Draft Country Programme Document for Republic of Sudan (2013-16)

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I. Situation analysis

1. Sudan, a country in transition from conflict to post-conflict, now has a population of 33.4 million, which is increasingly young and urbanized. On 9 July 2011, South Sudan separated from Sudan after a six-year interim period under the Comprehensive Peace Agreement (CPA). In the period of united Sudan, the country had high economic growth rates and rapidly rising per-capita income throughout the 2000s. However, growth was unbalanced, leading to large disparities in development indicators among different regions. Sudan’s economy is expected to contract considerably due to the separation of South Sudan, spurred by a loss in oil production of more than 75% and compounded by considerable foreign debt, international sanctions, conflict, reduction in development aid, and a decrease in foreign direct investment. The recent loss of 40% of budgetary revenue, 90% of export earnings and 15% of industrial value-added pose additional macroeconomic challenges. Inflation surged by about 5 percentage points from its 2010 level and reached 18.1% in 2011. The government responded in early 2012 by announcing fiscal austerity measures, including significant cuts in government expenditures and federal transfers to states, risking fragile development gains achieved in the last decade.

2. In 2011 Sudan ranked 169th out of 187 countries in the Human Development Index, scored 0.611 in the Gender Inequality Index - among the highest in the Arab region - and 46.5% of the population lived below the poverty line. On MDGs, the country is making progress in combating HIV/AIDS, malaria and other diseases; however, it is lagging in poverty reduction, access to safe water and improved sanitation. Variations are significant in the incidence of poverty between urban and rural areas and among states. Those hardest hit are rural dwellers, particularly women, and Internally Displaced Persons (IDPs). The Interim Poverty Reduction Strategy (2012) indicates that poverty remains persistent due to inefficient development plans and strategies, reduced public expenditures on basic services, and erosion of land and natural resources. This has been exacerbated by conflict as well as the political and economic blockade of 1990s, which led to the outflow of capital, high debt and unfavourable terms of trade. Agriculture remains the main source of jobs, especially for women, although the urban informal sector accounts for more than 60% of GDP. In 2009, 13% of the active population was unemployed, compared to 11% in 1993. Women’s unemployment was nearly twice that of men, and 20% of young people were jobless.

3. Sudan’s susceptibility to internal and international armed conflict continues, and the country still hosts two missions [United Nations-African Union Mission in Darfur (UNAMID) and United Nations Interim Security Force in Abyei (UNISFA)]. The outbreak of conflict along the border areas in 2011 and 2012 demonstrates the continuing fragility of the situation. Local conflicts have been exacerbated by unresolved issues from the CPA period (Abyei, citizenship, oil, borders and allocation of debt); socioeconomic and political disparities; the spread of small arms; weak local governance/rule of law structures; and limited national conflict resolution mechanisms. Women are disproportionately affected, while their role in promoting peace is under-utilized. While the peace process gained new momentum in 2011 with the signing of the Doha Document for Peace in Darfur (DDPD) and the subsequent establishment of the Darfur Regional Authority (DRA) in 2012, conflict and insecurity remain in several areas, with new displacements. A large humanitarian operation in Darfur provides assistance to almost 3.8 million people.

4. Under the CPA progress was made toward democratization, including the adoption of interim national/state constitutions and establishment of representative local legislatures. National elections in 2010, and the 2011 South Sudan referendum, represented final CPA milestones. However, major challenges remain. While decentralized structures are formally in place, state/local governments have weak capacities to plan, prioritize and manage revenues, and coordinate service delivery. Participation of citizens in local governance remains limited. Rule of law institutions face a challenging task to harmonize national laws with international and regional obligations, which require clear policies and administrative support. Limited awareness of legal rights, access to resources, and institutional capacities challenge rights holders and duty bearers.

5. Across Sudan, competition and conflict over natural resources is compounded by environmental degradation from climate change and misuse of natural resources. Sudan is handicapped by floods and droughts, and agriculture claims about 55% of freshwater resources, while a decreasing
rainfall associated with climatic variability may lead to water scarcity. Weak institutional arrangements and national policies for natural resource management have increased livelihoods vulnerability of rural women and men and semi-urban communities.

