

Draft country programme document for the Republic of South Sudan (2012-2013)

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I. Situation analysis

1. After the six-year interim period of the Comprehensive Peace Agreement (CPA), the new Republic of South Sudan gained its independence on 9 July 2011. The achievements of South Sudan in the CPA period have been impressive, particularly considering the low baseline resulting from decades of war and marginalization. Twenty-nine ministries and 10 state governments have been established, and a national legislature and 10 state assemblies have been created. More than 2 million people, displaced during the long period of civil war, have returned. The number of women in decision-making positions has increased notably, approaching the target of women holding 25 per cent of Government positions at all levels. This is as stipulated in the Transitional Constitution of the Republic of South Sudan, 2011. The new country has already begun to reach out to regional partners and organizations, including the Intergovernmental Authority on Development (IGAD) and the African Union (AU), in order to begin integrating itself in the region. However, the new Republic is faced with remaining outstanding issues from the CPA period. These include: border demarcation with the Republic of the Sudan, large numbers of cross-border population movements and the citizenship status of South Sudanese still in Sudan.

2. Despite the progress made, South Sudan still faces a massive state-building challenge. After two generations of war and displacement, South Sudan has a significant capacity gap. State structures are newly established, ministries lack sufficient qualified staff, and nearly half of all civil servants in South Sudan have only a primary education. With so much at stake in the first years of statehood, there is no time to wait for a new generation of public servants to be trained, and initiatives are necessary to immediately bridge the capacity gap. Oversight structures are likewise nascent, with most elected assembly members new to their role and functions, with no audits yet been tabled in parliament for review, and with public concerns regarding corruption increasing.

3. While South Sudan is a country with impressive natural resources, oil in particular. The challenge is for the Government to access and distribute the wealth of the country in a way that benefits the population. Poverty remains endemic, and South Sudan is currently not on track to achieve any of the Millennium Development Goals (MDGs). At least 80 per cent of the population is income-poor, living on an equivalent of less than \$1 per day. More than one third of the population lacks secure access to food, with women-headed households being particularly affected. None of the public infrastructure required for growth is in place, and up to 60 per cent of remote locations are inaccessible during the rainy season. With the new state dependent on oil for 97 per cent of its revenue, diversifying the economy is an urgent priority. The long history of war has, however, left little of the domestic private sector intact. The enabling environment for growth, in terms of legislation, policy and access to banking and financial services, is not yet in place.

4. Service delivery systems across all sectors are yet to be fully established. The maternal mortality rate is amongst the highest in the world. The bulk of front-line service delivery in sectors such as health is done by international organizations, outside of Government structures. Government budgets and expenditures focus largely on the military and the civil service, with significantly less investment in social sectors as compared to other countries within the region. There is a sense

among the people that the wealth of the country has not yet translated into services or benefits for the population as a whole.

5. The prolonged conflict between the north and South Sudan has left South Sudanese society highly militarized with a proliferation of arms and armed groups. Demobilization, disarmament and reintegration (DDR) of the uniformed services remains a chief priority of the Government, with an anticipated DDR caseload of 150,000 persons over the next five years. Inter-communal conflicts over cattle, water and other natural resources are common, and the attention of the Government remains taken up by rebel militia groups. In 2011 alone, more than 3,000 people have died as a result of violent conflict, and more than 300,000 have been displaced. These conflicts have disproportionately affected women, and there have been worrying increases in gender-based violence. Many areas are insecure because they are inaccessible, and the Government has not been able to extend rule of law into these areas. As a result the majority of the population has no access to the formal criminal justice system.

II. Past cooperation and lessons learned

6. Prior to independence, the UNDP programme in South Sudan took place within the overall programme framework covering the Republic of the Sudan as a whole, including the United Nations Development Assistance Framework (UNDAF) and the UNDP country programme document (CPD), 2009-2012. During the CPA period, the UNDP programme in South Sudan focused on three key areas: (i) supporting key CPA objectives, such as the 2010 elections and 2011 referendum; (ii) supporting the state-building process, through assistance to establish core governance functions and capacity support initiatives such as the deployment of large numbers of United Nations Volunteers (UNVs) and the secondment of civil servants from neighbouring countries; and (iii) supporting the stabilization of insecure areas through the extension of state authority and strengthening the Government capacity to ensure community security.

