

GUIDANCE NOTE

on PBF Cross-border and Regional Programmes

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TABLE OF CONTENT

INTRODUCTION:	1
PLACE OF CROSS-BORDER PROJECTS IN THE CURRENT STRATEGIC PLAN (2017-2019) AND OUTLOOK FOR THE UPCOMING INVESTMENT PLAN (2020-24)	1
TYOLOGY OF CROSS-BORDER PROJECTS THE PBF FINANCES	2
FINDINGS AND LESSONS LEARNED:	3
Key findings:	3
Lessons learned:	3
RECOMMENDATIONS ON HOW TO DEVELOP AND IMPLEMENT CROSS-BORDER PROJECTS:	4
Main parameters for the development of cross-border projects:	4
Process: proposed PBF methodology for the development of cross-border projects	6
Proposed steps to develop a cross-border project (3/6 months process) :	8
ANNEXES	9
Management and coordination mechanisms:	10
Monitoring, reporting and evaluation for cross-border Programming	12
Monitoring	12
Reporting	13
Evaluation	13
Detailed list of cross-border and regional projects financed by PBF:	14
Concrete examples and results of cross-border projects:	16

INTRODUCTION

Place of cross-border Projects in the current Strategic Plan (2017-2019) and outlook for the upcoming PBF Strategy (2020-24)

To respond to the evolving nature of conflicts in the last decades, the PBF is increasingly investing in cross-border projects. Most of conflict drivers nowadays have either a regional origin or a transboundary/regional impact on neighboring countries. Data shows that border areas are often left behind in fragile states with limited or no State presence, lower access of border population to basic services and justice, often leading to higher poverty and unemployment rates, higher gender inequalities and a sentiment of 'abandonment' of the border population.

In conflict settings, border areas are also affected by forced movements of people (IDPs, Refugees, Asylum Seekers but also armed groups in search of safe havens and criminal gangs) which brings an additional pressure on the local population that is already struggling with development issues.

Against this situation, ODA and FDI investments to border area are in average lower than at national level for a number of reasons, including higher costs of doing business and difficult access to these areas; lack of adequate decentralization processes in many countries; lack or limited knowledge of partners to design and implement projects in these areas. Furthermore, the UN and most Partners are usually mandated and set up to develop and implement programmes rather at national level, with limited capacities and coordination mechanisms to work on cross-border /regional areas. As a result, transaction costs to develop and implement cross-border projects are still perceived as very high with less incentives for the international community to pursue this type of interventions.

By supporting cross-border analysis and joint programmes, the PBF is thus filling a critical gap, that is not only financial, but also, and more importantly, strategic, to help re-focus regional priorities and test out a New Way of Working beyond national levels in the spirit of the Sustaining Peace Agenda and "Leaving no one behind" for the achievement of the SDGs. In this respect, the PBF's aims at enhancing the focus of the UN and the International Community on border regions and foster a transborder response to regional and local drivers of conflict.

The Secretary-general reforms focus on improving UN engagement on the ground by breaking down silos and driving more integrated approaches through closer links between the peace and security and development pillars. The reforms of the peace and security pillar are ensuring better coordination on UN political strategies, including the operationalization of regional prevention approaches. In this regard, the growing portfolio of cross-border projects support the UN's regional prevention strategies, enabling joint approaches of a range of partners from the UN system, regional and civil society organizations. As part of PBF's new Strategy for 2020-2024, the Fund expects one of the most significant growth areas for investment under its cross-border and regional programmes window. The Fund has indeed a comparative advantage in a context where transnational and regionalized conflicts have spread, and international aid systems have not sufficiently adjusted to enable adequate responses.

Since 2015 the PBF has financed 16 cross-border projects at global level (in Africa, Central Asia and Central America) amounting to over \$ 40 Million, which represents just under 10% of the PBF entire portfolio. As cross-border/regional programmes are still a nascent area of work, this guidance note aims at taking stock of the main findings and lessons learned gathered so far and share several recommendations on how to improve the quality and the impact of these projects.

TYOLOGY OF CROSS-BORDER PROJECTS THE PBF FINANCES

So far the PBF has financed three typologies of cross/border and regional projects – see *annex for the detailed list*:

TYPE I	TYPE II	TYPE III
<p>Cross-border projects that are focused on the border area and address similar dynamics on both/all sides. Example: Communities in the border area are engaged in cross-border interactions but mistrust between these communities and the border personnel creates tensions that lead to violent outbreaks. (Ch-C; BF-M-N, K-T)</p>	<p>Cross-border projects that are also focused on the border area but address asymmetrical conflict dynamics that can be described as spill-over effects from one country to its neighbor(s). Example: Civil unrest and human rights violations in one country have caused refugee flows into neighboring countries. Security at the border remains fragile and refugees and host communities experience tensions while conditions of return remain unclear.</p>	<p>Regional projects that address shared conflict dynamics involving neighboring countries. Example: Neighboring countries share a legacy of human rights violations and armed violence that create interconnected conflict dynamics relating to mistrust, lack of social cohesion and fragility to recurring violence. (Balkans, and G-H-ES). Another example could be proxy armed groups supported by neighboring countries or foreign armed groups that fight their Government based within a foreign country (e. g. DRC / Great Lakes).</p>

These projects are usually joint UN projects and involve 2 or 3 countries. At least 1 of the 2 countries needs to be eligible for PBF funding; 1 of the 2 or 3 countries needs to be in the lead and 1 Agency should also take the lead in the development and implementation of the project on all sides of the border. For this reason, we don't recommend more than 2 or 3 agencies as implementing partners to ensure effective coordination of the project. Regardless of the country and agency lead, the specific feature of these projects is that they must be implemented jointly by all implementing partners ensuring a harmonized approach per country. Cross-border projects are usually IRF projects, unless all countries involved are eligible to the PBF (PRF countries). However, because of the complex nature and lengthier start-up processes of these multi-countries' projects, PBF accepts a duration to up to 24 months also for IRF cross-border projects. On that basis, the budget for each IRF cross-border can also go beyond the USD 3,000,000 ceiling but needs to remain within the catalytic nature of the Fund. Along these lines, it is also important to recall here that PBF has financed cross-border projects when there was a clear peacebuilding gap and that the thematic focus was well-aligned with PBF's thematic niche and focus.