6. Sudan has made inroads toward promoting gender equality and the empowerment of women, who now hold 25% of seats in Parliament and have 52% enrolment in higher education. Sudan established a special national committee on combating gender based violence in 2005. As per employment laws, women and men have equal opportunities for employment, and women are offered special protection during armed conflict. However, their socioeconomic situation remains precarious, they are most impacted by economic and climate change shocks, and the threat of women being excluded in recovery and peace consolidation remains high, underscoring the need to promote economic and political empowerment of women in all sectors.

II. Past cooperation and lessons learned

7. The Country Programme Document 2009-2012 focused on supporting implementation of the CPA and assisting recovery efforts in Darfur and Eastern Sudan. It underwent an external midterm review in 2011, concluding that the broad areas of support remained relevant but with a need to adapt to the post-CPA context. According to the review, progress was made on the development of national and sub-national capacities to plan, monitor, evaluate and implement the MDGs. Further support to government and partners is needed to alleviate poverty, stimulate macroeconomic stability, inclusive growth and employment, with a focus on poor women and vulnerable groups, while considering the environment and natural resource management.

8. UNDP contributed significantly to the achievements of key CPA milestones, including the first multi-party elections in 2010, and the South Sudan referendum in 2011. This included capacity development of media, women’s organizations and CSOs, all of which remain critical moving forward. UNDP provided legal aid to more than 7,300 people through community centres, contributing to their access to justice. Together with UNMIS, UNDP established community policing structures, contributing to building confidence between police and communities. For the future, the midterm review recommended strengthening engagement with customary justice systems, focusing on development and implementation of laws and policies, along with improvements in linkages with peace building through a joint community security approach.

9. Through UNDP’s partnership with the Global Fund, malaria prevalence rate dropped from 6.2% in 2005 to 2% in 2009. Similarly, the 2002 HIV prevalence of 1.6% went down to 0.67% in 2009, thereby shifting from a generalized epidemic to a low-concentration urban epidemic. During the 10-year period 1999-2009, the tuberculosis (TB) treatment success rate increased to 82%.

10. By August 2012, UNDP will have supported reintegration of close to 32,000 ex-combatants under the CPA and the East Sudan Peace Agreement, contributing to stability in the country. Through the joint work with UN Mine Action Office, UNDP helped put in place a legal and policy framework for mine action and developed core capacities for planning and coordination in the National Mine Action Centre. It also led the development of an early recovery and community stabilization framework, building momentum for transition from relief to development. An external review highlighted challenges posed by the verification of ex-combatants and the need for stronger linkages between individual reintegration and community-level recovery, employment, stabilization and peace building. Going forward, a more comprehensive approach is needed, with better linkages between local-level livelihood assistance, community infrastructure rehabilitation, and longer-term governance, rule of law, and poverty reduction strategies.

11. UNDP Sudan supported capacities at national level to translate international instruments on energy, environment and climate change into laws, national policies and institutional structures, such as the Drylands Unit at the Ministry of Agriculture. UNDP also helped developed the National Adaptation Plan of Action, which led to initiation of community-level adaptation piloting in 40 rural villages across four states. UNDP will place more emphasis on community-level interventions to strengthen people’s resilience to climate risks, improve disaster risk reduction, and promote climate change adaptation, biodiversity and access to “green” energy.
12. The midterm review found inadequate attention to strategic capacity gaps in targeted government institutions. Coverage and impact of gender-specific initiatives remained limited, raising a need to build on good examples and develop clear baselines/indicators for each thematic area. Development aid coordination needs to be strengthened with a focus on empowering the government to undertake leading role.

III. Proposed programme

13. Building on the UNDAF 2013-2016, the Country Programme supports the implementation of key development priorities in the government’s National Strategic Development Plan of 2012-2016. The programme is aligned with the Istanbul Plan of Action for least developed countries in three areas: private sector development, climate change and social protection. The proposed programme has been developed in close consultation with the government and other key partners.