7. A number of evaluations and reviews took place throughout the CPA period. These provided continuous input, allowing for the adjustment of the programme in the volatile context of South Sudan. Notable results were achieved in terms of the UNDP contribution to the historic referendum of early 2011. This contribution included management of a \$66 million basket fund. International and national observer groups assessed the management to be free, fair and credible. The UNDP contribution to state-building, including support to the establishment of budgeting and planning systems and the extension of rule of law, has been positively reviewed. Capacity surge initiatives such as the deployment of Volunteers and the secondment of civil servants from neighbouring IGAD States have been hailed as good models for post-conflict capacity development. Work on community security has been deemed an effective model for integrating security, governance and recovery. In other areas, progress has been much more mixed. For example, United Nations support for DDR process, which did not meet expectations. This led to a complete reorganization and redesign of the programme, with a focus on ensuring clear Government leadership and ownership, better engagement with line ministries, and ensuring that community-level needs as well as those of ex-combatants are addressed. Throughout the CPA period, UNDP also collaborated with the United Nations Mission in Sudan (UNMIS) in areas where the UNDP programme

intersected with the UNMIS mandate. These areas included elections, the referendum, rule of law and community security. A number of important lessons were learned. These have fed into the planning processes for both the new peacekeeping mandate in the post-independence period and the new UNDP country programme. The need for a better definition of roles and responsibilities and for more integrated work planning has been recognized.

8. A number of key strategic lessons learned have also been derived from the CPA period. First is the overarching need to “put state-building first” and to ensure that all programme components contribute to the process of building credible, functioning and accountable government structures. Second comes the need to balance a focus on core executive functions with support for oversight and accountability, including citizen participation, and with building strong relations between the State and society. Third is the need for more appropriate and credible approaches to the transition from humanitarian relief to development, focusing on building core service delivery capacities that enable the Government to take responsibility for the delivery of services to the population. Last, and crucially, is the need to ensure that the UNDP post-independence programme is better focused, with an emphasis on transformative programmes that can be done at scale.

III. Proposed programme

9. With independence on 9 July 2011, the current UNDAF and country programme document for the Republic of Sudan ceased to serve as the basis of United Nations country team (UNCT) priorities in South Sudan. The Government has now issued its first ever South Sudan Development Plan (SSDP), which covers the interim period from independence to the end of 2013. The SSDP is the nation’s response to core development and state-building challenges during the first three years of independence, and identifies key development objectives across four priority areas: (1) Governance; (2) Economic Development; (3) Social and Human Development; and (4) Conflict Prevention and Security. Based on the SSDP, the country team has formulated the new UNDAF 2012-2013, which presents the contributions of the agencies, funds and programmes to the achievement of the four priority areas of the SSDP. The UNDP country programme has been prepared within that framework. UNDP is also planning and operating closely with the new United Nations Mission in South Sudan (UNMISS) in areas where there is intersection between the peacekeeping mission mandate and the UNDP programme.

10. **Governance.** The establishment of democratic norms of governance in the early stages of the state-building process is crucial to the stability of the new country, and the Government has prioritized ensuring that accountability mechanisms are functioning robustly. To reinforce confidence in the legitimacy of the State, mechanisms will be necessary to enable citizens to engage in governance processes. In particular, citizens need to be able to engage in the upcoming constitutional process, and there need to be mechanisms to promote the transparent and equitable allocation and use of public resources, in order to ensure that the oil wealth is distributed in a way that benefits the population. To address the capacity gap, the Government has formulated a Medium-Term Capacity Development Strategy (MTCDS) which includes South-South cooperation with regional organizations such as IGAD and the African Union in order to rapidly deploy civil service capacity from across the region and by engaging South Sudanese emigrants.

UNDP will thus focus on four key programme areas. First, it will support oversight and accountability mechanisms, including through strengthening legislative oversight, building the capacity of anti-corruption and audit functions, and strengthening the voice of civil society, especially women's groups, in key legislative processes such as the preparation of the new constitution. This latter initiative will be supported jointly with UNMISS. Secondly, UNDP will support the implementation of the MTCDS, including the civil service capacity surge. UNDP will identify where the capacity deficit is the greatest at both the state and county levels, and will support gender-responsive standards for the recruitment and retention of civil servants, specifically encouraging the recruitment of women. Thirdly, pro-poor development policy will be strengthened through evidence-based planning and budgeting. Fourthly, UNDP will support the policy and regulatory framework for decentralization in order to promote increasingly responsive governance.