Countries that so wish can also have access to surge support from the PBF roster of peacebuilding experts in the inception phase of the development of cross-border projects.

FINDINGS AND LESSONS LEARNED

The following are key findings and lessons learned emerging from the implementation of cross-border projects based on feedback received from PBF secretariats and colleagues engaged in the implementation of PBF funded cross-border projects.

Key findings:

- ✓ **The General Focus of PBF cross-border projects** is usually community security, cross-border dialogue involving communities and local officials, social cohesion, return and reintegration of migrants, refugees, IDPs, transhumance, inclusive conflict prevention mechanisms, disaster preparedness.
- ✓ There is usually a stronger demand for support in the area of reintegration of returnees' migrants/refugees/IDPs or durable solution rather than to protect migrants, refugees and other displaced people.
- ✓ In 2019 there has been an increasing demand for projects addressing the impact of climate change and natural resource management with a link to transhumance.
- ✓ Local conflict analyses show that it is critical to address regional and cross-border drivers of instability, which remain underfunded, however the process to develop these interventions remains cumbersome and with high transaction costs due to limited incentives for partners to embark on these types of projects and generally weak UN operational presence and capacity in border areas. As a consequence, these projects often experience a slow start and low implementation rate as well as delivery issues.

Lessons learned

- 💡 In the design phase it is very important to ensure a **rigorous, locally owned conflict analysis** based on human rights approach, community dynamics, practices and including a solid political economy analysis of stakeholders. In this respect, the fund encourages partnerships with academia and research institutes.
- 💡 Despite the intended nature of these projects, most of PBF funded cross-border projects lack a truly harmonized approach per country, thus weakening the overall impact of these projects.
- 💡 Most cross-border projects have a **duration** of 18 months, which seems often too short for such complex projects. The analysis of 7 ongoing PBF cross-border projects found that **5 projects required extensions beyond their initial 18-month period**, with 2 projects requesting more than one extension. **The average project duration** of the 7 cross-border projects is **24 months**, 6 months more than the expected 18 months duration initially set. For this reason, PBF now accepts cross-border projects having a duration of up to 24 months. As per the general PBF guidelines, these projects cannot however be extended more than once for a period of additional 6 months.
- 💡 Many cross-border projects are usually **high-risk projects**, implemented in rapidly changing situations, which require an adaptive peacebuilding approach which should be in-built in the project document and specific implementation modalities, like third party implementation, etc., ensuring timely access to projects areas where security might be an issue.

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- 💡 Use of UNVs (national and International): the widespread recruitment of UNVs, especially National UNVs has proved to be a very good instrument to ensure local ownership, community mobilization, whilst at the same time reaching out to remote areas often of difficult access from “within” and empower youth (young girls and boys) in decision-making.
 - 💡 Sustainability and national appropriation are critical factors for the success of cross-border projects both at community and at local institutional level (as well as at national level).

RECOMMENDATIONS ON HOW TO DEVELOP AND IMPLEMENT CROSS-BORDER PROJECTS

Based on the above-mentioned findings and lessons learned, the below guidelines are intended to help country offices improve the quality and impact of cross-border projects, from both substance and process point of view.

Main parameters for the development of cross-border projects:

- 🌀 **Accent on participatory approach:** Cross-border project implemented in border regions should have a strong bottom-up approach, participatory nature and involve local populations, and local authorities to strengthen state capacity to deliver services to the populations including access to justice
- 🌀 **Locally owned Conflict analysis:** should encompass targeted border areas of targeted countries. It is very important not only to have a locally owned analysis but also to foresee a mechanism by which the analysis is updated on an ongoing basis during the project implementation to see if adjustments need to be made. The conflict analysis should include the following aspects
 - 🌀 Cover the same aspects in every country based on a similar methodology (at least Type I and III)
 - 🌀 Highlight the main conflict drivers and identify key actors, profiles, affiliations and networks, social basis and territories of influence, military and other inner strategies, focusing both on dividing lines as well as potential connectors;
 - 🌀 Particular attention should be paid to causes that have their origin in one country and consequences in another (spill over impact) - (including linked to geopolitical context, local conflictual or discriminatory laws or practices, climate change, agroecological dimensions (farmland/Husbandry/fierce competition for scarce resources such as land and water), land tenure issues, ethnical, political, socio economical dimensions that have their origin in one country and consequences in another (spill over impact)
 - 🌀 Local government should be associated to the analysis. Local border government may include governors, mayors, municipalities, local councils, police, security forces, and decentralized branches of line ministries. The influence, understanding and role of local government authorities should not be underestimated. They are usually responsible for all local public services, land and settlement issues, and security and law and order and have very often granular, detailed insights in term of conflict dynamics and cross borders drivers.