14. The programme will support transition from relief to recovery and medium-and long-term development. It will adopt, where viable, a programme-based approach to promote synergies among programme areas to promote national ownership and ensure sustainability. While taking an active facilitative role in creating high-level dialogue on key issues, it will also seek pilot projects at the local level to demonstrate effects. Crosscutting principles such as gender and youth empowerment, conflict-/environment-sensitivity, and a human rights based-approach will be mainstreamed across all programme areas. Resources permitting, UNDP will expand the geographical coverage of its programmes to ensure that people in need in all locations are supported. In line with UNDAF and national priorities, UNDP will support four focus areas:

15. **Poverty Reduction, Inclusive Growth and Sustainable Livelihoods:** UNDP will strengthen national/sub-national capacities to promote, plan, map and monitor progress toward the MDGs, and will support gender-responsive, pro-poor macroeconomic policymaking with correct data, including strengthening national statistical systems. Emphasizing post-2015 MDG localization in state-level planning, with a focus on promoting the inclusion of women and youth, UNDP will focus on creating employment opportunities, private sector development, and access to microfinance and social protection schemes. UNDP will work with partners to support basic community assets/infrastructure to alleviate poverty and provide an enabling environment for reintegration and return. UNDP will continue to facilitate equitable access of the poor to viable market opportunities to promote poverty reduction and support recovery activities. An area-based approach to local development and community-level interventions, focusing on restoring environmental assets and promotion of “green” jobs, will be applied to accelerate recovery and development, especially in more stable but chronically poor locations. As the Principal Recipient for Global Fund grants, UNDP will continue to mobilize partners and civil society resources to effectively respond to AIDS, tuberculosis and malaria while building national capacities.

16. **Inclusive Governance and Rule of Law:** UNDP will support government institutions for effective, decentralized governance. On the public sector side, promoting accountability and citizen participation as a framework will require providing technical assistance through initiatives that strengthen states’ ability to provide public goods and services, strategic development planning, monitoring and evaluation systems, information and communications technologies (ICT) for the poor, and transparent/accountable public expenditure and financial management systems. UNDP will also assist federal institutions to develop predictable, transparent and balanced resource allocation mechanisms from the centre to the states. UNDP will support states and the national parliament, as well as social accountability mechanisms, to strengthen capacities of communities/civil society and women’s groups for better engagement in public policy processes, including in constitution making. UNDP will support government efforts in developing capacities in areas such as anti-corruption and human rights, including support to National Commission on Human Rights and implementation of Universal Periodic Review (2011) recommendations. UNDP will develop capacities of rule of law/justice institutions, including formal/customary courts, prosecutors, legislature, prisons and police. It will promote access to justice by vulnerable groups, including through awareness raising, strengthening legal aid and legal representation, and supporting the prosecution of gender-based violence cases. Inter-linkages will be promoted between local governance, rule of law, recovery and reintegration. Political empowerment of women, including in decision making, will be a key programme priority.
17. **Social Cohesion, Peace Consolidation and Peace Dividends:** UNDP's peace building and recovery priorities will focus on both “soft” and “hard” components that reduce the likelihood of violent conflict at community levels and promote an enabling environment for peace. The soft component will address skills and capacity gaps and promote partnerships to strengthen the ability of state and non-state entities to manage and resolve conflicts. UNDP will help reinstate community-level conflict resolution mechanisms, including traditional structures, local peace councils and the native administration. The role of women in peace building and conflict resolution will be promoted. Tangible peace dividends in the form of community infrastructure, livelihoods support and improved service provision will be delivered based on community needs. Hence, community security and arms control, mine action and clearance, community-based reintegration of ex-combatants, livelihoods recovery, and durable solutions for IDPs, returnees and refugees, all remain critical interventions. UNDP will support Darfur Regional Authority to implement the Doha Darfur Peace Document. It will continue to support the rollout of an early recovery framework for Darfur, focusing on community stabilization and economic recovery activities to support the transition from relief to recovery.

18. **Environment, Energy, and Natural Resource Management:** Building on the National Adaptation Plan of Action, UNDP will scale up its gender responsive support to national institutions, state and non-state partners to address environmental degradation and natural resource management. It will aim to reduce vulnerability and strengthen resilience of rural/urban communities to climate change, by multiplying local adaptation and risk reduction measures. It will support programmes to protect biodiversity and improve coastal zone management, agriculture productivity, dry lands and integrated water resource management. UNDP will also support improved access to energy in rural areas, and will promote energy efficiency, clean technologies/investment, and use of renewable energy sources.

