Methodology

In order to identify achievements, strengths, but also missed opportunities and weaknesses of the SLFs as a new mandate implementation modality in the context of transition, this study looked at how the programming on Rule of Law and Human Rights was structured and implemented, considering its ultimate goal of contributing to prevent relapse into armed conflict and disruption of the peace continuum.

The analysis and findings derived from the use of combined methods. From October 2019 until June 2020, desk-based documental review and remote interviews took place, complemented by primary data collection through fieldwork carried-out at the UN Headquarters in New York (December 2019) and in Sudan (Darfur and Khartoum in February/March 2020). The fieldwork in Darfur comprised semi-structured interviews, focus groups and direct observation through visits to SLFs projects and UNAMID/UNCT interlocutors in four Darfur states (West, North, South and Central). In total about 90 interviews, including focus groups were held.

The analysis, review and validation of the lessons and good practice identified was accomplished through an iterative process of consultation with a Steering Committee comprised of representatives from OROLSI, OHCHR, and the DCO-DPO-DPPA-UNDP Transition Project. In addition, UNAMID and UNCT were closely consulted on succeeding drafts. Due to the timing and

---

1 This included United Nations official documents such as UN policies, Security Council resolutions, Secretary-General Reports, UNAMID RBB and performance reports, End of Assignment reports, SLFs MoU, code cables, as well as internal communication documents provided by the Mission.

2 The team interviewed a significant number of current and former representatives and staff of UNAMID, UNCT, UN HQ, development partners, state and non-state institutions in Darfur, as well as at the federal level in Khartoum. Civil society and beneficiary groups such as native administration, women and youth, and IDPs were also interviewed. A list of actors interviewed can be found in the Data Collection Schedules available on ISSAT’s webpage dedicated to this study.

3 Learning from a previous similar exercise in Liberia, the field mission in Sudan was planned one year after the beginning of the SLFs implementation in order to balance the presence of the main interlocutors with the benefit of hindsight. The field
objectives of this exercise most analysis focused on the inception period (conceptualisation and planning) of the SLFs, as well as on the first and second phases of implementation (SLFs I and II). Information gathered subsequently allowed reflection over developments from SLFs III to V, but without the same level of detail. The full methodology adopted can be found on ISSAT’s webpage dedicated to this study.

Two main streams of lessons emerged. The first covers the genesis and rationale of the SLFs mechanism, focusing on concept and process design. The second comprises learning specific to implementation. This included looking at structures, capacities, resources, and joint planning, implementation, monitoring, and coordination. The potential for replication and limitations, as well as suggestions for improvements are reflected in the recommendations presented at the end of each section of the report.

The lessons generated are based on the intrinsic worth of the SLFs, and its added value in the specific context of Mission transition in Darfur and of political change in Sudan, considering the country's contemporary peace-making and peacebuilding challenges. As such, it is beyond the scope of this report to draw on systematic comparison between UN transition modalities experienced elsewhere to offer a panoply of detailed technical planning alternatives. In addition, this exercise comprised neither a comprehensive review of project outcomes of the RoL and HR SLFs, nor an evaluation. It focused instead on the SLFs as a tool and its broad programming achievements, whilst also offering the reconstruction of a Theory of Change (ToC) depicting the rationale of the programme and project level interventions as implemented in Darfur (see Annexes II and III). The ToC is a useful tool to apply in upcoming planning on introduction of the SLFs as a joint programming modality to advance One-UN peacebuilding work, in new mission transition settings. Therefore, a “template” ToC that can serve as adeparting tool to adapt in other settings is also proposed (see Annex IV).

This report presents a selective body of lessons falling under the purview of eight key areas, namely: (i) mutually exclusive delimitation between peacekeeping and peacebuilding; (ii) siloed transition; (iii) planning (including staffing and financing); (iv) coordination; (v) adaptability and flexibility; (vi) catalytic effect; (vii) communication and (viii) programming (including responsiveness, progress measurement, risk management, sequencing, gender-responsiveness and capacity building).

work was however slightly delayed avoiding overwhelming Mission personnel, which was simultaneously engaged in exercises with external teams deploying during the same period (for example an OIOS evaluation).

* One of the objectives of this study was to provide potentially emerging recommendations for improvement of implementation of the SLFs in upcoming phases of UNAMID implementation. Therefore, this lesson team fed into UNAMID’s thinking for upcoming work on the SLFs until its closure, and timely contributed to inform the inception work of planning for the future UN presence in Sudan, through dedicated briefings on the preliminary findings and recommendations delivered in April/May 2020.

5 Time and resources available for this exercise were limited.

6 This was clarified in the ToR, with an option to review results deriving from the SLFs in late 2021, and was further deconflicted with OIOS, which was carrying out an evaluation.
ABOUT DCAF

DCAF - Geneva Centre for Security Sector Governance is dedicated to making states and people safer through more effective and accountable security and justice. Since 2000, the Centre has facilitated, driven and shaped security sector reform (SSR) policy and programming around the world.

DCAF’s Foundation Council comprises 63 member states, the Canton of Geneva and six permanent observers. Active in over 70 countries, DCAF is internationally recognized as one of the world’s leading centres of excellence for security sector governance (SSG) and security sector reform (SSR). For more information please visit www.dcaf.ch

The International Security Sector Advisory Team (ISSAT) is a Department within DCAF. ISSAT was established in 2008 in response to the need to increase the capacity of the international community to support Security Sector Reform (SSR) processes, to enhance the effectiveness and quality of SSR programming, and to facilitate the coordination and coherence of international assistance for nationally driven SSR processes. ISSAT brings together 16 bilateral donors2 and seven multilateral actors3 active in supporting security and justice reforms.

For more information please visit issat.dcaf.ch/