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- 🌀 Community leaders either or not part of the conflicts should also be associated to the understanding of the context that will help to analyze the conflict
 - 🌀 Map existing stakeholders and interventions
 - 🌀 Desk review and mapping of expertise on the conflict (including through deep semi structured interventions of regional Security think tanks experts, Foundations local experts such as ICG analysts, specialized journalists), including capacities for peace
 - 🌀 Include a thorough assessment of implementation capacities in peripheral border areas (UN, state authorities, civil society, local peacebuilding organisations etc.)
 - 🌀 Anticipate risks, including but not limited to security risks (reputational, operational, political)
 - 🌀 Pay special attention to gender and youth considerations as well as the role of marginalized groups

 - 🌀 **Establish closer linkages to the Global Compacts for Migration and on Refugees** to advance protection of vulnerable groups, especially the situation of population movements of a mixed nature, in the spirit of leaving no-one behind.
 - 🌀 **Explore further linkages with mitigating of and adapting to the effects of climate change**
 - 🌀 **Put women and youth at the core of decision-making processes and empowerment (address inequalities)**
 - 🌀 **Emphasis on joint design, implementation and coordination:** the joint design, management and coordination arrangements of these projects are extremely important in order to ensure not only efficiency and effectiveness of the projects, but also a harmonized, coordinated and integrated approach on all sides of the border to maximize the impact of these projects and minimize transaction costs to design and implement the projects
 - 🌀 **National and regional ownership:** National ownership is important for every peacebuilding project but, given the sensitivity around national borders or regional threats to sustaining peace, it is paramount to any cross-border or regional initiative. National ownership should be maintained in all participating countries and maintained throughout the whole process from analysis over design and implementation to the closure and evaluation of the project. National ownership needs to be created at various levels:
 - 🌀 National authorities (through coordination and support to dialogue between the two countries, reactivation of mixed commissions but also through joint project board...).
 - 🌀 Local authorities (in the border areas) (indispensable for Type I & II projects)
 - 🌀 Non-state actors: civil society, religious organisations, etc.
 - 🌀 Regional ownership for example if the project looks at implementing policy recommendations adopted at the regional level (for example ECOWAS protocol on transhumance, G5 Sahel...) This recommendation also was identified as a key recommendation for PBF's project to more strategically align with regional bodies to ensure the sustainability of the engagement.
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To consolidate national ownership, ensure to involve national stakeholders through information sharing, decision making during the design process, official launch (and closing) ceremonies, inclusion in project governance mechanisms, as implementing partners etc. The Prodoc should clearly spell out how national ownership is ensured.

- 🌐 **Sustainability and exit strategy:** It is important to build partnerships and foster ownership of local authorities in particular with a strong advocacy towards Governments to increase investments in border areas. In addition, it is very important that cross-border projects include right from the get-go a partnership strategy with key partners to ensure coordination and complementarity with other donors and IFIS to develop scaling-up and catalytic effects and resource mobilization opportunities in line with PBF's catalytic nature. (For example, the PBF funded pilot Chad-Cameroun cross-border project has now been replicated and scaled-up by UNDP as part of its Lake Chad Stabilization facility).
- 🌐 **Risk Matrix:** Many cross-border projects are **high-risk projects**, implemented in rapidly changing environments requiring an adaptive peacebuilding approach which should be in-built in the project document and specific implementation modalities, like third party implementation, etc.. ensuring timely access to projects areas where security might be an issue. Contingency planning should also be annexed to project documents especially for those targeting highly insecure areas. A BCP - business continuity plan (in order to "stay and deliver") could also be integrated, according to the different security phases derived from contingency plans scenarios envisaged.

Process: proposed PBF methodology for the development of cross-border projects

Because of the regional / cross-border nature of these type of projects, PBSO may play a more prominent role in initiating discussions amongst the RCs and country teams on cross-border project ideas to jump start the discussions amongst the different countries.

Once the discussions are initiated, the RCs are in the driver's seat and play a crucial role in conceiving, developing and boosting the implementation of cross-border projects as well as assuring their visibility. These projects should be treated/considered as flagship projects for the UN to catalyze additional funding and scale up international attention to often neglected areas of ongoing or potential conflicts.

The RCs will decide in consultation with PBSO which country should have the lead and which UN (RUNOs) or non-UN partner (NUNO) is best suited to develop and implement the project based on operational, thematic and technical capacities. Because of the complex nature of cross-border projects, as a general rule, the RCs should limit the number of recipient agencies to 2 or 3 maximum, to ensure the effective coordination of activities. The selection of RUNOs and NUNOs **should be based on the following criteria:**

- 1) the implementing entity should have either a presence in the targeted regions or the capacity to rapidly establish a presence in these areas (use UNDSS Map to assess presence)
- 2) the Implementing entity should have sound procurement capacity and a high delivery rate and the capacity to fast-track the implementation activities in the framework of the cross-border project;
- 3) the Implementing entity should have the thematic expertise, not only the mandate, in the specific priority area of the cross-border projects on all sides of the borders.

Once the Implementing entity/ies is decided the RC will decide which Implementing entity will have the lead, based on which of the entities has the strongest capacity (both thematic and procurement) to develop and coordinate the implementation of the project across the targeted borders.

If the RCO has a Peace and Development Advisor (PDA), it is highly recommended that the PDAs from all the countries be involved from the inception phase of the project to ensure coherence and quality control at all stages of the project starting from the conflict analysis, which is a crucial stage that will determine the focus of the project. PBF Secretariat, if established in the countries should also play an important role throughout the design, implementation and M&E of these projects.

Role of Regional Offices: RUNOs and NUNOs regional offices, as well as DCO Regional Directors and DPPA regional offices can be involved in the preparation of cross-border projects, especially if there is a need for enhanced cooperation of partners. However, since it is the country offices and national Government counterparts that eventually sign the prodoc, there needs to be a full ownership of national counterparts of the cross-border projects.

While the PBF cannot allocate funding to regional offices, cross-border and regional projects can foresee funding to cover technical support missions from regional offices, if need be.

