit costs and achieve environmental sustainability. Devolution policies have been formulated to provide an enabling environment for devolved natural resource management. However, implementation of these policies has revealed serious challenges. Furthermore, for local institutions to act as robust mechanisms for natural resource management they likely require strengthening, which necessitates a long-term context-driven approach.

FAO has a strong team within its Operations Unit in its Khartoum and field offices in the Darfur states, including Central Darfur, North, South and West. The team is well equipped and experienced enough to effectively manage the implementation of the proposed activities. FAO Sudan's country office and Darfur field offices are staffed by both international and national consultants who are specialized in peace building and livelihood reconstruction activities, as well as in the application of VGGT principles and practices. These offices will be retained and extended where necessary in order to ensure the efficient implementation of the project over its three-year duration. FAO maintains close cooperation with development partners, implementing partners, service providers and local government authorities. In particular, the project will give due attention to ensuring complementarities, strengthening sustainability and avoiding duplication with the projects and interventions of other agencies and organizations. FAO extends its technical and methodological expertise to its implementing partners and ensures that the needs of the affected and targeted population are met.

Before the cessation of the Sudan, FAO was the first international and United Nations Organization requested by the Government of the Sudan to address land issues as part of the conflict transformation process. In response, FAO implemented a set of complementary activities, including: the establishment of the National Land Commission (NLC); support to the Southern Sudan Land Commission (SSLC); land policy development in Darfur; land assessments; regional conflict management; ascertainment of customary law and local conflict management; community land management projects; support to land administration; and support to returnees.

FAO is the only agency that has the expertise and the mandate to help the government in devising strategies that will enable the nomadic people of Darfur to benefit from livestock development. It is also the only agency with world-wide experience and knowledge to support the government to reform the land tenure system, which has become an obstacle both to the growth of agriculture and the maintenance of peace and harmony between the country's diverse social groups.

### **1.1.3 Links to national development goals and FAO's strategic objectives**

The UNDAF for the Sudan is guided by the goals and targets of the Five-Year National Development Plan 2012-2016, as well as by the Millennium Development Goals (MDGs) and the Millennium Declaration. The UNDAF translates these into a common operational framework for development activities upon which individual United Nations Organizations formulate programmes and projects for the period 2013-2016. Four inter-related pillars of cooperation have emerged as critical for the United Nations System to support during the UNDAF period:

- 1) **Poverty Reduction, Inclusive Growth and Sustainable Livelihoods**, with particular attention to youth, women, groups in need and communities at most risk of the impacts of environmental hazards, climate change and recurrent disasters.
- 2) **Basic Services**, focused at both the policy and service delivery levels.
- 3) **Governance and Rule of Law**, including broad institutional strengthening and deepening of basic rights and justice for all.
- 4) **Social Cohesion, Peace Consolidation and Peace Dividends**, with high-level efforts at the centre complemented by comprehensive development initiatives at local levels. In all four, UNDAF Outcomes are sensitive to both early recovery and longer-term development needs of the people.

Crosscutting issues include protection, gender, environment and climate change, emergency preparedness and Disaster Risk Reduction (DRR) and Human Immunodeficiency Virus/Acquired Immunodeficiency Syndrome (HIV/AIDS). At the same time, more strategic focus is being given to emerging issues, such as strengthening of human capital throughout the Sudan and key demographic shifts, taking into account a conflict-sensitive development framework. The project will contribute to Pillar 1, Outcome 2: populations vulnerable to environmental risks and climate change become more resilient and relevant institutions are more effective in the sustainable management of natural resources.

The proposed project is also in line with the FAO Country Programme Framework (CPF) for the Sudan as follows:

Outcome 3 (Priority Area 3): Capacity Development of Natural Resource Conservation and Management Institutions, Systems and Mechanisms in Agriculture, Forestry and Fisheries of the Sudan, Capacity building of natural resources development and conservation institutions, systems and mechanisms in agriculture, forestry and fisheries of the Sudan.

Outcome 3.1 (Priority Area 3), Output 3.2: VGGT adopted by community, locality and state-level organizations and authorities; land-use planning systems and regulations ensuring equitable access to land by gender and youth reformed; and impediments for the private sector investing in agricultural land removed.

The proposed action will contribute to the FAO corporate strategic objectives and goals, specifically to:

- FAO Strategic Objective 1 (SO1): Contribute to the eradication of hunger, food insecurity and malnutrition:  
(Outcome 1): member countries and their development partners make explicit political commitments in the form of policies, investment plans, programmes, legal frameworks and the allocation of necessary resources to eradicate hunger, food insecurity and malnutrition;  
(Output 2): improving capacities of governments and stakeholders to develop and implement legal frameworks and accountability mechanisms to realize the right to adequate food and to promote secure and equitable access to resources and assets;
- FAO Strategic Objective 3 (SO3): reduce rural poverty:  
(Outcome 3): social protection systems are strengthened in support of sustainable rural poverty reduction;  
(Output 1): policy advice, capacity development and advocacy are provided for improving social protection systems to foster sustainable and equitable rural development, poverty reduction and food and nutrition security;
- FAO Strategic Objective 5 (SO5): increase the resilience of livelihoods to threats and crises:  
Outcome 1: countries and regions adopt and implement legal, policy and institutional systems and regulatory frameworks for risk reduction and crisis management.

Particular and equitable focus will be given to the specific needs and interests of women, men, boys and girls in the targeted areas. Depending on their needs and requirements, the project will provide suitable interventions that improve their capacity to produce all or part of their food requirements and generate cash income. The project will give equal opportunities to all categories of the population to access inputs and technical know-how. It will also provide agricultural and livestock services that will support local food and nutrition security and contribute to the improvement of the natural resource base that otherwise

would have led to conflict at the local level.

#### **1.1.4 Participants and other stakeholders**

The direct beneficiaries of this project include the DLC, the DRA, the VRRC, the Ministry of Agriculture, Ministry of Animal Resources and the Ministry of Housing and Public Infrastructure at the state and locality levels, as well as the Forest National Corporation (FNC) at the state level, in order to enhance institutional capacity to promote the provision of legitimate land tenure rights using VGGT principles. Other stakeholders include Pastoralist Unions, the Farmers' Union and state nomadic commissions. Conflict-displaced communities will be primary beneficiaries of the overall proposal as specified above by activity and output level, including small-scale rural farmers, pastoralists and IDPs in the Greater Darfur region.

The project aims to support at least five localities for each of the five states in Darfur. These localities will be aligned with the target areas selected under the Joint Programme of the United Nations Fund for Recovery Reconstruction and Development in Darfur, DDS PILLAR 1, 10: improved land registration/property system and related conflict resolution mechanisms; and PILLAR 2, 6.2: land concerns are addressed at return sites. An assessment will be conducted during the inception phase to review and/or confirm the appropriate geographical locations of targeted areas. Furthermore, the voluntary return of IDP areas will be based on the capacity of returnee sites currently under review by the DDS Working Group, which includes United Nations Agencies, the DRA and the DLC. The details of consultation and engagement processes with partners (which will comprise either facilitation and/or participatory approaches) are outlined in the activity section of this proposal and will be defined during the inception phase. Overall ownership of the operational framework and non-state mechanism will be agreed on and owned by the communities and localities up to the state level authorities.

In Darfur, the Darfur Peace Agreement (DPA) required the formation of the DLC, which has been operational since 2007 and has made progress in providing information and policy recommendations to improve land governance. However, the DLC faces considerable challenges due to fiscal and technical capacity constraints and a lack of coordination with other government institutions, particularly at the national level. The DLC has been active in establishing a structural framework for its work, as well as in the collection and codification of customary law and the mapping of land and natural resource uses. The DLC does not have an executive role; therefore, its ability to enforce decisions is limited and it has largely been ineffective in resolving conflicts between sedentary groups and pastoralists.

The local populations in Darfur will continue to face land use dilemmas so long as customary land laws are not legalized. A major challenge ahead is for local populations and individuals to turn their legitimate rights into legal rights in a way that corresponds with their needs.

Most of the country's urban population, including millions of IDPs and rural residents whose means of livelihood have been destroyed, live in informal settlements without secure rights and are vulnerable to eviction and the destruction of their residences. The failure to resolve these systemic challenges will also affect the ability of the Darfurian populations, as well as for residents of border regions, to achieve long-term peace and will complicate the resettlement process for millions of IDPs.

### **1.1.5 Lessons learned from past and related work, including evaluation**

Reforming the land tenure system so as to ensure fair and equitable access to land is essential to the promotion of agriculture-led growth in the Sudan and to achieving the Sustainable Development Goals (SDGs) and in particular, for reducing poverty and food insecurity. Land policy reform in the Sudan is multilayered, simultaneously ongoing at different levels and in different regions, with each process showing specificities while also sharing a set of common issues.

FAO's experience and knowledge on land-use planning and sustainable land resources management will be capitalized on to properly track and guide the implementation of project activities. Therefore, VGGT tools and principles are additional instruments that complement the experiences of other stakeholders in resolving land disputes. These tools and FAO's normative works on the knowledge base on land, forests and water will be used in applying local land-use plans and sustainable land management practices learned from other countries in Africa and the Near East Region with similar farming systems and agroclimatic conditions.