**IV. Programme management, monitoring and evaluation**

19. The country programme is nationally owned. UNDP will develop a Country Programme Action Plan to provide the operational framework for the Country Programme. Under the overall coordination of the Ministry of International Cooperation, direct implementation modality (DIM) will remain the predominant delivery modality. However, UNDP will explore opportunities for government bodies to use the national implementation modality (NIM). UNDP will endeavour to use national systems, including their M&E systems, and capacitate relevant institutions for NIM. UNDP will continue to use letters of agreement to ensure national ownership of implementation of specific programme activities. Similarly, UNDP will seek NGO implementation where appropriate and feasible, as per the assessment of capacities per UNDP regulations and rules.

20. UNDP Sudan will ensure it has the relevant capacity to implement its new programming priorities (such as environment/energy, private sector development, and employment, peace building and ICT). This will require closer engagement with UNDP’s regional and global facilities to allow fast deployment of critical, high-level expertise. The country office will also seek an increased role in facilitating South-South cooperation. Fast-track modalities will be applied where necessary to increase the pace and effectiveness of delivery.

21. Operating in fragile contexts with limited access to conflict-affected areas has been a key challenge for programme delivery. UNDP will find alternative ways of working in volatile settings, including arrangements for remote monitoring and mission-based programme management that may involve stronger partnerships with local service providers, NGOs and UN agencies. UNDP will have field offices with the appropriate capacity in South Kordofan, Blue Nile, Abyei, East Sudan, and Darfur for effective programme implementation and monitoring. UNDP will aim for joint programmes with UN agencies and international partners, and will approach non-traditional development partners and private sector, where possible. It will pursue collaboration with UNAMID in Darfur and UNISFA in Abyei.

22. Management, monitoring and evaluation is grounded in UNDP's programme and operations policies and procedures, including quarterly progress reviews, joint annual reviews, and programme and outcome evaluations. Continuous monitoring and feedback will be ensured at all
stages of project/programme design and implementation. UNDP will ensure that the CO is structured and has the requisite substantive and operational resources to deliver and monitor the programme, as well as to carry out its fiduciary responsibilities.
## ANNEX. RESULTS AND RESOURCES FRAMEWORK

### NATIONAL PRIORITY OR GOAL: Economic Growth and Sustainable Development

<table>
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<tr>
<th>UNDAF OUTCOME 1: People in Sudan, with special attention to youth, women and needy* populations, have improved opportunities for decent work and sustainable livelihoods and are better protected from external shocks, thereby reducing poverty.</th>
<th>Outcome indicator: TBD; Related Strategic Plan focus areas: Poverty Eradication and Achievement of MDGs.</th>
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<tr>
<td>GOVERNMENT CONTRIBUTION</td>
<td>OTHER PARTNER CONTRIBUTIONS</td>
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<td>Set gender responsive policies, allocate resources, lead policy formulation and implementation; commit to community stabilization, security; provide access to finance, targeting the poor and women in particular; develop national monitoring and evaluation system, coordinate state actors participating in statistical development.</td>
<td>Other UN agencies, partners will support employment generating economic growth, focusing on livelihoods of poor. Research institutes, civic actors will conduct socioeconomic analysis to inform policy.</td>
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### UNDAF OUTCOME 2: Populations vulnerable to environmental risks and climate change become more resilient and relevant institutions are more effective in the management of natural resources. | Outcome indicator: TBD; Related Strategic Plan focus areas: Environment and sustainable development |
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<td>Formulate and implement gender responsive policies and legislation on climate change, energy efficiency, and low carbon emission; lead the coordination on these topics across relevant ministries and public institutions.</td>
<td>UNEP support to environmental governance, research and gender responsive policy development on climate change adaptation, integrated water management, household energy, etc.; civil society to promote public awareness; private sector to partner through public-private partnership arrangements, and adopt climate change-sensitive approaches.</td>
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### UNDAF OUTCOME 4: People in Sudan, with special emphasis on needy* populations, have improved access to equitable and sustainable quality basic services; | Outcome indicator: TBD; Related Strategic Plan focus areas: Poverty Eradication and Achievement of MDGs |
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<td>Sudan National AIDS Control Programme; National Tuberculosis Control Programme; National Malaria Control Programme</td>
<td>Other UN agencies will work on HIV/AIDS as per UNAIDS division of labor; SLWA, STPA, UNHCR to work within their access areas.</td>
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### NATIONAL PRIORITY OR GOAL: Governance and Administration; Building Institutional Capacity