Because of the remoteness of the border regions, which are often less developed than other regions in fragile settings, and receive less international attention and support, it is very important to develop a thorough local conflict analysis, as much as possible locally owned, to ensure that proposed interventions address the very grievances of the population and current conflict drivers. As a good practice this conflict analysis should be the fruit of a joint mission (combined with joint analysis of data, results from monitoring exercises) led by the recipient entities of the project in the targeted border regions.

Regarding the financing for the development of PBF Cross-border projects, if the targeted countries have a PBF Secretariat the costs of development of preparatory assistance can be charged to the different Secretariats. In the absence of the Secretariat there are a number of options: 1) the RUNOs advance funds on a cost-recovery basis, once the project is approved; 2) Country teams can request to the PBF to deploy Surge support payed by the PBF (this request should be made well in advance); 3) country teams can use funds for conflict prevention/peacebuilding from the UNDP/DPPA Joint Programme, if there is already a PDA in place.

Proposed steps to develop a cross-border project (3/6 months process):

- 1** Based on peacebuilding gaps and mapping of hot spots, PBSO and RCs identify border regions to target and potential RUNOs, based on the above-mentioned criteria. Identification of RC in the lead and possible identification of Lead Agency.
- 2** Inception Phase: joint mission of PDAs, focal points of RUNOs with possible support from consultants and in close consultation with local authorities to the border areas to produce a mission report including: local context/conflict analysis, priority areas for intervention and programmatic entry points, partners, etc...Critical to engage national authorities as well from the onset as the prodoc will have to be signed by a Minister for each country.
- 3** Joint workshop (in either capitals or border regions if possible) with national and local authorities, CSOs, partners present in the areas, thematic and geographic experts etc.. to further refine the conflict analysis, the priority areas, the implementation strategy, partnerships, etc.
- 4** Validation from the RCs from the relevant countries and development of a draft Concept Note based on the mission report, to be informally shared with PBSO by the RC in the lead country
- 5** PBSO endorses and provides initial comments to be integrated to the Prodoc
- 6** RUNOs and NUNOs from different countries should, if possible, organise a retreat, including other implementing partners, in one of the countries (ideally border region) and develop together the project document, integrating initial PBSO comments
- 7** Informal sharing by the RC of the revised Prodoc to PBSO for a final green light
- 8** Upon green-light, Official submission of the Project Document by the RCs to PBSO
- 9** PBSO shares with PRG and holds a PAC meeting
- 10** If the project is approved, PBF gives green light to the RCs to collect the signatures from all involved countries, which can take longer than the average time to obtain a signature from only 1 country, so the Country Teams have to put a strategy in place to ensure timely signatures. PBF secretariats when in place can also support facilitate such process.
- 11** It is recommended to organize an inception workshop in one of the border areas of the project, involving partners on the other sides of the border to sign and launch the project.
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The page features a decorative background with several large, semi-transparent arrows and squares. On the left, a large light blue arrow points upwards. In the center, a large light blue arrow points downwards. On the right, a large light orange arrow points upwards, and another large light orange arrow points downwards. There are also several smaller squares in light blue and light orange scattered around the arrows.

ANNEXES

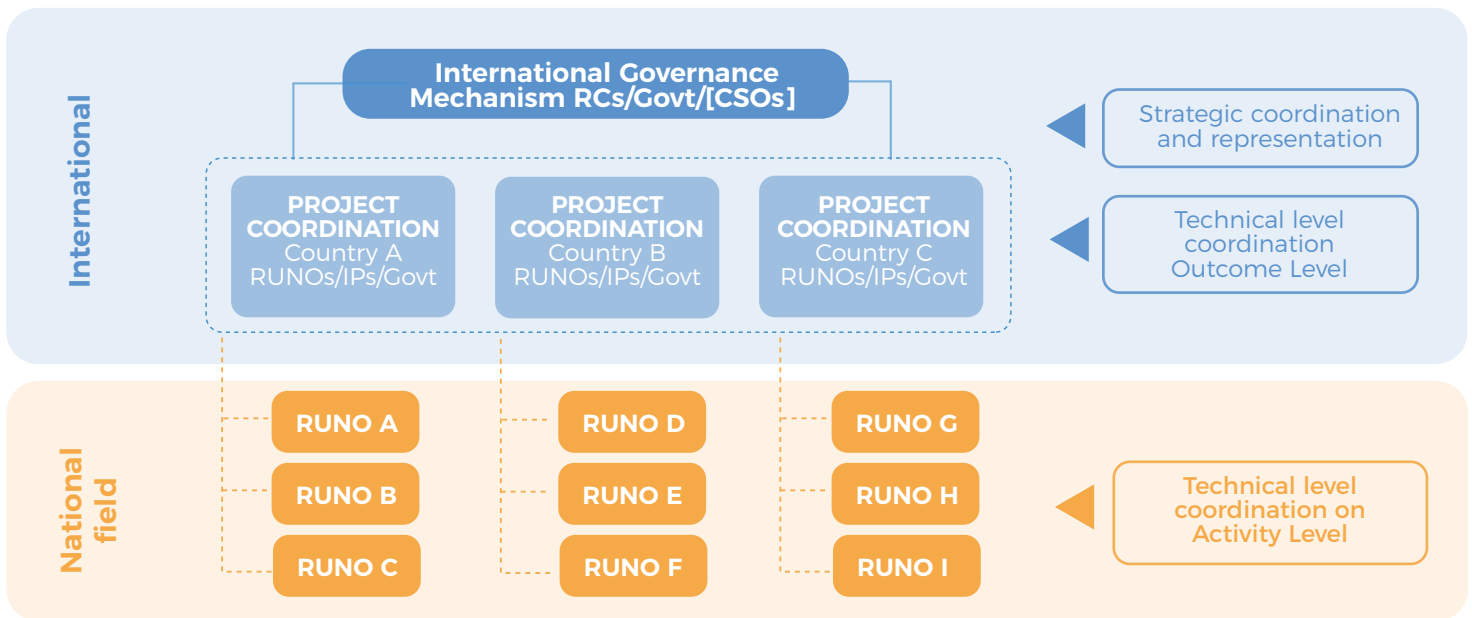
MANAGEMENT AND COORDINATION MECHANISMS

Because of the complexity of these projects, the design of the startup phase, including the rapid set-up of the coordination mechanisms is very important. It is key to establish a project implementation unit with at a minimum a Programme Coordinator and an M&E expert.