The recognition of customary land rights aimed at giving a stronger legal backing to community land rights, addressing land claims, focusing on alternative dispute resolution, strengthening of land administrations and institutional reform through land commissions, local land-use planning to better manage mobility, are all issues that are on the agenda of the different reform processes. However, there is little synergy created between the different processes for which, of course, a number of historic reasons can be identified after decades of conflict.

A unified United Nations view on the needs and possible responses to the land question patently does not exist. This underlines the importance of a clear framework where the immediate political role of peacekeepers and humanitarian agencies and the critical long-term peace consolidation role of the specialized agencies are explicitly laid out, understood by all parties and adequately resourced. If funds are not included in the post-settlement budget, it is essential that other external funds are mobilized to finance development activities, such as a land policy review that both addresses the root causes of conflict, and are key to successful socio-economic development so as to consolidate peace.

In practice, it is hard to imagine that the major challenges of restoring lost land rights and property and resolving outstanding claims can be solved without a minimum degree of mutual understanding. The inclusion of the need to address land claims and land policy/law development as part of the DPA and DDPD (translated by the negotiated mandates of the different land commissions), has set the institutional scene for action.

Sudanese civil society has so far failed to play a significant role in land policy development, but there is a strong demand from all layers of society to have their voices heard by policy-makers. This is clearly demonstrated by the active engagement of civil society once opportunities are created, such as in Darfur. Under conditions of extreme hardship, people feel that they can contribute to discussions about the future with a constructive and positive outlook, emphasizing opportunities to improve land and natural resource management rather than focusing on its negative connotation as a cause of conflict.

Local people strongly expressed their desire to be consulted when the government devises policies for land and natural resource management. Darfurians in particular are convinced that viable solutions are engrained in their customs and practices that have evolved over time in the face of various crises. Presently, there is a serious lack of confidence building between government and civil society. Efforts

made by some international organizations, such as UNDP and FAO, to encourage confidence building have resulted in positive outcomes, such as a proposal by the National Constitutional Review Commission (NCRC) to include civil society members in the future NLC. This underlines again the importance of international organizations acting as honest and respected brokers when dealing with sensitive land policy issues.

Experiences acquired in the Sudan indicate that there is a need to tackle different land issues during the different post conflict phases, ranging from emergency to recovery/rehabilitation to development. At the same time, there is a clear need to address the past. If past injustices, or perceptions of injustices, are left to be simmering, they can explode at any moment and annihilate the benefits of recovery and rehabilitation efforts. The bottom line may be that past injustices should be acknowledged and mechanisms be created for people to express their grievances. A major task of various land commissions in the Sudan is to effectively address historic land claims.

It is widely known that Community-Based Natural Resource Management (CBNRM) rests on the premise that people who use a resource possess first-hand knowledge of the resource from their daily interaction with the natural environment; therefore, they are in the best position to manage and protect the resource. Therefore, CBNRM asserts the principle of local community control and initiative while recognizing the importance of institutional and policy contexts in influencing performance in the harnessing of local resources and using them productively, equitably and sustainably to meet community needs. The essence of CBNRM is to engender a feeling of ownership and responsibility by the community towards its natural resources. It is thought that by vesting rights and responsibilities upon user communities who derive social, economic and cultural benefits from the resource, they will exhibit responsible and sustainable use of the resource to meet not only their present needs but also those of the future generation. A CBNRM arrangement not only enable communities to meet their survival needs, but also saves government the costs and mandate that would have otherwise been invested to regulate, monitor and restrain community activities with respect to natural resources management. The United Nations Environment Programme' (UNEP) European Union-funded project in the Wadi El Ku has worked to establish a foundation of local knowledge of- and appreciation for CBNRM practices at both the community and government levels. The introduction of VGGT initiatives in areas where the projects overlap will work to reinforce UNEP's efforts to facilitate local and government promotion of CBNRM, while helping to broaden community and government knowledge of the role of land tenure reform in CBNRM and in supporting local livelihoods.

The project will try as much as possible to apply lessons learned from similar FAO projects regarding livestock migratory routes. These include limiting pastoral mobility, such as mutual consent initiatives, to narrow the width of routes from a historical 150 metres to less than 100 metres in some places and diversifying livelihoods, such as through the introduction of agrofood processing in order to reduce pressure on land. Furthermore, the project will provide services alongside appropriate land-use planning to guard against migration caused by lack of services, including through the opening up of blocked migratory routes, paying attention to pastoral communities and their specific needs and focusing on community education and other services. These initiatives will empower communities, reduce grievances, build resilience and decrease humanitarian dependence.

## 1.2 EXPECTED RESULTS

### Objective

The objective is to support the Government of the Republic of the Sudan to reform its land laws to develop practical solutions to secure access to and use of crop land, livestock routes, range and pastures including the provision of adequate and practical dispute resolution mechanisms; and assist DLC, DRA, VRRRC, Ministry of Agriculture, Ministry of Animal Resources, Ministry of Housing and Public Infrastructure at state and locality levels to promote the provision for legitimate land tenure rights to conflict displaced communities including small-scale rural farmers, pastoralist and IDPs in Darfur region.

### Impact

Non-state mechanisms for land tenure governance are strengthened through the mainstreaming of VGGT principles within land policies, specifically in Darfur.

### Outcome

Enable the people of Darfur to appropriately and transparently manage their fragile land resources and achieve peaceful and sustainable development. In particular, support for the implementation of the VGGT, helps to bring land policy in line with these guidelines on land tenure, which recognize community and individual rights and the importance of gender equality.

### Inception Phase

During the first six months, overall and first-year work plans will be reviewed and adjusted as needed. FAO's in-country staff, including the project's Chief Technical Adviser (CTA)/National Coordinator (NC) and Lead Technical Officer (LTO), will consult with key stakeholders to set progress indicators for each output. An assessment will be conducted to review and confirm the localities and align them with the target areas selected under the Joint Programme of the United Nations Fund for Recovery Reconstruction and Development in Darfur. A baseline data collection plan will be agreed upon and finalized. Inception Phase plans will be reviewed with the Contracting Authority through the European Union Delegation to the Government of the Republic of the Sudan for comments and approval.

During the inception period FAO will complete personnel recruitment and procurement; conclude necessary agreements with government and implementing partners; and carry out the baseline survey.

Specifically, the following activities will take place during the Project inception period:

- detailed Identification of the communities involved in the project and analysis of elements to be considered to achieve Outputs 1- 3 of the action;
- an Inception Report that on the basis of these studies proposes the quantitative elements of logical framework indicators, the schedule of activities, and the budget;
- the development of monitoring schedules and templates for the Project;
- a baseline survey that reflects the content of the Inception Report.

The inception period will conclude with the design and implementation of the Project baseline.

## Outputs

**Output 1:** Effective enabling environment for rural social stability established, through responsible governance of land tenure (engaging with Community Committees, Native Administration, DLC, DRA, VRRRC, Local and State Authorities, State and Locality Ministries for a participatory approach).

## Activities

**Activity 1.1:** Provide training to representatives from Community and Native Administration, DLC, DRA, VRRRC, Local and State Authorities on VGGT to enhance their knowledge for improved mainstreaming of VGGT.

The project will conduct one VGGT training in each of the 20 localities across five Darfur states. Five key people representing community, DLC, VRRRC, local law enforcement and state authorities will be selected to participate in each training.

An agreed upon implantation road map is expected to be developed from the training and planning workshops, which will enhance general understanding about the project objective and VGGT approach. Overall project activities will be discussed during these workshops and expectations will be documented and a contextual approach to implementation of the project will be agreed upon. The workshops will also support the creation of the project's operational plan that will guide actions in each state.

The training workshops will gather experts on governance of tenure from the five Darfur states, community leaders and local and state authorities to ensure that an integrated implementation of VGGT is embedded into their current work and initiatives and synergies are maximized. FAO experts on capacity development processes will be involved in the preparation of the centrally-organized workshop and, if deemed necessary, may participate in the actual planning workshops in order to help refine in an effective manner the planning of the integrated implementation operational plan.

The activity will be implemented by FAO country office (Programme Support Unit [PSU]) with the support of the FAO Regional Office for the Near East and North Africa (RNE) VGGT experts.

**Activity 1.2:** Revive and/or establish Community- Based Peace Negotiation Platforms based on lessons learned<sup>1</sup>. FAO, in close collaboration with the communities and through the Community-Based Organizations (CBOs), NGOs and government institutions (contracts), will revive platforms and strengthen institutional structures (both formal and informal) that address community-based land disputes. Identify new communities with disputes and tensions on land use, if necessary and apply these community and institutional structures.