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<th>UNDAF OUTCOME 5:Governance institutions at all levels* are strengthened to effectively plan, deliver and monitor their mandates, particularly public services, in an equitable and accountable manner.</th>
<th>Outcome indicator: TBD; Related Strategic Plan focus areas: Democratic Governance.</th>
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Federal government policies guide states/localities in decentralized services, introduce anti-corruption systems, state government to adopt transparent public expenditure management systems; all levels to develop plans/budgets, deliver citizen-centered services. Electoral management body to set policies, manage electoral processes; elected officials to increase accountability, ensure citizen representation in decision making.

CSOs to promote citizen participation, government accountability; media to promote civic awareness on public management, resource allocation; donors, other international organizations to provide financial support for decentralization, capacity development

Strengthen oversight role of Parliament; support national electoral commission to strengthen electoral process management; promote civic awareness; support local government to strengthen public expenditure management; CSOs to foster social accountability; administrative mechanisms to increase effectiveness of audit/oversight over public resources; promote intergovernmental system for improved allocation of resources/assignment of expenditures in support of recovery, long-term local service delivery, with strengthened federal oversight/policy guidance

Indicators: (1) Number of states implementing transparent and accountable mechanisms for ensuring compliance with revenue and public expenditure management regulations; (2) Number of states/local authorities that held consultations on public resource allocation, budgets and service delivery with citizens and CSOs representative; (3) % of citizens who say they have confidence in their elected assemblies disaggregated by state, gender and age. Baselines: (1) No state instituted mechanisms for ensuring compliance; (2) one state; (3) 48 %. Targets: (1) five states; (2) TBD; (3) 55 %.

(1) Number of states implementing transparent and accountable mechanisms for ensuring compliance with revenue and public expenditure management regulations; (2) Number of states/local authorities that held consultations on public resource allocation, budgets and service delivery with citizens and CSOs representative; (3) % of citizens who say they have confidence in their elected assemblies disaggregated by state, gender and age. Baselines: (1) No state instituted mechanisms for ensuring compliance; (2) one state; (3) 48 %. Targets: (1) five states; (2) TBD; (3) 55 %.

(1) Intergovernmental systems, government institutions strengthened to support decentralization for effective service delivery to contribute to recovery processes and long-term development at state and local levels; (2) Public and social accountability mechanisms established to increase effectiveness of public resources allocation, budgets and service delivery for recovery and development; (3) Electoral cycle and constitution review processes supported to broaden participation of citizens, including key oversight and legislative institutions, media and CSOs in political processes.

Regular: $2,974,752
Other: $20,200,000

UNDFAF OUTCOME 6: People in Sudan are protected under an enabling environment that guarantees the rule of law, basic rights and fundamental freedoms. Outcome indicator: TBD. Related Strategic Plan focus areas: Democratic Governance.

Promote decentralization to state level through adoption of relevant decrees and fiscal decentralization, as well as implementation of Legal Aid Bill. Human Rights Committee to advocate on key human rights issues, including violence against women (VAW).

Other UN Agencies: Raise awareness on human rights issues; coordinate infrastructure support with UNAMID, UNISFA. Partner with national CBOs/NGOs to provide legal aid to marginalized; institute to ascertain customary law; with traditional leaders, ensure alignment between state/customary law. Engagement with key international actors to ensure synergies, secure technical assistance where needed.

Produce targeted infrastructure support at state level and pro bono legal assistance to marginalized through subcontracting CBOs/NGOs; support ascertainment and review research on customary law to ensure alignment with state law and international standards; provide training, awareness raising, technical assistance to key traditional structures; raise awareness on human rights/rule of law, provide training for formal justice institutions; emphasize addressing VAW (awareness raising and technical assistance to key government institutions)

Indicators(1) % of localities with permanent and functional justice institutions disaggregated by state; (2) % of men and women who say they have easy access to justice institutions; (3) Number of supported states with platforms/strategies for addressing VAW. Baseline: (1) Courts 36 %, Police 55 %, Legal Aid 9 % of localities in Kassala state; Courts 29 %, Police 95 %, Legal Aid 14 % of localities in South Darfur state; (2) Darfur states: 26 %, reported easy access; Kassala, Gedaref and Red Sea states: 38 % reported easy access; (3) 0 states. Target: (1) TBD; (2) TBD; (3) 5 states.