Effective coordination is key to success in the design and implementation of cross-border and regional projects. Reoccurring challenges already present with multi-agency programming in a given country become highlighted in this context as the number of recipient organizations and implementing partners multiply with each additional country and there are usually no established communication channels between UN country infrastructures. Language barriers and cultural differences can be an additional challenge.

The aim should be to put in place a governance and project management structure that is sophisticated enough to grasp the complexity yet is as simple as possible and actionable. Meaningful coordination will be necessary already in the project design stage and should be addressed early on. The diagram below outlines a simple structure which could be taken as a starting point for discussions and adapted to the context at hand.

Are there existing coordination structures that can be built on?



A distinction is made with regards to the level (national and international) and what the role of the respective coordination body would be (white arrows on the right). The basic structure suggested includes:

International governance mechanism including representation from the UN and the Governments for high level strategic decisions and to add leverage to the project

Does the Governance structure enable the flow of information and enable decision making?

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- ✓ Membership in the governance mechanisms can include RCs, heads of agencies, and government representatives including local government authorities where appropriate. Project governance meetings should take place every six months and should alternate between countries. Face-to-face meetings are preferred especially at project start-up and conclusion, although virtual meetings may be used when necessary.

International project coordination where participating Country A's RUNOS can coordinate among them and jointly link up with participating RUNOS from Country B and C. This will allow the agreement and coordination on the Outcome and Output level, agreements on the baseline and end line studies, fine tuning of targeting for Activities (particularly for Type I & II) and setting up of the monitoring framework.

- ✓ Project management should be done within the framework or in close coordination, with relevant RC Offices, and one country should generally take the lead role. In some projects, a particular agency may be better suited than the RC Office(s) to take lead. Project management must ensure all technical level coordination is in place and may choose to establish a technical committee to support coordination between countries, and UN agencies.

Field technical coordination is an additional layer of coordination. It highlights the fact that UN presence and government presence is often concentrated in the center. Field level coordination ensures connection to central structures while linking field level actors across borders, e.g. to coordinate related or mirroring activities, set up joint monitoring etc.

- ✓ Field level coordination needs to be well connected to the international Project coordination and receive relevant information regarding activities. Regular meetings, if possible on a rotational basis and communication must take place regularly between UN and other actors on each side of the border. A joint work plan should be established and followed.

MONITORING, REPORTING AND EVALUATION FOR CROSS-BORDER PROGRAMMING

The M&E approach for the cross-border or regional project should be outlined in section III b) of the PBF Project Document. The Project Results Framework can be found as Annex B to the same document. Please note that only one joint results framework is expected for the cross-border or regional project

PBF expects one consolidated report for the project that should be coordinated by the lead agency with inputs from all recipient agencies, the same applies for the financial report. The report should focus on joint achievements and should NOT read as a compilation of inputs from 4 different organizations. For reporting, please use the PBF project progress report template available here: <https://www.un.org/peacebuilding/fund/documents/guidelines>

Meaningful M&E for peacebuilding is difficult and in addition, coordinating between UN agencies and between countries is a recognized challenge. However, in order to monitor dynamics and measure the impact of a cross-border or regional project, meaningful M&E is crucial and a priority. Aware of the challenge, PBF invests significant time and energy to get M&E considerations in place during project development and is available to support the development of M&E Systems where necessary. Feedback from RUNOs stressed that projects were greatly helped by designating clear reporting /coordination and M&E roles to ensure coherence.

Does the intended monitoring allow to measure outcome?

Monitoring

As part of the project design, a joint results framework for all countries needs to be developed outlining the outcomes, outputs and activities. Ideally, the joint results framework is developed by the technical Project Coordination body. Based on the joint results framework, a joint monitoring plan can be developed, identifying appropriate indicators, means of verifications and timing of data collection. Consider the necessity for aligned monitoring practices across the project to ensure comparable and meaningful data. The main purpose for the monitoring is to ensure evidence-based decision on project implementation and organizational learning. For further general guidance on Monitoring, please refer to the PBF Guidelines section 6. With regards to cross-border monitoring, consider the following:

- ✓ Engage project staff with clear M&E responsibilities and competencies
- ✓ Establish an M&E working group with relevant M&E officers from participating agencies, project staff and others as appropriate
- ✓ Develop a comprehensive M&E plan to be used throughout the project cycle, include M&E coordination meetings and joint monitoring visits (technical level) to the field in each country. Where appropriate combine one monitoring meeting with bi-annual governance mechanism meeting
- ✓ Ensure M&E is appropriately budgeted for (at least 5-7% of the project budget is set aside for Monitoring and Evaluation activities)
- ✓ Establish an agreed upon and common monitoring template for the project to be used irrespective of the agencies involved. Choose indicators that are realistic and not overly ambitious. Focus on outcome level monitoring and ensure the collected data is meaningful to

to measure the intended changes.