The customary regimes that govern and inform rights to land, forest and water in the Greater Darfur region will be identified and documented during the initial phase of the project. Decision-making

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<sup>1</sup> Through the implementation of the DCPSF project, FAO pursued an integrated approach to peace building, livelihood improvement and natural resource management in order to build peaceful coexistence among nomadic communities and farmers.

linkages with formal government structures governing land-use laws will also be identified and documented. The project will assist DLC to continuously engage with customary regimes and collect information about customary rights and to coordinate efforts to ensure regional coverage and implementation of best practices in resolving land disputes. The project will also provide technical assistance in reviving customary negotiation platforms and use local comparative knowledge to integrate customary rights into formal law. These platforms will be revived in the targeted villages. In villages where peace building platforms do not exist, the project will identify key influential community leaders and establish a community-based peace negotiation platform.

**Activity 1.3:** Facilitate negotiations to resolve Communal Land Disputes. Revival and/or establishment of peace negotiation structures to systematically negotiate and resolve community-based land related disputes through community-to-community dialogue.

In Darfur, access to land is often related to social identity and the land rights of certain social groups may be contested in relation to national and ethnic identities. This provides a breeding ground for potential political exploitation of community tensions. Distrust, suspicion and ill feelings are common between politically-favoured minority Arab groups and the non-Arab majority in the Darfur region. Any formal rulings on disputes over land in favour of minority groups are viewed as just, while rulings in favour of the majority group is widely considered by the Arab minority as traitorous. Therefore, the project will use community-based peace negotiation platforms to bring together community leaders from disputing parties to build mutual trust between groups and establish the platform's decision-making impartiality. The platform will facilitate dialogue between communities and play the role of mediator until disputes are resolved and agreements are reached.

The project, under the leadership of the CTA and with the support of the PSU, will facilitate an average of five community-to-community dialogues in each targeted locality and expects to resolve an average of three land disputes in each facilitated dialogue.

**Activity 1.4:** Enforce community agreements: under the terms of agreement and, with the support of FAO and the Community Negotiation Platforms, the DLC will use its mandates to enforce any agreement passed through consensus.

The activity will be implemented by the DLC (contract). Seatings of each community negotiation platform will be catalogued and presented cases of land disputes will be registered with DLC and law enforcement agents. The entire negotiation process between disputing communities will be documented by the community negotiation platform's Secretariat. Minutes of each seating would be validated with communities of the disputing parties and will be shared with DLC and law enforcement agents. Tenure rights established through community negotiation platforms will be formally documented in order to prevent competing claims.

The Endorsement of Community Agreement will depend on the number of community disputes resolved. However, during the project lifetime, an average of at least 15 community land, water and forest disputes will be endorsed and enforced by DLC with the support of law enforcement agents in each targeted locality.

**Activity 1.5:** Identify capacity gaps of DLC, VRRRC and other land related stakeholders in order to strengthen performance through targeted provision of management and technical on-the-job trainings and mentorship in key aspects related to land resource management.

Building the capacity of formal institutional structures will allow for the provision of better land-use management services in order to ensure equitable access to natural resources for conflicting populations in a way that will bridge distrust and animosity and facilitate trust and harmony between minority and majority groups. The project will identify gaps in stakeholders' land management service provision and address these gaps through extensive training on VGGT principles and procedures in order to resolve disputes over land resources. These principles are essential to the responsible governance of tenure of land, fisheries and forests and include principles of human dignity, non-discrimination, equity and justice, gender equality, holistic and sustainable approaches, consultation and participation, Rule of Law, transparency, accountability and continuous improvement.

The project will assess the capacities of DLC, VRRRC and other land resource management bodies. FAO will address strategic priority gaps through stakeholder capacity building with the support of its technical experts in RNE and headquarters. The project will conduct at least two trainings in each targeted locality, with the participation of five key land tenure governing stakeholders per training. The trainings aim to establish responsibilities at the levels of government that are best placed to effectively deliver services to local communities. Roles and responsibilities of agencies dealing with land resource tenure issues will be defined and coordinated with local governments from different communities.

**Output 2:** VGGT resource competition and environmental protection principles and instruments are applied through engagement with Community Committees, Native Administration, DLC, DRA, local and state authorities and state and locality Ministries.

**Activity 2.1:** Map community resources through participatory methods. This activity will be led by DRA and DLC, through contracts, with the support of FAO and will jointly undertake mapping activities in the selected Darfur states for which there are identified gaps (based on an extensive review of existing documents). Information generated will be used to inform national land -use maps under the Ministry of Agriculture and Irrigation, planned for 2016

The project will map out animal migratory routes, community forests, communal and private dryland farms, mineral exploration sites, wet and dry season grazing areas, communal water points and farms in each project village through participatory methods.

**Activity 2.2:** Develop community action plans on Natural Resource Management (NRM). FAO will facilitate community consultations at the locality level of selected Darfur states through a participatory approach, in consultation with DRA and DLC, in order to develop community action plans on land use.

The mapping output for Activity 2.1 will be used to organize communities for the development of community action plans. The action plans will be validated jointly by participating communities and local administrations, as well as by locality, state, DLC and other law enforcement institutions. Implementing partners (i.e. International Non-governmental Organizations [INGOs] and National Non-governmental Organizations [NNGOs]) will facilitate one community action plan for each targeted locality through a

Contract. Community action plan development will include community consultations, mobilization and facilitation of community meetings. Action plans and the planning exercise process will be documented.

**Activity 2.3:** Synchronize Community Land Use Plans and investments with DLC plans. FAO will closely work with DRA, and DLC in building synergies between land use planning and investment activities in order to mitigate land tenure conflicts through a participatory approach.

In collaboration with DLC and judicial bodies in each Darfur state, the project will ensure CLUPs are consistent with the principles of consultation and participation of targeted communities and that CLUPs fulfil conditions that promote responsible investments, food security and sustainable use of the natural environment. CLUPs require agreements for investments to clearly define the rights and duties of all parties to the agreement. Agreements for investments will comply with national legal frameworks and investment codes.

The project will seek technical expertise from VGGT experts at FAO headquarters or FAO RNE who will provide guidance on the synchronization of CLUPs with investment plans. A two-week mission will be arranged for headquarters and RNE VGGT experts to accomplish this task.

**Activity 2.4:** Facilitate DLC and DRA to implement land use mapping in order to clarify areas of farmland, rangeland and forests. Identify required actions on rangeland issues and work closely with state Range and Pasture Departments to mainstream new national rangeland law.

Based on community-to-community consultations and agreements, as well as on the results of community resource mapping and community action plans, DLC, DRA and other concerned stakeholder institutions will publically and officially delineate farmland, rangelands, private and community forest, water sources, etc. Land use maps will be officially mainstreamed in the nation rangeland law.

This activity will be implemented through DLC and state Ministries of Agriculture, with associated Departments of Rangelands. The project will clarify and mainstream land resource use in each target locality.

**Output 3:** Facilitation of the voluntary return of conflict-displaced people in the Darfur Region and enhancement of basic services. This will be achieved through engagement of community committees, Native Administration, DLC, DRA, VRRRC, local authorities and, state and locality Ministries.

**Activity 3.1:** Ensure peace and stability at return sites. VRRRC, DRA and DLC, with the support of FAO, will facilitate this through community-based peace platforms, and community- to-community dialogue and negotiations, with the aim of establishing sustainable peace and stability at selected return sites, as determined under the DDS. This component will select priority areas based on returnee sites, and in line with the DDS.

The project will also establish veterinary health centres, rehabilitate community nurseries and rehabilitate livestock markets, slaughter houses and other food security-related services wherever applicable to targeted return sites.

More specifically, during the initial phase of the project, return sites in East Darfur state will be identified and an inventory of food security-related basic services will be taken at each selected return site.

Number of people benefiting from the establishment or rehabilitation of basic services will be identified. The project will facilitate the enhancement of basic services at return sites, based on the needs and status of these services.

The activity will be implemented through local consultant (peace building expert) to conduct initial assessment and implemented through contracts to private firms.

**Output 4:** Operational Framework for Land Tenure is developed based on VGGT principles.

**Activity 4.1:** A follow-up national VGGT workshop will be conducted in Khartoum and will be attended by representatives of the Government of the European Union, Member States, United Nations Agencies, development partners, civil society, academia, the private sector and experts both from national and regional organizations in order to share lessons-learned and steps forward, from the implementation of the Voluntary Guidelines in Darfur under this and other related programmes.

The project, through VGGT experts at FAO headquarters or FAO RNE, will conduct three VGGT workshops during the initial launching of the project, with one workshop to be held during the middle of the second year and the third workshop to be held during the project's final year the project. The first two workshops will be conducted in one of the Darfur states and the final workshop will be held in Khartoum.

## **SECTION 2 - FEASIBILITY**

### **2.1 ENVIRONMENTAL IMPACT ASSESSMENT**

Competition for access to- and control of land, water and other natural resources play a key role in the Darfur conflict. Therefore, environmental considerations are a centerpiece in peace building, as well as in livelihood-oriented activities and expected results of the project. Environmental conservation and improved natural resource management have been incorporated through the establishment of strong linkages between conflict, livelihoods and environment. The elaboration and adoption of improved management practices of natural resources by the communities and stakeholders will not only allow for more resilient, viable and beneficial livelihoods, but will also foster common and agreed upon activities in a shared space; thus, favouring peaceful coexistence. Analysis of the environmental aspects of the conflict with specific reference to livelihoods will be carried out in order to obtain a clear understanding of the physical and social processes involved, which will be used to inform the project's implementation and peace building processes in particular.