11. **Economic development.** The Government recognizes the need to raise productivity in non-oil export sectors in order to diversify as well as make growth more inclusive. Employment generation and improved livelihoods are not only important for poverty reduction, but are central to maintaining peace and security. The challenge for South Sudan is to shape the growth process to promote the creation of productive, remunerative and decent employment for both men and women, particularly among young people. A major driver of job creation will be private sector development — family farms and micro-, small- and medium-sized enterprises. This programme component will support the Government's efforts to create an enabling environment for rapid private sector development in key growth sectors such as agriculture and to effectively use the natural resources of South Sudan to accelerate inclusive growth. This work will complement World Bank Group initiatives in this field. UNDP will focus on three key programme areas. First, it will seek to create an enabling environment for inclusive growth through policy development, enhancing financial literacy in rural areas and effectively linking communities to microfinance services and marketing channels, with a particular focus on women and women-headed households. Secondly, UNDP will support trade capacity development through the Enhanced Integrated Framework for Least Developed Countries (EIF). This work will include strengthening institutional capacity for trade policy formulation. Thirdly, UNDP will help the Government institute its policy framework for environmental governance and develop financial incentives for green energy development.

12. **Social and human development.** The Government is establishing core service delivery systems in order to accelerate progress on key human development indicators. This is also a critical time to support efforts that bring meaningful change to people's lives, particularly for women and children. On behalf of the Government, UNDP has served as principal recipient for a number of grants from the Global Fund to Fight AIDS, Tuberculosis and Malaria (Global Fund). This support will continue, with a particular focus on strengthening Government capacities to provide access to quality prevention, care and support services. The SSDP also includes an ambitious plan to establish a new child grant system, which the United Nations views as a key opportunity to spread the dividends of peace to benefit the poor. UNDP will focus on two key programme areas. First, it will help strengthen health systems and services for HIV/TB prevention, treatment and care, including through expanding the health sector infrastructure and strengthening the

pharmaceutical supply chain. Secondly, it will provide technical support to the design, establishment and roll out of the Government's cash transfer scheme, in the form of a child benefit. This latter work will be undertaken in partnership with UNICEF, which will be working simultaneously on supporting the establishment of birth registration systems.

13. **Conflict prevention and security.** In light of the high level of insecurity across South Sudan, a top Government priority is security and the maintenance of law and order. As part of this, the demilitarization of South Sudan will require demobilization of ex-combatants and their sustainable reintegration into civilian life. In order to stabilize insecure areas, there is a need for Government to plan and deliver resources in a way which extends state authority into insecure areas, including expanding the scope and quality of rule of law at the community level. In close collaboration with UNMISS, UNDP will focus on three key programme areas. First, it will support Government efforts to reintegrate ex-combatants, through a redesigned two-pronged strategy focusing on both individual benefits for ex-combatants and community-driven benefits, including community-based programmes for women associated with armed forces and groups (WAAFG), and stronger engagement of line ministries. Secondly, UNDP will support Government efforts to stabilize insecure areas, maintain community security and promote effective peacebuilding, through better analysis, planning and targeting resources, to include in a gender-sensitive manner. Thirdly, UNDP will help the Government: improve access to justice, including through increasing the scope, timeliness and quality of integrated criminal justice services at county and lower levels; combat gender-based violence; and ascertain traditional customary law with a view to aligning it with human rights norms and standards, including women's rights.

IV. Programme management, monitoring and evaluation

14. The principal framework for the management of the UNDP country programme will be the Country Programme Action Plan (CPAP). Monitoring and evaluation will include annual and quarterly progress reviews through a country programme board and project boards: structures already established in the previous programme period. It will also include independent outcome and country programme evaluations commissioned by an evaluation unit in the country office. Outcome level monitoring will be done through Government sector working groups, and be aligned with the Government aid strategy, and UNDP will support and utilize Government systems and databases to monitor outcome indicators. Overall coordination is vested in the Ministry of Finance and Economic Planning and the Ministry of Foreign Affairs and International Cooperation, who participate in the country programme board.