- ✓ Use a mix of M&E tools within the projects such as perception surveys and community-based monitoring.
- ✓ Ensure that the collected data (e.g. baseline survey) is deemed legitimate by all parties involved. Consider hiring experts acceptable to all sides, hiring experts from each country and/or engaging national actors in the process. The same is true for the endline data
- ✓ Discuss early on how to track information across borders (e.g. in Type II projects that might involve refugees/returnees physically crossing borders).

Reporting

main purpose of reporting is to provide accountability vis-à-vis PBSO and other relevant stakeholders. A cross-border project is expected to submit a single project report containing the compiled information from all participating agencies and all countries. The responsibility to compile the report should be addressed in the project design stage and planned for the full project cycle. The project must submit a project progress report (June and November) and an end of project report covering the entire project duration. The project is expected to provide an update on the achievement of key indicators at the outcome and output level. Joint M&E coordination meetings and joint M&E visits should be aligned to the reporting timeline to ensure the availability of meaningful and consolidated data. The lead on the semi-annual reports can rotate between countries. In the case of different working languages in the respective countries, it is advisable to prepare one report in the most commonly spoken language by project staff. You should consider preparing a translation for national counterparts or ensure an oral restitution of the project progress.

Is the monitoring plan aligned with the reporting timeline?

In general, PBF reports are public (available on the MPTFO website). In cases where sensitivities about data sharing arise, this should be addressed and clarify to ensure data collection and reporting is planned accordingly.

Evaluation

Every PBF project needs to undertake an independent evaluation after conclusion of the project, the funds for which must be included in the project M&E budget. The responsibility to commission the evaluation should be assigned in the project design stage and budget implications must be considered (see cost-sharing above).

For further guidance on necessary considerations in planning for a high-quality evaluation can be found in the PBF Guidelines section 7.

DETAILED LIST OF CROSS-BORDER AND REGIONAL PROJECTS FINANCED BY PBF:

All project documents, reports and evaluations can be found on the MPTF Gateway links:

2016

- **Somalia and Kenya (S-K):** Refugees and Peacebuilding Cross border Pilot Project for voluntary return, co-existence and sustainable Reintegration in the areas of return (UNHCR, UNICEF, FAO, WFP, IOM, ILO). <http://mptf.undp.org/factsheet/project/00104072>
- **Liberia and Ivory Coast (L-IC):** Cross-Border Cooperation between Côte d'Ivoire and Liberia for Sustainable Peace and Social Cohesion (UNDP, IOM). In implementation for approximately one year. <http://mptf.undp.org/factsheet/project/00104898>

2017

- **Burundi and Tanzania (B-T):** Preventing conflict and building peace through addressing the drivers of conflict and instability associated with forced displacement between Burundi and Tanzania (UNDP, UNHCR, IOM). <http://mptf.undp.org/factsheet/project/00108195>
- **Chad and Cameroon (Ch-C):** Support community-level peacebuilding mechanisms and youth inclusion in the border areas between Chad and Cameroon - PVE <http://mptf.undp.org/factsheet/project/00108017>
- **Guatemala, Honduras and El Salvador (G-H-ES):** Tri-national Project for Resilience and Social Cohesion in North Central America (UNDP, IOM, UNHCR). <http://mptf.undp.org/factsheet/project/00108347>
- **Burkina Faso, Mali and Niger (BF-M-N):** Promotion of community safety and social cohesion in the Liptako-Gourma region (UNDP). <http://mptf.undp.org/factsheet/project/00106949>
- **Kyrgyzstan and Tajikistan (K-T):** Cross-border Cooperation for Sustainable Peace and Development (UNDP, WFP, FAO, UNICEF, UN Women). <http://mptf.undp.org/factsheet/project/00097384>

2018

- **Chad and Niger: PBF/IRF-286:** Prévenir les conflits intercommunautaires et contribuer à la consolidation de la paix à travers le développement d'un pastoralisme résilient dans la zone transfrontalière de Diffa et du Kanem (Chad) <http://mptf.undp.org/factsheet/project/00113582>
- **Chad and CAR: PBF/IRF-269:** Projet de restauration de la paix et du dialogue entre les communautés affectées par la transhumance transfrontalière <http://mptf.undp.org/factsheet/project/00113333>
- **Mali-Niger PBF/IRF-299:** Appui aux initiatives transfrontalières de dialogue communautaire et avec les acteurs du secteur de la sécurité et de la justice pour la consolidation de la paix au Mali et au Niger <http://mptf.undp.org/factsheet/project/00114134>
- **Mali-Burkina Faso PBF/IRF-291** Jeunes et paix: "Une approche transfrontalière entre le Mali et le Burkina-Faso" <http://mptf.undp.org/factsheet/project/00113700>

2018

- **Colombia-Ecuador PBF/IRF-294:** Fortalecimiento de capacidades institucionales para la protección de niñas, niños, adolescentes y jóvenes de la zona transfronteriza Colombia-Ecuador, afectadas por la violencia y el conflicto armado (Ecuador) <http://mptf.undp.org/factsheet/project/00113834>
- **Bosnia-Montenegro-Serbia:** PBF/IRF-295: Fostering Dialogue and social cohesion in and between Bosnia and Herzegovina, Montenegro and Serbia (Dialogue for the Future) <http://mptf.undp.org/factsheet/project/00113873>
- **The Balkans:** support to RYCO. "Supporting the Western Balkan's collective leadership on reconciliation: building capacity and momentum for the Regional Youth Cooperation Office " implemented by UNDP in Albania. <http://mptf.undp.org/factsheet/project/00112939>