### **2.2 RISK MANAGEMENT**

Risks were assessed and possible monitoring and mitigation measures are identified in detail in Appendix IV.

### **2.3 WORK PLAN**

A detailed work plan is included in Appendix II of the project document.

## **2.4 IMPLEMENTATION AND MANAGEMENT ARRANGEMENTS**

FAO would have overall responsibility for project coordination through its PSU, which is comprised of all staff supporting the implementation of the project, including the CTA, the National Programme Coordinator, Operations Manager and relevant support staff.

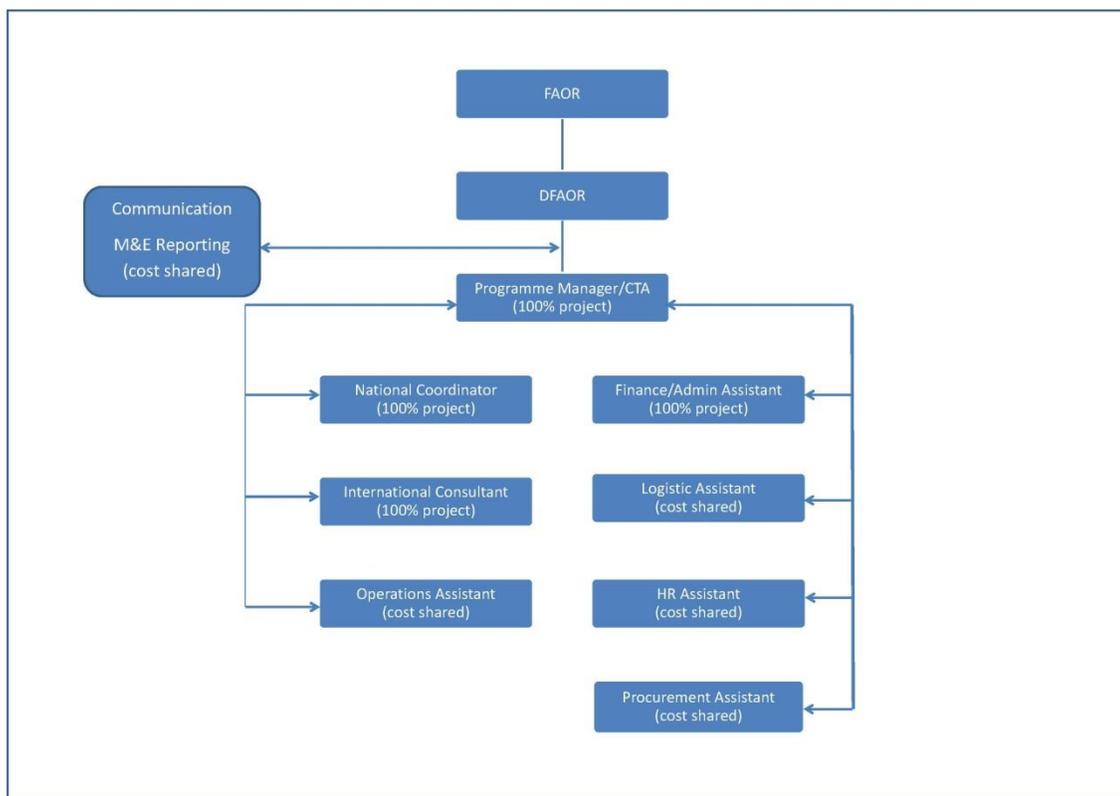
The PSU will work in close collaboration with the DLC, Ministry of Agriculture, Ministry of Animal Resources, the DRA at state levels, government-initiated VRRRC, etc., in order to identify preliminary needs and coordinate the planning and implementation of all activities. Furthermore, FAO/PSU will liaise with FAO's development partners and other government and non-government agencies to facilitate the coordination of stakeholders in order to avoid duplication of- or conflict between project interventions.

A Project Advisory Committee (PAC) will be established and will be chaired by the Undersecretary of the Ministry of Animal Resources, and will include representatives from the DLC, the Ministries of Agriculture, the Delegation of the European Union and representatives of the DRA and VRRRC, as well as representatives from community peace negotiation platforms (one from each state), the FAO Representative or Deputy Representative in the Sudan and the project CTA. The PAC will have a political, technical and managerial advisory role and they will meet on a six-month basis.

FAO has a strong team in its Khartoum and field offices in the Darfur states, including Central Darfur, North, South and West, who are capable and experienced in the management of the implementation of the proposed project activities. FAO Sudan's country office in Khartoum and the Darfur field offices are staffed by international and national consultants who are specialized in peace building and livelihood reconstruction activities, and in the application of VGGT principles and practices. FAO maintains close cooperation with development partners, implementing partners, service providers and local government authorities. In particular, the project will give due attention in ensuring complementarities are established, sustainability is strengthened and avoiding duplication with the existing projects and interventions of other agencies and organizations in the region.

Internal to the project, a Project Task Force (PTF) will be established. It will be chaired by the FAO Representative in the Sudan and it will consist of FAO's LTO and other Technical Officers based in FAO's Regional Office, headquarters (in Rome) and operational and administrative staff. The PTF will facilitate technical, administrative and operational discussions as well as information exchange between the project and other key stakeholders. The PTF is directly linked to the PSU through participation of its key experts (i.e. CTA, FAO Technical Officers, operational and administrative staff).

## Organogramme PSU



### 2.4.1 Institutional framework, partnerships, information management and knowledge sharing and coordination

The direct beneficiaries of this project include the DLC, the DRA, the VRRRC, the Ministry of Agriculture, Ministry of Animal Resources and the Ministry of Housing and Public Infrastructure at the state and locality levels, as well as FNC at the state level, in order to enhance institutional capacity to promote the provision of legitimate land tenure rights using VGGT principles. Other stakeholders include Pastoralist Unions, the Farmers' Union and state nomadic commissions. Conflict-displaced communities will be primary beneficiaries of the overall proposal as specified above by activity and output level, including small-scale rural farmers, pastoralists and IDPs in the Greater Darfur region.

The project aims to support at least five localities for each of the five states in Darfur. These localities will be aligned with the target areas selected under the DDS. Furthermore, the voluntary return of IDP areas will be based on the capacity of returnee sites currently under review by the DDS Working Group, which includes United Nations agencies, the DRA and the DLC. The details of consultation and engagement processes with partners (which will comprise either facilitation and/or participatory approaches) are outlined in the activity section of this proposal and will be defined during the inception phase.

The VRRRC will join FAO in conducting assessments of return sites in Darfur with the aim to identify the suitability, constraints and needs of return villages. FAO will use information provided by the VRRRC on

the reintegration needs of the returnees. In collaboration with the state Ministries of Physical Planning and Public Utilities (MPPPU), Agriculture and Animal Resources, FAO will facilitate the development and use of land use maps for agriculture, grazing and housing areas in a participatory manner. One of the primary concerns of the DRA is to promote the voluntary return and reintegration of IDPs and refugees to their home areas or areas of choice. This relies on the restoration of their houses, land and properties or, alternatively, rightful monetary compensation.

The Government has committed its continued support to project staff by facilitating the logistics of the project, assuring that all imported inputs are exempt from duties and taxes, ensuring work permits and other benefits foreseen by the law for international staff and by making available all documents, drawings, maps, statistics, data and information of interest to the project.

#### **2.4.2 Budget and inputs of partners**

The project has a total budget of EUR 3 000 000 and will be funded by the European Union. The complete budget is presented in Appendix III. Professional and support staff under this programme are listed in the detailed budget breakdown.

The project will be implemented with the support of local relevant authorities and NGO partners through contracts, which will be closely supervised and monitored by FAO.

#### **2.4.3 Procurement**

The FAO Procurement Service (CSAP) is the business unit that provides policy and operational support to ensure that FAO procures goods, works and services based on "Best Value for Money" principles, as embodied in the Manual Section 502 (MS502) "Procurement of Goods, Works and Services."

MS502 provides the policy and governance framework for procurement in FAO. Compliance with MS502 is intended to ensure that all staff involved in procurement functions support FAO's mandate through the procurement of high-quality goods, works and services on a best value for money basis, while maintaining the highest standard of ethics, transparency and fairness. The ultimate goal is to meet the needs of beneficiaries, member countries and donors, while promoting FAO's reputation as an effective, efficient and trusted partner. Procurement activities within FAO Sudan include:

- promotion of standardization and the use of framework agreements, when appropriate to maximize the optimal use of resources;
- promotion of the use of one of the three methods of solicitation: Requests for Quotation, Invitations to Bid or Requests for Proposal;
- giving due consideration to the importance of attaining an equitable international distribution of procurement sources while encouraging developing and emerging economies and supporting capacity building in beneficiary countries particularly in emergency and post- emergency rehabilitative situations;
- preference for cooperation with other entities of the United Nations System, when appropriate;
- promotion of a competitive market by favoring procurement from the private sector;
- issuance of documents, such as purchase requisitions and purchase orders, which document the commitment of the organization with the supplier/service providers.