(1) Justice institutions including customary and traditional justice and security systems at state/local level equipped to provide effective, equitable and timely justice/protection services in line with international standards. (2) Availability of legal aid facilities meeting needs of marginalized and vulnerable populations increased to strengthen protection of basic rights, equal access to justice for all. (3) VAW addressed through legal advocacy, paralegal services, judicial reform and awareness raising within police, judiciary and traditional leadership.

Regular: $2,974,752
Other: $11,500,000

NATIONAL PRIORITY OR GOAL: Governance and Administration; Social and Economic Development

UNDFAF OUTCOME 7: Government and civil society initiatives that promote social cohesion, peace consolidation and pluralism are strengthened. Outcome indicator: TBD. Related Strategic Plan focus areas: Crisis Prevention and Recovery.

Government to identify, empower partners for peacebuilding work, establish peacebuilding sector working group for all stakeholders; act as guarantor of peace processes, contribute to durability by providing an enabling security/social cohesion/basic services; support enabling cultural respect for diversity, promoting social cohesion/pluralism in cultural venues, media, legal frameworks

UNICEF/UNESCO promote peace education for youth, support enabling environment for a culture of peace; UNEP supports framework for economic governance to ensure natural resources are managed inclusively; UNHCR ensures voluntary and sustainable returns; UNCT engages with government in coordinated peacebuilding; civil society contributes to peace processes through awareness raising, training, grassroots campaigning, advocacy

Support capacity development for third-party interventions, through sharing state situation analyses; financial support for peace processes where needed, support government entities working on conflict resolution and reconciliation

Indicators: (1) Number of government and local community-led conflict resolution and prevention mechanisms in place; (2) Conflict-monitoring system established. (3) % of women participating in local peacebuilding and reconciliation processes. Baseline: (1) Two functional government-led conflict resolution mechanisms; (2) N/A; (3) 10 %

Targets: (1) Six functional government-led conflict resolution mechanisms; (2) Conflict-monitoring system functional.(3) 25%

(1) Government and community-led peacebuilding initiatives supported to promote stability, inter-communal reconciliation and peaceful coexistence; (2) Capacity established or strengthened at the national, state and local levels to plan and coordinate response, address community security and monitor conflict risks.

Regular: $2,974,752
Other: $27,868,696

UNDFAF OUTCOME 8: Peace dividends are delivered for sustainable return, reintegration and recovery. Outcome indicator: TBD. Related Strategic Plan focus areas: Crisis Prevention and Recovery.

Government supports sustainable peace by upholding basic services; ensures conducive financial/ regulatory environment for livelihood recovery/income generation, especially for youth, women

IOM provides peace dividends to communities; UNCT engages with government in coordinating recovery; UNHCR supports socioeconomic integration of displaced populations; civil society/CBOs support reintegration, recovery processes by ensuring community-wide participation, including women, youth; CBOs undertake activities in partnership with communities, partnering with government, UN

UNDP designs/implements recovery programming for IDPs, refugees, returnees (including women, youth) with a focus on supporting transitional solutions, ensuring dignified sustainable livelihoods, through community-based institutions that promote joint identification of individual/household/community needs, and that aim at preventing conflict rooted in inequitable distribution of resources, underdevelopment

Indicators(1) % of demobilised ex-combatants and women associated with armed groups provided with socio-economic reintegration support; (2) % of beneficiaries with ongoing reintegration schemes after six months; (3) Number of crisis-affected communities provided with critical infrastructure and key economic assets and skills, based on priorities identified by affected populations. Baseline: (1) 111 %; national policy framework for reintegration in place; (2) 70% in Blue Nile and 74 in South Kordofan; (3) 15 community initiatives implemented. Targets: (1) 3 TBD

(1) Durable solutions for IDPs, refugees supported through voluntary return, socio-economic reintegration, restoration of community infrastructure or economic assets; (2) Social stability and community security improved through community infrastructure, capacity development, reintegration of ex-combatants, management of small arms/landmine threats, increased local capacities for effective social services.

Regular: $2,974,752
Other: $50,207,500

$27,868,696

$11,500,000

$50,207,500

$11,500,000