2019

- **Mali-Niger** «Femmes et gestion des conflits liés aux ressources naturelles - Approche basée sur l'implication des femmes et la résilience aux effets des changements climatiques pour la réduction des conflits communautaires et transfrontaliers liés aux ressources naturelles » to be implemented by UNDP and UN Women. The project contributes to the reduction of natural resources conflicts in the cross-border areas of Mali (Gao and Menaka) and Niger (Tillabéri) by strengthening the active participation of women in local, community, formal and informal conflict prevention and management mechanisms. <http://mptf.undp.org/factsheet/project/00119957>
- **Liberia-Cote d'Ivoire** "Cross Border Engagement between Côte d'Ivoire and Liberia to reinforce Social cohesion and border security – Phase II" for a total of \$3 million, to be implemented by UNDP and IOM in Cote d'Ivoire and Liberia.
- **Albania** – cost-extension RYCO

2020

- **Burkina Faso, Mali and Niger** "Promotion d'une transhumance pacifique dans la région du Liptako-Gourma » to be implemented jointly by FAO and IOM for 18 months. The project aims at tackling conflict drivers between farmers and herders linked to transhumance in the conflict-affected Liptako-Gourma region between Burkina Faso, Mali and Niger.
- **Burkina Faso, Togo and Benin** «Programme d'appui à la prévention des conflits et de l'extrémisme violent dans les zones frontalières du Bénin, du Burkina et du Togo » to be implemented jointly by IOM and UNDP for 18 months. The project aims at strengthening the resilience of the populations living in the border regions between Burkina Faso, Benin and Togo, who are currently threatened by inter-community conflicts and the spread of violent extremism stemming from the conflicts in the Sahel.

CONCRETE EXAMPLES AND RESULTS OF CROSS-BORDER PROJECTS (BASED ON END OF PROJECT EVALUATIONS / ANNUAL REPORTS):

1) Latin America:

TYPE III: Guatemala, Honduras and El Salvador (G-H-ES): Tri-national Project for Resilience and Social Cohesion in North Central America (UNDP, IOM, UNHCR).

- **Focus:** assistance to Central American migrants in transit (forced returnees): socio-economic reintegration; social cohesion; exchange of experience on reintegration; dialogue on Citizen security, trust-building
- **Key results:**
 1. 60,000 Migrants assisted with support of the National Network of Safe Spaces and UNHCR Guatemala between January 2018 and June 2019 .
 2. The project has triggered political dialogue amongst the 3 countries on these issues, with concrete outcomes including:
 - *Guatemala:* adoption of Regulations for the Refugee Chapter of the Migration Code
 - *El Salvador:* support to drafting of Special law for the prevention, rehabilitation and social reinsertion of members of gangs or maras
 - *Honduras:* support to drafting of Law on Prevention, Attention and Protection and Forcibly Displaced people

2) West Africa

TYPE I: Burkina Faso, Mali and Niger (BF-M-N): Promotion of community safety and social cohesion in the Liptako-Gourma region (UNDP).

- **Focus:** community security through inter and intra-community dialogue; trust building between the communities and the Security forces; access to basic services
- **Key results:**
 - 7,000 people involved in "peace caravans" across the three regions
 - 325 people (boys and girls) : training and income generation activities
 - 9 transhumance corridors identified (5 cross-border) and some realized in Niger
 - 2,400 people (Security Forces; Local Admin; Youth Org; different communities) involved in environment activities at local level
 - Enhanced coordination and experience sharing amongst the local authorities of the 3 countries thanks to rotating Joint Steering Committee of the project

3) East Africa

TYPE II: Burundi Tanzania (B-T): Preventing conflict and building peace through addressing the drivers of conflict and instability associated with forced displacement between Burundi and Tanzania (UNPD, UNHCR, IOM).

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- **Focus:** strengthening cross-border management and protection monitoring; supporting economic reintegration of returnees and host communities; supporting formal and informal dispute resolution mechanisms at local level.

- **Key results:**

- 625 returnees and IDPs benefited from economic integration and co-existence between returnees, refugees and host communities fostered
- Peaceful resolution of conflict: 300 dispute cases were peacefully resolved at local level;
- Preparedness: immigration and border police officers were trained and supported with equipment and improved facilities to better manage crisis situations at the border and to observe humanitarian and human rights principles. The project also helped promote coordination between local administration, police services, preparedness to potential crisis linked to population flows across the border, health services, and civil protection to strengthen; and facilitated monitoring and protection and access to basic services for

4) Liberia – Cote d'Ivoire

<http://mptf.undp.org/factsheet/project/00104898> Cross-Border Cooperation between Côte d'Ivoire and Liberia for Sustainable Peace and Social Cohesion (UNDP, IOM).

- In both countries, the project has contributed to reducing tensions among border communities and improved peaceful co-existence and social cohesion. This is corroborated by the evaluation report which indicated that about 90% of community members attested to and enhanced social cohesion and peaceful co-existence against the target of 30%. 4 joint socio-cultural activities (cultural/sport and trade fairs) organized within the project communities in two countries as well as setting up two (2) Civil- Military Committees (CMC). 25% of participants who attended security issues were women as key actors in promotion of security and peace. The sensitization of 282 committee members has contributed positively for the citizens to be more conscious of their roles in peacebuilding in addition to closely sharing of information with the security agencies to enhance security. Logistical support (motor bikes, communication radios, solar panels, rehabilitation of POEs, water pumps, etc.) and trainings provided to 500 security officers and community leaders have boosted their morale and increased their patrols as well as their response rate. Consequently, trust and confidence between communities and security agencies have improved, leading to increased security along the border. This has helped to reduce criminal activities and created a congenial atmosphere, allowing citizens to pursue their businesses and development in the border areas

5) Tajikistan

Kyrgyzstan: BF/IRF-131 Cross-border Cooperation for Sustainable Peace and Development (Kyrgyzstan)

- The project addressed key risks by supporting pasture management, water resources management (by improving operation of water users' associations), enabling improvement of people-friendly border services (through complaints system). Importantly, the project changes the ways local authorities undertake actions in border areas, and changes way of thinking about neighbours (and conflict) among people, especially among youth and women. Midline survey in 2018 showed that only 5.6% expect worsening of situation in border areas, and majority of them confirm positive attitude to neighbours - 88.1% believe relationships are either neutral or friendly). Young people are better prepared to participate in peaceful dialogues, have greater understanding of conflict risks. According to project data, young people (over 500) in TJ after capacity building have increased their self-esteem by 35%; negotiation skills by

45%; and peace building competencies by 35%. There are 5 women-led households in TJ sustainably operating women livelihoods projects in TJ, which reduce the need for shuttle migration to KG (and thereby reducing grievances and risks from possible unfriendly conduct of border guards).