FAO Sudan has a Procurement, Logistic Unit and Operations Unit with seven staff. Two staff are working full time with procurement (including on market research, bids, specifications and support to field offices) and there is a Senior International Procurement Officer supporting the Khartoum office on a 50 percent basis. There are also two officers are working on contracts and two staff working in the Logistics Unit. FAO procures the majority of strategic essential supply (vaccines and drugs for animals, seeds and tools) from the local market and/or local authorities (which is the case for vaccines).

Procurement of all inputs for the project will be carried out by the FAO in line with the Organization's procurement regulations, procedures and quality standards and as indicated in the procurement plan for 2016.

#### **2.4.4 Technical and operational support**

##### **Project Task Force (PTF)**

The PTF is a management and consultative body consisting of designated FAO staff possessing the appropriate authority and skill mix to ensure effective technical, operational and administrative project management throughout the project's implementation. It is chaired by the FAO Representative in the Sudan and includes technical staff (i.e. LTO and other necessary technical qualifications from relevant units in FAO RNE and FAO headquarters in Rome), operational staff (i.e. CTA leading the management of the project activities) and administrative staff (i.e. Funding Liaison Officer in the South-South Cooperation and Resource Mobilization Division [TCS] in FAO headquarters). The PTF ensures compliance with the European Union Rules and Regulations and maintains corporate relations with the resource partner throughout the project's implementation.

##### **FAO's operational and administrative support arrangements**

Operational support to the project is generally provided under the overall oversight of the budget holder through the Field Programme Support Network (FPSN), which monitors operations at the portfolio level at subregional, regional and global levels for delivery performance and reporting obligations. The budget holder may also request operations support and advice at various stages throughout implementation on a wide range of issues related to financial performance reporting obligations, Human Resources and more. The FPSN works on a subsidiarity principle, with the first port of call for national projects being the subregional office.

All staff budgeted under the project are essential to the implementation of the action and their costing to the budget meets criteria of the Article 18 of the General Conditions and Article 7.1.2 of the Special Conditions.

All staff costed to the budget will be remunerated under the present project only for the time contributed exclusively to this project. All staff will file a Monthly Activity Report of her/his activities and outputs of those activities. S/he will submit the report to the FAO Representative in the Sudan via an e-mail for review and certification. Staff contributing to the project for periods of time less than one month will produce an Activity Report for the periods established in specific Terms of Reference (ToRs). These reports will be kept on record of the FAO Representation in the Sudan, along with e-mails of certification in case of the need for future verifications.

**Administrative staff**

Project administration services include a Finance Officer, Administrative Officer and Assistant, Monitoring and Evaluation officer, Information Technology (IT) Assistant, Communications Officer, Drivers (3), Logistic and Human Resources Assistant and other staff necessary for project implementation and hired to provide administrative, project, secretarial, interpretation, translation and related support.

**Managerial, Operational and Technical Staff**

A CTA will be appointed for the project and will be expected to complete 32-work months over the duration of the project. Her/his major task will be to manage the implementation of the project in the most effective way so as to ensure that project outputs are effectively delivered. At least four national technical experts will provide technical support and perform technical coordination according to division of tasks.

One International Operations Officer and one National Operations Assistant will be appointed on a cost-share basis to manage day-to-day operational implementation throughout the project period.

**Technical support services**

This budget line covers the costs of FAO technical staff inputs to the project both from the Regional Office and FAO headquarters for backstopping, technical guidance, quality control and any ad-hoc inputs that may be required but cannot be mobilized through short-term consultancies.

RNE's LTO will coordinate and ensure the flow of technical expertise and backstopping to the project in order to ensure that the project benefits from expertise that adheres to FAO technical norms and standards. The LTO will provide timely technical support, reviewing and clearing of technical reports and project progress reports and ensuring that they are of good quality.

FAO technical staff that will also provide backstopping to the project and will produce Back to Office Reports that will have the same function as Monthly Activity Reports. Back to Office Reports are cleared by the supervisors of the technical staff and kept on record at the staff respective offices. These staff is accounted for as Technical Support Services and will be seconded to the project in accordance with the number of days that they will contribute to the project and as per established FAO secondment rates depending on the staff's grade.

**Consultants**

International and National consultants' ToRs will be produced over the lifetime of the project and will include a responsibility to produce a report at the end of the assignment or mission.

**International consultants**

The short-term international consultant will provide support to the participatory mapping and community development activities and will guide the work of national short term expert in community development plan.

**National consultants**

The pool of national experts provided by the project will consist of national peace building experts and national Community Development Specialist to facilitate the development of negotiations structures and support community based dialogue.

**Contracts**

It includes contracts with research institutions, NGOs and local institutions, DLC/DRA and CBOs to build formal institutional structures; to mobilize, sensitize and create awareness among local communities on sustainable management of resources to reduce conflicts; to facilitate community dialogue under the guidance of the national and international expert for establishment of platforms and plans.

**Travel**

This budget line covers the costs for all travel activities of both national (in-country travel and travel on capitalization meetings of the transversal support project specifically under Output 6) and international project staff and consultants as well as travel costs for technical backstopping of FAO Officers involved in project implementation and support. It includes airfares and per diems for staff as well as other local travel costs.

**Workshops (meetings)**

This budget line "Training" covers all the costs related to the organization of local and international workshops with stakeholders conducted by FAO technical team and other external experts. This includes the translation of documents, printing of materials, provision of facilitators and interpreters and other workshop related costs for organization/implementation/follow-up.

**General Operating Expenses**

This budget line covers the operating costs of the project like rental of premises to host the Project Implementation Unit (PIU), utilities, transportation, fuel for vehicles, internet and communication services, consumables and any other expenditures of this kind to be covered locally.

**Local infrastructure (field office), equipment and supplies**

These budget lines cover the expenditure for office space of IT equipment/office supplies/internet services/communication services/utilities needed to support work of the Team with laptop computers (including the relevant software); a combined printer, scanner and photocopier; a projector; a digital camera and accessories; and other items, such as mobile phones and mobile internet access.

The project will also procure one field vehicle to support all outputs. The cost for maintenance of vehicle is included in the budget.

The Team will be located in the premises rented by the project (on a cost shared basis) to host all the administrative, operational and technical staff. Rental, utilities and equipment of this premises will be costed 50 percent to the project as they will serve on a 50 percent basis for the purposes of this project.

This Budget line also covers the visibility costs in line with the Communication and Visibility Plan.

**Reporting costs**

The budget line covers costs of preparation, editing and printing of the Final Narrative Report of the project. The cost for preparing the final report will be incurred after the implementation period and will follow the cost reimbursement rules of direct management.

### **Evaluation provisions**

Mandatory evaluation costs of the projects as per FAO rules and regulations are reflected under budget lines of International Evaluation Consultants and Travel and Daily Subsistence Allowance (DSA) for the same.

### **Indirect cost**

Project servicing costs cover FAO administrative and operational central support service costs/indirect costs.

## **2.5 MONITORING AND REPORTING**

Monitoring of the project's progress and performance will be carried out by FAO and the Implementing Partners (IPs) at all levels (i.e. state, locality, village and household). Field personnel backstopped by the Khartoum office will facilitate work relations between the state ministries and IPs, coordinate and monitor project implementation activities. They will regularly visit selected project sites for observation and feedbacks from beneficiaries and provide organizational and technical guidance and advice. The monitoring and evaluation framework will track indicators at outcome and output levels.

The partners' organizations will be required to report twice during the implementation period and attend reviews of the progress of the project. A final report will be submitted upon completion of the activities.

The main reporting obligations of the project, in line with Article 3: General Conditions for Pillar Assessed Grant and Delegations agreements are as follows:

- Inception Phase Report: detailing what has been put in place (in terms of institutional arrangements, staff recruitment, assignment/deployment, contracts); complete list of targeted locations and details of beneficiaries at community level; annual detailed work plans of the different components; problems/constraints encountered and adjustments needed (see section 1.2 Inception Phase);
- Annual Narrative and Financial Reports: prepared using FAO's standard format and with respect of European Union requirements. Draft Annual Reports will be prepared approximately one month prior to submission to the European Union in order to allow time for review and clearance by the LTO and other PTF members. The Financial Report will be prepared in line with Annex III Budget for the Action;
- the Final Narrative and Financial Report: prepared by the FAO CTA, LTO and National Project Manager with contributions from National Project Assistants and with support from counterpart Government staff. The cleared Final Report will be submitted to the donor within six months from completion of activities;
- Special Reports: FAO will ensure that special reports such as technical reports, publications, press releases and updates, relevant to the Programme are communicated to the European Union Delegation.

Additionally, the PSU shall provide draft monthly memos where relevant. The cost for preparing the Final Narrative Report will be incurred following the implementation period and will follow the cost reimbursement rules of direct management.