15. In the CPA period, in light of the capacity situation, the bulk of project implementation was done through direct implementation (DIM), and UNDP invested in ensuring a robust office presence in South Sudan, capable of delivering at large volumes, including making use of fast-track modalities. For the new programme period, additional technical capacity will be deployed to the country office to support new focus areas. While DIM will continue to be used as necessary, UNDP will work with counterparts to roll out national implementation (NIM) pilots, with capacity development support to identified risk areas based on micro-capacity assessments. This will be done as part of the roll out of the harmonized approach to

cash transfers (HACT) by the United Nations country team. UNDP will prioritize joint programmes with the country team. Collaboration with UNMISS in areas of common priority (notably in the areas of DDR, conflict prevention, community security, rule of law and the constitutional process) will be articulated in joint work plans with the relevant mission sections.

16. Major overarching risks for successful implementation of this programme include the low capacity of national partners to match the ambitious development targets of the SSDP. In addition, there is the risk of insecurity and instability impacting on overall programme delivery, and of global developments and crises leading to resource reduction and economic instability. This country programme will therefore place significant emphasis on building the delivery capacity of Government counterparts, including technical support and training in results management, financial management, reporting, monitoring and evaluation.

Annex. UNDP results and resources framework for the Republic of South Sudan, 2012-2013

Resources for 2012-2013: Regular: \$7,724,000; Other: \$267,900,000; Total: \$274,900,000

GOVERNMENT CONTRIBUTION	OTHER PARTNER CONTRIBUTIONS	UNDP CONTRIBUTION	INDICATORS, BASELINES & TARGETS	INDICATIVE CPD OUTPUTS	INDICATIVE RESOURCES (in million \$)
<p>1. SSDP NATIONAL PRIORITY FOR GOVERNANCE: To build a democratic, transparent and accountable government, managed by a professional and committed public service, with an effective balance of power among the executive, legislative and judicial branches of government.</p> <p>UNDAF OUTCOME #1: Core governance and civil service functions are established and operational.</p> <p>Outcome indicators: Improved public confidence in Government capacity for accountable and equitable delivery of public services.</p> <p>Related strategic plan focus areas: Democratic Governance</p>					
Building institutional and legislative frameworks for anti-corruption and audit; leading on capacity needs review; setting policy on budget allocations; and leading dialogues on new legislative frameworks.	Regional organizations will support deployment of civil servants. Bilateral donors and international banks will support fiscal management and decentralization through funding and advisory services. UNMISS will support constitutional process.	Support to boost audit capacity, establish prosecutorial function, undertake consultations on key legislation, including constitution; administer civil service deployments from the region; advise on budget allocations and decentralization law.	<p>(1) Indicator: Audits tabled and debated in legislature; Baseline (2011): No audits yet tabled. Target: 2007-10 Audits tabled and debated;</p> <p>(2) Indicator: number of civil servants from the region/diaspora deployed; Baseline (2011): 45; Target: 1,000. (3) Indicators: % of pro-poor spending in national and state level budgets; % budgetary resources decentralized to states; Baseline (2011): 17%; 20%; Targets: 25%; 28%. (4) Indicator: Decentralization law agreed; Baseline: 2009 Local Government Act requires review; no draft new law exists; Targets: Bill tabled and approved in legislature.</p>	(1) Accountability and oversight enforced through parliamentary review, annual tabling of audits, establishment of corruption prosecutorial function, and civil society engagement in key legislative processes; (2) MTCDS implemented, deployment of twinning/mentoring arrangements, and optimal framework for the public service establishment agreed; (3) Budget allocations and expenditure shift to target pro-poor priorities; (4) Decentralization law agreed.	<p>Regular 2.524</p> <p>Other 81.5</p>