6) Chad-Central African Republic

PBF/IRF-269: Projet de restauration de la paix et du dialogue entre les communautés affectées par la transhumance transfrontalière (FAO-IOM)

- Better management of migratory flows and understanding of the dynamics of transhumance: through the strengthening of the border post in Chad, the DTM in the two countries which has made it possible to develop a regularly updated map;
- Strengthening community dialogue: through the establishment of dialogue committees on transhumance (sub-prefectures). Example: sub-prefect of Kabo was the mediator between the stockbreeders and the transhumants allowing to delimit the zones of pastures and agriculture without violence.
- Relaunch and Strengthening of the institutional dialogue: the first meeting on transhumance between the two countries will be held in December in Ndjamena (the last such meeting dates from 2012). In addition, a joint advocacy strategy has been developed in order to consolidate the achievements of this initiative. During the preparation of this meeting, direct contacts between the Ministries of Livestock and Foreign Affairs of the two countries resumed and this was notably materialized by the official communication from the Ministry of Foreign Affairs of Chad to that of the CAR of the relaunch of the Chad-Central African Joint Commission (October 2019).

7) Colombia – Ecuador:

PBF/IRF-294: Fortalecimiento de capacidades institucionales para la protección de niñas, niños, adolescentes y jóvenes de la zona transfronteriza Colombia-Ecuador, afectadas por la violencia y el conflicto armado

- In Colombia, 41 public officials, 385 family members, 34 actors and Community leaders and 434 teachers participated in the design of local processes to prevent violence against children and recruitment, gender-based violence and sexual exploitation. 356 women in Ecuador have started a training process to improve their link with local services and economic sustainability opportunities, surpassing broadly the goal of participants initially established. 181 schools linked between the two countries to strengthen them as protective environments for families, children and community. In Ecuador, 1207 children, adolescents and young people participate in non-formal initiatives for the promotion of a culture of peace in schools and participate in flexible education modalities. In Colombia, 6563 children and adolescents have participated in training sessions to strengthen their capacities around the protection and prevention of violence they face, recognizing the risks and threats of the border. 250 people victims of the armed conflict have been taken care of and advised by the Municipal Offices. Regarding the Registration System, an agreement has been signed with the Civil Registry in Ecuador to start identification, registration and documentation brigades, with the support of UNHCR, UN Women and UNICEF.

ANNEX: ADDITIONAL SUGGESTED RESOURCES:

- Toolkit for Evaluation of Cross-Border Projects – The centre for cross-border studies
<http://www.crossborder.ie/site2015/wp-content/uploads/Toolkit-for-Evaluation-of-Cross-Border-Projects.pdf>
- ACCORD – Cross-border peacebuilding (2014)
<https://www.c-r.org/accord/cross-border-peacebuilding>
- Regional Reconciliation in Africa: Strategies for Cross-border Transitional Justice, 2014
https://www.researchgate.net/publication/318318102_Regional_Reconciliation_in_Africa_strategies_for_Cross-border_Transitional_Justice
- THE SIGNIFICANCE OF THE CROSSBORDER DIMENSION FOR PROMOTING PEACE AND RECONCILIATION, Liam O'Dowd and Cathal McCall, 2006
[http://projects.mcrit.com/foresightlibrary/attachments/article/1154/McCall%20\(2006\)%20The%20Significance%20of%20the%20Cross-Border%20Dimension%20.pdf](http://projects.mcrit.com/foresightlibrary/attachments/article/1154/McCall%20(2006)%20The%20Significance%20of%20the%20Cross-Border%20Dimension%20.pdf)
- Cross-Border Cooperation as Conflict Transformation: Promises and Limitations in EU Peacebuilding, 2019
<https://www.tandfonline.com/doi/full/10.1080/14650045.2019.1599518>
- Existing Approaches and Best Practices in Cross Border Peace Building and Conflict Mitigation and Strengthened CSOs Across the Ethio-Kenya Border
<https://www.alnap.org/help-library/existing-approaches-and-best-practices-in-cross-border-peace-building-and-conflict>
- Peacebuilding in Libya: Cross-Border Transactions and The Civil Society Landscape, 2016 USIP
<https://www.usip.org/publications/2016/06/peacebuilding-libya-cross-border-transactions-and-civil-society-landscape>
- Border Peacebuilding, CONCORDIS
<http://concordis.international/border-peacebuilding/>
- 'Sustaining Relative Peace', PAX, 2017
<https://www.paxforpeace.nl/stay-informed/news/report-on-cross-border-peacebuilding-in-south-sudan-uganda-kenya-demonstrates-the-importance-of-investing-in-youth>
- Cross-Border Cooperation as Conflict Transformation: Promises and Limitations in EU Peacebuilding
https://www.researchgate.net/publication/332881538_Cross-Border_Cooperation_as_Conflict_Transformation_Promises_and_Limitations_in_EU_Peacebuilding



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GUIDANCE NOTE

on PBF Cross-border and Regional Programmes

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