## 2.6 COMMUNICATION and VISIBILITY

FAO will ensure that the European Union's support of this project receives consistent recognition through targeted communications and visibility activities. These activities will be coordinated with the European Union Delegation to the Government of the Republic of the Sudan and other institutions involved in the implementation of the project, in accordance with the "Communication and Visibility Manual for European Union External Actions".<sup>2</sup>

Specific communications and visibility actions shall be based on communication and visibility measures outlined in the project's C&V Plan (see Annex VI). The project's visibility and communication activities have been selected to ensure full compliance with the general conditions/Financial and Administrative Framework Agreement (FAFA) provisions for visibility and the requirements outlined in the 'Communication and Visibility Manual for European Union External Actions'.

The project's C&V Plan will also be fully incorporated in the FAO Sudan's annual communication plans and activities. The C&V plan has been designed to achieve the following: to ensure that project activities are communicated and the European Unions' support for the project is visible to all stakeholders and the general public; to increase awareness of the partnership between the European Union and FAO in facilitating the implementation of the VGGT and promoting the adoption of land policy that recognizes community and individual rights and the importance of gender equality; and to increase awareness of the European Union and FAO's commitment to supporting the people of Darfur in achieving peaceful and sustainable development. All parties involved in the implementation of the project will contribute and share relevant information on project activities and milestones as needed. The C&V objectives will be achieved through the use of several communications tools adapted from the guidelines provided by the 'Communication and Visibility Manual for European Union External Actions'. These include a mix of events (including launch, milestone and closing events, field visits, workshops and panel discussions), media advocacy initiatives (including press conferences, media briefings and workshops, interviews and feature stories) and visibility materials (including project success stories, professional photographs and photo essays, brochures and banners, Web stories on FAO Sudan, FAO headquarters and relevant European Union donor Web sites). Please see Appendix VI for additional details.

## 2.7 PROVISION FOR EVALUATION

In compliance with FAO's policy on evaluation (Paragraph 2.12) for initiatives funded by resource partners with policies incompatible with FAO evaluation policy, the evaluation cost will be directly related to the project in order to be considered as an eligible cost. In this regard, the budget will be allocated for a mid-term review of the project that aims to assess the progress of implementing activities towards delivering the proposed outputs in line with the Inception Report. The exact time of the mid-term review will be determined in consultation with the European Union. FAO and the European Union will analyze the conclusions and recommendations of the mid-term review and jointly decide on follow-up actions to be taken and any adjustments necessary, including, if indicated, the reorientation of the project. The reports of the other evaluation and monitoring missions will be given to FAO, in order to take into account any recommendations that may result from such missions.

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<sup>2</sup> See: [https://ec.europa.eu/europeaid/sites/devco/files/communication\\_and\\_visibility\\_manual\\_en.pdf](https://ec.europa.eu/europeaid/sites/devco/files/communication_and_visibility_manual_en.pdf).

An independent final evaluation will be completed prior to the foreseen end date of the project to address progress and lessons learned from mid-term review. It will aim at identifying project outcomes, outcome sustainability and actual or potential impacts. This evaluation will also have the purpose of indicating future actions needed to assure continuity of the process developed through project activities.

### **SECTION 3 - SUSTAINABILITY OF RESULTS**

The project's services are expected to lead towards sustainable impacts on the target beneficiaries as follows:

- the project is based on an inclusive approach that aims to ensure the active involvement, expression and responsibility of all concerned social groups. Furthermore, one of the main purposes of the project is to foster community ownership of the promoted institutions, mechanisms and activities. At the same time, strong linkages and partnerships with other stakeholders and other actors at local and at state levels will be established throughout the project implementation phase. The project focuses on mobilizing and rebuilding endogenous knowledge and mechanisms together with confirmed new approaches as ground work for the re-establishment of local conflict prevention and resolution capacities, as well as for the continuous improvement and capacity of adaptation of local livelihoods to changing social, economic, ecological and political environments;
- the project includes training, awareness-raising and the formation of local interest groups for the management and protection of the natural resources, while using VGGT will improve and protect these resources from illegal misuse;
- the involvement of the DRA, VRRRC and state line ministries will help to sustain successful interventions. The capacity development component of participating institutional staff in the implementation of the project will contribute to quality assurance of the interventions and, hence, to their sustainability.

## LOGICAL FRAMEWORK

RESULTS CHAIN	INDICATORS				Assumptions
	Indicators	Baseline	Target	Means of verification (MoV)	
<b>Impact</b>  To contribute to rural poverty alleviation of different livelihood groups in Darfur region	% of the community members from the project area (treatment area) expressing that their livelihoods has improved	To be determined from the baseline survey	50% (to be revised after having the baseline survey results)	Follow-up Assessment Report Project Baseline survey report Project Evaluation Report	Project areas continue to be stable for project implementation
<b>Outcome</b>  Inclusive and transparent management of fragile land resources in line with the Voluntary Guidelines on the Responsible Governance of Tenure of Land, Fisheries and Forests (VGGT) guidelines on Land Tenure	% of the community members from the project area (treatment area) expressing that trust and confidence among different livelihood groups is restored  % of community members from the project area reporting that VGGT were mainstreamed in local land policies for reducing disputes over land use	To be determined from the baseline survey	60% (to be revised after having the baseline survey results)  70% (to be revised after having the baseline survey results)	Follow-up Assessment Report Project Baseline survey report Field visits and Observations	Community members are willing to participate actively  All stakeholders are committed to land tenure agreement
<b>Outputs 1</b>  Effective enabling environment for rural social stability established, through responsible governance of land tenure (through engagement with Community Committees, Native Administration, Darfur Land Commission [DLC], Darfur Regional Authority [DRA], Voluntary Return and Resettlement Commission [VRRRC], Local and State Authorities, State	No of the participants of VGGT training workshops  No of communities that became aware of and mainstreamed VGGT	0  To be determined from the baseline survey	At least 75 people (from Community and Native Administration, DLC, DRA, VRRRC, Local and State Authorities trained on VGGT for better mainstreaming)  75%	Follow-up Assessment Report Project Baseline survey report Field visits and Observations	Community members are willing to participate actively  All stakeholders are committed to land tenure agreement

and Locality Ministries for a participatory approach)					
<b>Output 2</b> VGGT resource competition and environmental protection principles and instruments are applied (through engagement with Community Committees, Native Administration, DLC, DRA, local and state authorities and state and locality Ministries)	% of the targeted communities developed community action plans on Natural Resources Management (NRM) compatible with DLC's land use map	To be determined from the baseline survey	70%	Follow-up Assessment Report Project Baseline survey report Field visits and Observations	Community members are willing to participate actively  All stakeholders are committed to land tenure agreement
<b>Output 3</b> Facilitation of the voluntary return of conflict conflict-displaced people of in the Darfur Region facilitated and enhancement of basic services. This will be achieved through engagement enhanced (through engagement with community committees, Native Administration, DLC, DRA, VRRRC, local authorities and state and locality ministries)	No. of return villages with clear land policies and boundaries for cropping, grazing and living	To be determined from the baseline survey	60%	Follow-up Assessment Report Project Baseline survey report Field visits and Observations	Community members are willing to participate actively  All stakeholders are committed to land tenure agreement
<b>Output 4</b> Operational Framework for Land Tenure developed based on VGGT principles	A Land tenure framework is endorsed by all stakeholders  No. and category of participants attended	0  95 participants from a wide range of land related stakeholders representing federal and state levels attended the first VGGT workshop conducted in Khartoum in 2014. There were 10 participants from Darfur	1  90% of the participants attended the second workshop (at least 33% were women)	Workshop report and media releases	Community members are willing to participate actively  All stakeholders are committed to land tenure agreement

## WORK PLAN

Outputs	Description of Outputs/Activities	Year 1				Year 2				Year 3				
		Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	
Inception Phase	Complete personnel recruitment and procurement and conclude necessary agreements with government and implementing partners													
	Conduct Baseline Survey													
	Prepare and submit Inception Report (Work Plan, logframe and indicators, monitoring system)													
<b>Output1:</b>  Effective enabling environment for rural social stability established, through responsible Governance of land tenure (Voluntary Guidelines on the Responsible Governance of Tenure of Land, Fisheries and Forests in the Context of National Food Security [VGGT]) (Engaging with Community Committees, Native Administration, Darfur Land Commission [DLC], Darfur Regional Authority [DRA], Local and State Authorities, State and Locality Ministries for a participatory approach)	1.1 Activity 1.1: Provide training to representatives from Community and Native Administration, DLC, DRA, Voluntary Return and Resettlement Commission (VRRRC), Local and State Authorities on VGGT to enhance their knowledge for better mainstreaming of VGGT													
	1.2 Revive/establish Community Based Peace Negotiation Platforms: Based on lessons learned FAO aims to revive platforms and strengthen institutional structures (formal and informal) that would address community based land disputes. Identify new communities with disputes and tensions on land use and tenure policies, if necessary and apply the same community structures													
	1.3 Facilitate negotiations to Resolve Communal Land Disputes: Revive/establish peace negotiation structures to systematically negotiate and resolve community based land related disputes through community to community dialogue													
	1.4 Enforce Community Agreements: Under the terms of agreement, with the support of FAO and Community Negotiation Platforms, DLC will use its mandates to enforce any agreement passed through consensus													
	1.5 Identify gaps to build the capacity of DLC, VRRRC and other land related stakeholders to perform better through provision of management and technical on-the-job trainings and mentorship in key aspects related to land resources management													