<p>2. SSDP NATIONAL PRIORITY FOR ECONOMIC DEVELOPMENT: Diversified private sector-led economic growth and sustainable development that improves livelihoods and reduces poverty.</p> <p>UNDAF OUTCOME #2: Chronic food insecurity is reduced and household incomes increase.</p> <p>Outcome indicators: % increase in cereal crop production; % increase in household income; legislative and policy framework for private sector development</p> <p>Related strategic plan focus areas: Poverty Reduction and Energy and Environment</p>					
Establishing new policy framework for economic development, and establishing core capacities of related line ministries.	UN agencies will partner in areas of common concern, including link to food security; IFIs on private sector development; bilaterals on business linkages.	Technical support for policy formulation, framework for trade policy coordination, and support to enable access to climate change financing.	<p>(1) Indicator: Approval of new cooperatives, investment promotion, trade promotion acts, and private sector development strategy; Baseline: 2 exist but need revision; Target: all 4 approved.</p> <p>(2) Indicator: Accession to the EIF; EIF country-level mechanisms established and functioning; Baseline: framework not in place.</p> <p>(3) Indicator: Green financial incentives established; Baseline: none in place; Target: Tax incentives, green microcredit, and alternative energy pilots in place.</p>	<p>(1) Policy framework for inclusive growth and expanded access to financial services, particularly for women; (2) Coherent trade policy framework and inter-ministerial coordination mechanisms agreed; (3) Financial incentives created to promote green energy and sustainable livelihoods.</p>	Regular 3
					Other 25.2
<p>3. SSDP NATIONAL PRIORITY FOR SOCIAL AND HUMAN DEVELOPMENT: To promote the well-being and dignity of all the people of South Sudan by progressively accelerating universal access to basic social services.</p> <p>UNDAF OUTCOME #3: Key service delivery systems are in place.</p> <p>Outcome indicators: maternal mortality rate; under-five mortality rate; % eligible families accessing cash transfers.</p> <p>Related strategic plan focus areas: Poverty Reduction</p>					
Leads on Global Fund through country coordination mechanism, and in developing social protection framework.	UN agencies partner re Global Fund; UNICEF supports on child birth registration linked to child benefit.	Administers Global Fund grants and supports design of systems for universal cash transfer scheme.	<p>(1) Indicator: Health facilities rehabilitated; Baseline (2011): 7; Target: 44 facilities. (2) Indicator: Financial systems in place for management of cash transfers; Baseline (2011): System not in place; Target: System in place and functioning to <i>boma</i> level.</p>	<p>(1) Health sector infrastructure expanded and pharmaceutical supply chain systems transition to Government management; (2) Social cash transfer programme designed and established.</p>	Regular 1.1
					Other 47.8

4. SSDP NATIONAL PRIORITY FOR SECURITY AND CONFLICT PREVENTION: To uphold the constitution of South Sudan and secure peace dividends by seeking to prevent the resurgence of conflict, providing equitable access to justice and maintaining law and order.

COUNTRY PROGRAMME / UNDAF OUTCOME #4: Violence is reduced and community security improves.

Outcome indicators: Reduction in number of counties assessed as insecure.

Related strategic plan focus areas: Crisis Prevention and Recovery

Provides overall leadership in policy, strategy, planning, implementation, monitoring and evaluation of DDR, community security, and justice sector programming.	Bilaterals will provide support on advocacy, strategy and resource mobilization. UNMISS will cooperate on demobilization and disarmament, conflict management, rule of law and small arms.	Will administer donor funds for reintegration; conflict-sensitive planning support for community security; provide capacity-building support for rule of law institutions, including county-level deployment.	(1) Indicator: # of ex-combatants accessing reintegration services; Baseline (2011): 12,525; Target: 30,000. (2) Indicator: # of states/counties implementing conflict-sensitive plans; Baseline (2011): 4 states, 58 counties; Target: 10 states, 79 counties. (3) Indicators: Counties with access to permanent and functional (i) legal aid, (ii) police capacity, (iii) courts, and (iv) special protection units; Baseline (2011): 0/27/TBD/TBD; Target: 35/79/TBD/TBD.	(1) Ex-combatants reintegrated into civilian life; (2) Conflict sensitivity and responsiveness mainstreamed into state and county planning; (3) Increased scope, timeliness and quality of integrated criminal justice and protection services at county and lower levels; ascertainment of traditional customary law to align with human rights norms and standards, especially women's rights.	Regular 1.1
					Other 113.4