## BUDGET

## Budget Breakdown

GCP/SUD/074/EC Effective enabling environment for rural social stability established, through mainstreaming responsible Governance of land tenure (VGGT)											
Output 1:	Activity No	Description of Activity	Nature of Cost	Qty	Frequency	Cost Unit EUR	Total cost EUR	year 1	year 2	year 3	All years EUR
Output 1	1.1	Community Development Specialists (ToR to be developed during inception phase)	FAO NPP	1	24	1,844	44,256	14,752	14,752	14,752	44,256
Output 1	1.2	Strengthen community based peace platforms to increase cooperation (community based organizations/NGOs that formed the peace platform under the DCPSF project funded thorough UNDP) - north and East Darfur. An assessment will be conducted by the CBO/NGO with the support of FAO project coordinator and CTA to identify the existence of community peace platform in the other Darfur States	Contract	1	1	55,320	55,320	27,660	27,660	0	55,320

Output 1	1.3	Train leaders and community members in peace building and conflict resolutions (5 states)	Training	5	1	9,220	46,100	23,050	23,050	0	46,100
Output 1	1.4	Short-term expert peace building	FAO NPP	1	6	2,213	13,277	4,426	4,426	4,426	13,277
Output 1	1.5	Train representatives from Community and Native Administration, DLC, DRA, VRRRC, Local and State Authorities and relevant project staff on VGGT (5 states)	Training	5	1	7,007	35,036	35,036	0	0	35,036
Output 1	1.6	LoA with DLC to build formal institutional structures (registration of land use entitlements and arbitration of land disputes by providing evidence of ownership)	Contract	1	1	60,852	60,852	60,852	0	0	60,852
Output 1	1.7	Mobilize, sensitize and create awareness among local communities on sustainable management of resources to reduce conflicts, the activities will be carry out by national NGOs with the technical support of FAO staff	Contract	5	1	13,830	69,150	69,150	0	0	69,150
Output 1	1.8	Identify local conflict resolution and prevention mechanisms and	Contract	5	1	13,830	69,150	69,150	0	0	69,150

		institutions for subsequent revival									
Output 1	1.9	Travel and costs allowances (FAO community development specialist and non staff when applicable)	Travel	1	1	36,880	36,880	14,752	14,752	7,376	36,880
Output 1	1.1	Equipment DLC	NEE	1	1	27,660	27,660	27,660	0	0	27,660
<b>Output 1</b>		<b>Total Output 1</b>					<b>457,681</b>	<b>346,488</b>	<b>84,640</b>	<b>26,554</b>	<b>457,681</b>
<b>VGGT resource competition and environmental protection principles and instruments applied</b>											
<b>Output 2</b>	<b>2</b>	<b>Description of Activity</b>	<b>Group</b>	<b>Qty</b>	<b>Frequency</b>	<b>Cost Unit EUR</b>	<b>Total cost EUR</b>	<b>year 1</b>	<b>year 2</b>	<b>year 3</b>	<b>All years EUR</b>
Output 2	2.1	Participatory mapping of community resources and services (DLC)	Contract	4	1	18,440	73,760	36,880	36,880	0	73,760
Output 2	2.2	Short term expert to lead the participatory mapping and support community plans development	FAO International Consultant/NPP	1	5	18,000	90,000	90,000	0	0	90,000
Output 2	2.3	Baseline survey	Int consultant	1	1	32,270	32,270	32,270	0	0	32,270
Output 2	2.4	Development of Community actions Plan through participatory approach and land use plans	Training	1	1	90,000	90,000	30,000	30,000	30,000	90,000
Output 2	2.5	Prioritization Community based activities	Training	1	1	73,760	73,760	24,587	24,587	24,587	73,760

Output 2	2.6	Travel cost & allowances (FAO short term expert and non staff when applicable)	Travel	1	1	55,320	55,320	27,660	13,830	13,830	55,320
<b>Output 2</b>		<b>Total Output 2</b>					<b>415,110</b>	<b>241,397</b>	<b>105,297</b>	<b>68,417</b>	<b>415,110</b>
<b>Voluntary return of conflict displaced people of Darfur region facilitated and basic services enhanced</b>											
<b>Output 3</b>	<b>3</b>	<b>Description of Activity</b>	<b>Group</b>	<b>Qty</b>	<b>Frequency</b>	<b>Cost Unit EUR</b>	<b>Total cost EUR</b>	<b>year 1</b>	<b>year 2</b>	<b>year 3</b>	<b>All years EUR</b>
Output 3	3.1	Facilitate community to community dialogue and negotiations	Contract	2	1	46,100	92,200	46,100	46,100	0	92,200
Output 3	3.2	Rehabilitation of basic services	Contract	1	1	64,540	64,540	0	32,270	32,270	64,540
Output 3	3.3	Procurement of items	Expendable/non expendable	1	1	61,313	61,313	0	61,313	0	61,313
Output 3	3.4	Facilitate community integration	Contract	1	1	92,200	92,200	0	0	92,200	92,200
Output 3	3.5	Short-term expert peace building	FAO NPP	1	6	2,213	13,277	4,426	4,426	4,426	13,277
Output 3	3.6	Travel cost & allowances (FAO peace building expert and non staff when applicable)	Travel	1	1	33,192	33,192	11,064	11,064	11,064	33,192
<b>Output 3</b>		<b>Total Output 3</b>				<b>299,558</b>	<b>356,722</b>	<b>61,590</b>	<b>155,173</b>	<b>139,960</b>	<b>356,722</b>
<b>Operational Framework for Land Tenure developed based on the principle of the VGGT</b>											
<b>Output 4</b>	<b>4</b>	<b>Description of Activity</b>	<b>Group</b>	<b>Qty</b>	<b>Frequency</b>	<b>Cost Unit EUR</b>	<b>Total cost EUR</b>	<b>year 1</b>	<b>year 2</b>	<b>year 3</b>	<b>All years EUR</b>

Output 4	4.1	Conduct in-depth assessment of the existing land tenure policy and administration in Darfur	FAO International Consultant and NPP	2	4	11,525	92,200	92,200	0	0	92,200
Output 4	4.2	Organize consultative workshop to present findings of the assessment (done by the CTA and national project coordinator in consultation with the international and national consultant)	Training	1	1	73,760	73,760	73,760	0	0	73,760
Output 5	4.3	Conduct 3 VGGT workshop in the Darfur States (25 participants each) - (done by the CTA and national project coordinator in consultation with the international and national consultant)	Training	1	3	8,298	24,894	0	0	24,894	24,894
Output 4	4.4	Formulate a policy to promote rehabilitation and development of Darfur range and pasture resources	FAO International Consultant and NPP	2	3	11,525	69,150	23,050	23,050	23,050	69,150
Output 4	4.5	LoA with DLC and DRA to strengthen mechanisms for which community concern can be raised	Contract	1	1	73,760	73,760	0	36,880	36,880	73,760
Output 4	4.6	Short term expert - Review and Monitor policy	consultant/contract	1	1	46,100	46,100	0	23,050	23,050	46,100
Output 4	4.7	Travel cost & allowances (FAO international expert	Travel	1	1	55,320	55,320	18,440	18,440	18,440	55,320

		hired under this output, including the land tenure expert)									
<b>Output 4</b>		<b>Total Output 4</b>					<b>435,184</b>	<b>207,450</b>	<b>101,420</b>	<b>126,314</b>	<b>435,184</b>
<b>PSU Cost</b>	<b>5</b>	<b>Project Support Unit</b>	<b>Group</b>	<b>Qty</b>	<b>Frequency</b>	<b>Cost Unit EUR</b>	<b>Total cost EUR</b>	<b>year 1</b>	<b>year 2</b>	<b>year 3</b>	<b>All years EUR</b>
PSU Cost	5.1	Chief Technical Advisor (P3/4)/Land tenure Expert	International Staff	1	32	12,908	413,056	137,685	137,685	137,685	413,056
PSU Cost	5.2	National Programme Coordinator	NPP	1	32	2,766	88,512	29,504	29,504	29,504	88,512
PSU Cost	5.3	Assistant finance and Admin	NPP	1	32	2,357	75,415	25,138	25,138	25,138	75,415
PSU Cost	5.4	Driver	NPP	3	32	774	74,262	24,754	24,754	24,754	74,262
PSU Cost	5.5	Support staff (Procurement Officer, Operations Assistant, Logistic Assistant, HR, IT, VISA)	NPP	4	6	1,291	30,979	10,326	10,326	10,326	30,979
PSU Cost	5.6	Operations Officer	International Staff	1	6	12,908	77,448	25,816	25,816	25,816	77,448
PSU Cost	5.7	Office Furniture	Expendable	1	1	9,220	9,220	9,220	0	0	9,220
PSU Cost	5.8	Computer, printer and accessories	NEE	1	1	9,220	9,220	9,220	0	0	9,220
PSU Cost	5.9	Vehicles	NEE	1	1	18,440	18,440	18,440	0	0	18,440
PSU Cost	5.1	Evaluation (mid-term review and final evaluation)	TSS/Consultant	1	2	36,880	73,760	0	36,880	36,880	73,760

PSU Cost	5.11	Travel Cost and Allowances staff (CTA, OO, National Program Coordinator - PSU)	Travel	1	3	18,440	55,320	18,440	18,440	18,440	55,320
PSU Cost	5.12	Staff Training	Training	1	1	6,815	6,815	6,815	0	0	6,815
PSU Cost	5.13	Communication / Visibility	GOE	1	3	10,687	32,060	12,824	9,618	9,618	32,060
PSU Cost	5.14	Cost of Common Facility (Procurement, Finance, Internet & other common Facilities)	GOE	1	34	1,291	43,887	14,629	14,629	14,629	43,887
PSU Cost	5.15	Vehicle Operating Expenses	GOE	3	34	231	23,511	7,837	7,837	7,837	23,511
PSU Cost	5.16	Reporting	TSS	1	1	9,404	9,404	0	0	9,404	9,404
PSU Cost	5.17	Technical Support Services (RNE/HQ Task Force)	TSS	5	12	1,014	60,852	20,284	20,284	20,284	60,852
PSU Cost	5.18	Task Force Travel (FAO staff from HQ and RNE)	Travel	1	1	36,880	36,880	12,293	12,293	12,293	36,880
<b>PSU costs</b>		<b>Total PCU costs</b>					<b>1,139,041</b>	<b>383,226</b>	<b>373,205</b>	<b>382,610</b>	<b>1,139,041</b>
		<b>Sub-Total budget</b>					<b>2,803,738</b>	<b>1,240,150</b>	<b>819,734</b>	<b>743,854</b>	<b>2,803,738</b>
Overhead costs	7.12	Project Support Cost HQ 7%	FAO				<b>196,262</b>	<b>86,810</b>	<b>57,381</b>	<b>52,070</b>	<b>196,262</b>
		<b>Grand Total</b>					<b>3,000,000</b>	<b>1,326,960</b>	<b>877,116</b>	<b>795,924</b>	<b>3,000,000</b>

## RISK ASSESSMENT AND MANAGEMENT MATRIX

Risk Description [narrative description]	Category	Impact [effect on project/ programme/ organization if risk were to occur, H,M,L]	Likelihood [estimate of likelihood H,M,L]	Mitigating action(s)[what actions will be taken/have been taken to counter this risk]	Owner [person/unit appointed to monitor this risk]	Status [No change, reduced, etc.]
Insecurity as a result of the current political tension and ongoing tribal fighting		Restricted movement in some parts of project area  Delay project implementation	Medium to High	<ul style="list-style-type: none"> <li>• Close monitoring of the situation and observance of security measures and advice accordingly</li> <li>• Network, integrate and liaise with key stakeholders who do not have major problems with access to the affected areas and population</li> </ul>	National project Manager and field offices	To be monitored and updated regularly during implementation
Inadequate coordination		Slow project implementation	Low	<ul style="list-style-type: none"> <li>• Undertake institutional mapping (who is doing what, where and establish strong coordination mechanisms at all levels by engaging government bodies and relevant non-state actors</li> </ul>	National Project Manager and field offices	To be monitored and updated regularly during implementation

Project results may not be sustained after the phasing out of donor funded projects		Collapse of project achievements due to Lack of sustainability	Low-to-Medium	<ul style="list-style-type: none"> <li>• Involve Communities, traditional leadership and local administration in all project cycle</li> <li>• Develop an exit strategy</li> <li>• Advocate for government ownership and budget allocations to maintain and sustain project activities</li> </ul>	National Project Manager and filed offices	To be monitored and updated regularly during implementation
Communities, authorities and other stake-holders may have radically different understanding of main project objectives		It might delay implementation of the project	Low	FAO will work closely with all stakeholders, from the initial stage of the project to ensure the clear understanding and the buy- in of the project objectives as well as ensure ownership by the Government	National Project Manager and filed offices	To be monitored and updated regularly during implementation
DRA' mandate may not be extended after 2017		It may delay implementation of activities	Low	FAO throughout project implementation will strengthen the relationship with the state line ministries in order to eventually take over the Darfur Regional Authority (DRA)	National Project Manager and filed offices	To be monitored and updated regularly during implementation

## TERMS OF REFERENCE

Job Title: Chief Technical Adviser

Division/Department: FAO Sudan

Location: Darfur, the Sudan      Duration: 32 Months

### **Duties and Responsibilities:**

In the implementation of the European Union-funded project **Promote the provision for legitimate land tenure rights using the Voluntary Guidelines on the Responsible Governance of Tenure of Land, Fisheries and Forests in the Context of National Food Security (VGGT) to conflict displaced communities including small-scale rural farmers, pastoralist, and Internally Displaced Persons (IDPs) in Darfur region (GCP/SUD/074/EC)** and under the overall supervision of the FAO Representative for the Sudan, the direct technical supervision of the project Lead Technical Officer (LTO) the incumbent will establish the operational structure to implement the project in the Sudan and manage, administer and oversee its implementation in line with FAO's rules and procedures and provide technical assistance. In particular, the incumbent will:

- oversee the establishment of the Programme Support Unit (PSU) and the Technical Support Units (TSU) in full collaboration with the relevant Government and State authorities;
- prepare, coordinate and manage detailed work plans/budget for the Programme, monitor and ensure the quality and timeliness of technical assistance and reporting on implementation of work plans;
- ensure appropriate supervision of the national and international teams working in the PSU, including administration, communication and field operations;
- provide technical guidance to the project and immediate collaborating partners;
- oversee the coordination of the day-to-day technical activities of the PSU, providing technical guidance to the national staff with regard to training on and conducting data collection, analysis and report writing;
- develop the strategic direction of the programme, including conceptual frameworks, methods and communication strategies in line with the Communication and Visibility (C&V) plan;
- establish and maintain effective links with the Government of the Republic of the Sudan officials and national/international partners involved in the formulation and implementation; coordinate the interventions for creating an effective enabling environment for rural social stability;
- supervise the delivery of advice, assistance and on-the-job training in conflict resolution and peace stability providing direct advice as appropriate;
- plan and schedule international, national and FAO technical support services as per agreed work plans, develop ToRs where required and ensure necessary clearances;
- review progress made towards the work plan proposed as well as the stated objectives and results on a quarterly basis;
- assure the preparation of required reports as per the rules and regulations of FAO and collate the reports of the individual subprojects for transmission to FAO;
- be responsible for submitting through the FAO Office reports under standard FAO format;
- draft reports to the donor;
- perform other related duties as required.

**Minimum Requirements:**

- advanced university degree in Agricultural Economics, Economics or related field in analysis of Food Security policies and programmes and related impact;
- five to seven years of relevant experience in land tenure issues and peace building and Programme management including preparation of multi-annual work plans, budgets, progress monitoring and evaluation;
- working knowledge of English.

Job Title: National Programme Coordinator  
Division/Department: FAO Sudan  
Location: Darfur, the Sudan Duration: 32 Months

**Duties and Responsibilities:**

In the implementation of the European Union-funded project Promote **the provision for legitimate land tenure rights using VGGT to conflict displaced communities including small-scale rural farmers, pastoralist, and IDPs in Darfur region (GCP/SUD/074/EC)** and under the overall supervision of the FAO Representative for the Sudan, the direct technical supervision of the project LTO and in close collaboration with the project CTA and other project staff and national project partners, the incumbent will:

- support the CTA in the overall management of the project and the management of national human resources including organization and execution of daily works and activities;
- support the daily implementation of the project and the introduction of amendments to the operational procedures of the project;
- participate in project baseline and impact assessment surveys and evaluation;
- ensure effective liaison with local and national authorities, key partners and stakeholders on a regular basis;
- support the development of relevant documentation;
- support the preparation of technical and training materials needed for implementation of the project;
- support the preparation of project reports and briefs and review;
- assisting in assembling and submitting proposals to donors;
- support negotiating agreements and plans of operation with project-sponsoring bodies and recipient governments;
- preparing, monitoring and revising work plans, guidelines and budgets;
- each month file a Report of her/his activities under the project and outputs of the same. S/he will submit the Report to the budget holder via an e-mail for review and certification;
- perform other related duties as required.

**Minimum requirement:**

- university degree in livestock, agronomy, veterinary or equivalent education and experience in monitoring of field work;
- five (5) years of relevant experience at the national or international level;
- hands-on experience in design, monitoring and evaluation of short-medium term projects;
- five (5) years of professional experience in livestock, agronomy or veterinary medicine;
- experience in the relief and development activities in rural areas;
- knowledge of work procedures and United Nations Minimum Operating Security Standards (UN MOSS) requirements;
- possession of driving license;
- good knowledge of the major roads of the country and neighbouring regions;
- availability to work overtime when required.